



TOLEDO-LUCAS COUNTY PLAN COMMISSIONS

ONE GOVERNMENT CENTER, SUITE 1620, TOLEDO, OHIO 43604 PHONE 419-245-1200 FAX 419-936-3730

THOMAS C. GIBBONS, DIRECTOR



DATE: January 12, 2017

REF: Z-11006-17

TO: President Matt Cherry and Members of Council, City of Toledo

FROM: Toledo City Plan Commission, Thomas C. Gibbons, Secretary

SUBJECT: Request for Zone Change from CO Office Commercial to RM36 Multi-Dwelling District

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, January 11, 2018 at 2:00 P.M.

GENERAL INFORMATION

Subject

Request - Request for Zone Change from CO Office Commercial to RM36 Multi-Dwelling District

Location - 2310 Jefferson Ave

Applicant - Unison Health
David Moebius
1425 Starr Ave
Toledo, OH 43605

Site Description

Zoning - CO Office Commercial

Area - .528 acres

Frontage - 100'

Existing Use - Office building

Proposed Use - Drug and Alcohol Treatment Facility, Residential

Area Description

North - Apartment building and office buildings / CO

South - Public park / POS and apartment building / CO

East - Hospital and college / CO

West - Apartment buildings and offices / CO

GENERAL INFORMATION (cont'd)

Parcel History

- | | | |
|--------------|---|--|
| OWE-7-15 | - | Install and replace signs on the building (OWEHDC approved 4/13/2013). **After further review, address was not found to not be located within the OWEHD. |
| SUP-11007-17 | - | Special Use Permit for drug and alcohol facility, residential, companion case to the Zone Change request. |

Applicable Plans and Regulations

- Toledo Municipal Code Part Eleven: Planning and Zoning
- Toledo 20/20 Comprehensive Plan
- Toledo UpTown District Plan
- UpTown District Urban Neighborhood Overlay

STAFF ANALYSIS

The applicant is requesting a Zone Change from CO Office Commercial to RM36 Multi-Dwelling District for a site located at 2310 Jefferson Ave. The .528-acre site is occupied by an existing historical building that was constructed in 1872. It is currently used as office space by the applicant for their human resources department. The structure is comparable to surrounding houses and offices buildings located on Woodruff and Collingwood Boulevard. The site is located within the UpTown District Urban Neighborhood Overlay District and is located outside the Old West End Historic District but is within 500 feet of its boundary.

The applicant is requesting a Zone Change to RM36 Multi-Dwelling District to convert the structure to a residential Drug and Alcohol Treatment facility. A Zone Change is required because the proposed facility is not a permitted use in the CO Office Commercial zoning district. The companion case, SUP-11007-17, accompanies this case. The parcels to the north, west and east of the site are currently zoned CO Office Commercial. Surrounding land uses include high rise apartment buildings, additional office buildings offering services to those with disabilities and addiction services for the youth and adults.

The staff will not support the companion Special Use Permit because of the spacing violations under the Toledo Municipal Code, Section 1104.1000 Group Living and Day Care. Residential Drug and Alcohol Treatment facilities are subject to a spacing requirement of 500 feet to the next use of the same or similar as it pertains Group Living facility, Type A Family Day Care Home and Nonresidential Drug and Alcohol Treatment Centers. There are two nonresidential treatment facilities within 500 feet of the subject site. The Zepf Center which is a

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STAFF ANALYSIS (cont'd)

nonresidential treatment center for youth is located at a distance of 414 feet, and Harbor Light nonresidential treatment center for adults is located at 123 22nd Street at a distance of 480 feet.

UpTown District Urban Neighborhood Overlay

The property is located within the UpTown District Urban Neighborhood Overlay (UNO) which was developed out of the 2013 UpTown District Master Plan. The UpTown District Plan identified the area along Adams Street for arts and entertainment type developments. Recognizing the need for mixed-use developments which compliment the enhancement of Adams Street and the overall redevelopment of the UpTown District, the proposed use does not conform to the vision of the UpTown District Plan.

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets this site for Office Commercial uses. The Office Commercial (CO) category is intended to function as a low to medium-intensity office zoning district that is generally intended for application along arterial streets. The district is intended to provide alternative zoning classifications for streets and roads where there is a desire to prevent strip commercial development. The district is also intended to serve as a land use buffer between major streets and residential neighborhoods and between higher intensity commercial areas and residential neighborhoods. The proposed Zone Change does not conform to the 20/20 plan.

