



DOWNTOWN TOLEDO

Master Plan Update

December 2023 | Toledo, Ohio

Acknowledgements

Steering Committee

Brandon Sehlhorst, City of Toledo

Tom Gibbons, Toledo-Lucas County Plan Commission

Matt Heyrman, Lucas County

Mike Beazley, ConnecToledo

Joe Marck, Warehouse District Association

Joe Napoli, Toledo Mud Hens/Toledo Walleye

Lance Woodworth, Convention & Visitors Bureau

Robin Whitney, Promedica

Dr. Sujata Shetty, UT Urban Affairs

Zach Lahey, Manhattans – Uptown

Jennifer VanHorn, Metroparks Toledo

Isabella Weik, UT Student

ConnecToledo

Paul Toth, President

Mac Driscoll, Planner

Hannah Dearth, Marketing Coordinator

Betsy Ujvagi, Assistant

Consultant Team

MKSK

Andrew Overbeck

Sarah Lilly

Tyler Clark

Bridget Maloney

Whitney Baxter

Development Strategies

Matt Wetli

Richa Singh

Table of Contents

SECTION 1	
INTRODUCTION	5
SECTION 2	
MARKET ANALYSIS & STRATEGY	25
SECTION 3	
DOWNTOWN SYSTEMS & FOCUS AREAS	55
SECTION 4	
PRIORITY ACTION ITEMS	85



SECTION 1

INTRODUCTION

INTRODUCTION

Introduction

Based on the successful implementation track record of the 2017 Downtown Toledo Master Plan, ConneCToledo engaged MKSK and Development Strategies to update the existing plan. Given the changing nature of downtown, new developments, new initiatives and plans, and the ever-evolving market conditions, now is the time to think about the next stage of planning for Downtown Toledo.

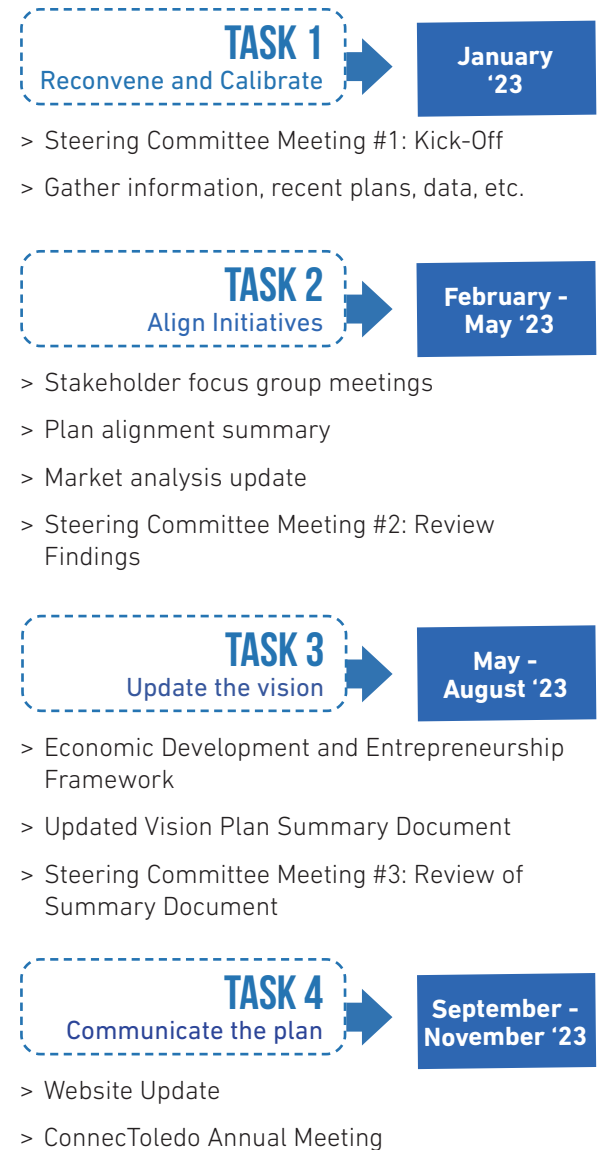
This plan update focused in on the following primary tasks:

- > Plan Outcomes and Alignment: Review the impact of the 2017 Master Plan and the key plans and initiatives that have followed.
- > Convene a Steering Committee to support and inform the plan update process.
- > Engage with Stakeholders and Community Members to understand current needs.
- > Update Market Analysis including a scan of residential, office, retail and hospitality trends.
- > Develop a Market Strategy to address the key sectors above, but with a special focus on economic development and entrepreneurship.
- > Update the Master Plan with new recommendations and focus area opportunities.
- > Provide an updated Implementation Matrix to reflect the new priorities for Downtown Toledo.

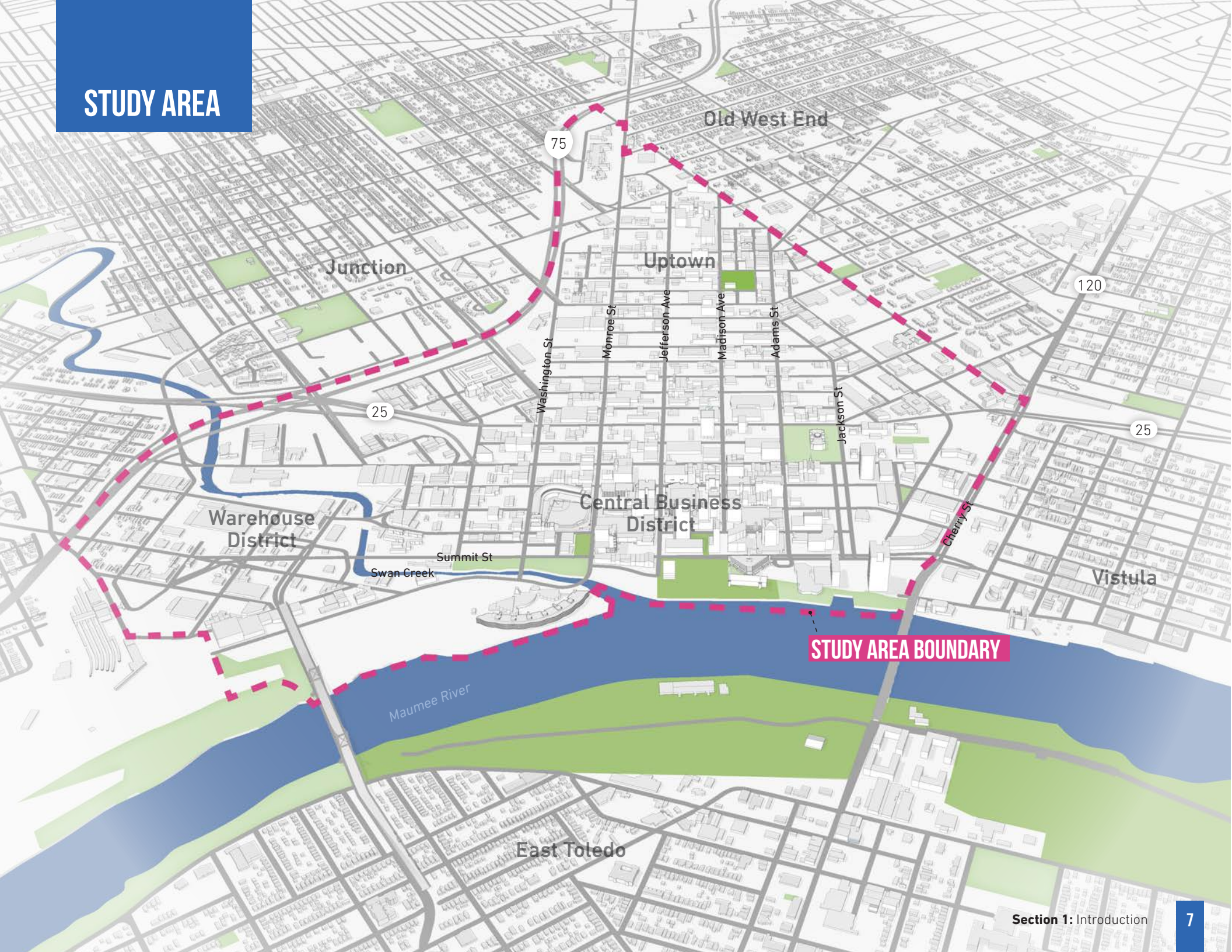
This addendum to the 2017 Master Plan is divided into four sections. The **Introduction** provides a summary of the planning process, the progress since 2017, and community input. This is followed by a summary of **Market Analysis Findings and Strategies**. The **Downtown Systems and Focus Areas** takes all of these findings and insights and showcases public and private investments that will drive the next evolution of Downtown Toledo. These recommendations, focus areas and public improvements are all catalogued in an updated implementation matrix in the final **Priority Action Items** section.

Process

The Master Plan Update began in January 2023 with a Steering Committee Kick-Off meeting. This was followed by the launch of a project specific website and stakeholder focus group meetings in February. The planning team worked through the spring to update Market Analysis and set a direction for the Plan Update. These were vetted by the Steering Committee before continuing forward with the development of updated strategies, recommendations and focus area opportunities. Those were shared with the Steering Committee in August. Work on the draft Master Plan Update continued through the late summer the plan was presented at ConneCToledo's Annual Meeting in November.



STUDY AREA



STUDY AREA BOUNDARY

INTRODUCTION

Accomplishments Since 2017

Toledo's track record for implementation is impressive, as all of the 2017 Plan's 12 Priority Action Items are either underway or complete. These implementation results benefit all Toledoans: \$244 million of completed catalytic projects, from the new ProMedica corporate headquarters to the residential conversion of downtown office towers and warehouse buildings for both market rate and workforce housing.

Investment in the riverfront is continuing apace. Promenade Park opened in summer 2017 and has been a hub of activity for the community, hosting dozens of community events and attracting tens of thousands of residents downtown each summer. More than \$425 million of additional catalytic projects are currently underway, including the \$200 million Glass City Metropark that fulfills the community's vision of a restored riverfront park system on both sides of the Maumee River.

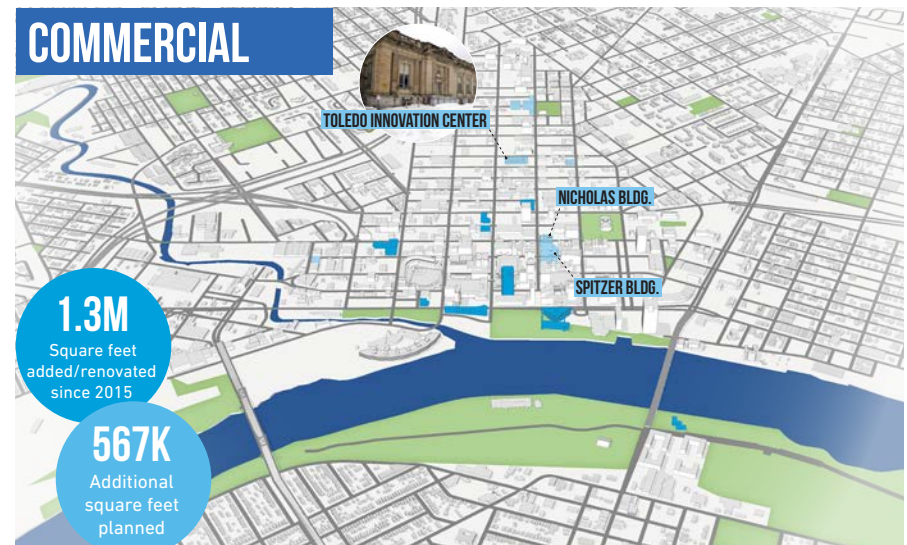
An \$80 million renovation to the Glass City Convention and Event Center and attached hotel has boosted downtown's hospitality market. From the architecturally significant "Four Corners" buildings at the intersection of Huron St. and Madison Ave. to Fort Industry Square, 11 historic structures have also been rescued from neglect and plans for restoration are underway. Downtown mobility improvements have also been made, with a new transit center, and the pedestrian-focused and bicycle-focused streetscape improvements complete on Summit Street and Jefferson Avenue.

These new public spaces and connected and pedestrian-friendly streets have helped to support focused residential development, rehabilitation and reuse of existing historic buildings, investment in hospitality and entertainment, and dozens of new locally-owned businesses. This has brought much needed energy, activity and livability back to the core of Toledo.





The last downtown plan forecasted demand for 1,200 – 1,500 additional units downtown over a 10-year period—a number that has nearly been met. Similar demand is forecasted for the next 10 years, see page 41 for more information.



Since 2015 more than a million square feet of commercial space has been added or renovated and more than 500,000 square feet of space is planned. See page 41 for more information about future demand for commercial space.



Toledo, with the leadership of Metroparks, has exceeded the vision of the 2017 plan by investing in 380 acres of new or renovated park space in downtown. Leveraging this community investment is a focus of this plan update.



Investment in the Glass City Center, rehabbed hotels, and cultural facilities in the last several years has helped to increase the number of downtown visitors. See page 41 for information about the future demand for hospitality.

INTRODUCTION

Plan Alignment

Toledo has continued to think strategically about the future of downtown through numerous plans and studies that have been conducted since 2017. These plans all informed the recommendations and focus area development as part of the Master Plan Update. These include:

The Nautical Mile Vision Plan (2017) This plan set the stage for implementing the Toledo Downtown Master Plan recommendation to invest in both side of the Maumee River. This Plan Update extends the energy of the Riverwalk up Swan Creek to better connect downtown to the Warehouse District (see focus area plans on pages 72 and 78).

The Downtown Toledo Transportation Study (2020) The plan looked at the existing conditions of every downtown street and set forth preferred alternatives for each corridor to promote greater safety, interconnectedness, and pedestrian and bicycle infrastructure. This Master Plan Update identifies the next priority street investments (see page 62).

Vistula Neighborhood Master Plan (2020) The 2020 Vistula Neighborhood Master Plan focused on redevelopment opportunities, future land use changes, traffic calming (specifically on Summit Street), building reuse, and access to the riverfront. The plan is beginning to come to fruition, with investment in Ostrich Towne and planned Riverwalk improvements by Metroparks. This Downtown Plan Update considers opportunities to improve the Summit Street streetscape (see page 67).

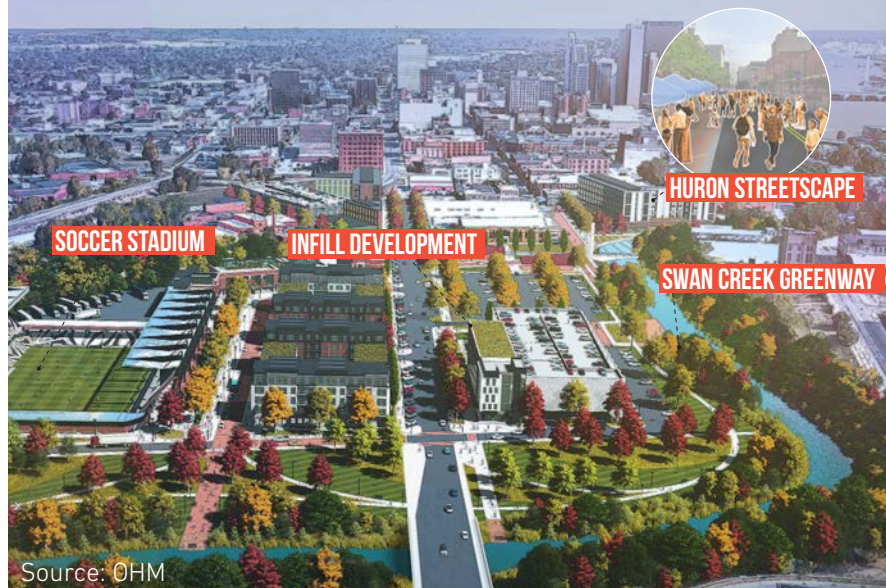
Civic Center Mall Concept Plan (2021) This plan considered potential reinvestment by Toledo Metroparks in park and plaza spaces surrounding the various government buildings in the Civic Center. This included the plan to realign Jackson Street and create a green linkage to the riverfront. This Master Plan Update brings forward the realignment of Jackson Street and the creation of a new linear green to the riverfront (See Paramount Focus Area page 74).

The Toledo Social Innovation District Framework Plan (2022) This framework plan looked at the Uptown part of downtown to leverage investment in the Toledo Innovation Center and Uptown Green to create a Social Innovation District. The plan helped to set the stage for public realm and streetscape improvements that recently won a RAISE Grant. The Uptown Focus Area in this Plan Update expands on these original ideas to create an actionable plan for this part of downtown (see page 82).

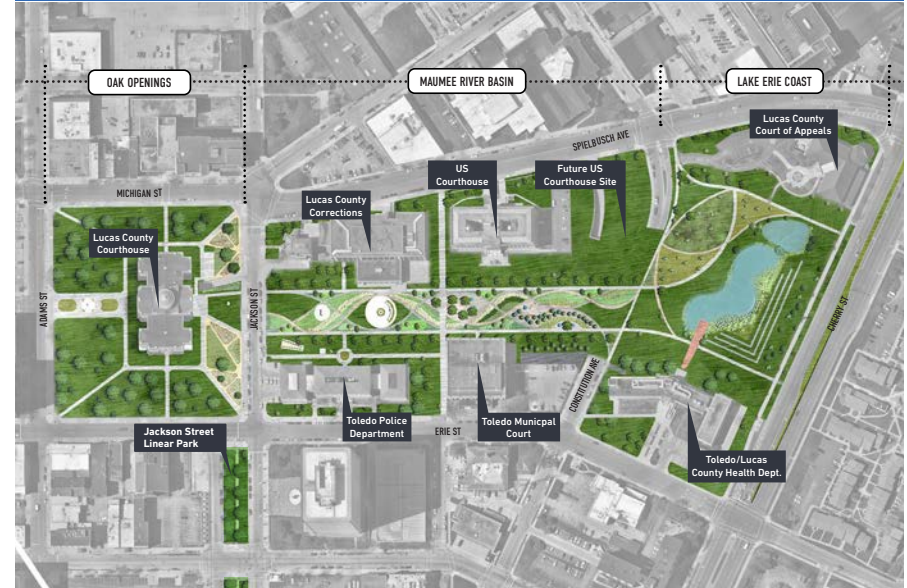
The Toledo Warehouse District Master Plan (2022) The Warehouse District Master Plan considered improvements to the Huron and Erie Street corridors, a potential USL Soccer Stadium, mixed-use infill development, the Swan Creek Greenway, an improved Farmer's Market, and better connections to Middlegrounds Metropark.

Many recommendations from that plan have influenced the Master Plan Update. Design work for improvements to Huron Street have been funded (see pages 60 and 61). This Master Plan Update has also advanced certain concepts as it relates to the Farmer's Market, infill development, and the Swan Creek Greenway (see Swan Creek Focus Area page 78).

WAREHOUSE DISTRICT MASTER PLAN



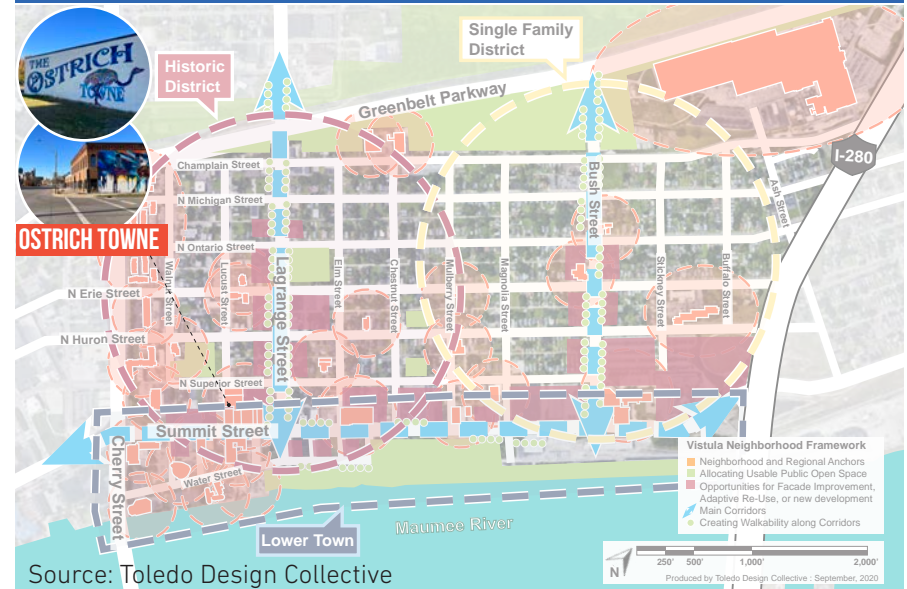
CIVIC CENTER MALL



SOCIAL INNOVATION DISTRICT FRAMEWORK PLAN



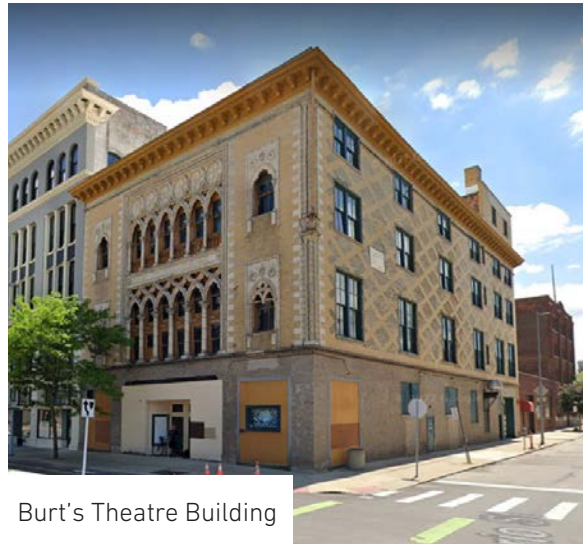
VISTULA NEIGHBORHOOD MASTER PLAN



INTRODUCTION

Historic Districts & Tax Credits

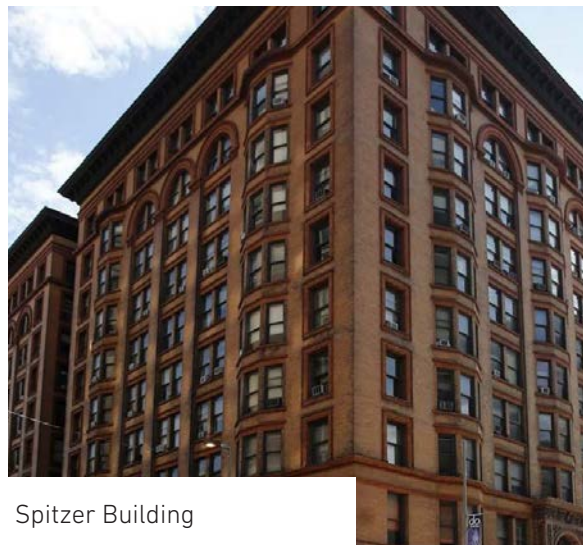
The recent addition of the Uptown Historic District will expand the availability of grant dollars and State Historic Tax Credits that can be used to renovate and rehabilitate historic structures throughout downtown. Four and half million dollars in Historic Tax Credits have recently been awarded to four major downtown projects. With the success of these projects, another nearly \$30 million have been applied for that would help eight other downtown revitalization projects get off the ground.



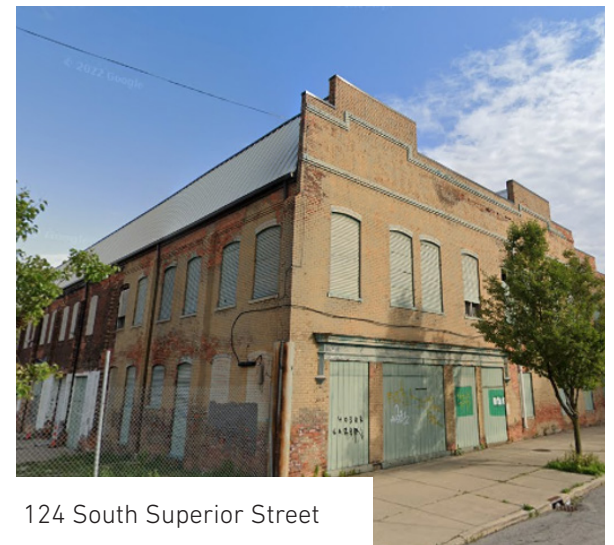
Burt's Theatre Building



Nicholas Building



Spitzer Building



124 South Superior Street

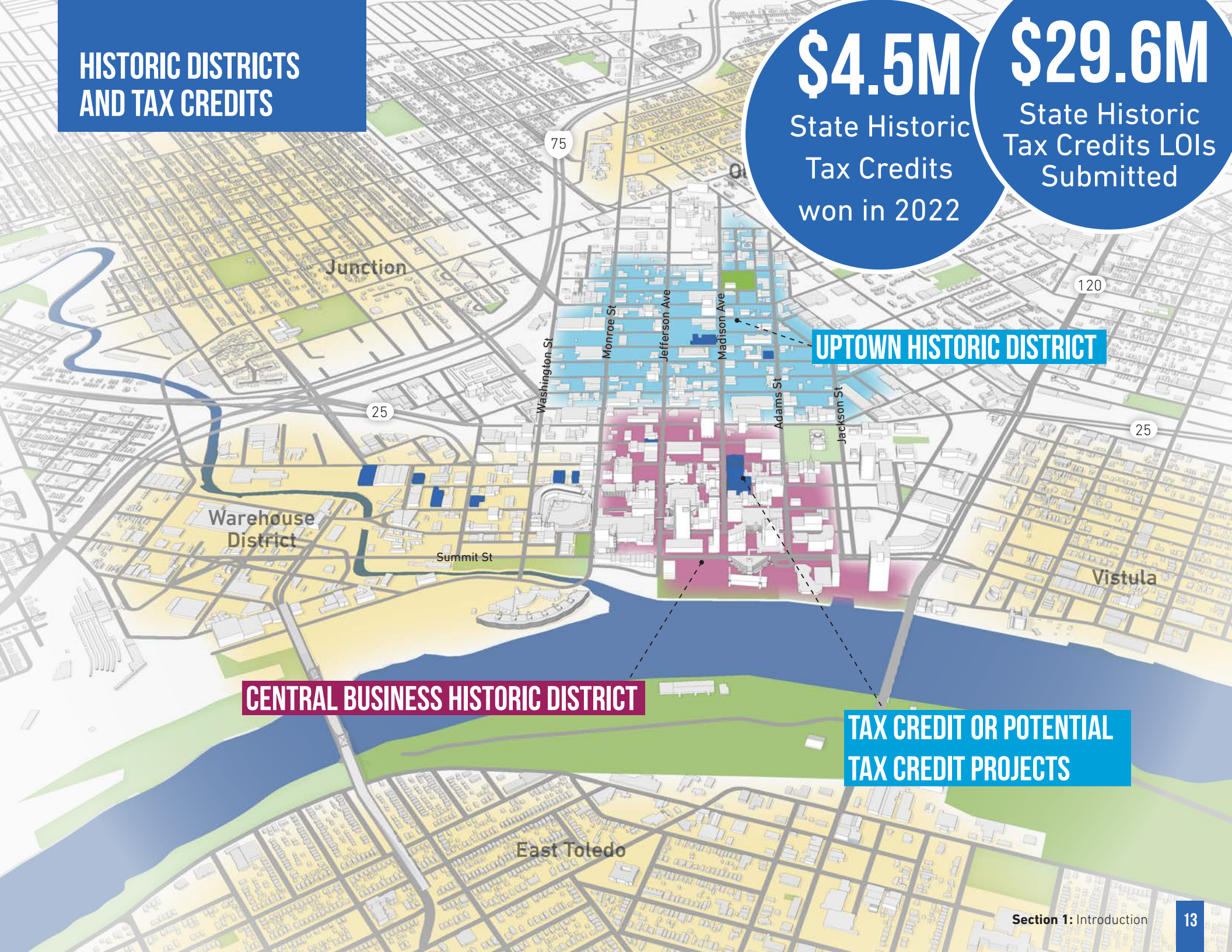
HISTORIC DISTRICTS AND TAX CREDITS

\$4.5M

State Historic
Tax Credits
won in 2022

\$29.6M

State Historic
Tax Credits LOIs
Submitted



Junction

25

Warehouse
District

Summit St

75

Washington St

Monroe St

Jefferson Ave

Madison Ave

Adams St

Jackson St

120

25

Vistula

CENTRAL BUSINESS HISTORIC DISTRICT

UPTOWN HISTORIC DISTRICT

**TAX CREDIT OR POTENTIAL
TAX CREDIT PROJECTS**

East Toledo

INTRODUCTION

Current Projects & Initiatives

There are a few other downtown programs and initiatives that have had and will continue to have a positive impact on Downtown Toledo. The success of the City of Toledo's Façade Grant and White Box Grant program has funded 12 projects that have reinvested more than \$640,000 in existing buildings and businesses. Finally the award of a Federal RAISE Grant will help to revitalize Uptown with a \$53 Million reinvestment in streets, streetscapes and infrastructure. This investment will support existing innovation, entrepreneurship and workforce development initiatives in Uptown and create the framework for the redevelopment of vacant buildings and blocks into a new center of residential, commercial and entrepreneurial activity.



