

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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

DATE: November 4, 2022

REF: SUP-9007-22

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

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

SUBJECT: Special Use Permit for Community Recreation-Active, for soccer field expansion at 2610 Schneider Road and 0 S. Detroit Avenue (Parcel 18-08510)

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, November 3, 2022 at 2:00 P.M.

GENERAL INFORMATION

Subject

Request	-	Special Use Permit for Community Recreation-Active, for soccer field expansion
Location	-	2610 Schneider Road and 0 S. Detroit Avenue (Parcel 18-08510)
Applicant	-	City of Toledo 1 Government Center Suite 2250 Toledo, OH 43604
Civil Engineer	-	The Mannik & Smith Group 1800 Indian Wood Circle Maumee, OH 43537
MEP Engineer	-	Vision Design Group, Inc. 3450 W. Central Ave Suite 330 Toledo, OH 43606

Site Description

Zoning	-	POS, CR / Parks and Open Space & Regional Commercial (<i>Zone Change Pending for CR to POS via companion case Z-9006-22</i>)
Area	-	±34.19 Acres
Frontage	-	±880' along S Detroit Avenue ±1540' along Schneider Road ±40' along Glendale Avenue

GENERAL INFORMATION (cont'd)

Site Description (cont'd)

Existing Use	-	Athletic Fields & Vacant Industrial
Proposed Use	-	Athletic Fields and Park Amenities

Area Description

North	-	Grocery Store, Parking Lot, Vac. Restaurant, Gas Station, Single Family Houses, Apartments, and commercial uses / CR, CN, RD6, RS6, RM36, IL
South	-	Single family homes / RS6
East	-	Single family homes / RS6
West	-	Railroad, Shopping Center, Restaurants / CR-SO

Combined Parcel History

M-9-58	-	Interim Zoning – conforming to existing zoning patterns for the Heatherdowns Area (PC Approved 5/1/58).
M-2-85	-	Plan Commission review of proposed plan for Detroit-Schneider Soccer Complex.
V-101-96	-	Vacation of Morning Glory Drive (Ordinance 439-97).
Z-725-99	-	Zone change from R-2 to P at Schneider Park (PC approved 4/13/2000, CC approved Ord. 570-00).
Z-2004-11	-	Zone change from RS6 to POS at 2625 Glendale Avenue (PC approved 4/14/22, CC approved Ord. 268-11).
Z-9006-22	-	Zone change from CR Regional Commercial to POS Parks and Open Space at 0 Detroit Avenue (Parcel 18-08510) <i>Companion Case</i> .

Applicable Regulations

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

STAFF ANALYSIS

The City of Toledo's Division of Parks, Recreation, and Youth Services is requesting a Special Use Permit for Community Recreation-Active at 2610 Schneider Road and 0 Detroit Ave (Parcel 18-08510). The site is a combined ±34.19 acres and is POS Parks and Open Space and CR Regional Commercial. A companion case has been filed, Z-9006-22, requesting the CR Regional Commercial portion of the site be rezoned to POS Parks and Open Space. The western portion of the site is occupied by the existing Schneider Park Soccer Complex – consisting of several soccer pitches, accessory buildings and two (2) parking lots. The eastern portion of the site is occupied by vacant industrial buildings. To the north of the site is a grocery store, parking lot, vacant restaurant, gas station, single family homes, apartments, and commercial uses. To the south of the site is Schneider Road, across which are single-family homes. To the east of the site is Detroit Avenue, across which is are single-family homes. To the west of the site is a railroad track, across which is a Shopping Center including a retail mega-store and restaurants. A flag-lot is contained within the site, yet outside the scope of the project, housing a mono-pole style wireless communications tower.

The applicant plans to redesign and expand the Schneider Park Complex in order to accommodate additional fields, mini-pitches, a playground, and other amenities. The redesign includes the removal of vehicle entrances from Schneider Road and the addition of a vehicle entrance on Detroit Avenue. Per TMC§1104.1000, the use is classified as a “community recreation – active” and requires a Special Use Permit in POS zoning districts. The original Schneider Park Fields were constructed prior to the requirement for a Special Use Permit, therefore no existing SUP is on file to amend.

