

PRINCIPLES FOR PLANNING

TOLEDO CENTRAL CITY GENERAL NEIGHBORHOOD RENEWAL
PLAN (GNRP)



Introduction

Downtown Toledo now has the opportunity to complete a comprehensive plan which should give it the physical and environmental guide-lines for the next half century. Hopefully, it will also have the opportunity to implement these plans over the course of the next several years.

The Central City General Neighborhood Renewal Plan (GNRP), which is the prelude to rebuilding the central area, is now being prepared by some of the Country's finest consultants under the guidance of the Toledo Urban Renewal Agency. Over the past several weeks the Downtown Toledo Associates has arranged presentations of a "sketch plan" (a broad-brush concept) of the central area to several groups of businessmen vitally interested in the central business district. The "sketch plan" is a first look at what city officials and the various consultants on the planning team think should be done. This plan enabled the City Council to make certain immediate decisions on matters of vital concern, such as the placement of the Downtown Distributor and the choice of the Convention Center site.

The next few weeks will be a period of great study and revision, based on comments from those who will see the "sketch plan" and additional information which comes to light during the ancillary studies. The final product will be a plan of action, a blueprint of final development and revitalization of the central business district (CBD).

The CBD is a complex organism--there are a myriad of variables with which the planners must deal. In order for you to understand what the planning team is seeking to achieve, this brochure, illustrating some of the applicable principles, has been prepared. The goal sought is the balancing of the various principles to permit the best overall plan for the redevelopment of Toledo's CBD.

DTA committees will be working in concert with the Toledo Urban Renewal officials, the Plan Commission, and the GNRP consultants on the refinements and suggested improvements for the next several weeks. The DTA and the Urban Renewal office hopes that this brochure will aid you in better understanding the thinking which is necessary to the development of the ultimate planning. Naturally, the successful completion of this plan is in the hands of you, the citizens of Toledo.

Your comments and/or suggestions will be greatly appreciated. Call or write the DTA or Urban Renewal Office.

Getting people and goods to the central area is one of the most important goals which must be achieved to develop a successful Central Business District. The guiding principle which is used in planning the central area is to provide efficient and direct vehicular access to the central area from all parts of the region. In developing this proposal we will also try to (1) provide routing through traffic on downtown streets, (2) develop a distribution ring route to spread the vehicles entering the central area among the several entrances, (3) develop connections between the ring route and major thoroughfares at the corners to discourage through-traffic from driving into the center of the CBD.

It is desirable to separate the several different types of traffic present in any system. The key principles of CBD access planning are: do not mix different types of traffic; provide by-pass routes for through traffic; provide a CBD distributor system to provide access to the distributor system, and, provide connections between the distributor system and the CBD.

PLANNING PRINCIPLES

- * Access
- * Connections
- * Compactness
- * Land Use
- * Parking
- * Public Transportation
- * Circulation

BY-PASS
ACCESS AND
DISTRIBUTION
PEDESTRIAN
ORIENTED CORE

ACCESS

ACCESS

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It is desirable to separate the several different types of traffic present in any system. The Key principles of CBD access planning are: Do not mix different types of traffic; provide bypass routes for through traffic; provide a CBD distributor system; provide corner access to the distributor system and, provide connections to existing street pattern. There must always be connections between major elements of the system.

