

TOLEDO - LUCAS COUNTY PLAN COMMISSIONS

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

July 10, 2026

TO: President Vanice S. Williams and Members of Council, City of Toledo
FROM: Toledo City Plan Commission, Lisa Cottrell, Secretary
SUBJECT: Special Use Permit for a New Community Center at 355 Dearborn Avenue
REF: SUP26-0017

The Toledo City Plan Commission considered the above-referenced request at its meeting on July 9, 2026 at 2:00 P.M. The Plan Commission **recommends approval** to City Council subject to thirty-nine (39) conditions. The Plan Commission also recommends approval of one (1) waiver. Attached is the staff report for the request.

Please contact our office with any questions or concerns.

Respectfully Submitted,

Lisa Cottrell
Secretary

CC: Catholic Charities Diocese of Toledo, One Seagate, Ste. 2300, Toledo, OH 43604
The Collaborative, One Seagate, Park Level 118, Toledo, OH 43604

APPLICATION FOR A SPECIAL USE PERMIT

APPLICATION #: **SUP26-0017**
APPLICANT: The Collaborative
OWNER: Toledo Public Schools (Purchase Agreement with Catholic Charities
Diocese of Toledo)
ADDRESS: 355 Dearborn Avenue
PARCEL(S): 18-67507
ZONING: RD6 (Duplex Residential)
NEIGHBORHOOD: Garfield
REPORT DATE: June 26, 2026
HEARING DATE: July 9, 2026
STAFF REVIEWER: Schultz

Details of Special Use Permit Request:

The applicant is requesting a Special Use Permit for a new Community Center at 355 Dearborn Avenue. Community centers are defined as Community Recreation – Active and require a Special Use Permit in all zoning districts.

Parcel History

The site was originally occupied by a softball field before the East Toledo Junior High School was built on the location in 1976. The school was demolished in 2012.

Existing Conditions:

The subject property is currently occupied by informal parkland consisting of a grass field.

Proposed Project:

The applicant is proposing a new community center building on the southern ± five (5) acres of the ± ten (10) acre parcel. The plans depict prospective future property lines that illustrate an intent to develop the northern portion of the site with a future partner. These prospective illustrations are not part of this special use permit review. Staff is recommending **approval** of the special use permit.



Street view image of the subject property from the corner of Dearborn Avenue and Seaman Road. The proposal is to build a new community center building.



Street view image of the subject property from Dearborn Avenue. The proposal is to build a new community center building.



Street view image of the subject property from Dearborn Avenue. The proposal is to build a new community center building.

