



TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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July 10, 2026

TO: President Vanice S. Williams and Members of Council, City of Toledo

FROM: Toledo City Plan Commission, Lisa Cottrell, Secretary

SUBJECT: Text Amendment to TMC Sections 1116.0209, 1116.0236, and 1104.0107
for further defining Community Recreation – Active

REF: M-4-26

The Toledo City Plan Commission considered the above-referenced request at its meeting on July 9, 2026 at 2:00 P.M. The Plan Commission **recommends approval** to City Council. Attached is the staff report for the request.

Please contact our office with any questions or concerns.

Respectfully Submitted,

Lisa Cottrell
Secretary

STUDY OF TEXT AMENDMENT FOR COMMUNITY RECREATION – ACTIVE

APPLICATION #: **M-4-26**
APPLICANT: Staff of the Toledo City Plan Commission
REPORT DATE: July 7, 2026
HEARING DATE: July 9, 2026
STAFF REVIEWER: Schultz

Background

The existing Community Recreation – Active use category definition has been interpreted to include a broad range of uses including community centers, playgrounds, parks, and after-school tutoring centers. These uses must currently obtain a Special Use Permit in all zoning districts, except the IC (Institutional Campus) districts. This text amendment seeks to separate some of these uses out of the Community Recreation – Active definition and provide more appropriate use permissions.

Details of Text Amendment

The text amendment separates the Community Recreation – Active definition into two (2) categories: Community Center and Community Recreation – Active. The proposed text amendment removes a portion of the Community Recreation – Active definition into its own use category under the Community Recreation umbrella. This category was then titled “Community Center”. The definition for Personal Improvement Service was also updated to ensure tutoring services and other single-purpose instructional service type uses fall under that category definition. The proposed text amendments can be seen in Exhibits “A” and “B”.

The proposed text amendment adds the category of Community Center to the Use Table in TMC§1104.0100, permitting them by-right in all commercial and industrial districts. Community Centers would be permitted by Special Use Permit in the residential and parks & open space zoning districts. No changes are proposed to the Use Table in regards to Community Recreation – Active or Personal Improvement Service. Proposed changes to the Use Table can be seen in Exhibit “C”.

Staff is recommending **approval** of the text amendment to TMC Sections 1116.0209, 1116.0236, and 1104.0107.

Forward Toledo Comprehensive Land Use Plan

The proposed text amendment supports the following goals identified in the Forward Toledo Comprehensive Land Use Plan: Encourage Social Opportunities, Support Childhood Growth, Strengthen Neighborhoods, and Improve Decision-Making. The text amendment also supports the goals of Encouraging Social Opportunities and Strengthens Neighborhoods by permitting community centers by-right in compatible commercial areas while still allowing them within residential areas by Special Use Permit. The text amendment supports the Childhood Growth goal by permitting tutoring centers and youth after-school programs by-right in commercial areas. Lastly, the text amendment improves decision-making by reducing barriers to open community centers and instructional service providers.

Development Approval Criteria

- (1) The proposed text amendment is consistent with the comprehensive plan and the stated purpose of the zoning code (TMC§1111.0506(B)).

Recommendation:

1111.0500 Text Amendment – APPROVE – Text Amendment to TMC Sections 1116.0209, 1116.0236, and 1104.0107 for further defining Community Recreation – Active.

Findings:

- (1) The proposed text amendment will reduce barriers to opening community centers and personal instructional services throughout the city.

EXHIBIT "A"

1116.0209 Community Recreation.

Recreational, social, or multi-purpose uses typically associated with parks, play fields, golf courses, or community recreation buildings.

A. **Active Recreation.** Areas used or designed for participant-oriented, group sports and recreation activities, including spectator areas associated with such facilities. Typical uses include:

1. Recreational facilities of an active nature, such as athletic fields, play grounds and children's play apparatus areas, court games;
2. Band shells and outdoor theaters;
3. Campgrounds; and
4. Facilities incidental to the operation of public recreational uses, such as refreshment stands, small concessionaire shops dispensing sporting goods, miniature golf and similar uses accessory to public recreational uses.

