

GENERAL INFORMATION

Subject

Request	-	Downtown Overlay District Review of Building Demolition
Location	-	428 N. 10 th Street
Applicant + Owner	-	Board of Lucas County Commissioners 1 Government Center, Suite 800 Toledo, OH 43604
Project Manager	-	Michael J. Momenee The Mannik & Smith Group 1800 Indian Wood Circle Maumee, OH 43537
Engineer	-	Richard Spino The Mannik & Smith Group 1800 Indian Wood Circle Maumee, OH 43537

Site Description

Zoning	-	CO / Office Commercial
Area	-	±1.21 acres
Frontage	-	±280' along 10 th Street ±200' along Jackson Street ±259' along N. Michigan Street
Existing Use	-	Lucas County Child Study Institute (vacant)
Proposed Use	-	Greenspace and Parking for Family Court Center

Area Description

North	-	CD / Offices, parking
South	-	CD, CO / Offices, parking, Main Library
East	-	CO / Lucas County Common Pleas Court
West	-	IL, CD / Offices, parking

Parcel History

No parcel history on record.

GENERAL INFORMATION (cont'd)

Applicable Regulations

- Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code
- Forward Toledo Comprehensive Land Use Plan
- Downtown Master Plan 2017 & 2023 Update
- 1986 Central Business District Architectural Survey

STAFF ANALYSIS

The applicant, the Board of Lucas County Commissioners, has requested approval to demolish the Lucas County Child Study Institute (CSI) Building, which is located at 428 N. 10th Street within the Downtown Overlay District. The subject building is attached to the Family Court Building, located at 429 N. Michigan Street (shared parcel #1549610). The subject site is zoned CO (Office Commercial), and is surrounded by offices and parking to the north; offices, parking, and the Main Library to the south; the Lucas County Common Pleas Court to the east; and offices and parking to the west. The demolition is requested in conjunction with site improvements, including the addition of a private parking lot and green space for the Family Court Building, which will be reviewed in companion case SPR-29-24. Approval from the Plan Commission is required for any demolition within the Downtown Overlay District.

Existing Conditions

The 55,000 square foot office and institutional building was built in phases, the first phase completed in 1953. This original building was comprised of three stories on 10th Street and one story on Michigan Street. The second phase, completed in 1962, altered this original design with the addition of a gymnasium and more office space. In the late 1980s, the building's original façade on Michigan Street was modified with the construction of the current Family Court Building. The subject structure operated as the Lucas County Child Study Institute until 2001, when it was closed and replaced by the Lucas County Juvenile Justice Center on Spielbusch Avenue.

Architecturally, the building's 10th Street façade can be characterized as “international style,” with its flat roof, smooth wall surfaces, and absence of ornament. This elevation is built on brick foundation and has blonde brick veneer wall treatment with blue granite details. The building's Michigan façade (post modifications) is “brutalist style” to match the current Family Court building. This style, popular in the 1980s, is characterized by broad wall surfaces and contrasting vertical elements. The altered Michigan façade was designed to provide overall symmetry with the new Family Court. While the structures share a wall, it is important to note that the Family Court is not dependent on the wall for structural purposes; therefore, the Child Study Institute building can be demolished without permanent damage to the remaining facility.

Economic Feasibility of Restoring the Structure

In deciding demolitions in the Downtown Overlay District, the Plan Commission must consider the economic feasibility of restoring the structure. The applicant has submitted an Appraisal Report (dated February 5, 2024), which utilizes a sales comparison approach to determ-

STAFF ANALYSIS (cont'd)Economic Feasibility or Restoring the Structure (cont'd)

-ine the potential value of the building based on the sale of like properties in the current market. The report estimates renovation to cost approximately \$80/sqft, for a total renovation cost of \$4,400,000. Using the sales comparison approach, the building is estimated to have a post-renovation land and building value of \$60/sqft, or \$3,300,000. After subtracting the estimated land value of \$110,000, the renovation would result in a net loss of \$1,210,000. Based on this data, the appraised value of the building is \$0 and the applicant holds there is no feasible economic return if it were to be renovated. The full appraisal report is available for review in the Plan Commission offices. Portions of the report have been included as exhibits at the end of this report.

After receiving the Appraisal Report, staff requested that the applicant also provide an architectural survey from a licensed engineer or architect with experience in rehabilitation as to the structural soundness of the building and its suitability for rehabilitation. This assessment, completed by the Buehrer Group, involved inspection of the architectural, mechanical, plumbing, and electrical aspects of the building, providing a more detailed breakdown of both exterior and interior conditions and recommendations for repairs necessary to make the building safe and operable. This report offers a much higher estimate of over \$35 million to rehabilitate the structure. While restoration and compliance with Ohio Building Code is possible, the report's conclusion is that the needed repairs are too costly to consider restoration an economically feasible option. Portions of this report are included as exhibits, with the full report available for review in the Plan Commission offices.

