

Monroe Street Corridor Design & Livability Plan December 2002

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City of Toledo

Honorable Marcy Kaptur, United States Representative

Monroe Street Corridor Coalition

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B R I
Beckett&Raeder
In association with



The Danter Company

IMPLEMENTATION STRATEGY - PROGRAMS

			Policy	Program	Project	Program and Project Type
THEMES						
Livable Neighborhoods	LN1	Historic and Design Guidelines	●			Certified Local Government: Ohio Historical Society
	LN2	Traffic Calming Techniques	●		●	TIP
	LN3	Reduce Pedestrian Crossing Widths	●		●	TIP
	LN4	Increase Width of Sidewalks	●		●	Toledo Capital Improvement Program / CDBG
	LN5	Blight and Building Code Enforcement		●		Toledo General Operating / CDBG / TIF
	LN6	Zoning District Modifications		●		Toledo General Operating
	LN7	Corridor Overlay Zoning Ordinance		●		Toledo General Operating
Corridor Appearance	CA1	Lane Reduction from 17th to Lawrence			●	TIP
	CA2	Streetscape and On-Street Parking 17th to Lawrence			●	TIP / TEA-21
	CA3	Roundabout at Collingwood			●	TIP / CMAQ
	CA4	Median along Monroe Street from Lawrence to RR Underpass			●	TIP / TEA-21
	CA5	Streetscape from Lawrence to RR Underpass			●	TIP / TEA-21
	CA6	Lane Reduction from Cardinal St to Jermain Park			●	TIP
	CA7	Roundabout at Auburn			●	TIP / CMAQ
	CA8	Lane Reduction from Jermain Park to Westland			●	TIP
	CA9	Expansion of Front Yard Terrace from Jermain Park to Westland			●	TEA-21 / CDBG
	CA10	Streetscape from Oatis to Central Avenue			●	TIP / TEA-21
	CA11	Intensive Street Tree Planting from Jermain Park to Westland		●	●	TEA-21 / CDBG
	CA12	Lane Reduction on Central from Westland to Monroe Street			●	TIP
	CA13	Streetscape on Central from Westland to Monroe Street			●	TIP / TEA-21
Retail: Diversity & Quality	RT1	New Grocery Store		●	●	TIF / CDBG / EDA Facilities / Ohio Enterprise Loan / ODOD Urban & Rural Initiative / NOBFP / SL / PI / 2%UF / HUD 108
	RT2	New Big Box Retailer		●	●	TIF / CDBG / EDA Facilities / Ohio Enterprise Loan / ODOD Urban & Rural Initiative / NOBFP / SL / PI / 2%UF / HUD 108
	RT3	Neighborhood Shopping Center at Swayne Field			●	TIF / CDBG / EDA Facilities / Ohio Enterprise Loan / ODOD Urban & Rural Initiative / NOBFP / SL / PI / 2%UF / HUD 108
	RT4	Main Street Program in the Auburn District		●		CDBG / HUD 108
	RT5	Mixed Use Development at Monroe / Central Intersection			●	TIF / CDBG / EDA Facilities / Ohio Enterprise Loan / ODOD Urban & Rural Initiative / NOBFP / SL / PI / HUD 108
Redevelopment & Revitalization	RR1	Art & Artist Mixed Use Project		●	●	TIF / ITC / NOBFP / Toledo Neighborhood Improvement Fund
	RR2	New Gateway Building at 17th and Monroe Street			●	TIF / ITC / NOBFP / Toledo Neighborhood Improvement Fund
	RR3	Attached and Detached Single Family Homes			●	TIF / NOBFP / Private Investment
	RR4	Job Training Facility at Monroe St. / Detroit Avenue			●	Lucas County
	RR5	Building Façade Improvements		●	●	TIF / Business Façade Improvement Program
	RR6	Conversion of Rental Neighborhood to Owner Neighborhood		●		TIF / NOBFP / HUD Self-Help Homeownership Program / Private Investment
	RR7	Acquisition and Demolition of Buildings		●	●	Neighborhood Improvement Fund / CDBG / TIF
	RR8	Acquisition and Relocation of Businesses		●	●	Neighborhood Improvement Fund / CDBG / TIF
	RR9	Urban Neighborhood Shopping District at Monroe / Detroit Ave			●	TIF / CDBG / NOBFP / Synthetic Lease Program / Private Investment
	RR10	Dangerous Building Removal		●		CDBG / TIF
Public Safety	PS1	New Police Substation at Monroe / Detroit Intersection			●	Toledo General Operating / CDBG
	PS2	Improved Roadway and Pedestrian Scale Lighting		●	●	TIP / TEA-21
	PS3	Supplemental Community Policing Activities		●		Toledo General Operating / CDBG

CDBG	Community Development Block Grant	SL	Synthetic Lease Program
EDA	Economic Development Administration	TEA-21	Transportation Enhancement Program
ITC	Investment Tax Credit	TIF	Tax Increment Financing
NOBFP	Northwest Ohio Bond Fund Program	TIP	Transportation Improvement Program
PI	Private Investment	2%UF	2% Toledo Utility Fund

IMPLEMENTATION STRATEGY - PROJECTS

	AREAS				
	Art & Entertainment District	Swayne Field	Auburn Business District	Upton & Oatis	ProMedica District
THEMES					
Livable Neighborhoods	Expand the influence of Museum Campus to create an Arts & Entertainment District from 17th Street to Lawrence. Historic and Design Guidelines to ensure quality renovations. New residential areas with access to greenspace and on-street parking.	Reduce the pedestrian crossing distance on Monroe and Bancroft; reduce the number of wine and liquor stores; increase sidewalk widths; and install traffic calming measures.	Renovate buildings; Clean and Maintain Roads; Code Enforcement on Blighted Properties and Abandoned Vehicles; Community Parks which integrate with neighborhoods.	Re-establish residential neighborhood along Monroe Street.	Encourage the linear expansion of the Promedica Campus between Oatis, Midwood, Westland, I-475, and Ottawa Park while not fragmenting existing neighborhoods.
Corridor Appearance	Reduce Monroe Street road profile from 4 / 5 Lanes to 3 Lanes with on-street parking; uniform street trees, pedestrian scale lights; wider sidewalks; façade treatment program; and corridor specific signage	Determine appropriate number of travel lanes and install traffic medians as a safe harbor for pedestrian crossings; widen sidewalks; improve roadway and pedestrian lighting; and install urban streetscape. Reduction and/ or elimination of commercial billboard signs.	Redefine Monroe and Auburn as neighborhood shopping district; streetscape with pedestrian lighting between Cardinal & Jermain Park; and tree lined streets. Create 3 lane roadway and investigate installation of a roundabout at the Monroe Street / Auburn intersection.	Reduce 5 lanes to 3 lanes between Jermain Park and Westland and use reclaimed right-of-way to increase the front yards of adjacent properties.	Urban corridor enhancements consistent with the improvements proposed by Promedica. Reduce Central Avenue between Westland and Monroe Street to 3 lanes and increase sidewalks and pedestrian areas, accordingly.
Retail: Diversity & Quality	Regional and Neighborhood commercial within a mixed use building; maintain existing businesses; Art Galleries and Working Studios; restaurants and cafes.	Recruit new grocery store and big box retailer such as Target; recruit broader range of neighborhood retail stores.	Neighborhood service businesses with emphasis on family oriented stores & quality. Continue advancement of Main Street Program and organize a business association.		Increased mixed uses (retail and professional office) at the intersection of Monroe Street and Central Avenue.
Redevelopment & Revitalization	Art & Artist Mixed Use Project; New Gateway Building; Townhomes; Attached Townhomes; Single Family detached housing; and conversion of renter occupied neighborhood to owner occupied.	Reinvent the Swayne Field Shopping Center into a modern urban neighborhood shopping center; and relocate and reorganize businesses into a defined district. Adaptive reuse of Seagate Fixtures building for county job training facility.	Intensive building code enforcement and façade program. Establish parking on-street with off-street public parking lots. Selective demolition of abandoned and dangerous buildings.	Reverse ongoing conversions of houses to offices and rezone back to residential, and increase the percentage of owner occupied housing.	Redevelop select properties along Monroe Street to create a defined neighborhood business district which supports local neighborhoods and the transient health care population.
Public Safety		Establish within the new development a fully functioning police substation for the Monroe St. / Detroit Avenue neighborhood.	Pedestrian scale lighting throughout the business district with community policing activities to supplement regular police enforcement.	Pedestrian scale lighting along residential area.	

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Understanding the Present

Fundamentals of the Corridor

General Characteristics

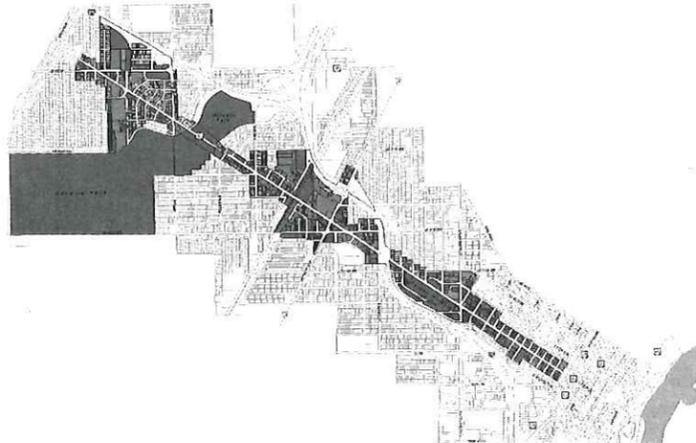
The Monroe Street Corridor study area extends from 10th Street to the intersection of Monroe Street and Central Avenue. Within this definition the corridor is approximately 3.5 miles in length and encompasses 442 acres and consists of 1,655 public and private properties.

The corridor is anchored by several notable tenants and districts. At the easterly edge of the corridor is the new Toledo Mud Hens Stadium and the Warehouse District. The Promedica (Toledo Hospital) Campus anchors the westerly edge of the corridor, and the Toledo Museum of Art is prominently situated in the middle of the corridor.

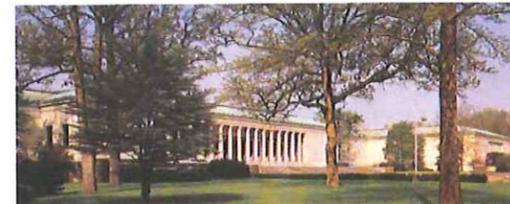
Like typical urbanized corridors it contains a variety of building types and uses including residential, retail, industrial, and institutional. The two predominant land uses include residential-single family (36%) and commercial (33%). Residential uses, including single and multiple family comprise 47% of the parcels, and 21% of the land area.

Institutional properties account for 228 parcels and 173 acres (39%) within the study area. These properties are owned by Promedica, First Alliance Church of Toledo, Glenwood Avenue English Lutheran Church, St. Martin DePorres Church, Lucas County, City of Toledo, Mercy Hospital, Toledo Museum of Art, and Toledo Gospel Tabernacle.

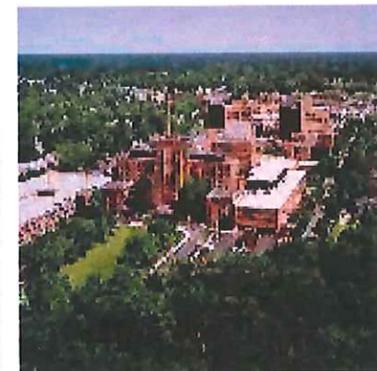
Commercial uses are located along the majority of the corridor but occur more frequently between 10th and 22nd Streets, at the Monroe St. and Detroit Ave. intersection (Swayne Field), Monroe St. and Auburn intersection, and Monroe St. and Central Ave. intersection (Colony District).



New Mud Hens Stadium located between Monroe and Huron Streets in downtown Toledo



The Toledo Museum of Art



Promedica (Toledo Hospital) Campus

People, Homes, and Income

There are fourteen U.S. Census block groups which are adjacent to Monroe Street. These block groups were combined to develop an overview of the residential population and how this area as a geographic area compares to the City of Toledo and Lucas County. The 2000 U.S. Census indicates that 18,490 persons reside within the Monroe Street corridor study area and live in 6,992 housing units.

The profile also notes that 14% of the housing units are vacant, 24% of the population is below the national poverty level and roughly the same percentage are without a vehicle for transportation.

Approximately 28% of the population has a high school degree, 22% attended college, and 26% obtained a bachelors degree or above.

Persons residing in the Old West End and Westmoreland neighborhoods tend to have higher incomes, administrative and professional jobs, and a higher household income than residents residing in the Auburn, Bancroft, and Woodruff neighborhoods. Although these neighborhoods have distinctly different lifestyle profiles the one common denominator that binds them together is Monroe Street.

Ownership and Conformity

There are 1,655 parcels of property along the corridor according to the Lucas County Assessors real estate database. Of this total, 1,199 are classified as Absentee-Owner determined by comparing the address of the parcel to the mailing address and location of the owner. From this amount, 1,021 parcels were classified as conforming to the zoning classification based on the type of use compared against the zoning code. Likewise, there are 456 Owner-Occupied parcels and of these 418 conform to the zoning code.

A trend worth monitoring is the frequency of renter-occupied housing within the study area. Based on 2000 U.S. Census data this percentage was 51% which tends to be an index of neighborhood decline.

Zoning

The study area consists of 442 acres of land. Of this amount, 175 acres or 40% is zoned for commercial uses, and 119 acres or 27% for residential uses. Manufacturing and warehousing comprises approximately 15% or 65 acres of property and much of this located west of Detroit Avenue in the former National Supply Industrial Park.

Facts @ A Glance

Length	
Feet	18,490
Miles	3.50
Acres	442
Population	13,770
White	4,944
Black	8,034
Total Households	6,167
Family	2,814
Non-Family	3,353
Total Housing Units	6,992
Vacant	1,008
Owner Occupied	2,414
Renter Occupied	3,570
Average Home Value	\$ 69,353
Average Household Income	\$ 34,564
Dominant Income Group	\$10,000
Per Capita Income	\$ 15,989
% Person Below Poverty	24%
% Householders without Vehicle	23%

Monroe Street As A Transportation Corridor

The width and importance of Monroe Street as a regional arterial has evolved as the City of Toledo urbanized, and the surrounding communities and townships suburbanized. Prior to the construction of I-75 Monroe Street was the primary regional arterial which connected downtown Toledo with the commercial and residential neighborhoods on Toledo's west side. The importance of this regional link required the width of Monroe Street to increase in size to respond to additional traffic volumes.

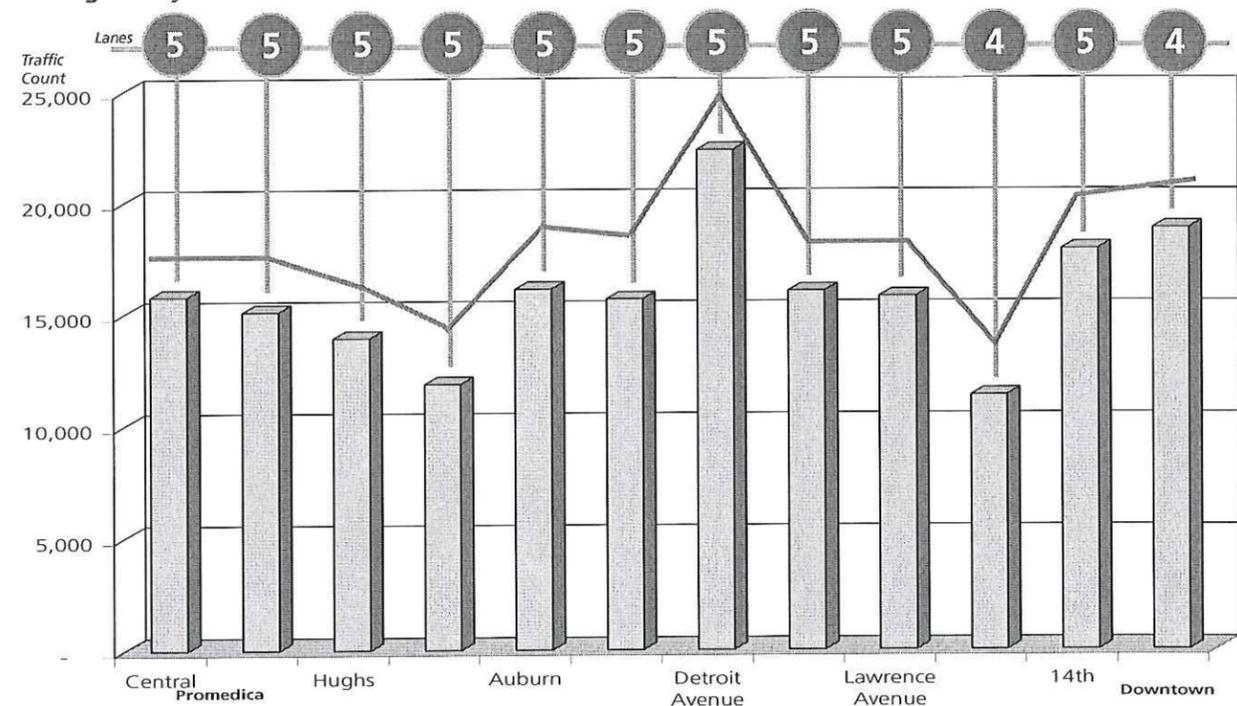
As a result, Monroe Street, as it functions today, is primarily a five lane highway from downtown to its western terminus in the City of Sylvania. Although the cross section of Monroe Street remains relatively constant throughout the study the volume of traffic varies within the corridor. The graphic below summarizes the relationship between location in the corridor, traffic volumes, and number of lanes.

Although Monroe Street efficiently moves traffic the result of this public policy has led to the decline of adjacent business districts and neighborhoods. Parking has been removed from business districts, street trees have been replaced by billboards, and residents view the street as a physical and economic barrier. We have made the commute from downtown to the suburbs quick and with minimal disruption and as a result sacrificed our place of community and neighborhoods.



Monroe Street roadway is currently between 4 and 5 lanes

Average Daily Traffic Volume at Selected Intersections and Number of Lanes along Monroe Street



The role of how Monroe Street will function as a thoroughfare in the future has been debated throughout the planning process. On one hand everyone recognizes that Monroe Street is a primary arterial which links the downtown with western destinations in the City of Toledo and its suburbs. On the other hand, the expanse of the street and the speed of the traffic have created an inhospitable environment for residents, and in some cases small businesses. Although it would be hard to quantify the following question is important to ask: did the City of Toledo policy of providing an efficient street network make it too convenient for people to exodus the central city and the neighborhoods surrounding the downtown?

In order to create this efficient street network many of the intersections along the corridor, and their respective turning and thru lanes, operate at a level of service (LOS) A through C. Like a grading card (A-F) the higher the grade the more efficient the intersection. A national debate has been occurring since the mid 1990's on the level of service and its implications for sustaining an acceptable quality of life. Typically, the LOS is determined by using the peak hour of highest traffic and designing the intersection according. If an intersection functions at a LOS C or D during the peak hour the other 23 hours of the day will likely see a LOS A through C. So how should public policy be framed on this issue? Do we design our streets to operate at a higher LOS for that one peak hour a day, or do we design our streets to accommodate 22 to 23 hours of normal traffic recognizing that during the peak hour it may delay the commute home by an additional 5 - 10 minutes.

Another factor of concern to city traffic engineers is the I-475 study and the Ohio Department of Transportation's (ODOT) comment that I-475 interchanges such as Detroit, Douglas, Monroe Street, etc., should not be used for intra-city travel. Further, there is discussion that some of the interchanges may be removed in the future and this would require Monroe Street to handle a higher volume of traffic.

This plan will not resolve these issues. As mentioned this is a public policy issue which needs to be addressed by the Mayor and the administration with input from the traffic engineers as well as city planners. However, the goals and objectives of this study was to recommend to the City of Toledo a strategy to improve the appearance and the liveability of the Monroe Street corridor. As a result, the need to maintain the current configurations and cross-sections of Monroe Street have taken a lower priority when compared to neighborhood preservation and commercial revitalization.

Public Involvement

Establishing Ownership Through Involvement

Stakeholder Interviews

The Monroe Street Corridor is more than a physical place. The corridor is composed of a variety of interests including public, private, and institutional entities, and, more importantly, people. A seemingly broad street has become the conduit by which people travel, conduct business, live, shop, pray, and seek cultural, educational, medical, and entertainment pursuits. As a result, the development of a revitalization program for the corridor needs to include the concerns, aspirations, and visions of these diverse stakeholders in the process.

Two separate initiatives comprised the public involvement process and these included interviews with individuals identified by the Steering Committee, and Visioning Sessions sponsored by the three Community Development Corporations and the Clergy. The results of those efforts are summarized in this section of the report. Collectively this input will help shape the framework leading to the revitalization of the Monroe Street corridor.

Stakeholder interviews were conducted during the months of February and March, 2002 at locations specified by the participant. To manage the interview process a questionnaire was prepared to guide the interview process and to ensure that similar questions were asked of all participants. To encourage detailed discussion on matters relating to geographic locations participants were provided a map of the study area for them to illustrate the locations of their concerns.

The "Stakeholders"

Anita Garroway, St. Martin de Porres Church
1119 W. Bancroft

Bill Sutton, Administrator
St. Vincent Mercy Hospital, 2213 Cherry

Carly Mys, President
Uptown Association, 326 16th Street

Chris Wilusz, Business/Property Owner
The Academy Group, 3043 Monroe

David Patridge, Store Manager
Sherwin-Williams Paint, 3062 Monroe

David Wehrmeister, Director, Boys & Girls Club
2250 N. Detroit

Derek Easterly, Tate Funeral Home
2302 N. Detroit

Dwight Kynard, Bank Manager
Huntington Bank, 3050 Monroe

Earl Mitchell, consultant, Mitchell & Associates
Jamaican Social Club, 3512 Monroe

Howard "Skip" Perry, ProMedica Health System
2121 Hughes Drive

Jason Strawberry, Principal, St. Martin de Porres Church
1119 W. Bancroft

John Birmingham, Executive Director
Uptown Association, 1105 Adams Street

John Moore, St. Martin de Porres Church
1119 W. Bancroft

Johnnie Commander, Store Manager
U-Haul, 2808 Monroe

Joyce Ferguson, CRA officer, Sky Bank
519 Madison

K. LaVerne Redden, Neighborhood Resident
St. Martin Church, 1119 W. Bancroft

Peter Gozza, Downtown Toledo Inc.

R.J. Rajner, Business Manager
The Academy Group, 3043 Monroe

Rev. Arnold, Bethlehem Baptist Church
1439 Bancroft

Robert Page, First Alliance Church, 2201 Monroe

Rochester Gates, St. Martin de Porres Church
1119 W. Bancroft

Image

An area noted for its deep, rich historic qualities, is now portrayed as an area reflecting the plight of many Midwest urban central cities – building vacancies, absentee ownership, abandoned buildings, poorly maintained infrastructure, a void in the variety and quality of goods and services offered to residents, and a fast way to get out of town. The Monroe Street corridor as one person noted is “a poor vision for Toledo.”

The corridor lacks “cohesion” and with the exception of the Toledo Hospital and the Mud Hens Stadium as bookends, and the Toledo Museum in the middle of the corridor, there is nothing unique about Monroe Street. Swayne Field, noted by many participants, as a symbol of disinvestment and abandonment frames the intersection of Detroit Avenue and Monroe Street, a primary gateway from I-75.