Community Recreation – Active

The project is split into two (2) phases for construction, both of which are covered in the scope of this Special Use Permit application. The total project includes the following:

- Preservation of three (3) existing 60' x 110' grass fields
- Two (2) 70' x 120' turf fields
- Two (2) mini-pitch fields
- Two (2) 25' x 50' grass fields
- One (1) 50' x 110' turf field
- An ADA accessible playground
- Two (2) open-air shelter houses
- An eight-foot (8') wide multi-use path

Per TMC§1106.0800 – Parks and Open Space Dimensional Standards, any playground, sport court, or other active recreation area must be set back at least fifty (50) feet from any RS or RD district and at least 25 feet from any other Residential or Commercial zoning district. The proposed plan is acceptable as depicted.

STAFF ANALYSIS (cont'd)

Parking and Circulation

Two parking areas are planned to serve the park. Lot 1, which is nearest to the corner of Detroit and Schneider, contains one-hundred eighty (180) parking spaces. Lot 2, located on the western portion of the site, contains two-hundred and thirty-two (232) spaces. 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 submitted justification for the proposed four-hundred twelve (412) spaces (See Exhibit “A”).

A portion of the total number of required off-street parking spaces must be specifically designated, located, and reserved for use by persons with physical disabilities. According to the table in TMC§1107.1701 – *Number of Required Parking Spaces for Persons with Disabilities*, the applicant is required to provide at least two (2) van accessible space with an eight foot (8’) drive aisle and seven (7) car accessible spaces with five foot (5’) drive aisles for persons with physical disabilities. Lot 1 provides six (6) van accessible spaces and lot 2 provides seven (7) for a total of thirteen (13) van accessible spaces.

Bicycle parking is required pursuant to Off-Street Parking Schedule “A” (TMC§1107.0300). A minimum of one (1) bicycle space shall be provided per ten (10) automobile parking spaces. The proposed plan requires forty-one (41) bicycle parking spaces. The applicant is encouraged to divide bicycle parking spaces among the various park amenities to provide direct bicycle-parking access to park users.

Additionally, there must be safe, adequate, and convenient arrangement of pedestrian walkways, bikeways, roads, driveways, and off-street parking and loading spaces within off-street parking areas. The proposed plan allows pedestrian access to the site via a sidewalk from Detroit Ave, and two mixed use path entrance points from Schneider Road. A sidewalk connecting the sidewalk on Glendale parallel to the entry drive from Glendale shall be required to ensure safe pedestrian ingress and egress from Glendale Avenue.

Landscaping

Per **TMC§1108.0202** – *Frontage Greenbelts*, sites are required to provide a minimum thirty-foot (30’) wide frontage greenbelt and contain at least one (1) tree for every thirty feet (30’) of frontage. Trees are not required to be evenly spaced and may be clustered. The submitted landscape plan depicts twenty-five (25) trees along Schneider and twenty-one (21) along Detroit. An additional thirty (30) trees shall be required along Schneider.

STAFF ANALYSIS (cont'd)

Landscaping (cont'd)

Where facing the roadway, shrubs are required along all parking lots. A solid row of evergreen shrubs shall be required along the eastern and southern edge of Parking Lot 1. Additionally, screening is required where visible from adjacent properties. A solid row of evergreen shrubs shall be required along the northern edge of Parking Lot 2 in order to screen headlights from the adjacent residential properties.

Rain Gardens are proposed along Schneider, Detroit, and a portion of the northern property line. The proposed Bioretention area shall be subject to the standards of TMC§1108.0206 Bioretention Areas (Rain Gardens). The bioretention filter beds must be planted with turf, trees, and/or perennial plant materials chosen from lists provide by the Rain Garden Initiative. Slopes shall be grass or sod, and native plants and grasses shall be utilized at the bottom. The landowner, or successors in interest, or agent, if any, or lessee must be jointly responsible for the regular maintenance of the stormwater treatment facility. Rain gardens are allowed in up to fifty (50) percent of the frontage greenbelt – the proposed plan depicts less than fifty (50) percent and is acceptable as depicted.

