



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: February 14, 2020

REF: Z-8006-19

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 RS6 Single Dwelling Residential, RD6 Duplex Residential & CR Regional Commercial to CM Mixed Commercial Residential at 1901 & 2061 W. Central Avenue, 2918-2951 Jermain Drive, 2820-2835 Rathbun Drive & 3842, 3846, 3860 Monroe Street.

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, February 13, 2020 at 2:00 P.M.

GENERAL INFORMATION

Subject

- Request - Zone Change from RS6 Single Dwelling Residential, RD6 Duplex Residential & CR Regional Commercial to CM Mixed Commercial Residential
- Location - 1901 & 2061 W. Central Avenue, 2918-2951 Jermain Drive, 2820-2835 Rathbun Drive & 3842, 3846, 3860 Monroe Street
- Owner - The Toledo Hospital
100 Madison Avenue
Toledo, Ohio 43604
- Engineer - Lewandowski Engineers
234 North Erie Street
Toledo, Ohio 43604

Site Description

- Zoning - RS6, RD6 & CR / Single-Dwelling Residential, Duplex Residential & Regional Commercial
- Area - ± 8.8 acres
- Frontage - ± 1,198' along Central Avenue
± 711' along Promedica Parkway
± 1,102' along Jermain Drive
± 222' along Upton Avenue

GENERAL INFORMATION (cont'd)

Site Description (cont'd)

		± 210' along Monroe Street
		± 111' along Rathbun Drive
Existing Use	-	Parking lot, construction staging, single-family homes
Proposed Use	-	Mixed-use commercial residential development
Neighborhood Org.	-	None
Overlay	-	None

Area Description

North	-	Central Avenue, vacant commercial / CR
East	-	Upton Avenue, church, vacant commercial / RS6
South	-	Single- family residential / RS6
West	-	Promedica Parkway, vacant commercial / CR

Combined Parcel History

Z-166-57	-	Zone Change from "A" to "C" use and "D" height and area districts at Lot 203 in the Kingston Addition on W. Central Ave (P.C. approved on 9/5/1957, C.C. approved on 10/21/1957 by Ord. 528-57).
V-168-57	-	Vacate Bernice Avenue between Central & Jermain Dr. and alley south of Central Ave between Briar Cliff & Otis (P.C. approved 8/8/1957, C.C. approved on 2/14/1984 by Ord. 131-84).
M-1-84	-	Review and adoption of the Kingston Neighborhood Association Comprehensive Land Use Plan, area bounded by Monroe, Otis, Central and Upton (P.C. approved on 3/8/1984, C.C. approved on 4/3/1984 by Ord. 255-84).
Z-17-84	-	Zone Change from R-3 to R-2 at 2700, 2800 and 2900 blocks of Upton, Wellesley, Jermain, Rathbun, Winsted, Holyoke, Burn Mawr and Bayard (P.C. approved 3/8/1984 , C.C. approved on 4/3/1984 by Ord. 256-84).
Z-19-84	-	Zone Change from C-2 to R-2 at 3868 Monroe St. (P.C. approved 3/8/1984, C.C. approved on 4/3/1984 by Ord. 258-84).

GENERAL INFORMATION (cont'd)

Combined Parcel History (cont'd)

- Z-20-84 - Zone Change from C-2 to R-3 at the 3700 block of Monroe St. (P.C. approved 3/8/1984, C.C. approved on 4/3/1984 by Ord. 259-84).
- PL-7-89 - Parking lot review for Toledo Hospital Ambulatory Care facility at Central Avenue and Briar Cliff Road.
- V-1155-98 - Vacation of Otis and Westland, portions of Avenues, and dedication north and south of W. Central Ave (P.C. approved on 2/11/1999, C.C. approved on 5/25/1999 by Ord. 412-99).
- Z-300-05 - Zone Change from CO to CR at 3890 Monroe Street (P.C. approved on 4/14/2005, C.C. approved on 5/31/2005 by Ord. 394-05).
- Z.1 (j) 74-07 - Text Amendment adding Monroe Street Corridor Overlay District (P.C. approved on 6/14/2007, C.C. approved on 7/24/2007 by Ord. 497-07, amending Ord. 811-07 passed on 12/11/2007).
- Z-9010-14 - Zone Change from RS6 to RM24 at 1901 W. Central Ave (P.C. approved on 12/4/2014, C.C. approved on 1/20/2015 by Ord. 36-15).
- PUD-10007-14 - Planned Unit Development for 75 Unit Senior Housing Facility at 1901 W. Central Ave (P.C. approved on 12/4/2014, C.C. approved on 1/20/2015 by Ord. 37-15).
- S-8-15 - Preliminary Drawing review of TOLEDO HOSPITAL PLAT 1, located at 2142 N. Cove Blvd (P.C. approved on 8/13/2015)
- V-330-15 - Vacation of Rathbu Drive, Christie Drive and ProMedica Parkway (P.C. approved on 8/13/2015, C.C. approved on 8/30/2016 by Ord. 336-16)

