

### TOLEDO-LUCAS COUNTY PLAN COMMISSIONS



THOMAS C. GIBBONS, DIRECTOR

DATE: July 25, 2018 REF: SUP-6007-18

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 a solar energy facility at 0 & 1000 Jeep

Parkway.

The Toledo City Plan Commission considered the above-referenced request at its meeting on Thursday, July 25, 2018 at 9:30 A.M.

### **GENERAL INFORMATION**

### Subject

Request

Special Use Permit for a solar energy facility

Location

0 & 1000 Jeep Parkway

Applicant

Brian Perz

Toledo-Lucas County Port Authority

One Maritime Plaza, 7th Floor

Toledo, OH 43604

Project Manager

Chris Copeland, P.E.

The Mannik & Smith Group, Inc.

23225 Mercantile Road Beachwood, OH 44122

### Site Description

Zoning

- General Industrial & Duplex Residential/ IG & RD6

Area

 $\pm$  25.44 acres

Frontage

± 1,100' along Interstate-75/ North Cove Boulevard

± 1,100' along Jeep Parkway

± 150' along Berdan Avenue

Existing Use

Vacant industrial land (floodplain/floodway)

Proposed Use

Solar energy facility



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### GENERAL INFORMATION (cont'd)

### Area Description

North - Interstate-75, Ottawa River / IL
South - Overland Industrial Park / IG
East - Overland Industrial Park / IG

West - Interstate-75, Ottawa River / RD6, IG

Parcel History

S-29-13 - Preliminary Drawing Review for Overland Industrial

Park Plat 3 located at Lots 3 & 4 of Phillips Farm

(P.C. approved on 1/9/2014).

### Applicable Plans and Regulations

• Toledo Municipal Code Part Eleven: Planning and Zoning

• Toledo 20/20 Comprehensive Plan

Toledo Vacant Industrial Land Use Report

### STAFF ANALYSIS

The applicant is requesting a Special Use Permit for a solar energy facility at 0 & 1000 Jeep Parkway. The overall site is roughly ±25.44 acres and comprised of two (2) parcels that are split zoned RD6 Duplex Residential and IG General Industrial. Located along the Ottawa River, both sites are within the new Overland Industrial Park and were previously used as roadway construction staging areas. The proposed development consists of two (2) solar arrays on two (2) separate parcels; a north and south array. Additional site improvements will include the installation of fencing and landscaping around the proposed solar arrays. Surrounding land uses include Interstate-75 to the north and west of the site, Overland Industrial Park to the east and vacant industrial land to the south. A Special Use Permit is required for all stand –alone solar panel facilities (TMC§1105.0803).

The proposed solar arrays are anticipated to generate ±2.0 megawatts (MW) of energy which is to be purchased by Dana Corporation's Toledo Driveline Facility, located across the Overland Industrial Park. Both arrays will consist of solar panels, transformers, and an asphalt driveway to access each facility. The solar panels will be elevated approximately four-feet (4') above the existing grades by support posts. An underground conduit will be connected to each panel and routed to the transformers. The north and south transformers will be connected to an interconnect which will then continue via an underground conduit to the Dana Corporation.

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### STAFF ANALYSIS (cont'd)

As identified on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM), the proposed north array is located within the Floodway/Floodplain and the south array is located within the Floodplain. The applicant has indicated the appropriate safety measures will be taken into account when designing the solar arrays, including but not limited to, elevating the panels and electrical equipment above the Base Flood Elevation (BFE) by at least one-foot (1'). As a condition of approval, the applicant shall submit documentation to the Floodplain Administrator within the City of Toledo's Division of Building Inspections for all necessary permits for development within the floodplain.

Furthermore, the site plan submitted depicts solar panels in the south array located within a portion of remnant right-of-way. As a condition of approval, this portion of right-of-way shall be vacated before building plans are approved.

