

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

One Government Center, Suite 1620, Toledo, OH 43604 P: 419 245-1200 F: 419 936-3730

DATE: September 9, 2022

REF: Z-7004-22

TO:

President Matt Cherry and Members of Council, City of Toledo

FROM:

Toledo City Plan Commission, Thomas C. Gibbons, Secretary

SUBJECT:

Institutional Campus Master Plan at 3301 Upton Avenue.

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, September 8, 2022 at 2:00 P.M.

GENERAL INFORMATION

Subject

Request - Institutional Campus Master Plan

Location

3301 Upton

Applicant + Owner ·

Toledo Public Schools 1609 N Summit Street Toledo, Ohio 43604

Design Professional -

The Collaborative One SeaGate Park Level 118 Toledo, Ohio 43604

Site Description

Zoning - RS6, CO & CR / Single-Dwelling Residential, Office

Commercial, Regional Commercial

Area

±25.8 Acres

Frontage

±890' along Upton Ave

±800' along Westland Ave ±125' along Interstate 475

±244' along Promedica Parkway

Existing Use Proposed Use School, Adult Education, and Offices

School, Adult Education, and Offices

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GENERAL INFORMATION (cont'd)

Area Description

North - Single-Family Houses / RS6

South - Interstate 475 / RS6

East - Day Care, Gardens, Church, Auto Repair, Single-

Family Houses/CO

West - Single-Family Houses, Open Space / RS6, POS

Parcel History

M-24-55 - Request for the transfer of City Owned Land at the

north-west corner of Giant Street and Westland Avenue for the relocation of Sigmond Sanger Branch

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Library (Disapproved by PC 12/7/55)

Parcel History (cont'd)

M-3-56 - Review of potential Devilbiss Community Center

(PC recommended Approval 10/3/56).

SUP-11003-05 - Special Use Permit for the Renovation of DeVilbis

Academic and Tech Center at 3301 Upton Ave (PC

Approved 12/1/05, CC Approved Via Ord. 60-06)

SUP-4008-09 - Special use Permit to develop a new McKinley

Elementary School (PC Approved 9/29/09, CC

Approved via Ord. 533-09.)

SUP-3004-19 - Amendment to SUP, originally approved by Ord. 60-

06 and Ord. 553-09 for site modifications at 3301 Upton (PC Approved 5/9/19, CC Approved via Ord.

312-19).

Zone Change from CR, CO, and RS6 to IC at 3301

Upton Avenue (Companion Case).

Applicable Plans and Regulations

Z-4003-22

• Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code

• Toledo 20/20 Comprehensive Plan

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STAFF ANALYSIS

The applicant, Toledo Public Schools (TPS) is requesting the adoption of an Institutional Campus (IC) Master Plan for the DeVilbiss campus on Upton Avenue. The adoption of this master plan is required to allow for future improvements to the DeVilbiss campus in a cohesive manner and allow a phased approach to development. Each proposed project will require a Site Plan Review to ensure minimum municipal standards are being met. Companion case Z-4003-22 is a Zone Change request for the subject site from RS6 Single Dwelling Residential, CO Office Commercial, and CR Regional Commercial to IC Institutional Campus. Surrounding land uses include single family homes to the north, single family homes and a day care, church and auto repair to the east, I-475 to the south, and single-family homes and vacant open space to the west. The subject site was formerly DeVilbiss High School and is referred to as the DeVilbiss Campus.

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Proposed Institutional Campus Master Plan

The following is the proposed Institutional Campus Master Plan for the project site. This proposed plan is responsive to the factors listed in Toledo's Zoning Code in Section 111.1304. Each factor is listed below along with the applicant's response.

A. Planning Horizon; Expiration and Lapse of Approval: The Institutional Master Plan shall cover at least a 6-year period unless City Council approves a different Planning Horizon at the time of Institutional Master Plan Approval.

TPS is proposing a planning horizon of six (6) years from time of approval.

B. Mission and Objectives: The Institutional master Plan shall include a statement that defines the organizational mission and objectives of the institution and description of how all development contemplated or defined by the IC Master Plan advances the goals and objectives of the institution. The statement should describe the population to be served by the institution, and any projected changes in the size or composition of that population. It should also specify any services to be provided to residents in adjacent neighborhoods and in other areas of the region.

