

*TOLEDO CITY
PLAN COMMISSION
REPORT*

December 12, 2016

Toledo-Lucas County Plan Commissions

One Government Center, Suite 1620, Toledo, OH 43604

Phone 419-245-1200, FAX 419-936-3730

MEMBERS OF THE TOLEDO-LUCAS COUNTY PLAN COMMISSIONS

TOLEDO CITY PLAN COMMISSION

CATHERINE G. HOOLAHAN
(Chairman)

KEN FALLOWS
(Vice Chairman)

BALSHARAN SINGH GREWAL

OLIVIA HOLDEN

MARTIN JARRET

LUCAS COUNTY PLANNING COMMISSION

DON MEWHORT
(Chairman)

KEVIN X. SMITH
(Vice Chairman)

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(County Commissioner)

PETER GERKEN
(County Commissioner)

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MEGAN MALCZEWSKI

OLIVIA HOLDEN

THOMAS C. GIBBONS, SECRETARY

LISA COTTRELL, ADMINISTRATOR

**TOLEDO-LUCAS COUNTY PLAN COMMISSIONS
APPLICATION DEADLINE, AGENDA, STAFF REPORT AND HEARING
SCHEDULE - 2017**

APPLICATION DEADLINE*	AGENDA SET	STAFF REPORT DISTRIBUTED	HEARING DATE
CITY PLAN COMMISSION (<i>HEARINGS BEGIN AT 2PM</i>)			
November 28	December 26	December 30	January 12
December 26	January 23	January 27	February 9
January 23	February 20	February 24	March 9
February 27	March 27	March 31	April 13
March 27	April 24	April 28	May 11
April 24	May 22	May 26	June 8
May 29	June 26	June 30	July 13
June 26	July 24	July 28	August 10
July 31	August 28	September 1	September 14
August 28	September 25	September 29	October 12
September 25	October 16	October 20	November 2**
October 23	November 20	November 24	December 7**
COUNTY PLANNING COMMISSION (<i>HEARINGS BEGIN AT 9AM</i>)			
December 12	January 9	January 13	January 25
January 9	February 6	February 10	February 22
February 6	March 6	March 10	March 22
March 13	April 10	April 14	April 26
April 10	May 8	May 12	May 24
May 15	June 12	June 16	June 28
June 12	July 10	July 14	July 26
July 10	August 7	August 11	August 23
August 14	September 11	September 15	September 27
September 11	October 9	October 13	October 25
October 2	October 30	November 3	November 15**
November 6	December 4	December 8	December 20**

* County deadlines are for Preliminary Drawings

** Date shifts are due to holidays

**Conversion Table
Toledo Zoning Code Update - Zoning District Designations**

Existing District	New District Effective June 6, 2004
R-A, Single Family	RS12, Single Dwelling
R-B, Single Family	
R-1, Single Family	RS9, Single Dwelling
R-2, Single Family	RS6, Single Dwelling
R-3, Two Family	RD6, Duplex
R-2A, Restricted Multi Family	RM12, Multi Dwelling
None	RM24, Multi Dwelling
R-4, Multi Family	RM36, Multi Dwelling
R-4A, Multi Family	
R-5, Multi Family	
R-MH, Manufactured Home	RMH, Manufactured Housing Park
Commercial Districts	
C-1, Neighborhood	CN, Neighborhood
N-MX, Neighborhood Mixed Use	
C-2, Restricted Office	CO, Office
C-7, Office Park	
C-6-HS Redevelopment - Heritage South*	CS, Storefront
C-6-LA, Redevelopment - Lagrange*	
C-MX, Community Mixed Use	CM, Mixed Use
C-3, Commercial	CR, Regional
C-4, Shopping Center	CR-SO, Regional - Shopping Ctr. Sign Overlay
C-5, Central Business District	CD, Downtown
Industrial District	
M-1, Restricted Industrial	IL, Limited Industrial
M-2, Industrial	IG, General Industrial
M-4, Warehouse	
M-3, Planned Industrial	IP, Planned Industrial/Business Park
Special Purpose District	
P, Parks	POS, Park & Open Space
None	IC, Institutional Campus
Overlay Districts	
CUP, Community Unit Plan	None
D.O.D, Downtown	-DO, Downtown
HD, Historic District	-HO, Historic District
MR-O, Maumee River	-MRO, Maumee River
None	-UNO, Urban Neighborhood
None	-PO, Pedestrian
None	-SO, Shopping Center Sign

*The Heritage South and Lagrange C-6 Standards remain unless repealed

TOLEDO-LUCAS COUNTY PLAN COMMISSIONS

December 12, 2016

9:00 a.m.

