



# TOLEDO SOCIAL INNOVATION DISTRICT FRAMEWORK PLAN

*2022*

## PROJECT PURPOSE

Working together with community partners, the City of Toledo and ProMedica have created a vision for the Toledo Social Innovation District that will connect Downtown Toledo, Uptown, Junction and numerous surrounding neighborhoods to allow for equitable access to workforce development, jobs, services, and community amenities. This framework leverages funded utility infrastructure projects to build an interconnected network of pedestrian and bike-friendly streets, add mobility improvements to accommodate high-capacity transit, create a system of green streets and parks, support existing residents and businesses, enable reinvestment in existing properties, encourage infill development, and maximize recent and ongoing investment in innovation, job training, social services, entrepreneurship, and education.

While there are important social service, workforce development, education, arts and local business assets in the neighborhood today, this part of Toledo is typified by vacant lots, vacant buildings, a lack of tree canopy, and a lack of park space. The streets are in a poor state of repair, and are unsafe for all users. Despite recent investment by ODOT, the Uptown and Junction neighborhoods are still cut off from one another by I-75 overpasses that have minimal pedestrian facilities and bicycle accommodation.

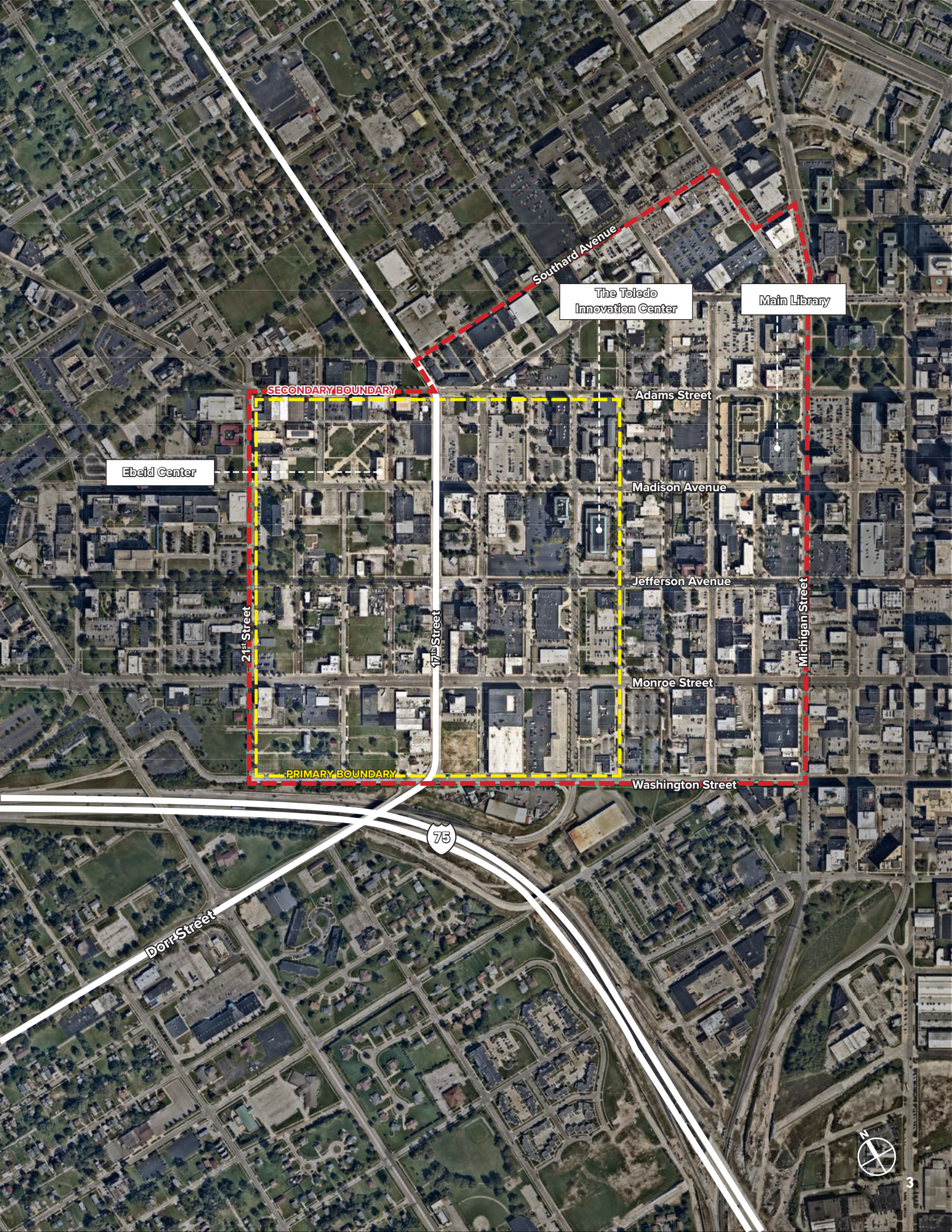
This work complements recent and planned investments in transportation infrastructure and public space by the City of Toledo, TARTA, ODOT, Lucas County, and Toledo Metroparks. Streetscape enhancements have been made or are planned on several downtown streets, TARTA has invested in a new downtown transit center and is planning Bus Rapid Transit, and Lucas County and Toledo Metroparks are investing in new community open spaces and riverfront trails. The City has been working to implement bike infrastructure, recently completing the Jefferson Avenue Cycle Track that connects Uptown to Downtown. Planned improvements will leverage funded City infrastructure projects in water and

sewer lines throughout the study area that will upgrade utilities and reconstruct or resurface all of the north-south streets and Adams Street within the study area.

The vision for the Toledo Social Innovation District will build on these utility infrastructure improvements by creating new streetscapes that connect Downtown Toledo with the Uptown and Junction neighborhoods. Walkable, comfortable, green streets and bike infrastructure will fill in a missing link in the north-south bike network and close the gap across I-75 with enhanced bike and pedestrian facilities. Doing so will uplift existing residents, services, and businesses, and enable new community supportive development.

Recommendations in this plan are focused on the area shown in yellow in the diagram on the facing page. Bounded by Adams Street, 21st Street, 13th Street and Washington Street, this primary study area was the focus of a community planning process to determine needed improvements for a 2022 RAISE Grant submission. It is also the focus of work that ProMedica is doing through the Ebeid Neighborhood Promise initiative to reinvest in community-oriented development in an around the Ebeid Center and the Toledo Innovation Center. The secondary study area boundary extends to Michigan Avenue to ensure that the development framework in this plan connects Uptown and the Toledo Social Innovation District to downtown.





Southard Avenue

The Toledo Innovation Center

Main Library

SECONDARY BOUNDARY

Adams Street

Ebeid Center

Madison Avenue

21<sup>st</sup> Street

17<sup>th</sup> Street

Jefferson Avenue

Michigan Street

Monroe Street

PRIMARY BOUNDARY

Washington Street

75

Dorr Street









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OVERVIEW

01



# PLANNING PROCESS AND PLAN ALIGNMENT

## Process

To guide this work with the community, the planning team worked with a project Core Team made up of leadership from the City, County, TARTA, ConnecToledo, and ProMedica. The planning team also engaged the Ebeid Neighborhood Promise Community Coalition that represents a broad spectrum of residents, businesses, service providers, non-profits, and government agencies at three critical decision points in this process. This work was further supported by involving more than 100 stakeholders in one-on-one and small group meetings to review planning priorities and craft a unified vision for the Toledo Social Innovation District.

## Plan Alignment

The planning team began its framework planning by aligning with previous community planning. Plans included master plans for Uptown and Junction, the Downtown Toledo Master Plan, the Downtown Toledo Transportation Study, the Toledo Museum of Art Master Plan, visioning plans for Uptown and Downtown, and other planning efforts.

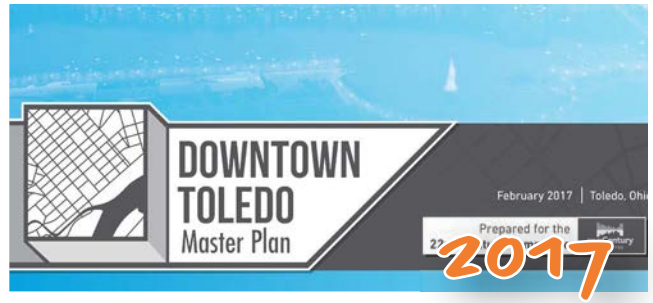
## Findings

This outreach and plan alignment resulted in several key findings that shaped the recommendation and design of improvements:

- Uptown has a huge potential with arts, education, entertainment, local businesses, and innovation
- Improvements should build on the momentum of planned investment (Toledo Innovation Center, Toledo School for the Arts expansion, Toledo Museum of Arts Master Plan, planned mixed-income residential development, etc.)
- Uptown Green and the Jefferson Avenue Cycle Track have not realized their full potential
- There is a need for better connections to and through Uptown from all directions (Downtown/West End/Junction/Toledo Museum of Art)
- There is a need for greater connectivity, safety and activity throughout the neighborhood
- There is a need to focus on pedestrian and transit infrastructure
- “Green up” Uptown to reduce the urban heat-island impact and increase pedestrian comfort
- Re-purpose existing buildings to allow for reuse and revitalization
- Consider the impact on the unhoused population and the opportunities that exist with social service and government agencies in Uptown
- There is an opportunity to add mixed-income housing and job-focused investment in Uptown

# STAKEHOLDER GROUPS AND ORGANIZATIONS

Bitwise  
 City of Toledo  
 Community Coalition  
 ConneCToledo  
 Cherry Street Mission  
 Homeless Stakeholder Group  
 Junction Neighborhood  
 Non-profit organizations/Businesses  
 ProMedica  
 Residents  
 St. Paul's  
 Toledo Metroparks  
 Toledo Museum of Art  
 Toledo School for the Arts  
 Uptown Association



# ON-SITE EVALUATION

Together with the Core Team, the planning team conducted an on-site walking tour in November 2021. The tour enabled the planning team to develop a full understanding of the issues and opportunities in Uptown. Findings and observations from the tour include:

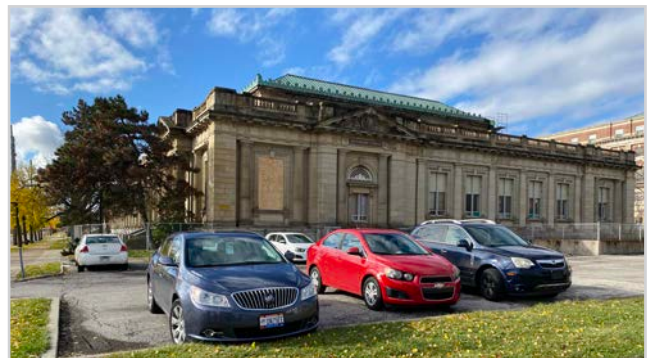
- The district is typified by vacant lots and buildings and an over-abundance of surface parking lots.
- While the Jefferson Avenue Cycletrack has improved that corridor, overall pedestrian, bicycle and vehicular infrastructure in the district is in a poor state of repair, with missing or damaged sidewalks, a lack of bicycle facilities, and deteriorated roadways.
- The district is disconnected from the Junction Neighborhood by I-75. While overpasses have been improved and technically provide space for bicycles, the infrastructure has not been well designed or implemented leading to unsafe conditions for bicyclists and an unpleasant pedestrian experience.
- While Uptown Green has created a community gathering space, more needs to be done to complete the park in terms of its comfort and usability to make it attractive for both daily visitors and programming/events.
- There is a distinct lack of trees in the district, leading to an unwelcoming pedestrian environment.
- There are several independent, local businesses on Adams Street, more needs to be done to connect that vibrancy to the rest of the district and find ways to enliven other parts of the district to provide a more consistent level of activity throughout the district.
- New investment is coming to the district from new residential to innovation to expanded arts and culture to social services.