Toledo Public Schools Mission is to produce competitive college and career ready graduates through rigorous curriculum across al grade levels by implementing Ohio's new learning standards and fidelity. Toledo Public Schools Core Commitments are: Student-Centered, Accountability-Based Management, Building Stronger Relationships, Technology Oriented, Rigorous Curriculum, and Develop a Culture of High expectations.

C. Existing Property and Uses: The Institutional Master Plan shall include a description of land, buildings, and other structures occupied by the institution as of the date of submission of the Institutional Master Plan. At a minimum, the following information shall be required: 1. Illustrative site plans showing the footprints of each existing and proposed building and structure, roads, sidewalks, parking, landscape features and other significant site improvements; 2. Land and building uses; 3. Floor area in square

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STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

feet; 4. Building height in stories and feet; 5. Landscaping and lighting concept plans; and 6. A description of off-street parking and loading areas and facilities, including a statement of the approximate number of parking spaces in each area or facility.

The existing property is already developed as it is home to the former DeVilbiss High School. Although the high school has since been disbanded, the building itself remains on-site and provides several different services for the Toledo Public Schools Community. Current Campus uses are as follows:

The Old High School Building accommodates the following:

- Toledo Technology Academy
- · Toledo Premedical & Health Sciences Academy
- · Gifted & Talented Program
- Adult Training Programs
- TPS District Offices
- Support Space (Kitchen, Library, Classrooms)

The McKinley STEMM Academy is a separate facility which is also located on Campus.

The applicant has provided a site plan depicting the existing DeVilbiss Campus. The site depicts two-hundred and fifty (250) existing paved parking spaces as well as fifty (50) gravel parking spaces available for overflow emergency parking. Site access for all vehicles is a one-way, single lane, entry drive located at the northeast corner of the site from Upton Ave. Site egress is located at the southeast corner of the site to Upton Ave. A full site plan has been submitted depicting the footprint and use of existing buildings on site. Overall the site accommodates approximately 732 students in regular attendance and additional evening and weekend students. Evening and weekend students attend through an Adult Training Program offered through Owens Community College. A full site plan has been provided and is attached to the end of this report. The height and floor area has not been submitted at this time and shall be indicated in a revised plan.

D. Needs of the Institution: The Institutional Master Plan shall include a summary and projection of the institution's current and future needs for the following facilities: 1. Academic; 2. Service; 3. Research; 4. Office; 5. Housing; 6. Patient care; 7. Public assembly; 8. Parking; and 9. Other facilities related to the institutional use.

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STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

The plan states: "The existing facilities on-site have the potential to provide a variety of different education opportunities for the Toledo Public School District moving forward. Whether it be temporary swing space for potential future building improvements elsewhere in the district or home to new educational opportunities that arise from the everchanging world of instruction and technology, the Devilbiss Campus has the necessary resources and flexibility to accommodate a variety of potential educational demands moving forward."

The plan continues to list three (3) potential future campus improvements:

1. Identification Signage: To delineate building entries as well as campus information signs to improve campus wayfinding. Including a new Campus Sign along Upton Avenue, new Building Identification Monument Signs located along primary building entries, and new Information Signs on campus.

2. Existing Building Entry Improvements: replacement of existing building entries in disrepair, new vestibule/entry for the Toledo Technical Academy entrance, and new

entry and exits for new classroom spaces.

3. A proposed new EV Repair/Alternative Energy Lab: A new 10,000 square foot facility to provide training to the next generation of repair technicians as well as prepare students for careers in alternative energy. The proposed facility is noted on the site plan.

The plan also identifies an intent to pave an additional twenty-six (26) parking spaces, for a total of two-hundred seventy-six (276) parking spaces. The proposed parking area is noted on the site plan. Addition of new parking and the new facility shall require site plan review prior development.

E. **Development Envelope:** The Institutional Master Plan shall include a description of the land area and "development envelope" within which future development will occur. The development envelope shall be described in narrative and through the use of drawings or models. The intent of this provision is to provide the institution with certainty regarding the future development potential of the site subject to the Institutional Master Plan while protecting the integrity of adjacent neighborhoods. The Institutional Master Plan shall include the following in describing the development envelope: 1. Floor area ratio; 2. Average daily and peak-hour traffic; 3. Height; 4. Setbacks; 5. Total site area of open space; and 6. Total number of parking spaces to be provided.

