

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

One Government Center, Suite 1620, Toledo, OH 43604 P: 419 245-1200 F: 419 936-3730

DATE: January 12, 2024

REF: Z-8006-23

TO: President Carrie Hartman and Members of Council, City of Toledo

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

SUBJECT: Zone Change from CR-Regional Commercial to CM-Mixed Commercial-Residential for 14 parcels in the Warehouse District

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, January 11, 2024 at 1:00 P.M.

GENERAL INFORMATION

Subject

Request	-	Zone Change from CR-Regional Commercial to CM-Mixed Commercial-Residential
Location	-	111 S. Summit Street, 175 & 176 S. Summit Street, 116 Broadway Street, 122-126 Broadway Street, 140 Broadway Street, 328 Clayton Street, 0 St. Clair Street, 323 Lafayette Street
Applicant	-	MacGregor Driscoll ConnecToledo 300 Madison Ave Ste. 110 Toledo, OH 43604
Owner	-	Multiple Owners

Site Description

Zoning	-	CR-Regional Commercial
Area	-	±5.2 acres (228,685 square feet)
Frontage	-	Multiple streets
Existing Use	-	Apartments, vacant restaurant, auto shop, offices
Proposed Use	-	Various mixed uses
Overlay	-	Warehouse District Overlay

Area Description

North	-	Parking, offices, park, condominiums / IL & CD
South	-	Convenience store, restaurant, warehouses, single

GENERAL INFORMATION (cont'd)

Area Description (cont'd)

East	-	family residences / CR, CM, IL, RS6 Commercial garages and warehouses, Owens Corning, Restaurant, Swan Creek / IL, CD
West	-	Townhomes, offices, warehouses / CM, CD, IL

Combined Parcel History

Z-51-64	-	Zone Change from M-1 to C-3 in area south of Lafayette Street between St. Clair Street and Summit Street. Approved by PC 4-2-64. Ord. 364- 64
Z-300-69	-	Zone change from M-1 to C-3 on parcel having 600 feet frontage on the southeast side of S. Summit Street, located between S. Summit Street and Swan Creek south of Lafayette Street. Approved by City Council with Ord. 13-70 on 1-5-1970.

Applicable Plans & Regulations

- Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code
- Toledo 20/20 Comprehensive Plan
- Downtown Master Plan 2017
- Warehouse District Plan 2017

STAFF ANALYSIS

A Brief History of the Warehouse District

Toledo's Warehouse District has a rich history, with development dating back to the early 1800s. During this time, the area was an important nexus for the lumber industry, connecting to a series of canals and mills surrounding Swan Creek. These canals, along with the rise of the railroads (which eventually led to the decommissioning of the canals), would contribute to Toledo's growing reputation as a transportation hub. Due to its high elevation and lack of flooding problems, the Warehouse District densified with warehouses, becoming the city's most prominent piece of industrial land at the time.

Following Toledo's peak prosperity in 1920, a series of disrupters led to the steady decline of Downtown and the Warehouse District. Prohibition beginning in the 20s led to the closing of the city's breweries. The Great Depression came next with the subsequent closing of

STAFF ANALYSIS (cont'd)

A Brief History of the Warehouse District (cont'd)

300 Toledo firms. Toledo was disrupted again in the early 40s with the beginnings of suburban sprawl and the mass exodus of businesses from the downtown area to the edges of the City. Furthermore, the new highway system and subsequent use of trucks to deliver food from factory to store greatly reduced the need for warehousing, leading to the demolition of warehouse buildings, many of which were replaced with parking lots.

In the 1980s, The Toledo Plan Commission conducted a study of the Warehouse District to prepare for the impact of the new Seagate Center and other downtown development. The Action Plan of this study proposed the creation of a nonprofit, the Toledo Warehouse District Association (TWDA), to oversee the management of the neighborhood and its development. Over the next 25 years, TWDA led the restoration of this district. In conjunction with the Toledo Design Center and the Plan Commission, the TWDA published the 2012 Toledo Warehouse District Plan, which proposed the establishment of the Warehouse District Urban Neighborhood Overlay (adopted in 2014), and the creation of an Architectural Review Committee.

