

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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DATE: October 13, 2023

REF: SUP-8004-23

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 Construction of the New Lucas County Detention Facility at 1819 Canton Street

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, October 12, 2023 at 2:00 P.M.

GENERAL INFORMATION

Subject

- Request - Special Use Permit for Construction of the New Lucas County Detention Facility
- Location - 1819 Canton Street
- Applicant - Lucas County Board of Commissioners
Jessica Ford, Administrator
1 Government Center, Suite 800
Toledo, OH 43604
- Engineer - Kleinfelder Inc.
1168 N Main Street
Bowling Green, OH 43402

Site Description

- Zoning - CD Downtown Commercial
- Area - ±2.90 acres
- Frontage - ±260' along 12th Street
±260' along Canton Street
±503' along Southard Avenue
- Existing Use - Parking Lot, Open Space and Recently Demolished Building
- Proposed Use - Detention Facility

Area Description

- North - Parking Lot / CD
- South - Parking Lot and Law Office / CR
- East - Juvenile Detention Facility / CD
- West - Industrial / IL

GENERAL INFORMATION (cont'd)

Parcel History

V-281-23	-	Vacation of 15' wide alley between 12 th Street and Canton Street (PC Approved 7/13/23, P&Z approved 8/16/23)
DOD-2-17	-	Demolition of Buildings at 1715-1723 Canton St (PC Approved 7/13/17)
V-443-17	-	Vacation of Smith Street (PC Approved 12/7/17, CC Approved 6/19/18)
SPR-14-07	-	Major Site Plan Review for a Parking Lot at 1810 12 th Street (PC Approved 7/12/07)

Applicable Plans and Regulations

- Toledo Municipal Code Part Eleven: Planning and Zoning
- Toledo 20/20 Comprehensive Plan
- 2017 Downtown Master Plan

STAFF ANALYSIS

The Lucas County Board of Commissioners in conjunction with Kleinfelder Inc, is requesting a Special Use Permit for the construction of the new Lucas County Detention Facility at 1819 Canton Street. The ± 2.9-acre site is zoned Downtown Commercial (subject to companion zone change). The site was the former location of the Lucas County Facilities Building which was razed in 2023. Surrounding land uses include the future site of the Lucas County Detention Center to the north, existing parking facilities and Shumaker Loop Law Office to the south, Juvenile Detention Facility and Court to the east and an industrial building to the west.

The pretrial detention facility will be a two (2) story structure with a partial floor underground to accommodate limited parking and mechanicals. The overall square footage will be approximately 220,000 square feet and house a maximum of 430 inmates. The main public entrance will be at the corner of Southard and Canton Streets. Security is addressed on the interior of the facility and no fencing for security purposes is proposed.

STAFF ANALYSIS (cont'd)

Parking and Circulation

Due to the unique characteristics of the central business district, including higher land values, integration with public transportation, and the presence of parking garages, allowed non-residential uses in the CD zoning district are exempt from providing off-street parking spaces. The site plan indicates that thirty-three (33) parking spaces will be provided for staff under the building. This area will be accessed via a ramp from 12th Street. 26. The Division of Transportation has indicated that one (1) auto and one (1) van accessible parking spaces with 5' loading aisle for auto and 8' loading aisle for van is required. It should be noted that there is also several surface parking lots in the immediate area. A bike rack is provided near the employee entrance on the southwest corner of the site. Although a bike rack is provided on the southwest corner of the site, staff recommends that a bike rack be installed near the public main entrance at the corner of Southard Ave and Canton Street.

Landscaping

The proposed detention facility will include a raised planter bed along the Southard Ave, 12th and Canton Street frontages. These planter beds will include a combination of shrubs, perennials and grasses. Maple trees will be set into the sidewalks with attention to ADA compliance on the sidewalk and facility entrance. Street trees to the satisfaction of the Department of Parks, Recreation and Forestry, light standards, street signs, etc., should be placed so that the trees are between the street lanes and any pedestrian walkway. Trees should be spaced at distances so that each tree can attain the appropriate form and shape at maturity. Do not plant trees directly in front of entrances or other significant architectural features. Existing and future transit stop locations should have ample space for patron amenities and waiting. Finally, eight (8') foot ornamental fencing with brick columns placed approximately forty (40') feet apart in addition to four (4') foot planters with perennials will separate the reconfigured parking lot for the law firm to the south and the proposed detention facility.