Toledo City Historic District Commission

Pursuant to TMC§1111.0904(B) the Plan Commission must first seek comment from the Toledo City Historic District Commission (TCHDC) prior to taking any action on demolitions in the downtown. The application was first presented to the TCHDC on July 22, 2024. During this first meeting, the TCHDC levied concerns that the county had allowed the building to deteriorate to its current state without proper maintenance. Certain members also believed that, while the cost to bring the building up to code was certainly a lot, the building is able to be rehabilitated. It was stated that this is not the worst building they have ever seen. The TCHDC's chief concern was that of losing the Michigan Street façade, considering there aren't that many brutalist-style buildings left. Some members requested that the applicant attempt to save that portion of the building. Considering the TCHDC is a recommending body, they ultimately decided to nominate one of their own to present their concerns to the Toledo Plan Commission. The next day the applicant requested a deferral of their application so they could consider saving the Michigan Street portion of the building.

This deferral lasted until March 24, 2025 when the case was again presented to the TCHDC. The applicant had considered the cost of saving the Michigan Street portion of the building, but determined that it would still be prohibitively expensive. Using estimate costs in the Bueher Group Assessment Report, discussed above, the applicant estimated that the cost of renovating just the Michigan Street portion of the building would be over \$12 million. The applicant instead proposed to keep a portion of the existing wall along Michigan Street. They pr-

STAFF ANALYSIS (cont'd)Toledo City Historic District Commission (cont'd)

-oposed to save the wall from grade to the bottom of the windows to form a base for a decorative fence, which would be placed on top. The TCHDC agreed that the cost would be cost-prohibitive and appreciated the saving of a portion of the wall, but requested that they save more of the wall along Michigan Street. It was proposed that the applicant save the wall from grade to the top of the colored portions of the wall. The areas where windows are currently placed could then be filled in with fencing or some other barrier, leaving a solid wall instead of a fence with a wall base. The TCHDC generally agreed that this would be an acceptable compromise. The preservation of this wall has been included as a condition of approval.

National Register of Historic Places – Uptown Toledo Historic District

After the March 24, 2025 TCHDC meeting, it was discovered that the subject structure was listed as contributing to the Uptown Toledo Historic District. The Uptown Toledo Historic District was listed on the National Register of Historic Places on June 20, 2023. The listing describes the subject structure, along with the adjacent Domestic Relations Court, as follows:

The five-story building, which occupies almost half the block between Michigan, 10th, Jackson, and Adams streets, comprises of an original building, constructed as the Juvenile Court and Detention Center with additions. The original building, which faced 10th street, is a T-shaped brick building with several bays of metal-frame, horizontal and vertical grouped windows. Large sections of this original façade remain visible when viewed from 10th Street. The main entrance to the building is from its addition on Michigan Street, set in a curtain wall framed by massive stone-clad walls. On either side of this central entrance are four vertical strip windows on a granite and concrete panel clad façade. A set-back upper floor level at the corner of Michigan and Jackson streets has concrete and glass curtain walls. A parking garage and side entrance are accessible from Jackson Street. The property includes an associated parking lot facing 10th Street, separated from the sidewalk by a concrete wall. Located across the street from the Lucas County Courthouse, this building was constructed to serve the complementary functions of a Juvenile Court and Detention Center. The facility includes a law library and was renamed Family Court Center in 1962 after initial additions were made to the Jackson Street and Michigan Avenue facades. Later additions and modifications to the building were made during 1980-1990, resulting in the new, Michigan Street façade and the parking garage facing Jackson Street. While the building has undergone major new additions, prominent sections of the original building are retained and its mid-century modern elements, materials, and construction are visible from 10th Street, retaining their integrity. Significantly, the building retains an association with the county courthouse and with its own historic uses, and this its integrity, and contributes to the district.

The building's contributing status to a historic district listed on the National Register does not prohibit or restrict the demolition of the structure. Instead, it restricts the use of federal or state dollars in the demolition or rehabilitation of the structure. In cases where federal or state dollars

STAFF ANALYSIS (cont'd)

National Register of Historic Places – Uptown Toledo Historic District (cont'd)

are used, the State Historic Preservation Office (SHPO) must be consulted. The applicant is pursuing this demolition after receiving a grant through the Ohio Department of Development's Building Demolition and Site Revitalization Program. Staff reached out to SHPO and discovered that they had not reviewed the proposed demolition. The applicant has since filed an application for this waiver through SHPO. This has been attached as Exhibit "D".