As another participant noted the corridor is “run down, deteriorated, embarrassing, but revitalizing.”

Vitality

The lack of critical mass in business and retailing along the corridor has detracted from its overall vitality. “Sporadic pockets of vibrant successful businesses with large gaps of deterioration and boarded buildings,” summarized the feelings of one interviewee. Pockets along the corridor such as the Toledo Museum of Art, Toledo Hospital, and Mercy Hospital stand out as areas pulsing with activity, but this energy isn’t spilling over into the adjacent business areas and neighborhoods. As one person observed, the corridor “has a loose collection of businesses unrelated to each other and unrelated to the adjacent neighborhoods.”

The “Stakeholders”

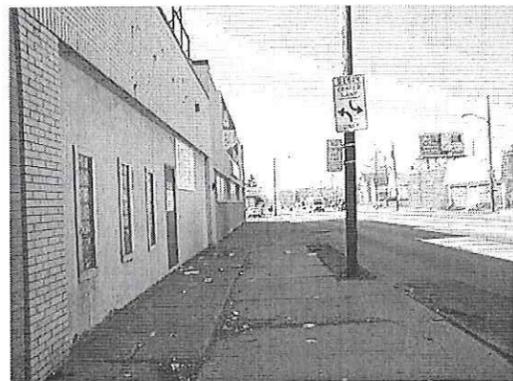
Ron Davis, Store Manager, Rite Aid, 3013 Monroe

Scott Davis, District Manager, Rite Aid, Toledo

Steve Taylor, Business/Property Owner, Taylor Buick
1415 Jefferson

Thomas Fraser, Pastor, First Alliance Church
2201 Monroe

Tracy Knighten, School Principal, King Elementary
1415 Lawrence



Lack of street trees, adequate lighting and active store fronts detract from image



Carry out liquor store along Detroit Street

Barriers and Concerns Affecting Redevelopment

Barriers and concerns noted by those interviewed have been grouped into categories including infrastructure, crime and security, demographics, and economic restructuring in order to assess their content.

Infrastructure

The condition of curbs and gutters, sidewalks, and the lack of adequate street lighting were noted as concerns.

Crime & Security

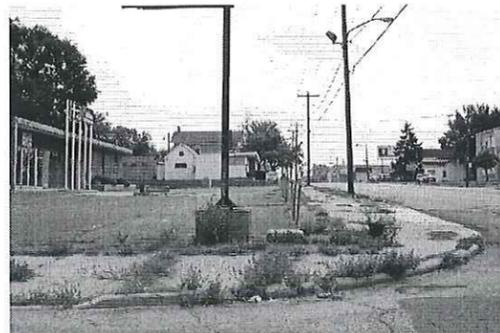
Crime and the perception of crime were noted as barriers to redevelopment. It was noted that the incidence of crime extends along the entire length of Monroe Street but appears to be concentrated in the Detroit Avenue area. Lack of disposable income, and the concentration of very low income households in some locations along the corridor results in robberies, petty crimes, and drug related crimes. The lack of police presence was noted as a problem which is contributing to the type of crimes along the corridor.

Demographics

The pattern of urban development in Toledo where households with disposable income migrated to surrounding townships, and communities, created a void filled by lower income households. This situation has resulted in low disposable income to support retail establishments, encourages the trend of convenience stores, and the proliferation of under maintained, and excessive rental housing.

Economic Restructuring

Neglected buildings along the corridor present a poor image to potential investors. In addition, some interviewees noted that religious institutions are acquiring too many properties, which sit underutilized most of the week. Some property owners, like the owner of Swayne Field, are not reinvesting in the property and are unwilling to cooperate on redevelopment opportunities. There appears to be an outflow of consumer spending and lack of money available for reinvestment.



Deteriorated curbs and sidewalks create an inhospitable environment for pedestrians and reinforce the image of neighborhood disinvestment



Neglected buildings and parking lots along the corridor present a poor image to potential investors.



Abandoned and junked vehicles are indicators of decline along the corridor.

Table 1
Stakeholder Desires for Corridor Improvement

Desires Identified by Stakeholders	Along the Corridor	Within Adjacent Neighborhoods
Economic Development		
Fill or Remove Abandoned Buildings	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Grocery Store and Associated Retail	<input checked="" type="checkbox"/>	
Redevelop Older Buildings along Rail Corridor	<input checked="" type="checkbox"/>	
Remove Vacant Auto Repair Shops		<input checked="" type="checkbox"/>
Restaurants for Employees	<input checked="" type="checkbox"/>	
Revitalization of Key Buildings	<input checked="" type="checkbox"/>	
Revitalize Swayne Field	<input checked="" type="checkbox"/>	
Supermarket	<input checked="" type="checkbox"/>	
Housing		
Demolish Unuseable Houses		<input checked="" type="checkbox"/>
Encourage Businesses to Employ Local Residents	<input checked="" type="checkbox"/>	
Encourage Development of Market Rate Housing	<input checked="" type="checkbox"/>	
Housing Rehabilitation	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
New Condos and Higher Density Residential		<input checked="" type="checkbox"/>
Reduce percentage of Rental Properties	<input checked="" type="checkbox"/>	
Senior Complex	<input checked="" type="checkbox"/>	
Infrastructure		
Better and Consistent Signage along Corridor and Gateway	<input checked="" type="checkbox"/>	
Bus Shelters	<input checked="" type="checkbox"/>	
Cohesive Streetscape	<input checked="" type="checkbox"/>	
Landscaping	<input checked="" type="checkbox"/>	
New Sidewalks	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Residential Street Paving		<input checked="" type="checkbox"/>
Uniform Street Lighting	<input checked="" type="checkbox"/>	
Program Initiatives		
Building Code Enforcement	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Greater Police Presence		<input checked="" type="checkbox"/>
Improve Local Public Schools		<input checked="" type="checkbox"/>
Increase Activities for Children	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Increase Anti-Crime Efforts	<input checked="" type="checkbox"/>	
Neighborhood Clean-Up		<input checked="" type="checkbox"/>
Playgrounds	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Reduce Number of Liquor Stores	<input checked="" type="checkbox"/>	
Too Many Billboards	<input checked="" type="checkbox"/>	
Transportation		
Continuous 2-Way Traffic	<input checked="" type="checkbox"/>	
Make Monroe Street Pedestrian Friendly	<input checked="" type="checkbox"/>	
Slow Traffic	<input checked="" type="checkbox"/>	

Desired Changes along the Corridor

Stakeholders were asked to identify their desires to improve the Monroe Street corridor as well as the adjacent neighborhoods. Although perceived as separate entities all of the interviewees acknowledged the dependency that the vitality of the corridor has on the adjacent neighborhoods, and vice versa. The table on the adjacent page summarizes the stakeholders' comments and segments them into five major divisions and by geographic area.

In regards to economic development opportunities the reuse of buildings (underutilized and vacant), the revitalization of the Swayne Field area, and the procurement of new retail uses such as a supermarket were identified. There was a recognition by some stakeholders' that the neighborhood market may not be sufficient to support some needed retail uses but the lack of some day-to-day businesses such as a grocery store were noticeably deficient. Swayne Field was consistently identified as an area sorely in need of reorganization and redevelopment. It is as if Swayne Field is the barometer by which the economic health of the corridor is being measured. Stakeholders offered the need for market rate housing, and continuation of housing rehabilitation program. The introduction of market rate housing was viewed as a means to increase additional rooftops and disposable income into the corridor hopefully resulting in a stronger consumer market.

Infrastructure improvements suggested during the interviews included consistent streetscape treatment along Monroe Street, tree planting programs, new sidewalks, and paving adjacent neighborhood streets. Uniform street lighting was recommended to enhance the corridor, as well as, increase security. Transportation issues focused on two themes: turning Monroe Street back to two-way traffic and making it more pedestrian friendly. Lastly, some suggested desires for improvements are grouped under a category called Program Initiatives. These include a desire to limit and reduce billboards, increase code enforcement activities and police presence along the corridor and neighborhoods, and increase recreation activities for neighborhood children.

Redevelopment Priorities

The list of redevelopment opportunities identified by Stakeholders' was not exhaustive but rather realistic. They included the following:

- *More shops, but unknown whether neighborhood market, alone, can support a significant increase in store space;*
- *Supermarket;*
- *Increase police presence and anti-crime initiatives;*
- *Address substandard / vacant housing in surrounding neighborhoods;*
- *Construction of more housing units in a variety of housing types and income levels;*
- *Playground for neighborhood children;*
- *Continuous two-way traffic;*
- *Improve the Swayne Field area; and*
- *Reduction of Traffic speed.*

Neighborhood Visioning Sessions

Visioning sessions, facilitated by Beckett and Raeder and hosted by each of the three Community Development Corporations and the clergy, were designed to open the planning process to a wide spectrum of citizen participation. CDC groups invited residents, business owners and other community members; and the clergy session included leaders of several churches and other faith organizations along the corridor.

Each session followed a similar format, incorporating a series of small-group discussions and exercises to identify issues and elicit ideas. Through a voting process, the sessions also guided participants to prioritize these issues and ideas. Group leaders were identified by each host organization, and participants were divided into small groups with one group leader. Each small group chose a scribe to list all comments. Participants “voted” on their priorities by placing colored dots next to the most important ideas that came out of particular discussions. Finally, a member from each group presented the group’s findings to the entire audience.

Many commonalities arose not only out of each visioning session, but also among all of the sessions. Presented here, organized around the small-group exercises, is a summary of the most often cited ideas and issues from all of the visioning sessions combined. Also, because each session fostered ideas unique to its participants, a list of comments from each session follows the summary.

Exercise 1: Understanding the Future

Overwhelmingly, participants from all sessions cited the Toledo Museum of Art as the top thing they are proud of along the corridor. Not surprisingly, the new Mud Hens stadium, Jermain Park, the grand churches and the Toledo Hospital were also often mentioned. However, many smaller establishments, such as Ramona’s restaurant, Erd Printing and the Budapest restaurant were also mentioned fairly consistently. Participants were also proud of the diversity along the corridor, both in terms of architecture as well as the socioeconomic mix of residents.

The “Visioning Process”

Exercise 1: Understanding the Present

While in small groups, participants were asked to brainstorm the things they feel most proud and most sorry about along the Monroe Street Corridor. Afterward, each person was asked to vote on the two most important positive issues and the two most important negative issues that were identified in their group.

Exercise 2: Events, Developments and Trends

Participants were asked to think about events, development and trends which they are aware of, that affect the Monroe Street Corridor. This part of the workshop helped focus the group on specific topics and gave the session grounding in reality. Comments are focused around broad topics that each groups was asked to discuss.

Exercise 3: The Preferred Future

Participants were invited to take a trip via hot air balloon over Monroe Street in the year 2020. Each small group was asked to describe the images they see that please them the most. Once listed, each member was asked to vote for his or her top three preferred images.

Exercise 4: Realizing the Image

Each group brainstormed strategies to move toward their “preferred futures”. The discussion yielded ideas for funding some of the changes, including finding money from federal, state and local sources, as well as from the private sector and community fundraisers.

Consistently, participants noted abandoned buildings and vacant land as things they are most sorry to see on the corridor. The abundance of carry-out liquor stores (often referred to as just "carry-outs") was also often cited, along with a lack of retail diversity, neglected neighborhoods, and drug activity as negative factors associated with the corridor. Additionally, many people said that the corridor is "ugly", "pedestrian unfriendly" and provided no reason for people to stop. Specific locations were mentioned as "negative" areas and are discussed in further detail in the next exercise.

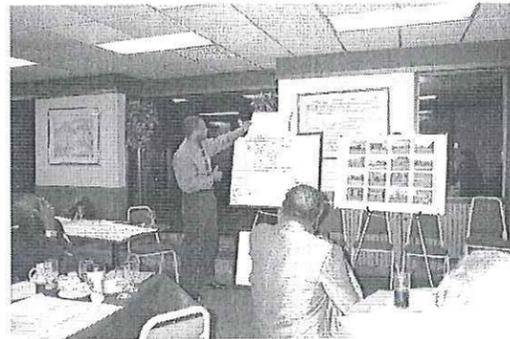
Exercise 2: Events, Developments and Trends

Transportation/Infrastructure

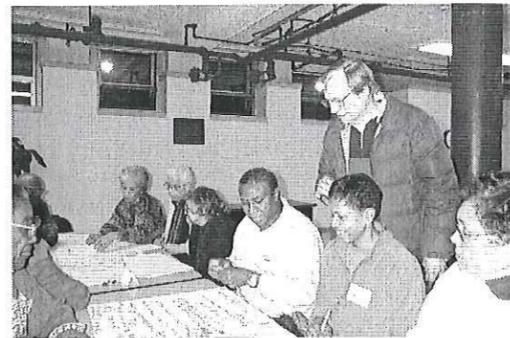
A key issue that came out of this session was the problem with pedestrian movement along the corridor. Participants cited hazardous crossings, especially where Detroit and Bancroft intersect with Monroe Street, the fast moving traffic and broken sidewalks all as factors that detract from easy pedestrian movement. Public transportation was also noted as in need of upgrading: participants commented that they would like to see expanded bus service with improved bus stops. Many suggested the need for a light rail or trolley between the Hospital and the downtown. Finally, the general condition of Monroe Street needs improving according to participants; new paving and landscaping were suggested. In the words of one group, "Make the corridor for people instead of a concrete jungle – we need trees and grass!"

Housing

Assisted living/senior housing is key among the housing needs mentioned. Additionally, participants consistently mentioned a lack of affordable housing. At the same time, they noted that market rate housing is needed to encourage a greater economic mix. Suggestions came to encourage more homeownership and enforce housing codes in order to improve the housing stock along parts of the corridor.



Presentation at Clergy Workshop



Participants vote for their top three images of a "Preferred Future"



Participants discuss events, developments and trends

Community Facilities

The need for a senior center and a teen center were consistently mentioned at all of the visioning sessions. Many participants suggested the need for an intergenerational center that combined these two ideas into one facility. Even as participants recognized the value of Jermain and Ottawa Parks, they outlined the need for more recreation facilities within these parks. Participants also noted the lack of outpatient care facilities, doctors and dentist offices along the corridor.

Security/Crime

The general consensus was that crime is both a perceptual problem as well as a real problem. Drugs, prostitution and loitering were noted as the biggest crime-related issues along the corridor. Specific locations were identified where people felt the least secure or that the problem was the greatest. These include:

- Auburn/Monroe
- Detroit/Monroe
- Lawrence/Monroe

Many also referred to Howard's and the BP gas stations as "hang outs" that made people feel unsafe. Also, the viaduct where the railroad tracks cross over Monroe Street was mentioned as a place which feels unsafe. Poor lighting along Monroe Street was consistently brought up as a factor that detracts from a sense of personal security. Participants want to see a stronger police presence in the area in order to help alleviate some of the security/crime problems.

Economic Development

Many commented that the perception of crime detracts from commerce along the corridor. Participants listed ways the business district could improve including promoting small business development through loans and grants, marketing the area and revitalizing Swayne Field and the Colony district. Participants suggested the need for new technology-oriented businesses along with some industrial uses. New retail, however, was what participants focused on the most. A list of the types of desired businesses participants identified at each session is referenced on the adjacent table.

Neighborhood "Desires"

Neighborhoods in Partnership

Full Service Grocery Store
Laundry
Restaurants: Family Oriented
Home and Garden Stores
Target / K-Mart

Ottawa Community Development Corp.

Full Service Grocery Store
Laundry
Restaurants: Family Oriented
Home and Garden Stores
Movie Theater
Flower Shop
Bookstores

Toledo Central City Neighborhoods

Full Service Grocery Store
Laundry
Restaurants: Family Oriented
Home and Garden Stores
Movie Theater
Banks

Clergy

Full Service Grocery Store
Restaurants: Family Oriented
Movie Theater
Community-based Credit Union

Exercise 3: The Preferred Future

This exercise yielded the most varied responses. Participants related their visions as positive scenarios that covered a broad spectrum of improvements, from infra-structural changes to improved relationships among key organizations and stakeholders. Although the descriptions of these scenarios varied, many had common themes. The following examples illustrate some of what participants envisioned,

- A Neighborhood Commercial Village/enclave with restaurants, art galleries, small parks; they suggested German Village in Columbus and Hyde Park in Cincinnati as examples.
- Clusters of activity at Detroit/Monroe and Auburn/Monroe exist with theaters, restaurants, ice cream shops, flower shops and bookstores.
- Swayne Field is reborn into a viable commercial center with buildings close to the sidewalk, landscaping and parking in back.
- Investment funds are in place for small, start up businesses. New businesses draw from the local residents for employment base.
- Monroe Street is a boulevard that is landscaped and has a trolley taking people to attractions along the corridor.
- Diverse mix of people are interacting on the streets, families are walking to the Mud Hens Stadium.
- Crime is low because the city is well-planned, citizens are well-educated and incomes are above the subsistence level.

Exercise 4: Realizing the Image

Each group brainstormed strategies to move toward their "preferred futures". The discussion yielded ideas for funding some of the changes, including finding money from federal, state and local sources, as well as from the private sector and community fundraisers. Better coordination among the CDCs, stakeholders and city officials was called for. Forming a partnership with the "Big 3" (the Toledo Museum of Art, the Toledo Hospital and the University of Toledo) to bring about improvements was suggested. Building better relationships between minorities and area banks was also suggested. Some groups prioritized areas for improvement, making Detroit/Monroe and Auburn/Monroe areas top priorities.



Ideas are recorded by the scribe at TCCN Workshop



Participants vote during OCDC Workshop



Small group discussion at NIP Workshop

The Preferred Future for Monroe Street

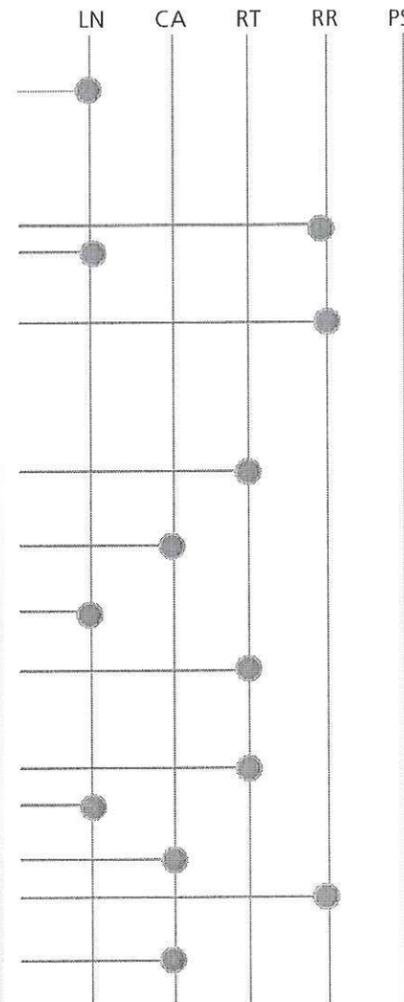
*Neighborhoods In Partnership (NIP)
Visioning Session, March 4th, 2002*

- Enlarged art district with studios and galleries located near the downtown Monroe Street has trees, flowers and green spaces with wider sidewalks and businesses with landscaping and rear parking.
- Swayne Field reborn
- A light rail system to carry people between attractions along Monroe Street
- Mixed-use buildings along the corridor.

*Ottawa Community Development Corporation, (OCDC)
Visioning Session, March 5th, 2002*

- Neighborhood Commercial Village/ enclave
- Restaurants, art galleries, small parks like German Village in Columbus or Hyde Park in Cincinnati
 - Entrance arch to define each neighborhood community
 - Pedestrian - oriented street with trolley down center of Monroe
 - Clusters of activity at Detroit/Monroe and Auburn/Monroe with theaters, restaurants, ice cream shops, flower shops, and book stores
 - Diversity of quality shopping experiences
 - Senior and Teen Centers with active, interacting people
 - Tree-lined street and green lawns
 - Swayne Field is fully-occupied with viable businesses that accent positive growth
 - Clean buildings, clean roads, many people walking and riding bikes

Reoccurring "Vision Session" Themes



Theme Descriptions

LN	Liveable Neighborhood
CA	Corridor Appearance
RT	Retail: Diversity and Quality
RR	Redevelopment and Revitalization
PS	Public Safety

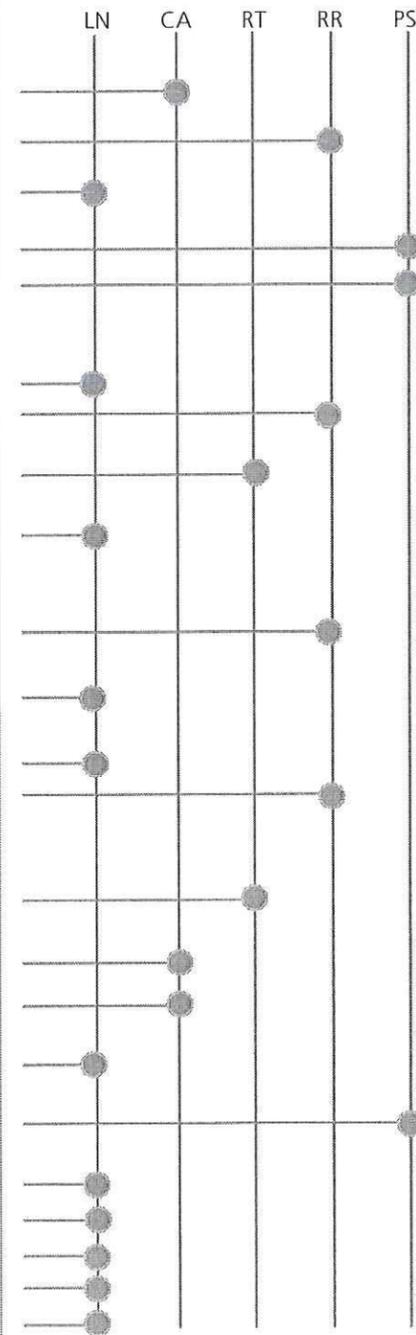
**Toledo Central City Neighborhoods, (TCCN)
Visioning Session, March 12th, 2002.**

- Monroe Street is tree-lined, well-lit with open sky and no billboards or overhead wires
- More black-owned businesses exist
- Business and homeowners respect the areas they have paid for
- A police substation is in operation
- Crime is low because the city is well-planned, citizens are well-educated and incomes are above the subsistence level
- Public schools are functional
- Commercial areas are confined within the commercial district
- Neighborhood shops include diverse restaurants, a butcher shop, a library, movie theaters
- Housing stock and businesses are in A+ condition
- Monroe is a landscaped boulevard surrounded by beautiful neighborhoods
- Investment funds are in place for small, start-up businesses
- City involves residents and business owners in decision making
- Community centers abound — teen, youth and senior
- No corner carry-outs in sight

**Clergy
Visioning Session, March 7th, 2002**

- Family-oriented restaurants, (including a row of ethnic eateries), Intergenerational recreation centers
- Elimination of billboards and addition of trees
- Green spaces and a park at the triangle of Bancroft, Detroit and Monroe
- Pedestrian oriented corridor with parks, small businesses and churches
- Safe and constructive places for teens and children to congregate
- Diversity of people interacting
- Families walking to ball park
- Diversity of ages of people
- Mud hens championship parade
- Monroe Street festival with bandstand and bands

Reoccurring "Vision Session" Themes



Theme Descriptions

LN	Liveable Neighborhood
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Assessing the Physical Environment

The importance of physical features to a sense of safety and character of the corridor cannot be over emphasized. The condition of the street and sidewalk conveys a message and creates a perception about the area. Monroe Street, because of its high profile as a main entryway into the city, is especially important to the perception of Toledo in people's minds. In many ways, the image of the city is understood in the message being sent along Monroe Street.