Development in the Warehouse District has further been guided by the Toledo 20/20 Comprehensive Plan, which designated most of this area's future land use as Urban Village to promote mixed-use development, with Downtown Commercial zoning interspersed north of Lafayette and Neighborhood Commercial zoning along the southern most part of the neighborhood. The 2017 Warehouse District Plan reinforces this vision, stating that the preferred uses in the Warehouse District are mixed use commercial and residential, specific commercial or residential, and open space.

Proposal

The request is a Zone Change from CR-Regional Commercial to CM-Mixed Commercial-Residential for fourteen (14) parcels in the Warehouse District. These parcels comprise a collective area of ±5.2 acres and have frontage on multiple streets. They are currently occupied by various uses including an apartment building, an auto shop, and office buildings. Surrounding land uses include parking, condominiums, offices and a park to the north; a convenience store, a restaurant, warehouses and single-dwelling residential to the south; warehouses, Owens Corning, a restaurant, and Swan Creek to the east; and townhomes, offices, and warehouses to the west.

Parcels within the site have undergone two zone changes shifting the zoning from M-1 (now IL-Limited Industrial) to C-3 (now CR-Regional Commercial). These changes were some of the first in the Warehouse District to shift uses from industrial to commercial. CR zoning is intended to accommodate auto- and regional-oriented commercial development. As the vision for the Warehouse District evolves, the applicant believes CM-Mixed Commercial-Residential would be a more appropriate zoning designation to achieve desired uses.

STAFF ANALYSIS (cont'd)

Proposal (cont'd)

ConnecToledo applied for a mass rezoning of the district (companion cases Z-8005-23, Z-8007-23, and Z-8008-23), with the desired outcome being that most parcels north of Lafayette Street will be CD-Downtown Commercial, and the parcels south of Lafayette Street will be CM-Mixed Commercial-Residential. The impetus for these changes is to foster continued growth in residents, commercial activity, pedestrian-oriented infrastructure, and adaptive re-use of existing buildings.

CM-Mixed Commercial-Residential is intended to accommodate mixed-use, pedestrian-oriented development. Pursuant to TMC§1106.0602 – *Residential Component*, a minimum of 50 percent of any new building over 25,000 square feet constructed in the CM district after June 6, 2004 must be devoted to residential dwelling units. ConnecToledo believes CM-Mixed Commercial-Residential zoning will help attract more residents to the Warehouse District and ensure these residents have access to attractive streetscapes and a diverse array of amenities.

While staff supports the efforts of ConnecToledo, it is important to take note of those existing industrial uses that would become illegal nonconforming under proposed zone changes. Industrial businesses reflect the heritage of the Warehouse District, and staff encouraged the applicant to conduct outreach around this proposal to impacted owners. Though these businesses' zoning would change, they would be able to continue operation, as per TMC§1114 – *Nonconformities*. This code section recognizes the interests of property owners in continuing to use their property, specifying regulations around their ability to expand their building's square footage, sell to similar uses, and make repairs to their buildings for maintenance and safety.

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets the site for Urban Village uses. Urban Village land uses are intended to accommodate pedestrian oriented mixed-use development with a diversity of uses. Various housing densities may be interspersed within these districts, as well as important public spaces. Staff agrees with the applicant that CM-Mixed Commercial-Residential, guided by the vision of all applicable plans, will achieve the desired outcomes of the Comprehensive Plan.

Staff recommends approval of the proposed rezoning because it is consistent with the Comprehensive Plan and the stated purpose of the Zoning Code. Furthermore, the proposed rezoning is compatible with the existing land uses within the general vicinity of the subject property.