Building Design and Materials

The property is located within the Downtown Overlay District. The DOD was created as an overlay district that is applied to physical changes to structures located within and adjacent to the Central Business District. DOD regulations apply in combination with underlying base zoning district regulations and all other applicable standards of the Toledo Municipal Zoning Code. Pursuant to TMC§1103.0205 – Downtown Overlay District Design Guidelines – new development shall include a front setback of existing buildings to create a consistently development edge, reinforce the city centers urban development pattern and enhance pedestrian orientation. As a result, the facility will be situated at the sidewalk.

STAFF ANALYSIS (cont'd)

Building Design and Materials (cont'd)

The two (2) story facility façade will be a combination of brick veneer and storefront glazing. The main public entrance will include precast stone features, glass storefront glazing and entry canopy to define the space. Windows are present on all sides of the facility in addition to recesses that will double as outdoor recreation areas on the 2nd floor. The outdoor recreation areas will serve “pods” of inmates and will be secured with detention mesh. Inmate booking and a service bay with refuse services will take place in secure areas off of 12th Street. The inmate booking bay will include transport vehicles entering through overhead doors that close prior to secure interior doors opening.

The Engineer provided a detail breakdown of the material composition for each of the elevations. The west elevation fronts on 12th Street, north elevation Southard Avenue and east elevation Canton Street. Based on the proposed use, design and downtown location of the proposed facility, staff supports the material composition as proposed below.

- The North Elevation will consist of approximately 33% precast wall panels, 25% brick veneer, 17% storefront and/or curtainwall glass, 12% mesh, 9% concrete and 2% or less of glazing, HVAC screen, precast stone and entry canopy.
- The South Elevation will consist of approximately 33% precast wall panels, 32% brick veneer, 17% storefront and/or curtainwall glass, 12% mesh, 9% concrete and 2% or less of glazing, HVAC screen, precast stone and entry canopy.
- The East Elevation will consist of approximately 43% brick veneer, 18% detention mesh 9% concrete, 4% storefront and/or curtainwall glass and 2% or less of glazing and overhead doors.
- The West Elevation will consist of approximately 41% precast wall panels, 39% brick veneer, 14% mesh, 4% overhead doors and 1% or less of storefront and/or curtainwall glass and concrete.

The total breakdowns are as follows: brick veneer 33%, precast wall panels 29%, detention mesh 13%, storefront/curtainwall glass 11%, concrete 8%, glazing 4% and 1% or less other materials. The applicant did not submit any signs for review. However, each building within the -DOD is limited to one (1) building identification sign. Projecting signs are not allowed as building identification signage and a separate sign permit shall be submitted for review to determine compliance.

STAFF ANALYSIS (cont'd)

Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets the site for Urban Village land uses. Urban Village is a specialized residential and commercial land use designation that possesses characteristics of Traditional Neighborhood Development (TND), such as pedestrian orientation, zero building setbacks, mixed uses, and distinct architectural characters.

PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommend approval of SUP-8004-23, Special Use Permit for the construction of the new Lucas County Detention Facility at 1819 Canton Street to the Toledo City Council for the following two (2) reasons:

1. The proposed use meets the stated purpose of the Zoning Code (TMC§1111.0706(A) – *Review & Decision-Making Criteria*); and,
2. The request 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 recommend approval of SUP-8004-23, Special Use Permit for the construction of the new Lucas County Detention Facility at 1819 Canton Street to Toledo City Council subject to the following **thirty-five (35)** conditions:

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

Division of Engineering Services

Right-of-Way

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.

