



# TOLEDO-LUCAS COUNTY PLAN COMMISSIONS

ONE GOVERNMENT CENTER, SUITE 1620, TOLEDO, OHIO 43604    PHONE 419-245-1200    FAX 419-936-3730

THOMAS C. GIBBONS, DIRECTOR



DATE: January 11, 2019

REF: SUP-11003-18

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

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

SUBJECT: Request for a Special Use Permit for Community Recreation – Active for a new metropark at 0 Riverside Drive (Riverside Drive & Front Street).

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, January 10, 2019 at 2:00 P.M.

## GENERAL INFORMATION

### Subject

- Request - Special Use Permit for Community Recreation – Active for a new metropark
- Location - 0 Riverside Drive (Riverside Drive & Front Street)
- Applicant - The Metropolitan Park District of the Toledo Area  
5100 West Central Avenue  
Toledo, OH 43615
- Architect - Smithgroup  
201 Depot Street, 2<sup>nd</sup> Floor  
Ann Arbor, MI 48104
- Engineer - Lewandowski Engineers  
234 N. Erie Street  
Toledo, OH 43604

### Site Description

- Zoning - CR & IG / Regional Commercial & General Industrial (*POS pending*)
- Area - ± 88.68 acres
- Frontage - ± 3500' along Front Street  
± 800' along Riverside Drive  
± 600' along future Morrison Drive  
± 60' along Main Street
- Existing Use - Undeveloped

**GENERAL INFORMATION (cont'd)**

Site Description (cont'd)

- |                   |   |                                                                   |
|-------------------|---|-------------------------------------------------------------------|
| Proposed Use      | - | New metropark                                                     |
| Neighborhood Org. | - | None                                                              |
| Overlay           | - | Maumee Riverfront Overlay (MRO) and Marina District Overlay (MDO) |

Area Description

- |       |   |                                                       |
|-------|---|-------------------------------------------------------|
| North | - | National Museum of the Great Lakes, Maumee River / CR |
| South | - | Front Street, single-family houses / CR, POS & IL     |
| East  | - | Front Street, single-family houses / CR & RM36        |
| West  | - | undeveloped (future apartments) / CM-PUD              |

Combined Parcel History

- |             |   |                                                                                                           |
|-------------|---|-----------------------------------------------------------------------------------------------------------|
| MRO-3-92    | - | MRO review of a soil remediation facility at 957 Front Street (Applicant requested deferral 4/1/1993).    |
| MRO-5-93    | - | MRO review of addition to Sports Arena (Administrative approval 7/23/1993).                               |
| Z-8005-05   | - | Zone change from IL to CR for Sports Arena site (PC approved 9/8/05, CC approved 11/1/05 by Ord. 761-05). |
| SUP-5005-06 | - | Special use permit for Marina (PC approved 6/8/06, CC approved 7/25/06 by Ord. 523-06).                   |
| Z-8013-06   | - | Zone change from IG, IL, CR and POS to CR (PC approved 10/12/06, CC approved 11/28/06 by Ord. 807-06).    |
| M-8-06      | - | Marina District Overlay Zoning District (PC approved 3/8/07, CC approved 5/1/07 by Ord. 273-07).          |
| M-2-05      | - | Marina District Urban Renewal Plan (PC approved 4/25/07, CC approved 5/15/07 by Ord. 288-07).             |

**GENERAL INFORMATION (cont'd)**

Combined Parcel History (cont'd)

S-1-08	-	Final Plat for THE MARINA DISTRICT Plat (PC approved 4/10/08).
M-15-13	-	Correction to Marina District Overlay boundary originally approved via Ord. 93-10 (CC approved 12/10/13 by Ord. 568-13).
Z-11002-18	-	Zone Change from CR Regional Commercial and IG General Industrial to POS Park & Open Space at 0 Riverside Drive ( <i>Companion Case</i> ).
MRO-3-18	-	Maumee Riverfront Overlay District review for a new metropark at 0 Riverside Drive ( <i>Companion Case</i> ).
MDO-5-18	-	Marina District Overlay review for a new metropark at 0 Riverside Drive ( <i>Companion Case</i> ).