Fencing is proposed around the fields for safety and to buffer athletic activities from residences, parking, railroads, rain garden, and streets. The proposed fence is a six-foot (6') decorative fence with several man gates and a 12' swing gate for maintenance access. Mini-pitches shall include built in walls and not require additional fencing. The proposed fencing is acceptable as submitted. Lighting is proposed for parking areas; however, no lighting is proposed for the athletic fields.

Additionally, pursuant to TMC§1108.0204(B), the total interior landscaping required for parking lots is twenty (20) square feet per parking and stacking space. A parking lot with four-hundred twelve (412) spaces would require a minimum of 8,240 square feet for interior landscaping provided within the parking lot. Any landscaping required for greenbelt plantings does not account for required interior parking lot landscaping. As stated in TMC§1108.0204(C)(1), two (2) canopy trees and six (6) shrubs are required to be installed in interior parking lot landscape areas for each ten (10) parking spaces within the parking lot. Using the parking spaces proposed, a total of eighty-three (83) canopy trees and two-hundred-forty-seven (247) shrubs shall be provided in the interior landscape areas of the parking lot. The landscape plan submitted depicts the appropriate number of interior plantings.

Building Design and Materials

The only structures proposed for the site are open-air shelter houses which shall meet the requirements of the Accessory Use General Standards listed in **TMC§1105.0200**. Space on the site plan is reserved for potential future buildings. Any additional buildings proposed shall require an amendment to this Special Use Permit.

STAFF ANALYSIS (cont'd)

Neighborhood Meeting

Pursuant to TMC§1111.0200 – Neighborhood Meetings, the Director has determined the application warrants a neighborhood meeting to be held prior to the Plan Commission hearing. The neighborhood meeting is scheduled for October 26th, 2022 from 5-7 p.m. at the Heatherdowns Branch Library (3265 Glanzman Rd).

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets this site for Park and Open Space use and Regional Commercial use. The parks and open space land use designation is intended to preserve and enhance major open space and recreational areas. The Regional Commercial Land Use designation is intended to accommodate predominantly large-scale commercial uses with auto-oriented development. Offices and multiple family residential developments may also be interspersed within these districts. The proposed soccer complex supports the vitality of adjacent commercial, office, and residential uses, and conforms to the Toledo 20/20 Comprehensive Plan. Staff recommends approval of the Special Use Permit as the proposed use meets the stated purpose and complies with all applicable provisions of the Zoning Code.

PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommend approval of SUP-9007-22, a Special Use Permit for Community Recreation-Active for soccer field expansion at 2610 Schneider Road and 0 S. Detroit Avenue (Parcel 18-08510) to the Toledo City Council, for the following reason:

1. The proposed use meets the stated purpose of the Zoning Code (TMC§1111.0706(A))

The Toledo City Plan Commission recommend approval of SUP-9007-22, a Special Use Permit for Community Recreation-Active for soccer field expansion at 2610 Schneider Road and 0 S. Detroit Avenue (Parcel 18-08510), to the Toledo City Council, subject to the following **thirty-six (36)** 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.

PLAN COMMISSION RECOMMENDATION (cont'd)

Engineering Services

1. All **proposed** sidewalk, drive approaches, curb, and pedestrian curb ramps within the public right-of-way shall be constructed in accordance with the 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. Construction of the water tower in the northeast corner of the site is scheduled for mid-2025 through late 2026. The construction limits will extend from the 180 ft by 180 ft Future Water Area noted on the proposed site plan, to South Detroit Avenue to the east, and to the proposed drive to the south. We recommend considering delaying landscaping in this area until completion of the tank construction. The tank design and construction are being managed by the Division of Water Treatment.
5. Drainage layout and calculations should accommodate 2751 Glendale which drains overland to the railroad ditch but can be routed to the northern raingarden instead.
6. Full stormwater submittal requires multiple items:
 - a. Items are listed on the regional SWP3 submittal coversheet: <https://tmacog.org/water/stormwater/stormwater-pollution-prevention-plan-swp3>
 - b. Plans according to the 2014 Infrastructure Requirements document found in the drop down menu on this page: <https://toledo.oh.gov/business/how-to-build-in-the-city/building-inspection-permits>
7. Following the stormwater review, additional items are needed for final approval:
 - a. As listed on the regional SWP3 submittal cover sheet. The signed agreement will be through a covenant which will need to be recorded.
 - b. Fee and a Toledo Licensed Sewer Contractor for the sewer construction permit.
 - c. Construction inspection and completion of obligations in the stormwater permit.
8. Layout shall not interfere with operation and maintenance of existing underground storage basin.