GENERAL INFORMATION (cont'd)

Combined Parcel History (cont'd)

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|-------------|---|--|
| PUD-8007-19 | - | Planned Unit Development for "The Colony South" at 1901 & 2061 W. Central Avenue, 2918-2951 Jermain Drive, 2820-2835 Rathbun Drive & 3842, 3846, 3860 Monroe Street (<i>companion case</i>). |
| V-445-19 | - | Vacation of a 5' wide strip of Central Avenue adjacent to lots 5-7 in the Plat of West Central Stores (<i>companion case</i>). |
| V-446-19 | - | Vacation of Briar Cliff Road, adjacent to lots 7 & 8 of West Central Stores and lots 181-184, 201 & 202 in the Plat of Kingston (<i>companion case</i>). |
| V-448-19 | - | Vacation of Rathbun Drive, adjacent to lots 108 & 109 and 157 & 158 in the Plat of Kingston (<i>companion case</i>). |

Applicable Plans and Regulations

- Toledo Municipal Code Part Eleven: Planning and Zoning
- Toledo 20/20 Comprehensive Plan

STAFF ANALYSIS

This application was deferred from the January 9, 2020 Plan Commission hearing to the February 13, 2020 Plan Commission hearing. The applicant is requesting a Zone Change from RS6 Single Dwelling Residential, RD6 Duplex Residential & CR Regional Commercial to CM Mixed Commercial Residential for a site located at 1901 & 2061 W. Central Avenue, 2918-2951 Jermain Drive, 2820-2835 Rathbun Drive & 3842, 3846, 3860 Monroe Street. The ±8.8-acre site is currently split zoned with CR along Central Avenue, RD6 along Promedica Parkway and RS6 and in the rear along Jermain Drive. The site is currently occupied by a construction staging area and parking lot. Adjacent land uses include commercial properties across Central Avenue to the north, single-family residential to the south across Jermain Drive, a church to east across Upton Avenue and vacant commercial land to the west across Promedica Parkway.

STAFF ANALYSIS (cont'd)

The applicant is requesting the Zone Change in order to allow for a Planned Unit Development (PUD) consisting of commercial and residential land uses. The applicant intends to develop a mixed-use development which is not permitted in the RS6 or RD6 zoning district. A PUD will allow for multiple buildings on the site with various uses and a higher density of residential units. A companion PUD application (*PUD-8007-19*) was submitted with this request. Additionally, the applicant has submitted numerous right-of-way Vacation requests (*V-445-19*, *V-446-19*, *V-448-19*) to eliminate roadways within the subject site and consolidate the overall property.

Density

The proposed CM zoning with a PUD allows for twenty-five (25) dwelling units per gross acre. However pursuant to TMC§1106.0402 - Reduction, the minimum lot area required for multi-dwellings in the CM shall be reduced by 100 square feet for each amenity provided, which reduces the minimum lot area to 1,300 square feet per unit. Using the Multi-Dwelling Lot Area Bonuses, the 8.8-acre site with one (1) amenity provided will allow for 295 dwelling units. The applicant is proposing a total of 262 units divided between two (2) buildings on the site. The CM Mixed Commercial Residential zoning district with a PUD is the most appropriate zoning for the proposed density.