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STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

The only substantial future development indicated in the plan is the inclusion of a 10,000 square foot EV Repair/Alternative Energy Lab and the addition of parking. The proposed EV Repair/Alternative Energy Lab is to be located in the rear of the building, contained within the setbacks of the existing Power Plant and Toledo Technology Academy Building. The floor area ratio, height, setbacks, and total area of open space are not provided and shall be required in a revised site plan.

F. Transportation Management Plan: The Institutional Master Plan shall include a transportation and parking management plan that identifies any traffic mitigation measures to be employed.

Site access for all vehicles is a one-way, single lane, entry drive located at the northeast corner of the site from Upton Avenue. Primary Circulation on-site is a one-way traffic pattern traversing in a counter-clockwise direction.

Circulation within on-site parking lots allows for two-way traffic movement. Site Egress is located at the southeast corner of the site to Upton Avenue. This egress provides a double-lane exit with "right-turn" and "left-turn" lanes to allow for more efficient traffic flow when exiting the site.

G. **Pedestrian Circulation Plan:** The Institutional Master Plan shall include pedestrian circulation guidelines and objectives, including a description of the circulation system to be provided through the campus and plans for ensuring the accessibility of pedestrian areas and open spaces.

The Site is accessible from several points which includes direct connections to the adjacent neighborhoods located north and east of the site:

- Connection from Westland Avenue (west boundary)
- Connection from Kelly Avenue (north boundary)
- Connection from Upton Avenue at the northeast corner of the site
- Connection from Upton Avenue at the southeast corner of the site which has access to a signalized pedestrian crossing
- H. **Design Guidelines:** The Institutional Master Plan shall include design guidelines and objectives for new and renovated buildings and structures to assure their appropriateness with surrounding neighborhoods and districts and to minimize potential adverse impacts on such neighborhoods. Urban design guidelines shall include listings of appropriate materials, height, bulk, massing, and colors that will be used to guide the course of proposed and future development.

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STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

Greenbelt Buffers: The Site currently has an existing landscape buffer (200 foot wide) along the entire east property that fronts Upton Avenue. This buffer is to be maintained to prohibit any future buildings to be placed within this buffer adjacent to the street in order to maintain the "park-like" character that exists today.

There is also an existing landscape buffer (75 foot wide) along the west property line adjacent to Westland Avenue. This buffer is to be maintained to prohibit any future buildings to be placed within this buffer near the existing neighborhood.

Existing Site lighting has been designed & located in such a way as to minimize the effects that it has on adjacent properties keeping off-site light pollution to a minimum. Any future site lighting will also be designed and located in such a way as to not negatively impact any adjacent properties.

All new architectural improvements to the Campus, whether it be new construction or building renovations shall use the existing on-site architectural style as a guide. The new architecture shall compliment the style that currently exists on campus in all architectural aspects such as appropriate materials, colors, massing, and building proportions.

I. **Neighborhood Protection Strategy:** The Institutional Master Plan shall identify standards and programs that will be put in place to ensure that the quality of the surrounding neighborhoods is maintained or enhanced.

All future site improvements will be designed in such a way to ensure that the quality of the surrounding neighborhoods will be maintained or enhanced by utilizing the above design guidelines.

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Plan Future Land Use Map designates these properties for institutional campus land uses. Institutional campus, as previously stated, is intended to accommodate large institutional uses in campus-like settings. Due to the scale, range of offerings, and history of the site as an Institutional use the IC Master Plan is appropriate and conforms to the Toledo 20/20 Comprehensive Plan.

Staff recommends approval of the adoption of the IC Master Plan because it is consistent with the Toledo 20/20 Comprehensive Plan and the stated purpose of the Zoning Code. Additionally, the proposed Master Plan complies with all applicable provisions of the Zoning Code. Finally, the proposed Master Plan will not result in significant adverse impacts to other property in the vicinity of the subject tract or to the natural environment.