PLAN COMMISSION RECOMMENDATION (cont'd)

Environmental Services

9. Applicant shall maintain compliance with the City of Toledo's Storm Water regulations as specified in the Toledo Municipal Code. Special attention must be paid to all potential storm water impacts from the modification of the site, including but not limited to long-term operation and maintenance of existing structural and non-structural Best Management Practices.
 - a. Notification shall be made to the Division of Environmental Services (419-936-3015) no later than three days prior to commencement of construction activities.
 - b. Construction BMPs shall be in place prior to the start of construction activities.
 - c. SWP3 inspection reports shall be kept on site with the SWP3 and readily accessible during normal working hours.
10. Applicant shall maintain compliance with Ohio EPA's General Storm Water NPDES permit programs.
11. Applicant is strongly encouraged to include multiple green infra-structure measures to minimize runoff and increase infiltration, and to minimize amount of new and/or additional impervious surface on site.
12. 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
13. Applicant shall maintain compliance with the City of Toledo and the State of Ohio's Air Quality Regulations applicable in the Toledo Municipal Code and the Ohio Administrative Code including, but not limited to the Asbestos and the Anti-Noise Laws.

Transportation

14. Bicycle parking is required per TMC§1107.0900.
15. Accessible parking signs must be no less than 60 inches and no more than 72 inches above pavement level per TMC 1107.1704.
16. A 25' wide driveway is required for two-way traffic to Glendale Avenue per TMC 1107.1911.
17. All parking spaces are required to be a minimum of 9' wide and to be clearly dimensioned per TMC 1107.1911.

PLAN COMMISSION RECOMMENDATION (cont'd)

Plan Commission

18. Per TMC§1107.0600 – Off-Street Parking Schedule “D”, the applicant shall submit an off-street parking study to ensure parking is adequate. **Provided documentation is acceptable as depicted.**
19. In the event parking demand increases or is found to be greater than originally estimated, parking needs shall be accommodated so as not to negatively impact surrounding properties.
20. 0 Detroit Avenue (parcel 18-08510) shall be rezoned to POS Parks and Open Space.
21. The parcels involved in this project shall be combined into one single taxable parcel with the county auditor’s office.
22. Any spaces reserved for the use by persons with physical disabilities shall adhere to the standards outlined in TMC§1107.1700. Seven (7) Car spaces and two (2) van spaces are required. **Acceptable as depicted.**
23. Per TMC§1107.0400, Off-Street Parking Schedule “A” requires one (1) bicycle parking slot per ten (10) parking spaces. **Not acceptable as depicted. Forty-one (41) spaces are required.** Applicant is encouraged to distribute bicycle parking in such a manner as to be accessible for all fields.
24. A sidewalk connecting Glendale Avenue to the site parallel to the driveway shall be included on a revised site plan. **Not acceptable as depicted.**
25. Any proposed future buildings not included on this site plan shall require an amendment to the Special Use Permit.
26. Off-street parking and loading spaces, parking lots, maneuvering areas, aisles and driveways must be surfaced with concrete, bituminous asphalt, or other dust-free material other than gravel or loose fill, and be graded to drain all surface water towards the interior of the parking lot or to a stormwater treatment facility subject to the regulations approval of the Department of Public Utilities.
27. Whenever a parking lot extends to a property line, sidewalk, planting strip, or building, a wheel stop device consisting of a concrete stop, a permanent concrete curb, an expanded sidewalk or other suitable restraint as approved by the Planning Director must be installed to prevent any part of a parked motor vehicle from extending beyond the property line, overhanging a pedestrian walkway or sidewalk, or damaging any structure or landscaping (TMC§1107.1907(A)).