B. **Passive Recreation.** Areas used or designed for individual sports and recreation uses of a passive nature. Typical uses include golf courses (although golf course club houses are considered an "active recreation" use); hiking, bicycle and equestrian trails; greens and commons; sitting areas; picnic areas; botanical gardens; arboretums; conservatories; and natural wildlife or plant habitat areas.

C. **Community Center.** Public and community recreation buildings, including enclosed and semi-enclosed buildings providing public assembly and activity areas, such as gymnasiums, meeting rooms, game rooms, arts and crafts, dancing and dining.

D. **Marinas.** Any public or private facilities used for mooring, berthing, or securing recreational boats. Typical uses include yacht clubs and public boat docks.

EXHIBIT "B"

1116.0236 Personal Improvement Service.

Informational, instructional, personal improvement, and similar services of a nonprofessional nature. Excludes services classified as Entertainment and Spectator Sports, Participant Sports and Recreation, **Community Center**, or Transient Habitation. Typical uses include photography studios, driving schools, **tutoring centers, martial arts studios, dance or yoga studios**, weight reducing salons, nail salons, barbershops, tattoo and body piercing shops, and beauty parlors.

EXHIBIT “C”**1104.0107 Use Categories.**

The use categories listed in the Use Table are organized into five major use groups: Residential, Public and Civic, Commercial Use Types, Industrial Use Types, and Other Use Types. Each major use group is further divided into a series of use categories. All of the use categories listed in the Use Table are defined in Section 1116.0200.

Use Category	RS 12	RS 9	RS 6	RD 6	RM (all)	R MH	CN	CO	CM	CS	CR	CD	IL	IG	IP	POS	IC
Residential																	
Household Living																	
Detached House	P	P	P	P	P	–	P	–	–	–	–	–	–	–	–	–	–
Detached House, Zero Lot Line	–	–	P [1]	P [1]	P [1]	–	P [1]	–	–	–	–	–	–	–	–	–	–
Attached House	–	–	–	P [2]	P [2]	–	P [2]	–	P [2]	–	–	P [2]	–	–	–	–	–
Duplex	–	–	–	P	P	–	P	–	–	–	–	–	–	–	–	–	–
Cluster Housing	S [3]	S [3]	S [3]	S [3]	–	–	–	–	–	–	–	–	–	–	–	–	–
Manufactured Housing Park	–	–	–	–	–	P [4]	–	–	–	–	–	–	–	–	–	–	–
Manufactured Home	–	–	–	–	–	P	–	–	–	–	–	–	–	–	–	–	–
Multi-Dwelling Structure	–	–	–	–	P [5]	–	P [5,6]	P [5,6]	P [5,7]	P [5,6]	P [5,6]	P [5]	–	–	–	–	P
Adult Foster Home	P	P	P	P	P	P	P	–	–	–	–	–	–	–	–	–	–
Certified Foster Home	P	P	P	P	P	P	P	P	P	P	P	P	–	–	–	–	P
Group Living																	
Adult Family Home	P [8]	P [8]	P [8]	P [8]	S [8]	S [8]	S	–	S	–	–	–	–	–	–	–	–
Residential Facility, Small	P [8]	P [8]	P [8]	P [8]	S [8]	P [8]	–	–	–	–	–	–	–	–	–	–	–
Residential Facility, Large	–	–	–	–	S [8]	–	–	–	–	–	–	–	–	–	–	–	–
Drug and Alcohol Residential Facility	–	–	–	–	S [8]	–	–	–	–	–	P [8]	–	–	–	–	–	–
Halfway House	–	–	–	–	–	–	–	–	S [8, 27]	–	S [8, 27]	S [8, 27]	–	–	–	–	–
Nursing Home	–	S [9]	S [9]	S [9]	S [9]	–	P [9]	–	P [9]	P [9]	P [9]	P [9]	–	–	–	–	–
Rest Home	–	S [9]	S [9]	S [9]	S [9]	–	P [9]	–	P [9]	P [9]	P [9]	P [9]	–	–	–	–	–
Home for the Aging	–	S [9]	S [9]	S [9]	S [9]	–	P [9]	–	P [9]	P [9]	P [9]	P [9]	–	–	–	–	–
Group Rental	P [9,10]	P [9,10]	P [9,10]	P [9,10]	P [9,10]	–	P [10]	P [10]	P [10]	P [10]	P [10]	P [10]	–	–	–	–	–
Homeless Shelter	–	–	–	–	–	–	–	–	S [8]	S [8]	S [8]	S [8]	–	–	–	–	–
Other Group Living	–	–	–	–	S	–	–	–	–	–	S	S	–	–	–	–	P
Public and Civic																	
Colleges and Universities	–	–	–	–	–	–	–	–	–	–	S	S	S	–	–	–	P
Community Recreation																	
Passive	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P

