

Section 1: Introduction

The Lucas County Comprehensive Economic Development Strategy (CEDS) is a countywide study that addresses economic development issues and project priorities, and defines the overall vision and strategy regarding economic development for Lucas County and its constituents. The CEDS process replaces the Overall Economic Development Plan (OEDP) process that the County completed many times in the past.

The CEDS process, as defined by the US Department of Commerce, Economic Development Administration (EDA), is a process whereby a community defines its current situation (where it is); develops its vision and goals for the future (where it is going); and identifies the means by which it will meet these goals and fulfill this vision (how it is going to get there).

The Economic Reform Act of 1998, which comprehensively amended the Public Works and Economic Development Act of 1965, requires a local strategy to qualify an area for assistance under most programs administered by EDA. Thus, this planning effort and the resulting document follow the guidelines established by EDA to complete a CEDS, in an effort to qualify the area for future funding opportunities. EDA also requires that local governments complete an update of the CEDS every five years and complete an annual report every year to retain eligibility for grant funds. Lucas County has completed several updates and annual reports in the past to qualify it for funds.

Before contemplating the development of a CEDS for EDA funding purposes, local governments must first be eligible based on 24-month unemployment rates and/or per capita income. Based on these two criteria, which are updated quarterly, Lucas County and the City of Toledo are currently eligible for 50% grants. Universities are also eligible applicants within qualifying jurisdictions.

Lucas County and its constituents are fortunate to have received numerous EDA grants in the past, including:

1. Lucas County - Infrastructure to the Toledo Express Airport for Burlington Air Express,
2. Oregon - Cedar Point Road improvements for the BP Oil expansion,
3. Toledo - North Cross Industrial Park infrastructure improvements for companies relocated from the Jeep expansion site, and
4. Port Authority - Several seaport and airport expansion and improvement projects.

This 2005 CEDS represents an update of the last OEDP, which was completed in 1995, as well as the last Annual Report, which was completed in 1997. Poggemeyer Design Group, Inc. (PDG) was retained by Toledo Chamber of Commerce Foundation to assist with the preparation of this report, and to coordinate efforts among all participating economic development agencies and communities.



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Area Planning Process

In January 2005, the Lucas County Commissioners, with input from the Mayor of the City of Toledo, appointed the 36-member CEDS Committee, to oversee the CEDS planning process. The CEDS Committee is required by EDA to be representative of the whole community, to assure that all viewpoints are considered in discussions and decision making. EDA recommends the entities and groups that should be represented on the CEDS Committee in its policy manual. Some members of the former OEDP Committee were re-appointed to serve in this capacity until the Committee is dissolved or members are replaced.

Additionally, a “Working Group,” comprised of key economic development staff of the local governmental jurisdictions, and representatives of area economic development agencies, was appointed. The purpose of this Working Group was to meet regularly to discuss and review CEDS materials, to update the projects list, and to propose updated goals and objectives to the CEDS Committee to review. All members of the Working Group are also CEDS Committee members.



Lucas County CEDS Committee

Public Leadership

Lucas County Representative	Peter Gerken, Commissioner	WM
Lucas County Representative	Michael Beazley, County Administrator	WM
City of Toledo Representative	John Loftus, Special Assistant to the Mayor	WM*
City of Maumee Representative	John Jezak, Administrator/ Safety Director	WM*
City of Sylvania Representative	Angela Kuhn, Administrator	WF
City of Oregon	Marge Brown, Mayor	WF
Village of Berkey	Barbara Huff, Mayor	WF
Village of Harbor View	Leo Depinet, Mayor	WM
Village of Holland	Michael Yunker, Mayor	WM
Village of Ottawa Hills	Kevin Gilmore, Mayor	WM
Village of Waterville	Jim Bagdonis, Administrator/ Safety Director	WM
Village of Whitehouse	Randy Bukas, Administrator	WM
Harding Township	Doyle Drennan, Trustee (Chair)	WM
Jerusalem Township	John Hanson, Trustee (Chair)	WM
Monclova Township	Keith Trettin, Trustee (Chair)	WM
Providence Township	Steven Perry, Trustee (Chair)	WM
Richfield Township	William Buckenmeyer, Trustee (Chair)	WM
Spencer Township	Michael Hood, Trustee (Chair)	BM
Springfield Township	Marylin Yoder, Trustee (Chair)	WF
Swanton Township	Dennis Tippe, Trustee	WM
Sylvania Township	Brad Peebles, Administrator	WM
Washington Township	Kenneth Kay, Trustee (Chair)	WM
Waterville Township	Robert Hertzfeld, Trustee	WM

