

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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

REF: Z-5007-23

DATE: July 13, 2023

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

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

SUBJECT: Zone Change from RS6 Single-dwelling Residential to IC Institutional Campus

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday 13, 2023 at 2:00 P.M.

GENERAL INFORMATION

Subject

| | | |
|---------------------|---|---|
| Request | - | Zone Change from RS6 Single-dwelling Residential to IC Institutional Campus at 1101 S. Detroit Avenue |
| Location | - | 1101 S. Detroit |
| Applicant + Owner | - | State of Ohio 1101 S. Detroit Avenue Toledo, OH 43614 |
| Design Professional | - | The Kleingers Group 350 Worthington Road, Suite H Westerville, OH 43082 |

Site Description

| | | |
|--------------|---|--|
| Zoning | - | RS6 / Single-Dwelling Residential |
| Area | - | ±60.95 Acres |
| Frontage | - | ±2,964' along S. Detroit Avenue ±1,044.40' along Arlington Avenue |
| Existing Use | - | Hospital, Residential Facility |
| Proposed Use | - | Hospital, Residential Facility |

Area Description

| | | |
|-------|---|---|
| North | - | RM36 / Bowsher High School |
| South | - | RS6 / Single-family Homes |
| East | - | RM36, CR, RS6, RM12, CO / Nursing Homes, County Offices |
| West | - | CO, IP / Vacant Lots, Office building, Medical Clinic |

GENERAL INFORMATION (cont'd)

Parcel History

M-14-73 - Review of potential Residential Center located on S. Detroit Avenue (PC recommended Approved 6/20/1973).

Applicable Plans and Regulations

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

STAFF ANALYSIS

The applicant, State of Ohio is requesting the adoption of an Institutional Campus (IC) Master Plan for the Northwest Ohio Psychiatric Hospital (NOPH) and Northwest Ohio Developmental Center (NODC) at 1101 S. Detroit Avenue. The adoption of this master plan is required to allow for future improvements to the 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-5006-23 is a Zone Change request for the subject site from RS6 Single-dwelling Residential to IC Institutional Campus. Surrounding land uses include Bowsher High School to the north, nursing homes and county offices to the east, single-family homes to the south, and medical clinic, office building and vacant lots to the west.

The site is currently occupied by the NODC and NOPH and are intended to remain as such. The applicant is also proposing to develop a new adult residential psychiatric rehabilitation facility at the site known as "Dani's Place". This development is a collaboration between the Mental Health and Recovery Services Board of Lucas County (MHR SB) and the Ohio Department of Mental Health and Addiction Services (OhioMHAS).

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 requirements listed in Toledo's Zoning Code in Section 1111.1304. Each requirement 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.

STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

The master planning direction and narrative shows the need and development at this time for the NOPH and NODC. The primary purpose of the institutional master plan is to allow the State of Ohio's property to be rezoned from RS6 Single-dwelling Residential to a more proper designation, IC Institutional Campus District and to also include the development of a new adult residential rehabilitation facility in collaboration.

- 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.

The NOPH is operated by the Ohio Department of Mental Health and Addiction Services (OhioMHAS). The mission of OhioMHAS is to provide statewide leadership of a high-quality mental and addiction prevention, treatment and recovery system that is effective and valued by all Ohioans. OhioMHAS Core Values are: Contribute and Collaborate, Serve Compassionately, Deliver Quality and Be Accountable.

The NODC is operated by the Ohio Department of Developmental Disabilities (OhioDODD). Their mission is to offer support across the lifespan of people with developmental disabilities, the OhioDODD oversees a statewide system of supportive services that focus on ensuring health and safety, supporting access to community participation, and increasing opportunities for meaningful employment.

The NODC offers programs that teach skills needed to live in a less intensive, community setting and works with each resident to identify the support they will need in order to experience a life of increasing capabilities and independence when leaving the center. Coordinators work with county board staff to create a network of support for residents who will transition to living in their community on their own, with family or roommates, or as a resident of an intermediate care facility. Each resident continues to receive follow-along care for up to three years after their stay in a developmental center.

MHR SB's mission is to cultivate a high-quality network of resources that inspires personal recovery and promotes mental wellness for Lucas County residents.

STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

- 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 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 NODC and NOPH. Current Campus uses are as follows:

The applicant has provided a site plan depicting the existing land uses of the site. The site consists of two distinct areas of land separated by Detroit Avenue, a five-lane road, which crosses through the middle of the property. The separation of the two areas of land by Detroit Avenue has allowed the property to serve two distinct functions of the NOPH and the NODC. The northeast side of the site where the NOPH is located is approximately thirty-three (33) acres.

The main hospital is a three-story, forty-nine feet (49') tall facility and covers an area of 230,000 square feet. The main parking serving the hospital is accessed off Detroit Avenue to the east and south of the facility. There are a hundred and thirty (130) parking spaces along the east side and a hundred and seventy-six (176) parking spaces in the west parking lot. Drives connect to the back, west side, of the hospital providing access to services functions, and an additional fifty (50) parking spaces, forming a loop around the facility.

The south side of the site is approximately twenty-seven (27) acres and serves as the location of the NODC. The NODC contains fourteen (14) buildings. In the center is the central activity/support services building; a one-story building covering an area of 32,600 square feet. The building is surrounded by eight one-story residence buildings. Each covering an area of 7,500 square feet.

In addition to these facilities, there is a shelter house, storage building, maintenance building, boiler/powerhouse and a housekeeping/dietary facility. All one-story and covering a total area of 132,000 square feet. Access to these facilities is from Detroit Avenue along the existing Patrick Rafter Boulevard and Nieson Boulevard. The site plan shows two-hundred and forty-three (243) parking spaces located directly off Patrick Rafter Boulevard and Nieson Boulevard and serves the southwestern portion of the property.

STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

- 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.

The plan states: "At the time of this submission the existing NOPH and NODC will continue to maintain the hospital and development center to provide patient care, treatment, hospitalization, and temporary living for those with mental and behavioral health needs as well as the developmentally disabled. Parking serving these facilities in their current state will also remain".

The plan also notes Dani's Place as a potential future campus improvements: "In response to a growing need for continued care and rehabilitation for individuals dealing with mental and behavioral health, MHR SB in collaboration with OhioMHAS, is planning a new free standing sixteen-bed adult residential psychiatric rehabilitation facility to be located on the Northwestern corner of the property with the NOPH. The new adult residential psychiatric rehabilitation facility, known as Dani's Place, will be between 20,000 and 30,000 square feet and will accommodate up to 16 residents who have been discharged from a psychiatric hospitalization and need additional treatment under a supervised living arrangement. The facility will have its own access off Arlington Avenue that will serve both staff, visitor, and resident parking".

The proposed building is shown on the site plan. Addition of a 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.

STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

The only substantial future development indicated in the plan is the development of the new Psychiatric Rehabilitation facility (Dani's Place) and the addition of parking. The proposed adult facility will be located in the northwestern corner of the site in the same area as the NOPH. The facility will be setback at a minimum of seventy-five feet (75') from Arlington Avenue and a one-hundred feet (100') from the west property line. The building will be a one-story covering an area of 30,000 square feet and a height not exceeding thirty feet (30'). The projected floor area ratio of the entire site is 0.29.

The applicant is also proposing to provide twenty-five (25) parking spaces for staff and visitors and eight (8) parking spaces for residents.

- 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.

Vehicular access for the NOPH is located through three (3) entry and exit points along the west side of Detroit Avenue. The northern and southern most access drives are two lanes and the middle third access drive being three lanes which includes a left turn lane for traffic turning left from the site onto Detroit Avenue. All access points are interconnected through drives internal to the site and connected parking lots. A loop road is formed around the building to allow access to the back of the building from any of the three-access drives located off Detroit Avenue. Access from Detroit occurs through direct right-turn onto the site or from a left-turn from the center lane.

Vehicular access for the NODC is located through three (3) entry and exit points along the east side of Detroit Avenue. The northern and southern most access drives forming the continuous Patrick Rafter Boulevard are two lanes allowing entry and exit from the site at both points. The South drive is gated to allow for controlled access for service deliveries. The middle access point to the site forms Nieson Boulevard with two lanes.

Nieson Boulevard enters the site and loops around the campus and terminates in a circular drive to allow vehicles to turn around and exit back along Nieson Boulevard. Nieson Boulevard and Patrick Rafter Boulevard are connected internally on the site at the midway point to allow vehicles to access both roads regardless of which entry was used. Parking is located directly off both Nieson and Patrick Rafter Boulevard with service drives to the back of all buildings allowing service vehicle spaces outside the flow of traffic.

STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

Access to the new adult psychiatric rehabilitation facility will be through a singular access point located off Arlington Avenue. Entry and exiting from the access point will follow the traffic pattern of Arlington Avenue of only allowing for right in and right out turns. Staff and visitors coming to the site will park in the front lot and will have the ability to turn around to exit the site by means of a circular vehicle turn around.

- 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 NOPH pedestrian access is provided by walks along Detroit avenue that leads to the three vehicular access points. Internal to the site, pedestrian walkways connect to the major parking areas along the east and south which provide direct connection to the major entry points of the hospital. Pedestrian circulation on the NODC campus is limited to internal walkways primarily organized along Nieson Boulevard. It creates a connection between each facility allowing staff and residents to walk from parking spaces along Nieson Boulevard to the facilities on the site.

Pedestrian circulation for the new adult psychiatric residential rehabilitation facility will be limited to access from the local parking spaces serving the facility leading to either the visitor/staff entry or the resident entry. Private use walks may be located within the development area and near the new adult psychiatric rehabilitation facility to serve only the residents. Pedestrian pathways from the site connecting to the sidewalks along Arlington Avenue may also be provided.

- 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.

STAFF ANALYSIS (cont'd)

Proposed Institutional Campus Master Plan (cont'd)

Greenbelt Buffers: **TMC§1108.0202** requires a minimum of thirty-foot (30') of landscaped frontage greenbelt along public rights-of-way. The frontage greenbelt shall also include a solid evergreen hedge to screen parking in the front of the property and prevent headlights from being seen from the right-of-way. A greenbelt buffer is required along the property line fronting Arlington Avenue and Detroit Avenue. In addition to that a continuous evergreen shall be provided to screen the parking along Detroit Avenue. The submitted site plan shows new planting materials around the proposed adult psychiatric rehabilitation facility. The applicant shall submit a list of plant species and details and existing plants on a revised site plan.

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.

The new facility 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. The new adult residential psychiatric rehabilitation facility will have limited effect on traffic as normal volume of traffic coming and going to the site is limited to a small number of staff, occasional scheduled visitors, and a limited number of residents. Additionally, right turns only in and out of the site will limit the disruption to traffic on Arlington Avenue.

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Plan Future Land Use Map designates this site for institutional campus land uses. Institutional campus, 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.

PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommends approval of Z-5007-23, a request for an Institutional Campus Master Plan at 1101 S. Detroit Avenue 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§ 111.1309(A)**);
2. The proposed use complies with all applicable provisions of the Zoning Code (**TMC§ 111.1309(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§ 111.1309(C)**).

The Toledo City Plan Commission further recommends approval of Z-5007-23, an Institutional Campus Master Plan at 1101 S. Detroit Avenue to the Toledo City Council, subject to the following **eighteen (18)** 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 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, from Ted Rousos, 419-245-1347. The application can be obtained online at Toledo.oh.gov search: Right of Way opening permit.

Contact Joe Warnka at (419) 245-1341 for inspection of above-mentioned items.

PLAN COMMISSION RECOMMENDATION (cont'd)

Engineering Services (cont'd)

4. Additional development or redevelopment of the institutional campus will necessitate review and approval of stormwater management planning according to the Rules and Regulations of the Department of Public Utilities. The institutional campus operator will also need to update at the time their campus plan(s) and responsible parties for long term operation and maintenance (O&M) of various stormwater controls on the campus.
5. Sanitary sewer service for this development is available and subject to the Rules and Regulations of the Department of Public Utilities.
6. For any new construction, a single sanitary service tap from this site shall be allowed into the public sanitary sewer system. Developer shall use existing sanitary tap, when available.

Sewer & Drainage Services

7. S&DS requires that all existing private sewer lines that are not being removed or properly abandoned (both storm & sanitary) be cleaned and inspected.
8. 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

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.
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 the amount of new and/or additional impervious surface on the site.

PLAN COMMISSION RECOMMENDATION (cont'd)

Environmental Services (cont'd)

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](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

Fire Prevention

No comments or concerns.

Transportation

No comments or concerns.

