



City of Toledo, Ohio

Recovery Plan

State and Local Fiscal Recovery Funds
2022 Report



Table of Contents

General Overview	2
Executive Summary.....	2
Toledo Recovery Plan by Investment Area	2
Uses of Funds.....	4
Promoting Equitable Outcomes	4
Community Engagement.....	8
Labor Practices	9
Use of Evidence.....	10
Performance Metrics	10
Table of Expenses by ARPA Expenditure Category.....	10
Project Inventory	11



General Overview

Executive Summary

The City of Toledo (“Toledo”) is the recipient of \$180.9 million from the federal government through the American Rescue Plan Act (ARPA).

As a recipient of ARPA funds allocated for state and local governments, Toledo has the opportunity to award and expend its funds in ways that will best meet the needs of its residents and businesses, provided these uses fall under one of four categories outlined in the American Rescue Plan Act law.

Statutory Eligible Uses

- Responding to COVID-19 public health emergency or its negative economic impacts.
- Providing premium pay to workers performing essential work during the COVID-19 public health emergency.
- The provision of government services – to the extent of the reduction in revenue experienced due to the COVID-19 public health emergency.
- Making necessary investments in water, sewer or broadband infrastructure.

Through collaborative efforts between Mayor Wade Kapszukiewicz and Toledo City Council, Toledo has developed and approved a **Toledo Recovery Plan** aligned with targeted investment areas to guide the city’s expenditure of ARPA funds, make long-lasting and transformative investments across the community and promote a comprehensive, multifaceted approach to recovery from the pandemic. The Toledo Recovery Plan was approved by Toledo City Council in December 2021. Please see the Project Inventory section of this report for additional details on the projects included in the Toledo Recovery Plan.

Toledo Recovery Plan by Investment Area

Investment Area: Youth, Recreation and Parks	Amount
Wayman Palmer YMCA	\$19,000,000
Recreation Facilities and Playgrounds	\$12,000,000
Youth and Recreational Programming	\$6,000,000
Universal Pre-K	\$2,500,000
Resource Center at Glass City Metropark	\$1,000,000
Total Youth, Recreation and Parks Investments	\$40,500,000



Investment Area: Safe and Livable Neighborhoods

Residential and Commercial Demolitions	\$4,000,000
Blight Reduction	\$1,500,000
LED Street Lighting in Unlit Areas	\$500,000
Gun Violence Reduction Initiative	\$2,300,000
Shotspotter and Real Time Crime Center	\$2,000,000
Vision Zero Program	\$1,000,000
Community and Senior Center Improvements	\$3,000,000
Sidewalk Replacement	\$2,500,000
Mental Health Support Services	\$2,000,000
Tree Canopy	\$500,000
Total Safe and Livable Neighborhood Investments	\$19,300,000

Investment Area: Job Creation and Economic Development

Clean-up, Demolish and Redevelop Brownfield Sites	\$6,000,000
Uptown Social Innovation Water/Sewer Infrastructure	\$5,200,000
Healthy Food Incentive Program	\$1,000,000
Culture, Arts and Tourism Investment	\$2,500,000
White-Boxing Vacant Buildings	\$500,000
Total Investments in Job Creation and Economic Development	\$15,200,000

Investment Area: Green and Healthy Housing

Lead Line Replacement	\$10,000,000
Affordable Housing Development	\$10,000,000
Home Preservation and Code Compliance Grants	\$4,000,000
Total Investments in Green and Healthy Housing	\$24,000,000

Investment Area: Avoiding Cuts to City Services

Municipal Recovery Revenue Replacement	\$72,300,000
Premium Pay for Essential Workers	\$8,600,000
Total Investments in Avoiding Cuts to City Services	\$80,900,000

Central ARPA Administration	\$1,048,591
-----------------------------	-------------

Toledo Recovery Plan Investment Total	\$180,948,591
--	----------------------

Uses of Funds

Toledo’s use of ARPA funds is guided by the Toledo Recovery Plan.

When developing the Toledo Recovery Plan, Toledo used a “SMART Analysis” process to ensure oversight of the federal funds and promote a strong and equitable recovery in Toledo. The city’s commitment to “SMART Analysis” was approved by Toledo City Council in June 2021.