PUBLIC HEARING WILL BE HELD AT ONE GOVERNMENT CENTER

AT JACKSON BOULEVARD AND ERIE STREET

IN COUNCIL CHAMBERS

ON THE FOLLOWING CASES

AGENDA

ROLL CALL - Toledo City Plan Commission

PROOF OF NOTICE

SWEARING IN

MINUTES

FINAL PLATS

DIRECTOR'S REPORT

CHAIRMAN'S REPORT

ITEM
NO.

CASE DESCRIPTION

1. M-22-16:

Review of 2016 Downtown Toledo Master Plan as an Amendment to the Toledo 20/20 Comprehensive Plan (jl)

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GENERAL INFORMATION

Subject

Request	-	Review of the 2016 Downtown Toledo Master Plan as an Amendment to the Toledo 20/20 Comprehensive Plan
Applicant	-	Downtown Toledo Development Corp. One SeaGate, Ste. 123 Toledo, OH 43604
Planning Lead	-	Andrew Overbeck MKSK 462 S. Ludlow Alley Columbus, OH 43215

Applicable Plans & Regulations

- Toledo 20/20 Comprehensive Plan
- Toledo Municipal Code, Part Eleven: Planning and Zoning
- 2011 Toledo Downtown Plan
- 2012 Warehouse District Plan
- 2013 Uptown Plan
- 2015 Toledo Bike Plan

STAFF ANALYSIS

The request is for the review of the 2016 Downtown Toledo Master Plan as an Amendment to the Toledo 20/20 Comprehensive Plan. The plan was funded by the 22nd Century Committee, a public-private partnership that was established to assist in the revitalization of downtown. The plan was prepared by a consultant team that was led by MKSK. The planning team also included HKS, the Toledo Design Center, Mannik and Smith, and Development Strategies.

This document was created over the course of this year. It includes a significant effort to gather public input and opinion from residents and stakeholders. The planning team held stakeholder interviews and public meetings, operated a project storefront and a traveling display, and maintained a web presence. This input resulted in more than 1,000 ideas and comments that helped to shape and guide the plan. Some of the most frequent comments focused on the river, accessibility of the river, additional parkland, and more entertainment and events downtown.

STAFF ANALYSIS (cont'd)

This plan builds on the efforts and ideas of previous plans, especially regarding a renewed focus on the river and the need for additional entertainment amenities in downtown. The plan is divided into four sections: physical conditions, market analysis & strategy, planning vision, and priority action items. A brief discussion of each section follows.

PHYSICAL CONDITIONS

The plan begins by examining existing physical conditions. It focuses on existing downtown assets, walkability and connectivity, corridor opportunities, open space and recreation, significant landowners, building coverage, and parking.

Key Findings Include:

- A lack of connectivity and walkability between downtown assets due to vacant storefronts, vacant lots, empty streetscapes, and restricted mobility options.
- Only 2% of downtown land is dedicated to parks and open space and should be increased in order to promote downtown as an attractive place to live, work, and visit.
- The ten largest landowners in downtown control over 500 acres of land and presents an opportunity to assist in land acquisition and redevelopment.
- A need for increased pedestrian activity in and around the entertainment superblocks as well as the potential to “right size” select roadways.

One concern with the existing assessment of physical conditions is the review of available parking. What we have seen with recent developments in downtown are serious discussions regarding the availability of existing parking. As an example, an apartment development in the Warehouse District received reductions in parking during the review phase, but ended up acquiring an adjacent parking lot after completed renovations in order to address the actual parking demand from residents. Parking is a topic frequently mentioned by the Department of Economic Development, developers, property owners, and real estate agents that work in downtown. This seems to conflict with the findings in the plan, with the exception of strategic parking recommended for Four Corners and UpTown.