Use Category	RS 12	RS 9	RS 6	RD 6	RM (all)	R MH	CN	CO	CM	CS	CR	CD	IL	IG	IP	POS	IC
Active	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	P
Community Center	S	S	S	S	S	S	P	P	P	P	P	P	P	P	P	S	P
Marinas	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	S [11]	-
Cultural Exhibits and Libraries	S	S	S	S	S	-	P	P	P	P	P	P	-	-	-	S	P
Day Care																	
Type A Family Day Care Home	S [8,12]	S [8,12]	S [8,12]	S [8,12]	S [8,12]	-	P [12]	P [12]	P [12]	P [12]	P [12]	P [12]	-	-	-	-	-
Type B Family Day Care Home	P [12]	P [12]	P [12]	P [12]	P [12]	-	P [12]	P [12]	P [12]	P [12]	P [12]	P [12]	-	-	-	-	-
Day Care Center	S [12]	S [12]	S [12]	S [12]	S [12]	-	P [12]	P [12]	P [12]	P [12]	P [12]	P [12]	P [12]	P [12]	P [12]	-	P [12]
Hospital	-	-	-	-	-	-	-	S	-	-	S	S	-	-	-	-	P
Lodge, Fraternal and Civic Assembly	-	-	-	-	S	-	P	P	P	P	P	P	P	-	-	-	-
Postal Service	-	-	-	-	-	-	P	P	P	P	P	P	P	P	P	-	-
Public Safety	S	S	S	S	S	S	S	P	P	P	P	P	P	P	P	S	P
Religious Assembly	P	P	P	P	P	P	P	P	P	P	P	P	-	-	-	-	P
Schools	S	S	S	S	S	S	S	S	S	S	S	S	-	-	-	-	P
Utilities, Minor	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Utilities and Services, Major	S	S	S	S	S	S	S	S	S	S	S	S	S	P	S	S	P
Commercial Use Types																	
Animal Services																	
Sales and Grooming	-	-	-	-	-	-	P [13]	-	P	P	P	P	-	-	-	-	-
Kennels	-	-	-	-	-	-	-	-	-	-	P [14]	-	P [14]	P [14]	-	-	-
Animal Shelters	-	-	-	-	-	-	-	-	-	-	P [14]	P [14]	P [14]	P [14]	-	-	-
Fully Enclosed Animal Shelters / Kennels	-	-	-	-	-	-	P	-	P	P	P	P	P	P	-	-	-
Veterinary	-	-	-	-	-	-	P [13]	P	-	P	P	P	P	P	-	-	-
Building Maintenance Services	-	-	-	-	-	-	-	-	-	P	P	P	P	P	P	-	-
Business Equipment Sales and Services	-	-	-	-	-	-	P [13]	P	P	P	P	P	P	P	P	-	-
Business Support Services	-	-	-	-	-	-	P [13]	P	P	P	P	P	P	-	P	-	-
Communications Service Establishments	-	-	-	-	-	-	-	-	-	-	P	P	P	P	P	-	-
Construction Sales and Services	-	-	-	-	-	-	-	-	-	-	P [15]	-	P	P	P	-	-
Eating and Drinking Establishments																	
Tavern	-	-	-	-	-	-	P [13]	-	P	P	P	P	P	P	-	-	-
Fast Order Food	-	-	-	-	-	-	P [13]	P [16]	P	P	P	P	-	-	-	-	-
Fast Order Food, Drive- through	-	-	-	-	-	-	-	-	-	S [17]	P [9,17]	-	-	-	-	-	-