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Economic Development and Workforce Training Organizations

Regional Growth Partnership Representative	Eileen Granata, Interim Director	WF*
Lucas County Economic Development Dept.	Waymon Usher, Director	BM*
Lucas County Economic Development Dept.	Brian Bilger, Manager	WM*
City of Toledo Ec. & Comm. Development Dept.	Tom Kroma, Deputy Director	WM*
Northwest Ohio Reg. Ec. Dev. (NORED) Assoc.	Hans Rosebrock, Chair	WM*
Sylvania Area Community improvement Corp.	Tom Grubs, Chair	WM
Oregon Economic Development Foundation	Dean Monske, Executive Director	WM*
Toledo/ Lucas County Planning Commissions	Robert Davis, Assistant Director	BM
River East Economic Revitalization Corp.	Don Monroe, Executive Director	WM
Lucas County Workforce Investment Board	William Willis, Executive Director	BM*
Toledo Metropolitan Area Council of Governments (TMACOG)	Anthony Reams, Executive Director	BM
Toledo Area Chamber of Commerce	Wendy Gramza, Exec. Vice President	WF*
Toledo-Lucas County Port Authority	Kelly Rivera, Special Projects Manager	WF*

Local Businesses

Minority Business Enterprise Representative	Hernan Vasquez, Mandell-Vasquez Inc.	HM
Minority Business Enterprise Representative	Roosevelt Gant, President, R. Gant, LLC	BM
Financial Representative	Larry Sykes, Assistant Vice President, Fifth Third Bank	BM
Real Estate Representative	Stephen Serchuk, Executive Vice President, Signature Associates	WM
Utilities Representative	Hans Rosebrock, Senior E. D. Executive, FirstEnergy Corp.	WM*

Distressed Populations, Women, and Minorities

Local Initiative Support Corporation (LISC)	Hugh Grefe, Senior Program Director	WM*
Hispanic Chamber of Commerce	Hernan Vasquez, Member	HM
Northwest Ohio American Arab Chamber of Commerce	Nadeem Salem	AM
Northwest Ohio Black Chamber of Commerce	Karen Ashford	BF
Greater Toledo Urban League, Inc.	Johnny Mickler, President/ CEO	BM

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Universities and Public Institutions

University of Toledo, Urban Affairs Center	Neil Reid, Ph.D., Director	WM*
University of Toledo, Urban Affairs Center	Sue Wuest, Assistant Director	WF*
University of Toledo, Urban Affairs Center	Anthony Jones, Graduate Assistant	WM*
University of Toledo	Frank Calzonetti, Ph.D.	WM*
Bowling Green State University, Center for Regional Development	Michael Carroll, Ph.D.	WM*
Owens Community College	Linda Stacey, Vice President	WF
Mercy Health Partners	Scott Shook, Senior Vice President	WM
Lucas County Board of Education	Thomas Baker, Superintendent	WM

Legend

An asterisk (*) next to a name indicates participation on the CEDS Working Group.	
The letters after a name indicate race and gender:	
• B = Black	• H = Hispanic
• W = White	• M = Male
• A = Arab	• F = Female

Working Group

Toledo/ Lucas County Planning Commissions	Robert Davis
Bowling Green State University	Michael C. Carroll, Ph.D.
City of Maumee	John Jezak
City of Toledo	Tom Kroma
City of Toledo	John Loftus
FirstEnergy Corp.	Hans Rosebrock
L.I.S.C.	Hugh Grefe
Lucas County	Brian Bilger
Lucas County Economic Development	Waymon Usher
Lucas County Workforce Investment Board	William Willis, Jr.
Oregon E.D. Foundation	Dean Monske
Regional Growth Partnership	Eileen Granata
Toledo Area Chamber of Commerce	Wendy Gramza
Toledo-Lucas County Port Authority	Kelly Rivera
University of Toledo	Frank Calzonetti, Ph.D.
University of Toledo	Neil Reid, Ph.D.
Urban Affairs Center-Univ. of Toledo	Anthony Jones
Urban Affairs Center-Univ. of Toledo	Sue Wuest

Consultants

Poggemeyer Design Group	Charlene M. Kerr
Poggemeyer Design Group	Michael K. Sachs

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The CEDS Committee met to review and discuss information prepared by the Working Group once each month in February, May and June of 2005. The Working Group met numerous times between January and July of 2005. A formal request for projects was issued to local political subdivisions and all economic development organizations in February of 2005.

