DOWNTOWN TOLEDO
Master Plan

February 2017 | Toledo, Ohio

Prepared for the
22nd Century Committee

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APARTMENTS
PNC

CONTENTS

Executive Summary

To plan for the future of Downtown Toledo, the 22nd Century Committee assembled a broad coalition of public and private sector leaders. By developing a Master Plan for the downtown area, the committee sought to align current planning efforts, amplify existing assets, and leverage planned and future investments within and adjacent to downtown.

Throughout this inclusive process, the 22nd Century Committee and its team of planners, architects, and engineers engaged the public in the creation of the plan. The public was invited to participate in many different ways across multiple platforms. Between the three public meetings that were held in January, May and July more than 1,000 people attended to give their input, ideas and thoughts. At www.downtowntoledoplan.com, the public was invited to continue to participate in the process online, and the site garnered nearly 30,000 page views throughout the process. In an effort to reach people where they are, volunteers took traveling displays and input activities to multiple office lobbies, community events and gatherings. Finally, more than 60 stakeholders were interviewed to gain specialized input about the opportunities and challenges facing downtown. Taken together, this public discussion gave the planning team more than 1,000 ideas and comments that helped to shape and guide the plan. Throughout this planning process the community showed that they love and cherish downtown and are invested in its renaissance.

It was clear from the first public meeting that the riverfront was of tremendous importance to the community. Once a thriving center of activity and industry, the Maumee River has long influenced the vitality of Downtown Toledo. As the economy transitioned from manufacturing to service and technology, the riverfront and downtown have not kept pace. Across the country and the region, the downtowns that are successful are the ones that are reinvesting in their riverfronts. Toledo is beginning to recognize this with the new Middlegrounds MetroPark and a new Promenade Park. This Master Plan builds on this energy with a bold vision of a completely rebuilt, accessible and activated riverfront that connects both sides of the river and creates new opportunities for downtown and neighborhood redevelopment and reinvestment. Through new park spaces, a network of connected and pedestrian-friendly streets, and focused infill development, Downtown Toledo can begin to knit its urban fabric back together.

This plan does more than merely set forth a vision for the future growth and revitalization of Downtown Toledo. It catalogs existing physical conditions, demonstrates the economic rationale for investments, and recommends 12 Priority Action Items for implementation. These 12 Priority Action Items identify the catalytic projects that will transform downtown in the near future and the policies and strategies that need to be put in place to support them. For example, the plan identifies the public and private partnerships that will be required to reinvent the riverfront, makes the case for economic incentives that will be necessary to spur continued residential development in downtown, develops the street typologies that will set the framework for new mixed-use development, and provides an economic baseline to develop an Innovation District in downtown to grow jobs and attract talent.

Throughout this collaborative process, the plan focused on implementation. As the 22nd Century Committee accomplished this plan, it had always expected to transition its members into another position of leadership. The reconstitution of the Downtown Toledo Development Corporation (DTDC) is the result of these efforts and this renewed organization will be critical to the continued success of Downtown Toledo. Working together with public and private sector partners, the DTDC will be able to focus on downtown and act as the consistent planning partner of the City, County and the greater Toledo community.

As this plan moves forward toward implementation (already, some early recommendations are being acted upon), the DTDC and others should treat it as a living document. Downtown Toledo will continue to evolve and this plan should evolve along with it. With this new culture of planning, participation and implementation infused into the community, there is no doubt that Toledo's greatest days are ahead.


RIVERFRONT
RIVERFRONT

SECTION 1

INTRODUCTION

INTRODUCTION

Why This Plan, Why Now?

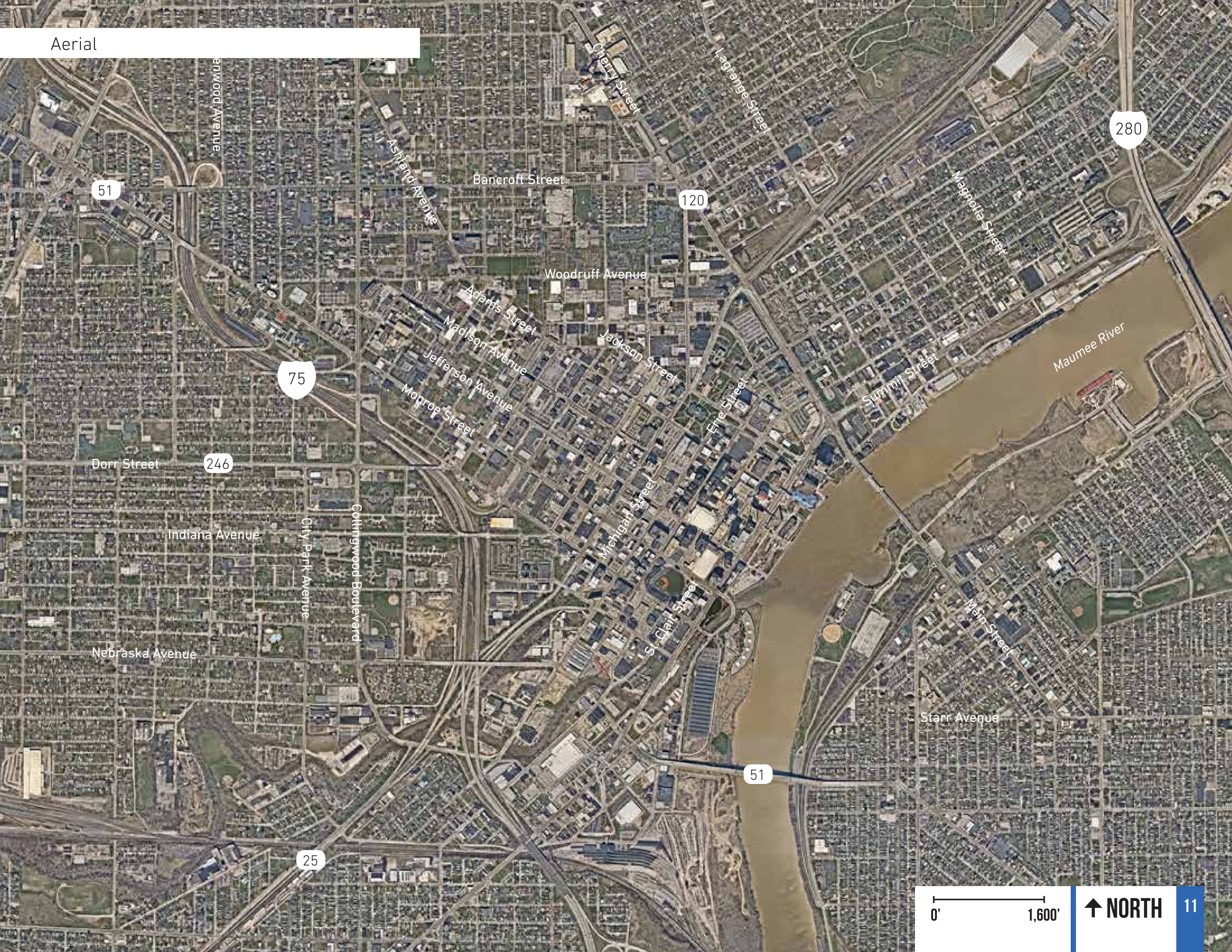
In the past decade-and-a-half, Downtown Toledo has seen recent success in bringing people back to the urban core, with nearly three million people annually visiting arts and cultural destinations and sporting events. The momentum downtown is continuing now with Hensville recently opened, work beginning on the new ProMedica headquarters, and renovations at the former Grand Plaza Hotel. Other improvements such as the Middlegrounds MetroPark and Promenade Park set the stage for better connections and urban amenities that will enhance Downtown Toledo.

National and regional trends are also favoring downtown markets making it the best time to plan for and invest in downtowns in at least three decades. Across the country and in the Midwest, residential populations downtown are increasing. Locally owned retail, bars and restaurants are quickly following, attracted to both the growth and the authentic urban character that only downtown areas can offer. These trends are evident in Toledo, with new residential developments and renovations underway and burgeoning areas like the Warehouse District and Uptown. More such development and investment will be necessary downtown to capture Toledo's regional talent and enable the city to compete in the regional, national and global economy.

This plan builds on these trends and recent successes by providing a strategic direction for the continued revitalization of Downtown Toledo. This Master Plan will provide the foundation for this planning work. This report has five sections:

1. The **Introduction** establishes the importance of downtown, reviewing existing plans and outlining the public process and input that was received and analyzed by the planning team.
2. The **Physical Conditions** section documents the relevant physical characteristics, statistics, and analysis that currently shape Downtown Toledo.
3. The **Market Analysis & Strategy** section catalogs local data about downtown and the region and compares it against regional trends and metrics. The Market Strategy defines the target market, the product typologies and location for housing, retail, hospitality and office within downtown and offers recommendations for next steps and implementation.
4. The **Planning Vision** section combines the physical conditions and market analysis with the public input to create a roadmap for the future of Downtown Toledo. This vision will shape future planning decisions and is the basis for specific policies, strategies and catalytic projects.
5. The **Priority Action Items** section applies the Planning Vision and identifies the critical next steps for Downtown Toledo. It also creates a structure for implementation and makes recommendations on how the Downtown Toledo Development Corporation can be the most efficient and effective in their work to transform the downtown.

Aerial


enwood Avenue
Cherry Street
Lagrange Street
280
Ashland Avenue
Bancroft Street
51
120
Magnolia Street
Woodruff Avenue
Adams Street
Madison Avenue
Jackson Street
Jefferson Avenue
Monroe Street
75
Summit Street
Maumee River
Erie Street
Dorr Street
246
Indiana Avenue
City Park Avenue
Collingwood Boulevard
Michigan Street
St. Clair Street
Main Street
Nebraska Avenue
Starr Avenue
51
25
0'
1,600'
NORTH

Assets & Momentum

Downtown Toledo is at the cusp of a renaissance. Current and planned developments, along with world-class institutions, have re-energized the core and have the potential to have a transformative effect on downtown and the Toledo region. Downtown Toledo benefits from high-quality assets, such as the Toledo Main Library, Fifth Third Field, the Huntington Center, Farmer's Market and the Valentine Theater. Within a short distance from downtown, the Toledo Museum of Art and the Toledo Zoo are nationally-recognized institutions that attract millions of visitors to the region. Also nearby is the University of Toledo, which has an enrollment of over 20,000 students.

Several downtown neighborhoods are currently experiencing an influx of young entrepreneurs, residents, and visitors. The Warehouse District and Uptown have emerging retail corridors in St. Clair Street and Adams Street, respectively. The Hensville development rehabilitated three historic buildings and added restaurant, retail and office space to St. Clair Street. Uptown is undergoing its own local arts-centered revitalization with the opening of Uptown Green and ProMedica's Market on the Green.

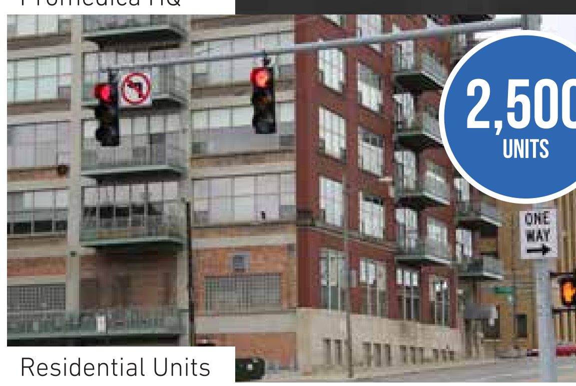
In addition to Hensville, planned, under construction and recently opened investments downtown include the continued development of the Warehouse District, a new ProMedica headquarters that will bring 1,000 jobs downtown, Middlegrounds Metropark, the Anthony Wayne Trail Gateway, and the Renaissance Hotel along the waterfront. These are all potentially transformative projects that should be leveraged to the fullest extent possible.

Hensville

Farmer's Market

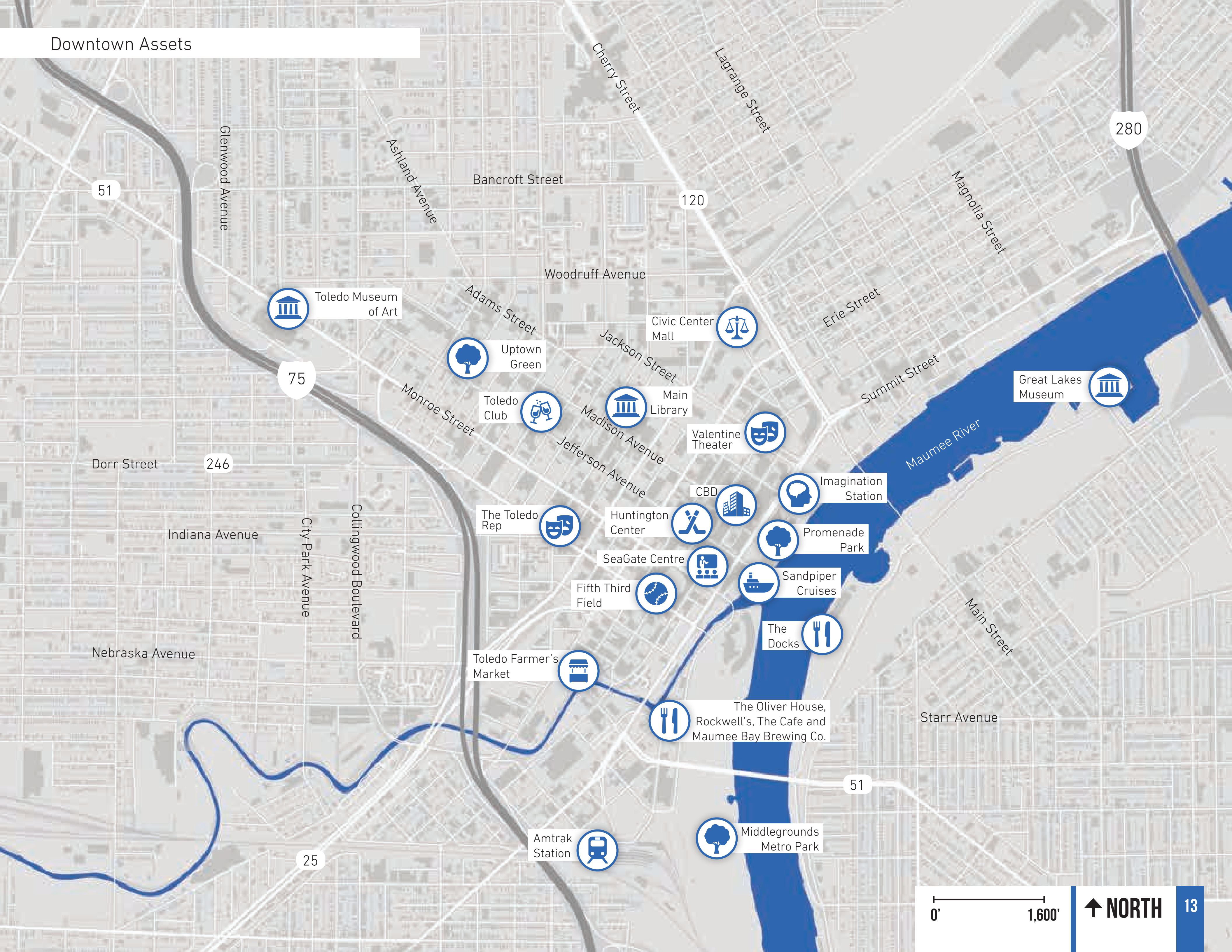
Promedica HQ

Fifth Third Field



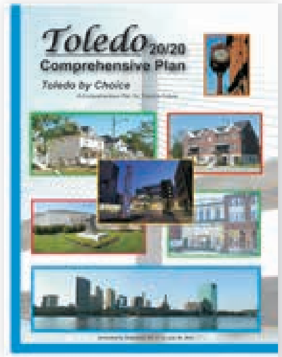
Residential Units

Huntington Center


Cherry Street
Lagrange Street
280
Glenwood Avenue
Ashland Avenue
Bancroft Street
120
Magnolia Street
51
Woodruff Avenue
Toledo Museum of Art
Adams Street
Civic Center Mall
Erie Street
Jackson Street
Uptown Green
Summit Street
75
Great Lakes Museum
Main Library
Monroe Street
Toledo Club
Madison Avenue
Valentine Theater
Maumee River
Jefferson Avenue
Dorr Street
246
CBD
Imagination Station
The Toledo Rep
Huntington Center
Promenade Park
Indiana Avenue
City Park Avenue
Collingwood Boulevard
SeaGate Centre
Sandpiper Cruises
Fifth Third Field
Main Street
The Docks
Nebraska Avenue
Toledo Farmer's Market
The Oliver House, Rockwell's, The Cafe and Maumee Bay Brewing Co.
Starr Avenue
51
Amtrak Station
Middlegrounds Metro Park
25
0'
1,600'
NORTH

Previous Planning Efforts

As part of its initial analysis, the planning team reviewed many recent planning efforts to develop an understanding of previous community discussions and priorities. This is a critical part of the process as the Downtown Plan seeks to create alignment amongst these plans and develop a set of common goals and objectives to build from going forward. As the planning team moves from analysis to concepts and recommendations, these previous plans will provide important direction.



Toledo 20/20 Comprehensive Plan

Year: 1999

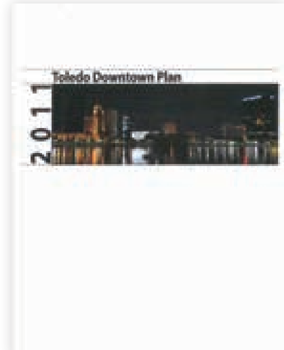
Created By:
Toledo-Lucas County Plan Commission Staff

Big Ideas:

> Return the downtown street system to a two-way pattern.

> Operate a shuttle in the downtown area.

> Creation of a gateway marker system at key points along roadways entering downtown.



Toledo Downtown Plan

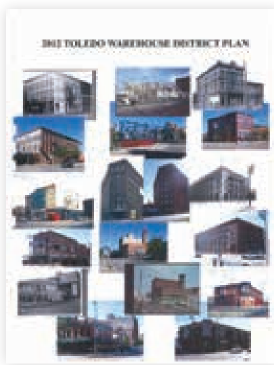
Year: 2011

Created By:
Toledo Design Center & Plan Commission Staff

Big Ideas:

> Reinforce the river with improvements to accessibility, streetscape, and riverfront activities.

> Enhance public realm links among downtown anchors.



Warehouse District Plan

Year: 2012

Created By:
Toledo Design Center, Plan Commission, Warehouse District Association, Downtown Toledo Dev. Corporation

Big Ideas:

> Create an Urban Overlay District for the Warehouse District.

Uptown Plan

Year: 2013

Created By:
Toledo Design Center, Uptown Association

Big Ideas:

> Strengthen role of Uptown Association into economic development entity with active role.

Turning Around Downtown

Year: 2014

Answered By:
20 Business Leaders with businesses in or around downtown

Survey Answers:

> Any effort to revitalize downtown requires specific intent and buy-in from the community.

> Previous plans have not been universally accepted, future planning efforts should be led by the private sector

NW Ohio/SE Michigan Comprehensive Economic Development Strategy

Year: 2014

Created By:
Board of Lucas County Commissioners, Regional Growth Partnership, Silverlode Consulting

Big Ideas:

> Identified challenges and opportunities for regional economic growth

> Targeted automotive, logistics and transportation, agribusiness, biotechnology, food processing, advanced manufacturing, and alternative energy as key industry clusters

Toledo Museum of Art Master Plan

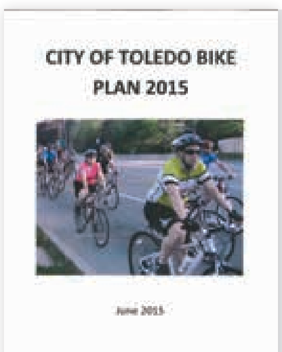
Year: 2015

Created By:
OLIN

Big Ideas:

> Become a more integral part of the community.

> Interested in participating with other public and private agencies in the regeneration of Monroe Street between the museum and downtown.



Toledo Bike Plan

Year: 2015

Created By:
Toledo Department of Engineering Services

Big Ideas:

> 13 Major Bike Trails connecting major destinations, including downtown segments

INTRODUCTION

Economic Importance of Downtown

Downtown Toledo is an economic engine for both the city and the region. Continued investment in downtown will help to fuel greater growth for both the city and the region and will enable it to lead the transformation into the new economy.

The Toledo Region is bouncing back from the recent recession, posting strong jobs gains between 2010 and 2014 adding 18,000 full and part-time jobs. While Downtown Toledo has not seen the same uptick, it is nonetheless an important job center for a number of reasons. Downtown Toledo is home to 17% of the city's jobs, in less than 2% of the city's land area. This concentration of jobs is augmented by the fact that average downtown wages are 25% higher than the rest of the city. Downtown jobs generate an estimated $27.7 million in income taxes annually. Continuing to build upon and leverage Toledo's downtown will improve the rest of the city and strengthen the region.

Downtown is also a key player in terms of physical office space, with 30% of the region's office space located downtown and 80% of the region's Class A office space. While downtown currently has a 16% vacancy rate, this concentration of Class A space presents an opportunity. Other initial indicators are positive. In addition to having higher-than-average wage jobs, downtown also has above average employment levels in key growing occupations. Harnessing this momentum by continuing to invest in downtown amenities, housing and entertainment will help to solidify downtown's place in the market and create a dynamic job center that is attuned to the needs of the 21st Century workforce.

Between 2010 - 2014 the **Toledo Region** added:

+18,000

full-time and part-time **jobs**

Average downtown **wages** are

25%

higher than the rest of the city

Downtown contains

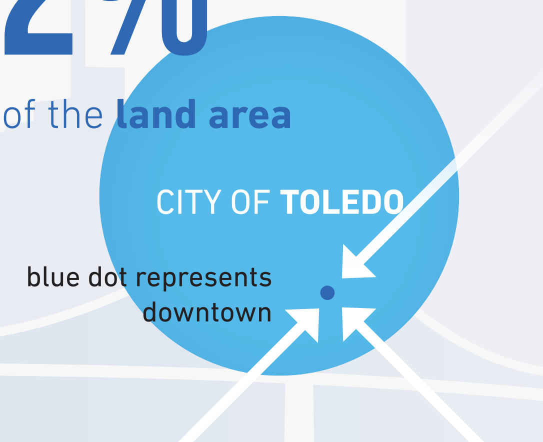
17%

of the city's **jobs...**

...in less than

2%

of the **land area**



Downtown contains

30%

of the region's office space, including...

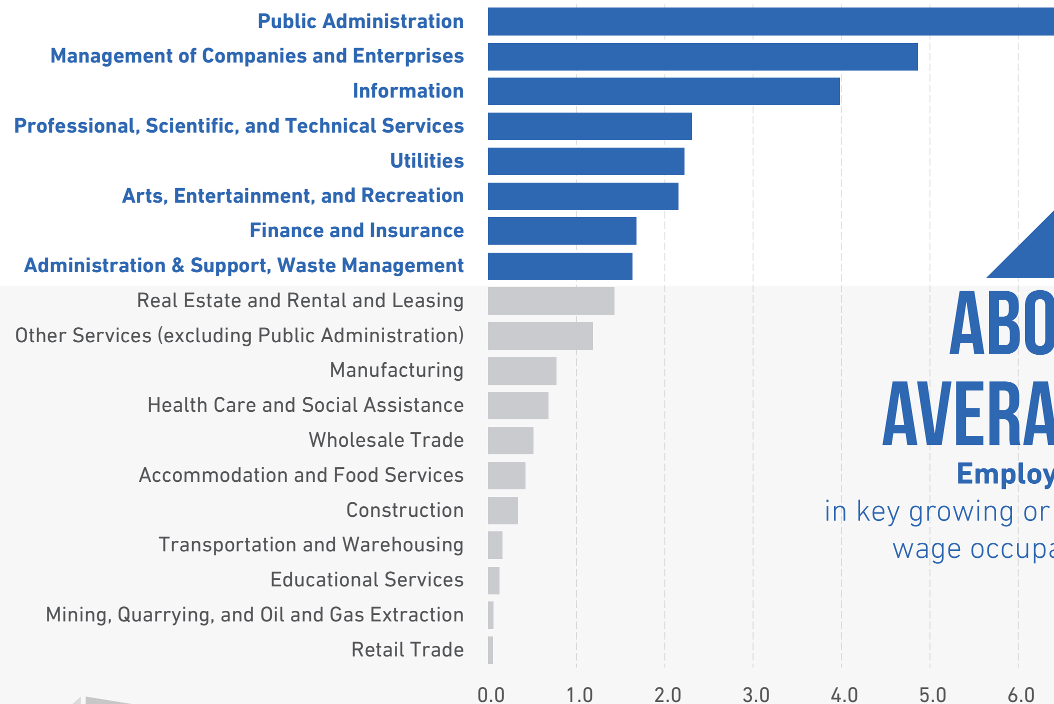
80% of the region's **Class A Space**

...and generates an estimated

$27.7M

in income taxes **annually**

Location Quotient: Downtown Toledo to MSA



ABOVE AVERAGE

Employment in key growing or high/ wage occupations

Project Process

The Downtown Toledo Master Plan has four major tasks, shown in the graphic below:

TASK 1	TASK 2	TASK 3	TASK 4
UNDERSTANDING & OPPORTUNITIES	MARKET. PLACE. CATALYSTS.	DOCUMENTATION & IMPLEMENTATION	PLAN ADOPTION
Public Meeting #1: January 19, 2016	**Public Meeting #2:** May 4, 2016	**Public Meeting #3:** July 13, 2016	November 3, 2016 - January 24, 2017

Task 1: Understanding & Opportunities

The first task developed an understanding of downtown and analyzed potential opportunities with the Working Group, the 22nd Century Committee, stakeholders and the public. The First Public Meeting, held on January 19, was part of this first task.

Task 2: Market. Place. Catalysts

During the second task the planning team conducted detailed economic and market analysis to support and inform catalytic project development, place-based strategies, and policy recommendations for downtown.

Task 3: Plan Documentation & Implementation

Following review, vetting and additional public input, the vision for downtown was articulated into a final public presentation and a draft Downtown Master Plan.

Task 4: Plan Adoption

The final Downtown Master Plan was officially shared with the public on November 3, 2016, and submitted for adoption as an amendment to the Toledo 20/20 Comprehensive Plan. It was reviewed by the Toledo City Plan Commission on December 12, 2016, and recommended for adoption by City Council. City Council's Zoning and Planning Committee recommended adoption by City Council on January 11, 2017, and City Council unanimously adopted the plan on January 24, 2017.

Stakeholder Engagement

The planning team conducted a series of stakeholder interview meetings over the course of two days in December 2015. Working with the 22nd Century Committee, involved and passionate downtown stakeholders were identified and asked for interviews, with many taking part. Stakeholders were engaged in the form of roundtable discussions, grouped in the categories shown in the table to the right. This allowed for a more complete picture of both obstacles and opportunities in downtown and its surrounding area. General findings from these discussions are as follows:

> Downtown needs **consistent leadership** and a **common vision** in order to succeed.

> Incentives and permitting need to be streamlined to **encourage development**

> The **Riverfront** is an asset that needs to be fully utilized from Middlegrounds to the Lake.

> Downtown needs viable hotels and an improved **Convention Center**.

> Need to overcome **safety and parking** problem perceptions.

> There is a growing interest in **residential** being downtown

> Need better **gateways and connections** to Art Museum and surrounding neighborhoods.

> The community mindset needs to change...a **positive attitude** is needed.

Other findings that emerged from stakeholder roundtable discussions are summarized in the following pages.

List of Stakeholders Interviewed by Planning Team

Elected Officials
Mayor Paula Hicks-Hudson
Council Member Sandy Spang
County Commissioner Carol Contrada
County Commissioner Pete Gerken
County Commissioner Tina Skeldon Wozniak

City/County/Transport
Megan Vahey Casiere - Lucas County
Bill Brennan - Lucas County
Jim Gee - TARTA
Joe Cappel - Port Authority
David Dysard - City of Toledo

Arts/ Entertainment
Brian Kennedy - TMA
Jeff Sailer - Toledo Zoo
Steve Miller - SeaGate Centre
Lori Hauser - Imagination Station
Joe Napoli - Mud Hens/Walleye
Steve Madwell - Metro Parks
Jennifer Jarrett - Arts Commission
Marc Folk - Arts Commission
Toledo Repertoire Theatre
Valentine Theatre

Businesses/Organizations
Bob Laclair - Fifth Third Bank
Wendy Gramza - Chamber
Jeannie Hylant - Hylant Group
Richard Hylant - Hylant Group
Steve Cavanaugh - HCR Manor Care
Don Rettig - Owens Corning
Bill Mcdonnel - PNC
Kim Cutcher - LISC
Katen Mathison - United Way
Randy Oostra - ProMedica Health System
Jay Black - Toledo African American Chamber of Commerce
Steve Schwartz - First Hospitality Group
W. Gene Powell - Seed Cowork
Don Miller - Seed Cowork
Molly Thompson - LaunchPad Incubation
Dan Rogers – Cherry Street Mission
Allan Block – Block Communications
Toledo Blade – Editorial Board
Brian Lorenzen - WTOL
Pete Veto - 13ABC
Brian Trauring – 13ABC

Young Professionals
EPIC Toledo
United Way Emerging Leaders

Education
Dr. Sharon Gaber- University of Toledo
Dr. Neil Reid - University of Toledo
Dr. Patrick Lawrence - University of Toledo
Clyde Scoles- Toledo/Lucas County Library
Geoffrey Rose - St. Francis de Sales
Doug Mead - Toledo School for the Arts
David Livingston - Lourdes University
Mike Bower - Owens Community College

Real Estate/Construction
Bob Howell - SSOE
Tom Manahan - Lathrop
Bill Rudolph - Rudolph Libbe

Small Business
Ed Beczynski - The Blarney
Peter Brown - Paula Brown Shop
Jerry Parker - Toledo Club
Cindy Kerr - DTID
Ken Wood - Martin & Wood Appraisal
Jeff Upton - American Property Analysts
Jim Lindsay - Louisville Title
Marcos Pizza
Brooks Insurance

Stakeholder Comments

Education

> Would consider a downtown location, especially if it was a joint campus with other institutions.

> While downtown is safe, more needs to be done to improve the perception of safety.

> Would like to see more activity downtown as a draw for students; currently most go to Bowling Green for entertainment.

> Open to collaborating with the private sector and developing opportunities for workforce development.

> Need to do more to capture graduates and keep them in Toledo.

> Encourage investments in incubator/startups

Development

> Plan needs to leverage downtown assets and planned investment to multiply economic benefits.

> Residential market is strong; there is not enough product on the market.

> Incentives need to be more robust to enable more residential development.

> Out-of-state land/building owners need to be engaged or bought-out.

> City permitting process needs to be streamlined to encourage and facilitate new business/ development.

> Need to dispel myths about safety and not having enough parking.

Stakeholder Comments

Leadership & Management

> Downtown needs consistent leadership in order to succeed.

> This plan needs to create a common vision between the public and private sectors and the community...

> ...And it needs to align recent and current efforts and plans to create a common roadmap.

> Need to create partnerships to help the city maintain and manage future investments in the public realm and infrastructure.

> Need to be able to program spaces and places to ensure consistent downtown activity.

> Need to take a leadership position on acquiring key downtown properties.

Riverfront

> The Riverfront is an unrealized asset.

> Need more access for residents and recreation activities along the river.

> Need to strike a balance between port activity and public access.

> The river today is a dividing line, it needs to become the center of the community.

> Improvements to the riverfront = economic development.

> Address water quality and environmental concerns.

> Need to do more to encourage recreational boating of all kinds.

Attitude

> Fifth Third Field and the Mud Hens changed the perception of downtown for entertainment visitors, now we need to do the same for residential, retail and office development.

> Need to overcome safety and parking problem perceptions.

> We need to challenge the perception that there is nothing to do downtown.

> Outsiders, or those that have moved back to Toledo have a greater appreciation and positive feeling about the City and downtown.

> A positive attitude is needed.

> Desire to better leverage uniquely Toledo brands and character

> Strong desire to turn the focus of the city and community events back downtown.

Public Meeting 1

More than 350 Toledo area residents attended the First Public Meeting at the McMaster Family Center, located in the Toledo Main Library. Hosted by the 22nd Century Committee, the meeting took place on January 19, 2016 between 5 p.m. and 7:30 p.m. The planning team started the meeting with a presentation highlighting the process along with initial existing conditions and analysis.

After the presentation, participants were invited to interact with exhibits and the planning team for one-on-one conversations at eight themed stations, including:

> Riverfront

> Residential & Retail Opportunities

> Streets/Connectivity

> Transportation & Parking

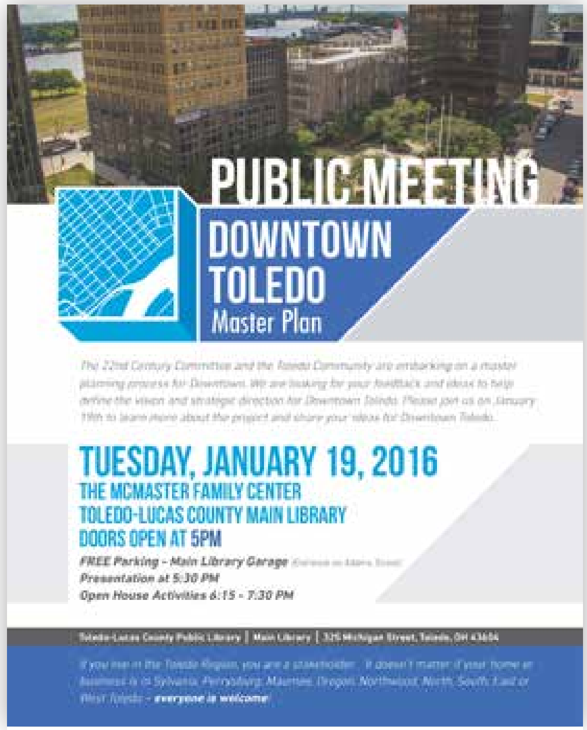
> Greenspace/Recreation/Bike Network

> Business, Talent and Innovation

> General Comments/Ideas

> Downtown Visioning (Interactive Display)

It was an enthusiastic and highly engaged crowd. Participants expressed their vision and ideas for the future of Downtown Toledo through both conversations at the stations, and by participating in the hands-on activities. The interactive post-it and map display was transported from the Project Storefront to the Public Meeting, so meeting attendants were able to engage with the storefront activities.



A Public Meeting announcement flyer was emailed to the Toledo community and posted in various downtown locations

Meeting attendants provided over 600 comments in the form of answers to questions on comment cards, notes added to the interactive displays/map exercises, and comments left on station materials. Comments focused on revitalizing the riverfront, attracting talent and young people to the city, and building a vibrant downtown retail and residential district. Public comments have been sorted and are summarized on page 28.

Public Meeting 2

Also held at the McMaster Family Center, the Second Public Meeting took place on May 4, 2016 between 5 p.m. and 7:30 p.m. The purpose of this meeting was to introduce the “what” stage of this process - **what is the vision for downtown?** More than 300 people attended the meeting.

The planning team provided a summary of the public feedback collected to date, including online engagement through the project website. Feedback was synthesized into a list of general comments, organized by how often these were mentioned or expressed. These were then reinterpreted as 12 Goals and Objectives to guide the remainder of the planning process. The presentation also shared the results from the Market Analysis in the form of development potential numbers for residential, retail, office, and hospitality development.

The planning team then introduced seven emerging opportunities and a draft downtown vision that set the stage for a long-term re-imagining of downtown’s potential. After the presentation, participants discussed the draft vision and emerging opportunities with the planning team in the McMaster Lobby. Participants were asked to prioritize these emerging opportunities, and provided more than 140 comments through the meeting’s seven themed stations. The stations included an interactive physical model of downtown illustrating various potential phases and intensities of the planning vision.

The emerging opportunities, as illustrated in the map above were:

> Rediscover The Riverfront

> Rethink The Seagate Centre

> Revitalize Four Corners

> Recapitalize The Warehouse District

> Restore The Civic Center

> Re-Energize Uptown

> Reconnect Downtown

Public Meeting 3

The Third Public Meeting took place on July 13, 2016 between 5 p.m. and 7:30 p.m. Attended by over 250 area residents, this meeting introduced the "how" stage of this process - **how will the planning vision for downtown happen?**

The meeting was introduced with an updated summary of the public feedback collected so far. The Planning team shared results from questions asked at the Second Public Meeting and through an online survey that was emailed out to the community.

The planning team then presented a preferred planning vision that emerged from the feedback gathered at the Second Public Meeting. This planning vision focused on creating a network of open space, continuous development, and complete streets through downtown and its districts. The results from the Market Strategy were then shared with the public, offering insight as to what types of development could happen downtown, and where in the downtown area are these most likely to succeed.

The meeting concluded with 12 Priority Action Items along with a downtown riverfront vision. After the presentation, the public was invited to share their thoughts on whether the planning team had accurately captured their vision for downtown through open-house style displays in the McMaster Center Lobby.

The one-on-one conversations with the planning team reflected a positive and energized group of Toledoans. An additional 25 comments were gathered by the Planning Team, in the form of comment cards and notes on exhibits.

www.downtown**toledo**plan.com

In addition to Public Meetings, the process included a stand-alone website to engage a wider audience. Launched in tandem with the First Public Meeting, **www.downtowntoledoplan.com** included a wide array of project updates, meeting materials, team and process information, and interactive public engagement opportunities.

Since it's launch date, the website has been accessed by over 5,735 users, most of whom have IP addresses associated with the Greater Toledo Region. Web visitors spend an average of over three and a half minutes within the site, and have interacted both by downloading posted materials and commenting on questions posed by the planning team. Other than the Home Page, the most popular pages on the site are the First, Second and Third Public Meeting Presentations.

The Planning Team also used the online website for an public survey that was emailed out to the community. The Planning Team gathered responses from over 40 people, most of which specified that they had not been in attendance for the First and Second Public Meetings. The results from this survey are summarized in the What We Heard Section of this chapter.

2,795 VISITORS

The three **Public Meeting Presentations** have been viewed 3,366 times by 2,795 visitors.

"At the mouth of Swan Creek there should be a bike / pedestrian bridge connecting the walkways along the river."

- Michael Lawrence

"I commute into downtown for work everyday. I would support a dog daycare... and I disagree that parking needs to be free all the time"

- Alissa

"Give people multiple reasons to come to the waterfront. The malls in town are successful because there are multiple reasons to be there--shopping, food, exercise..."

- Jeff

Website Traffic
(as of August 9, 2016)

9,156 SESSIONS

Total number of Sessions within the date range. A session is the period of time a user is actively engaged with the website.

5,735 USERS

Users that have had at least one session within the selected date range. Includes both new and returning users.

29,233 PAGE VIEWS

Pageviews is the total number of pages viewed. Repeated views of a single page are counted.

2:26 AVG. SESSION

The average length of a Session.

204 COMMENTS

Comments users posted to Questions on the site, and respondents to online survey

ENGAGEMENT SUMMARY

Task 1 Comments: 138 Comments

Task 2 Comments: 16 Comments

Task 3 Comments: 9 Comments

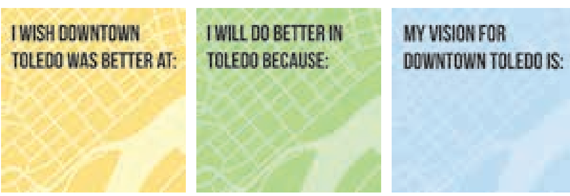
Online Survey: 41 Respondents

Total Email Subscribers: 463 Subscribers

Project Storefront

Located in the lobby of the Toledo Edison Building directly adjacent to the Downtown Toledo Improvement District Office, the Project Storefront included interactive and hands-on displays meant to engage downtown residents, workers, and visitors. The storefront was staffed by Toledo Design Center representatives between 12 PM and 1 PM on Mondays, Wednesdays, and Fridays. The lobby was fully accessible to all foot traffic during regular business hours.

Open to the public between January and May of 2016, the storefront materials included a post-it display with the following three questions:



The hands-on display also included two interactive maps where participants provided information on where they live and their perception of downtown. The display was temporarily transported to the First Public Meeting for the duration of the event.

Traveling Storefront Display

The engagement exhibits created for the Project Storefront were modified for travel and were circulated through various downtown events and institutions. This allowed public engagement with members of the community who don't typically attend public meetings. The events and locations included in the Traveling Display are as follows:

> Toledo Design Center

> Valentine Theater

> Gathered Studio (Art Walk)

> Huntington Arena (Hockey Game)

> PNC Building Lobby

> Government Center

> Downtown Main Library

> Hylant Offices

Gathered Glassblowing Studio
Art Walk – February 18

Toledo Design Center
February 16 - 18

PNC Building Lobby
February 22 - 26

What We Heard

Task 1 Feedback

The Riverfront
Participants largely discussed an activated and connected Riverfront with a bike/pedestrian facility from Lake Erie to the Toledo Zoo. Though open space and trail opportunities were the focus of the comments, a truly mixed-use riverfront with retail, restaurants, and residential was envisioned by several meeting attendants. Revitalizing Dockside and revitalizing the Marina District were also topics of discussion.

Streets/Connectivity
Thoughts to potentially enhance streets centered on improving safety for everyone, not just drivers. Better lighting, adding bicycle infrastructure, clear and distinctive wayfinding, and more transit options were listed as potential improvements that could increase downtown's connectivity to nearby neighborhoods and incentivize more retail activity. Other attendants suggested converting more one-way streets to two-way, and making better street connections to the river.

Business, Talent and Innovation
The overwhelming majority of respondents expressed a desire to work downtown, and envisioned a more vibrant and mixed-use CBD that would attract growing industries. Many comments mentioned that a strong downtown office market would require amenities for employees, such as walkable streets and plentiful retail. Start-ups and small-businesses were addressed as equally important to growth as larger employers.

Engagement Prioritization Summary

1	Access to the River	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
2	Create a Continuous Riverwalk	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
3	Events and Entertainment		✓	✓	✓	✓	✓	✓	✓	✓	✓
4	More Parks and Recreation			✓	✓	✓	✓	✓	✓	✓	✓
5	Need more things to do Downtown			✓	✓	✓	✓	✓	✓	✓	✓
6	More Housing Opportunities			✓	✓	✓	✓	✓	✓	✓	✓
7	More and Improved Bike Lanes				✓	✓	✓	✓	✓	✓	✓
8	Attractions, Cultural Events and Uses					✓	✓	✓	✓	✓	✓
9	Better Public Transportation						✓	✓	✓	✓	✓
10	Improve Promenade Park							✓	✓	✓	✓
11	More Lighting and Safer Pedestrian Streets							✓	✓	✓	✓
12	Access to Boats (Water Taxi/Ferry/Marina/Transient Boats)							✓	✓	✓	✓
13	Grocery, Sundries, Shopping, Neighborhood Services							✓	✓	✓	✓
14	Jobs, Density, More People							✓	✓	✓	✓
15	Better Market Downtown, Change Perception, City Commitment								✓	✓	✓
16	Sustainability								✓	✓	✓

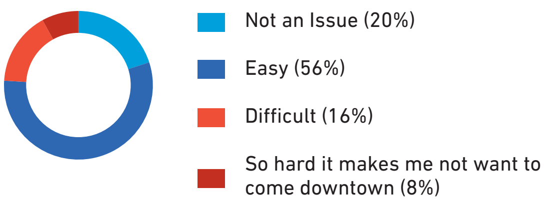
Q: What is missing from the Riverfront downtown?

"Everything! We don't use the river at all. Parks, bike/running trail, restaurants with patios, shopping, residential."

Q: What would make businesses more successful downtown?

"Small business owners, entrepreneurs, investors and prominent community figures coming together and pooling their resources..."

Q: Parking downtown is:



Transportation & Parking
Improving public transportation options was the most prevalent message in participant comments, in addition to building a more robust bicycle network. Meeting attendants also do not see parking as a problem in downtown.

Residential & Retail Opportunities
Continuing to build on the momentum in the Warehouse and Uptown Districts was a common thread in discussions regarding housing opportunities. Others expressed a desire for more Riverfront residential located near Fort Industry Square as well as the east side of the river. Many participants stressed the importance of independently-owned retail as an amenity that would attract visitors and downtown residents.

Greenspace/Recreation/Bike Network
A connected bike network consisting of on-street facilities, such as bike lanes, and off-street paths were of high priority and importance to attendants. Comments focused on increasing connectivity to nearby neighborhoods, as well as focusing on a bike path along both sides of the river.

Task 2 Feedback:
Emerging Opportunities & Planning Vision

The Riverfront
Following the First Public Meeting, the downtown riverfront continued to be a critical focus for the public. Participants at the Second Public Meeting emphasized the need for a continuous and interconnected network of open spaces along both sides of the river. Other comments included:

> More riverfront activity (Entertainment, Arts, Cultural Destinations)

> Improved connections (to Middlegrounds Metro Park and Lake)

> Bike and pedestrian connections to both sides of the river

> Better boating and physical access to the river

> Clean water

“If it looked like Savannah or Jacksonville I'd be there every weekend!”

“...it would be nice to have some entertainment along with a mid-sized park and Water St.”


DOWNTOWN TOLEDO MASTER PLAN - PUBLIC MEETING

1 - DOWNTOWN RIVERFRONT

1 Are there other emerging opportunities that this part of the plan should consider and include?

Riverfront needs shops, eating,

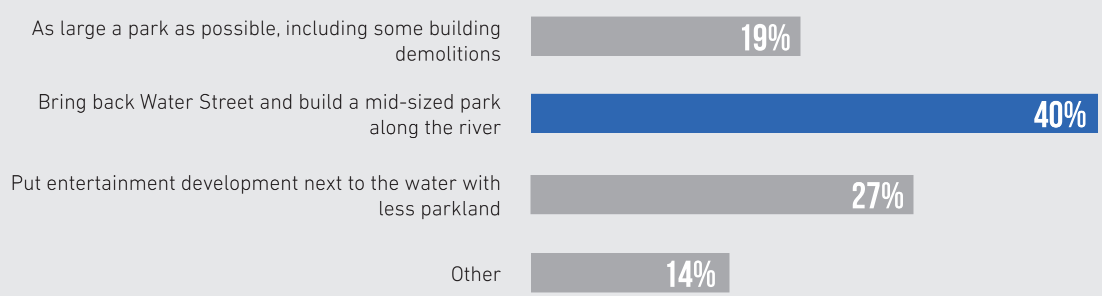
2 What is the preferred usage of the riverfront downtown between Summit Street and the River? (Check one)

- [ ] As large a park as possible, including some building demolitions
- [x] Bring back Water Street and build a mid-sized park along the river
- [x] Put entertainment development next to the water with less parkland
- [ ] Other:

both!