**Jefferson Cycle track**



**Dorr Street Overpass**

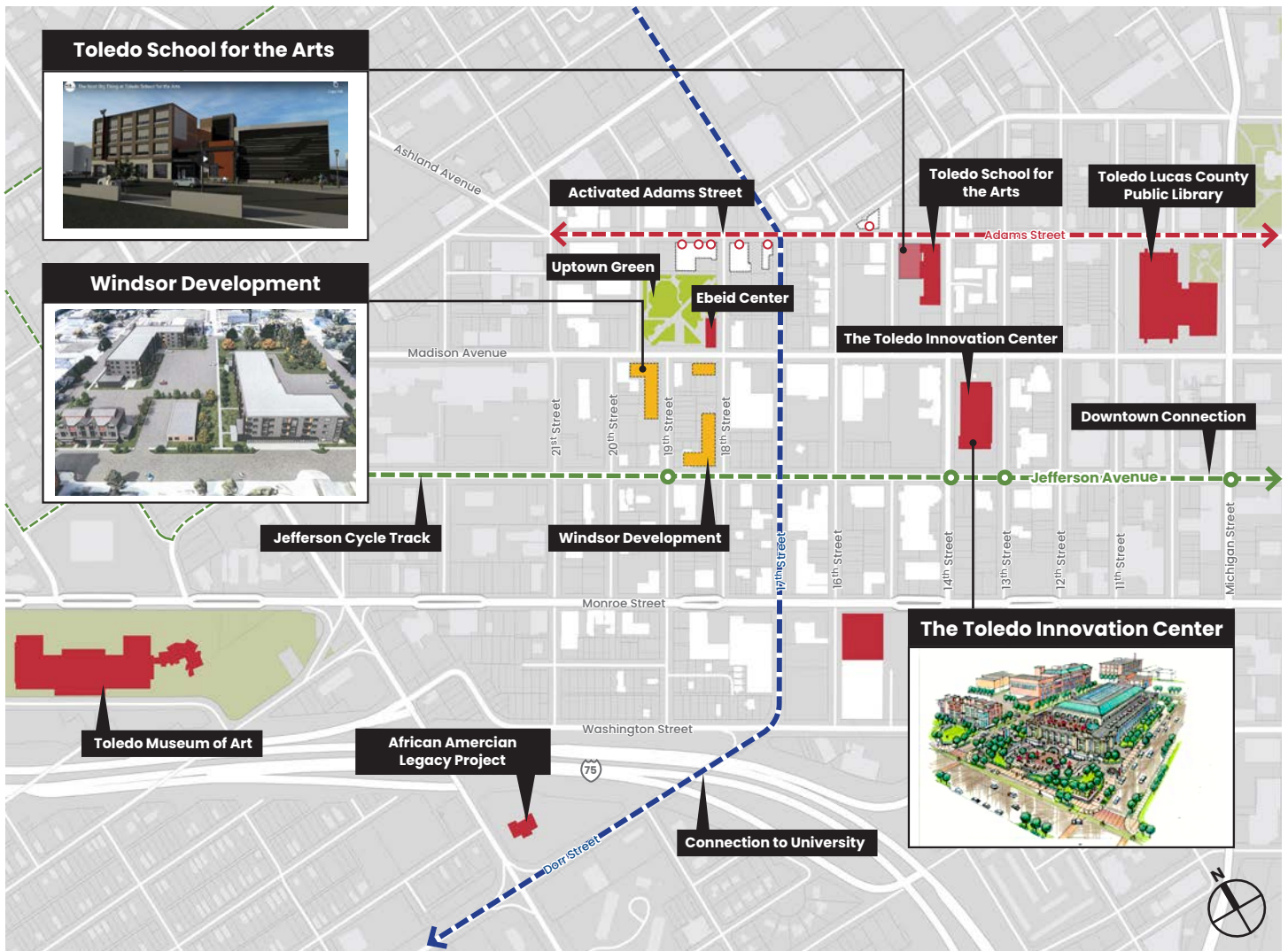


**The Toledo Innovation Center**



**Uptown Green**





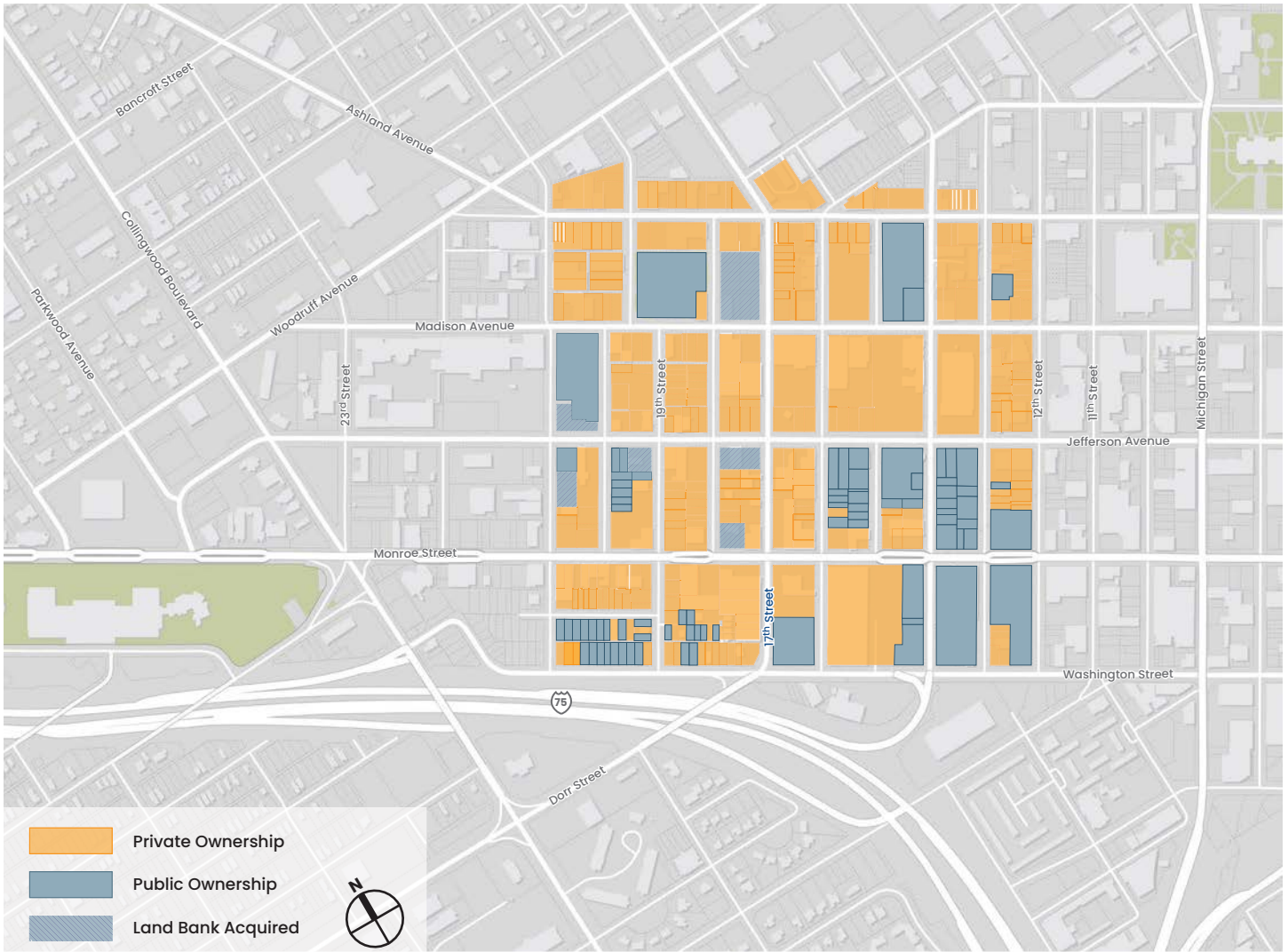
## THE DISTRICT TODAY

### Development Momentum

There are many community assets in the Social Innovation District. The Toledo Museum of Art located just to the west, is the cultural anchor of community. To the east toward downtown, is the Toledo Lucas County Public Library and the Toledo School for the Arts. At the core of the district is Uptown Green and the Ebeid Center that offer needed community gathering spaces, social services and shopping. The adjacent Adams Street corridor offers a hub of local entrepreneurs, retailers, restaurants and entertainment. At the southern end of Uptown, there are many vacant lots and a preponderance of social service agencies and governmental uses. While each of these assets are arguably destinations in and of themselves, they are not well connected to each other. This lack

of connectivity is due to large gaps of activity between one destination and another, with walkability and vibrancy hampered by vacant storefronts, vacant lots, surface parking lots, a lack of lighting, and the general perception of unsafe conditions.

There have been improvements to the Jefferson Avenue corridor which is a starting point in the improving the overall multimodal conditions in the district. New development in the form of mixed-income residential across from Uptown Green and the investment in the Toledo Innovation Center will help to set the stage for additional infill development and reinvestment in existing structures that will help the district become more vibrant throughout.



## Ownership

Revitalization efforts in the Social Innovation District will be aided by the fact that many properties have been aggregated or are owned by public entities. This will allow transformative projects, investments in public spaces, and the rehabilitation and reuse of existing buildings to occur with greater speed. This influx of activity will help vibrancy to return to the district, and potentially motivate other large property owners to reconsider how their property might be returned to a higher and better use.

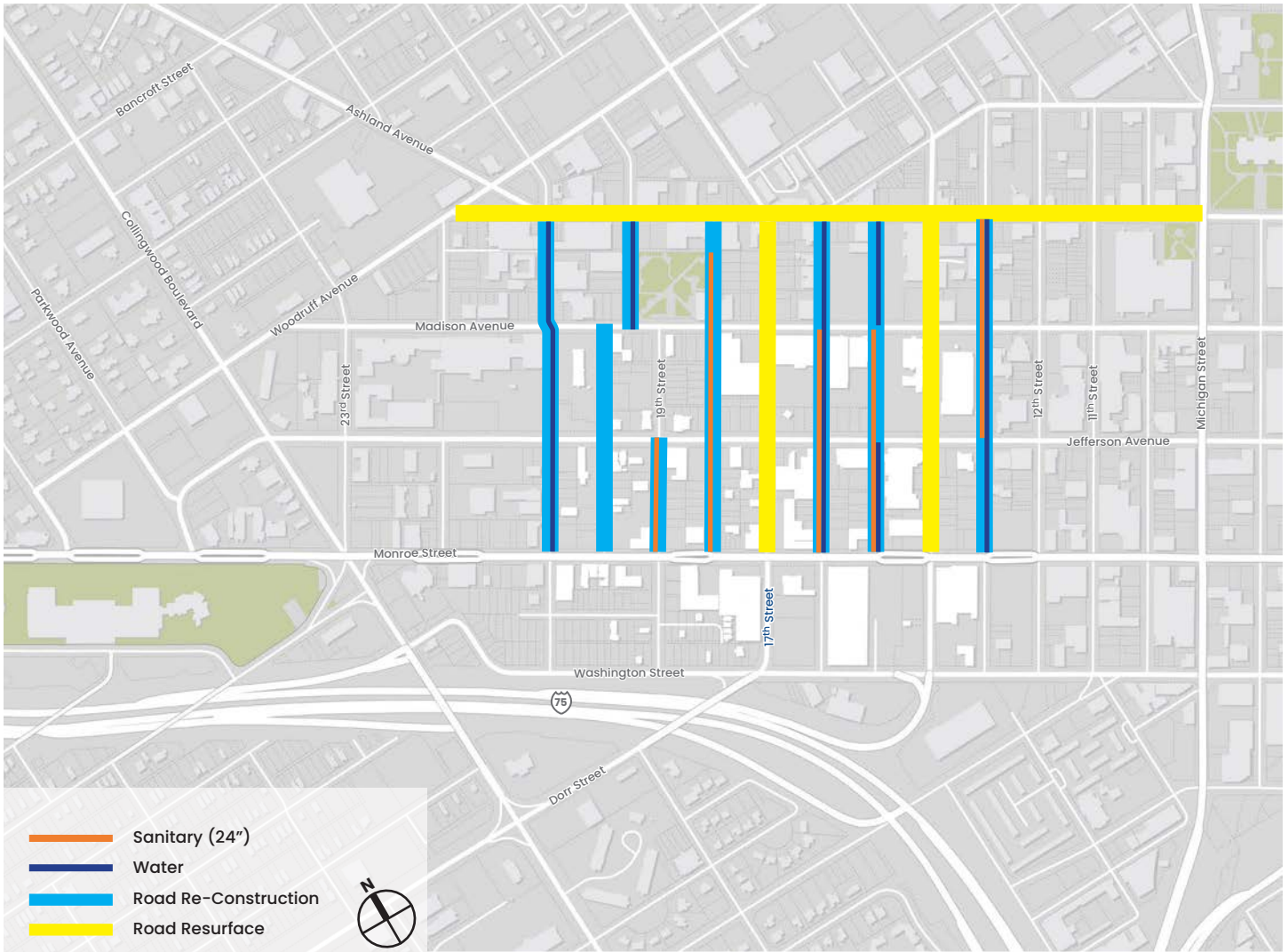


**Toledo School for the Arts**



**Windsor Development**





**Potential Infrastructure Projects**

The City of Toledo is planning on replacing water and sewer mains throughout the district. Approximately 68% of the water mains in this area are more than 100 years old, and 91% of the sewer mains in this area are between 55 and 100 years old. These mains will all be replaced and upsized to support new development expected in the district. As a result of the underground utility work and because most of the roadways in the district will be resurfaced or reconstructed. Ideally these should enable other public realm improvements to be made, including new sidewalks, street trees, lighting, intersection crossings, and bicycle and other transportation improvements.



**Existing Condition - 13th Street**



**Existing Condition - Adams Street**





DISTRICT  
STRATEGIES +  
PROJECT PRIORITIES

02

# PROJECT GOALS & STRATEGIES

Following community engagement, on-site analysis, and existing conditions review, the planning team developed a set of planning goals for this framework plan. These goals represent the desires of the community, build on current strengths, and articulate the aspirations for the Toledo Social Innovation District.

The first goal creates a vision for a revitalized urban neighborhood with new mixed-income housing, retail, commercial, community services, and innovation space that expand on the district's core strengths of arts, education and entrepreneurship. The second goal recognizes that to truly thrive, existing assets and new development needs to be better connected within the district, to downtown and to surrounding neighborhoods. The third goal focuses on livability, adding community gathering spaces, improving street trees and creating a welcoming and comfortable public realm that brings people together.