Neighborhood Meeting

Due to the potential impact on the surrounding neighborhood, the applicant decided to host a neighborhood meeting for the proposed Zone Change prior to the Plan Commission hearing. Meeting notifications were sent to a mailing address list provided to the applicant generated by Plan Commission staff. The first neighborhood meeting was on October 2, 2019 at 6:00 p.m. at the Sanger Branch of the Toledo-Lucas County Public Library. The second neighborhood meeting was held on October 30, 2019 at 6:00 p.m. at the Mary Ellen Falzone Diabetes Center, located at 2100 West Central Avenue.

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets this area for Office Commercial and Single Family Residential land uses. The site is located at the edge of a large single-family and duplex residential neighborhood. The Office Commercial land use designation is intended for predominantly small and medium scale commercial uses that serve neighborhoods although it may include small and medium scale office and mixed uses. Whereas, the Single Family Residential land use designation is intended to accommodate the development of single-dwelling units on individual lots. This land use designation may also include libraries, schools, churches, and community centers. The Single Family Residential district is intended to create, maintain and promote housing opportunities for individual households, although it may include nonresidential uses, duplexes, and PUD's that are typically compatible with residential neighborhoods.

STAFF ANALYSIS (cont'd)

Staff recommends approval of the proposed PUD since it is consistent with the zoning classifications of properties within the general vicinity of the subject property. Additionally, the proposed PUD conforms to the Toledo 20/20 Comprehensive Plan and the stated purpose of the Zoning Code. Finally, staff recommends approval of the PUD because the proposed development is consistent with the existing land uses of properties within the general vicinity of the site. The proposed PUD will function as a transition from the abutting higher intensity CR commercial land uses to the north/west and the lower intensity single-family homes to the south.

PLAN COMMISISON RECOMMENDATION

The Toledo City Plan Commission recommends approval of Z-8006-19, a request for Zone Change from RS6 Single Dwelling Residential, RD6 Duplex Residential & CR Regional Commercial to CM Mixed Commercial Residential for a site located at 1901 & 2061 W. Central Avenue, 2918-2951 Jermain Drive, 2820-2835 Rathbun Drive & 3842, 3846, 3860 Monroe Street, to Toledo City Council for the following four (4) reasons:

1. The request conforms to the Toledo 20/20 Comprehensive Plan and the stated purpose of the Zoning Code (TMC§1111.0606(A) – *Review and Decision Making Criteria*).
2. The request is compatible with existing land uses within the general vicinity of the subject property and will function as a transition from the abutting higher intensity commercial land uses (TMC§1111.0606(B) – *Review and Decision Making Criteria*).
3. The physical suitability of the subject property for the uses permitted under the proposed CM Mixed Commercial Residential zoning classifications (TMC§1111.0606(D) – *Review & Decision-Making Criteria*); and
4. A Planned Unit Development accompanies the request, which allows for a better development incorporating design, landscaping, and open space requirements.

Respectfully Submitted,



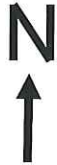
Thomas C. Gibbons
Secretary

Two (2) sketches follow

Cc: Mark Rose; The Toledo Hospital, 100 Madison Avenue, Toledo, Ohio 43604
Matt Lewandowski; Lewandowski Engineers, 234 North Erie Street, Toledo, Ohio 43604
Lisa Cottrell, Administrator
Ryne Sundvold, Associate Planner