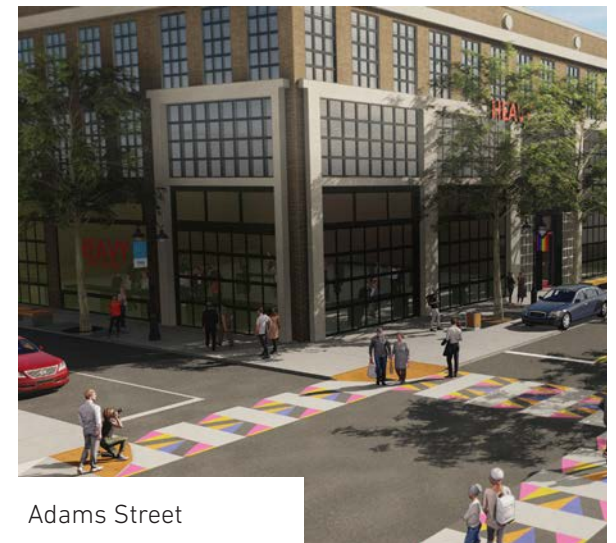
17th Street



Madison Avenue



Dorr Street



Adams Street

**DOWNTOWN ACTIVE
AND FUNDED PROJECTS**

\$340K

Downtown White
Box Grants
Awarded

\$300K

Downtown Facade
Grants Awarded

UPTOWN RAISE GRANT STREETS

ACTIVE PROJECTS

FUNDED STREETScape PROJECT

\$53M

RAISE Grant
Investment

INTRODUCTION

Affordable Housing

While nearly 1,000 new market rate housing units have been added in Downtown Toledo in the past 7 years, this is not the only residential investment that has taken place. There are also investments in affordable housing in and around downtown. In addition to the 2,452 units of affordable housing in and adjacent to downtown there are a few recent developments that will add to the supply of affordable and assisted housing. The Park Apartments in the former Park Hotel is a LMH Transitional Housing development that will create 45 units of housing specifically aimed at 18-24 year olds. Additional investment is also occurring at the Cherry Street Mission that will improve both the shelter and provide transitional housing. To compliment these projects, new residential in downtown should endeavor to be mixed-income to ensure that existing residents have access to housing as improvements are made to downtown. See strategic housing recommendations on page 54.



Park Apartments

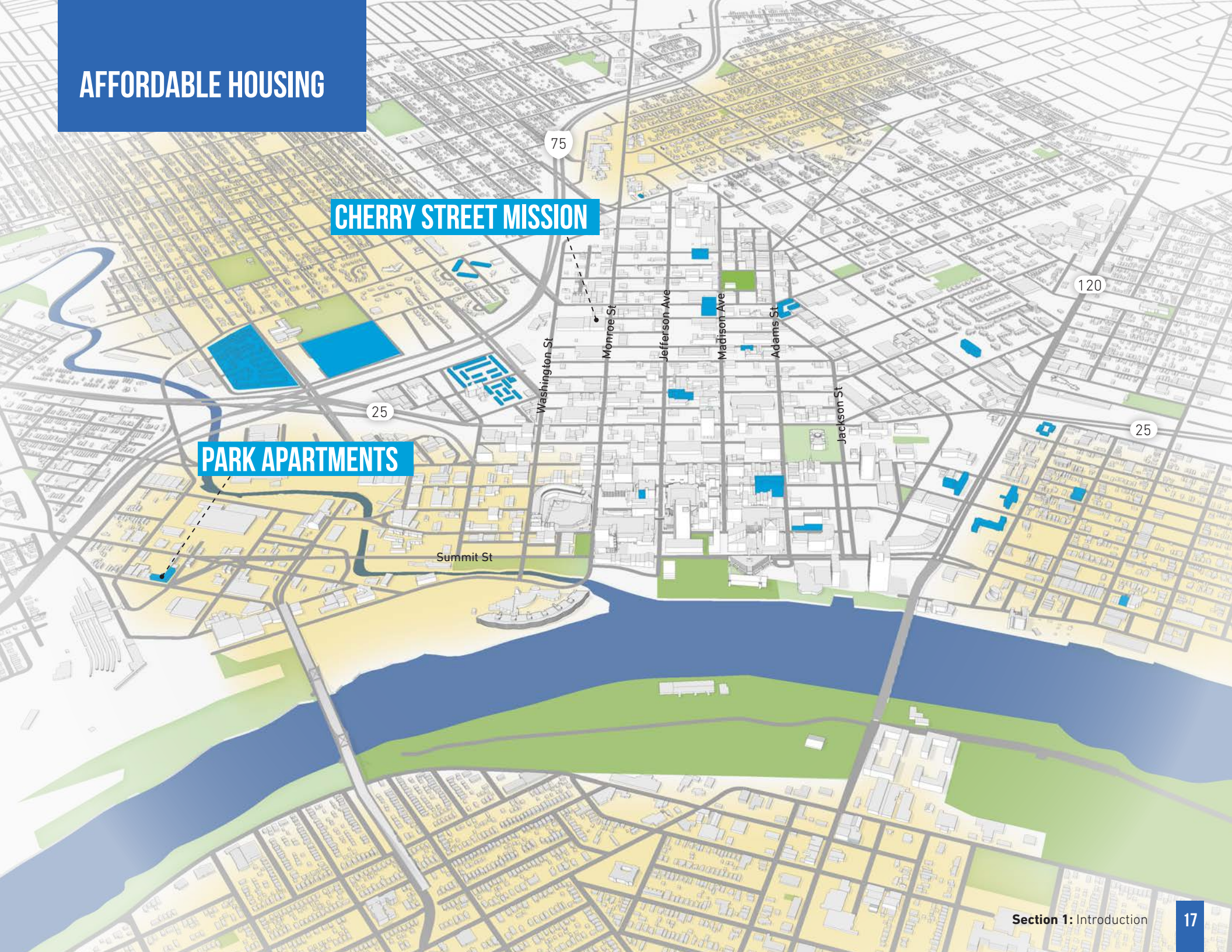


Cherry Street Mission

AFFORDABLE HOUSING

CHERRY STREET MISSION

PARK APARTMENTS



COMMUNITY FEEDBACK

For the Downtown Master Plan Update, the planning team relied on several creative and meaningful methods to engage the greater Toledo community and understand their current needs and ideas related to downtown. These methods included:

- > Project webpage on ConneCToledo website
- > Steering Committee to guide the process comprised of 12 people
- > Nine (9) stakeholder focus groups
- > Online survey that reached nearly seven-hundred (700) people
- > Interactive online activities, including an interactive map and ideas wall that collectively reached over two-hundred (200) unique participants
- > Window decal placed at Hensville in Downtown Toledo to drive people to participate in the online activities

These methods allowed the Planning Team to engage 900+ people in this process over the course of the 10-month process. The following pages summarize the findings from these engagement methods, which informed the development of the recommendations presented in this document.

Engagement Summary

914 TOTAL PEOPLE ENGAGED

INTERACTIVE ONLINE ACTIVITIES (IDEAS WALL AND INTERACTIVE MAP):

218 unique participants

144 ideas on the wall

763 map pins

SURVEY MONKEY (ONLINE SURVEY):

696 survey respondents

1,000+ ideas and comments

FOCUS GROUPS (STAKEHOLDER INTERVIEWS):

9 focus groups

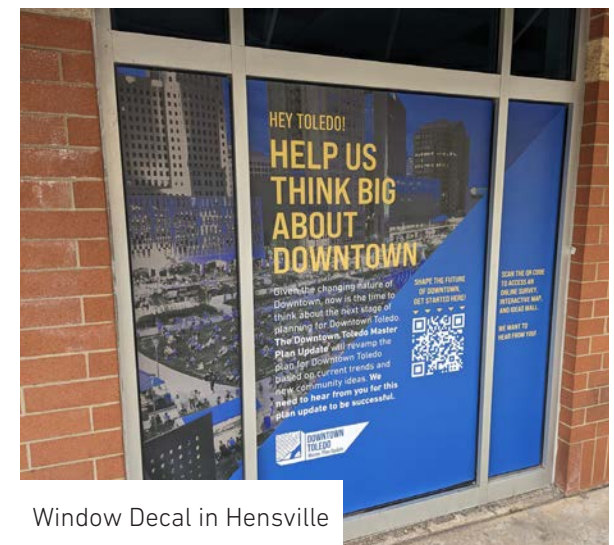
44 total stakeholders

STEERING COMMITTEE

12 steering committee members



Stakeholder Focus Group



Window Decal in Hensville

Stakeholder Focus Groups Summary

On February 23, 2023, the Planning Team conducted stakeholder interviews at the Glass City Center. Stakeholders were grouped into topic-based discussions according to their affiliation and interests. The topics were:

- > Retail & small businesses
- > Developers & real estate brokers
- > City of Toledo
- > Lucas County
- > Destinations, attractions, & hotels
- > TARTA, mobility, bikes, & trails
- > Large employers
- > Social services & housing
- > Residents

The following is a summary of the major themes summarized from the stakeholder discussions.

Downtown Programming and Promotion

- > Market the recent improvements and development to combat the perception of downtown as unclean and unsafe
- > Capture the market of people driving through downtown to Ann Arbor and Detroit
- > There is a need for more hotel rooms to support the Glass City Center
- > Diversify events and programming

Downtown Commercial and Retail

- > Invest in amenities needed to draw in more residents, such as a grocery store and pharmacy
- > Encourage businesses to extend their hours
- > Downtown needs consistent incentive programs to make redevelopment feasible
- > Consider relocating the Farmer's Market and expanding its amenities and hours

Downtown Livability

- > Make streets more pedestrian-friendly by creating attractive streetscapes, closing streets for events, and introducing "bump-outs"
- > There are pockets of investment activity in the Warehouse District, Vistula, and Adams Street, but they are disconnected
- > Improve and add ways to get around downtown through public transportation
- > Add housing at a variety of price points and typologies to appeal to a wide demographic
- > Surface parking lots interrupt the urban form
- > The riverfront and Metroparks are assets that should be leveraged for future development

COMMUNITY FEEDBACK

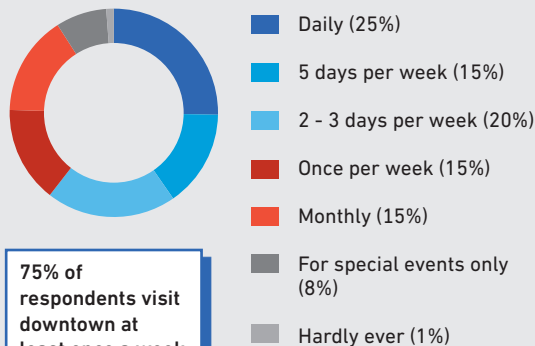
The following pages summarize the input received through the online survey, ideas wall, and interactive map. The online survey included single choice, multiple choice, and open-ended questions. The ideas wall allowed participants to write in open-ended comments across a number of prompts and the interactive map was a tool to gather place-based data and associated comments. Questions with an asterisk (*) next to them were multiple choice questions, so participants could select multiple options. Questions with a plus sign (+) next to them were open-ended questions and to summarize the findings, the planning team themed all individual responses and the resulting graphs illustrate the percentage of respondents whose responses aligned with that theme.



Toledo Museum of Art

Q: How often do you visit Downtown Toledo?

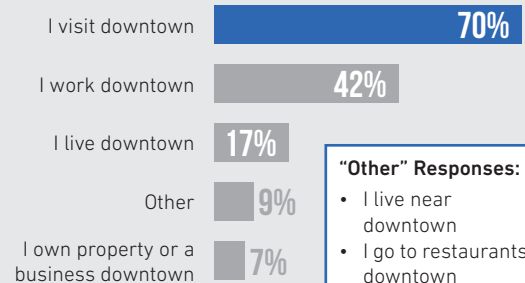
n = 684



75% of respondents visit downtown at least once a week

Q: How would you best describe your connection to Downtown Toledo?*

n = 684

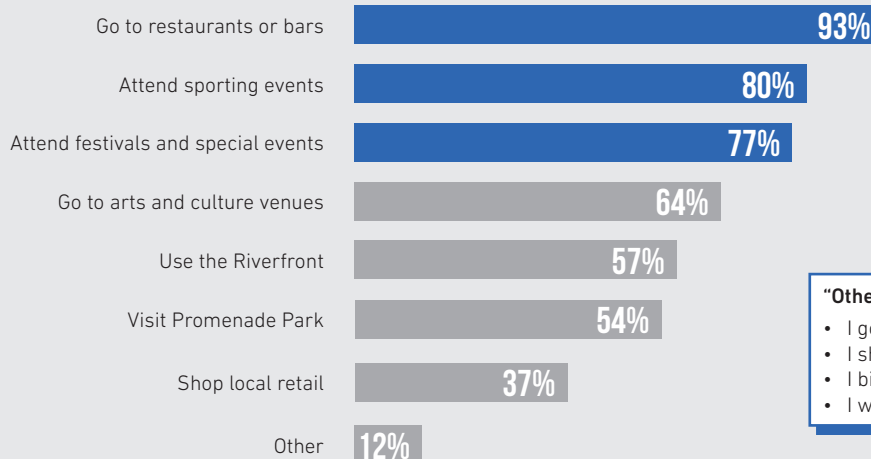


"Other" Responses:

- I live near downtown
- I go to restaurants downtown
- I used to live downtown

Q: What do you like to do in Downtown Toledo?*

n = 684

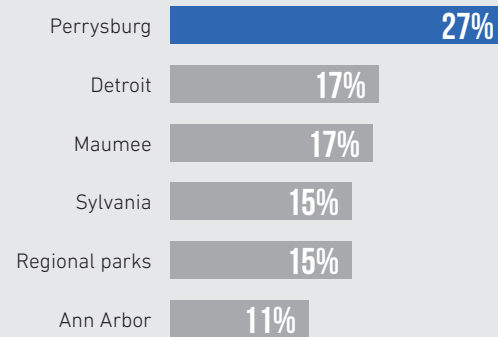


"Other" Responses:

- I go to parks downtown
- I shop at the Farmer's Market
- I bike on the trails downtown
- I walk around downtown

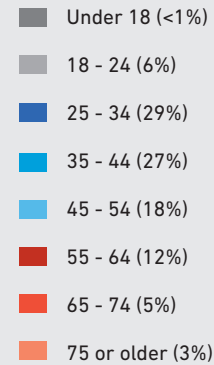
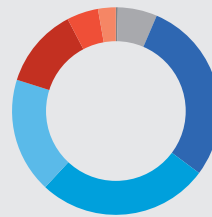
Q: When you're not spending time in Downtown Toledo, where else do you go?*

n = 239

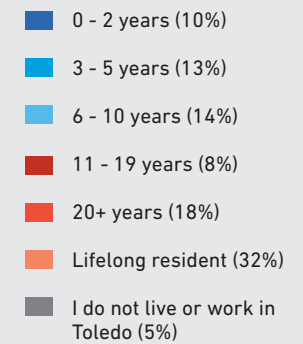
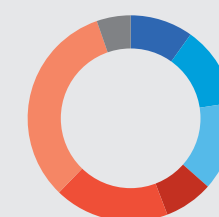


Q: What is your age?

n = 651



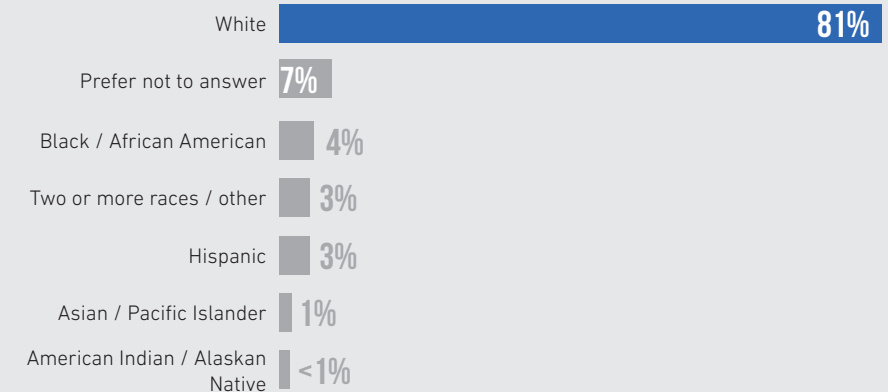
Q: How long have you lived or worked in Toledo? n = 638



Hensville Park

Q: Which race / ethnicity best describes you?*

n = 640



COMMUNITY FEEDBACK

Q: What are some opportunities for Downtown Toledo that this plan should address? n = 741



“Connect neighborhoods to downtown for convenient access.”

“Attract more businesses downtown to fill vacant space.”

“Clean up abandoned buildings and restore rather than demolish. Add more artwork downtown.”

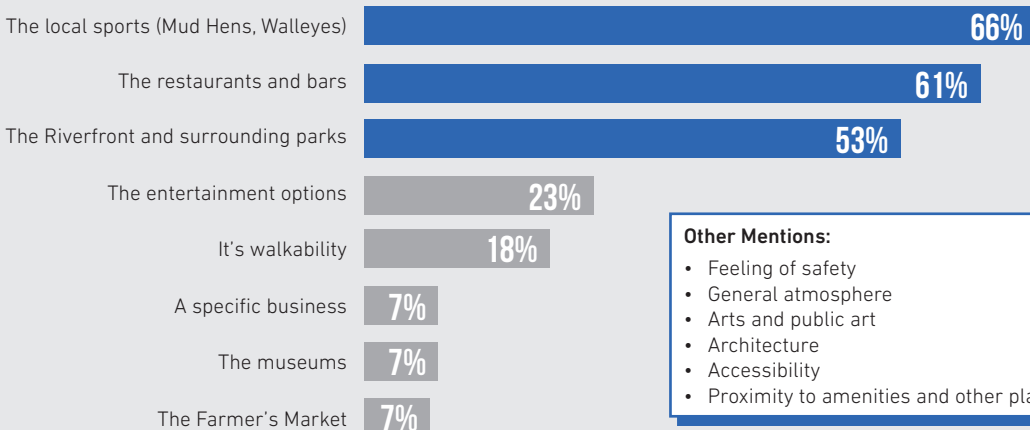
“ Toledo is on the up and up,, just keep doing what we are doing!”

“Bringing more people into downtown for great events.”

“ I love being by the river, and wish it had more fun things close by it.”

“ Make downtown
a more pleasant
place to live.”

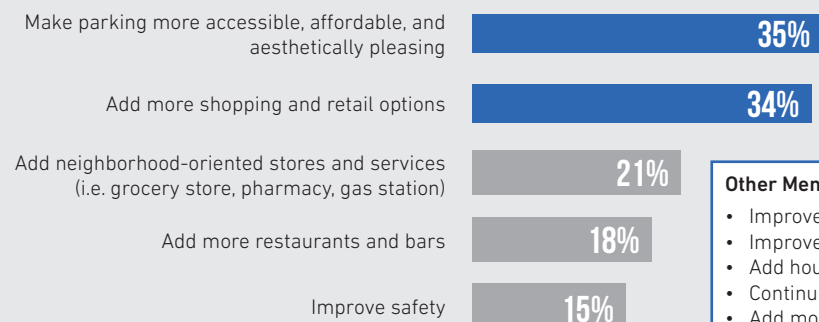
Q: What are your three (3) favorite things about Downtown Toledo?* n = 660



Other Mentions:

- Feeling of safety
- General atmosphere
- Arts and public art
- Architecture
- Accessibility
- Proximity to amenities and other places

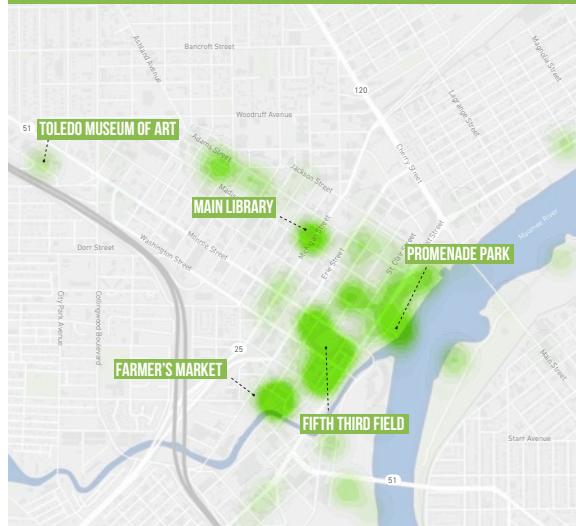
Q: What are the three (3) most important things you would change or improve about Downtown Toledo?* n = 660



Other Mentions:

- Improve walkability + bikeability
- Improve and expand public transportation
- Add housing to encourage downtown living
- Continue Riverfront park development
- Add more/wider variety of events
- Improve street infrastructure and safety
- Better maintenance, cleanliness, beautification

Places People Enjoy



“ Love the variety and ease of shopping at the Farmers Market”

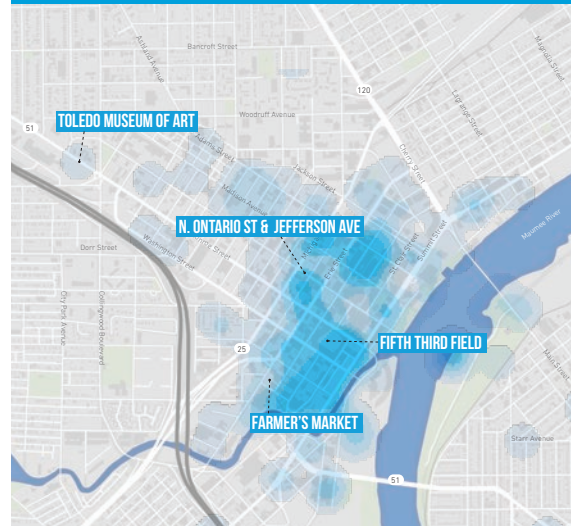


“ Promenade Park is just a masterpiece to the downtown area”



“ Love our Mud Hens. An affordable evening of entertainment followed walk walkable nightlife and dinner!”

Places that Need Improvement



“ Washington Street especially next to the stadium, is not friendly to pedestrians”



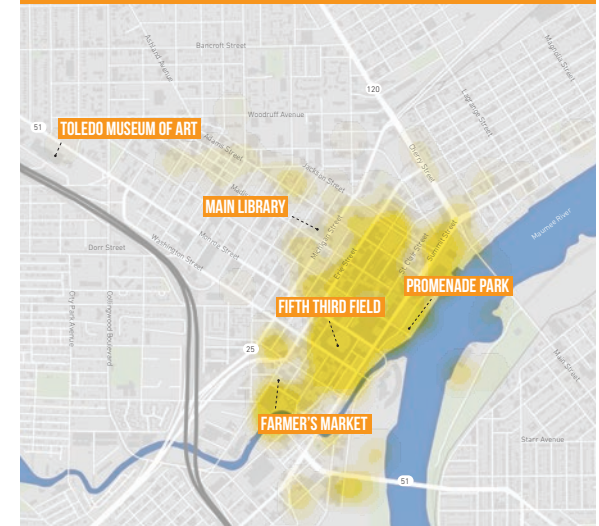
“ Slow down traffic on Summit Street in Vistula”

“ Update and upgrade the boardwalk along Swan Creek”

“ Toledo has way too many parking lots, and not enough reasons to even bother making a trip worth parking for”



Ideas or Suggestions



“ There should be more dining options on the downtown side of the river”



“ More decorative fixtures would make a big impact on Adams Street”

“ It'd be great to fill the 'dead zone' between Uptown and Downtown”





SECTION 2

MARKET ANALYSIS AND STRATEGY

MARKET ANALYSIS AND STRATEGY

Introduction

To support the update of the Downtown Toledo Master Plan, the planning team analyzed regional market conditions for new real estate development, reevaluated market projections from the 2017 plan, and devised a strategy for supporting Downtown's economy and vibrancy over the next decade. This is of particular importance given the impacts of the COVID-19 pandemic and continued work-from-home trends for key downtown employers, which has dramatically reduced the customer-base for many of downtown's retailers and limited the long-term viability of some of the stock of office space.

The purpose of this section is to provide a high-level summary of key findings that were presented to client team, Steering Committee, and other key stakeholders.

Market Analysis Update

This market analysis evaluates the type and pace of commercial development that could be expected regionally over the next decade and a realistic capture of this demand in Downtown Toledo. It also evaluated demographic and economic trends, as well as physical attributes and amenities, to assess Downtown's geographic context and marketability—including its strengths, weaknesses, opportunities, and threats (SWOT analysis). Ultimately, this analysis evaluates market projections from the 2017 Master Plan and updates these projections based on current trends and place-based investments.

Market Strategy

This market strategy builds upon market analysis to identify key development objectives for downtown over the next decade, to enhance vibrancy and support long-term economic viability. This is of critical importance, given the impacts of the pandemic on office utilization, visitation, and tourism. This strategy guides and prioritizes real estate investment and aligns the physical planning goals and objectives, including catalyst site redevelopment planning. Focus was placed on the entrepreneurial ecosystem to understand key elements and the role of downtown in supporting startup activity and small businesses over the next decade.

Study Area and Context

The Downtown Study Area was established during the planning process for the 2017 plan and used to compare demographic, economic, and real estate development trends over the past five to six years. During this time there has been considerable new investment in Greater Downtown—an area that includes the downtown and surrounding neighborhoods—including the delivery of nearly 800 newly constructed or rehabbed housing units. A portion of these units were delivered outside of the Downtown Study Area (most notably the 360-unit Marina Lofts east of the Maumee River); however, they still have a collective impact on the market trajectory of downtown. A future economic strategy for downtown can also build upon many of its significant assets including the recent renovation of the Glass City Center, the soon-to-be-delivered Toledo Innovation Center, streetscape improvements along Summit Street, and Promenade Park.