In addition to using the “SMART Analysis” during development of the Toledo Recovery Plan, the city continues to use this analysis on a project-by-project basis as they are presented to and approved by Toledo City Council.

Elements of SMART Analysis

- **Sustainable** – every program or project meets Toledo’s current needs without compromising the economic ability of future generations to meet their needs
- **Meet the US Treasury guidelines** for every program or project
- **Accountable** – every program or project is justified for its use of ARPA funds
- **Return on Investment** – every program or project has specific and measurable results that are quantitative and/or qualitative and that Toledo has sought collaboration to minimize cost and maximize outcomes
- **Transparent** – the who, what, how, when and where of each dollar spent is clear

Promoting Equitable Outcomes

The Toledo Recovery Plan supports projects aimed at promoting and increasing equitable outcomes for the community. Projects in the Plan are designed to address the negative economic impacts of the pandemic and provide services to disproportionately impacted Toledoans. These projects will improve the built environment in Toledo’s Qualified Census Tract (QCT) neighborhoods, provide educational support for children, mentorship and recreational programming activities for youth and young adults and support community-centered projects and neighborhood safety.

ARPA funds are and will continue to be used to support **Youth and Recreational Programming** opportunities across Toledo. The Toledo Recovery Plan allocates \$6.0 million for this programming in total and \$2.0 million has been deployed this year for a variety of mentorship, recreational and educational programs offered by organizations across the community. The Toledo Parks and Youth Services department is working with approximately 100 program partners to provide these

programs during the summer of 2022 and given their current success is targeting another \$500,000 to support programs for this upcoming 2022-2023 school year. All program partners are required to report on program outcomes and achievements. As the summer program wraps up later this year, the city plans to share these successes with the community.

Significant and transformative investments will be made in Toledo's **Parks and Recreational Facilities** to support neighborhood health and built environment features across the community. These investments will include playground replacements with inclusive design features, the rehabilitation of basketball courts, tennis courts, soccer and baseball fields, and improvements to park shelter houses. The ARPA funds allocated for these investments total \$12.0 million and are expected to leverage additional funds through other grant and donation sources. Also managed through the Parks and Youth Services department, these recreational improvements are being designed and implemented based off feedback from community stakeholders. The department has hosted and will continue to host neighborhood meetings to determine the type of park improvements best suited to address resident concerns about health, safety and inclusivity.

The existing YMCA facility located in Toledo's central city will be completely rebuilt through the **Wayman Palmer YMCA** project. This new facility will provide a safe and inclusive space for the community to gather and for neighborhood residents to improve their health and wellness. Slated to open in 2024, the facility will include multipurpose rooms for youth, a demonstration kitchen, meeting rooms, gymnasiums, fitness rooms and an indoor pool. Toledo's adjacent Inez Nash Park will also be completely revitalized as part of this project, further enhancing recreational opportunities for the surrounding neighborhood. The Toledo Recovery Plan includes \$19.0 million for this long-lasting, critical investment in a Toledo neighborhood that has faced disinvestment for far too long.

The **Resource Center at Glass City Metropark** project will provide a transformative investment in Toledo's Garfield neighborhood. Part of an ongoing revitalization effort along the riverfront, this project will completely repurpose an abandoned building on Toledo's East Side, developing it into a multi-purpose facility that will provide community meeting spaces and operational spaces for community partners that support underserved Toledoans who have been impacted by the pandemic. The city of Toledo is one of several partners providing funding for this neighborhood investment. Toledo's recovery plan investment towards this project is \$1.0 million.



Toledo's **Home Preservation and Code Compliance Grants** program is targeted towards home repairs in QCT neighborhoods and historically underserved areas of the community. These grants will preserve and sustain Toledo's owner-occupied housing stock by repairing and replacing failing roofs and addressing code compliance violations to foster healthy homes, stabilize property values and enhance neighborhood revitalization. This program aims to maximize its impact on the community by leveraging additional funding through Community Development Block Grant and HOME programs administered by the city. A budget of \$3.8 million has been approved for this program through ARPA and the disbursement of funds is expected to begin later this year.