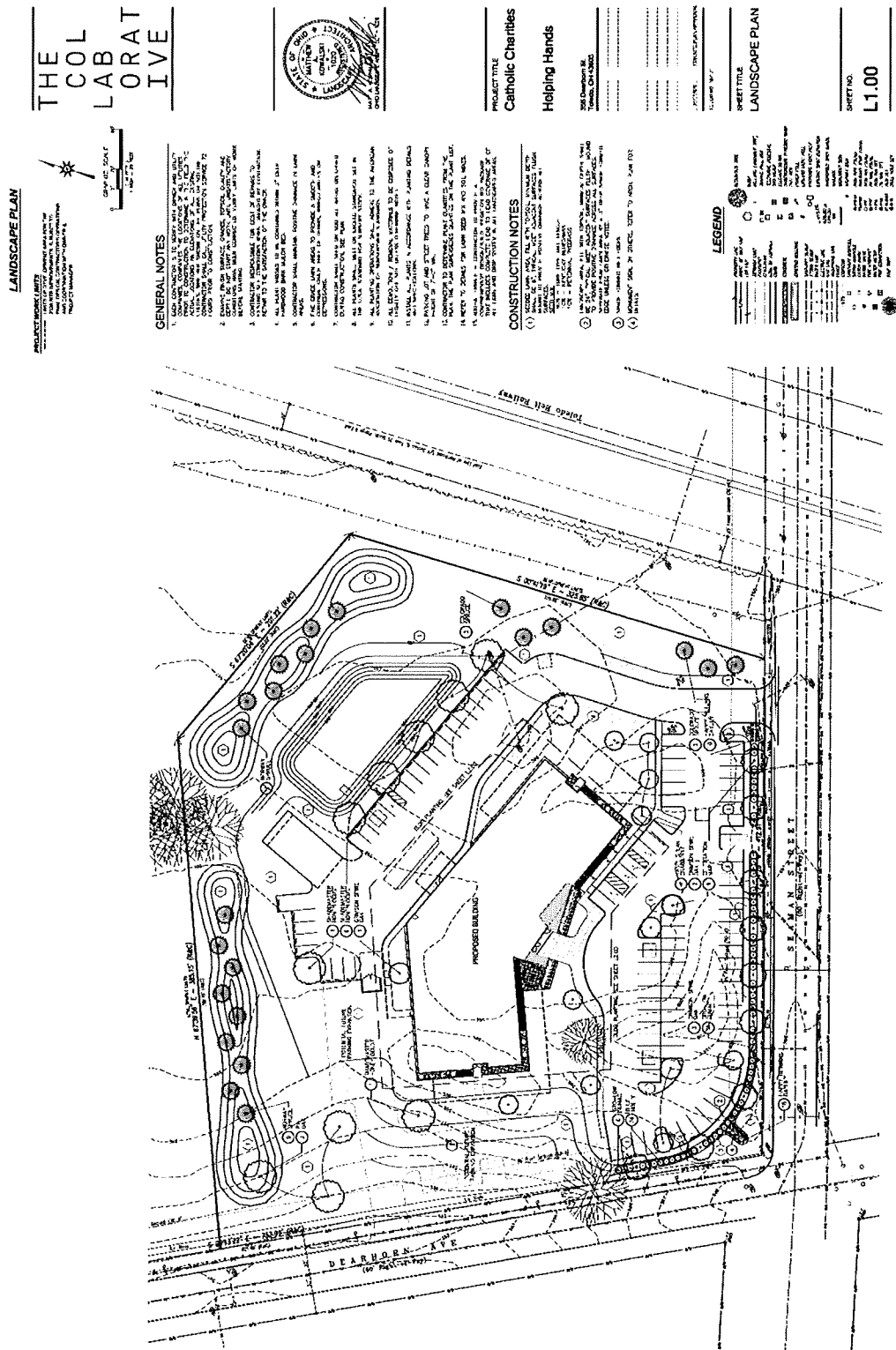


Aerial image of the property. The proposal is to build a new community center building.