TOLEDO QUICK FACTS

TOLEDO CITY DOWNTOWN

POPULATION

268,700

MEDIAN
HOUSEHOLD
INCOME

\$41,300

MEDIAN AGE

36.7

OWNER-
OCCUPIED

53%

BACHELOR'S/
GRAD/
PROFESSIONAL
DEGREE

21%

AREA

84 SQ. MILES

POPULATION

3,800

MEDIAN
HOUSEHOLD
INCOME

\$16,300

MEDIAN AGE

32.8

OWNER-
OCCUPIED

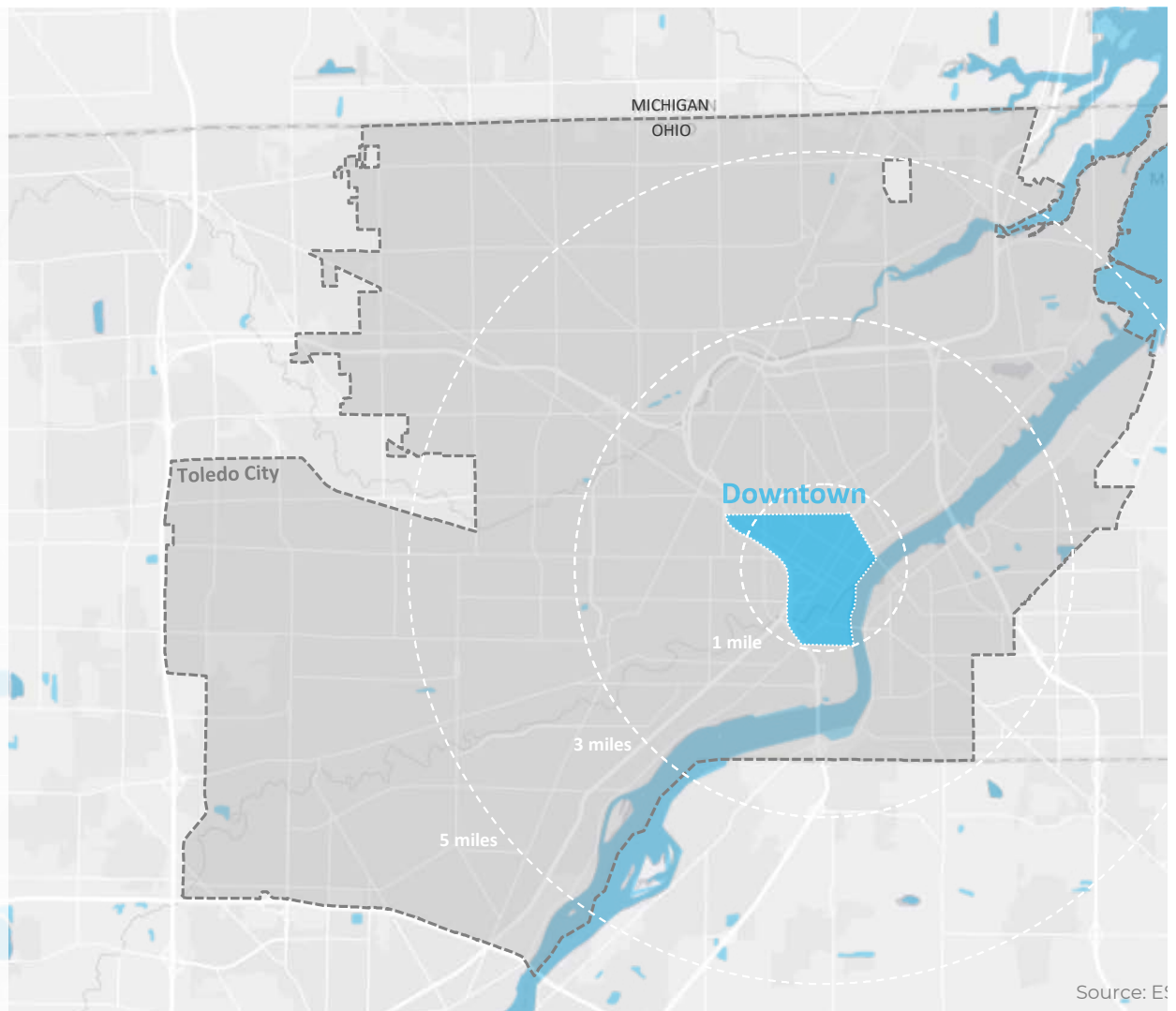
8%

BACHELOR'S/
GRAD/
PROFESSIONAL
DEGREE

23%

AREA

1.6 SQ. MILES



Source: Esri

MARKET ANALYSIS AND STRATEGY

National Trends

Key Findings

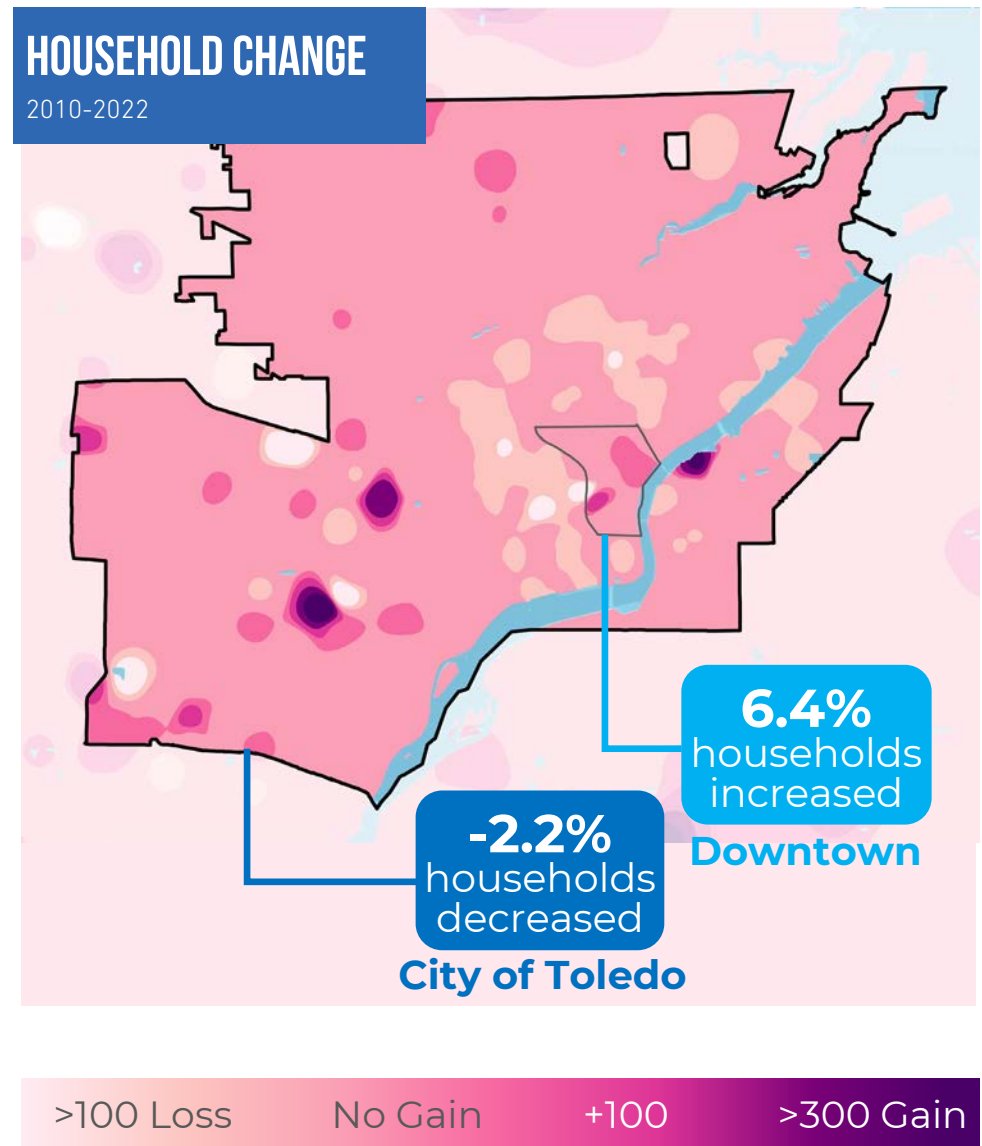
The COVID-19 pandemic caused a significant shift in the risk levels for certain types of new real estate development. Sustained demand for multi-family housing continues to have the lowest risk amongst commercial real estate types. The hospitality market has recovered and leisure travel has returned to pre-pandemic levels (although business travel continues to lag slightly). There are still some uncertainties in the retail market, given shifts in consumer preferences that occurred prior to the pandemic. Opportunities for larger-scale retail development are limited, although there are opportunities for niche retail and smaller-scale experiential retail nodes. Finally, given the obsolescence of select administrative occupations and continued work-from-home practices for many office sectors, there are great uncertainties with the office market. While employer surveys suggest that firms will continue to lease space to support operations, the scale will be reduced. Given the abundance of vacant office space with limited marketability, the development of new office space will have to be specialized to the needs of a particular establishment, with greater emphasis from the public sector needed in repurposing existing stock.



Demographics

Key Findings

- > **Housing has grown while households have gotten smaller**—Downtown has added 900 units since 2015 (including 320 through redevelopment/reuse), increasing downtown population to 3,800 people. The decline of household size is likely explained by the loss of some family housing (which has larger numbers of people per household) and the addition of housing that appeals to singles, couples, and roommates.
- > **The number of downtown households grew** by 6.4 percent since 2010 as compared to citywide decline of -2.2 percent.
- > **The City added young professionals since 2010, reversing a trend from the previous decade.** Between 2000-2010, City of Toledo lost 10 percent of the young professional demographic--those aged 25 to 34 with a college degree.
- > **Downtown households are smaller with fewer children**—13 percent of households downtown have children (under the age of 18), compared to 28 percent citywide.
- > **Downtown has a relatively high concentration of low-income households**—median household income is \$16,300 compared to \$41,300 citywide; 62 percent of households earn less than \$25,000 annually, compared to 30 percent citywide.

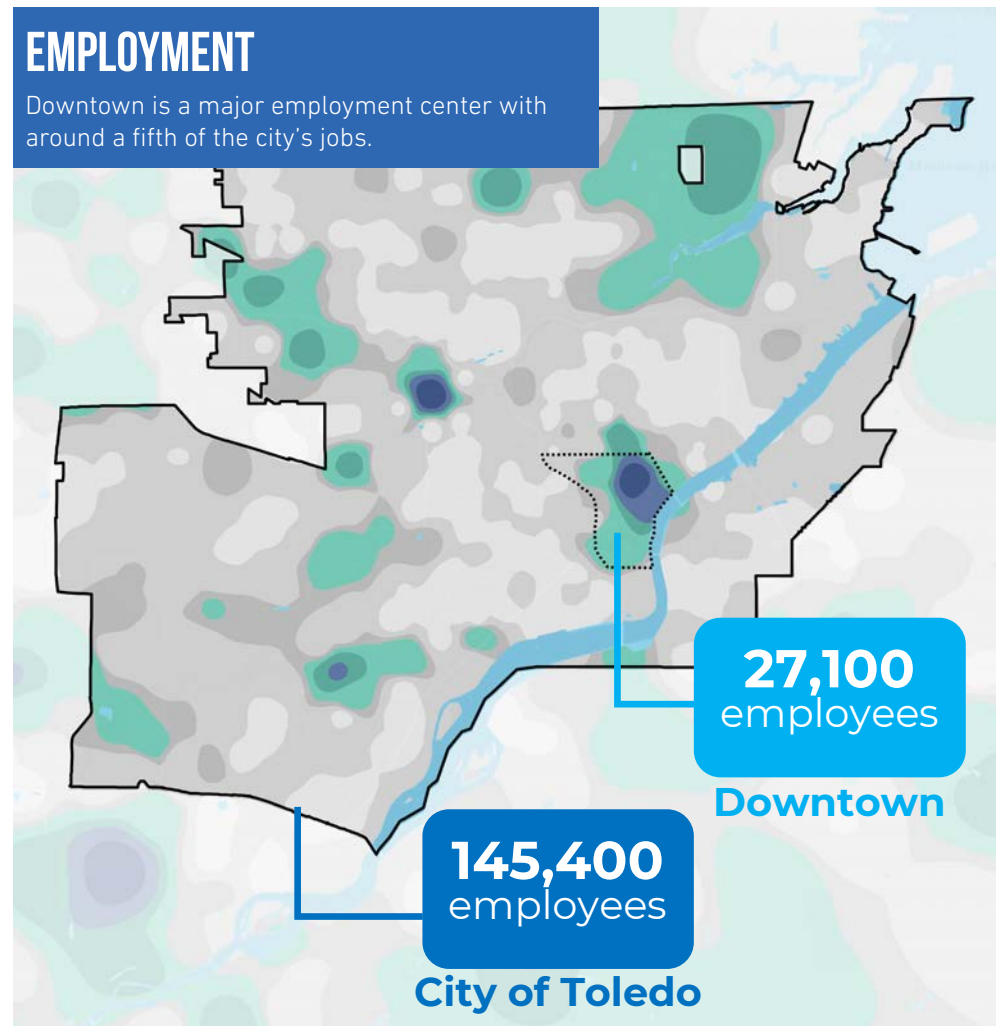


MARKET ANALYSIS AND STRATEGY

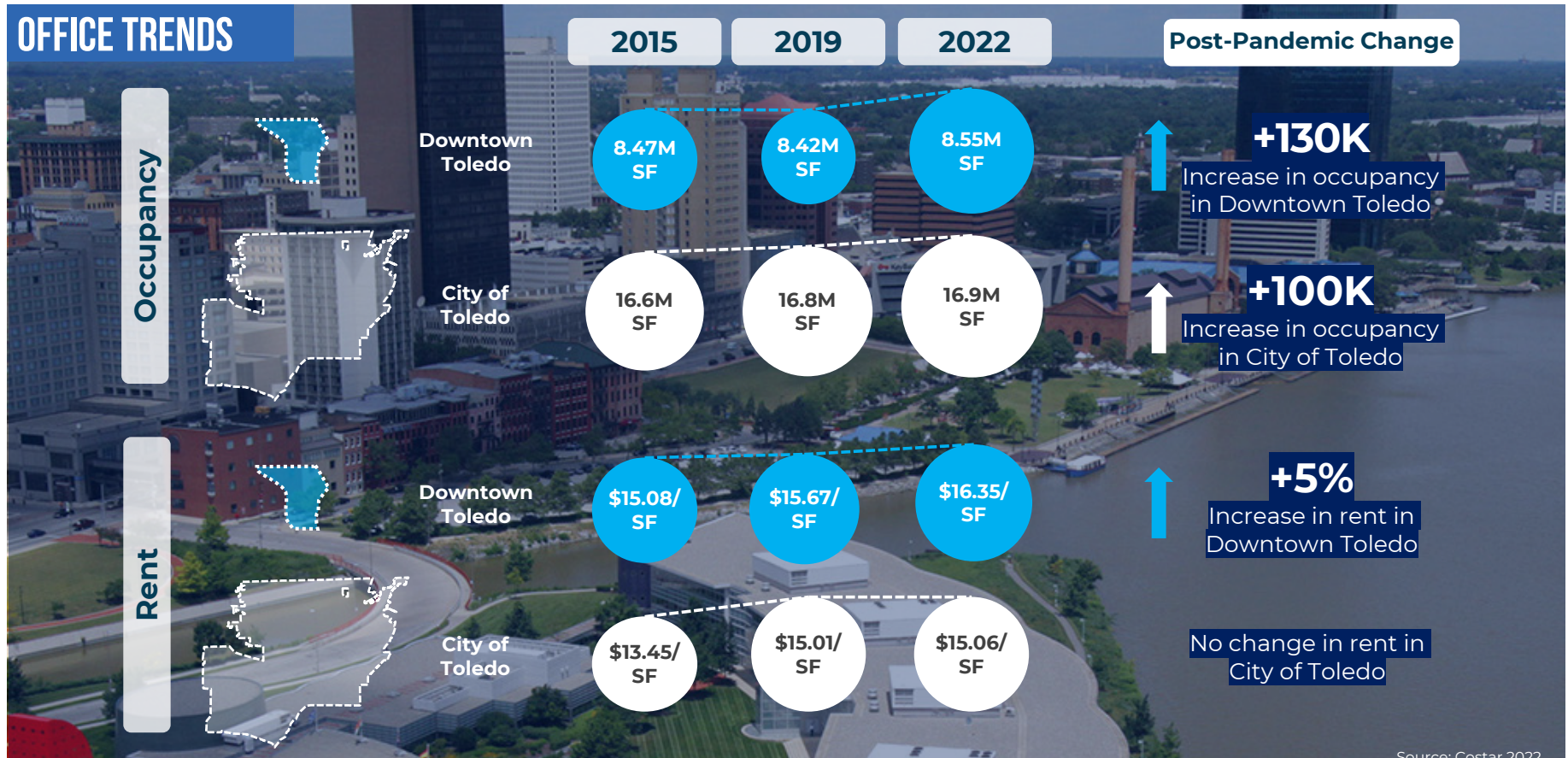
Office Market and Employment

Key Findings

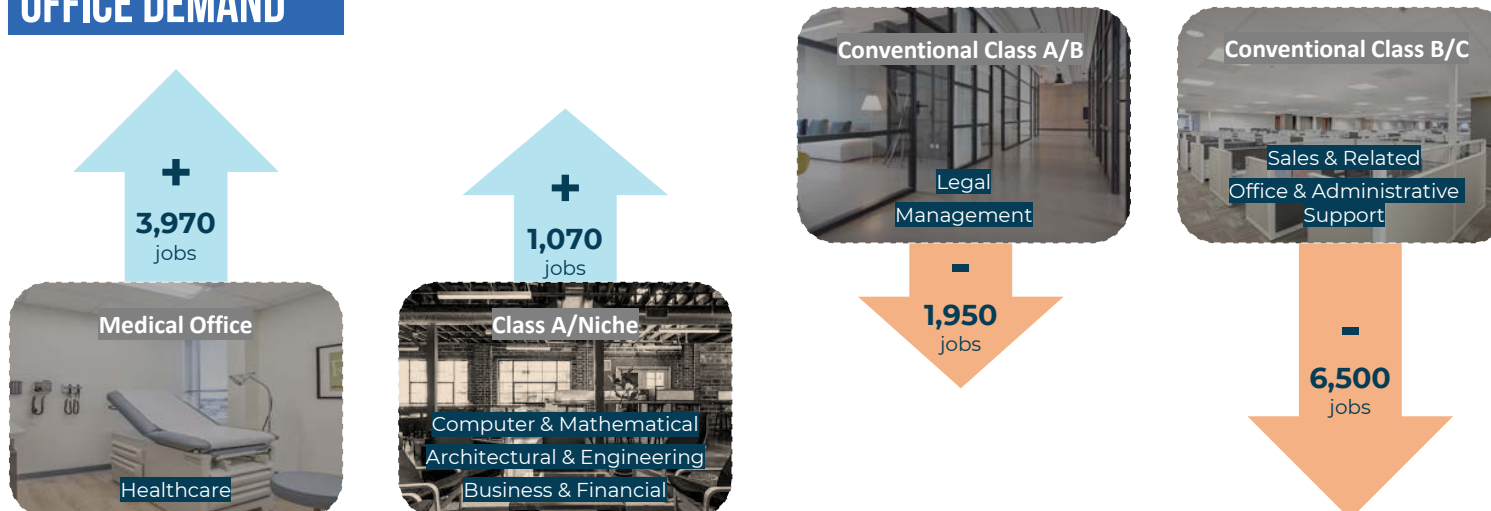
- > **57% of all knowledge sector jobs are in downtown** — includes information, finance and insurance, professional, scientific and technical, and management sector jobs.
- > **Downtown is very accessible to the majority of its workforce** — nearly 40 percent of Downtown workers live within a 10-minute drive
- > **Downtown's office market shows signs of improvement since COVID-19** — total office occupancy has increased by 1.6 percent since 2019. Rents have also increased by 5 percent.
- > **Strong growth in healthcare jobs will support medical office development** — there will be opportunities for smaller-scale niche office space downtown, but a future strategy should consider repositioning of obsolete space.



OFFICE TRENDS



OFFICE DEMAND



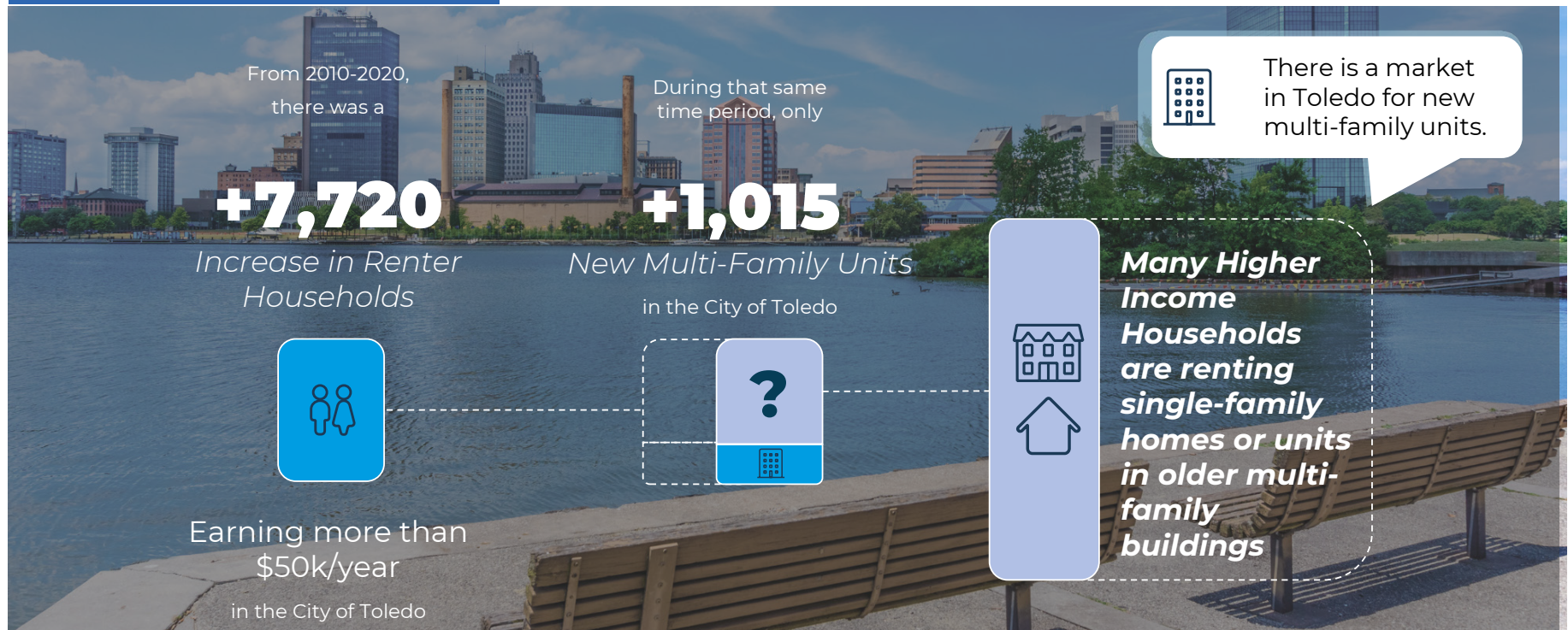
MARKET ANALYSIS AND STRATEGY

Multifamily Housing Market

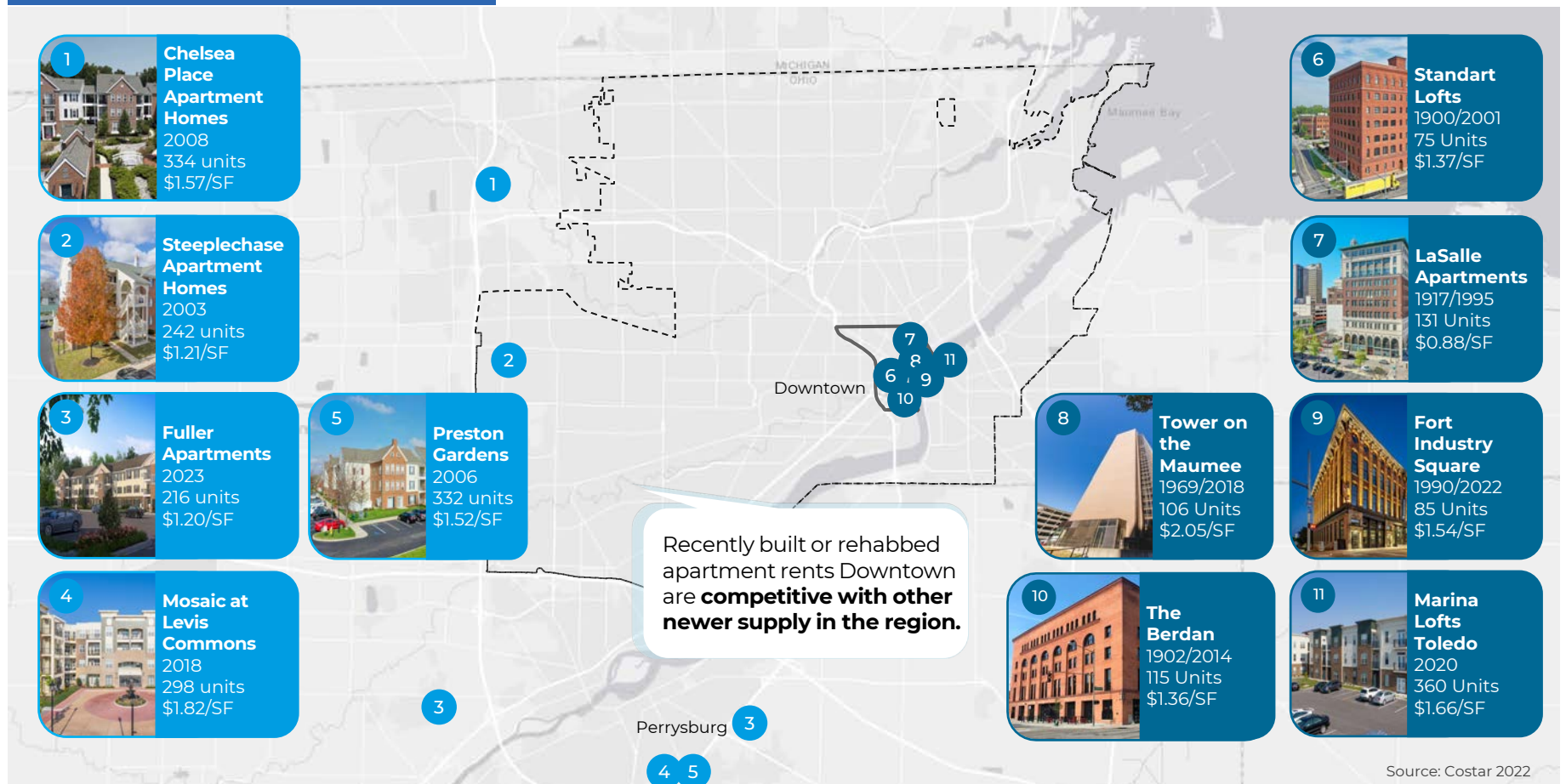
Key Findings

- > **The downtown multi-family housing market is stable**—900 units have been delivered Downtown since 2015, representing ten percent of citywide units delivered during this time period.
- > **Supply has not kept pace with the increase in high-income renter households**—From 2011 to 2022, there was an increase of around 7,720 renter households earning more than \$50,000 annually, but only 780 market rate apartments were delivered.
- > **Downtown could support between 1,000 and 1,300 new/rehabbed units over the next 10 years**—Downtown housing development will need to keep pace with current trends to meet this demand.
- > **Downtown rents are competitive.** There are limited options for quality multi-family units in the region.

HOUSEHOLD CHANGE BY INCOME



MULTI-FAMILY DEVELOPMENT

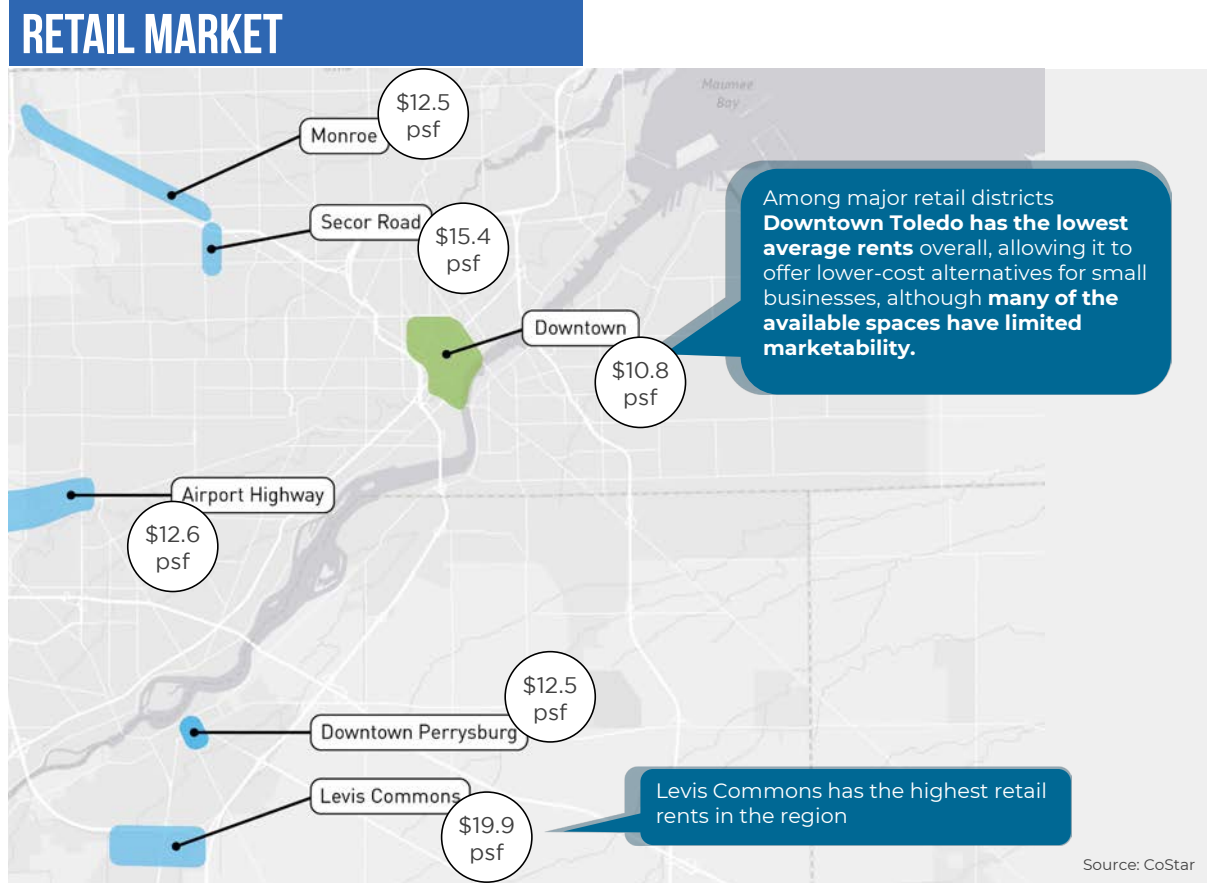


MARKET ANALYSIS AND STRATEGY

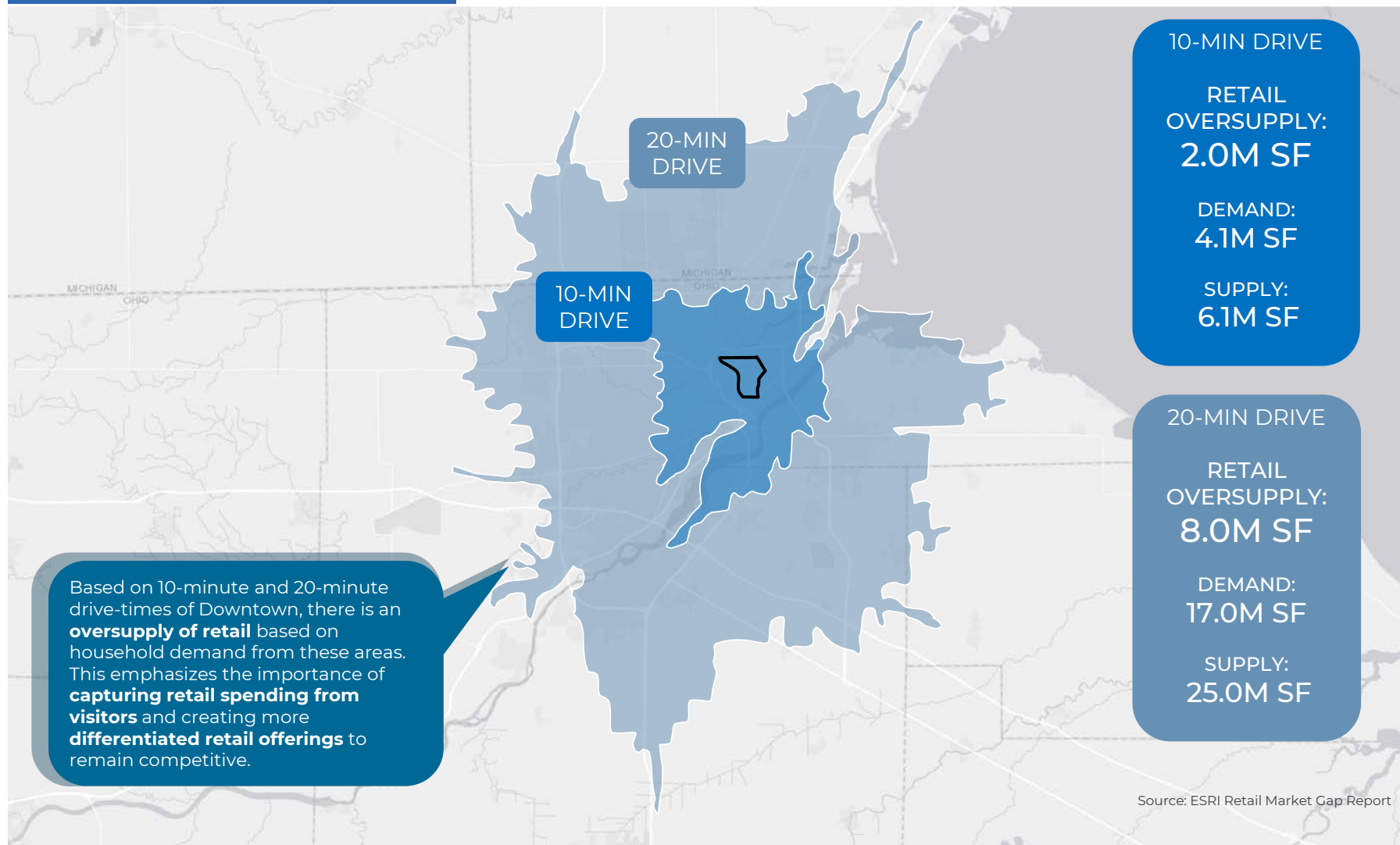
Retail Market

Key Findings

- > **Average downtown retail rents are lower than, other competitive retail districts**—Downtown Perrysburg has average retail rents of around \$12.50 psf, compared to \$11.00 psf in Downtown Toledo.
- > **Relatively low downtown rents limit opportunities for reinvestment in older buildings**—While lower rents offer opportunities for small businesses, they also limit the ability for property owners to reinvest in their properties.
- > **Demand for downtown resident-driven retail is finite**—there is an oversupply of retail within a 10-minute drive of Downtown emphasizing the importance of leveraging the hospitality market to increase spending downtown.