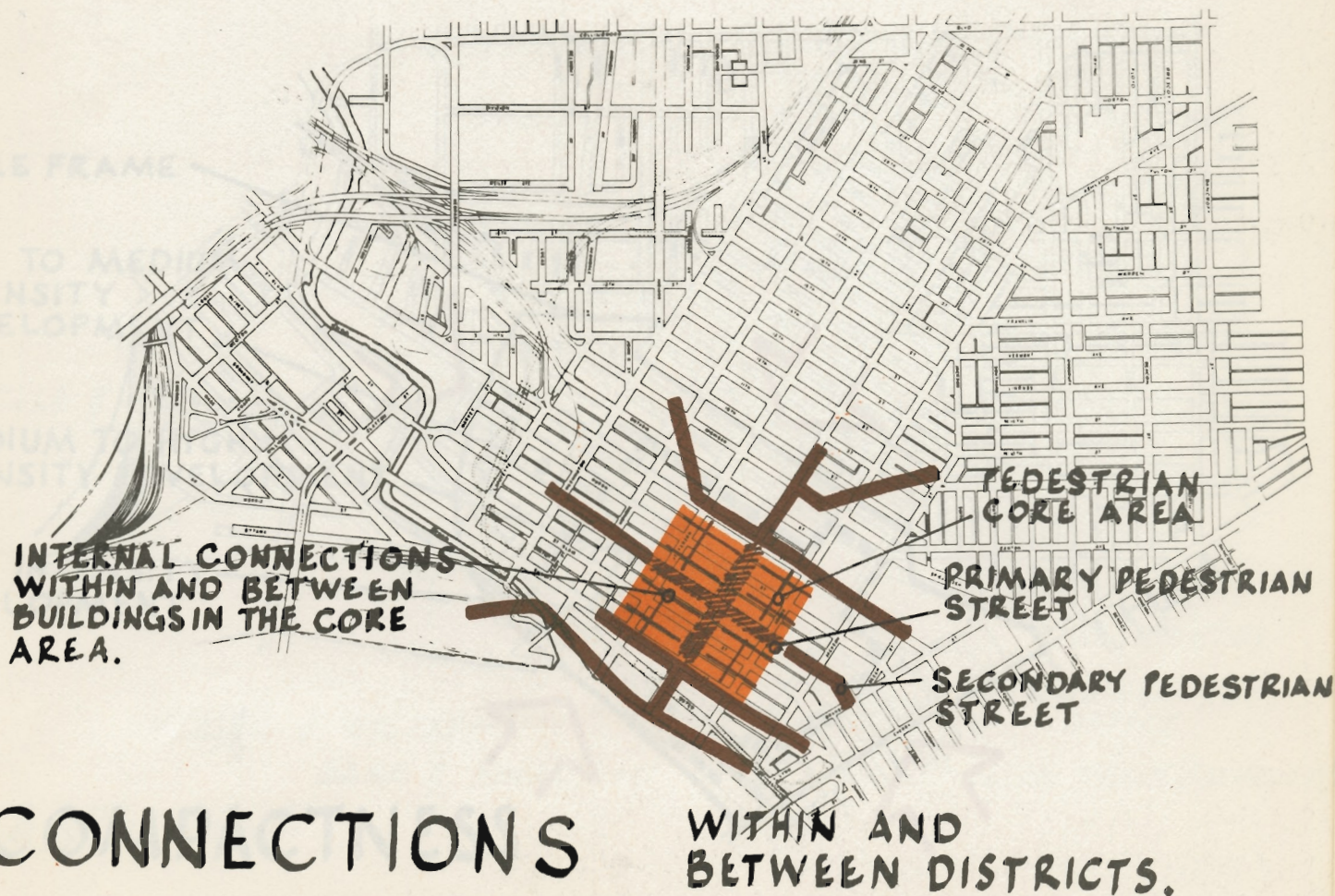


CONNECTIONS WITHIN AND BETWEEN DISTRICTS

Groups of activities should be arranged and connected so as to promote convenient movement of pedestrians and, where appropriate, goods and services within and between them.

Connections in the central area are of four types: (1) Between establishments, (2) Between different functional elements in the area, as in the case where employees also become shoppers, (3) For many services requiring easy coverage of the central area (professional activities, office equipment servicing, etc.), (4) Between central area activities and transportation terminals, including parking facilities.