Plan Commission

14. Per TMC§1111.1304, the Institutional Master Plan must include 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.
15. Any future development projects will require a Site Plan Review to determine compliance with the City of Toledo Municipal Code minimum standards.
16. 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. Per **TMC§1108.0202** a minimum of thirty-foot (30') of landscaped frontage greenbelt shall be provided along public rights-of-way. The frontage greenbelt shall also include a solid evergreen hedge to screen parking in the front of the property and prevent headlights from being seen from the right-of-way. A greenbelt buffer is required along the property line fronting Arlington Avenue and Detroit Avenue. In addition to that a continuous evergreen shall be provided to screen the parking along Detroit Avenue.

PLAN COMMISSION RECOMMENDATION (cont'd)

Plan Commission (cont'd)

- b. 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,
 - c. 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,
 - d. The location, height, and materials of any fencing to be installed and maintained.
17. 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.
18. 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,



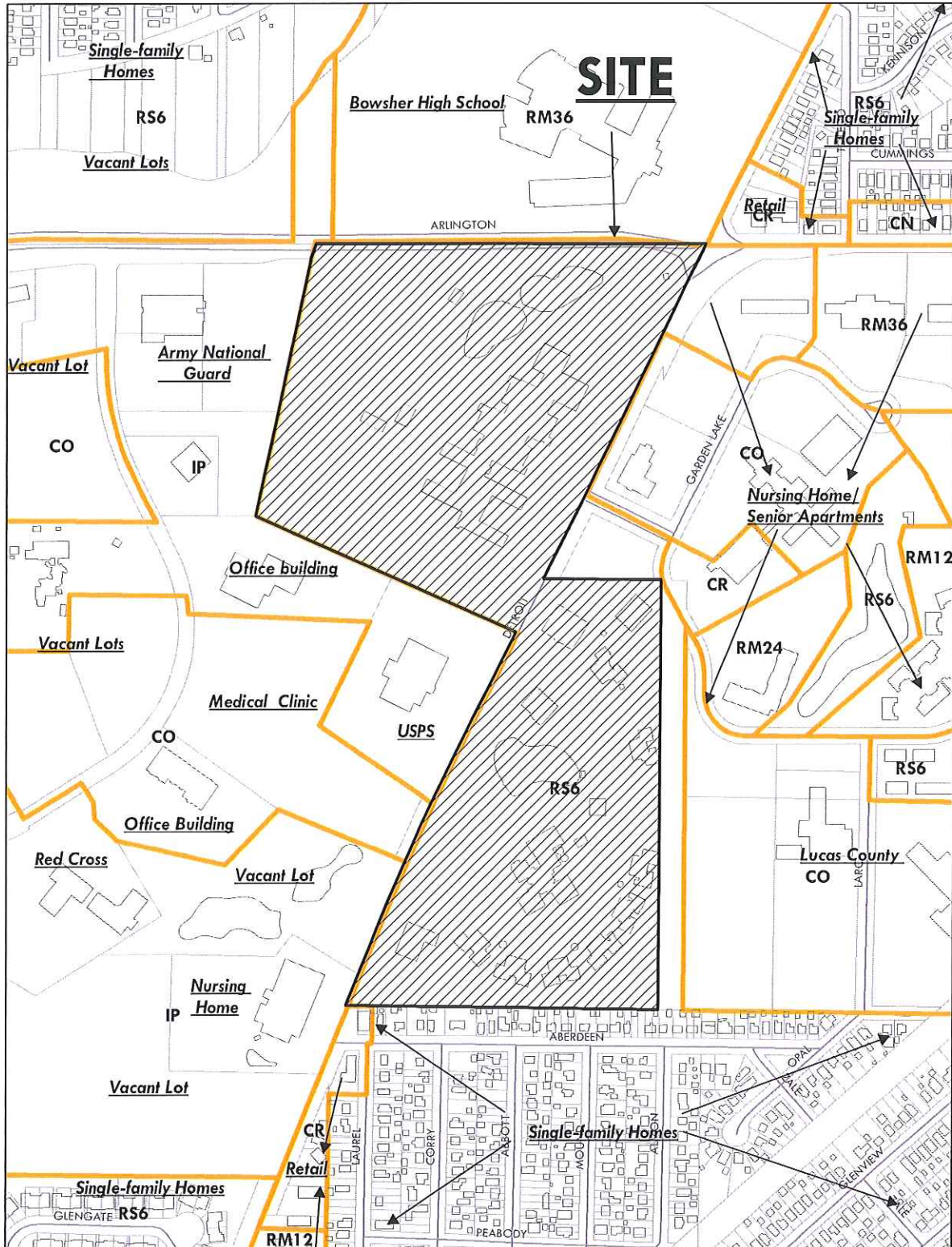
Thomas C. Gibbons

Secretary.