Toledo City Plan Commission referral to the Toledo City Historic District Commission

On May 8, 2025, the Plan Commission voted to refer this case back to the TCHDC on the basis that they had not been able to consider the building's contributing status to a historic district listed on the National Register of Historic Places. TCHDC members were notified and, based upon received responses, their previous comments remain unchanged.

1986 CBD Architectural Survey

The purpose of the CBD Architectural survey is to provide an objective analysis of the architectural and historic value of the buildings constructed in the downtown area before 1945. The findings are a local evaluation as to a building's potential eligibility for listing on the National Register of Historic Places. It is intended to serve as a resource report in the review of alterations and demolitions under the Downtown Overlay District of the Toledo Municipal Zoning Code. The plan utilized rating criteria to determine the significance and contribution of buildings to the history and character of downtown. According to this report, the structure proposed for demolition is not considered significant nor contributing to the downtown fabric. However, one should note that this survey contemplated the value and significance of structures built forty (40) or more years prior to the time of its completion and that the survey itself is now nearly forty (40) years old. Meanwhile, the subject structure is over seventy (70) years old.

Downtown Toledo Master Plan 2017 & 2023 Update

The Downtown Toledo Master Plan identifies the site as being just between the Civic Center area of downtown and the Uptown District. It is not within any of the Plan's focus areas, but it is identified within the Uptown Historic District. The Plan states that "The recent addition of the Uptown Historic District will expand the availability of grant dollars and State Historic Tax Credits that can be used to renovate and rehabilitate historic structures throughout downtown."

Forward Toledo Comprehensive Land Use Plan

The Forward Toledo Comprehensive Land Use Plan targets this site for Public Space land uses. The Public Space land use designation provides spaces for civic, public, and quasi-public uses. Public Space uses are community-focused uses such as police and fire stations, libraries, community centers, and other government owned civic buildings. The structure which is proposed to be demolished is a civic owned building which was historically used for a civic purpose. For-

STAFF ANALYSIS (cont'd)

Forward Toledo Comprehensive Land Use Plan (cont'd)

-ward Toledo's Building Preservation Goal seeks to preserve these older buildings which supports architectural/cultural heritage and provides unique business options. The goal understands that not all structures can be saved, but asks that in these cases deconstruction is considered rather than demolition. Deconstruction is the act of taking a building apart without damaging the raw materials and offers an alternative that enables building materials to be reused rather than being sent to landfills or buried. Staff asks the applicant to consider deconstruction of this structure as a condition of approval. It should be noted that deconstruction pilot programs in Wayne County, Michigan found deconstruction to be 50% more cost-effective than traditional demolition, due to the value of the reclaimed building materials.

Recommendation

Pursuant to TMC§1111.0904 *Demolition Review*, The Plan Commission must approve the demolition of a structure in the Downtown Overlay District when it finds that an economic hardship exists in that: 1) There is no reasonable economic use or return for the structure as it exists; 2) Deterioration has progressed to the extent that rehabilitation is not economically sound; or 3) The structure is of no reasonable value to the Downtown Overlay District. Staff recommends approval of the demolition as there is no reasonable economic use or return for the structure as it exists.

STAFF RECOMMENDATION

The staff recommends that the Toledo City Plan Commission approve of DOD-4-24, a Downtown Overlay District Review of Building Demolition at 428 N. 10th Street for the following reason:

1. There is no reasonable economic use or return for the structure as it exists (TMC§1111.0904(C)(1)).

The staff further recommends that the Toledo City Plan Commission recommend approval of DOD-4-24, a Downtown Overlay District Review of Building Demolition at 428 N. 10th Street, to the Toledo City Council, subject to the following **four (4)** conditions:

Plan Commission

1. The applicant shall consider deconstruction of this structure rather than demolition to the extent that it is practicable.
2. The façade along Michigan Street shall be preserved from grade to the top of the colored sections.
3. Any necessary demolition permits shall be obtained through the City of Toledo Division of Building Inspections.

STAFF RECOMMENDATION

Plan Commission (cont'd)

4. No permits shall be issued until arrangements satisfactory to the Director of the City of Toledo Plan Commission have been made for compliance with the conditions as set forth above.

DOWNTOWN OVERLAY DISTRICT
TOLEDO CITY PLAN COMMISSION
REF: DOD-4-24
DATE: June 12, 2025
TIME: 2:00 P.M.