The **Universal Pre-K** program is targeted towards Toledo's pre-kindergarten aged youth. The Toledo Recovery Plan allocates \$2.5 million for this program and \$1.25 million has been approved by City Council for a partnership with HOPE Toledo. The HOPE Toledo organization's mission is to "support and ensure high-quality education, from preschool to postsecondary and trade school, for every young person in the city of Toledo, to create generational economic change for the betterment of our families and community." Toledo's ARPA funds will be used for Pre-K programming to ensure that all Toledo children have the opportunity to enter kindergarten with the knowledge, skills, and social competence they need to succeed in school today and in the future. This approved \$1.25 million investment will support high-quality Pre-K opportunities for Toledoans during the upcoming school year.

The city will also make transformational changes across the community through Toledo Recovery Plan improvement projects aimed at increasing safety features in the neighborhood built environment. As part of the **Vision Zero, Sidewalk Replacement, and LED Street Lighting** projects, the city will improve sidewalks and crosswalks, enhance mobility for residents and provide new street lighting in areas where it does not currently exist. Combined, this investment of \$4.0 million will help support healthy and safe communities to improve the economic and health outcomes in Toledo's underserved neighborhoods.

Continued revitalization of these neighborhoods will occur through targeted investments in blight reduction and the demolition of abandoned or vacant structures. The Toledo Recovery Plan includes \$11.5 million for **Residential and Commercial Demolitions, Blight Reduction** and for the **Clean-Up, Demolition and Redevelopment of Brownfield Sites**. These programs are aimed at addressing



these built environment contaminants that contribute to or exacerbate poor health outcomes and higher rates of crime.

Recognizing the lasting negative effects lead poisoning can have on the community, Toledo plans to spend \$10,000,000 on private **Lead Line Replacements** using ARPA funds. With an older housing stock in Toledo's neighborhoods, the city's Department of Public Utilities estimates that there are approximately 3,000 homes in the city with lead drinking water service lines. ARPA funds will enable the replacement of these funds at no cost to the homeowner, supporting the city's full lead service line replacement program to reduce or eliminate lead in drinking water at the customer's tap. These lead line replacements will provide an immediate positive impact on households, as well as protect Toledo's water supply for generations to come.

The city's investment of \$2.0 million in **Shotspotter** and the **Real Time Crime Center (RTCC) Infrastructure** will support public health and safety in neighborhoods impacted by the pandemic. ARPA funding will provide a third Shotspotter system in the community. This system, which provides gunshot location detection services, will be located in East Toledo and cover a four-mile radius. The Toledo Police Department will be able to use Shotspotter to more effectively and efficiently respond to gun violence in the East Toledo community. The department's investigative services division will be responsible for compiling gun-crime statistics to report on and evaluate the effectiveness of the system. To further support crime-reduction objectives, the city will also invest in the RTCC, replacing critical stationary and mobile camera infrastructure and associated software.

Toledo's recovery plan supports \$2.3 million for **Gun Violence Reduction Initiatives** to tackle gun violence in three targeted neighborhoods – Junction, Lagrange, and the East Side. The city initiated its Save Our Community program in 2021 to not only address rising gun violence, but also to help stop the cycle of violence by addressing the needs of victims when they need help the most. The initiative supports a team of staff members, including violence interrupters, who work with the community and community program partners to curb violence in Toledo.

Projects in the Toledo Recovery Plan are in the development and preliminary implementation stages. Expenditures through June 2022 represent initial investments that support larger projects, which, once implemented and operational, are intended to promote equitable outcomes. Future reports will reflect these outcomes as applicable.



Community Engagement

The Toledo Recovery Plan was developed after a months-long community engagement process.

Toledo launched this community engagement process in July 2021 to solicit input and gather feedback from residents and businesses on how to direct the city's \$180.9 million ARPA funding. This process engaged the community through several means in order to capture feedback from a diverse group of constituents. This engagement process included holding five community input sessions, launching an online survey, and soliciting constituent input through email. Using data captured through the community engagement process, the city developed the Toledo Recovery Plan, which consists of 25 projects aligned with the city's five targeted investment areas to promote a comprehensive, multifaceted approach to recovery from the pandemic. Toledo City Council approved this Toledo Recovery Plan framework in December 2021.

