PLANNING DOWNTOWN TOLEDO

An overview of planning efforts for the central city

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Introduction

Toledo's history of formal urban planning can be dated to the 1945"Toledo Tomorrow" exhibition, created for the city by Norman Bel Geddes, one of the best known designers in the country at the time. Underwritten by Paul Block, Jr., publisher of the *Toledo Blade*, it was a dramatic vision for the city of the future and drew a lot of attention, local and national. It focused heavily on transportation infrastructure and included calls for the nation's first union terminal, a network of five airports, and a system of congestion-proof highways. The catalog noted that the exhibition should be seen "not as a blueprint for the city's planners and builders, but as an inspiration for future living" (Geddes, 1945: dedication page).

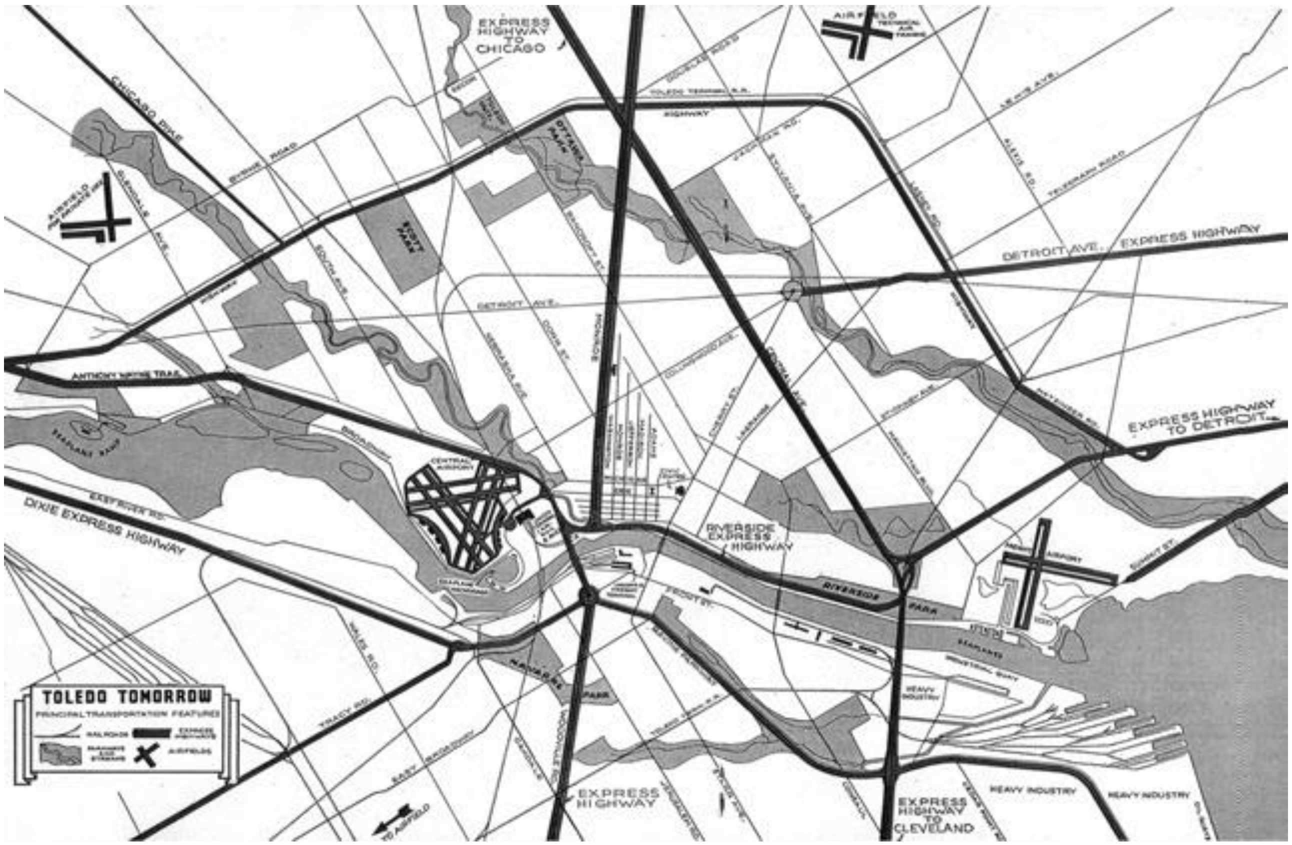

Figure 1: Norman Bel Geddes' *Toledo Tomorrow*, 1945

The city's first comprehensive plan, a more traditional effort, was adopted in 1952. It would take almost 50 years for the next plan to be developed. This was the Toledo 20/20 comprehensive plan, adopted in 2000. Since then, there have been a number of planning efforts in the city, all aiming to create a vision for the future of Toledo.

In this document, we

- provide an overview of the context for urban planning in the city, pointing particularly to Toledo's population loss over several decades.
- briefly review plans developed for downtown Toledo. Some, like the 2002 and 2011 Toledo Downtown Plans cover at downtown as a whole, while others, like the 2013 Uptown Plan, focus on a specific district. We use principles highlighted in the widely-cited "Turning Around Downtown: Twelve Steps to Revitalization, " published by the Brooking Institution, as a framework for our review.
- present two tables: the first outlines particular projects or planning strategies identified in the various plans for downtown Toledo and gives a sense of a strategy's continuity (or not) over time. The second lists outcomes for each of these projects or strategies and is followed by a short conclusion.

We base this report on our review of the plans and interviews conducted with a range of downtown stakeholders. In addition to the 20/20 plan, most recent plans for the city reviewed include:

- 2002 Downtown Toledo Master Plan
- 2008 Marina District Urban Renewal Plan
- 2011 Downtown Toledo Plan update
- 2012 Warehouse District Plan
- 2013 Toledo Uptown Plan
- Toledo Marina District Plan
- Toledo Summit Street Plan
- Toledo Cherry Street Plan

Interviewees included:

- Rey Boezi, Former Chair, Toledo Lucas County Plan Commissions
- Thomas Gibbons, Director, Toledo Lucas County Plan Commissions
- Paul Hollenbeck, Toledo Design Center
- Joseph Napoli, President and General Manager, Toledo Mud Hens and the Toledo Walleye
- Harlan Reichle, Reichle/Klein Group
- Bill Thomas, Downtown Toledo Development Corporation

Context

Planning efforts in Toledo over the last few decades have been in the context of population loss and economic decline. From a peak of approximately 384,000 residents, in 1970, Toledo now has an estimated 281,031 residents, an approximately 27% loss.