To accomplish these goals, the planning team identified seven strategies:

1. Invest in Key Corridors
2. Amenitize the Jefferson Avenue Cycle Track
3. Complete Uptown Green
4. Green the Neighborhood
5. Celebrate and Improve Alternative Transportation
6. Identify a Neighborhood Core
7. Leverage New Development and Existing Buildings

01

## Create a Neighborhood

Arts	Social
Innovation	Living
Community	Ground-Floor Activation

02

## Interconnect Assets

Transit	Vehicular
Pedestrian	Public Spaces
Bicycle	Neighborhood Hubs

03

## Anchor an Open Space Network

Pocket Parks	Street Trees
Public Spaces	Connectivity
Linear Parks	



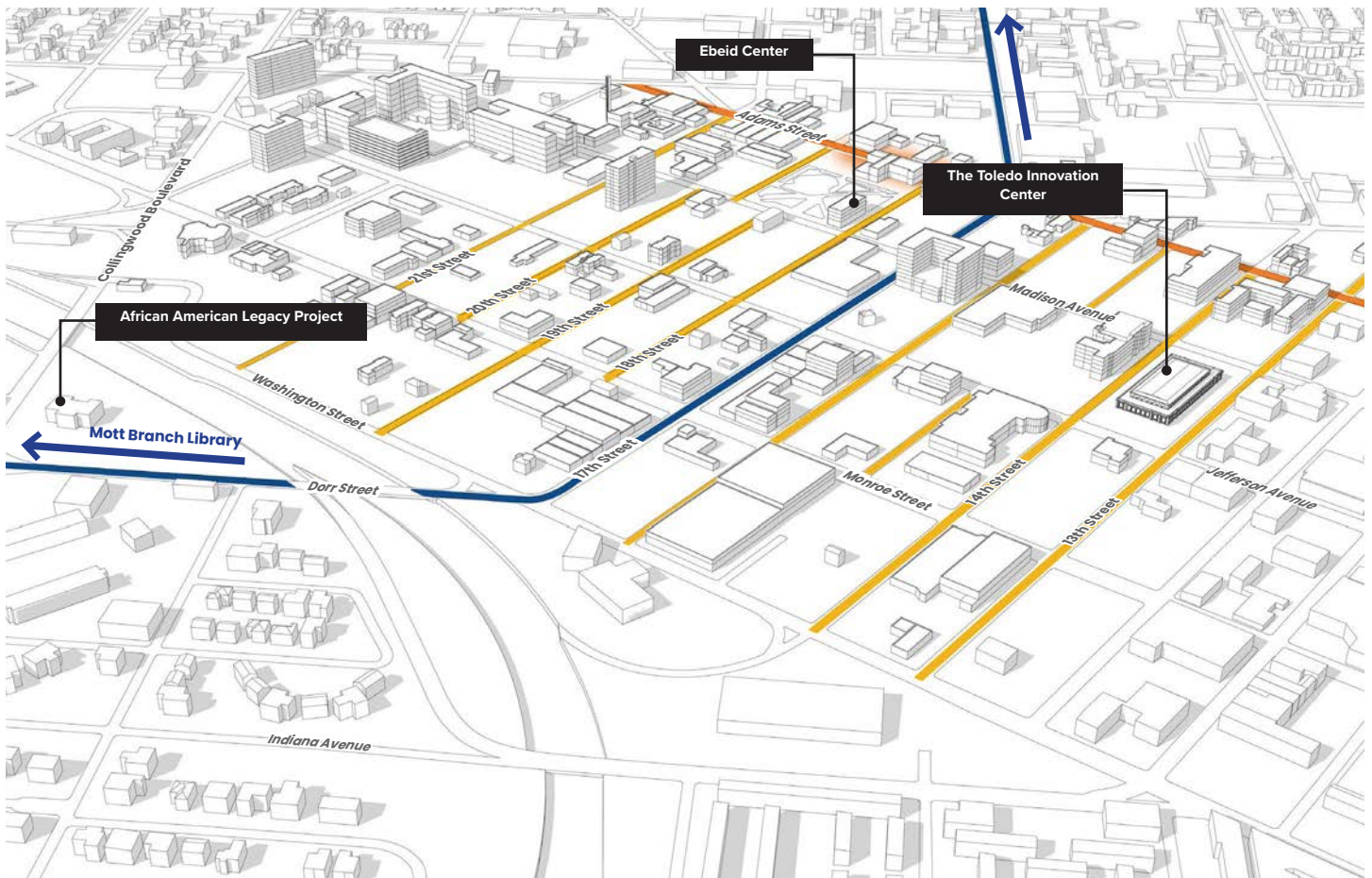
# TOLEDO SOCIAL INNOVATION DISTRICT FRAMEWORK PLAN



- Existing Buildings
- Planned Development
- Potential Development
- Potential Re-use
- Public Art





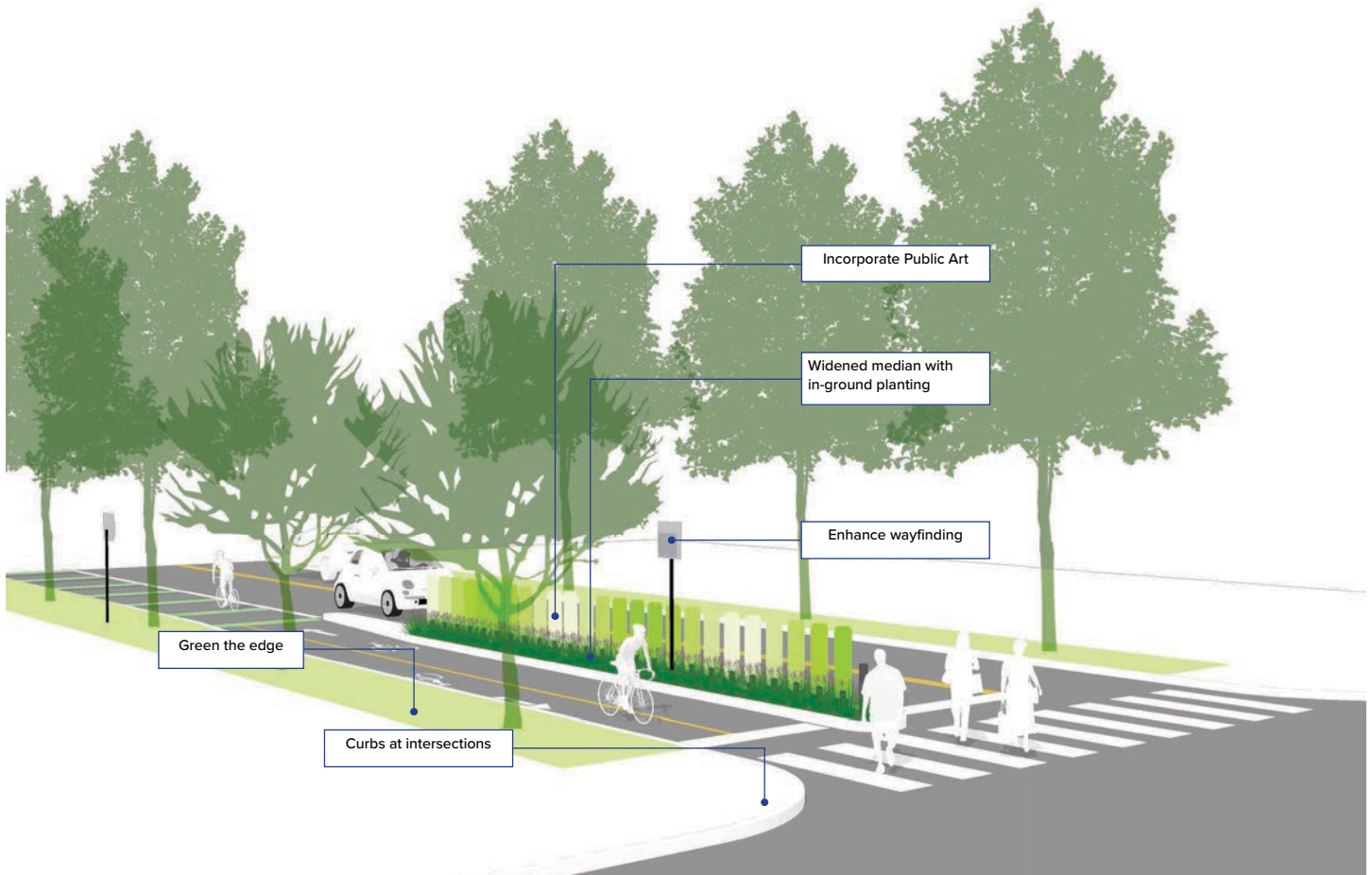


# 01 Invest in Key Corridors

- 13th & 14th Streets: Connects the Toledo School for the Arts, the Toledo Innovation Center and social services
- 17th Street: Is the critical north-south regional connection to Junction, Old West End, & Warren Sherman served by the highest-used TARTA route, and is a gap in the regional bike network
- Adams Street: Is the Arts/Entertainment/Local Entrepreneurship Corridor
- Monroe Street: Is the connection from the Toledo Museum of Art to Downtown
- 15th, 16th, 18th, 19th, 20th, 21st, and Madison Avenue: Need to be safe and comfortable neighborhood streets
- Connections to Junction Neighborhood: Improve I-75 overpasses and build a Dorr Street multi-use path to extend pedestrian and bicycle facilities and join the two neighborhoods together





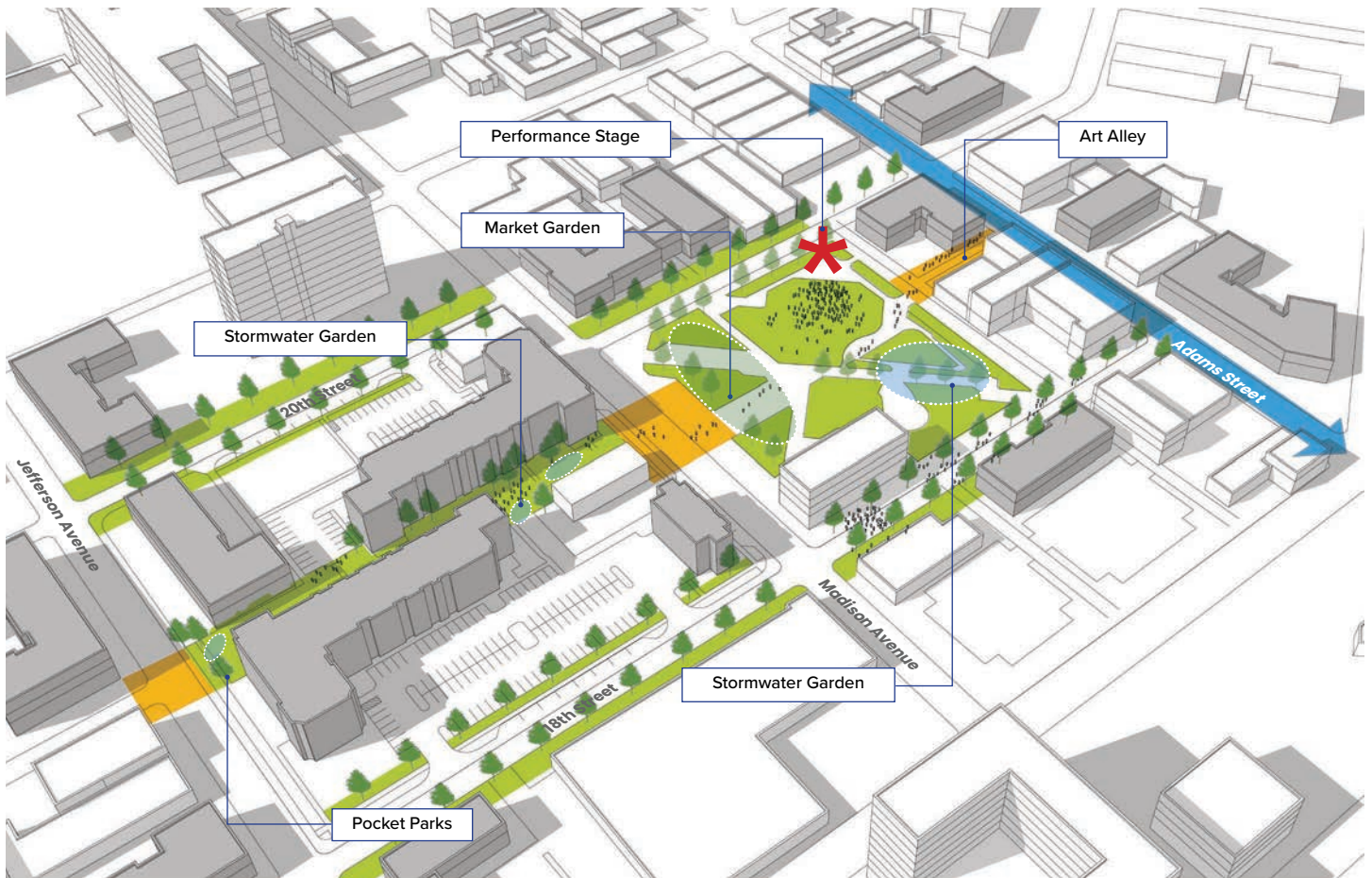


## 02 Amenitize Jefferson Avenue Cycle Track

Add landscaping, public art, and wayfinding to improve usability, legibility, and attractiveness. Doing so will better define and separate the cycle track from traffic, reduce points of conflict and confusion between bicycles and automobiles and improve overall safety.