Downtown Master Plan 2017

The Downtown Master Plan 2017 recognizes the Warehouse District as one of its five focus areas for development and revitalization. It targets this area for continued residential

STAFF ANALYSIS (cont'd)

Downtown Master Plan 2017 (cont'd)

development and adaptive reuse of industrial buildings for uses such as office space and pedestrian-oriented amenities. The Plan encourages activation of Warehouse District space, particularly around Swan Creek. The proposed rezoning would help achieve this Plan's vision.

Warehouse District Plan 2017

The preferred uses throughout the Warehouse District, as specified in the Warehouse District Plan 2017, are mixed-use commercial and residential, specific commercial or residential, and open space. The proposed rezoning is consistent with this Plan.

PLAN COMMISSION RECOMMENDATION

Staff recommended that the Toledo City Plan Commission recommend approval of a request for Zone Change from CR-Regional Commercial to CM-Mixed Commercial-Residential for fourteen (14) parcels with the Warehouse District, to the Toledo City Council for the following two (2) reasons:

1. The proposed zone change adequately conforms to the vision for the Warehouse District laid out in the Toledo 20/20 Comprehensive Plan, the Downtown Master Plan 2017, and the Warehouse District Plan 2017.
2. The subject properties are physically suitable for the uses permitted under the proposed zoning classifications (TMC§1111.0606(D) – *Review & Decision-Making Criteria*).

However, the Toledo City Plan Commission recommends approval of the proposed Zone Change with the following seven (7) parcels removed:

- **1157117:** OLIVERS DIVISION LOT 145 & 1/2 ALLEY ADJ VAC
- **1157087:** OLIVERS DIVISION LOTS 138 TO 143...PT SE OF SUMMIT ST & 1/2 VAC
- **1157124:** OLIVERS DIVISION LOT 146 NW 60 FT & 1/2 ALLEY ADJ VAC
- **1157127:** OLIVERS DIVISION LOT 146 SE 90 FT
- **1157131:** OLIVERS DIVISION 147 & NE 10 FT 148 & 1/2 VAC ALLEY NW & ADJ&
- **1157137:** OLIVERS DIVISION LOTS 149 & 150 & 1/2 VAC ALLEY NW & ADJ & 1/2
- **1157147:** OLIVERS DIVISION LOTS 151 152 & 153 & 1/2 VAC ALLEY NW & ADJ EX

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PLAN COMMISSION RECOMMENDATION (cont'd)

The Toledo City Plan Commission recommended approval as amended because the owner attended the hearing and voiced opposition to the proposal. The Toledo City Plan Commission does not want to re-zone the parcels without the owner's approval.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'T. C. Gibbons', written in a cursive style.