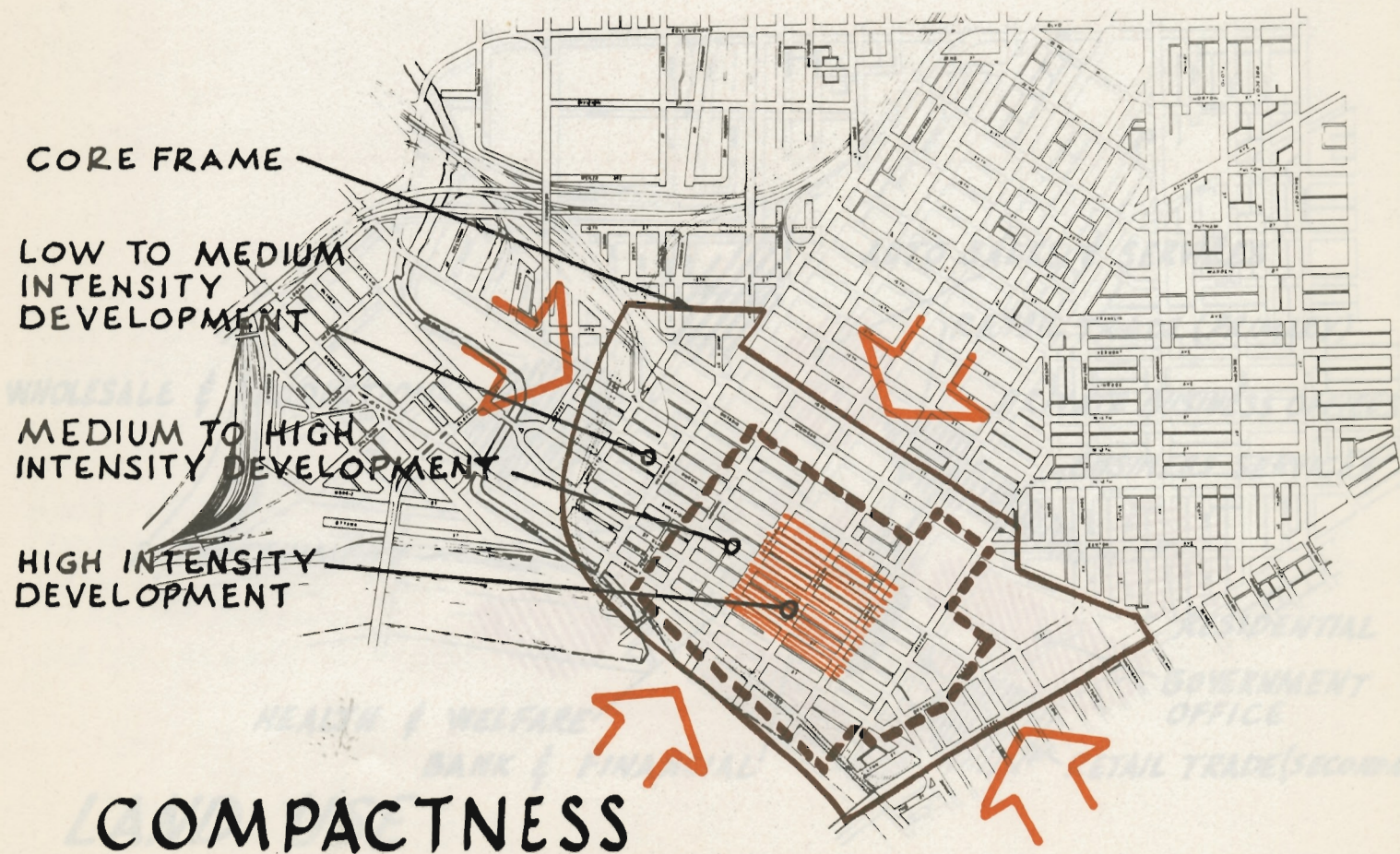
Important connections should be established by the arrangement of land uses. A coordinated system of pedestrianways at-and above-grade, an expanded system of pedestrian arcades through blocks should be developed. A third objective in arranging connections is the development of complementary activities in a vertical direction, connected by elevators, escalators and ramps, to reduce time and distance. It is very important that not only persons and vehicles have good connections but that there be a development of systems for distributing goods and equipment, from a single loading area, if possible.



COMPACTNESS OF DEVELOPMENT

In line with the idea of physical continuity for particular types of business is the idea of compactness of development. Functional districts and special groups of activities should be arranged and developed as compact, integral parts of the central area.

To achieve compactness in the central area it is desirable to : (1) encourage a high overall density within the main retail and office districts. This is the area in which the need for efficient communication and personal contact is greatest, (2) hold the scale of the main retail district so that it does not exceed desirable pedestrian walking distances, (3) hold the scale of the main office and service district to one-half mile on a side, (4) hold substantially lower densities outside the main retail and office districts except in specific locations, (5) use compactness as a design technique to highlight special open spaces and (6) achieve control of compactness chiefly through the use of permissive zoning and floor area ratio controls.

