



## TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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DATE: June 10, 2021

REF: Z-4004-21

TO: President Matt Cherry and Members of Council, City of Toledo

FROM: Toledo City Plan Commission, Thomas C. Gibbons, Secretary

SUBJECT: Zone Change from RD6 – Duplex Residential, RS6 – Single Family Residential, and IL – Limited Industrial to IC – Institutional Campus at 327 Amherst Drive and 1709, 1741, 1747, 1751, 1753, 1757, 1759, 1763, 1765, 1769, and 1795 Spencer Street

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, June 10, 2021 at 2:00 P.M.

### GENERAL INFORMATION

#### Subject

Request - Zone Change from RD6 – Duplex Residential, RS6 – Single Family Residential, and IL – Limited Industrial to IC – Institutional Campus

Location - 327 Amherst Drive and 1709, 1741 (Parcels 07-16237 and 18-74171), 1747, 1751 (Parcels 07-16247 and 18-74154), 1753, 1757 (Parcels 07-16254 and 18-74161), 1759, 1763 (Parcels 07-16267 and 18-74151), 1765, 1769, and 1795 Spencer Street

Applicant - The Toledo Zoological Society  
749 Spencer Street  
Toledo, OH 43609

#### Site Description

Zoning - RD6, RS6 & IL / Duplex Residential, Single Family Residential, and Limited Industrial

Area - ±2.29 Acres

Frontage - ±460' along Spencer Street (combined)  
- ±115' along Woodsdale Avenue

Existing Use - The Toledo Zoo and undeveloped land

Proposed Use - The Toledo Zoo

**GENERAL INFORMATION (cont'd)**

Area Description

- |       |   |                                                                              |
|-------|---|------------------------------------------------------------------------------|
| North | - | Single family dwellings, Anthony Wayne Trail / RS6 & RD6                     |
| South | - | The Toledo Zoo, single family dwellings / IC & RD6                           |
| East  | - | The Toledo Zoo / IC                                                          |
| West  | - | Offices, single family dwellings, duplexes, the Toledo Zoo / CN, IL, IC, RD6 |

Parcel History

- |           |   |                                                                                                                                                                                          |
|-----------|---|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| V-25-13   | - | Vacation of a portion of Amherst Drive. PC recommended approval 03/14/13. CC moved forward with no recommendation 04/17/13. Withdrawn.                                                   |
| SPR-54-16 | - | Minor Site Plan Review for a new education center at 2700 Broadway. Administratively approved 01/04/17.                                                                                  |
| V-370-18  | - | Vacation of a portion of Amherst Drive from Dartmouth Ave to the Anthony Wayne Trail. PC recommended approval 11/01/18. CC recommended disapproval 12/05/18. Ord. 74-19 passed 02/05/19. |
| Z-4005-21 | - | Institutional Campus Master Plan Amendment at 2700 Broadway ( <i>Companion Case</i> ).                                                                                                   |

Applicable Plans and Regulations

- Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code
- Toledo 20/20 Comprehensive Plan

## STAFF ANALYSIS

The request is a Zone Change from RS6 – Single Family Residential, RD6 – Duplex Residential, and IL – Limited Industrial to IC – Institutional Campus at 327 Amherst Drive and 1709, 1741, 1747, 1751, 1753, 1757, 1759, 1763, 1765, 1769, and 1795 Spencer Street. The applicant, The Toledo Zoo, is requesting the Zone Change to facilitate new exhibits and to enable the expansion of the Zoo’s campus. The properties are adjacent to the Zoo’s campus and the previous owners sold the properties to the applicant. Surrounding land uses include single family dwellings and the Toledo Zoo to the south; the Toledo Zoo to the east; single family dwellings and the Anthony Wayne Trail to the north; and, offices, single family dwellings, duplexes, and the Toledo Zoo to the west.

The purpose of the IC – Institutional Campus District is to accommodate large institutional uses in campus-like settings. Additionally, this District is intended to promote and enhance the development and expansion of large institutional uses while minimizing the adverse impacts that can result when such uses are located near residential neighborhoods. All properties with IC – Institutional Campus Zoning require an accompanying Master Plan to be approved by the Plan Commission and City Council, and companion case, Z-4005-21, is the request for an amendment to the Toledo Zoo’s Master Plan. The Master Plan must be updated regularly, and lists the Toledo Zoo’s possible plans for new exhibits, visitor amenities, animal holdings, as well as other amenities. For more information about the Zoo’s future plans and about Master Plan requirements, see the staff report for Z-4005-21.