PLAN COMMISSION RECOMMENDATION (cont'd)

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.
4. The existing 6-inch diameter public water main in vacated Smith Street shall be abandoned by the City of Toledo at the developer's expense. The final location of the hydrants on this line shall be within the City rights-of-way of North 12th Street and Canton Avenue.
5. Comments regarding existing and/or proposed private water mains and/or service lines will be provided by the Division of Water Distribution.
6. Stormtech underground storm detention system (noted on plans as per SPR 21-23) shall be installed to serve this project. The construction SWP3 should be expanded and treated as a singular construction SWP3 to serve both projects. As part of the closure of the SWP3 obligations, responsible party/parties for the O&M of the underground system shall be confirmed, as well as storm drainage easements as may be needed. If Lucas County will be the responsible party for long term O&M, the instructions shall be added to its collection of various properties' similar stormwater obligations to be checked and reported on to the City annually.
7. Sanitary sewer service for this development is available subject to the Rules and Regulations of the Department of Public Utilities.

PLAN COMMISSION RECOMMENDATION (cont'd)

8. A single sanitary sewer tap from this site shall be allowed into the public sanitary sewer system. Developer shall use existing sanitary tap, when available.
9. If there are any existing structures to be demolished at the site, the sanitary services to such structures will be killed by the City of Toledo at the developers cost.
10. Any existing sewers under proposed buildings shall be relocated or abandoned. Developer shall verify any sewers to be abandoned are no longer in service.
11. Any previous kills that were not done at the right-of-way line shall be re-killed at the right-of-way to eliminate any active pipes on the property.

Fire Prevention

12. The proposed new building will require compliance with all applicable Building, Fire, Electrical, Mechanical and Plumbing code requirements. (OBC105.1 & 101.4)
13. Fire Department to receive and review building construction, fire alarm and sprinkler system plans when submitted to the Building Department. (OFC104.2, OBC106.1.2 #5 & 901.2.1.1)
14. New buildings shall be provided with approved address identification that meets Building Code requirements. (OBC 501.2)
15. A radio signal strength test will be needed in the building, and possible radio signal enhancements based on the results of the test. (OFC510.1)
16. A fire safety inspection is required prior to occupancy. (OFC105.3.3.2)

Sewer and Drainage Services (S&DS)

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

PLAN COMMISSION RECOMMENDATION (cont'd)

Sewer and Drainage Services (S&DS) (cont'd)

18. 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.

Division of Environmental Services

19. 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.
20. Applicant shall maintain compliance with Ohio EPA's General Storm Water NPDES permit programs.
21. 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.
22. 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
23. 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.

PLAN COMMISSION RECOMMENDATION (cont'd)

Division of Transportation

24. One auto and one van accessible parking spaces with 5' loading aisle for auto and 8' loading aisle for van is required in the underground parking area per TMC 1107.1701 & 1107.1702.

Plan Commission

25. Each building within the -DOD is limited to one (1) building identification sign. Projecting signs are not allowed as building identification signage and a separate sign permit shall be submitted for review to determine compliance.
26. A bike rack is provided on the southwest corner of the site, staff recommends that a bike rack be installed near the public main entrance at the corner of Southard Ave and Canton Street.
27. Planter beds along 12th Street, Canton Street and Southard Avenue will include a combination of shrubs, perennials and grasses.
28. Maple trees will be set into the sidewalks with attention to ADA compliance on the sidewalk and facility entrance. Street trees to the satisfaction of the Department of Parks, Recreation and Forestry, light standards, street signs, etc., should be placed so that the trees are between the street lanes and any pedestrian walkway. Trees should be spaced at distances so that each tree can attain the appropriate form and shape at maturity. Do not plant trees directly in front of entrances or other significant architectural features.
29. Pursuant to Urban Commercial Landscaping Standards, as outlined in TMC§1108.0303(B), one understory tree must be provided for every thirty (30) feet of frontage, with a minimum tree pit size of four (4) feet by four (4) feet. Tree grates, or other walkable surface material treatments for the open pits, shall be required.
30. An eight (8') foot ornamental fencing with brick columns placed approximately forty (40') feet apart in addition to four (4') foot planters with perennials will separate the reconfigured parking lot for the law firm to the south and the proposed detention facility.
31. Existing and future transit stop locations should have ample space for patron amenities and waiting.
32. All structures shall utilize durable building materials such as brick, stone, metal, or concrete. **Proposed materials on building are acceptable as depicted.**

PLAN COMMISSION RECOMMENDATION (cont'd)

Plan Commission (cont'd)

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. 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.
35. 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