If downtown is expected to capture additional growth in the next ten years than this problem will only be compounded. The issue is particularly noticeable in the Central Business District where vacant land is less abundant. The importance of parking should be acknowledged more in the plan, with an emphasis on the strategic location of parking garages over surface lots, especially as buildings and density increase downtown.

STAFF ANALYSIS (cont'd)

MARKET ANALYSIS & STRATEGY

A market analysis was performed by Development Strategies. It studied Toledo relative to other comparable cities in the United States in order to establish a benchmark. It looked at cities that have experienced similar results to Toledo (Akron, Dayton, Fort Wayne) and those that have seen greater success (Grand Rapids, Omaha, Des Moines).

Key Results Include:

- Demand for 1,250 – 1,500 additional housing units over the next ten years. Half would be midscale rentals at \$750 to \$1,000 per month and half would be upscale rentals over \$1,000 per month or condominium units and townhomes in the \$190,000 - \$250,000 range.
- Demand for an additional 760,000 sq. ft. of office space over the next ten years, largely supported by the existing inventory of 1.5 million sq. ft. of vacant space.
- Demand for 450-650 additional hotel rooms in downtown based on a threefold increase in convention center activity based on activity in comparable cities.
- Demand for an additional 225,000 sq. ft. of retail space over the next ten years, largely supported by existing inventory of 1.1 million sq. ft. of potential space, and based on an increase in convention attendees, works, and households.

It offered the following strategies based on the market analysis:

- Encourage artists and other creative types to locate in UpTown, young professionals and startups in the Warehouse district, and couples and mature professionals to locate near the Four Corners intersection.
- Artist lofts at key infill sites in UpTown near Adams Street and UpTown Green, additional loft conversions in the Warehouse District for young professionals, and upscale housing or condominiums at the Four Corners intersection.
- Focus Class A office on six blocks near Summit Street and the revitalization of the waterfront and Class B office space in the Warehouse district to leverage young professionals and the potential for technology and other startups.
- Support restaurants, retail, and additional entertainment in the Warehouse District near Mudhens Stadium, upscale retail and dining near the Four Corners, and family oriented commercial near Promenade Park and Imagination Station.
- Additional hotels near the center of downtown, in close proximity to entertainment venues and the waterfront at Promenade Park.

STAFF ANALYSIS (cont'd)

MARKET ANALYSIS & STRATEGY (cont'd)

This plan offers a solid and focused strategy for downtown Toledo, given the amount of undeveloped and underutilized land. It recommends the creation of these districts based on existing assets and trends in an attempt to leverage these resources. There is however some question regarding the market analysis because of a lack of expected growth in the Toledo area. Without additional population in the region or substantial wage growth for the existing population, one wonders if this will not merely shift existing demand from other areas in the region, resulting in vacancies and voids elsewhere. The exception to this would be any additional convention center activity, which has a greater potential to bring non-residents to the region.

PLANNING VISION

This portion of the report combines public input, existing physical conditions, and market analysis to create a framework for the future of downtown.

Key Highlights Include:

- Begin with the river by creating a connected network of parkland and open space along a 2.5-mile water edge public park between Middlegrounds MetroPark and the I-280 bridge.
- Increase parkland in downtown from 2% (32 acres) towards 20% (320) in order to attract more employers, residents, and visitors.
- Enable continuous development by increasing overall building coverage from under 30% to 65%.
- Create complete streets for all users based that improvement mobility around downtown and better activate the public right of way for more than just automobiles.

One of the challenges from this vision will be increasing parkland in downtown, especially given budget limitations and maintenance issues that many governmental entities are experiencing. This will require the region to rethink how it can address an ambitious goal like this. Case studies have shown that the most successful spaces in urban areas are the ones that provide active programming in order to encourage the use of parks. Those same case studies have also highlighted the potential for public spaces to work as economic generators for surrounding property owners. This was even addressed at one of the public meetings. It could be emphasized further in the plan in order to help build the case for implementation. Perhaps the case could be made for a special assessment on property owners in downtown in order to fund additional parkland that would benefit all property owners. This funding could be channeled to a semi-private/public entity in order to achieve this specific mission.