Unfortunately that message is not a positive one. The perception, articulated by participants at the visioning sessions, is that Monroe Street is "ugly", not "pedestrian friendly" and unsafe in certain areas. It is not surprising that people lumped "unattractive" and "unsafe" together since the two go hand-in-hand. A "broken window," as the theory goes, creates more broken windows and eventually leads to people avoiding the area, leaving open the possibility for unobserved crimes to be committed. Conversely, signs of a well-cared-for physical environment -- one that is active with people -- makes for a safe street. The width of Monroe Street encourages speeding which, in turn, discourages drivers from observing the activity on the street. An assessment of physical features along the corridor helps explain how the component parts contribute to an overall perception of an unsafe corridor.

The Roadway

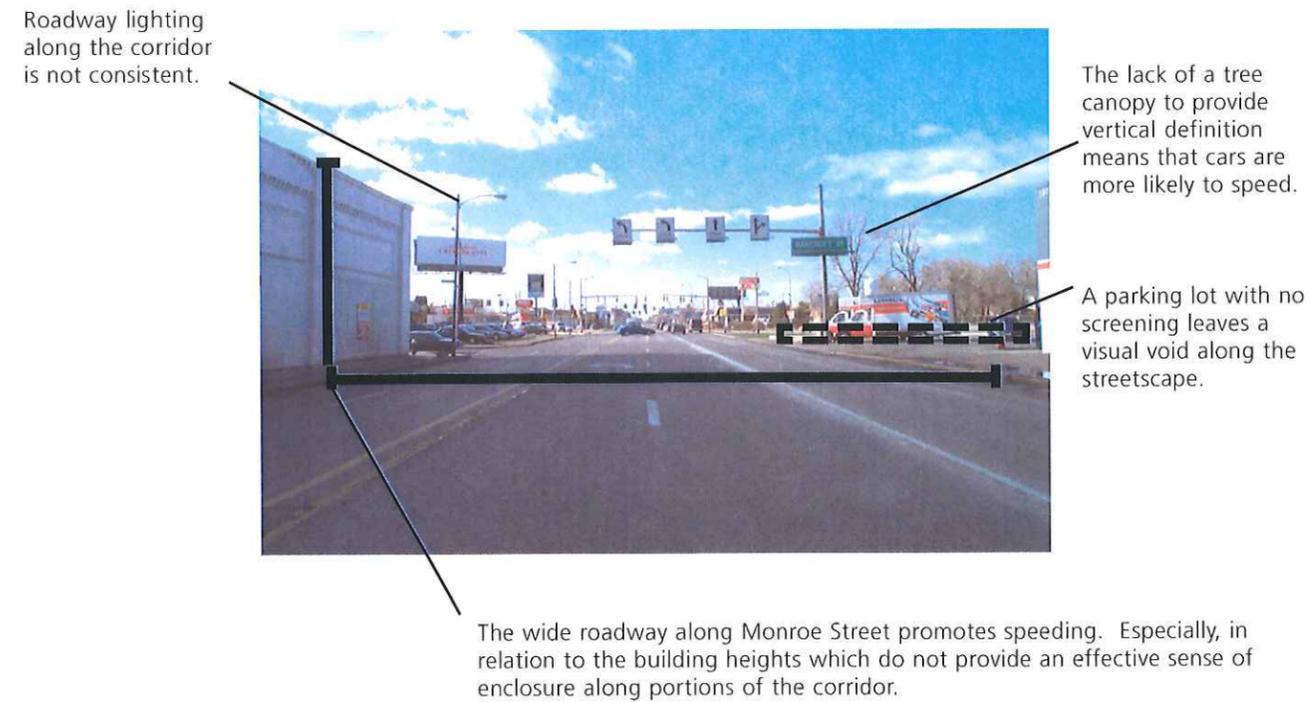
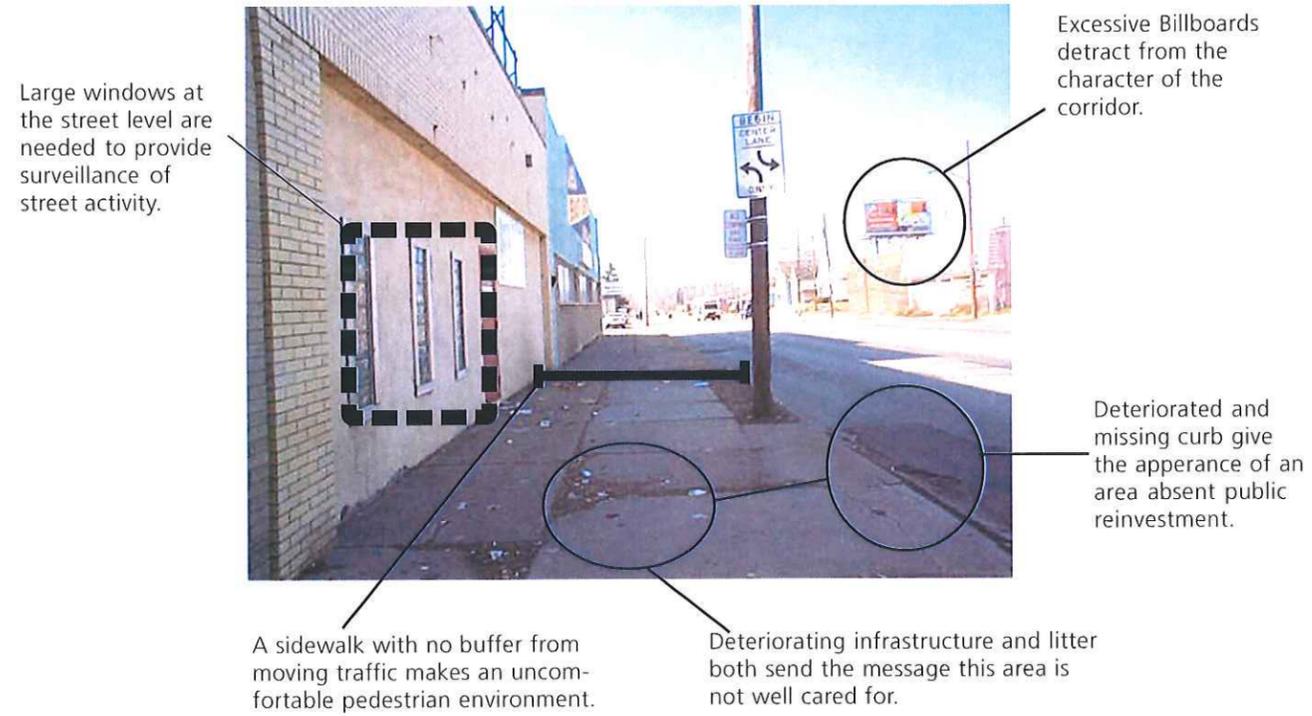
Pot holes and broken pavement are characteristic of Monroe Street. Not only do they present hazards to drivers, but this condition also detracts from the overall appeal of the corridor.

In conjunction with the condition of the roadway, the width of the street also detracts from a sense of safety and attractiveness of the corridor. Alternating between four and six lanes, Monroe Street cuts a wide swath through the corridor. Such a wide roadway -- with relatively low traffic volumes -- promotes speeding, which in turn, discourage drivers from observing activity on the street. This effectively eliminates a key element of street surveillance, without which the street feels like a "no man's land."



The width of Monroe Street encourages speeding which, in turn, discourages drivers from observing the activity on the street.

Graphic 1
The Public Perception of Monroe Street



Sidewalks

Generally in poor condition, the sidewalks along Monroe Street do not create a comfortable pedestrian atmosphere. Not only is the concrete broken up in many spots, but the proximity to the road – with no buffer— means that debris from moving vehicles blows onto the sidewalk and into the eyes of those walking along the street or waiting at a bus stop.

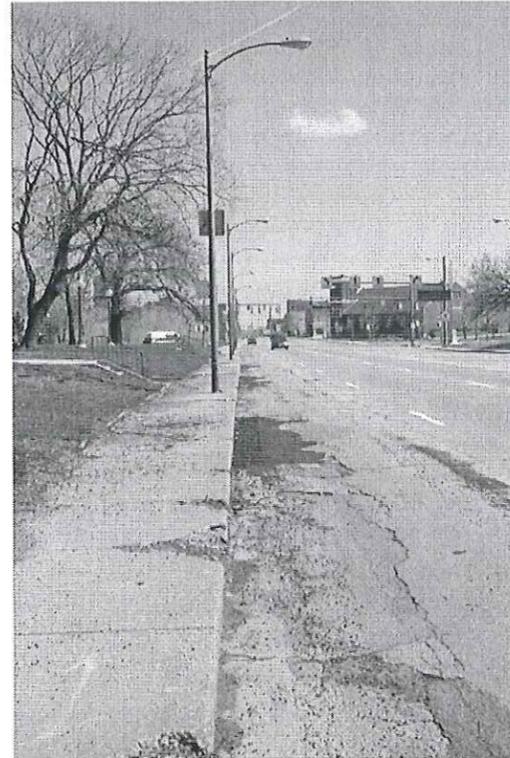
The importance of a well-maintained sidewalk goes beyond just a well-kept appearance; a comfortable and coordinated sidewalk system is key to a safe street. In many ways, a street can be self-policed by the citizens using the sidewalks and adjacent buildings providing “eyes on the street” which can deter crime. For this to happen, though, the street must have a dense mix of uses and be pedestrian-oriented. Monroe Street is neither.

The narrow sidewalks bordering wide traffic lanes do not encourage pedestrian use. Businesses cater to the automobile, with large parking lots, curb cuts and drive throughs. The resulting experience of walking along or crossing Monroe Street can be alienating.

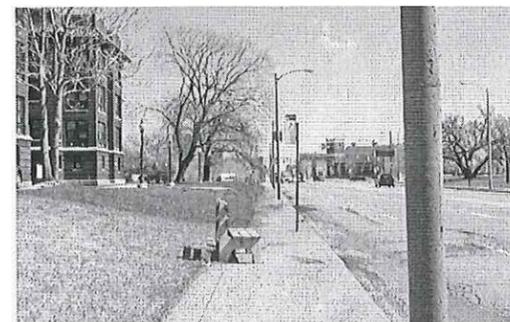
Adding to the problem are confusing intersections created by the fact that Monroe Street runs diagonally. Regularly, Monroe Street converges with more than one street at irregular angles, making crossing even more hazardous. Without a regular 90 degree angle, a driver’s ability to see a crossing pedestrian is obscured. Where Monroe Street meets Bancroft Avenue, for example, pedestrians are prohibited from even crossing Monroe Street.

Bus Stops

By their nature, bus stops provide opportunities for casual interaction and a place for people to watch the activity on the street. Unfortunately, the transit stops along Monroe Street do not encourage use or provide comfort. Most consist of a concrete bench and a sign; few have shelters to protect users from inclement weather; Sidewalks along most of Monroe Street are in poor condition and provide no buffer between pedestrians and the roadway, and since they are often located within a few feet of the traffic lanes, nothing exists to create a buffer from moving vehicles.



Sidewalks along most of Monroe Street are in poor condition and provide no buffer between pedestrians and the roadway.

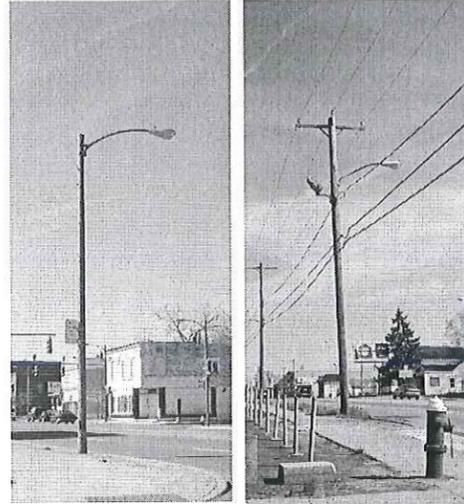


Bus Stops along Monroe Street provide little more than a concrete bench and a sign.

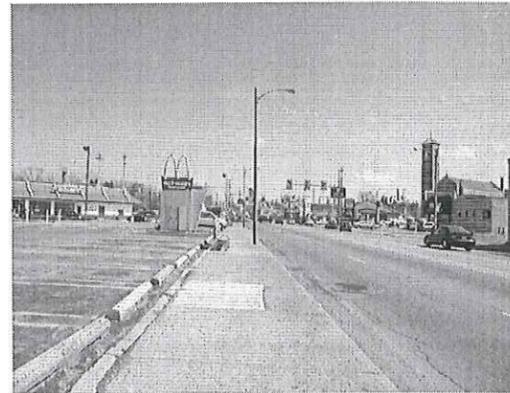
Lighting

Identified as a primary concern for participants at the visioning sessions, lighting is instrumental to a feeling of security along the corridor. Many felt the corridor needed more lighting. Although roadway lighting does exist along the length of the corridor, no pedestrian-scale lighting exists to illuminate sidewalks.

In addition to providing a sense of safety, lighting also enhances the visual appeal of the streetscape. If well-coordinated, lighting styles can play a key role in defining a sense of character. The roadway lighting along Monroe is currently the conventional "cobra-style" head on steel poles. However, in some sections of the corridor, street lights are simply attached to the wood overhead wire poles. The addition of coordinated decorative lighting would enhance the appeal of the corridor.



Roadway lighting along Monroe Street is cobra style lights on steel poles, or simply attached to the wood pole supporting the overhead wires. More pedestrian scale and level lighting is needed along the corridor.



Monroe Street is mostly devoid of street trees. The sense of enclosure provided by street trees slows traffic and provides a feeling of comfort to drivers and pedestrians alike.

Parking

On-street parking is essential to a vibrant business district. On-street parking provides potential customers convenient access to shops and restaurants. Without it, business districts tend to decline. In the case of Monroe Street, the widening of the road and the resulting loss of much on-street parking led to the decline of many businesses as evidenced by abandoned buildings and vacant land.

In addition to convenience, on street parking promotes a greater degree of safety by effectively slowing traffic and providing a buffer between pedestrians and moving cars. Currently, Monroe street has some on-street parking. However, it is intermittent, often changing abruptly to a travel lane for moving traffic.

Much of the parking along Monroe Street is provided off street, in individual parking lots. Depending on the condition and screening parking lots can become visual voids as well as scary places. While some parking lots are necessary, too many can detract significantly from the quality of the corridor. Upkeep and screening of parking lots are crucial to maintaining an attractive streetscape.

Parking lots along Monroe Street vary in terms of their upkeep: Some are poorly maintained, some, such as the Sky Bank parking lot are well-maintained. Most however, lack appropriate screening. Chain link fences with barbed-wire enclosing a parking lot sends a message that this is an unsafe place. Furthermore, some parking lots have no screening at all. Not only does this create "dead" space, but without some type of barrier, vehicles can simply drive over the sidewalk, creating a hazard for pedestrians.

Signage and Billboards

Businesses along commercial strips compete for a driver's attention by having the brightest, largest or most colorful sign, resulting in a cluttered street. This overabundance of visual stimuli means that drivers are less aware of pedestrians along the street.

Billboards, in particular, detract from the visual quality of the corridor. "Restrict billboards" was the phrase often heard at the visioning sessions. This is not surprising given the fact that billboards obstruct the views of architecturally significant buildings and churches along the corridor.



Parking lots that are screened with chain link fences send a message that this is an unsafe area.



Billboards along Monroe Street obstruct views of architecturally significant buildings, such as St. Martin de Porres Church.

Buildings

Façades:

Building façades tell the story of the district. Those that are boarded up or falling apart, speak of disinvestment. Those that are open and well-kept speak of an active viable district. Many buildings along Monroe Street that have barricaded facades or boarded-up windows give the impression of fear. Windows at street level are crucial to facilitate casual observation between the public and private realms. Without them, surveillance of the street cannot occur and real and perceived safety is lost.

Setbacks:

The distance a building is set back from the road effects the comfort of pedestrians and potential customers. Buildings that are too close to the street lose a zone of comfort for pedestrians; buildings set too far from the street break the cohesion and sense of enclosure along the corridor. Long set backs also diminish the effectiveness of people in buildings to “police” the street. Without a standard setback along Monroe Street, the corridor has lost a sense of cohesion and legibility.

Institutions:

Because of their imposing facades and/or long setbacks, institutional buildings such as the Toledo Hospital and the many grand churches are not “human scale”. Thus they cannot provide effective surveillance of the street. For these institutions to become safe havens along the corridor, their “monumental scale” will need to be mitigated with more pedestrian-oriented elements, such as courtyards, lighting and landscaping. Encouraging use of these “front yard” spaces will help create a more active, vibrant street life along the corridor.



Buildings whose windows are boarded-up send a message of fear and do not provide “eyes on the street”.



Even though institutions such as the Toledo Hospital and many of the grand churches present a well-kept appearance, more pedestrian elements are needed at the street level to minimize their imposing scale.

Retail Market Assessment

Location and Description

Toledo is located in northwest, Ohio on the shores of Lake Erie, and along Interstates 75, 80, 90, 280, and 475 in Lucas County. Toledo lies in the heart of the Toledo Metropolitan Statistical Area (MSA).

The northern boundary of the city lies along the Michigan state line. The Maumee River, which feeds into Lake Erie, is located in the northeast side of the city. Toledo is in Lucas County, with Interstates 75 and 475 within the city limits.

The site is the Monroe Street Corridor, from Fifth Third Field downtown to the Toledo Terminal railroad tracks just northwest of Central Avenue. There are four major clusters along Monroe Street: Stadium/Warehouse area, Museum Campus area, Swayne Field "Greyfield" area, and the Toledo Hospital Campus.

Toledo Population and Households

The population of Toledo was 354,934 in 1980. This decreased 6.2% to 332,943 in 1990. In 2000, population numbered 313,619 and is estimated to number 312,388 in 2001. Population is projected to be 302,533 in 2006, a total decrease from 2001 of 3.2%.

Toledo households numbered 133,031 in 1980. This decreased 1.7% to 130,774 in 1990. In 2000, households numbered 128,925 and are estimated to number 124,048 in 2001. Households are projected to number 120,639 in 2006, a total decrease from 2001 of 2.7%.

The reported 1980 and 1990 population may not correspond with the official 1980 and 1990 Census figures. This is because all of our 1980 and 1990 Census figures have been converted to the 2000 political boundaries. This provides a more accurate identification of actual growth rather than growth through annexations. Our 2001 estimate and 2006 projection are based on the 2000 boundaries.

The Four Major Clusters

Stadium Area

The newly-built Fifth Third Field, home of the Toledo Mud Hens minor league baseball team, dominates this area. The Seagate Center is a large convention center across the street from the baseball stadium. There are many historic office buildings, many of which are vacant, in the area. The Warehouse District extends to 10th and Indiana.

The Museum Campus Area

Some multifamily apartments are across the street from the Toledo Museum of Art, which anchors the area. This area includes the Olde West End Historic District of single-family homes.

Swayne Field "Greyfield" Area

This area begins at Detroit Avenue. There are many industrial-type buildings in the area. The area extends to the former National Supply Industrial Park, farther northwest on Monroe Street.

Toledo Hospital Campus

The Toledo Hospital occupies a major portion of this section of Monroe Street. Some old single-family homes are also in the area. Retail stores are near Central Avenue. Northwest of Central Avenue are some small businesses that extend to the Toledo Terminal railroad tracks.

Sub Zones within the Corridor

Monroe Street Business District

This area has small offices and some retail stores and restaurants, and extends to Jermain Park.

Uptown Business District

This district begins at Michigan Street and contains many historic offices. Retail and office buildings extend to Collingwood Boulevard.

Major Employers

Total employment in Lucas County was 209,500 people in 1990 and 221,900 people in 2000, a 5.9% increase. In a distribution of employment for 1998, the largest category was Health Care and Social Assistance, which accounted for 18.2%; the Manufacturing category accounted for 14.8%.

Effective Market Areas (EMA)

the Monroe Street Corridor has several institutional and commercial nodes. Each node has a different Effective Market Area (EMA) and in some cases, those EMAs overlap with one another. Each is described below.

EMA 1

Covers downtown Toledo and close-in neighborhoods such as the Old West End. It has a population of about 45,000 persons in 16,500 households, down from 65,000 in 23,500 households in 1980. Per capita income is about \$11,000, compared to \$21,500 marketwide. This EMA also includes about 55,000 daytime workers who spend money on restaurants and convenience goods and services, as well as thousands of visitors by the Toledo Museum of Art (400,000 annually), Fifth-Third Field (500,000 annually) and many other downtown attractions. This is the Effective Market Area for potential retail and restaurant uses between the art museum and downtown.

EMA 2

Includes neighborhoods west of Detroit Avenue. It has a population of about 14,500 persons in 5,500 households with a per capital income of \$14,000. EMA 2 had 20,000 persons in 7,500 households in 1980. Businesses located in the Ottawa Business District primarily serve households located in EMA 2, while retailers in the Swayne Field area primarily serve a trade area that consists of both EMA 1 and EMA 2 (59,500 persons in 22,000 households).

EMA 3

Consists of the neighborhoods that surround Toledo Hospital. It has a relatively stable population of 10,000 persons in 5,000 households, with a slightly above average per capita income of \$23,000.

All of the EMAs combined have an estimated population of 69,318 persons in 26,640 households. The combined EMAs are currently losing about 938 persons and 322 households per year. However, the population and household declines are slowing down from the exodus of the 1980s, when 1,568 persons and 544 households were leaving per year, on average. The combined EMAs have a population density of 5,082 residents per square mile, 30% above the Toledo-wide average.

Toledo Area Major Employers

- ▷ ProMedica Health Systems
- ▷ Mercy Health Partners
- ▷ Bowling Green State University
- ▷ Toledo Public Schools
- ▷ University of Toledo
- ▷ Lucas County
- ▷ Seaway Foodtown, Incorporated
- ▷ Medical College of Ohio
- ▷ City of Toledo
- ▷ Daimler Chrysler Corporation/Toledo
- ▷ GM Corporation/Powertrain Division
- ▷ Kroger, Incorporated

EMA Population and Households

<i>EMA 1: Downtown and Old West End</i>	
1980 Population	64,667
1990 Population	52,628
2000 Population	44,899
1980-2000 Trend	(19,768)
2000 Households	16,411
Population Density	4,989
<i>(per Square Mile)</i>	
<i>EMA 2: Neighborhoods west of Detroit Ave.</i>	
1980 Population	20,133
1990 Population	16,860
2000 Population	14,556
1980-2000 Trend	(5,577)
2000 Households	5,513
Population Density	4,549
<i>(per Square Mile)</i>	
<i>EMA 3: Neighborhoods by Promedica</i>	
1980 Population	10,517
1990 Population	10,149
2000 Population	9,863
1980-2000 Trend	(654)
2000 Households	4,716
Population Density	7,045
<i>(per Square Mile)</i>	

Household Income

Not only is the city of Toledo losing population and households to its suburbs and surrounding townships, but is also falling behind in terms of economic prosperity. The median household income in the city of Toledo was \$34,374 in 2001 versus \$52,642 for the remainder of the Toledo MSA. Average household income rose 46% (from 1990) to \$45,239 in 2001 for the city of Toledo. Meanwhile, average income in the suburbs and townships rose 63% to \$68,985 in 2001. The city of Toledo has about 18% more households than the remainder of the MSA, but earns 33% less aggregate personal income each year than its suburbs and outlying townships

On the other hand, Toledo’s household purchasing power is much more geographically concentrated than in outlying areas. The city packs \$71 million of aggregate income into each square mile versus only \$6 million per year per square mile in the suburbs and townships.