Thomas C. Gibbons
Secretary

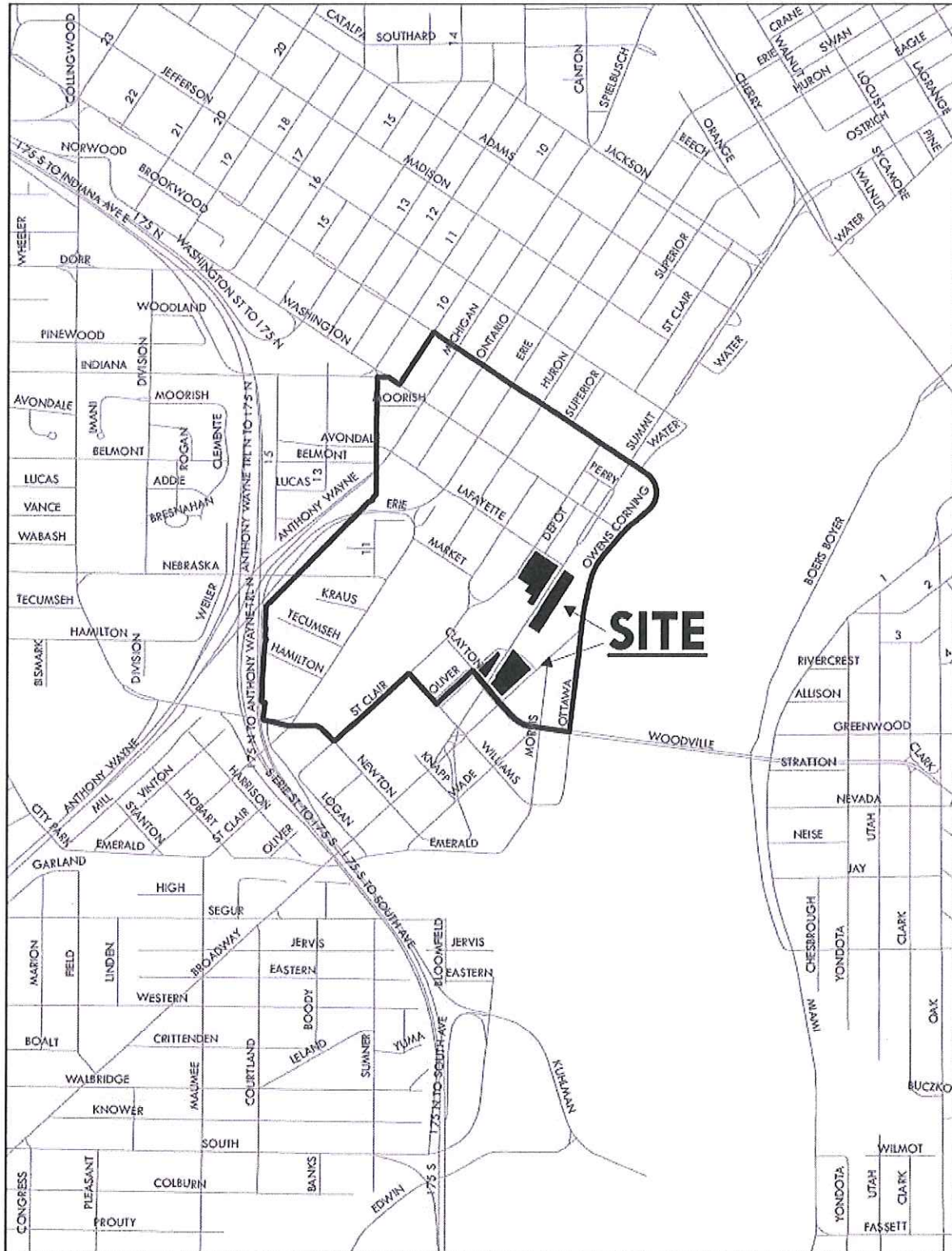
MJM

Two (2) sketches follow

Cc: MacGregor Driscoll, ConnecToledo, 300 Madison Ave. Ste. 110, Toledo, OH 43604
Lisa Cottrell, Deputy Director
Mara Momenee, Planner