Staff recommends disapproval of the Zone Change for this location for several reasons. First, it is not compatible with the land uses in the immediate area. Second, the proposed RM36 Multi-Dwelling District Zoning would be considered a "spot zone" parcel not consistent with the current zoning designations of properties established in the immediate area of the site. Third, the criteria for approving the companion Special Use Permit cannot be met, therefore, the Zone Change is not consistent with the stated purpose of the zoning code. Finally, the proposed RM36 zoning is inconsistent with the Toledo 20/20 Comprehensive Plan.

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PLAN COMMISSION RECOMMENDATION

The staff recommended that the Toledo City Plan Commission recommend disapproval of Z-11006-17, a request for a Zone Change from CO Office Commercial to RM36 Multi-Dwelling Residential District for a site located at 2310 Jefferson Ave, to the Toledo City Council, for the following four (4) reasons:

1. The proposed Zone Change is not consistent with existing land uses within the general vicinity of the subject property (TMC 1111.0606.B *Review and Decision-Making Criteria*); and
2. The proposed RM36 Multi-Dwelling Residential District zoning is not compatible with the zoning classifications of properties within the general vicinity of the subject property (TMC 1111.0606.C *Review and Decision-Making Criteria*).
3. The criteria for approving the companion Special Use Permit cannot be met, therefore, the Zone Change is not consistent with the stated purposed of the zoning code (TMC 1111.0606. A).
4. The proposed RM36 zoning is inconsistent with the Toledo 20/20 Comprehensive Plan.

However, the Toledo City Plan Commission recommends approval of Z-11006-17, a request for a Zone Change from CO Office Commercial to RM36 Multi-Dwelling Residential District for a site located at 2310 Jefferson Ave to the Toledo City Council.