Overall, the three EMAs combined are over-represented in lower to lower middle income categories. Fifty-seven percent of all EMA 1, 2, and 3 households earn less than \$30,000 per year, compared to 57% citywide that earn more than \$30,000 per year. Median household income was estimated at about \$28,600 in 2001 and average household income was about \$34,800. Per capita income was about \$13,400 in 2001, approximately 75% of the citywide average. On the other hand, \$927 million annual aggregate household income is squeezed into 13.6 square miles. This works out to \$68 million per square mile, or seven times the income density of the marketwide average.

Highlights - Household Income

- ▷ 26,640 Households in Market Area
- ▷ Median Income for Market Area is estimated at \$28,579 which is less than City of Toledo median income and outlying Townships.
- ▷ \$45,239 Average City of Toledo Income
- ▷ \$68,985 Average Suburban Income
- ▷ City of Toledo Aggregate Income per Square Mile is \$71 million compared to \$6 million for the Suburbs and Townships
- ▷ Toledo Monroe Street Market Area Annual Aggregate Income is estimated at \$927 million, or \$68 million per square mile.
- ▷ Toledo Monroe Street Market Area Retail Spending per Square Mile is estimated at \$24 million compared to \$2 million per square mile for the suburbs and townships.

Household Income - Monroe Street Corridor Effective Market Area 2001 Estimates

HOUSEHOLD INCOME DISTRIBUTION	EMA 1	EMA 2	EMA 3	EMAS 1, 2, & 3	CITY OF TOLEDO
LESS THAN \$15,000	39%	26%	19%	34%	22%
\$15,000 - \$29,999	24%	24%	21%	23%	21%
\$30,000 - \$44,999	15%	20%	20%	17%	24%
\$45,000 - \$74,999	15%	20%	23%	17%	18%
\$75,000 OR MORE	7%	10%	17%	9%	15%
TOTAL	100%	100%	100%	100%	100%
MEDIAN HOUSEHOLD INCOME	\$ 23,012	\$ 30,437	\$ 35,666	\$ 28,579	\$ 34,374
AVERAGE HOUSEHOLD INCOME	\$ 30,406	\$ 37,003	\$ 47,498	\$ 34,797	\$ 45,239
PERCENT CHANGE FROM 1990	0.49	0.52	0.42	0.48	0.46
PER CAPITA INCOME	\$ 11,114	\$ 14,015	\$ 22,711	\$ 13,373	\$ 17,951
AGGREGATE INCOME (MILLIONS)	499	204	224	927	5738
AGGREGATE INCOME PER SQUARE MILE (MILLIONS)	55	64	160	68	71

Daytime Marketplace

EMA 1 consists of downtown Toledo and its surrounding areas. There are over 55,000 daytime workers within its boundaries, according to Claritas, Incorporated, a proprietary demographic company (36,000 private sector, 19,000 public sector). Compared to the city and the region, EMA 1 is over-represented in the transportation/communications/utilities, finance/insurance/real estate, health services, other professional services, and government sectors, but has a very low proportion of retail trade and entertainment/recreation employment. About 264 persons work in this area for every 100 persons who live in the area. Several downtown housing initiatives are underway to address this imbalance.

EMA 2 has high blue collar employment in sectors such as construction, manufacturing, wholesale trade, and repair services. But like EMA 1, it also has low employment in the retail, entertainment, and recreation categories compared to citywide and marketwide data. More people live in EMA 2 than work there.

Combined, EMA 1 and 2's strongest sectors are wholesale trade, health services, and other professional services, relative to city and market averages.

EMA 3 employs about 4,500 persons within its boundaries, and is strong in retail trade (taking in much of the Westgate area), health services, and entertainment/recreation. Nearly the same number of employed persons live in EMA 3 as work there, which is an ideal balance.

When considering the three EMAs as one large potential daytime marketplace, there are about 64,000 persons per day working within reasonable driving or walking distance of the Monroe Street corridor. This includes 19,500 public sector and 44,500 private sector employees. This is approximately 35% of all the people who work in Toledo each day. As such, daytime employer business markets are just as important as more traditional residential retail markets.

Top industry sectors, relative to market benchmarks, are wholesale trade, business and repair services, health services, and other professional services for the three EMAs combined. Retail and entertainment/recreation employment is far below average. *(It should be noted that these statistics were collected prior to the opening of Fifth Third Field.)*

Highlights - Daytime Marketplace

- ▷ 64,000 Persons per day working within reasonable driving and walking distance of the Monroe Street corridor.

Regional Retail Market Outlook

The Toledo market has close-to-average amounts of retail space, taking into account its size and spending power, but its typical shopping center is almost 5 years older than the Midwest average. Four of its six regional malls are 30 years old or more. Toledo's first shopping center, The Colony, located at Central and Monroe, anchored the region's top retail corridor in the 1960s.

The Toledo retail market was fairly static through the 1980s and the first half of the 1990s. Its population growth had leveled off and its manufacturing-based economy was in transition. Today, however, superstore chains that have conquered larger Midwestern metropolises such as Detroit, Cleveland, Columbus, Indianapolis, and others are now aggressively expanding into "secondary" markets, including Toledo, Dayton, Akron, Fort Wayne, Grand Rapids, and others. Grocery, home improvement, discount department store, and drug store chains have been particularly active in the greater Toledo market over the past two or three years. Wal-Mart, the world's largest retailer, is seeking up to five Supercenter locations. Local retail analysts expect about 1 million square feet of new retail space to be added to the greater Toledo market this year.

Most of this activity is occurring in Toledo's suburbs where new household formation, affluent neighborhoods, and greenfield sites have drawn developers. On the other hand, Wal-Mart is developing an urban prototype that will emphasize its apparel merchandising. Other big box chains have opened urban locations in Ohio cities, including Target, K-Mart, Lowe's, Home Depot, and Value City, Walgreens, CVS, Rite-Aid, and Big Lots. Economic development opportunities may clash with planning concerns as big boxes move into urban America. Differences will need to be resolved in many communities to result in designs friendly to their respective neighborhoods.

The most heated segment of retail in the Toledo market over the past few years has been the grocery wars. Farmer Jack, Giant Eagle, Meijer, and Wal-Mart Supercenter are the newer players joining Kroger, Foodtown, IGA, and others in battling for Toledo's food dollar. Community leaders along the Monroe Street corridor have identified a need for a modern, full-service supermarket to serve local residents and hope to attract at least one of these larger chains to the Monroe Street corridor. Meanwhile, downtown Toledo continues to rebound. Successes over the past several years include the new COSI, the Valentine Theatre renovation, the new LaSalle Apartment complex, the Erie Street market, renovation of the main library, and a Libbey Glass outlet store.



Drug stores and home improvement chains have a strong presence in regional Toledo

Most recently, Fifth Third Field, a brand new stadium for the world famous Mud Hens opened, attracting thousands of new fans from the suburbs to downtown. The Docks, which includes five restaurants, has been a hit, and a more ambitious mixed-use development known as The Marina District, which will include a new sports arena, marina, restaurants, stores, apartments, and condominiums, is moving forward. Downtown housing initiatives to support downtown retailers are also under way.

Mall retailing is undergoing an upheaval in the greater Toledo market. A new mall is planned in Maumee at the intersection of US Route 23/Interstate 475 and US Route 24 in Maumee. The Mall at Fallen Timbers will feature JC Penney, Dillard's, Kaufmann's, Sears, and Galyan's, as well as 140 other stores. Southwyck Mall, built in 1972, is battling for its life (at least as a mall) and is attempting to draw anchors from the new proposed mall that, if built, will draw most of its customers.

Other struggling Toledo-area malls include Northtowne Square, and Woodland Mall (in Bowling Green), which serve most of the EMAs' combined households. This should not be surprising, considering that the Toledo market has 7.7 square feet of mall space per capita (versus 5.8 square feet in Columbus, 5.0 square feet in Cincinnati, and 6.2 square feet in Cleveland). These ratios do not include The Mall at Fallen Timbers, but do include a lot of older, vacant space.

Franklin Park is the region's largest and healthiest mall. It anchors the vibrant Monroe Street corridor northwest of the study area for this report. This retail strip and Perrysburg Township currently rank as Toledo's hottest geographic submarket for new retailers. This regional activity has implications for the Monroe Street corridor in that it is attracting many new retailers to the Toledo area that may be seeking multiple locations.

Toledo Market Expansion / Entrants

- ▷ Farmer Jack
- ▷ Giant Eagle
- ▷ Hobbytown USA
- ▷ Linens N Things
- ▷ Family Video
- ▷ Fashion Bug
- ▷ Fifth Third Bank
- ▷ Hallmark Cards
- ▷ Home Depot
- ▷ Kohl's
- ▷ Kroger
- ▷ Lifestyle for Ladies
- ▷ Lowe's
- ▷ Mazels'
- ▷ Shoe Carnival
- ▷ Wal-Mart
- ▷ Mattress Firm
- ▷ Michael's Craft
- ▷ Monroe Bank & Trust
- ▷ Per Supplies Plus
- ▷ Pier 1 Imports
- ▷ Target
- ▷ Walgreens

Profile of Toledo Area Malls

Name	Year	Gross Leaseable Area	Anchors
Woodville Mall	1969	793,000	Andersons, Elder-Beerman, Sears
Franklin Park (Westfield)	1971	1,056,000	Dillard's, JC Penney, Marshall Fields
Southwyck Mall	1972	950,000	Dillard's
North Towne	1980	758,000	Vacant
Woodland Mall	1987	400,000	Elder-Beerman, JC Penney
Mall at Fallen Timbers	2004	1,200,000	JC Penney, Dillard's, Kaufmann's, Sears, Galyan's

Monroe Street Corridor Retail Demand Analysis

Collectively, Monroe Street Corridor retailers serve a population of about 69,500 persons in 27,000 households. Its population density is the highest in the Toledo or region, at 5,000 persons per square mile, even including downtown in the calculation. Local residents spent an estimated \$375 million last year on retail goods and services, enough to support 1.8 million square feet of retail space if it could all be captured, theoretically.

This estimate is derived from a spreadsheet model that sorts Consumers Expenditure survey data published each year by the US Department of Labor based on the demographic composition of the trade area. Independent variables used in the proprietary model include region of the country, household type and composition, household size, household tenure, age of householder, race of householder, education of householder, housing value distribution, and household income distribution.

Compared to national averages, those living in the combined Effective Market Areas (1, 2, and 3) spend above-average proportions of aggregate retail purchases on the convenience goods and services, and dining and entertainment merchandise groups. Convenience goods and services include everyday basic items such as groceries, pharmacy and health and beauty items, hair salons, dry cleaners, card and flower shops, and drive-thru fast food. According to a Green Group report issued last year, EMA residents were making only about half of their grocery store purchases within EMAs 1 & 2. In most EMAs, residents make 80 to 90 percent of their convenience goods and service purchases within EMA boundaries. This implies that \$50 to \$60 million per year is flowing out of the EMA in convenience goods and services spending that could be captured if more retail stores were available.

Sensing this opportunity, a new Farmer Jack opened recently on the eastern edge of EMA 1 at the intersection of East Bancroft and Cherry Streets. It should generate about \$13 to \$18 million in annual sales, of which about \$7 to \$9 million originates from the Monroe Street Corridor EMAs. Note that this still leaves \$40 to \$50 million in capturable outflow spending by EMA residents for convenience goods and services.

Market Area Retail Spending

Based on Total Capture of All Dollars Expended

Convenience Goods & Services

- ▷Estimated Spending: \$170 Million
- ▷Supportable SqFt: 680,000

Home Goods

- ▷Estimated Spending: \$40 Million
- ▷Supportable SqFt: 270,000

Fashion Goods

- ▷Estimated Spending: \$65 Million
- ▷Supportable SqFt: 325,000

Leisure Goods

- ▷Estimated Spending: \$35 Million
- ▷Supportable SqFt: 200,000

Dining & Entertainment

- ▷Estimated Spending: \$40 Million
- ▷Supportable SqFt: 200,000

Total Monroe Street Corridor Market

- ▷Estimated Spending: \$350 Million
- ▷Supportable SqFt: 1,675,000

Monroe Street Corridor Retail Supply Analysis

Overall, the Monroe Street Corridor has about 380,000 square feet of occupied retail space, including seven auto parts dealers that occupy about 90,000 square feet. Its strongest merchandise group, in terms of numbers, is home goods, which includes several home furnishings, antiques, hardware, and appliance stores. The corridor has relatively few fashion and leisure goods specialty shops, and limited dining and entertainment venues, except for a few popular ethnic eateries. The Danter Company estimates annual retail sales of \$60 million on the Monroe Street Corridor, or about 13% of EMA retail spending. This works out to \$158 per square foot, about 75% of the U.S. average (\$208 per square foot) for all retail space. Not only is Monroe Street lacking in its number of retail stores and restaurants, but much of its existing offerings are marginal in terms of square foot performance.

The Monroe Street Corridor currently has about 105,000 square feet of convenience goods and services retailers. This includes a Sav-A-Lot at Swayne Field, a small limited assortment warehouse-style supermarket, and several smaller corner stores and carryouts. The Danter Company estimates that corridor retailers currently capture only about 12 % of EMA residents' convenience goods and services spending.

The Green Group of Troy Michigan completed a feasibility study for a full-service supermarket at the west corner of Monroe Street, Detroit Avenue and Bancroft Street in April 2000. The report concluded that a chain store corporation could garner \$13-\$15 million per year in retail sales and an independent \$8-\$12 million per year in retail sales at this location. The report noted that "supermarket competition in the trade area is relatively weak...two of these units are limited assortment and boxed goods with limited perishables and the other three supermarkets are small neighborhood stores with limited variety." Food Town and Kroger with stores outside of the trade area were capturing most of the EMA residents' grocery spending (at least those residents with reliable transportation). Since, this report was completed, a Farmers Jack opened at the intersection of Cherry and Bancroft Street in the eastern edge of the Swayne Field EMA. However, our analysis indicates that there is still plenty of opportunity for another grocery store, especially centrally located on the Monroe corridor to be successful.

Highlights - Retail Supply Analysis

- ▷ Corridor has 380,000 square feet of occupied retail space
- ▷ 90,000 square feet of the 380,000 consists of Auto Parts Dealers
- ▷ Strongest Merchandizing Group is Home Goods
- ▷ Retail Sales along Corridor only Capture 13 of EMA Retail Spending
- ▷ 105,000 square feet of Convenience Goods Retailers
- ▷ Convenience Goods Retailers only capture 12% of available EMA spending for these goods and services.
- ▷ Overall the Monroe Street Corridor Market captures 14% of available expendable dollars. The other 86% outflows the market area.

Retail Opportunities

The Market Analysis indicates market support for the following types of new retail:

- ① A convenience goods and services cluster located near the intersection of Monroe Street and Detroit Avenue anchored by a full-service supermarket. This would provide traffic for smaller businesses such as hair salons, dry cleaners, card/gift shops, florists, banks, delicatessens, travel agencies, ice cream parlors, video rentals, coffee shops, and daycare centers. Many of these types of businesses already exist along the corridor and could be relocated to create a critical mass with brand name appeal (i.e., a shopping center).
- ② A dining and entertainment row near the Toledo Museum of Art. As the Old West End gentrifies, the Toledo Museum of Art expands and the Mud Hens and other downtown attractions draw middle class suburbanites, there is an opportunity to create a restaurant row within an eclectic bohemian atmosphere in warehouse buildings along Monroe Street. Specialty retail shops, such as art galleries, home crafts and décor stores, bookstore cafes, and other unique boutiques that encourage browsers to feed off of traffic generated by dining and entertainment uses. This art district concept has great upside potential for the Toledo market, and has been tremendously successful in other cities such as Columbus, Pittsburgh, and Ann Arbor.
- ③ Big box retail near one of Interstate 75's exits. This is a medium term possibility as the superstore chains target urban areas. Locations with good highway access are required to serve large regional trade areas. If discount department stores, home improvement centers, or other large scale retail uses show interest in such a location, the community should carefully consider the positive and negative potential impacts of such developments before giving them its support

Overall, the Monroe Street corridor could conservatively support 460,000 square feet of retail space (not including the type of big box retail described above). While this represents only 80,000 net new square feet, it should be anticipated that a substantial portion of the current 380,000 square feet should be upgraded with more desirable operators with more viable business models. Both existing and new retail uses should be encouraged to cluster into nodes to prevent the dilution of the corridor's position in the Toledo market place.

Under this scenario, retail productivity increases from its current estimated performance of \$158 per square foot to \$178 per square foot (against a broad industry benchmark of \$200).

Positive Environment for More Retail

The Monroe Street Corridor, despite its population losses and downscale demographic profile, offers potential retailers many positives including:

- ▷ Central location relative to regional easy freeway access
- ▷ Local customers base/sense of community/churches/CDC's active in neighborhoods
- ▷ Low rents/costs
- ▷ Traffic generators (hospital, art museum, new ballpark, downtown)
- ▷ Grass roots art movement
- ▷ Plenty of good retail sites
- ▷ A few successfully, unique independents
- ▷ Large buildings could be used for home furnishings if housing market flourishes
- ▷ Architectural character of many buildings
- ▷ Sizable labor force
- ▷ High population/household density
- ▷ Plenty of off-street parking
- ▷ High spending on convenience goods and services, family clothing, dining, and entertainment
- ▷ Sizable business-to-business market
- ▷ Lack of retail competition within EMA

Corridor Retail Strategy

It would be a mistake to attempt to fill the length of the Monroe Street Corridor with first floor retail and commercial space. Market demand from the residential and employment bases is declining, while regional competition increases. The focus on the Monroe Street Corridor should be to serve local neighborhood needs, capture inflow markets (i.e., downtown attractions, art museum), attract anchor stores, concentrate retail into nodes, and fill in with local businesses that can feed off of the high traffic flows generated.

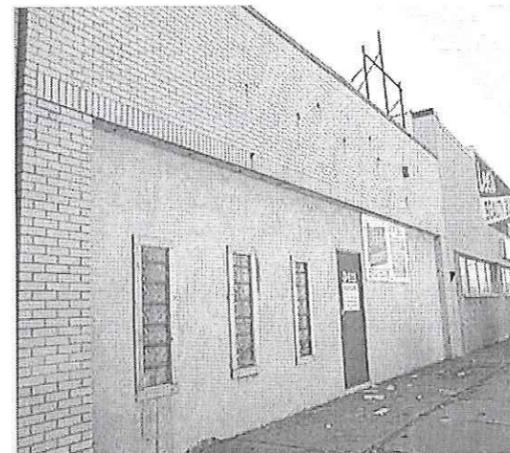
Office Market Assessment

Office market conditions in Toledo could not be much worse than they are today. Downtown and suburban office vacancy rates are among the highest in the nation. The leasing market is experiencing negative absorption. Thus, vacancy is rising in spite of a drop in new construction.

As an office location, even if the market were healthy, Monroe Street would not likely be competing with downtown Toledo or the suburbs for major office projects, nor would the city want it to do so. Instead, local property owners in the study should focus on niche opportunities (as described earlier in this report), such as office suites, office condominiums, and work/live spaces.

The warehouse district is an ideal setting to create a creative services cluster on the fringe of downtown. This would include businesses such as advertising agencies, design firms, architectural studios, graphic artists, printers, web designers, urban planners, event coordinators, and many other businesses that thrive on ideas and innovation. When the high tech sector recovers, Monroe Street's warehouse buildings, with fiber optic cable availability, will appeal to young start-up companies.

Unfortunately, many property owners do not currently see an economic incentive to restore, or in some cases, even maintain, their buildings beyond code requirements. Most are unaware of the Alternative Building Code in Ohio, historic Tax Credits, and special financing options that are available for re-use of historic buildings. Ownership and management of office and commercial properties along the corridor are fragmented, which limits development and marketing impacts. The corridor's community development corporations and economic development professionals can provide education and leadership in these areas.



Buildings along the corridor with available office commercial space

Housing Market Assessment

Conclusions for the development of multifamily housing projects (both rental and for-sale) are based on analyses of the area including the existing and anticipated for-sale and rental housing market, demographics, the economy, the appropriateness of the site for the proposed development, and housing demand.

Based on these factors the Monroe Street corridor can support 40 to 60 rental units a year and between 25 and 30 new condominium units per year. These units can either be newly constructed units or the rehabilitation of older warehouse space that currently exists along the corridor. The key to successful units in an urban setting is to have unique floor plans and to maximize views. Therefore the proposed units should feature unique floor plans and if possible have oversized windows to appeal to the tenant seeking an urban lifestyle.

Ideally the Monroe Street corridor should contain both newly constructed units that have an urban feel and renovated buildings converted to rental or for-sale units.

Previous studies indicate that potential buyers of urban condominium units include downtown professionals, younger white-collar employees, and older couples and singles. Residents and employees seeking an alternative in the downtown area are expected to provide a unique marketing segment for the project. Support for units along the Monroe Street corridor is expected to be generated from throughout the greater Toledo area, as well as from outside the northwest Ohio/ southeast Michigan area.

The prime locations along the corridor for new housing opportunities exist near 10th avenue and the Museum district. Ideally, housing should be constructed at both of these locations and move inward between 10th street and the Museum district.

Competition for downtown housing consist of housing in the Historic Old West End, housing being proposed or developed near the new Fifth-Third baseball field and proposed housing across the Maumee River in the marina district. Housing is currently being proposed or constructed near the baseball field (see field survey). After speaking with the developers of the Marina district, the housing component is at a minimum four years from being ready to lease or sell.

In order to compete with the new downtown housing being built or proposed, it is vital that the Monroe Street corridor between the Museum district and 10th Avenue establish an identity and a "feel" or "look" (such as the housing in the Historic Old West End) to distinguish itself apart from the competition.

Conditions Needed for Housing

In order for successful housing development to occur the following must be in place:

- ▷ Ample Green/Park Space
- ▷ Tree Lined Streets and Sidewalks
- ▷ "Pedestrian Friendly" Traffic
- ▷ Neighborhood Retail
- ▷ On-Street and Off-Street Parking
- ▷ Ample Street Lighting



A Framework for Livable Neighborhoods

Livable neighborhoods consisting of active streets, more green spaces, better pedestrian movement, and a mix of housing types are envisioned for the corridor. The framework plan outlines where to concentrate retail nodes and where to promote destination spots as well as how to enhance Monroe Street to create more livable neighborhoods.