The University of Toledo's Urban Affairs Center (UAC) assisted with demographic data collection and analysis and reviewed this information with the Working Group. Discussions were held with the Working Group to update activities and accomplishments since the last OEDP update in 1995 and the last Annual Report in 1997. This information was then presented to and approved by the CEDS Committee in late February 2005.

A preliminary vision and goals were developed for review and finalization during March and April of 2005. Recommendations of the Working Group were formulated into specific objectives for presentation and consideration by the CEDS Committee in April of 2005. Additionally, a preliminary projects list was compiled based on responses from local political subdivisions and economic development organizations, and then prioritized by the Working Group in April 2005. The full CEDS Committee considered, discussed, and made recommendations for prioritization of the final CEDS document and prioritized projects list at its June 2005 meeting. The Lucas County Commissioners requested that additional input be gathered by meeting with the Lucas County Township Association and the Lucas County Improvement Corporation (LCIC) to determine more accurately a consensus of local jurisdictions and participating organizations. A fourth meeting of the CEDS Committee was held on 8/17/05 for final confirmation of the County's Top Project.

Local Economic Development Initiatives

A founding principle of the CEDS process is the inclusion and consideration of the economic development strategies developed by the various community stakeholders and individual economic development organizations. Organizations with some role in economic development within Lucas County include:

- Lucas County Economic Development Office,
- City of Toledo Economic Development Office,
- Toledo/Lucas County Port Authority,
- Regional Growth Partnership (RGP),
- Toledo Area Chamber of Commerce,
- Sylvania Area Community Improvement Corporation (SCIC),
- Lucas County Improvement Corporation (LCIC),
- Regional Office of the Ohio Department of Development,
- Northwest Ohio Regional Economic Development (NORED),
- Oregon Economic Development Foundation,
- Lucas County Workforce Investment Board,
- Anthony Wayne Community Improvement Corporation (AWCIC),
- Bowling Green State University (BGSU),
- University of Toledo, Urban Affairs Center (UT-UAC),



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- Individual cities and villages,
- Several neighborhood Community Development Corporations, and
- Local Initiative Support Corporation (LISC).

Various organizations within and including Lucas County and the City of Toledo have been very active recently in formulating new economic development strategies. Numerous reports and studies have been completed or updated in an effort to create a unified and systematic approach to development.

The *Toledo 2020 Comprehensive Plan*, adopted by City Council in 2000, identified areas of the City where industrial development should be focused. In response to this plan, the Toledo-Lucas County Plan Commissions produced a *Vacant Industrial Land Use Report* that identified the majority of the vacant industrial lands within Toledo, and estimated the costs for infrastructure extensions and upgrades to services these sites.

The *Toledo-Lucas County Economic Development and Innovation Plan*, prepared by Hammer-Siler-George and the International Economic Development Council, was completed in 2004. This report, which was developed at the request of the Toledo-Lucas County Port Authority, Lucas County, and the Toledo Area Chamber of Commerce, identified fourteen major findings and conclusions, and presented two high priority recommendations. The first recommendation was the identification of target industries. The second was establishing effective strategies for attracting, retaining, and growing those targeted industries. Nine suggested strategies were included.

In addition, the study presented a recommended organization approach for future economic development delivery system within the City and County. The City and County have agreed to implement a countywide economic development entity in a reorganized version of the Lucas County Improvement Corporation (LCIC). This process is currently underway (early 2005).

Other recommendations from this study that are being implemented include:

- The RGP and the universities should collaborate to foster more technology-based economic development. Currently, RGP is working with UT and MUO to develop a technology corridor.
- Economic development activities should be based on targeted industry clusters. UT-UAC, coordinating with the ED Practitioners group, is refining the study's target industries in order to develop an industry cluster-based economic development initiative.
- Effective land assembly, preparation, and packaging is required. The Toledo/Lucas County Plan Commissions have inventoried local industrial properties that can be used to meet this objective.



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- Ensure that the workforce needs of the region are met and focused around the industry clusters. The Workforce Investment Board is developing its work program around the industry clusters identified in prior studies, with the objective of making sector-based training and investment decisions. They are also analyzing labor trends in the identified clusters.

