

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

Parcel History

M-1-60	-	New school to replace East Side Central on existing site (PC approved 1/7/60).
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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.

This parcel is the original site of the East Side Central Elementary School that existed on the site from 1895 until its demolition in 2011. The original East Central Elementary School building burned down in 1960. That same year, the Plan Commission approved its replacement building and construction completed in 1961.

While there are commercial uses surrounding the neighborhood, none have a square footage as large as this site. In addition, the site pushes into the historically residential use of the neighborhood. Many of the parcels in the surrounding area that are zoned as CR Regional Commercial or CO Office Commercial have a residential usage. This indicates that commercial usage is notable in the area, but not in need of expansion through a 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.

Much like other commercial districts, it allows for a variety of intensive uses, such as taverns, restaurants, and other types of stores. In regards to commercial uses near residential locations, most do not have a limit on the hours of operation and might disturb residents during night hours. Currently, there are no potential uses allowed in CM Mixed Commercial-Residential that are restricted by proximity to residential uses. However, 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.

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.

STAFF ANALYSIS (cont'd)

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.

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. Without a residential component, staff recommends disapproval of this zone change as it increases the risk of negatively impacting the surrounding residential uses.

Staff recommends disapproval of the Zone Change from RD6 (Duplex Residential) to CM (Mixed Commercial-Residential) for the parcel located at 815 Navarre Avenue because it does not align with the intent of the Forward Toledo Comprehensive Land Use Plan. Additionally, the proposed Zone Change is not compatible with the surrounding residential land uses or zoning classifications within the general vicinity of the subject property. Furthermore, the proposed Zone Change would negatively impact the residential character of the surrounding properties.

STAFF RECOMMENDATION

The staff recommends that the Toledo City Plan Commission recommend disapproval of Z24-0007, a request for Zone Change from RD6 (Duplex Residential) to CM (Mixed Commercial-Residential) at 815 Navarre Avenue, to Toledo City Council for the following four (4) reasons:

1. The surrounding land uses within the general vicinity of the subject property are not suitable for the proposed land use (**TMC§1111.0606(B)** *Review and Decision-Making Criteria*).
2. The surrounding zoning classifications of properties within the general vicinity of the subject property are not suitable for CM (Mixed Commercial-Residential) Zoning District (**TMC§1111.0606(C)** *Review and Decision-Making Criteria*).

STAFF RECOMMENDATION (cont'd)

3. The subject site is not physically suitable for the uses permitted under the CM (Mixed Commercial-Residential) Zoning District (**TMC§1111.0606(D)** *Review and Decision-Making Criteria*); and
4. The Zone Change will detrimentally affect properties within the vicinity of the subject property (**TMC§1111.0606(E)** *Review and Decision-Making Criteria*).

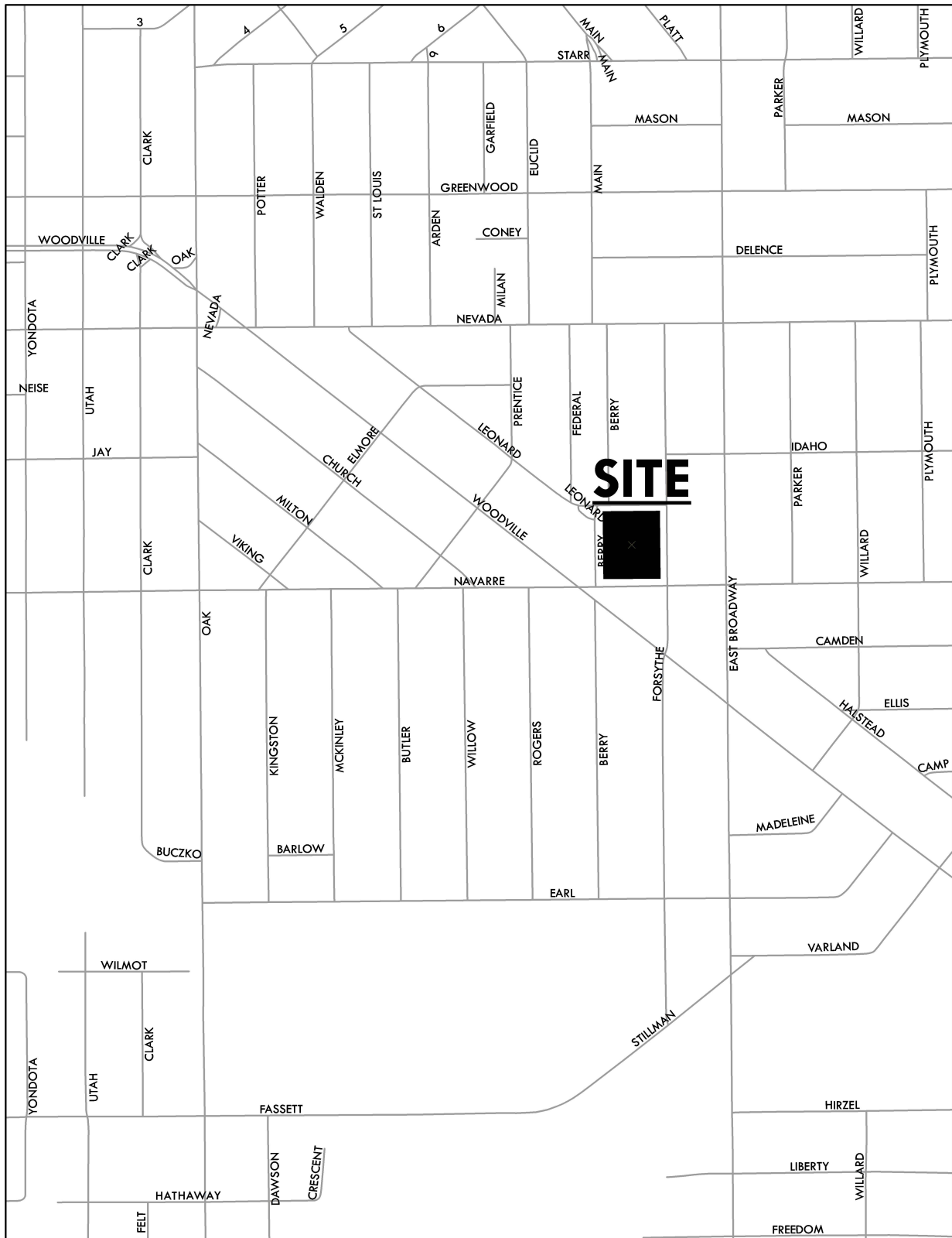
ZONE CHANGE
TOLEDO PLAN COMMISSION
REF: Z24-0007
DATE: February 13, 2025
TIME: 2:00 P.M.

TOLEDO CITY COUNCIL
ZONING AND PLANNING COMMITTEE
DATE: March 19, 2025
TIME: 4:00 P.M.

ZM
Two (2) sketches follow

GENERAL LOCATION

Z24-0007



ZONING & LAND USE

Z24-0007