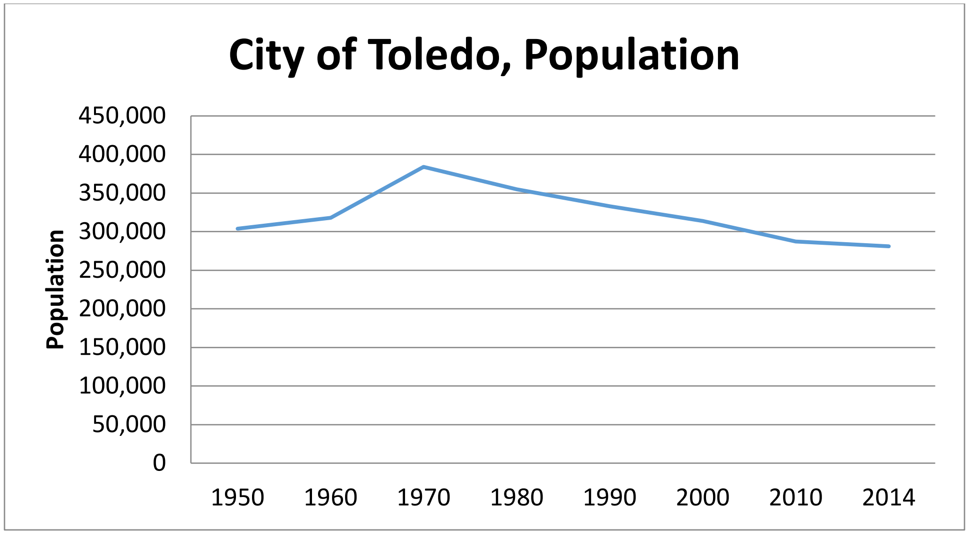

Figure 2: City of Toledo, Population Change 1950-2010
Source: U.S. Census Bureau Decennial Census and U.S. Census Bureau Quickfacts

Year	1950	1960	1970	1980	1990	2000	2010	2014 (estimate)
Population	303,616	318,003	383,818	354,635	332,943	313,619	287,208	281,031

Table 1: City of Toledo, Population Change 1950-2010
Source: U.S. Census Bureau Decennial Census and U.S. Census Bureau Quickfacts

This population decline has physical consequences as well. Over time, increasing vacancy and abandonment, followed by demolitions, are reflected as voids in a previously dense urban fabric. This is particularly noticeable in the center of Toledo. In Figures 3 and 4 below, built-up areas are shown in black. The dramatic reduction in built-up areas in downtown Toledo between 1950 and 2008 is clearly visible.

Figure 3: Downtown Toledo and Surrounding Areas, Figure Ground 1950
Source: UT/BGSU Urban Design Studio, 2008

Figure 4: Downtown Toledo and Surrounding Areas, Figure Ground 2008
Source: UT/BGSU Urban Design Studio, 2008

Still, Toledo is nowhere as distressed as some other cities in the region. Structural changes in the economy as manufacturing employment declined, suburbanization, and large scale migration of people to the "sunbelt" are among the reasons cited for so many cities in the region losing population.

City	**Peak Population (in year)**	**2010 Population**	**2014 Population (estimate)**	**Percentage Change**
Detroit, MI	1,849,568 (in 1950)	713,777	680,250	-63%
Cleveland, OH	900,429 (in 1930)	396,815	389,521	-57%
Buffalo, NY	580,132 (in 1950)	261,310	258,703	-55%
Youngstown, OH	170,002 (in 1930)	66,982	65, 062	-62%
Flint, MI	196,940 (in 1960)	102,434	99,002	-50%
Toledo, OH	383,818 (in 1970)	287,208	281,031	-27%

Table 2: Select Old Industrial Cities, Population Change 1950 - 2014

<u>Overview of Plans</u>

The boundaries of downtown have stayed consistent over time (see Figure 5), although the 2011 plan expanded its study area to acknowledge the importance of adjoining neighborhoods. These include the Central Business District (CBD), Uptown District, Warehouse District, Government or Civic Center District, the Marina District and East Toledo or the East Side District (see Figure 6).

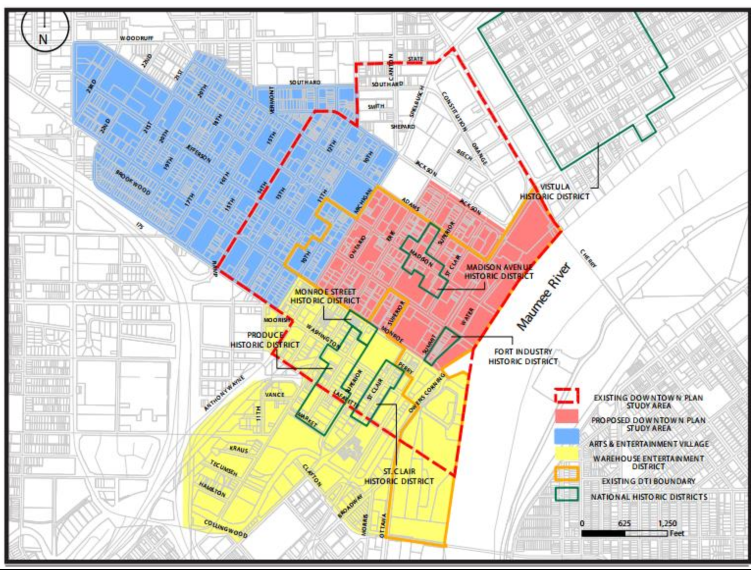

Figure 5: Downtown Study Area Boundary in 2002 and 2011 Plans
Source: 2011 Downtown Plan

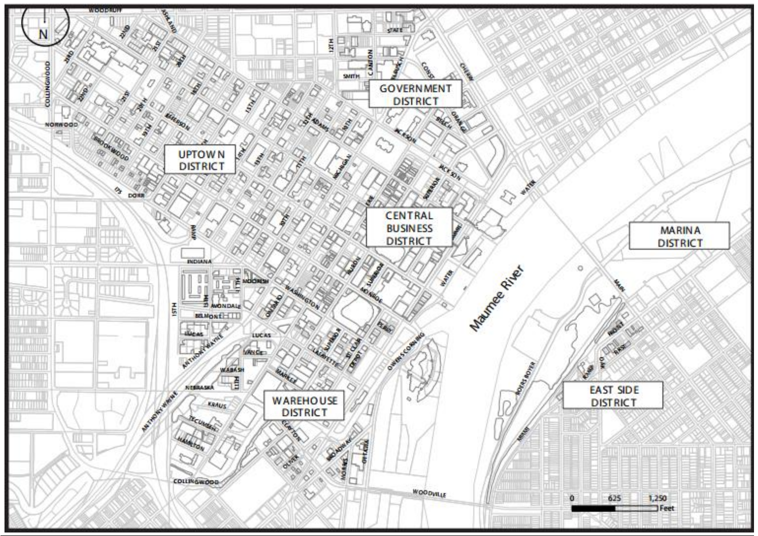

Figure 6: Downtown and Surrounding Districts
Source: 2011 Downtown Plan

Since 2002, a number of plans have been created by different organizations. There have been two master plans for the downtown area, plans for particular districts within downtown, and plans focusing on the main corridors leading in and out of downtown. Some of these set the stage for particular projects, while others focus on regulation and design standards. Outcomes have been mixed, with some ideas showing good progress, while some have unfortunately not led to much change.