BH

Nine (9) sketches follow

Cc: Lucas County Board of Commissioners, 1 Gov Center, Suite 800, Toledo, OH 43604
Bridgette Kabat, 1 Gov Center, Suite 800, Toledo, OH 43604
Kleinfelder Inc., 1168 N Main Street, Bowling Green, OH 43402
Lisa Cottrell, Deputy Director
Bill Harbert, Associate Planner

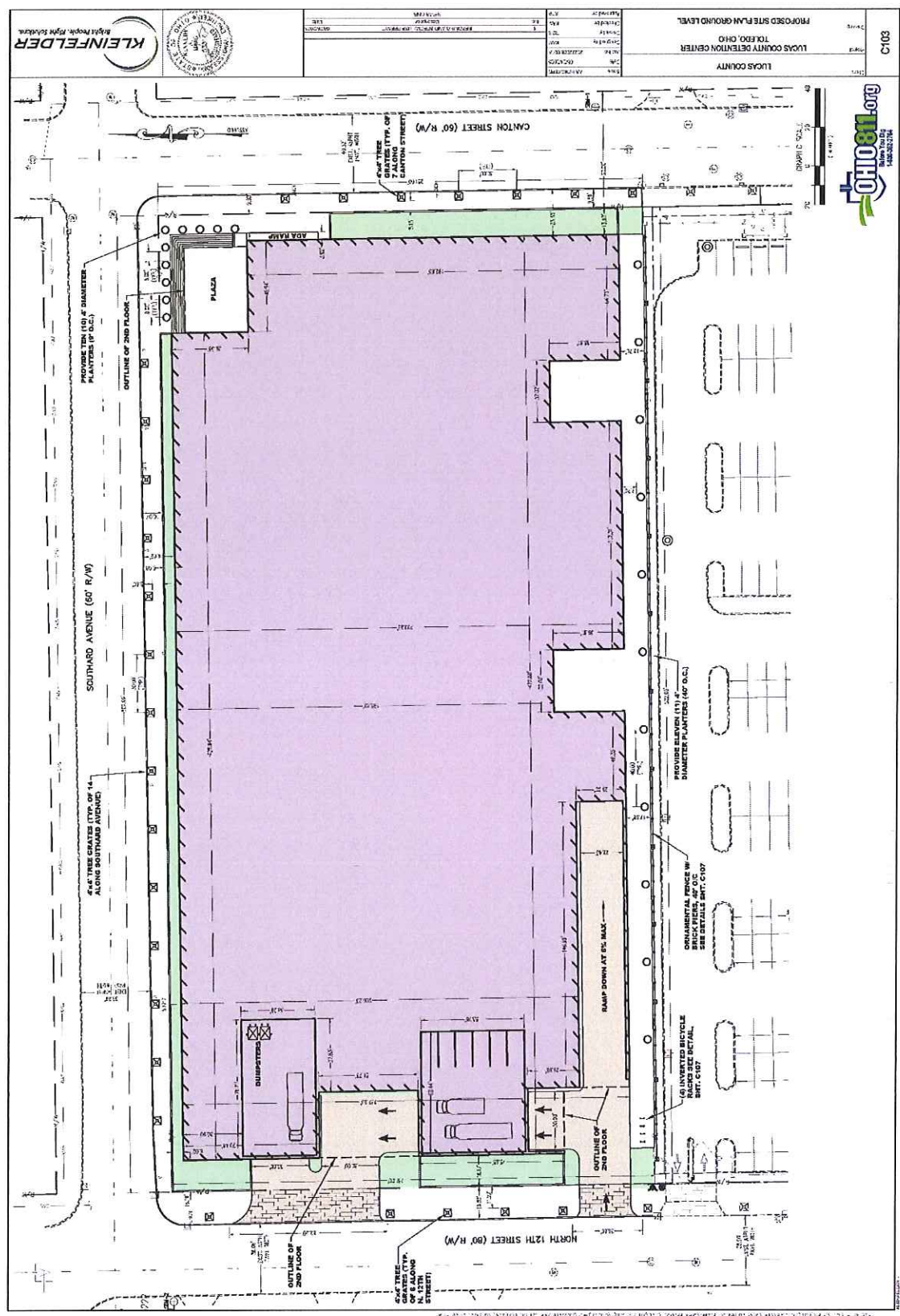
GENERAL LOCATION