The community engagement process is continuing as projects within the Toledo Recovery Plan are implemented.

Toledo uses a variety of communication methods to inform all residents about the upcoming and in-process projects in the Toledo Recovery Plan. The city's website provides a dashboard for residents and other stakeholders to review budgeted projects and expenditures as they occur across the period of performance. The city also uses its weekly newsletter, social media platforms, videos, printed materials and direct outreach to keep residents advised of progress on the Toledo Recovery Plan and opportunities for engagement on the projects.

The city has launched community campaigns using these communication methods to inform residents of those projects and programs within the Toledo Recovery Plan that are aimed to support households, families and businesses struggling with the public health and economic impacts of the pandemic. These include advising residents of lead service line replacement funding for households, youth and recreational programming for Toledo's kids and young adults, significant and long lasting investments in parks and recreational facilities, and support for small businesses through the "white-boxing" program, which provides support for businesses aiming to restore existing structures to code-compliant, ready to occupy business spaces. Information about the Toledo Recovery Plan projects and associated resources for residents can be found on the city's website at toledo.oh.gov/recovery.



Labor Practices

Toledo's existing policies and procedures surrounding procurement support strong labor standards and aim to provide efficient delivery of programs, projects and services. The following practices will continue to be employed as Toledo spends ARPA funds approved in the Toledo Recovery Plan.

Competitive Procurement

Toledo uses competitive bid processes to secure the lowest and best prices while creating equal opportunities for vendor partners to supply goods and services.

Project Labor Agreements

Construction projects over \$100,000 require a project labor agreement approved by the Northwest Ohio Building and Construction Trades Council.

Living Wage Requirements

Toledo and certain employers doing business with Toledo are required to pay employees working on city-funded contracts at rates at least 110%-130% above the Federal Poverty Level. These rates are updated annually according to the Federal Poverty Guidelines.

Prevailing Wage Requirements

Prevailing wages must be paid for any "public improvement" with total costs at or above \$10,000. Public improvement includes all buildings, roads, streets, alleys, sewers, ditches, sewage disposal plants, water works, and all other structures or works constructed by a public authority or by any person pursuant to a contract with a public authority.

Local Preference

Local preference is used to compare and evaluate bids, adding weight to bids submitted by businesses whose principal location is in (1) Toledo, (2) Lucas County or (3) Northwest Ohio.

MBE/WBE Certification

Toledo has a strategic Minority Business Enterprise (MBE) and Women Business Enterprise (WBE) certification process to encourage those businesses owned and controlled by minorities or women to become certified.

Through June 2022 Toledo has obligated \$3.4 million in funds through the city's existing procurement processes. Of this total, \$1.8 million supports program partners



selected through a competitive application process to provide summer youth and recreational programming. The remaining \$1.6 million covers obligations to contractors providing goods or services for the recreation facilities, Vision Zero, Shotspotter and Real Time Crime Center projects.

Use of Evidence

The city is not using ARPA funds for evidence-based interventions and projects are not being evaluated through program evaluations that are designed to build evidence at this time.

Performance Metrics

Once projects in the Toledo Recovery Plan are developed and implemented, the city will report performance metrics as appropriate in the project inventory section of future reports. The city also intends to share performance metric information on its Toledo Recovery Plan website.

Table of Expenses by ARPA Expenditure Category

Through June 2022 Toledo has expended \$25.2 million of its ARPA funds.

Expenditure Category	Amount Spent
Public Health	\$140,000
Negative Economic Impacts	\$15,500
Premium Pay	\$6,969,500
Revenue Replacement	\$18,092,298
Total	\$25,217,298

Project Inventory

The Toledo Recovery Plan provides the outline for the investment of all of Toledo’s \$180.9 million in ARPA funds. Of this total investment, a budget of \$65.8 million has been adopted through June 2022 for 20 projects. The project inventory below, organized by ARPA eligible use expenditure category, summarizes the project amount approved in the Toledo Recovery Plan, the adopted budget and the total obligation and expenditure of funds through June 2022.