### Landscaping

Per TMC§1108.0202 – Frontage Greenbelts, sites over five (5) acres are required to provide a thirty-foot (30') frontage greenbelt along the right-of-ways. The frontage greenbelt shall include at least one (1) tree for every thirty-foot (30') of lot frontage. The landscaping plan submitted depicts a thirty-foot (30') wide greenbelt in front of the north array along Jeep Parkway with a total of thirty-nine (39) trees. Additionally, the landscaping plan depicted a twenty-foot (20') wide frontage greenbelt in front of the south array along North Cove Boulevard/I-75 with a total of thirty (30) trees. The landscape plan submitted offers the appropriate amount of trees in the frontage greenbelt and is acceptable as submitted.

The site plan submitted depicts a six-foot (6') chain-link fence along North Cove Boulevard within the twenty-five (25') front setback. Pursuant to TMC§1105.0301(A & B), fences may not exceed 3½ feet in the front setback and four-feet (4') in the side setback for all Residential zoning districts. Similarly, per TMC 1105.0302(A)(1), fences may not exceed 3½ feet in the front setback for all Commercial and Industrial zoning districts. The applicant shall obtain a waiver to the applicable code sections to allow for the proposed fence height in the required front and side setback along North Cove Boulevard/I-75. Additionally, the applicant shall seek a waiver to allow for the proposed fence height in the required front setback along Jeep Parkway. Staff is supportive of these waivers due to the site being encompassed by the Ottawa River, Interstate-75 and surrounding properties with similar security measures in the Overland Industrial Park.

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### STAFF ANALYSIS (cont'd)

### Toledo 20/20 Comprehensive Plan

The Toledo 20/20 Comprehensive Plan targets this area for Heavy Industrial land uses. This includes industrial manufacturing and other moderate to high-impact industrial uses, including large scale or specialized industrial operations requiring good transportation access and public facilities and services. The Toledo Vacant Industrial Land Use Report recommends the parcels in the "Jeep Study Area" to be used for industrial purposes. The proposed use of this site is in compliance with the Toledo 20/20 Comprehensive Plan and the Toledo Vacant Industrial Land Use Report since it will further support the operations at the Overland Industrial Park. Staff recommends approval of the Special Use Permit for this location because it meets the stated purpose and all applicable provisions of the Zoning Code. Additionally, the proposed land use is compatible with the adjacent industrial uses within the Overland Industrial Park. Finally, the proposed use will not have any adverse land or environmental impacts.

### PLAN COMMISSION RECOMMENDATION

The Toledo City Plan Commission recommends approval of SUP-6007-18, a Special Use Permit for a solar energy facility at 0 & 1000 Jeep Parkway, to Toledo City Council for the following four (4) 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).
- 3. The request is compatible with adjacent uses in terms of scale, site design, and operating characteristics (TMC§1111.0706(C) Review & Decision-Making Criteria); and
- 4. The proposed use will not have any adverse land or environmental impacts. (TMC§1111.0706(F) Review & Decision Making Criteria)

The Toledo City Plan Commission makes the following recommendations to the Toledo City Council on the waiver requested for SUP-6007-18, a Special Use Permit for a solar energy facility at 0 & 1000 Jeep Parkway:

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### PLAN COMMISSION RECOMMENDATION (cont'd)

### Chapter 1105.0300 Fences and Hedges

### Sec. 1105.0301(A & B) Residential Districts

Fences may not exceed 3½ feet in height in the required front setback.

Fences may not exceed 4 feet in height in the required side setback adjacent to the main building and projected to the required front setback. Any recess in the rear building plane shall not be considered part of the required setback.

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Approve a waiver for a six-foot (6') fence in the required front and side setback.

### Sec. 1105.0302(A)(1) Commercial and Industrial Districts

Fences may not exceed 3½ feet in height in the required front setback.

Approve a waiver for a six-foot (6') fence in the required front setback.

### Chapter 1108.0200 Landscape Standards

### Sec. 1108.0202(B)(3) Frontage Greenbelt

Frontage greenbelts shall be a minimum width of 15 feet. For properties over 5 acres and/or those with over 500 feet of frontage, the frontage greenbelt shall be a minimum of 30 feet wide measured perpendicular from the street or place right-of-way abutting the property.