Applicable Plans and Regulations

- Toledo Municipal Code, Part Eleven: Planning and Zoning Code
- Toledo 20/20 Comprehensive Plan
- 1981 Maumee Riverfront Plan – Executive Summary
- Marina District Overlay Zone Declaration of Restrictions, Easements, Design and Development Standards and Comprehensive Sign Plan

**STAFF ANALYSIS**

The applicant is requesting a Special Use Permit for community recreation – active for a new metropark at 0 Riverside Drive (Riverside Drive and Front Street). The subject site is part of an overall site containing roughly 89 acres of land in the Marina District. Surrounding land uses include the Maumee River to the north, International Park to the west, a gas station, warehouse, and office space to the south, and the National Museum of the Great Lakes to the east.

## STAFF ANALYSIS (cont'd)

The site plan submitted identifies park amenities including an event lawn and pavilion building with rooftop patio, a sledding hill, paddlecraft/kayak launch cove, multi-use recreation trails including a pedestrian bridge over Main Street, parking areas and stormwater infrastructure improvements. A Special Use Permit is required for all active community recreation facilities outside of the IC Institutional Campus zoning district. A Maumee Riverfront Overlay review (*MRO-3-18*), Marina District Overlay review (*MDO-5-18*), and a Zone Change request (*Z-11002-18*) accompany this case.

The MDO takes the place of the typical Major Site Plan Review and is reviewed by the Marina District Architectural Review Committee (ARC) instead of the Plan Commission. The site plan review authority and specific development regulations were granted to the ARC at the request of the original developer by City Council when the overlay was first adopted. Those regulations take precedent over Citywide regulations unless an item is not addressed. As a result, the review of this Special Use Permit will focus primarily on the overall land use of the property as a community recreation facility. The ARC reviewed the proposed site plan and building design at their meeting on January 8<sup>th</sup>, 2019.

### Parking and Circulation

Pursuant to TMC§1107.0600 – *Off-Street Parking Schedule “D”*; Community Recreation facilities have a wide variety of parking demand characteristics, making it difficult to specify a single off-street parking standard. Therefore, Schedule “D” parking allows the minimum off-street parking requirements to be established via a parking study provided by the applicant. The applicant has not provided a parking study or submitted any documentation indicating the anticipated demand for off-street parking spaces. The site plan submitted depicts sixty-nine (69) off-street parking spaces with four (4) accessible spaces. The applicant shall provide documentation stating the anticipated parking demand, which was included as a condition of the Marina District ARC review.

In addition to the minimum number of required off-street and accessible parking, bicycle parking is also required to be provided. Per TMC§1107.0300 – *Off-Street Parking Schedule “A”*, a minimum of one (1) bicycle space shall be provided per ten (10) automobile parking spaces. The site plan submitted depicts multiple bike racks located near the parking lot and pavilion including a bike share rental station. However, the details of the proposed bike racks were not included on the site plan and shall be noted as a condition of the Marina District ARC review.

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

### Parking and Circulation (cont'd)

Comments from the Division of Transportation have addressed multiple issues with the submitted site plan. First, a turnaround is required at the dead end of Riverside Drive in the future Metropark expansion area. Second, Transportation has concerns of the pedestrian crossings at Elgin Avenue, Marina Drive and Morrison Drive that cross Front Street and will continue to work with the applicant on these specific locations. Third, the design of the pedestrian bridge must maintain a site distance setback for the piers along Main Street. Fourth and finally, the new private drive needs to be a minimum of twenty-four feet (24') wide to accommodate two-way traffic. The Division of Transportation does not object to the approval of the site plan provided their comments are addressed. If approved, a revised site plan shall be submitted addressing the concerns raised by the Division of Transportation.

### Landscaping

The landscaping plan submitted depicts a wide variety of plantings being installed along the frontages and network of walkways and multi-use recreation trails. Canopy trees, ornamental trees, deciduous shrubs and perennials make up a large part of the overall plantings with reforestation areas being established containing 500 trees/acre of tree whips and scattered 2" caliper trees. Additional landscaping areas will include prairie and lawn seed, shoreline plantings with native shrubs and perennials, aquatic plantings, and stormwater basin vegetation for wetland habitat.

### Building Design

The site plan submitted depicts the installation of modern style event pavilion near the center of the site. The pavilion will be located on the northern side of the parcel and will function as a community building to support public events or available to rent for private functions. The site plan submitted notes the pavilion will be approximately 3,400 square feet with a rooftop patio accessed by an earth berm. The building elevations submitted indicate the predominant building materials as smooth and textured concrete, clear transparent glass and linear frit, along with linear batten wood and metal trim.

### Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan identified the future land use designation as Urban Village. The Urban Village designation is a specialized residential and commercial area that possesses characteristics of Traditional Neighborhood Development, such as pedestrian orientation, zero building setbacks, mixed uses, and distinct architectural character.

**STAFF ANALYSIS (cont'd)**

Toledo 20/20 Comprehensive Plan (cont'd)

Staff recommends approval of the Special Use Permit applications because the proposed use is consistent with the future land use designation identified in the 20/20 Comprehensive Plan. Additionally, the proposed use meets the stated purpose and complies with all applicable provisions of the Zoning Code. Furthermore, the proposed use is compatible with adjacent uses in terms of scale, site design, and operating characteristics (hours of operation, traffic generation, lighting, noise, odor, dust, and other impacts associated with the use's operation).

**PLAN COMMISSION RECOMMENDATION**

The Toledo City Plan Commission recommends approval of SUP-11003-18, a request for a Special Use Permit for community recreation – active for a new metropark at 0 Riverside Drive (Riverside Drive & Front Street), to Toledo City Council for the following three (3) reasons:

1. The proposed use meets the stated purpose of the Zoning Code (TMC§1111.0706(A) – *Review & Decision-Making Criteria*).
2. The proposed use complies with all applicable provisions of the Zoning Code (TMC§1111.0706(B) – *Review & Decision-Making Criteria*); and
3. The proposed use is compatible with adjacent uses in terms of scale, site design, and operating characteristics (hours of operation, traffic generation, lighting, noise, odor, dust, and other impacts associated with the use's operation) (TMC§1111.0706(C) – *Review & Decision-Making Criteria*).

The Toledo City Plan Commission further recommends approval of SUP-11003-18, a request for a Special Use Permit for community recreation – active for a new metropark at 0 Riverside Drive (Riverside Drive & Front Street), to Toledo City Council subject to the following **four (4)** conditions:

1. The Special Use Permit may be reviewed for compliance with the conditions of approval, negative secondary effects, and adherence to all requirements of the Toledo Municipal Code. If outstanding issues are found and not addressed the Special Use Permit may be considered for revocation.
2. Approval of the Special Use Permit will lapse after one (1) year if the criteria listed in TMC§1111.0707 have not been met.
3. Minor adjustments to the Site 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.

TO: President Cherry and Members of Council  
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REF: SUP-11003-18

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

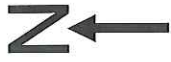
4. No permits shall be issued until arrangements satisfactory to the Director of the City of Toledo Plan Commission have been made for compliance with the conditions as set forth above.