PLAN COMMISSION RECOMMENDATION (cont'd)

Plan Commission (cont'd)

28. The stormwater treatment facility shall meet the approval of The City of Toledo's Division of Engineering Services. Facilities not constructed as approved shall be in violation of this code and may also be subject to fees and penalties as set forth in TMC Chapter 941.
29. The landowner, or successors in interest, or agent, if any, or lessee must be jointly responsible for the regular maintenance of the stormwater treatment facility. Stormwater treatment facilities not properly maintained shall be a violation of the Special Use Permit and may also be subject to fees and penalties as set forth in TMC Chapter 941.
30. A detailed site, lighting, fencing and four (4) copies of a landscaping plan (separate from building & site plans) shall be submitted to the Plan Director for review and approval. Such plan shall include:
 - a. A thirty-foot (20') greenbelt is required along Schneider and Detroit and shall include one (1) tree per every thirty feet (30') of frontage. Trees are not required to be evenly spaced and may be clustered. **Not acceptable as depicted. Thirty (30) additional trees are required along Schneider.**
 - b. Perimeter landscaping must be installed along any parking lot area adjacent to a street, place, or driveway, or which is visible from an immediately adjacent property, and must include a continuous shrub row with a minimum height eighteen inches (18"). **Not acceptable as depicted: Additional shrubs required along the eastern and southern portion of Lot 1 and the northern portion of Lot 2.**
 - c. Interior landscaping must be installed in all parking areas including twenty (20) square feet of landscaped area per parking space and two (2) trees per ten parking spaces and six (6) shrubs per ten (10) parking spaces. **Acceptable as depicted.**
 - d. The bio-retention facility must be designed to infiltrate to drain dry or have a bottom slope minimum of 1% to drain dry.
 - e. Side slopes shall have a maximum side slope no more than 3:1 (three units horizontal to one unit vertical).
 - f. Concrete drainage structures must be located to provide maximum benefit for stormwater treatment effectiveness, and must also be mostly concealed within the side slope, and be surrounded by landscape screening rather than visibly protruding into the landscaping.

PLAN COMMISSION RECOMMENDATION (cont'd)

Plan Commission (cont'd)

- g. Rock shall only be permitted when designed for dissipation of velocity at locations of concentrated stormwater runoff or for pretreatment considerations according to design guidelines.
 - h. The design of the bioretention area must be approved by DPU, including but not limited to: a maintenance-free outlet, no stone, riprap, concrete or other impervious materials unless required by the ODNR Rainwater and Land Development manual and approved by the Division of Engineering services, and a design which is in accordance to the State of Ohio Construction General Permit and the City Storm Water Management Plan.
 - i. Bioretention filter beds must be planted with turf, trees, and/or perennial plant material chosen from lists provided by the Rain Garden Initiative. **Mulch shown, plantings shall be added on revised landscape plan.**
 - j. Side slope shall be grass or sod.
 - k. Topsoil must be back filled to provide positive drainage of the landscape areas;
 - l. Landscaped areas may not contain bare soil, aggregated stone or decorative rock. Any ground area must be covered with hardwood mulch, grass or other vegetative ground coverage;
 - m. 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;
 - n. The location, height, and materials for any fencing to be installed and maintained;
 - o. Landscaped areas must be irrigated as necessary to maintain required plant materials in good and healthy condition. Irrigation plans must be submitted with development plans and must contain all construction details;
 - p. The location and direction of any proposed lighting (**any lighting is to be directed away from adjacent residential properties**).
31. No fence, sign structure or planting which obstructs visibility between 42 inches and 84 inches above grade shall be maintained within 23 feet of the curb or pavement edge of any street.

PLAN COMMISSION RECOMMENDATION (cont'd)

Plan Commission (cont'd)

32. No new free-standing sign greater than 42" from grade shall be permitted. Only monument signs shall be allowed.
33. Approval of the Special Use Permit will lapse after one (1) year if the criteria listed in **TMC§1111.0707** have not been met.
34. 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.
35. 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.
36. 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