Why? need a fun place for people to go & relax

Q: What is the preferred usage of the riverfront downtown between Summit Street and the River?



What We Heard

Downtown Core
Participants prioritized rethinking the SeaGate Centre and revitalizing the Four Corners (Intersection of Huron Street and Madison Avenue) as the two most important catalytic projects in the Downtown Core. Improving downtown connectivity through reconnected streets were also mentioned as potential solutions to the pedestrian experience. Other comments included:

> "St. Clair Street needs to be continuous"

- > Reconnect St. Clair Street
- > Connect Warehouse District to Civic Center
- > Build on existing momentum
- > More/better hotels
- > Improve perception of downtown
- > Reuse existing buildings first

Warehouse District
Building on the momentum and activity of the Warehouse District, members of the public expressed a desire for increased open space along Swan Creek and additional retail and entertainment opportunities, especially along St. Clair Street. Additional comments included:

> "Continuous walk from Maumee River all along Swan Creek"

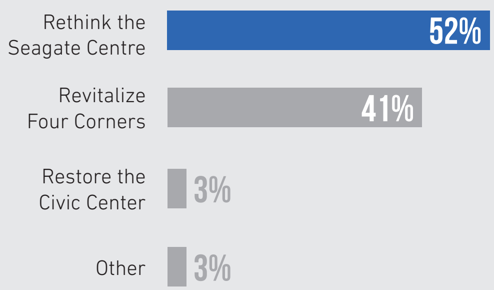
- > Build on momentum of Hensville
- > Build on momentum of existing/new start up and incubator space
- > Connect to the Amtrak Station

Vistula Historic District
Public comments regarding Vistula focused on celebrating Toledo's First Neighborhood. Meeting attendants suggested a concentrated revitalization effort that reclaimed and cleaned up industrial spaces along the riverfront and replaced these with new green space and trails connecting to the Nautical Mile. Other comments included:

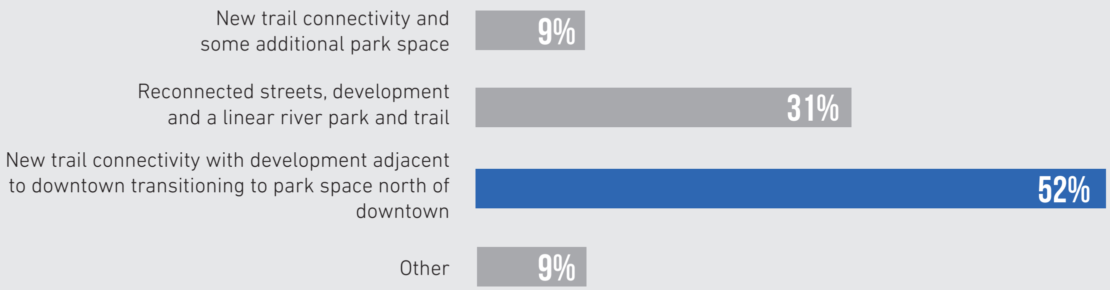
> "Need Riverside Trail connection, additional parkland near residential areas"

- > Neighborhood needs to river access, parks and redevelopment to succeed
- > Bridge the Cherry Street divide
- > Provide boating access

Q: How would you prioritize these efforts?
(Users Ranked their highest priority as follows)



Q: What is your preferred usage of the riverfront in Vistula?



> “Need retail to support the residential neighborhood”

Uptown District
Comments strongly emphasized the need for future infill development occurring in Uptown to be consistent with the neighborhood’s authenticity and artistic character. Residents of this community expressed the importance of the Adams Street Corridor as central to existing small businesses and retailers. Other comments included

> Consider importance of historic architecture

> Provide more residential/commercial mixed use

> Make Adams Street corridor a key Uptown connection to Downtown

Reconnect Downtown
Comments focused on enhancing the pedestrian experience through the conversion of one-way streets into two-way travel, and enhancing the existing streetscape. As well, the majority of comments addressed the lack of on-street bicycle infrastructure, and the potential to implement the city’s 2015 Bike Plan in the downtown area. Other comments included:

> “Bike lane on Jefferson Connecting Uptown to the water”

> Change Erie and Michigan to two way

> Connect St. Clair Street

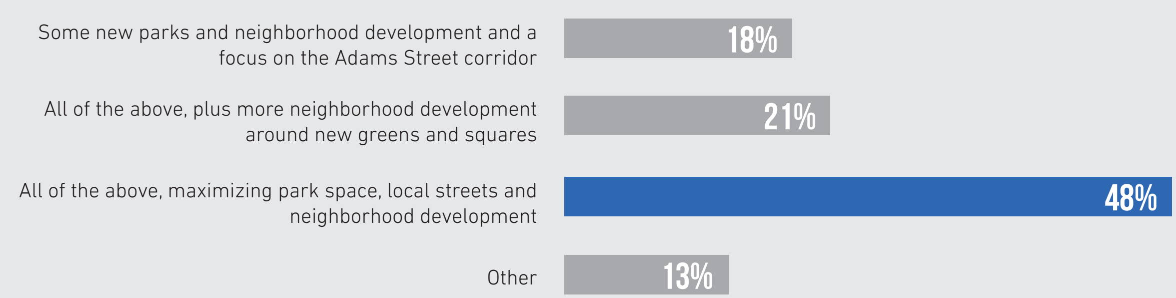
> Implement Ontario connector

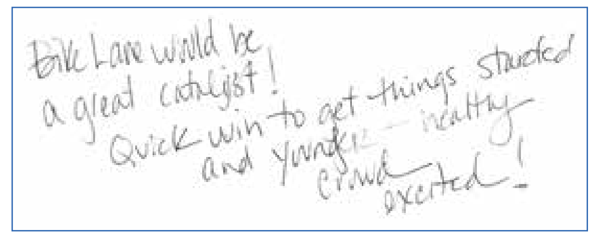
> Expand bike infrastructure

> Implement Jefferson cycle track

> Remove Bus Loop

Q: What is your preferred land usage within Uptown?





Task 3 Feedback:
Priority Action Items & Planning Vision Draft

Public comments received during Task 3 continued to emphasize the importance of a connected riverfront as vital to Toledo’s Future. Along with the creation of a stronger downtown, participants continued to stress the need for more downtown residents, retail, and employment. The enthusiastic crowd that attended the Third Public Meeting stressed the need for a robust implementation effort to ensure that the vision created by this plan would become a reality.

INTRODUCTION

The Five Districts + Connections

After engaging stakeholders, the public and the 22nd Century Committee, the planning team determined areas of focus for the plan. This includes five districts and an interconnected network of streets.

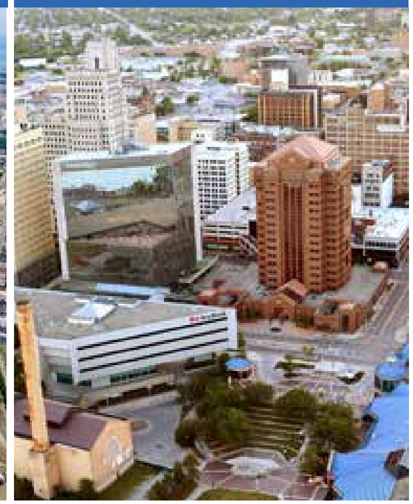
Riverfront: The Maumee River should become a catalyst for redevelopment in both Downtown Toledo and the East Side. With a focus on access, connections, public space, activity and development opportunities, this will renew the riverfront as the armature and prime asset for Downtown Toledo, surrounding urban districts and adjacent neighborhoods.

Downtown Core: Along with numerous major employers and assets like the SeaGate Centre, Fifth Third Field, Huntington Center, the Valentine Theatre, and the Renaissance Hotel the core of downtown is where business and entertainment meet. Activation of existing buildings and connecting and integrating existing assets will enhance this part of downtown.

Warehouse District: The Warehouse District is thriving with the opening of Hensville, residential redevelopment and a high concentration of retail, restaurants and entertainment. The planning team's definition extends the boundaries to the south to pick up the energy of Middlegrounds MetroPark and making needed connections across Swan Creek to the Amtrak Station. Doing so will help to enliven the area along Swan Creek and the Farmer's Market.

Riverfront

Downtown Core

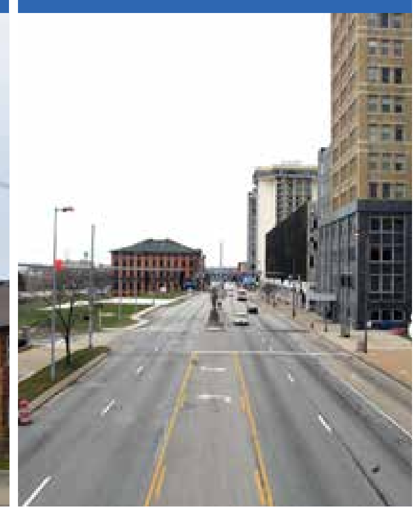


Warehouse District

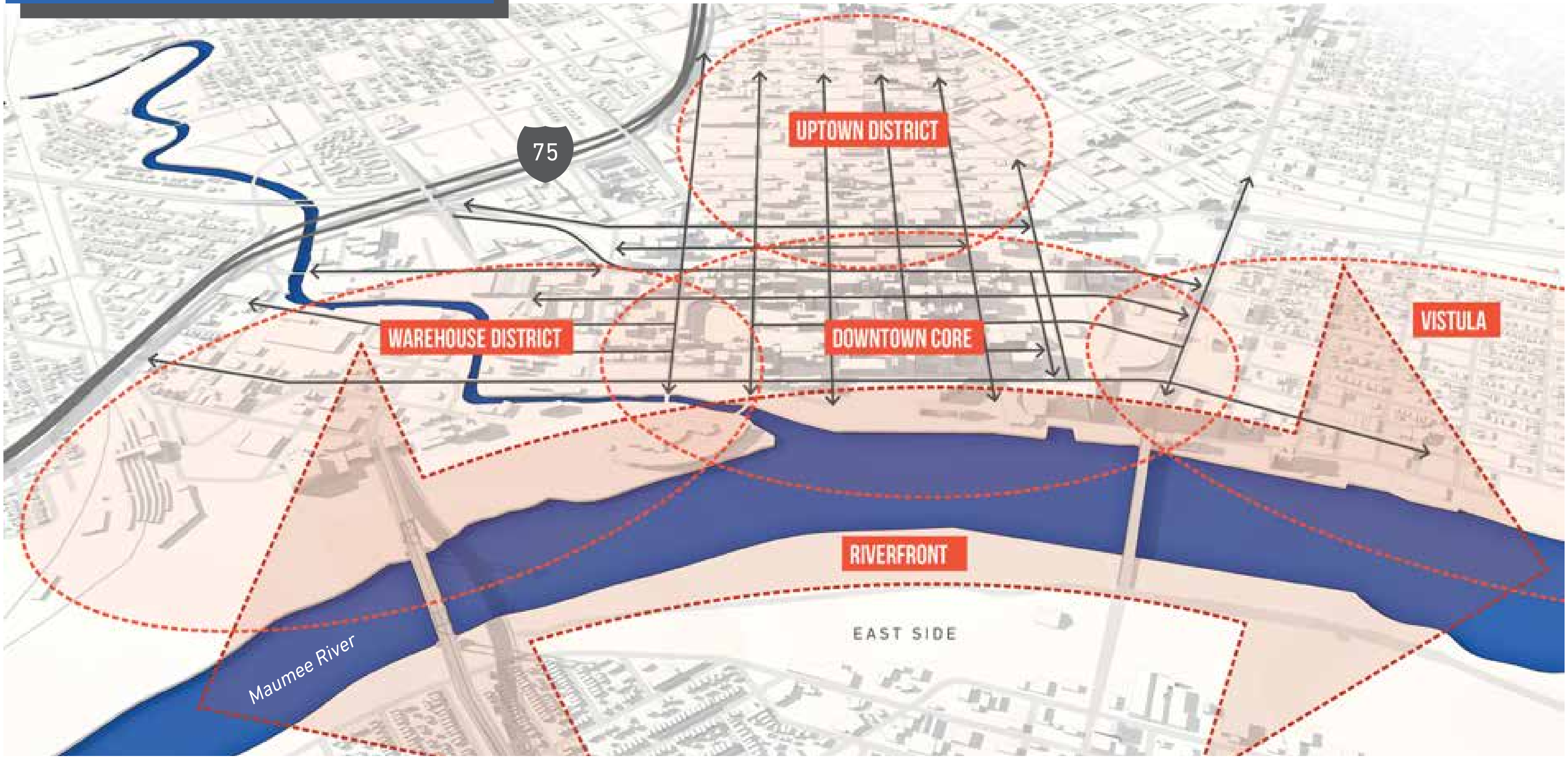
Uptown District

Vistula

Connections



FIVE DISTRICTS + CONNECTIONS



Uptown District: The emerging Adams Street corridor and Uptown Green anchor this part of downtown, and there are opportunities here to explore the infill of vacant buildings and lots with residential and other uses to repopulate this neighborhood.

Vistula: Historic Vistula is currently disconnected from downtown and the riverfront. Opportunities exist to jump start revitalization by increasing access and linkages to the riverfront and downtown.

Connections: Priority corridors will be identified for improvements as they relate to streetscape, mobility, sustainability, and walkability. Connections to surrounding neighborhoods and near-downtown destinations will be addressed, in addition to linkages to the riverfront, reconnecting streets and one-way to two-way street conversions.

Planning Principles

In addition to focusing on the five districts and connections, the planning team also developed 12 Planning Principles to reflect public input and guide plan development.

The Maumee River is a valuable public good and will be the key to the revitalization of Downtown Toledo. An undervalued asset today, there are early signs of a turnaround ahead. The community needs to leverage planned investments in the ProMedica headquarters, Promenade Park and the Renaissance Hotel and invest in the public realm along and leading to the riverfront.

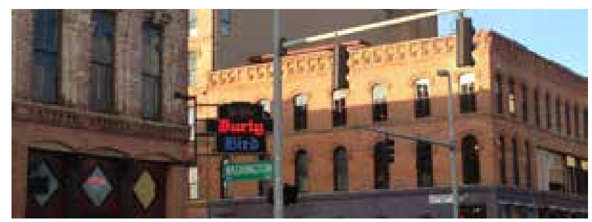
Investing in the public spaces along the downtown riverfront will help to spur additional mixed-use development directly adjacent to the river and in the districts and neighborhoods that surround it. To enable this redevelopment the development and approval process needs to be streamlined to make it easier to redevelop historic buildings and activate currently empty or underutilized parts of downtown.

Complete streets that enable all modes of transportation and enable walkability will make downtown a more attractive place to live, work and play. Streets should be reconnected, one-way to two-way street conversions considered, and super blocks broken down. Doing so will help make downtown more usable and it will allow for better connections between community assets.

Throughout all of this, what makes Toledo authentic is key — improvements need to respond to the character of Toledo and its history. Strong public-private partnerships and a commitment to continuing community planning will allow this plan to be flexible and relevant as downtown evolves.

1 **The River** is a Valuable Public Good

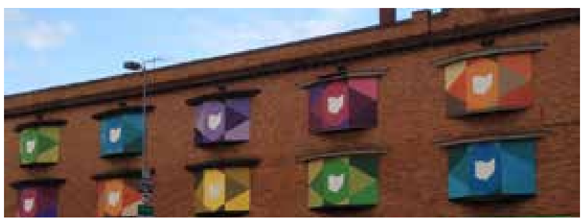
2 Encourage **Mixed Use Development**



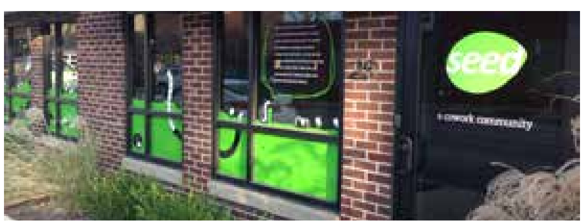
3 Focus **Redevelopment** to Create Successful Urban Districts

4 Streamline the **Development and Approval Process**

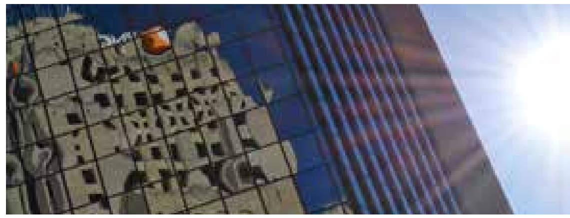
5 Celebrate what is **Authentic** about Toledo



6 Foster Strong **Public-Private Partnerships**



7 Take Advantage of **Market Momentum**



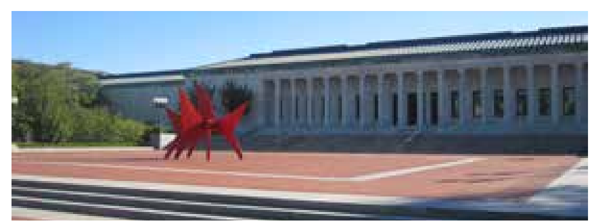
8 Invest in the **Public Realm**

9 Reinvest in **Historic Buildings**

10 Active and **Complete Streets** are Essential to a Strong Downtown

11 Strategic **Community Planning** Provides the Direction

12 **Connect** Community Assets



SECTION 2

PHYSICAL CONDITIONS

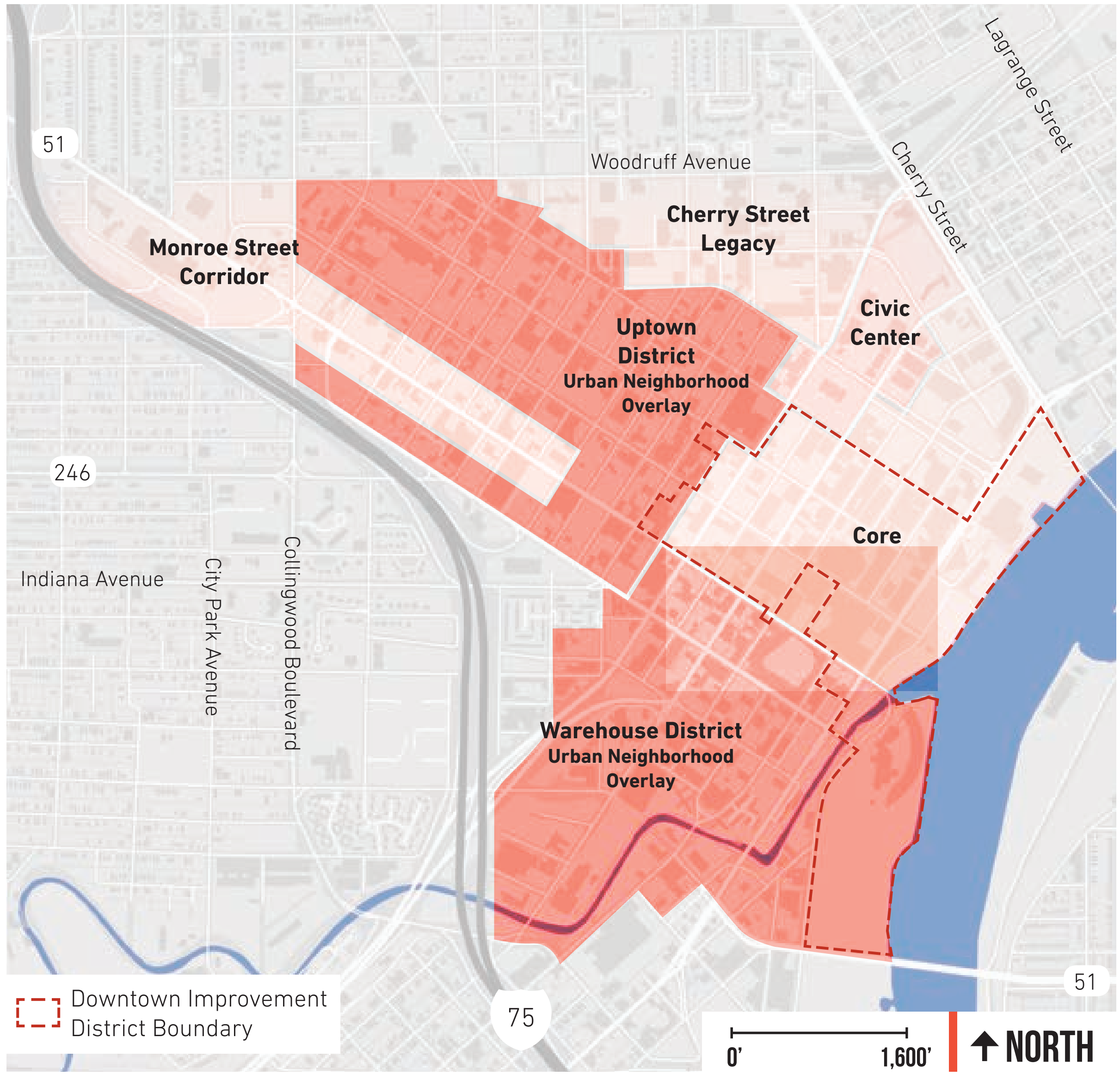
The Study Area

The definition of what constitutes downtown Toledo is informed by numerous perspectives. For the purposes of this planning exercise, there is not a hard line boundary. While it will be necessary to focus efforts and improvements in a geographic area, the planning team is cognizant of the needs to connect to adjoining districts, neighborhoods and attractions that are additive and important to downtown.

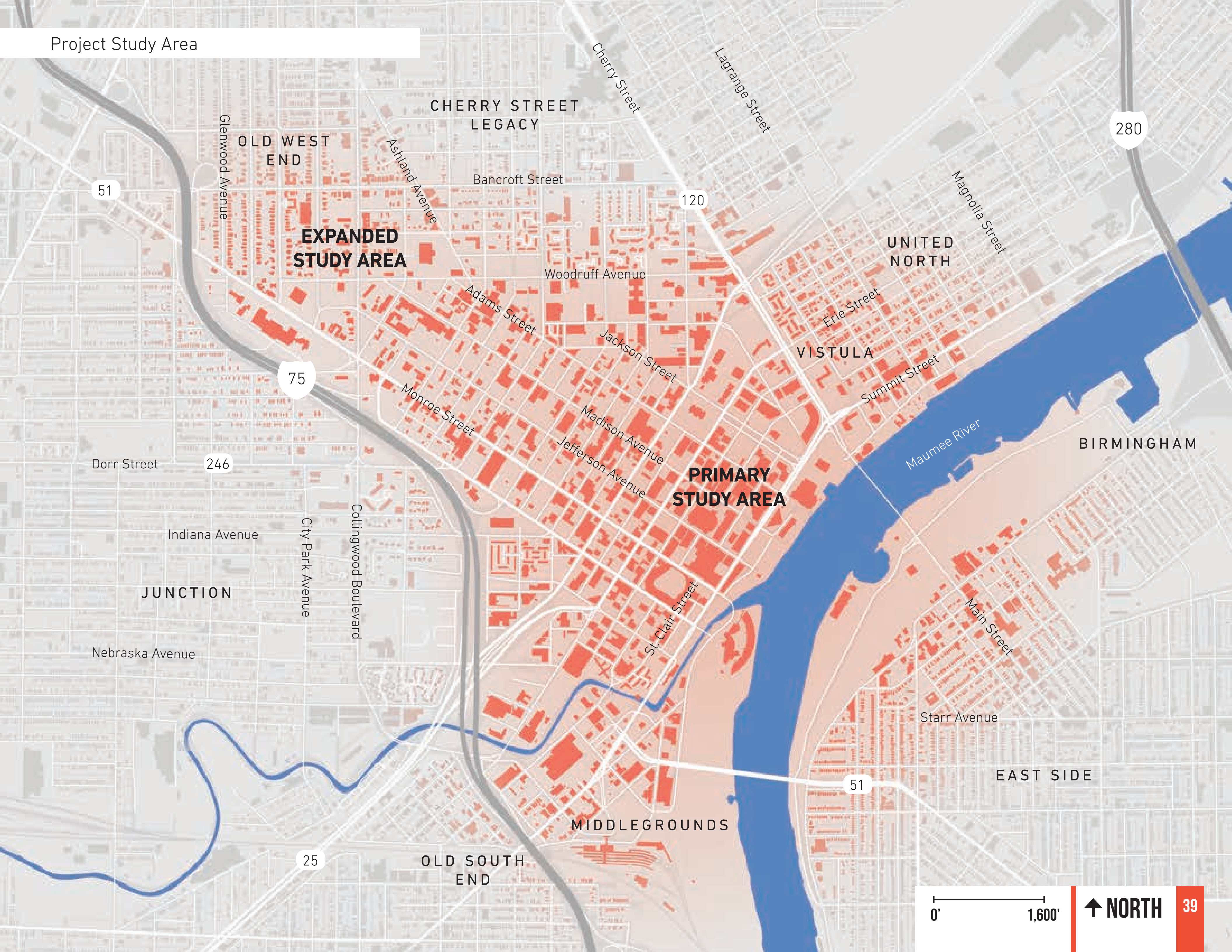
There are several neighborhoods that surround downtown. These neighborhoods should be seamlessly connected to downtown so that as improvements are made the neighborhoods also benefit. This is particularly important as planning work examines opportunities along the riverfront and infrastructure and streetscape improvements along key corridors.

Downtown is also made up of several districts that have some degree of both existing plans and development momentum. The planning team will focus on knitting these districts together and identifying opportunities to create strong clusters of activity.

Downtown Districts



Project Study Area



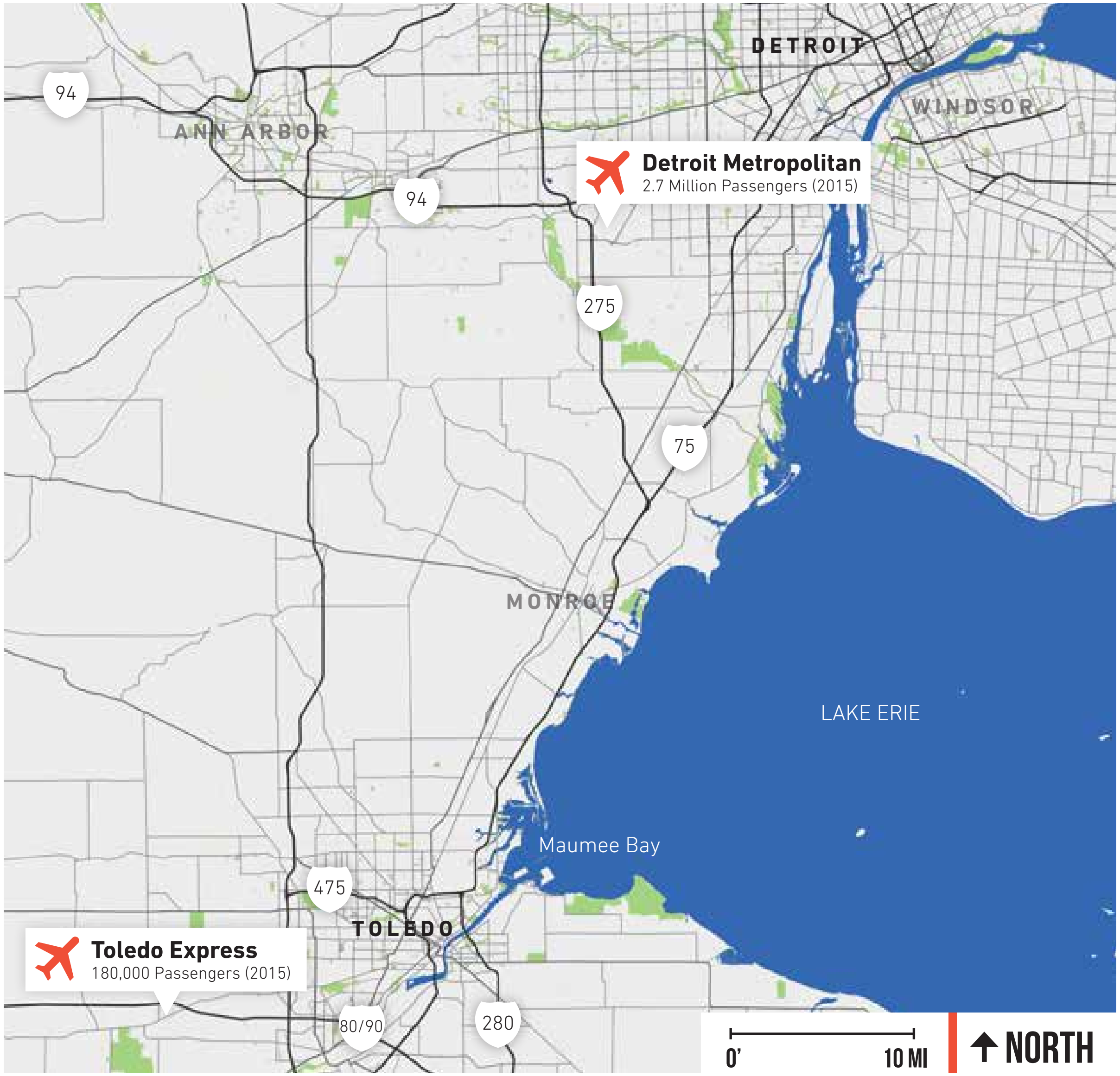
Regional Context

Located on the border of Ohio and Michigan and on the banks of Lake Erie, Toledo has a unique regional, national and international presence. In addition to shipping access provided by Lake Erie, Toledo has access from I-75 that runs north-south and I-90 that runs east-west. This puts almost half of the major U.S. and Canadian markets within 500 miles of Toledo (2014, NW Ohio/SE Michigan CEDS).

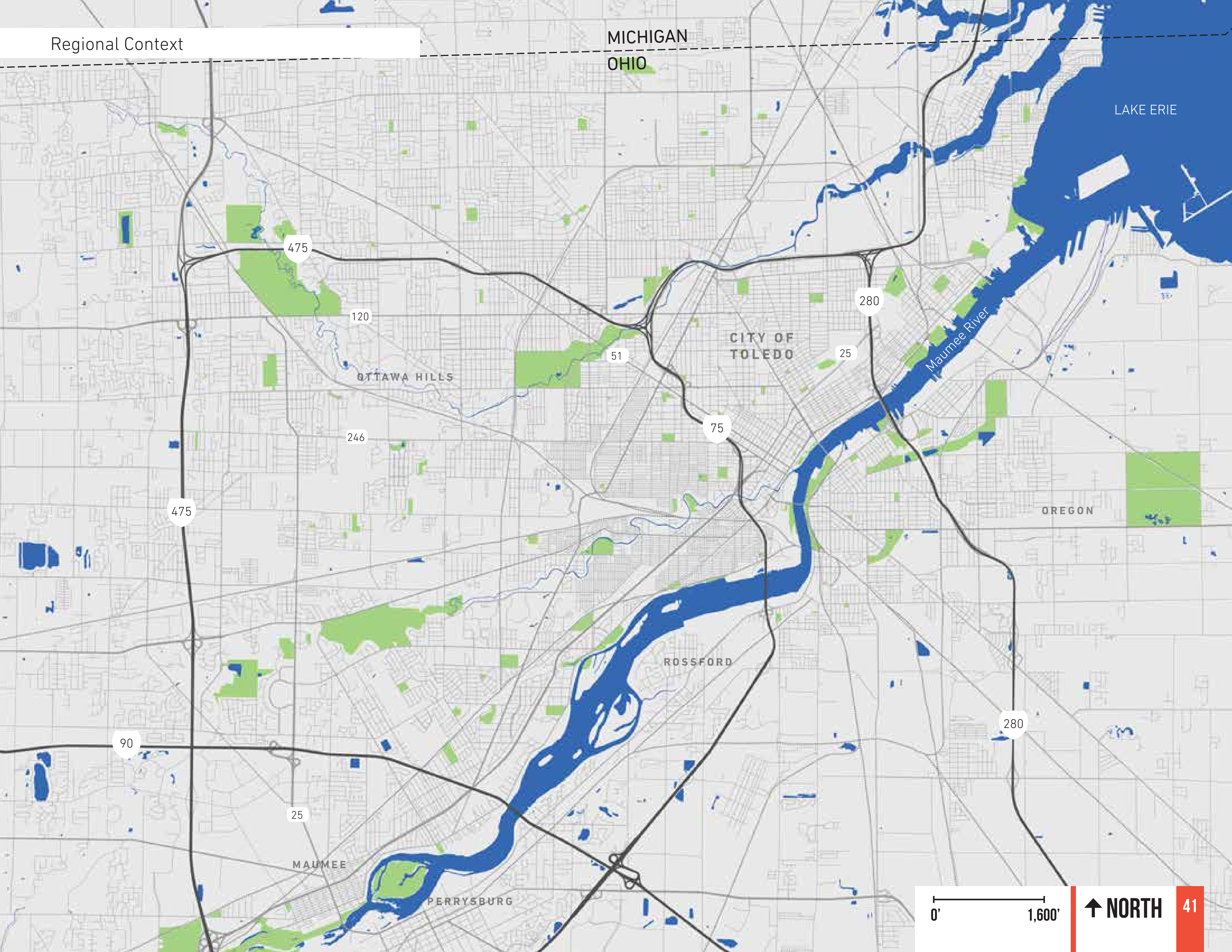
Regionally, I-475 and I-280 provide convenient connectors that link Toledo with its surrounding suburban communities. This connects Downtown Toledo to the wider region, which is important both in terms of visitors and access to a high quality workforce. There are more than 300,000 people located within a 15 minute drive of Downtown Toledo, 20.3% of which have a bachelor's degree or above. Within a 30 minute drive, there are more than 630,000 people, 25.7% of which have a bachelor's degree or above.

The proximity of Toledo to Detroit is another distinct advantage. While Toledo has an airport, it is only a 45 minute drive to the international Detroit Metropolitan Wayne County Airport. Detroit Metropolitan offers more than 140 direct flights daily and serves more than 33.4 million passengers annually, making it one of the 10 busiest airports in the U.S. This gives Toledo access to a major metropolitan asset without having to bear any cost for the infrastructure or operation.

Larger Regional Context



Regional Context



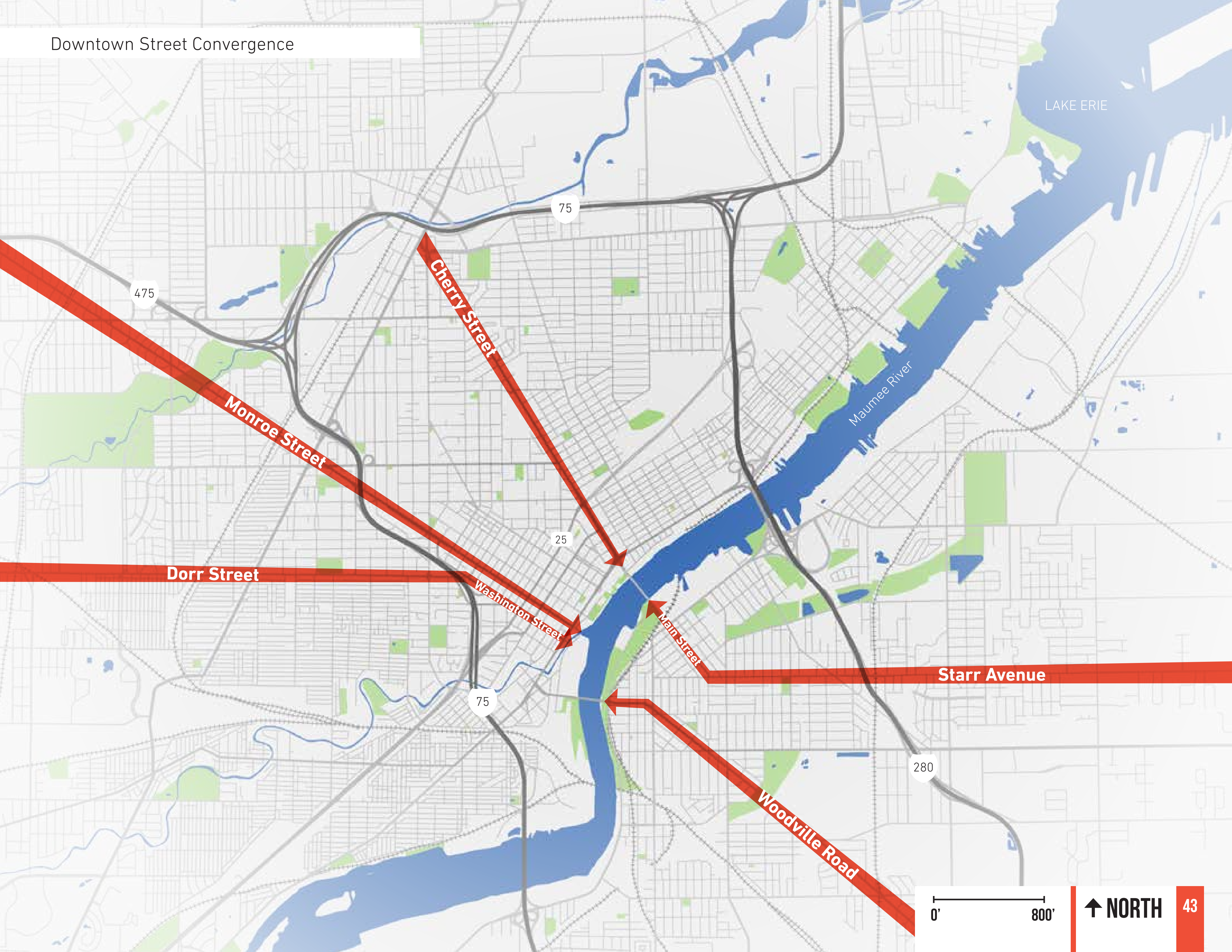
Downtown Street Grid Framework

The Maumee River is one of the most distinct form giving features of the Toledo region. It is the biggest of the Great Lake tributaries and flows into Lake Erie. Approximately five miles from the mouth of the river there is a distinct bend, the apex of the bend is the site of Downtown Toledo. The major avenues in the city all converge downtown, making direct access to the downtown riverfront convenient from all points in the larger city. The city has grown concentrically, absorbing surrounding townships, but it remains centered on the downtown and the Maumee River.

This historic grid builds from, and leads to the river. This focus of energy and access, while not as pronounced as it once was, sets up a street pattern that will support revitalization. These streets were once the primary commercial corridors for the city and are still important linkages to surrounding neighborhoods and districts. With renewed attention in the urban core of downtown, these streets can regain their importance and help extend the positive impact of a revitalized downtown.

Historic Downtown Street Grid

Downtown Street Convergence



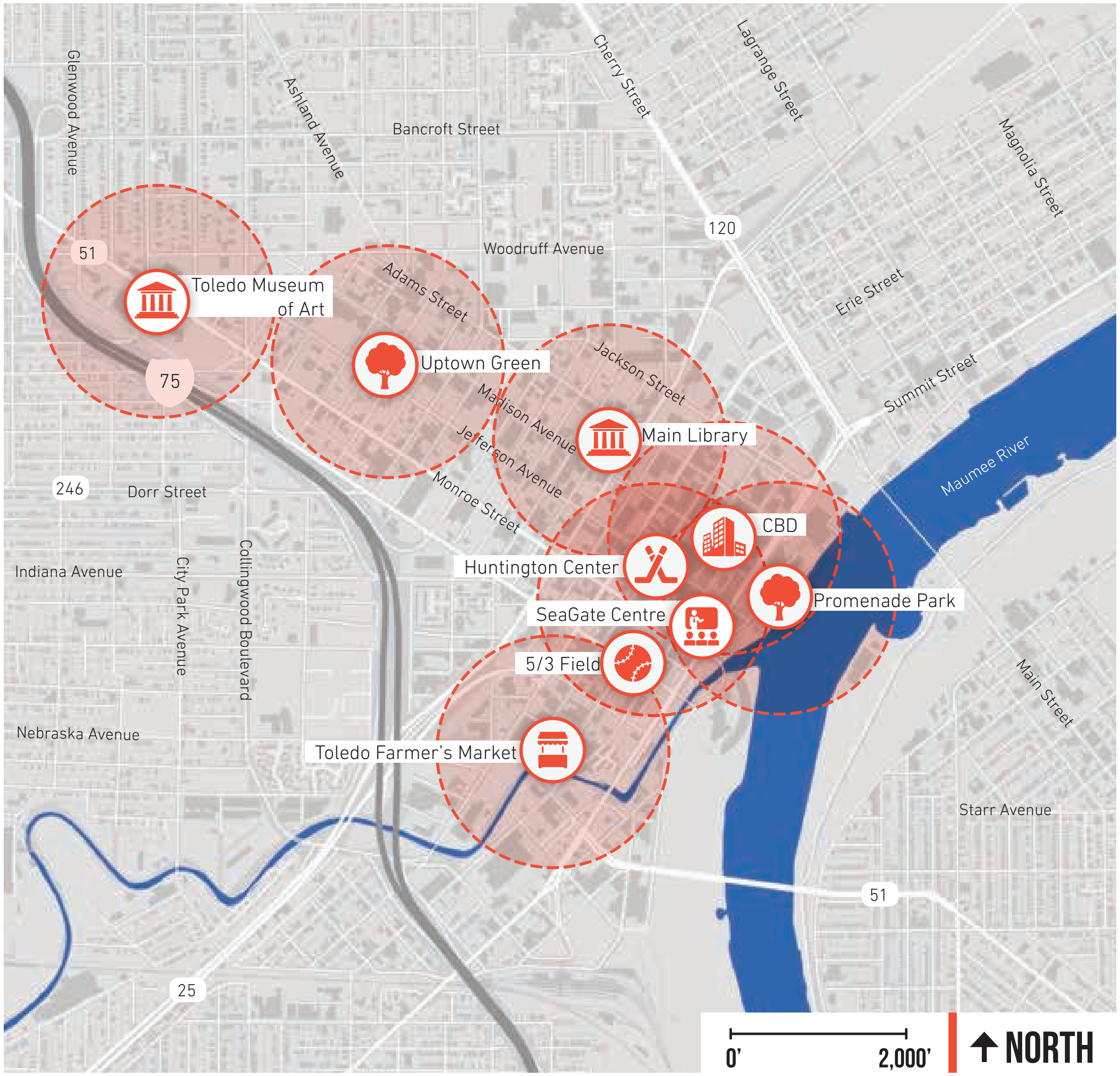
Walkability & Connectivity

Downtown Toledo has numerous attractions, many of which are located within walkable distances. A generally accepted walkable distance for the average person is ¼ of a mile, or approximately a five minute walk. In the downtown core, Fifth Third Field, the SeaGate Centre, the Huntington Center, the Central Business District, Promenade Park and Imagination Station are centrally located and within a five-minute walk of one another. Even destinations such as the Farmer's Market and the Main Library are within a five minute walk of the edge of the downtown core and within a 10 minute walk (½ mile) of most destinations.

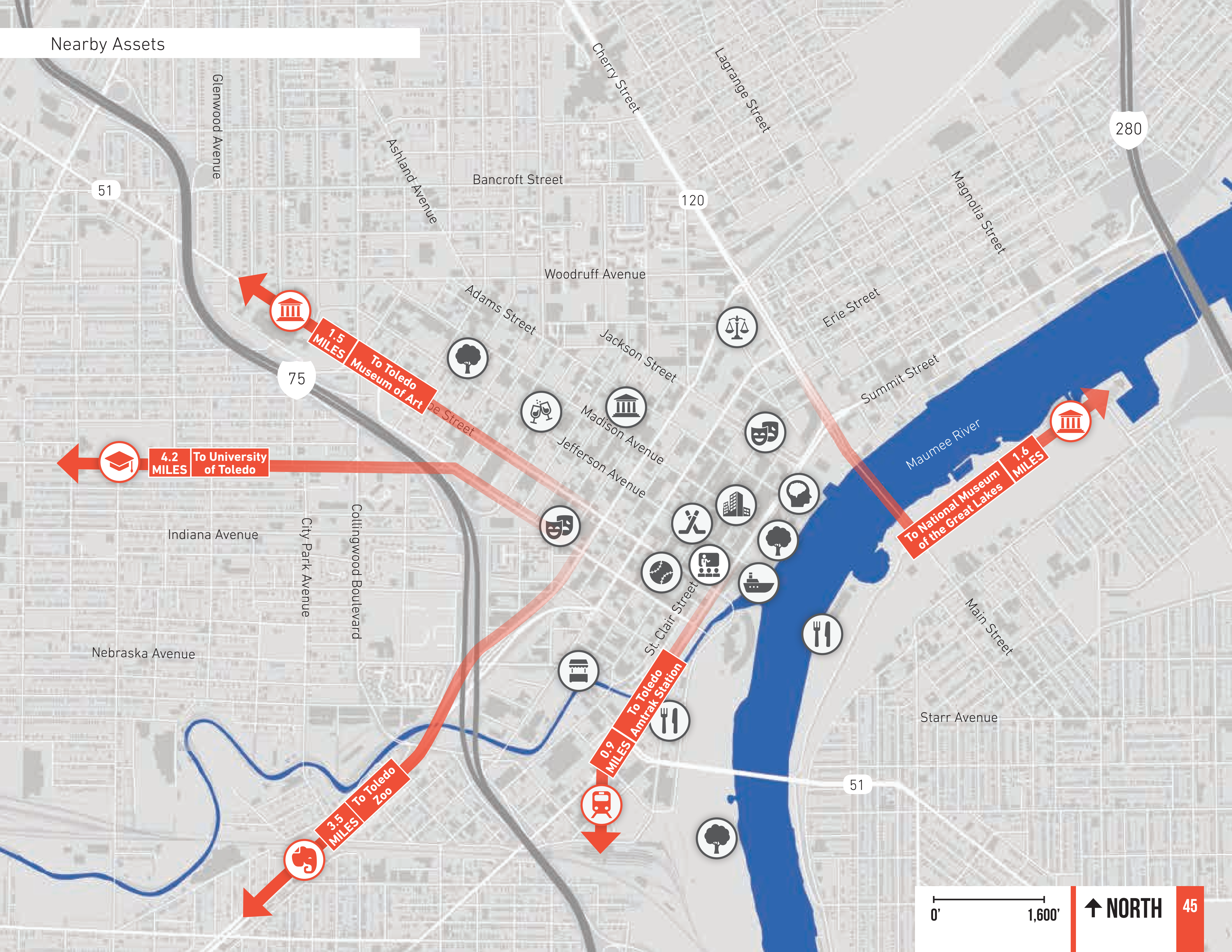
People are willing to walk ½ mile if the walk is visually interesting. By focusing on filling vacant storefronts and buildings, redeveloping vacant lots and at least the street frontage of surface parking lots, and improving streetscapes and mobility options, all of downtown will become more walkable and accessible.