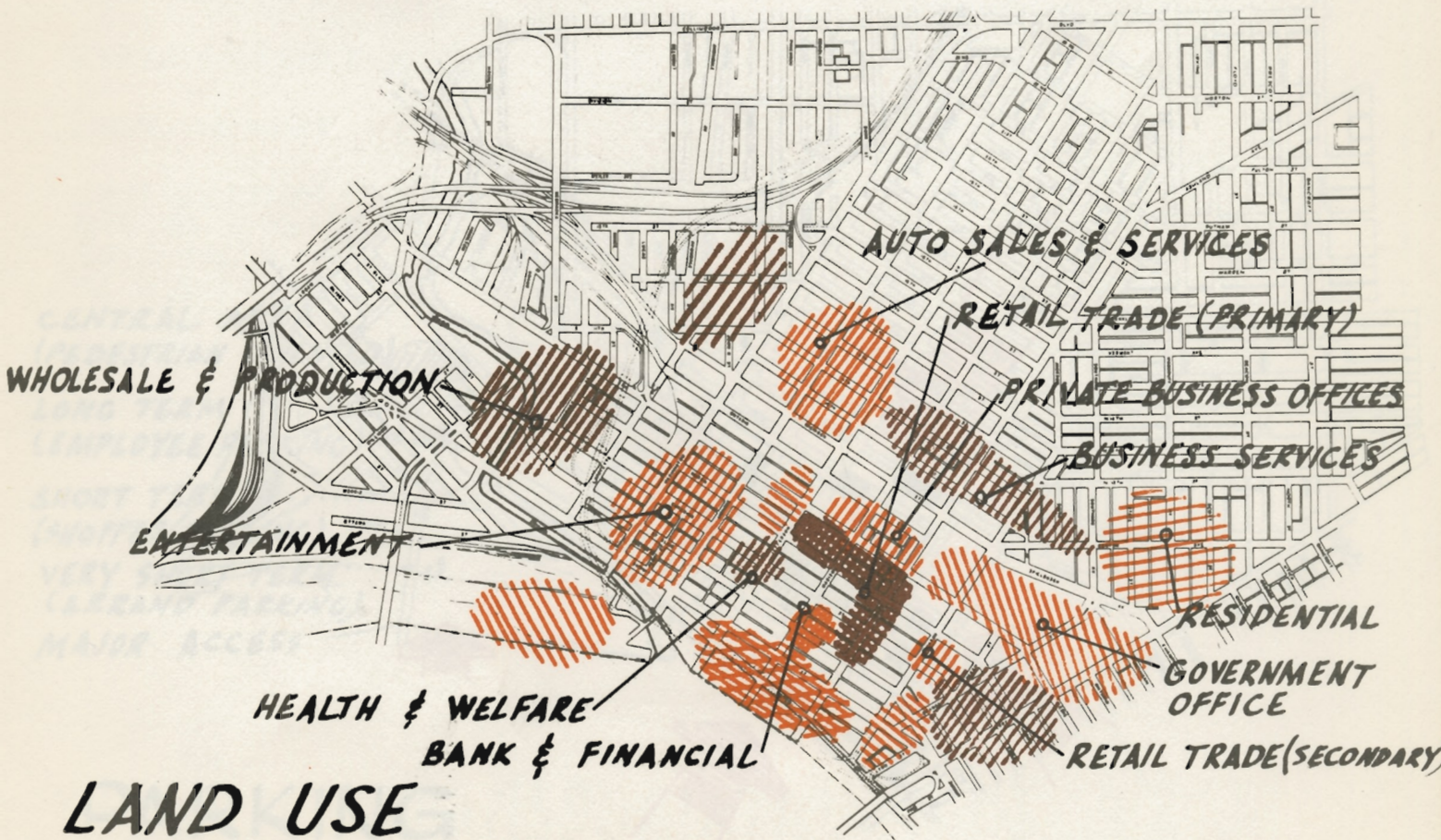


LAND USE (COMPATIBILITY AND CUMULATIVE ATTRACTION)

Individual land-use activities should be grouped together in relation to their compatibility. They will form a number of related but distinct districts - each with its own special environmental and building needs. In grouping the uses or activities the principle of cumulative attraction is also important. Two activities that are compatible will do better side by side, other things being equal.