Although some of these plans cover all of downtown while others focus on districts or corridors within it, a review makes clear that they have been developed in coordination with each other. For example, the 2011 plan keeps the same overarching goal as the 2002 plan. Also, rather than starting from scratch, it reworks some of the 2002 objectives to develop key planning guidelines, and reiterates some 2002 recommendations. The Warehouse and Uptown District plans also acknowledge the larger downtown plans within which they operate. Below are some highlights from the four most recent plans focusing on downtown or districts within it.

2002 Downtown Plan
The Toledo 20/20 Plan, first developed in 2000, was updated in 2011 and is a traditional comprehensive plan, covering the city. The first plan specifically focused on downtown, the 2002 Downtown Plan, was put together by a public-private partnership called Downtown Inc. (which is no longer active). The plan's stated goal was:

Achieve the Desired Framework that provides a development plan for Downtown and affirms its role as a community gathering place on the Maumee River; a dynamic center of government and business; a cultural, leisure, and entertainment destination; a collection of mixed-use neighborhoods; and a showcase of urban design and historic architecture.

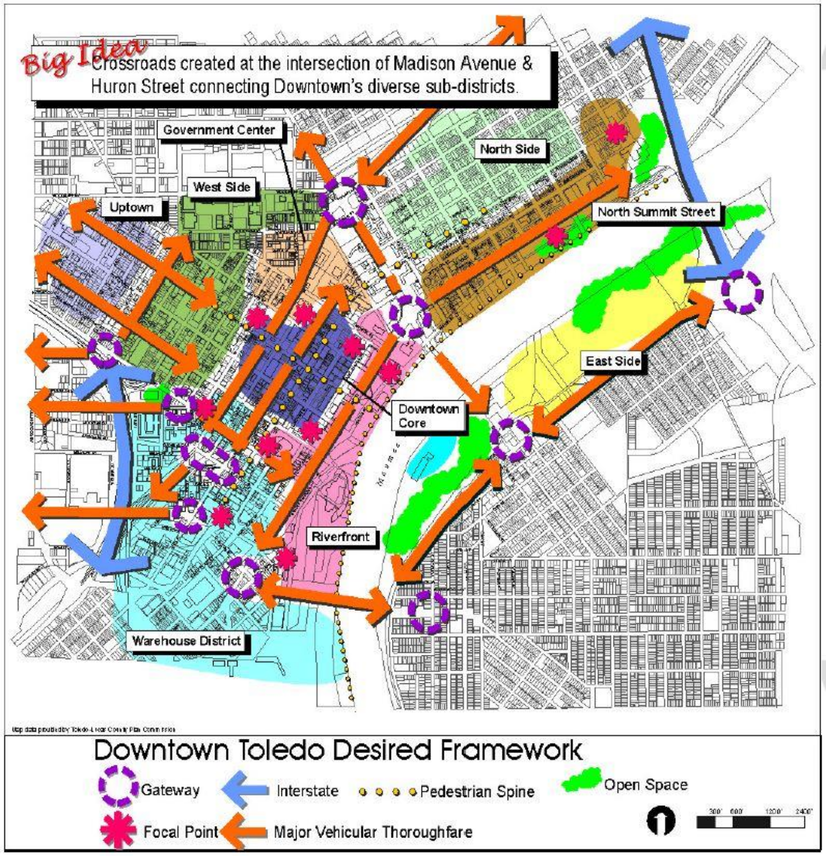

Figure 7: Downtown Toledo Desired Framework
Source: 2002 Downtown Plan

The plan contained several important ideas that continue to draw interest and support. Among them, were:

- eight sub-districts within downtown each with a distinct identity
- creating a "crossroads" at the intersection of Huron and Madison
- an entertainment destination in the downtown core
- conversion to two-way traffic on major arteries and the creation of pedestrian spines

The plan included recommendations for Tax Increment Financing (TIF) and the creation of a special Improvement District (SID), to aid implementation. The implementation itself focused on a three-pronged effort including providing public improvements and amenities, completing development projects and creating economic development programs. Three short term and intermediate term projects were identified as catalyst projects. These were:

Short-term

- Central Riverfront Development
- Madison Avenue and Huron Street
- Lafayette Street

Long-term

- Convention Center Expansion
- Redevelopment of the Paramount Block
- Housing Initiative

Some of the ideas and projects emphasized in this plan, such as the development of the riverfront and the intersection of Madison and Huron, continue to be important, though circumstances may have changed, (for example, the presence of ProMedica in on the riverfront). Others, such as Convention Center expansion, draw very little attention currently.

2011 Downtown Plan

Physical changes, new development needs, and strong public-private interest and partnership, set the stage for the development of a new plan for downtown. The 2011 Downtown Plan was developed by the non-profit Toledo Design Center in close cooperation with the Toledo-Lucas County Plan Commission in addition to working with several other public and private partners. The plan identified seven key planning guidelines that extended ideas from the 2002 plan. These were:

- reinforce the riverfront as a unique public asset and develop better links to the Central Business District (CBD) and adjacent districts
- enhance public realm links among downtown's entertainment anchors such as 5/3rd field, Huntington Center, Promenade Park, the downtown public library
- add market rate rental housing for young and empty nesters
- promote mixed use redevelopment of select historic buildings
- focus new mixed use development on key vacant sites
- foster a culture of development built on sustainable design and energy efficiency
- create a Downtown Development Corporation to champion downtown while developing a public-private support

The plan further identified three "trigger initiatives" that could be catalysts for downtown development. These were:

- reimagining downtown public transportation and the Toledo Area Regional Transportation Authority (TARTA) hub
- creating a Downtown Development Corporation
- developing an integrated public parking system

This led to the identification of five priority redevelopment opportunities within downtown. These were somewhat changed from the 2002 plan, but reflected changes in downtown in the intervening period.

