

VILLAGE
OF
HOLLAND

LAND USE POLICY
2018

Approved by Ordinance No. 23-2018

Location

Holland is located in the west central part of Lucas County, Ohio. It is northwest of the I-475, U.S. Route 2 (Airport Highway) intersection. The Village is west of the Spring Meadows Shopping Center and four miles east of the Toledo Express Airport. Holland is located along a crescent shaped area that starts from the Michigan state line (northwest of Toledo) and proceeds in a southerly direction alongside the western border of Toledo and then curving eastward past the Maumee River. This crescent area includes the City of Sylvania, Sylvania Township, Springfield Township, the Village of Holland, Monclova Township, the City of Maumee, the City of Perrysburg and Perrysburg Township. In 1990, this area had a population of 105,863. It climbed to 134, 501 in 2010, an increase of 28,638 people (27%). This has been and continues to be the growth area for the region.

Land Area

Through annexations, the land area of the Village has grown from 448 acres (.7 square mile) in 1990, to 614 acres (.96 square mile) in 2010 and now at 627 acres (.98 square mile) in 2016. Between 1990 and 2016, the Village expanded by 179 acres of 40%.

Demographics & Housing Data

The population of Holland has grown from 1, 2010 in 1990 to 1,895 in 2014, representing a 56.61% increase. During the same timeframe, Springfield Township grew by 30.29% and Lucas County experienced a 5.23% loss.

The Village has grown geographically by 40% between 1990 and 2016 and between 1990 and 2014 gained 685 persons. During this same timeframe, the Village experienced a gain of 252 housing units, an increase in its percentage of homeownership and reduction in the percentage of rental housing.

Area Plans

Lucas County Land Use Policy Plan Update

In August 2000, the Toledo-Lucas County Plan Commission (TLCPC) updated the Lucas County Policy Plan on Land Use and Housing that was approved by the County Plan Commission in 1979. The TLCPC and the Toledo Metropolitan Area Council of Governments (TMACOG) received a grant from the Ohio Department of Transportation (ODOT) for this update. Between 1960 and 1990, the Toledo metropolitan area grew by 12 percent while land consumption for urban development grew by 42%. This meant that land consumption was 3.5 times greater than the population growth. This rate was comparable to other areas in Ohio, however, nationally the ratio was only 2.3.

As background for the 2000 Lucas County Land Use Policy Plan Update, four inventory reports were prepared and analyzed: the Lucas County Land Use Inventory; Current Land Use Plans Summary; Environmental Factors; and Demographic Trends and Projections.

The Plan identified three land use zones, each with distinct characteristics; Infill, Expansion; and Limited Development.

Infill Zone

The infill zone includes:

- the City of Toledo
- the City of Maumee
- the city of Sylvania
- the city of Oregon
- Village of Harbor View
- Village of Holland
- Village of Ottawa Hills
- Village of Waterville (now the City of Waterville)
- Village of Whitehouse; and
- Washington Township

The goal of infill zone was “to encourage orderly development of balanced uses that will utilize and support the urban infrastructure already in place.”

The Infill Zone Objectives included the following:

1. To encourage development of vacant land in areas where public investment in roads and utilities has already occurred.
2. To provide for sufficient publicly-owned open space as the infill continues.
3. To equalize development costs between the Infill and Expansion Zones.
4. To promote the availability of housing in a broad range of prices.
5. To encourage investment in older stable neighborhoods.
6. To maintain the livability of existing neighborhoods through the preservation and enhancement of the features and amenities that provide neighborhood identity and character.

The Infill Policies formulated were:

1. Use public investment in maintenance of roads, sewers, etc., to leverage private investment in building stock.
2. Support necessary state and local legislation to enable the full cost pricing of infrastructure improvements required to serve new development in outlying areas, including on-site and off-site improvements made necessary by development.
3. Provide information to realtors, developers, utilities and economic development organizations as to vacant land locations. Each jurisdiction should develop a vacant land inventory by zoning classification.
4. Encourage provisions for higher density residential development in land use plans and regulations for the jurisdictions within these zones.
5. Review zoning ordinances and resolutions to ensure that districts and provisions exist for a range of lot sizes and mixture of densities.
6. Provide concentrated code inspections coupled with low-interest loan or grant programs for necessary repairs and improvements.
7. Encourage the use of innovative financing techniques such as tax increment financing and assessment bonds to pay for residential improvement costs (storm water drainage, streets, sidewalks, and street lighting).

8. Develop a comprehensive adaptive reuse plan for areas experiencing disinvestment involving:
 - a. Planning for, inventorying, acquiring, managing, and reusing surplus or abandoned real estate;
 - b. Encouraging mixed use development;
 - c. Maximizing the often hidden value of real property and providing a process for re-employment of this property;
 - d. Devising an early warning system to handle problems associated with tax delinquent properties.

Expansion Zone

This area includes:

- Sylvania Township
- Springfield Township
- Monclova Township
- Waterville Township
- Swanton Township
- Spencer Township (portion in Toledo Express Airport/West Winds Industrial Park area)
- City of Oregon
- Village of Swanton (portion in Lucas County)

The goal of the expansion zone is “to encourage the fringe beyond the built up areas of the county in a cost-effective manner that makes efficient use of land and resources.”