Use Category	RS 12	RS 9	RS 6	RD 6	RM (all)	R MH	CN	CO	CM	CS	CR	CD	IL	IG	IP	POS	IC
Restaurant, Sit-Down	-	-	-	-	-	-	P [13]	P [16]	P	P	P	P	-	-	-	-	-
Electronic Gaming Parlor	-	-	-	-	-	-	-	-	-	-	P [32]	-	-	-	-	-	-
Entertainment and Spectator Sports																	
Limited	-	-	-	-	-	-	P [13]	-	P	P	P	P	-	-	-	-	P
General	-	-	-	-	-	-	-	-	-	S	P	P	-	-	-	-	P
Financial, Insurance and Real Estate Services	-	-	-	-	-	-	P [13]	P	P	P	P	P	-	-	-	-	-
Short-Term Lender	-	-	-	-	-	-	P [29]	P [29]	P [29]	P [29]	P [29]	P [29]	-	-	-	-	-
Food and Beverage Retail Sales																	
Large Stores	-	-	-	-	-	-	P [13]	-	P	P	P	P	-	-	-	-	-
Convenience Stores	-	-	-	-	-	-	P [13]	-	P	P	P	P	-	-	-	-	-
Funeral and Interment Services																	
Cremating	-	-	-	-	-	-	-	-	-	-	S [9][28]	-	P [28]	P [28]	-	-	-
Interring	S	S	S	S	S	-	S [13]	S	S	S	S	S	-	-	-	P	-
Undertaking	S [9]	S [9]	S [9]	S [9]	S [9]	-	P [13]	-	P	P	P	P	P	P	-	-	-
Cemeteries	S	S	S	S	S	-	-	-	-	-	-	-	-	-	-	P	-
Gasoline and Fuel Sales	-	-	-	-	-	-	S [13, 19]	-	-	S [19]	S [19]	S [19]	-	-	-	-	-
Marijuana Facility																	
Cultivator	-	-	-	-	-	-	-	-	-	-	-	-	P [30]	P [30]	P [30]	-	-
Dispensary	-	-	-	-	-	-	S [30]	-	-	-	S [30]	-	-	-	-	-	-
Processor	-	-	-	-	-	-	-	-	-	-	-	-	P [30]	P [30]	P [30]	-	-
Testing Laboratory	-	-	-	-	-	-	-	P [30]	-	-	P [30]	P [30]	P [30]	P [30]	P [30]	-	-
Medical Services																	
Drug and Alcohol Treatment Center, Nonresidential	-	-	-	-	-	-	-	P [8]	P [8]	P [8]	P [8]	-	-	-	-	-	P
All other Medical Services	-	-	-	-	-	-	P [13]	P	P	P	P	P	-	-	-	-	P
Office, Administrative and Professional	-	-	-	-	-	-	P [13]	P	P	P	P	P	P	-	P	-	P
Parking, Commercial	-	-	-	-	-	-	-	-	-	S	P	S	-	-	-	-	P
Personal Convenience Services	-	-	-	-	-	-	P [13]	P	P	P	P	P	-	-	-	-	-
Personal Improvement Services	-	-	-	-	-	-	P [13]	P	P	P	P	P	-	-	-	-	-
Rental Halls	-	-	-	-	-	-	P	P	P	P	P	P	P	P	-	-	-