For destinations outside of the downtown core, such as the Toledo Museum of Art and Uptown Green, walkability is more challenging. The distances are more than ½ mile from the downtown core and there are longer stretches of surface parking lots and vacant lots between these destinations and the core of downtown. To better access these and other surrounding assets farther away from downtown—the University of Toledo, the Toledo Zoo, the Toledo Amtrak Station, and the National Museum of the Great Lakes—corridor-wide improvements in streetscapes, wayfinding, bicycle infrastructure and other transportation options will be necessary.

Downtown Walkability (Quarter Mile Walk Sheds)



Nearby Assets

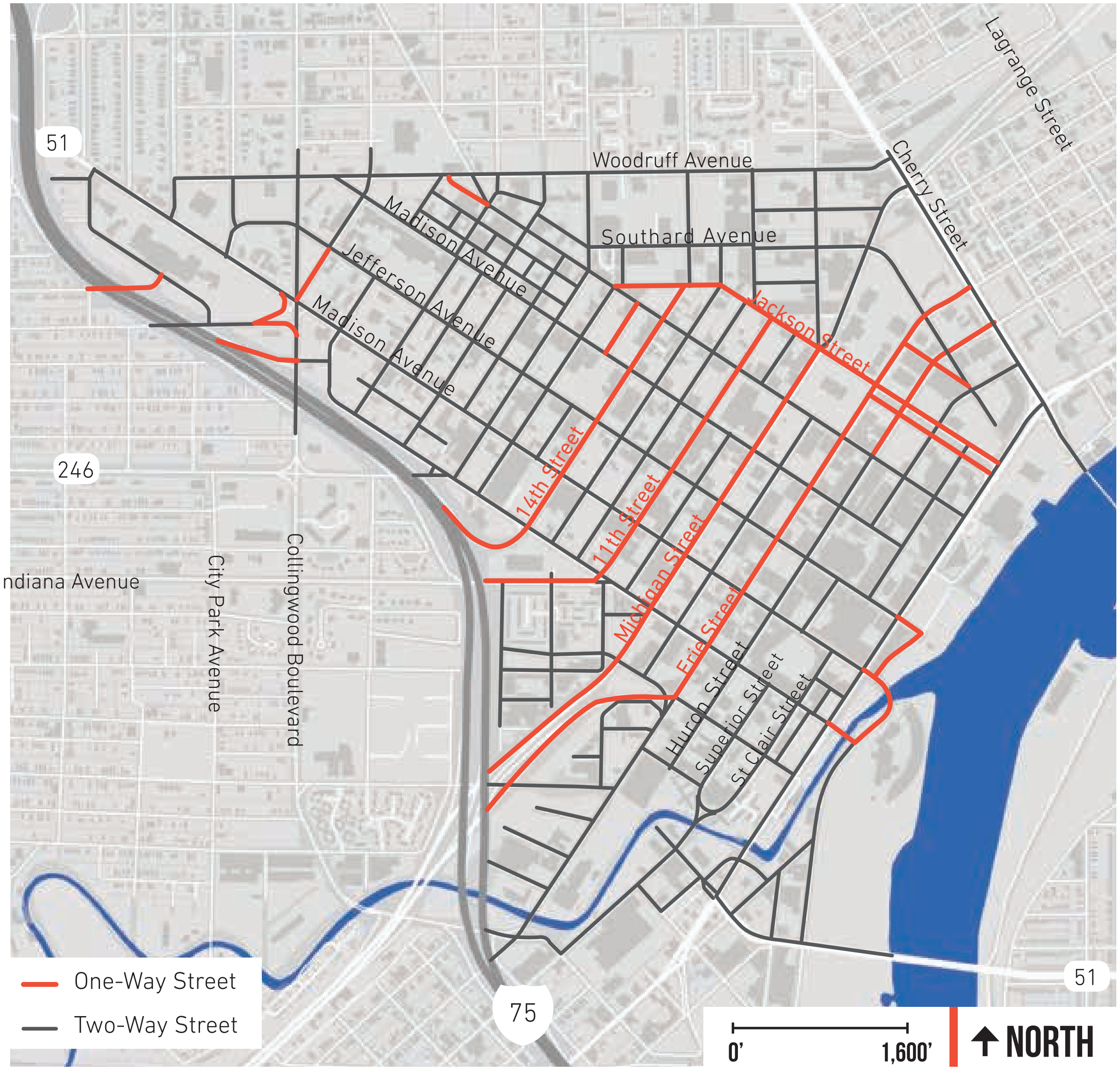


Street Directionality

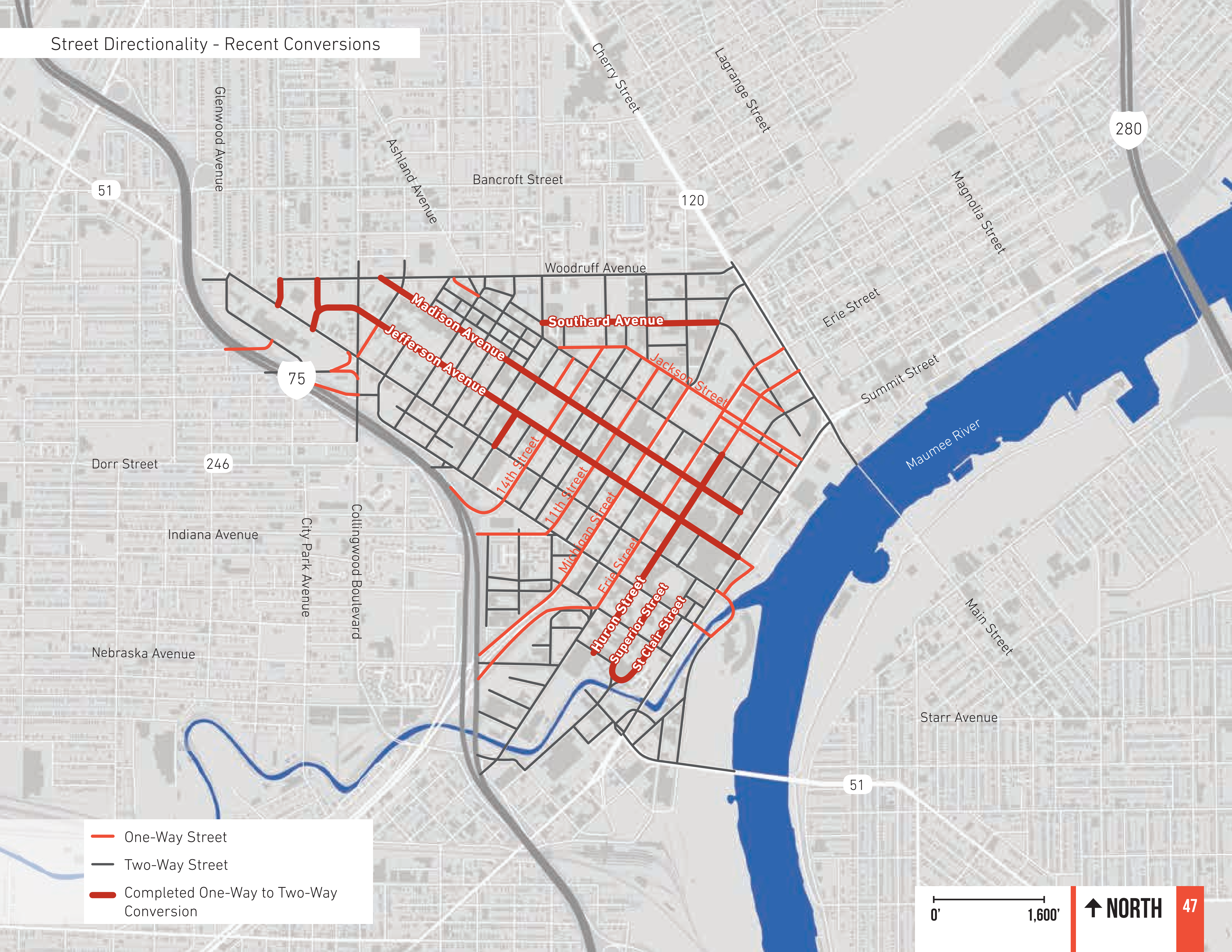
Cities around the country are realizing that one-way streets compromise livability, economic activity and safety. Returning streets to two-way operation has been found to result in safer traffic speeds, enhanced wayfinding and access, and more social and economic vitality. While one-way streets are still an appropriate solution in the right context (particularly as a set of one-way pairs), it is clear that two-way traffic is beneficial to the success of residential and commercial areas.

Toledo has been proactive in this regard, having completed the conversion of six key downtown corridors from one-way streets to two-way streets. The benefits can already be seen around Fifth Third Field and Hensville where the conversion of a previously confusing collection of one-way streets has helped to transform the area. This conversion has also set up a framework for the continued revitalization of the Warehouse District.

Existing Street Directionality



Street Directionality - Recent Conversions



Traffic Volume & Connectivity

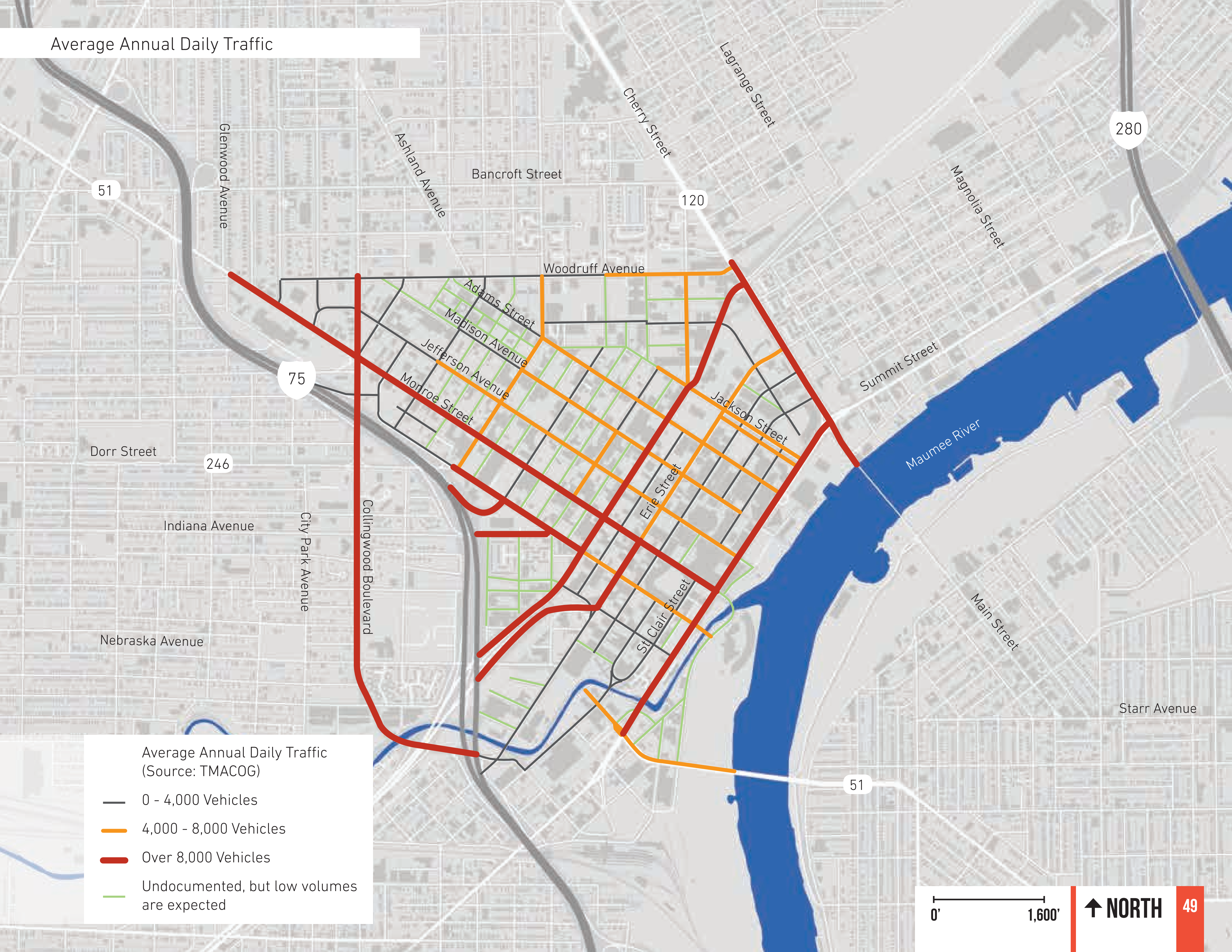
With progress already being made in one-way to two-way street conversions downtown, attention should turn toward addressing the character and usability of downtown streets for all modes of travel. Two immediate opportunities have emerged that will enable the continued revitalization of downtown.

One, is **connectivity**. While much of the core of downtown has been returned to two-way operation, many streets are cut off from one another making it difficult to navigate downtown and access destinations, particularly for visitors and those unfamiliar with downtown. This condition is most pronounced between Fifth Third Field and the Huntington Center and the core of downtown. St. Clair Street is blocked by the SeaGate Centre, and Superior Street is disconnected by Fifth Third Field and the Huntington Center. Likewise, Madison Avenue is disconnected from Summit Street. This forces both cars and pedestrians to take circuitous routes to access these destinations or to get to other portions of downtown.

The other opportunity involves **"right-sizing"** downtown streets to accommodate all modes of transportation and especially to improve the pedestrian environment. The desired vitality of downtown will not return unless the street corridors are made more desirable and functional for the pedestrian. Only Monroe Street, Summit Street, Michigan Street, and Erie Street carry more than 8,000 vehicles on a daily basis. The planning team will explore what changes may be appropriate on these streets and other, less-traveled streets to enhance mobility, walkability, and on-street parking.

Downtown Super Blocks

Average Annual Daily Traffic



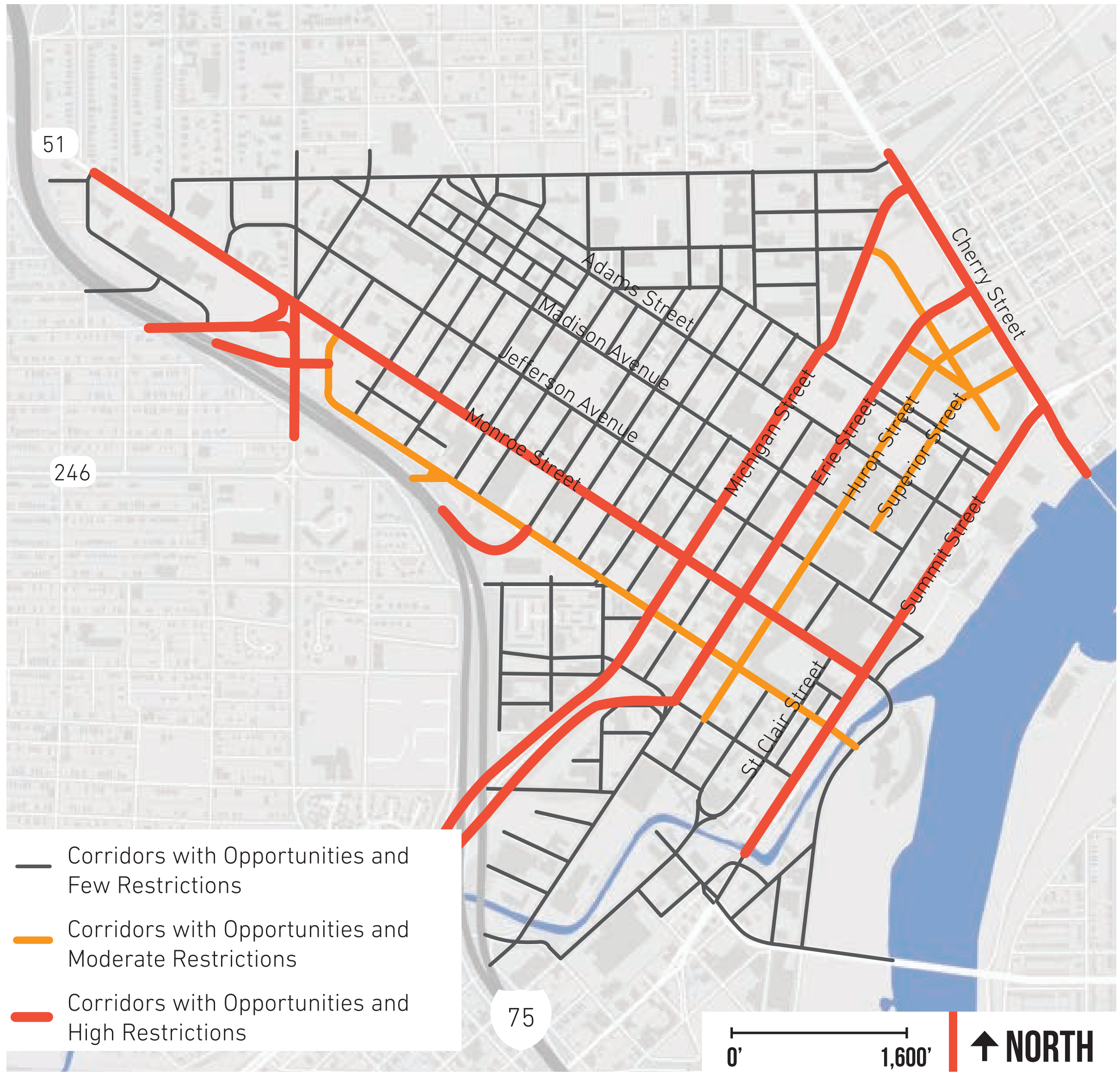
Corridor Opportunities

Many downtown streets have a strong potential for conversion/upgrading to complete streets that could allow for on-street parking, wider sidewalks, bicycle facilities, green stormwater infrastructure, and improved streetscapes. These enhancements to increase mobility and walkability will make downtown more attractive to reinvestment and revitalization.

Two factors make such improvements more difficult. Streets that are designated as Federal and State routes have certain design restrictions. Streets that carry larger traffic volumes and streets that are one-way also represent challenges. The majority of streets downtown have a high degree of opportunity for improvements.

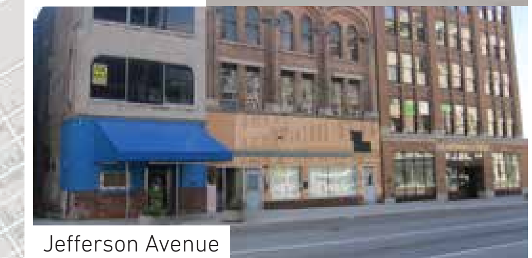
The planning team views the street corridors on the opposite page as important form-givers to the success, function, and perception of downtown.

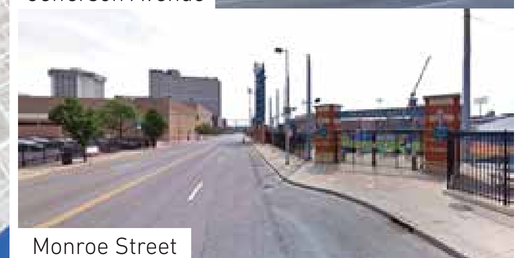
Corridor Restrictions

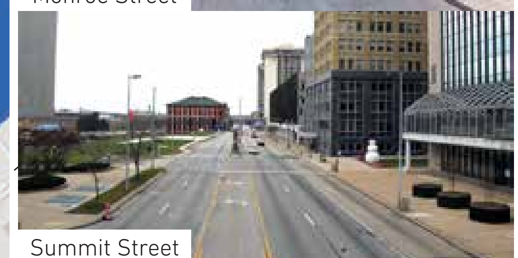


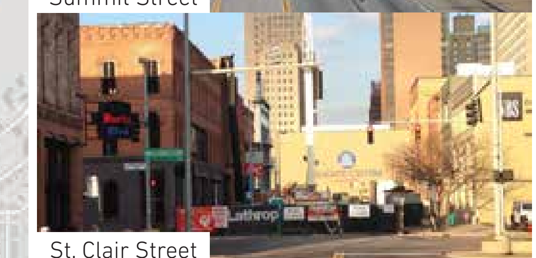
Corridor Opportunities


Madison Avenue


Jefferson Avenue


Monroe Street


Summit Street


St. Clair Street


Cherry Street

0' 1,600'

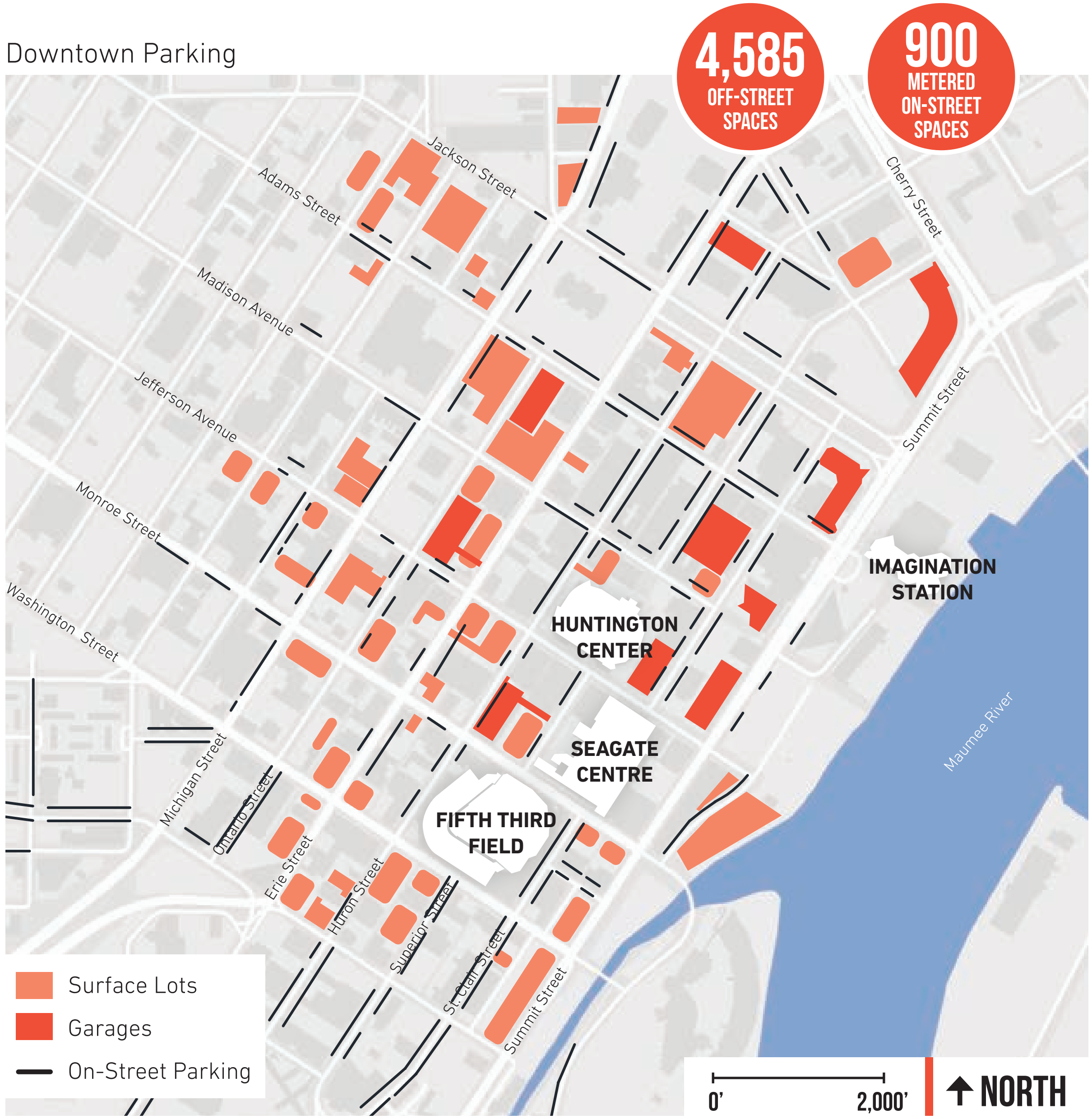
NORTH

Parking & Transportation

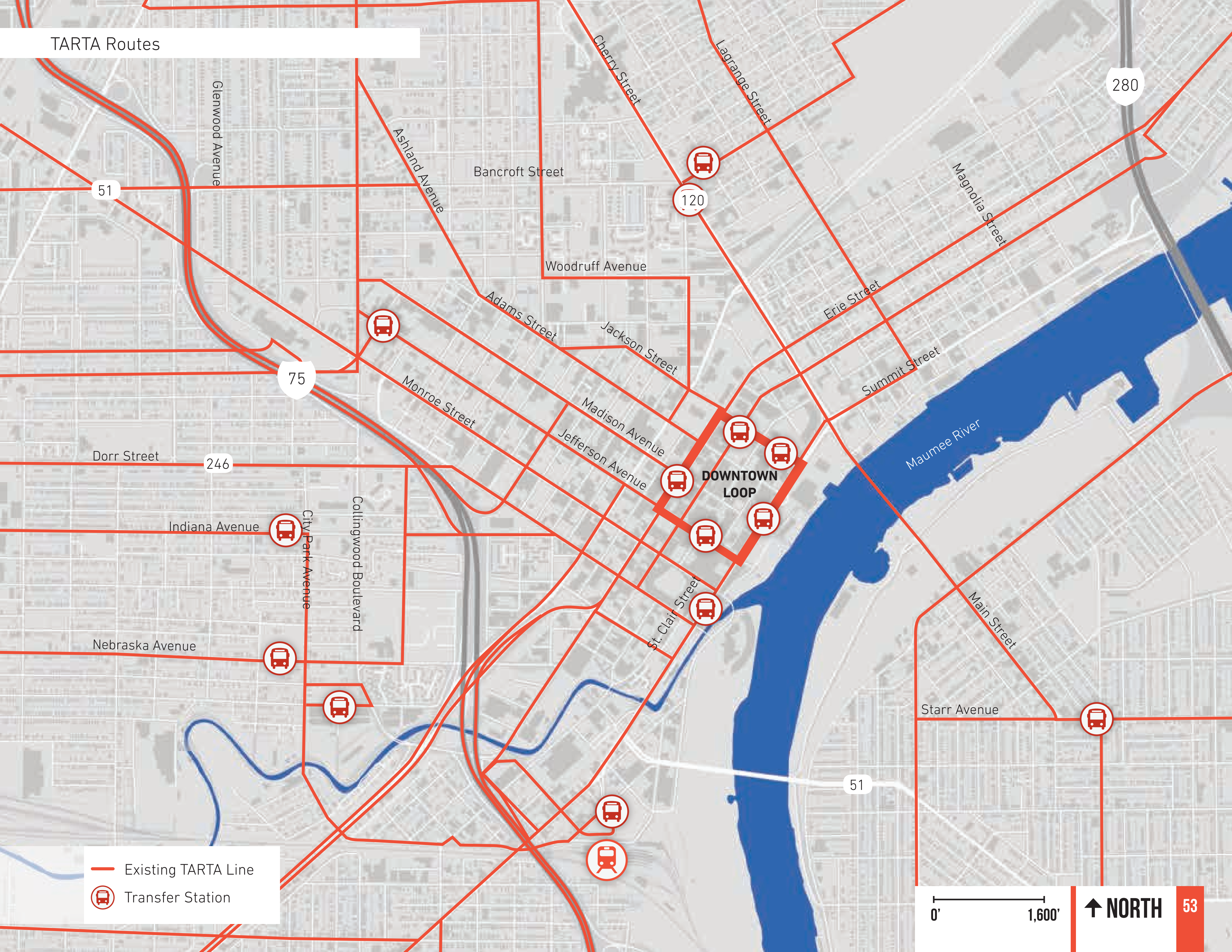
Downtown parking is provided though several prominent parking structures, privately-owned and operated surface lots, and on-street parking. For downtown visitors, parking information is provided online via the public parking system known as ParkSmart, which catalogs all downtown parking through a single interface. Three parking garages alone, Port Lawrence, Vistula and Superior Garages, contain close to 2,800 spaces of the 4,585 spaces in the downtown core. Private operators of surface lots include KWIK Parking, EZ Park, and Premier Parking. KWIK and EZ Parking, both owned by the same parent company, have 30 surface lots between the river and 12th street. On-street parking is available through the entirety of the downtown core, and is conveniently free of charge during lunchtime and after 5 PM.

Alternative transportation downtown is provided by the Toledo Area Regional Transit Authority (TARTA). Most weekday TARTA routes make four stops in the downtown core, commonly referred to as the downtown loop along Jackson, Summit, Jefferson, and Erie Streets. Real-time bus arrival information is provided online via the TARTA Tracker, though arrival information is not currently displayed at prominent transfer stations. TARTA has a stop at the Toledo Amtrak Station, which provides passenger rail service to Chicago and the east coast through Cleveland.

Downtown Parking



TARTA Routes



PHYSICAL CONDITIONS

Open Space & Recreation

From vibrant urban plazas to civic squares and riverfront tranquility, downtown is fortunate to have a rich and diverse collection of gathering spaces, many of which are vibrant and actively used. This is despite the fact that parkland accounts for just over 2% of land outside of the right of way between the river and Woodruff Avenue. The amount of dedicated parkland in the downtown area leaves room for improvement, as it only adds up to approximately 12 acres. The most unique public open space downtown is perhaps the riverfront, which offers the beginnings of a connected open space system extending from the MLK Bridge to Swan Creek. In addition to riverfront amenities, other gathering spaces include Levis Square, a classic urban plaza within close proximity to the SeaGate Centre, and the Civic Center Mall, a large open space monumental in scale and character. Farther north, Uptown Green adds green space at the heart of the Uptown community.

Downtown is undergoing potentially transformative parkland developments that will enhance its waterfront and neighborhoods. The future Promenade Park and recently opened Middlegrounds Metropark have the potential to set the stage for a revitalized riverfront corridor. As well, Hensville Park in the Warehouse District has the potential to capitalize on the district's burgeoning energy. These three assets, though in close proximity to each other, may require stronger connections for both pedestrians and cyclists than what currently exists. Bicycle facilities in the downtown area are currently lacking in both breadth and extent.

The 2015 Bike Plan addresses these issues, as well as overall bicycle connectivity for the entire city. The plan sets a vision for 13 major bike trails to connect regional major destinations. The segments envisioned in this plan with special relevance to downtown, some of which include on-street facilities, include:

> **Bancroft-Promenade Trail** - Connects Downtown with University of Toledo and the Riverside Trail

> **Cherry University Trail** - Connects the University of Toledo with Uptown

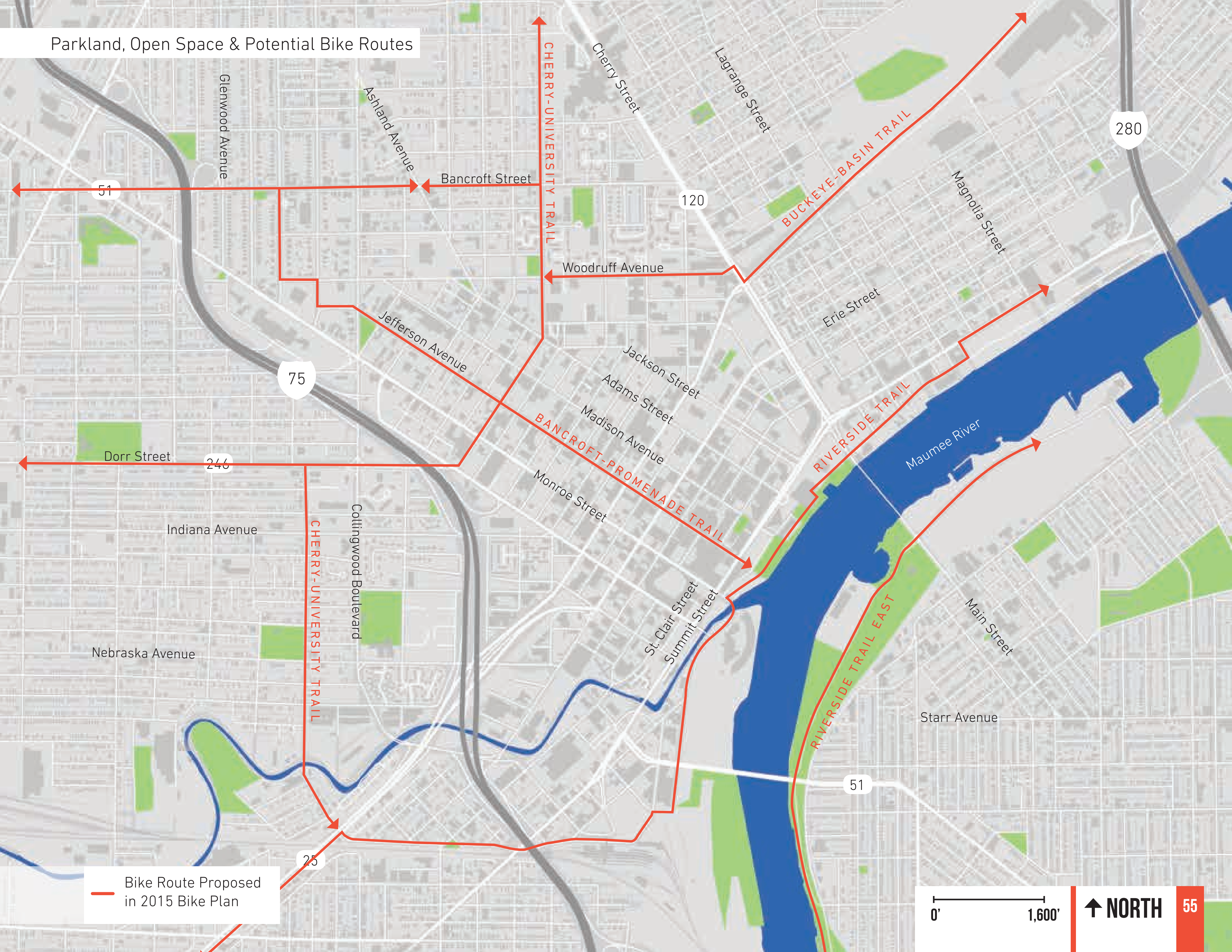
> **Riverside Trail & Riverside Trail East** – Connects the Toledo Zoo with the future Middlegrounds Metro Park towards Promenade Park. The eastern portion of this trail connects Dockside and the Marina District.


Levis Square


Boeschenstein Park


Future Promenade Park

Parkland, Open Space & Potential Bike Routes

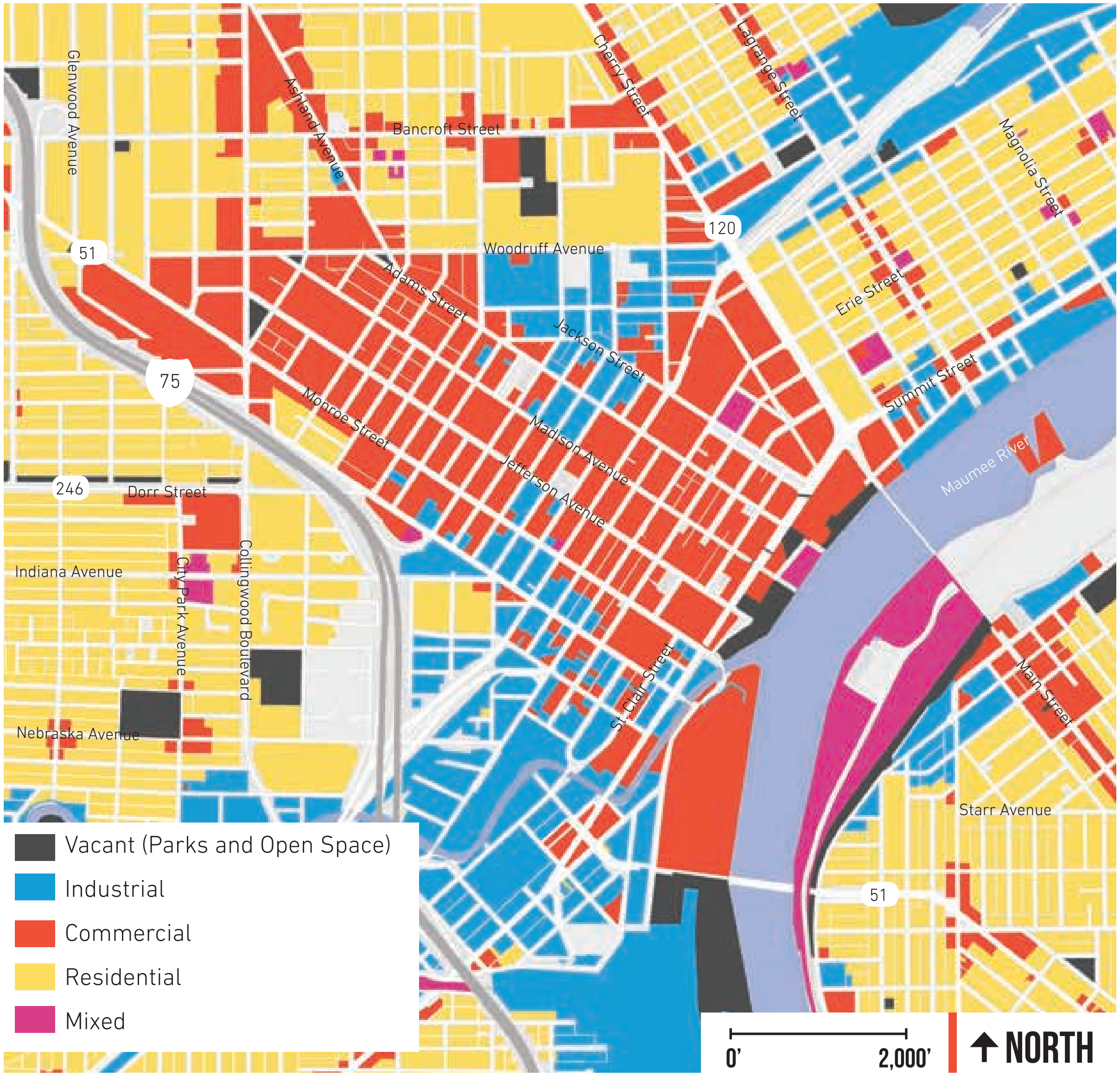


Existing Land Use and Zoning

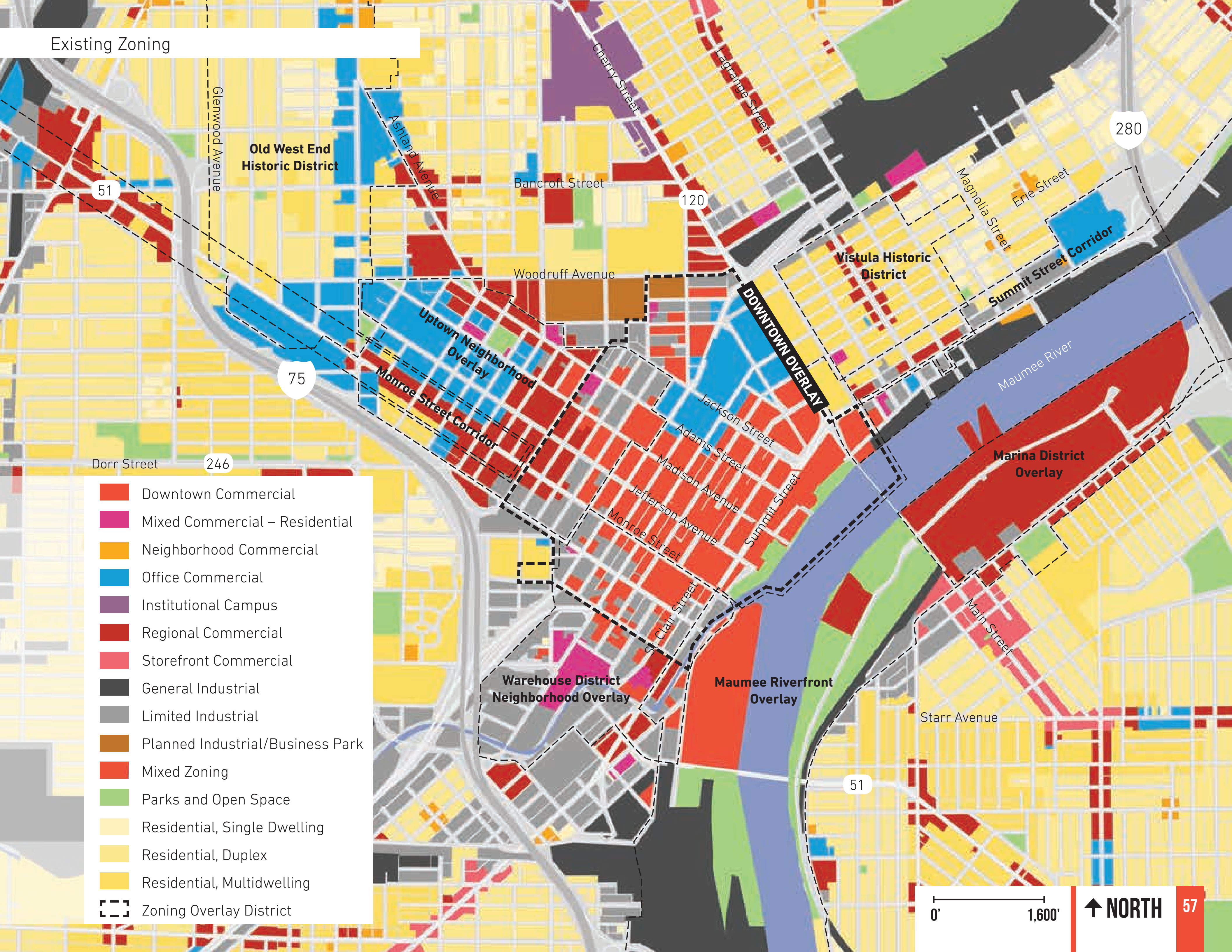
Current land use and zoning patterns show a heavily commercial core surrounded by primarily single-family residential neighborhoods. Corridors in these residential neighborhoods, such as Lagrange, Cherry, and Main Streets, radiate toward downtown and the river and are characterized by commercial uses of varying intensities. Commercial and office zoning designations are prevalent in the downtown area between Woodruff Avenue and the riverfront. Uptown is generally zoned office commercial, as is the Civic Center area. The Warehouse District, reminiscent of its rich industrial past, is mostly zoned limited industrial despite having a relatively high concentration of residential and commercial structures. Except for a downtown section consisting of parks and open space-zoned parcels, the riverfront is generally zoned commercial or general industrial, especially to the north of downtown.

More importantly, the City of Toledo Zoning Code establishes several Overlay Districts affecting downtown and its surrounding neighborhoods. These districts set review processes for development as well as design guidelines of various extents, some of which include guidelines for building setbacks, parking, and streetscape. The Overlay Districts relevant to the study area include: Downtown District (shown on map), Warehouse District, Uptown District, Maumee Riverfront, Monroe Street Corridor, Summit Street Corridor, and the Marina District. Each district is accompanied by a respective planning document that sets out a rationale and vision for future development.