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PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommends approval of Z-7004-22, a request for an Institutional Campus Master Plan at 3301 Upton for the following three (3) reasons:

- 1. The proposed use is consistent with the adopted Toledo 20/20 Comprehensive Plan and the stated purposes of the Zoning Code (TMC§I 111.1309(A))
- 2. The proposed use complies with all applicable provisions of the Zoning Code (TMC§ 1111.1309(B)); and
- 3. The proposed use will not result in significant adverse impacts to other property in the vicinity of the subject tract or to the natural environment (TMC§ 1111.1309(C)).

The staff further recommends that the Toledo City Plan Commission recommend approval of Z-7004-22, an Institutional Campus Master Plan at 3301 Upton to the Toledo City Council, subject to the following **twenty (20)** conditions:

The following conditions are listed by agency of origin. Applicants are encouraged to contact each of the agencies to address compliance with their conditions.

Engineering Services

- 1. All **proposed** sidewalk, drive approaches, curb, and pedestrian curb ramps within the public right-of-way abutting the site shall be replaced/upgraded to conform to current City of Toledo Construction Standards, Specifications, Toledo Municipal Code, and Americans with Disabilities Act Guidelines.
- 2. All commercial drive approaches, (along with the sidewalk through the drive) shall be constructed with 8" thick concrete per City of Toledo Construction Standards and Specifications. No curb shall be permitted in the right-of-way along either side of a drive approach. No horizontal curb cutting will be permitted to create a curb drop/opening. Existing drive approaches, including the curb drop, that will no longer be utilized shall be removed and restored with curb to match the adjacent curb.
- 3. Required permits for all approved work in the public right-of-way shall be obtained, before work begins.
- 4. If there are changes to the responsible parties for the operation and maintenance of stormwater management facilities on the campus, TPS shall update their documents kept as a system-wide inventory of stormwater management O&M plans.

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PLAN COMMISSION RECOMMENDATION (cont'd)

Sewer & Drainage Services

- 5. S&DS requires that all existing private sewer lines that are not being removed or properly abandoned (both storm & sanitary) be cleaned and inspected.
- 6. S&DS requires that the existing private sanitary lines (after they have been cleaned) that are not being removed or properly abandoned be televised from the building (or private cleanout) to where they connect with the public sewer system if this has not been done in the past (2) two years. An electronic copy (DVD/memory stick) shall be provided to S&DS demonstrating the lines cleaning and integrity.

Environmental Services

- 7. If there are changes to the responsible parties for the operation and maintenance of stormwater management facilities on the campus, TPS shall update any documents kept as a system-wide inventory of stormwater management O&M plans and notify the Division of Environmental Services of the change(s).
- 8. Applicant is strongly encouraged to include additional multiple green infrastructure measures to minimize runoff and increase infiltration, and to minimize the amount of new and/or additional impervious surface on the site as part of updates to the site.
- 9. Applicant is strongly encouraged to plant native, low maintenance and non-invasive trees, shrubs and perennials. Information is at https://ohiodnr.gov/wps/portal/gov/odnr/discover-and-learn/plants-trees/invasive-plants; a list of invasive plants and alternative species can be downloaded from https://www.oipc.info/uploads/5/8/6/5/58652481/alternatives_to_ohio_invasive_plant_species.pdf

Transportation

- 10. All bicycle parking locations must be clearly shown as required per TMC 1107.0900.
- 11. All parking spaces, loading spaces, maneuvering areas, drive aisles and driveways must be surfaced with concrete, asphalt, or other dust-free material other than gravel or loose fill per TMC 1107.1906. (Existing stone parking is not permitted to be left in place and must be removed.)
- 12. Wheel stops are required at all parking spaces abutting sidewalks, property lines, planting strips and buildings per TMC 1107.1907.
- 13. All parking space locations, drive aisles and driveways must be clearly dimensioned and shown to comply with TMC 1107.1911. (Existing parallel parking must be shown by the loop at McKinley Stemm Academy if being used.)

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PLAN COMMISSION RECOMMENDATION (cont'd)

Transportation (cont'd)

14. "Do Not Enter" signage is required at exit onto Upton Avenue to prevent wrong way traffic flow.