RETAIL DEMAND / COMPETITION



MARKET ANALYSIS AND STRATEGY

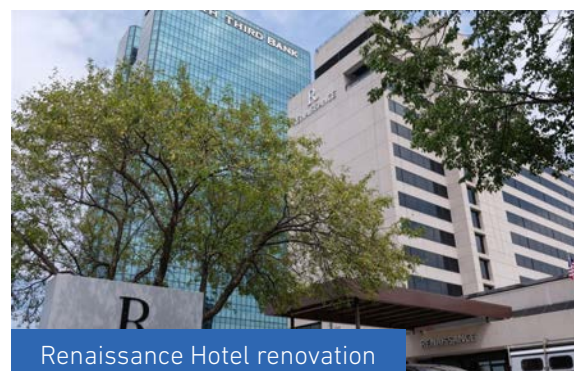
Hospitality Market

Key Findings

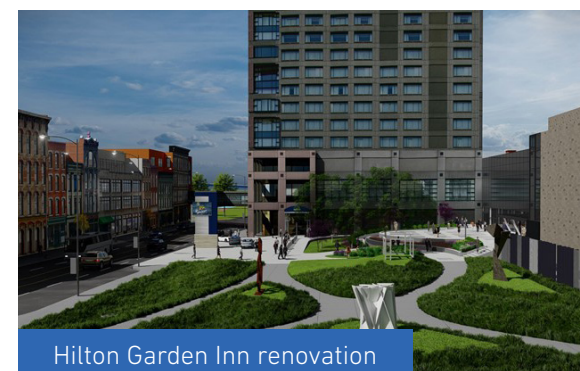
- > **The hotel market has recovered from the COVID-19 pandemic**—average occupancy is above pre-pandemic levels.
- > **Downtown Toledo hasn't added supply, but has significantly upgraded**—A total investment of nearly \$80 million for the redevelopment of Renaissance Hotel Hilton Garden Inn has elevated the quality of accommodations available Downtown.
- > **The renovation of Glass City Center has increased projections for convention attendees in the coming years.** Downtown can add nearly 350 to 400 new hotel rooms to support this demand.



Glass City Center renovation



Renaissance Hotel renovation



Hilton Garden Inn renovation

HOTEL TRENDS



MARKET ANALYSIS AND STRATEGY

Visitation Analysis

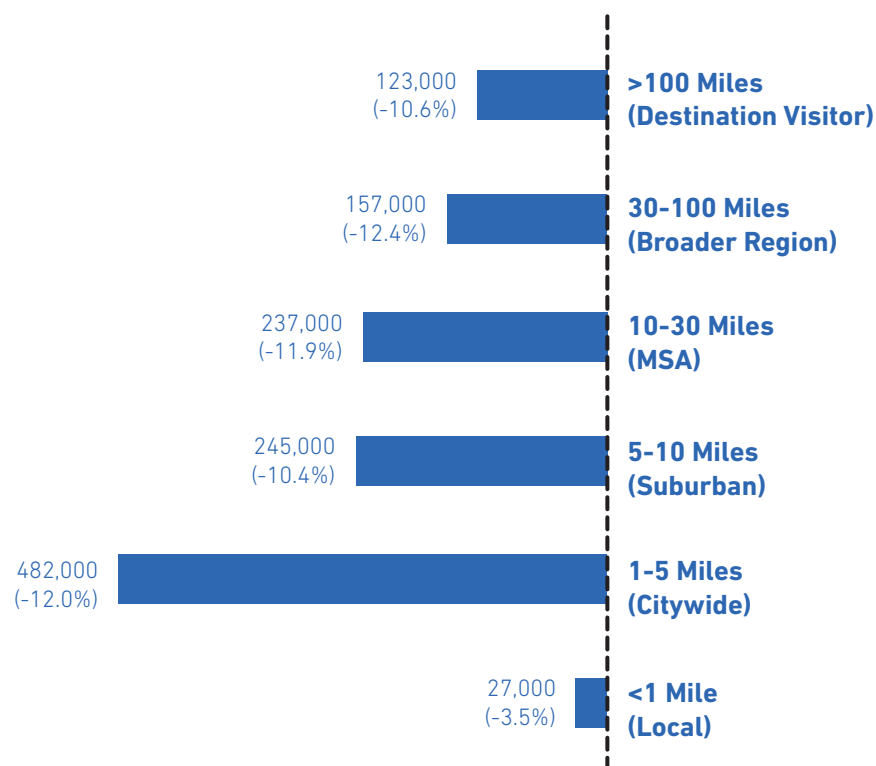
Key Findings

- > **Downtown visitation is still below pre-pandemic levels**—average daily foot traffic for visitors (not including workers or residents) declined from 19,200 in 2019 to 17,300 in 2022 for a decrease of 10 percent.
- > **Downtown's weekday workforce has declined significantly given continued work-from-home practices for professional services jobs**—the average weekday workforce has declined from 11,300 in 2019 to 6,400 in 2022 for a decrease of 43 percent, or a net decrease of nearly 4,900 workers per day.
- > **While the largest percent change in visitation came from those living between 30 and 100 miles of Downtown, the largest net decrease in visitation came from those living between one and five miles of Downtown**—there was a 12.4 percent decrease in visitors living between 30 and 100 miles from Downtown. There were 482,000 fewer visitors who live between one and five miles from Downtown.
- > **Total annual visitation at the Toledo Farmer's Market on Saturdays is above pre-pandemic levels**—In 2019, there were 100,000 visitors, compared to 110,000 in 2022.

- > **Key visitor destinations include Fifth Third Field, Huntington Center, Promenade Park, and Glass City Center**—nearly a third of downtown visitors in 2022 went to Fifth Third Field (29 percent) and nearly a quarter went to Huntington Center (22 percent).

DOWNTOWN VISITATION

Net decrease in annual visitation by home location, 2019-2022



AVERAGE WORKERS PER WEEKDAY

11,300
2019

5,900
2020

6,400
2022

-4,900
-43%
2022 vs 2019

AVERAGE DAILY VISITORS (NON-WORKERS)

19,200
2019

9,700
2020

17,300
2022

-1,900
-10%
2022 vs 2019

Source: placer.ai

MARKET ANALYSIS AND STRATEGY

Market Conclusions

Key Findings

Based on current market conditions and trends, the following development program represents a reasonable delivery of real estate products over the next decade, assuming continued investments in public space, infrastructure, and built environment.

Housing: Based on development trends downtown and throughout the region, a portion of households prefer dense, urban neighborhoods. This means Downtown could support between 1,000 and 1,300 new and rehabbed housing units over the next decade to serve this market. Given the cost of building new housing, identifying existing historic commercial buildings for adaptive reuse will be critical for meeting this housing demand.

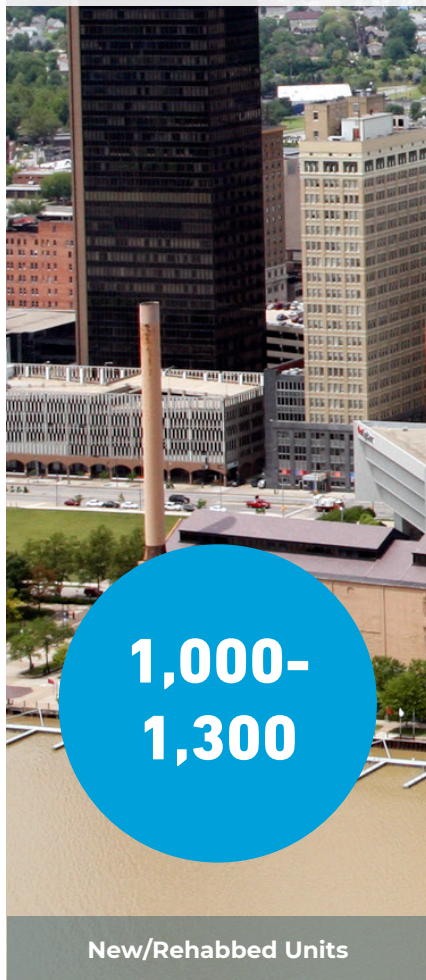
Retail: Assuming downtown population growth, increased regional visitation, and more overnight visitors, downtown could support between 35,000 to 45,000 square feet of rehabbed and repositioned retail space that serves these three tiers of demand. This represents a shift in retail offerings that had primarily served the weekday workforce.

Office: While there is great uncertainty about the regional office market, and occupancy and utilization remains relatively low, there will still be opportunities for diversifying the office supply with space serving knowledge, arts and culture, non-profit, and healthcare sectors. Given projected growth in occupations serving these sectors, Downtown could support between 100,000 and 200,000 square feet of repurposed and repositioned office space.

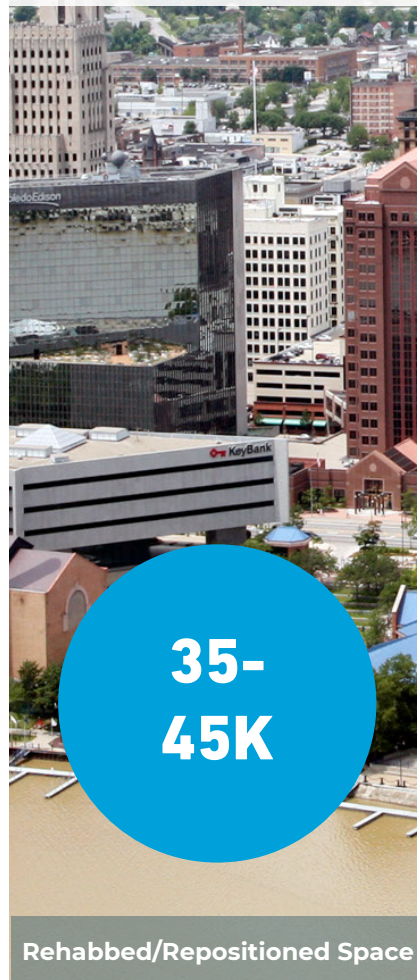
Hospitality: In order to reposition the Glass City Center as a generator of room nights, Downtown's hotel supply will need to be expanded. 350 to 400 new hotel rooms will be needed to optimize the Glass City Center, and support overnight stays generated by regional visitors.

UPDATED 10-YEAR PROJECTIONS 2024-2023

HOUSING



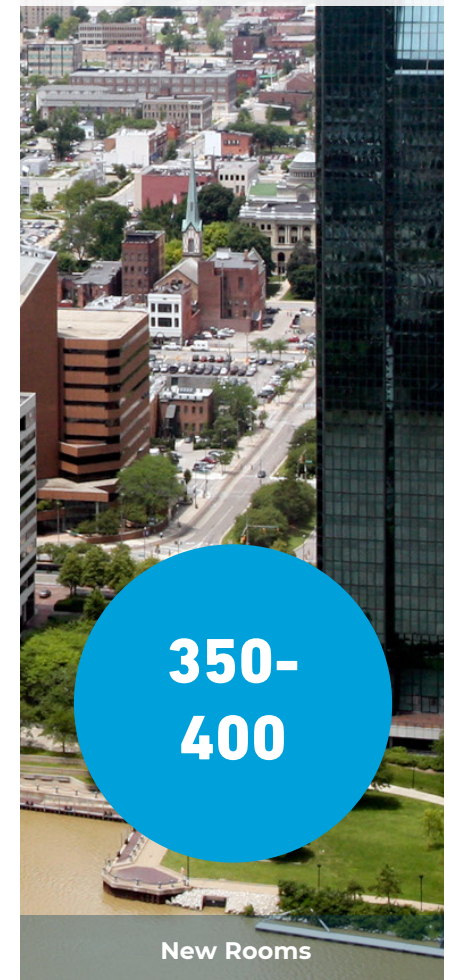
RETAIL



OFFICE



HOTEL



MARKET ANALYSIS AND STRATEGY

Entrepreneurial Ecosystem

Introduction

Entrepreneurship is the lifeblood of any economy, essential to every region's ability to adapt to changing circumstances, grow, and sustain a good standard of living and quality of life for its people. Research has shown that while large companies provide good incomes, overreliance on a handful of large companies and industries, over time, leads to less economic growth (and stagnation) than cities and regions with a lot of diverse, small companies. This has been the central challenge of many Midwestern cities over the past 50 years, including Toledo, which became very dependent on the auto industry, and have lower rates of small business and start-up activity.

Efforts by leaders of large industry in Toledo to invest and build on strengths (such as NOIC's Innovation Hub grant application for glass and solar decarbonization) is essential to its economic future, but so too is changing the trajectory of small business growth. Downtown—with its central location, density of people and jobs, and catalytic investments of place—is the absolute, indispensable cornerstone to a better, more sustainable startup ecosystem for the entire region. Only an economy that builds on its current strengths while creating a more adaptive and resilient workforce will be able to meet the unforeseen (but certain) challenges of the future and provide economic security and prosperity for all its citizens.

Toledo's origins are rooted in innovation. As a rapidly growing city in the 1920s, it harnessed emerging technologies, raised investment capital, attracted talent, and built a legacy of companies, institutions, and stable middle class jobs. Summoning this combination of big industry and capital, as well as startup energy and dynamism, is going to be critical to the economies of all cities in the future; for Toledo this means looking to both its past and future, and centering Downtown as a place to encourage the free exchange of new ideas, new capital attraction, and talent attraction and retention.

Challenges

Low startup rate:

- > 6.4 startups per 100 establishments in 2020, compared to 9.3 nationally (this reflects all business creation, not just tech)

Low venture capital investment in the region:

- > Less than \$1.5 million in 2021, compared to \$3 billion in Detroit and \$2 billion in Columbus

Low concentration of knowledge-sector occupations

- > Below average employment in computer, math, legal, science, finance, art, design, and media occupations

Opportunities

Knowledge section job growth

- > 4,000 healthcare and medical office jobs added since 2010
- > 1,100 computer, math, architecture, engineering, and financial jobs added since 2010

Industry strengths in healthcare and production:

- > Above average employment in both industries

Regional leadership focused on manufacturing innovation:

- > NOIC applying for federal and state Innovation Hub designation/grant focusing on the decarbonization of the glass and solar industries

Downtown as innovation district anchored by the Toledo Innovation Center:

- > 100,000 square feet of new innovation space Uptown

ENTREPRENEURIAL ECOSYSTEM COMPONENTS TO THE ECOSYSTEM

INPUTS

What are the drivers?



Innovation

Talent

Anchors

Funding

Champions

SUPPORT & FACILITATION

What is the support structure?



Programs

Organizations

Agencies

Networking

LOCATION

Where does this happen?



Districts

Public Space

Connections

Real Estate

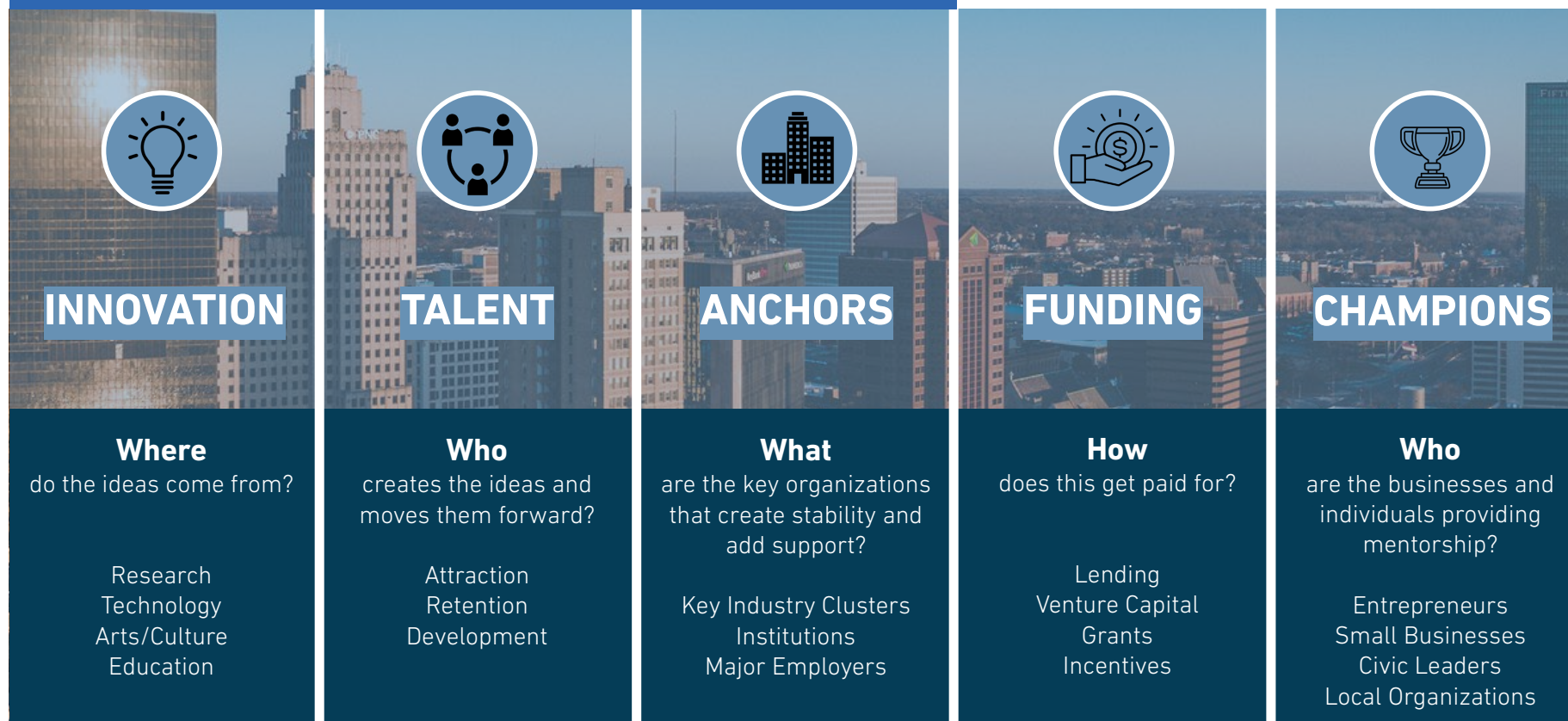
Components to the ecosystem: An entrepreneurship ecosystem, rich and diverse, can be thought of as three interrelated elements: Drivers, Support, and Location.

- > Drivers: the foundation of any entrepreneurship ecosystem. This includes the people (talent), harnessing of ideas (innovation), larger centers of activity (anchors), capital (funding), and leaders (champions).
- > Support: the building blocks that help commercialize and monetize great startup ideas and human capital by providing support through programs, networking, and alignment of complementary industry.
- > Location: physical spaces and places that foster a density of social interaction, not just through “siloed” industry, but complementary fields and skill sets.

MARKET ANALYSIS AND STRATEGY

Entrepreneurial Ecosystem

ENTREPRENEURIAL ECOSYSTEM INPUTS - WHAT ARE THE DRIVERS?



The drivers of a successful entrepreneurship ecosystems are people. These talented people drive innovation by identifying solutions to old and new problems, raising capital, starting companies, and selling the importance of new and emerging ideas to more talented people, funding, and partners. While the rate of small business formation is but one, blunt, measure of the amount of drivers in an economy, it is an important metric and the gold standard by which any city should measure its ecosystem. Entrepreneurs are highly energetic people who need to be in an environment of like-minded people who also get excited by new ideas, different ways of solving problems, and seeking out partnerships with people with different skill sets. Without an environment where new ideas are celebrated, creative people and entrepreneurs will simply migrate to a place that is richer in this resource.

ENTREPRENEURIAL ECOSYSTEM SUPPORTS AND FACILITATION - WHAT IS THE SUPPORT STRUCTURE?



While entrepreneurs are the vital drivers of the entrepreneurship ecosystem, the key to growing jobs is the support network that provides them with a network of partners, funders, programs, and talent that help refine ideas and convert them into truly commercializeable ideas and businesses. This is where institutions can play the biggest role, in providing forums for the exchange of ideas, programs to fund good ideas, and mentoring to complement brilliant ideas with well-rounded business models. Government at local, state, and federal levels all have important roles to play in this, but institutions, organizations, and companies really need to take the lead in being the catalyst.

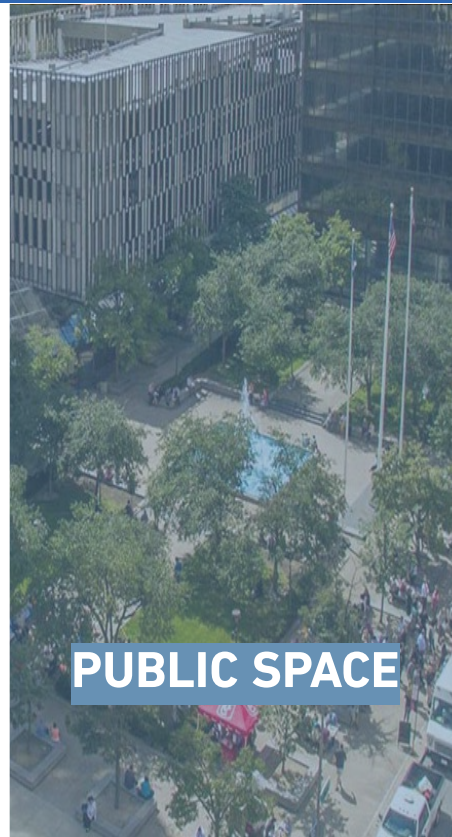
MARKET ANALYSIS AND STRATEGY

Entrepreneurial Ecosystem

ENTREPRENEURIAL ECOSYSTEM LOCATION - WHERE DOES THIS HAPPEN?



DISTRICTS



PUBLIC SPACE



CONNECTIONS

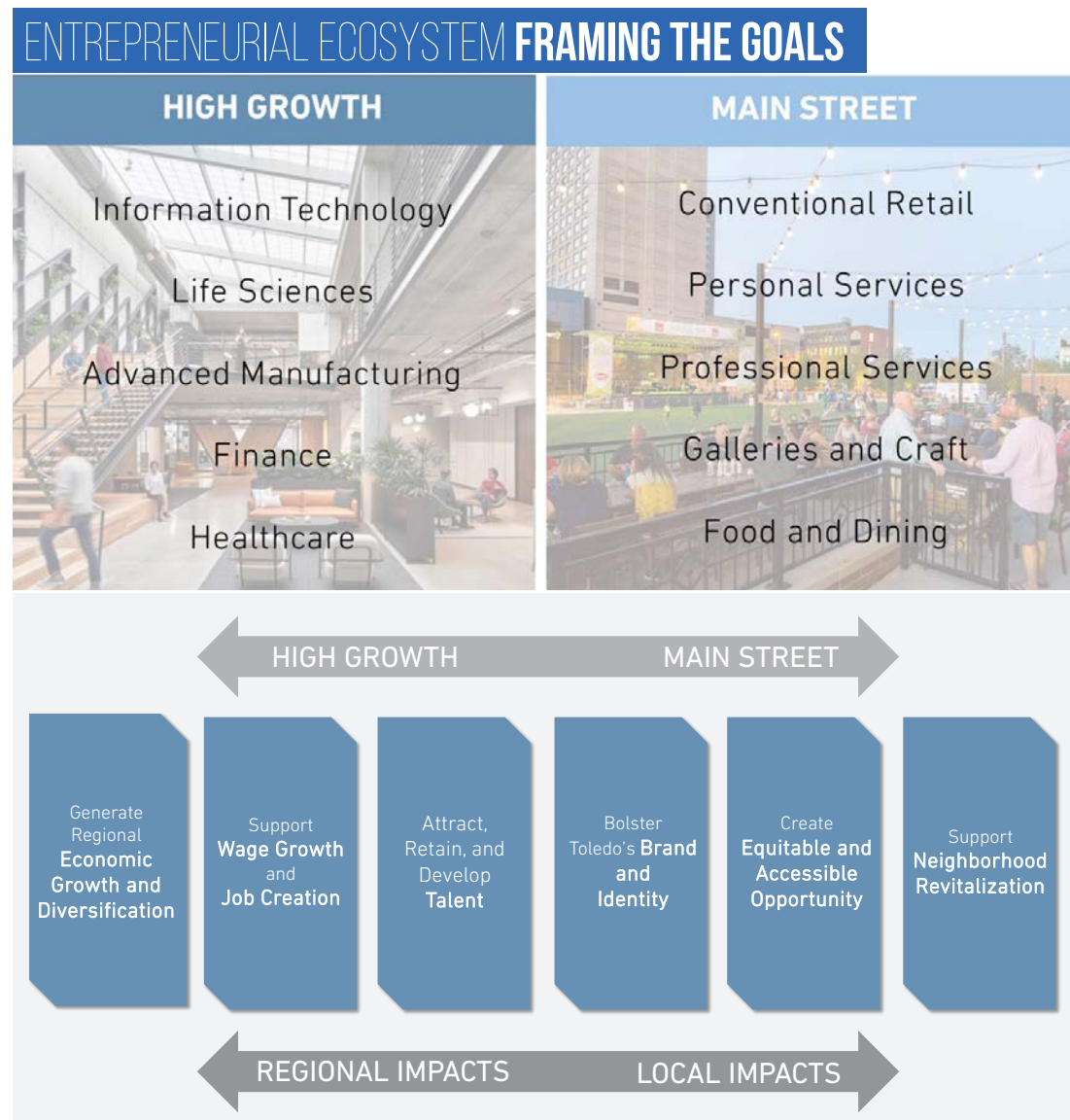


REAL ESTATE

The role that place plays in an entrepreneurship ecosystem cannot be understated. Research shows that, in spite of all manner of technological innovation, people exchange their best ideas, and establish trust and working relationships with people with whom they are familiar and interact with in-person and face-to-face. Having inviting third places where people of different backgrounds meet and exchange ideas is essential. Few, if any, places have ever been designed to excel at providing such opportunities in the manner that downtowns do. It is why they exist. The role of local government is central to Downtown Toledo's district formation, investment in public space, connectivity, and catalytic real estate investment.

High-growth vs. Main Street

For Downtown Toledo, it is essential to understand what the overall economic strategy is for the region, and what roles Downtown can serve as a lead actor, and as a supporter. First, a distinction needs to be made between high-growth industry and main street industry—two essential elements of an economy that give any downtown its defining trait as the place where the two meet. For Toledo, high growth industries include information technology, life sciences, advanced manufacturing, fintech, and healthcare. This are high-wage, high-growth industries that deserve attention because they hold great promise to the economic health of the region. Main street growth, on the other hand, is dynamic, highly visible, and vital to the quality of life of any place. In most instances, these industries do not provide as many high-wage jobs, but are perhaps even more important in an entrepreneurship ecosystem, because they attract talent, and provide the essential environment for free exchanges of ideas and healthy “collisions” between people from different industries and backgrounds that are so vital to successful startups.



MARKET ANALYSIS AND STRATEGY

Entrepreneurial Ecosystem

Role of Downtown and Regional Institutions

In no place other than Downtown could a collection of drivers, supporters, and place-based assets, let alone high growth and main street industry intersect. The map below is a list of current and recent assets in the ecosystem. This map is a snapshot in time in what should be an evolving and dynamic array of startups, growing place-based investments, and static, steady support institutions.

The opportunity for Toledo Innovation Center is to be that static supporter of entrepreneurship, within which small and dynamic companies can incubate and evolve.