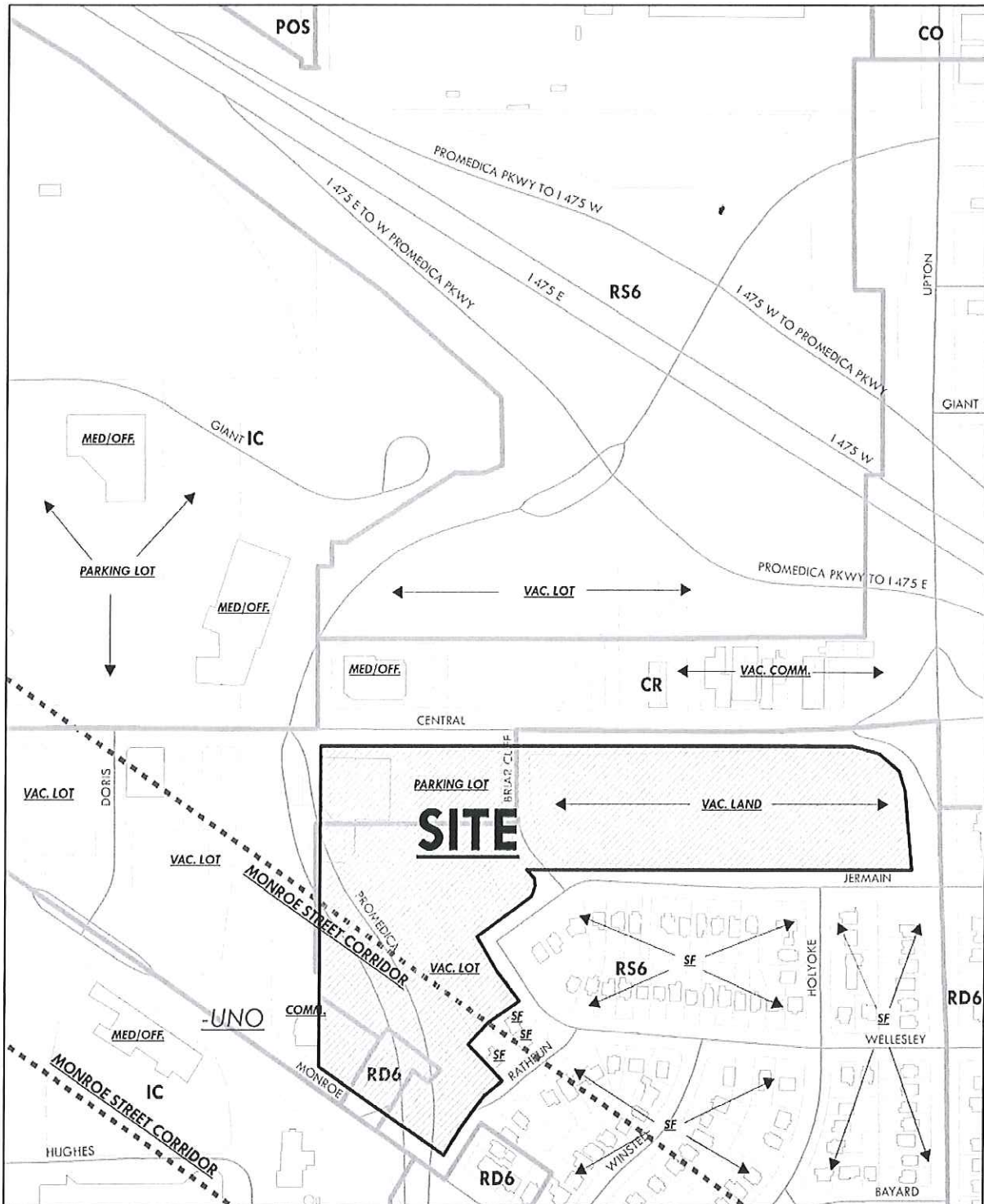
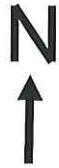
GENERAL LOCATION

Z-8006-19
ID 45



ZONING AND LAND USE

Z-8006-19
ID 45



January 20, 2020

Letter to Editor
Toledo Blade
541 N. Superior Street
Toledo, OH 43660

The Chairman of the Toledo Lucas County Plan Commission spoke in the Toledo Blade recently. He stated the residents of the Colony Neighborhood favored the commercial development ProMedica is pushing on Central Avenue immediately adjacent to many of our homes.

He further stated that opposition is coming from outside the Colony Neighborhood. The chairman is dead wrong. We do not like the four-story apartment building at all. We do not like the taking of our green grass to be replaced by an array of businesses we do not consider an asset to our residential community.

If Toledo Hospital wishes to put commercial buildings where we all have lived for years, they should buy each of our homes, not commercialize our neighborhood.