The framework plan identifies major focus areas for redevelopment along the corridor: An arts and entertainment district in close association with a mixed-use district, the Detroit Avenue commercial district, the Auburn Avenue neighborhood commercial district, and the Central Avenue business district.

Building on the unique opportunities offered by the proximity to downtown and the Toledo Museum of Art, two specialized districts are recommended between 10th Street up to Lawrence Avenue: an arts & entertainment district in close proximity to the Toledo Museum of Art, and a mixed-use district close to downtown with residential, retail and “live-work” opportunities.

The next major redevelopment zone along the corridor is Detroit Avenue. Here, the framework plan calls for a convenience goods and services cluster anchored by a major grocery store in a redesigned center at Swayne Field. Adaptive re-use of the Seagate Fixtures building for a new Lucas County Job Training Facility would tie this center into the existing Job and Family Services Building to create one location for new retail and services for area residents.

Another focus area of the plan is near Auburn Avenue and Monroe Street. The Ottawa Community Development Corporation has recently received a Main Street Grant for this area. The framework plan designates this area as a neighborhood business district, and suggests improvements to promote the independent business within this district.

Lastly, the Framework Plan focuses on the Central Avenue and Monroe Street area. A major activity zone in this area is the Toledo Hospital Campus. Changes for this area include a gateway entrance from I-475 to the hospital, a more livable street for residents along Monroe Street, and promoting the Colony Shopping Center.

Concept plans, illustrated in the following pages, discuss in more depth the future plan for each focus area.

Redevelopment Focus Areas:

Based on analysis and assessment five focal areas emerged along the corridor where redevelopment efforts should initially focus.

- ▷ Arts & Entertainment District (including a mixed-use residential/retail district)
- ▷ Swayne Field
- ▷ Auburn and Monroe Business District
- ▷ Upton & Oatis Neighborhood
- ▷ ProMedica (Toledo Hospital) District

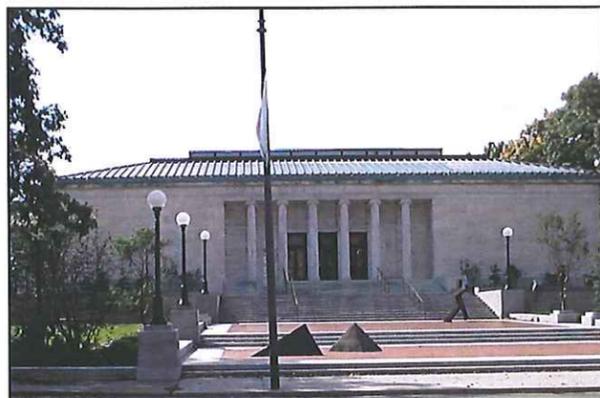
Concept Designs for Focus Areas

Arts and Entertainment District

With The Toledo Museum of Art as a major destination, a new Arts and Entertainment District is recommended from Lawrence to 17th Street. Here new restaurants and retail uses could cater to museum visitors and symphony goers; historic buildings could house artists' studio space above first floor galleries. In conjunction with a lively street environment, this district could become a draw for residents and visitors alike.

An urban design that supports this concept is crucial to its success: redesigning Monroe Street with fewer travel lanes, added on-street parking, and an enhanced pedestrian space with street trees, pedestrian lighting, and wider sidewalks all contribute to an active destination.

Furthermore, a roundabout at Collingwood and Monroe would create a focal point and space for public art, visually tying the Arts District east of Collingwood to the Museum campus west of Collingwood. Vehicular movement would not be impeded, but improved by the roundabout that would allow cars to move steadily without stopping. At the same time, it would calm traffic and make this a shared environment for pedestrians and cars alike.



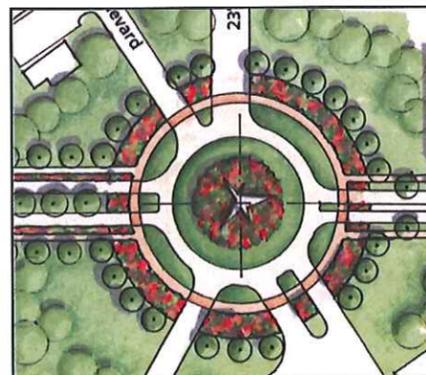
Toledo Museum of Art is a regional destination point along the corridor and will anchor a new arts and entertainment district.

Highlights of Arts & Entertainment District

- ▷ Visually connect the Toledo Art Museum and the new Glass Museum campus with a grand landscaped median and special cross-walk paving
- ▷ Roundabout at Collingwood and Monroe will become a focal point and place for art
- ▷ Street Trees and hanging lights across Monroe Street to create a sense of enclosure and help define the district
- ▷ Loft space for artists over first-floor galleries envisioned in historic buildings



Example of proposed gallery building with loft studios for artists.



A roundabout proposed at Collingwood Avenue & Monroe Street.



Before Six lanes of traffic with no cross walk between Art Musuem and proposed Glass Museum

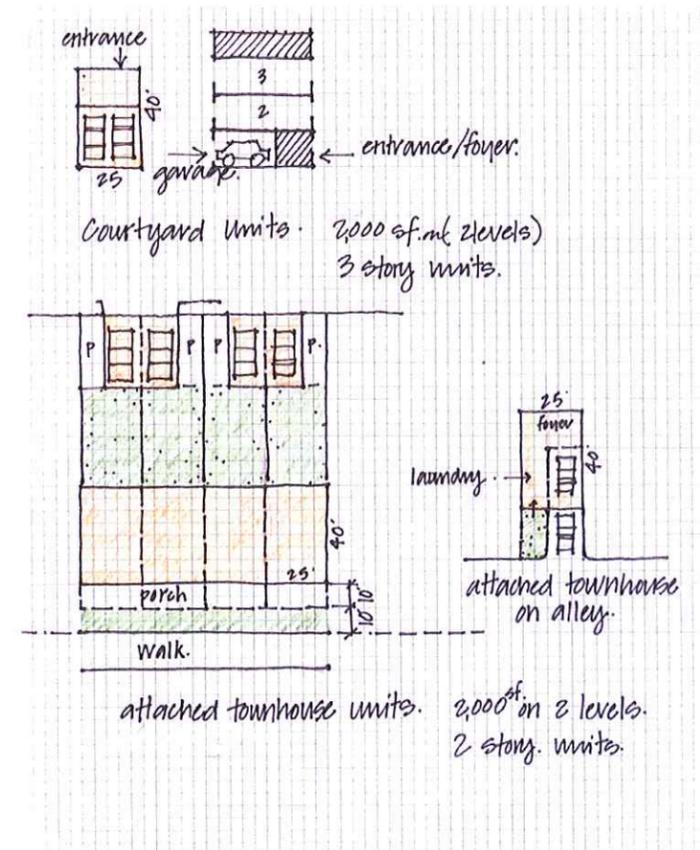


After Two travel lanes with a dedicated left turn and bus lane



Part of the Arts and Entertainment District is a Mixed-Use District with a variety of residential, retail and office uses envisioned. The relative short distance between streets makes this district very viable for a new urbanist-style development that is tight-knit and walkable with a mix of uses. Located between 17th and 10th Street, this district can provide affordable and market-rate housing, neighborhood retail and live-work opportunities. The recent departure of Taylor Automotive open up new opportunities as well: the removal of large car sales lots frees up space for additional townhouse and business uses. The Technology corridor concept being promoted by the Neighborhoods in Partnership Community Development Corporation could also tie-in to this district at 14th Street in the former Key Bank Property.

In addition to new single-family infill development, three different styles of townhouses are recommended: Monroe Street Townhouses, Courtyard Townhouses and Alley Townhouses. The different styles offer a range of opportunities for different income levels.



Conceptual rendering of Townhouse layout

Highlights of Mixed Use District

- ▷ More and greater variety of housing: with new townhouse developments and single-family residential in-fill
- ▷ New gateway retail building
- ▷ Shared greenspace and additional parking for new residential uses

MIXED USE DISTRICT -- NEW RESIDENTIAL AND RETAIL

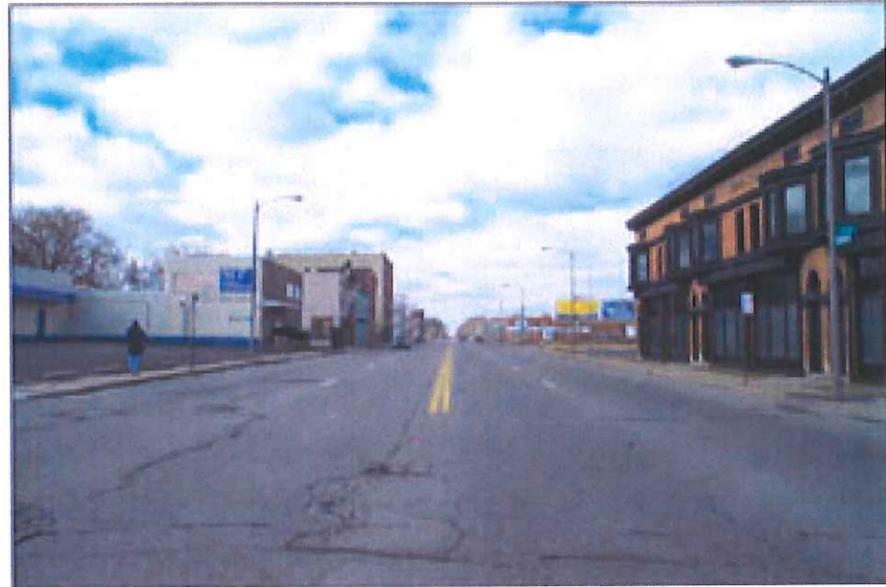
Housing Type	# of units	Square Foot	Total S.F.
Courtyard Townhouses	29	2,000	58,000
Alley Townhouses	10	2,000	20,000
Monroe Street Townhouses	16	2,000	32,000
Detached Single-Family in-fill	28	1,500	42,000
Total Square Footage of residential uses			152,000

Retail Infill			
Gallery/Living Space	8	1,500	12,000
General Retail	7	1,500	10,500
Total Square Footage of retail uses			22,500



36

Example of style of new townhouses (from downtown Ann Arbor)



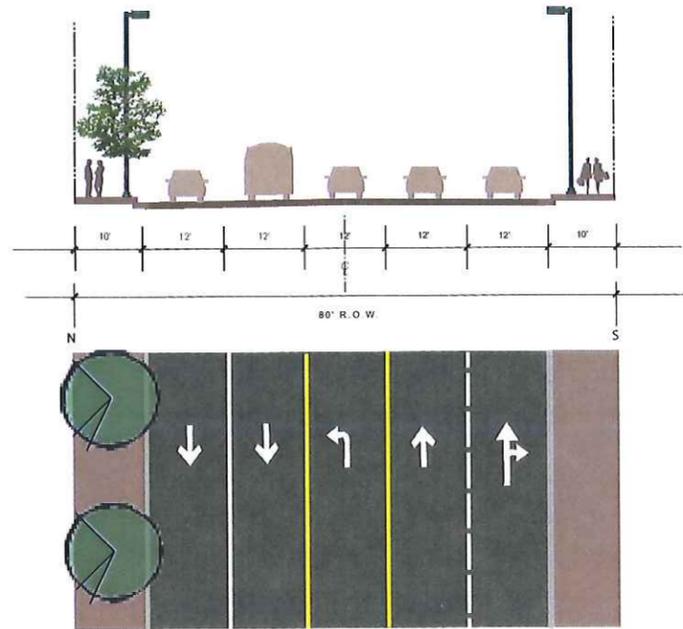
Before *five lanes of traffic with intermittent on-street parking*



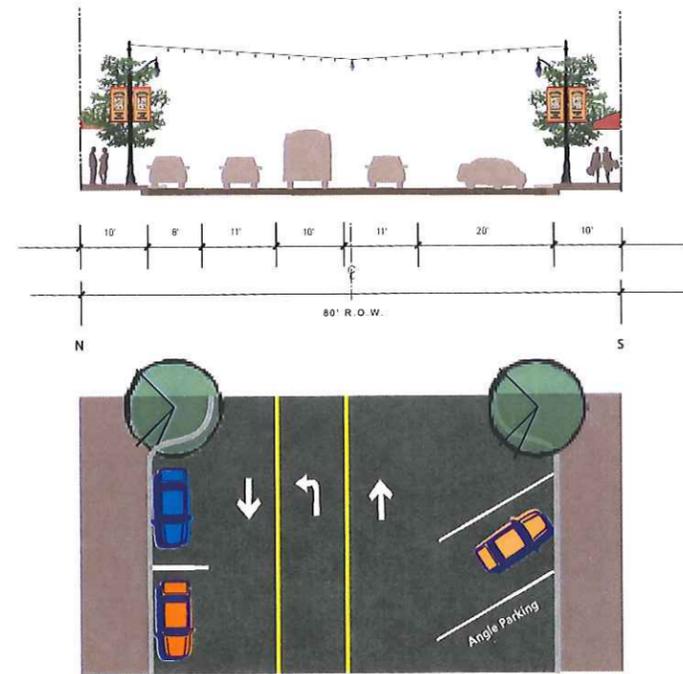
After *two travel lanes with a dedicated left turn lane and continuous on-street parking*



Arts & Entertainment District -- Retrofit
 Monroe Street Corridor
 Toledo, Ohio



As Constructed
 Monroe at 17th Street Looking East



Alternative Design
 (with same curb-to-curb dimension)
 Monroe at 17th Street Looking East

"Swayne Field"

Detroit and Monroe Street Commercial District

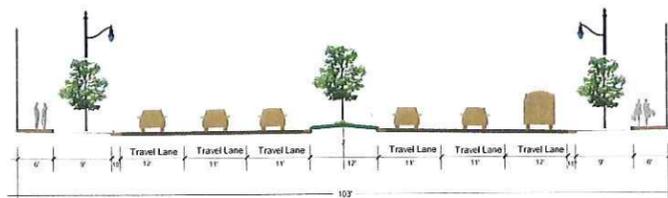
Currently, the Swayne Field Shopping Center houses marginal stores in a deteriorating building. The location, however, is ideal for a major commercial destination along the corridor. This concept calls for a new shopping center at the existing Swayne Field location. The center would better serve the needs of residents by providing a major chain grocery store, a job training facility and a convenience goods and services store, such as a Target.

A second shopping center, located on the Southwest corner of the Detroit/Monroe intersection would provide a location for existing businesses along this part of the corridor to consolidate. The "Site Reorganization Strategy" map (page 39) illustrates which businesses are recommended to relocate to this shopping center. Some businesses were identified for acquisition and removal instead of relocation. If a business owner seeks to remain in the district, however, efforts will be made to incorporate his or her business in any future development. Relocating buildings to the proposed new shopping center opens up space along the corridor for the potential expansion of Robinson Junior High School as shown on the plan.

New gateway treatment, such as landscaping and signage is recommended for the I-75 exit onto Detroit Ave. Creating a gateway in this area is important since this is the first image of the corridor to travelers coming onto Monroe Street from the freeway.

Major street level changes include center medians along Monroe Street, an alternative to realign Bancroft Street, and a transition to three traffic lanes east of Lawrence. All proposed medians are 12' wide in order to provide safer pedestrian crossing and enhanced visual appeal.

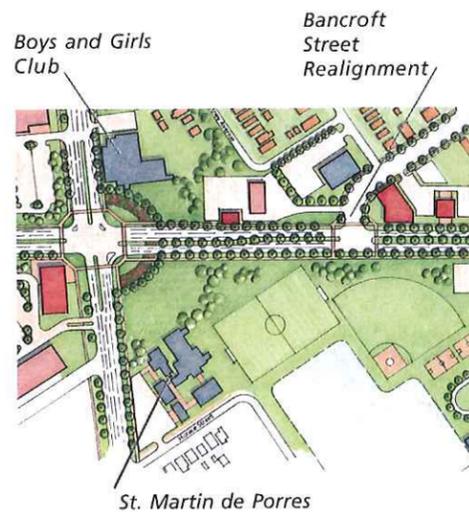
An alternative to realign a portion of Bancroft would serve to alleviate the problematic convergence of Bancroft, Detroit and Monroe Streets. Removal of the so-called triangle would open up land for more green space or a potential expansion of the St. Martin de Porres Church or Robinson Junior High School. An



Detroit Ave. & Monroe Street
Looking East

Highlights of Concept for Detroit Avenue Focus Area

- ▷ New goods and services center at Swayne Field with major grocery chain
- ▷ Adaptive re-use of Seagate Fixtures Building for a Job Training Facility
- ▷ New gateway treatment at I-75 exit
- ▷ Expanded greenspace for school and church campuses
- ▷ Acquisition and removal of auto-oriented uses on the Bancroft "triangle"
- ▷ Consolidation of successful independants within new commercial center behind Rite Aid.
- ▷ Center median and enhanced crosswalks to provide better pedestrian safety
- ▷ Tree-lined street and median to provide sense of enclosure and slow traffic speeds



Alternative concept shows Bancroft Street closed for potential expansion of the campuses of St. Martin de Porres or Robinson Junior High. This creates a less confusing, safer intersection.



Site Reorganization Strategy

- Acquisition and Removal of Building
- Relocate Businesses in Detroit/Monroe Area

Land Use Type	Relocate			Acquire and Remove			New Construction			Net New
	Number	Sq. Ft.	Value	Number	Sq. Ft.	Value	Number	Sq. Ft.	Value	Square Footage
Residential	-	-	\$ -	11	31,517	\$ 302,000.00	-	-	\$ -	-
Office	1	16,540	\$ 116,300.00	2	11,154	\$ 122,700.00	-	-	\$ -	-
Commercial	5	29,798	\$ 897,300.00	11	142,504	\$ 2,578,800.00	3	160,650	\$ 24,847,000.00	47,944
Warehousing	-	-	\$ -	1	72,863	\$ 136,100.00	-	-	\$ -	-
Total	6	46,338	\$ 1,013,600.00	25	258,038	\$ 3,139,600.00	3	160,650	\$ 24,847,000.00	47,944 Sq. Ft.

Auburn Avenue Neighborhood Commercial District

The Auburn Avenue redevelopment plan calls for street level enhancements, stronger code enforcement, and additional on-street and off-street parking to boost this neighborhood commercial district. Currently, this area that extends from the Railroad viaduct to Jermain Park consists of struggling businesses, unsightly parking lots and a largely deserted streetscape. However, the area also has some important assets including Ramona's Restaurant, the Monroe St. United Methodist Church and the historic architecture of some buildings. Furthermore, The Ottawa Community Development Corporation received a Main Street grant to assist businesses within this district.

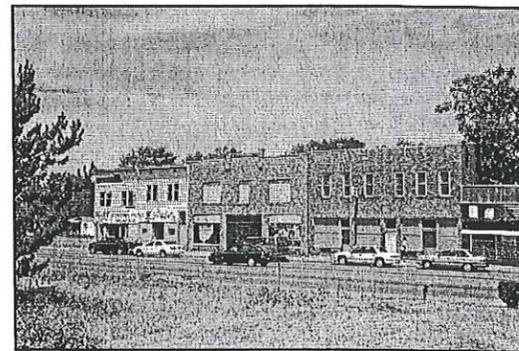
Street level enhancements can help create a more inviting place and promote private reinvestment. Enhancements include pedestrian lighting, street trees, improved cross walks with differentiated paving, and landscaped medians. A roundabout at the intersection of Monroe Street and Auburn enlivens the district by creating a focal point and calming fast-moving traffic. In addition, the plan calls for narrowing Monroe Street from five lanes to three. Traffic flows along Monroe Street, however, will not be impeded by these changes: the inclusion of a dedicated left turn lane and the roundabout promotes a more steady traffic flow.

Narrowing Monroe Street will also allow for on-street parking along the entire length of the district. On-street parking helps businesses by making visits more convenient for potential customers. On-street parking also creates a buffer between the sidewalk and moving vehicles, making a more inviting pedestrian space.

Consolidating and upgrading off-street parking lots will further enhance the business district. With stronger code enforcement to remove decaying vehicles, and better parking lot screening, the area will be more inviting and will send a message that the district is well-cared for and safe.

Highlights of Concept Design

- ▷ Roundabout at Auburn and Monroe to calm traffic and create a focal point
- ▷ Landscaped medians and street trees for enhanced street level appeal
- ▷ On-street parallel parking to maximize customer access to retail
- ▷ Bump outs to define parallel parking space and provide shorter pedestrian crossing
- ▷ Relocation and redesign of Auburn Mini-mart
- ▷ Consolidated off-street parking lots located behind buildings or screened with low walls
- ▷ Better views into Jermain Park by selected clearing of scrub trees



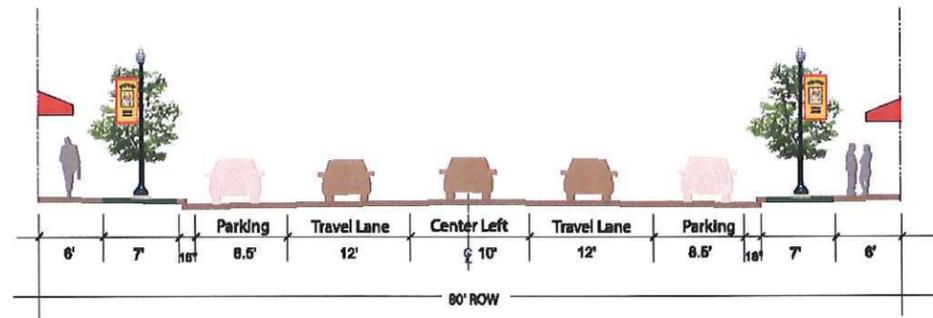
Existing businesses in this district have strong street-level presence, but need facade improvements and building repair.



Before Four lanes with dedicated left turn lane and intermittent on-street parking



After Two travel lanes with dedicated left turn lane and continuous on-street parking



Upton and Oatis Neighborhood, and Promedica District

An improved interchange to I-475, a plan that integrates the Toledo Hospital with the surrounding neighborhoods and a more livable street are all components of this concept. This focus area leading from Jermain Park to Central Avenue includes the Toledo Hospital campus, associated office buildings, the Colony Shopping center and a residential neighborhood.

Currently access to the Toledo Hospital from I-475 is confusing and disconnected. A new interchange, therefore, is called for in the long-term plan. Instead of a conventional "clover leaf" pattern, which requires a significant amount of land, a "braided interchange" is recommended. This would allow entry and exit to and from the freeway in all directions without further fragmenting the neighborhood. In addition, the interchange would better connect the hospital with the neighborhoods north of I-475. Oatis Street would be redesigned as a boulevard leading directly to the main entrance of the hospital.

Additionally, the plan calls for improvements to the intersection of Central and Monroe. Narrowing Central Avenue between Oatis and Monroe from five lanes to three would provide more sidewalk space in front of the Colony Shopping Center. This could allow for street level cafe's and an enhanced pedestrian space for this small shopping center. A new signature building at the currently-unoccupied corner of Monroe and Central would serve to strengthen this business and office district. Furthermore, new hospital-related buildings along Monroe Street are recommended to have short setbacks to present a strong street presence.