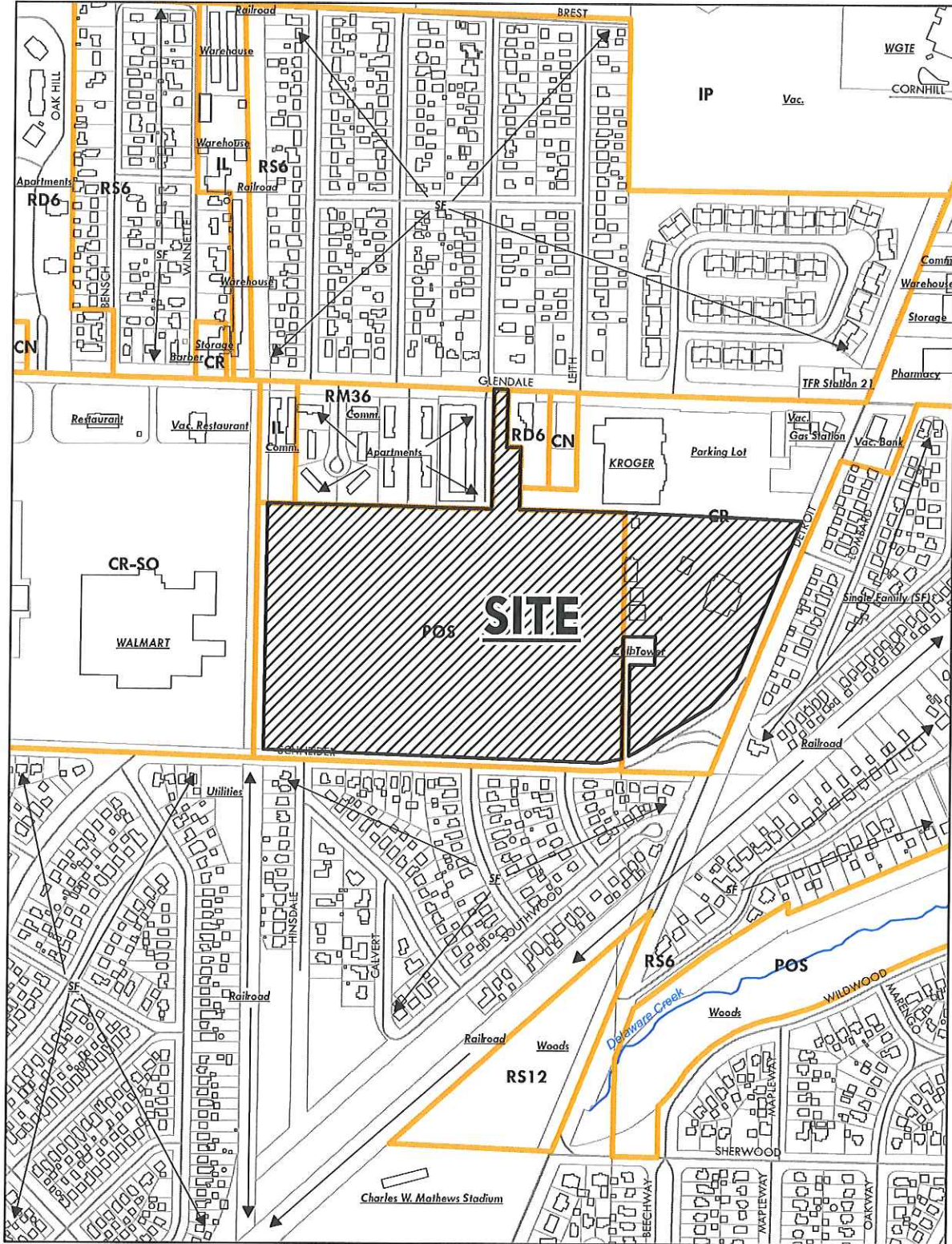
JGL

Four (4) sketches follow
Exhibit "A" follows

Cc: Applicants
Lisa Cottrell, Administrator
Jonny Latsko, Planner
Commissioner, Division of Engineering Services
Environmental Services
Sewer & Drainage Services
Commissioner, Division of Transportation