Existing Land Use



Existing Zoning

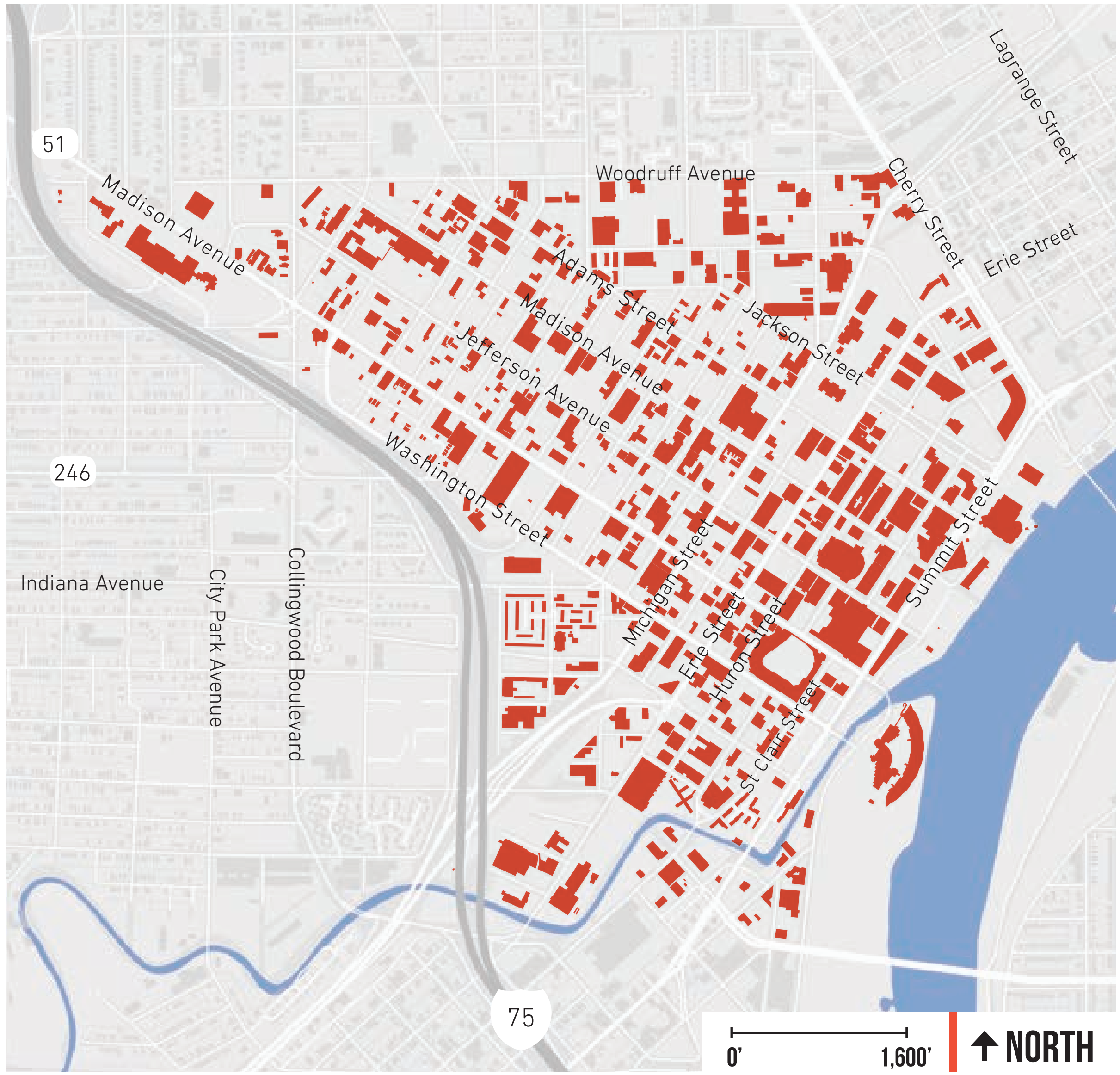


Building Coverage & Lot Vacancy

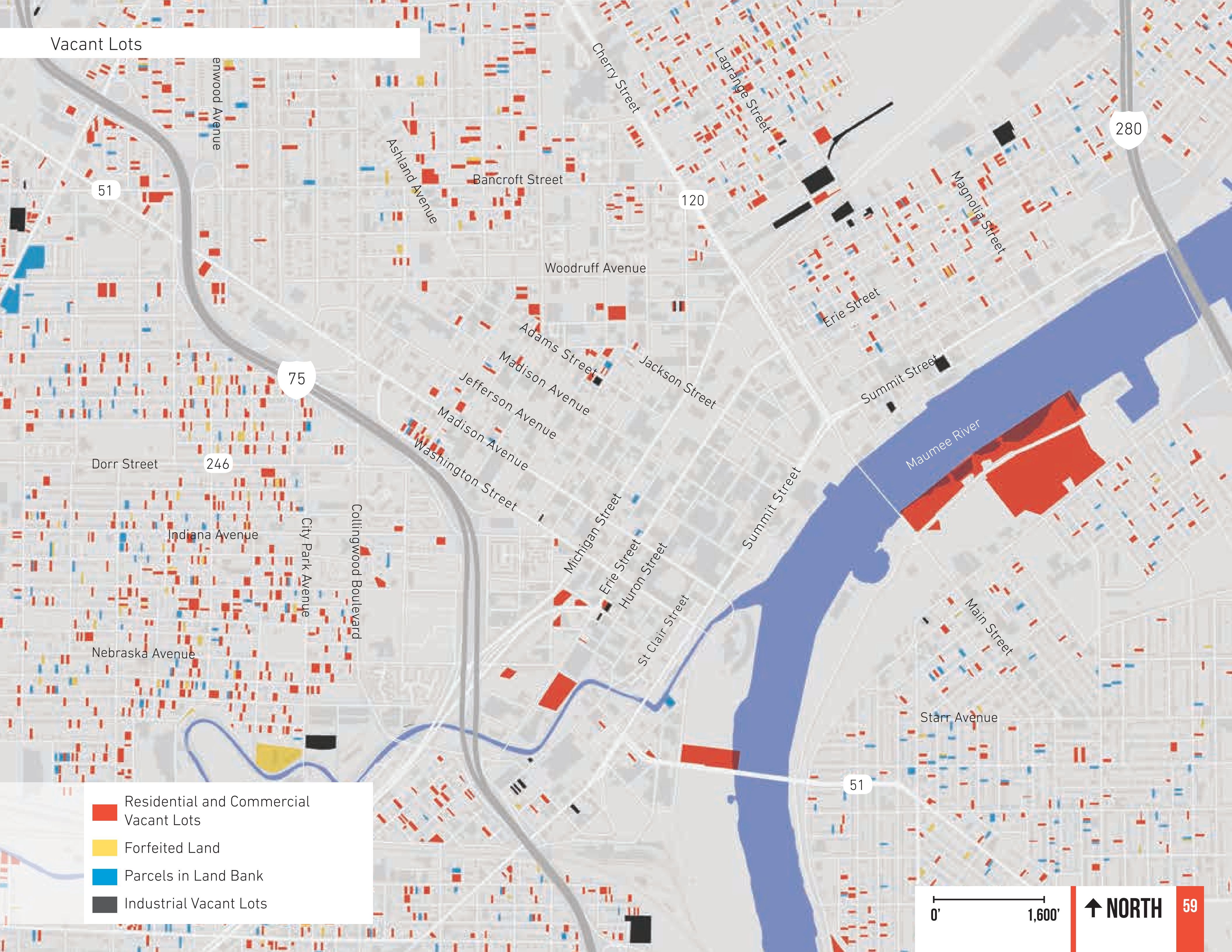
According to Toledo/Lucas County data, there is not a high amount of vacant residential and commercial lots in downtown Toledo. However, a more useful and informative way to look at the urban form of downtown is to consider building coverage. With this data, the story becomes more clear. In the extended study area and the primary study area between 22% to 30% of downtown made up of actual buildings.

This begins to show where the urban form is the most intact (between Washington Street and Adams Street south of Huron Street) and where it has moderate gaps (Civic Center, Warehouse District), and where it has significant gaps (Uptown, Monroe Street Corridor). It also helps explain why some areas of downtown feel more walkable than others. For example, while they are just a five to 10 minute walk from portions of downtown, the gaps in the urban fabric make the Farmer's Market or Art Museum seem unwalkable. Focusing redevelopment in these gaps would help to build connections between areas of activity, extending the walkability of downtown and creating critical mass necessary to drive additional reinvestment

Building Coverage



Vacant Lots



Cherry Street
Lagrange Street
enwood Avenue
Ashland Avenue
Bancroft Street
51
120
280
Magnolia Street
Woodruff Avenue
Erie Street
Adams Street
Jackson Street
Madison Avenue
Jefferson Avenue
Madison Avenue
Summit Street
75
Washington Street
Maumee River
Dorr Street
246
Summit Street
Michigan Street
Indiana Avenue
City Park Avenue
Collingwood Boulevard
Erie Street
Huron Street
St Clair Street
Main Street
Nebraska Avenue
Starr Avenue
51
Residential and Commercial Vacant Lots
Forfeited Land
Parcels in Land Bank
Industrial Vacant Lots
0'
1,600'
NORTH

PHYSICAL CONDITIONS

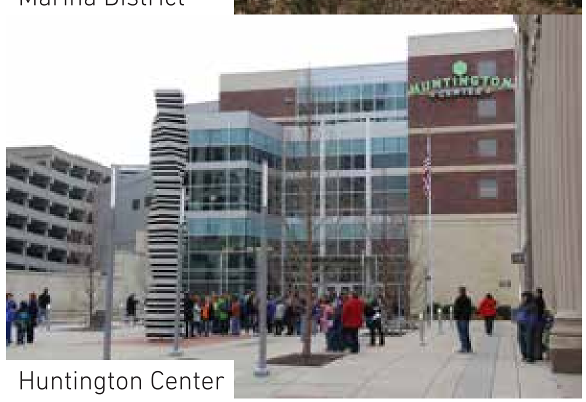
Significant Land Owners

The ten largest landowners in the downtown area control over 500 acres of land. As seen in the ownership map, 17 landowners of both public and private backgrounds control a large share of the study area, including much of the riverfront. The largest landowner in the study area, with 175 acres of land, is the City of Toledo. The city's most significant concentration of parcels is in the area surrounding Dockside and east of the Marina District. Other city-owned properties include portions of the Civic Center area, as well as large swaths of land in the Warehouse District. Though holding less acreage than the city, Lucas County controls significant real estate that includes the parcels for the Huntington Center, Fifth Third Field, and the SeaGate Centre.

The downtown portion of the riverfront and its surroundings are largely controlled by less than 10 landowners. The largest holding by a single landowner is the land parcels that compose the Marina District and a portion of Dockside. On the north and south sides of downtown, the riverfront's industrial character is reflected by its landowners, which include Norfolk Southern and Arms Dock Inc. Owens Corning and MetroParks control much of the west riverfront south of downtown.


Owens Corning


Marina District



Huntington Center

Top 10 Landowners

City of Toledo
175 Acres

Midland Agency of Northwest Ohio
69 Acres

Lucas County
50 Acres

Owens Corning
40 Acres

Toledo Museum of Art
35 Acres

Toledo Metropark
28 Acres

Lucas County Port Authority
18 Acres

Lucas County
Metro Housing Authority
17 Acres

401 E. Woodruff LLC
16.5 Acres

Arms Dock Inc.
16 Acres

Significant Landowners

SECTION 3

MARKET ANALYSIS & STRATEGY

MARKET ANALYSIS

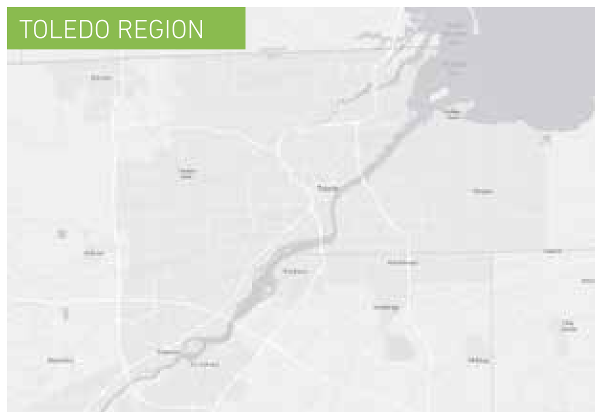
Introduction

Market analysis establishes a baseline of development potential and involves evaluating demographic trends, patterns in real estate supply, and factors impacting future demand. For this report, the market analysis looks at the market for four types of development—residential, office, hotel/convention center, and retail.

This foundation serves as a basis toward answering higher order questions in the plan, such as how can these market opportunities be best leveraged to create value for the community (market strategy), what does the community fundamentally need to adapt and thrive (economic strategy), and what is the vision for how the downtown could look and function?

This market analysis concludes that significant opportunities exist to add new housing, different types of retail, grow office jobs, and attract overnight visitors and tourists. Many of these opportunities involve better leveraging great assets that serve as anchors for the downtown, while others involve capitalizing on a national trend of renewed interest for urban places in which to live, work, shop, and visit. Ultimately, each market based opportunity will serve to make downtown a more vibrant, appealing place.

The market opportunities presented here represent a baseline of what is achievable. Metrics from Toledo's peer cities are presented throughout. This is an acknowledgement that market analysis is both an art and a science. Downtowns can grow and revitalize in ways that seem to exceed their capacity to do so. Cities such as Grand Rapids, Des Moines, and Omaha have taken many by surprise with the strengths of their downtowns, exceeding market expectations. The city can take inspiration from its peers, while revitalizing its downtown in a manner that is authentically Toledo.



	DOWNTOWN TOLEDO	TOLEDO	TOLEDO MSA
Population	3,400	280,000	608,000
Households Size	1.6	2.3	2.4
Median Household Income	$13,700	$33,600	$44,800
Median Age	33	35	38
Median Housing Value	$110,000	$90,000	$132,000

Source: ESRI, Development Strategies 2015

Trends

The demographics of America are changing—as are people's preferences about where they want to live and what kinds of housing they want. The population is growing, household sizes are shrinking, and the number of seniors is increasing rapidly. Consumer preferences align with these demographic shifts, with a slight majority or sizeable minority of households expressing a preference for walkable communities and a willingness to live in dense, walkable environments if it places them closer to jobs and amenities. This preference is particularly notable among young, educated professionals.

Changes in demographics and preferences all point to big gains being made for urban districts within cities, and evidence shows this trend has already been underway for a while, in many cities. A recent study by CEOs for Cities showed that there was a 26 percent increase in the population of 25-34 year olds with college degrees across the 51 largest MSAs in "close-in neighborhoods" (i.e., neighborhoods located in and around downtowns), compared to a 13 percent increase in this demographic group outside of close-in neighborhoods. This growth has been faster in metro areas near Toledo, such as Detroit, Cleveland, and Columbus, as compared to the national average. Additionally, surveys of downtown residents in a number of cities around the country found that around half are single and under 35 years old, while less than 20 percent are over 55 years old and less than 10 percent have children. Downtown residents are also very likely to be educated and earn high salaries.

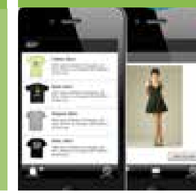
DEMOGRAPHICS

72% Non-Family Households by 2025*

PREFERENCES

66% Prefer attached or small lot housing*

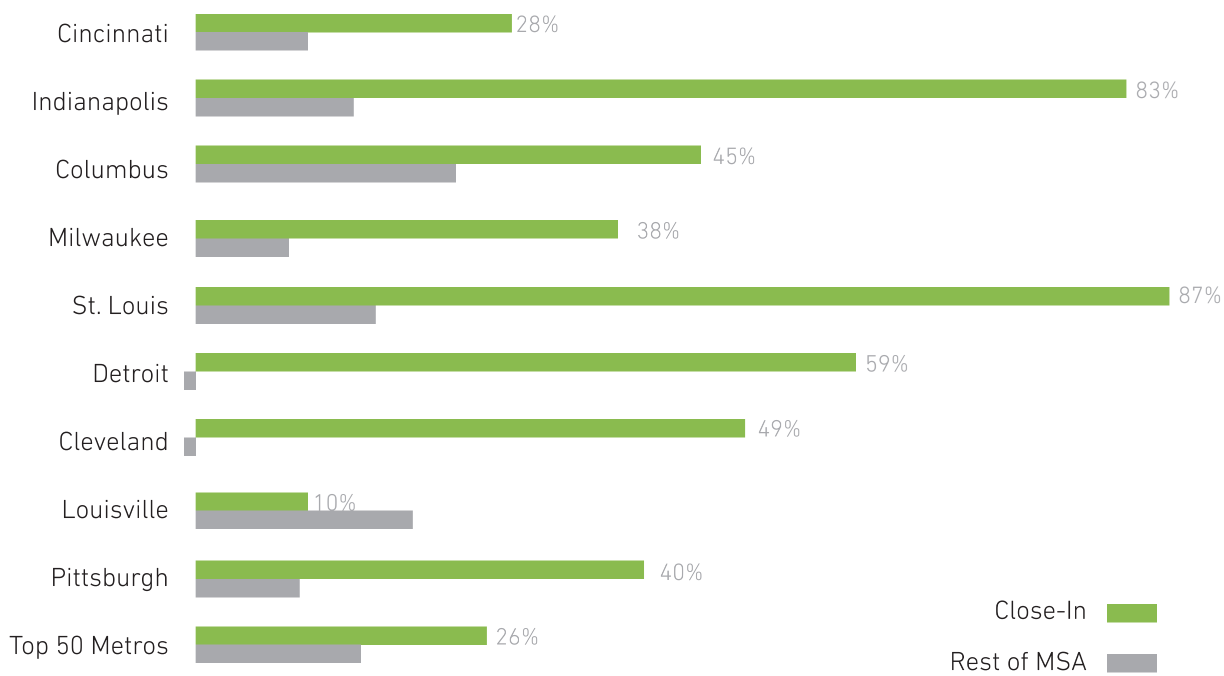
INTERNET TRENDS



3,700% Increase in web-based electronic sales*

GROWTH OF YOUNG PROFESSIONALS IN CLOSE-IN NEIGHBORHOODS

25-34 Year Olds with a Four Year Degree
CEOs For Cities, 2009



Trends

Mapping of population growth in Toledo over the past 15 years demonstrates that one of the few pockets of growth in the city has been the in greater downtown area, which grew by 850 residents—a 32 percent increase. While this is not the level of downtown growth that neighboring cities have had, evidence shows an upward trend that can be seized and accelerated. The opportunity for Toledo is to make big gains in young professionals downtown and in its urban neighborhoods; the flipside is a loss of young talent to other cities or parts of the country if investment in downtown as a livable, thriving place of employment is not sustained.

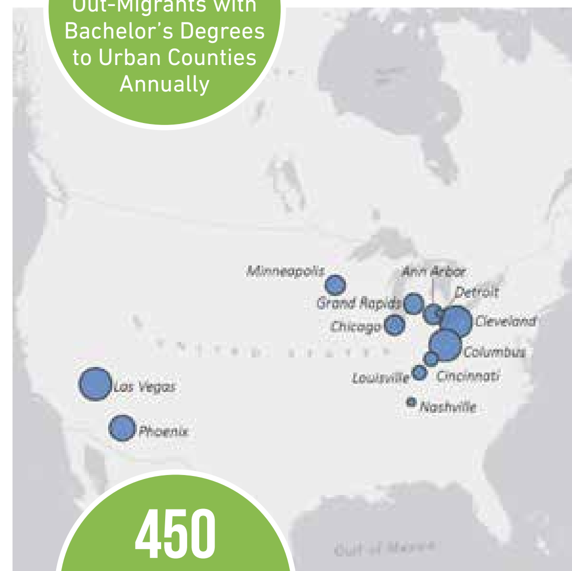
Migration data from the 2011 American Community Survey indicates that Lucas County averages a loss of 1,000 residents with bachelor's degrees from the Toledo region annually. Of these, about 600 go to other urban areas, including Cleveland, Columbus, Minneapolis, Grand Rapids, and Chicago. At the same time, about 450 people with bachelor's degrees are moving to Lucas County from these same urban metros and others on an annual basis. These patterns suggest that educated professionals from Toledo are inclined to stay in the Midwest Region – and indeed, in the State of Ohio – but are being drawn to regional cities with the most vibrant urban environments, while current residents of those environments are coming to Toledo and will be looking for that same vibrancy. A revitalized Downtown Toledo will play a critical role in providing the urban lifestyle that highly-educated in-migrants are looking for and highly-educated residents are leaving for.

850
New residents in downtown since 2000

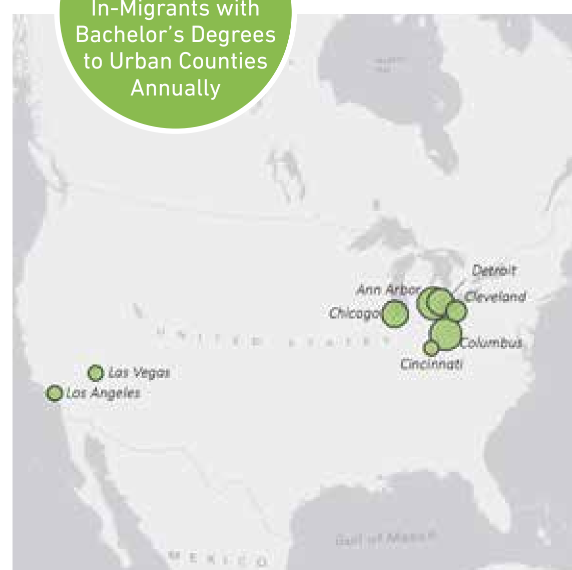
1 Dot = 10 People

- Increase from 2000 - 2015
- Decrease from 2000 - 2015

600
Out-Migrants with Bachelor's Degrees to Urban Counties Annually



450
In-Migrants with Bachelor's Degrees to Urban Counties Annually



Omaha, NE

Grand Rapids, MI

Des Moines, IA

Peer City Downtowns

A number of peer city downtowns were identified for evaluation throughout this report, as it relates to downtown housing, employment, tourism, retail, and the general scale and scope of opportunity. These peer cities generally fall under two categories: performance peer cities and aspirational peer cities. The performance peers—Dayton, Fort Wayne, and Akron—are generally performing no better or worse than Toledo, and provide a comparative "baseline" for the minimum achievable opportunity for Downtown Toledo.

The aspirational peer cities—Grand Rapids, Omaha, and Des Moines—are cities with downtowns to which Toledo can aspire, since they have been effective in leveraging their assets and talent in ways that made for more thriving, livable downtowns. Demographic comparisons show that while Toledo is performing on par with its aspirational peers in terms of percent of regional population living downtown, it is lagging in terms of median household income and housing value. These numbers illustrate areas where Toledo has an opportunity to improve regional wealth and growth with a strategic set of policies focused around downtown.

METROPOLITAN AREAS	POPULATION	DOWNTOWN POPULATION	PERCENT POPULATION DOWNTOWN	MEDIAN HOUSEHOLD INCOME	MEDIAN AGE	MEDIAN HOUSING VALUE
TOLEDO MSA	608,000	3,500	0.6%	$45,000	38	$132,000
AKRON MSA	706,000	1,100	0.2%	$51,000	40	$159,000
DAYTON MSA	800,000	2,700	0.3%	$47,000	40	$146,000
FORT WAYNE MSA	427,000	2,700	0.6%	$51,000	37	$148,000
GRAND RAPIDS MSA	1,000,000	3,700	0.4%	$53,000	36	$155,000
OMAHA MSA	910,000	4,300	0.5%	$56,000	35	$177,000
DES MOINES MSA	706,000	4,800	0.7%	$61,000	36	$188,000

Residential Market: Supply

Downtown

A survey of current housing products in the Toledo metro area provides context for attainable rents and sale prices. While housing options in downtown are somewhat limited, there has been renewed interest in residential development in the neighborhood, particularly in the Warehouse District. Apartments in rehabbed Warehouse District buildings rent for $1.15 to $1.25 per square foot, with condos selling for around $100 per square foot. Housing in the CBD is limited to apartments in rehabbed high-rise buildings, such as the Commodore Perry and LaSalle Buildings, which average $0.75 to $1.00 per square foot in rent. The greatest potential for new housing development likely exists near Uptown, where there is an available supply of undeveloped land. Monthly rent in Uptown's market rate units range from $0.75 to $1.00 per square foot, on par with similar rehabbed apartments in the CBD.

LaSalle Apartments

1995
131 units
93% occ.

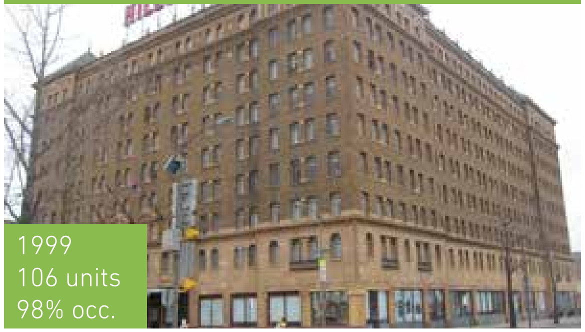
875 Sq. Ft. 1 Bedroom 1,550 Sq. Ft. 2 Bedrooms	**Avg. Rent/SF** $0.90 - 1 Bedroom $0.75 - 2 Bedrooms

Standart Lofts

2012
75 units
100% occ.

900 Sq. Ft. 1 Bedroom 1,200 Sq. Ft. 2 Bedrooms	**Avg. Rent/SF** $1.25 - 1 Bedroom $1.20 - 2 Bedrooms

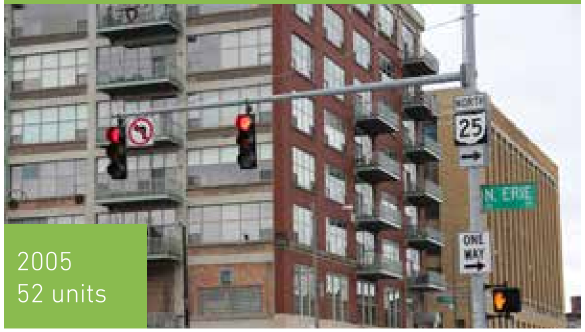
Historic Hillcrest Apartments



1999
106 units
98% occ.

860 Sq. Ft. 1 Bedroom 1,130 Sq. Ft. 2 Bedrooms 2,300 Sq. Ft. 3 Bedrooms	**Avg. Rent/SF** $0.75 - 1 Bedroom $0.73 - 2 Bedrooms $0.65 - 3 Bedrooms

Bartley Lofts



2005
52 units

770 Sq. Ft. 1 Bedroom 1,300 Sq. Ft. 2 Bedrooms	**Avg. Price/SF** $150 – 1 Bedroom $120 - 2 Bedrooms

Competitive Neighborhood Analysis

Mapping the target market segments described below, as well as stakeholder interviews and site visits, revealed a number of residential areas whose demographic make-up includes households that could be attracted to live downtown, if the right product was available. The map and chart below show the average rent and sale price of housing units in these areas.

	Center City	Uptown	Warehouse District	Old West End	Ottawa	Reynolds Corner/ Holland	Levis Commons (Perrysburg)	Secor Gardens	Bancroft Hills
Median Housing Sale Price			$120,000-$160,000	$100,000	$50,000 - $100,000		$250,000 - $350,000		
Average Square Foot			1,350 SF	2,600 SF	1,600 SF		2,500 SF		
Average Rent (1BR)	$670-$760	$500-$650	$800 - $1,300			$450 - $750	$900		
Average Rent (2BR)	$830 - $1,130	$750 - $850	$1,050 - $1,650			$550 - $850	$1,500	$675	$540
Average Rent (3BR)		$1,300 - $1,450				$750 - $1,000	$1,800	$750	$820

Residential Market: Demand

Determining market demand for a downtown involves looking at a number of factors, since recent downtown growth is a reversal of several decades of outward movement of people and capital. Doing a conventional market analysis simply looks at age and income variables within some area around downtown. Such a method might miss incoming residents to the market area, and fails to evaluate consumer preferences. Target market analysis includes consumer preferences, and is in most ways superior, but relies on national data. Other types of analyses are better for determining demand from people leaving the market that might be kept if the right product is offered (an opportunity cost). A number of methods have been used in this analysis, and are detailed in the appendix.

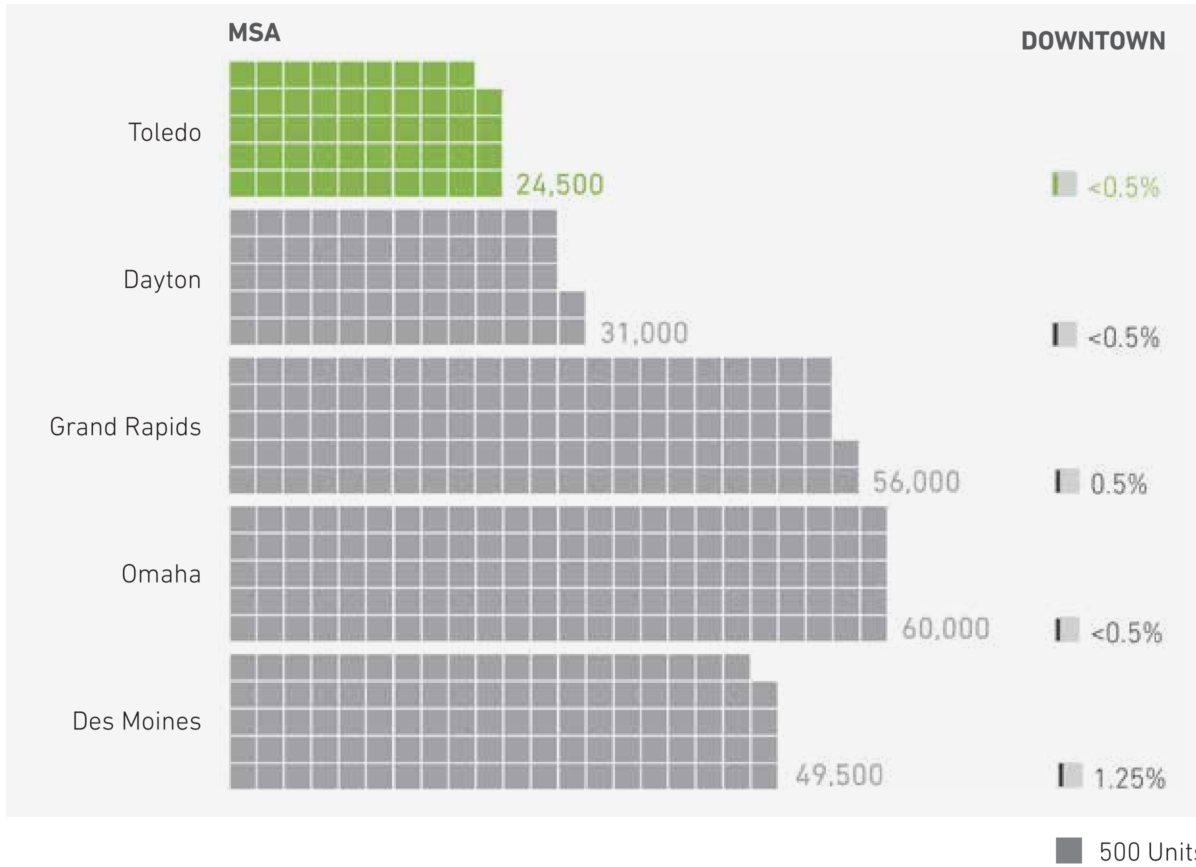
Peer Cities

Toledo has kept pace with its peer cities in terms of percentage of its regional population living downtown. The same is true for percentage of new regional housing units built downtown. According to Census data, about 0.7 percent of new units built in the Toledo MSA since 2000 were built in the downtown area. Among Toledo's peer cities, only Des Moines saw a greater proportion of units built downtown. However, the generally low numbers – few downtown areas had more than 200 new units built in the past 15 years – suggest that none of these cities have capitalized on the full potential for downtown housing yet. As the economy improves nationally and regionally, and preferences for urban living continue to drive downtown development, these capture rates should increase over the next ten to fifteen years.

HOUSING UNITS BUILT SINCE 2000

Toledo *and Peer Cities*

ESRI, Development Strategies, 2016



Residential Market: Conclusions

Based on demand analysis, an additional 1,250 to 1,500 housing units could be supported in downtown over the next ten years. At least half of these – about 750 units – are midscale rental units, renting for $750 to $1,000 per month. The remaining 500 to 750 are a combination of larger upscale rental apartments with rents over $1,000 per month, and condominium units and townhomes priced in the $190,000 to $250,000 range. Because of their higher price points, it is this latter pool of housing demand that is more economically feasible for developers to deliver to the market.

MARKET ANALYSIS

Office Market: Supply

According to CoStar, the Toledo MSA has about 30 million square feet of existing office space. As is the case in most regions, Class B and C space is the most common, with Class A office only found downtown and in a few select suburban office parks and submarkets. Interestingly, in Toledo, over 80 percent of Class A space is located downtown, and nearly a third of all office space is downtown. These uncommonly high proportions can be viewed with the glass is “half full” or “half empty” analogy. On one hand, downtown has relatively little competition for Class A office, making it the undisputed center of employment for many skilled professions. On the other hand, it is likely symptomatic of a region that had little success in growing office or “white collar” jobs in the previous generation when many other cities were adding employment in new office parks. Either way, a large proportion of office employment and office buildings is in Downtown Toledo, which is an asset that can be leveraged moving forward.

While many expressed concern over downtown’s office vacancy rate, at 15 percent, it is consistent with many Midwestern downtowns, which struggle with the same problem. In fact, it may surprise some people to know that the number is this low, given the inclusion of the former Owens Corning headquarters in the occupancy survey. While downtown’s overall vacancy rate is higher than regional vacancy, its Class A vacancy is lower, indicating some preference to being downtown among high-rent office tenants. Class A office data will further improve with the relocation of ProMedica employees to downtown.

While Class B occupancy lags in downtown, it has shown some bright spots, experiencing positive absorption in recent quarters. This is not only a reflection of an improving regional economy, but of a regional trend toward more start ups in tech, IT, and creative industries seeking inexpensive downtown space. Leveraging this ready supply of inexpensive space in ways that lead to job growth will be explored later in this report.

	DOWNTOWN	REGION	SHARE
Class A Vacancy	14%	16%	
Class A Space (s.f.)	2.5 Million	3.1 Million	81%
Total Vacancy	16%	9%	
Total Space (s.f.)	9.2 Million	30.3 Million	30%

Source: CoStar 2016

Executive Parkway

The chart and map to the right compare the downtown office market to other office space clusters in the region, including the Executive Parkway area near Secor Road and office parks in Maumee, Perrysburg, and Sylvania.

Over the past several decades, the benefits of cheaper land and (often) lower tax rates has made close-in suburban areas a competitive for new and growing businesses. Recently, downtowns have begun to leverage the desire for greater possibility of interaction, walkability, and authenticity of place to entice a start-up culture to emerge and begin occupying low-rent commercial space.

Selected Office Park Areas	Class A		Class B		Class C	
	Avg. Lease Rate	Occ. Rate	Avg. Lease Rate	Occ. Rate	Avg. Lease Rate	Occ. Rate
Downtown	$17.00	87%	$11.00	85%	$10.00	80%
Executive Parkway	$15.00	82%	$15.00	89%	$15.00	94%
Arrowhead Park (Maumee)	$18.00	95%	$19.00	97%	$16.00	89%
Briarfield Park (Maumee)	-	-	$12.00	94%	N/A	100%
Levis Commons (Perrysburg)	N/A	100%	N/A	100%	$6.00	90%
South Boundary (Perrysburg)	-	-	$16.00	88%	$9.00	98%
Renaissance Place (Sylvania)	N/A	100%	$16.00	94%	N/A	100%

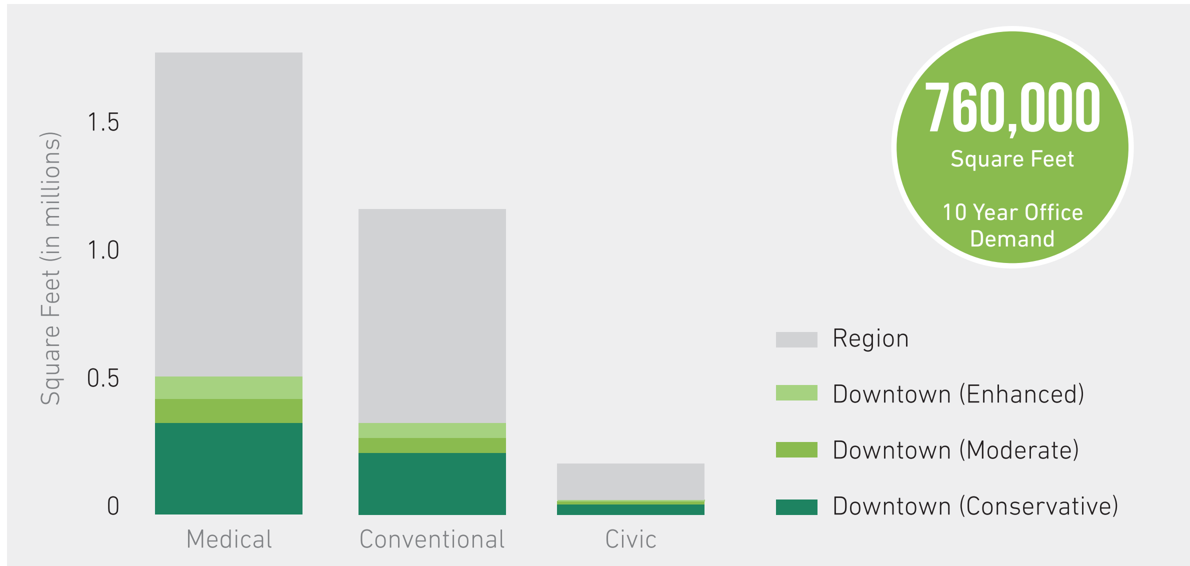
Office Market: Demand

Demand for office space is necessarily driven by employment trends. Not only do the changes in number of jobs determine office need, but so do the changes in number of jobs in certain industries, as some types of work require more or less office space than others. Employment projection numbers from the Ohio Department of Job and Family Services indicate expected growth of 20,000 jobs in the Toledo MSA over the next ten years. These projections imply there will be demand for approximately three million additional square feet of office space in the metro area, about half of which will be for occupations in medical-related fields

Given its current share of regional jobs, downtown could conservatively capture 20 percent of this demand overall - about 600,000 square feet. However, given increases in consumer preferences toward urban places to live and work, downtown has an opportunity to position itself in such a way as to exceed its past performance. This will be particularly true if investments are made in entrepreneurship and placemaking, and institutions collaborate with targeted investments. A 25 percent capture of regional growth is therefore reasonable, implying office growth of 760,000 square feet.

PROJECTED 10 YEAR OFFICE DEMAND

Downtown Capture Estimates
Ohio Department of Job and Family Services, Development Strategies 2015



With nearly 1.5 million square feet of vacant space downtown, little or no new office development is needed to accommodate this demand. This implies that a streamlined approval process, and possibly incentives packages could go a long way in reducing vacancy of office space. Additionally, quality Class B space should be made available to accommodate start-ups, creative firms, and tech/IT occupations. Quality Class B space can be made available to accommodate start-ups, creative firms, and tech/IT occupations.

1.45 M
Square Feet Vacant downtown Office Space

1.1 M
Square Feet Vacant Class B and C Space

350 K
Square Feet Vacant Class A Space

Hotel Market

A number of visitors to a city, whether they are coming for business or leisure travel, want to stay downtown to experience the most vibrant and dynamic areas that the city has to offer. However, the current hotel situation in downtown has created a missed opportunity to capture what should be several captive markets, and the enthusiasm, activity, and dollars. By positioning its convention center to at least compete with its performance peers (Dayton, Akron, and Fort Wayne) and leveraging some of its best assets in the manner of its aspirational peers (Grand Rapids, Des Moines, Omaha), big gains can be made downtown.

Leisure Travelers

Two of Toledo's largest tourist attractions are the Toledo Zoo and Toledo Museum of Art. These two attractions combined attract 1.7 million visitors annually. Of those, approximately 60% are non-local – that is, they come from outside of Lucas County. While a portion of these visitors likely come from neighboring counties, including in the Detroit metro area, a conservative estimate suggests that about one-third of these non-locals would be overnight visitors. This represents over 300,000 visitors and support for over 600 hotel rooms annually.

1 MILLION Overnight visitors to Lucas County each year

5,077 Hotel Rooms in Lucas County

535 Hotel Rooms downtown

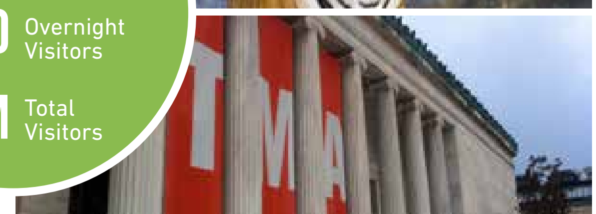
Even though the Zoo and Museum of Art are not located directly in downtown, they are close enough that it would be convenient for overnight visitors to stay downtown, especially if the appropriate lodging, retail, and public amenities and attractions were available. Additional family attractions could be added downtown that have synergies with the zoo, and cultural destinations and/or eateries that cater to the museum and symphony crowds is an obvious opportunity.

TOLEDO ZOO | 1.3M VISITORS

600 Supportable Hotel Rooms

300,000 Overnight Visitors

1.7M Total Visitors



TOLEDO MUSEUM OF ART | 440K VISITORS

Hotel Market

Convention Center

One visitor market that is being particularly underserved is the conventions market. The SeaGate Convention Centre, located in the heart of downtown, has struggled to attract large conventions in recent years, due to the lack of a convention hotel, ballroom, and sufficient downtown hotel rooms overall. Over the past six years, the SeaGate Centre has averaged 150 events and 130,000 attendees per year, with the average number of attendees per event ranging from 800-1,000 people. By contrast, the John S. Knight Center in Akron has averaged 184 events and nearly 400,000 attendees per year since 2010, in a space that's just 30,000 square feet larger than the SeaGate Centre. A comparison of the SeaGate Centre to convention centers in peer cities for the most recent year available is shown on the right.

According to interviews with SeaGate Centre staff, many convention and meeting groups have expressed a preference for holding their events in Toledo, given the variety of activities in and around downtown. However, the lack of available hotel rooms is a major obstacle. Given the attendance seen at peer cities' convention centers, it is reasonable to assume that SeaGate could double or even triple its number of annual attendees if sufficient accommodation options were available. The current attendance of 125,000 people provides demand for about 200 hotel rooms annually, which implies that reaching the attendance levels of Fort Wayne or Akron's convention centers would increase hotel demand by about 400 to 600 rooms

Current visitor levels indicate that leisure and convention travelers to Toledo provide potential support 800 hotel rooms in downtown. If attendance at the SeaGate Centre could be increased to peer city levels, this support would increase to between 1,000 and 1,200 rooms.

PEER CITY CONVENTION CENTERS - SQUARE FOOTAGE & ANNUAL ATTENDANCE

	Total Square Footage	Exhibition Hall Space	Banquet Hall/ Ballroom Space	Annual Attendance
SeaGate Centre	**92,072**	**75,000**	**-**	**125,000**
John S. Knight Center Akron, OH	123,000	29,000	12,000	390,000
Dayton Convention Center Dayton, OH	150,000	68,000	-	170,000
Grand Wayne Convention Center Fort Wayne, IN	225,000	48,500	16,000	220,000
CenturyLink Center Omaha, NE	258,226	194,000	42,000	340,000
Iowa Events Center Des Moines, IA	221,105	150,000	29,000	510,000
DeVos Place Convention Center Grand Rapids, MI	234,000	162,000	40,000	590,000


1X current attendance
SUPPORTS
200 hotel rooms
2X current attendance
SUPPORTS
400 hotel rooms
3X current attendance
SUPPORTS
600 hotel rooms
SEAGATE CENTRE

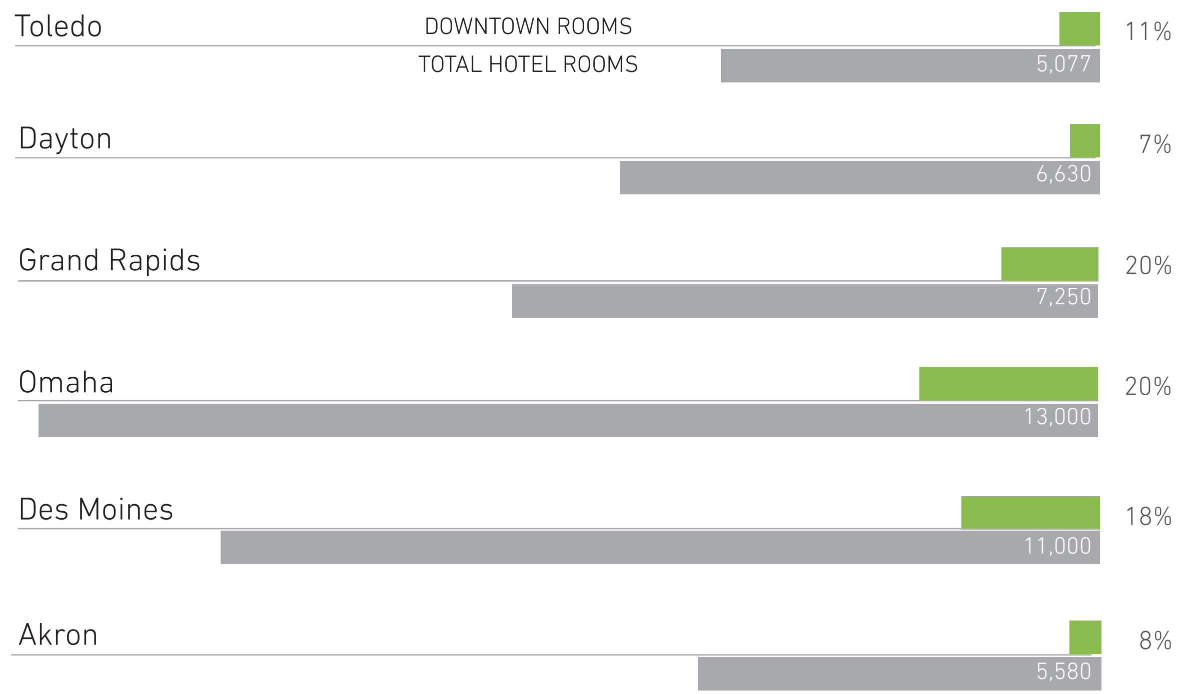
Hotel Market

Hotel Supply

The Toledo Convention and Visitors Bureau lists 45 hotel properties in Lucas County, with a total of 5,077 rooms. Of these, there are only two located in the downtown area, with 535 rooms – just over ten percent of the county total. This includes the currently shuttered Grand Plaza Hotel, which is slated to re-open under the Renaissance Hotel brand. While these numbers are similar to the downtown hotel market in Akron, Dayton, and Fort Wayne, they are far below the hotel supply available in the downtowns of Omaha, Des Moines, and Grand Rapids.

The renovation of the Grand Plaza hotel will have considerable benefit for the business market, as well as conventions and leisure. However, even after the addition of 241 rooms at the Grand Plaza, there is potential support for an additional 450 to 650 rooms from the visitor market. Bringing and keeping visitors downtown will be a critical aspect of a larger economic development strategy.

HOTEL DEMAND




600
rooms supported by cultural/tourism patrons
400-600
rooms supported by increased convention business
535
existing hotel rooms
450-650
ADDITIONAL
hotel rooms supported downtown

Retail Market: Supply

There is limited data available on the amount of retail square footage in the greater downtown area. The city does not collect this information, and classifications by external surveyors such as CoStar include establishments that are not being used for retail purposes. Conservatively, it appears that there is about 1.3 million square feet of retail space that is either being used for retail or would be appropriate for retail use, with a vacancy rate of about 16 percent.

While no new retail space has been added to greater downtown over the past 10 years, a number of historic buildings have been renovated, mainly clustered around Fifth Third Field and around Adams Street. A survey of some of these renovated properties indicates an average rent of $10 to $12 per square foot. Tenants include a variety of local small businesses.

ST. CLAIR VILLAGE

Year Built: 1880s

Square Feet: 22,000

Occupancy: 91%

Asking Rent/SF: $12 (NNN)

Tenants: Pita Pit, Ahava Spa

1111-1119 ADAMS STREET

Year Built: Unknown (Renovated 1967)

Square Feet: 16,000

Occupancy: 75%

Asking Rent/SF: $11 (NNN)

Tenants: Studio Eleven Eleven, Elite Events

Levis Commons

Other retail clusters in the metro area include the Secor Road and Monroe Street corridors in Franklin Park and Sylvania, the Reynolds Road and Airport Highway corridors, and the Levis Commons shopping center in Perrysburg. The following map and chart show the location, size, and average occupancies and rents of these other areas. Overall, these corridors are well-occupied, with rents around $10 to $13 per square feet, which is on par with renovated retail space downtown. The exception is Levis Commons, which commands premium rents of $21 per square feet.