In developing a plan to organize the various land use activities at least three arrangements are possible: (1) Related activities could be arranged together in compact groups clearly separated from each other. (To a degree this is a natural condition), (2) Activities could be mixed with little regard to grouping those with common characteristics or (3) The distinction can be made between activities which function best when grouped and those which function best when dispersed, and a plan be developed to accommodate each.

The development of the "best" plan should be guided by the several statements which follow: (1) distinction should be made between those activities which function best when grouped and those which function best when in dispersed locations, (2) broad groupings of compatible activities should be achieved and controlled by some sort of permissive zoning or planned area development, (for example, the main retail district), (3) Smaller groupings which cannot be directly controlled should be encouraged through land acquisition, and coordinated development. (4) Special attention should be given to maintaining physical continuity between mutually supporting activities (for example, retail store fronts should not be interrupted by office, church, parking or other non-shopping activities).



PARKING

Once a person has entered the CBD, parking becomes a part of the overall development concept. Parking facilities in the central area should be located, designed and priced to serve four distinct types of daily use. Each of these types of parking has several criterion which guide the development of that type of parking.

Long term parking: located at the periphery of the area, concentrated in large facilities, in direct contact with major vehicle entry points; distributed according to major directions of flow, and be essentially self supporting at relatively low cost to the user.

Employee parking for executives and others requiring the mid-day use of their cars should be: convenient for the users even to the extent of being within the building, limited in quantity, of sufficiently high fee to meet the relatively high cost of development.

Short term or patron parking should be: (1) conveniently located in relation to the downtown areas they serve - even to the extent of having direct access to places of business, (2) moderate in size and related to the ability of vehicles to arrive and depart, (3) developed under a moderate fee schedule with subsidization as a possibility, (4) regulated to control the length of time parked using the rate structure.

Errand parking or high turnover facilities (especially to replace curb parking) should: be widely distributed in the area, be small in size and, have a rate structure which rigidly controls the length of stay (medium initial rate but high increments beyond initial time period).

Generally on-street parking should not be permitted. All parking facilities should be designed for self-parking. Parking as a land use should not conflict with the continuity of other land use patterns.



PUBLIC TRANSIT

As a part of the access and circulation systems public transit should play an important role. The desire to drive an individual automobile to the central area is great. However, to better achieve the goals of downtown development an efficient public transit system must be developed.

Efficient, convenient, and comfortable public transit must be maintained as an essential element of the transportation system, providing access to and circulation within the central area.