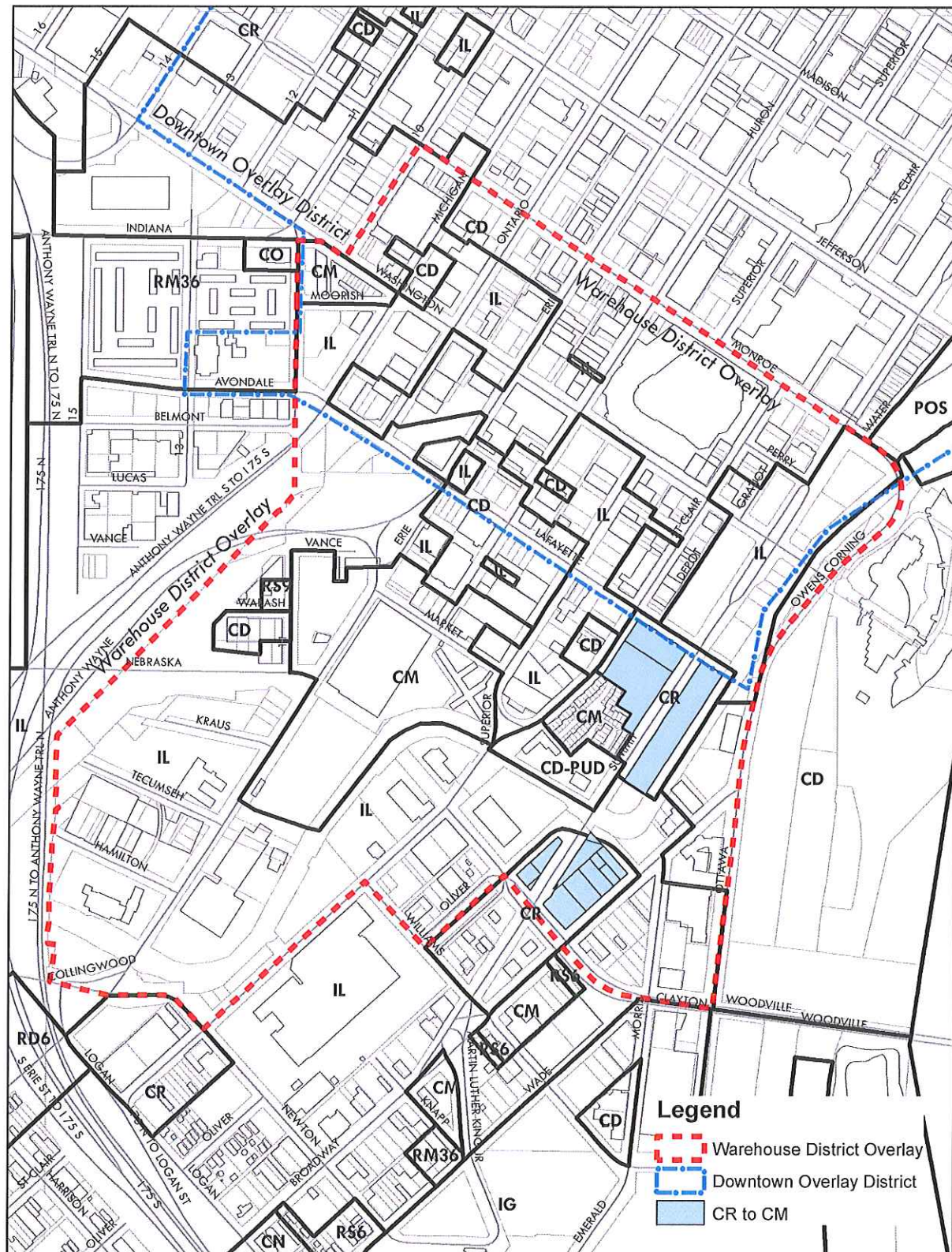
GENERAL LOCATION

Z-8006-23
ID 10



ZONING & LAND USE

Z-8006-23
ID 10





PO BOX 11, TOLEDO, OHIO 43697
TOLEDOWAREHOUSE.ORG

November 20, 2023

Dear Mac,

We thank you for the presentation on the Mass Down Zoning proposal for the Toledo Warehouse District at our November meeting.

The current zoning categories have presented us with a few issues recently and we want to help protect the Warehouse District for our future vision and plans. We tried a volunteer program a few years ago unsuccessfully.

We therefore support Connectoledo with the Blanket Down Zoning program.

Richard Rideout
TWDARC, Chairman



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May 16, 2023

Mr. Thomas Gibbons
Director
Toledo Lucas County Plan Commission,
One Government Center, Suite #1620
Toledo, Ohio 43604

Dear Mr. Gibbons:

I am writing to voice support for ConneCToledo's efforts to rezone the Toledo Warehouse District away from Regional Commercial, and Industrial Zoning into Downtown Commercial and Mixed Commercial Zoning. The Manhattan Building Company and KWIK Parking are supportive of this effort as an essential step to promoting the Warehouse District as Toledo's premier neighborhood.

The Warehouse District needs to see continued growth in residents, employee growth, and commercial activity to continue to thrive. For many years, the vision for the Warehouse District has been for a neighborhood with many residential and employment options, pedestrian and bike-oriented infrastructure, and adaptive re-use of buildings. Industrial and Regional Commercial Zoning is no longer compatible with the neighborhood, and voluntary efforts for re-zoning have not been effective.