Another study, conducted by professors Dr. Neil Reid of the University of Toledo, and Dr. Michael Carroll of Bowling Green State University, also identified a similar list of potential industry clusters. Their findings are discussed below.

The findings of these studies have been reviewed and incorporated, as appropriate, into this CEDS planning process and document.

Industry Cluster Strategy

One of the current trends in economic development is to concentrate efforts on industry clusters that make sound economic sense for a specific region. The RGP, the UT-UAC, BGSU, the Port Authority, and others, are leading and facilitating the development and implementation of an industry cluster-based economic development strategy for the region, the study by Drs. Reid and Carroll.

Clusters are geographic concentrations of interconnected companies that work closely with each other, local suppliers, infrastructure providers, educational institutions, and other relevant agencies. An industry cluster economic development strategy is based on the premise that companies can realize higher levels of competitiveness when they look beyond their own limited capacity, and develop strategic partnerships with other companies and support institutions. These partnerships help address challenges and solve problems that companies are unable to address or solve on their own.

When competitive companies identify ways in which they can cooperate to their mutual benefit, synergies are created. The success of this type of cluster strategy requires the support and cooperation of public sector and other institutions, such as economic development agencies and universities, which must make themselves available to assist with collaborative problem solving and solution identification.

A successful cluster-based economic development strategy will help northwest Ohio expand the number of existing high-paying jobs, increase the rate of new business formation, and enhance the innovative capacity of local industry. Furthermore, and perhaps most importantly, it will provide a platform for long-term, sustained, economic growth. It is a strategy that will maximize the investment returns of scarce public sector dollars.



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Identified Clusters

The Urban Affairs Center at the University of Toledo, led by Professor Neil Reid, and the Center for Regional Development at Bowling Green State University, led by Professor Michael C. Carroll, prepared an *Industry Cluster Strategy for Northwest Ohio*. That strategy identified eight industrial sectors with the potential to become the cornerstones of northwest Ohio's economy. These clusters can be categorized into the following two broad areas:

- 1) Cross-cutting clusters, which provide critical support to the region's entire economic base (e.g. transportation logistics); and
- 2) Targeted industrial clusters, which focus on the production or delivery of a specific product or service (e.g. automotive).

These eight industry clusters represent a cross-section of Northwest Ohio's industrial base and represent both large-scale and small-scale industries with strong historical ties to the region (glass) and emerging industries like alternative energy. They are categorized as follows:

Cross-Cutting Clusters

- Information Technology
- Advanced Engineering
- Transportation Logistics
- Alternative Energies

Targeted Industrial Clusters

- Automotive
- Plastics
- Glass
- Specialized Agriculture

It is important to note that an industry cluster-based economic development strategy cannot be viewed as a static effort. It must be viewed as a process that includes a careful and regular examination of opportunities within the current economic environment, reexamination of targeted clusters, and identification of newly emergent clusters as potential targeted industries. Recognizing this process of examination, Lucas County has established a very thorough workforce development strategy.

Workforce Development

According to U.S. Census data and occupational data from the Ohio Department of Job and Family Services, Lucas County has experienced a negative impact resulting from considerable job loss in the manufacturing industry over the past several years. Many former manufacturing workers enjoyed low-skill, high-wage jobs, and subsequently were not motivated to learn new skills, or upgrade their current skills.

Future employment and occupational projections indicate that advances in manufacturing technology are expected to continue to cause a reduction in the manufacturing workforce, and will require current manufacturing workers to acquire new skill sets in order to be competitive in the evolving job market. Additionally, the demand for a skilled, technologically-proficient



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workforce is anticipated to increase dramatically as new industries move into the region.

In response to this trend in the economy, Lucas County has created a non-profit organization, the Lucas County Workforce Investment Board (WIBLC), to:

- Oversee publicly-funded workforce development programs and a “one-stop” service delivery network, acting as the voice of employers in setting standards for those programs;
- Coordinate County policies and programs with the local business community to be more responsive to their current and future workforce needs based on trends in the local job market;
- Build partnerships with economic development agencies so that job creation incentives and worker training incentives are aimed at the same targets;
- Reform the workforce development delivery system for improved accountability and customer responsiveness; and
- Mobilize both private and public resources to address identified needs.