Selected Retail Cluster Areas	Total Square Feet	Average Lease Rate	Occupancy Rate
Monroe	2,647,000	$13.00	97%
Secor Road	1,511,000	$12.00	94%
Airport Highway	2,667,000	$10.00	97%
Downtown Perrysburg	271,000	N/A	100%
Levis Commons (Perrysburg)	799,000	$21.00	93%

Retail Market: Demand

Gap Analysis

The market for a retail establishment will generally depend on how far consumers are willing to travel to access it. Some types of establishments, such as grocery stores and pharmacies, will only attract shoppers from short distances away; while others types, such as entertainment venues and high-end restaurants, will pull people from farther away. This analysis looks at resident demand for retail from three market areas, based on five-, ten-, and fifteen-minute drive-time radii from downtown.

Demand gap analysis compares the types of goods that households in a market area are buying with the actual stores located in a market area, which helps determine whether supply is effectively meeting demand. The resident population within a five-minute drive of the center of downtown has a purchasing power of about $120 million, including about $87 million worth of demand for food and retail goods and services, which supports about 263,000 square feet of retail space. Assuming that about 50 percent of these retail expenditures are being spent downtown, current resident demand supports approximately 130,000 square feet of downtown retail space. Based on demand gap analysis, most of this demand can be met within this five-minute drive-time radius, with only enough excess demand to support about 6,000 additional square feet of retail.

PRIMARY MARKET AREA **5 Min.**

Serving daily needs
(i.e. grocery store, pharmacy)

$120M of Purchasing Power

COMMUNITY MARKET AREA **10 Min.**

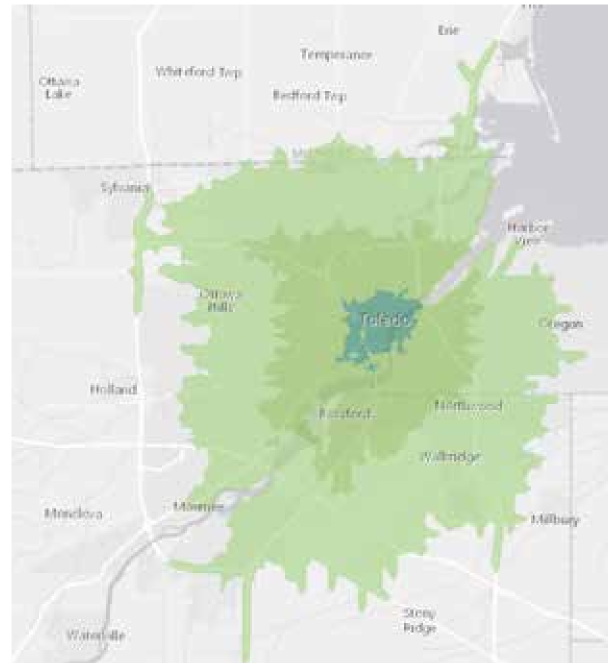
Serving common needs
(i.e. big box retailer, hardware store, local chain restaurant)

$1.5B of Purchasing Power

COMMUNITY MARKET AREA **15 Min.**

Serving occasional needs/interests
(i.e. movie theater/entertainment venue, high-end chain restaurant)

$3.9B of Purchasing Power



It is important to distinguish retail market analysis conclusions from a market strategy. In the highly-competitive business that is retail services, supply can often appear to meet or exceed demand. Yet opportunities still exist for new retail development because of competitive market opportunities. A successful clothing apparel retailer, for example, might locate in an already-crowded market if they offer a better product for a better price, better services, or otherwise have a distinct, competitive advantage. Trader Joe's, for example, can often thrive in a place that is crowded with supermarkets, because it offers something different. Additionally, residents from neighborhoods surrounding downtown can be captured by its retail establishments. For example, the Old West End neighborhood – just outside the Downtown Core – has very few dining and retail amenities. ESRI data shows that there is a demand gap of over $42 million, including $3.7 million worth of demand for dining options. This means 15,000 square feet of upscale dining in downtown could be supported by residents of Old West End alone, while providing a very attractive and convenient amenity for this high-income group.

Targeted Demand

While demand gap analysis provides insight into retail demand based on where people live, downtown retail also serves individuals who come to the area for work and play. These groups represent a distinct market for retail, and understanding their numbers and spending habits can further inform how much additional retail, and what specific types of additional retail, can be supported in downtown. Further, the potential to attract more residents, employees, and visitors to downtown through development initiatives will provide additional support for retail.

New Residents
Based on data from the Bureau of Labor Statistics, new residents with bachelor's degrees or higher will have median annual income of $54,000. Households at this income level will spend 25 percent of their income on food, retail goods and services, and entertainment activities. Thus, 1,500 new households downtown would support 67,500 square feet of retail space.

Workers
Downtown's large day time population of workers – nearly 20,000 people - can support over 30 restaurants. Further, if downtown captured 20 percent of job growth over the next ten years—4,000 new workers—they could support an additional six to seven restaurants.

Sports Fans
The Mud Hens and Walleyes generate substantial consumer traffic in downtown— approximately 7,000 people every three days. Additionally, concerts and events at the Huntington Center bring another 150,000 people to the area. Based on typical expenditures, these fans could support 48,000 square feet of retail downtown, most likely in the form of restaurants and bars.

Cultural Events
The Toledo Museum of Art, the Toledo Symphony, and the Valentine Theater attract over 500,000 visitors annually – patrons who could support 22,000 square feet of dining space and 7,000 square feet of general merchandise and apparel retail space.

Tourists
The Toledo Zoo, Imagination Station, and the Great Lakes Museum welcome 1.75 million visitors per year, combined. These visitors can support 230,000 square feet of retail space, and they will lend their support to downtown retail if there is activity and shopping to draw them there.

Convention attendees
Based on current attendance numbers at the SeaGate Centre, convention and meeting attendees would lend support to 53,000 square feet of food and drink establishments and 15,000 square feet of retail space. However, the addition of more hotel rooms in downtown would allow the SeaGate Centre to attract increased convention traffic, thus increasing this support.

Conclusions

The current demand for retail—specifically for restaurants and retail goods and services—from residents, workers, and visitors supports about 620,000 square feet of space. While there is about 1.1 million square feet of occupied retail space downtown, an analysis of survey data and on-the-ground site work reveals that only a fraction of that space is being utilized for these types of retail. Therefore, it is reasonable to assume that more retail space could be supported by the existing market, and indeed, the development of Hensville suggests that the development community is aware of this potential. Furthermore, an increase in the number of people eating and shopping downtown—driven by development more housing, office space, and hotel rooms—would drive this demand up even further, by as much as 225,000 square feet.

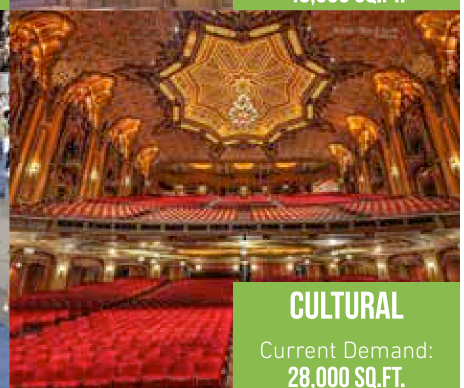
Retail Market: Demand

EXISTING DOWNTOWN RETAIL SUPPORT

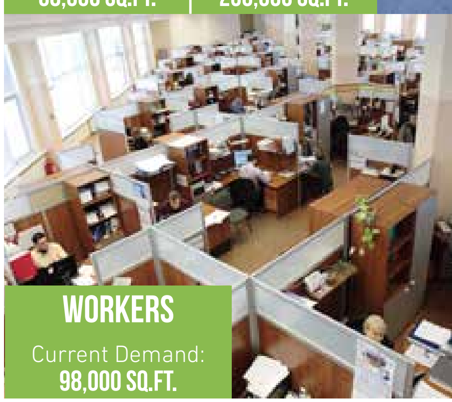
SPORTS FACILITIES
Current Demand:
48,000 SQ.FT.

CONVENTIONS
Current Demand:
68,000 SQ.FT.

DESTINATIONS
Current Demand:
230,000 SQ.FT.



CULTURAL
Current Demand:
28,000 SQ.FT.

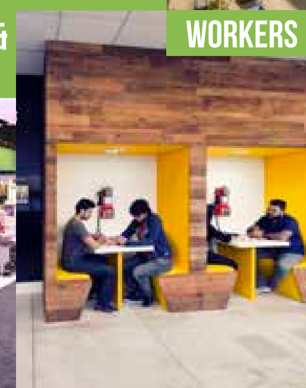


WORKERS
Current Demand:
98,000 SQ.FT.

RESIDENTS
Current Demand:
145,000 SQ.FT.

POTENTIAL NEW DOWNTOWN RETAIL SUPPORT

CONVENTIONS & DESTINATIONS



WORKERS

RESIDENTS

PROJECTED ATTENDANCE

Conventions & Destinations	Workers	Residents
400 More Hotel Rooms; 250,000 More Convention Attendees	4,000 More Workers	1,500 More Households ($13,500 annually)

PROJECTED DEMAND

Conventions & Destinations	Workers	Residents
138,000 SQ.FT.	20,000 SQ.FT.	67,500 SQ.FT.

Development Potential

RESIDENTIAL

Demand:
1,200 to 1,500 units over ten years

Type:
Mostly rental; some for-sale condominiums and townhomes

OFFICE

Demand:
700,000 to 800,000 sq. ft. over ten years

Type:
Medical, creative and tech sectors

HOTEL

Demand:
450 to 600 rooms

Type:
Full-service brand

RETAIL

Demand:
250,000 - 350,000 sq. ft.

Type:
Upscale and casual dining, personal services

Economic Strategy: Downtown as Economic Catalyst

Toledo is, perhaps above all else, a city that prides itself on hard work. During the era of the great Detroit auto boom in the first half of the 20th century, Toledo grew right along with it, making the glass that went into Detroit's cars. Its population grew as it became a magnet for people willing to work hard in the factories of the time, and out of this came a culture that valued hard work as a means of getting ahead and creating better opportunities for one's children. In 1969—the first year for which detailed employment data was tracked—roughly one in three Toledoans was employed in manufacturing. Today, that number stands at 12 percent—meaning manufacturing is still an important component of the economy, but is no longer capable of sustaining the entire community.

If hard work alone ensured a city's survival, Toledo would likely have a thriving economy today. Yet it lags, as a region, in most economic measures. Hard work, as it turns out, is just one component of successful cities. The ability to adapt is an equally essential ingredient. As the economy continues to shift, Toledo needs to adapt, and all trends point to downtown as the necessary center of a strategy for regional economic revival.

The economy today is far more reliant on consumption, on the attraction of talent, on the free exchange of knowledge and ideas, and on tourism. The commonality between all of these elements is the need for place—or places, to be more precise.

GROWTH IN JOBS WITH BACHELOR'S DEGREE 2004-2014

GROWTH IN PERSONAL CONSUMPTION 2006-2015

% YOUNG PROF'S IN DOWNTOWNS VERSUS OVERALL REGIONS

GROWTH IN LEISURE & HOSPITALITY JOBS 2004-2014

> Places to **spend money**
Personal consumption has grown 32 percent (2006 to 2015)

> Places for **new economy jobs**
Tech jobs have grown 32 percent (2004 to 2014)

> Places to **market things**
Internet sales are up 3,700 (1999-2010)

> Places to **craft great things**
Craft beer production is up 160 percent

> Places to **attract talent**
Young professionals are twice as likely to live downtown.

> Places to **retain talent**
Jobs requiring a bachelor's degree have grown 18 percent (2004 to 2014)

> Places to **visit**
Leisure and hospitality jobs have grown 18 percent (2004 to 2014)

> Places for **start-up**
Regions with more start-ups have more income growth

> Places to **exchange ideas and innovate**
The number of business incubators in the U.S. has grown by 10,000 percent (1980 to 2012) [International Business Innovation Association]

The only place in which all these elements can come together is downtown, but it will need to revitalize in order to address many of its structural issues–including a shortage of business startups and entrepreneurial activity and low retention of highly educated residents–and to create a more diversified economy with better paying jobs for people with and without college degrees. With growing demand nationally for urban places to live, work, shop, and recreate, the best opportunity in two generations exists today to revitalize downtown and, in doing so, reinvent the Toledo economy. This will require significant effort in three areas:

Place and Livability

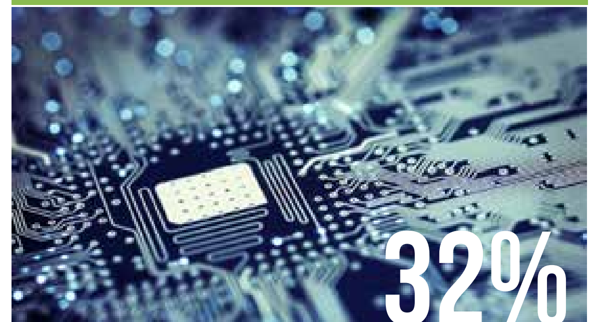
In order to attract and retain a young, talented workforce, encourage redevelopment, and welcome new visitors and residents, continued investment in creating downtown places is needed. In particular, housing is needed to give downtown an authentic neighborhood feel, and retail is needed to create energy and drive activity at the street level. Livability elements are also needed, including parks and greenspace, walkable tree-lined streets, bike facilities, public art, transit, traffic calming, and outdoor dining.

Business Development

Downtown needs to continue to be enhanced as the place to do business in Toledo. ProMedica has made a big commitment, joining Owens Corning, 5/3 Bank, and HCR Manor Care as major downtown employers. Greater start-up activity is needed in order to grow jobs and companies, and attract capital. It should be fostered within an innovation district that encourages interaction, bringing creative people into contact with investors, marketers, and entrepreneurs.

Visitation

A vibrant downtown is both created by and attractive to out-of-town visitors. Toledo already has some of the region's great tourist attractions—the Toledo Zoo, the Toledo Museum of Art, and the Toledo Mud Hens and Walleyes. While not all of the attractions are located downtown, an active downtown environment with a mix of activities, accommodations, and eating places will invite tourists to make downtown the center of their visit to Toledo, and will have significant impacts on its revitalization.



GROWTH IN TECH JOBS, 2004-2014

INCREASE IN WEB SALES, 1999-2010

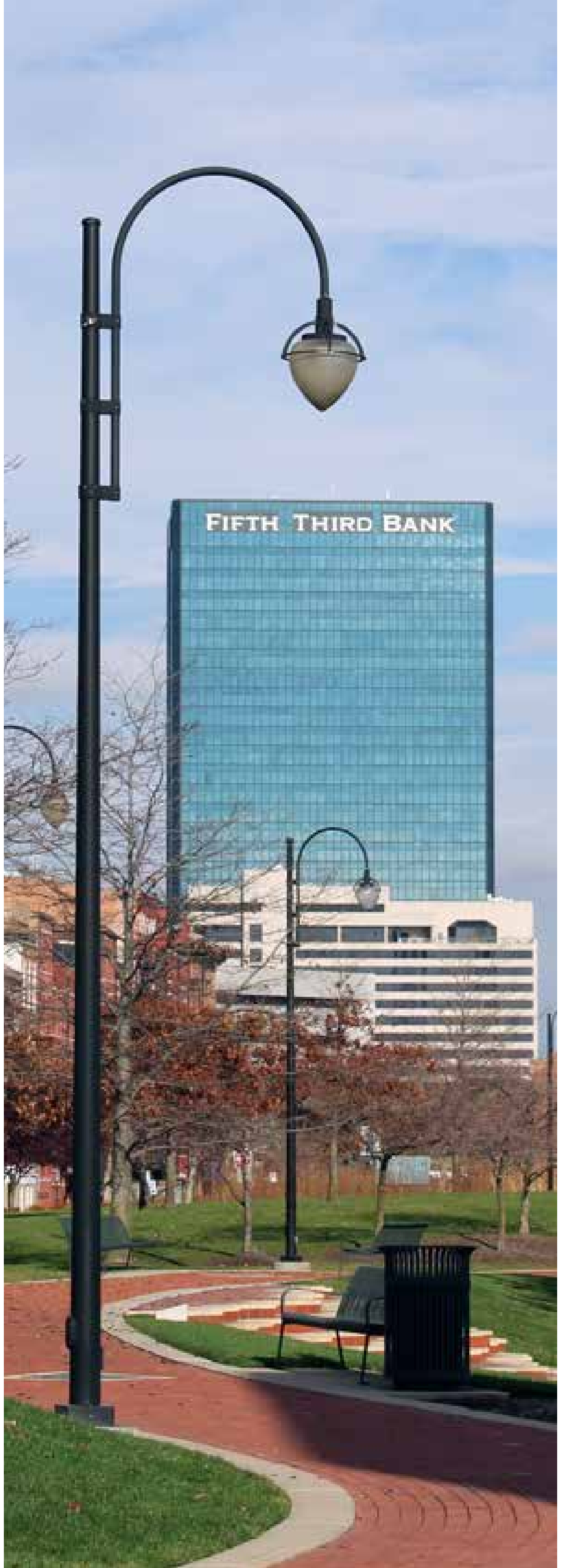
INCREASE IN CRAFT BEER PRODUCTION

MARKET STRATEGY

Market Strategy: A District & Branding Framework

Vibrant downtowns are diverse in both people and offerings. They are employment centers, residential neighborhoods, visitor destinations, and shopping districts—and are the only places where such an array of experiences and uses can typically occur together. It is what makes them special. The character of downtowns can and needs to change over space and time in order to provide such richness and, as a result, we typically think of downtowns as being comprised of districts.

A district and branding framework for Toledo can therefore comprise the critical ingredients for a broader market strategy that links the physical assets of downtown today with real market opportunities that can be leveraged enhance downtown in the future. A sound market strategy provides the essential link between what a place is, and what it can be, because it shapes a coherent investment strategy that targets the right people with the right products in the right places. This leads to a set of branded districts that are unique and distinctive. By leveraging investments in place and the public realm, sound urban design and architecture, anchors to drive traffic, and coordination of complementary uses, districts can be created that are greater than the sum of their parts.

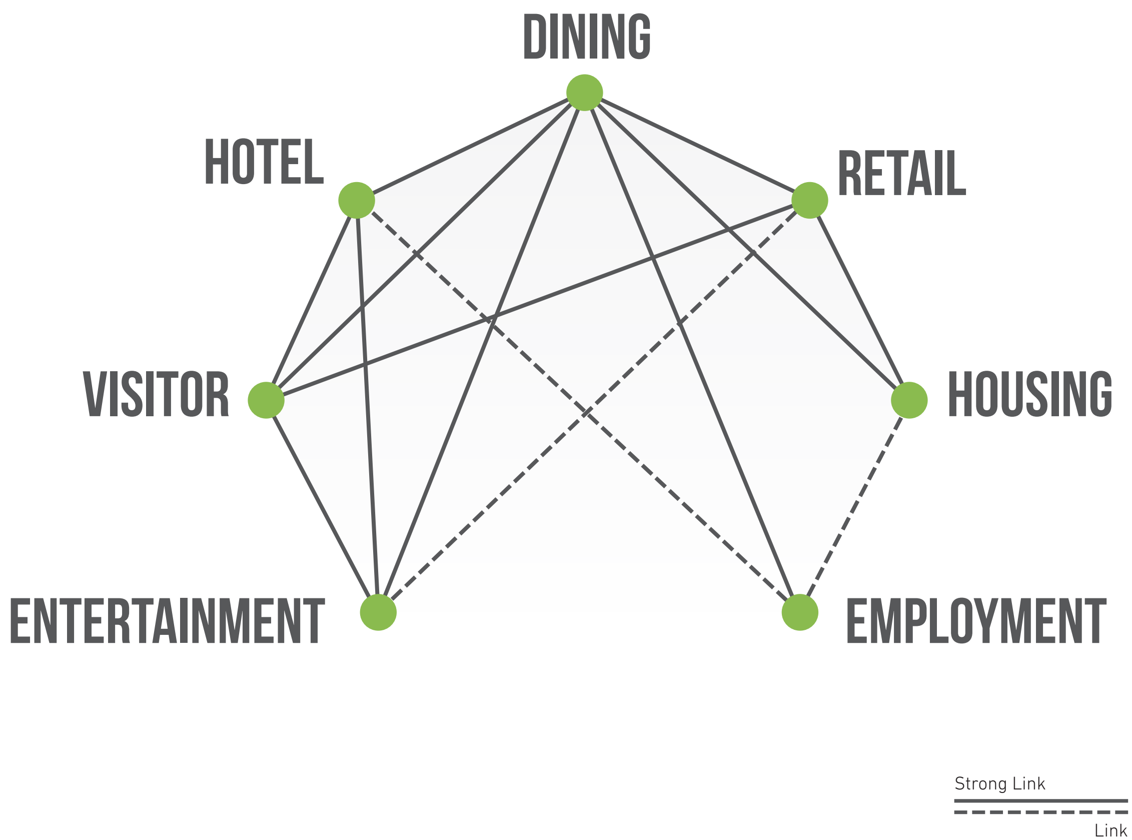


The Core: Aligning And Focusing Opportunity

Market analysis conducted for this plan, when combined with a high-level physical capacity analysis, reveals that Downtown's Core (along with the Warehouse District) has sufficient capacity to absorb the next 10 to 12 years of market demand. Further, a focusing of real estate development demand in the Core is largely necessary in order to create a critical mass of activity in a dense environment within a reasonable walking distance. It is where many of the most distinctive physical assets are, and the place where the greatest impact in transforming the brand, marketability, and functionality of downtown lies.

A market strategy involves aligning opportunities in ways that are synergistic, while separating necessary components of a downtown that may have incompatibilities. Housing that targets singles may do well adjacent to an entertainment district; housing targeting couples and mid-career professionals will do better above or beside quieter dining experiences. Visitor experiences are going to be closely tied to hotels and entertainment; local residents may prefer to be separated from these experiences.

The following district and branding framework provides the who, what and where of a strategy to encourage the development of housing, retail, office, and hospitality. That is, who to target, what the product needs to look like, and where it needs to be located.



Market Strategy: Housing

Housing: Who

Market analysis indicates that Downtown can support roughly 1,200 to 1,500 housing units over the next 10 years. The target markets for housing can be broadly divided into two categories: young professional singles and roommates, and couples and mid-career professionals. The former group is almost exclusively renter, and is seeking new and rehabilitated apartments in activity centers and places that offer nightlife. Couples and mid-career professionals will seek a mix of rental and for-sale housing, and prefer locations that put them closer to lifestyle and cultural amenities.

YOUNG PROFESSIONALS

SINGLES & ROOMMATES

Tenure
Almost Exclusively Renter

Target Demo(s)
Young Singles; Some Mid-Career

Downtown Aspirations
Center of Activity; Nightlife

Peak Activity Hours
Evening; Late Evening

Product Types
Apartments
New and Rehabbed

COUPLES & MID CAREER

PROFESSIONALS

Tenure
Renter; Some Owner

Target Demo(s)
Professional Couples and Singles

Downtown Aspirations
Urban Lifestyle; Access to Culture

Peak Activity Hours
Early Evening; Weekends

Product Types
Apartments
Some Condo and Townhome

Housing: What

There are five housing typologies that will serve the diverse needs of potential downtown residents:

Loft Rental Apartments:
Primarily targeted at young singles and couples, these units could be developed within existing buildings, as has been done throughout the Warehouse District over the past 10-15 years. The appeal of loft-style apartments is in their historic feel, open floorplan with high ceilings, and high-end finishes. As such, they are marketable as smaller-scale one- and two-bedroom units, with average sizes of 600 to 1,200 square feet and rents of $800 to $1,400 per month. Their location in the Warehouse District and Downtown Core would capitalize on recent development activity and the growing popularity of these areas among young professionals.

Loft For-Sale Condominiums:
Similar to the loft rental apartments, for-sale condos developed in existing buildings would appeal to an urban-minded demographic looking for proximity to walkable amenities downtown. The target market for these units would be slightly older couples who are more established in their careers and able to invest in a home, with units averaging 1,500 square feet in size at a price point of $200,000.

Infill Rental Apartments:
In addition to redeveloping historic structures for housing, there is ample opportunity for new housing construction in the Warehouse District and Downtown Core. New construction apartments would be smaller than loft-style ones—575 to 900 square feet—and would rent for $775 to $1,125 per month. These units would be attractive to singles and roommates, particularly recent graduates, who are starting off in their careers and looking for a downtown lifestyle at an affordable price.

In-fill For-Sale Townhomes:
As with the condo product, for-sale townhomes would be marketable to mid-career couples, as well as retirees looking to downsize and live in a walkable environment near the center of activity. The Warehouse District is an ideal location for this product, as it is close to the Downtown Core without being directly in it, giving residents some separation from the noise and traffic of the area's main activity centers. Units would be slightly larger than for-sale condos—about 2,000 square feet—and sell for around $300,000.

LOFT APARTMENTS - RENTAL

Average Rent/Month
$800 - $1,400

Rent Per Sq. Ft.
$1.15 - $1.35

Unit Size Range
(Sq. Ft.)
600 – 1,200

Target Market
Young and Mid-Career Professional Singles and Couples

10 Year Demand
+/- 500 Units

Location
Downtown Core, Warehouse Dist.

INFILL APARTMENTS

Avg. Rent Per Month
$775 - $1,125

Rent Per Sq. Ft.
$1.25 - $1.35

Unit Size Range
(Sq. Ft.)
575 – 900

Target Market
Singles and Roommates

10 Year Demand
+/- 500 Units

Location
Warehouse District

LOFT APARTMENTS - CONDOS

Average Sale Price
$200,000

Price Per Sq. Ft.
$130

Avg. Unit Size (Sq. Ft.)
1,500

Target Market
Mid-Career Professional Couples

10 Year Demand
150-250 Units

Location
Downtown Core, Warehouse Dist.

INFILL TOWNHOMES

Avg. Sale Price
$300,000

Sale Per Sq. Ft.
$150

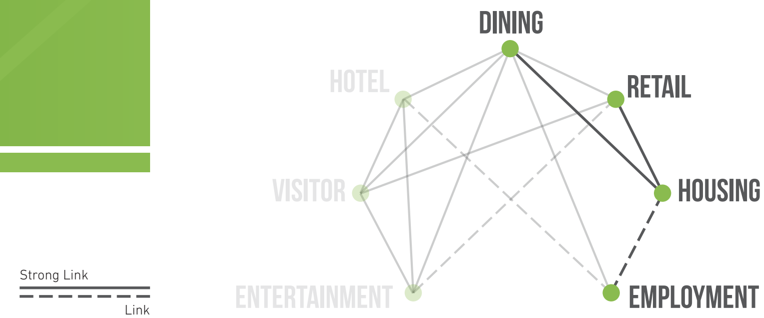
Avg. Unit Size
(Sq. Ft.)
2,000

Target Market
Mid-Career Professionals Couples

10 Year Demand
100-150 Units

Location
Warehouse District

MARKET STRATEGY



Market Strategy: Housing

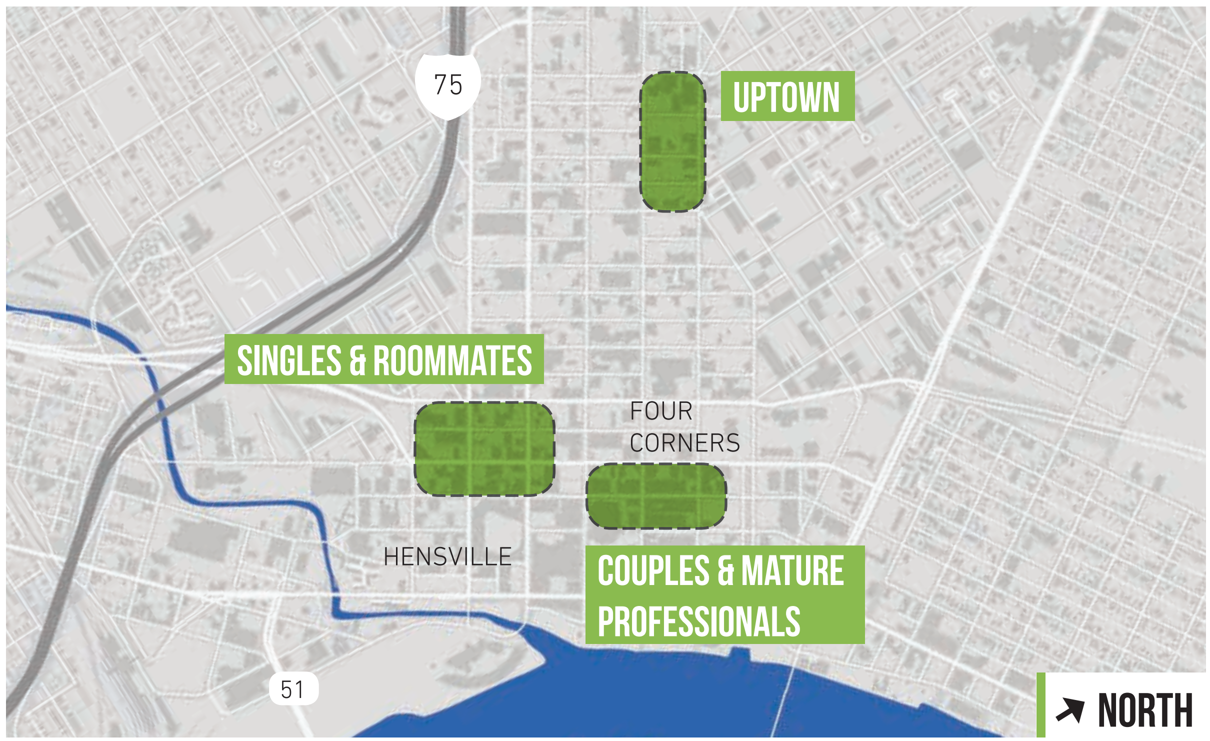
Artist Lofts:
The addition of locally-owned businesses and the recent influx of creatives in Uptown has brought vibrancy to a once depressed area of the city. The goal of new housing in this district should be to attract a pioneering demographic that wants to play an active role in bringing this area back to life and connecting it to the rest of downtown's activity. The product best suited for this purpose would be artist lofts—newly-constructed, small, low-cost apartments with basic amenities that would appeal to singles and roommates in nontraditional professions with limited means. The units would range in size from 500 to 900 square feet, and rent for $400 to $575 per month.

Avg. Rent Per Month $400 - $575	**Target Market** Singles
Rent Per Sq. Ft. $0.60 - $0.75	**10 Year Demand** 100-150 Units
Unit Size Range (Sq. Ft.) 550 – 900	**Location** Uptown

Housing: Where

Hensville and the Warehouse District, with its nightlife and entertainment offerings, is already on its way to becoming an ideal location for residences that target young professionals and roommates. Here, short and mid-term opportunities are likely to continue to be capitalized upon, making use of historic buildings for rehabilitation, and vacant lots for new construction.

A potentially equally positive prospect—albeit one that is more mid-term in nature because it will require more opportunity alignment—is the creation of a mixed-use/residential district with upmarket housing that targets couples and mid-career professionals. Huron Street, in the vicinity of the "Four Corners", has an excellent stock of historic buildings that, coupled with an infusion of local restaurants and outdoor dining, could make for one of the most elegant and attractive urban residential locations in all of Toledo.



Market Strategy: Office

Office: Who

Downtown already contains a significant proportion of the region's office space. Understanding how to position this space in a way that responds to new economic drivers and key industries will be a critical component in downtown's revitalization. Employment projections for the region show there will be demand for 275,000 square feet of office space downtown over the next ten years, including 180,000 square feet of conventional Class A space, 70,000 square feet of conventional Class B space, and 25,000 square feet of creative Class B space. This demand will come from a broad spectrum of industries, ranging from finance and law to tech, IT, and design. New and renovated office development in downtown should be focused on accommodating a variety of needs and affordability, in order to draw a diversity of companies to the area and create an active, productive daytime community.

275K
Square feet of conventional and creative space*

CREATIVE & STARTUP

Industries & Occupations
Tech; IT; Design

Common Backgrounds
Computer Programming
Entrepreneurship
Graphic Design
Marketing

Downtown Needs
Entrepreneurs
Access To Capital
Incubators
Cheap Space

Peak Activity Hours
9-9; M-F

CONVENTIONAL OFFICE

Industries & Occupations
Business & Related

Common Backgrounds
MBA
Finance
Law

Downtown Needs
Image
Visibility
Dining
Entertaining

Peak Activity Hours
9-5; M-F

* Does not include 500,000 sq.ft. of Medical Office space

Market Strategy: Office

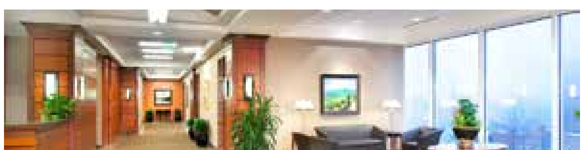
Office: What

Office space needs vary among industries, and can be broadly split into three types:

Conventional Class A:
This space accommodates the needs of corporate firms in industries such as law and finance. These firms can afford the highest rent levels—$17 to $21 per square foot—but also demand the highest levels of finish and services. Downtown already has 80 percent of the region's Class A-type office space, but much of the space will require upgrades in order to compete with new office development in the suburbs.

Conventional Class B:
Smaller companies engaged in professional services, such as accounting, sales, or consulting, also look for conventional types of office layouts. However, their affordability level is much lower—$11 to $14 per square foot—and they will therefore locate in older buildings with more basic finishes and fewer on-site services.

Creative Class B:
This type of office space is in limited supply downtown, but represents the greatest opportunity in the area's revitalization. Firms in innovative and creative industries such as design, architecture, and technology tend to look for this type of space, which is characterized by open floor plans, shared working spaces, and very basic finishes and services, at lease rates similar to conventional Class B. Additionally, startups and entrepreneurs seek out co-working spaces where they can rent a desk or a single cubicle/office for a low monthly fee, in an environment where they can interface with other like-minded professionals as they grow their business. These are typically some of the most dynamic and fastest-growing companies, and although they employ fewer people than large corporate firms, their employees tend to be more urban-minded and interested in engaging with the surrounding neighborhood. Attracting these firms to downtown with the right type of space at the right price will therefore have an exponentially-positive impact on the dynamism of downtown.



CONVENTIONAL CLASS A

Lease Rate Per Sq. Ft.
$17-$21

Characteristics
High Quality finishes; High Level of Service; Quality lobby space

Target Market
Law, Finance, Corporate

10-Year Demand
180,000 Sq. Ft.

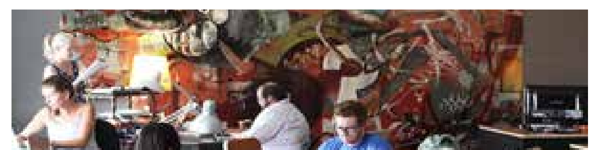
CONVENTIONAL CLASS B

Lease Rate Per Sq. Ft.
$11-$14

Characteristics
Older office buildings; Fewer on-site services; Limited lobby space

Target Market
Smaller Companies

10-Year Demand
70,000 Sq. Ft.



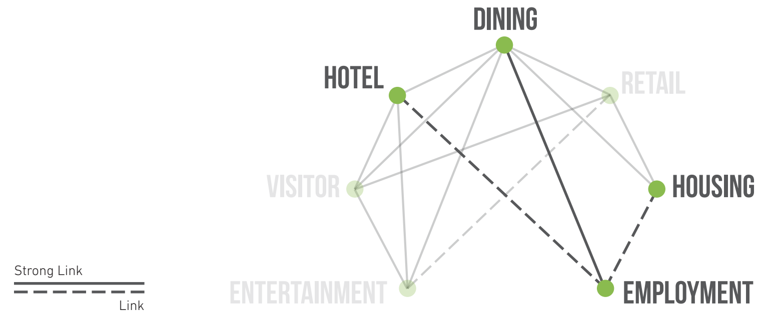
CREATIVE CLASS B

Lease Rate Per Sq. Ft.
$11-14

Characteristics
Open floor plans; Shared spaces; Historic elements; Limited building services

Target Market
Startups, Web-based, Design, Architecture, Co-working

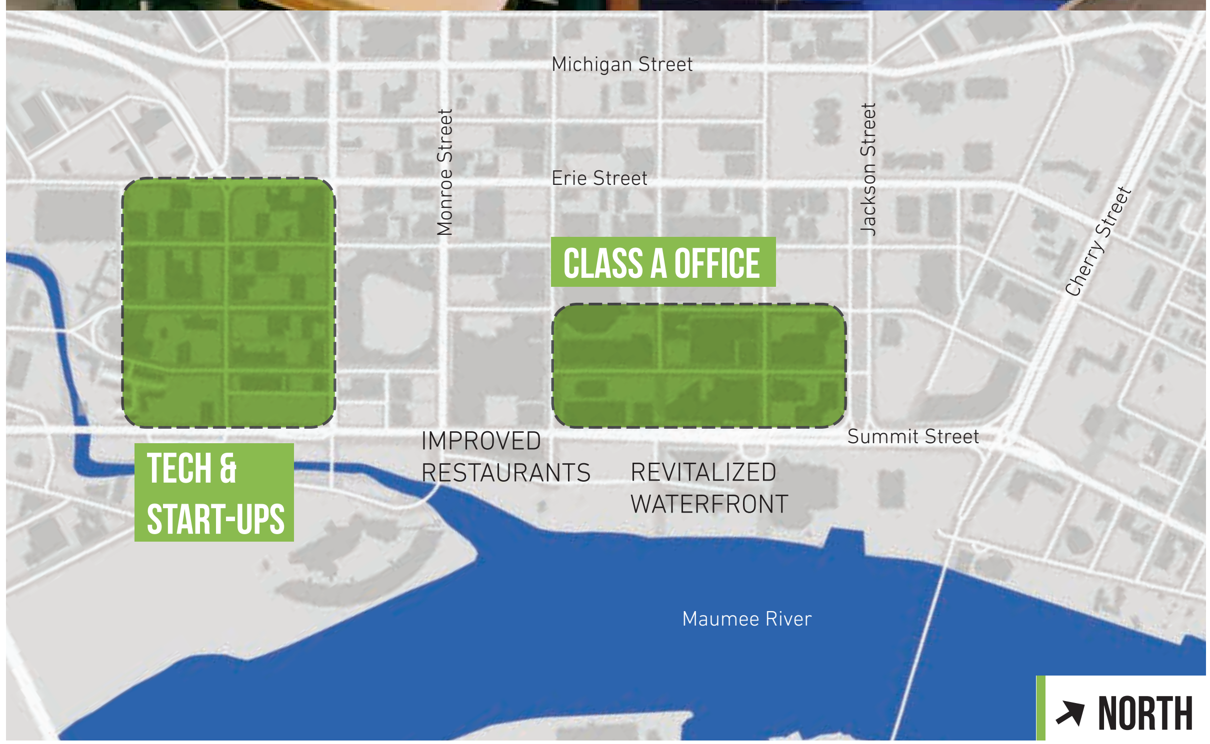
10 Year Demand
25,000 Sq. Ft.



Office: Where

Firms seeking conventional Class A and Class B space will find the Core appealing, due to the many other companies with similar needs within walking distance. They will also value enhanced restaurant offerings on Summit Street, and increased hospitality offerings.

Creative firms will also want access to these amenities, but will gravitate to the edgier, still-affordable Warehouse District. Additionally, the development of space with open floor plans is well-suited to the layouts of the former warehouse and industrial buildings found in the Warehouse District.



Market Strategy: Hotel

Hotel: Who

Toledo currently draws 300,000 overnight visitors per year with its tourist attractions. While not all of these attractions are located downtown, these visitors need places to sleep, eat, drink, and shop—needs which could all be met downtown with the right development. Downtown is a central location and should be the obvious "home base" for tourists to Toledo. Yet, at current levels, tourists to Toledo require 600 hotel rooms annually—more than the current supply available in downtown.

An additional 125,000 convention and meeting attendees come to events at the SeaGate Centre annually. These attendees are a captive market for downtown hotels. However, the short supply of downtown hotel rooms limits the number of conventions that can be held at the Centre, as well as the number of attendees that can stay downtown. Given the performance of its competitor centers, the SeaGate Centre could realistically double or triple its annual attendance—but integral to achieving that goal would be the addition of several hundred hotel rooms in downtown.

VISITORS

Type
Families; Cultural Tourists

Needs
Family dining; family amenities; midscale hotels; other family attractions;cultural dining

Peak Activity Hours
Weekends

CONVENTION AND TRADE

Type
Varied

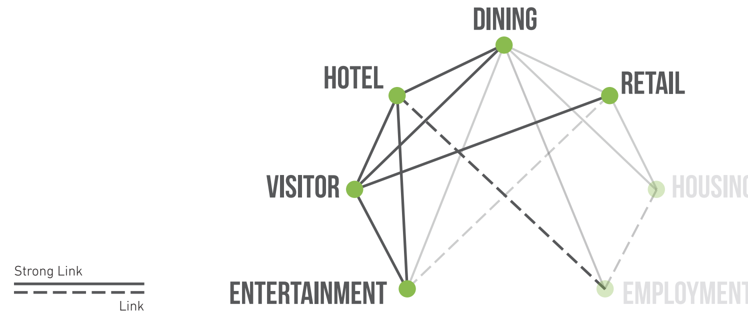
Needs
Nightlife; familiar dining; unique dining; hotels; ballroom

Peak Activity Hours
Weekday lunch and evenings

300,000
Overnight visitors

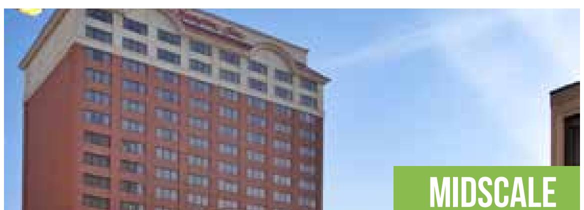
600
Supportable hotel rooms

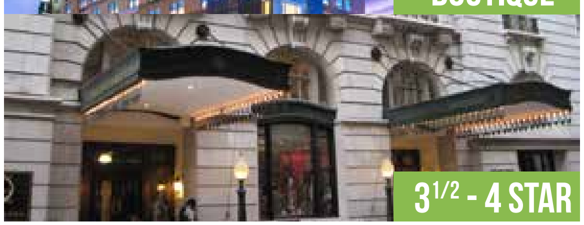
400-600
Additional rooms supported by increased convention business



Hotel: What

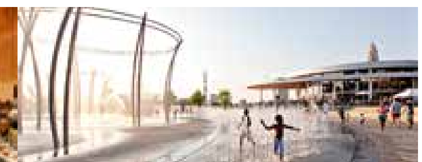
Different types of visitors to Toledo look for different types of accommodations. Families on a budget seek out a midscale hotel chain, such as a Hampton Inn. Couples looking for a more quaint-yet-modern experience are attracted to boutique hotels, such as Aloft. Business professionals in town for a meeting or convention need the services and comfort provided at a four-star hotel, such as the Renaissance or Hilton. Such diversification of hotel offerings will be needed, over a period of ten years, in order to meet the opportunity of a diverse array of downtown visitors.





Hotel: Where

The visitor experience all converges in the area that includes the Riverfront, Summit Street, the Seagate center, and Hensville. Here, hotels that target families in town for the zoo will find a plethora of additional offerings on the waterfront, including a potential future splash park, as well as Imagination Station. Familiar restaurants along Summit and Fort Industry would complete the experience. Conventioneers will also appreciate the familiar restaurants, as well as entertainment and leisure offerings in Hensville and nearby hotels. Business visitors will value nearby restaurants and proximity to the many companies downtown that they may be visiting.



MARKET STRATEGY

Market Strategy: Retail

Retail: Who

Market analysis indicates that support for downtown retail can come from a variety of sources. This include downtown residents and workers, but also visitors of cultural institutions, sporting events, and conventions and destinations. It is a challenge to meet the needs of all these different groups, but the opportunity of doing so is more and varied retail—and greater revenue to businesses, the city, and the region.

Retail: What

Retail segments to target can largely be divided into three categories: Family and Familiar, Upscale and Distinctive, and Fun and Nightlife.

Family and Familiar
This segment consists largely of people who are perhaps becoming reacquainted with downtowns and urban lifestyles, but have significant buying power. They include people who are in town visiting the zoo or Imagination Station, attending a ballgame, and some portion of downtown employees and convention visitors. A mix of fast-casual chains, such as Chipotle, Potbelly, Panera Bread, and Smashburger could be incorporated into a mix of high-volume local chains to target these groups.

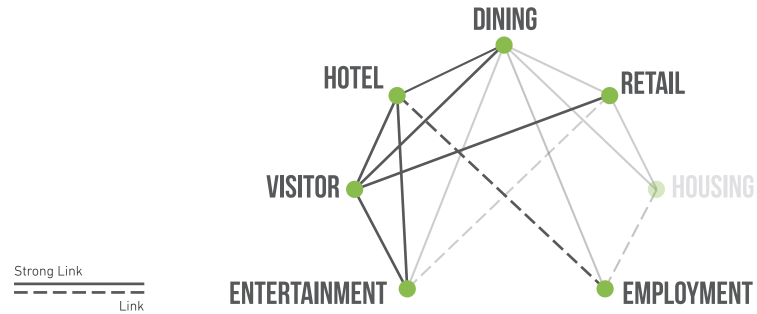
Upscale and Distinctive
This segment is comprised of people who are looking for a more crafted, authentic, and local experience. Local chefs, brewers, bakers, and other artisans would be highlighted and valued for their creativity. This would certainly include new downtown residents, patrons of the arts and museums, Toledo residents seeking an upscale evening dining experience, some downtown workers, and a limited amount of convention traffic.

Fun and Nightlife
This segment is already well on its way to being successfully targeted in Hensville, with a mix of restaurants offering burgers, wings, and pubs. Other elements could include a piano bar, blues bar, and concert venue.