As a property owner and business owner, The Manhattan Building Company and KWIK Parking are invested in the future of this neighborhood, and we feel this change to the zoning in the district is necessary to make that happen.

Thank you,

James G. Kniep
President
The Manhattan Building Company

Toledo Lucas County Plan Commission,

This letter is written to voice support for ConnectToledo's efforts to rezone the Toledo Warehouse District away from Regional Commercial, and Industrial Zoning into Downtown Commercial and Mixed Commercial Zoning. [Enter Organization Name] is supportive of this effort as an essential step to promoting the Warehouse District as Toledo's premier neighborhood.

The Warehouse District needs to see continued growth in residents, employee growth, and commercial activity to continue to thrive. For many years, the vision for the Warehouse District has been for a neighborhood with many residential and employment options, pedestrian and bike oriented infrastructure, and adaptive re-use of buildings. Industrial and Regional Commercial Zoning is no longer compatible with the neighborhood, and voluntary efforts for re-zoning have not been effective.

As a [Resident, business owner, property owner, organization], we are invested in the future of this neighborhood, and we feel this change to the zoning in the district is necessary to make that happen.

Thank you,

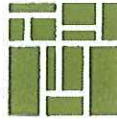
A handwritten signature in dark ink that reads "Jamie M. Paul". The signature is fluid and cursive, with a long horizontal line extending from the end of the name.

Jamie Paul/Toledo Warehouse District Association Treasurer

110 Ottawa #2f

Toledo, OH 43604

RECEIVED
MAY 17 2023
PLANNING DEPARTMENT
PLANNING DEPARTMENT



Toledo Design Collective
URBAN PLANNING & DESIGN

May 15, 2023

Tom Gibbons, Director
Toledo-Lucas County Plan Commissions
One Government Center, Suite 1620
Toledo, Ohio 43604

RE: Toledo Warehouse District Rezoning Support

Dear Tom,

The Toledo Design Collective (TDC) supports ConneCToledo's efforts to rezone the Toledo Warehouse District away from Regional Commercial, and Industrial Zoning into Downtown Commercial and Mixed Commercial Zoning. TDC is supportive of this effort as an essential step to promoting the Warehouse District as Toledo's premier walkable neighborhood.

The Warehouse District needs to see continued growth in residents, employee growth, and commercial activity to continue to thrive. For many years, the vision for the Warehouse District has been for a neighborhood with many residential and employment options, pedestrian and bike oriented infrastructure, and adaptive re-use of buildings. Industrial and Regional Commercial Zoning is no longer compatible with the neighborhood, and voluntary efforts for re-zoning have not been effective.

The TDC is a non-profit organization whose full-time staff, supported by our active volunteer board, provides neighborhood planning and design services to underserved neighborhoods of Toledo. Our expertise and passion stems from decades of combined experience as architects, city planners, urban developers, community leaders, and devoted Toledo residents. The TDC advocates for excellence and sustainability in design, and that this service should be a right not a privilege. In 2017 the TDC completed the Toledo Warehouse District Plan which was approved by Toledo City Council as an Amendment to the 20/20 Toledo Comprehensive Plan. This initiative spearheaded by ConneCToledo and the Toledo Warehouse District complements and builds on the plan in a positive way to create a vibrant neighborhood for all users. This initiative will build on pedestrian-oriented and adaptable development already happening within the Warehouse District.

On May 4, 2023 during a regularly scheduled TDC Board meeting, a motion was called to support rezoning classification of Warehouse District to a zoning classification based on the most recent Warehouse District Master Plan. A unanimous vote from the 12 board members in attendance came in support of the presented motion.

Please feel free to contact me with any questions or for additional information. Thank you in advance for your support.

Sincerely,


Elizabeth Ellis, Studio Director
Toledo Design Collective

cc: Jennifer Van Horn, TDC Board Chair