STAFF ANALYSIS (cont'd)

PRIORITY ACTION ITEMS

The final element of the plan identifies twelve priority action items that will support and enable the Planning Vision set forth in the plan. There are six policies and strategies and six catalytic projects along with potential partners and timeframes for completion.

Key Highlights Include:

- Creating consistent street typologies for all downtown roads focusing on pedestrians, streetscapes, and on-street parking, especially along signature streets like Monroe Street, Summit Street, and Erie Street (if made two-way). The plan highlights inconsistencies along Monroe Street where some areas feature medians, and street trees and some sections have no improvements whatsoever. This would also promote connectivity between existing downtown assets.
- The identification of strategic redevelopment and infill sites because there is no shortage of vacant or underutilized buildings. The plan focuses on UpTown Green and the Four Corners, two areas previously mentioned in the Market Strategy.
- Advance the Nautical Mile concept from the Anthony Wayne Bridge to the I-280 Bridge. This would create a distinct amenity in downtown by providing a series of “loop” trails and connections along the waterfront.
- Rethink Summit Street as a predominantly vehicular roadway to the premiere address in downtown. Consider downsizing to five lanes with on-street parking on both sides and streetscape improvements. With the removal of the TARTA bus loop, the additional parking and pedestrian activity would improve retail opportunities and support the vision of family oriented retail and restaurants near Promenade Park.

TOLEDO 20/20 PLAN

The 2016 Downtown Toledo Master Plan is consistent with and supports many of the recommendations in the Toledo 20/20 Plan. Those recommendations are as follows:

- (107) A concentrated area of Downtown as the location of niche retail neighborhoods through design that is something unique and not available at regional shopping malls.
- (112) The Downtown street system be returned to a two-way pattern.
- (119) Creation of safer, more secure bicycle parking in the Downtown area.
- (125) Protecting neighborhood historic structures by reusing them and integrating new development with respect to existing character.

STAFF ANALYSIS (cont'd)

TOLEDO 20/20 PLAN (cont'd)

- (126) Promoting self-sufficient neighborhoods by providing necessary amenities, services and retail establishments within a reasonable distance.
- (165) By 2020 adequate (supply, type, price) housing be provided for 10,000 residents to live in the Downtown.
- (167) For the Downtown:
 - Converting Monroe and Washington to two-way with landscaping.
 - Creating entertainment and niche commercial development.
 - Enforcing aggressively the commercial building code.
 - Encouraging educational facilities downtown.
 - Changing the street system to two-way streets.
 - Encouraging more museums.

STAFF RECOMMENDATION

Staff recommends that the Toledo City Planning Commission recommend approval of M-22-16, a Review of the 2016 Downtown Toledo Master Plan as an Amendment to the Toledo 20/20 Comprehensive Plan, to Toledo City Council for the following two reasons:

1. The 2016 Downtown Toledo Master Plan is consistent with the goals and recommendations of the Toledo 20/20 Plan.
2. The 2016 Downtown Toledo Master Plan provides the opportunity for the community to refine its vision for Downtown Toledo and to formulate an action plan that addresses these changes.

However, staff encourages the planning team to look at incorporating the following items:

1. The importance of parking should be acknowledge more in the plan, with an emphasis on the strategic location of parking garages over surface lots, especially as buildings and density increase downtown.
2. Additional clarity in the Market Analysis Section regarding new demand versus a shifting of existing demand given a lack of expected population growth in the Toledo region.
3. An increased emphasis on the ability of parkland and active programming to serve as an economic catalyst for the area as well as potential funding mechanisms.

REF: M-22-16 ... December 12, 2016

TEXT AMENDMENT
TOLEDO CITY PLANNING COMMISSION
REF: M-22-16
DATE: December 12, 2016
TIME: 9:00 A.M.