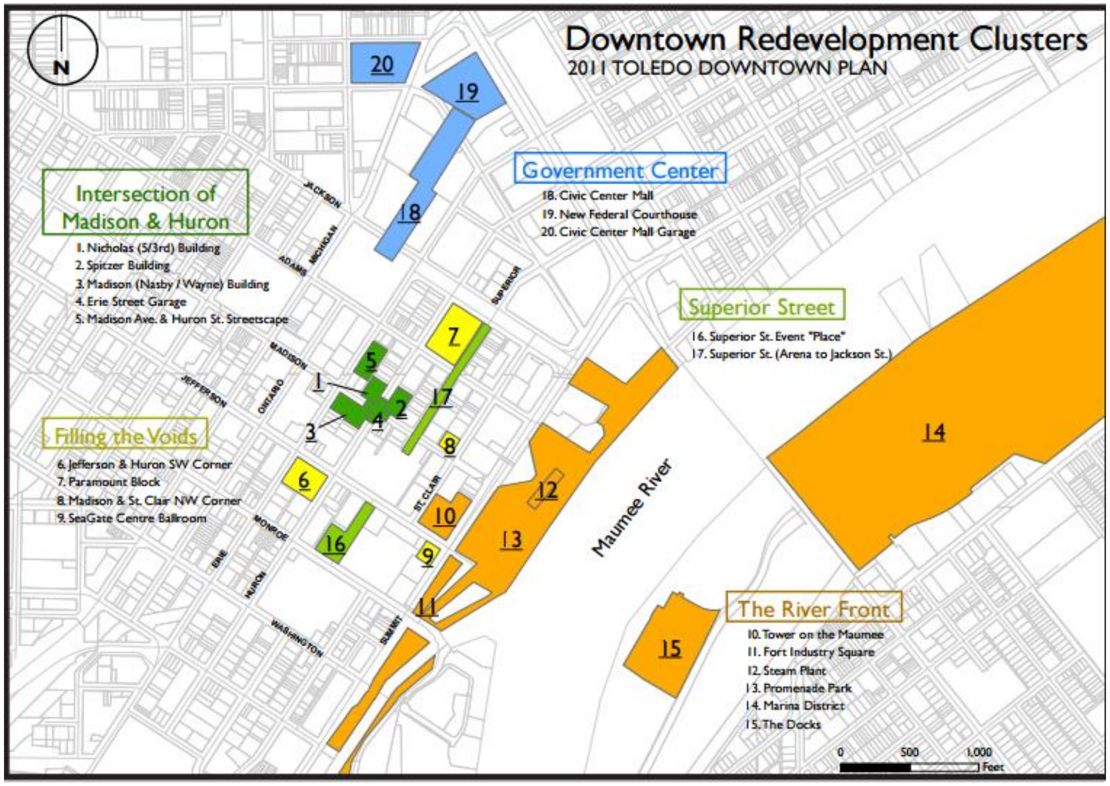

Figure 8: Five Downtown Redevelopment Clusters
Source: 2011 Downtown Plan

The 2011 plan continues to guide and help coordinate long-term efforts even as downtown and the city undergo constant change. It has been a useful framework to take coordinated, rather than purely reactive, planning actions in the area.

<u>Downtown Sub-district Plans: 2012 Warehouse District and 2013 Uptown Plans</u>

The Warehouse District is a neighborhood with significant history. It was platted in 1817 as one of the original settlements that later became Toledo. Around the turn of the last century it was a regional manufacturing and warehousing center, and it still contains three nationally registered Historic Districts. Among the ideas highlighted in the plan were "complete street" programs for both motorized vehicles and pedestrians to increase connectivity, enhancement of public spaces, efforts to address parking challenges, adoption of design standards, and the inherent development potential of the warehouse district because of multiple vacant, architecturally interesting buildings. The warehouse district continues to be a major asset within downtown and provides multiple opportunities for redevelopment.

Finally, the 2013 Uptown plan developed a vision and strategies for a district that is about 50% commercial, 20% institutional, 11% multi-family, and 10% parks and open space. There are over 20 social service agencies with offices in this district. The plan looked at the sub-areas within Uptown, including Mercy Triangle, the Green District, 15th Street, the Downtown Connector District, and the Adams Arts and Entertainment Corridor. Each of these areas is prime for particular kinds of uses, from enhanced green spaces to pedestrian walkways to vibrant entertainment corridors. Together they promote sustainability, establish a strong connection to downtown, and appeal to both those individuals that live downtown and visitors.

The 2011 Downtown Plan made a strong case for a Downtown Commercial land use category to accommodate a broad range of uses to reflect downtown's many roles, including as a commercial, government, cultural and entertainment center. This land use category included large and or/tall buildings, close together, leading to high density use, while accommodating mixed uses and pedestrian-oriented development. The plan did not extend this designation to the Warehouse District or Uptown, arguing that they have their own distinctive character. However, the Warehouse District and Uptown plans made the case for this designation to be used within their boundaries. These two plans followed up on and expanded on the 2011 plan's call for designating each of them as an "Urban Village," because they can each support mixed-use development and already possess many of the characteristics if a Traditional Neighborhood Development such as pedestrian orientation , zero building setbacks and distinct architectural character.

The Brookings Institution's Twelve Steps to Downtown Redevelopment

In a report titled "Turning Around Downtown: Twelve Steps to Revitalization," the Brookings Institution suggested that although every downtown is different, there are common revitalization lessons that can be applied anywhere. It highlighted 12 steps that form the fundamentals of a turnaround plan that returned "walkable urbanism" to the downtown and suggested that fostering such walkable urbanism is key to quickly establishing a critical mass of pedestrian-scale uses. Reaching critical mass means that the revitalization is unstoppable and cannot be reversed.

The following table, adapted from the Brookings Institution Report and the 2011 Downtown Plan identifies the twelve steps, the main points that comprise a step, and summarizes efforts in downtown Toledo associated with each.

Table 3: Twelve Steps to Revitalizing Downtown

Revitalization Step *Source: Brookings Institution*	**Highlights** *Source: Brookings Institution*	**Efforts in Downtown Toledo** *Source: Plan reviews; interviews with downtown stakeholders*
Step 1: Capture the Vision	• Establish intention/motivation • Enlist support, create an advisory group • Research technical and subjective findings • Engage community to create a vision	• There is strong intention and motivation among a majority of downtown stakeholders. • Both the 2002 and 2011 plans, in particular the latter, have made strong efforts to enlist support from a broad group. • More residents, especially those not currently involved in downtown planning, organizations or businesses, can be engaged in future efforts. The 2012 and 2013 district plans were able to engage more residents perhaps because of their smaller scale. • Need for more detailed technical findings but funding is a barrier; the last large-scale analysis for residential market potential was conducted in 2004.
Step 2: Develop a Strategic Plan	• Determine elements of a strategic and management plan for downtown • Bring together an expanded advisory group • Develop plan and constantly monitor strategy and implementation	• The 2011 plan includes a strategic plan as well as specific ideas for management of the implementation process • The plan had multiple individuals and organizations that served as part of an advisory group - which was not expanded - but continued to serve while a core group worked on details of the plan. This has worked well in the past, but there is room to bring in new voices, especially those not involved in the formal planning process thus far. • The advisory group does not meet regularly to monitor strategy and implementation, but the Toledo-Lucas Plan Commissions (TLCPC), Downtown Toledo Development Corporation (DTDC) and Toledo Design Center (TDC) are regularly engaged with all or parts of it, especially as conditions change.
Step 3: Forge a Healthy Private/Public Partnership	• Develop private/public partnership with private taking the lead • Avoid making process overly political	• Partnership between public and private entities is strong, with several large projects under way in downtown currently, e.g., ProMedica's move downtown and the development of Hensville, led by the Mud Hens organization. • Non-profit organizations, particularly the DTDC and TDC have been very effective partners in downtown planning efforts. • While some politicization is inevitable, downtown planning has largely been supported under multiple mayors and administrations.