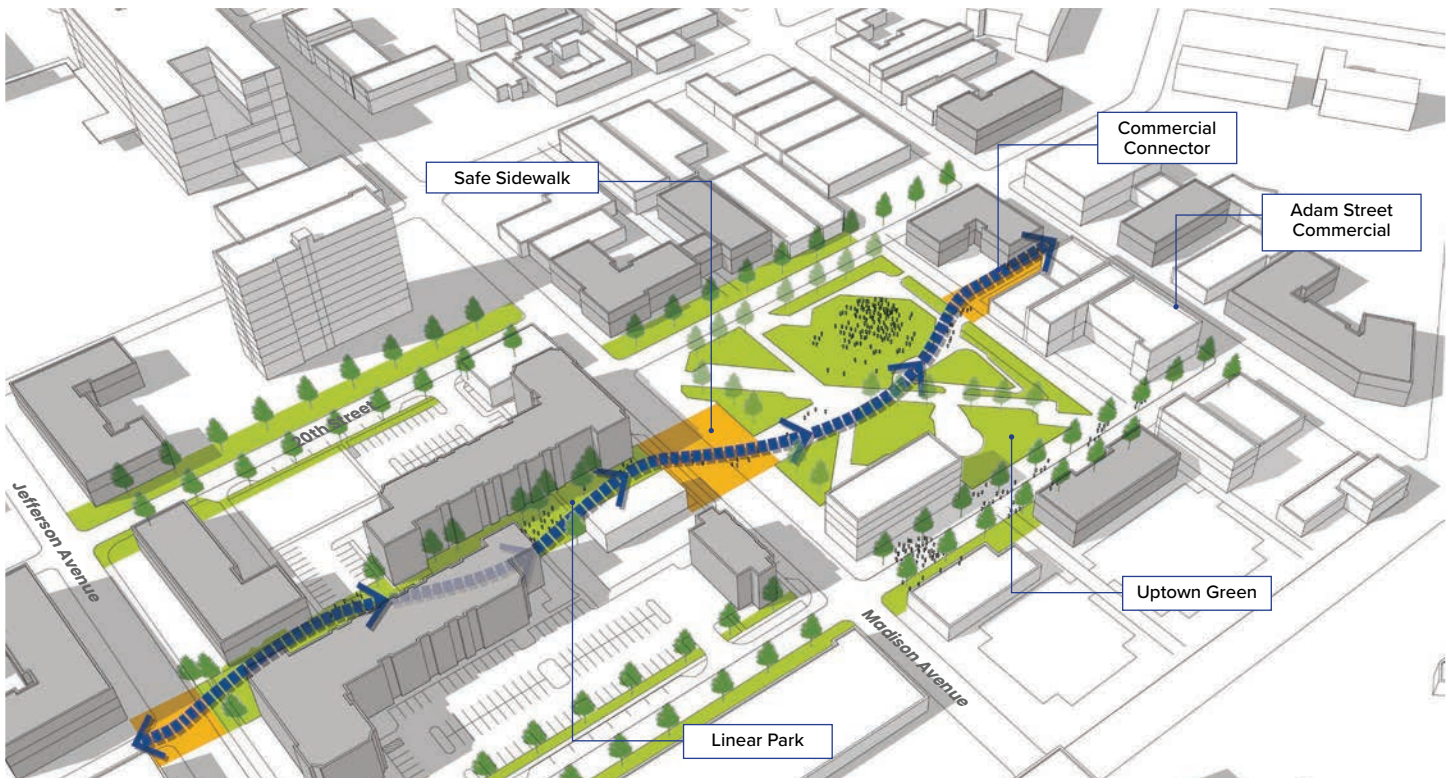


## 03 Complete Uptown Green

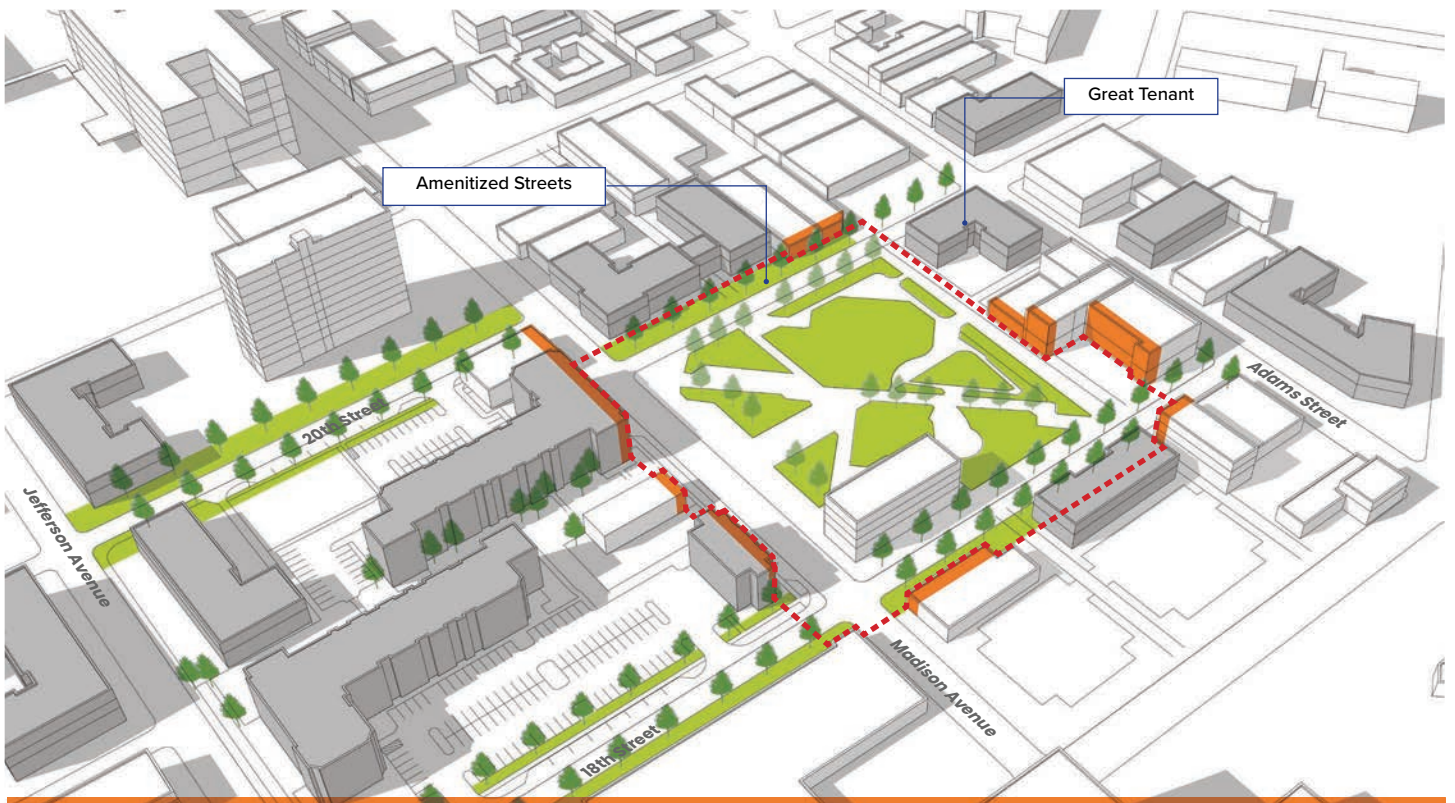
Add amenities, landscape, activities, comfort, and program opportunities to Uptown Green to make it a more inviting, social neighborhood space. Having a dedicated performance stage and an area for other events like markets will enable greater programming and provide needed shade for daily park users. Connections to Adams Street and through the new Windsor Development along the vacated 19th Street will better connect Uptown Green to new residents and areas of activity. Redevelopment of the vacant parcels and surface parking lots surrounding Uptown Green should be addressed to add residents and vitality to this neighborhood anchor.





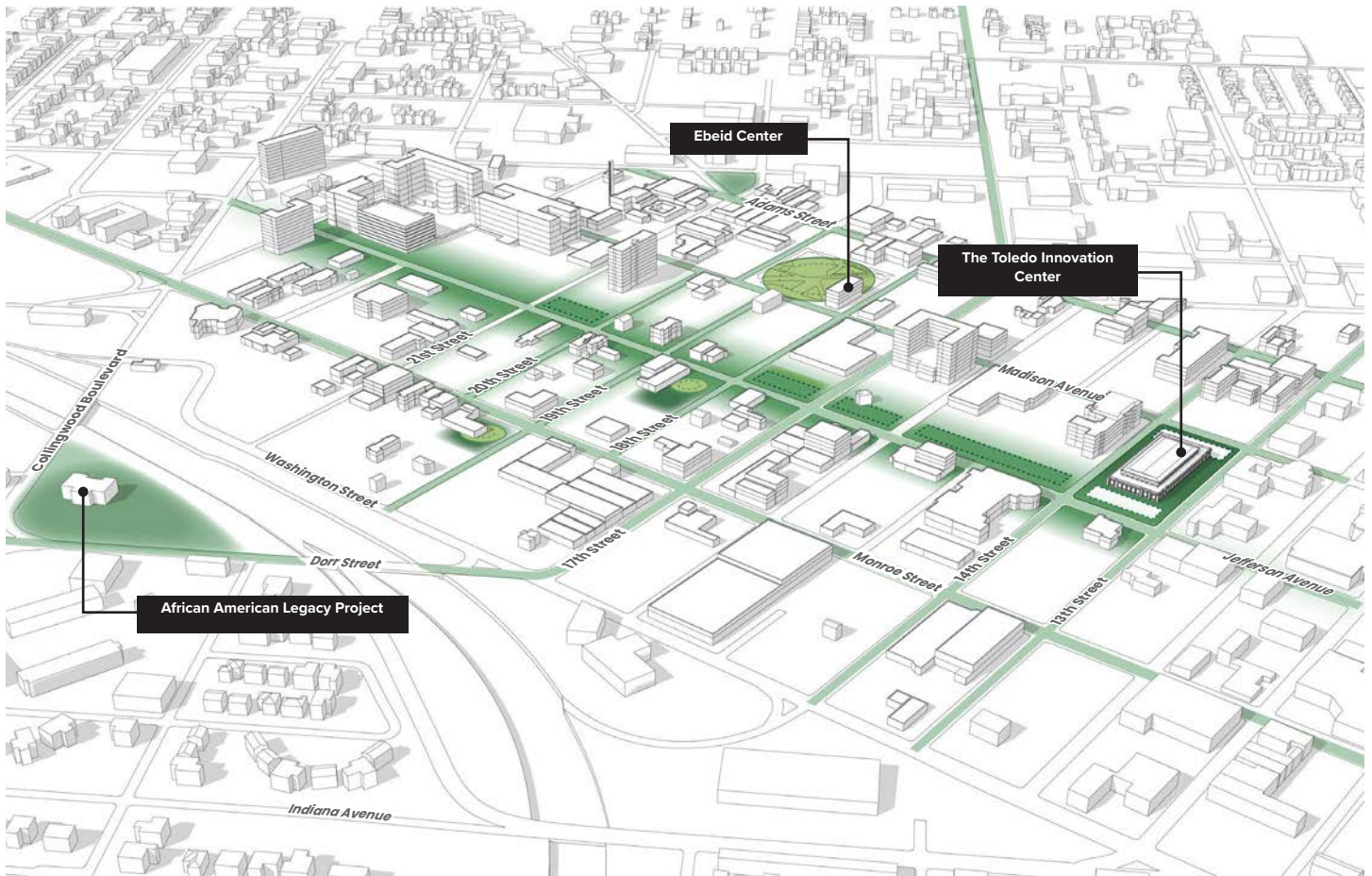


**Complete Uptown Green/ Flow To Adams Street**



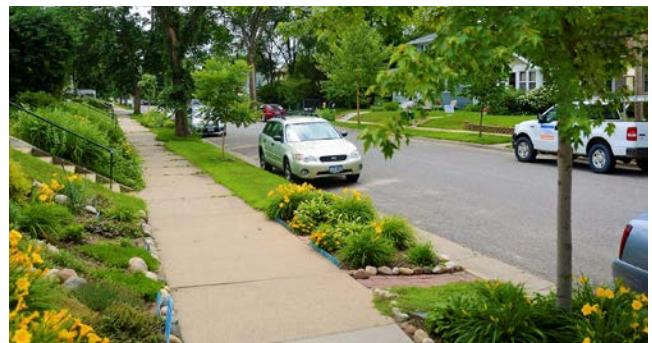
**Complete Uptown Green/ Frame The Park**