ARPA Eligible Use Category: **Public Health**

ShotSpotter and Real-time Crime Center \$2,000,000

Adopted Budget	\$926,120
Obligations	\$926,120
Expenses	\$140,000

Support additional ShotSpotter technology in Toledo and replaces neighborhood safety camera equipment.

Expenditure Category

Public Health, Community Violence Interventions

Gun Violence Reduction Initiative \$2,300,000 **(Save Our Community)**

Support Toledo’s Save Our Community program to reduce gun violence through proven strategies focused on tackling root causes of gun violence. Program focuses on neighborhoods with highest instances of gun violence.

Expenditure Category

Public Health, Community Violence Interventions

Mental Health Support Services \$2,000,000

Responding to mental health challenges exacerbated by COVID-19 by providing funding to mental health providers to offer care for challenges exacerbated by the pandemic. Expect funding to be directed through the Toledo Mental Health & Recovery Services Board.

Expenditure Category

Public Health, Mental Health Services

ARPA Eligible Use Category: **Negative Economic Impacts**

Home Preservation and Code Compliance Grants **\$4,000,000**

Adopted Budget \$3,800,000

Funding to homeowners for repairs that make their home code compliant, with a focus on roof replacements and lead-safe painting/siding.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Demolition and Rehabilitation of Properties

Affordable Housing Development **\$10,000,000**

Development of new, affordable housing, supporting at least 500 new affordable units, for seniors, for the unhoused and for young people. Equitably targeted to developments in Qualified Census Tracts.

Expenditure Category

Negative Economic Impacts, Long Term Housing Security: Affordable Housing

White-Boxing Vacant Buildings **\$500,000**

Adopted Budget \$500,000

Support small business by “white boxing” vacant buildings, which will provide code-compliant spaces for new or expanding small businesses. Targeted to vacant buildings in Qualified Census Tracts.

Expenditure Category

Negative Economic Impacts, Rehabilitation of Commercial Properties or Other Improvements

Healthy Food Incentive Program **\$1,000,000**

Small business healthy food incentive program to provide financial incentives to small businesses to provide healthy food in Toledo’s food deserts.

Expenditure Category

Negative Economic Impacts, Economic Impact Assistance: Other



Clean-up, Demolish and Redevelop Brownfield Sites \$6,000,000

Clean up, demolish, and redevelop brownfield sites in Toledo, including Baron Drawn Steel, Elm Street Warehouse, Champion Sparkplug, and the former Elder Beerman property. Invests \$5 million in an attempt to leverage a total of \$20 million in statewide brownfield funding and invests \$1 million to leverage \$2 million in special Lucas County clean-up funding.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Demolition and Rehabilitation of Properties

Tree Canopy \$500,000

Partner with Metroparks Toledo to make key investments to restore Toledo’s tree canopy. Equitably targeted to rights-of-way in Qualified Census Tracts.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

Sidewalk Replacement \$2,500,000

Replacement of unsafe, damaged sidewalks at no cost to homeowners to supports healthy habits and accessibility for residents of all ages. Equitably targeted to sidewalks in Qualified Census Tracts

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

Community and Senior Center Improvements \$3,000,000

Adopted Budget \$58,000

Invest in one-time capital improvements to Toledo-owned senior and community centers to provide a safe environment in neighborhoods for Toledo’s seniors and young people.

Expenditure Category

Negative Economic Impacts, Economic Impact Assistance: Other



Vision Zero Program

\$1,000,000

Adopted Budget:

\$60,000

Obligations:

\$59,910

Initial investment toward Vision Zero program to make streets safer for young people and pedestrians by promoting safe, healthy and equitable mobility through sustainable strategies that prioritize equity, community engagement and data analysis.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

LED Street Lighting in Unlit Areas

\$500,000

Add street lights to neighborhood streets that lack sufficient lighting in order to promote public safety.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

Blight Reduction

\$1,500,000

Adopted Budget

\$695,700

Remove blight in Toledo's neighborhoods. Equitably targeted at dumping, alley cleanup, and beautification in Qualified Census Tracts.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

Residential and Commercial Demolitions

\$4,000,000

Demolish blighted residential and commercial buildings. Invests \$2.5 million in an attempt to leverage a total of \$10 million in statewide demolition funding.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Demolition and Rehabilitation of Properties



Resource Center at Glass City Metropark **\$1,000,000**

Partner with Metroparks Toledo to open resource center in Toledo’s Garfield neighborhood.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

Universal Pre-K Program **\$2,500,000**

Adopted Budget \$1,250,000

Investment toward universal pre-K for Toledo’s 4-year-olds.