The residential neighborhood that stretches along Monroe Street from Jermain Park to Oatis Street is beginning to transition to office space. With little opportunity for parking, these building aren't suitable to this conversion. Therefore, it is recommended that they remain residential. Street level improvements, however, are needed to make living along Monroe Street more appealing. Narrowing the street to three lanes instead of five here would allow an extension of front yard space and a more substantial green buffer between houses and the roadway. This would also serve to calm traffic and allow for bike lanes that would connect this neighborhood to the trail system in Jermain Park.

Highlights of Focus Area Concept Design

- ▷ New Braided interchange on I-475 provides all-way access from one street
- ▷ Boulevard providing direct access to Toledo Hospital
- ▷ Extension of Colony Park for passive recreation and visual buffer of highway
- ▷ New signature building at corner of Central Avenue and Monroe Street
- ▷ Reducing number of lanes on Central Avenue to provide wider pedestrian area in front of Colony Building
- ▷ New commercial buildings with street -level presence within Toledo Hospital Campus
- ▷ Reduce lanes on Monroe Street to three between Oatis and Upton in residential district, and extend front-yard terrace to provide a more livable street
- ▷ Provide bike lane along Monroe Street to connect with Jermain Park bikepath system



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Example of signature building proposed for unoccupied corner of Central and Monroe.



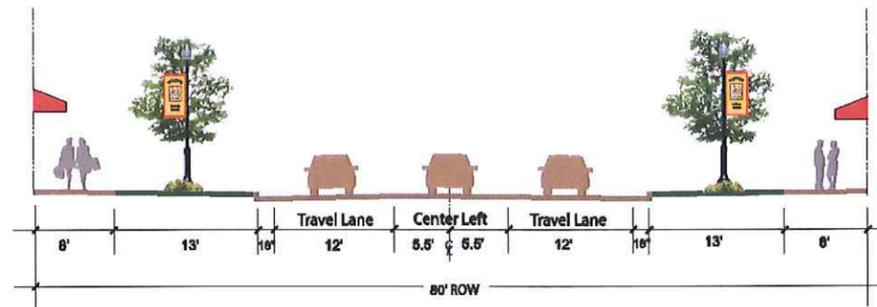
Colony Shopping Center now with some vacancies and limited sidewalk space

Before



Widening the sidewalk to provide trees and an outdoor cafe area

After



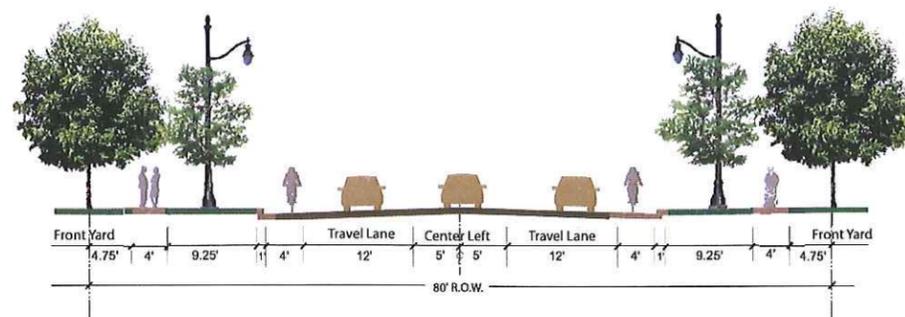
Central Avenue between Oatis and Monroe Street
Looking South



Before *Four lanes with center left*



After *Two travel lanes with dedicated left turn lane and bike lanes; and extended "front yards"*



Monroe Street at Holyoke
Looking East

The Implementation Strategy

Projects

Implementation of the various projects identified in this plan will be a continuous process involving the entire corridor community, both public and private sectors alike. The completion of this plan does not mean the completion of planning. In fact, it could be seen as a beginning. The Monroe Street Corridor Design and Liveability Plan should be referred to as a guidebook for redevelopment decisions along the corridor and become an element of the overall City of Toledo 20/20 Plan.

Realization of the opportunities and recommendations presented in this plan can only be achieved over an extended period of time and by the participation of all interested parties in the City.

Implementation of the Plan can be achieved by the following general measures.

- 1. By assuring that the City of Toledo, respective neighborhood organizations, and property owners as a whole understand, support, and approve the Plan.**
- 2. Development and redevelopment in the corridor is regulated through up-to-date zoning controls, design guidelines, building and housing codes, and proper and aggressive code enforcement.**
- 3. Insuring that all plans (Toledo Museum of Art, First Alliance Church, Promedica Campus, etc.) work together in order that development occurs in a consistent manner.**
- 4. A program of capital improvements is developed along with adequate public services by using available public financing techniques in order to encourage desired land development or redevelopment.**
- 5. A concerted effort is made to actively seek and create opportunities to develop the plan by searching for funding sources and development partners as the market and existing conditions allow.**

Project Matrix

Based on the Community Vision Sessions, interviews with key corridor stakeholders, and observations from the Steering Committee a package of projects were compiled for the corridor. These projects and programs were grouped according to major "themes" identified in the planning process and cross referenced by major corridor redevelopment areas such as the Arts & Entertainment District, Swayne Field, etc. This matrix can be viewed on the following page.

Corridor "Themes"

Based on the Community Vision Sessions five general "themes" materialized for the corridor which included:

- ▷ Liveable Neighborhoods
- ▷ Corridor Appearance
- ▷ Retail: Diversity & Quality
- ▷ Redevelopment & Revitalization
- ▷ Public Safety

Corridor Redevelopment Areas

Based on analysis and assessment five focal areas emerged along the corridor where redevelopment efforts should initially focus.

- ▷ Arts & Entertainment District
- ▷ Swayne Field
- ▷ Auburn and Monroe Business District
- ▷ Upton & Oatis Neighborhood
- ▷ ProMedica (Toledo Hospital) District

Programs: Tools for Implementation

When the narratives described in the Project Matrix are accounted for there are 38 separate projects within the five major **T H E M E** groups.

The type of action(s) required under each **T H E M E** can be described as follows:

Liveable Neighborhoods

These projects primarily require changes in local policy or programs such as traffic calming, creation of historic districts, zoning district modifications, and aggressive blight and building code enforcement. The latter program cannot be emphasized enough. The image of the Monroe Street corridor is strained and degraded by the number of code and blight violations: abandoned vehicles, dilapidated buildings, broken windows, broken fences, weeds, and trash. Aggressive enforcement would make a quick and noticeable impact on the health of the corridor.

Corridor Appearance

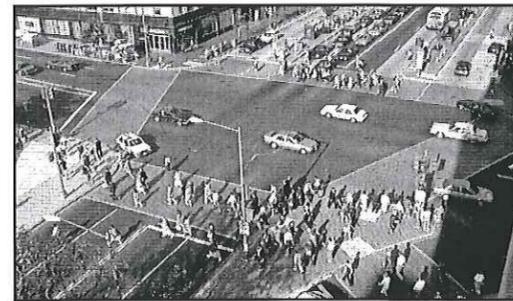
This is the largest category with thirteen projects which focus on improvements to the visual environment of the corridor such as streetscape improvements, selective lane reductions, the installation of roundabouts at Collingwood and Auburn Streets. Many of these projects can be financed through Transportation Improvement Program funds, Congestion Mitigation and Air Quality (CMAQ) funds, Transportation Equity Act for the 21st Century (TEA-21) funds, and Community Development Block Grant funds. Of course, local funding is needed for matching shares and preliminary traffic engineering studies and evaluations.

Retail: Diversity & Quality

Although this category has only five projects enumerated these projects will take a significant administrative effort on behalf of the Department of Development to accomplish. Further, these projects will require the utilization of a number of federal, state, and regional authority financing initiatives to occur. In addition, some of the projects identified like the New Grocery Store and Big Box Retailer projects at Swayne Field will require the acquisition, and possible relocation of properties. Without acquisition of selective parcels these projects will not occur. In addition to the City of Toledo, the Toledo Lucas County Port Authority, and Regional Growth Partnership have been identified as an active participant in these projects. Financial programs such as the Northwest Ohio Bond Fund, and the use of the Synthetic Lease Program could be used for the commercial development proposed in the plan.



Livable neighborhoods with shared green space and a mix of housing types



Corridor appearance can create a more active and safe environment



A greater mix of retail diversity is needed

Another program recommended for use in the corridor is the establishment of a corridor-wide tax increment financing district which can provide over the long-term the funds needed for redevelopment projects. Recent changes in Tax Increment Financing legislation allow communities to establish Tax Increment Financing districts that encompass multiple properties versus single project areas.

Redevelopment & Revitalization

Projects enumerated under this category will require public/private partnerships to effectuate their implementation. Many of the projects are focused on the development of market rate housing, conversion of rental housing to owner occupied housing, and building restoration. Funding programs include Community Development Block Grant program, Toledo Neighborhood Improvement Fund, and Tax Increment Financing. Like the previous category the City of Toledo Department of Development, in concert with the respective Community Development Corporations (CDC's), will need to take the lead role on project implementation.

Public Safety

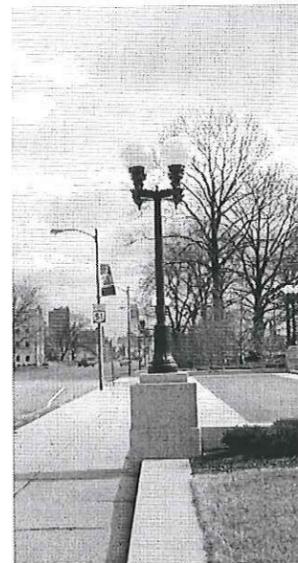
Projects outlined in this category include the establishment of a full service 24-hour substation in the Swayne Field area and improved roadway and pedestrian scale lighting along the corridor to improve safety and security. Some of these programs can be financed through Community Development Block Grant funds, but the principle source of funding will come through the City of Toledo. In addition to these projects the Ottawa Community Development Corporation (OCCDC) and Toledo Central City Neighborhoods (TCCN) neighborhoods requested supplemental police services more commonly associated with community policing activities.

Program Matrix

The chart on the following page identifies by T H E M E projects and their respective source of primary funding. Further, the kind of implementation method (Policy, Program, or Project) is listed with its Program Type. Narratives on these programs can be found under the City of Toledo and State of Ohio Department of Development web sites, respectively.



Redevelopment and revitalization efforts should be focused on commercial and residential uses alike



Increased corridor safety with greater police presence and better lighting

Organization & Management

As reflected in this planning process the Monroe Street Corridor is an extremely diverse and dynamic community. Complicating these extremes is the linear aspect of the area and the different stakeholders involved in the redevelopment process and to some degree in competition with the same funding sources. To consolidate these complimentary and sometimes competing interests this plan recommends the formation of a **Monroe Street Redevelopment Organization** composed of a representative mixture of property owners, institutions, and city agencies. The purpose of this organization will be to prioritize programs and projects, decide collectively on the highest and best use of funding, assist the City with redevelopment objectives, and coordinate activities along the corridor. When a Tax Increment Financing district is established this organization will serve as advisors to the district. Without such an organization it is feared that implementation of the programs and projects outlined in this plan will be impaired.

A good example of how this organization could work was noted during the development of this plan. The current construction of the Monroe Street streetscape from downtown to Collingwood Avenue was implemented with minimal input from constituencies along the project area and some city departments. Further, some of the design elements included in this project, which set the overall tone for the balance of the corridor, did not have formal "buy-in" from other corridor stakeholders. In summary, an opportunity was not fully maximized.

Because the implementation of the projects outlined for the Monroe Street corridor principally fall under the purview of the City Department of Development it is recommended that the coordination of the Monroe Street Redevelopment Organization be through this office.

Annually the Monroe Street Redevelopment Organization would prepare and submit to the City as part of a procedural budget preparation an action plan with recommended capital improvement outlays for the next ensuing fiscal year. In this manner all funds, from any source, would be reviewed and prioritized by the board. In this manner, competition for funding between agencies, commissions, and CDC's would be worked out by the Board prior to submittal to the City. In addition, private and institutional projects would be reviewed by the Board and necessary public improvements needed to support these endeavors would be timely integrated into the development process.

Monroe Street Redevelopment Organization

The Monroe Street Redevelopment Organization would be a fifteen member board with the following constituents.

- ▷ 1 - Toledo Museum of Arts
- ▷ 1 - Promedica
- ▷ 1 - City Department of Development
- ▷ 1 - City Plan Commission
- ▷ 1 - City Engineering Services
- ▷ 1 - City Transportation Department
- ▷ 1 - City Parks and Recreation Department
- ▷ 1 - Lucas County Port Authority
- ▷ 1 - Neighborhoods in Partnership
- ▷ 1 - Ottawa Community Dev. Corp.
- ▷ 1 - Toledo Central City Neighborhoods
- ▷ 4 - Property Owners

De Facto Members

- ▷ City Councilperson(s)
- ▷ Art's Commission
- ▷ Signage and Gateway Committee

Zoning Recommendations

The City of Toledo is in the process of preparing and adopting a revised Zoning Code. As of the date of this plan the Zoning Code was in the process of review by the Toledo Plan Commission and administration. In anticipation of the revised Zoning Code, zoning recommendations for the Monroe Street corridor were developed using that document.

The proposed Zoning Code is innovative in its organizational structure and grouping of complementary land uses, and utilization of “overlay” districts to establish localized site development details depending on type of underlying zoning district and location within the community. Employing the land use and zoning categories embodied in the revised Zoning Code the plan is recommending the utilization of five (5) **Base Zoning Districts**. As defined in the Zoning Code base zoning districts serve as the foundation for all zoning related standards. There are four major categories of base zoning districts which include Residential, Commercial, Industrial, and Special Purpose Districts. In total there are nineteen (19) separate base zoning classifications.

The five Base Zoning Districts used along the corridor include Residential (R), Neighborhood Commercial (CN), Regional Commercial (CR), Institutional Campus (IC), and Park/Open Space (POS). These five Base Zoning District classifications mirror the proposed projects and land use adjustments described in the Framework Plan and illustrated in the concept plan illustrations.

Supplementing the Base Zoning Districts are the **Overlay Districts**. As described in Section 1103.0101 of the Zoning Code, “overlay districts are tools for dealing with special situations or accomplishing special zoning goals. As the name applies, overlay zoning district are “overlaid” on base zoning classifications to alter some or all of the underlying district regulations.” The Monroe Street corridor envisions the use of three Overlay Districts including the Historic Overlay District (Old West End - Section 1103.0307), Pedestrian-Oriented Overlay District (Section 1103.06), and a recommended overlay district entitled the Monroe Street Corridor Overlay District. Each of the Overlay Districts contain pertinent site development and design requirements necessary to redevelop the corridor based on the recommendations contained in this plan.

Realizing the image envisioned by neighborhood groups and stakeholders is best accomplished by the Pedestrian-Oriented Overlay District (-PO). This overlay district contains the majority of provisions needed to change the Monroe Street Corridor from a vehicular dominated environment to a pedestrian oriented commercial district.

Comparison of Permitted Land Uses by Base Zoning District

Land Use Category	Zoning District Location				
	R	CN	CR	IC	P/OS
Residential					
Detached House	■	■			
Zero Lot Line House	■	■			
Attached House	■	■			
Duplex	■	■			
Cluster Housing	■				
Commercial					
Bed & Breakfast		■	■		
Business Support		■	■		
Convenience Stores		□	□		
Tavern		■	■		
Fast Order Food		■	■		
Fast Food Drive-In			■		
Office, Administrative				■	
Restaurant-Sit Down		■	■		
Real Estate Services		■	■		
Personal Services		■	■		
Retail Sales		■	■		
Repair Services		■	■		
Institutional					
Recreation-Passive		■	■	■	■
Recreation-Active		□	□	■	□
Universities			□	■	
Cultural Exhibits	□	■	■	■	□
Hospitals			□	■	
Religious Assembly	■	■	■	■	■
Schools	■	■	■	■	□
■ Permitted Use					
□ Special Approval					

The Pedestrian-Oriented Overlay District in conjunction with the permitted uses contained in the Neighborhood Commercial (CN) base zoning district provides for a diverse mixture of small business and residential development. The purpose of the Pedestrian-Oriented Overlay District as outlined in the Zoning Code is:

- A. Protect, maintain and re-establish the physical character of older commercial corridors that are characterized by pedestrian-oriented development patterns;
- B. Implement appropriate building and parking setbacks that accommodate redevelopment that is compatible with historical building patterns; and
- C. Promote development that features retail display windows, rear parking lots, and other pedestrian-oriented design features.

The proposed zoning district map recommends the location and definition of the five Base Zoning Districts along the corridor. The Proposed Zoning Overlay District map illustrated the extent and location of the Overlay Districts along the corridor. In tandem, both zoning districts will work to achieve the image defined by residents, property owners, and major stakeholders along the corridor.

Zoning Code Modifications

The proposed Pedestrian-Oriented Overlay District, Section 1103.06 of the Zoning Code, can be employed along Monroe Street, resulting in an improved environment for pedestrians as well as a more cohesive appearance to the corridor. The district is intended to protect the character of older commercial corridors; implement building and parking setbacks that are compatible with historical building patterns; and promote development that features retail display windows, rear parking lots and other pedestrian-oriented site features.

However, the following amendments to the ordinance are recommended to create a more lively street environment:

1103.0611 Pedestrian Amenities

- A. The use of outdoor exhibits may be allowed subject to Plan Commission approval.
- B. The use of outdoor cafes may be allowed in association with existing businesses subject to Plan Commission approval.
- C. Flower boxes in front of businesses may be allowed if no more than 2 - 3 feet from the front of a building.



Example of outdoor exhibits allowed



Example of how an extended sidewalk can be used to extend the business outside. These small enhancements can enrich the urban environment and neighborhood business district.

Monroe Street Corridor Overlay District (MSCOD)

One goal for the Monroe Street corridor is to have its own distinct identity and character. Therefore, it is recommended that an additional overlay district be developed called the Monroe Street Corridor Overlay District. Used in conjunction with the Pedestrian-Oriented Overlay District, this new zoning overlay can help define a distinct and recognizable character for the Monroe Street corridor. The new overlay zoning district can be amended to the proposed zoning code as follows:

Section 1103.0800 Monroe Street Corridor Overlay District

Section 1103.0801 Purpose

The MSCOD district is intended to provide a review process for proposed physical changes to structures and public space along the Monroe Street Corridor in order to evaluate the proposals in relation to the approved plan for the area.

Section 1103.0802 Off-Street Parking

Off-street parking requirements for properties within the MSCOD shall comply with the requirements set forth in Section 1106.01 of the Toledo Zoning Code, including these provisions:

A. Location of off-street parking facilities shall be on the same lot as the principal use or within three hundred (300) feet of the building (measured from the nearest point of the building or use to the nearest point of the parking) on the same side of Monroe Street.

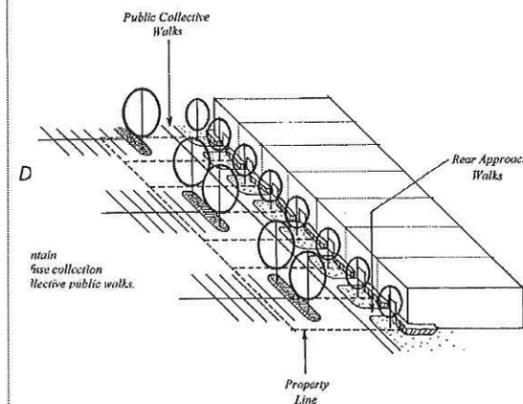
B. Off-street parking facilities shall be located in the rear portion of the subject property and behind the principal building or use. The construction of new off-street parking lots having frontage on Monroe Street is prohibited. This provision may be waived by the Plan Commission if parking cannot be provided in the rear or on the side of the principle building(s).

C. If parking in the rear of the lot is not feasible because the lot is too shallow, or other unique circumstances approved by the Plan Commission, then parking may be allowed on the side of the building if a screening wall and landscape treatment is installed along the frontage in conformance with the following:

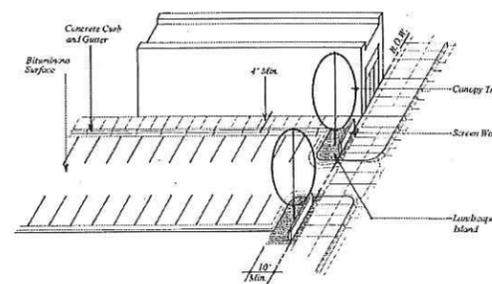
1. A brick masonry screen wall thirty-two (32") inches in height measured from grade with a four (4") inch coping shall be installed along the property line.
2. A landscape island or greenbelt, ten (10') feet in width shall be installed behind the screen wall. This landscape island/greenbelt shall accommodate the installation of canopy trees, at least three (3") inches in caliper.



Encouraged: Buildings with traditional materials, awnings and plate glass windows



Suggested rear parking area layout with sidewalks behind the building(s), landscaping and lighting. The "Second Front Door."



Suggested screen wall layout along the side of a building when rear parking is not practical.

3. If the parking lot is located adjacent to a building, a six (6') foot wide sidewalk shall be installed between the building and the parking area.

4. The perimeter of the parking lot shall be constructed with concrete curb and gutter and properly drained. Wheel chocks, bumper blocks or header curbs may not be used in lieu of curbs.

5. The surface of the parking lot shall consist of bituminous surface. If the maneuvering lane will be used by commercial vehicles (semi-trucks, stake trucks, panel trucks, etc.) it shall be constructed with a deep strength bituminous surface.

D. For a lot facing Monroe Street and a side street parking is prohibited on the corner facing the intersection.

E. Access to parking lots shall be provided off alleys when available in order to minimize curb-cuts across pedestrian sidewalks.

Section 1103.0803 Site Lighting for Small Parking Lots (Twenty-Five or Less Parking Spaces)

A Site lighting for small parking lots shall utilize a pedestrian style light fixture and pole to match the lights being used by the City of Toledo for public enhancement projects along Monroe Street. The model number for the light pole and luminaire, as well as a detail product specifications will be provided by the City Plan Commission.

B. The light source shall be metal halide.

C. The light intensity shall average a minimum of .5 foot-candles, measured five (5') feet above grade for parking lots and 1 to 3 footcandles measured five (5') feet above grade for pedestrian sidewalks.

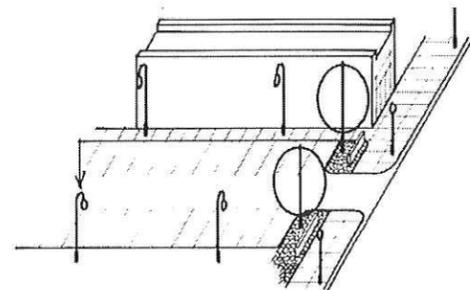
Section 1103.0804 Site Lighting for Large Parking Lots (Twenty-Six or More Parking Spaces)

A. Site lighting for large parking lots shall utilize a Shoe Box Fixture and pole (maximum 25' height) for efficiency of lighting and neutrality of design. The model number for the light pole and luminaire, as well as a detail product specifications will be provided by the City Plan Commission.

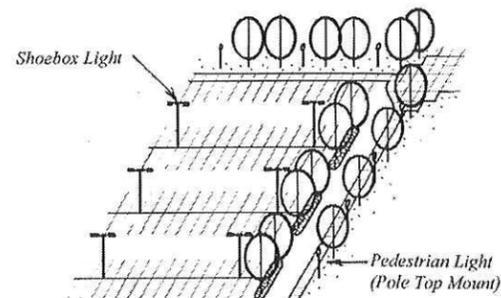
B. The light source shall be metal halide.