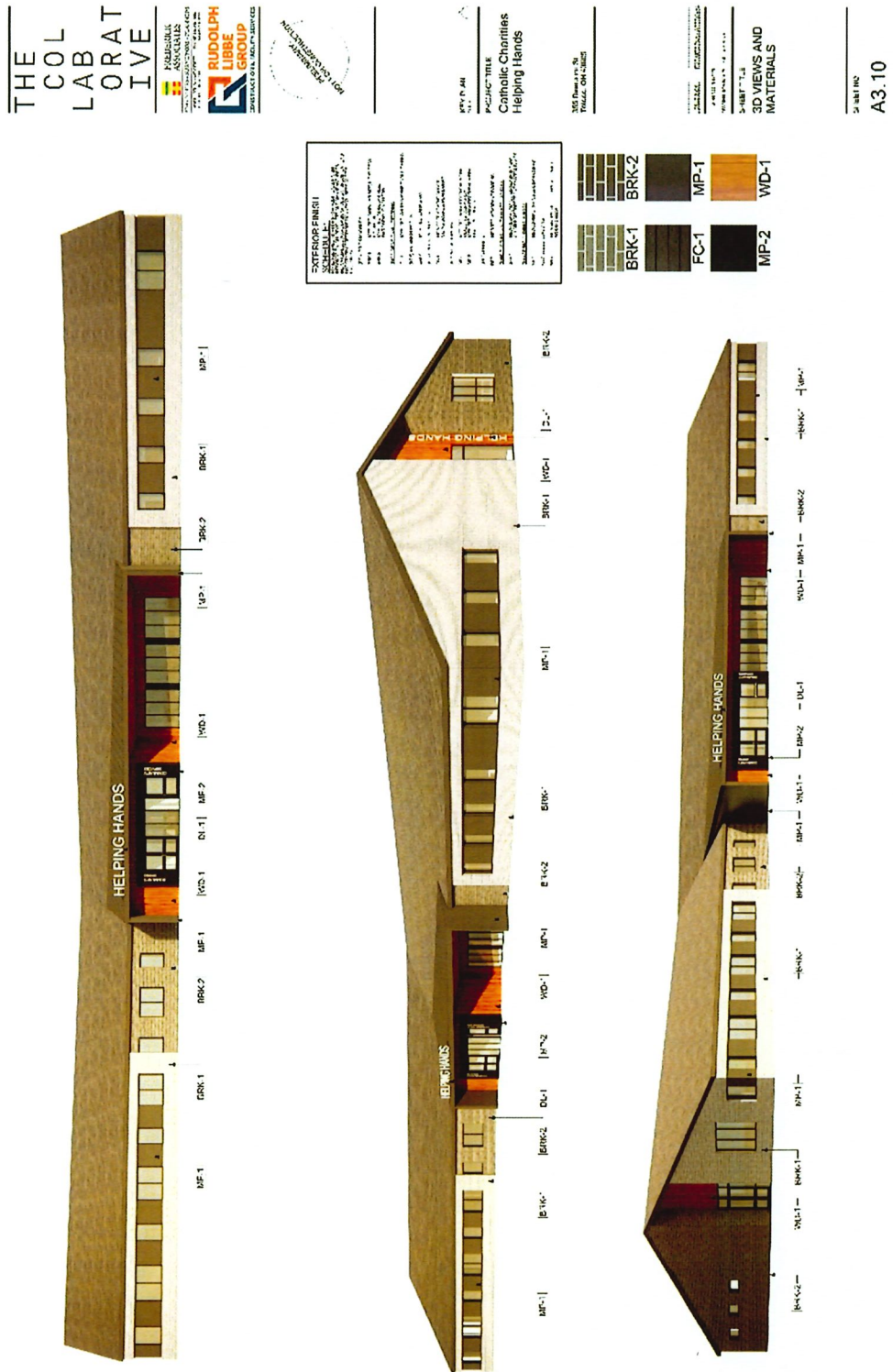
Zoning & Land Use Map of the property. The proposal is to build a new community center building.

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Proposed overall landscape plan for the new community center building.

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Rendering of the proposed community center building.

Analysis

Chapter 1107 – Parking, Loading, and Access

- (a) *1107.0600 Off-Street Parking Schedule "D"*. Community Centers have widely varying parking characteristics. The Planning Director must apply the off-street parking standard that is deemed most similar to the proposed use. – The Plan Director has determined that Off-Street Parking Schedule "B" is most similar to the proposed community center use.
- (b) *1107.0400 Off-Street Parking Schedule "B"*. The maximum number of parking spaces permitted is one (1) for every 200 square feet of building area. – With a building square footage of 18,879, a maximum of ninety-five (95) parking spaces is permitted. 100 parking spaces are proposed. Not acceptable without an alternative access and parking plan.
- (c) *1107.1400 Alternative Access and Parking Plans*. Applicants who wish to provide a greater number of off-street parking spaces than allowed must secure approval of an Alternative Access and Parking Plan. – Applicant shall justify the proposed excess of parking via an alternative access and parking plan or reduce the number of parking spaces.
- (d) *1107.0900 Bicycle Parking*. One (1) bicycle parking space is required for every ten (10) vehicle parking spaces. Such bicycle parking shall meet the standards of §1107.0902. – Not acceptable as depicted. With the proposed vehicle parking spaces, a minimum of ten (10) bicycle parking spaces are required.
- (e) *1107.1200 Location*. In residential districts no parking space may be located within the front yard. – Waiver requested.
- (f) *1107.1700 Accessible Parking for Physically Disabled Persons*. With the proposed 100 vehicle parking spaces, a minimum of one (1) van- and three (3) auto-accessible parking spaces is required. – Number and location acceptable as depicted. Accessible signage must be posted per §1107.1704.
- (g) *1107.1907 Wheel Stops*. Wheel stops are required whenever a parking lot extends to a property line, sidewalk, planting strip, or building. – Not acceptable as depicted.
- (h) Traffic Management has requested the right-of-way line be moved to the back of the existing sidewalk. This would also accommodate a future bike path.