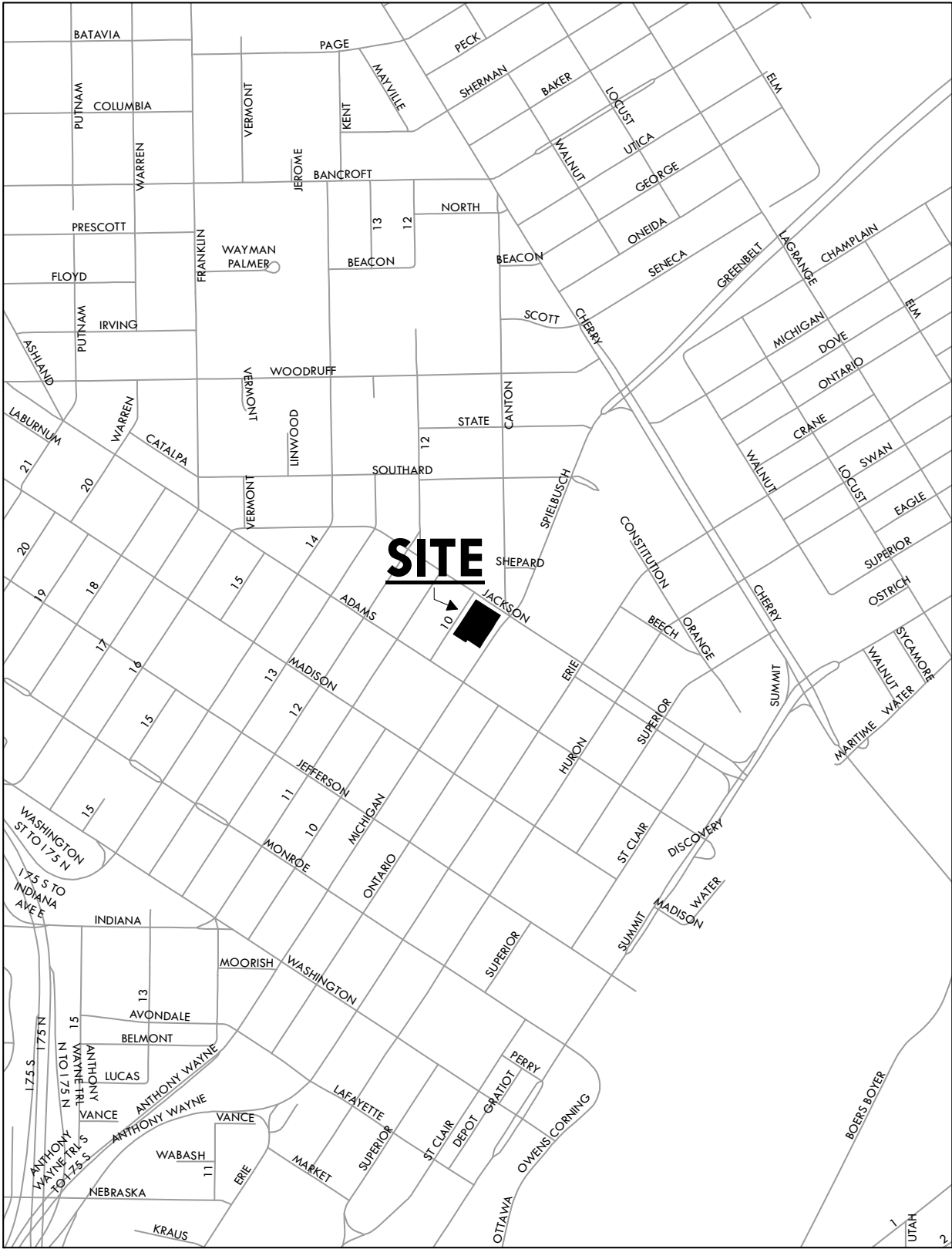
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Three (3) sketches follow