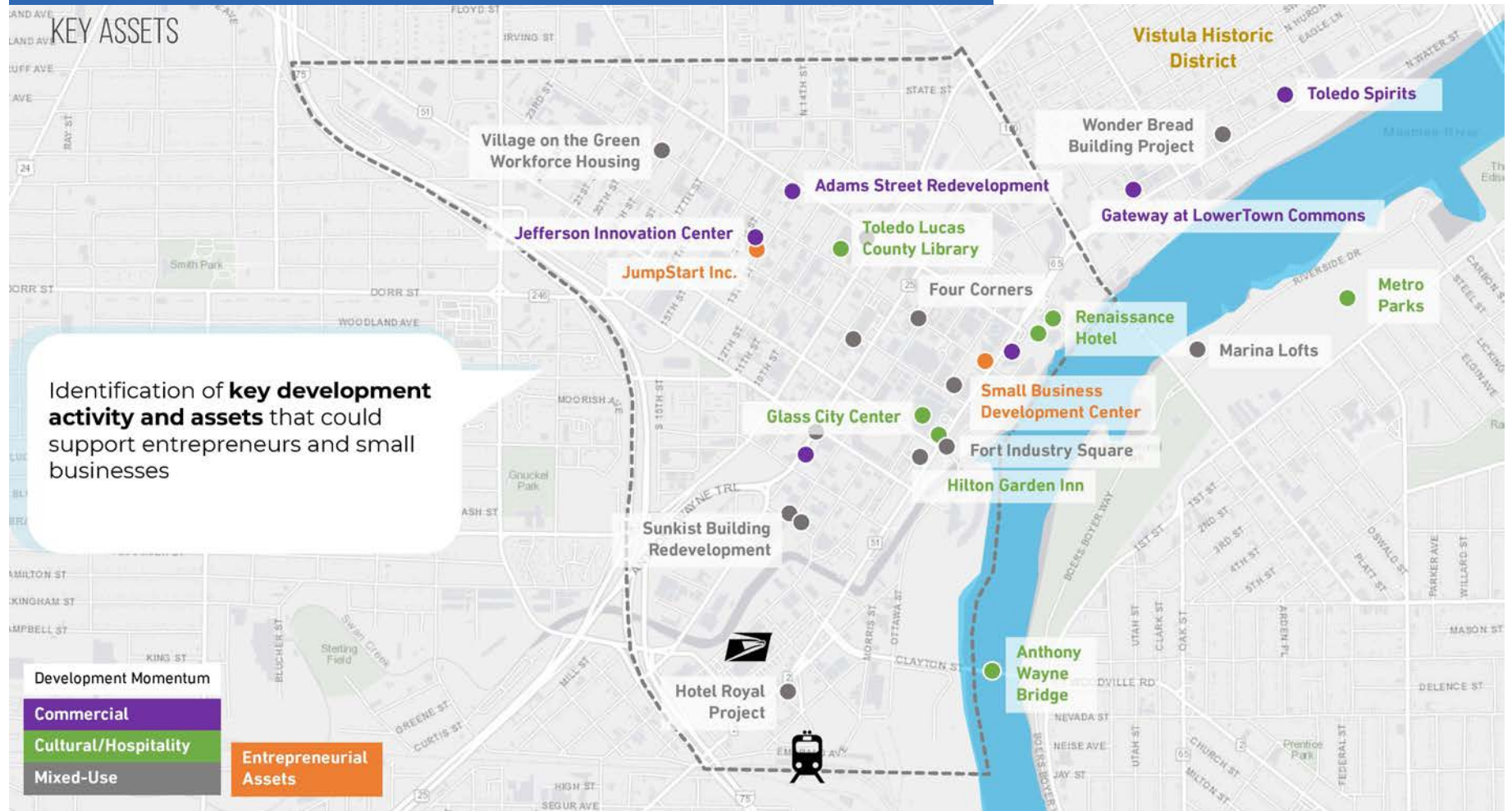
The role of institutions in supporting entrepreneurship cannot be understated. Each institution in the ecosystem has important roles to play, while new institutions will need to emerge or be created to fill the missing gaps and provide important leadership.

- > **Downtown:** ConneCToledo is playing the essential role of marshaling resources toward place-based investments in real estate, public space, and district formation, with great assistance from corporate leadership and Metroparks.
- > **Government:** The City of Toledo will need to play, at minimum, a role in investing resources in connectivity infrastructure, until such time as its economic fortunes allow for a greater role in civic leadership.

- > **Industry:** The Northwest Ohio Innovation Consortium (NOIC) is playing a vital leadership role in advocating for resources to support high-wage, high-growth industry with promise, including glass and solar, in the region.
- > **Economic Development:** The Toledo Regional Growth Partnership and Toledo Regional Chamber of Commerce, as regional economic development organizations, play important roles in talent/workforce development, and the chamber can provide additional entrepreneurial support by offering networking and mentoring opportunities to entrepreneurs.
- > **Education:** The University of Toledo's incubator is an important bridge between institution and entrepreneurship. Its strength in engineering is an asset to build on; continued development of collaboration and cross-pollination with entrepreneurship at the business school is an important area of focus in tertiary education nationally. Collaboration with Owens Community College is essential to workforce adaptability. Nearby Bowling Green State University's strengths in many art-based programs should not be overlooked as a critical asset in placemaking, talent attraction and creativity—all vital elements of an entrepreneurship ecosystem.

- > **Innovation Leadership:** With several key players identified, what is most needed is a dedicated leadership organization where everything comes together. Over the past decade, ProMedica Innovations emerged as the catalyst where drivers, supporters, and place come together. Bitwise was to undergird these efforts by focusing on skill development and workforce training. However, given factors out of Toledo's control, Bitwise no longer exists and ProMedica Innovations has scaled back operations. Given the current landscape, there is now a distinct need for a Lead Agency to sustain and grow the entrepreneurial ecosystem. Leading institutions in Toledo must come together to support a dedicated, stand-alone, consistent leadership organization that brings all the elements of a healthy entrepreneurship ecosystem together. See chart on page 51 that demonstrates how a Lead Agency could pull together all of the partner organizations to strategically address these issues.

ENTREPRENEURIAL ECOSYSTEM LOCATION - WHERE DOES THIS HAPPEN?



MARKET ANALYSIS AND STRATEGY

Entrepreneurial Ecosystem

Toledo Innovation Center

Just as there is a great need for a single, leading organization to be at the center of the entrepreneurship organization, there is a need for a catalytic, physical presence at its center. This is the role intended for the Toledo Innovation Center. With 100,000 square feet, it represents an ambitious effort to seed innovation, and will need an organization up to the task of filling it with a mix of startups, emerging small businesses, non-profits, business support (legal, marketing, accounting, etc.), a café, and event space. This requires patience, patient capital, and a keen understanding that a mix of successful and failed startups is the definition of a successful startup culture, since a truly successful entrepreneurship ecosystem cannot exist without a healthy balance of risk-taking and progressively more investment in startups that meet further milestones of success.

While 100,000 square feet sounds like a lot of space, gross absorption of office space from 2017 to 2022 in Downtown Toledo has ranged from 465,000 square feet (2018) to 198,000 square feet (2020) and exceeded 200,000 square feet in 2021 and 2022. This demonstrates that downtown is still an attractive office market. Given the focus on innovation, the unique qualities of the space and the investment that will be made in the public realm as part of the RAISE Grant award, the Toledo Innovation Center is well positioned for success.

ENTREPRENEURIAL ECOSYSTEM LOCATION - WHERE DOES THIS HAPPEN?

PRIMARY/ANCHOR TENANTS

- Lead managing entity
- Key entrepreneurial support organizations (ESOs)
- Institutional anchors

SUPPORT TENANTS

- Non-profits and community organizations
- Business support leasing (accounting, legal, marketing, etc.)
- Capital/lending institutional and organizations
- Restaurant/café
- Event space

ENTREPRENEURIAL ECOSYSTEM KEY ORGANIZATIONS & RESOURCES



	University of Toledo Incubator	Toledo Regional Chamber of Commerce	Toledo Growth Partnership	Jumpstart	Northwest Ohio Innovation Consortium	Lead Agency
Funding				X	X	X
Technical Assistance	X	X		X	X	X
Programming	X	X		X		X
R & D	X				X	X
Talent/ Workforce	X	X	X		X	X
Mentoring		X		X	X	X
Leasable Workspace	X					X
Networking		X	X			

MARKET ANALYSIS AND STRATEGY

Strategic Recommendations

Introduction

Given the impacts of continued work-from-home practices, low office utilization, and increased office vacancy post-pandemic, the economic viability of Downtown Toledo is now—more than ever—dependent on attracting new residents and visitors. While national trends suggest that companies and other organizations will continue to have a need for office space, they will need less of it and seek opportunities that create the most attractive and enticing environment for their workers. This includes both the real estate product as well as the experience before, during, and after working hours. Over the next decade, Downtown Toledo will need to continue enhancing its visitor experience, especially its retail/dining offerings, while leveraging key demand segments, including residents, regional (i.e. daytrip) visitors, and overnight visitors.

Market Strategy Goals

Continue Expanding Housing Supply

Over the last two decades, downtowns across America have shifted from being strictly places of commerce to residential and mixed-use neighborhoods. In Toledo, Greater Downtown has added nearly 900 new or rehabbed units since 2010. Downtown Toledo should continue expanding its housing stock, which will put vacant, underutilized, and/or obsolete properties back into productive use, but also increase market demand for local retail amenities and personal services.

Bolster Entrepreneurial Ecosystem

A strong entrepreneurial ecosystem in a downtown will generally create a positive feedback loop of growth, innovation, and prosperity that benefits the local community and the broader region. In other words, downtowns are an essential catalyst for regional growth.

Providing an environment that supports startups can also help retain local talent, preventing “brain drain” and benefiting the community. It can help diversify Toledo’s economy beyond traditional industries, promoting resilience against economic shifts.

A thriving entrepreneurial ecosystem can lead to the creation of new jobs, boosting employment opportunities in the local community. A vibrant entrepreneurial ecosystem can contribute to the revitalization of Downtown Toledo, attracting residents, visitors, and businesses and increasing local spending.

Attract More Local and Overnight Visitors

Since COVID, the regional hospitality market in Toledo has recovered (total room nights increased from 1.9 million in 2019 to two million in 2022). Downtown Toledo is well-positioned to further increase its hotel supply to bolster the Glass City Convention Center. Downtown will need to continue promoting events, festivals, arts and culture, sporting events, and other entertainment, and provide retail amenities and anchors that can increase the amount and frequency of local and regional visits.

Identify Catalytic Redevelopment Opportunities

Downtown has received a significant amount of reinvestment in the core, and this has been particularly successful where amenities and active storefronts have been concentrated so that the experience is continuous. Summit Street and St. Clair Street show the results of this strategy (as does, to a degree, blocks of Adams Street). Continuing to invest in these and other emerging clusters—Warehouse District/Farmer’s Market and Uptown/Toledo Innovation Center—will create day-to-night activity. Where possible, existing space should be adaptively reused to complement new, ground-up construction. A long-term strategy is likely needed to guide continued repositioning of office space throughout Downtown.

MARKET STRATEGY KEY GOALS



**Continue
Expanding
Housing Supply**



**Bolster the
Entrepreneurial
Ecosystem**



**Attract More Local
and Overnight
Visitors**



**Identify Catalytic
Redevelopment
Opportunities**

MARKET ANALYSIS AND STRATEGY

Strategic Recommendations

Key Recommendations

Create Opportunities for Hotel Development

- > The goal is to increase overnight visitors, who tend to spend more than workers. This is a key market segment for increasing the retail offerings downtown.
- > Leverage Glass City Center investment to support hotel development—more hotel rooms will be needed to fully optimize the convention center and increase its competitiveness for attracting larger-scale conventions
- > Diversify hotel supply with boutique offerings—hotels would be an appropriate use for some of Downtown's office towers
- > Focus new development within a few blocks of Downtown major visitation anchors—Fifth Third Field, Huntington Center, Glass City Center, and Promenade Park

Enhance Toledo Farmers' Market Experience

- > Increase the number of regional visitors (i.e., daytrip visitors from nearby) and the frequency of their trips to downtown
- > Visitation to the Farmer's Market increased by ten percent between 2019 and 2022, adding nearly 10,000 annual visitors. It will be important to build on this existing momentum.
- > More Farmer's Market visitation on multiple days per week will provide additional market support for Hensville businesses, and others

Expand retail offerings Downtown to serve a wide range of visitors and consumer preferences

- > Given decline in the weekday workforce, the small businesses environment will need to diversify
- > Build on success of White Box Program to build-out storefronts
- > Continue to support pop-up events and programming
- > Focus retail in select nodes

Continue identifying redevelopment opportunities for housing

- > Downtown living is increasingly appealing to a variety of demographics, including young professionals, empty nesters, and those seeking an urban lifestyle. Offering a mix of housing options, from apartments to condominiums, is highly marketable.
- > Market Analysis identifies housing demand for 1,000-plus units. Accommodating this is critical for increasing downtown's population and—in the process—building a pillar of support for local retail and commercial activity.
- > A housing redevelopment toolkit can serve as a valuable resource to assist policy makers, urban planners, developers, community organizations, and other stakeholders through the complex process of revitalizing housing in downtown.
- > Providing affordable housing options can address the need for diverse socioeconomic communities within the Greater Downtown.

To maximize the impact of available funds, consider a combination of these strategies:

1. Leverage **Low Income Housing Tax Credit (LIHTC)** funds to provide tax incentives to developers in exchange for building and maintaining affordable housing,
2. Acquire land or properties in strategic locations through **land banking** and partner with affordable housing developers to create mixed-income developments,
3. Work with regional entities to establish a dedicated **housing trust fund** to pool resources from public and private sources, including grants, developer fees, and impact fees, to subsidize affordable housing projects,
4. Draft **practical tools** requiring ten percent set asides for affordable units in market-rate development in downtown (but do not enact them until market rate development can occur without subsidy)
5. Offer fee waivers, expedited permitting, and reduced land costs for developers committed to building **affordable housing**.

Leverage Toledo Innovation Center as the focal point for regional entrepreneurial support services

- > Identify Lead Organization or Entity for Toledo Innovation Center
- > Co-Locate Entrepreneurial Support Organizations at the Toledo Innovation Center
- > Identify anchor tenants
- > Create Innovation Task Force
- > Create Startup Grant Program
- > Build on success of White Box Program

Create startup grant program

By maintaining its strong commitment to innovation, Toledo can position itself as a vibrant and appealing destination for startups and entrepreneurial ventures. Creating a startup grant program can provide crucial financial support to early-stage entrepreneurs and help foster a thriving ecosystem of innovation.



SECTION 3

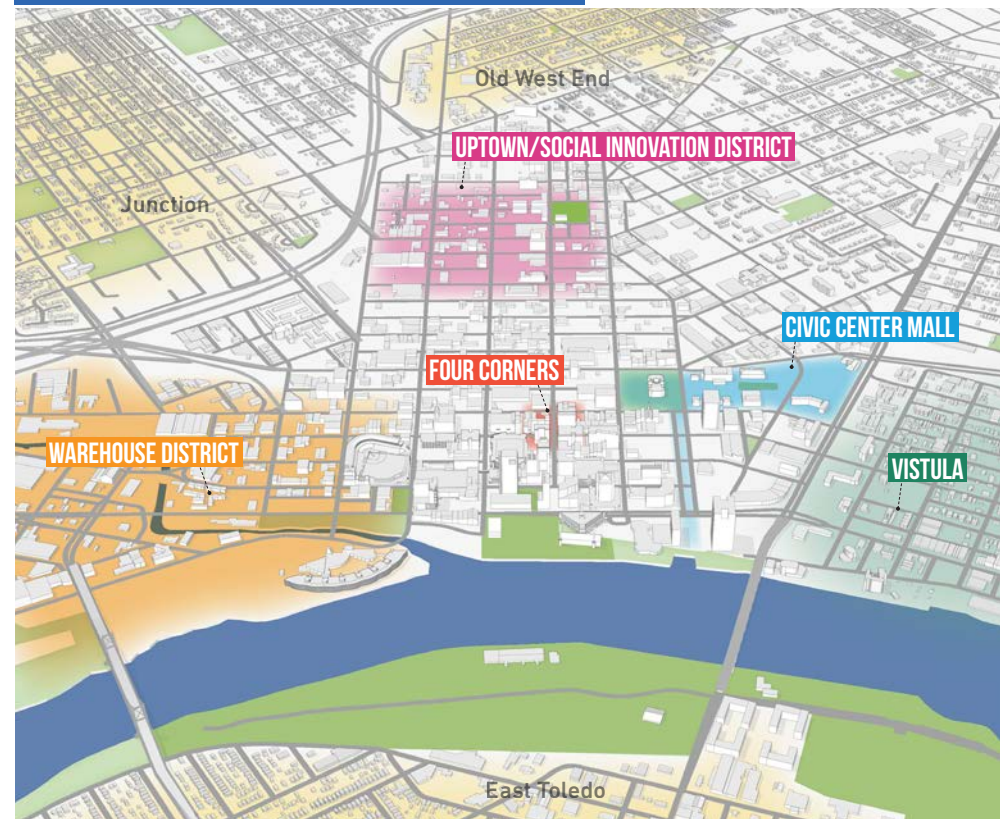
DOWNTOWN SYSTEMS & FOCUS AREAS

DOWNTOWN SYSTEMS

Downtown Systems

Updates to the physical plan of downtown begins by considering the systems that support and inform public and private investments. These systems also represent the priorities of the city and the residents of downtown. Examining these systems uncover the next priority investments in spaces, places and blocks and directly informs the evolution of Downtown Toledo. These include downtown districts, open space, and streets. Coupling improvements in downtown systems with Focus Area investments will help to create benefits that radiate outward and maximize uplift and positive impacts in each downtown district.

SYSTEMS | DISTRICTS



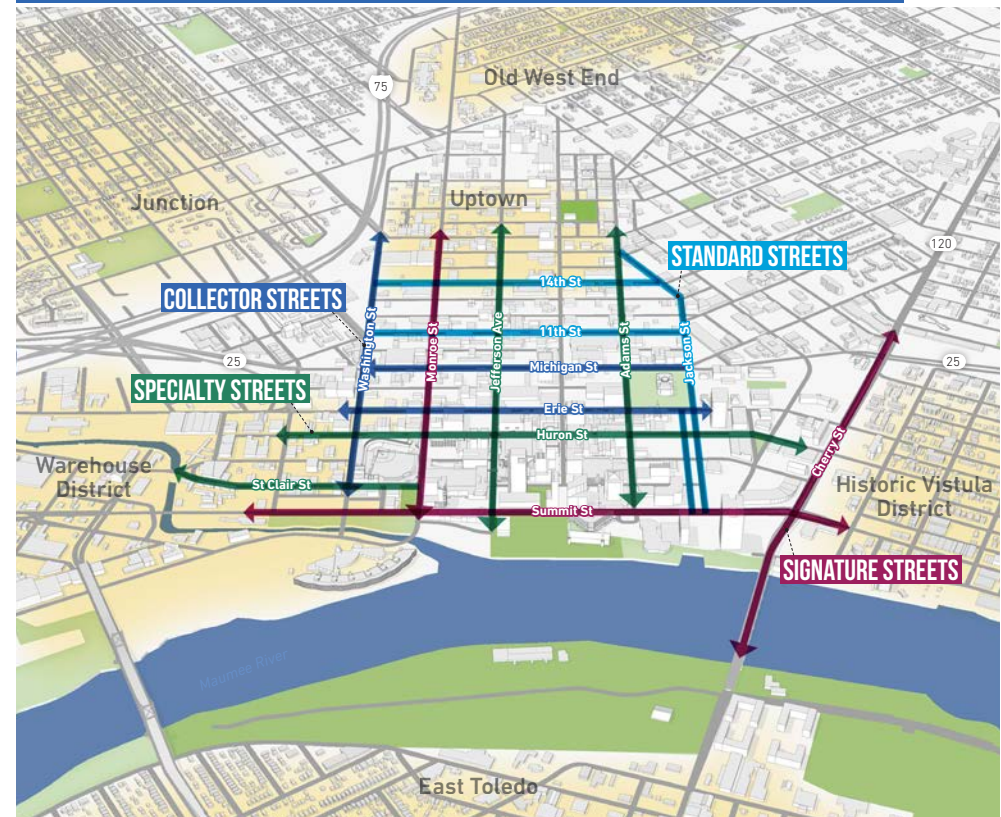
Downtown is made up of several districts and is adjacent to numerous neighborhoods. In addition to the 2017 Downtown Toledo Master Plan, these districts have been shaped by their own plans (Warehouse District and Uptown). This plan update must carry forward the ideas and recommendations of each plan to help realize the vision and leverage existing investment.

SYSTEMS | OPEN SPACE



Numerous investment have taken place along the riverfront since the 2017 Downtown Toledo Master Plan with hundreds of millions of dollars invested in the Glass City Riverwalk and Glass City Metropark. More is planned as the Riverwalk and park development continues apace of both sides of the river. This Plan Update seeks to leverage this investment and extend its energy along Swan Creek.

SYSTEMS | DOWNTOWN STREETS



The Downtown Toledo Transportation Study outlined the preferred concept for all streets in the Central Business District. This plan has been used to design improvements to Summit Street and Jefferson Avenue, and is being used to shape plans for future improvements on Huron Street. As investment in downtown continues, the next series of street investments will need to be prioritized to further enhance downtown.

DOWNTOWN SYSTEMS

Streets

The Downtown Toledo Master Plan and the Downtown Toledo Transportation Study create a vision and plan for improving all downtown streets. This Plan Update catalogs all of the ongoing and planned improvements and sets priorities for the next set of streetscape projects.

Completed Streets: Since 2017, Summit Street and Jefferson Avenue have been improved. Summit Street is now a signature street with streetscape improvements, median and on-street parking. Jefferson Avenue's cycle track now connects Uptown to the riverfront.

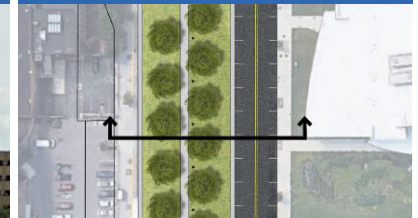
Planned Street Improvements: Design work for Huron Street has been funded. Plans for Jackson Street and Front Street have also been studied and funding for implementation is being pursued.

Uptown RAISE Grant Streets: As a result of the RAISE Grant, Madison will see the first TARTA Mobility Hub which will boost connectivity and act as a multi-mobility hub for transit riders with amenities including free Wi-Fi, lighting, seating, and bicycle and scooter shelters. Adams will be transformed into a "Community Gathering Street" with an improved pedestrian experience including seating, lighting, signature arches, and street trees. These improvements will be coupled with convenient on-street parking and decorative crosswalks. Neighborhood Streets (13th- 16th and 18th- 21st) will see utility updated and roadway reconstruction along with added lighting, seating, and trees. 17th Street is set to see streetscape components including bike shelters, street trees, artistic crosswalks, and pedestrian-scale lighting.

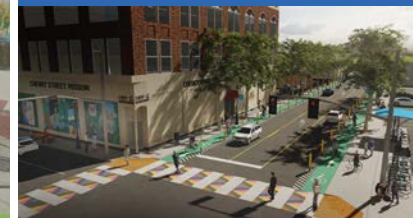
Jefferson Avenue Cycle Track



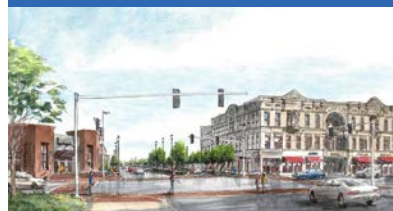
Jackson Avenue



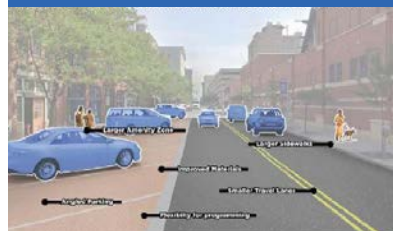
17th Street in Uptown



Front Street



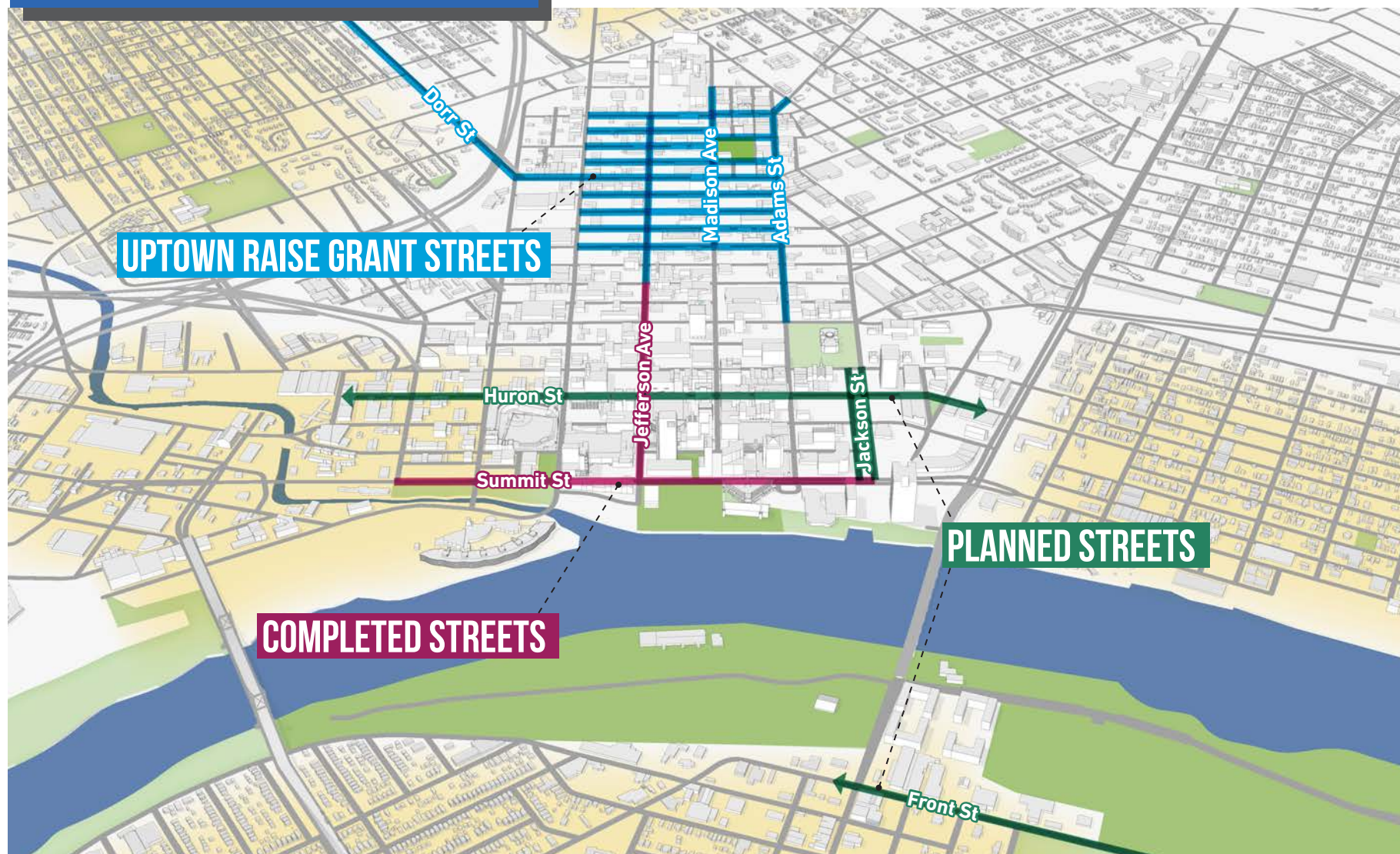
Huron Street



Summit Street



COMPLETED AND PLANNED STREETS



DOWNTOWN SYSTEMS

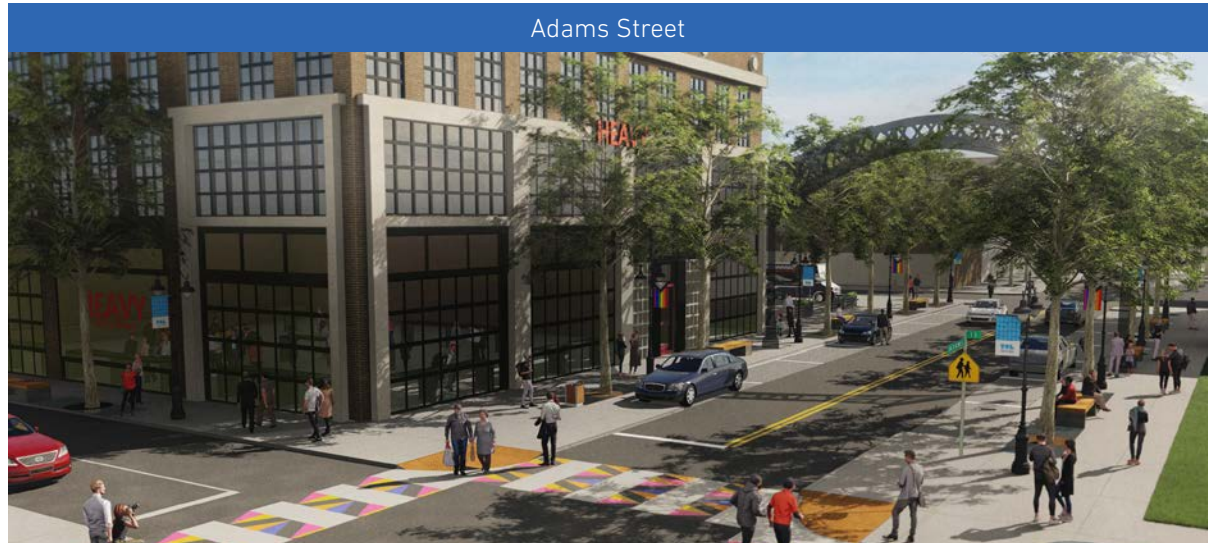
Streets

Priority Streets: As planned streetscape improvements are made, the next priority streets should get underway to continue the positive momentum and allow for funding to be secured. Working together with the Steering Committee and building from community and stakeholder insights, the planning team is prioritizing Washington Street, Monroe Street, Erie Street, Madison Avenue, Adams Street, and Summit Street streetscape improvements for the next phase of investment. Though Washington and Erie Street were identified as Collector Streets that are more vehicular focused in the Downtown Transportation Study it is important to promote a more enjoyable pedestrian experience. Monroe Street and Summit Street are Signature Streets that should incorporate gateway components including landscaped medians. Adams Street and Madison Street are set to see improvements in the Uptown District. This should be viewed as an opportunity for continued upgrades through downtown.