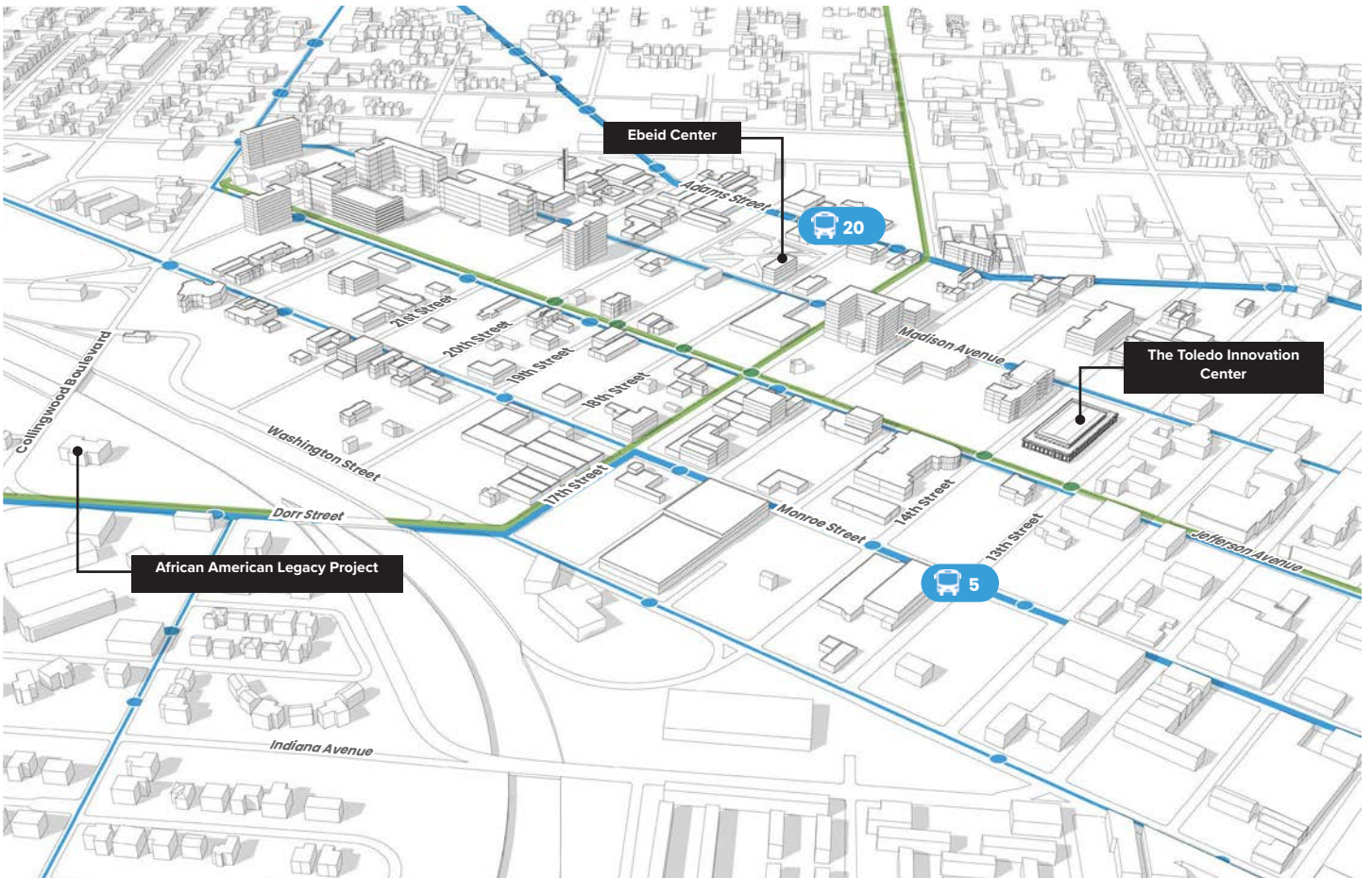


# 04 Green the Neighborhood

The study area currently has 9% tree canopy coverage. The ideal tree canopy goal is 48%. To address this, the plan calls for more than 2,000 new street trees, streetscape enhancements, and create an integrated system of neighborhood public spaces. Doing so will not only improve walkability and create comfortable public spaces, it will also improve stormwater management and alleviate urban heat islands.





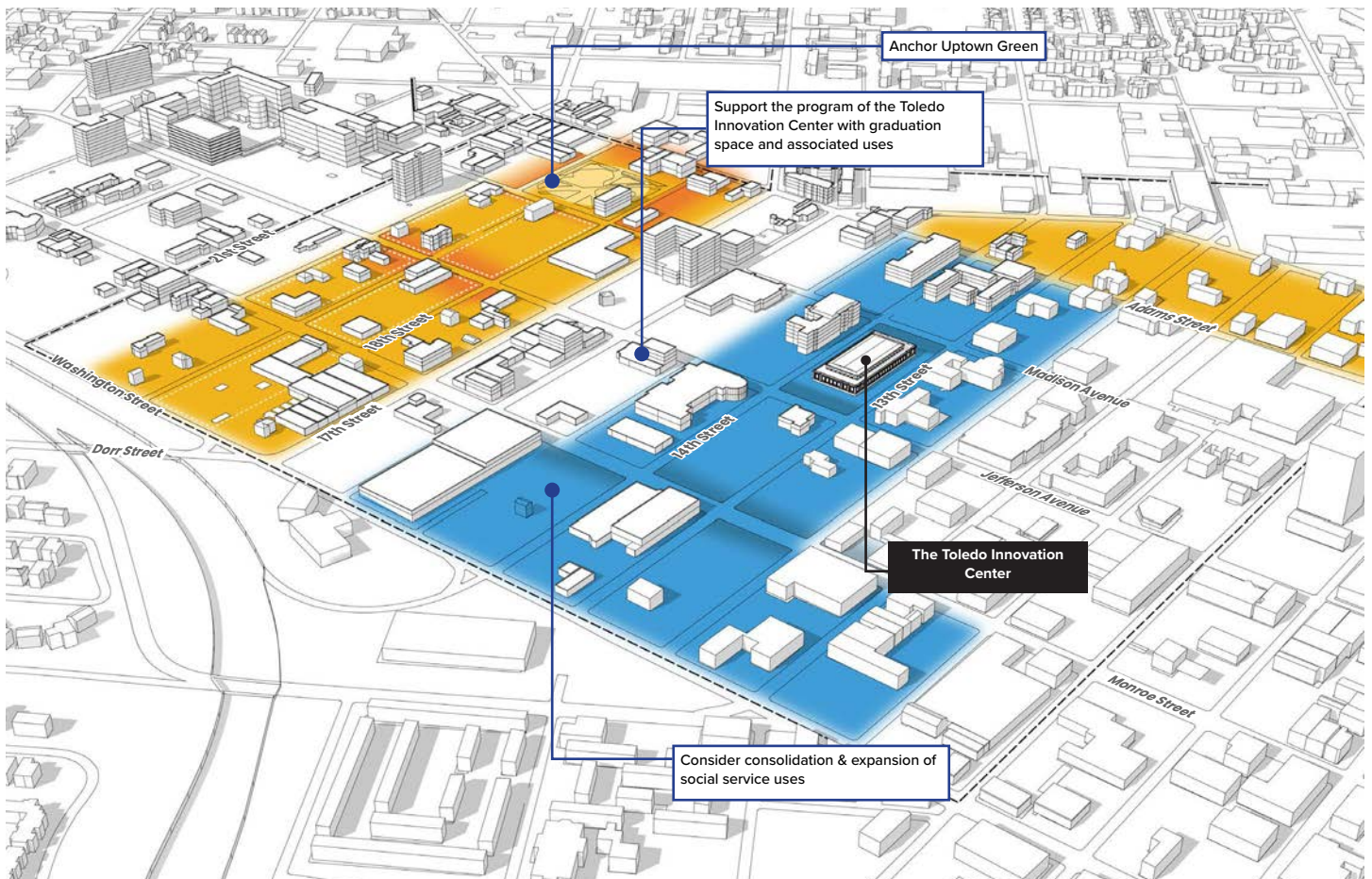


# 05 Celebrate & Improve Alternative Transportation

Use public art and innovative designs throughout the district to create a network of pedestrian, bicycle and transit-oriented streets. Through artistic, decorative crosswalks, visually interesting bicycle shelters and add new bus shelters, these improvements will increase safety, encourage the use of alternative transportation, and set the stage for future high-capacity transit service.







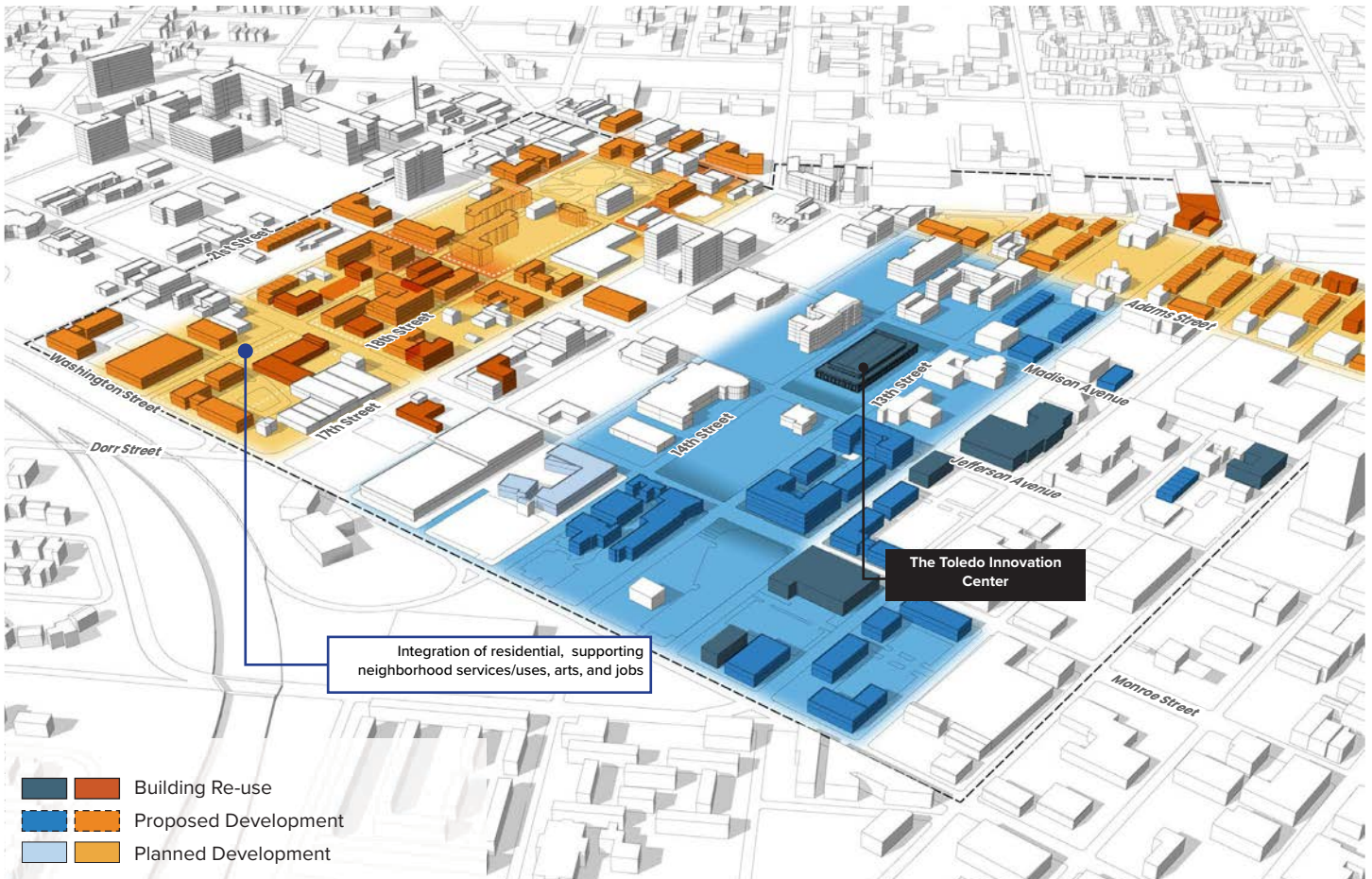
## 06 Identify a Neighborhood Core

Utilizing strategic land acquisitions that have occurred over time, identify a neighborhood core and supporting character areas within the district. The illustration above highlights the opportunity to build upon current development momentum along 19th Street, and existing commercial users along Adams Street. The Toledo Innovation Center, to the east, should serve as the center of a more mixed-use, innovation focused development pattern.

Based on current land ownership and existing neighborhood assets, key intersections have been identified as an early focus for infilling new development and reusing existing buildings with community supported uses.







# 07 Leverage New Development & Existing Buildings

When feasible, re-use of existing buildings in the district is critical for preserving the fabric and character of the neighborhood, in addition to providing affordable graduation and spin out space for entrepreneurs from the Toledo Innovation Center and elsewhere.

Within the neighborhood core, a mix of uses is required to establish a true urban neighborhood. Development within the core should primarily consist of residential, retail, and neighborhood supportive services. Development around the Toledo Innovation Center and along I-75 should incorporate more commercial, light industrial, and other innovation supportive spaces.