ZONING & LAND USE

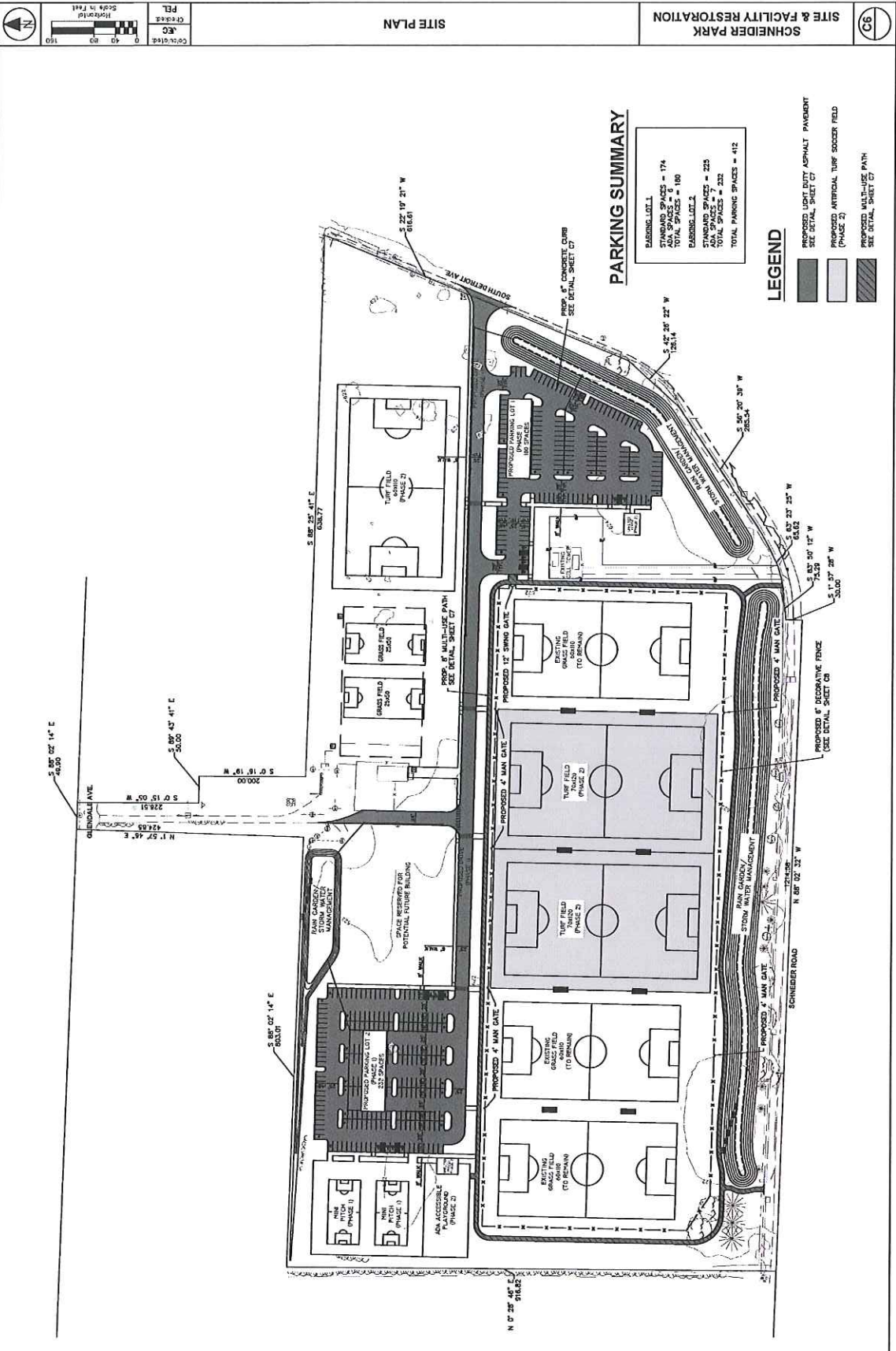
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ID 54 & 34