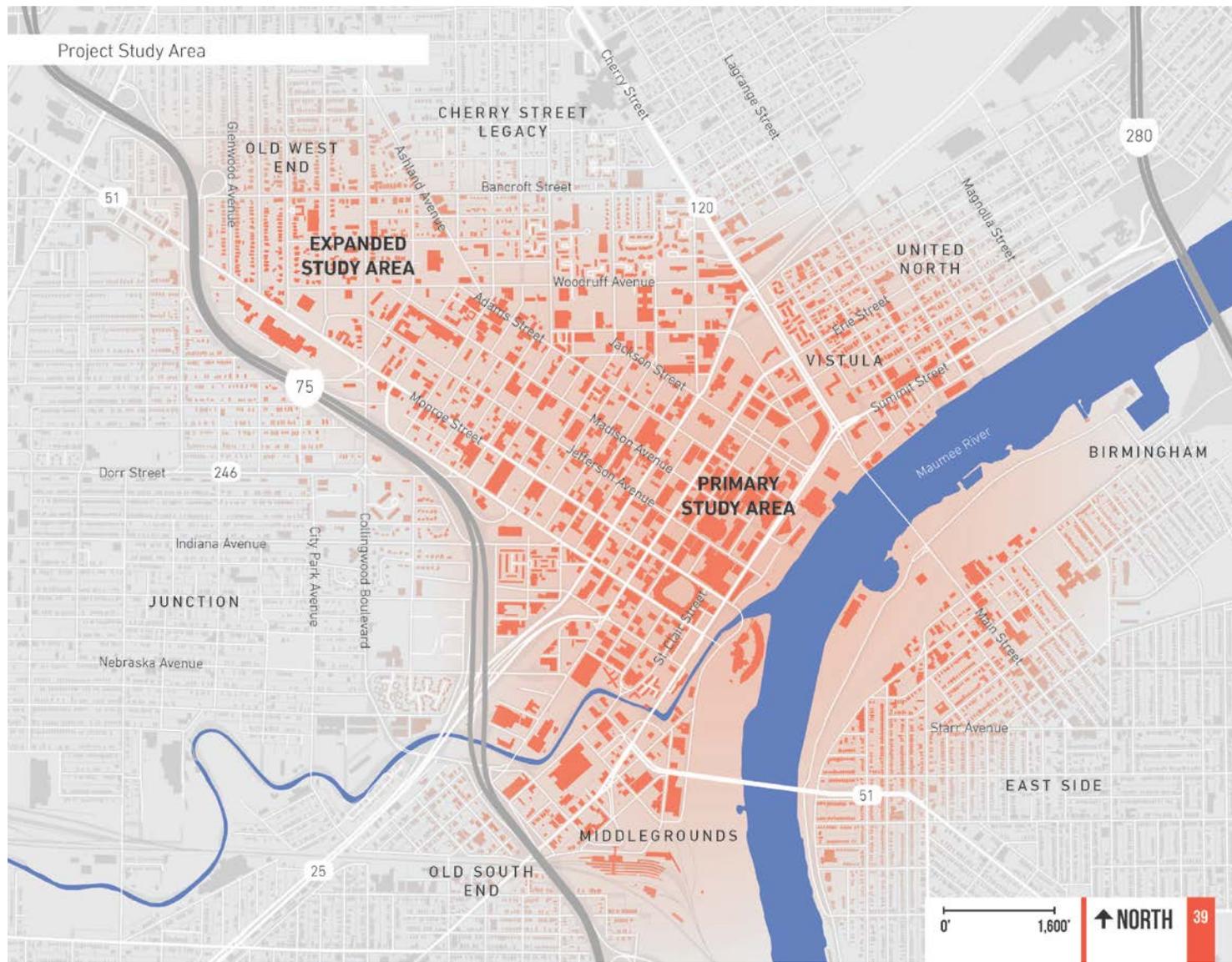
CITY COUNCIL COMMITTEE OF
ZONING AND PLANNING
DATE: February 15, 2016
TIME: 4:00 P.M.