SUP-8004-23



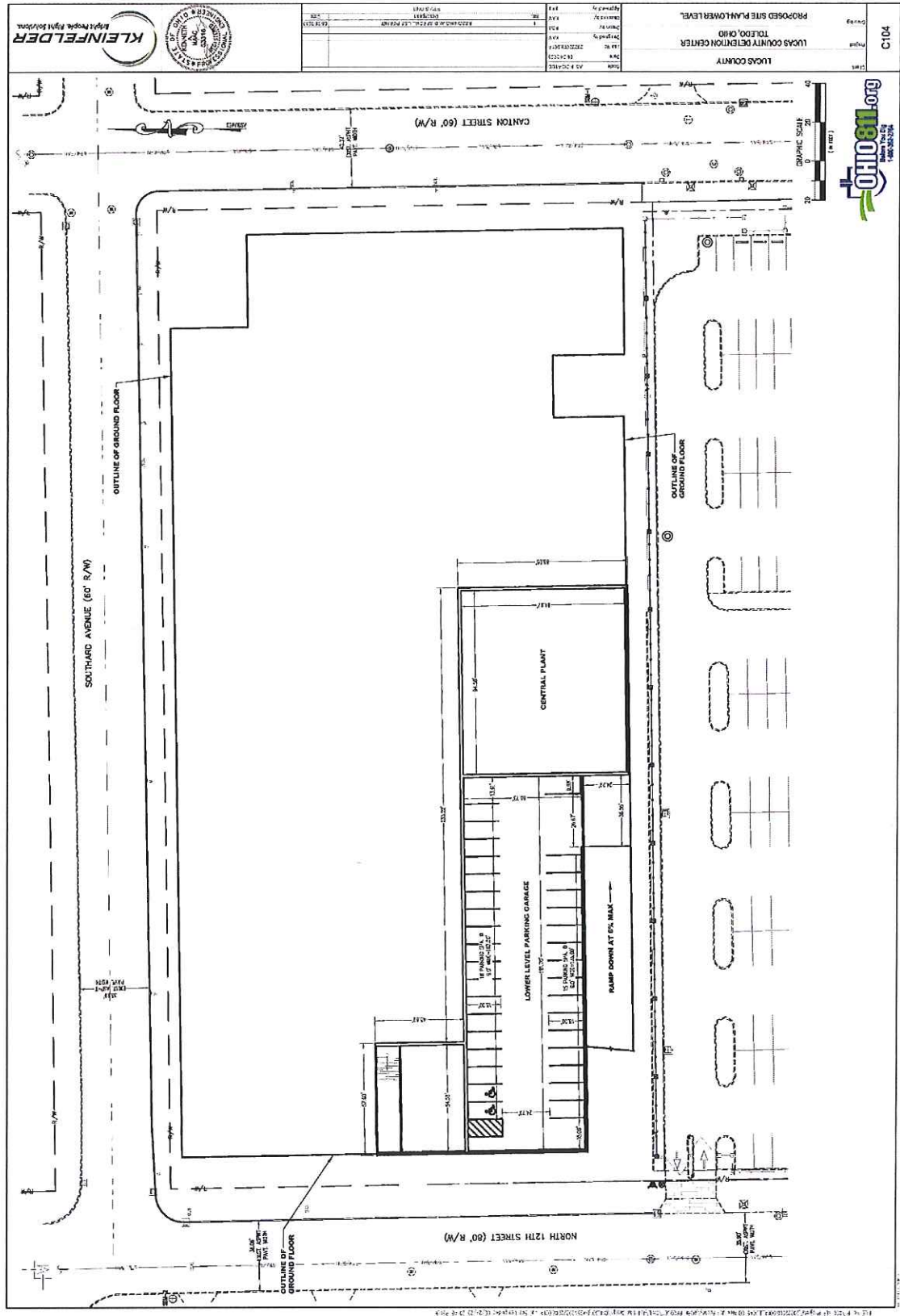
SITE PLAN

SUP-8004-23



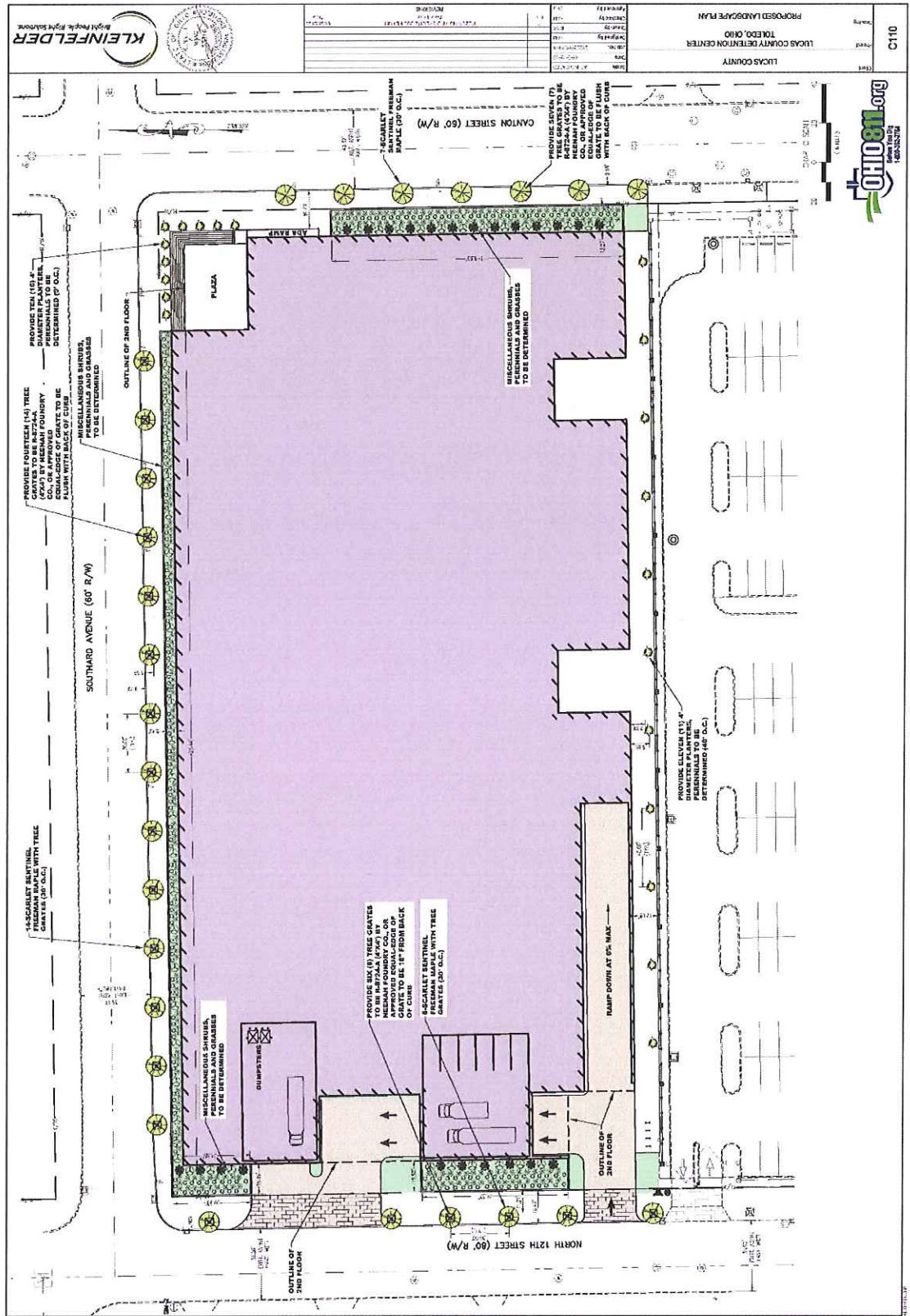
LOWER-LEVEL SITE PLAN

SUP-8004-23