Considerations for Adams Street and Madison Avenue:

Adams Street: With funded projects on Adams Street and Madison Avenue in the Uptown District, continued investment and streetscape enhancements should occur to carry the proposed character from Uptown through downtown to the riverfront.

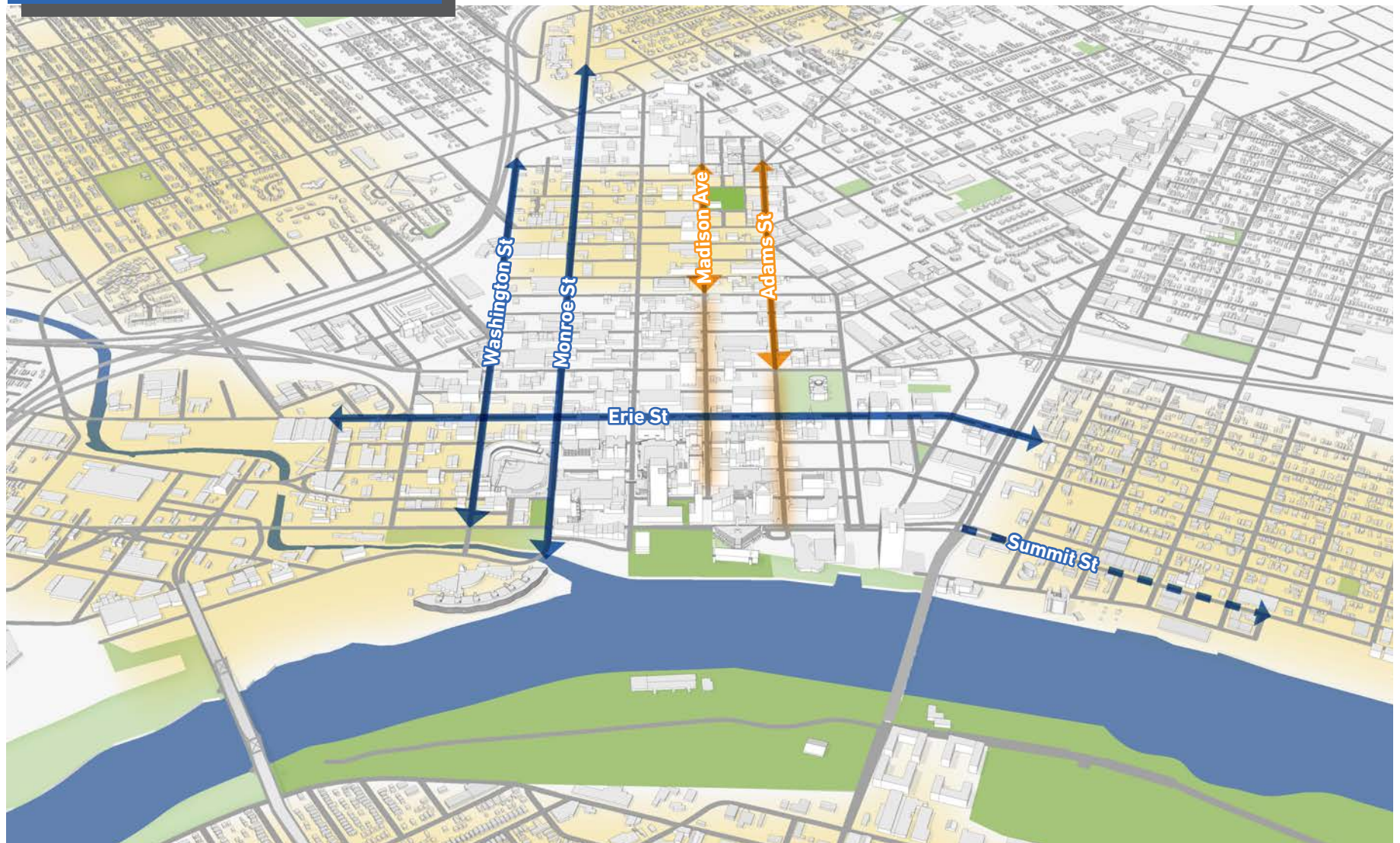
Adams Street



Madison Avenue

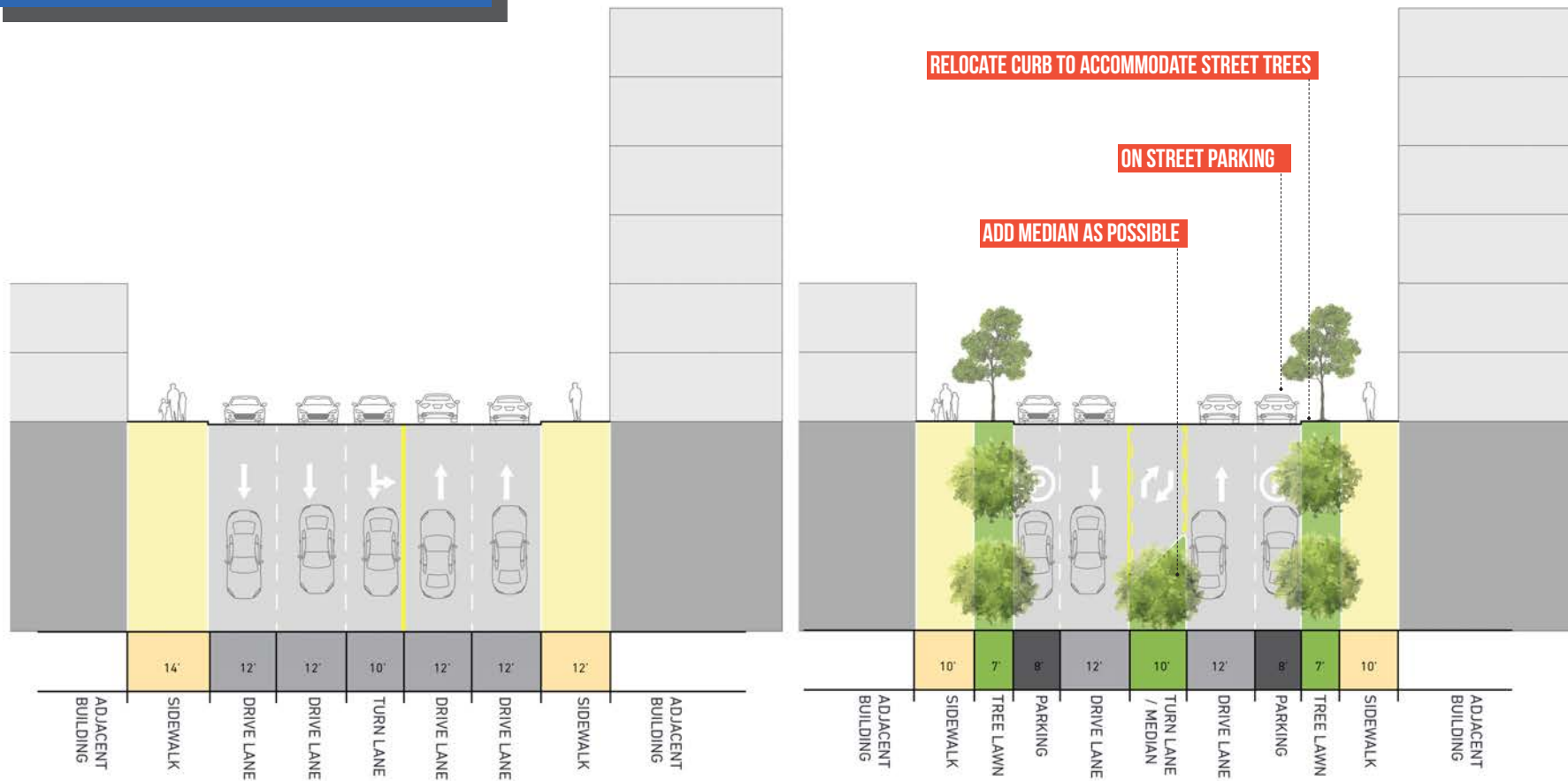


PRIORITY STREETS



DOWNTOWN SYSTEMS

WASHINGTON STREET

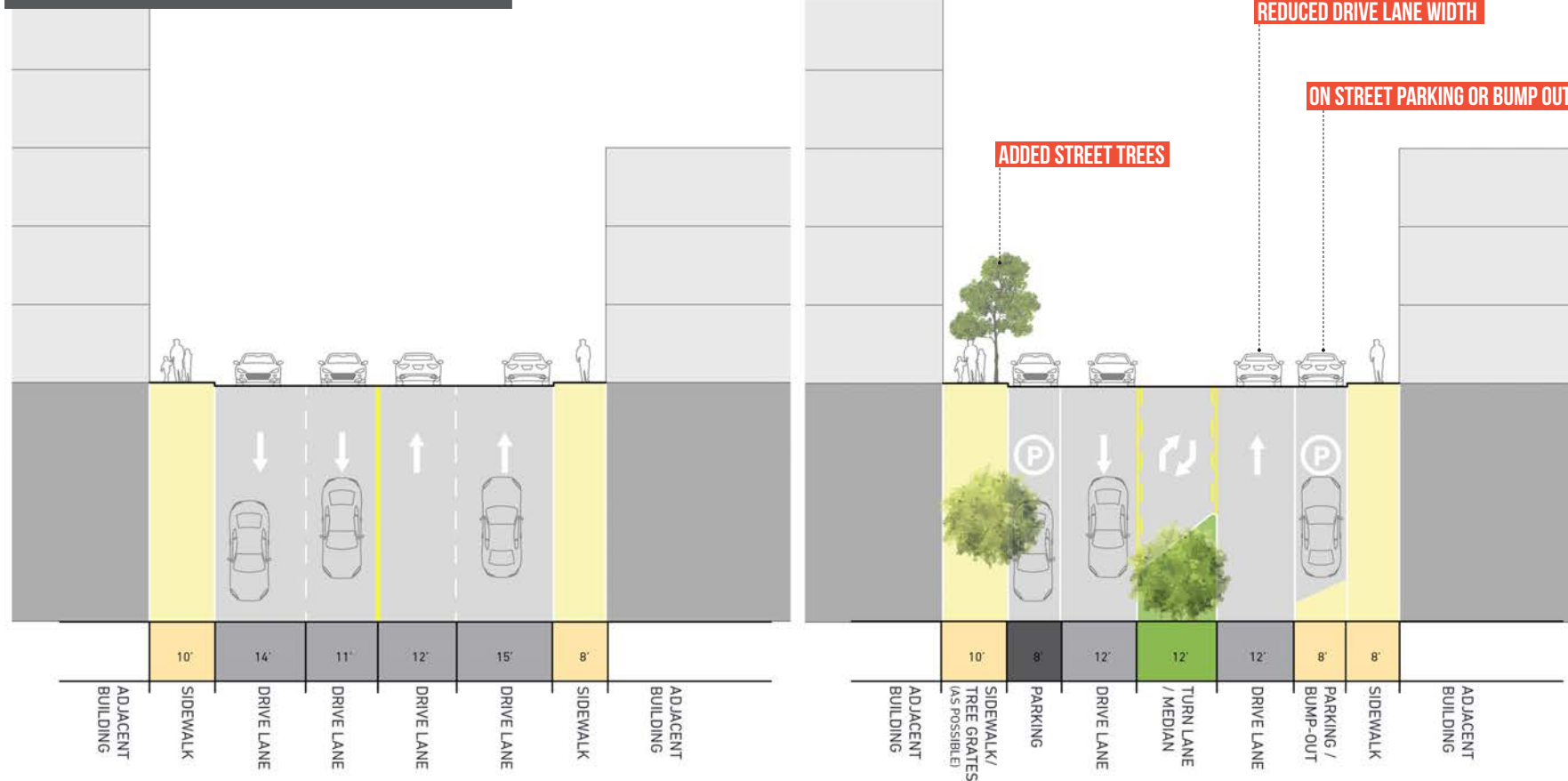


Washington Street Considerations: Today Washington Street lacks street trees and convenient on street parking. Therefore, the addition of street trees and median planting along Washington Street will create an enjoyable

pedestrian experience. Reduction of the number of drive lanes and addition of on street parking and improved streetscape elements will aid with traffic calming and promote potential development.

Alternative Concept for Washington Street: An alternative concept for Washington Street that would not require relocation of curbs would be to transform the existing outer travel lanes to off peak on-street parking lanes while incorporating a center median as possible.

MONROE STREET

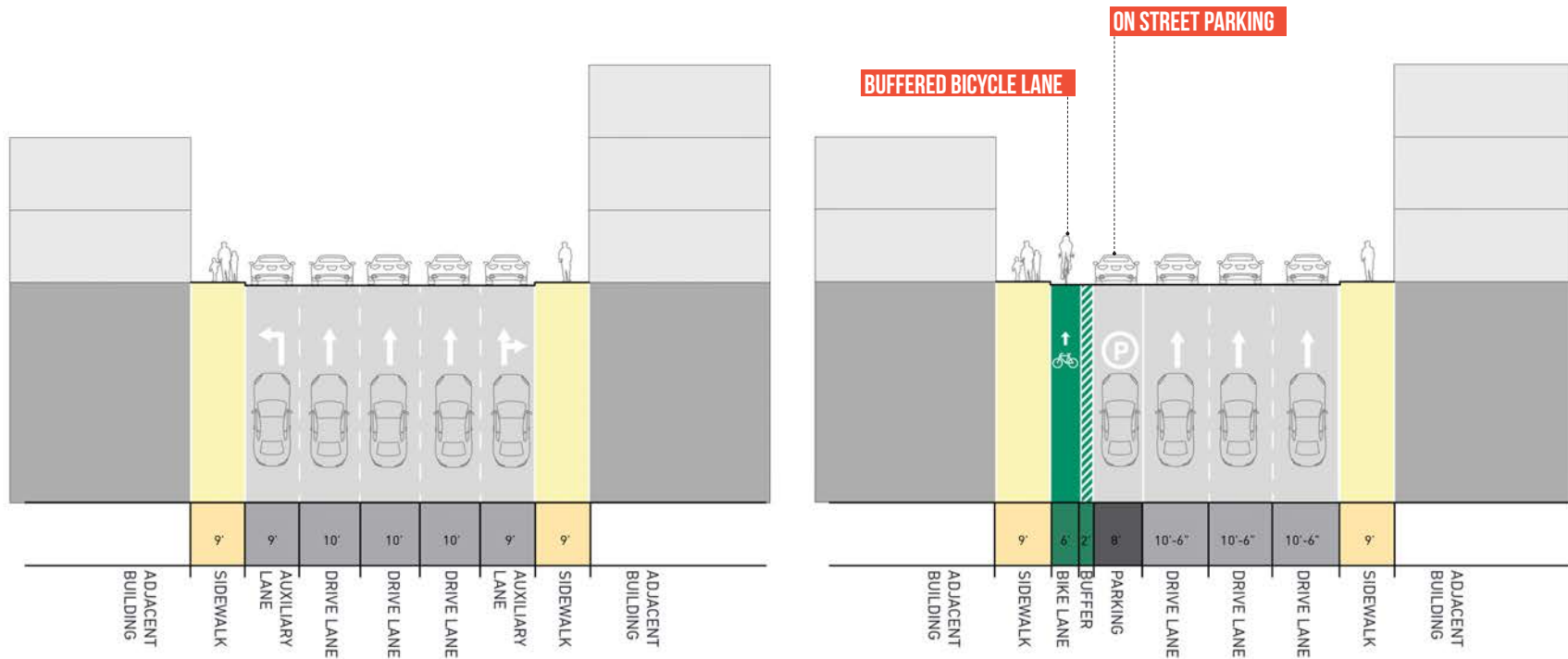


Considerations for Monroe Street: Reduce the width and number of drive lanes along Monroe Street to add on-street parking that could unlock future development potential. Add bump outs and street trees where possible to improve pedestrian safety and the overall experience. As TARTA

continues planning for Bus Rapid Transit, it may be necessary for curb lanes to be used for dedicated transit. As such, it may make sense in the short term to consider restriping of lanes within the same curb-to-curb dimension to retain flexibility.

DOWNTOWN SYSTEMS

ERIE STREET

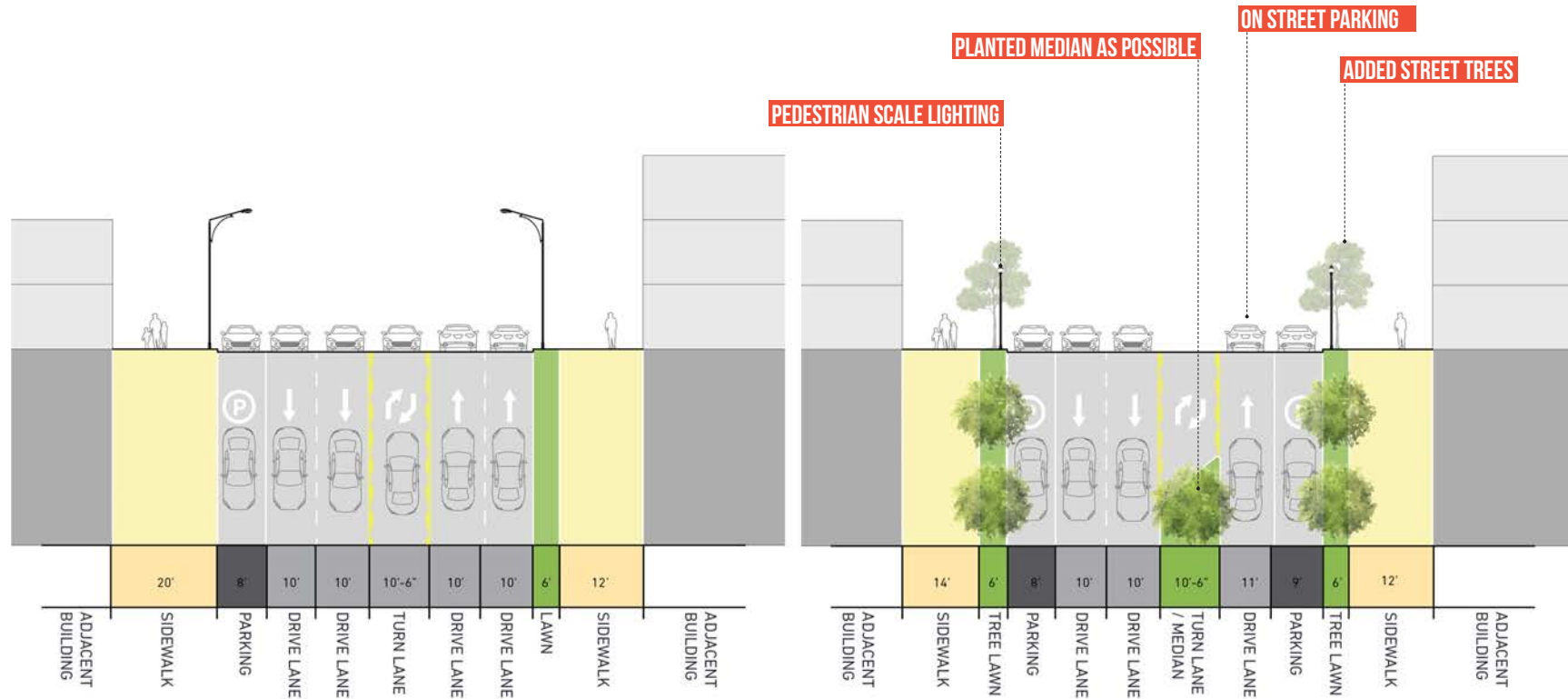


Considerations for Erie Street: Drawing from improvements suggested in the Downtown Toledo Transportation Study and Toledo Downtown Plan, it is recommended to reduce the number of travel lanes and add on-street parking to one side of the street. Additionally, the construction of a buffered

bike lane will increase bicycle connectivity in and around downtown. Parking adjacent to the bike lane and buffer will provide additional separation between bicyclists and vehicular traffic. The treatment will vary along the Erie Street corridor due to differing road widths along its length. In the

section above, Erie Street accommodates parking on one side of the street, three travel lanes, and a buffered bicycle lane along the west side. However, other sections along Erie Street could accommodate two through lanes, parking on both sides of the street, and a buffered bicycle lane.

SUMMIT STREET (VISTULA)



Considerations for Summit Street: Following the Toledo Downtown Plan and Downtown Toledo Transportation Plan, improvements to Summit Street from Lafayette to Jackson Street were constructed. The improved streetscape element

should be continued into Vistula north of Cherry Street. It is recommended that a tree lawn is added to both sides of the streets as well as a planted median as possible to continue Summit Street's green character north of downtown. The

continuation of on-street parking on both sides of the street and removal of one travel lane heading towards Vistula will aid in further defining Summit Street as a Signature Street.

FOCUS AREAS

Introduction

Focus Areas

This section highlights the potential of four Focus Area sites. These sites have been identified by stakeholders and community input as critical to the success of downtown. For each the planning team have applied the market recommendations and strategies, identified the surrounding context in terms of assets and recent and planned investments and made suggestions for development typologies and public realm enhancements. These sites are essential to the success of downtown and they need to be built right to re-establish the urban form that has been eroded over time.

These sites include:

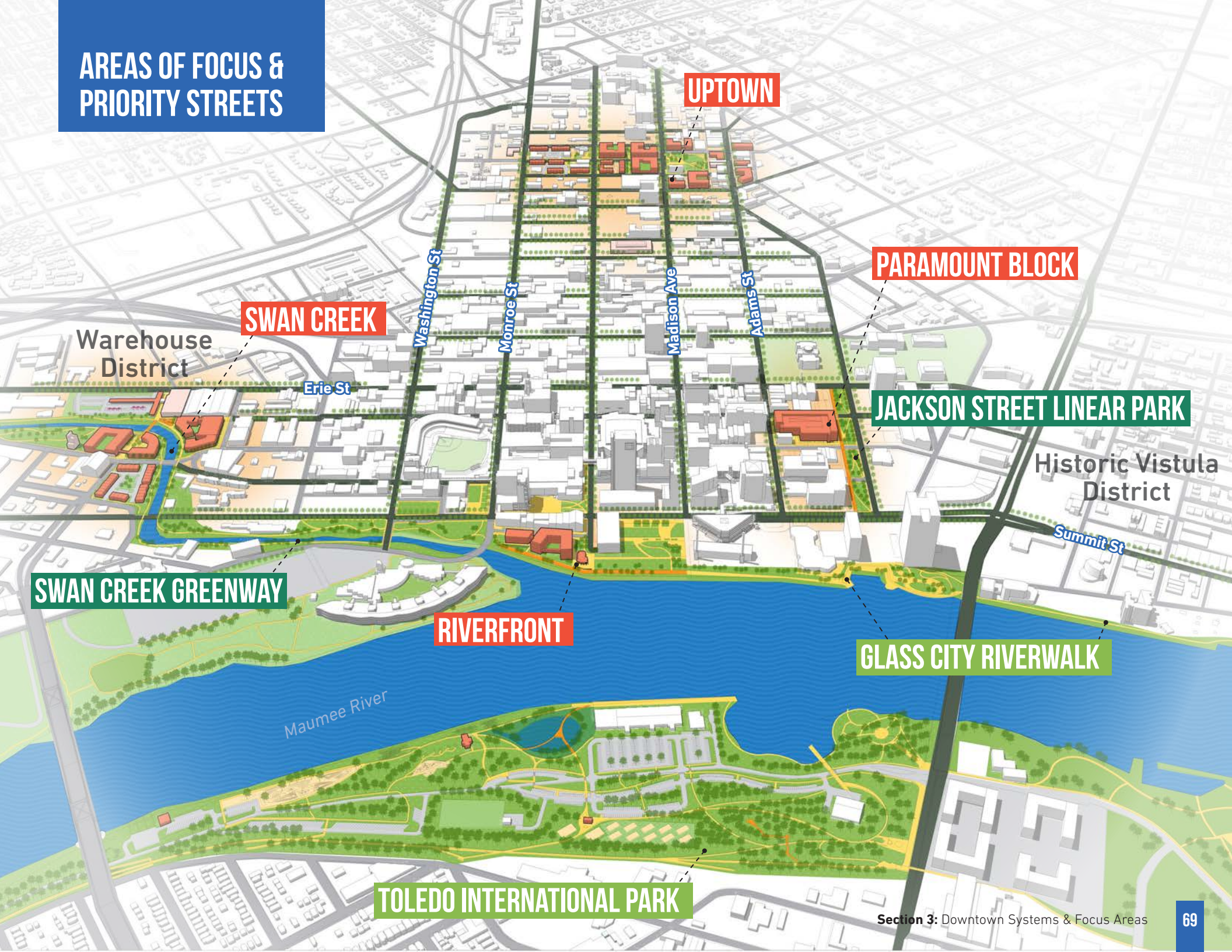
- > **Riverfront:** As the only remaining undeveloped site along the riverfront, this is an opportunity to leverage Riverwalk and streetscape improvements.
- > **Paramount Block:** Recognizing the need for parking to support the Four Corners redevelopment, there is an opportunity here to also create a mixed-use development.
- > **Swan Creek:** Builds on the Warehouse District plan and the planned investment in the Food Hall to create a new Farmer's Market and mixed-use residential development along a revitalized Swan Creek.
- > **Uptown:** Building on planned RAISE Grant improvements and the Toledo Innovation Center, there is an opportunity to reuse existing warehouse buildings and create new mixed-use redevelopment.

Both the market analysis and the market strategy point to opportunities to continue to reinvest in Downtown Toledo. While office and retail will remain challenging and the focus will understandably be on filling or repurposing existing space, there are several key sites in downtown that have the potential to be catalysts in the next phase of downtown's evolution. While ground-up construction will require creativity, there are places in downtown where the location, planned investment, and surrounding assets come together to create attractive redevelopment opportunities. Having a vision in place for these sites will be critical to ensuring that these opportunities are properly leveraged to benefit downtown in the long-term.

Next Steps

It will take renewed collaboration between the public and private sectors to accomplish the next phase of downtown redevelopment. It is important to know that it won't happen all at once. However, this plan suggests places to start and ways to focus reinvestment on placemaking, streetscapes and other activation that will set the stage for redevelopment and reuse. More information on phasing, project recommendations and next steps will be provided in the Implementation section of this Plan Update.

AREAS OF FOCUS & PRIORITY STREETS



UPTOWN

PARAMOUNT BLOCK

SWAN CREEK

Warehouse District

Erie St

Washington St

Monroe St

Madison Ave

Adams St

JACKSON STREET LINEAR PARK

Historic Vistula District

Summit St

SWAN CREEK GREENWAY

RIVERFRONT

GLASS CITY RIVERWALK

Maumee River

TOLEDO INTERNATIONAL PARK

FOCUS AREAS

Riverfront

The parking lot behind Fort Industry Square is one of the last undeveloped sites along the Maumee River. The Riverfront site is situated at the edge of the Maumee River and Swan Creek corridor, the terminus of the Jefferson Street Cycle Track, and between Promenade and Boeschstein Park.

This site has tremendous potential to leverage recent investment in Hensville, Fort Industry Square, the Glass City Center, the Hilton Garden Inn, the Jefferson Avenue Cycle Track, and Summit Street. With available capacity in the ProMedica Garage along Promenade Park, this surface parking lot could instead become a premier mixed-use residential development site, with housing and restaurant uses that have unparalleled views of the river and access to the Glass City Riverwalk and the expanding riverfront park system.

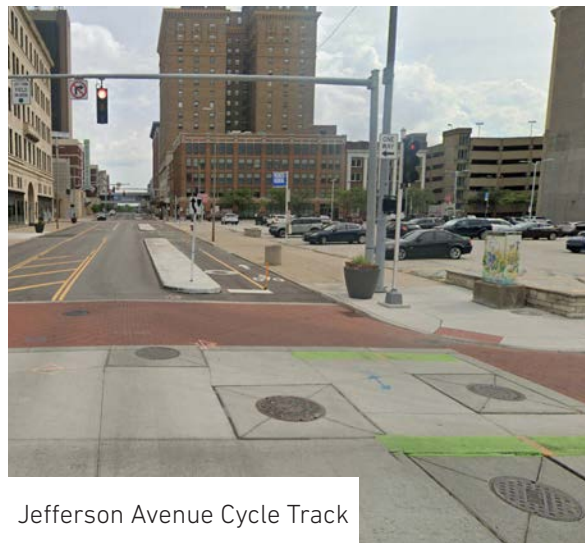
Integrated into the riverfront trail and park systems and street network, this site has the potential to act as an anchor for the southern end of the Riverwalk and extend the energy of Hensville, Summit Street and the Glass City Center all the way to the Maumee River.