Revitalization Step *Source: Brookings Institution*	**Highlights** *Source: Brookings Institution*	**Efforts in Downtown Toledo** *Source: Plan reviews; interviews with downtown stakeholders*
Step 4: Make the Right Thing Easy	• Develop clear downtown boundaries and develop form-based code • Restore original street right-of-way pattern • Develop building codes to allow higher densities and make historic rehabilitation more feasible	• Downtown boundaries are clear and there is also stated intention in the 2011 plan to connect to surrounding neighborhoods. • The city does not use form-based zoning. • Some recent downtown developments, such as the Huntington Center are large-scale and have interrupted the original street pattern. • The large number of vacant buildings downtown means that there is little incentive for building codes that make higher densities more possible. • Planning efforts, including the 2011 plan, have contributed to making rehabilitation more feasible. For example, scoring for historic tax credits required a plan that had been updated within the previous five years. Existing plans, the 20/20 Plan (adopted in 2000) and the 2002 Downtown Plan, did not meet this requirement.
Step 5: Establish Business Improvement Districts and Other Non-Profits	• Develop downtown non-profits to lead the implementation of the revitalization strategy and work as downtown's management team	• Downtown has a Special Improvement District (SID). City and county will be involved starting 2016, but were not involved for the first ten years. The program enhances hospitality and safety of downtown. It has to be renewed every five years. • DTDC was established after the 2011 plan was completed, as the single entity focused on the revitalization, development, beautification and advancement of downtown. DTDC also oversees ParkSmart, the downtown parking system. The downtown parking garages are owned by the Port Authority; they pay DTDC $100,000 annually to manage downtown parking on their behalf. DTDC’s current level of support is not enough to make a significant impact or help it gain any sort of leverage with projects. Recent and continuing investment in downtown makes it the right time to empower this group. • TDC, a division of DTDC, is a non-profit that could play a critical role as downtown continues to grow. It has been involved with, or has led, the 2002 Plan, the 2011 plan, the Uptown Plan and the Warehouse District Plan. It also provides design and planning services to the TLCPC. The TDC operates on the volunteer hours of very experienced local design and planning professionals and provides a valuable forum in which to involve students. TDC, too, is ripe for greater, and sustained support.

Revitalization Step *Source: Brookings Institution*	**Highlights** *Source: Brookings Institution*	**Efforts in Downtown Toledo** *Source: Plan reviews; interviews with downtown stakeholders*
Step 6: Create a Catalytic Development Company	• Establishing a catalytic development firm, a pioneer whose early work and success in the downtown market can attract other developers	• DTDC was established as the catalytic development entity and with greater support, could be even more effective. • ProMedica and The Mud Hens organization will likely be seen as pioneers in the current phase of downtown's growth.
Step 7: Create an Urban Entertainment District	• Develop arenas, performing arts centers, stadiums, movie theaters • Restaurants • Specialty retail • Festivals, art and music venues, night clubs	• 5/3 Field, the Huntington Center, Promenade Park, Hensville, the Valentine Theatre, Adams Street, and the restaurants around these locations are creating many new entertainment options. • Strengthening connections, allowing people to get from one downtown location to another with ease, will enhance the quality of the downtown experience. • Downtown has four Community Entertainment Districts (CEDs). City Council also just approved Uptown as an Open Refreshment Area, which could be a starting point to develop greater cohesion. • Discussions are underway to create a theater district.
Step 8: Develop a Rental Housing Market	• Encourage rental housing through renovations/conversions or new development • Attract young "urban pioneers" who in turn will attract others	• Demand for downtown rental housing far exceeds supply. Occupancy rates are above 90%. • Demand is expected to increase as ProMedica moves into downtown.
Step 9: Pioneer an Affordability Strategy	• Develop an affordability strategy for residential and commercial space - the increased diversity and social equity is a competitive advantage for a reviving downtown • Establish a value-latching program so developers will donate a portion of profits, but only if there were unanticipated profits	• Toledo has had a weak housing market for several decades, as a result of which there little urgency to look at increasing affordable housing in general. • As the city looks forward to a revitalizing downtown, the city could look to a coordinated affordability strategy for downtown and adjacent neighborhoods. • Interviews suggest that the average revenue generated per square foot in downtown Toledo is around $.85, while other cities generate $1.25 to $1.50, a situation that is challenging for new residential projects. • This is a good time to think about affordability of commercial space so that small, locally-owned businesses can continue to afford to locate downtown, even if rents go up.
Step 10: Focus on For-Sale Housing	• Encourage some for-sale housing for young, childless households and empty nesters • Coordinate with increased school options to encourage pioneers to stay	• There are several prime buildings ready to be repurposed for housing, including the Nicholas Building and the Spitzer Building on the corner of Madison and Huron. • Downtown has one private and two charter schools, but there is room to coordinate with existing nearby schools.

Revitalization Step *Source: Brookings Institution*	**Highlights** *Source: Brookings Institution*	**Efforts in Downtown Toledo** *Source: Plan reviews; interviews with downtown stakeholders*
Step 11: Develop a Local-Serving Retail Population	• Local-serving retail follows housing • Enlist big-box retailers to integrate into a walkable landscape	• At the moment there does not appear to be enough density to serve increased retail activity. • However, this might be a good time to devise such a strategy with specific policies to encourage small and locally-owned businesses, although this too will need additional resources. • Big-box retailers should be approached, if at all, with caution, as they will likely not be conducive to the success of small, local businesses.
Step 12: Re-Create a Strong Office Market	• Office market follows entertainment, housing and retail; usually takes 15-20 years after start of revitalization process • Challenging because of overbuilding of suburban office space in last few decades	• ProMedica is currently the key component, with plans to bring about 1000 jobs downtown. • If ProMedica's move is smooth, one could expect other companies to follow.

Interviews and conversations with downtown stakeholders yielded some other themes, as noted below.

Challenges

During the 2008 recession, the city lost nearly $7,000,000 dollars in state allocations. That money had helped to keep up with services such as police and fire, repair infrastructure, and maintain city utilities. With reduced state allocations, even daily maintenance work can be a challenge. Toledo’s public transportation system does not generate significant revenue. With population loss, the city has lost a part of its tax base, and relatively few tax dollars are generated per square foot as Toledo has been a weak real estate market for many years.

Until state and federal funds return, if they ever do, it is going to be up to the private sector to fund a large portion of downtown redevelopment. Business partners in the downtown area will have to coordinate with public officials to come up with plans that can be properly funded and swiftly implemented.

The city is able to provide tax breaks and other such incentives to businesses, which will be important in drawing new businesses. The city needs leadership with the capability and willingness to attract investment across the board.

A number of key buildings are owned by out-of-town investors. For example, the Tower on the Maumee, is owned by a Lansing, Michigan developer. The Nicholas Building, Spitzer Buildings, and Fort Industry Square are historically significant buildings in prime locations whose out-of-town owners who have not invested in adequate maintenance or renovations. As a result, a number of critical buildings are deteriorating and empty, many of them prime candidates for residential use.

There are ways to overcome the challenges of absentee ownership, such as buy-outs or working closely with owners to understand supports they may need to redevelop their buildings. But, as Toledo's experience has shown, these can be long and complicated negotiations that have a greater chance to succeed if the city, county, or other local entities like the DTDC acting as a catalytic developer, have the resources to leverage such a deal. Absentee ownership is a crucial barrier in bringing Toledo back.

