

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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DATE: April 15, 2025

REF: Z24-0007

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

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

SUBJECT: Zone Change from RD6 Duplex Residential to CM Mixed Commercial-Residential at 815 Navarre Ave

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, April 10, 2025 at 2:00 P.M.

GENERAL INFORMATION

Subject

Request	-	Zone Change from RD6 Duplex Residential to CM Mixed Commercial-Residential
Location	-	815 Navarre Avenue
Applicant	-	Health Partners of Western Ohio 315 N West Street Lima, OH 45801

Site Description

Zoning	-	RD6 Duplex Residential
Area	-	± 2.23 acres (97,175 sq. ft.)
Frontage	-	± 340' along Berry Street & Forsythe Street ± 288' along Leonard Street & Navarre Avenue
Existing Use	-	Vacant
Proposed Use	-	Community Health Center

Area Description

North	-	Leonard Street, single-dwelling residential / RD6
South	-	Navarre Avenue, single-dwelling residential, commercial, drug store / CR & RD6
East	-	Forsythe Street, single-dwelling residential, commercial / CR & RD6
West	-	Berry Street, mixed residential, commercial, plasma center / CR & RM36

GENERAL INFORMATION (cont'd)

Parcel History

M-28-62 - Comprehensive Rezoning including the area of the former East Side Central Elementary

Applicable Plans & Regulations

- Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code
- Forward Toledo Comprehensive Land Use Plan

STAFF ANALYSIS

The applicant is requesting a zone change from RD6 Duplex Residential to CM Mixed Commercial-Residential for one (1) parcel located at 815 Navarre Avenue. The ±2.23-acre site is currently vacant after the demolition of East Side Central Elementary School in 2011. The applicant is requesting the zone change in order to construct a community healthcare center. To the north, east and west of the site is solely single-dwelling residential; to the south is single-dwelling residential and commercial locations across Navarre Avenue.

It's important to keep in mind the large square footage of this site in relation to the commercial locations in this area. This site also pushes into historically residential use compared to the other commercial locations. With that said, the CM Mixed Commercial-Residential zoning does aid in ensuring this site is at least partially compatible with residential uses compared to the CO Office Commercial and CR Regional Commercial of the surrounding area. These aspects, and the ones that will be discussed later on, are important to keep in mind when evaluating the appropriateness of the zone change.

The historic purpose of this site has been a use that seamlessly integrates into the residential district. A large parcel, such as this site, becoming a commercial location would impact the character of the neighborhood. Per TMC§1111.0806(E), it is the duty of the Plan Commission to consider the positive and detrimental effects that a Zone Change can cause on properties in proximity of the site. As such, it is important to consider all potential uses that could be under the CM Mixed Commercial-Residential zoning district. CM zoning allows for a variety of intensive uses, such as taverns, restaurants, and other types of stores. In addition, the size, perimeter frontage and surrounding area makes commercial usage here less viable than other parcels.

Per TMC§1107.1203 - *Location*, curb cuts and driveways for commercial uses cannot be located onto residential streets. Only one (1) curb cut could exist on Navarre Avenue considering the nearby intersection with Berry Street and Woodville Road. Even one (1) curb cut onto the residential streets will significantly impact traffic flow. With this in mind, it's likely that a waiver would be needed for an additional curb cut.

STAFF ANALYSIS (cont'd)

With a potential increase in commercial traffic in the area, there is an expected increase in noise, risk of vehicle-pedestrian collision and a lack of privacy from commercial uses that the side streets would encounter. These factors unfairly affect the residential neighbors and the character of the neighborhood. The proposed Zone Change would increase the commercial presence in the area and lessen the privacy and seclusion of the residential district.

With that in mind, it is important to note that this site fronts onto a main street and is surrounded by other commercial uses unlike other similar sites. This site is a unique case that makes a zone change to commercial more sensible than other locations.

A neighborhood meeting was conducted on January 21st, 2025 at the Locke Branch Public Library. No members of the public attended. Six (6) members of the applicant team and three (3) staff members of the Plan Commission attended. During the meeting, the Plan Commission staff discussed the concerns present with the Zone Change as detailed in this report. A second neighborhood meeting was conducted on April 1st, 2025 at 6:30pm at the Riverside Community Health Center. At the time of writing, it has yet to occur and will be discussed at the hearing.

Forward Toledo Comprehensive Land Use Plan

The Forward Toledo Comprehensive Land Use Plan Future Land Use Map targets this site for Neighborhood Mixed-Use land use. This designation aims to preserve and promote pedestrian-oriented commercial and mixed-use areas. The proposed use and the size of this parcel leans more to an auto-orientated use. In addition, there is currently no restriction in the zoning code that guarantees a mixed-use land use in CM zoning district or that promotes the goals of a walkable neighborhood.

While the Future Land Use Map does target this site as Neighborhood Mixed Use, the existing neighborhood is primarily dense single-dwelling homes with commercial uses along Navarre Avenue and Woodville Road. A large parcel, such as this site, becoming a commercial location would significantly impact the residential benefits this style of zoning allows. The purpose of designating this parcel as Neighborhood Mixed-Use is to promote the usage of commercial locations in tandem with residential. It cannot be safely determined that a residential component would be included with this site. As such, staff is hesitant to approve further commercial expansion into the historically residential area.

While there are positives to the proposed zone change, the impact on the neighbors and the allowed uses within CM Mixed Commercial-Residential cannot be ignored. However, the additional requirement of a commercial plat could alleviate the impact this site would have on the neighbors. As part of approval, a commercial plat will be required that addresses the issues of easements, thereby mitigating the effects of traffic, and include a frontage greenbelt around the perimeter that will keep commercial usage away from the existing residential usage.

PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommends approval of Z24-0007, a Zone Change from RD6 Duplex Residential to CM Mixed Commercial-Residential for the parcel located at 815 Navarre Avenue, to Toledo City Council for the following three (3) reasons:

1. The proposed zone change is consistent with the Forward Toledo Comprehensive Land Use Plan. **(TMC§1111.0606(A) Review and Decision-Making Criteria)**;
2. The proposed zone change is consistent with the existing land uses around the site **(TMC§1111.0606(B) Review and Decision-Making Criteria)**; and
3. The subject site is physically suitable for the uses permitted under the CM (Mixed Commercial-Residential) Zoning District due to its frontage on a main street **(TMC§1111.0606(D) Review and Decision-Making Criteria)**.

The Toledo City Plan Commission further recommends approval of Z24-0007, a zone change from RD6 Duplex Residential to CM Mixed Commercial-Residential for the parcel located at 815 Navarre Avenue, to Toledo City Council, subject to the following three (3) conditions:

1. That the zoning not take effect until a commercial plat is approved and recorded;
2. That the commercial plat shall include a fifteen-foot (15') wide landscape easement on Leonard Street, Berry Street, and Forsythe Street; and
3. The plat shall include an anti-vehicular easement along the perimeter of the property except for those access points approved by the Division of Transportation.

Respectfully Submitted,



Thomas C. Gibbons
Secretary

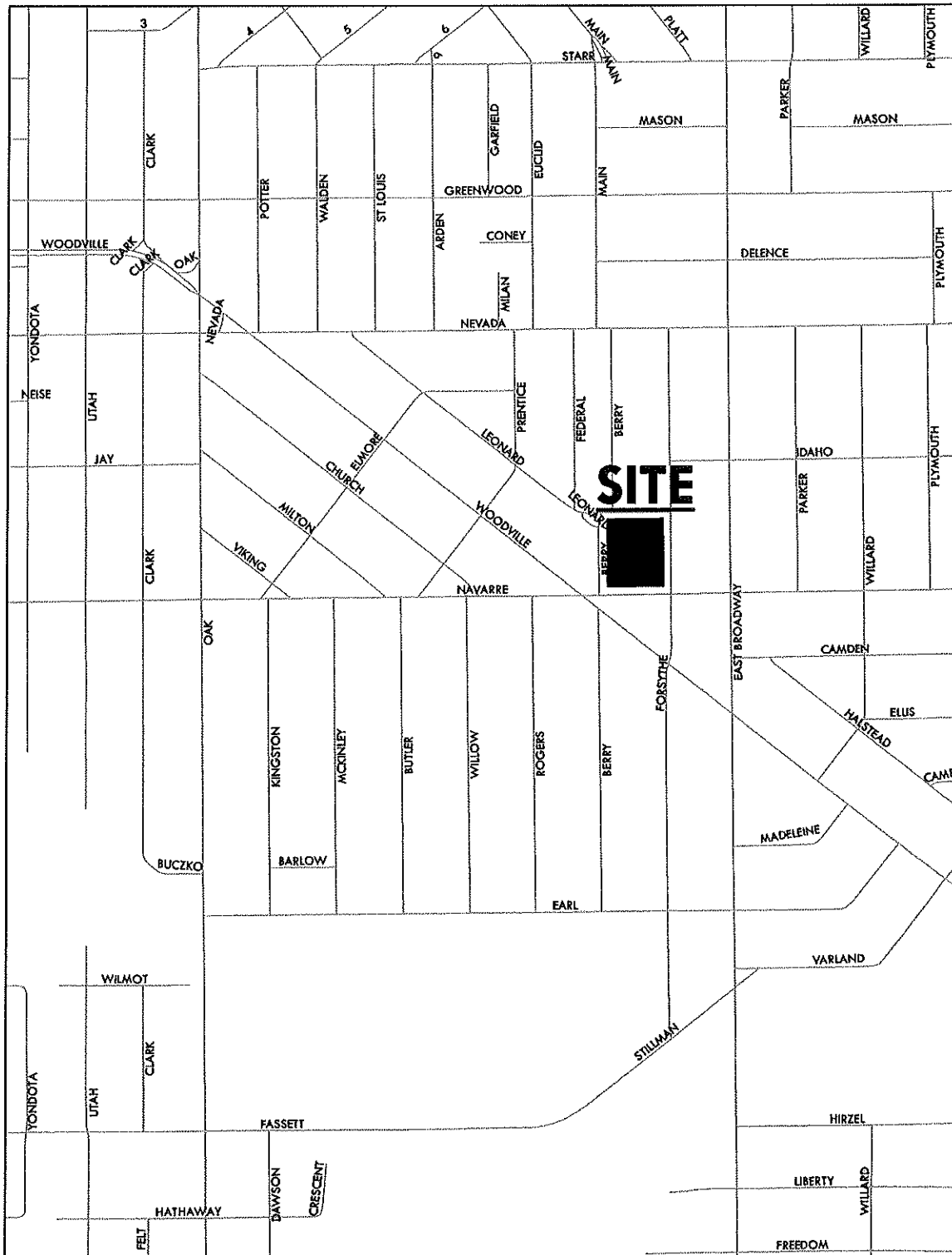
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Two (2) sketches follow

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Lisa Cottrell, Deputy Director
Zoey Moratt, Planner

GENERAL LOCATION

Z24-0007



ZONING & LAND USE

Z24-0007