Respectfully Submitted,



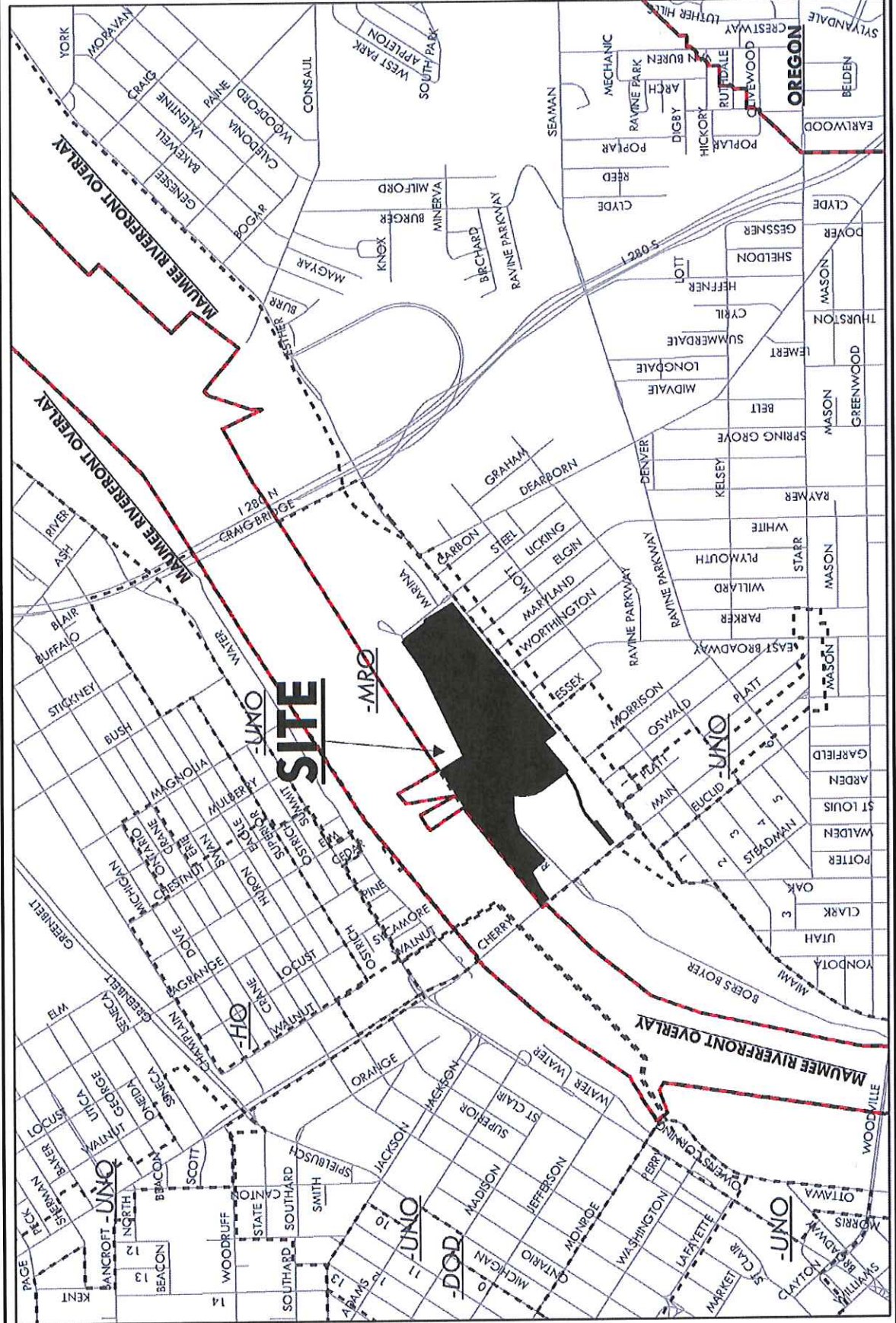
Thomas C. Gibbons  
Secretary

Cc: Lisa Cottrell, Administrator  
Ryne Sundvold, Planner



SUP-11003-18  
ID 27

# GENERAL LOCATION



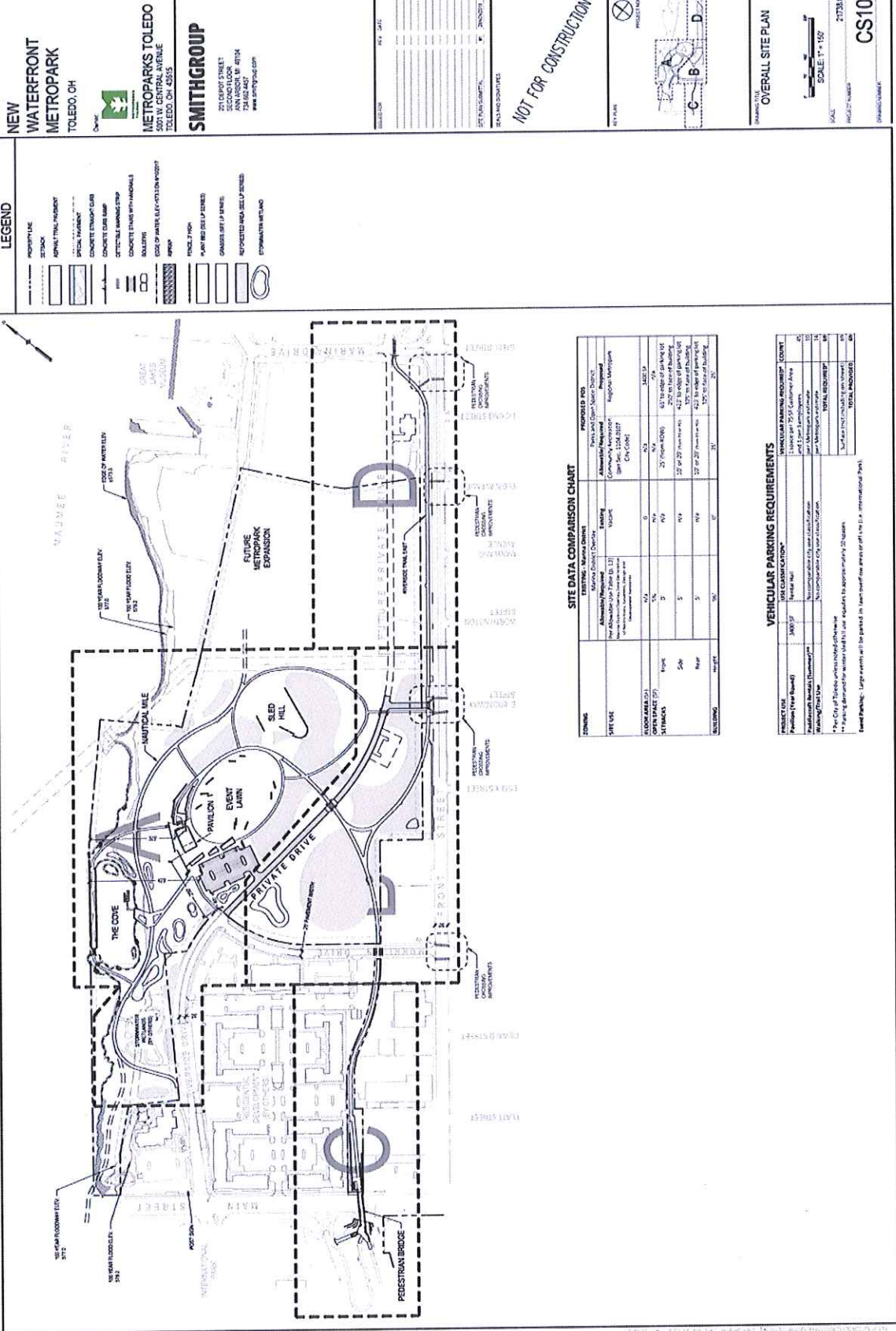






**SUP-11003-18**  
**ID 27**

# OVERALL SITE PLAN



# OVERALL PLANTING PLAN

SUP-11003-18  
ID 27



### LEGEND

[Symbol]	PROPERTY LINE
[Symbol]	EXISTING FENCE
[Symbol]	FOUNDATION
[Symbol]	FOUNTAIN
[Symbol]	FOUNTAIN EXPANSION
[Symbol]	PERMANENT TREE
[Symbol]	SEASONAL PALMS
[Symbol]	PERENNIALS
[Symbol]	SPREADER AND BOTTLE BRUSHES SILVER CHERRY SWEET GUM
[Symbol]	STORMWATER TREATMENT
[Symbol]	PLANTED OR TO BE PLANTED SILVER CHERRY SWEET GUM
[Symbol]	LAWN SEED ME
[Symbol]	CONCRETE/STONE PATIO
[Symbol]	WOODEN PLANKING, WPC SHAPE RETENTION, AND OTHER SHEET PILING, PILES, BENT PILES, AND OTHER SHIELD CLAYS
[Symbol]	ADJUST PLANTING

### LANDSCAPE REQUIREMENTS

Requirement	Required	Provided
<b>PARKING LOT LANDSCAPE</b>		
Minimum 2 trees per 10 parking spaces	14	14*
Minimum 4 shrubs per 10 parking spaces	42	42*
Minimum 2 shrubs per 10 parking spaces (not including tree)	N/A	N/A
<b>USE LANDSCAPE</b>		
Buffer / Screening, not required	N/A	N/A
<b>Planting Density</b>		
Average Greenhouse Leaf Area (GFLA) per 1,000 sq ft of planting area	25	32**
Minimum Greenhouse Leaf Area (GFLA) per 1,000 sq ft of planting area	21	21
Minimum Greenhouse Leaf Area (GFLA) per 1,000 sq ft of planting area	19	19

\* Some shrubs (greenhouse leaf area) are not included in the total count as they are not counted as trees. \*\* The provided planting is based on a 2' x 4' spacing.

\*\* Some trees along with shrubs are included in the total count as they are counted as trees. The provided planting is based on a 2' x 4' spacing.