Respectfully,

Marian & Andrew Graham Kevin & Brenda Brake

Marian & Andrew Graham
(419) 473-8705

Kevin & Brenda Brake
(419) 787-4471

Jarrette Robinson

Jarrette Robinson
(419) 472-8379

Cc: Mayor Wade Kapszukiewicz, City of Toledo, One Government Center, Toledo, OH 43604
Members, Toledo City Council, One Government Center, Toledo, OH 43604
Members, Toledo Plan Commission, City of Toledo, One Government Ctr # 1620, Toledo, OH 43604
Dr. Cedric Brock, Mt. Nebo Baptist Church, 831 N Detroit Ave, Toledo, OH 43607
Bishop Robert Culp, First Church of God, 3016 Collingwood Blvd, Toledo, OH 43610
Mr. Baldemar Velásquez, Black/Brown Unity Coalition
Pastor Otis Gordon, Warren AME Church, 915 Collingwood Blvd, Toledo, Ohio 43604
Mr. Dale Emch, Esq, Toledo Law Director, City of Toledo, One Government Center, Toledo, OH 43604
Mr. Ray Wood, President NAACP, 1326 Collingwood Blvd, Toledo, OH 43604
Ms. Kim Bates, Managing Editor, Toledo Blade, 541 N. Superior Street, Toledo, OH 43660

Mrs. Stacie Moss
1752 Wellesley Drive
Toledo, Ohio 43606

January 20, 2020

Mr. Randy Oostra
2142 N Cove Blvd
Toledo, OH 43606

Dear Mr. Oostra,

I am writing to express my concerns about the proposed development in the Colony Neighborhood. As a resident and homeowner, I have been a member of the Colony Neighborhood community for 19 years. Being close to a hospital, school, park and transportation access was of great value to my husband and me when selecting this location to raise our family. We did not consider multi-unit apartments and commercial development as this was not originally zoned for the area closest to our home.

My greatest concern is the lack of direct participation offered to the Colony Neighborhood community as expansion of the hospital was being considered. I understand that public notices were posted, but I would have expected, with ProMedica's community focus, that your organization would have proactively engaged the neighbors more directly before proposing such a project. Initially, the purchasing and subsequent demolishing of homes in the neighborhood to make way for expansion was alarming. Now, most troubling is the continued development further invading the neighborhood without consideration of the neighborhood community impact.

We understand the need for development of vacant space, but after several meetings with the Colony Neighborhood Preservation Committee, representatives of the developer and Promedica, there are still critical issues unresolved. The volume of waivers required, along with rezoning of the area, would indicate a dramatic change to the neighborhood.

Also, of importance is the impact to our property values. There are some who propose that this development would increase property values. We believe these individuals are landlords and renters with limited vested interest in the impact to resident homeowners. Many neighbors who own their homes, including me, have concerns this may not be the case. Many have suspended making improvements to our properties due to the lack of communication regarding this proposed development in addition to the unknown of what will happen with the other property owned by ProMedica in the immediate area.

In my travels south over the holiday, I saw in person several developments similar to the one proposed and noticed that none of them are directly in the midst of a neighborhood. Additionally, as I go through the City of Toledo, other developments similar to what is proposed are also not directly connected to an existing neighborhood. ProMedica's development of buildings within the Colony Neighborhood homes to date have been built with brick and concrete and are consistent with the look of surrounding buildings and consistent with the neighborhood properties.

Ultimately, what is to prevent ProMedica or subsequent developers from further projects that may depreciate our properties or make our neighborhood less desirable for families such as mine? If rezoned and waivers are granted, it is possible ProMedica would completely invade our neighborhood and displace young families and retirees who are least able to address relocation. Middle class families like mine who have chosen to raise their families in this neighborhood would be financially stressed to relocate.

There is work to be done to gain the support of my family and many of my neighbors for development of the property in the Colony Neighborhood. We require greater transparency and a written commitment to include the neighborhood homeowners in the long-term development plans for all of the vacant space surrounding the area. I see the Colony Neighborhood Preservation Committee's involvement in future planning of the remaining vacant space as vital and would allow us to protect our homes and families as you continue your expansion.

I look forward to hearing your thoughts on our concerns.

Respectfully,



Stacie Moss
(419) 508-2408 Cell

CC: Mayor Wade Kapszukiewicz, City of Toledo, One Government Center, Toledo, OH 43604
Members, Toledo City Council, One Government Center, Toledo, OH 43604
Members, Toledo Plan Commission, City of Toledo, One Government Ctr # 1620, Toledo, OH 43604
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