Four (4) exhibits follow

GENERAL LOCATION

DOD-4-24
ID 9



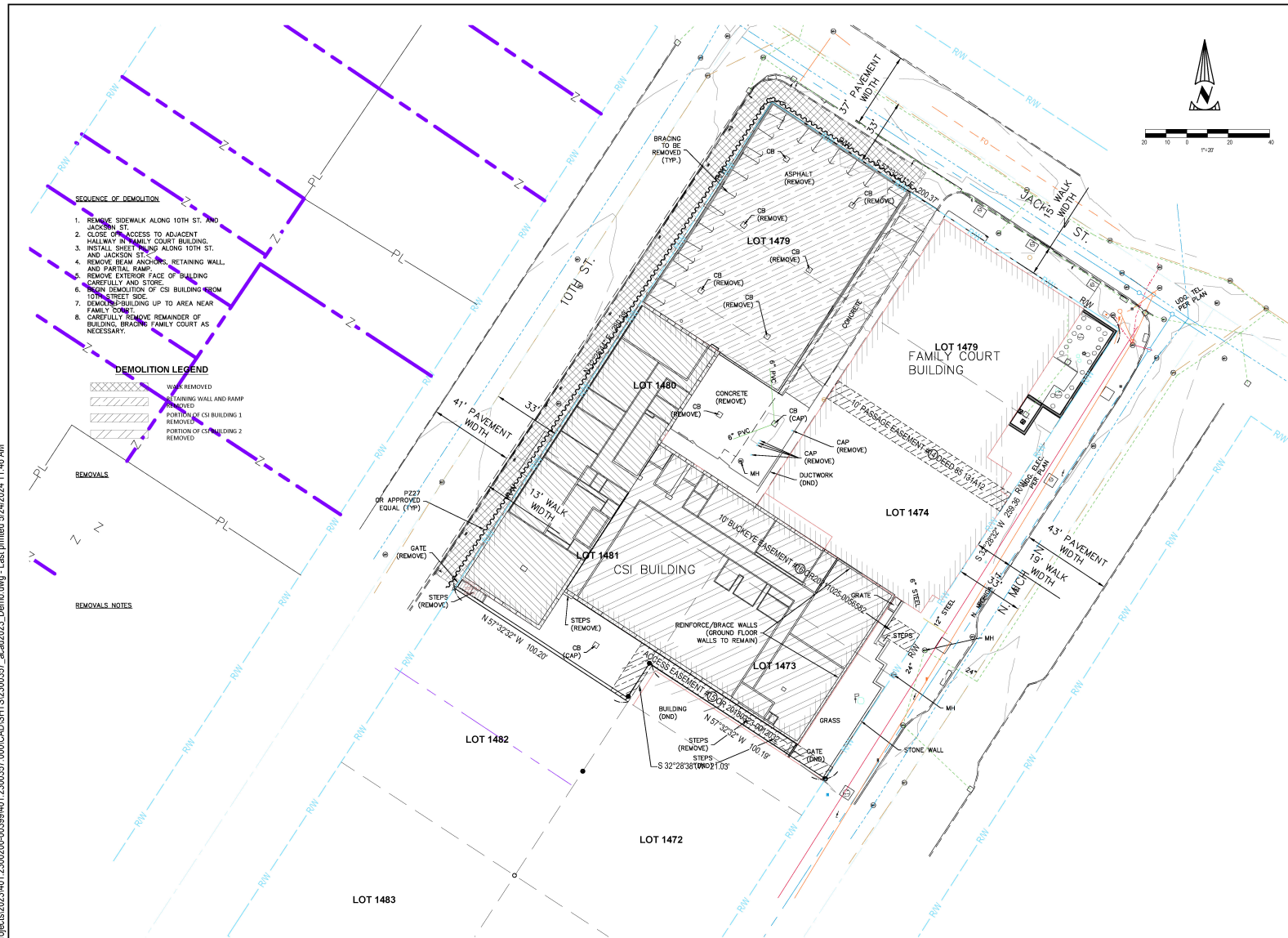
ZONING & LAND USE

DOD-4-24
ID 9



DEMOLITION PLAN

DOD-4-24
ID 9



C300	DEMOLITION PLAN	CSI BUILDING DEMOLITION TOLEDO, OH	PREPARED FOR BOARD OF LUCAS COUNTY COMMISSIONERS	 <p>www.MannikSmithGroup.com</p>	1800 INDIAN WOOD CIRCLE MAUMEE, OH 43527 TEL: 419-881-1585 FAX: 419-881-1585 PROJECT DATE: 11/27/2024 PROJECT NO.: 230567 DRAWN BY: WA CHECKED BY: TJ	TITLE SHEET	DATE	BY	DESCRIPTION
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**Appraisal Report of the
Industrial Building Property
Located at
428 N. 10th Street,
Toledo, Ohio 43604**



**Date of Value:
February 5, 2024**

**Prepared By:
Martin + Wood Appraisal Group, Ltd.
43 S. St. Clair Street
Toledo, Ohio 43604
File #MART-2024-01-489**

**Prepared On:
February 22, 2024**

February 22, 2024



Mr. Michael J. Momenee, CP
Senior Project Manager
The Mannik & Smith Group, Inc.
1800 Indian Wood Circle
Maumee, Ohio 43537

Dear Mr. Momenee:

RE: Real Estate Appraisal of the Office Building Property, located at 428 N. 10th Street, Toledo, Ohio.