Market Statistics

Downtown is in need of an updated market analysis. The most recent analysis was conducted in 2004. Since then, the city has faced a recession and is only now beginning to stabilize. Census data is available, although between censuses the data consists of estimates. The Reichle Klein Group provides some general market performance data for the Toledo area. It is clear that in the available categories, the downtown area is outperforming the rest of the city.

Retail Market

There are small pockets of strong retail throughout the downtown area. As of the mid-2015, downtown still recorded a retail vacancy rate of 41 percent. The completion of projects such as Hensville in 2016 should help the revival of the retail market.

Residential Rental Properties

In the first half of 2015, housing vacancy rates across Toledo declined, with some of the largest declines in the CBD. Out of 1,498 rental units, approximately 4.2 percent are currently vacant. In addition, the rent performances are strong in the CBD. The average monthly cost of a rental property is rising, showing an increase in the desirability of living downtown. The supply problem is also being addressed. The Berdan Building in the Warehouse District is moving towards being redeveloped for housing.

A 2010 analysis reveals a total number of 1,265 available rental units. The vacancy rate found in the analysis was 3.9 percent. Although this is slightly lower number than in the 2015 report, the difference is negligible. In addition, the increase in available units over the five year period is a sign that the demand for housing is increasing. Also, the value of rental properties is increasing. In 2010, the monthly rent of a one bedroom unit was $584, a two bedroom unit cost $666, while a three bedroom unit cost $672. Five years later, rents for all three types have increased and are $679, $719, and $785 respectively.

Only a portion of the market was surveyed in 2006. According to that study, the last five years or so have shown an enormous decrease in housing vacancy downtown. Even before the recession, Toledo's CBD had a vacancy rate of 10.73%. The average monthly rent was $719. After the recession, downtown Toledo clearly bounced back as vacancy rates have dropped.

A recent survey of individual residential buildings shows the number of people occupying each structure. This survey was put together by the city of Toledo as an updated version of a map that the Plan Commissions created (Table 4 and Figure 9).

Downtown Toledo, Ohio - Residential Units				
# on Map	Name	Address	# of Units	Status
1	Riverfront Apts	245 Summit Street	113	Operating
2	Commodore Perry Apts	505 Jefferson Avenue	156	Operating
3	Hisotic LaSalle Apts	513 Adams Street	131	Operating
4	New Cheney Flats Town Homes	10 Southard Avenue	68	Operating
5	Hillcrest Apts	241 16th Street	107	Operating
6	River West Townhomes	145 S St Clair Street	40	Operating
7	The Ottawa	110 Ottawa Street	27	Operating
8	Uptown Art Center Apts	336 14th Street #100	52	Operating
9	Bartley Lofts	745 Washington Street	52	Operating
10	Standart Lofts	34 S Erie Street	75	Operating
11	Swan Creek Apts	111 S Summit Street	70	Operating
12	Renaissance Senior Apts	419 N St Clair Street	54	Operating
14	Executive Towers Apts	1920 Collingwood Blvd	152	Operating
15	Alpha Towers Apts	525 E Woodruff Ave	165	Operating
16	LMHA Port Lawrence	1 Indiana	159	Operating
17	Bakery Building	33 S Michigan Street	8	Operating
18	St Clair Village Apts	44 S St Clair Street	11	Operating
19	Oliver House	27 Broadway Street	15	Operating
20	Sunflower Building	802 Lafayette Street	14	Operating
21	100 S Huron Condos	100 S Huron Street	29	Operating
22	Park Lane Luxury Apts	142 23rd Street	92	Operating
23	Private	15-15.5 N Michigan Street	2	Operating
24	Private	1506 Adams Street	1	Operating
25	Private	1426 Adams Street	9	Operating
26	Private	1433 Jackson Street	1	Operating
27	Private	900 Washington Street	6	Operating
28	Morristown Lofts	350-360 Morris Street	9	Operating
29	Private	1501 Adams Street	6	Operating
30	Private	1815 Adams Street	3	Operating
31	Private	443 11th Street	2	Operating
32	Paula Brown Shop Apts	912 Monroe Street	5	Operating
33	Wachter Building Apts	321 16th Street	18	Operating
34	Private	43 S Huron Street	2	Operating
35	Private	1 S St Clair Street	1	Operating
36	Private	23 S St Clair Street	1	Operating
37	Private	35 S St Clair Street	2	Operating
38	Private	13 N Huron Street	2	Operating
39	Private	11 N Huron Street	1	Operating
40	Private	123 S Huron Street	1	Operating
41	Private	112 Wabash Street	2	Operating
42	Private	901 Washington	10	Operating
43	Easy Street apts	822 Washington Street	5	Operating
44	Vistula Manor	615 Cherry Street	164	Operating
45	Beacon Place	426 Beacon Street	201	Operating
46	Woodruff Village	125 E. Woodruff	96	Operating
47	Teneyck Towers	240 21st Street	152	Operating
48	Ashland Manor	2030 Ashland	189	Operating
A	Berdan Building	601 Washington Street	115	Planned 2014-2015
B	Marcos Apts	610 Monroe Street	4	Planned
C	Private	101 Wabash Street	4	Planned
D	Hannah-Block Bldg Apts	619 Monroe Street	9	Planned
	Total		2613	

Table 4: City of Toledo Residential Building Occupancy
Source: City of Toledo

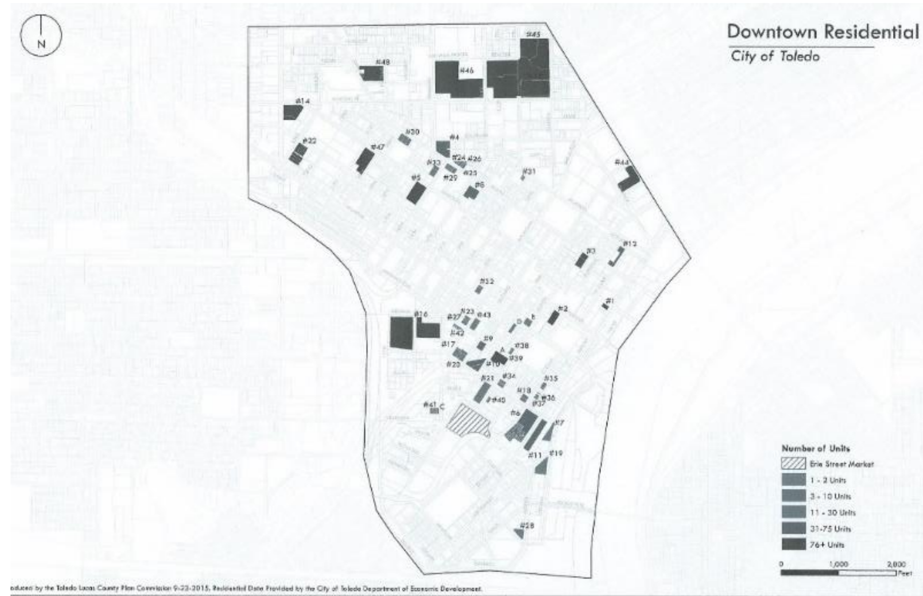

Figure 9: City of Toledo Residential Building Occupancy Map
Source: City of Toledo

Office Market

The change in the office market in 2015 is insubstantial. There is an increase in the number of users actively seeking office space, but vacancy rates have only slightly decreased in some Toledo areas. In the CBD, Class A office space stands at a vacancy rate of 18.7 percent, Class B at 21.6 percent, and Class C at the same, all of which are slight declines. ProMedica's move to downtown is expected to drastically improvement the office atmosphere.