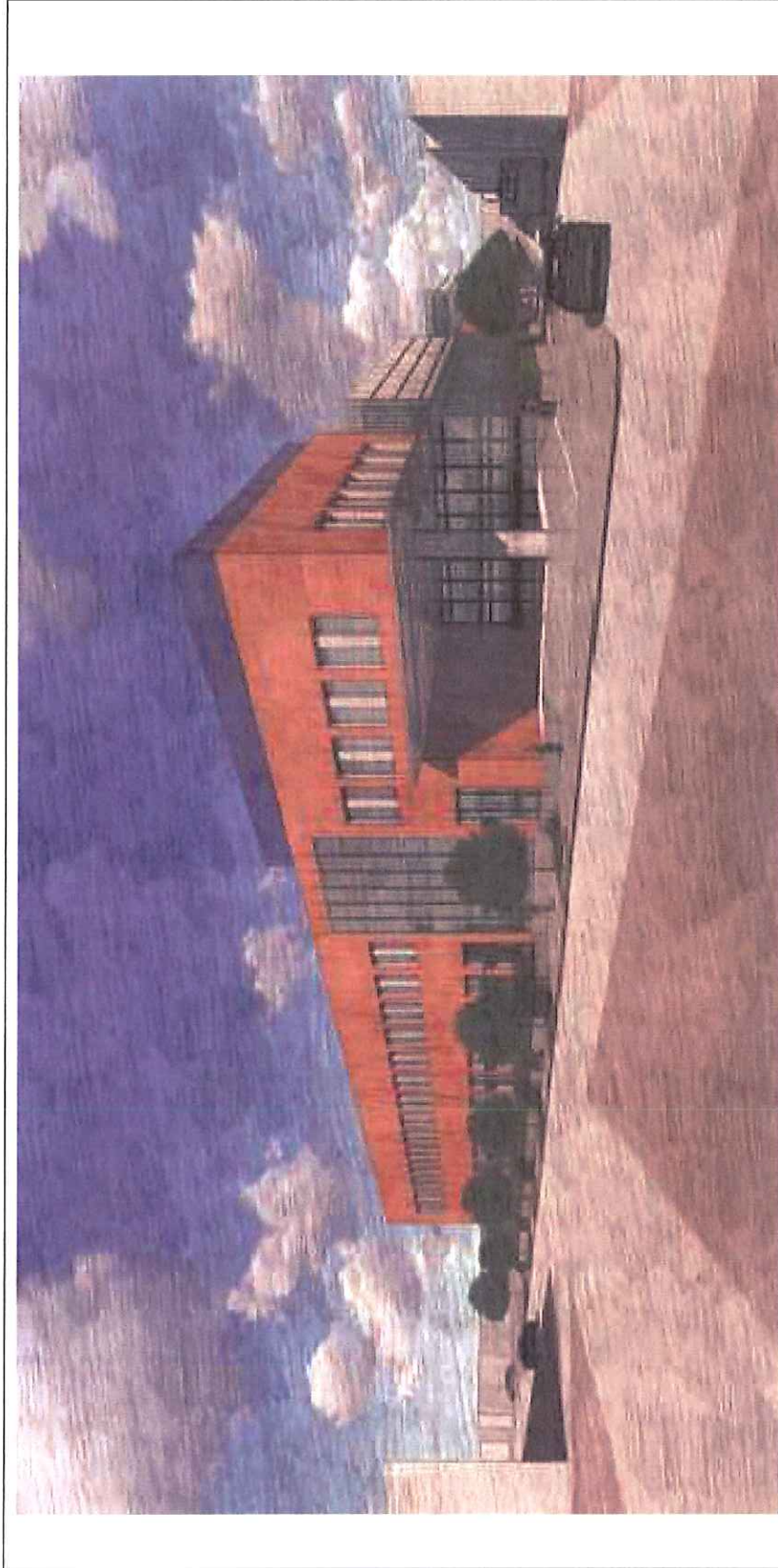
LANDSCAPE PLAN

SUP-8004-23



NORTHEAST ELEVATION

SUP-8004-23



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MAIN ENTRANCE
NORTHEAST CORNER