Approve a waiver for a reduction of ten-feet (10') from the required thirty-foot (30') frontage greenbelt, to allow a twenty-foot (20') frontage greenbelt along North Cove Boulevard/ Interstate-75.

The Toledo City Plan Commission further recommends approval of SUP-6007-18, a Special Use Permit for a solar energy facility at 0 & 1000 Jeep Parkway, to the Toledo City Council subject to the following **thirty-two (32)** 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.

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### PLAN COMMISSION RECOMMENDATION (cont'd)

### Division of Engineering Services

1. A pre-submittal meeting is not required, however one may be requested. Contact information is as follows:

Division of Engineering Services: ph. 419-245-1315, fax 419-936-2850

Right-of-Way and Inspection: Joe Warnka 419-245-1341

Roadway: Tim Grosjean 419-245-1344 Water: Andrea Kroma 419-936-2163

Stormwater Drainage: Lorie Haslinger 419-245-3221; Andy Stepnick 419-245-1338

Sanitary Sewers: Mike Elling 419-936-2276

- 2. 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.
- 3. 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.
- 4. Required permits for all approved work in the public right-of-way shall be obtained, before work begins, from One Stop Shop, (419) 245-1220.

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

5. The City of Toledo requires that all sites proposing earth disturbing activities of 2,500 sq. ft. or more (including an overall common plan of development) and/or the installation of storm sewer services be reviewed and approved by the Division of Engineering Services prior to the start of any construction or earth disturbing work (grading, clearing, stockpiling, etc.)

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### PLAN COMMISSION RECOMMENDATION (cont'd)

Division of Engineering Services (cont'd)

- 6. The following documents shall be submitted to the Division of Engineering Services (Andy Stepnick) for stormwater review & approval:
  - Detailed site grading plan
  - Plans and calculations for storm sewer service and post-construction best management practices (BMP's). This requirement has been met for the North Solar Array. However, the South Array will require a post-construction BMP as it was not previously accounted for within the Overland Park Industrial site.
  - A Stormwater Pollution Prevention Plan (SWP3) including a completed submittal cover sheet, contact list, contractor certification form and Ohio EPA SWP3 checklist. The links to these documents can be found at <a href="http://www.tmacog.org/storc/swp3.htm">http://www.tmacog.org/storc/swp3.htm</a>.
  - Long term maintenance plan and maintenance agreement for Detention and Post-Construction BMP's for long term maintenance of the private facilities. Stormwater Detention and Post-Construction BMP's are required to be maintained into perpetuity.
- 7. Submittals shall be in compliance with the latest version of the City of Toledo's Infrastructure Design and Construction Requirements <a href="http://toledo.oh.gov/services/public-utilities/engineering-services/plan-review-process/">http://toledo.oh.gov/services/public-utilities/engineering-services/plan-review-process/</a>
- 8. All developments are required to provide Stormwater detention, post-construction stormwater best management practices (BMP's) and a stormwater pollution prevention plans (SWP3) plans, in compliance with the latest version of the City of Toledo's Infrastructure Design and Construction Requirements, for all area(s) disturbed regardless of pre-and post-construction land use.
- 9. All disturbed land areas over 1 acre must submit an NOI to and obtain a permit from the Ohio EPA.
- 10. Nonresidential properties which have Designs incorporating low impact development solutions, such as grassy swales and bio-retention areas in lieu of curb, storm sewers, and underground detention are encouraged and may be eligible for a percent reduction in the property's stormwater utility fee through the Stormwater Credit Program. Information on this program can be found at <a href="http://toledo.oh.gov/services/public-utilities/engineering-services/stormwater-utility-credit-program/">http://toledo.oh.gov/services/public-utilities/engineering-services/stormwater-utility-credit-program/</a>
- 11. All storm drainage must be internal and not run off onto adjacent properties.