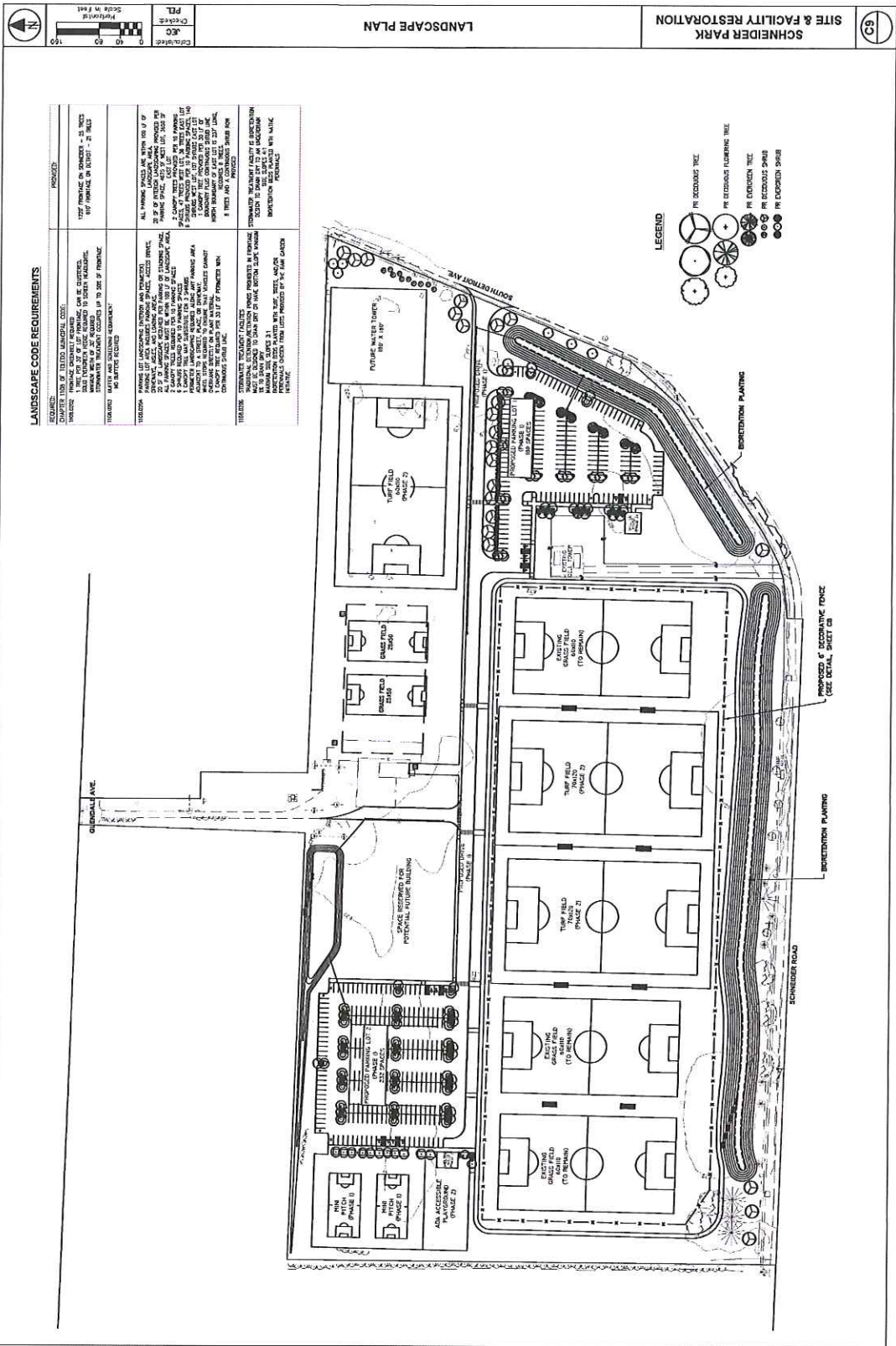
SUP-9007-22 ID 54 & 34

SITE PLAN



LANDSCAPE PLAN

SUP-9007-22
ID 54 & 34





November 1, 2022

Mr. Thomas C. Gibbons, Director
Toledo-Lucas County Planning Commission
One Government Center, Suite 1620
Toledo, Ohio 43604

Re: Schneider Park Revitalization Project
Proposed Parking Lots – Site Plan
Parking Summary

Parking Narrative:

The number of parking spaces provided for the Schneider Park Improvements was determined by the amount of people in the park during a worst case scenario where all the fields are being utilized at the same time during a tournament.

This information was provided by the soccer clubs that will be utilizing the facility.

An 11v11 game would include 32 players, 64 parents, 8 coaches/officials = 104 total per game x all fields and mini pitches = approx. 735 people at the park at once.

We assumed an average of 2 people per vehicle because this number does not include siblings or other family members that may come along just as spectators. This gives us 368 spaces required. We are providing 412 spaces total to give some extra as there will be multiple games per day and there will be some overlap between games.