Chapter 1108 – Landscaping and Screening

- (a) *1108.0202 Frontage Greenbelt.* A fifteen-foot (15') wide frontage greenbelt consisting of one (1) tree for every thirty feet (30') of frontage is required along both Seaman Street and Dearborn Avenue. A solid evergreen hedge is required where a parking lot is proposed in the front of the property. – Not acceptable as depicted. Frontage greenbelt trees are required along streets within the entire development limit, not just adjacent to parking areas. Fourteen (14) trees are required along Dearborn Avenue and twelve (12) trees are required along Seaman Street. Frontage greenbelt may need to be adjusted if right-of-way line is moved per Traffic Management's request.
- (b) *1108.0204 Parking Lot Landscaping (Interior).* All parking spaces must be within 100 linear feet of a landscape area. Landscaped terminal islands are required at the end of each parking row. Two (2) canopy trees and six (6) shrubs are required within these interior parking lot landscape areas for each ten (10) parking spaces. – Not acceptable as depicted. Landscape areas and number of trees is acceptable, but a minimum of sixty (60) shrubs is required within interior parking lot areas not including shrubs for frontage greenbelt screening or interior site landscaping requirements.
- (c) *1108.0403(C) Grass or Ground Cover.* Groundcover must be planted not more than 12 inches on center, in such a manner as to present a finished appearance. Rocks, pebbles, sand and similar materials are not approved groundcover. – Not acceptable as depicted. Proposed river rock groundcover is not permitted.

Chapter 1109 – Design Standards

- (a) *1109.0204(A) Connecting Walkways.* At least one main entrance of any institutional building shall face and open directly onto a 5-foot-wide connecting walkway to the street sidewalk without requiring pedestrians to walk around parking lot outlines which are not aligned to a logical route. – Not acceptable as depicted. Walkway coming from the main entrance towards Dearborn Avenue shall connect to the Dearborn Avenue sidewalk.
- (b) *1109.0204(A) Connecting Walkways.* Connecting walkways may cross parking aisles if distinguished from driving surfaces through the use of durable, low maintenance surface materials such as pavers, bricks, scored concrete or scored and painted asphalt. – Not acceptable as depicted. Crosswalks shall be installed where walkways cross drive aisles.

Chapter 1113 – Signs

- (a) *1113.0102 Permit Required.* All proposed signs shall obtain a separate sign permit. – Such proposed signage shall meet the requirements of Chapter 1113.
- (b) *1113.0304 Building Sign Standards.* No building sign may extend above the height of the building. – The depicted sign above the main entrance is not acceptable.

Requested Waiver Recommendations

- (a) 1107.1202(A)(1). Waiver to permit parking within the front yard in a residential district.
– APPROVE; The proposed use is institutional rather than a typical residential use.

Neighborhood Meeting

A neighborhood meeting was held on June 16, 2026 at the Glass City Enrichment Center. Roughly fifteen (15) people were in attendance, although most were involved with the project. A neighbor had concerns about property values and traffic. She was also concerned that there were no sidewalks on some nearby streets, making access more difficult. Others did not voice support or opposition.

Garfield Community Plan

The Garfield Community Plan was adopted in October 2021 as the neighborhood's master plan. The site is within the Garfield Plan's Ravine Parks Zone and is designated to remain as park land. The plan calls for the restoration of park amenities – including baseball field(s) that once occupied this site – and shows potential pedestrian pathways through this site. While the proposed community center is not park land, it does provide amenities to the community's low-income and unhoused population. The applicant has also saved room for potential future pedestrian pathways through this site as depicted in this plan and others. The proposed community center is consistent with the Garfield Community Plan.

Forward Toledo Comprehensive Land Use Plan

The Forward Toledo Comprehensive Land Use Plan Future Land Use Map identifies this site for Park Land (PL). The Park Land land use designation provides space for parks, gathering spaces, recreation areas, open spaces, and nature conservation areas for public use. Land uses within this designation provide public benefit and enjoyment without payment, membership, or other form of exclusivity. While the proposed community center is not park land, it does provide gathering space for the community's low-income and unhoused population without any form of exclusivity. The applicant has also made moves to preserve potential future park land including a walking path to the east of the building. The community center also supports the Plan's Encourage Social Opportunities, Promote Recreational Opportunities, and Inclusive Communities goals by providing a place for the community's low-income and unhoused populations to engage in social, recreational, and supportive activities. The proposed community center is consistent with the Forward Toledo Plan.