Limited Development Zone

This zone includes all of Lucas County beyond the boundaries of the Expansion Zone and includes:

- Richfield Township
- Harding Township
- Providence Township
- Jerusalem Township
- A portion of Swanton and Spencer Townships not located in the Expansion Zone, and
- Village of Berkey

The goal of the Limited Development Zone is “to maintain the limited development zone in low intensity uses in order to preserve agriculture as an active industrial base of Lucas County’s economy and preserve unique natural features and open space.”

Springfield Township Master Plan

In 2003, the township updated its 1993 Master Plan. Future population growth was forecasted at three-quarters of one percent per year. Given the high number of existing rental units, the township called for promoting single-family low and high density residential development. In regards to transportation, a new interchange was proposed for I-475 at Dorr Street. The average daily traffic volumes (ADTV) for Angola Road between King and McCord and McCord between Hill and Angola were between 10,000 to 16,000 vehicles per day; for McCord between Angola and Airport Highway, between 16,000 and 35,000 vehicles per day; for Airport Highway between I-475 and the Toledo Express Airport, 16,000-35,000 vehicles.

Holloway Road recorded 6,000 to 10,000 vehicles per day between Pilliod and Airport Highway.

In regards to land utilization, the greater Holland areas were designated as “the Extend Village Zone” which was generally bounded by Hill Avenue on the north; Garden Road on the south; I-475, McCord Road and Perrysburg-Holland Road on the east; and King Road, Wentworth Avenue and Albon Road on the west. The Extended Village Zone is bordered by the Large Lot Rural Residential Zone on the north, the Emerging Community Core, Corridor Retail and Farms and Orchard Zone on the west and the Regional Retail zone to the east. The Future Land Use map in the 2003 Springfield Township Master Plan called for low density single family residential uses along the north, northwest and southern boundaries of the Village. Corridor commercial was designated along the southwest boundary (Airport Highway) and Regional Commercial along the eastern border (Spring Meadows Shopping Center).

Existing Land Uses within the Village

The predominant residential area is located along the northwest part of the Village-west of Front Street and Clarion Avenue. The retail/commercial areas are along the south side of Angola Road between Clark Street and Hamilton Drive; the east side of McCord Road from Angola Road south to the Village corporate limits and along Airport Highway east of Holloway- The Orchard Centre plaza. The industrial areas are along the west side of Holloway Road north of Airport to the railroad tracks and north of Railroad Street. Additional industrial areas are along Hamilton Drive and Holland Park Boulevard. Institutional uses (Springfield High School) are located on the west side of McCord Road from the railroad tracks south to the corporation boundaries of the village; and along the southeast side of Clarion Avenue (Village offices, Spring Meadows Senior Community, Strawberry Acres Park and a branch of the Toledo-Lucas County Library).

Future Land Use Implications

Currently, the south side of Angola Road between Clark Street and Clarion Avenue is a mixture of residential and commercial uses. In the future, consideration should be given to rezone this area as B1 (Limited Business). The west side of Clark Street north of Front Street has four non-conforming B1 Limited Business uses. Consideration should be given to rezone this entire strip to B1 Limited Business. The east side of Holloway Road between Airport Highway and Quail Lakes Drive is currently zoned R1 (Single Family Large Lot) with commercial encroachments. Future consideration should be given to rezone this area to B1 Limited Business. With the completion of the Norfolk Southern underpass along McCord Road, the land north of the underpass along both sides of McCord Road up to Kipling Drive will gravitate to commercial uses to complement adjacent uses and to take advantage of the through traffic to towards Spring Meadows Shopping Center.

Current Zoning

With the exception of the non-conforming uses, the village’s zoning reflects the existing land uses. The Village has three residential districts: R1 (Single Family Large Lot); R2 (Single Family Small Lot); and R# (Multi Family Residential). It has three commercial districts B1 (Limited Business); B2 (General Business); and B3 (Large Scale Commercial). There are two industrial districts: M1 (light Industrial); and M2 (Heavy Industrial). The Village also has an Open Space District.

Recent Developments

Since 2005, Holland has experienced a tremendous building boom that includes the construction of three big box stores totaling over 500,000 square feet of commercial space. These stores include:

- A Menards home improvement store at 7001 Orchard Centre that has 207,081 square feet of space;
- A Wal-Mart Super Center at 1355 S. McCord Road that has 212,664 square feet of space; and,
- A Kroger Marketplace at 7059 Orchard Centre with 124,000 square feet of space.

In August 2014, construction began on a railroad underpass at McCord Road to alleviate a busy and dangerous crossing adjacent to Springfield High School. At this Norfolk-Southern crossing, about one hundred trains pass daily causing disruption in traffic flow and creating a danger to students and other pedestrians. This \$23.4 million project was completed by December of 2016. At its completion, the potential exists for additional commercial development along the east side of McCord Road south of the underpass and on both sides of McCord Road north of the underpass.