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### PLAN COMMISSION RECOMMENDATION (cont'd)

### Division of Engineering Services (cont'd)

- 12. No construction work, including any earth disturbing work will be permitted without approved plans.
- 13. Dredging, filling, clearing, or otherwise altering wetlands is prohibited without first providing proof of compliance with the following permits: Section 401 of the Clean Water Act, Ohio EPA Isolated Wetland Permit, and Section 404 of the Clean Water Act. If a permit does not apply, provide a letter from a qualified professional certifying that they have surveyed the site and determined that the permit is not applicable. All certifications and delineations shall include written concurrence from the U.S. Army Corps of Engineers and/or Ohio EPA, as appropriate, in accordance with protocols currently accepted by the U.S. Army Corps of Engineers.
- 14. Being in or adjacent to a flood hazard zone, this area is subject to Toledo Municipal Code, Chapter 1110, which must be complied with in full. An application shall be made for a Floodplain Hazard Development Permit through City Building Inspection One Stop Shop. An escrow agreement may be required if a Conditional Letter of Map Revision or Letter of Map Revision are required to be submitted to the Federal Emergency Management Agency per TMC 1110. The City is currently waiting on a response from the State Floodplain Administrators office to determine if a Solar field and fencing is even permissible within a Floodway. If the construction is allowed, a Hydrologic and Hydraulic (H&H) Engineering Analysis is required to show the effects of the development on the flood elevations. development shall not cause a rise in flood elevation. A no rise certificate certified by a Professional Engineer with the State of Ohio will be required with the H&H. Detailed plans, including information on the panels, supports, anchors, equipment, fences, elevations, etc, shall be submitted with the H&H Analysis. The lowest edge of the panels shall be elevated to at least 1 foot about the base flood elevation. A Professional Engineer registered with the State of Ohio shall certify that any supports, equipment, etc. located within the floodway/floodplain are resistant to hydrostatic and hydrodynamic loads including the effects of buoyancy. No fill is allowed within the Floodway. Fill placed in the Floodplain will require compensatory cut.
- 15. Verify location of sanitary sewer in the area. Access shall be maintained to sewer.

### Sewer & Drainage Services

16. All private sewer lines that are not being removed or properly abandoned (both storm & sanitary) be cleaned and inspected.

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### PLAN COMMISSION RECOMMENDATION (cont'd)

### Sewer & Drainage Services (cont'd)

17. All 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 Sewer & Drainage Services demonstrating the lines cleaning and integrity.

### Division of Environmental Services

- 18. Applicant shall maintain compliance with the City of Toledo's Stormwater regulations as specified in the Toledo Municipal Code.
- 19. Applicant shall maintain compliance with Ohio EPA's General Stormwater NPDES permit programs.
- 20. Any green infrastructure measures that can be included to minimize runoff and increase infiltration are highly advisable.
- 21. Applicant shall maintain compliance with the City of Toledo's stormwater regulations as specified in the Toledo Municipal Code. Special attention must be paid to all potential stormwater impacts from the modification, including but not limited to long-term operation and maintenance of existing structural and non-structural Best Management Practices.
- 22. Applicant shall maintain compliance with the City of Toledo and 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 Anti-Noise Laws.

### Fire Prevention

No comments or concerns.

### Division of Transportation

23. Transportation will not approve or comment without an updated site plan showing all proposed and current existing roadways and drives.

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### PLAN COMMISSION RECOMMENDATION (cont'd)

### Plan Commission

24. The site plan depicts solar panels within a portion of remnant right-of-way. The portion of right-of-way in the south array shall be vacated before building plans are approved.