An example of a rear parking lot with customer access available from the rear of the buildings.



Small parking lots use the same type of pedestrian scale lighting used along Monroe Street.



Large parking lots use "Shoe Box" lighting fixtures as specified by the City Plan Commission. The same style of shoe box light would be used throughout the corridor to create uniformity.

C. Pedestrian scale lighting (pole top mount) to match the lights being used by the Downtown Development Authority shall be used along collective walks.

D. The light intensity shall average a minimum of .5 footcandles, measured five (5') feet above grade for parking lots and 1 to 3 footcandles measured five (5') feet above grade for pedestrian sidewalks.

Section 1103.0805 Canopies/Awnings

A. Awnings shall be traditional in design; they shall be triangular in section, sloping outward and down from the top of the opening. Narrow front and side flaps are common. Round-top, half-round, box, or other unusual awning shapes are prohibited unless approved in writing by the Plan Commission. Internally lighted awnings are also prohibited. Signage on awnings shall be prohibited.

B. Canopies shall be narrow in elevation, 6" to 12", and flat. Typically such canopies would have internal drainage. Canopies shall be self supporting or supported by tension rods. Canopy projections to be limited to 36". Sloping, or unusually shaped, canopies are prohibited.

Section 1103.0806 Signage

A. Building signs shall be located above the storefront opening, on the upper facade wall. The sign shall be sized to allow the masonry to be fully exposed around the sign.

B. No sign or part of a sign shall be located above the parapet of any facade. Roof mounted signs are prohibited.

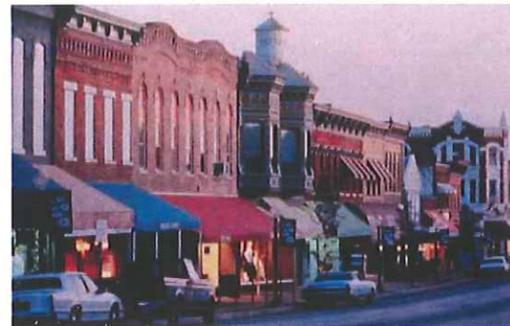
C. Building signs shall not exceed the width of the storefront opening.

D. The shape of building signs shall be rectangular, or slight variations of rectangular forms.

E. Projecting signs are allowed. The maximum allowable projection is 3' - 6."

Section 1103.0807 Materials

A. Maintaining consistent palette of materials is important to establish continuity within the corridor and to improving the overall appearance of the district. The following are identified as acceptable building materials.



Canopy and awnings along a streetscape.



Wall parapet signs and projecting signs.

B. Street Facade

1. Brick: Shall be standard modular brick with common tooled mortar joints. Untooled joints, distressed brick, or irregular shaped brick are prohibited. Brick color and texture shall be compatible with original brick facades on Monroe Street, constructed prior to the 1940's. Brick of this period was commonly blond, yellow-blond, beige, or dull red with very little color range. Textures varied from smooth or glazed to rough. Textures tended to be uniform. Stucco and EIFS (exterior insulation and insulation system) materials and applications are prohibited.

B. Stone: Smooth finish stone such as limestone or sandstone. Color to be light to medium 'buff.'

Section 1103.0808 Design Criteria Used to Evaluate Site Plans and Projects

A. Relationship of Buildings to Site

1. The site shall be planned to accomplish a desirable transition, between the building(s) with the streetscape to provide for adequate planting, safe pedestrian movement, and parking areas.
2. Parking areas shall be treated with decorative elements, building wall extensions, plantings, or other innovative means so as to screen parking areas from view from public ways.
3. The height and scale of each building shall be compatible with its site and existing (or anticipated) adjoining buildings.
4. Newly installed utility services, and service revisions necessitated by exterior alterations, shall be underground.

B. Building Design

1. Architectural style, building mass and placement shall be compliant and shall conform to scale and proportions of buildings surrounding the subject property.

Suggested Approval Standards

The Plan Commission shall review the particular circumstance and facts applicable to each submittal in terms of the preceding design criteria, and shall make a recommendation as to whether the proposal meets the following standards:

1. *The appearance, color, texture and materials being used will preserve property values in the immediate neighborhood and will not adversely affect any property values.*
2. *The appearance of the building exterior will not detract from the general harmony of and is compatible with other buildings already existing in the immediate neighborhood.*
3. *The appearance of the building exterior will not be garish or otherwise offensive to the sense of sight.*
4. *The appearance of the building exterior will tend to minimize or prevent discordant - and unsightly surroundings in the immediate neighborhood.*

The Next Step

The next step is usually the most critical. The Monroe Street Corridor Design and Liveability Plan was prepared with input from corridor and neighborhood residents, property owners, and a coalition of interested parties referred to as the Steering Committee. The Plan however is not without its skeptics. During the course of the planning process the function of Monroe Street has been challenged. On one hand some property interests, planners and urban designers have contended that the width of Monroe Street and the speed of vehicles has made the corridor inhospitable and a barrier for reasonable economic development. On the other hand, transportation officials and traffic engineers are concerned that proposed lane reductions will create capacity problems and elongate travel times along the corridor. And, studies underway by the Ohio Department of Transportation are inferring that intracity traffic should not be using the freeway which causes greater concern on the final disposition of Monroe Street. Unfortunately, these concerns will not be addressed in the immediate future.

Change always brings consternation and the inevitable “do nothing” approach. However, the Monroe Street community and more importantly the City of Toledo cannot take a hands off approach to the revitalization of this area. As every year passes the outflow of people and disposable income migrates to the suburbs. The corridor, as well as, the neighborhoods surrounding the downtown become home to more lower income households who must rely on less than satisfactory services from the private sector. The lack of variety in grocery stores, retail, and services coupled with a degraded infrastructure make these areas, both residential and commercial, less than attractive investments. Change is required. Change is necessary to anchor Toledo’s long term economic health.

The Toledo Museum of Art and Promedica are two corridor institutions who are planning significant investments in their respective properties. Sometimes the economic energy created by institutional investment is squandered and lost by the host community. The Monroe Street Corridor Design and Liveability Plan promotes using these investments as a catalyst for corridor reinvestment. Much like a high pressure weather system which bears down and pushes outward on the surrounding landscape the investment by these two institutions should be harnessed to create spin-off and complementary development. Change can be beneficial.

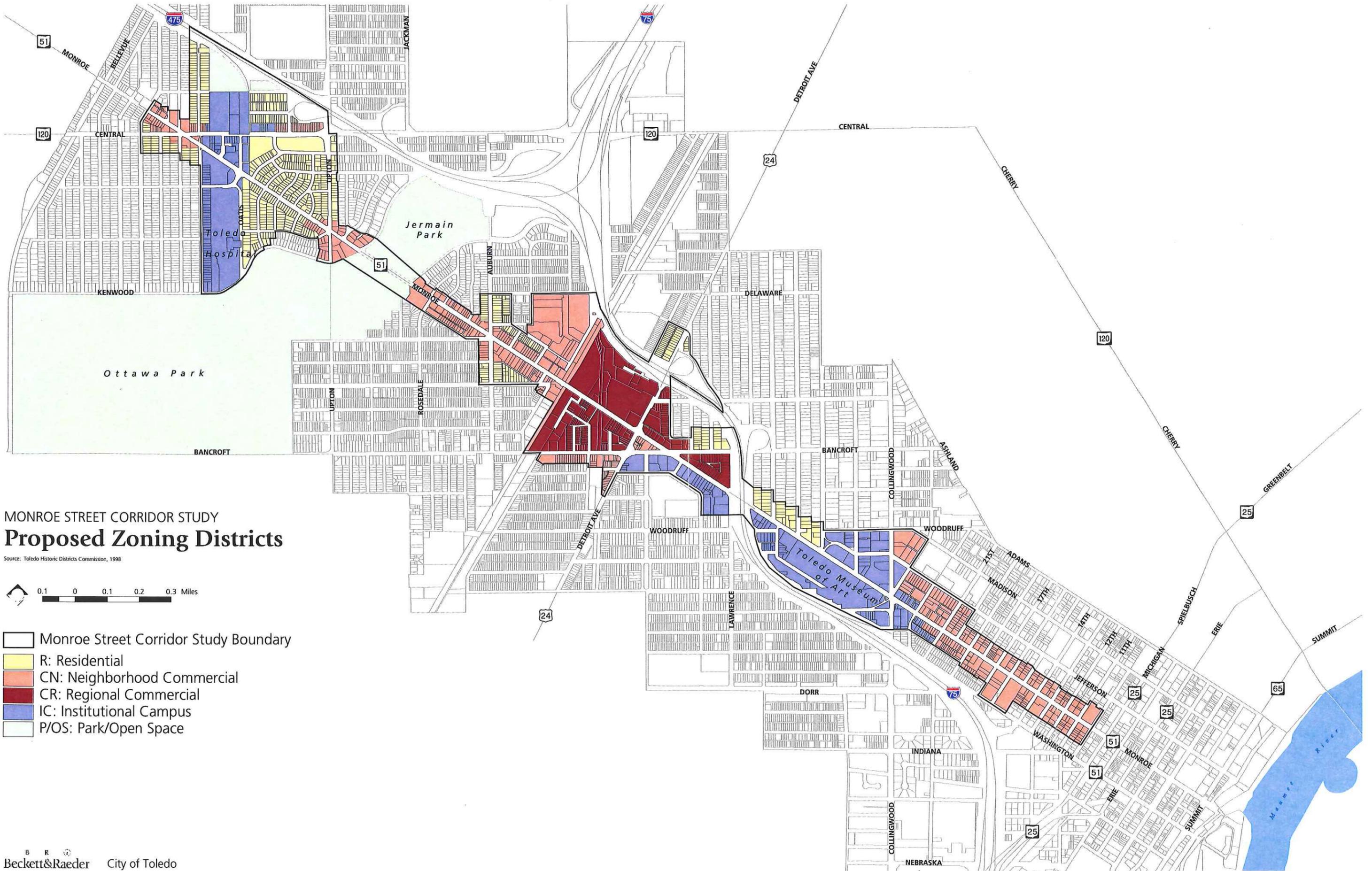


Examples of existing conditions along the corridor than need to be changed

The projects and programs identified through this planning process will take years to accomplish and may require periodic study to evaluate concerns and ascertain the level of investment. However, many of the projects can be implemented incrementally but will require oversight by the Toledo Department of Development. Change can be incremental. To continue the public participation approach to development, the plan recommends the formation of the Monroe Street Redevelopment Organization to provide input into projects, help prioritize findings, and coordinate private projects into the public realm. Change should be inclusive.

The next step is adoption of the Monroe Street Corridor Design and Liveability Plan as part of the Toledo 20/20 Plan. Once this step is accomplished it signifies that the Plan is now public policy and Monroe Street will begin its change from an arterial road to a revitalized urban corridor. Change is necessary.



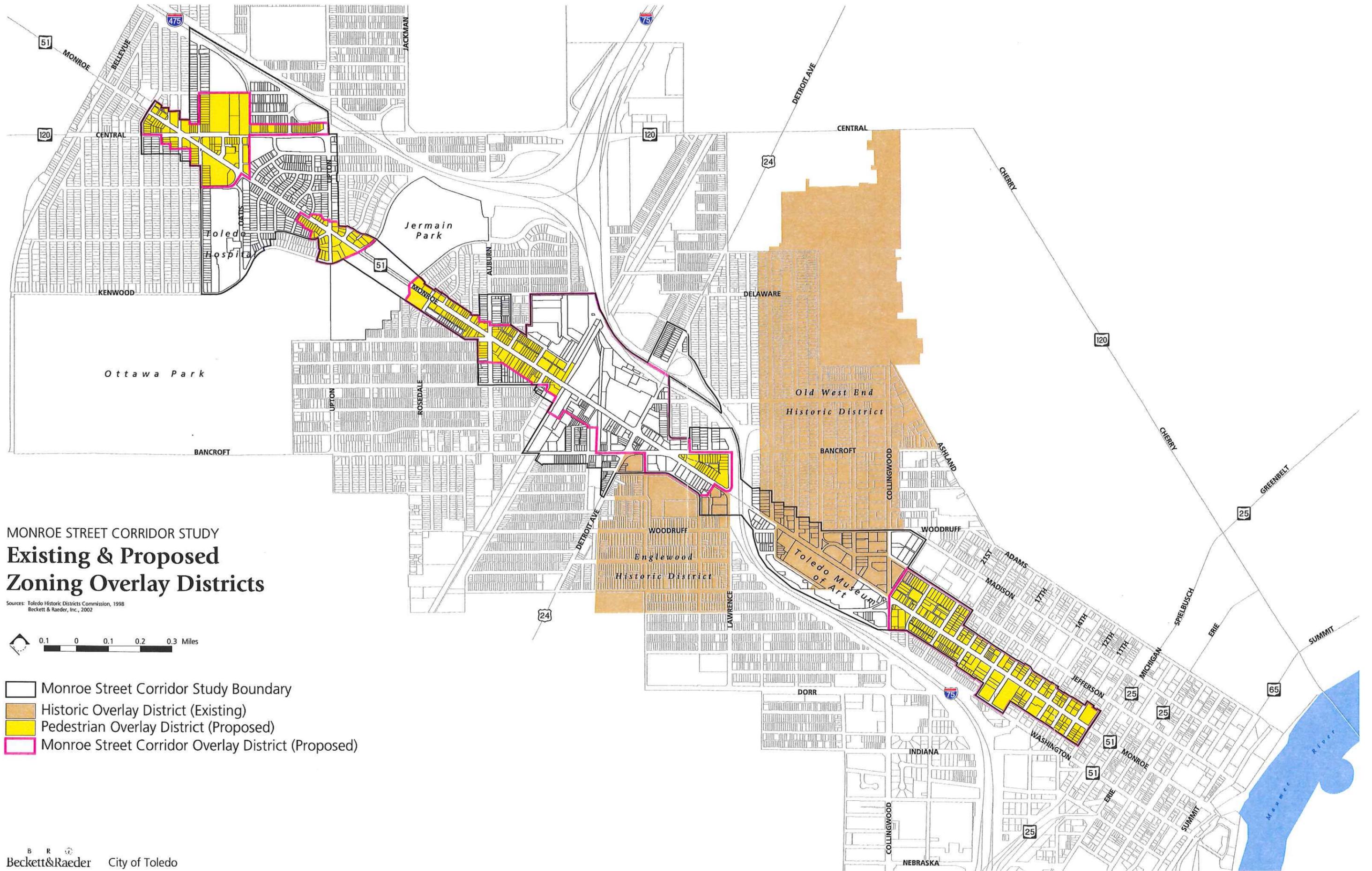


MONROE STREET CORRIDOR STUDY
Proposed Zoning Districts

Source: Toledo Historic Districts Commission, 1998



- Monroe Street Corridor Study Boundary
- R: Residential
- CN: Neighborhood Commercial
- CR: Regional Commercial
- IC: Institutional Campus
- P/OS: Park/Open Space



MONROE STREET CORRIDOR STUDY
Existing & Proposed
Zoning Overlay Districts

Sources: Toledo Historic Districts Commission, 1998
 Beckett & Raeder, Inc., 2002



- Monroe Street Corridor Study Boundary
- Historic Overlay District (Existing)
- Pedestrian Overlay District (Proposed)
- Monroe Street Corridor Overlay District (Proposed)



Monroe Street Corridor Improvement Plan
Toledo, Ohio



MONROE ST. CORRIDOR (Hospital District)
Central Avenue Intersection
 Toledo, Ohio October 16, 2002

Color Key:

■	Existing Residential
■	Proposed Residential
■	Existing Retail
■	Proposed Retail
■	Existing Institutional
■	Proposed and Existing Parking

Selected Clearing To Open Views of The River & Park

Roundabout at Monroe and Auburn Gives Distinction to the District & Calms Traffic

Consolidated Parking Lots Shared Among Businesses

Jermain Park

Bishop

Ramomo's

Bluff Street

Auburn Mini-Mart Relocated & Redesigned

Facade Improvement & Removal of Burned Portion of Building

Narrowing Monroe St. to Three Lanes Allows Additional On-Street Parking

Parking Lots Along Monroe St. Screened With Low Walls & Shrubs

MONROE ST. CORRIDOR Auburn Ave. & Monroe St. Neighborhood Commercial District

Toledo, Ohio September 25, 2002



Color Key:

Orange	Existing Residential
Light Orange	Proposed Residential
Red	Existing Retail
Light Red	Proposed Retail
Blue	Existing Institutional
Light Blue	Proposed and Existing Parking

B R ©
Beckett&Raeder



Adaptive Re-Use of Seagate Fixtures Building to New Job Training Facility

Gateway Treatment For I-75 exit

Relocation of McDonald's next to KFC

Consolidated & Shared Parking Lots Behind Buildings

Landscaped Center Medians and Differentiated Pavement at Crosswalks For Safer Pedestrian Crossing

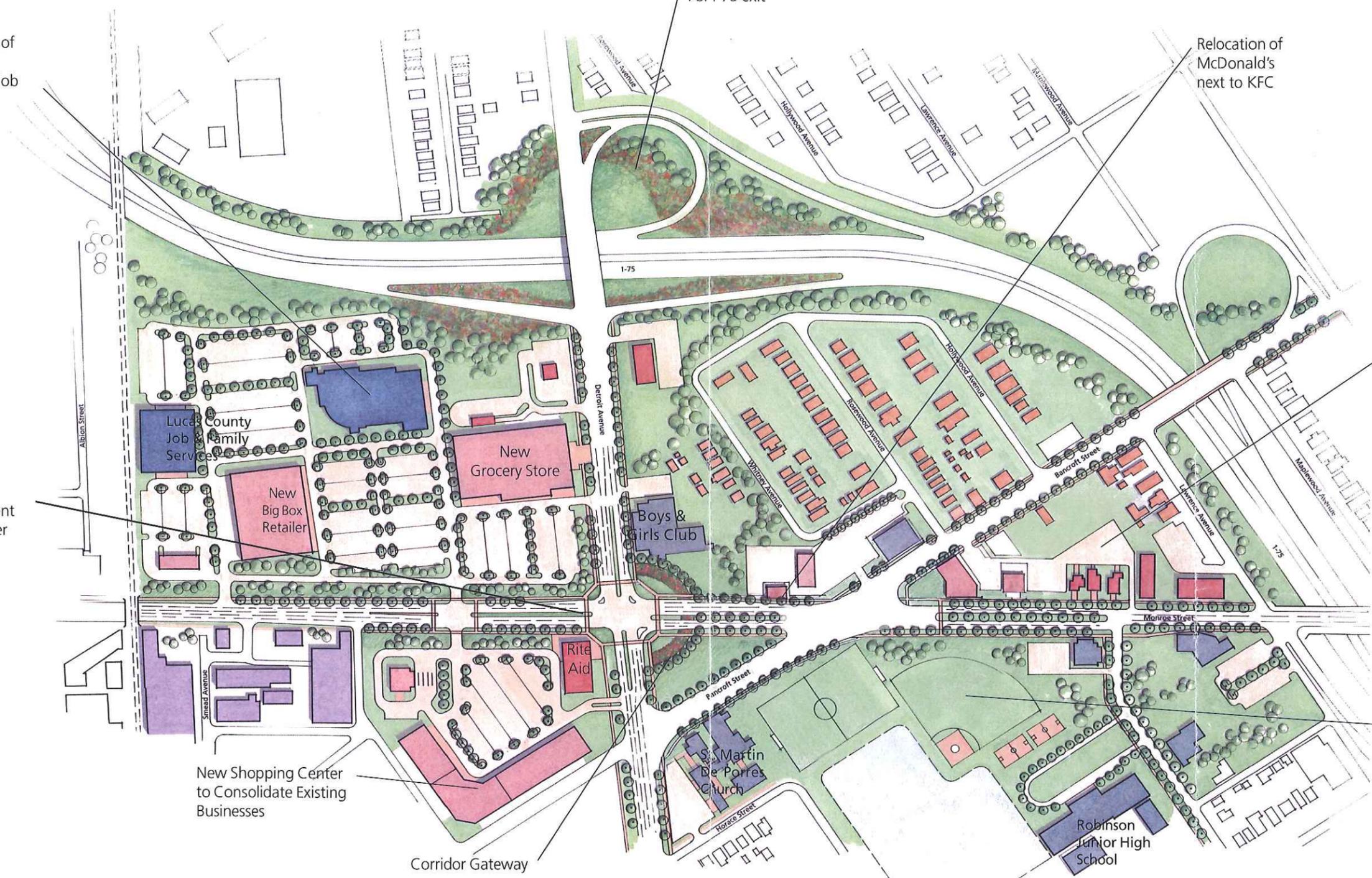
Potential School Expansion & Greenspace

New Shopping Center to Consolidate Existing Businesses

Corridor Gateway

MONROE ST. CORRIDOR Detroit Ave. & Monroe St. Commercial District

Toledo, Ohio September 25, 2002



Color Key:

Light Orange	Existing Residential
Dark Orange	Proposed Residential
Red	Existing Retail
Dark Red	Proposed Retail
Blue	Existing Institutional
Light Blue	Proposed Institutional
Light Green	Proposed and Existing Parking

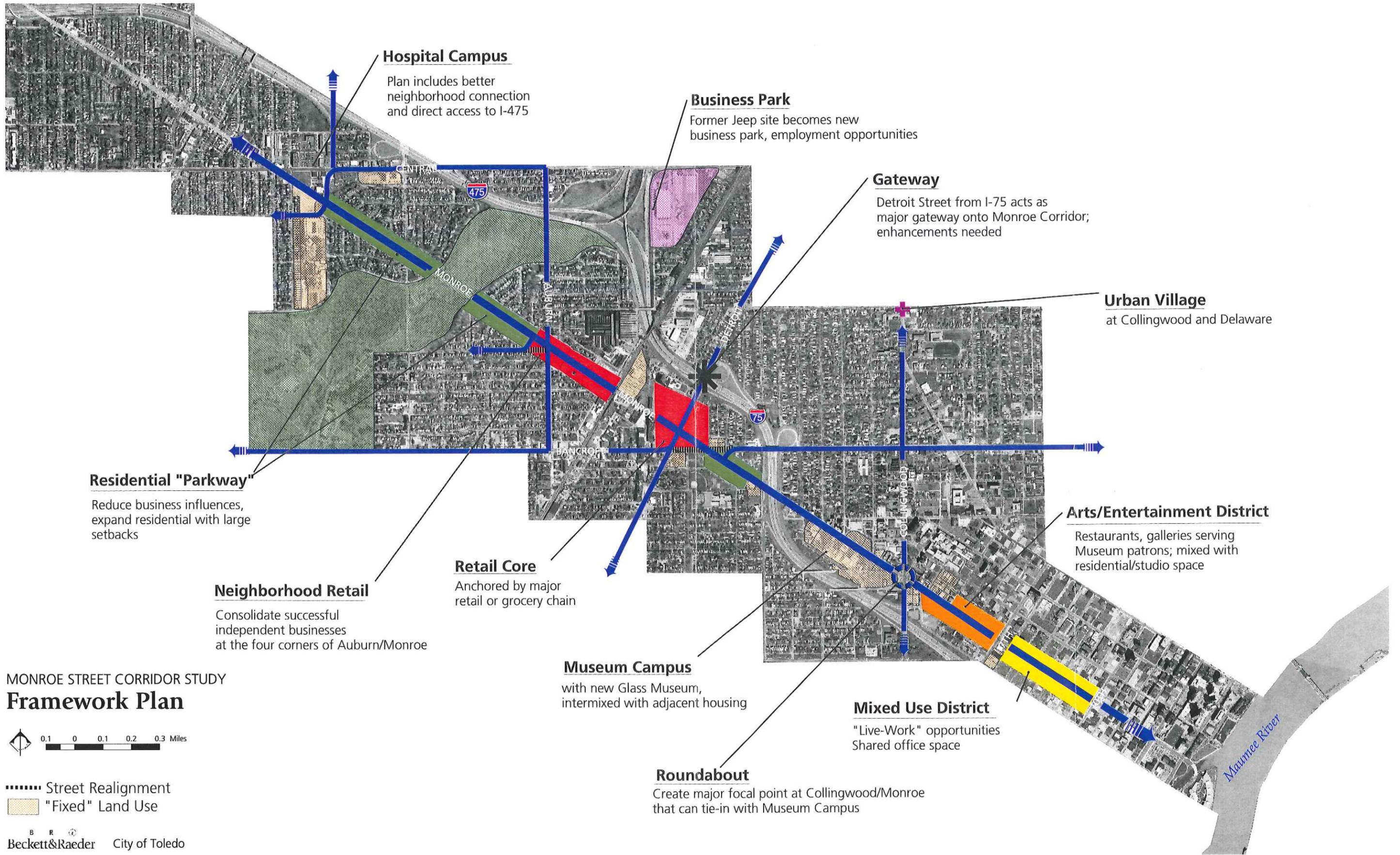
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Beckett&Raeder