FAMILY AND FAMILIAR

Tenant Mix Examples

Panera	Irish Bar & Grill
Smashburger	American Casual
Noodles & Co.	Pizzeria Uno
Graeter's	Red Mango
Chipotle	



Tenant Mix Examples

Upmarket Dining	Cocktail Lounge
Outdoor Dining	Bistro
Local Chefs	Bakery
Fusion; Ethic Foods	Micro Roaster
Wine Bar	Micro Creamery

Tenant Mix Examples

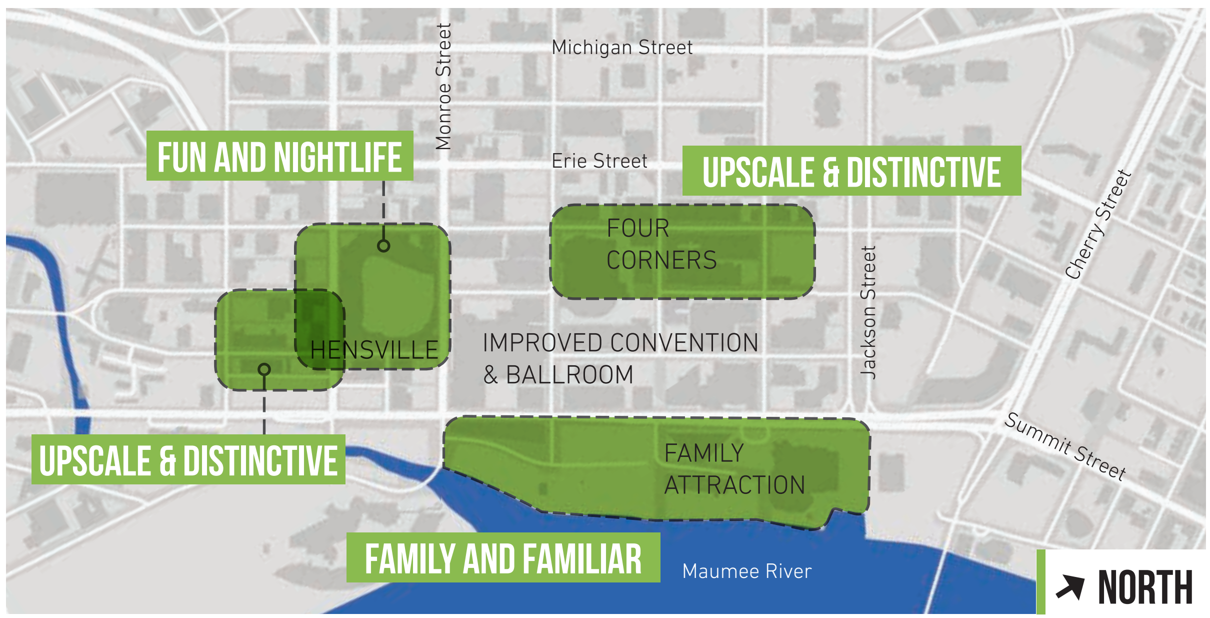
Microbrewery	Concert Venue
Irish Pub	Blues Bar
Bar & Grill	Piano Bar

Retail: Where

Summit Street offers the ideal visibility for the Family and Familiar segment. Close enough to draw from the ballpark and convention center, but far enough not to be consumed by it, families from in town and out-of-town could easily spend an afternoon taking in a revitalized waterfront, and share in familiar dining experiences in new retail along Summit Street.

The Upscale and Distinctive market would ideally be targeted on Huron Street, near the "Four Corners" which is Toledo's historic retail avenue and continues to have its best collection of elegant buildings at a scale that provides an authentic, urban, big city feel. If facades, entrances, and the street environment could be improved to facilitate easy and clear access to retail establishments and to accommodate outdoor dining, Toledoans would be treated to an urban experience that would be at once authentically local and transporting to a larger city environment.

Hensville and its environs is already successfully being positioned as an excellent place for Fun and Nightlife. Greater convention traffic would have significant synergies with Hensville, particularly if more direct connections can be made between the two.



SECTION 4

PLANNING VISION

PLANNING VISION

Begin with the Maumee River

The Planning Vision combines public input, existing conditions and market analysis to create an image of the future of Downtown Toledo. One clear result from the public process was the importance of the Maumee River. The river is unquestionably the unique defining feature of the region and has the potential to be the focus of an effort to dramatically transform Downtown Toledo, surrounding urban districts and adjacent neighborhoods.

The heart of downtown is located at the bowed bend in the Maumee River. It is here that all major avenues in the city converge, providing direct access to the river and the economic vitality that it historically provided. Once thriving with industry and port activities, the life of the city culminated in the busy and varied activities of a lively waterfront. The river was clearly a big part of the life of the city.

Today, some feel the Maumee River divides the community instead of acting as a unifying element. While this is beginning to change, more needs to be done to integrate the riverfront into downtown, joining the east and west sides of the river together. This requires a big vision to shape current and future decisions. A meaningful transformation of both the riverfront and downtown will require several, varied and continuous investments. At the same time, long-term goals must constantly guide and measure what to do and how to proceed.

A first step is to address the water itself and to build multiple opportunities to make it an attractive destination for a variety of users. The goal is to connect an active industry-based waterfront that connects existing industrial concerns with Lake Erie, while also allowing for daily access and activity by the recreational boating community and new potential users along a revived downtown waterfront. This means planning appropriate integration with industry, commerce, residential and recreational water and water edge uses and users.

The public responses during the course of the project showed an instinctual sense of the necessary steps needed for the desired transformation to occur:

> Ensure multiple and various ways to get to the water.

> Allow for a continuous waterfront experience.

> Make the waterfront an attractive destination with experiences both natural and organized that will enhance the appeal of Downtown Toledo.

Several riverfront amenities are already in place. What is missing is any sense of continuity and connectedness. A bold initiative that adds to the value of projects like Middlegrounds MetroPark will vastly expand choices from a single destination fronting the water to a varied continuous experience attractive to a variety of age groups and interests. These include cultural, recreational, educational and entertainment experiences to the purely special experience of being in contact with the water.

This initiative must start in downtown by organizing the riverfront, which today is a series of discrete and disconnected developments. Envisioned is a waterfront esplanade that is part of an approximately 2.5-mile continuous water edge public park that connects Middlegrounds MetroPark to the I-280 Bridge. In downtown it will be more hard edged, accommodating uses appropriate to the density and variety of an urban center. New development should work with the esplanade configuration to maximize the value of the development and the qualities of the public amenity. The river should also be better connected to the downtown street grid. Summit Street should better address the river and the east-west streets that meet Summit Street should connect to the riverfront and provide access. This may not necessarily mean vehicles, but would include views of the river from the center of downtown and access to the river that is inviting and clear to visitors, making the transformed riverfront very much part of downtown.

This vision for Downtown Toledo, like the streets that connect to it, radiates outward from the riverfront. The renewed attention on the riverfront and development will provide the benchmark for the revitalization of both sides of the river and the adjacent neighborhoods and districts that surround the Downtown Core. Other cities in the Midwest and elsewhere in the United States are taking this approach to transforming former industrial waterfronts, leading to redevelopment, reinvestment and ultimately the rebirth of their downtowns.

PLANNING VISION

Build a Network of Parks

One important sign of a healthy, livable city is the amount of useable public amenities, especially open space. Toledo is woefully inadequate in this respect, with just 2% (32 acres) of downtown land area made up of parks and green space. To make Downtown Toledo more attractive and livable to employers, residents and visitors, this figure needs to be closer to 20% (320 acres). The less than inviting state of current open spaces are set up for the wonderful transformation achieved in other Midwestern cities, where an opportunity arising from the changing character of a district has been taken advantage of. Success will depend on the commitment to implement the vision and to plan for a public investment strategy that optimizes the resulting private investment opportunities.

While perhaps a daunting task, much work is already underway to increase the amount of downtown parkland. Middlegrounds MetroPark, reinvestment in Promenade Park, and potential park investment in the Marina District will form a strong basis for this strategy. It becomes more challenging outside of the downtown core, heading west toward Uptown. However, given the considerable amount of property owned by government or institutions, it is possible that these entities could make an effort to treat these land resources as part of a larger strategy to create the building blocks for vital and expanding downtown neighborhoods.

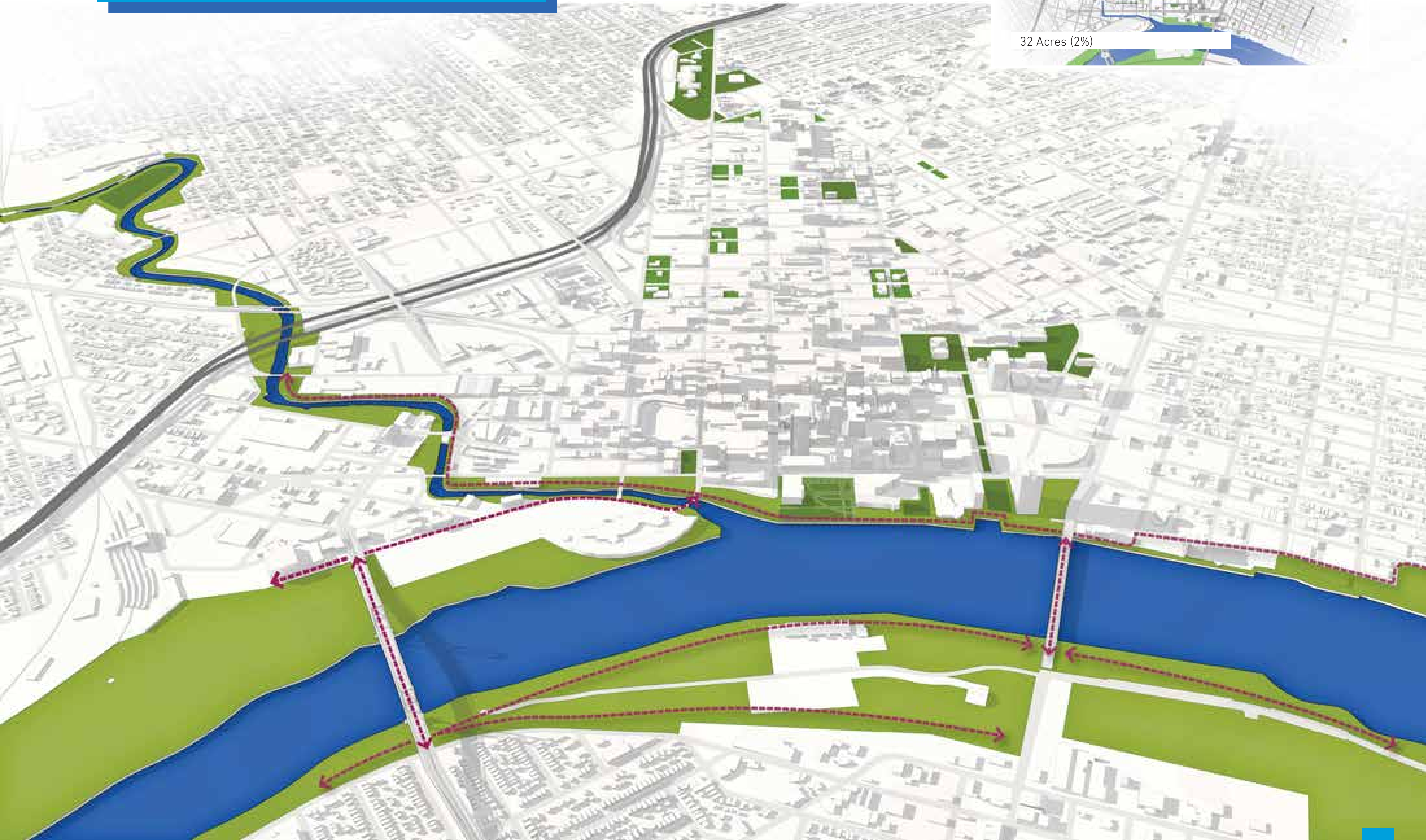
Middlegrounds Metropark

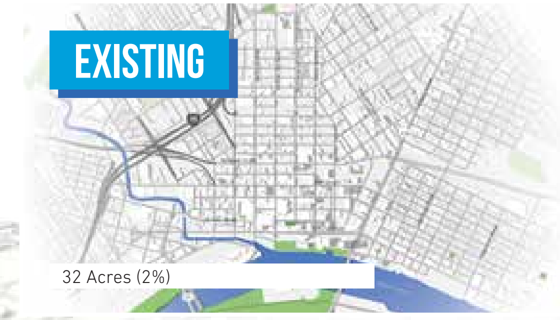
Marina District

Rendering of future Promenade Park

Uptown Green

ADDITIONAL 320 ACRES OF PARKLAND





Create Complete Streets for All Users

The public made clear that there is substantial support for a multi-modal transportation model that improves mobility around downtown and supports a street infrastructure that accommodates more than the private automobile. A clear hierarchy of streets that have appropriate and different treatments depending on the scale of the street should be created. A bicycle-friendly and walkable downtown as well as a more efficient public transportation system are all key ingredients. The analysis also points to the great potential of the, at present, underutilized Amtrak station facility. This should be considered to play a major role in connecting to an improved bus transportation and to potential boat transportation on the Maumee River.

This will require investment in the TARTA transit system to devise a better way of both serving downtown and giving users better access, while removing a Bus Loop that takes up valuable space on several downtown streets. Other streets are overly-wide given the amount of traffic that currently use them, suggesting that further study is needed to determine how to right-size streets and allow for traffic calming, bicycle access, on-street parking and improved pedestrian space. The street grid also requires reconnections in many places where streets have been cut off or compromised by one-way street patterns.

Creating complete streets, from building to building, not just curb to curb, will present both an opportunity and incentive for a wide range of development projects.

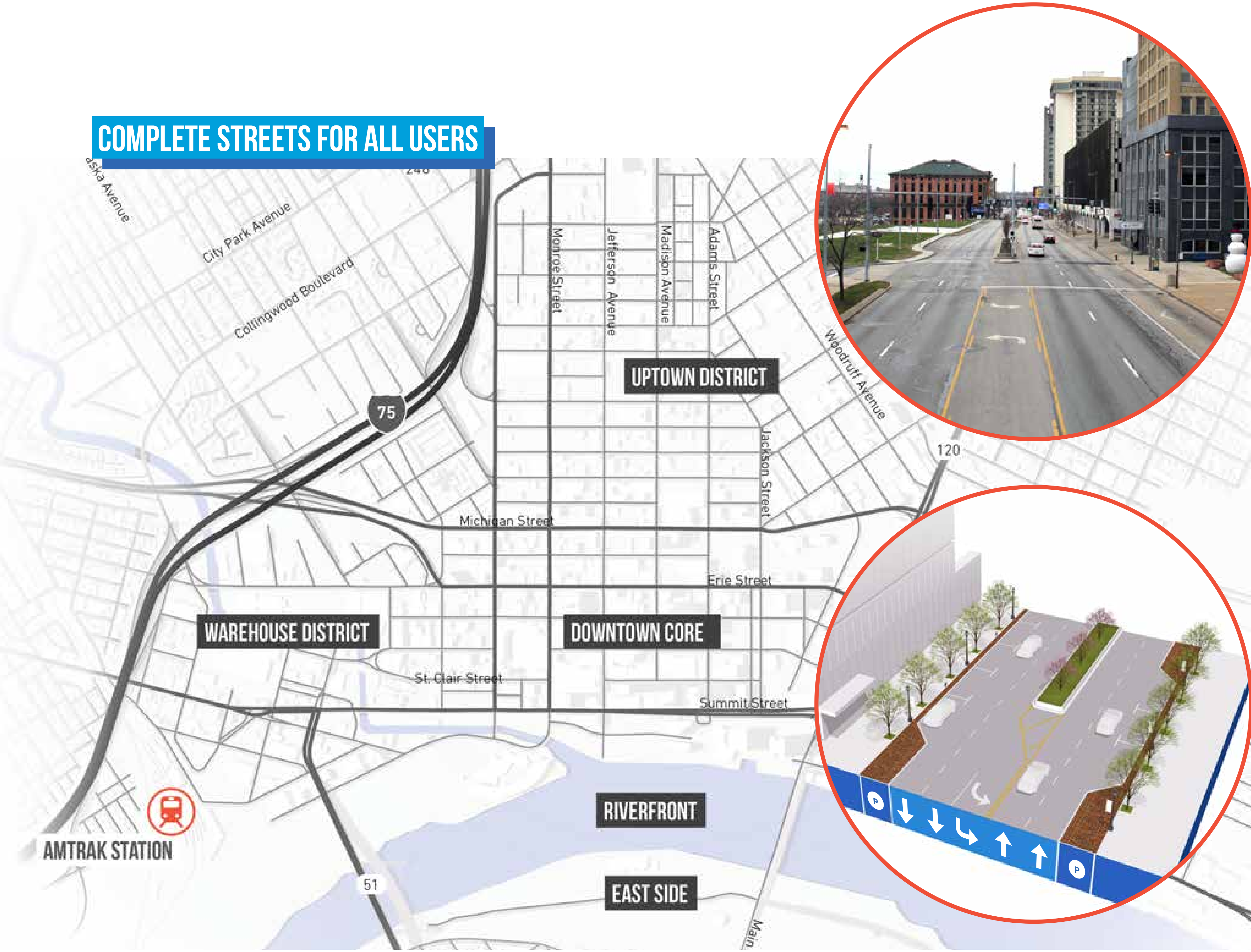

Erie Street


St. Clair Street

TARTA Bus Loop


Amtrak Station

COMPLETE STREETS FOR ALL USERS



Enable Continuous Development

One of the key elements to ensure a transformation of Downtown Toledo into an attractive, livable, growing urban center is to commit to a substantial downtown residential program. A new system of riverfront parks and complete streets will help downtown, but until there is a growing and diverse residential population who has a vested interest in the future of downtown, the success of the transformation will be limited. Today there is between 22% and 30% building coverage. It needs to be closer to 65%.

Three districts bordering downtown—Uptown, Vistula, and the Warehouse—are all strongly influenced by the Maumee River. A long-term commitment to a variety of residential development, particularly suited to each district, will bring life back into downtown and help infill vacant lots and buildings. Achieving this requires for development to move away from self-contained “housing projects,” a common characteristic of pioneering projects due to security concerns, and a commitment to a larger vision that relies on a focus on continuity of the public realm.

Uptown: As a result of the major roads connecting to downtown and the waterfront, as well as its relative affordability, Uptown has the potential to be an attractive residential neighborhood. Local businesses are already populating the Adams Street corridor and investment in Uptown Green sets the stage to test the development scenario of appropriately scaled and designed infill housing activated by public green space.

Vistula: The transformation of Vistula requires the relocation or mitigation of incompatible uses along the river edge that currently limit public access to the waterfront. Once the waterfront is connected to a larger riverfront park system and east-west streets in Vistula arrive at the water, several new building sites emerge. Buildings that will have a public esplanade frontage and river views will be an important part of reclaiming the Maumee River as the transformed face of Toledo.

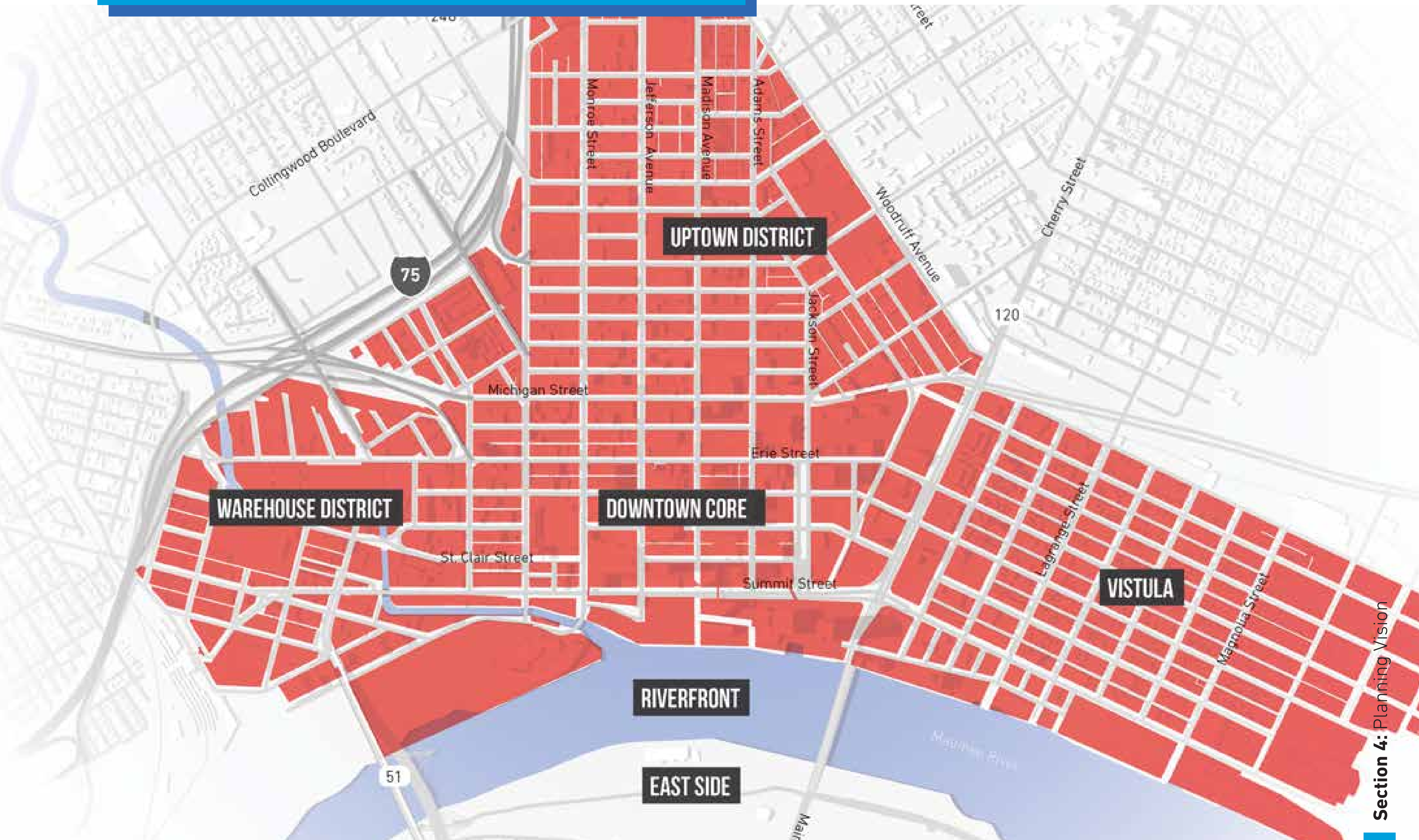
Warehouse District: The Warehouse District is replete with valuable assets whose potential has yet to be realized. Connecting these assets will allow them to contribute to the attractiveness of downtown as a place to live, work and invest. Opportunities along Swan Creek and near the Farmer’s Market have the potential for mixed use development as well as recreational connections to the Maumee River. Three additional assets, the Amtrak station, Toledo Central Union Plaza, and the connection to East Toledo via the Anthony Wayne Bridge need to be better integrated into the fabric of downtown.

It is important to commit to an on-going connection between public investments in amenities and private investment in development. The vision indicates that as housing is developed over time, so will the parks and streets that support the neighborhood. Doing so will create private investment opportunities that benefit a larger area beyond the immediate projects.

Warehouse District

Uptown

CONTINUOUS DEVELOPMENT: 65% BUILDING COVERAGE



Vision Summary

Achieving this vision for Downtown Toledo will require consistent attention and continual planning, a dedication of funds, the creation of incentives, and patience to implement it over time.

Investing in a riverfront and building outward into urban neighborhoods and districts with high quality open space, streets and development is not unfamiliar to cities in the Midwest. Many of the river cities in the region are taking a similar approach to reviving their downtowns and reclaiming industrial waterfronts.

One such example is RiverSouth in Downtown Columbus. The city, along with public and private partners created a Riverfront Vision Plan in the late 1990s that set forth a vision of a restored riverfront that attracted both people and development back to downtown. Over the past 20 years, the city, along with other partners both public and private, have methodically accomplished two riverfront park projects, invested in complete streets and put in place tax abatements and other incentives to enable private sector redevelopment. The resulting urban fabric is the same as the vision suggested here, a revived waterfront connected by great streets and framed by appropriately scaled infill development and rehabbed buildings. Doing so has taken a once desolate part of downtown and made it one of the key destinations in the city.

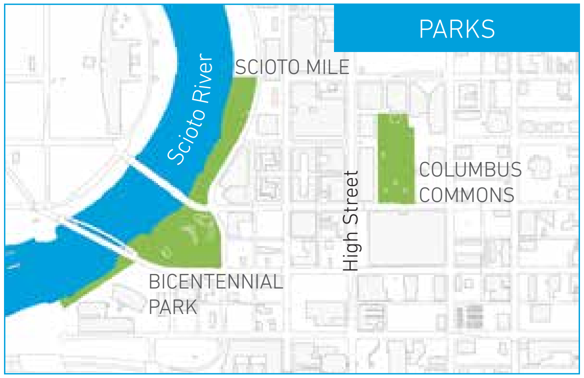
With the investments already underway, Toledo is already working toward this vision for downtown.

NETWORK OF PARKS

COMPLETE STREETS

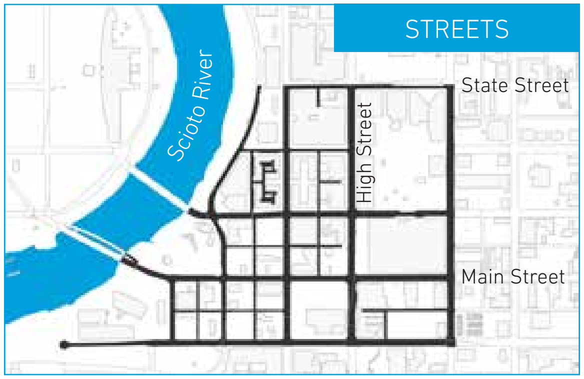
CONTINUOUS DEVELOPMENT

CASE STUDY: RIVERSOUTH, DOWNTOWN COLUMBUS



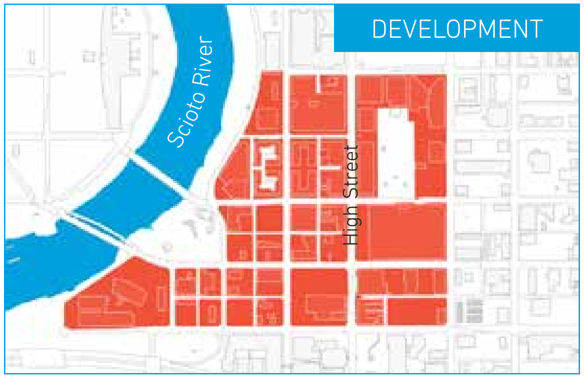

Bicentennial Park

14%
14.1 ACRES




Civic Center Drive

32%
32.2 ACRES




250 High

54%
53.7 ACRES

SECTION 5

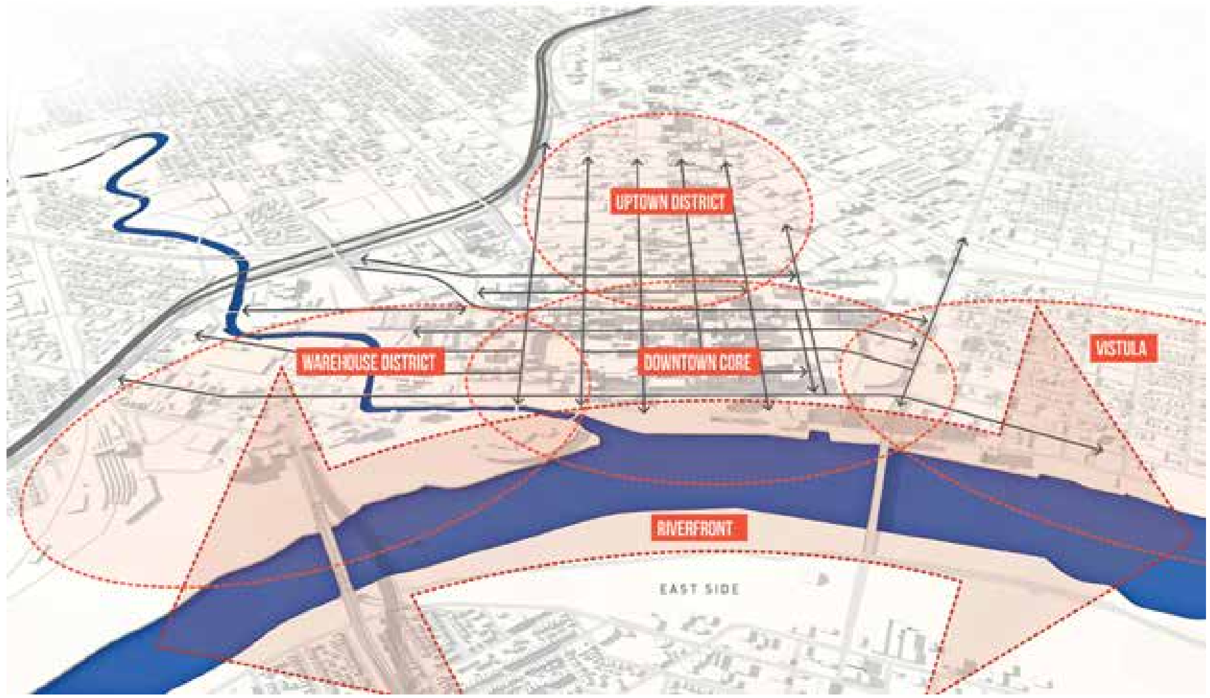
PRIORITY ACTION ITEMS:

POLICIES & CATALYTIC PROJECTS

PRIORITY ACTION ITEMS

Introduction

The Planning Vision sets forth large goals for the revitalization for Downtown Toledo. The 12 Priority Action Items identify the Policies and Strategies that will support and enable those goals and the Catalytic Projects that will immediately be the most transformative for downtown. Many of these 12 Priority Action Items apply to all of downtown, but some are more specific or impactful to individual districts.



The 12 Priority Action Items are designed to organize the more than 1,000 ideas generated by the public during this planning process and to guide implementation efforts. The numeric assignment of each of these items is not meant to place greater importance on some rather than others—in fact, almost all of these Action Items are interrelated in some form or another. How those individual items work together to enable success will be outlined in this section. For example, repurposing the TARTA Bus Loop (see page 123) and building a Transit Center, will be necessary before streetscape improvements can be made to Summit Street (see page 148) or a cycletrack can be built on Jefferson Avenue (see page 150). And housing incentives and streamlined development review (see page 124) are critical tools and policies to have in place to enable new mixed use development (see pages 126 and 128).

The Downtown Toledo Development Corporation (see page 152) will be charged with working with the City, other governmental agencies, and public and private partners to enact this plan. They, and others, should use this section to track and monitor success, and make adjustments to goals and projects. Recognizing that this is a dynamic, evolving process and that new opportunities or funding sources will likely come available will make for a more usable and implementable plan. To this end, this section concludes with two matrices that organize the 12 Priority Action Items (see page 154), recommendations and key partners. This tool should be used to continually evaluate plan progress and pivot priorities accordingly.

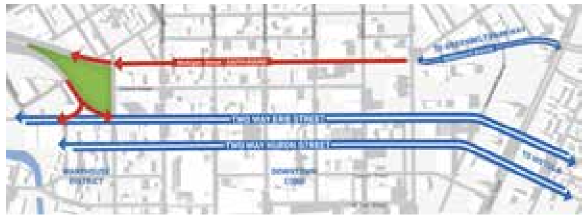
Policies & Strategies

These six Policies and Strategies provide the necessary policy framework to support catalytic projects and continued investment in downtown. These include a mix of policies, infrastructure investment, incentives, and public-private partnerships. Additional focus area and subject specific studies and plans will be necessary to support additional downtown investment.

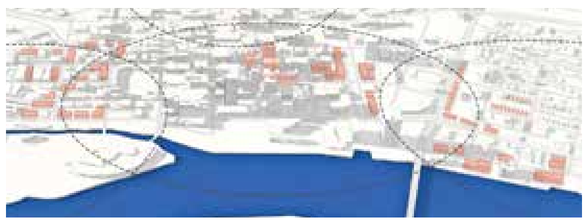
Improvements to the public realm and transportation are outlined, identifying steps needed to enhance transit operations, reconnect the street grid and enable multiple modes of transportation. These changes are critical to supporting redevelopment of blocks of downtown and making streetscape improvements. Downtown housing incentives and other tools to support redevelopment are also necessary to enable the reuse of existing buildings and the construction of new projects. Once in place, the Downtown Toledo Development Corporation (DTDC) should forge partnerships that focus on strategic infill sites.

The other three items identify additional plans that are necessary to enact plan recommendations. A Downtown Economic Plan (see page 134) is the first step in creating a Downtown Innovation District (see page 146), a Parks Master Plan will identify a strategy and partners to invest in existing and new open space in downtown (see page 136) and the Convention Center Study will help to shape the next steps for necessary improvements to the SeaGate Centre and attracting hospitality business to downtown (see page 138).

1 Advance a **better connected downtown**

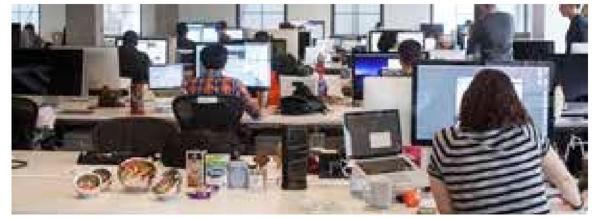


2 Establish downtown **housing incentives**



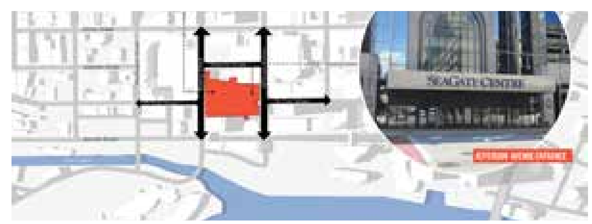
3 Identify **strategic** redevelopment and infill **sites**

4 Conduct a **Downtown Economic Plan**



5 Conduct a **Parks Master Plan**

6 Conduct **Convention Center Study** and develop Strategic Plan (underway)



1 Advance a Better Connected Downtown

A 21st Century Downtown Street Network

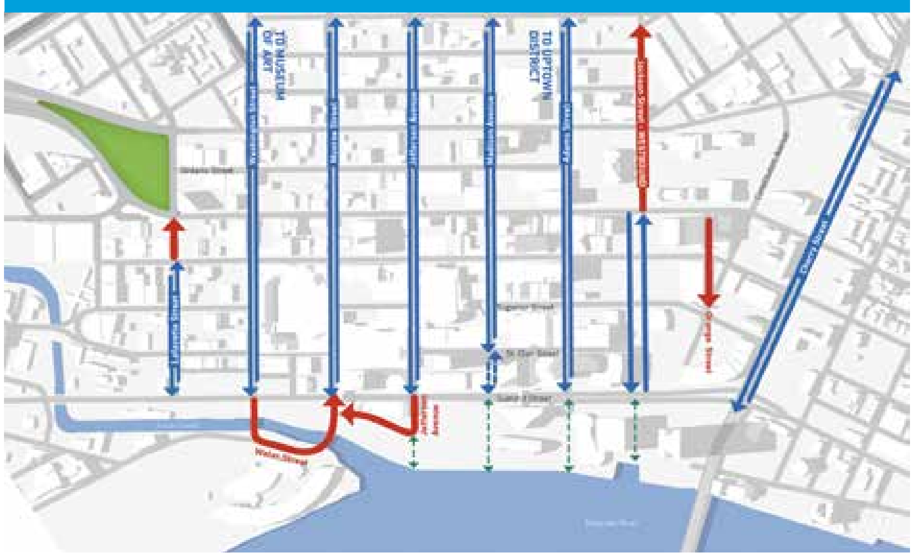
For a downtown to be successful in the 21st century, it must have an interconnected and inviting street network for all modes of travel. Great streets are a critical component that "set the table" for a successful downtown. Streets and the surrounding public right-of-way form the skeleton of a city and are what a city can most directly affect – for better or worse. Streets and the adjacent public realm are what a person experiences first and reflect a community's self-worth. Furthermore, federal, state, regional, and local funding is often most readily available for street improvements so streets are places where enhancements can be made across time. In fact, improvements are being planned for several streets and gateways in downtown at this time. For these reasons and many more, streets and a better connected downtown are a priority action item for Downtown Toledo.

Street Connectivity – Interconnecting Downtown

One of the primary roles of a street network is connectivity. At its core, the role of a street is to provide economic and social activity through connectivity for the transportation of people and goods. A street network with multiple paths of connectivity is one of the fundamental components that make downtowns strong. For the health of a downtown, it is critical to interconnect the surrounding districts and neighborhoods with downtown. In this way the success of one area helps the success of the other, and different uses and amenities become readily available to everyone. But these street connections must be complete streets that accommodate and encourage all modes of travel from pedestrians, to bicyclists, to vehicles.

In Toledo, the downtown is blessed with great street corridor connectivity east and west from Summit Street west into Uptown and beyond. There are at least five strong street connections at

Strong Crosstown East-West Connectivity

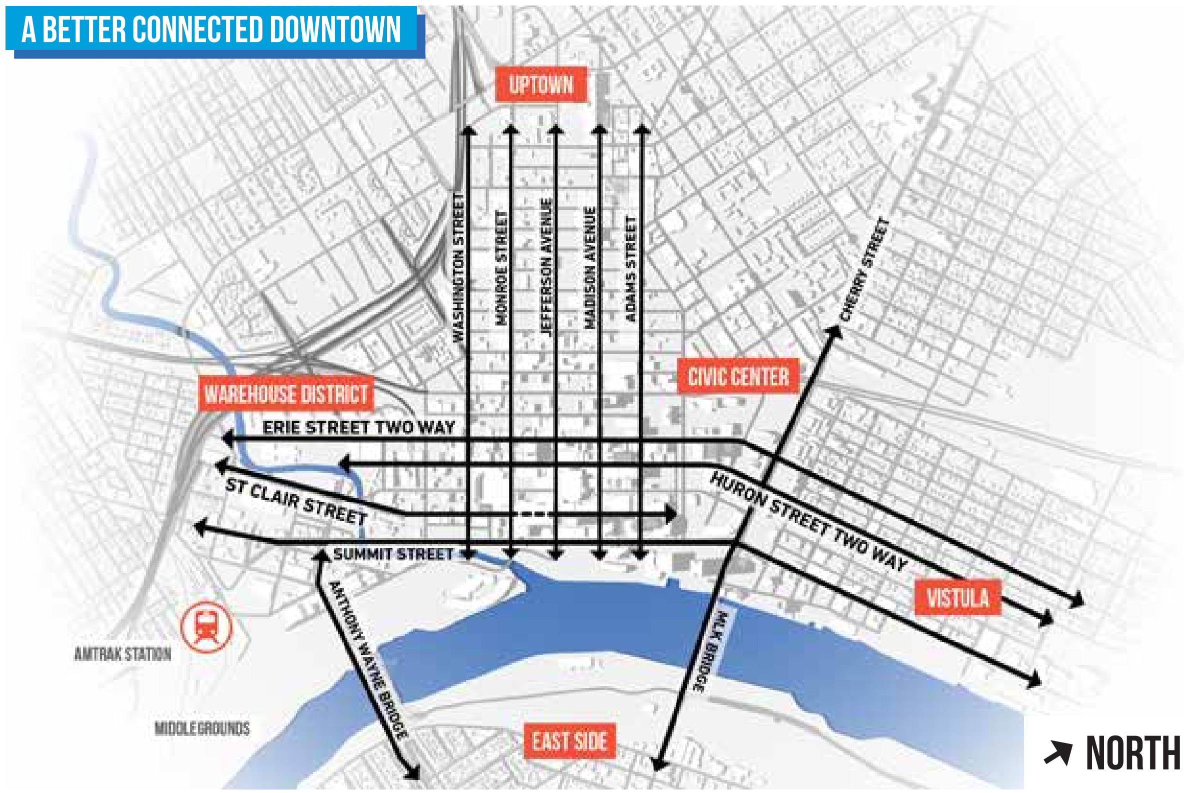


Poor Crosstown North-South Connectivity

block intervals downtown, including Washington Street, Monroe Street, Jefferson Avenue, Madison Avenue, and Adams Street – though Madison needs to be reconnected to Summit adjacent to Levis Square. While some of the complete street features could be improved for pedestrians and bicyclists, these streets set the foundation for a revitalized downtown and Uptown. These streets also provide links to Downtown Toledo's most important asset, the Maumee Riverfront.

Unfortunately, the same cannot be said for street connectivity north and south. Only one street, Summit Street, connects in both directions. This has a profound impact on the connectivity and vitality of downtown with adjacent districts like the Warehouse District and areas south of Swan Creek, and the Vistula neighborhood to the north. It also impacts Summit Street and Michigan and Erie Streets because they have to carry more traffic because there are fewer options. Erie and Michigan are one-way through the length of downtown and Huron Street is one-way north of Adams Street. Because of the creation of superblocks for the SeaGate Centre, Fifth Third Field, and Huntington Arena, St. Clair Street and Superior Street have been interrupted. Sometimes this can create interesting pockets of activity, like around Hensville, but there still needs to be a multiplicity of two-way connections north and south.

Connectivity and complete streets benefit from two-way streets. Two-way streets calm traffic and provide better connectivity and wayfinding. With the post-WW II suburban boom and national



defense evacuation concerns, most American cities converted their streets from one-way to two-way. While one-way streets facilitate vehicular movement, they do not help with livability. Realizing the damage this decision inflicted upon our downtown environments and vitality, cities have been gradually converting them back ever since.

Toledo has done well in this regard, converting a number of one-way streets back to two-way. There are still some one-ways that remain (shown in red on the maps in the previous page). These should continue to be studied for conversion to two-way operation. Most significantly this includes the remaining one-way portion of Huron as well as all of Erie Street.

1 Advance a Better Connected Downtown: **Street Typologies**

Streets can no longer be designed solely with the vehicle in mind. Successful downtown streets must accommodate many travel modes and scales effectively. Streets that are designed holistically in this manner are referred to as "complete streets." But they actually need to do much more. Streets need to serve economic functions such as: adding economic value, providing for outdoor dining and display, allowing for on-street parking, facilitating storefront browsing, and creating signature addresses. They need to serve environmental functions such as controlling storm water, reducing heat islands, and improving air quality through street trees and planting. They serve social functions by connecting people, allowing them to interact, and accommodating the various modes of transportation people rely on.

Because there are so many masters to serve, a downtown street network needs to be carefully considered and carefully designed. There are several essential tools to doing this well, including 1) a transportation plan that establishes the desired roles and priorities of different street sections for the various modes of travel now and into the future, 2) a current traffic study that measures use, flow, and safety of all modes to allow for better decision-making, and 3) street design standards/guidelines that provide direction for both how different streets should function, but also their aesthetics.

Toledo needs to begin by updating their Traffic Study for downtown. Currently, the overall document and related traffic counts date from the early 1990s. An updated version is needed to make more informed decisions today. The City also needs to create a Transportation Plan for downtown that strives to accommodate needed and safe vehicular travel with pedestrian needs, the recently completed Bike Plan, the TARTA transit plans, this Downtown Toledo Master Plan, livability considerations, and economic development needs of the city.

We have provided beginning considerations for the appearance and function of Downtown Toledo's streets with the following Street Typologies. This classifies streets by their character and desired streetscape within the context of their functional, traffic design capacity. The diagram on the next page highlights the primary downtown streets and their classifications.

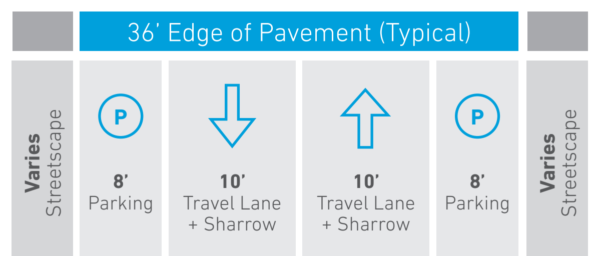
Resources are finite and we are not suggesting that all of the downtown streets be improved at once. The goal is to have a plan and design standards in place so that as sections of street are rebuilt, or new private development occurs along street frontage, these improvements can be made.

The goals for all **Downtown Standard Streets** are full sidewalks to accommodate pedestrians and outdoor seating with street trees, decorative LED streetlights, parking meters, and traffic signage closer to the curb. On-street parking and curb extensions ("bump-outs") are standard elements as well. Accommodating bikes is important, but with low speed downtown streets, sharrows are the standard design.

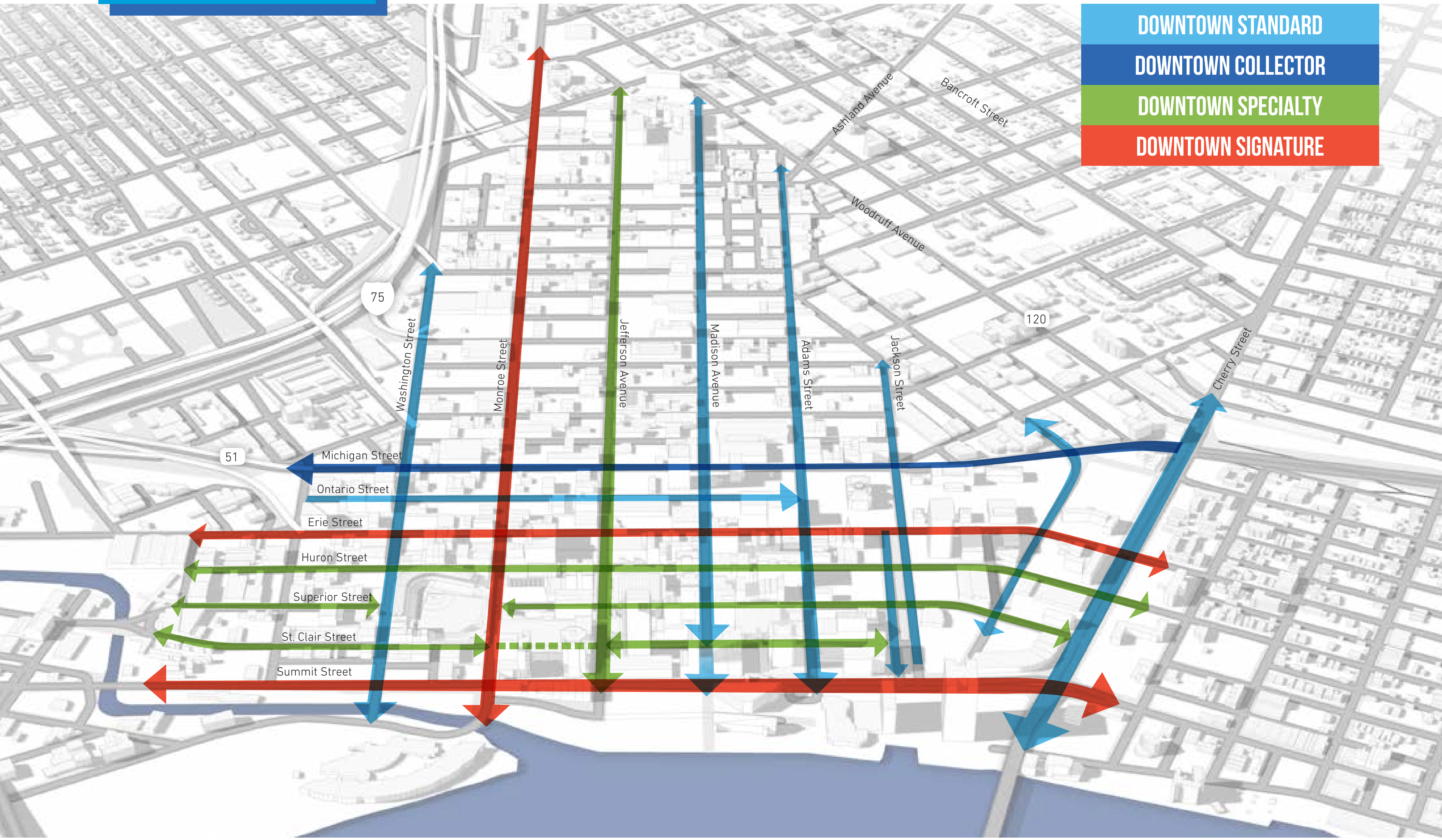
DOWNTOWN STANDARD

Applies to Streets like:

Madison Avenue
Adams Street



STREET TYPOLOGIES



1 Advance a Better Connected Downtown: **Street Typologies**

Designated streets with enough pavement and right-of-way should accommodate bike lanes, or even cycle tracks and fall into the **Downtown Specialty Streets** classification. This category is also reserved for downtown streets that carry high pedestrian traffic and have important uses along them. Here the extra detail and expense of signature materials like brick, stone, granite, seating, accent lighting, landscape planters are appropriate to invite people to walk, stroll, and linger.