The WIBLC is dedicated to the creation of an environment that brings together workforce development initiatives and economic development initiatives to spur business and job growth in the region. This focus has led to the opening of The Source Northwest Ohio. Empowered by the WIBLC, The Source has assumed the role of the “hub” of the workforce system that engages various community employment services, training/education and social service organizations in a single location to create a seamless system that links this community workforce development system with economic development.

In response to the immediate needs of our region’s workforce, the WIBLC has identified employment concentrations as one component of its workforce development strategy. These employment concentrations allow the WIBLC to target specific employment sectors for advanced training and employment services. This component of the County’s workforce development strategy compliments the region’s industrial cluster development strategy by balancing current employment needs with future employment opportunities for the region. In doing so, the WIBLC can respond to immediate employment needs, while adapting to trends in the local economy. Therefore, as the identified industry clusters develop, the County’s workforce development strategy will compliment and enhance them.

Based on a review of current labor market information, the WIBLC has decided to focus on developing a workforce with the skills, training, and education to meet the employment needs of the following employment concentrations:

- Information Technology
- Engineering



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- Transportation and Warehousing
- Manufacturing
- Healthcare
- Construction

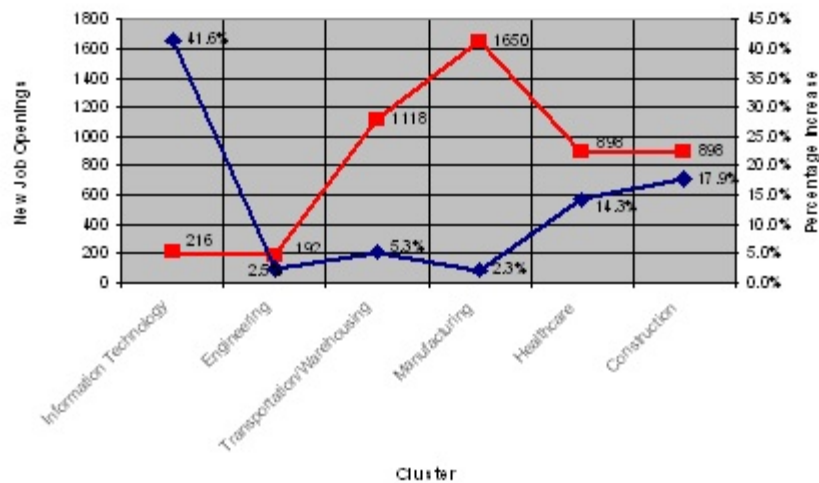


In an industry cluster economic development strategy, it is critical to identify either industries or occupations where wages are relatively high, and where there is a corresponding moderate-to-high degree of demand. The demand component is usually based on projections of both job growth and job replacement needs by industry and/or occupations.

When analyzing demand components, it is necessary to look at both the percentage of new job openings and the total projected annual job openings, in order to see the complete picture (See Graph 1). It is also important to note the following caveats:

- Projections are based on a ten-year period. There may be discrepancies in the short-term (i.e. rapid growth in one year vs. no growth in another year).
- Education and training programs must be careful not to “over-invest” in a particular industry cluster, thereby creating a “glut” of people in that particular industry cluster.

Graph 1 High Employment Prospects



- What happens in the local and national economy over the course of the decade in question will have an effect on the projections.

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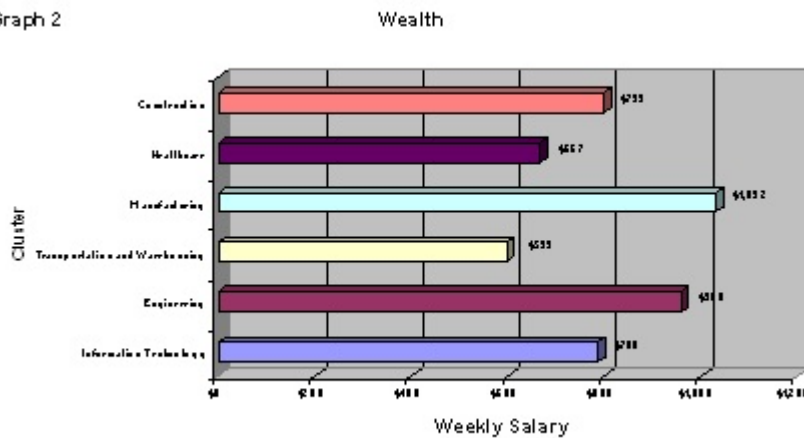
Based on employment concentrations, the growth rates, by percentage and annual projected openings for the Toledo Metropolitan Service Area from 2000-2010 for the identified clusters, are as follows:

- Information Technology - Growth rate: Increase of 41.6%; Projected annual openings: 216.
- Engineering - Growth rate: Increase of 2.5%; Projected annual openings: 192.
- Transportation and Warehousing - Growth rate: Increase of 5.3%; Projected annual openings: 1,118.
- Manufacturing - Growth rate: Decrease of 2.3%; Projected annual openings: 1,650.
- Healthcare - Growth rate: Increase of 14.3%; Projected annual openings: 898.
- Construction - Growth rate: Increase of 17.9%; Projected annual openings: 898.

When using an employment concentration strategy, it is also important to emphasize wealth generation (i.e. high wages) versus job creation. A central goal is to drive the wealth of a region by focusing on industries that demonstrate the highest wages. The intended outcome is to increase income patterns. A summary of the average weekly wages for employment concentrations, along with total wages within the identified concentrations for Lucas County in the third fiscal quarter of 2003 follows, and is graphically displayed in Graph 2.



Graph 2



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- Information Technology - Average weekly wage: \$788; Total industry income: \$37,788,410.
- Engineering - Average weekly wage: \$960; Total industry income: \$12,517,615.
- Transportation and Warehousing - Average weekly wage: \$599; Total industry income: \$56,472,500.
- Manufacturing - Average weekly wage: \$1,032; Total industry income: \$357,220,614.
- Healthcare - Average weekly wage: \$667; Total industry income: \$301,694,180.
- Construction - Average weekly wage: \$799; Total industry income: \$116,607,747.

This cohesion between the Lucas County workforce development system and ongoing economic development initiatives is vital for sustainable economic growth.

Foreign Trade Zones

Toledo and Lucas County have established, through the Port Authority, Foreign Trade Zones to provide incentives for companies regarding their inventory taxes. If a business is located in a Foreign Trade Zone (FTZ) that was established prior to January 1, 1990, all inventories in the FTZ are completely exempt from property taxes. If the FTZ was established after January 1, 1990, only those inventories exempt under federal law are exempt from property taxes. The FTZ for the Toledo area was established in 1960, and is located at the Port of Toledo and at Toledo Express Airport.

The Toledo-Lucas County Port Authority oversees granting extensions and sub-zones of the FTZs in the region. This allows goods to be stored, manipulated, manufactured, reclassified and mixed with foreign and domestic products without duties until the products enter the domestic market. The Foreign Trade Zone in Northwest Ohio also provides State of Ohio and local tax advantages.

Of the 50 states and Puerto Rico, the State of Ohio ranks 2nd in FTZ employment, 3rd in FTZ Merchandise Volume valued at \$14.9 billion, and 3rd in FTZ Export Volume valued at \$2.8 billion. Recognizing the value of a Foreign Trade Zone, the Port Authority is “reconfiguring and expanding” its zone to ensure its future marketability. For example, Toledo’s FTZ has received these nationwide rankings:

- 1st in number of Active Sub-zones
- 2nd in Annual Volume valued at \$2.6 billion
- 3rd in Number of Firms in the Zone
- 5th in Employment
- 5th in Exports

Toledo’s FTZ enjoys general purpose areas (extensions of the FTZ) at the Port of Toledo, Toledo Express Airport, and Cedar Point Development Park,



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a 462-acre industrial park in Oregon, Ohio. Three rail lines serve Cedar Point Park, which is located just two miles from the Port of Toledo.

The Port of Toledo is the second largest deep-water port on the Great Lakes and St. Lawrence Seaway System. Located at the mouth of the Maumee River (the largest river entering the Great Lakes), the Port of Toledo is the first FTZ created on the Great Lakes. Today, the FTZ boasts eight sub-zones, including three for Daimler-Chrysler operations.

Community Reinvestment Areas

Community Reinvestment Areas (CRAs) are areas of land in which property owners can receive tax incentives for investing in real property improvements. The CRA program is a direct incentive tax exemption program benefitting property owners who renovate existing or construct new buildings. Municipalities within the County and Lucas County have designated CRAs for this purpose. Specifically, CRAs exist in Toledo, Sylvania, Waterville, Holland, Maumee, and Sylvania Township.