Expenditure Category

Negative Economic Impacts, Healthy Childhood Learning Environments: Early Learning

Recreation Facilities and Playgrounds **\$12,000,000**

Adopted Budget \$4,815,000

Obligations \$639,160

Expenses \$15,500

Major investments in city’s recreational facilities and playground equipment, including one-time capital improvement investments in ball diamonds, courts, golf courses, and modern, accessible playground equipment.

Expenditure Category

Negative Economic Impacts, Strong Healthy Communities: Neighborhood Features that Promote Health and Safety

Wayman Palmer YMCA **\$19,000,000**

Build new Wayman Palmer YMCA recreational facility. Project located in neighborhood of color and Qualified Census Tract.

Expenditure Category

Negative Economic Impacts, Economic Impact Assistance: Other



ARPA Eligible Use Category: **Water and Sewer Infrastructure**

Lead Service Line Replacement **\$10,000,000**

Adopted Budget \$10,000,000

Replace all private lead service lines in the City of Toledo (approximately 3,000 lines) at no cost to homeowner. Additionally, replace many public lead service lines where co-located with private lines. Eliminates a key source of possible permanent brain damage for young people.

Expenditure Category

Water and Sewer Infrastructure, Drinking Water: Lead Remediation

Uptown Social Innovation District Water/Sewer Infrastructure **\$5,200,000**

Makes necessary one-time water/sewer infrastructure upgrades in support of \$30 million social innovation district in Toledo’s Uptown district.

Expenditure Category

Water and Sewer Infrastructure, Drinking Water Transmission and Distribution

ARPA Eligible Use Category: **Premium Pay**

Premium Pay **\$8,600,000**

Adopted Budget \$8,600,000

Obligations \$6,969,500

Expenses \$6,969,500

One-time payment to each City employee who performed essential work during 2020 to recognize the health and safety risks that employees undertook to deliver City services. Also includes one-time payment to employees of the Toledo-Lucas County Health Department.

Expenditure Category

Premium Pay, Public Sector Employees



ARPA Eligible Use Category: **Revenue Replacement**

Municipal Recovery Revenue Replacement **\$72,300,000**

Adopted Budget	\$33,296,640
Obligations	\$16,648,320
Expenses	\$16,648,320

Provide revenue recovery for Toledo's Budget by maintaining Toledo police and fire forces at needed levels, including new annual classes. Ensure competitive wages for all City employees, slowing loss of best employees. Support essential City services annually delivered out of the general fund and allow capital dollars to be invested in capital improvements (buildings, vehicles, and infrastructure).

Expenditure Category

Revenue Replacement, Provision of Government Services

Culture, Arts and Tourism Investments **\$2,500,000**

Adopted Budget	\$2,500,000
----------------	-------------

Provide support to Toledo's artists and arts, culture, and tourism organizations hard hit by the pandemic. The city is partnering with the Arts Commission for the distribution of funds.

Expenditure Category

Revenue Replacement, Provision of Government Services

Youth and Recreational Programming **\$6,000,000**

Adopted Budget	\$2,000,000
Obligations	\$1,760,300
Expenses	\$1,443,978

Increase youth recreational programming to promote healthy living and directly confront rise in youth violence. Programs that can demonstrate measurable positive outcomes prioritized

Expenditure Category

Revenue Replacement, Provision of Government Services



ARPA Eligible Use Category: **Administrative**

Central ARPA Administration

\$1,048,591

Administrative staff in the Finance and Law departments to provide compliance, monitoring and oversight for the ARPA program.

Expenditure Category

Administrative, Administrative Expenses