In response to your request for an estimate of the value of the fee simple estate in the above referenced property, we have conducted an appraisal to determine the market value. We have personally viewed the subject property and have carefully considered all factors pertinent to the determination of value. The accompanying Restricted Appraisal Report contains the results of our investigation and analysis.

In our opinion, the "As Is" fee simple estate market value of the subject property (Building Only), as of February 5, 2024 is estimated to be:

ZERO DOLLARS
\$0.00

In addition to the standard general assumptions and limiting conditions listed within the report, this appraisal is also subject to the following extraordinary assumption, special limiting conditions and considerations.

- 1. The subject property is approximately 55,000 square feet of a larger building. This was estimated by the client based upon their measurements. Given that the estimated market value of the building "As Renovated" less the estimate cost of renovations is negative, the building improvements do not contribute any value to the subject property. This is considered to be an Extraordinary Assumptions.**

Extraordinary assumption. An assignment-specific assumption as of the effective date regarding uncertain information used in an analysis which, if found to be false, could alter the appraiser's opinions or conclusions. Comment: Uncertain information might include physical, legal, or economic characteristics of the subject property, or conditions external to the property, such as market conditions or trends, or about the integrity of data used in an analysis. (USPAP, 2020-2021 ed.).¹


¹Appraisal Institute, The Dictionary of Real Estate Appraisal, 7th Edition, (Chicago: Appraisal Institute, 2022) "extraordinary assumption" p. 68, PDF e-book.

Letter of Transmittal (continued)

2. The estimated values set forth above are for the real property only and does not include the value of any equipment, furniture or fixtures that would be considered personal property and would likely be removed if the property were sold.
3. This appraisal has been prepared in compliance with Uniform Standards of Professional Appraisal Practice (USPAP), FIRREA and standards established by the Appraisal Institute.

The following Restricted Appraisal Report should provide an adequate outline of the appraised property's description, as well as the valuation procedures employed to arrive at the final estimates of market value. However, if you have any questions, or if we may be of further service, please let us know. Thank you.

Respectfully submitted,



Brian J. Fischer, Appraiser
Ohio General Certified Appraiser No. 2007006521
Michigan General Certified Appraiser No. 1205073903



Kenneth P. Wood
Ohio General Certified Appraiser No. 408942
Michigan General Certified Appraiser No. 12050008336

SUBJECT PHOTOS
Exterior View of the Subject



Exterior View of the Subject



Exterior View of the Subject



INTERIOR VIEWS Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



Interior View of the Subject



EXHIBIT "B"

ASSESSMENT REPORT

428 N. 10th Street, Toledo, Ohio 43604

Prepared For: The Mannik & Smith Group, Inc.



July 8, 2024



EXHIBIT "B"

PART II: FACILITY ASSESSMENT COST ESTIMATE

Estimated Restoration Costs:

- A formal property appraisal has been conducted, which assigned a combined value of \$0.00 to the property as of 2/5/2024
- See below for the estimated cost to renovate. These figures are general amounts and reflect the approximate estimated costs to renovate the building to be safe and occupiable based on observations made in the field.

Item	Square Foot	Cost Per Square Foot	Total
Exterior Masonry wall Repair		Lump Sum	\$400,000
Structural Repair/Modification		Lump Sum	\$1,000,000
Roof Replacement	23,600	\$25	\$590,000
Window/Door Replacement	4300+/-	\$82	\$354,240
Exterior Trim/Fascia/Facade Repair		Lump Sum	\$200,000
Interior Renovation	55,500	\$300	\$16,650,000
Basement wall waterproofing	14,000	\$20	\$280,000
Elevator Replacement		Lump Sum	\$200,000
Exterior Siding/Flashing Repair		Lump Sum	\$20,000
Accessibility (Stairs, Lift, etc)		Lump Sum	\$100,000
Mechanical/HVAC	55,500	\$100	\$5,500,000
Plumbing/Fire Protection	55,500	\$60	\$3,300,000
Electrical	55,500	\$125	\$6,875,000
		TOTAL	\$35,469,240

In conclusion, to renovate and rehabilitate the structure to a safe and occupiable building, it would cost approximately \$35.5 million for a building currently valued at \$0.00 It is with that information that we have come to the conclusion below.