Respectfully submitted,



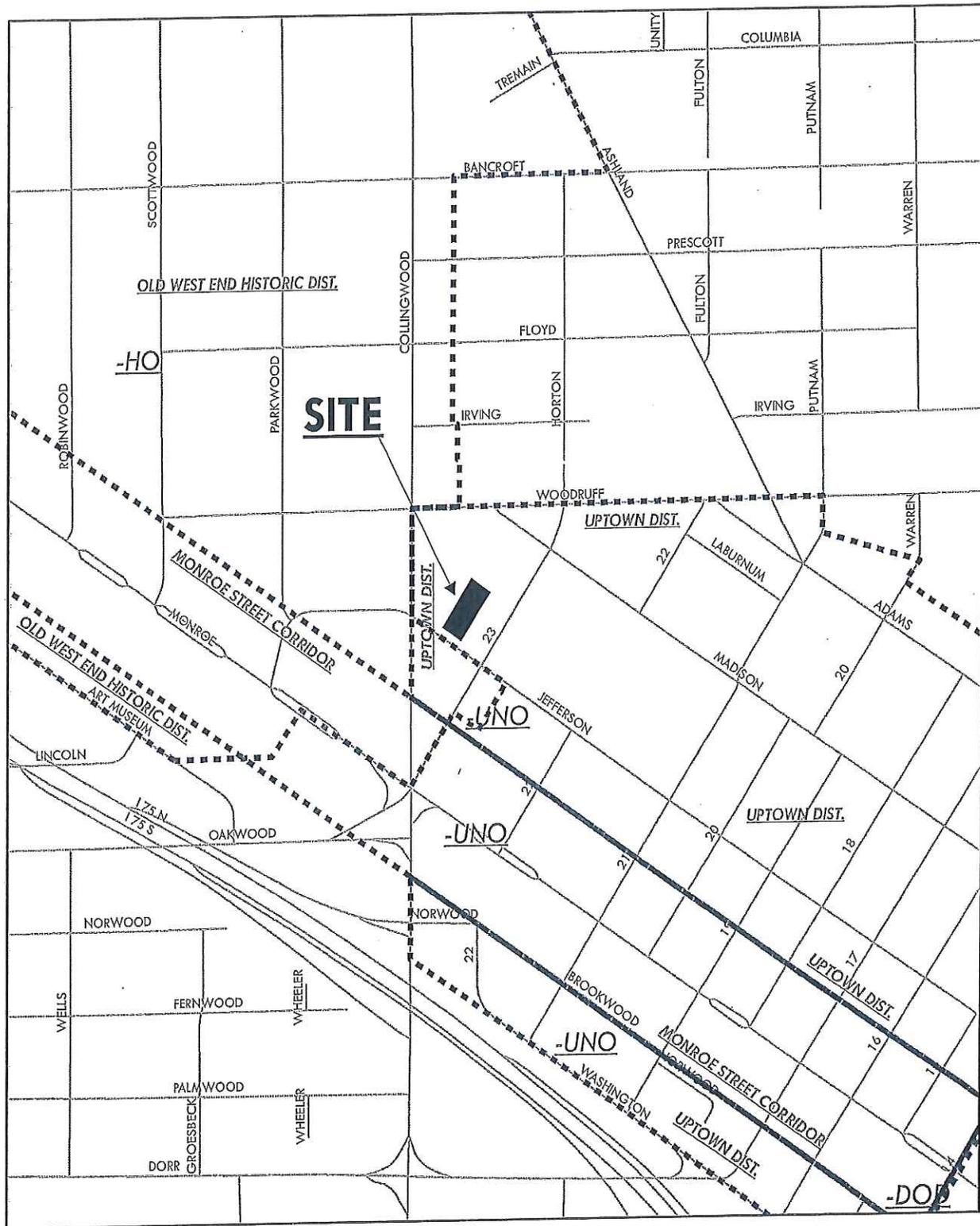
Thomas C. Gibbons
Secretary

MM
Two (2) sketches follow

Cc: David Moebius, Unison Health
Lisa Cottrell, Administrator
Molly Maguire, Principal Planner