- 25. Applicant shall submit proper documentation for all necessary permits to allow development within the floodplain to the Floodplain Administrator within the City of Toledo's Division of Building Inspections.
- 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. Acceptable as depicted/noted on site plan.
- 27. A detailed site, lighting, sign, fencing and three (3) 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 (30') greenbelt is required along the North Cove Boulevard/Interstate-75 and Jeep Parkway frontages, and shall include one (1) tree per every thirty-foot (30') of frontage; acceptable as depicted on landscaping plan submitted. Applicant received waiver to TMC§1108.0202(B)(3) by Plan Commission on 7/25/2018, in order to allow for the reduced twenty-foot (20') frontage greenbelt along North Cove Boulevard/Interstate-75.
  - b. Topsoil must be back filled to provide positive drainage of the landscape area; acceptable as submitted.
  - c. 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.
  - d. 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; acceptable as noted on landscaping plan submitted.
  - e. The location, height and materials for any fencing to be installed and maintained; Applicant shall obtain a waiver to TMC§1105.0301(A & B) & TMC§1105.0302(A)(1) for the proposed six-foot (6') chain link fence in the required front and side setback; and

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### PLAN COMMISSION RECOMMENDATION (cont'd)

### Plan Commission (cont'd)

f. The location and direction of any proposed lighting (lights are to be directed away from adjacent residential properties).

- 28. A Bond of Performance or suitable assurance acceptable to the Division of Inspection valid for a period of two (2) years shall be posted with the Commissioner of Inspection providing for the installation of required landscaping within one (1) year. Landscaping shall be installed and maintained indefinitely.
- 29. 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.
- 30. Approval of the Special Use Permit will lapse after one (1) year if the criteria listed in TMC§1111.0707 have not been met.
- 31. 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.
- 32. 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,