JL

One (1) sketch follows

STUDY AREA

M-22-16
ID 14



STAFF REPORT CONDITIONS OF APPROVAL – AGENCY SOURCE IDENTIFICATION

Recommendations for conditions of approval often originate from agencies that have reviewed plans and proposals under consideration by the Plan Commission. To indicate which agency requested which condition of approval, that agency's name is placed at the end of the condition in parenthesis. Agency names are listed below:

TOLEDO-LUCAS COUNTY
PLAN COMMISSIONS
ONE GOVERNMENT CENTER
SUITE 1620
TOLEDO, OH 43604
419-245-1200

FIRE PREVENTION
c/o BUILDING INSPECTION
ONE GOVERNMENT CENTER
SUITE 1600
TOLEDO, OH 43604
419-245-1220

TOLEDO EDISON COMPANY
CHRISTINE CUNNINGHAM
ENGINEERING SERVICES
6099 ANGOLA RD.
HOLLAND, OH 43528
419-249-5440

DIVISION OF WATER DISTRIBUTION
401 S. ERIE STREET
TOLEDO, OH 43604
419-936-2826

DIVISION OF FORESTRY
COMMISSIONER
2201 OTTAWA PARKWAY
TOLEDO, OH 43606
419-936-2326

UNITED STATES POST OFFICE
POSTMASTER
435 S. ST. CLAIR STREET
TOLEDO, OH 43601
419-245-6802

DIVISION OF WATER
RECLAMATION
COMMISSIONER
3900 N. SUMMIT STREET
TOLEDO, OH 43611
419-727-2602

DIVISION OF INSPECTION
COMMISSIONER
ONE GOVERNMENT CENTER
SUITE 1600
TOLEDO, OH 43604
419-245-1220

LUCAS SOIL AND
CONSERVATION DISTRICT
JEFF GRABARKIEWICZ
130-A W. DUDLEY
MAUMEE, OH 43537
419-893-1966

DIVISION OF TRANSPORTATION
COMMISSIONER
110 N. WESTWOOD
TOLEDO, OH 43607
419-245-1300

DIVISION OF
ENGINEERING SERVICES
COMMISSIONER
ONE LAKE ERIE CENTER
600 JEFFERSON AVENUE, STE 300
TOLEDO, OH 43604
419-245-1315

LUCAS COUNTY ENGINEER
KEITH EARLEY
1049 S. MCCORD ROAD
HOLLAND, OH 43528
419-213-2860

SERVICE DEPARTMENT
EDWARD MOORE, DIRECTOR
110 N. WESTWOOD
TOLEDO, OH 43607
419-245-1835

COLUMBIA GAS COMPANY
TONY BUCKLEY
FIELD ENGINEER TECHNICIAN
2901 E. MANHATTAN BLVD
TOLEDO, OH 43611
419-539-6078

LUCAS COUNTY
SANITARY ENGINEER
JIM SHAW
111 S. McCORD ROAD
HOLLAND, OH 43528
419-213-2926

TOLEDO-LUCAS COUNTY
HEALTH DEPT.
LANA GLORE, ENV. HEALTH SERV.
635 N. ERIE STREET ROOM 352
TOLEDO, OH 43604
419-213-4209

A T & T
ATTN: DESIGN MANAGER
130 N. ERIE, ROOM 714
TOLEDO, OH 43604
419-245-7000

BUCKEYE CABLESYSTEM, INC.
GARY KASUBSKI
4818 ANGOLA ROAD
TOLEDO, OH 43615
419-724-3821

VERIZON
BRAD SNYDER
300 W. GYPSY LANE
BOWLING GREEN, OH 43402
419-354-9452

WATERVILLE GAS
JAMIE BLACK
PO BOX 259
WATERVILLE, OH 43566
419-878-4972

OHIO GAS
MIKE CREAGER
13630 AIRPORT HWY.
SWANTON, OH 43558
419-636-1117

TIME WARNER
RAY MAURER
3760 INTERCHANGE ROAD
COLUMBUS, OH 43204
614-481-5262

EMBARQ
117 E. CLINTON STREET
NAPOLEON, OH 43545
419-599-4030

CENTURYLINK
TIM R. TAYLOR
375 E. RIVERVIEW AVE.
NAPOLEON, OH 43502

Toledo - Lucas County General Street Map