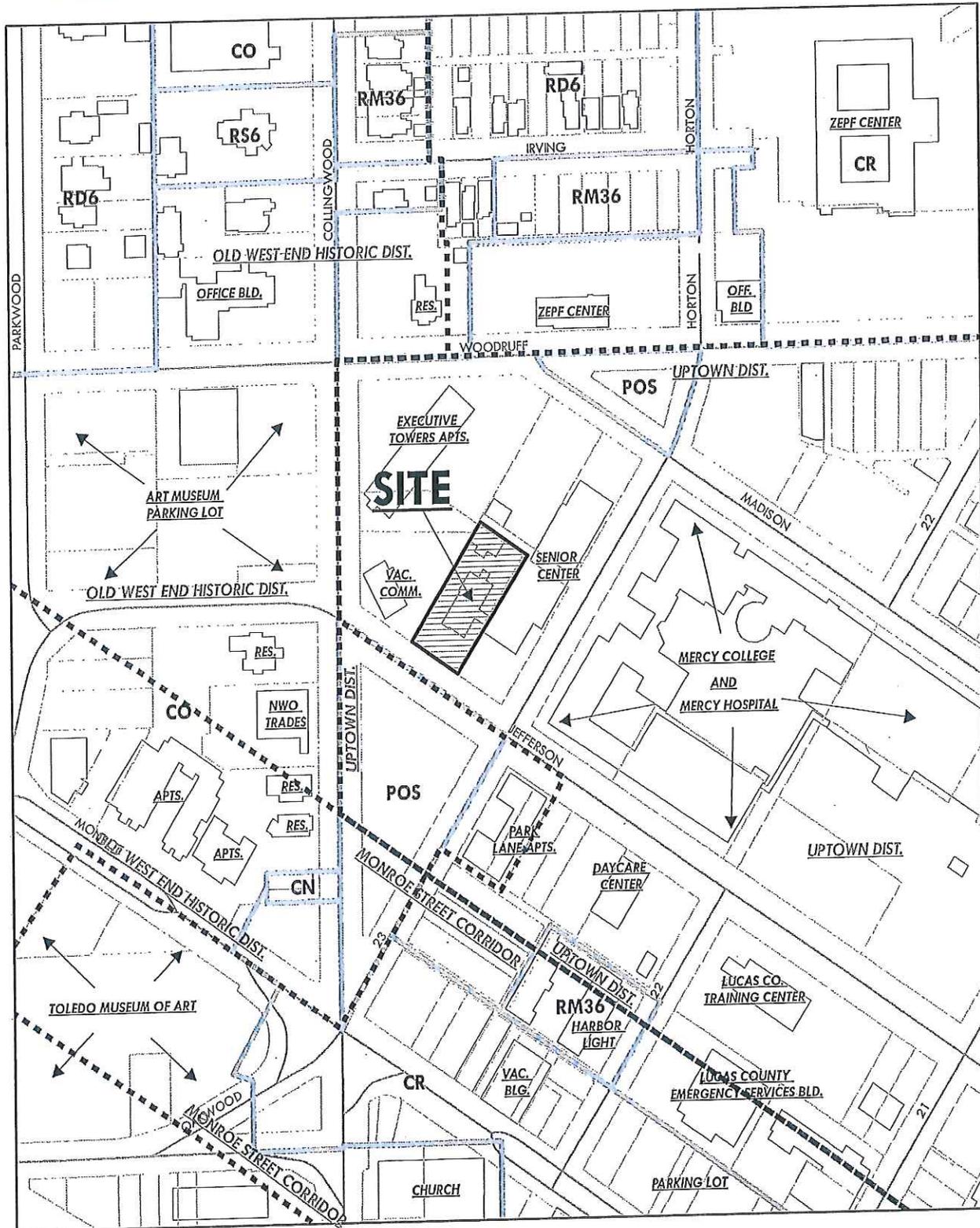
GENERAL LOCATION

Z-11006-17
ID 14



ZONING & LAND USE

Z-11006-17
ID 14



From Edward Hill **Date** Friday, January 05, 2018 10:20:33 AM
To Maguire, Molly; David Neuendorff (davidneuen5@att.net); TMOORE_ETFC@hotmail.com; Tammy Michalak (TMichalak@findleydavies.com); Courtney Macklin; 'Susan Postal'; 'Fanny Effler'
Cc 'paula radley'; 'Kirkbride, Michelle'; 'oldwestend1221@gmail.com'; 'david kosmyna'; Irene Martin
Subject Re:

To all,
 I just finished reading through the attachments and the following from the first attachment (Sup-11007-17) "At the public meeting, the OWEHDC members stated they would prefer the structure be returned to a single-family dwelling instead of a multi-family dwelling in order to preserve structure." doesn't quite summarize correctly what our conversation was about. The OWEHDC was pleased to hear about the new roof and other work being done to preserve the building. It was said at the meeting that at some point in the future it would be great if it could go back to single family but the work they(Unison) were presently doing on the building was a step in the right direction for it's preservation. Because our concern was with the structure we were satisfied with the care given to the building. I don't believe anything was said against its present or proposed use so I believe the statement in Sup-11007-17 should be changed to better reflect what was said. So the statement should read something like "OWEHDC members were pleased with the care being given to the building for it's long term preservation."





Z-11006-17
SUP-11007-17

St. Anne Hospital
St. Charles Hospital
St. Vincent Medical Center
Children's Hospital
Defiance Hospital
Tiffin Hospital
Willard Hospital

December 6, 2017

TO: Members of the Toledo / Lucas County Plan Commission:

This letter is written in support of Unison Health's petition for a zoning change and for a special use permit to operate Recovery Housing in their facility located at 2310 Jefferson Avenue. Unison Health has been a strong partner in the Mental Health and Addiction arena for over 40 years. Their commitment is evident and their work is extremely important within our community.

We are all concerned about the opioid epidemic within our community. Recovery Housing is a vital step in the continuum of care to provide the support at a critical time for those that are recovering from addiction. Research has shown that residents of recovery housing have an overall improved quality of life.

Mercy Health Group is committed to providing quality healthcare to the community we serve and are committed to working cooperatively with local providers such as Unison Health to effectively treat those that are battling with addiction.

Sincerely,

Tom Kroma
Director of Economic Development
Mercy Health
2409 Cherry Street
Medical Office Building 1, Suite 302
Toledo, Ohio 43608
Off: 419-251-2851
tbkroma@mercy.com

Z-11006-17
SUP-11007-17



January 4, 2018

Mr. Tom Gibbons
Director
Toledo Plan Commission
1 Government Center, # 1620
Toledo, OH 43604

Re: Unison Health – 2310 Jefferson Avenue

Dear Mr. Gibbons,

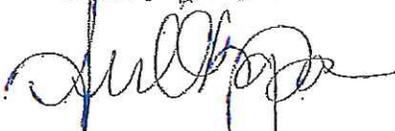
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We are all concerned about the opioid epidemic within our community. Recovery Housing is a vital step in the continuum of care to provide the support at a critical time for those that are recovering from addiction. Research has shown that residents of recovery housing have an overall improved quality of life.

The UpTown Association is pleased to have Unison Health within our community. Discussions have been held regarding collaborative ventures with our business community to further support residents of Unison Health's recovery house. We urge the Plan Commission to support the zoning changes necessary to allow the establishment of this Recovery Housing project.

Please feel free to contact me with any questions that you may have.