Promenade Park



Fort Industry Square



Jefferson Avenue Cycle Track



Hensville Park

Riverfront Focus Area Existing

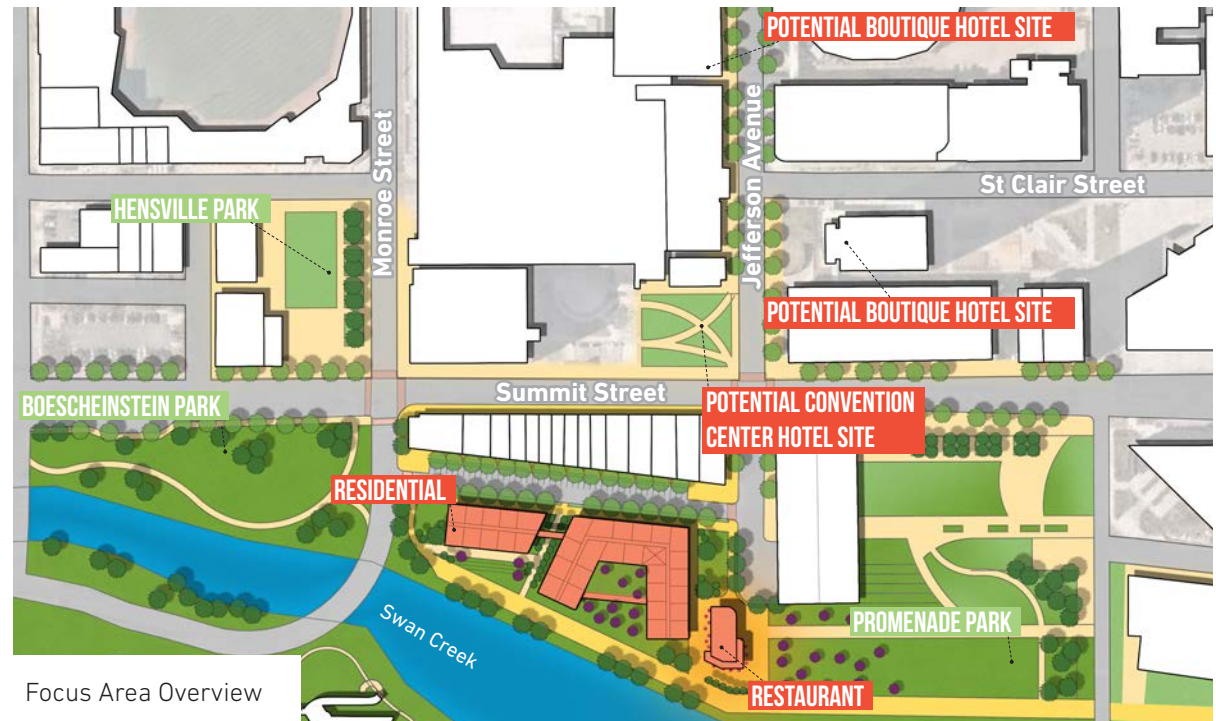


FOCUS AREAS

Riverfront

Strategies for the future of the Riverfront site include the following:

- > Partner with the existing property owner to incentivize high-quality **residential development** along the riverfront to activate the southern end of the Riverwalk and create a unique housing offering right on the Maumee River.
- > Invest in a destination **riverfront restaurant** with outdoor dining and views of the Maumee River.
- > Improve the **pedestrian connection** between Promenade Park and Boeschstein Park by widening the pedestrian promenade and creating a formalized overlook for visitors at the gateway to Swan Creek.
- > **Extend the bicycle network** by creating a clear and meaningful connection between the waterfront and the Jefferson Street Cycle Track.
- > Provide convenience parking and access in the alley between Fort Industry Square and the new development.
- > Continue to bolster the supply of hotels rooms adjacent to the Glass City Center by exploring the potential for a **boutique hotel** in both the Secor Building and the Tower on the Maumee. Another full service hotel is possible at the corner of Summit Street and Jefferson Street.



Focus Area Overview

Riverfront Focus Area Potential

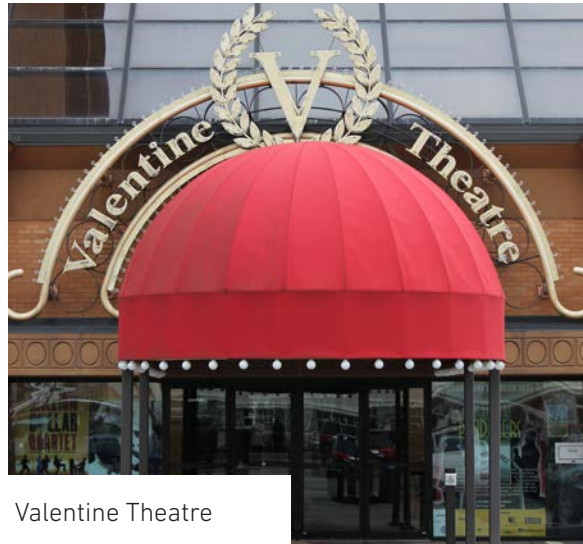


FOCUS AREAS

Paramount Block

The Paramount Block is located between Jackson and Adams Street and Huron and Superior Street adjacent to the Valentine Theatre. This site has a proximate location to the Four Corners redevelopment site and existing retail storefronts along Adams Street and Superior Street. While this parking lot is utilized today by the City of Toledo and the Valentine Theater, it leaves a gaping hole in the urban fabric, along four major streets (Adams, Huron, Superior and Jackson) effectively dissipating the energy of downtown activity. To make this site a contributing part of downtown again, it should be redeveloped with active ground floors, new residents and quality public spaces.

This is also an opportunity to tie into other downtown projects. As the revitalization of the Four Corners (Nicholas Building and Spitzer Building) gets underway, it will be necessary to add to the parking supply to support redevelopment. Redevelopment on this site then should include parking for existing City and Valentine Theater users in addition to residents on site and at the Four Corners. This mix of day and night users will enable for parking to be shared efficiently and allowing for one garage to serve multiple users throughout the day. There is also the opportunity to enhance this site by following through on the recommendations for Civic Center Mall improvements and create a new linear green along Jackson Street that connects these civic uses to the riverfront. Taken together, this site has the potential to provide needed parking, mixed-use development, and new streetscapes and public spaces that will serve Toledo residents and visitors alike.



Valentine Theatre



Jackson Street

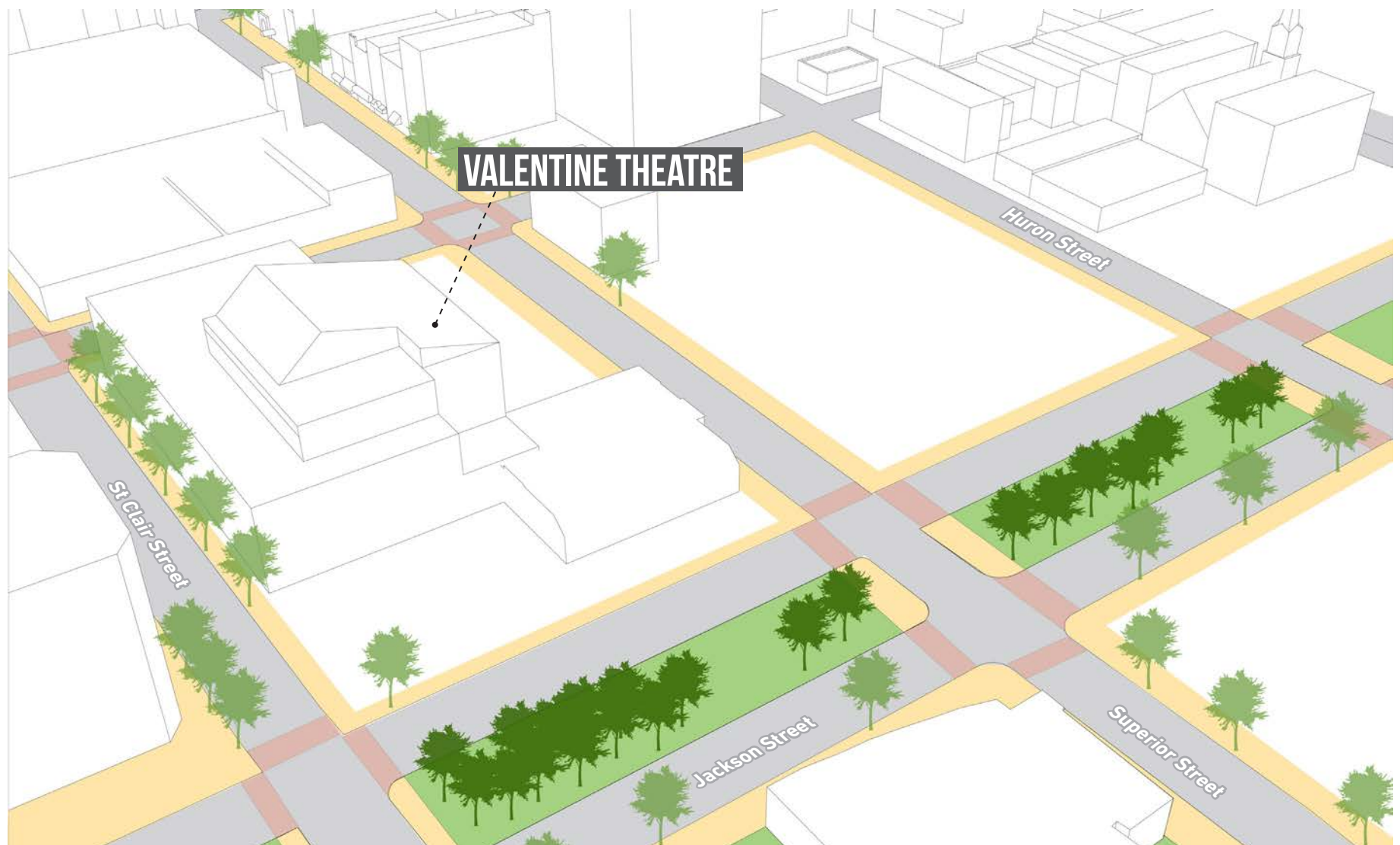


Four Corners - Nicholas Building



Four Corners - Spitzer Building

Paramount Block Focus Area Existing

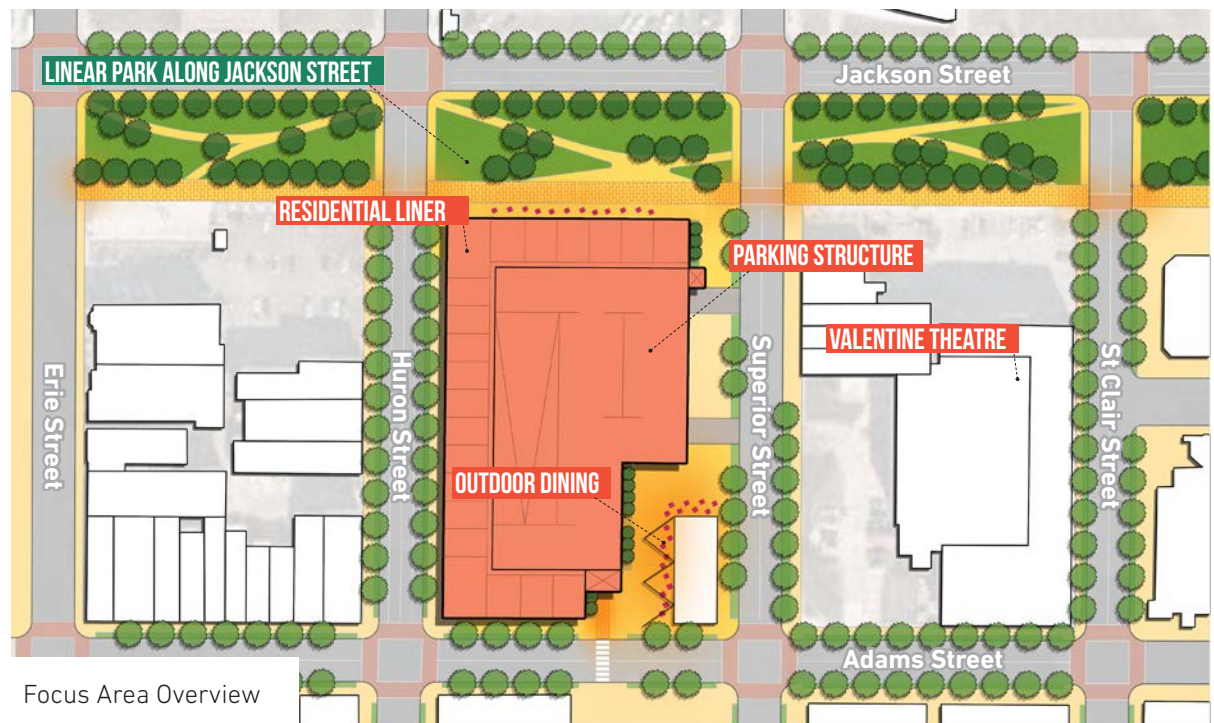


FOCUS AREAS

Paramount Block

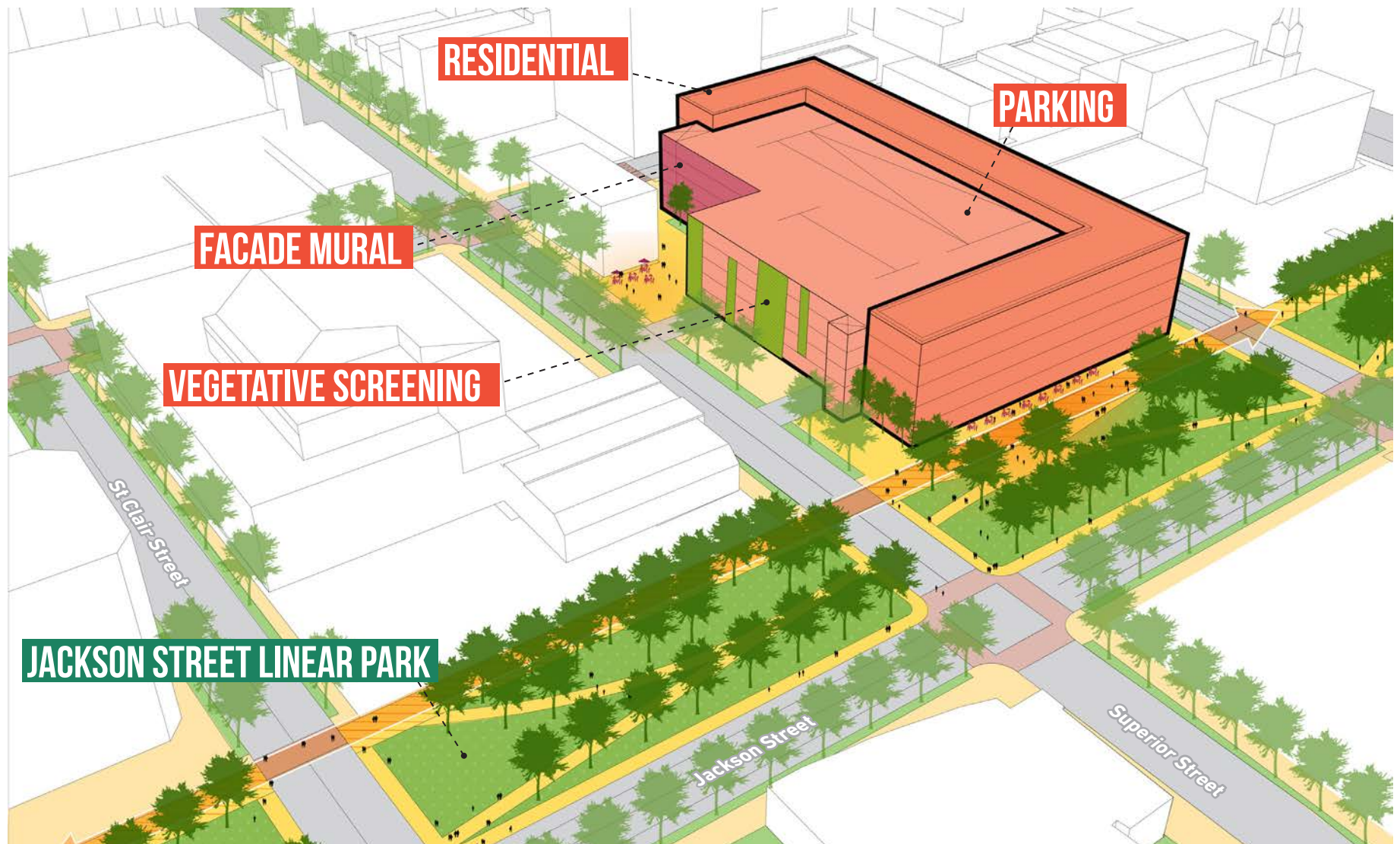
Strategies for the Paramount Block should include the following:

- > Assess the needed capacity for and consider construction of a **parking garage** on the Paramount Block, that supports the Four Corners redevelopment site and provides parking for current users of this parking lot.
- > **Preserve the existing building** at the corner of Adams and Superior Streets.
- > Build a **residential liner** around the garage and **screen parking** visible parts of the parking structure with vegetation and/or mural façade treatments.
- > Create a lush **linear park**, improve pedestrian crossings, and consolidate traffic along Jackson Street.
- > Improve the **pedestrian network** in and around the Paramount Block with streetscape improvements to Adams, Jackson, Superior, and Huron Streets.



Focus Area Overview

Paramount Block Focus Area Potential



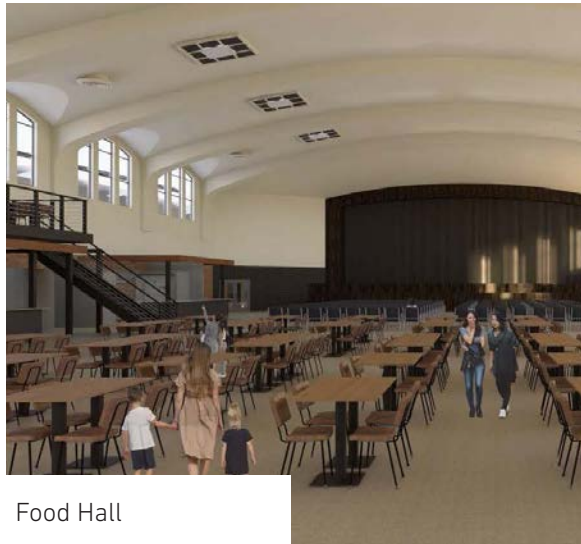
FOCUS AREAS

Swan Creek

This focus area is located in Warehouse District along Swan Creek. Planned investment and current programming coupled with new development, building reuse, and enhanced open space networks have the potential to solidify this as a vibrant destination on the southern edge of Downtown Toledo.

This site is anchored by the Toledo Farmer's Market, which has grown visitation by 10 percent over the past few years and now attracts 110,000 people annually. Building on the energy of the Farmer's Market, investment has taken place over the past few years in existing Warehouse District properties, including Souk Mediterranean Kitchen and Bar and now the renovation of the Barber Ferris building. Planned improvements to a portion of the Civic Auditorium space will bring a \$13.5 million Food Hall that will provide both daily activity and support local entrepreneurs and businesses. Improvements to Swan Creek have also been long considered, including dredging the channel, naturalizing banks, providing recreational access, and a series of connected trails. With this momentum, there is an opportunity to reconsider the uses surrounding the current Farmer's Market and make better use of the parking areas surrounding these buildings along this reach of Swan Creek.

This focus area concept builds on the work done in the Warehouse District Plan and includes a new Farmer's Market and mixed-use development all along a new Swan Creek Greenway.



Food Hall



Farmer's Market

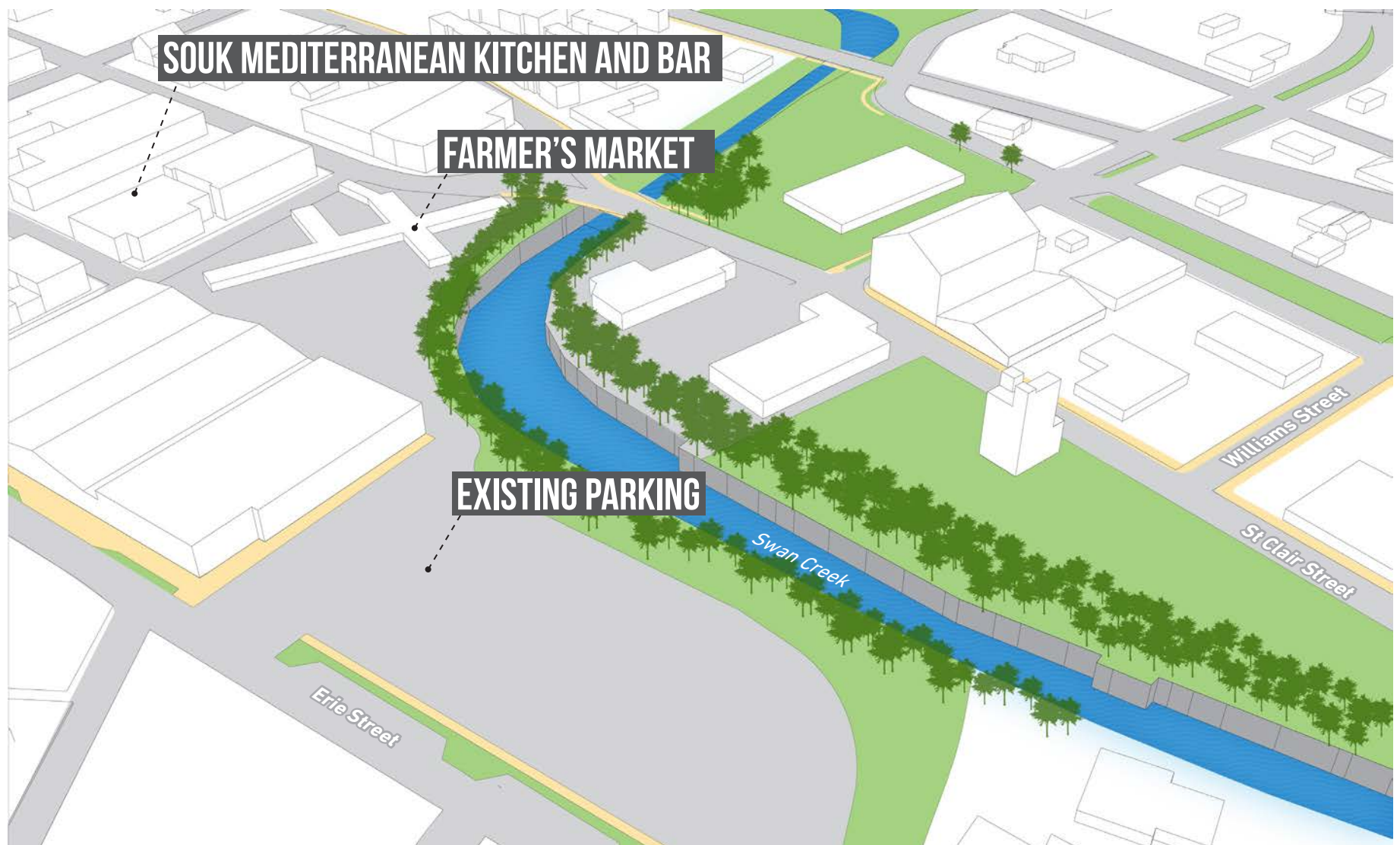


Barber Ferris Renovation



Historic Character along St. Clair Street

Swan Creek Focus Area Existing

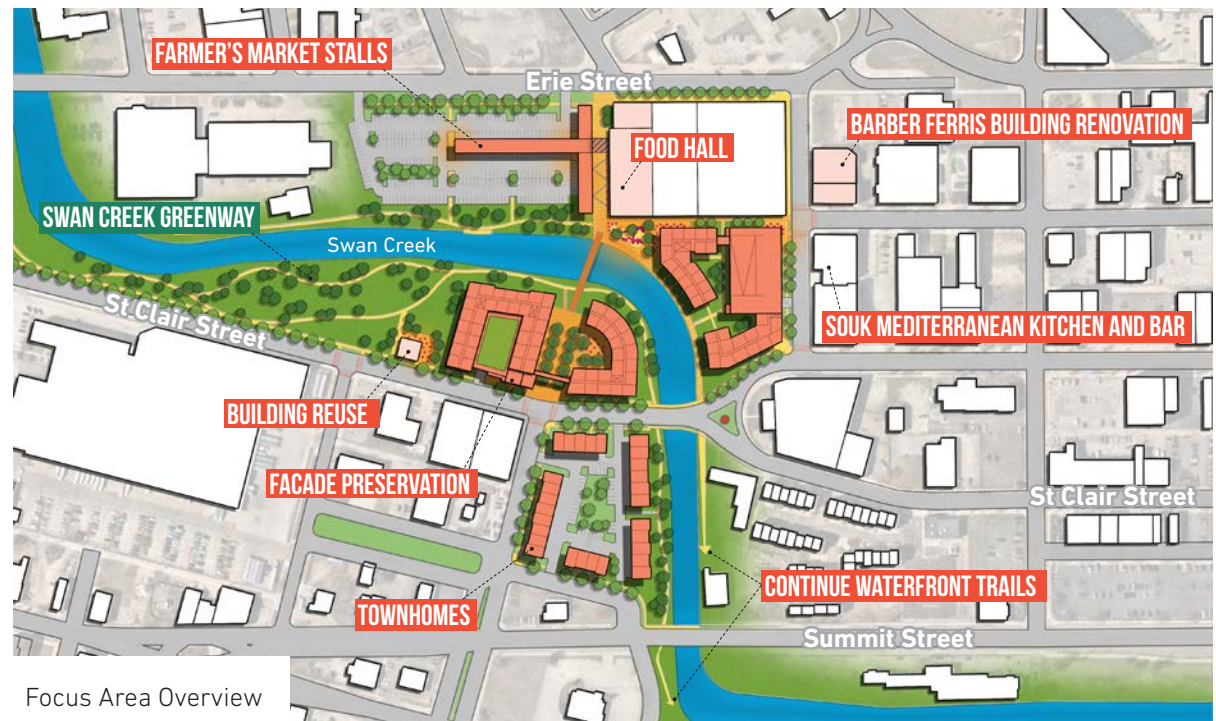


FOCUS AREAS

Swan Creek

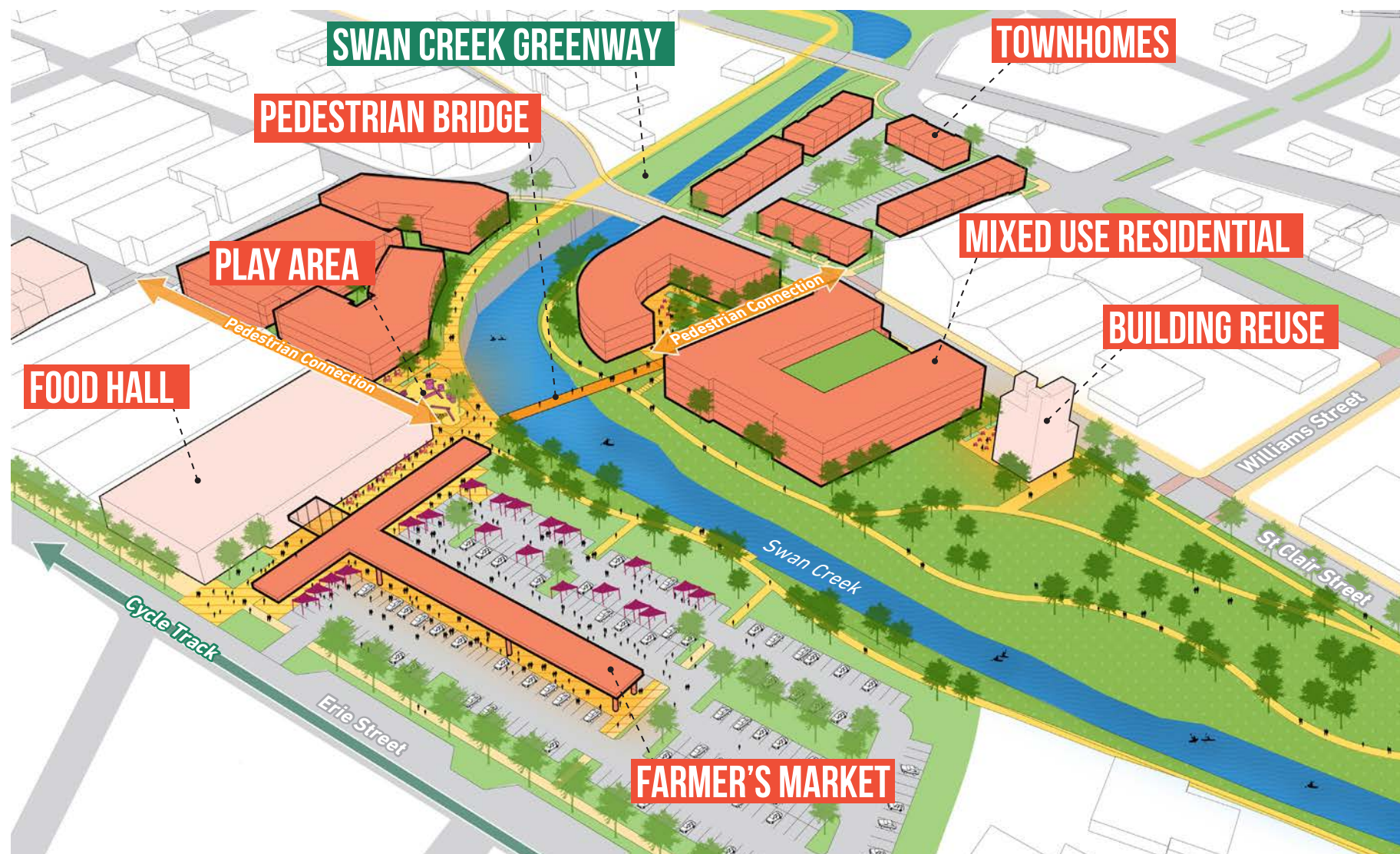
Strategies for the Swan Creek Focus Area should include the following:

- > Provide a newly designed outdoor **Farmer's Market** canopy and supportive parking west of the proposed Food Hall.
- > Surround the Food Hall and adjacent Swan Creek area with outdoor dining, **pedestrian oriented plaza spaces**, and a play area to encourage community gathering.
- > Enhance the area's character by **renovating, reusing, and preserving** the facades of historical buildings.
- > Spur **residential development** with nearby amenities including public spaces, recreational trails, and food and beverage retailers.
- > Introduce a network of **immersive trails** along a newly created **Swan Creek Greenway** with publicly accessible features, such as an overlook and kayak launch.
- > Consider a direct **pedestrian connection** to public plazas on both sides of Swan Creek with a pedestrian bridge.
- > Promote site access using alternative modes of transportation with **improved bicycle infrastructure** along Erie Street and increased pedestrian connectivity throughout the Warehouse District.