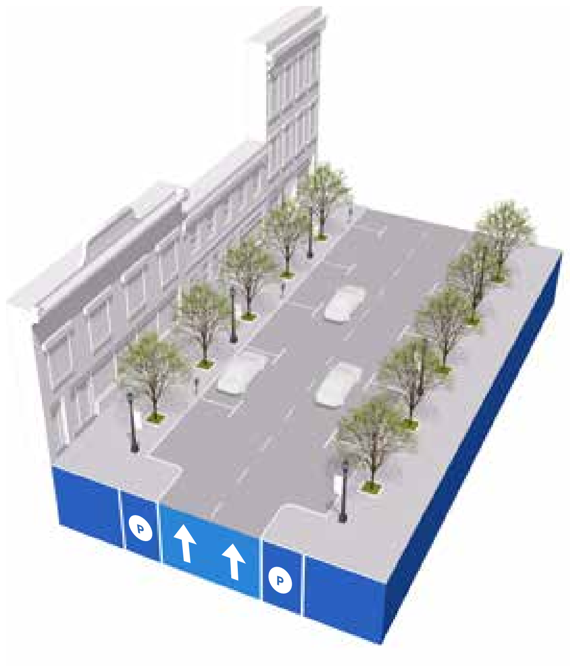
Downtown Collector Streets are for the more vehicular-focused roads and have wider, 11-foot lanes and are generally one-way, but are otherwise like the Downtown Standard. These should be limited in number downtown.

Downtown Signature Streets (see page 148) build on the qualities of the Downtown Specialty Street and are image-defining streets for Toledo. They usually care more vehicular traffic than Specialty Streets and are gateway streets for downtown. Thus they should include signature intersection design and gateways, landscaped medians, and iconic Toledo elements. Along with accommodations for bicycles and other modes of alternative transportation, these streets should focus on slowing traffic and improving the pedestrian environment in order to spur economic development.

DOWNTOWN COLLECTOR

Applies to Streets like:

Michigan Street



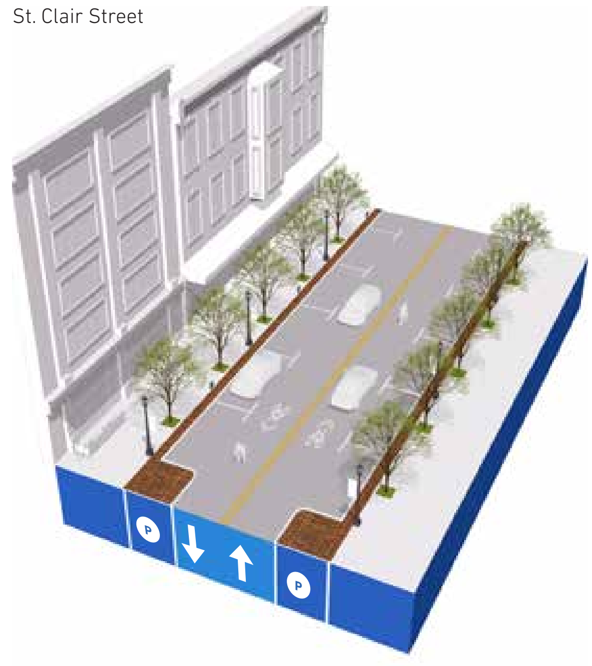
38' Edge of Pavement (Typical)

Varies Streetscape	**8'** Parking Bump-Out	**11'** Travel Lane + Sharrow	**11'** Travel Lane + Sharrow	**8'** Parking Bump-Out	**Varies** Streetscape

DOWNTOWN SPECIALTY

Applies to Streets like:

Huron Street
St. Clair Street



36' Edge of Pavement (Typical)

Varies Streetscape	**8'** Parking Bump-Out	**10'** Travel Lane + Sharrow	**10'** Travel Lane + Sharrow	**8'** Parking Bump-Out	**Varies** Streetscape

In Downtown Toledo, Signature Streets include **Monroe Street**, **Summit Street**, and when made two-way, **Erie Street** (see page 122). Potential improvements to Summit Street are detailed on page 148, but there is also a need to consider enhancing Monroe Street. As the connection between the Toledo Museum of Art, Old West End, Fifth Third Field, Hensville, the Warehouse District, SeaGate Centre, Owens Corning and the Riverfront, Monroe Street is an important corridor.

Today, Monroe Street is inconsistent, with some sections featuring medians, new street trees, on-street parking and lighting, and other sections that have no improvements whatsoever and are complete automobile oriented. Developing a consistent treatment along the entire corridor (from the Toledo Museum of Art to Summit Street) is necessary. A full assessment will be needed to ultimately determine how many lanes are necessary and how additional bicycle and pedestrian amenities can be accommodated on Monroe Street.

DOWNTOWN SIGNATURE

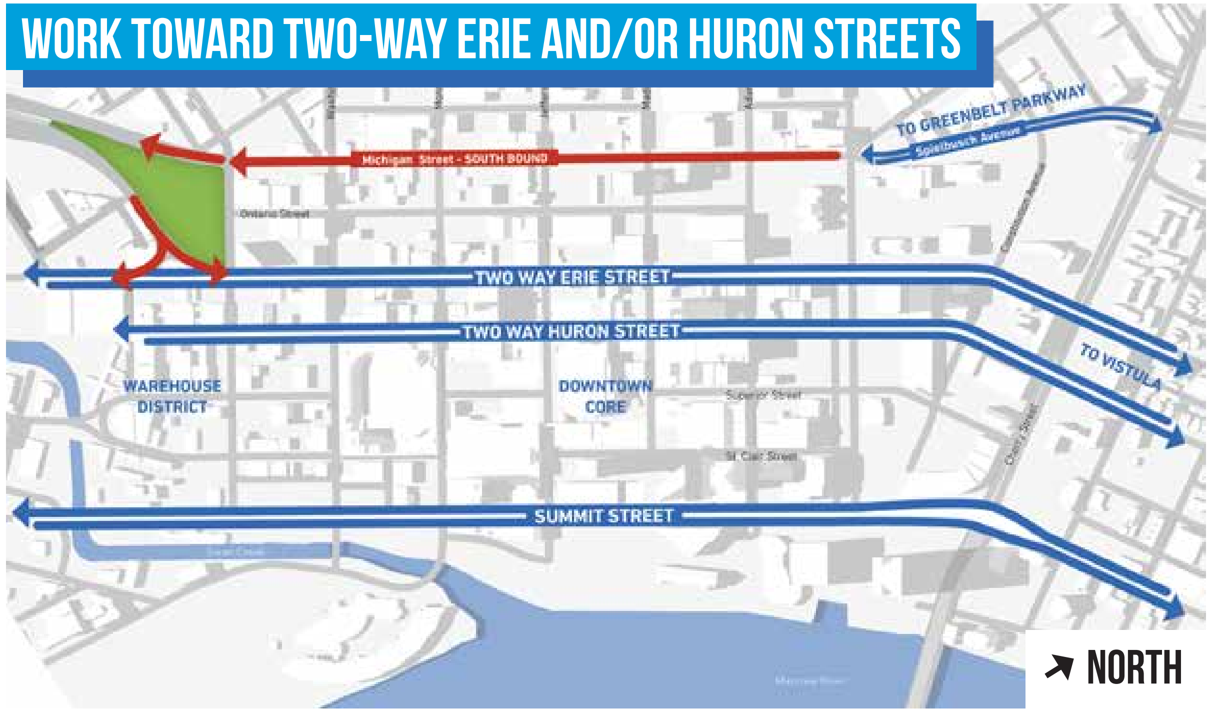
Applies to Streets like:

Monroe Street
Summit Street
Erie Street

	66' Edge of Pavement (Typical)							
Varies Streetscape	**8'** Parking Bump-Out	**10'** Travel Lane + Sharrow	**10'** Travel Lane	**10'** Center Turn Lane/Median	**10'** Travel Lane	**10'** Travel Lane + Sharrow	**8'** Parking Bump-Out	**Varies** Streetscape

PRIORITY ACTION ITEMS

1 Advance a Better Connected Downtown: **Huron, Erie and Anthony Wayne Gateway**



Creating a better connected downtown is a fundamental recommendation of this plan. This takes many forms, but one area of focus is addressing the lack of north-south street connectivity. Having multiple complete street connections that tie downtown with the Warehouse District and Vistula will help improve the vitality of all across time.

In addition to Summit Street, there appear to be three streets that historically made this connection: St. Clair, Erie, and Huron streets. St. Clair Street is interrupted by the SeaGate Centre, but is otherwise a nice street for businesses and livability. Huron Street is a very important downtown street and enhancing its character with improved streetscape and converting the one-way section to two-way north of Adams Street will make Huron Street a second north-south complete street connection. It appears the City is actively planning to make this conversion to two-way and this effort should be fully supported.

Michigan and Erie streets today function as one-way pairs that link downtown vehicular traffic to I-75, with Michigan Street carrying the added role of connecting to Spielbusch Avenue and the Greenbelt Parkway connection to I-280. For pedestrians, Erie Street serves as a barrier between the walkable core of downtown and areas west. Erie Street is also significant in that, like Summit Street, its alignment extends “Bridge to Bridge” through the extent of the Warehouse District and Vistula. Converting it back to two-way operation and calming its traffic would provide many benefits to downtown and surrounding neighborhoods and districts. The same goes for Michigan Street long-term. For this reason, the planning team investigated ways to modify the street system to make this possible while still providing for traffic flow. A critical component to understanding this potential is updating Downtown Toledo’s Traffic Study.

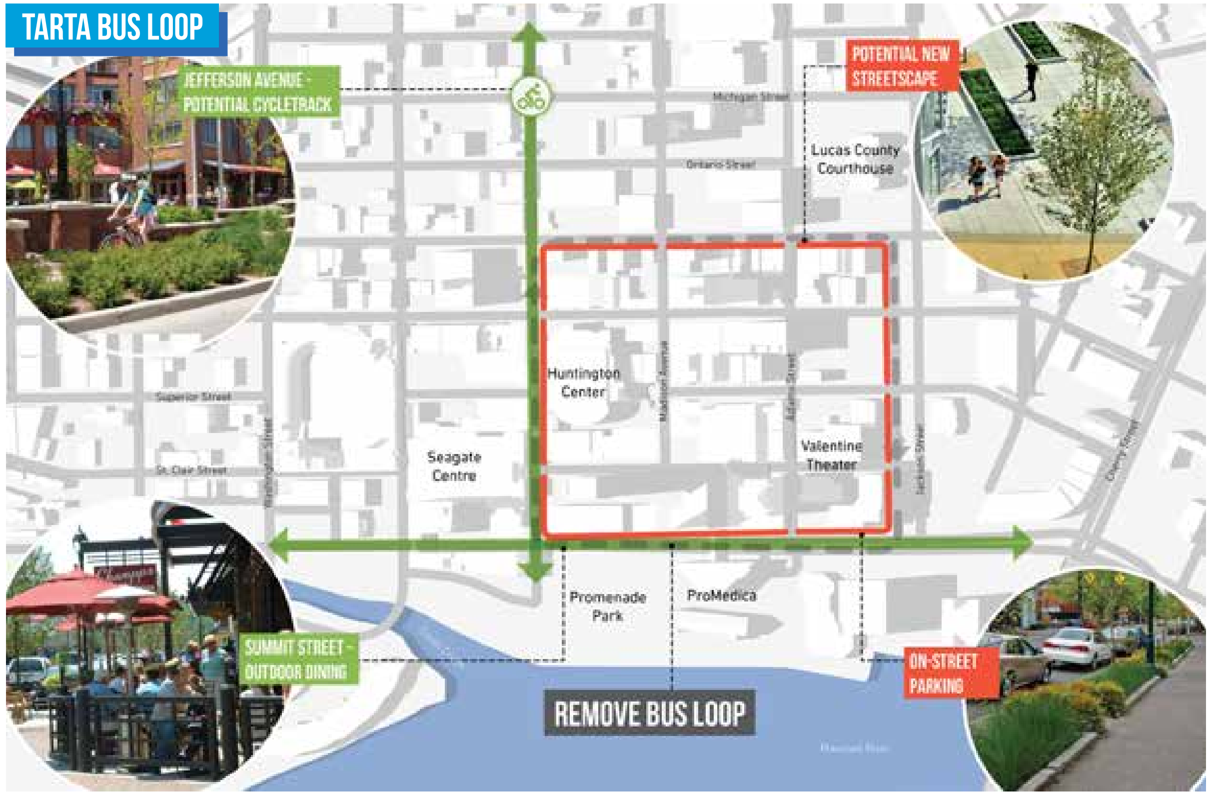
One project that is currently funded, designed and awaiting construction in 2017 is the Anthony Wayne Gateway. While a great project in terms of enhancing a major gateway into downtown, it will continue to reinforce Erie Street as one-way. A closer examination should be made to investigate how this project could be built in such a way as to facilitate the conversion of Erie Street to two-way traffic in the future.

1 Advance a Better Connected Downtown: **TARTA Bus Loop**

One of the critical, impending decisions that will impact downtown is the reimagining of the TARTA downtown circulation system and the preferred location of the transit center. Studies by TARTA indicate a general agreement to remove the dedicated bus loop lane and multiple downtown transit stations in favor of dedicated bus stops and a centralized TARTA Transit Center.

With competition for limited space along downtown streets, having buses share the same travel lanes as vehicles makes sense and is what effectively occurs for this system elsewhere and for other bus systems around the country. Dedicated bus stops would allow the buses to pull to the curb lane and board passengers. Removal of the dedicated bus loop frees this valuable public real estate for use by other important, contributing elements.

The area regained by removal of the bus loop should be used for on-street parking and additional streetscape in many locations. On-street parking is critical for successful downtown retail uses, so the return of parking opportunities along Erie and Summit Streets should help existing and potential future retail establishments as well as facilitate visitor parking to adjacent businesses. Sections could also be converted into wider outdoor seating/dining areas. Because on-street parking only requires eight feet of width, there could also be opportunities to restripe some street sections to accommodate bike lanes or even a cycletrack (see page 150).



Removing the bus loop will not only improve downtown streets, but it also has the potential to improve transit access and encourage redevelopment. Consolidating downtown bus stops at a transit center has been done in many other downtowns and, when implemented properly, can result in more efficient service and a better transit experience. The Jackson Street area has long been talked about as the appropriate location for a transit center and potential sites in this part of downtown should be studied further.

One of the other Priority Action Items of this plan is bringing back the Four Corners. For this to be most effective, additional parking is going to be needed to support the reuse of these buildings that are adjacent to the current TARTA transit site. Working with TARTA to secure the Madison/Erie site in exchange for providing a preferred Transit Center site in the Jackson Street area creates a win-win condition. A public-private partnership should be formed to enable this to happen.

2 Establish Downtown Housing Incentives

Adding housing—and therefore residents—in downtown will invigorate the heart of the Toledo region, enhancing its marketability and appeal, and playing a vital role in a broader business development strategy to attract and retain a talented workforce.

Through the strategic use of incentives, projects that are otherwise difficult to finance with private finance alone can become viable.

Implement incentive tools

Tax reductions and tax increment financing (TIF) can go a long way in making development projects economically viable. Downtown is currently covered by a Community Reinvestment Area (CRA), which allows the city to offer a 10 to 15-year tax abatement on up to 100% of the value of new buildings or improvements on existing buildings in the CRA. The city can also explore the use of Tax Increment Financing (TIF) in downtown. The creation of a TIF district allows future tax revenue generated by increases in property value driven by new development to be used toward financing public improvements that contribute to those developments, such as roads and sewers, land acquisition and demolition, and utilities infrastructure.

The benefits to developers are similar with both tools, but the use of TIF can potentially be of additional benefit to existing downtown properties and to the neighborhood's infrastructure. The use of the two tools are not mutually exclusive, and it would be advised that the city undertake a more detailed study of the most effective and productive ways to use them in concert.

Provide assistance in using tax credits

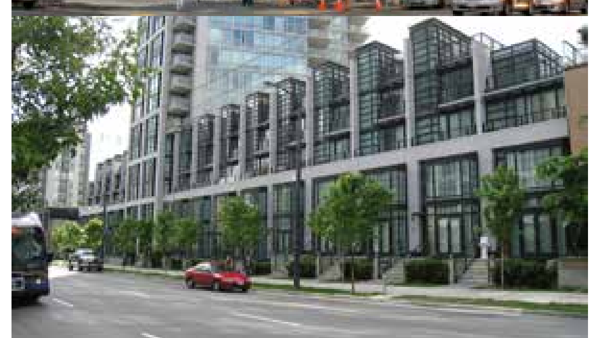
The rehabilitation of historic properties, of which downtown has many, can be facilitated through the use of historic tax credits. The State of Ohio provides a tax credit of up to $5 million per project, and in 2016 the state awarded credits to 26 projects around the state, including for the rehabilitation of Downtown Toledo's Hotel Secor. Development feasibility can also be given a boost for properties that incorporate, for instance, ground-floor commercial uses and utilize New Markets Tax Credits.

Create a low-interest revolving loan fund

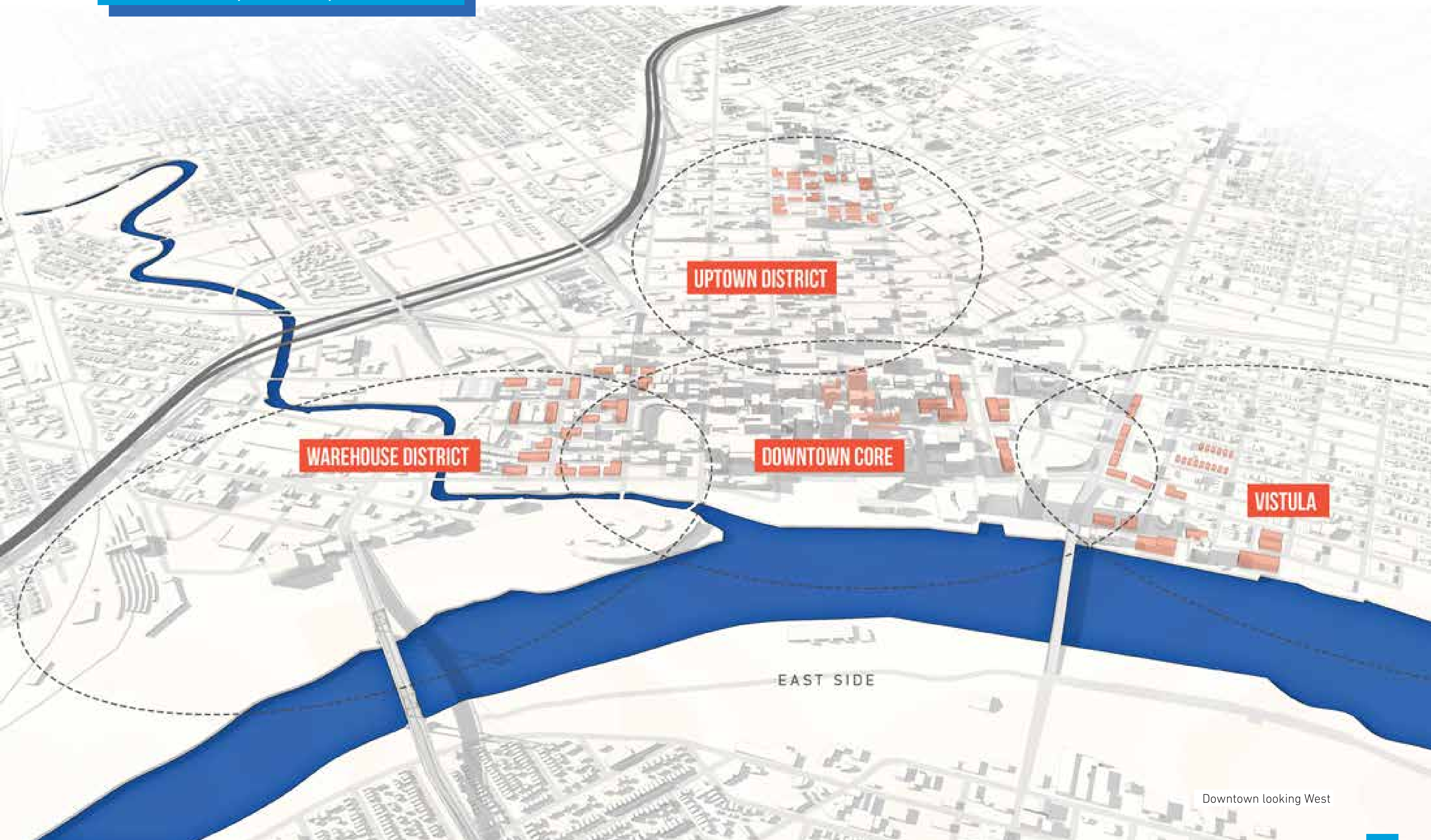
A low-interest revolving loan fund targeted at residential projects would facilitate more diverse housing development downtown that targets a wider resident market and would be difficult to finance through the private market. The seed money for such a fund could come from a combination of private, institutional, and public sources, representing a broad community investment in downtown's development.

Conduct outreach with the school district

School districts are often skeptical of the use of incentive tools, as they require foregoing the additional tax revenue generated by new development for a period of time. Engagement with school district representatives can address these concerns and potential solutions, as well as include them in a larger discussion of the potential long-term benefits to the community that will come from use of the incentives.



DEMAND: 1,200 - 1,500 UNITS



Downtown looking West

3 Identify Strategic Redevelopment and Infill Sites

There is no shortage of vacant or underutilized land or buildings in Downtown Toledo. While the core of downtown is largely built out, vast areas to the south, north and west of downtown are devoid of activity. Within built-up areas of the downtown, there are many buildings suffering from both disuse and disinvestment.

Some of this ground is in public hands, making it comparatively easier to redevelop and repurpose. Other buildings and parcels are in private hands where landowners may or may not be predisposed to investing or divesting of their property for more contributing uses. In any case, it is imperative that the DTDC and City begin the process of identifying policies and strategies that incentivize and enable reinvestment (loan fund, financial incentives, streetscape improvements, and parking or other strategic infrastructure investments), while also striving to work with existing property owners to make the necessary improvements to revitalize targeted areas of downtown.

Given the scale of the issue, the planning team has highlighted opportunities in two key locations within downtown: Uptown and Four Corners.

Uptown Green

Warehouse District

Farmer's Market/Swan Creek

VIEW LOOKING NORTHEAST

(3) Identify Strategic Redevelopment and Infill Sites: **Uptown Green**

Uptown Green is a fantastic addition to the Uptown District, providing much need green space and a community gathering place. Its proximity to the burgeoning Adams Street corridor, which features numerous local businesses, restaurants and bars, ties it into the larger neighborhood that is increasingly seeing reinvestment. The opening of the Market on the Green in addition to the EBEID Institute on the eastern edge of the park has made this part of Uptown a destination.

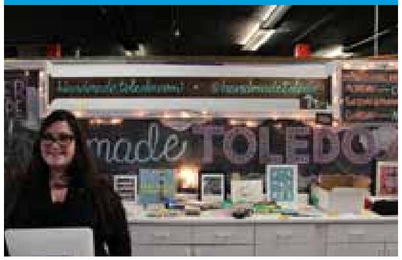
While the areas around the park are steadily improving, there are still numerous vacant and underutilized parcels surrounding Uptown Green. A focused effort to infill these sites with appropriate, affordable and neighborhood-scale redevelopment would better leverage this park investment. Along all edges of the park site, there are opportunities to build needed housing that could serve both new and existing residents and turn Uptown Green into a true community anchor. To guide redevelopment efforts, design guidelines should be established by the City and neighborhood organizations.

Once proven here, the strategy of using park space to organize and spur similar redevelopment efforts elsewhere in downtown. If successful, this approach will not only add to the amount of park space in downtown, it will start to revitalize neighborhoods.

Uptown Green

Market on the Green

Unique + Local Businesses



POTENTIAL


Uptown Green looking towards Downtown

EXISTING


Existing Uptown Green looking toward Downtown

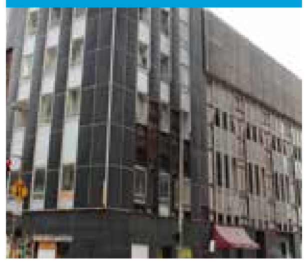
③ Identify Strategic Redevelopment and Infill Sites: **Four Corners**

Huron Street is one of the most important streets downtown. It connects numerous cultural and entertainment destinations, including the Farmer's Market, 5/3 Field, the SeaGate Centre, the Huntington Center and the Valentine Theater.

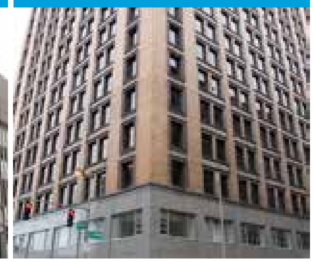
Huron Street's location in the core of downtown can attract a diversity of consumers, from workers and residents to patrons of the Huntington Center and Valentine Theater. Its greatest appeal is place-based, however, with some of the city's most elegant remaining historic stock of urban buildings and storefronts. There is a strong opportunity to cultivate a local retail and restaurant scene in this corridor, activating the space and creating better connections between downtown's event venues. Incentives and tax credits can facilitate storefront rehabilitation and the rebuilding of individual storefront entrances. Finally, a strategy to rehabilitate the Four Corners at Huron and Madison streets and attract major anchor tenants will catalyze other development along the corridor should be created.

This portion of downtown may benefit from a strategic investment in parking. A parking study should be conducted to verify this need.

Nasby Building

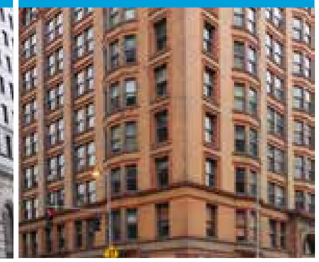


Nicholas Building



Huntington Building

Spitzer Building



POTENTIAL

Madison Avenue looking east

EXISTING


Existing Madison Avenue looking east

3 Identify Strategic Redevelopment and Infill Sites: **Conduct a Downtown Parking Study**

One of the components of advancing redevelopment, infill, and reinvestment in downtown is addressing parking needs. This plan recommends that a Downtown Parking Study be conducted to inventory public and private parking spaces in downtown, their utilization, availability across the day and week, cost, existing ratios of parking spaces to employees and residents, specific areas of parking shortage and over-supply, and develop incentives for redeveloping surface lots and funding strategies for strategically-located parking structures. This Downtown Parking Study must build upon the objectives and Action Items highlighted in this plan.

Below are the three major types of parking that must be studied and fundamental considerations associated with each. These are 1) public on-street parking, 2) off-street surface parking (both public and private), and 3) structured parking (both public and private).

On-Street Parking
Supplying on-street parking is critical in a downtown, walkable environment. On-street parking spaces are vital to the success of first floor retail uses and important for visitors, guests, and deliveries to residential and office uses. Studies have shown that each on-street parking space contributes up to $10,000 annually in sales for adjacent retailers. Adjacent off-street parking is also important, but the on-street parking spaces create an important perception of availability and access. On-street parking spaces also create a safety buffer between moving vehicles on streets and the adjacent sidewalks that encourages walking, strolling, and shopping and provides a level of comfort to pedestrians. It is important that on-street parking spaces turn-over regularly, so charging for on-street parking, even nominally, helps ensure their availability and provides a revenue stream for the City. There are a number of means for tracking and charging for parking and the Parking Study will help identify what is best for Downtown Toledo and what rates to charge where. In summary, on-street parking should be provided downtown wherever possible, and particularly on corridors where retail activity is desired.

Off-Street Parking
As this plan highlights, there is an abundance of off-street surface parking lots in Downtown Toledo. Surface lots are a means of providing cheap parking for downtown uses, but they have detrimental impacts to the walkability, livability, attractiveness, and economic vibrancy of downtown. Surface parking lots adjacent to sidewalks interrupt the walkability of streets and divide areas of downtown and sections of streets into separate nodes of activity.

Surface lots should be viewed as a temporary development condition. The objective is to have these surface lots redevelop as buildings and/or structured parking across time. At the present, attractive edges and screening should be required along surface lots adjacent to all public sidewalks to improve the public street environment. As more structured parking is developed, vitality returns, alternate transportation modes are embraced, and/or land values increase then redevelopment of surface lots becomes realistic.

Structured Parking:
Structured parking (parking garages, parking beneath structures, etc.) is critical to improving vitality in Downtown Toledo. To encourage renovation of buildings and construction of new development, parking structures are a necessity. Enough surface parking cannot be created to meet the need without destroying the fabric and walkability of downtown. The City, public agencies, and private partners should work together to facilitate the strategic location of new structured parking. Parking revenues can be used to pay back bonds from an agency like the Port Authority. Areas of early focus should be those that unlock reinvestment in existing structures, such as around the Four Corners, and then focus on areas that encourage infill development projects.

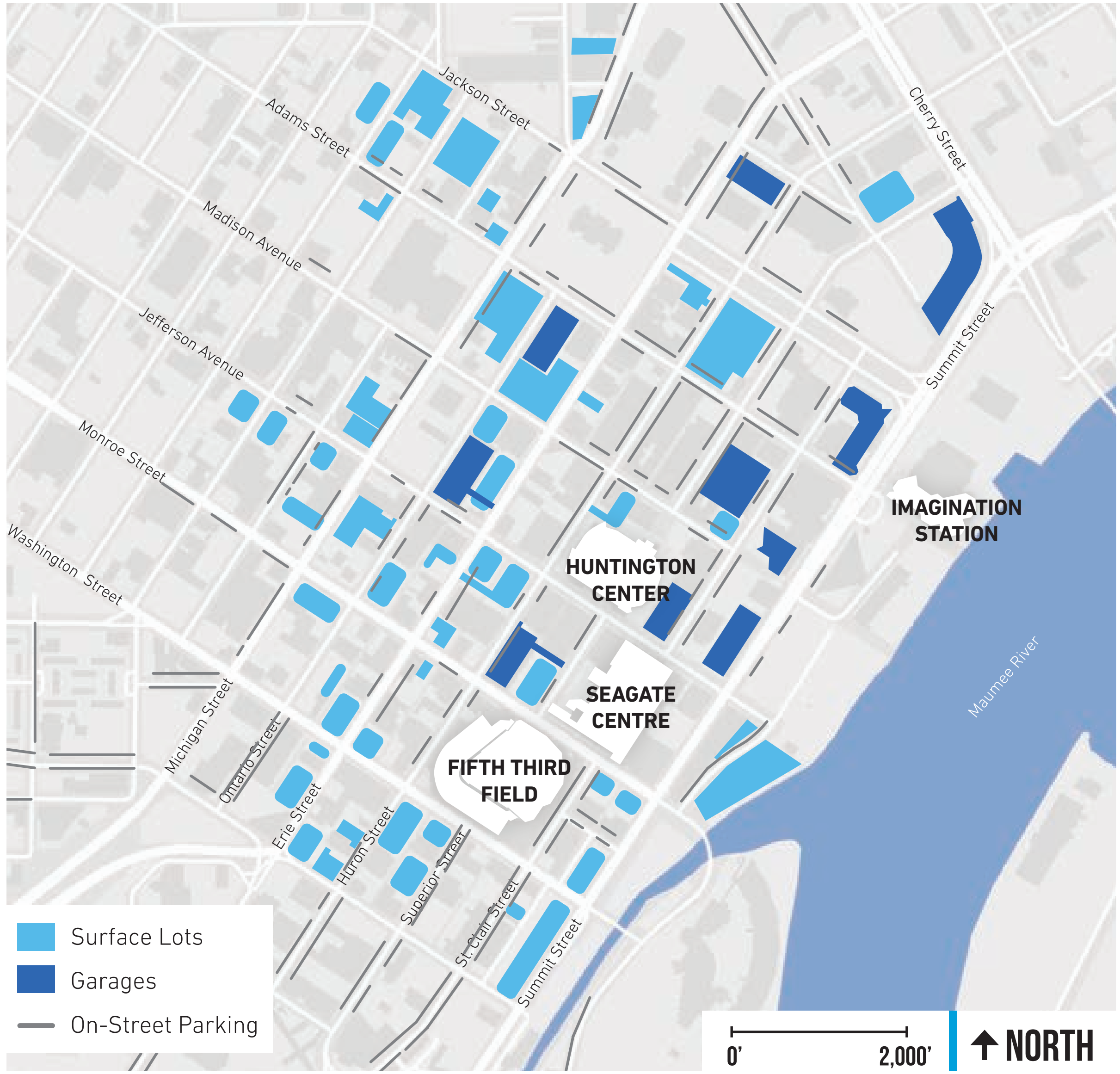
There are a number of important urban design factors to consider. Structured parking is most effective and economical in mixed use developments where the same spaces can be used fully across a day – for example with workers during the day and residents at night. Parking structures that are located internal to blocks allow buildings to face the street and be connected to parking behind. Where parking structures must be located along a street, sizing the first floor for infill commercial space preserves future value, even if it is not used immediately. Downtown parking structures should be architecturally designed to contribute to the public streetscape.

On-street parking supports retail

Screen surface parking lots

Activate the first floor of structured parking

Downtown Parking



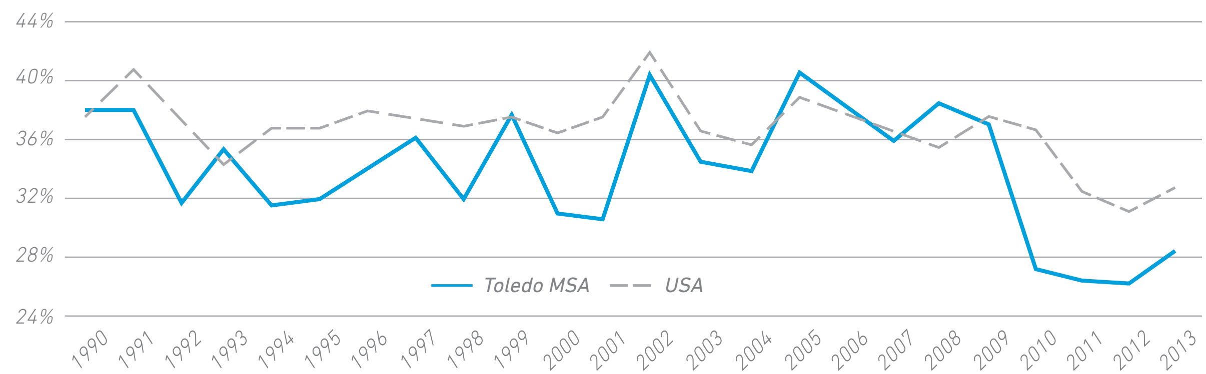
4 Conduct a Downtown Economic Plan

Ohio House Bill 233, effective as of August 2016, authorizes the creation of a Downtown Redevelopment District (DRD) in a 10-acre area that contains a historic preservation project. The DRD is set up similarly to a TIF district, with taxes on a portion of the increase in District property values over a period of 10 years are diverted to a dedicated fund. These revenues can be used for a variety of initiatives, including marketing, redevelopment of historic buildings, and infrastructure improvements. Additionally, if the District includes an area equipped with a high-speed broadband network, an Innovation District (ID) can be created within it. The Innovation District (see page 146) is intended to attract and support the development of technology companies and start-ups, and DRD funds can be used towards this end to provide grants or loans to technology businesses and incubators and accelerators within the District. The authorization of a DRD in downtown can therefore provide needed funding for its business development strategy.

Given national trends, the future of the Toledo regional economy will be greatly impacted by its ability to foster startup job growth, and local economic development policy should encourage their development. Job growth from startups in Toledo has consistently outpaced job losses from business closings. However, the proportion of jobs created from startups has fallen far from its peak of 41 percent in 2002, sinking to just 28 percent by 2013. The creation of a Downtown Economic Development Plan will help focus civic, business, and institutional stakeholders toward attracting and cultivating start-up businesses, particularly in key technology-related industries with high growth potential. Such a plan is also a required piece in the creation of a Downtown Redevelopment District and Innovation District.

STARTUP JOB CREATION AS PROPORTION OF TOTAL JOB CREATION, 1990-2013

Source: U.S. Census Bureau, Business Dynamics Statistics



Identify Target Industry Clusters

Analysis of location quotients demonstrates that Lucas County has relative strengths in Healthcare and Social Assistance, Manufacturing, Management, Administrative Support, and Retail Trade. At the same time, concentrations in employment-strong sectors likely to locate downtown, such as Finance and Insurance and Professional, Scientific, and Technical Services, are below national averages, although a number of these sectors have increased their overall market share over the past decade. Nationally, the share of STEM-related jobs (science, technology, engineering, and math) has continually increased over the past few decades, including not only jobs that require four-year and advanced degrees, but also relatively high-paying jobs for skilled technicians and others who lack a four-year university degree. These trends are expected to continue as STEM-related jobs are projected to outpace non-STEM-related jobs over the next 10 years (source: BLS). Therefore, it is critical that the region leverage revitalization efforts in Downtown Toledo to respond to larger economic trends and continue to promote growth in these service-oriented, downtown-friendly knowledge sectors.

Develop Startup Fund/Grant Program

Before a startup is ready to market its products and services to a venture capital fund, initial seed funding and/or grants are necessary for the research and development phase. This initial funding can come from public or private sources, or a combination thereof. In order to grow the local entrepreneurial infrastructure and attract new talent, learning institutions, vested corporate entities, foundations, and economic development entities can pool funds to be awarded to startups and fledgling businesses. Along with the resources of a business incubator, this funding can help companies reach the employment growth phase, directly impacting the local economy.

Expand Angel and Venture Capital Investment

Since very few lending institutions provide capital for start-up firms, private equity funding is needed for innovators and entrepreneurs to bring their concepts to market. However, over the past 40 years, venture capital investments nationwide have been overwhelmingly concentrated in just three regions: Boston, New York, and San Francisco (Silicon Valley). It is only in the past 10 to 20 years that there has been any significant geographic diversification in this money, with regions such as Austin, San Diego, Seattle, and Denver breaking into the top 12 metro areas for venture capital investment. At the same time, in the early stages of development, firms are recognizing the potential cost-savings by relocating to cities like Charlotte, Detroit, or St. Louis as opposed to San Francisco or Boston, as long as they have the resources to grow.

Toledo is well-placed to attract startups, with its cultural amenities, low cost of living, and educated workforce. However, the region ranks near the bottom among metro areas for total venture capital investment between 2010 and 2015, with no venture capital investment recorded in the MSA in 2014 or 2015. Attracting the VC investment needed to bolster local startups and catalyze Downtown business development will require the creation of an innovation ecosystem, by linking the resources of educational institutions, civic leaders, and the business community to provide the support and physical space that companies need in their early stages and that indicate to VC investors that the business environment in Toledo is stable and worth investing in.

TOTAL VENTURE CAPITAL INVESTMENT BY TARGETED METRO AREA, 2010-2015

MSA	TOTAL VC INVESTMENT	RANK
Pittsburgh, PA	$1,157,740,000	23
Cleveland-Elyria-Mentor, OH	$772,275,000	29
Ann Arbor, MI	$512,598,000	34
Indianapolis-Carmel, IN	$448,301,000	37
Cincinnati-Middleton, OH-KY-IN	$388,879,000	38
Columbus, OH	$223,944,000	52
Kalamazoo - Portage, MI	$98,111,000	72
Des Moines - West Des Moines, IA	$92,200,000	87
Omaha-Council Bluffs, NE-IA	$46,309,000	89
Akron, OH	$46,041,000	91
Grand Rapids-Wyoming, MI	$29,641,000	105
Toledo, OH	**$16,686,000**	**133**
Fort Wayne, IN	$1,050,000	173
Dayton, OH	$0	NA

Source: National Venture Capital Association

5 Conduct a Parks Master Plan

Today park space represents approximately 2% of the total land area of Downtown Toledo—a glaring deficit in the physical and environmental health of the city. To achieve the recommended 20% of total land area, the total amount of park space in downtown would need to be closer to 320 acres. Planning for the substantial increase in park space will require a dedicated long-term commitment to park planning, land acquisition, funding and maintenance. It will also require time to phase in these new park spaces as budgets allow and opportunities arise. Multiple partners will need to be involved—both private and public—to assist in creating new green spaces and managing these new public assets. Beyond the City of Toledo, potential partners include MetroParks, private corporations and landowners, institutions and other local and national governmental agencies. Indeed, this is already happening: MetroParks has invested in Middlegrounds MetroPark and is planning investment in the Marina District, and ProMedica is funding a new Promenade Park downtown. Other institutions, from the Toledo Museum of Art to the U.S. Courthouse are considering reinvestment in their facilities that could include adjacent signature open spaces, such as the green spaces along Monroe Street (between Glass Pavilion and Museum of Art), and the Civic Center Mall, respectively.

Therefore, the primary recommendation of this plan is to bring together these key actors and constituents to create a Parks Master Plan that creates a vision for this new park network and forges the partnerships that will be necessary to achieve this important goal.

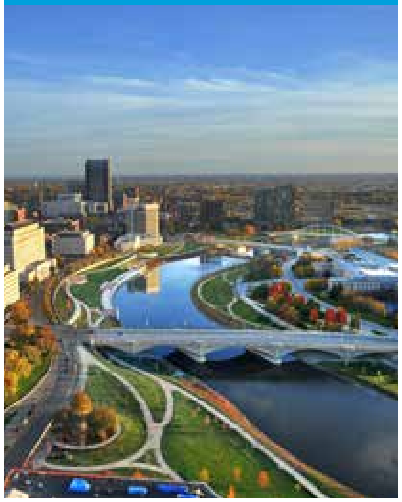
PARK TYPOLOGIES

As new park space is added, it is critical to consider the type of user and park experience that is appropriate. Investing just in destination riverfront park space is not enough, this park network must also be made up of smaller-scale neighborhood parks that serve local residents, civic spaces that allow for community gathering, and an interconnected system of trails and natural corridors that link these spaces together.

Civic

Neighborhood

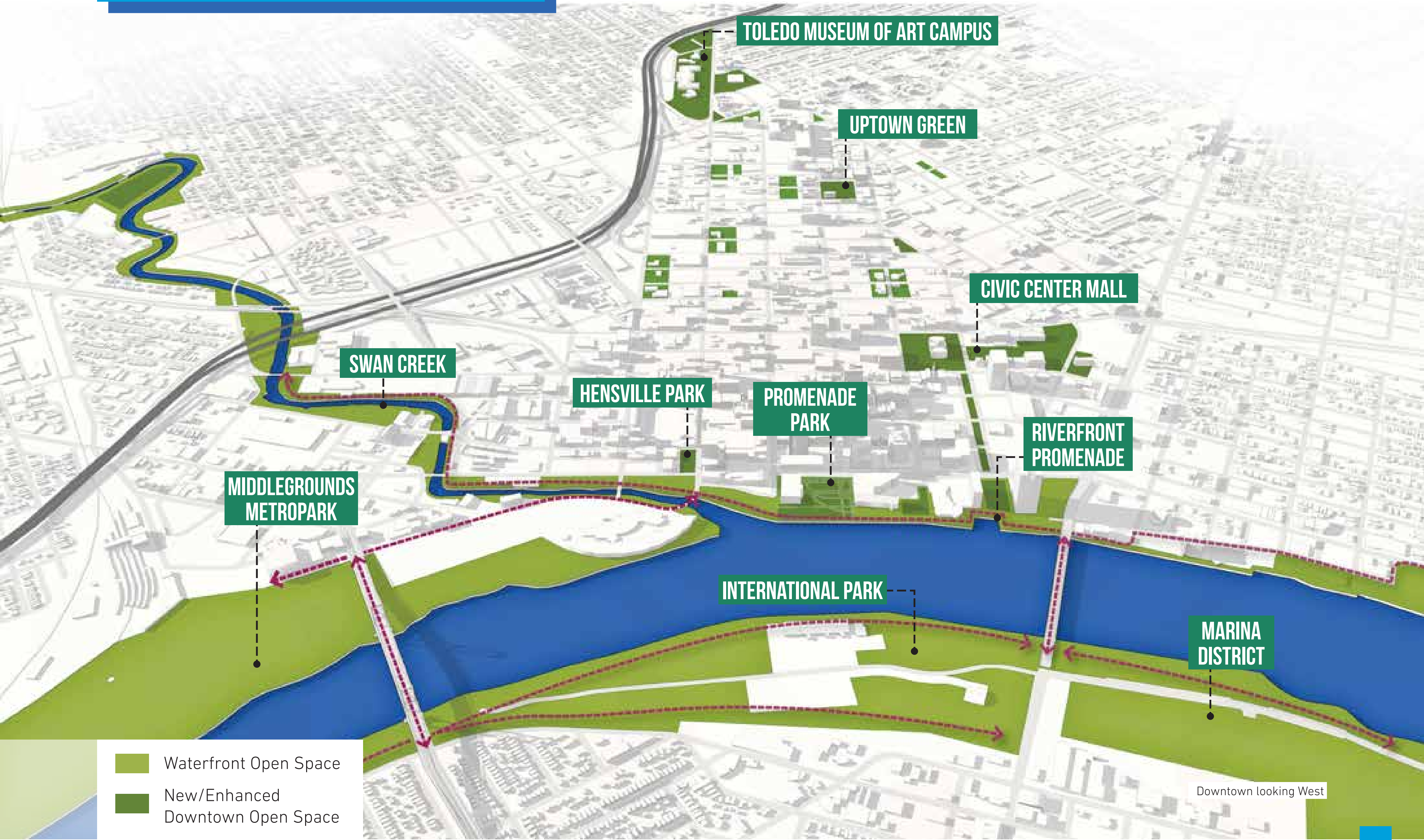
Riverfront



Natural

Trail

ADDITIONAL 320 ACRES OF PARKLAND



6 Conduct Convention Center Study and Develop Strategic Plan

Downtown hospitality development has a symbiotic relationship with nearby attractions and retail—each use needs the others in order to attract a central mass of people, and all three will be best served when the strategies are aligned. This approach includes the revitalization and enhancement of waterfront attractions, such as Imagination Station, Promenade Park, and The Docks, as well as creating a partnership with the Zoo and Museum of Art to promote downtown as the preferred place to eat and stay when visiting these major attractions.