Thank you for your consideration,



Julie W. Champa
Executive Director



James Harter
President, Board of Trustees

Z-11006-17
SUP-11007-17



January 11, 2018

Toledo City Plan Commission
1 Government Center, #1620
Toledo, Ohio 43604

To Whom It May Concern:

I write on behalf of the Executive Committee of the Old West End Association regarding the request for a special use permit and zone change for the property located at 2310 Jefferson Ave. submitted by Unison Health. The Executive Committee of the Old West End Association supports the Staff Recommendation to decline both requests for the reasons cited in the Staff Analysis, and particularly, that the requested location is located less than 500 ft. from two similar properties, and therefore does not meet the zoning classifications of the Toledo Municipal Code.

We commend Unison for its efforts in addressing substance abuse, and particularly the opioid epidemic, in our community. We further appreciate that Unison has indicated that "efforts will be taken to work with local neighborhood associations, businesses and organizations to create an outside environment that is conducive to the surrounding area," according to the Staff Analysis. We trust that a suitable location will be found that meets the current zoning requirements and would welcome the opportunity to work with Unison as described above.

Thank you for the opportunity to comment.

Sincerely,

Jenifer A. Belt
President – Old West End Association

P.O. Box 4652 • Old West End Station • Toledo, Ohio 43610



Creating Hope.

PETITION TO TOLEDO CITY COUNCIL

PROJECT OVERVIEW

Unison Health is partnering with agencies both locally and at the State level to help combat the opioid epidemic in northwest Ohio. As part of that effort, the State of Ohio Mental Health and Addiction Services Agency released funding state-wide to provide support for Recovery Housing projects. Unison Health, working closely with the Lucas County Mental Health and Recovery Services Board, applied for a grant that would provide support for increasing the availability of substance abuse services within our community.

Unison Health owns a building located at 2310 Jefferson Avenue which currently houses financial and human resources components of our Agency. Our project involves changing the use of the property into a sober living facility that would provide around the clock supervised living for up to 16 residents. The residents in the house would primarily be referred from other Unison Health programs and would provide an opportunity for residents to continue their recovery process by providing living arrangements, support from staff and peers and a structured environment to accommodate life in recovery.

Recovery Housing is for people in recovery from substance abuse disorders. It is an important step in the continuum of care and is for people in recovery from alcoholism or addiction. We will provide an environment free from alcohol and illicit drug use with a focus on peer support and getting residents connected to other recovery services and supports offered by Unison Health or other community providers. Research shows that residents of recovery housing have an overall improved quality of life including:

- Decreased substance use.
- Decreased incarceration rates.
- Increased income.
- Increased family and social relationships
- Improved psychological and emotional well-being

We anticipate being operational as a Recovery House by April 1, 2018. Funding from the State of Ohio will provide resources to improve the property including replacement of the windows, replacement of the roof, renovations to the bathroom and kitchen, repaving the parking lot and to purchase furnishings for the house.

REQUEST

Unison Health is requesting the following:

1. Zoning change from CO (Office Commercial) to RM36 (Multi-dwelling residential)
2. Special Use Permit for Recovery Housing.
3. Waiver of the regulation requiring group homes to be a minimum 500' apart. Our facility would be 433 feet from the nearest group home.

AGENCY HISTORY

The Ruth S. Ide Center, established in 1972, was formed by the Citizens for Mental Health and Mental Retardation to serve the mentally ill living within the central cities area. The center – named in honor of Mrs. Ruth Street Ide who was active in mental health service development – served the needs of severely persistently mentally ill individuals. Twenty staff members provided psychosocial rehabilitation, case management, medical and residential services to clients.

The East Center for Community Mental Health, established in 1974, was formed by an advisory committee of community leaders from local schools, hospitals, churches, members of community organizations and community organizers. The center was established as the first community mental health agency in eastern Lucas County. With a focus on serving the outpatient mental health needs of children, adolescents, adults and older adults, the East Center and its staff of 15 quickly became a trusted neighbor on the East Side.

In an effort to decrease overhead administrative costs, provide clients with greater access to a range of services and serve a larger geographic area, the Ruth S. Ide and East Center merged in 1995 and became Unison Behavioral Health Group.

The agency officially changed its name to Unison Health in February 2017 to represent how the organization is looking forward to the continuing delivery of community-based health services. Unison Health provides integrated health services that are crucial to a healthy community. In addition to our nearly 40 year history of offering integrated mental health and substance abuse services to adults, children and adolescents, the agency is also focusing on the development of a health clinic to address the primary health needs of the clients we are privileged to care for.

Today, Unison's 265 employees care for nearly 8,000 adults, adolescents and children each year. Unison has three main locations, one in East Toledo and two in the central cities area. We are accredited by the Ohio Department of Mental Health and Addiction Services, the Mental Health and Recovery Services Board of Lucas County and the Joint Commission.