This improvement would be occurring at an appropriate time. Since 2010, the office vacancies have mostly increased. At that time, the vacancy rates for Class A and Class B space were 15.2 percent and 17.9 percent respectively. Only Class C office vacancy decreased, from 32.2 percent in 2010. The average asking lease rates for Class A office space increased from $17.40 in 2010 to $18.44 in 2015. The leasing rates for the other two classes has dropped significantly in the same time frame.

In 2005, vacancy rates stood at 12.06, 18.12, and 23.20 percent for Class A, B and C. These numbers show only a slight change from 2005 to 2010 in all classes besides C, which increased by almost 10 percent. All of the rental rates in 2015 were similar to that of the rates in 2010.

Industrial Market

Overall, the industrial market in Toledo continues to improve, with a decrease in vacant industrial sites, especially the CBD. Currently, downtown sits at a 6.2 percent vacancy rate for industrial use.

Collaboration

Collaboration between various stakeholders has greatly improved in recent years. The difference between collaboration to develop the 2002 plan and the 2011 plan was described as “night and day.”

There are large private and quasi-public entities - Fifth Third Bank, HCR ManorCare, Huntington Bank, Owens Corning, ProMedica, the Mud Hens organization and the Port Authority, among others - that have shown commitment to downtown in the past and have a stake in downtown’s future. Public sector efforts led by the Toledo-Lucas County Plan Commissions (TLCPC), have been consistent and strong, with a long-standing interest in working with community partners across the city. Although the recession brought development in downtown almost to a halt, TLCPC used the time to work collaboratively on multiple plans for downtown and sub-districts within it, (and are embarking now on updating neighborhood plans). Over the last few years, the non-profit sector involved with planning in Toledo has built enormous capacity. The Downtown Toledo Development Corporation (DTDC) houses the Toledo Design Center (TDC) and these two organizations have been particularly active in creating structures for collaboration. In leading efforts to develop plans for downtown, Uptown and the Warehouse District, TDC has built up a proven track record of collaborative planning and real accomplishment. TDC is now involved with multiple neighborhood planning efforts.

Following are two tables, each in multiple sections:

Table 5 outlines ideas for particular projects, or planning strategies suggested in the various plans for downtown Toledo and gives a sense of their continuity (or not) over time. Table 6 lists outcomes for each of these projects or strategies.

Table 5: Projects and Goals outlined in Plans for Downtown Toledo

Project/Planning Strategy: Mixed-Use Development on the Riverfront	
2002 Downtown Plan	• Expand and enhance the area to be more strongly integrated with core • Welcoming and pleasant public open spaces • Efficient public facilities • Increased and a variety of commercial development • Mixed upper floor residential space above commercial properties • Underground parking structures • Steam plant (mixed use development) • Central Plaza/open space, • Fort Industry Square redevelopment • Improve streetscape • Levis Square
2011 Downtown Plan	• Tower on the Maumee: develop a mixed use structure or hotel • Fort Industry Square redevelopment • Steam Plant: prime space market rate residential • Expansion of Promenade Park to link the entire CBD • Marina District: develop into a dynamic community of mixed uses
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	• Emphasis design and development to create a cohesive urban area • Focus area to be in one architectural style; Greek Revival, Italianate, Queen Anne, • Arts and Crafts, or Postmodern • Focus on site design and heavy emphasis on signage
Summit Street Plan	

Project/Planning Strategy: Madison Avenue & Huron Street	
2002 Downtown Plan	• Physical improvement and economic development • Incentivize new business • New traffic/better sidewalks
2011 Downtown Plan	• Potential Development Projects: • The Nicholas Building: commercial, office, or residential • The Spitzer Building: small business and residential • Nasby/Wayne Building: mixed use or hotel • Overall improvement of the streetscape and pedestrian area • Still has the four original buildings
2013 Uptown District Plan	
2012 Warehouse District Plan	• Huron Street: Complete Streets for both traffic and pedestrians
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Lafayette Street	
2002 Downtown Plan	• Traffic and design study • Should be the main street in Warehouse district (that has changed to probably Washington) • Historically based design principles • Gateway intersection at Erie • Connect Port Lawrence Homes • Attractive terminus to Summit Street near Swan Creek • Attractive development
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Complete Streets for both traffic and pedestrians
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Convention Center Expansion	
2002 Downtown Plan	• More than double the size • Add ballroom • Acquire land to expand 100,000 square feet
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Paramount Block	
2002 Downtown Plan	• Parking center with development wrapped around it • Cultural venue; auto museum • Office space
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Downtown Housing	
2002 Downtown Plan	• Identifying potential areas for development • Affordable and market rate • Promoting downtown to potential residents
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Superior Street	
2002 Downtown Plan	
2011 Downtown Plan	• Enhancement of public spaces • General entertainment and streetscape improvements • Expand event night activity • Connecting Toledo's venues • Utilize as a connection between Huntington Center and Valentine Theatre • Pedestrian area between the arena and 5th Third
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Government Center	
2002 Downtown Plan	
2011 Downtown Plan	• Unify the civic center mall in a logical manner • Pedestrian improvements and public events • New federal courthouse • Civic center garage with TARTA changes to support the Federal Courthouse
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Filling the Voids	
2002 Downtown Plan	
2011 Downtown Plan	• Mixed use in between each cluster • SeaGate Centre Ballroom seen as a part of this approach • Underground parking to support new demand • Enforce and enhance Levis Square • AT&T block development • Madison and St. Claire infill block
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Mercy Triangle	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Mercy, Park Lane, Executive Tower (potential Mercy housing) • Urban disc golf • Pedestrian-friendly streets
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Green District	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Lack of density, high development potential • Market rate housing • Save existing usable buildings • Enhanced infrastructure (including roundabout) • Urban disc golf • Washington St. Athletic Fields • Roundabout Jefferson and 17th
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: 15th Street	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Single use blocks • Turning 15th street into pedestrian only corridor and enhancing safety features • Support of current institutions
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	
Current	