ET
Five (5) sketches follow

ZONING & LAND USE

Z-5006-23
Z-5007-23

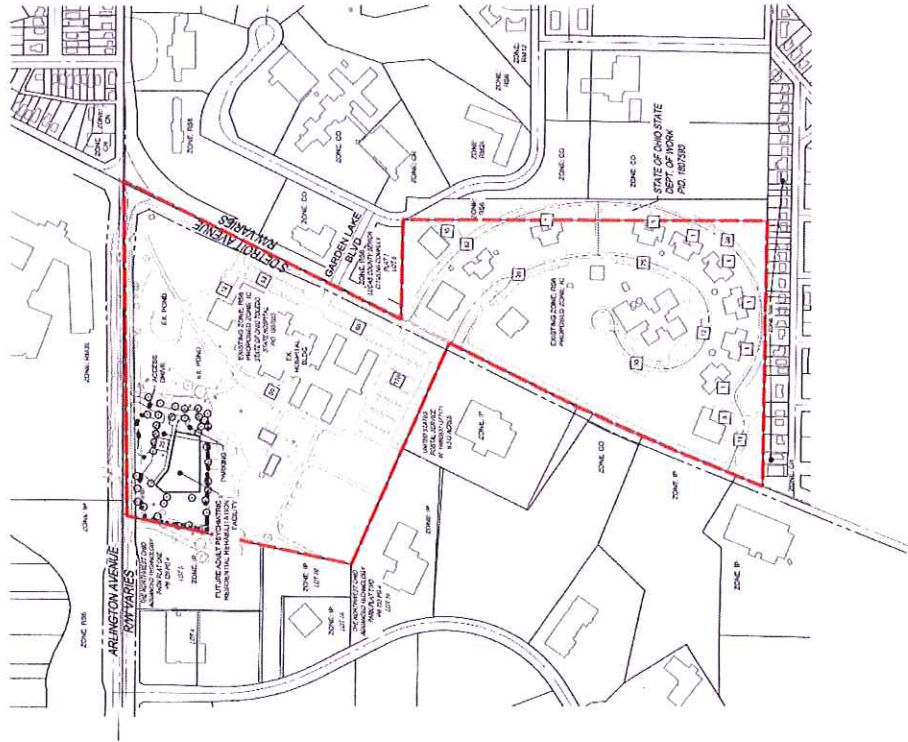


SITE PLAN

Z-5006-23



INSPIRED PEOPLE CREATIVE DESIGN TRANSFORMING COMMUNITIES



LEGEND

- PARCEL BOUNDARY
- PARKING LOT
- PARKING DRIVE
- PARKING DRIVE

SITE STATISTICS

- TOTAL PARCEL ACRES: 1.100
- EXISTING ZONING CLASSIFICATION: INSTITUTIONAL CAMPUS (IC)
- PROPOSED ZONING CLASSIFICATION: INSTITUTIONAL CAMPUS (IC)

3,000 SQUARE FEET

- PROPOSED DWELLING UNITS: 1,000 (IF N/A)

THE KLEINGERS GROUP
 CIVIL ENGINEERING
 1000 HANCOCK BLVD
 SUITE 200
 COLUMBUS, OH 43215
 (614) 266-1111

DATE: 11/11/2014

PROJECT: DANIS PLACE

LOCATION: TOLLAND, OHIO

DANIS PLACE
 TOLLAND, OHIO

SCALE: 1" = 100'