Incentives can be offered to companies for up to 100 percent exemption of the improved real property tax valuation for up to 15 years, depending on the project and local policies. Commercial and industrial projects must have an incentive agreement in place prior to starting the investment. Local legislative authorities establish project eligibility and abatement terms. In some instances, local school board approval and/or revenue sharing agreements may be required.

Enterprise Zones

Enterprise Zones (EZs) are designated areas of land in which businesses can receive incentives in the form of tax exemptions on eligible new investments. EZs allow local officials to negotiate with businesses to encourage new business investment within the zone.

The Enterprise Zone Program provides real and personal property tax incentives for businesses that expand or locate in a certified, designated zone in Ohio. Companies located in cities and villages within an EZ can request an exemption of up to 75 percent for up to 15 years, while companies located in townships can request up to 60 percent exemption for up to 15 years, on real property improvements or tangible personal property tax valuation. Such requests can be made without School Board approval. Requests exceeding the 75% or the 60% must acquire School Board approval to proceed.

Lucas County created a County-wide Enterprise Zone in 1996, that included all land outside the Cities of Toledo and Maumee. The EZ also excluded the Village of Berkey, Richfield Township, Harding Township, and the small portion of the Village of Swanton located in Lucas County, by the choice of those local governments. Currently, the entire City of Toledo is designated as an EZ, and the City of Maumee has also established its own EZ.



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Qualifying businesses requesting tax incentives must agree to retain or create employment; establish, expand, renovate or occupy a facility in an Enterprise Zone; and invest in new real and/or personal property. Community and/or township approval, as well as County approval, is required prior to submitting the request and documentation to the State. All approvals are required prior to project initiation.

Corporations locating in enterprise zones may qualify for a credit for the amount reimbursed to certain employees for day-care costs, with a maximum of \$300 per child and for the amount reimbursed to certain employees for job-training costs, with a maximum of \$1,000 per employee.

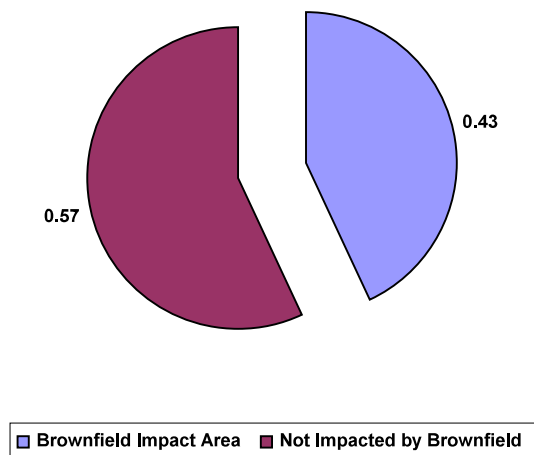
Brownfield Redevelopment

A brownfield is an abandoned, idled or under-used industrial or commercial property where expansion or redevelopment is complicated by known or potential prior releases of hazardous substances and/or petroleum. Ohio EPA and the Ohio Department of Development offer opportunities for local governments, community groups, developers and environmental professionals to cleanup and reuse brownfields.

The majority of brownfields in Lucas County are located within the City of Toledo. A Brownfield Impact Area (“BIA”) has been identified within Toledo’s Enterprise Zone and Community Reinvestment Areas, which contains nearly all of Toledo’s approximately one hundred brownfield sites. (See Figure 5).

The central city Census tracts comprising the BIA encompass 43% of Toledo’s land mass and are plagued with unemployment, poverty, decaying buildings, disinvestment, and urban flight (See Graph 3). The devastating impact of brownfields in the BIA cannot be overstated. Census data reveals

Graph 3
Brownfield Impact Area as a percentage
of the City of Toledo's Land Area



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that the population of Toledo declined by 70,000 people between 1970 and 2000. Ninety-four percent of this population loss occurred within the BIA. Although there are multiple reasons for the decline of the BIA, it is clear that Toledo's loss of population and tax base cannot be reversed without addressing brownfields in central city neighborhoods.

Despite the economic hardship present in the BIA, there are opportunities for redevelopment. The City of Toledo's strong brownfield revitalization program has resulted in significant achievements, and continues to aggressively pursue new opportunities. In addition to successfully redeveloping brownfield sites for major office and industrial complexes, Toledo's brownfield program is making a concerted effort to redevelop disadvantaged central city neighborhoods.

Brownfield Redevelopment Strategies

There are two major principles guiding Toledo's brownfield redevelopment strategies.