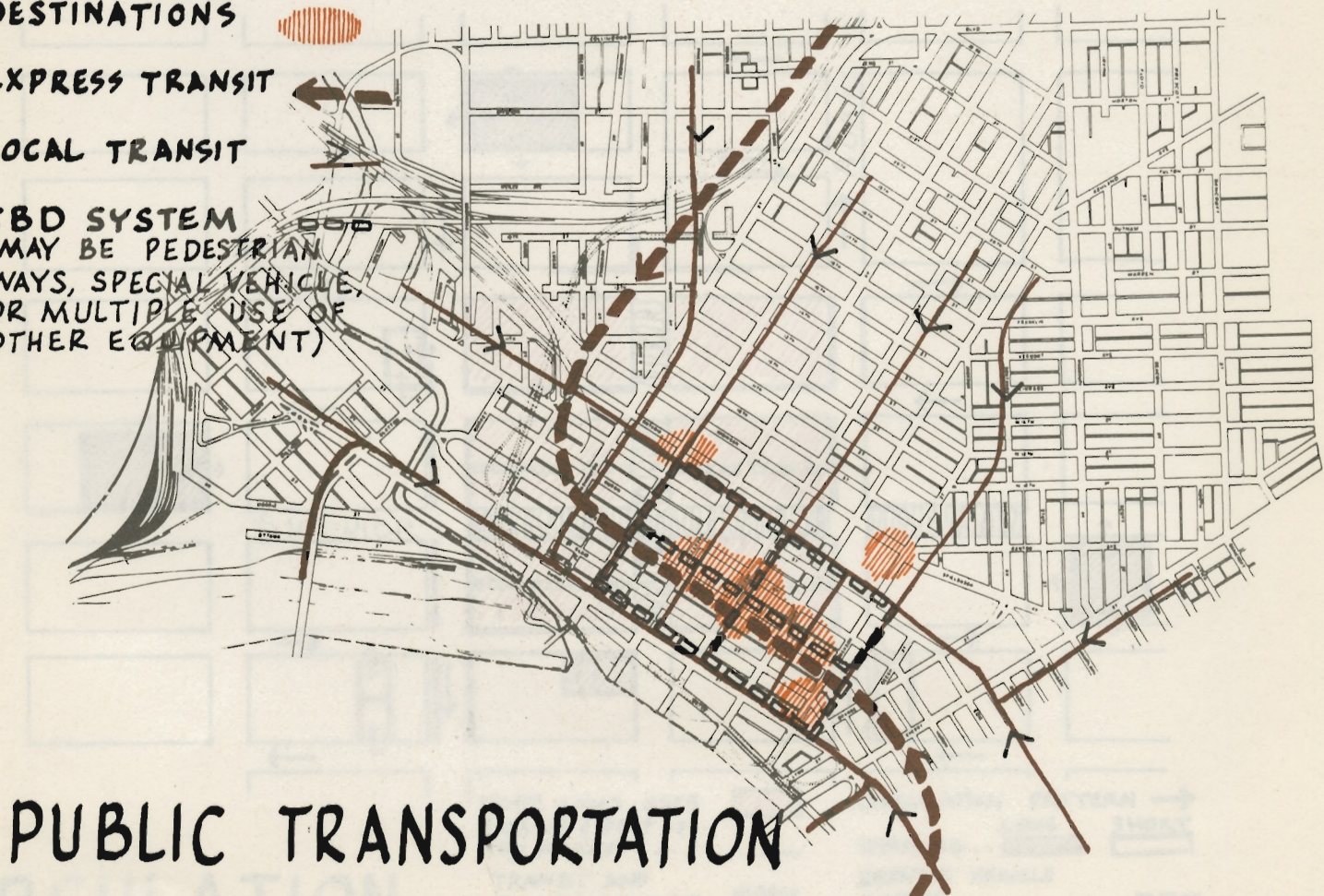
The suggested goals which will aid transit service and its use to and within the central area include: maximum accommodation of employee trips by transit to effectively reduce peak-hour vehicular traffic, special design features in streets to accommodate surface transit vehicles, (transit malls, transit lanes, special ramps), transit facilities should serve as their own distributors of passengers to eliminate transfers, the focusing of all lines on a small, readily identifiable area where access to all or most of the system can be readily and naturally found (e.g. a transit mall on Superior Street a place where all lines move in one direction or the other.) and land uses should be located to capitalize on transit as well as maximize the market for transit.