Plan Commission

- 15. Per TMC§1111.1304, the Institutional Master Plan must include the floor area of buildings in square feet for existing properties and uses. Additionally, the average daily traffic and peak hour traffic numbers must be provided. This shall be provided to the Toledo Plan Commission staff and kept on file for future development reference.
- 16. Per TMC§1111.1304, the Institutional Master Plan must include the floor area ratio, height, open space, and setbacks of buildings for proposed future developments. This shall be provided to the Toledo Plan Commission staff and kept on file for future development reference.
- 17. Any future development projects will require a Site Plan Review to determine compliance with the City of Toledo Municipal Code minimum standards.
- 18. Each Site Plan Review will require a detailed site, lighting, fencing, and landscaping plan to be submitted to the Plan director for review and approval. Note that the submittal must include shall include:
 - a. The location, number, height, diameter and species of any materials to be planted and maintained, as well as the location and number of any existing trees to be retained trees, shrubs and landscape materials shall meet the standards included in TMC§1108.0400 Landscape Materials Standards,
 - b. The location, type, and direction of any proposed lighting. The lighting is subject to the approval of the Director of the City of Toledo Plan Commission (lights are to be directed away from adjacent residential properties; and,
 - c. The location, height, and materials of any fencing to be installed and maintained.
- 19. Minor adjustments to the Master Plan that do not violate the above conditions, or the Toledo Municipal Code, may be reviewed and approved by the Director of the Toledo City Plan Commission.
- 20. No permits shall be issued until arrangements satisfactory to the Director of the City of Toledo Plan Commission have been made for compliance with the conditions as set forth above.

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Respectfully Submitted,

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Thomas C. Gibbons

Secretary

JGL

Two (2) sketches follow

Cc:

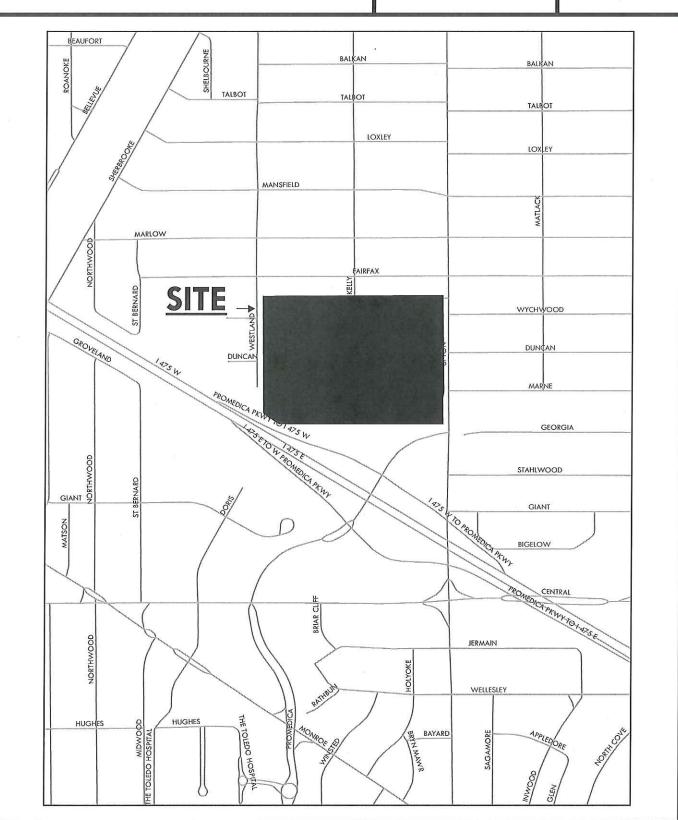
Applicant

Lisa Cottrell, Administrator Jonny Latsko, Planner

GENERAL LOCATION

Z-7004-22ID 45

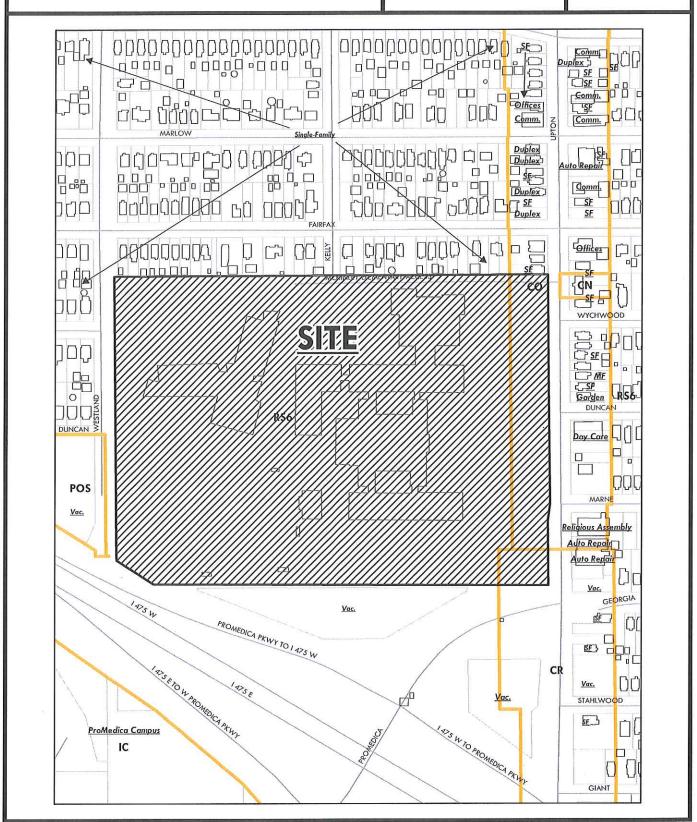
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ZONING & LAND USE

Z-7004-22ID 45

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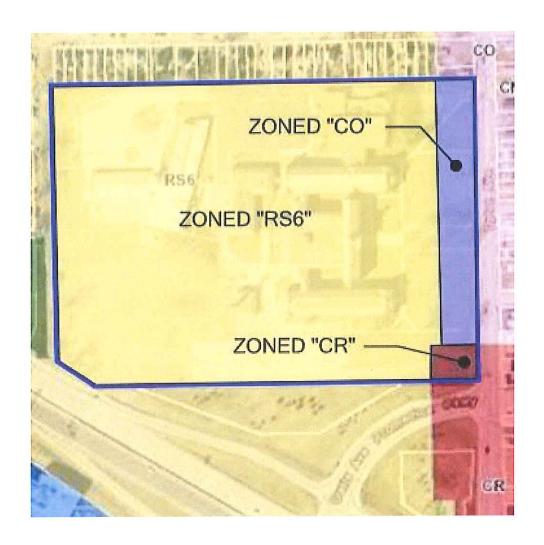
FOR TOLEDO PUBLIC SCHOOLS DeVILBISS CAMPUS (3301 UPTON AVENUE)

JULY 25, 2022

Prepared By:

THE COLLAB ORATIVE Prepared For:





Property Information:

3301 Upton Avenue, Toledo, Ohio 43613

Current Owner:

Board of Education of the City Schools District of the City of Toledo, Lucas County 1609 Summit Street, Toledo, Ohio 43604

Parcel No.:

1826924

Assessor No.:

03220001

Current Zoning:

Single Parcel with Split Zoning

RS6 (Single Family)

CO (Office Commercial

CR (Regional Commercial)



Bounded by:

Upton Avenue (East Border)

Interstate 475 (South Border)
Westland Avenue (West Border)
Residential Housing (North Border)

Planning Horizon:

This Institutional Master Plan shall cover the six (6) year period

commencing upon the approval of the Institutional Master Plan,

unless otherwise indicated or required by City Council.

Legal Description:

7 9 21 SE 1/4 PT LAWRENCE LANDS 26.50 AC ADJ N 16.50 AC W

1/2 EXC UPTON AVE & EXC WESTLAND A VE & EXC PT IN SR

475 EXC PT IN RD

Toledo Public Schools Mission Statement:

Toledo Public Schools Mission is to produce competitive college and career ready graduates through rigorous curriculum across all grade levels by implementing Ohio's new learning standards with fidelity.

Toledo Public Schools Vision:

Toledo Public Schools strives to be an 'A-Rated' school district whose graduates are college and career ready.