Redevelop the City's riverfront, thereby inviting the community to return to its greatest natural resource.

Redevelop the BIA by coordinating brownfield redevelopment with other community revitalization activities, primarily new schools being constructed by the Toledo Public Schools.

The brownfield program furthered its riverfront development strategy by applying for and receiving a \$2,999,717 Clean Ohio Revitalization Fund grant from the State to redevelop a forty-five acre brownfield property along the Maumee River at Interstate 75 and Miami Street. The City intends to redevelop this site for mixed uses, incorporating a significant level of market-rate housing. This development will help stabilize Toledo's population and tax base.

In 2003 and 2004, the brownfield program submitted a series of proposals for grants to the U.S. EPA to further its strategy of redeveloping central city brownfield sites in conjunction with new schools and other community revitalization activities. These proposals yielded:

\$600,000 in Brownfield Revitalization grants from the U.S. EPA in 2003,
\$2,400,000 in Brownfield Revitalization grants from the U.S. EPA in 2004,
One of five "Smart Growth in Brownfield Community" Grants in 2003.

Weak market conditions in the BIA mandate that the Toledo encourage and facilitate comprehensive community development projects that transform neglected areas of Toledo into neighborhoods of choice. The City is addressing this need through an innovative local Notice of Funding Availability (Toledo NOFA). The Toledo NOFA integrates \$2,800,000 of the brownfield redevelopment funds from U.S. EPA referenced above with \$2,800,000 in HOME funds from the HUD; \$750,000 in lead abatement funds from HUD; \$500,000 in Enterprise Development Loan funds; and \$250,000 in Façade grants.



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The City of Toledo anticipates that the Toledo NOFA will generate three to four major community development projects utilizing a systemic approach to urban revitalization. Successful projects will most likely create synergy with the school construction program being undertaken by Toledo Public Schools or take advantage of Toledo's riverfront.



New Schools/New Neighborhoods Coalition

The challenge of redeveloping disadvantaged central city neighborhoods requires that institutions, residents, and other stakeholders coordinate limited resources by collaborating to the fullest extent possible.

In November of 2002, Toledo voters passed a 4.99 mill levy to fund the local share of the Toledo Public Schools comprehensive school building project. The total project cost which includes contributions from the State of Ohio will be \$818 million. This is the largest construction program in the history of the City of Toledo. The school building project will result in construction or rehabilitation of over 60 Toledo schools.

The Toledo Area Chamber of Commerce, the City of Toledo, The University of Toledo, Toledo Public Schools, Toledo-Lucas County Public Library, Toledo Area Regional Transit Authority (TARTA), Local Initiatives Support Corporation (LISC), Lucas Metropolitan Housing Authority (LMHA), numerous community development corporations, and other partners have established the *New Schools - New Neighborhoods Coalition (NSNN)*, a broad-based approach to planning coordinated development activities specifically targeted to capitalize upon the tangible and intangible effects of the school construction.

NSNN is working with community organizations and other stakeholders to develop ideas, plans, implementation strategies, and to identify and secure resources to revitalize neighborhoods surrounding the new schools. These efforts include housing construction and revitalization, commercial revitalization, public transportation, public and private infrastructure, social services, parks and recreation, etc. New schools and reinvigorated urban neighborhoods may be one of the key elements that will support economic growth and revitalization of the City of Toledo and Lucas County.

Major Economic Development Issues

Members of the CEDS Committee raised specific economic development issues over the course of plan preparation, that needed to be addressed in the CEDS. These issues included:

1. The slow recovery of the Lucas County economy following the last national economic recession.
2. The need for increased local governmental cooperation and attention to relationships that will nurture and improve the economic environment, and that will foster the formation of new

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businesses, evidenced by an expansion of existing employment opportunities for residents.

3. The ability of local communities to attract new employers to the region, as well as to retain and aid the expansion of existing businesses to increase job opportunities.
4. The ability of local industry to attract and maintain a qualified workforce with the job skills required to meet employers' current and future needs.
5. The ability to attract and retain younger, well-educated, skilled, residents within the community.
6. Recognition that the historic pattern of agricultural land use and the natural resources that contribute to the quality of life sought by residents are threatened, in some cases, by expansion of urban development away from the more populated cities and villages.

The vision, goals, objectives, and strategies developed throughout the CEDS planning process addresses these issues.