PRIORITY MOBILITY  
INFRASTRUCTURE

03



# PRIORITY PROJECTS

Given the City of Toledo’s planned infrastructure and utility improvements that will take place throughout the district in the coming years, the near-term opportunity for public realm investment in the Toledo Social Innovation District will be streetscape and mobility related. Working with the Core Team and community stakeholders, the planning team tested, refined and finalized concepts for all of the streets in the district to enable the City and other community leaders to begin to design, fund and implement improvements that will support the growth and revitalization of the Social Innovation District. These projects combine the funded City investment in utility infrastructure with community priorities in streetscape, pedestrian, bicycle and mobility improvements. This section describes the improvements and provides visualizations for each priority project.

01

## Community Connectors

17<sup>th</sup> Street  
Dorr Street and I-75 Overpass

02

## Neighborhood Streets

13 <sup>th</sup> Street	16 <sup>th</sup> Street	20 <sup>th</sup> Street
14 <sup>th</sup> Street	18 <sup>th</sup> Street	21 <sup>st</sup> Street
15 <sup>th</sup> Street	19 <sup>th</sup> Street	

03

## Community Gathering Street

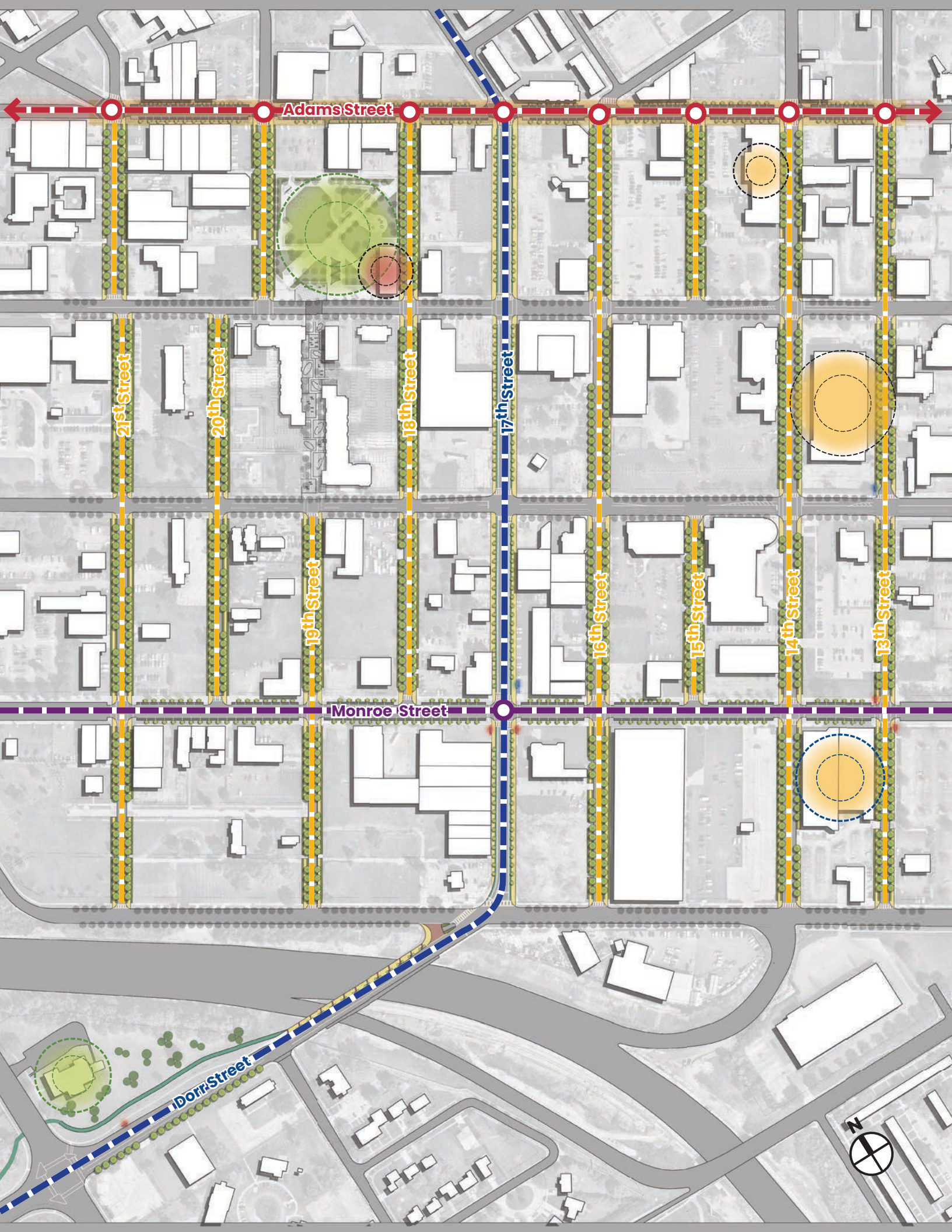
Adams Street

04

## Cultural boulevard

Monroe Street





Adams Street

Monroe Street

Dorrr Street

21st Street

20th Street

18th Street

17th Street

19th Street

16th Street

15th Street

14th Street

13th Street





# COMMUNITY CONNECTORS

## 17th Street

17th Street represents the missing link in the current bike network and it is the highest-used TARTA route. As the street that directly connects, Uptown with Junction and Warren Sherman, 17th Street also provides needed access to the assets, services and community amenities within the district. This critical corridor is reimagined with a protected bike lane, street trees, artistic bike and bus shelters. New pedestrian scale lighting, artistic crosswalks, seating and public art add to the safety, visual appeal and walkability of 17th Street.



Existing Condition



Artistic Bike Shelter

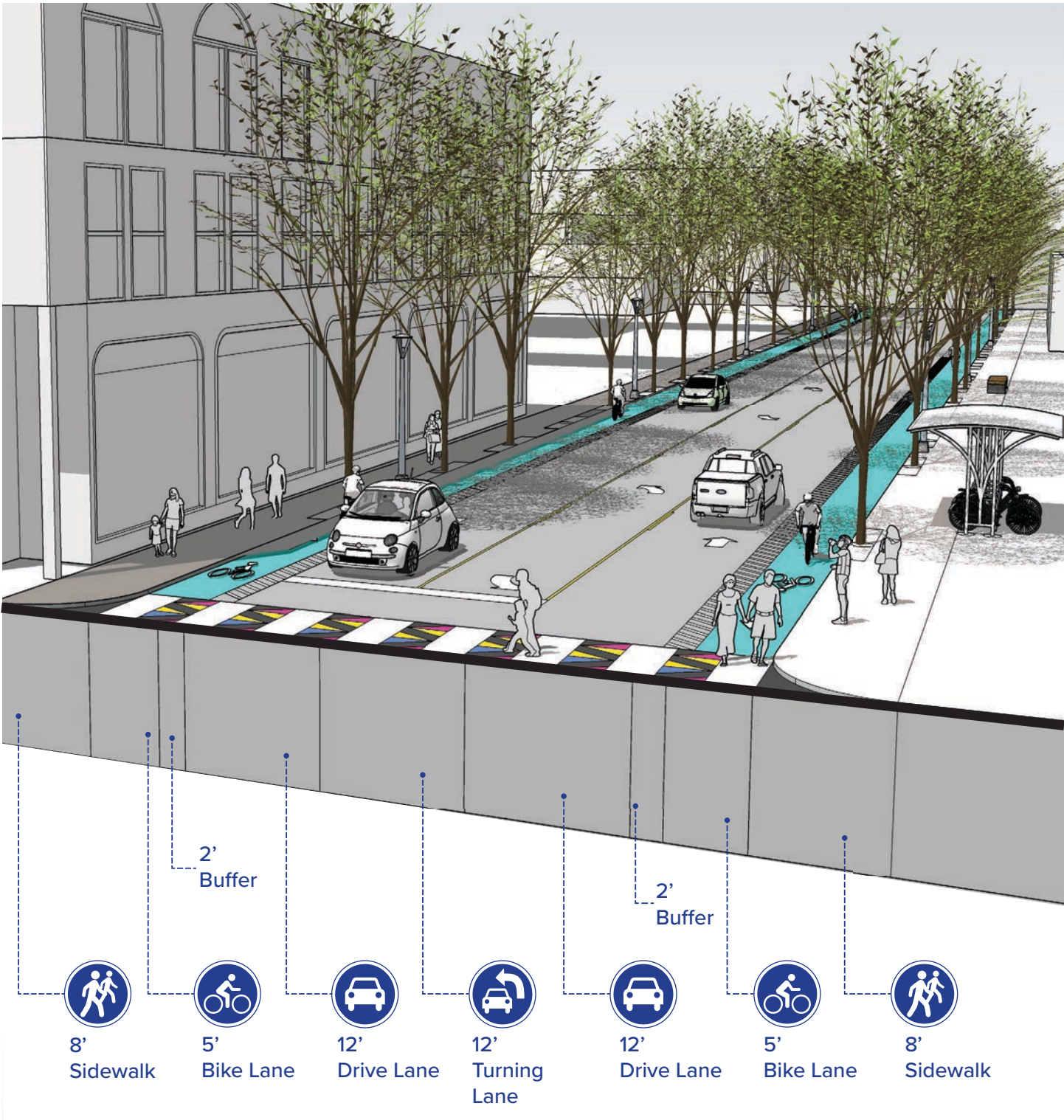


Bike Lanes and Bus Infrastructure



Distinctive Artistic Crosswalk





# COMMUNITY CONNECTORS

## I-75 Overpass & Dorr Street Multi-Use Path

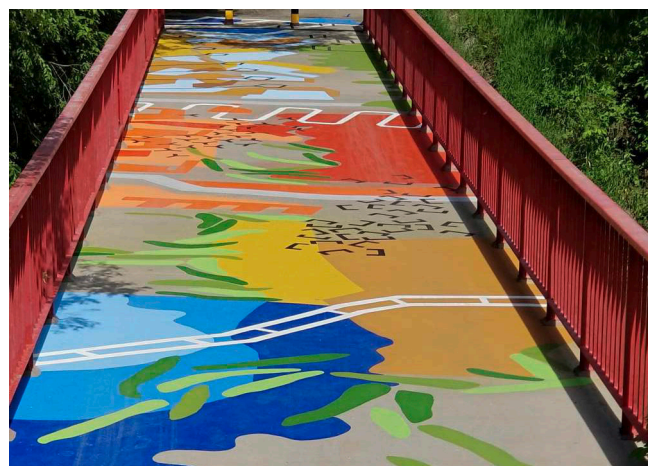
To extend these improvements into the Junction neighborhood, the I-75 overpass is improved with the addition of public art, wayfinding and movable planters to provide vertical separation and additional comfort to invite pedestrians and bicyclists across this automobile-oriented barrier. The protected bike lane transitions to the wider sidewalk on the north side of the overpass and connects to a new multi-use path on the Junction side of I-75. Replacing the current narrow sidewalk, this new 10-foot-wide multi-use path creates a bike parkway with new trees, landscaping, lighting, bike shelters, and seating areas down Dorr Street. This improves the connection between Junction and Uptown and connects residents in both neighborhoods to the African American Legacy Project and the Mott Branch Library and recreation facilities.