Thom C. Ilm

Thomas C. Gibbons

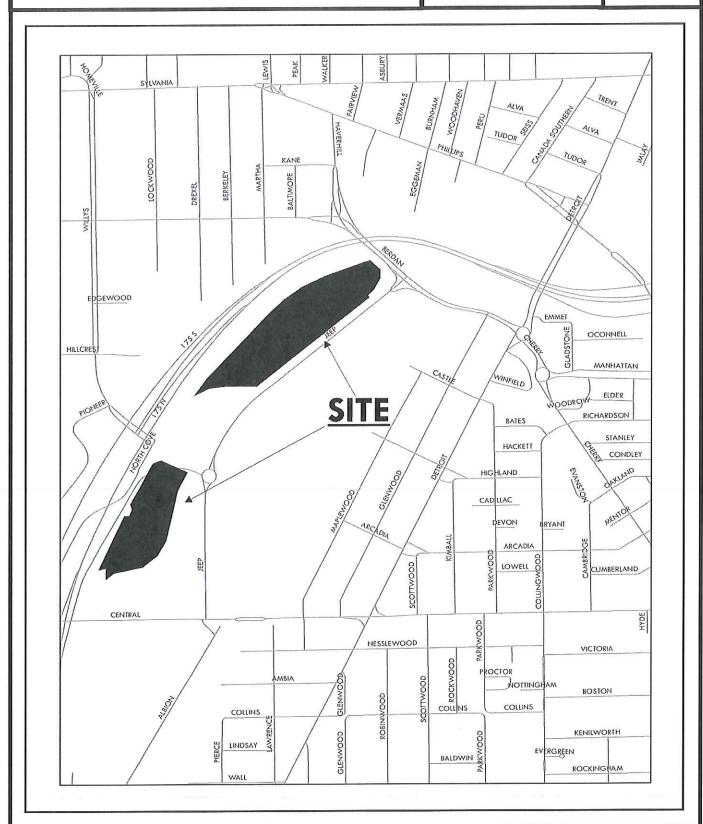
Secretary

Seven (7) sketches follow

CC: Lisa Cottrell, Administrator Ryne Sundvold, Planner

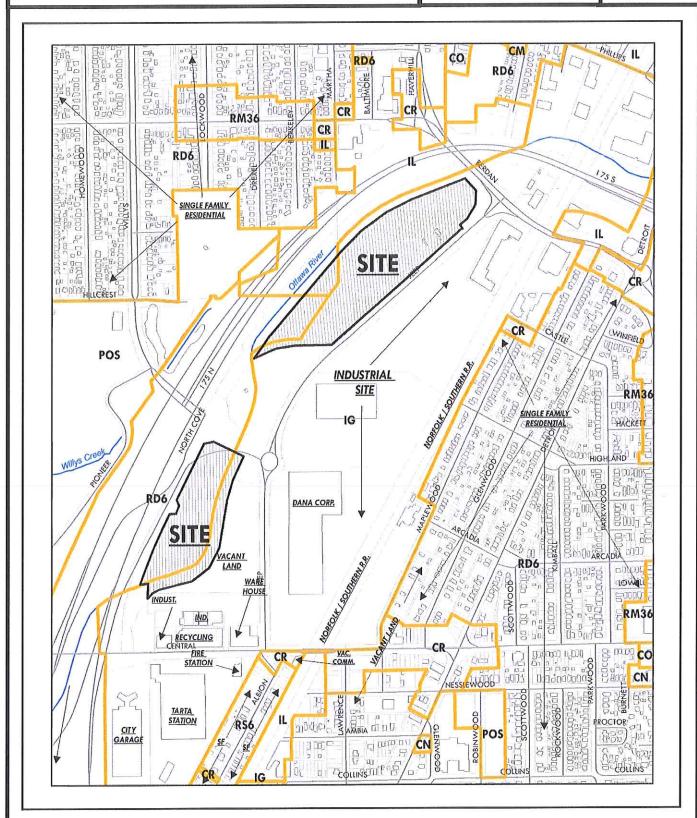
### **GENERAL LOCATION**





### **ZONING & LAND USE**





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SUP-6007-18 ID 35/16

**OVERALL SITE PLAN** 

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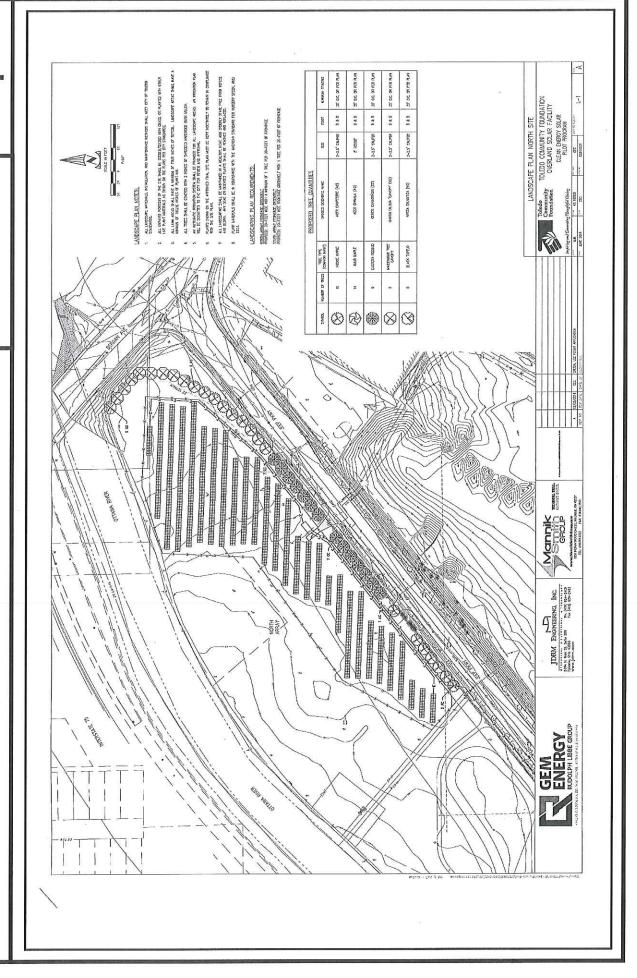
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NORTH ARRAY SITE PLAN