Toledo Public Schools Core Commitments:

- 1. Student-Centered
- 2. Accountability-Based Management
- 3. Building Stronger Relationships
- 4. Technology Oriented
- 5. Rigorous Curriculum
- 6. Develop a Culture of High Expectations



Existing Property & Campus Uses (See Exhibit A):

The existing property is already developed as it is home to the former Devilbiss High School. Although the high school has since been disbanded, the building itself remains on-site and provides several different services for the Toledo Public Schools Community.

Current Campus uses are as follows:

The Old High School Building accommodates the following:

- Toledo Technology Academy
- Toledo Premedical & Health Sciences Academy
- Gifted & Talented Program
- Adult Training Programs
- TPS District Offices
- Support Space (Kitchen, Library, Classrooms)

The McKinley STEMM Academy is a separate facility which is also located on Campus.

Future Needs for the Campus (See Exhibit B):

The existing facilities on-site have the potential to provide a variety of different education opportunities for the Toledo Public School District moving forward. Whether it be temporary swing space for potential future building improvements elsewhere in the district or home to new educational opportunities that arise from the everchanging world of instruction and technology, the Devilbiss Campus has the necessary resources and flexibility to accommodate a variety of potential educational demands moving forward.

Potential Future Campus Improvements:

<u>Identification Signage:</u> To delineate building entries as well as campus information signs to improve campus wayfinding.

- New Campus Sign (to be located along Upton Avenue)
- New Building Identification Monument Signs (located at primary building entries)
- New Information Signs on Campus

Existing Building Entry Improvements:

- Replace existing building entries in disrepair
- Provide new vestibule/entry for T.T.A. entrance
- Provide new entry/exit for new classroom spaces.

Proposed New EV Repairs/Alternative Energy Lab:

 New Facility (10,000 sq.ft.) to provide training to the next generation of repair technicians as well as prepare students for careers in alternative energy.



Campus Circulation & Parking (See Exhibit C):

Vehicular Circulation:

Site access for all vehicles is a one-way, single lane, entry drive located at the northeast corner of the site from Upton Avenue.

Primary Circulation on-site is a one-way traffic pattern traversing in a counter-clockwise direction. Circulation within on-site parking lots allows for two-way traffic movement.

Site Egress is located at the southeast corner of the site to Upton Avenue. This egress provides a double-lane exit with "right-turn" and "left-turn" lanes to allow for more efficient traffic flow when exiting the site.

<u>Pedestrian Circulation:</u> The Site is accessible from several points which includes direct connections to the adjacent neighborhoods located north and east of the site.

- Connection from Westland Avenue (west boundary)
- Connection from Kelly Avenue (north boundary)
- Connection from Upton Avenue at the northeast corner of the site
- Connection from Upton Avenue at the southeast corner of the site which has access to a signalized pedestrian crossing

On-Site Parking:

- Existing: There are 250 paved parking stalls with an additional 50 parking stalls located on gravel used only for overflow emergency parking.
- Proposed: Future Improvements provide 276 paved parking stalls with an area designated for future additional parking should it be required.

Neighborhood Protection Plan & Architectural Design Guidelines (See Exhibit D):

All future site improvements will be designed in such a way to ensure that the quality of the surrounding neighborhoods will be maintained or enhanced. A couple of standards are as follows:

<u>Greenbelt Buffers:</u> The Site currently has an existing landscape buffer (200 foot wide) along the entire east property that fronts Upton Avenue. This buffer is to be maintained to prohibit any future buildings to be placed within this buffer adjacent to the street in order to maintain the "park-like" character that exists today.

There is also an existing landscape buffer (75 foot wide) along the west property line adjacent to Westland Avenue. This buffer is to be maintained to prohibit any future buildings to be placed within this buffer near the existing neighborhood.



<u>Site Lighting:</u> Existing Site lighting has been designed & located in such a way as to minimize the effects that it has on adjacent properties keeping off-site light pollution to a minimum. Any future site lighting will also be designed and located in such a way as to not negatively impact any adjacent properties.

Architectural Design Guidelines:

All new architectural improvements to the Campus, whether it be new construction or building renovations shall use the existing on-site architectural style as a guide. The new architecture shall compliment the style that currently exists on campus in all architectural aspects such as appropriate materials, colors, massing, and building proportions.