Pavements

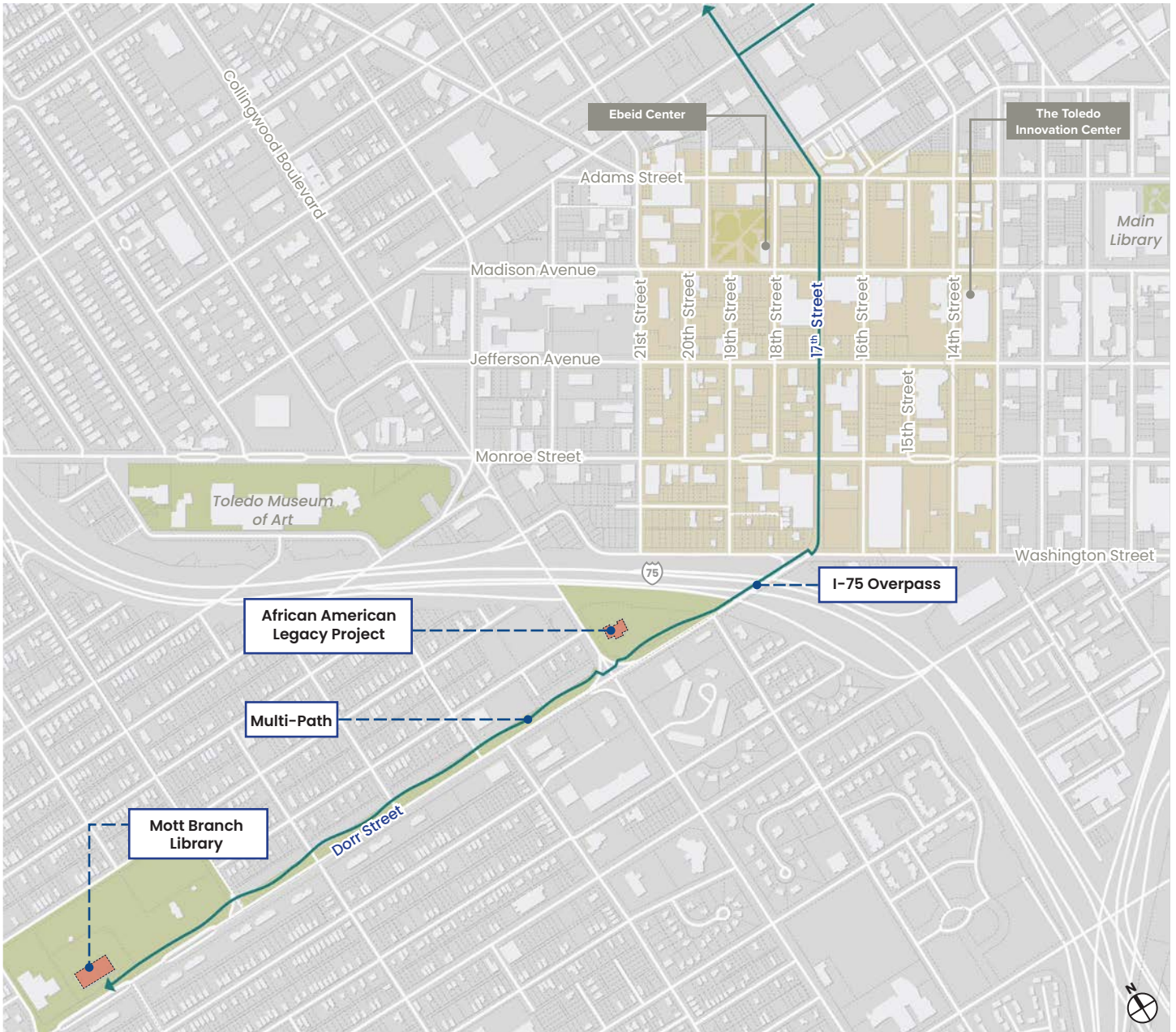


Existing Condition



Artistic Pavement Mural





Multi-use Path

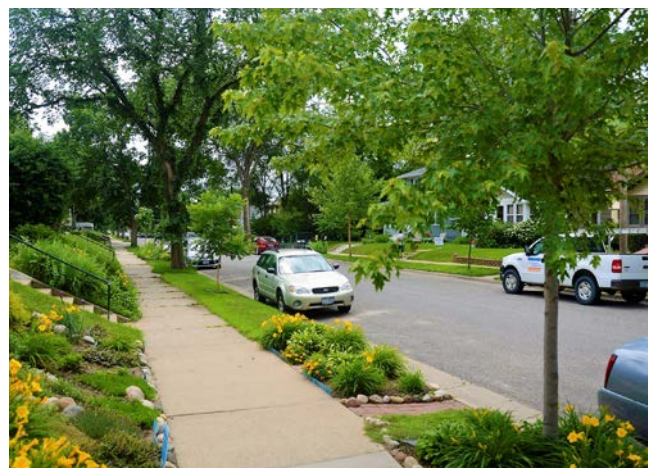


Pavement



# NEIGHBORHOOD STREETS

In addition to 17th Street, all of the other north-south streets in the study area will have City-funded utility improvements and resurfacing or reconstruction. From 13th to 21st streets these streets all have the same landscape and streetscape improvements. Today these streets feature generous tree lawns but no trees. These street trees represent the greatest amount of the 2,000 trees that will be planted as part of this project. In addition to street trees, improvements include pedestrian scale lighting, artistic intersection crossings, seating, and wayfinding. These improved streets will interconnect neighborhood assets with a comfortable, safe, and inviting pedestrian environment.



Improved Streetscape

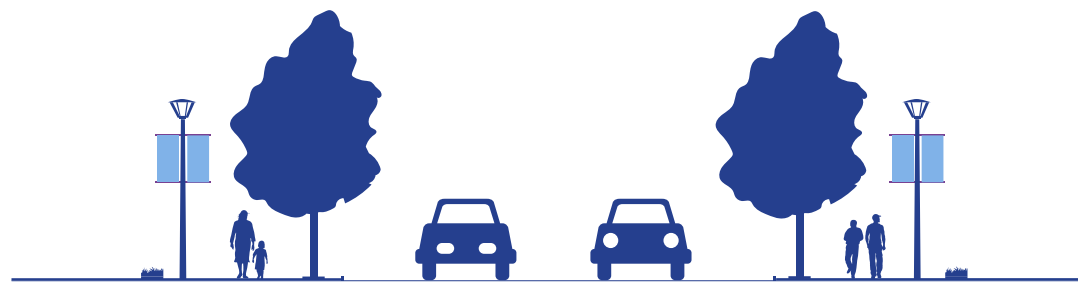
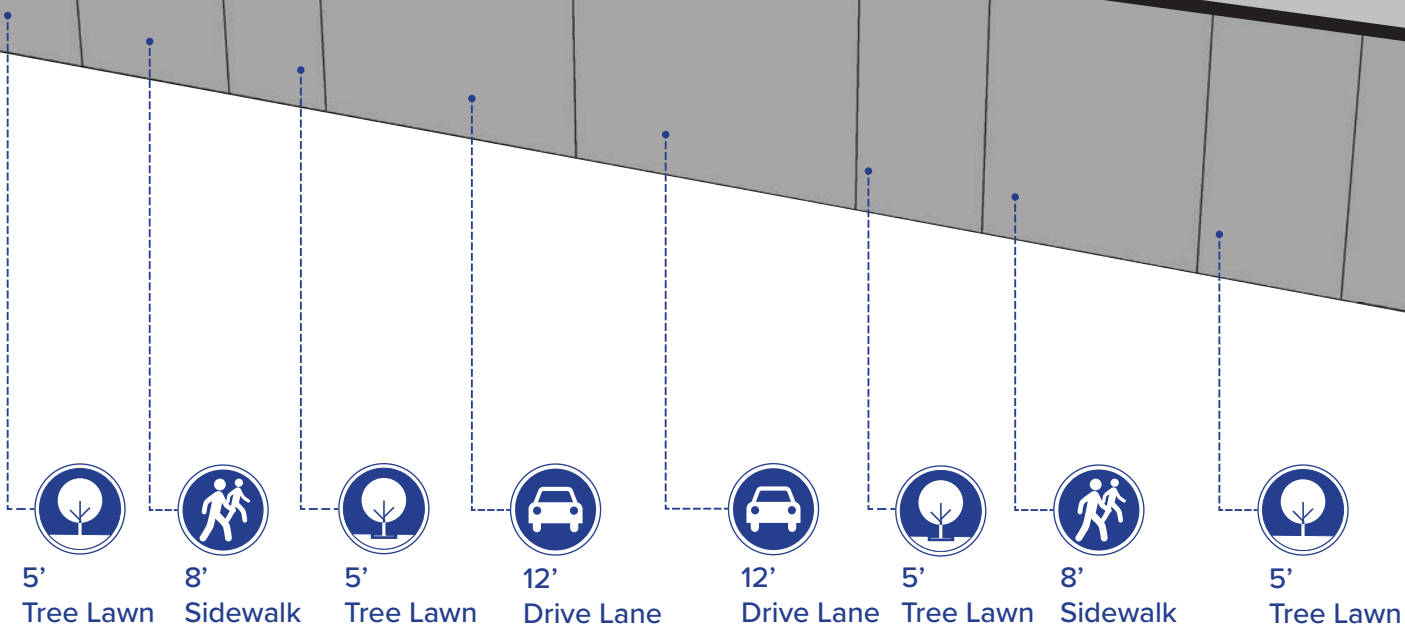
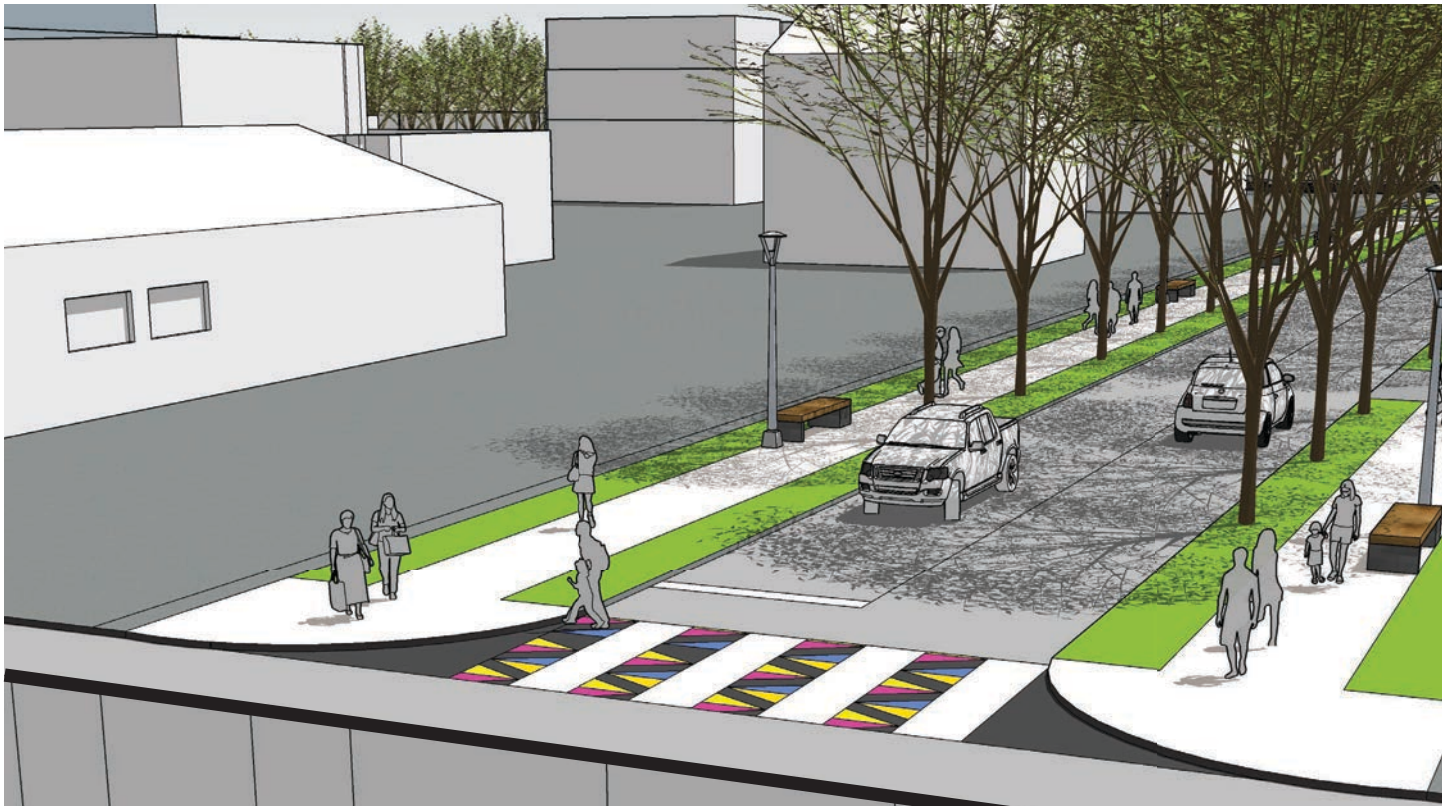


Existing Condition



Lighting and Pedestrian Amenities





# COMMUNITY GATHERING STREET

Adams Street is the hub of local business, entrepreneurship, and social spaces. To support this corridor of community gathering, improvements will be made to improve the pedestrian experience, allow for stormwater infiltration, and showcase local businesses. Along its length, dedicated on-street parking will be added on both sides of the street. These bump outs will shorten pedestrian crosswalks, add to the overall pedestrian space and provide space for outdoor dining and public art. The on-street parking will be paved with pervious pavers that will reduce the overall pervious pavement on Adams Street by 28%. Street trees, new pedestrian scale lighting, accent lighting, artistic crosswalks, and seating will also be added to the corridor to enhance walkability and visual appeal.