ZONING PLAN

1/3

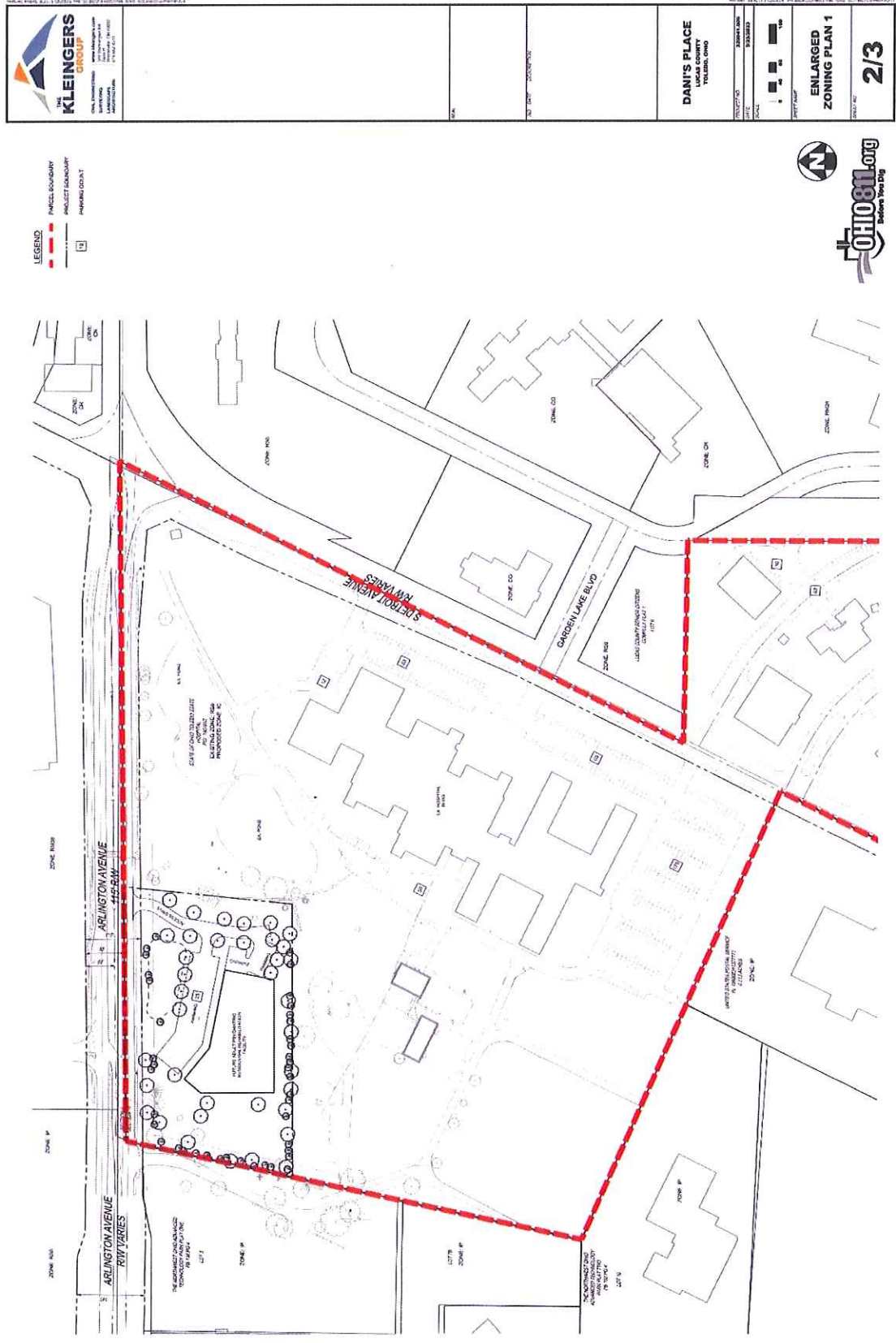


ENLARGED SITE PLAN

Z-5006-23



INSPIRED PEOPLE CREATIVE DESIGN TRANSFORMING COMMUNITIES



NO. 100' SIDEWALK

DANI'S PLACE
10000 W. 100th St.
Overland Park, KS 66211

LEGEND:

- PARCEL BOUNDARY
- PROJECT BOUNDARY
- P PARKING SPOT

DANI'S PLACE
10000 W. 100th St.
Overland Park, KS 66211

ENLARGED ZONING PLAN 1

2/3



Z-5006-23

ENLARGED SITE PLAN

THE KLEINGERS GROUP
 1000 EAST WILSON AVENUE
 SUITE 200
 COLUMBUS, OHIO 43219
 (614) 261-1100
 WWW.KLEINGERSGROUP.COM

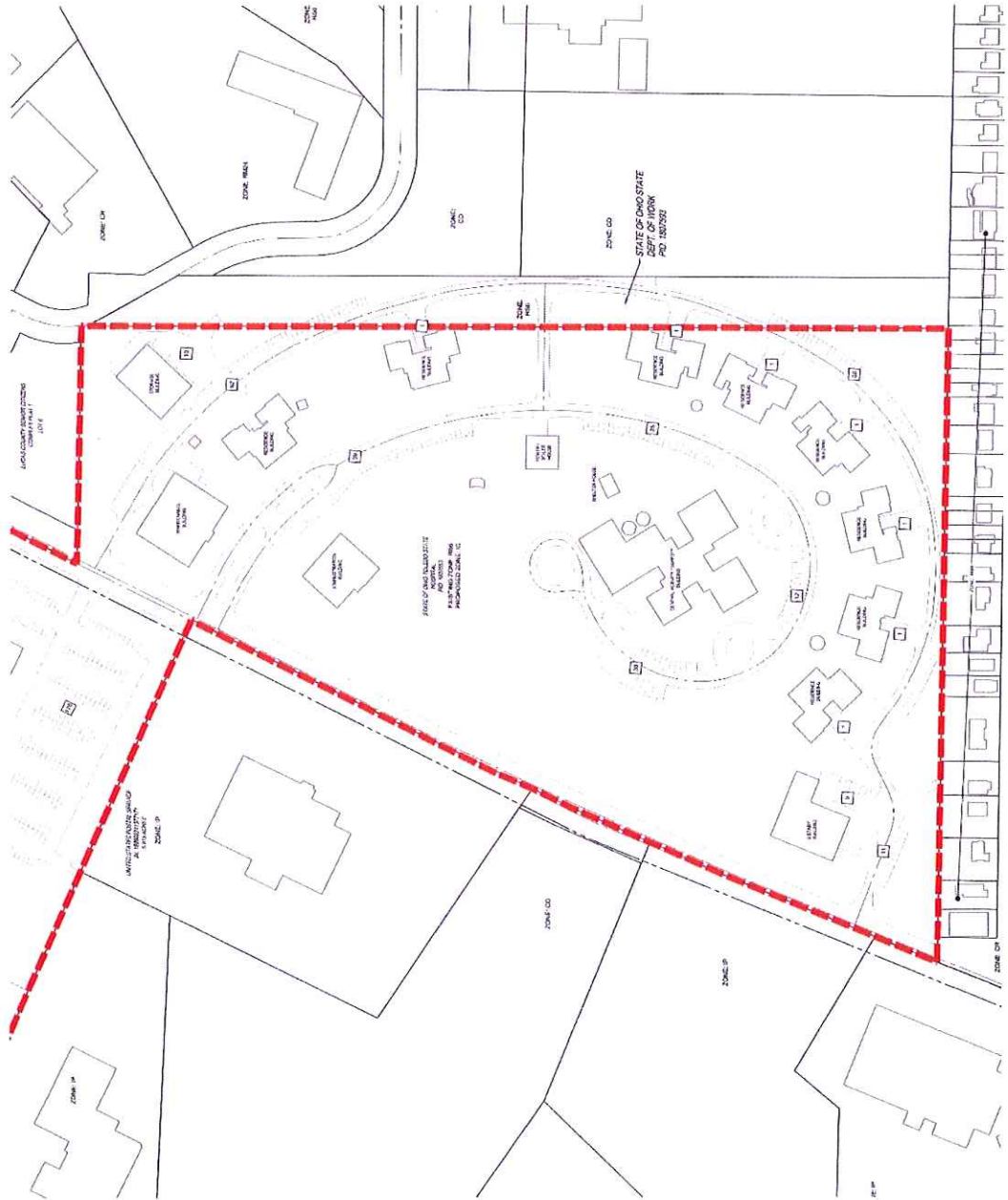
DAN'S PLACE
 TOLLAND, OHIO

ENLARGED ZONING PLAN 2

3/3

LEGEND

- PARCEL BOUNDARY
- - - - - PARCEL TOWNSHIP
- - - - - PARKING COURT
- ZONE



INSPIRED PEOPLE CREATIVE DESIGN TRANSFORMING COMMUNITIES