Project/Planning Strategy: Downtown Connector District	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Connects uptown to CBD
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Adams Arts and Entertainment Corridor	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Core of residential, arts and entertainment activity • Enhanced streetscape • Renovate existing structures • Strategic infill
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Parking	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Additional meters • Cheaper meters further out • Enhanced design standards for off-street parking
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Enhanced Spaces	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Open space • Addition of residential rental and owner occupied housing • Additional commercial activity to expand with new residents • Historic preservation • Prevention of demolition • Design and safety standards overall • Alley restoration
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Development Opportunities - Buildings	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Erie St. Market • The Berdan Building • Spengler Candy Co. • Zychowicz Building • Consumer Plumbing Co. • Stanwalt Hotel • Willis Day Building • Grasser & Brand • Galliers • Columbia Gas Property
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Connecting to Riverfront	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	Three part plan • Concede: basic infrastructure improvement and utilization of river edge • Capture: additional industry, warehousing, and bulk commodities • Create: mixed use district with residential development and commercial revitalization
Summit Street Plan	

Project/Planning Strategy: Historic Preservation	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	• New Summit St. storefronts • Rehabilitation of old Lagrange St. storefronts and Lagrange Hotel • Maintain historic architecture (Italianate) with facades

Table 6: Outcomes and Updates on Projects and Goals outlined in Plans for Downtown Toledo

Project/Planning Strategy: Mixed-Use Development on Riverfront	
2002 Downtown Plan	• Promenade Park was going to be enclosed by buildings (which did not happen) • Federal Building knocked down to make way for development
2011 Downtown Plan	• The Tower on the Maumee: owners doing nothing with it, could be residential, mixed use, or a hotel • ProMedica moving in; main building, steam plant to be offices • Metropark on the other side of the bridge • Underground parking structure proposed • Talk of Madison Avenue going through to the river • Levis Square is energized; food trucks and other events that have had mixed response • Fort Industry Square not yet rehabilitated; talk of it becoming part of ProMedica development (parking lot behind needs to be repurposed)
2013 Uptown District Plan	• Uptown is a prime location for a lot of development to occur • Area seen as “blank slate” of sorts, ready for mixed use development
2012 Warehouse District Plan	
Marina District Plan	• Not addressed in a significant way: being on the other side of the river, it is not yet a priority • Developers have come to the table with some ideas, but the CBD is the priority
Summit Street Plan	

Project/Planning Strategy: Madison Avenue & Huron Street	
2002 Downtown Plan	
2011 Downtown Plan	Heart of downtown; its importance is only going to increase Different ownerships for all four corners; buildings here are prime for residential Will be the intersection that connects the pieces of ProMedica
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Lafayette Street	
2002 Downtown Plan	
2011 Downtown Plan	• Gateway Trail coming in by the City of Toledo, ODOT and the Arts Commission • Will be a two-way street • Currently not a priority
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Convention Center Expansion	
2002 Downtown Plan	• Hotel slated for demolition in in the near future (overdue) • Lucas County Convention Bureau is owner and cannot expand as they had originally planned
2011 Downtown Plan	• County purchased a building here with the thought of creating a ballroom with 1000 seats • Studies have been conducted to show how a ballroom can be incorporated with the arena
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Paramount Block	
2002 Downtown Plan	• Bus terminal originally in the works • Market not right at the time • Surface parking at this point • Appears to be on hold for the time being
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Downtown Housing	
2002 Downtown Plan	• Envisioned a lot of affordable housing
2011 Downtown Plan	• Majority of housing has switched from affordable to market rate • High demand for more units and several potential projects to address this
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Superior Street	
2002 Downtown Plan	
2011 Downtown Plan	• An “event” space (one block that is cut off) with one side being the Mud Hens side, while there is talk to create a theatre district on the other side • Some restaurants, parking, loading docks for the Seagate Center • Location is a challenge for development and needs to be revisited (the Southside)
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Government Center	
2002 Downtown Plan	
2011 Downtown Plan	• Lot of work has been done around the mall • Federal Court House appears to be off the table • A lot of buildings on Jackson leveled for Owens-Illinois, which eventually left city • Re-routing of traffic on Jackson Street
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Filling the Voids	
2002 Downtown Plan	
2011 Downtown Plan	• Not a lot of market demand for the spaces in between at this point • AT&T block has a nice vision of residential, a marquee, hotel, and movie theatre
2013 Uptown District Plan	
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Green District	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Uptown Green 18^{th} and Madison; a refuge for the homeless • Completion of a park has been successful
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: 15th Street District	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Now might be a good time to start thinking about the pedestrian walkway
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Adams Arts and Entertainment Corridor	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	• Most of the buildings are in place • Some infill possibilities • Open container district (first in Ohio) to bring more people; 11th Street to 22nd Street. • Improve alleys and signage
2012 Warehouse District Plan	
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Parking	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Changes in meters, but an entire parking program needs to be established
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Enhanced Spaces	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Small changes occurring throughout general area
Marina District Plan	
Summit Street Plan	

Project/Planning Strategy: Development Opportunities	
2002 Downtown Plan	
2011 Downtown Plan	
2013 Uptown District Plan	
2012 Warehouse District Plan	• Erie St. Market: has been taken over by a private entity • The Berdan Building: owned and in development by a company out of Lansing, MI • Spengler Candy Co.: part of the Hensville development (2016) • Zychowicz Building: may get knocked down in the near future due to deterioration • Consumer Plumbing Co.: already been knocked down • Stanwalt Hotel: an opportunity for development still open at this point • Willis Day Building: opportunity for residential space, owned by a Chinese development group • Grasser & Brand: bought by a company in California • Galliers: development opportunity in upper floors, although there is an ongoing business • Columbia Gas Property: all been cleared for development and locally owned
Marina District Plan	
Summit Street Plan	

Conclusion

The city of Toledo, despite challenges - many of which, like the changing structure of manufacturing or recession, are not completely within its control to shape - is beginning to turn a corner.   A number of changes are underway downtown, the highest profile of which are ProMedica's move downtown and the development of Hensville. As these opportunities arise, continued collaboration between the private, public, and nonprofit sectors will be vital. At the same time, planning efforts have to include a broader range of Toledo's stakeholders, including neighborhood residents and youth. Sustainability strategies - to make Toledo sustainable along multiple dimensions including economic, social and environmental - will also have to play a large part in planning the city's long-term future.

It is also important to remember downtown Toledo is surrounded by pockets of poverty and a thriving downtown will mean little if residents in these neighborhoods, especially youth, are not included. There are many downtown revitalization stories like Cleveland or Baltimore that are held out as examples, but in the shadows of the stadiums and festival marketplaces are long-term residents of the city who are struggling in tough surroundings. Toledo's 2011 downtown plan attempts to make physical connections between downtown and adjacent neighborhoods. This effort to see the city as a whole can be strengthened to ensure that the fortunes of downtown and the neighborhoods rise together, making the city a better place for all its residents.

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Documents from the City of Toledo

- 2002 Downtown Toledo Master Plan
- 2008 Marina District Urban Renewal Plan
- 2011 Downtown Toledo Plan update
- 2012 Warehouse District Plan
- 2013 Toledo Uptown Plan
- Toledo Marina District Plan
- Toledo Summit Street Plan
- Toledo Cherry Street Plan

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