RECOMMENDATIONS:

Overall Rating System:

- 1 – Satisfactory
- 2 – Needs Repairs
- 3 – Needs Replacement

Rating – 3 (need replacement)

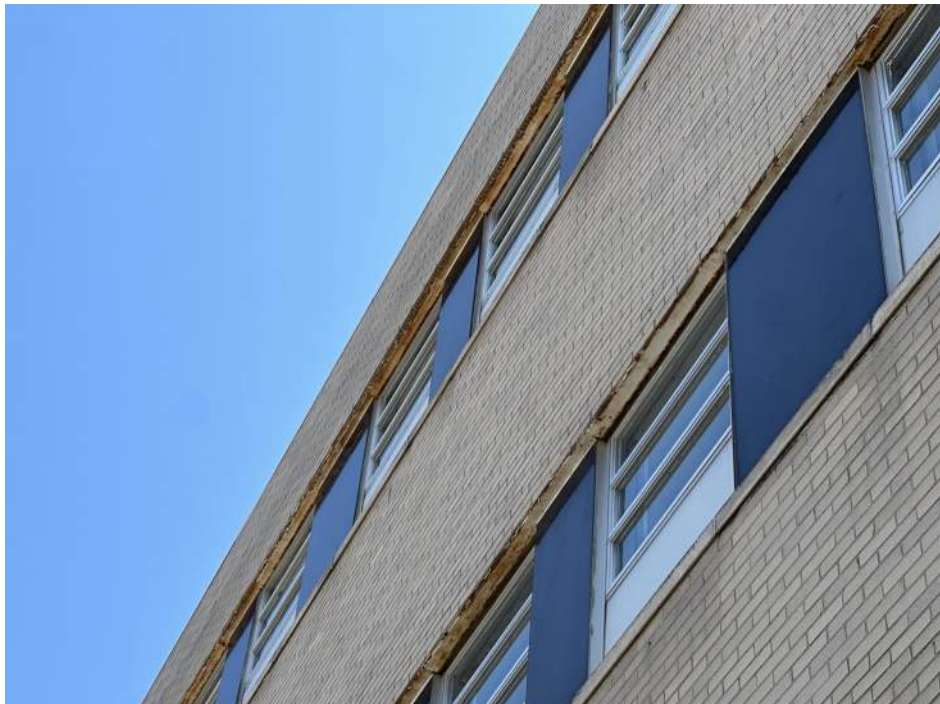
- Restoration and compliance with Ohio Building Code of such buildings could be possible; however, it is not recommended due to high cost to restore.

EXHIBIT "B"

PART III: REFERENCE PHOTOS



Architecture/Structural – Northwest Facade

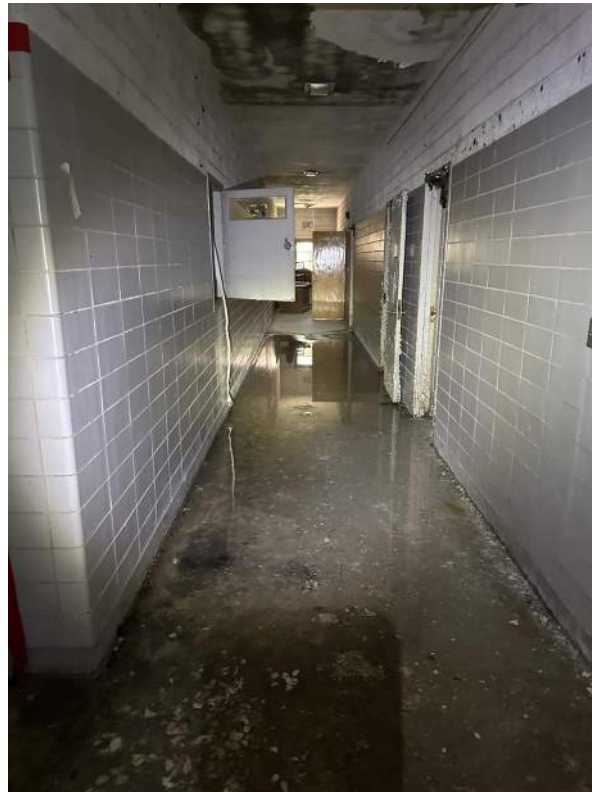


Architecture/Structural – Lintels and Brick Bowing

EXHIBIT "B"