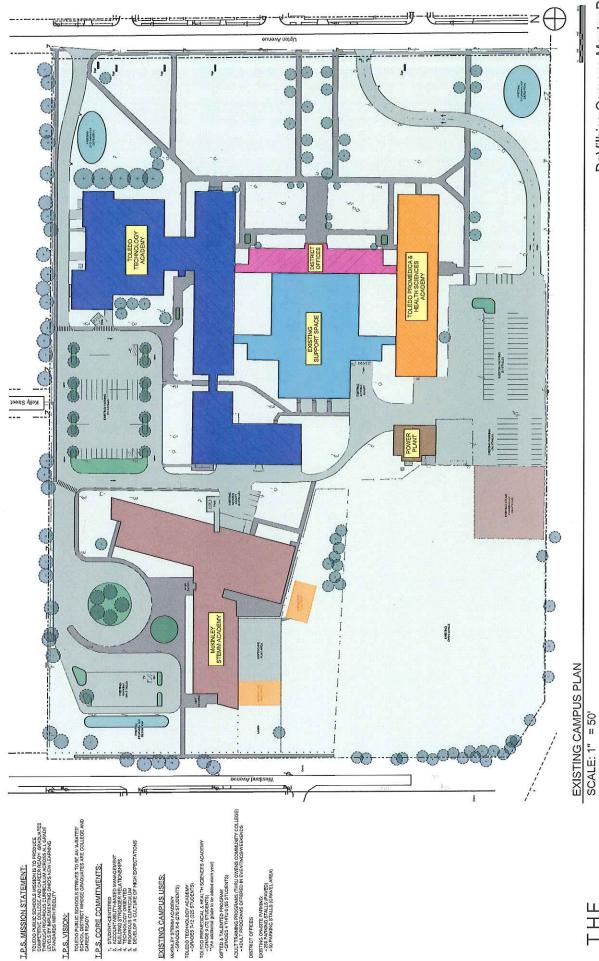


Exhibit A - Existing Campus Plan

THE COLLAB ORATIVE

DeVilbiss Campus Master Plan

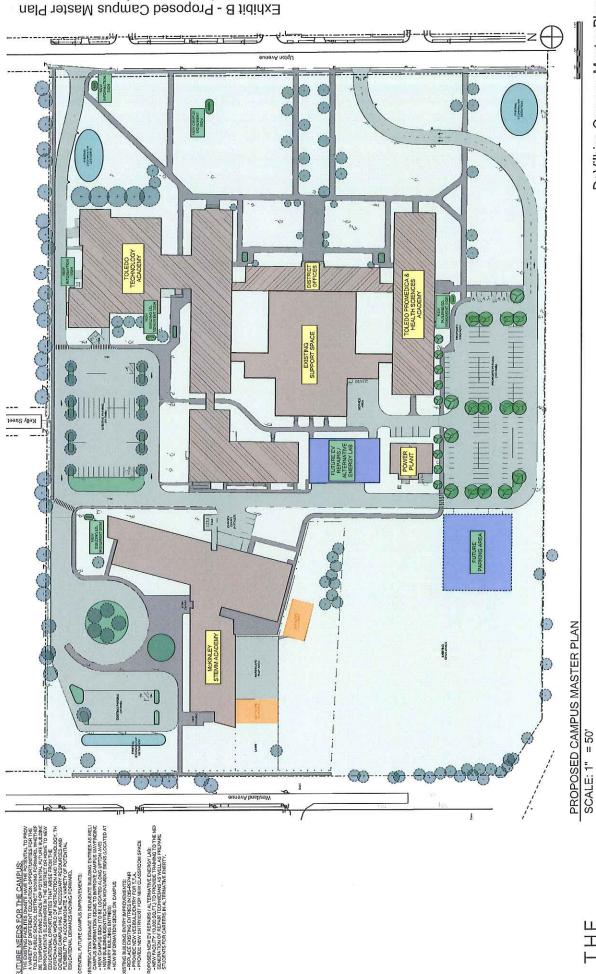
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PROUD

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TOLEDO PUBLIC SCHOOLS



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DeVilbiss Campus Master Plan

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TOLEDO PUBLIC SCHOOLS

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Exhibit D - Neighborhood Protection Plan

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