The Toledo Zoo is requesting the Zone Change for the Spencer Street properties in order to incorporate them into their campus and to develop one of the proposed projects, the “Carnivore Area”. This exhibit will be located where the current employee parking lot is. The Carnivore Area will show tigers and other large predators, and will include holding areas, an exhibit area, and an education area. A landscape buffer will be along Spencer Street, and a detention pond will be on the western section. The Zone Change for 327 Amherst is requested to also incorporate the property into the Zoo’s Campus, but will remain as open space and no structures are proposed in the accompanying Master Plan. The Zone Change is also to facilitate enclosing a portion of Amherst Drive, which was previously vacated. Landscape buffers will surround the property, as will fencing and access gates.

## **STAFF ANALYSIS (cont'd)**

### Neighborhood Meeting

A neighborhood meeting was held on April 29<sup>th</sup>, 2021 at the Toledo Zoo to discuss the proposed Zone Change and Master Plan Update. Toledo Zoo staff presented the proposed updates to the Zoo's campus as well as the previously approved parking lot on the south side of Anthony Wayne Trail. Residents had numerous concerns, including the plausibility of the Toledo Zoo using eminent domain to expand into the neighborhood, issues with the Norfolk Southern railroad (which runs through the Zoo's campus), and adequate buffers between abutting residences and the Zoo's proposed exhibits and parking lot. It was clarified that the Zoo does not have the authority to use eminent domain as it is not a government agency, and that although they sympathize with the neighbors about the railroad's impact on the neighborhood, it is not their property to control. The Zoo showed site plans and answered questions about buffering. The Zoo provided information on attending the public hearings associated with their cases.

### Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Plan Future Land Use Map designates these properties for institutional campus, single family residential, and neighborhood commercial land uses. Institutional campus, as previously stated, is intended to accommodate large institutional uses in campus-like settings, with an example being The Toledo Zoo. Neighborhood commercial is intended to promote predominantly small and medium scale commercial uses that serve neighborhoods and is also intended to accommodate pedestrian oriented development. Single family residential is intended to accommodate the development of single dwelling units on individual lots, but may also include libraries, schools, churches, and community centers. Although the Amherst Drive property and several properties along Spencer Street are not designated as institutional campus in the Toledo 20/20 Comprehensive Plan, the Zoo was sold these properties, and a Zone Change to IC – Institutional Campus is most appropriate and will serve as a buffer for the surrounding neighborhood, ensuring a better quality of life for residents.

Staff recommends approval of the Zone Change from RS6 – Single Family Residential, RD6 – Duplex Residential, and IL – Limited Industrial to IC – Institutional Campus because the proposed IC – Institutional Campus District will facilitate the development of the Toledo Zoo's future exhibits and amenities. Additionally, the Zone Change will create consistent zoning of the Toledo Zoo's campus.

## **PLAN COMMISSION RECOMMENDATION**

The Toledo City Plan Commission recommends approval of Z-4004-21, a request for Zone Change from RS6 – Single Family Residential, RD6 – Duplex Residential, and IL – Limited Industrial to IC – Institutional Campus at 327 Amherst Drive and 1709, 1741, 1747, 1751, 1753, 1757, 1759, 1763, 1765, 1769, and 1795 Spencer Street for the following two (2) reasons:

TO: President Cherry and Members of Council  
June 10, 2021  
Page 5

REF: Z-4004-21

**PLAN COMMISSION RECOMMENDATION (cont'd)**

1. The proposed IC – Institutional Campus Zoning District will facilitate the development of the Toledo Zoo's future exhibits and amenities and conforms to the applicable zoning district.
2. The zoning classifications of properties within the general vicinity of the subject property are consistent with the proposed Zone Change (TMC§1111.0606(C) – *Review & Decision-Making Criteria*).

Respectfully Submitted,



Thomas C. Gibbons  
Secretary

DR

Two (2) sketches follow

Cc: Jennifer Van Horn, The Toledo Zoological Society, 749 Spencer Street, Toledo OH 43609  
Lisa Cottrell, Administrator  
Dana Reising, Planner

# GENERAL LOCATION

Z-4004-21  
ID 21



