

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 - Plan Commission
One Government Center, Suite 1620
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 family residences / CR, CM, IL, RS6
- East - 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

GENERAL INFORMATION (cont'd)

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.
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Applicable Plans & Regulations

- Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code
- Toledo 20/20 Comprehensive Plan
- Downtown Master Plan 2017 & 2023 Update
- Warehouse District Plan 2022

STAFF ANALYSISA 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 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.

STAFF ANALYSIS (cont'd)

Development in the Warehouse District has further been guided by the Toledo 20/20 Comprehensive Plan, the Warehouse District Plan 2022, and the Downtown Master Plan 2017 & 2023 Update. These plans promote a mixture of uses in the Warehouse District, with a focus on attracting residents and providing attractive streetscapes and amenities.

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.

ConneCToledo was the catalyst for this zone change request, as well as for companion cases Z-4003-24 and Z-4004-24. Focused on the redevelopment of downtown Toledo, ConneCToledo has published a number of guiding documents, including the 2017 Downtown Toledo Master Plan (which was adopted as an amendment to the 20/20 Comprehensive Plan), the 2023 Downtown Toledo Master Plan Update, and the 2022 Warehouse District Master Plan.

The Plan Commission supports the work of ConneCToledo, and believes the zone change requests align with and will further the ideas in these plans. The desired outcome of the mass rezoning of the Warehouse District is 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. Staff agrees with ConneCToledo in that these zone changes will help foster continued growth in residents, commercial activity, pedestrian-oriented infrastructure, and adaptive re-use of existing buildings within the Warehouse District.

Parcels within the site area 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-Regional Commercial zoning is intended to accommodate auto- and regional-oriented commercial development. As the vision for the Warehouse District evolves, the Plan Commission believes CM-Mixed Commercial-Residential would be a more appropriate zoning designation to achieve desired uses.

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. By encouraging a mixture of uses, 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.

STAFF ANALYSIS (cont'd)

While staff supports this request and the vision of ConneCToledo and other downtown leaders, it is important to note that existing industrial uses would become nonconforming under the proposed zoning. 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 or make repairs to their buildings for maintenance and safety.

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets the site area 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 believes 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 properties.

Downtown Master Plan 2017 & 2023 Update

The Downtown Master Plan 2017 & 2023 Update recognize the Warehouse District as one of five focus areas for development and revitalization. These plans target this area for continued mixed-use residential development and adaptive reuse of industrial buildings for uses such as office space and pedestrian-oriented amenities. The plans encourage activation of Warehouse District space, particularly around Swan Creek, with the intention of making this district a destination on the southern edge of downtown. The proposed rezoning would help achieve the objectives of these plans.

Warehouse District Plan 2022

The vision for the Warehouse District, as laid out in the Warehouse District Plan 2022, is a vibrant mixed-use district that contains well connected neighborhoods with opportunities for living, work, recreation, an entertainment. The plan promotes strategic infill with mixed-use commercial and residential development, open space, and improved streetscapes. The proposed rezoning is consistent with this Plan.

STAFF RECOMMENDATION

The staff recommends 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:

STAFF RECOMMENDATION (cont'd)

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 & 2023 Update, and the Warehouse District Plan 2022.
2. The subject properties are physically suitable for the uses permitted under the proposed zoning classifications (TMC§1111.0606(D) – *Review & Decision-Making Criteria*).

ZONE CHANGE
TOLEDO PLAN COMMISSION
REF: Z-4002-24
DATE: July 11, 2024
TIME: 2:00 P.M.

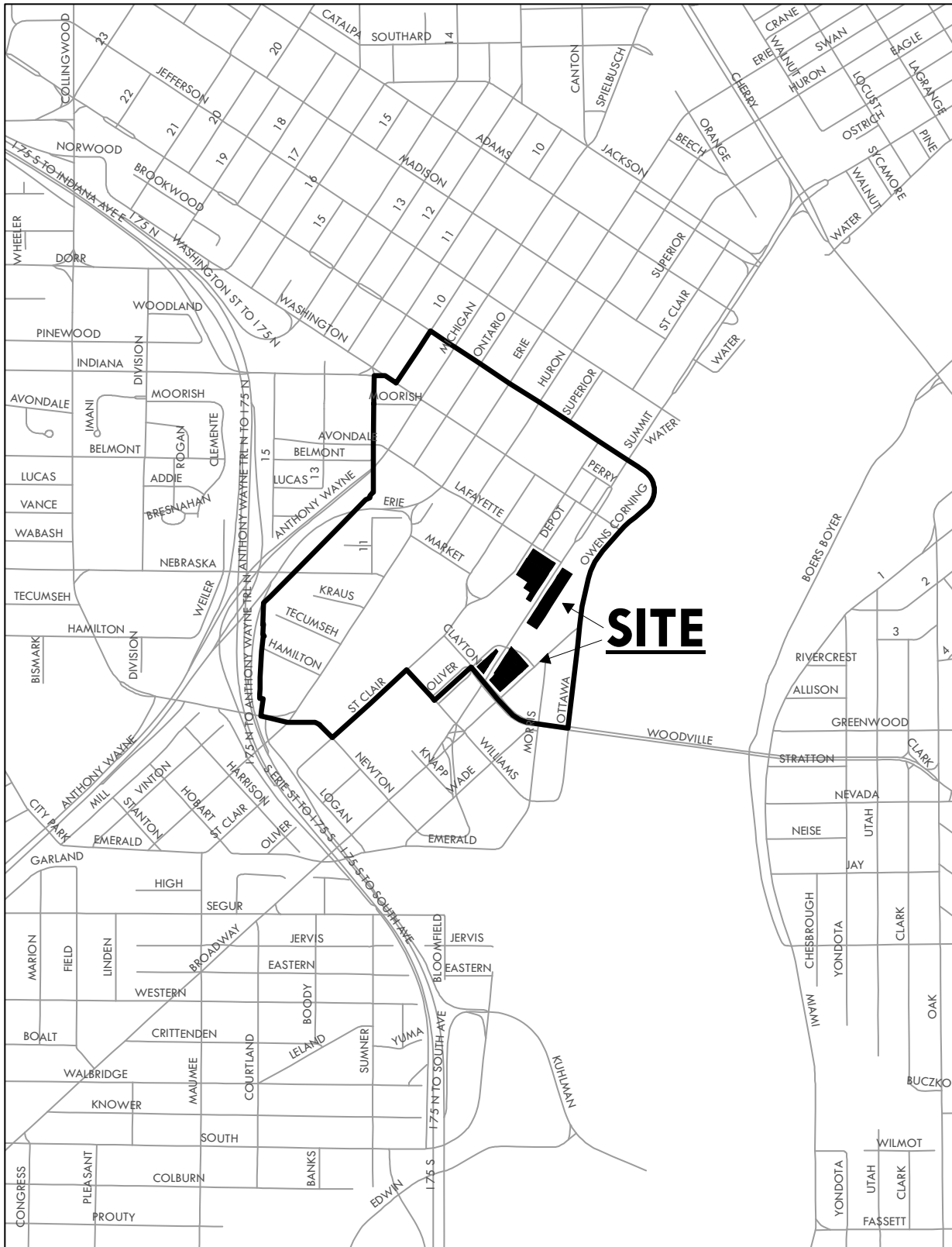
TOLEDO CITY COUNCIL
ZONING AND PLANNING COMMITTEE
DATE: August 13, 2024
TIME: 4:00 P.M.

MJM

Two (2) sketches follow

GENERAL LOCATION

Z-4002-24
ID 10



ZONING & LAND USE

Z-4002-24
ID 10