**NEW WATERFRONT METROPARK TOLEDO, OH**

2100 EAST STREET  
TOLEDO, OH 43615

**METROPARKS TOLEDO**  
500 W. CENTRAL AVENUE  
TOLEDO, OH 43615

**SMITHGROUP**

2100 EAST STREET  
TOLEDO, OH 43615

**NOT FOR CONSTRUCTION**

DATE: 08/14/18

SCALE: 1" = 30'

PROJECT NUMBER: 2100 EAST

PROJECT NAME: WATERFRONT METROPARK

OVERALL PLANTING PLAN

# ELEVATIONS

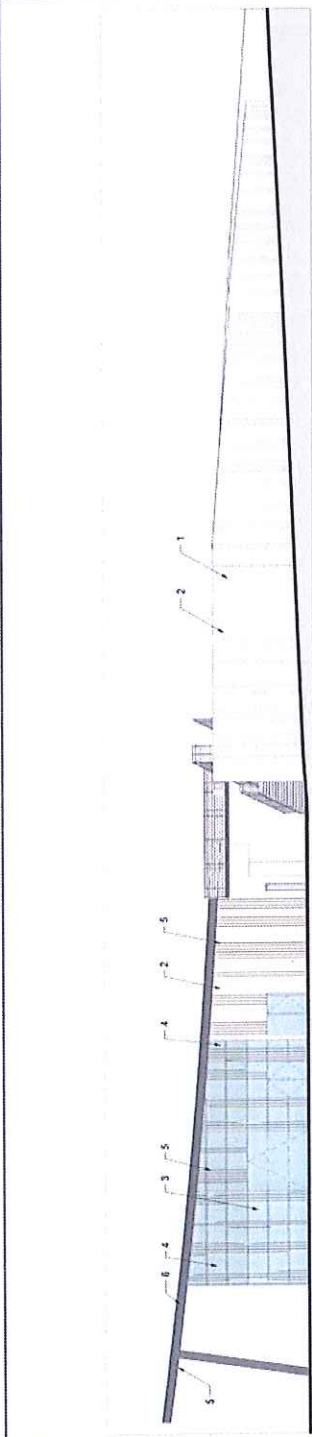
SUP-11003-18  
ID 27

**NEW WATERFRONT METROPARK TOLEDO, OH**

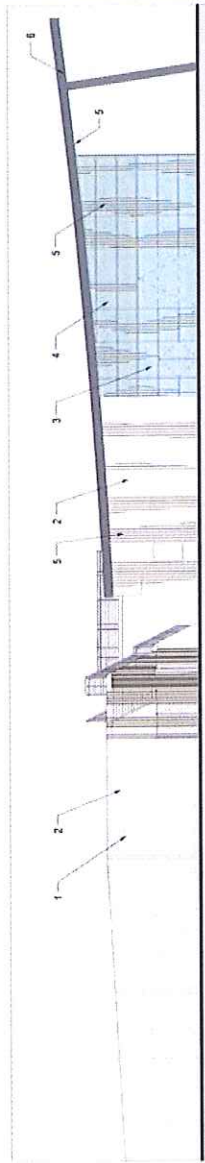
**METROPARKS TOLEDO**  
500 W. CENTRAL AVENUE  
TOLEDO, OH 43605

**SMITHGROUP**  
221 EDWIN STREET  
ANN ARBOR, MI 48104  
734.662.8427  
www.smithgroup.com

EAST ELEVATION  
Scale: 1/8" = 1'-0"



WEST ELEVATION  
Scale: 1/8" = 1'-0"

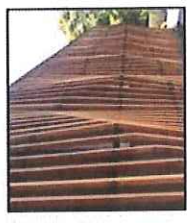


NO.	DATE	DESCRIPTION

**NOT FOR CONSTRUCTION**



6. WARM GRAY METAL FACIA & TRIM



5. LINEAR BATTEN WOOD



4. LINEAR FROST



3. CLEAR GLASS



2. SMOOTH CONCRETE



1. TEXTURED CONCRETE

SCHEMATIC BUILDING ELEVATIONS

DATE: 2/17/2018  
PROJECT NUMBER: A200  
DRAWING NUMBER:

FILED 10/20/18 10:53 AM A200

# ELEVATIONS

SUP-11003-18  
ID 27

**NEW WATERFRONT METROPARK TOLEDO, OH**



**METROPARKS TOLEDO**  
500 W. CENTRAL AVENUE  
TOLEDO, OH 43605

**SMITHGROUP**  
201 COURT STREET  
ANN ARBOR, MI 48106  
734.662.4422  
www.smithgroup.com

REVISIONS

NO.	DATE	DESCRIPTION
1		
2		
3		
4		
5		
6		

DATE PLOTTED: 11/20/18 10:55 AM K7V

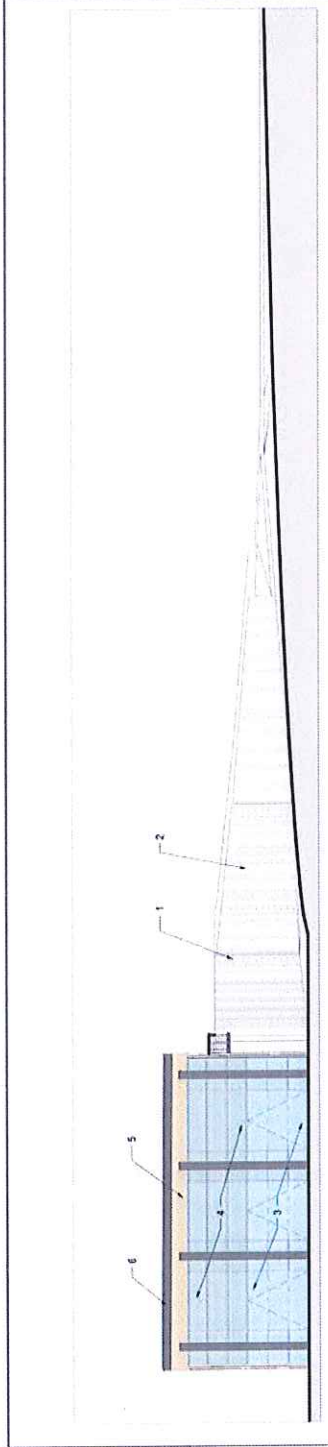
**NOT FOR CONSTRUCTION**

PROJECT TITLE  
**SCHEMATIC BUILDING ELEVATIONS**

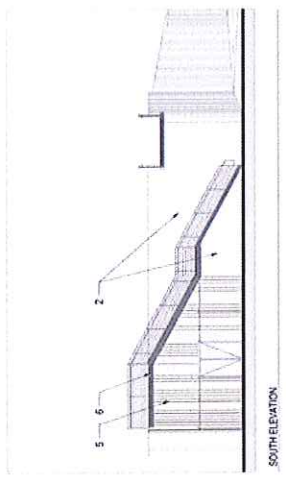
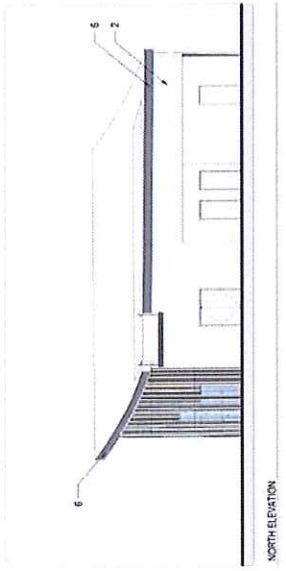
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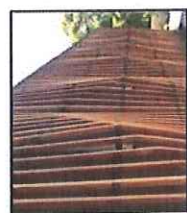
DRAWING NUMBER: **A201**



SOURCE: SMATCH  
-04-18-11-12



6. WARDU GRAY METAL FACIA & TRIM



5. LINEAR BATTEN WOOD



4. LINEAR FRIT



3. CLEAR GLASS



2. SMOOTH CONCRETE



1. TEXTURED CONCRETE

PDF 09 11/20/18 10:55 AM K7V

# ELEVATIONS

SUP-11003-18  
ID 27



**NEW WATERFRONT METROPARK TOLEDO, OH**

**METROPARKS TOLEDO**  
500 W. CENTRAL AVENUE  
TOLEDO, OH 43015

**SMITHGROUP**  
201 SOUTH STREET  
SLOANVILLE, OH 45158  
TEL: 614.291.4174  
WWW.SMITHGROUP.COM

DATE: 11/20/18 10:55:48 AM  
PROJECT NUMBER: 21031003  
DRAWING NUMBER: A300

**NOT FOR CONSTRUCTION**

PERSPECTIVE