Further, the SeaGate Centre has the potential to be a driver of hotel development in downtown. A strategy for hospitality should include a convention center study to test the economic and market response to improvements to the SeaGate Centre, as well as an evaluation of peer cities to understand what level of increase in a joint marketing budget and effort is reasonable.

Potential scenarios for the revitalization of the SeaGate Centre include a range of short-term and long-term options. In the short-term it may be necessary to make basic investments in the interior of the building (option 1). As the Renaissance Hotel comes online and it is determined what to do with the existing Convention Center Hotel, it will become more clear what additional investment needs to take place. The increased visitor demand resulting from improvements in Promenade Park and the added economic activity from ProMedica headquarters will also inform a long-term reinvestment strategy.

There are several options for a more extensive investment in facilities. One would be to renovate the exterior of the SeaGate Centre to make the facade more transparent and inviting (option 2). Instead of being inward facing, the building could be redesigned to interact with the surrounding urban fabric of downtown. The Kentucky International Convention Center in Louisville is currently undertaking a similar project. Another, more intensive version of this investment would be to both reskin and reorient the building around a new Summit Street entrance (option 3). This has several benefits. It more strongly links the SeaGate Centre with the riverfront and the investments taking place at Promenade Park and the ProMedica headquarters and it could catalyze the ground floor reactivation of Fort Industry Square. The two existing hotel sites would also be more prominent and the Convention Center Hotel program could potentially accommodate needed SeaGate Centre amenities such as ballroom and meeting space. A new plaza along Summit Street would still allow garage entry, but would also facilitate a primary pedestrian entrance to the facility. This scheme enables the interior walkway to be opened up, creating a pedestrian alley that reconnects St. Clair street and linking the Warehouse District and Hensville with the Downtown Core.

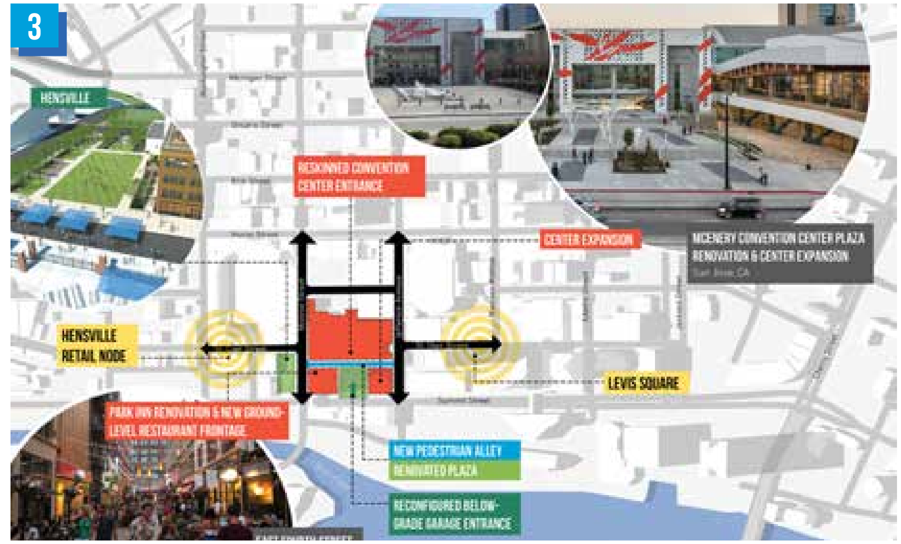
The most intensive scenario would be to build a new convention center at the current site. One potential option would be to situate the building in a way that allows a full reconnection of St. Clair Street and create new development sites for hotel and convention center facilities on the west side of Summit Street (option 4). Finally, it could be determined in the future that the convention center would be better off located elsewhere in downtown. These last two options would require the most investment.

SeaGate Centre

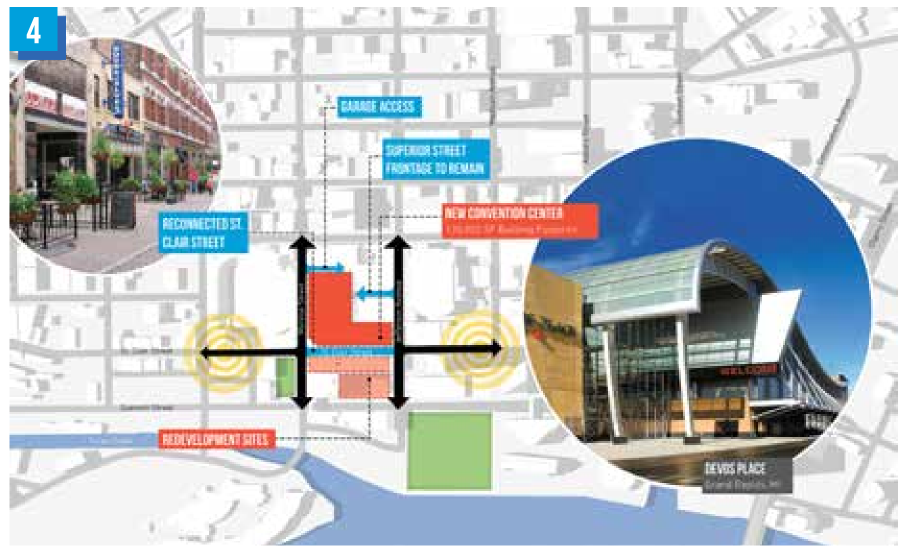
Regardless of the option chosen, all efforts should be made to enable the SeaGate Centre to be more successful and to contribute to the built environment of downtown. As the downtown improves it is more likely that these investments will be able to occur.

The Board of County Commissioners commissioned a market and revenue analysis for the SeaGate Centre in the spring of 2016. The study, performed by Development Strategies, will analyze the current market and strategic positioning of the SeaGate Centre within the context of Downtown Toledo and among its competitive peer convention centers. The study will also analyze the economic and fiscal impacts of SeaGate Centre operations and visitor spending. The study will be completed in the fall of 2016.


1
ST. CLAIR STREET VIEW
SEAGATE CENTRE
JEFFERSON AVENUE ENTRANCE


3
HENSVILLE
RESKINNED CONVENTION CENTER ENTRANCE
CENTER EXPANSION
MCENERY CONVENTION CENTER PLAZA RENOVATION & CENTER EXPANSION
San Jose, CA
HENSVILLE RETAIL NODE
LEVIS SQUARE
PARK INN RENOVATION & NEW GROUND-LEVEL RESTAURANT FRONTAGE
NEW PEDESTRIAN ALLEY
RENOVATED PLAZA
RECONFIGURED BELOW-GRADE GARAGE ENTRANCE


2
RESKINNED CONVENTION CENTER EXTERIOR
KENTUCKY INTERNATIONAL CONVENTION CENTER
Louisville, KY


4
GARAGE ACCESS
SUPERIOR STREET FRONTAGE TO REMAIN
NEW CONVENTION CENTER
RECONNECTED ST. CLAIR STREET
REDEVELOPMENT SITES
DEVOS PLACE
Grand Rapids, MI

PRIORITY ACTION ITEMS

Catalytic Projects

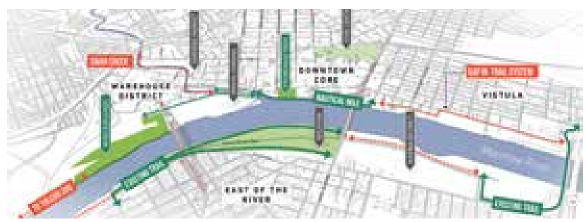
Implementation of these six Catalytic Projects should happen concurrently with efforts to enact the Policies and Strategies necessary to support them. These projects seek to build on the existing momentum in downtown as well as take advantage of new, exciting opportunities.

The first three revolve around the riverfront. With investment occurring at Promenade Park, this energy should be extended along the entire downtown riverfront with a new Riverfront Promenade. Similarly, on the west side of the riverfront, investment in park space and potential redevelopment should happen on the Marina District site. Doing these two projects will set the stage for a fully realized Nautical Mile that connects the Anthony Wayne Bridge to the I-280 Bridge with a continuous ribbon of green space, trails and accessible riverfront. These riverfront projects will not only add to the amount of parkland in downtown, but will help to catalyze additional redevelopment that extracts the maximum economic value out of the tremendous asset that is the Maumee River.

Upon completion of a Downtown Economic Plan, an Innovation Center should be created that helps to add both jobs and new companies to downtown Toledo. Finally, with the TARTA Bus Loop removed, it will also be possible to reinvest in Summit Street and Jefferson Avenue, making them more attractive downtown streets that carry multiple modes of transportation and make them more inviting for all downtown users.

1 Complete the **Riverfront Promenade** from Monroe Street to Cherry Street

2 Advance the **Nautical Mile concept** (Anthony Wayne Bridge to I-280 Bridge)



3 Acquire **Marina District** site and develop Strategic Plan (underway)

4 Establish an **incubation and innovation center** downtown

5 Start with **Summit Street**

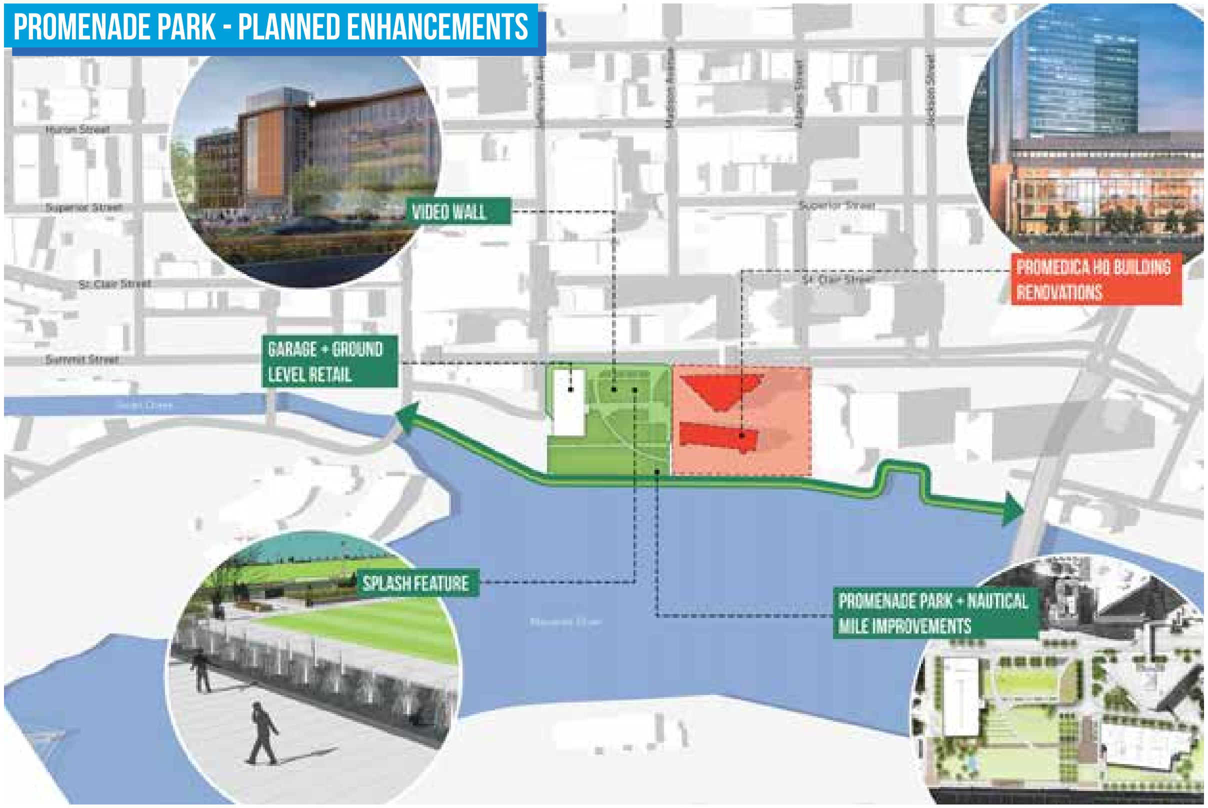
6 Implement Bike Plan, starting with **Jefferson Avenue cycletrack** and connection to UT

① Complete the Riverfront Promenade

In addition to moving its headquarters downtown and renovating the Power Plant and Three SeaGate building and constructing a new parking garage, ProMedica is investing in revitalizing Promenade Park. This investment in public park space should be leveraged to extend along the entire length of the Maumee River downtown, creating a complete renovation of the Riverfront Promenade.

The new Promenade Park will feature an event lawn along Summit Street for community gatherings, whether it is a movie night on the LED-screen in the summertime or a holiday celebration in the wintertime. This space will be welcoming to all residents, with sculpture, specialty seating, lighting and landscaping. Potential future phase improvements include a fountain and stage for concerts and events—programming that is essential for the success of downtown park space. Attention should be paid to ensure that the programming reflects the diversity of the community and provides events that welcome all residents to the revitalized downtown riverfront.

Walkways and paths will connect the upper park to the lower lawn, leading down to the Riverfront Promenade. Planned to be finished along with the building construction on the headquarters, this new park space represents a catalyst for future riverfront improvements.



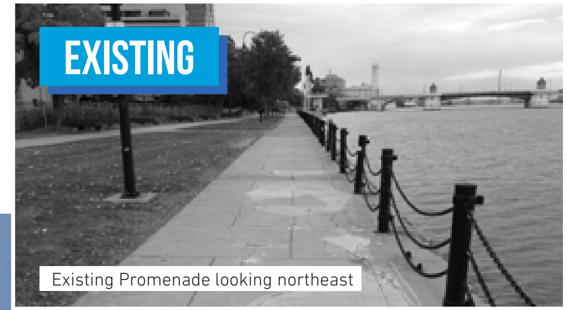
1 Complete the Riverfront Promenade

Once a thriving place—both with industry and recreational activities—the riverfront today is largely underutilized. ProMedica's investment in downtown will change that, activating the riverfront with 1,000 employees and bringing people back downtown to a new Promenade Park. Efforts should begin now to extend that energy along the entirety of the Riverfront Promenade. While many areas along the riverfront are in need of attention, reinvestment and better connections, this work should begin downtown.

Using the new park as a starting point, design standards should be established for a common aesthetic along the Riverfront Promenade. This linear park space and trail connection should feature high quality materials, lighting, seating areas, plantings and interactive historical displays. Access to the river should also be improved by staffing and maintaining boat docks and encouraging visitors to arrive in Downtown Toledo by boat.

Running from Jefferson Street to the MLK Bridge, this new Riverfront Promenade will link visitors to the Maumee River, link job centers with entertainment centers, and tie into the improvements recently made south of Monroe Street to link downtown to the new Middlegrounds MetroPark. Such an investment will not just complement existing development such as the ProMedica headquarters and the renovated Renaissance Hotel, it will also lead to additional development opportunities and once again make the riverfront a destination.

EXISTING


Existing Promenade looking northeast

POTENTIAL


Potential Promenade looking northeast

2 Advance the Nautical Mile concept (Anthony Wayne Bridge to I-280 Bridge)

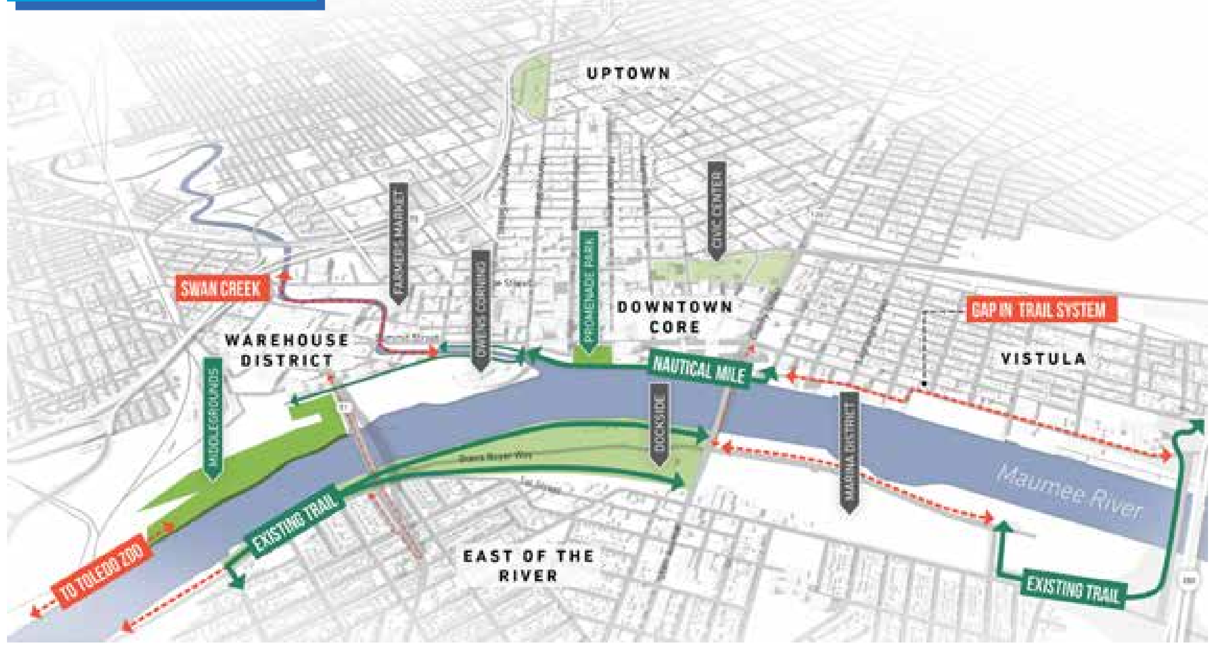
With a Riverfront Promenade established downtown, the overall vision for the Nautical Mile and beyond should also move forward. Broadly considered, the riverfront from the Anthony Wayne Bridge to the I-280 Bridge should be considered. On the west side of the river this connects Middlegrounds MetroPark through downtown to Vistula. On the east side of the river, this connects International Park, Dockside and the Marina District. Doing so meets up with the bike path infrastructure at the Craig Bridge Trail and creates a connection farther to the north toward Lake Erie. Improvements to both the MLK Bridge and the Anthony Wayne Bridge should be considered to enhance pedestrian and bike accessibility. Doing so would create a series of "loop" trails and connections that would be a tremendous amenity to both downtown and surrounding neighborhoods.

There is also an opportunity to showcase bridges that visually define Toledo. The I-280 Bridge is already an iconic element in the city's skyline, but the MLK and Anthony Wayne bridges are also important. As part of ODOT's work to repaint the Anthony Wayne Bridge, dynamic, artistic LED lighting is going to be added that will act as a bookend to the southern edge of downtown and highlight this historic structure. This is an excellent first step in creating a strong bridge-to-bridge visual connection along the Maumee riverfront.

ANTHONY WAYNE BRIDGE DYNAMIC LIGHTING

Source: Toledo Arts Commission

NAUTICAL MILE CONCEPT



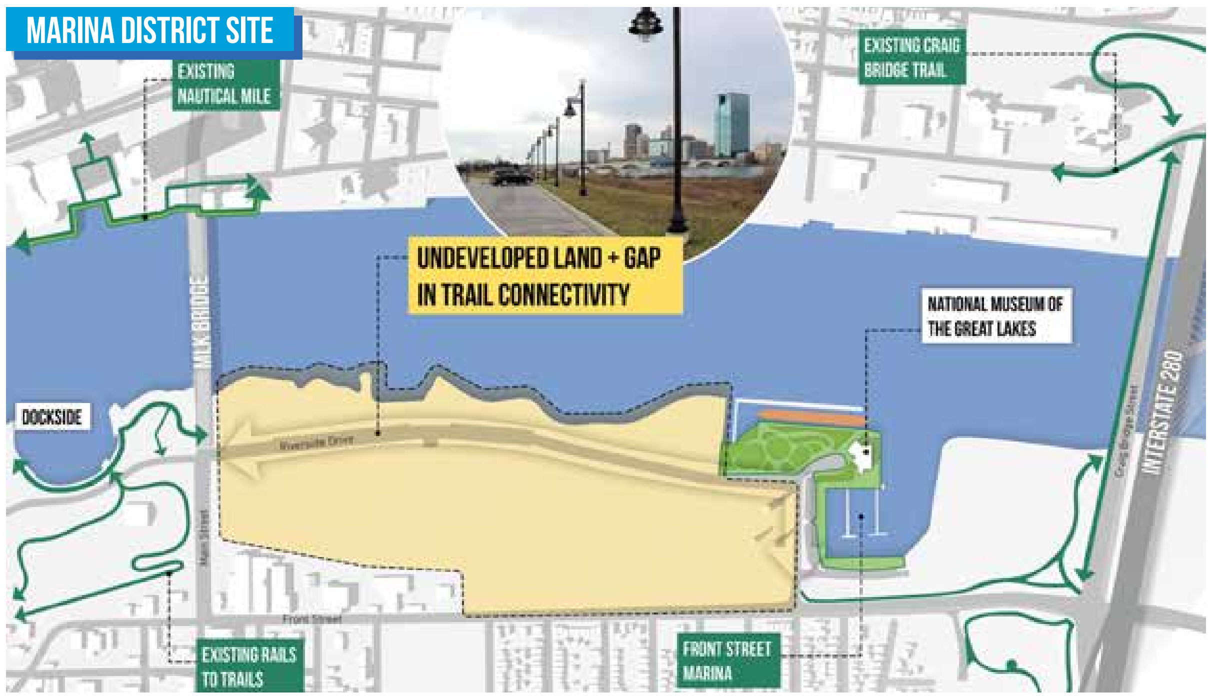
③ Acquire the Marina District & Develop Strategic Plan

Another key area in this bridge-to-bridge concept is the Marina District. This key piece of ground on the east side of the riverfront has long been vacant. Formerly an industrial site and the site of the Edison Power Plant, there have been numerous redevelopment plans throughout the past decade and a half. Aside from the Great Lakes Museum, the Col. James M. Schoonmaker, a marina and two parks on the northern portion of the site, the Marina District has remained vacant and underutilized.

At the beginning of this planning process, the 69-acre property was not under City control and therefore it has sat vacant as developers contemplate how to best use the site. One of the key early recommendations of this planning process was to regain local control of this site so that an alternative could be found for the property that would allow it to have a community benefit instead of sitting vacant.

Working together with the City, Toledo MetroParks, and East Toledo neighborhoods, ProMedica has facilitated the purchase of the property and has engaged in a planning process to determine with the community what the best uses of the site will be and how to move forward with uses that will be most additive to the improved health of the community and the economic vitality of Main Street and Front Street in East Toledo. The first phase of this strategic planning effort has been completed.

Source: Toledo Blade



4 Establish an Incubation and Innovation Center Downtown

One trend in putting underutilized and vacant downtown commercial spaces to productive use is by creating shared office spaces or “co-work” space, where users pay a daily, weekly, or monthly rate for a desk or office in with internet connection and bare bones amenities. A business incubator adds several critical elements to this concept, such as counseling, mentorship, and educational programs, that enable business growth and expansion. It can also provide access to potential funding sources and a network of strategic partnerships. The ultimate goal is for the startup to expand and eventually outgrow and “graduate” from the space. The owners and employees of these startups typically become accustomed to the amenities of the downtown area and many firms eventually seek out permanent space in the surrounding neighborhood. This complete cycle of the successful business incubator model not only brings initial activity to a downtown area, it then becomes an economic development tool catalyzing future investment.

Formal co-working spaces and incubators are already present in the Toledo Region, including Seed Coworking in Downtown, the LaunchPad Incubation Program at University of Toledo, and ProMedia Innovations at the ProMedica Wildwood campus. There are also a number of informal supportive groups for entrepreneurs such as Startup Toledo and Tech Toledo. The opportunity now is to create linkages between these groups, build on their efforts, and direct their growth in Downtown. The creation of an Innovation District in Downtown, as part of a Downtown Redevelopment District, can be a key step in this strategy.

Hensville

Owens Corning

Seed Coworking

Farmers’ Market

EXISTING

Existing Superior Street looking north

POTENTIAL

Superior Street looking north

5 Start with Summit Street

Summit Street is the front door of the City of Toledo. In addition to being the riverfront street, it is also home to numerous large attractions for visitors, employees and residents. These include the SeaGate Centre, both downtown hotels, major employers (ProMedica, HCR Manor Care, Fifth/Third Bank), Imagination Station and Promenade Park. Given its importance to the Toledo community, Summit Street needs to be redesigned to better reflect its position as the premier address in downtown.

Today, Summit Street is primarily designed to move cars as quickly as possible in and out of downtown. With the planned removal of the Bus Loop, there is now an opportunity to right-size Summit Street. Instead of a six-lane section with sporadic on-street parking, Summit Street could be narrowed to a five lane section with on-street parking on both sides. A landscaped median, mid-block crossing and bump outs will further slow traffic and increase pedestrian safety. Street trees and ample sidewalks will provide a comfortable pedestrian environment, making it pleasant to spend time downtown and provide a more inviting entrance to the park spaces that lead to the Riverfront Promenade.

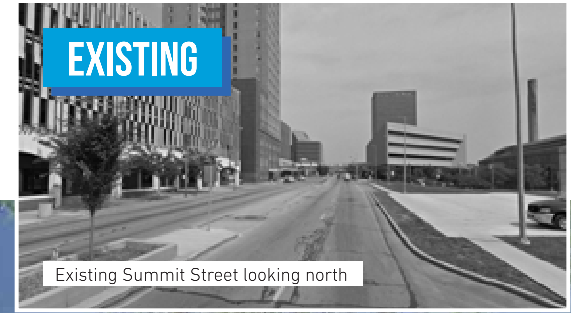
This new pedestrian-friendly environment is ideal for improving retail opportunities along Summit Street. A new streetscape will support ground level activity in buildings along Summit Street from Fort Industry Square to the newly renovated Renaissance Hotel.


Summit Street - 1909

Retail along Summit Street can align with the convention center and hospitality development strategy for downtown, appealing to tourists and convention attendees. Retail development in this corridor can target high-volume local and national restaurants that will appeal to these groups. Such tenants can pay relatively high rents, thus reducing the public sector contribution necessary to facilitate development.

POTENTIAL

Summit Street looking north



Existing Summit Street looking north

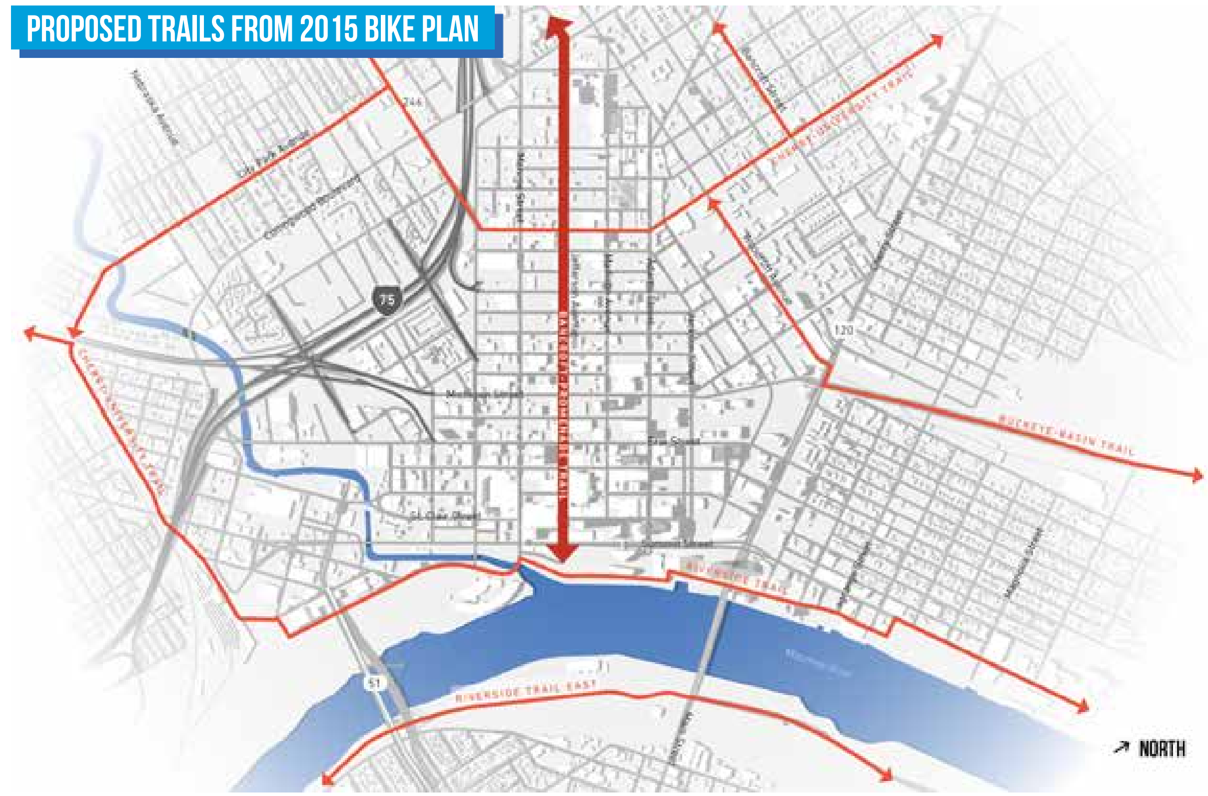
PRIORITY ACTION ITEMS

⑥ Implement Bike Plan, Starting with Jefferson Avenue Cycletrack and Connection to UT

The City's adopted Bike Plan identifies the Jefferson Avenue corridor as a key bicycle connection between Downtown Toledo, Uptown, the Toledo Museum of Art and the University of Toledo. Known as the Bancroft-Promenade Trail, the plan envisions a cycletrack along Jefferson Avenue leading from the riverfront westward. The removal of the Bus Loop enables this project to be implemented by using the northern lane of Jefferson Avenue for the cycletrack—all while retaining the same amount of vehicle travel lanes. The investment in this new bicycle infrastructure will improve accessibility to and through downtown from other districts, neighborhoods and destinations and provide a strong, yet relatively low-cost linkage to the University of Toledo.

Linear planters will buffer cyclists from traffic and add needed green landscape to Jefferson Avenue. Combined with other streetscape improvements such as street tree planters and new intersections, this corridor will become more pedestrian-friendly and enhance the ability to activate the ground floor spaces of existing buildings. This is especially important as improvements are considered at the SeaGate Centre and at the historic Secor building. Investing now in these streetscape improvements will enhance the other planned investments along the corridor.

With this critical piece of infrastructure in place, other bike connections, whether bike lanes, sharrows or other facilities should be linked to create a robust bicycle network that both connects downtown and links it to surrounding neighborhoods and districts.



POTENTIAL

Jefferson Avenue looking east

EXISTING

Existing Jefferson Avenue looking east

Implementation Entity

With the completion of this master planning process, the work of the 22nd Century Committee is complete. The task of continued planning and implementation is now turned over to the Downtown Toledo Development Corporation (DTDC). This group, now reformed and re-energized, is ideally suited to shape the future of Downtown Toledo.

Across the region, this has proven to be an effective model, with development corporations behind many of the resurgences taking place in Louisville, Cincinnati, and Columbus. Development corporations are critical entities that bring the public and private sectors in a community together to forge change and guide improvements in downtowns. The DTDC will need to work with both the private sector and the appropriate government agencies, whose approvals are necessary for the vision to move forward.

In addition to tackling the transformative projects within the Downtown Toledo Master Plan, the DTDC will need to provide leadership and help to create the programs and administrative changes that will make the vision possible. This includes assisting the City and County with developing a suite of incentives and services, such as tax abatements, low interest loans, land assembly assistance and approval process facilitation. The DTDC will also play a key role in facilitating development by helping developers work through the approval process, identify funding sources, apply for grants, and develop partnerships with other state and governmental agencies. In addition, the DTDC should have design oversight to ensure that public amenities and improvements are appropriate and of great quality. It is the setting up of attractive development opportunities that in the end will entice the necessary interest and investment in downtown.

Finally, the DTDC should play an active role in public relations and continuously marketing the rebirth of Downtown Toledo. Part of this marketing involves telling the story of downtown and sharing its successes. To do so, the DTDC should gather, track, and benchmark critical downtown metrics and statistics in an ongoing basis.

Success will depend on the substantial nature and longevity of the established corporation. The DTDC needs strong leadership and staff support to engage the sustained effort necessary to transform downtown. Work should start now to fund and hire a president and necessary staff, as well as form committees on issues regarding organization, development, governmental policies, funding, and public relations and marketing.

Example Organizations

Cincinnati Center City Development Corp (3CDC)
Private non-profit led by Board of Directors of 30+ corporate leaders.

Funded mostly by corporate contributions.
Strengthen core assets of downtown - Fountain Square, CBD, Over-the-Rhine.
Acts as Developer, Master Developer, Asset Manager, Lender, & Programmer.
Roles: Identify Opportunities, Land Bank, Create Viable Projects, Structure Financing, Manage Project.

Columbus Downtown Development Corp / Capital Crossroads SID
CDDC: Private non-profit led by Board of Directors of 15 senior business & institutional leaders.

Created to implement the Downtown Strategic Plan.
Acts as Developer, Master Developer, Asset Manager, & Event Operator.
Roles: Identify Opportunities, Land Bank, Create Viable Projects, Structure Financing, Manage Project.

Louisville Downtown Partnership
Private non-profit led by Board of Directors of senior business & institutional leaders.

Created to implement the Downtown Master Plan.
Acts as Developer, Master Developer, Asset Manager.
Roles: Identify Opportunities, Create Viable Projects, Develop Public/Private Partnerships, Structure Financing, Manage Project


FIFTH THIRD BANK

Policies and Strategies

The 12 Priority Action Items presented here have been divided into Policies and Strategies and Catalytic Projects. The Downtown Toledo Development Corporation will facilitate the implementation of all the Priority Action Items. In the case of the six Policies and Strategies, this will include leading individual efforts, convening stakeholder groups, or working with the City, County and other government officials to enable change. For each policy and strategy, there are related recommendations, partners and a suggested timeframe outlined in the matrix at right.

This matrix should be considered to be a dynamic tool, to both evaluate success and to identify needed adjustments or changes. As some are completed, others might be added. Likewise, funding availability and other opportunities may alter priorities or enable projects that had not been considered at the time of this plan completion.

	DTDC-FACILITATED POLICIES AND STRATEGIES
1	**Advance a Better Connected Downtown** (Remove the TARTA Bus Loop, Work toward a two-way Erie and/or Huron Street, Develop Street Typologies)
2	**Establish Downtown Housing Incentives**
3	**Identify Strategic Redevelopment and Infill Sites** (Uptown Green and Four Corners)
4	**Conduct a Downtown Economic Plan**
5	**Conduct a Parks Master Plan**
6	**Conduct a Convention Center Study**

RELATED RECOMMENDATIONS	PARTNERS	TIMEFRAME		
		SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
> Conduct a transportation plan > Conduct a downtown Traffic Study > Create street design standards > Create a maintenance plan	City of Toledo, DTID, Lucas County, Downtown Business Owners, ODOT, TARTA, TMACOG, Property Owners, Toledo Bikes!, Warehouse District Association, Uptown District Association			
> Develop tax incentive toolkit > Provide assistance in using tax incentives > Create a low-interest revolving loan fund > Conduct outreach with the school district regarding abatements	City of Toledo, Lucas County, LISC, Port Authority, Chamber of Commerce, RGP-Jobs Ohio, Toledo Public Schools, Banks, Property Owners, Local Developers			
> Work with existing property owners and/or gain site control > Establish funding mechanisms and financial incentives > Create design guidelines > Issue developer RFPs > Consider strategic parking solutions > Conduct a Downtown Parking Study	City of Toledo, Property Owners, Lucas County, Lucas County Land Bank, Toledo Design Center, LISC, Port Authority, Chamber of Commerce, RGP-Jobs Ohio, Banks, TARTA, Local Developers, Uptown District Association, Warehouse District Association			
> Identify target industry clusters > Develop a Startup Fund/Grant Program > Expand Angel and Venture Capital Investment	City of Toledo, Lucas County, Port Authority, LISC, Port Authority, Chamber of Commerce, RGP-Jobs Ohio, Banks, University of Toledo, BGSU, Startup Community, Educational Institutions			
> Develop public-private partnerships > Create a maintenance fund/endowment for existing signature downtown park spaces	City of Toledo, MetroParks, Lucas County, Port Authority, Institutions, Property Owners			
> Develop a Strategic Plan that links to a broader tourism and hospitality strategy > Develop phased implementation strategy for improvements	Lucas County, Toledo Convention and Visitors Bureau, City of Toledo			

DTDC = Downtown Toledo Development Corporation
DTID = Downtown Toledo Improvement District
ODOT = Ohio Department of Transportation
TARTA = Toledo Area Regional Transit Authority

TMACOG = Toledo Metropolitan Area Council of Governments
LISC = Local Initiatives Support Corporation
RGP = Regional Growth Partnership
BGSU = Bowling Green State University

Catalytic Projects

The six Catalytic Projects are geared toward supporting the successful redevelopment of downtown. The Downtown Toledo Development Corporation will facilitate each of the six Catalytic Projects to ensure that they are properly planned, designed and implemented. This will require working with numerous partners within the community as well as continuing to involve the public as project planning progresses. For each Catalytic Project, there are related recommendations, partners and a suggested timeframe outlined in the matrix at right.

Many are focused on the riverfront, and suggested priorities are embedded in the timeframe. However, it is expected that much work will take place concurrently, and all are additive to one-another. For example, extending the Riverfront Promenade will require design work, while the lighting of the Anthony Wayne Bridge is likely slated to occur first. While the Nautical Mile is listed second, this doesn't mean that the bridge lighting shouldn't happen now. On the contrary, incremental steps toward successfully implementing these projects is important and will enable them to be fully realized much faster. However, it is perhaps most important that these efforts are coordinated to ensure that the planning for one enables the other.

The streetscape improvements suggested for Summit Street and Jefferson Avenue will also be impactful for these key corridors and hopefully set the stage for further improvements to other key downtown streets. Working with the City, property owners, and key downtown developments and destinations, the plans for these improvements should be designed collaboratively. Further partnerships will be necessary to create an Innovation Center for downtown that drives both job growth and company creation.

Therefore, this underscores that this matrix should be used as a dynamic tool to organize and coordinate projects, evaluate successes and make additional changes as necessary as implementation progresses.

	DTDC-FACILITATED CATALYTIC PROJECTS
1	**Complete the Riverfront Promenade**
2	**Advance the Nautical Mile Concept**
3	**Acquire Marina District Site**
4	**Establish an Incubation and Innovation Center Downtown**
5	**Start with Summit Street**
6	**Implement Bike Plan, Starting with Jefferson Avenue Cycle Track**

RELATED RECOMMENDATIONS	PARTNERS	TIMEFRAME		
		SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
> Perform a Riverfront Promenade study to establish plan and develop design standards > Engage with development stakeholders and property owners > Establish a funding and programming strategy > Develop a maintenance and security agreement	DTDC, City of Toledo, Lucas County, Port Authority, Destination Toledo, Metroparks, Boating Community (Lucas County Sheriffs, US Coast Guard, Toledo Police) Property Owners			
> Using Promenade Park and the Riverfront Promenade as a starting point, establish design standards and plans > Engage with development stakeholders and property owners > Establish a funding strategy > Develop a maintenance and security agreement	DTDC, City of Toledo, Lucas County, Port Authority, MetroParks, TMACOG, Property Owners			
> Perform framework plan study to determine potential uses, form and development > Engage with residents, development stakeholders and property owners > Develop a phasing strategy	DTDC, MetroParks, City of Toledo, Port Authority, Property Owners, Great Lakes Museum, river users			
> Develop a private partnership for an initial incubator space > Explore partnerships with area institutions of higher education, local businesses, and existing incubators	DTDC, City of Toledo, University of Toledo, Lucas County, Seed Incubator, Local Developers			
> Conduct a downtown Traffic Study > Create street design standards > Create a maintenance plan	DTDC, City of Toledo, ODOT, TMACOG, Lucas County, Property Owners			
> Conduct a downtown Traffic Study > Create street design standards > Create a maintenance plan	DTDC, City of Toledo, TMACOG, Lucas County, Toledo Museum of Art, Property Owners, Toledo Bikes!			

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PRIORITY ACTION ITEMS

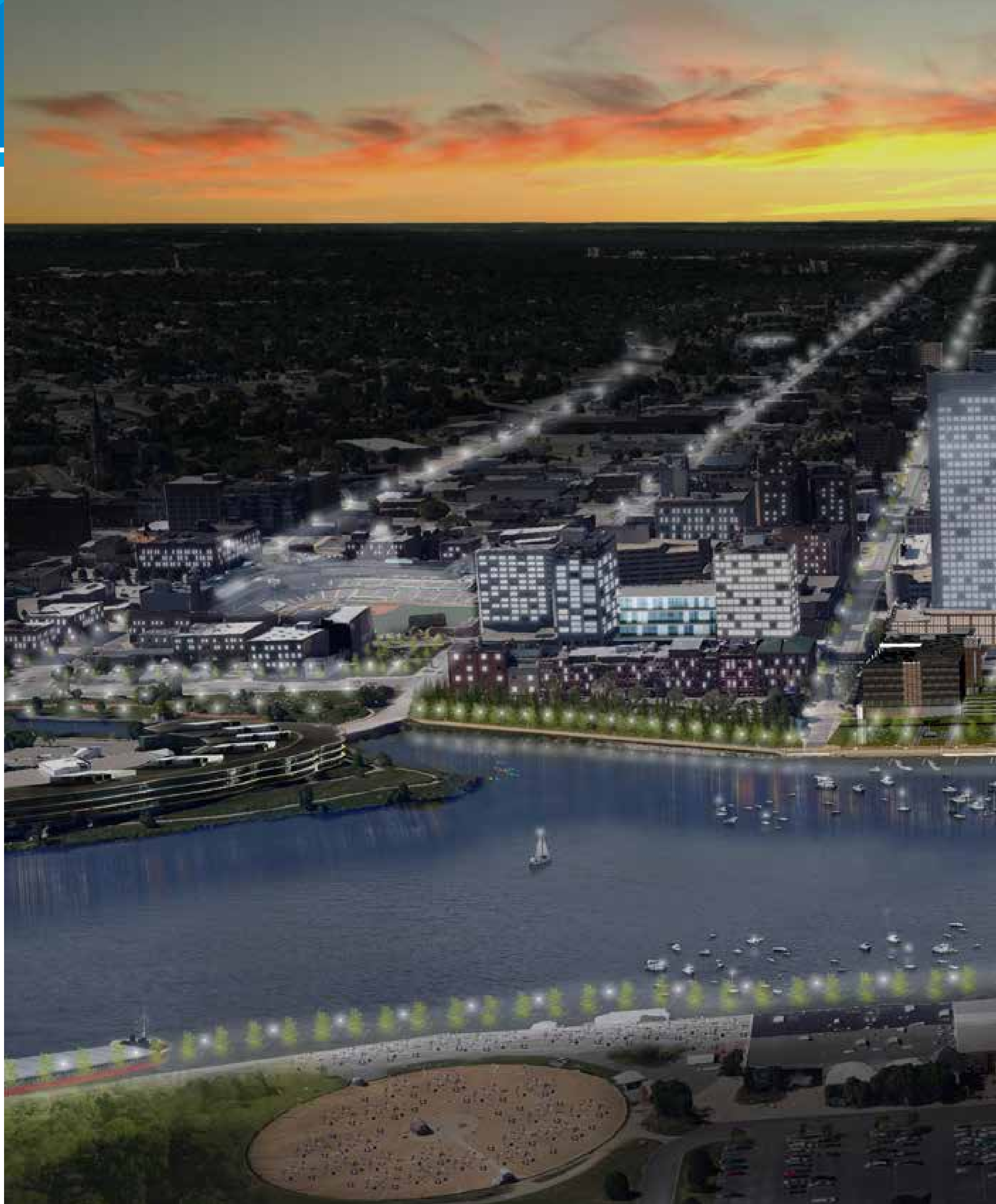
Leveraging Momentum and Implementing the Vision

Downtown Toledo is at the cusp of a renaissance. National and regional trends are pointing to the resurgence of urban areas and the local market momentum is shifting in the direction of Downtown Toledo. Jobs and residents are returning downtown, new parks and open spaces are being created along the riverfront and investments are being made in entertainment and hospitality facilities. All of these are essential elements to creating an active, livable and attractive downtown.

The Downtown Toledo Master Plan process harnessed this energy, receiving tremendous public interest and support, echoing that desire for continued improvement. Residents of all ages are seeing action downtown and want to be a part of it. Now is the time to tap into that enthusiasm and support for change and reinvestment to continue to build the Downtown Toledo of the future.

Building on this momentum and interest, the Downtown Toledo Master Plan creates a vision of a thriving riverfront city. A city that celebrates and builds from its greatest natural asset and amenity outward into the surrounding neighborhoods, districts and community.

In convening this planning process and seeing it through to completion, the 22nd Century Committee has completed its objective. The community conversation has led to a common vision and consensus regarding next steps. It is now up to the Downtown Toledo Development Corporation to build the leadership, partnerships and capabilities to begin implementation.




EXISTING