Focus Area Overview

Swan Creek Focus Area Potential



FOCUS AREAS

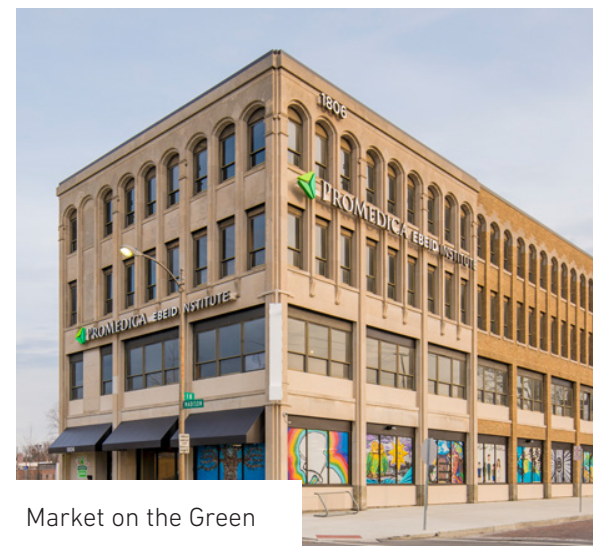
Uptown

Through greater visioning, investment, and planning, Uptown has been the subject of community attention since the last Downtown Plan in 2017. Uptown Green, Market on the Green, and Adams Street continue to be anchors for Uptown, with ongoing and planned investments in residential development, storefront businesses, and streetscapes. Investments and expansion of the Toledo School for the Arts and the Toledo Innovation Center will bring additional activity to the area. With the award of the \$53 million RAISE Grant, Uptown will also see significant investment in area streets, streetscapes, placemaking, and alternative transportation infrastructure.

Due to this combination of reinvestments and anchors, there is an opportunity to reimagine the numerous vacant lots and buildings in Uptown for new mixed-use development that includes residential, commercial, and light industrial/advanced manufacturing that both reuses existing buildings and allows for new ground-up construction. This focus area plan builds on the concepts in the last downtown plan to prioritize the vacant lots around Uptown Green to activate the park and connect it to Adams Street. This work also aims to follow through on the ideas in the Toledo Social Innovation District Plan that considers the redevelopment of the area between 17th and 21st Street from Washington Street to Adams Street into a connected, active, mixed-use district that creates opportunity for new and existing residents.



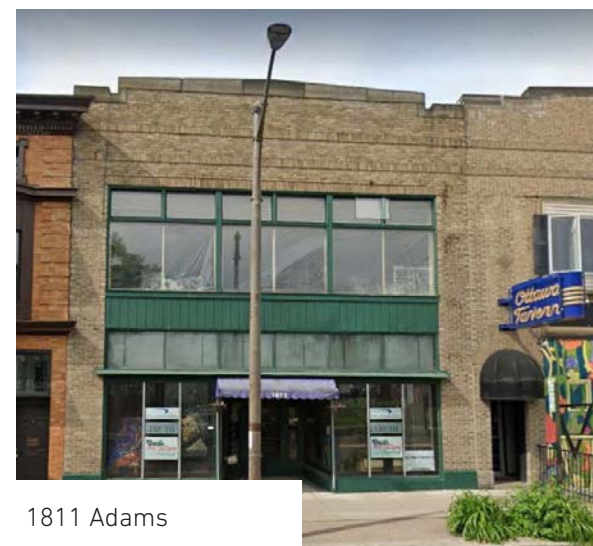
Uptown Green



Market on the Green

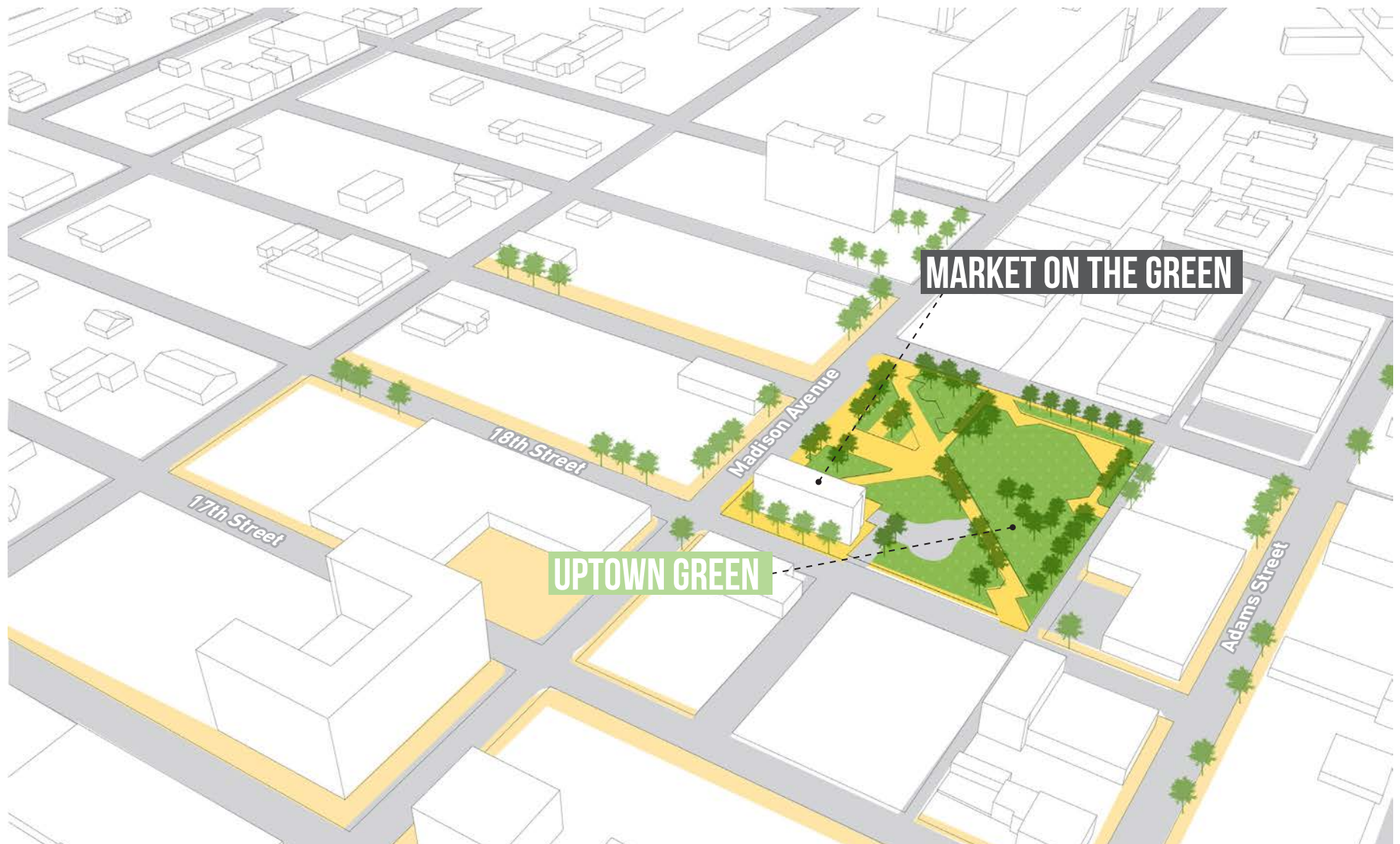


Toledo Innovation Center



1811 Adams

Uptown Focus Area Existing

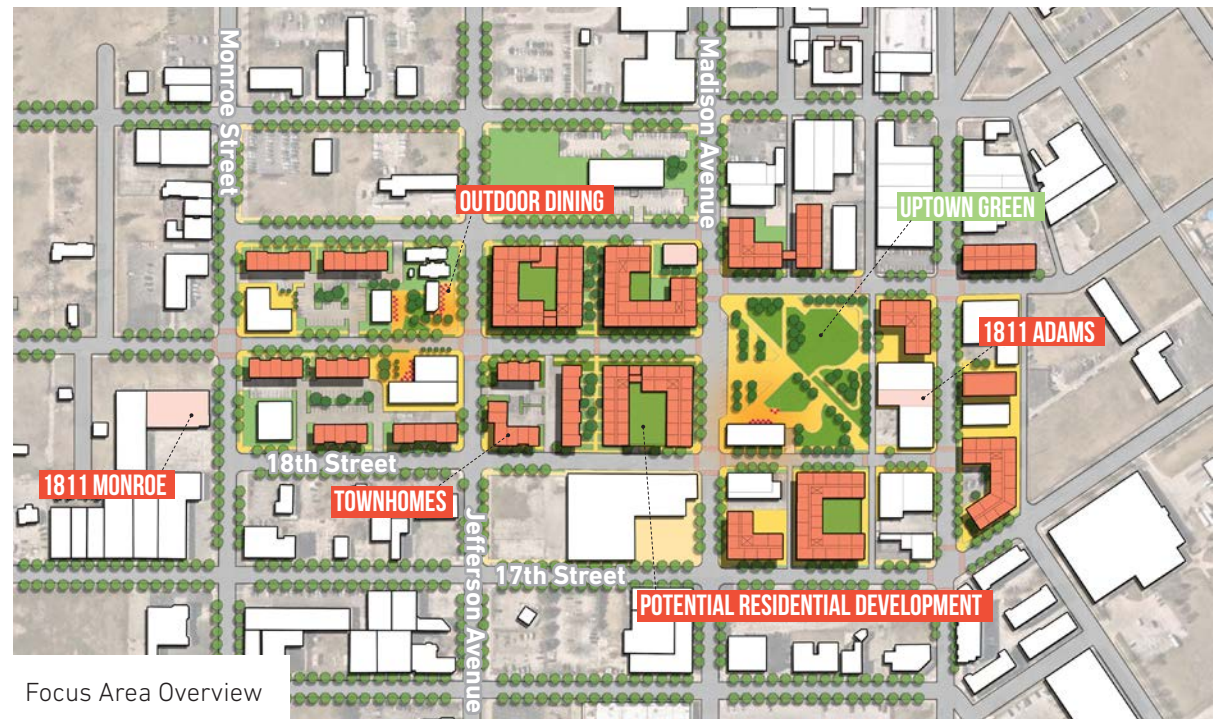


FOCUS AREAS

Uptown

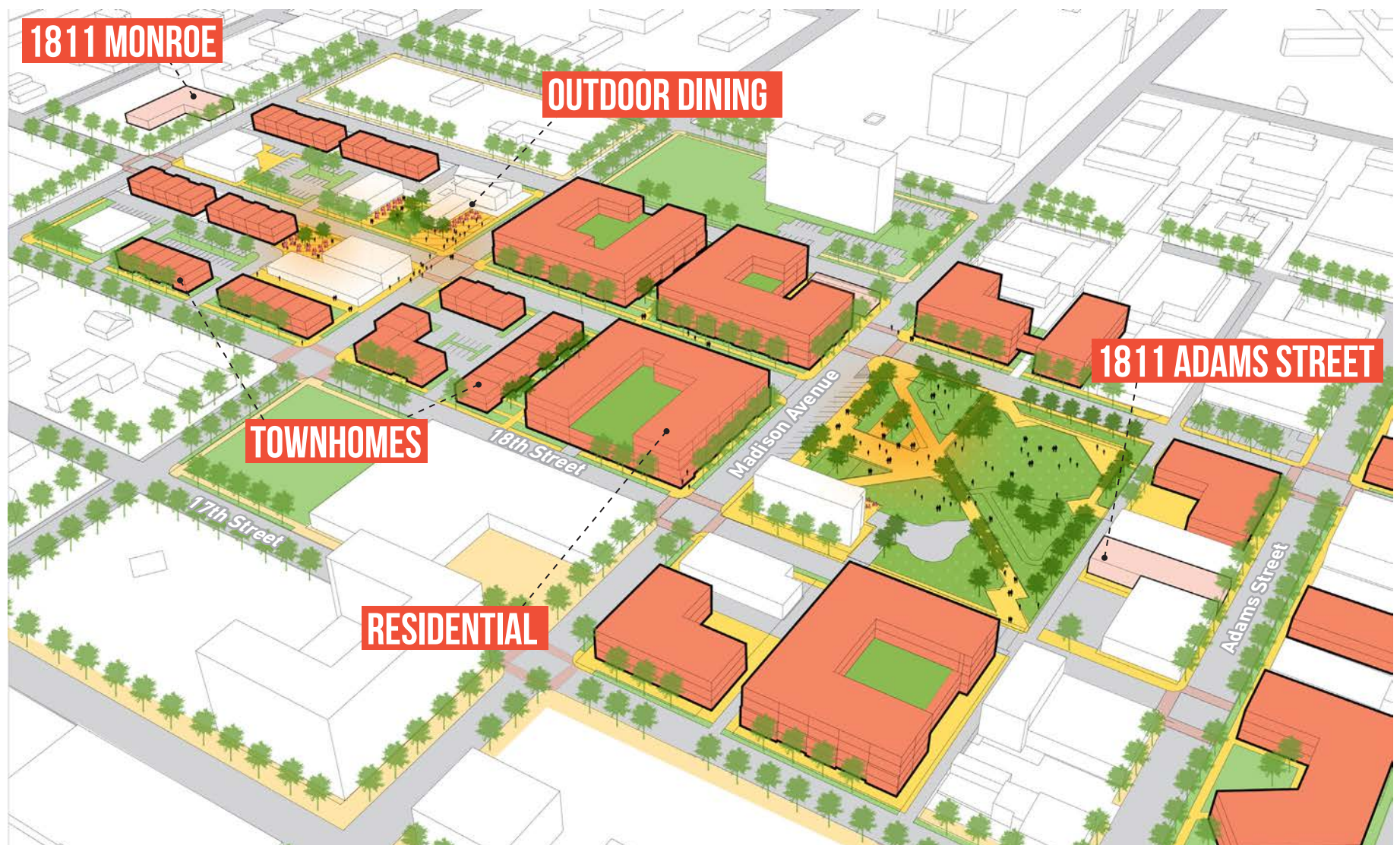
Strategies for the future of the Uptown Focus Area should include the following:

- > Build on the investment unlocked from the RAISE Grant and work done in the Social Innovation District Framework Plan surrounding the Toledo Innovation Center to fuel reuse and **new mixed-use and residential development**.
- > Capitalize on the planned reuse of 1811 Adams Street and synergy of the food and beverage cluster along the **north side of Uptown Green**.
- > Activate the **19th Avenue** corridor with new outdoor dining, plazas, and an improved pedestrian experience with the RAISE Grant's streetscape projects.
- > Build **walkable green streets** with bike and transit infrastructure that connects the Uptown neighborhood to its surroundings.
- > Reuse existing warehouse and industrial buildings as spin out space for start-ups and other **light industrial and advanced manufacturing uses**.



Focus Area Overview

Uptown Focus Area Potential





SECTION 4

PRIORITY ACTION ITEMS

PRIORITY ACTION ITEMS

Priority Action Items

Priority Action Items

To guide additional public and private investments and improvements in downtown, the Priority Action Items section catalogs all of the recommendations, public realm investments and conceptual plans detailed in this Plan Update. The Implementation Matrix suggests potential project partners and a timeframe for each recommendation. This will serve to bring the right decision makers together and work toward timely implementation.

This matrix should be considered to be a dynamic tool, to both evaluate success and identify needed adjustments or changes. As some Action Items 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 Update completion.

The Implementation Matrix covers Focus Areas, Priority Streets, and Market Strategy Recommendations in three sections.

Focus Areas

Each Focus Area and related recommendations are shown individually, noting where ConneCToledo, City, County and property owners and the development community can cooperate to make these concepts a reality. In some cases, these also involve public realm and park improvements, so other agencies like Toledo Metroparks and TMACOG may also need to be involved.

Streets

While there are numerous city streets slated for improvements currently, now is the time to start thinking about the next set of priority streets. Some improvements could be done simply with just restriping (Erie Street, Washington Street) allowing them to potentially move faster. Others require additional study and design, but have conceptual designs already in place (Madison Street and Adams Street) and could happen in the near term as the RAISE Grant is implemented. Monroe Street requires the most additional design as TARTA is planning Bus Rapid Transit along this corridor.

Market Strategy

Cooperation and the layering of funding sources and incentives will be key as Downtown Toledo continues to grow downtown housing, retail, office, and hospitality uses. There are also key recommendations around affordable housing to ensure that all Toledoans have access to the success of downtown. Continued support of innovation and entrepreneurship through the success of the Toledo Innovation Center and a managing Lead Agency will also be critical to the diversification of the city's and the region's economy.

Taken together, these community led and informed recommendations form the basis for the next phase of downtown investments in people and place.

What To Do First

- > **Leverage RAISE Grant and Toledo Innovation Center investment** by supporting residential and mixed-use redevelopment and the reuse of existing buildings.
- > **Consolidate regional entrepreneurial support** organizations, institutions, and advocates at the Toledo Innovation Center and identify lead organization/partner to manage space.
- > Leverage Glass City Convention Center investment to **increase supply of hotel rooms** downtown.
- > Develop a concept plan for the **Swan Creek Greenway** to connect the Riverwalk to the Warehouse District and neighborhoods beyond.
- > Create a **new Farmer's Market** to build on the momentum of the planned Food Hall and create a **new mixed-use development**.
- > Leverage the Riverwalk investment by positioning remaining riverfront and downtown sites as mixed-use residential developments to **maximize downtown population growth**.
- > Continue to **support storefront and commercial space investment** through targeted small business assistance resources and funding programs.
- > Plan for the **next set of streetscape improvements** to support continued redevelopment and reuse.

Focus Areas

	RECOMMENDATIONS	PARTNERS	TIMEFRAME		
			SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
Riverfront					
①	Create a unique and high quality residential development.	ConnecToledo, City of Toledo, Property Owners, Developers			
②	Build a restaurant with outdoor dining	ConnecToledo, City of Toledo, Toledo Metroparks			
③	Create a formalized overlook and promenade for visitors at the gateway to Swan Creek.	ConnecToledo, City of Toledo, Toledo Metroparks			
④	Extend the bicycle network by creating a clear and meaningful connection between the waterfront and the Jefferson Street Cycle Track.	ConnecToledo, City of Toledo, Toledo Metropolitan Area Council of Governments (TMACOG)			
⑤	Provide convenience parking and access in the alley between Fort Industry Square and the new development.	ConnecToledo, City of Toledo, Property Owners			
⑥	Continue to bolster the supply of hotels rooms adjacent to the Glass City Center.	ConnecToledo, City of Toledo, Lucas County, Property Owners, Developers			
Paramount Block					
①	Assess the needed capacity for and consider the construction of a parking garage that supports the Four Corners redevelopment site and provides parking for current lot users.	ConnecToledo, City of Toledo, Property Owners, Developers			
②	Preserve the existing building at the corner of Adams and Superior Streets.	ConnecToledo, City of Toledo, Property Owners, Developers			

PRIORITY ACTION ITEMS

Focus Areas

	RECOMMENDATIONS	PARTNERS	TIMEFRAME		
			SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
③	Build a residential liner around the garage and screen parking visible parts of the parking structure with vegetation and/or mural façade treatments.	ConnecToledo, City of Toledo, Property Owners, Developers			
④	Create a lush linear park, improve pedestrian crossings, and consolidate traffic along Jackson Street.	ConnecToledo, City of Toledo, Toledo Metroparks, TMACOG			
⑤	Improve the pedestrian network with streetscape improvements to Adams, Jackson, Superior, and Huron Streets.	ConnecToledo, City of Toledo, Lucas County, TMACOG			
Swan Creek					
①	Provide a newly designed outdoor Farmer's Market canopy and supportive parking west of the proposed Food Hall.	ConnecToledo, City of Toledo, Toledo Farmer's Market, Toledo City Market, Property Owners			
②	Surround the Food Hall and adjacent Swan Creek area with outdoor dining, pedestrian oriented plaza spaces, and a play area to encourage community gathering.	ConnecToledo, City of Toledo, Lucas County, Property Owners, Developers			
③	Renovate, reuse, and preserve historic buildings	ConnecToledo, City of Toledo, Property Owners, Developers			
④	Spur residential development	ConnecToledo, City of Toledo, Property Owners, Developers			
⑤	Introduce a network of immersive trails along Swan Creek with publicly accessible features, such as an overlook and kayak launch.	ConnecToledo, City of Toledo, Toledo Metroparks			
⑥	Consider a direct pedestrian connection to public plazas on both sides of Swan Creek with a pedestrian bridge.	ConnecToledo, City of Toledo, Toledo Metroparks			

Focus Areas

	RECOMMENDATIONS	PARTNERS	TIMEFRAME		
			SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
⑦	Promote site access using alternative modes of transportation with improved bicycle infrastructure along Erie Street and increased pedestrian connectivity throughout the Warehouse District.	ConnecToledo, City of Toledo, TMACOG, TARTA			
Uptown					
①	Fuel reuse and new mixed-use and residential development.	ConnecToledo, City of Toledo, Property Owners, Developers			
②	Capitalize on the planned building reuse and synergy of the food and beverage businesses.	ConnecToledo, City of Toledo, Property Owners, Business Owners, Developers			
③	Activate the 19th Avenue corridor with new outdoor dining, plazas, and an improved pedestrian experience with the RAISE Grant's streetscape projects.	ConnecToledo, City of Toledo, Property Owners, Developers			
④	Build walkable green streets with bike and transit infrastructure that connects the Uptown neighborhood to its surroundings.	ConnecToledo, City of Toledo, Property Owners, Developers			
⑤	Reuse existing warehouse and industrial buildings as spin out space for start-ups and other light industrial and advanced manufacturing uses.	ConnecToledo, City of Toledo, Property Owners, Developers, Innovation Partner			

PRIORITY ACTION ITEMS

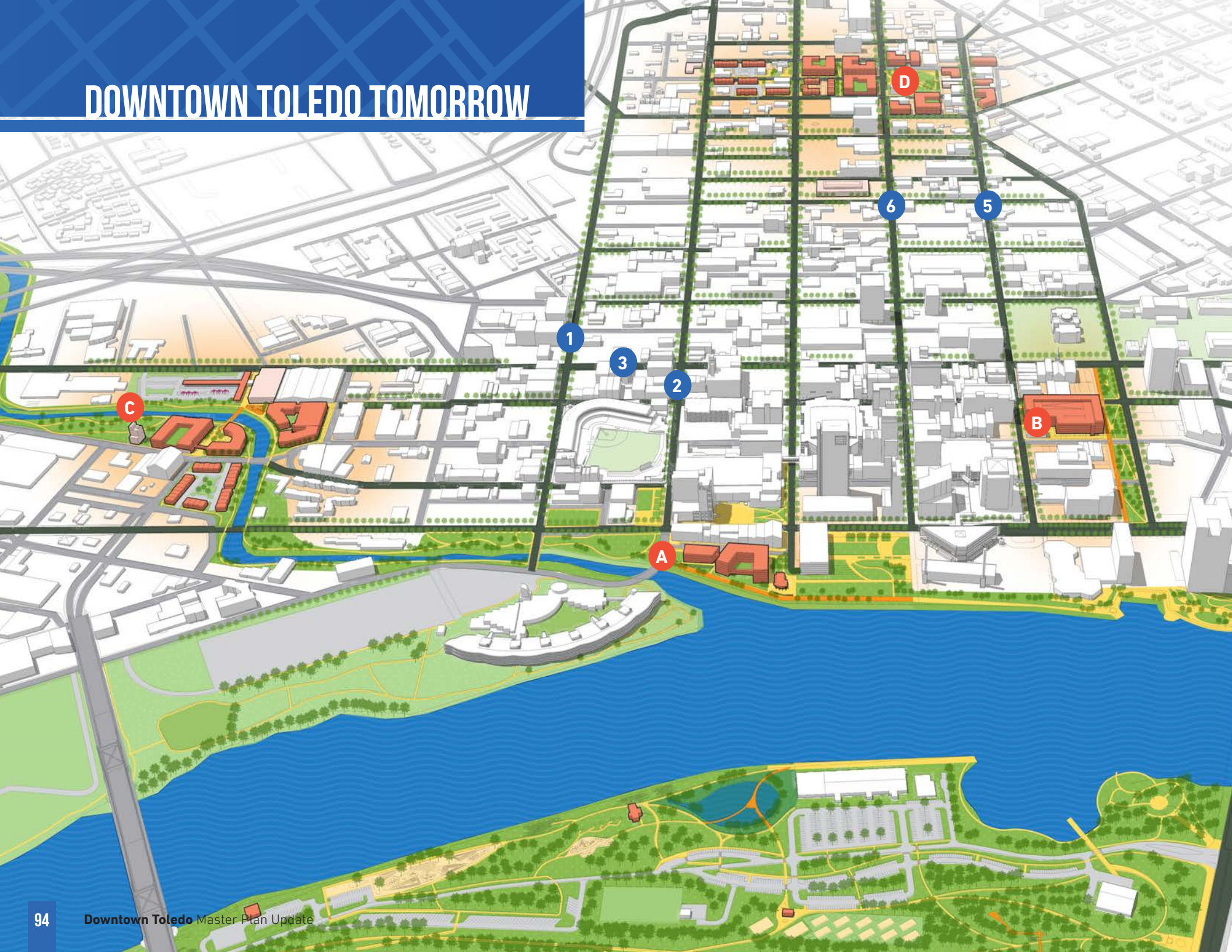
Streets

	RECOMMENDATIONS	PARTNERS	TIMEFRAME		
			SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
Streets					
①	Adams Street	ConnecToledo, City of Toledo, Lucas County, TMACOG			
②	Madison Street	ConnecToledo, City of Toledo, Lucas County, TMACOG, TARTA			
③	Washington Street	ConnecToledo, City of Toledo, Lucas County, TMACOG			
④	Monroe Street	ConnecToledo, City of Toledo, Lucas County, TMACOG, TARTA			
⑤	Erie Street	ConnecToledo, City of Toledo, Lucas County, TMACOG			
⑥	Summit Street (Vistula)	ConnecToledo, City of Toledo, Lucas County, TMACOG			

Market Strategy

	RECOMMENDATIONS	PARTNERS	TIMEFRAME		
			SHORT (1-3 Years)	MEDIUM (3-5 Years)	LONG (5-10 Years)
Market Strategy					
①	Create Opportunities for Hotel Development	ConnecToledo, Lucas County, Glass City Center, Developers and Property Owners			
②	Enhance the Toledo Farmer’s Market Experience	ConnecToledo, City of Toledo, Toledo Farmer’s Market, Center for Innovative Food Technology, Toledo ECDI, Developers and Property Owners			
③	Expand retail offerings downtown to serve a wide range of visitors and consumer preferences	ConnecToledo, City of Toledo, Developers and Property Owners			
④	Continue identifying redevelopment opportunities for housing	ConnecToledo, City of Toledo, LISC			
⑤	Leverage the Toledo Innovation Center as the focal point for regional entrepreneurial support services	ConnecToledo, City of Toledo, local corporations, University of Toledo, Owens Community College, Bowling Green State University, NOIC, Jumpstart, Toledo Regional Growth Partnership, Toledo Regional Chamber of Commerce			
⑥	Create a Startup Grant Program	ConnecToledo, City of Toledo, local corporations, NOIC, Jumpstart, Toledo Regional Growth Partnership, Toledo Regional Chamber of Commerce			

DOWNTOWN TOLEDO TOMORROW





A Riverfront



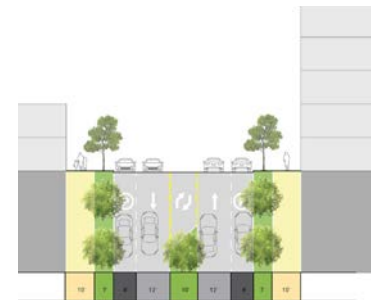
B Paramount Block



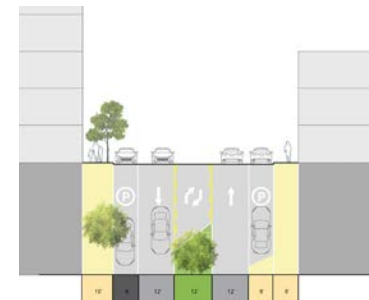
C Swan Creek



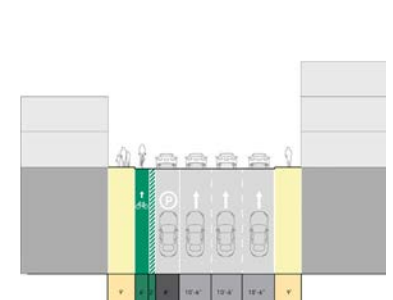
D Uptown



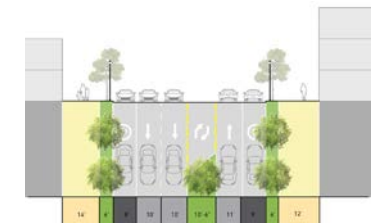
1 Washington Street



2 Monroe Street



3 Erie Street



4 Summit Street (Vistula)



5 Adams Street



6 Madison Avenue



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