Lighting Improvement

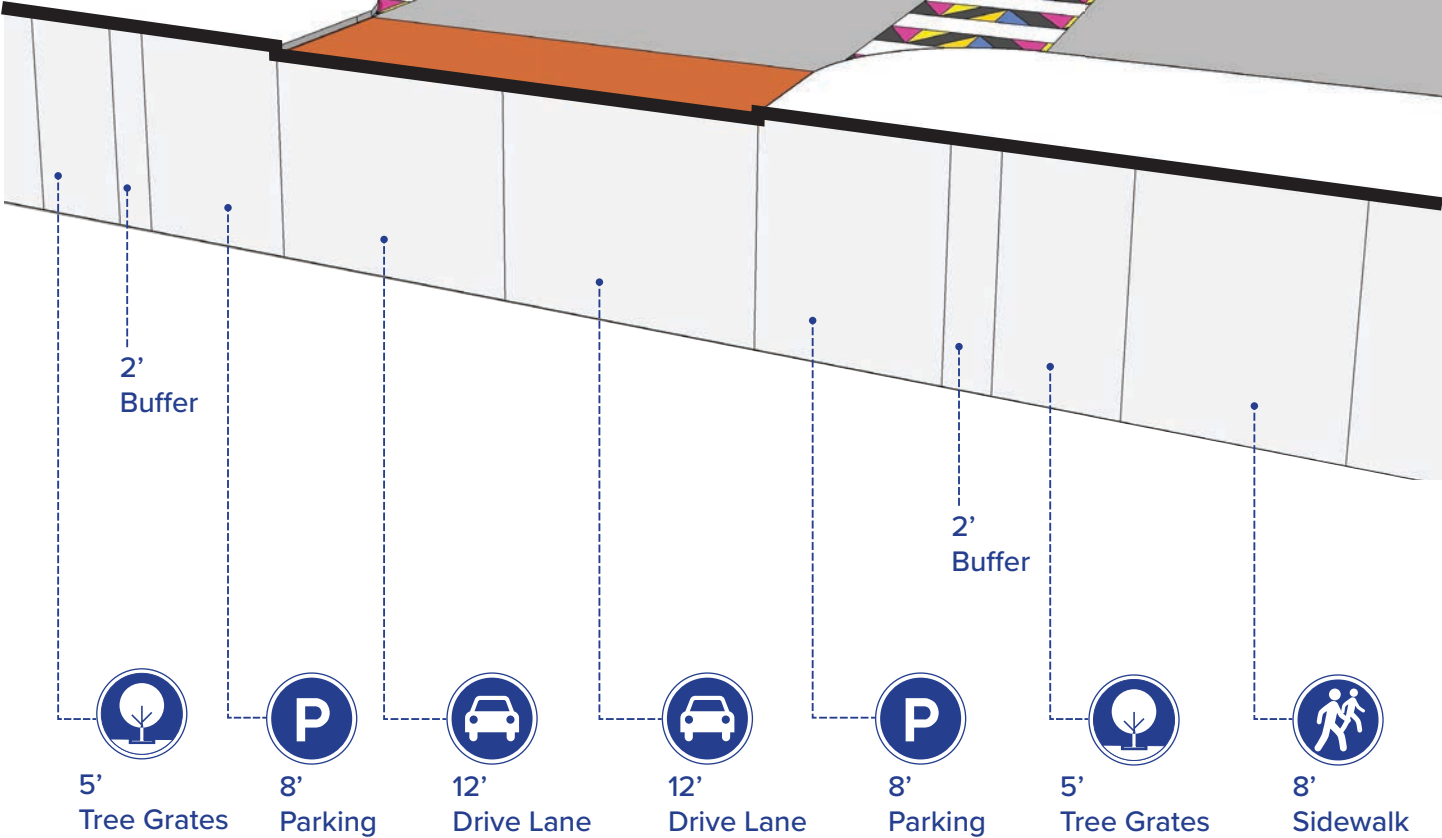


Existing Condition



Bump-outs and Dedicated On-street Parking





# CULTURAL BOULEVARD

Monroe Street is a critical connection between downtown and the riverfront and the Toledo Museum of Art. In portions of Monroe Street today there is on-street parking, a planted median and other streetscape improvements. The creation of a Cultural Boulevard aims to unify the entire corridor through a consistent streetscape and cross section that prioritizes transit and pedestrian comfort. The street section is narrowed to provide two moving lanes of traffic and a center turn lane/median. In addition to the planted median, a tree lawn and street trees are added along the sidewalk. Bump outs shorten crossing distances at intersections and provide dedicated on-street parking. Level boarding transit stops are also located in the parking lane, enabling easier boarding and setting the stage for future transit service improvements.



Bump-outs and Dedicated On-street Parking

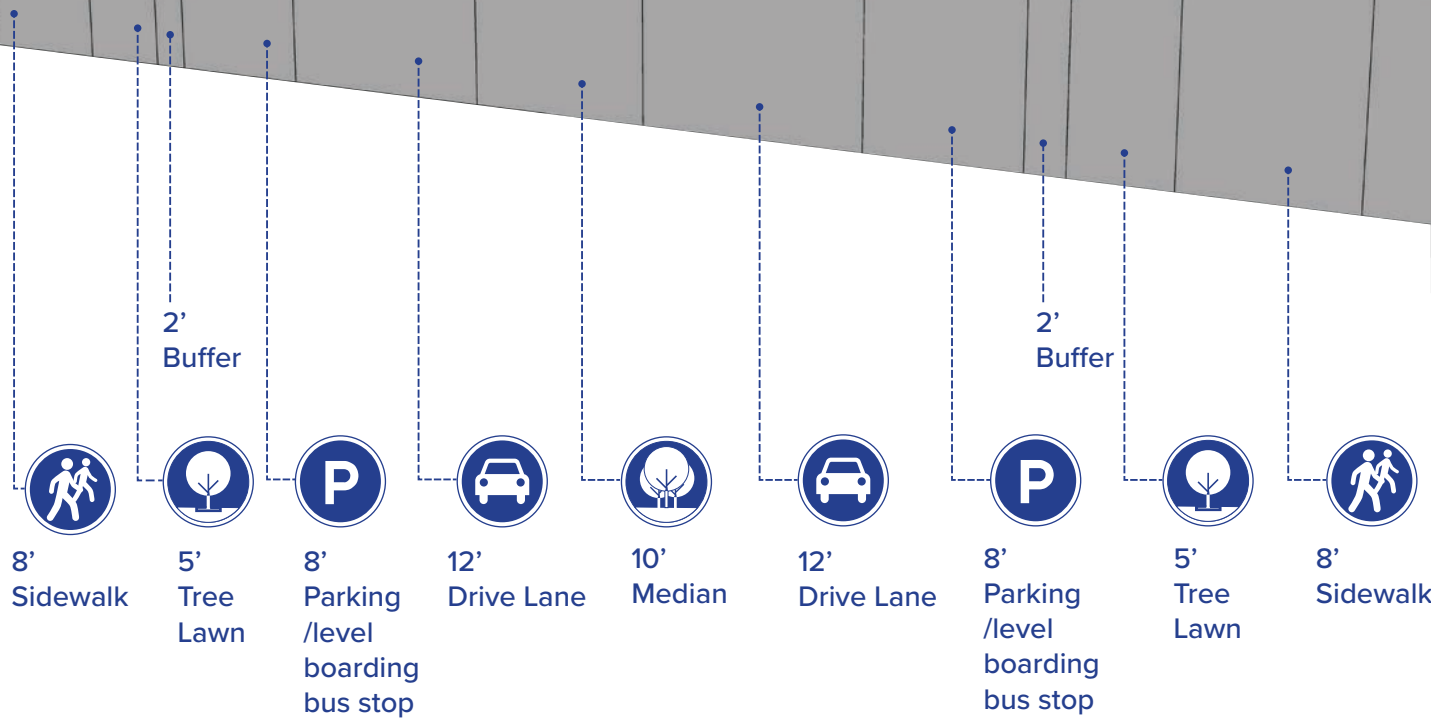


Existing Condition



Planted Median









DEVELOPMENT  
FRAMEWORK 04

# DEVELOPMENT TYPOLOGIES

Long-term growth of the Toledo Innovation District will be reliant on an appropriate mix and integration of neighborhood and innovation supportive uses. Providing graduation space uses to support the Toledo Innovation Center is critical to the success of the district. These uses include light industrial and commercial spaces, such as high bay space, manufacturing and research space, incubator/accelerator space, and maker space.

In support of a true mixed-use neighborhood, an integration of mixed-income residential, active ground-floor commercial, and a modernized public realm are needed. Public realm improvements should include integrated pedestrian-scale public spaces throughout the district, refreshed pedestrian-oriented streetscapes, and an enhanced public transit network.



## Residential

- Mixed-Use
- Flats
- Townhomes



## Neighborhood Supportive Retail

- Local retail, commercial, cafe, and entertainment



## Innovation Hub (Toledo Innovation Center)

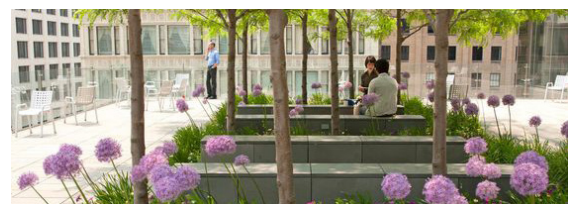


## Supportive Innovation Space (Light Industrial + Commercial)

- High Bay Space
- Advanced Materials Manufacturing & Research Space
- Incubator / Accelerator Space
- Graduate Space
- Maker Space



## Neighborhood Scale Open Space







- Retail
- Residential
- Mixed-Use (Retail, Residential)
- Innovation Hub (Toledo Innovation Center)
- Supportive Innovation Space
- Neighborhood Scale Open Space



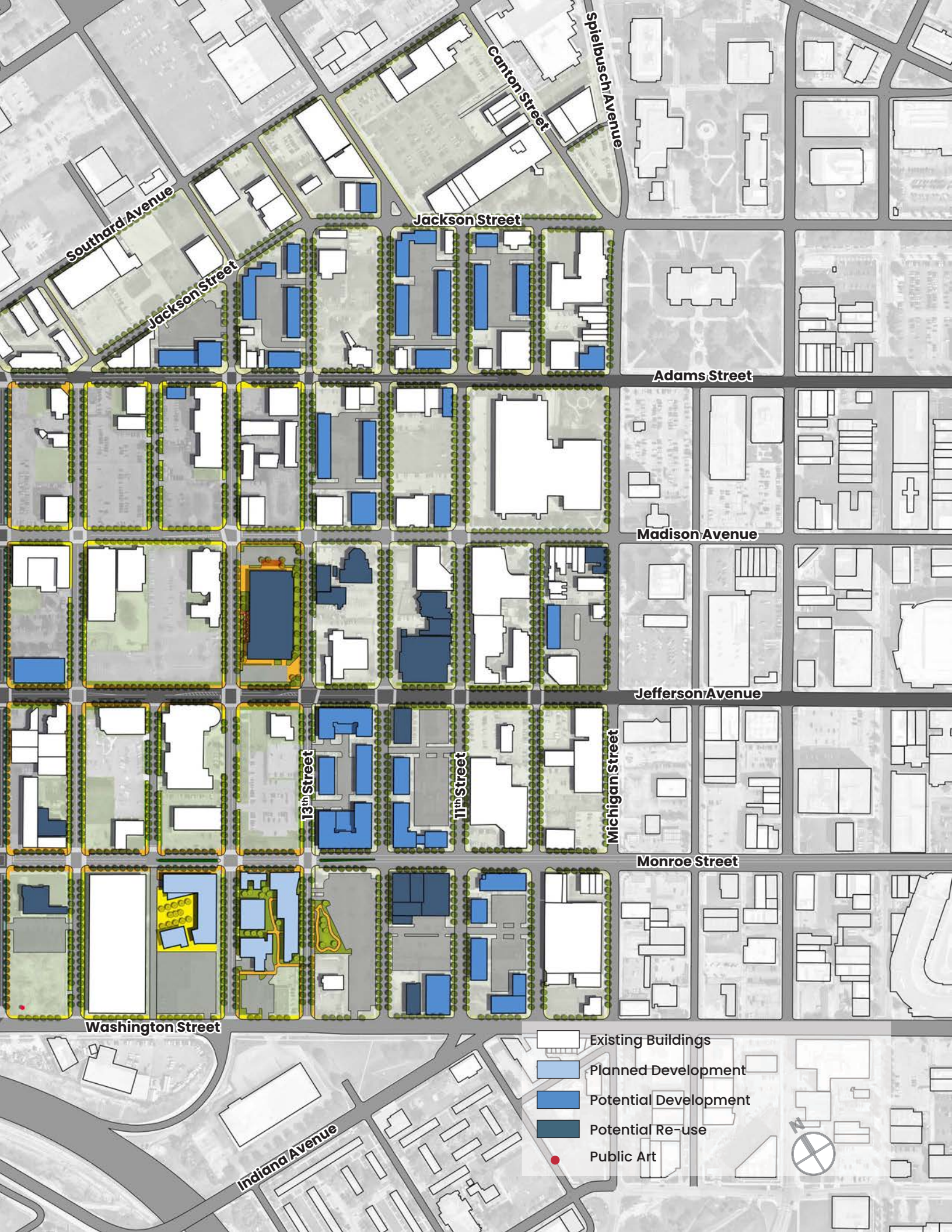
## Call to Action

The Toledo Social Innovation District sets up a framework for public investment in infrastructure, mobility, streetscapes and the public realm. These improvements will help to define the district, improve livability and encourage both reinvestment in existing properties and new investment in infill development. Taken together, these public and private investments in the district will support each other in the vision to create a revitalized, active, and opportunity driven neighborhood that will attract new residents and uplift existing residents. This plan creates a vision for a district that has:

- Walkable, comfortable, green streets with bike and transit infrastructure that assist in building an equitable and complete neighborhood;
- An active entrepreneurial ecosystem in and around the Toledo Innovation Center and Ebeid Center;
- Strong connections to surrounding neighborhoods, downtown and the riverfront, inviting all residents to participate in opportunities within and adjacent to the district;
- A mix of residential, office, retail, commercial, office and light manufacturing uses that all work together to activate the district in an equitable and energizing way.







Southard Avenue

Jackson Street

Canton Street

Spielbusch Avenue

Jackson Street

Adams Street

Madison Avenue

Jefferson Avenue

Monroe Street

Washington Street

13<sup>th</sup> Street

11<sup>th</sup> Street

Michigan Street

Indiana Avenue

- Existing Buildings
- Planned Development
- Potential Development
- Potential Re-use
- Public Art