MONROE ST. CORRIDOR
Arts and Entertainment/Residential District
 Toledo, Ohio August 21, 2002

Color Key:

- Existing Residential
- Proposed Residential
- Existing Retail
- Proposed Retail
- Existing Institutional
- Proposed and Existing Parking



Hospital Campus

Plan includes better neighborhood connection and direct access to I-475

Business Park

Former Jeep site becomes new business park, employment opportunities

Gateway

Detroit Street from I-75 acts as major gateway onto Monroe Corridor; enhancements needed

Urban Village

at Collingwood and Delaware

Residential "Parkway"

Reduce business influences, expand residential with large setbacks

Neighborhood Retail

Consolidate successful independent businesses at the four corners of Auburn/Monroe

Retail Core

Anchored by major retail or grocery chain

Museum Campus

with new Glass Museum, intermixed with adjacent housing

Mixed Use District

"Live-Work" opportunities
Shared office space

Arts/Entertainment District

Restaurants, galleries serving Museum patrons; mixed with residential/studio space

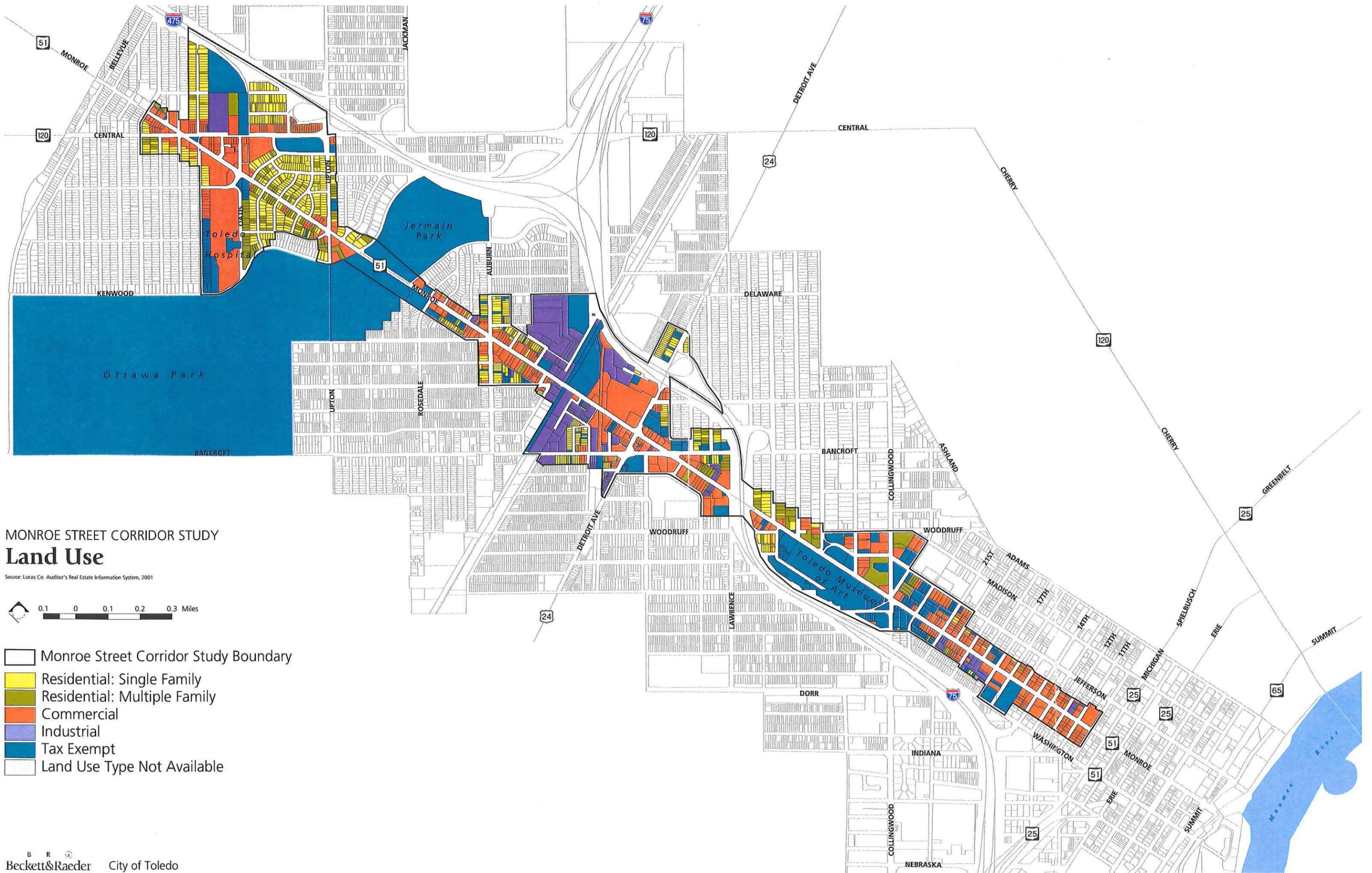
Roundabout

Create major focal point at Collingwood/Monroe that can tie-in with Museum Campus

MONROE STREET CORRIDOR STUDY
Framework Plan



- Street Realignment
- "Fixed" Land Use

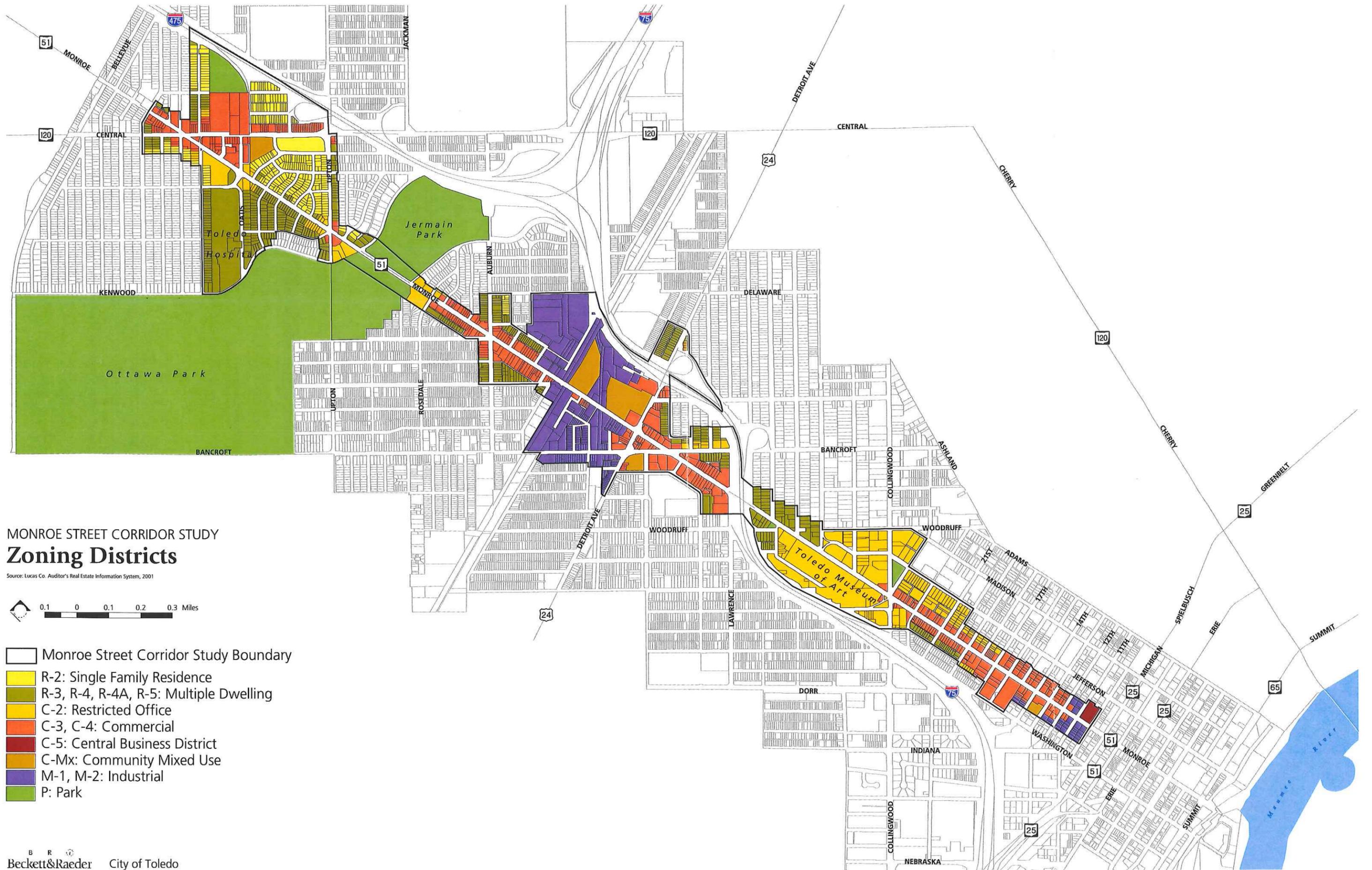


MONROE STREET CORRIDOR STUDY
Land Use

Source: Lucas Co. Auditor's Real Estate Information System, 2001

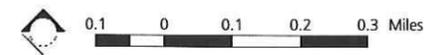


- Monroe Street Corridor Study Boundary
- Residential: Single Family
- Residential: Multiple Family
- Commercial
- Industrial
- Tax Exempt
- Land Use Type Not Available

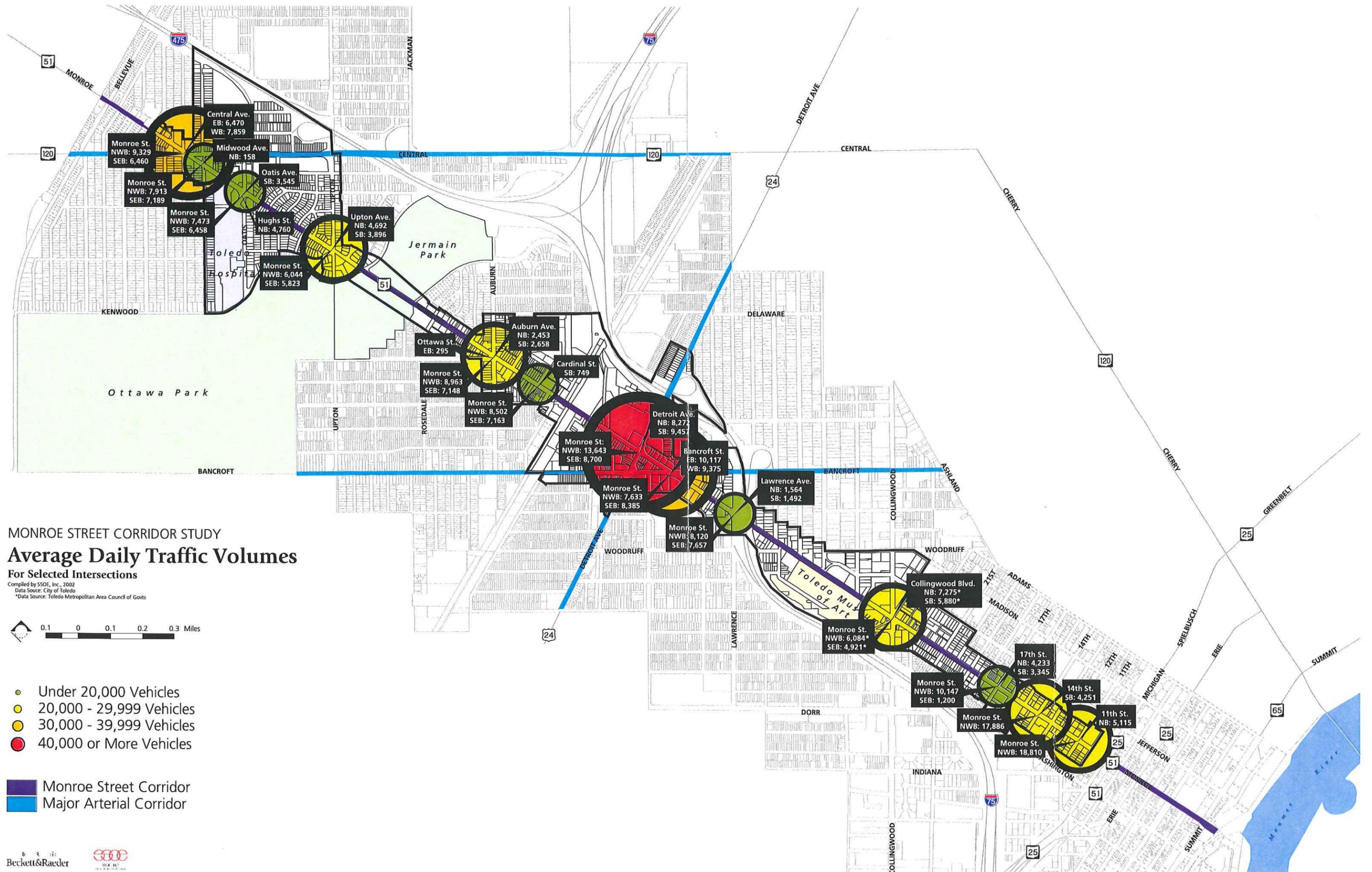


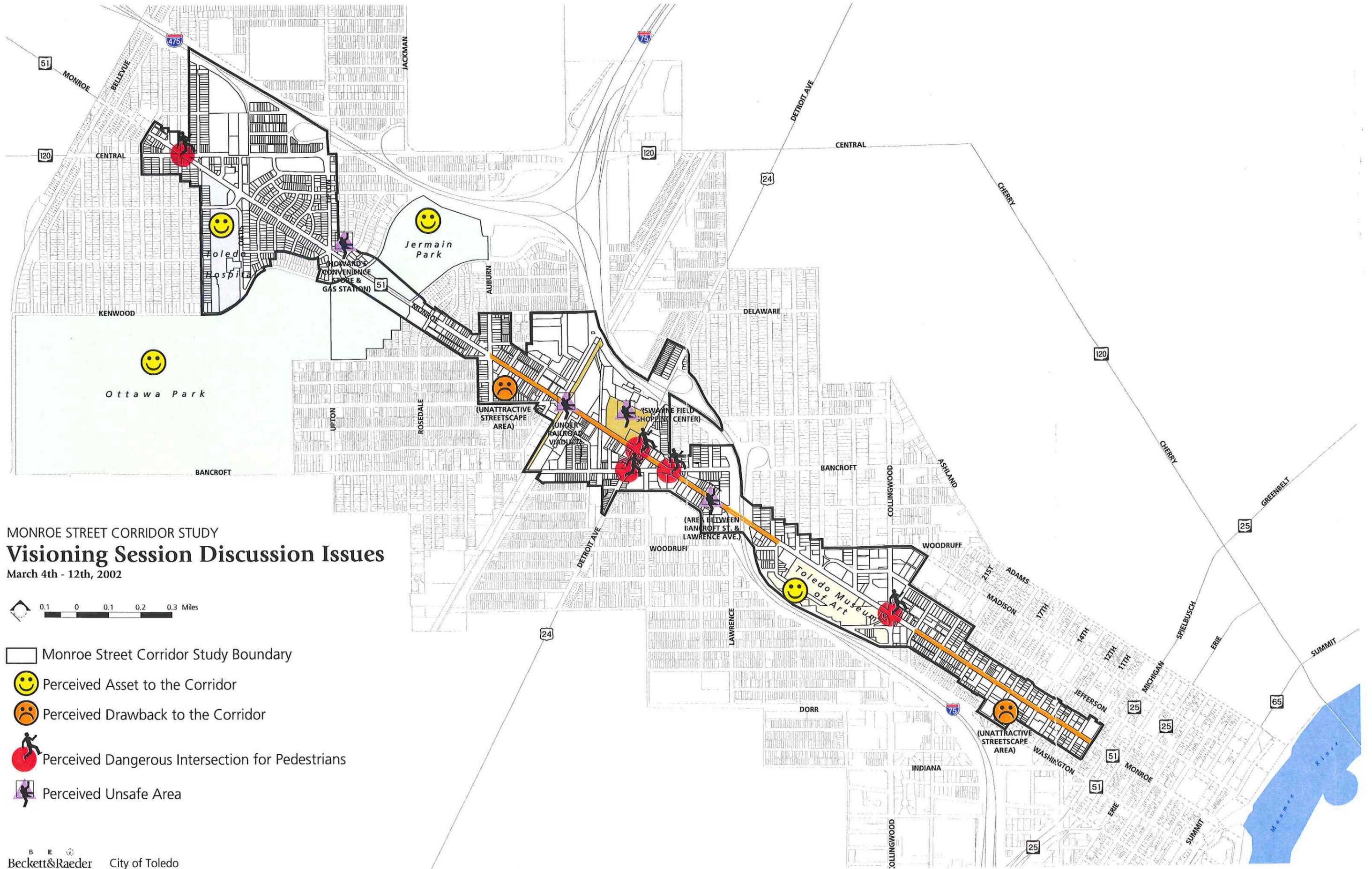
MONROE STREET CORRIDOR STUDY Zoning Districts

Source: Lucas Co. Auditor's Real Estate Information System, 2001



- Monroe Street Corridor Study Boundary
- R-2: Single Family Residence
- R-3, R-4, R-4A, R-5: Multiple Dwelling
- C-2: Restricted Office
- C-3, C-4: Commercial
- C-5: Central Business District
- C-Mx: Community Mixed Use
- M-1, M-2: Industrial
- P: Park

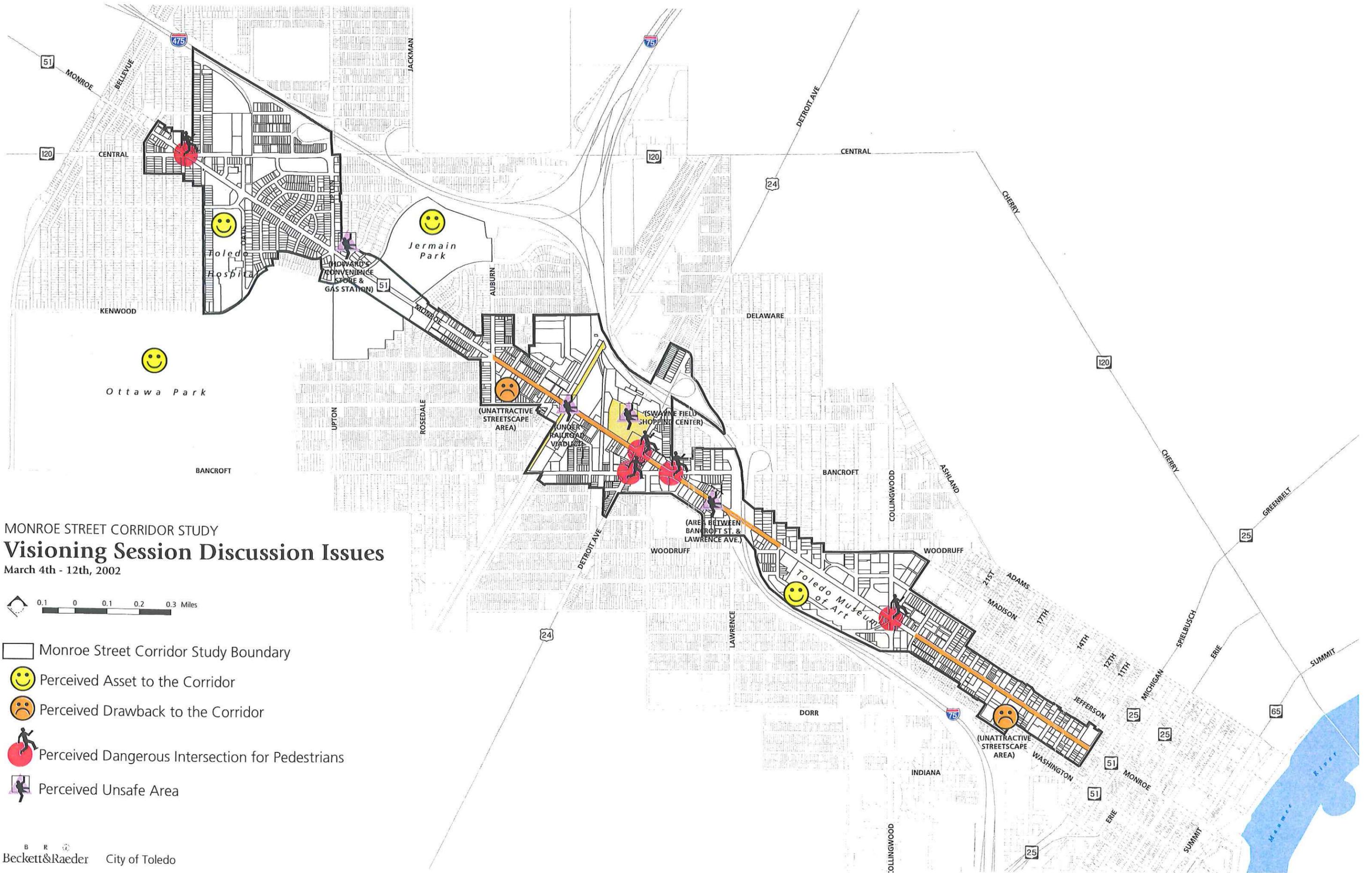




MONROE STREET CORRIDOR STUDY
Visioning Session Discussion Issues
 March 4th - 12th, 2002



-  Monroe Street Corridor Study Boundary
-  Perceived Asset to the Corridor
-  Perceived Drawback to the Corridor
-  Perceived Dangerous Intersection for Pedestrians
-  Perceived Unsafe Area



MONROE STREET CORRIDOR STUDY
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