**PRIMARY CBD
DESTINATIONS**

EXPRESS TRANSIT

LOCAL TRANSIT

**CBD SYSTEM
(MAY BE PEDESTRIAN
WAYS, SPECIAL VEHICLE,
OR MULTIPLE USE OF
OTHER EQUIPMENT)**

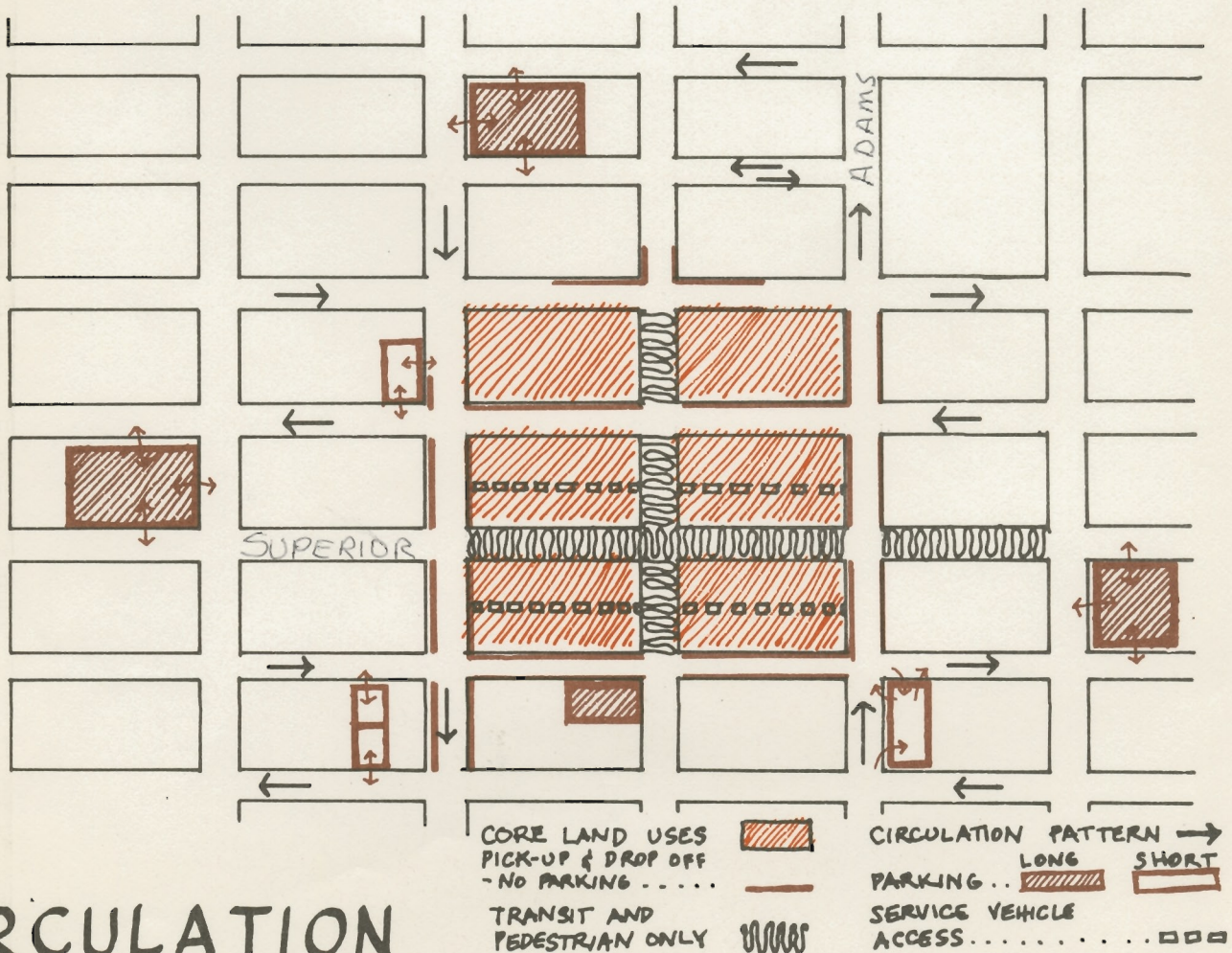


PUBLIC TRANSPORTATION

CIRCULATION

The first principle enunciated was access. Companion to access is circulation. If the assumption is made that the vehicular traffic which finally enters the CBD is free of vehicles which only use the streets there as a "short cut" we can then deal with the CBD destined vehicles as a part of the central area system. At this time we put into this system the other elements, namely, pedestrians, service vehicles and transit vehicles. The basic principle of central circulation is that the system should provide ease of movement within the central area and should minimize conflicts between different forms of movement such as pedestrians, automobiles, transit vehicles and service vehicles.

In developing a circulation system the following are also desirable attributes and must be developed as a part of the system. There should be in the circulation system: directness to avoid round-about travel, a consistent pattern when intermixing one and two-way streets, the ability to circulate around those blocks which are high traffic generators, separation as much as possible of the routes used by various types of traffic, e.g. second level walkways, transit streets, underground delivery, no parking on any major transportation elements, and emergency vehicle access to all parts of the central area.



CIRCULATION