1166 North Main Street, Bowling Green, OH 43402
810 | PH: 419.352.5942 | www.kleinfelder.com

DRAWN BY: J.RGS	DATE: 8/18/23
CHECKED BY: KAM	JOB NO: 20222008.001A

NORTHWEST ELEVATION

SUP-8004-23



NORTHWEST CORNER



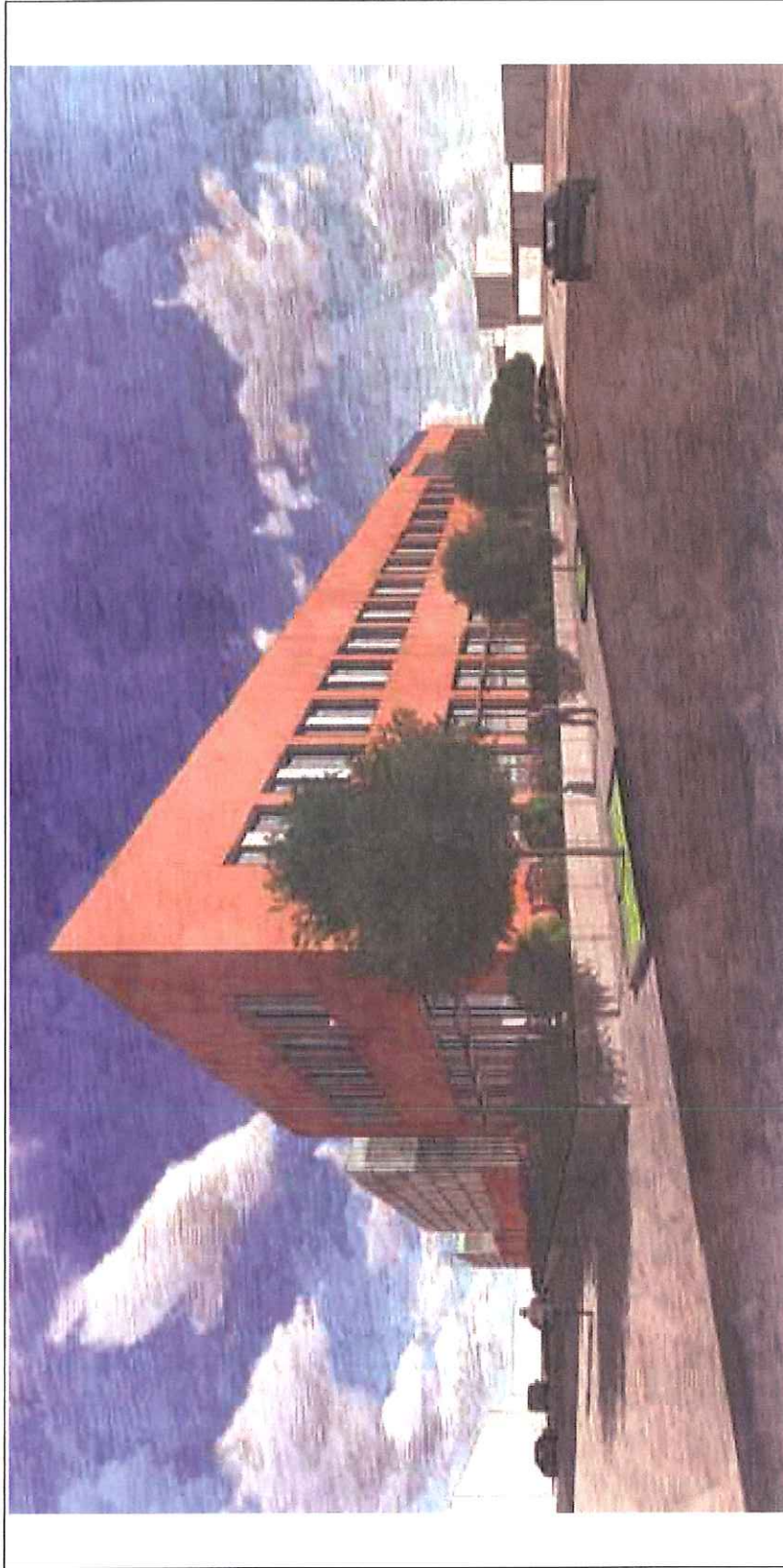
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SOUTHEAST ELEVATION

SUP-8004-23



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SOUTHEAST CORNER



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