Use Category	RS 12	RS 9	RS 6	RD 6	RM (all)	R MH	CN	CO	CM	CS	CR	CD	IL	IG	IP	POS	IC
Repair Services, Consumer	-	-	-	-	-	-	P [13]	-	P	P	P	P	-	-	-	-	-
Retail Sales, General	-	-	-	-	-	-	P [13]	-	P	P	P	P	-	-	-	-	-
Sexually-Oriented Business Establishment	-	-	-	-	-	-	-	-	-	-	P [20]	P [20]	P [20]	P [20]	-	-	-
Small Box Discount Store	-	-	-	-	-	-	P [34]	-	P [34]	P [34]	P [34]	P [34]	-	-	-	-	-
Sports and Recreation, Participant																	
Indoor	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-	-	-
Outdoor	S	S	S	S	S	-	-	-	-	-	P	P	-	-	-	-	-
Tobacco Shop	-	-	-	-	-	-	P [13,21]	-	P [21]	P [21]	P [21]	P [21]	-	-	-	-	-
Transient Habitation																	
Bed and Breakfast	S [22]	S [22]	S [22]	S [22]	S [22]	-	P [13]	P	P	P	P	P	-	-	-	-	-
Lodging	-	-	-	-	-	-	-	P	-	P	P	P	-	-	-	-	P
Rooming House	-	-	-	-	S [9]	-	P [9, 13]	-	-	P	P	P	-	-	-	-	-
Vehicle Sales and Service																	
Cleaning/Washing	-	-	-	-	-	-	-	-	-	S [9,17]	P [9,17]	P [9,17]	P [9,17]	-	-	-	-
Fleet Storage	-	-	-	-	-	-	-	-	-	-	-	P	P	P	-	-	-
Heavy Equipment Repairs	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Light Equipment Repairs	-	-	-	-	-	-	-	-	-	S	P	P	P	P	-	-	-
Heavy Equipment Sales/Rental	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Auto and RV Sales/Rental	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-	-	-
Auto and RV Sales, used only	-	-	-	-	-	-	-	-	-	-	S [23]	S [23]	-	-	-	-	-
Storage of Towaway Vehicles	-	-	-	-	-	-	-	-	-	-	S [24]	-	S [24]	S [24]	-	-	-
Storage of Recreational Vehicles	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Vehicle Storage	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Industrial Use Types																	
Explosive Storage	-	-	-	-	-	-	-	-	-	-	-	-	-	S	-	-	-
Freight Terminal	-	-	-	-	-	-	-	-	-	-	-	-	P [26]	P [26]	-	-	-
Industrial, General	-	-	-	-	-	-	-	-	-	-	-	-	P	P	P	-	-
Industrial, Intensive	-	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-
Laundry Service	-	-	-	-	-	-	-	-	-	-	-	-	P	P	P	-	-
Manufacturing and Production, Limited	-	-	-	-	-	-	-	-	P	P	P	P	P	P	P	-	-
Manufacturing and Production, Technological	-	-	-	-	-	-	-	P	-	-	P	P	P	P	P	-	-
Scrap and Salvage Operations	-	-	-	-	-	-	-	-	-	-	-	-	-	S [35]	-	-	-

Use Category	RS 12	RS 9	RS 6	RD 6	RM (all)	R MH	CN	CO	CM	CS	CR	CD	IL	IG	IP	POS	IC
Wholesale, Storage and Distribution																	
Mini-Warehouse	-	-	-	-	-	-	-	-	-	-	P	-	P	P	-	-	-
Light	-	-	-	-	-	-	-	-	-	-	-	P	P	P	P	-	-
Heavy	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Other Use Types																	
Solar Energy Systems																	
Accessory	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]	P [33]
Primary	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	P
Urban Agriculture																	
Major	S [31]	S [31]	S [31]	S [31]	S [31]	S [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]
Minor	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]	P [31]
Mining	-	-	-	-	-	-	-	-	-	-	-	-	-	-	P	-	-
Recycling Facilities																	
Large Collection Facilities	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Small Collection Facilities	-	-	-	-	-	-	-	-	-	P	P	P	P	P	-	-	-
Processing Center	-	-	-	-	-	-	-	-	-	-	-	-	P	P	-	-	-
Wireless Telecommunications Facilities																	
Co-Located	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]	P [25]
Freestanding	S [25]	S [25]	S [25]	S [25]	S [25]	S [25]	P [25]	P [25]	S [25]	S [25]	P [25]	P [25]	P [25]	P [25]	P [25]	S [25]	P [25]
Radio/TV Towers	-	-	-	-	-	-	-	-	-	-	S [25]	S [25]	S [25]	S [25]	S [25]	-	-