Architecture/Structural – Basement – Typical Condition

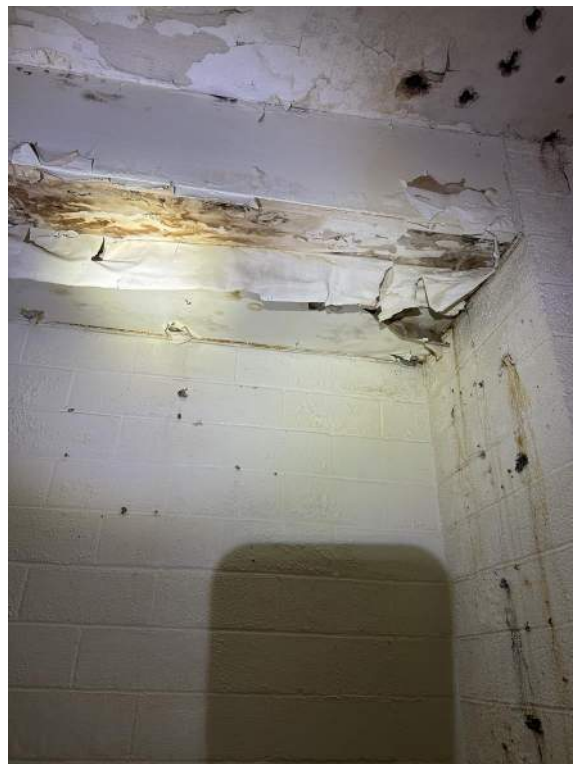


Architecture/Structural – Basement – Typical Water Infiltration

EXHIBIT "B"



Architecture – Asbestos Floor Tile



Architecture – Interior Water Damage

EXHIBIT "B"



Architecture/Structural – Typ. Interior Block Moisture Blow-outs



Architecture – Typ. Masonry Cell

EXHIBIT "B"



Electrical – Typ. Light Condition



Electrical – Fire Alarm Condition

EXHIBIT "C"

Photos from July 1, 2024 Site Visit

REF: DOD-4-24...May 8, 2025



EXHIBIT "C"

Photos from July 1, 2024 Site Visit

REF: DOD-4-24...May 8, 2025



EXHIBIT "C"

Photos from July 1, 2024 Site Visit

REF: DOD-4-24...May 8, 2025



EXHIBIT "C"

Photos from July 1, 2024 Site Visit

REF: DOD-4-24...May 8, 2025



EXHIBIT "C"

Photos from July 1, 2024 Site Visit

REF: DOD-4-24...May 8, 2025



EXHIBIT "D"

BUILDING DEMOLITION AND SITE REVITALIZATION HISTORIC WAIVER FORM



Instructions: Building Demolition and Site Revitalization Grantees must complete this form if a proposed property is individually listed on the National Register of Historic Places (NRHP) or a contributing building in a historic district listed on the NRHP and subject to historic review by the State Historic Preservation Office (SHPO). Where a local historic preservation review board or process is available, that process is determinative, and this form is not required. You may attach a second page if additional space is needed.

Forms should be submitted to
section106@ohiohistory.org

Grantee: Board of Lucas County Commissioners

Property Address: 428 N. 10th Street, Toledo, Ohio 43624

County: Lucas

Parcel ID: 15-49610

Date Submitted: _____

Please confirm the following:

- ☒ The property is individually listed on the NRHP or is a contributing building in a historic district listed on the NRHP. Historic review of the property is required and confirmed to be accurate based on the SHPO Online GIS mapping system;
- ☐ The property is listed in the Ohio Historic Inventory and/or may have "historic significance;"
- ☐ No local historic preservation review authority exists;
- ☐ The property is vacant and blighted and demolition is appropriate because preservation of the property is not economically feasible, no funds are available to preserve the property, and demolition will contribute to the preservation of nearby historic sites and improve the community in which the property is located.

Please answer the following to the best of your ability:

Description of the Property:

Building is a five-story functionally obsolete structure originally constructed as a juvenile detention, education, and courthouse.

Date building was built:

1952.

Condition Assessment (including a photo or photos of the property in its current condition as an attachment to this waiver form):

See attached appraisal and architectural assessment.

Other information warranting consideration:

Building has \$0.00 appraised value and rehabilitation estimate of more than \$35,000,000.00.

I am a duly authorized representative of the Grantee with the authority to execute this waiver form on behalf of the Grantee. I have read and understand the [Building Demolition and Site Revitalization Guidelines](#) and other governing documents related to this program. I certify that the statements contained above are accurate and this waiver complies with all guidelines and governing regulations.

Name of Certifying Individual: Jeff Miller - Director of Facilities

Date: 05/20/2025

SHPO Recommendation: _____ ☐ Approve Waiver

☐ Deny Waiver

Signature of SHPO Staff: _____

Name of SHPO Staff: _____ Date: _____