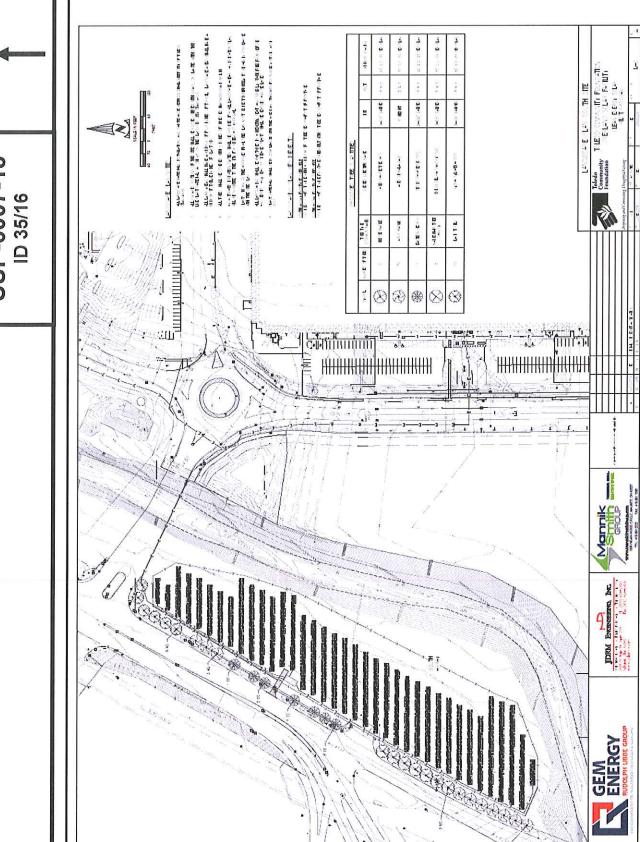
### SOUTH ARRAY SITE PLAN

## NORTH ARRAY LANDSCAPE PLAN





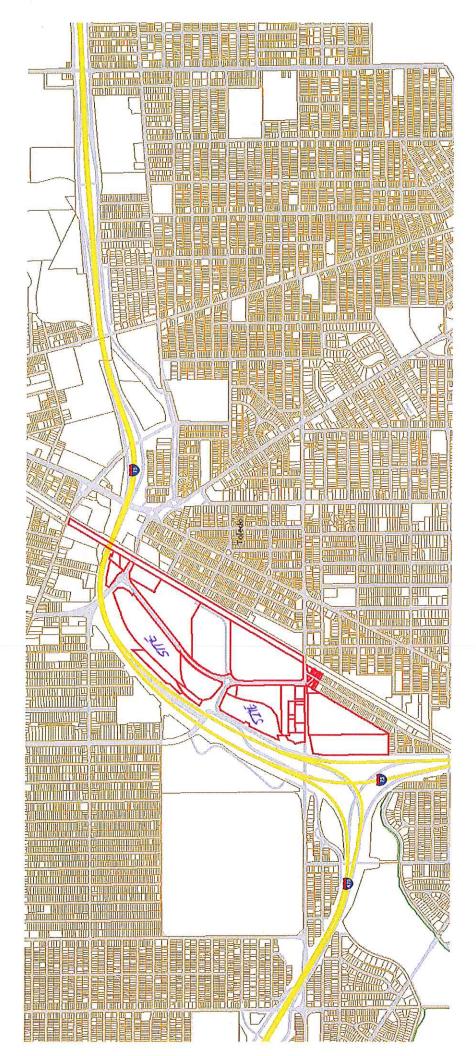
## SOUTH ARRAY LANDSCAPE PLAN



RYNE MAP 35/16

MAILING LIST

SUP-6007



Current Issues and Concerns: Toledo Community Foundation is moving with a sense of urgency for the completion of this project, On the first part due to weather issues the schedule must be backed out from normal snowfall in the area and the second part this urgency revolves around the Solectria inverter donation. Since they go to market with their new product in January 2019, they would like the site operational by that date with their product or risk losing their donation.

The only remaining issue outside of City of Toledo approval surrounds the racking used to hold the panels. TCF is looking at RBI out of Cincinnati to provide the required racking for the project. RBI was recommended by current project partners because of the high quality of their product, as well as the integrity of the company. But we must wait for City of Toledo approval before incuring this expense of nearly \$1 million.