Land Use Policies – Overall Goals

1. Promote orderly development of its residential, commercial, industrial and open space areas using best practices urban planning principles.
2. Protect the health, safety and welfare of the residents of the Village of Holland.
3. Promote the overall public interests of the village over the interests of individuals or special groups within the Village.
4. Cooperate with adjacent governmental jurisdictions, Lucas County and the regional planning and economic development organizations.
5. Consider the long range impacts when making decisions on short term actions.
6. Retain professional and technical services to enhance the decision making ability of the Village.
7. The Village will use the Complete Streets Principles when contemplating transportation improvements in the Village. Complete Streets is a transportation and design approach that requires streets to be planned, designed, operated and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. The principles of Complete Streets allow for safe travel by those walking, cycling, driving vehicles, public transportation or delivering goods.
8. The Village will consider connectivity and related design considerations when reviewing new and major development projects. Connectivity affects the degree to which transportation networks such as streets, sidewalks and cycling paths, connect people to their destinations. Good connectivity provides easy access to key destinations for pedestrians. Excellent connectivity seeks to discourage car use by making local trips easier and more pleasant by foot than by car.

Residential Goals

1. Enact policies that promote all types of housing needed in the life cycle housing continuum, from starter homes and small apartments to larger homes, condominiums and large apartments and townhomes to senior villas, assisted living and nursing homes.
2. Encourage the maintenance of the existing housing stock with the enactment of property maintenance codes.
3. Single family residential areas should be promoted as neighborhoods free from incompatible land uses.
4. Home occupations should be monitored and limited to uses that do not detract from the residential character of the area.
5. Require appropriate and aesthetic buffering between residential and non-residential areas.
6. Multi-family dwelling projects should be located in areas with adequate space, infrastructure and in areas with compatible land uses. Large projects should be placed along or near major arterials.
7. All residential dwellings should be well constructed and maintained to ensure their aesthetic and functional qualities in the future.
8. Parks and Schools should be designed as neighborhood focal points with strong connections to residential areas and other amenities.
9. Heavy traffic should be directed away from residential neighborhoods and traffic calming improvements should be considered in residential areas with school age children.

Commercial Goals

1. Commercial development should be integrated on larger parcels that provide for more efficient use of land, shared access points, and more efficient utility systems,
2. A focus should be placed on maintaining and revitalizing existing commercial areas rather than creating new commercial areas.
3. Emphasis should be placed on developing streetscape improvements, business associations, shared parking, uniform signage, pedestrian/bile accessibility and connectivity to adjacent residential areas and other community amenities.
4. Parking should be shared to reduce excessively large pavement areas. Landscaping along and within parking lots should be required to lessen visual impact of large parking lots and to reduce the radiant heat from large asphalt lots.
5. High intensity commercial and residential uses that generate significant traffic should be located along arterial and collector streets.
6. Neighborhood level retail uses should have safe pedestrian/bicycle linkages to adjacent residential areas.
7. Office, commercial, institutional and industrial uses adjacent to residential areas should be well screened and buffered with appropriate landscaping.
8. Commercial uses should be evaluated, at minimum, on the proposed location, the topography of the site, adjacent land uses, traffic, infrastructure and utility impacts, building description and other relative and applicable information to determine the proposed use.

9. Larger commercial uses will be encouraged at existing commercial areas and/or on major thoroughfares. The impact of the proposed use on existing thoroughfare pattern, site accessibility, and interior traffic patterns will be evaluated.

Industrial Goals

1. Industrial projects will be evaluated on their location, compatibility to adjacent land uses, suitability of the site, impact on traffic patterns, accessibility, availability of water/sewer and applicable utilities, and renderings of what the completed project will look like.
2. Projects should be near or adjacent to major transportation routes.
3. Industrial projects will be encouraged to be developed in the Village's industrial parks, and/or on suitably zoned lands and as a Planned Unit Development (PUD).
4. The Village will support the use of available development incentives to attract industrial growth at appropriate locations.
5. To attract industries, the Village may develop applicable economic development incentives (Community Reinvestment Areas, Enterprise Zones, etc.) and/or work with local economic development agencies in providing such assistance to qualified companies.
6. Identify and inventory potential industrial sites and buildings in the Village and providing this information to commercial realtors and local economic development organizations.
7. Coordinate with local utility companies, appropriate governmental agencies and economic development agencies regarding the infrastructure needs of potential sites.

Parks Goals

1. In the past, the National Recreation and Park Association (NRPA) established a standard that communities should have 10 acres of parkland for each 1,000 residents. Using that standard, the Village should have 18.95 acres or park land for its population of 1,895. To achieve this standard, the Village will strive to support the location of appropriate recreation and open space facilities to meet the needs and interests of its residents. These facilities will vary in terms of size, number, and use in order to provide a full range of activities. In considering new park facilities, the Village will evaluate the following: the proposed facility type and location; impact on traffic patterns; accessibility and available parking; impacts on the physical environment and intensity level; impacts on surrounding land uses and ADA conformance.
2. The Village will encourage the conservation of floodplains, wetlands, forested areas, streams, riparian corridors and other environmentally sensitive lands by including them in future park and recreational uses.