We look forward to answering any questions you may have on the Overland Solar Initiative.

### **LETTER OF INTENT**

Property Owner: Toledo Lucas County Port Authority

Prepared For: Toledo Community Foundation

Date Prepared: June 22, 2018

Parcel ID(s): 1240597 & 1832907

### **Project Description:**

The Toledo Community Foundation (TCF) requests approval to install a new Solar Facility in the Overland Industrial Park along the Ottawa River. Based on the effective Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM) the North Array is located within the Floodway/Floodplain and the South Array is located within the Floodplain. According to the FIRM, the Base Flood Elevation (BFE) under the North and South Arrays range from 585.0 to 585.4 and 586 to 587.3 respectively. Our design will consider this and the appropriate safety measures will be taken. This includes but is not limited to elevating the panels and electrical equipment above the BFE by at least 1-foot.

The existing surface conditions consist of paved and compacted gravel parking lots (see Exhibit A for aerials and photos). Proposed surface conditions will be predominantly grass and resemble what is shown in the example photos included in Exhibit A. As shown on the provided Site Plans there will be a North Array and a South Array. Each array will generate approximately ±1 megawatt (MW) of power for a total of approximately ±2 MW.

Both arrays will consist of solar panels, a 6' chain link fence, a concrete pad for the transformer, and an asphalt access drive (approximately ±12-feet wide) from Jeep Parkway. The solar panels will be elevated approximately ±4-feet above the existing grades by driven support posts. An underground conduit from each of the arrays will be routed to the proposed transformer. An underground conduit from the North transformer and the South transformer to the interconnect. Another underground conduit will be installed from the interconnect to the Dana Corporation.

### Overland Solar Initiative

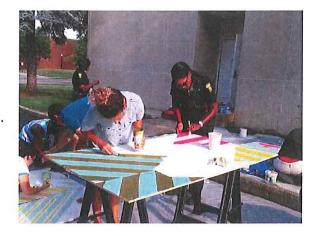
Following the shuttering of the I75 Toledo Jeep Parkway plant in 2006, surrounding neighborhoods suffered from poor employment opportunities, foreclosures, blight and crime. These neighborhoods currently have a population of nearly 6,000, of which 32% live below the poverty line.



Over the past six years, the Toledo-Lucas County Port Authority has transformed the 80-acre brownfield site into a modern manufacturing facility known as Overland Industrial Park. During that time, Toledo Community Foundation supported resident leaders in the neighborhood in developing and initiating revitalization plans that met their priorities.

The Overland Solar project represents the next step in ensuring the continued rebirth of this critical region of the city. A collaboration of community business leaders <u>have</u> committed to a solar installation project whose proceeds will support charitable projects in the area. By the end of 2018, an estimated 4 megawatt array utilizing First Solar modules will be producing power at the site. Dana Corporation, whose Toledo Driveline Facility anchors the new industrial park, has committed to purchasing all of the electricity <u>produced</u>.

A new charitable Supporting Srganization within Toledo Community Foundation – the region's largest charitable foundation with nearly \$300 million in assets – will own the solar field on land owned by the Toledo Lucas County Port Authority. Proceeds from the sale of electricity will be reinvested in the surrounding community through grants recommended by a steering committee representing the project partners.



To date, the following organizations have contributed to bring the project to fruition.



First Solar. First Solar – Committed to donating series 4 and series 6 solar modules for up to a 4 megawatt array.

### YASKAWA

Yaskawa Solectria Solar – Committed to donating inverters to the project.



Dana Corporation – Committed to purchasing all electricity produced from the array.

Mannik & Smith – Committed to completing the Civil Design aspects of the program as a donation to the project.





Kokosing Construction – Agreed to grade all property to optimal condition prior to solar module installation as donation to the project.

### GEM ENERGY

GEM Energy – Committed to donating all project management, supervision and development time required to complete installation.

JDRM Engineering – Committed to donating costs associated with the electrical engineering design of the project.

Toledo Community Foundation – Completed resident engagement activities and other work in preparation for the project.