Development Approval Criteria

- (1) The proposed use is consistent with the stated purpose of the zoning code (TMC§1111.0706(A))
- (2) The proposed use complies with all applicable provisions of the zoning code (TMC§1111.0706(B)); and

Development Approval Criteria (continued)

- (3) The proposed use is compatible adjacent uses in terms of scale, site design, and operating characteristics (TMC§1111.0706(C)).

Recommendation:

1111.0706 Review and Decision-Making Criteria – APPROVE – Special Use Permit for a New Community Center at 355 Dearborn Avenue subject to thirty-nine (39) conditions.

Findings:

- (1) The proposed new community center is consistent with the Forward Toledo Comprehensive Land Use Plan; and,
- (2) The community center's site plan makes room for potential future park pedestrian walkways and amenities.

Conditions of Approval

Staff recommends this approval be subject to the following **thirty-nine (39)** conditions:

Division of 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 **proposed** 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 Steve Kessinger at (419) 245-1347 or steve.kessinger@toledo.oh.gov. The application can be obtained at Toledo.oh.gov search: Right of Way opening permit.
4. Contact Dusty May at (419) 936-2697 or dusty.may@toledo.oh.gov for inspection of above-mentioned items. Do not contact John Williams like the Right of Way Permit says.
5. Match the existing pavement in the trench on Seaman Street.

Conditions of Approval (continued)

Division of Engineering Services (continued)

6. On the title sheet, under Utility Contacts, change the City of Toledo Water contact to: Gina Green, 419-245-1818.
7. On sheets showing project limits, on the east side of the property the project limits shall not extend into the City of Toledo's 60-foot easement for a 72-inch diameter water main.
8. Refer to comments provided by the Division of Water Distribution regarding private water mains and/or service lines.
9. The future application for a building permit will require Stormwater approval. Submit according to the Toledo Stormwater submittal cover page. Drawings by an Ohio P.E. are required, as well as a SWP3. A sewer construction permitting fee applies as well, according to an Engineering Dept. Fee chart, aside from fees shown in the building dept. portal.
10. Sanitary sewer service for this development is available subject to the Rules and Regulations of the Department of Public Utilities.
11. 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.
12. 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.

Division of Environmental Services

13. 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 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 with the SWP3 and readily accessible during normal working hours.
14. Applicant shall maintain compliance with Ohio EPA's General Storm Water NPDES permit programs.

Conditions of Approval (continued)

Division of Environmental Services (continued)

15. Applicant is strongly encouraged to install permanent inlet filters with oil absorbent pillow in parking lot catch basins to treat stormwater.
16. 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.
17. 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
18. 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.

Bureau of Fire Prevention

19. The proposed new building will require compliance with all applicable Building, Fire, Electrical, Mechanical and Plumbing code requirements. (OBC105.1 & 101.4)
20. A Fire Hydrant may be required to be placed on site. (OFC 507.1 and 507.5.1, TMC 1511.03, rule 5, #1) Private hydrants shall be supplied by at least an 8 inch main and of the same type used by Public Utilities Department, Water Distribution. Plans for private mains shall be submitted to the Chief of the Fire Prevention Bureau for approval prior to installation. (OFC507.5.1, TMC 1511.03, Rule 5, #2) – Note – it appears a private water line to the building with a hydrant on site is shown on the civil plan.
21. A Knox Box key box is required for after hours access for life saving and fire fighting purposes (OFC 506.1)
22. New and existing buildings shall be provided with approved address identification that meets Building & Fire Code requirements. (OBC 501.2 & OFC 505.1)
23. A radio signal strength test may be needed for this building, and possible radio signal enhancements based on the results of the test. (OFC510.1 – for new buildings)

Conditions of Approval (continued)

Division of Traffic Management

24. Accessible parking signage must be posted directly in front of the parking space at a height of no less than 60 inches and no more than 72 inches above pavement level per TMC 1107.1704. (Detail must dimension to bottom of accessible sign not the minimum fine sign.)
25. Wheel stops are required at all parking spots that abut sidewalks, property lines, planting strips and buildings per TMC 1107.1907.
26. Traffic Management requests the right-of-way line be moved to the back of existing sidewalk. This will also accommodate for future bike path.

Plan Commission

27. A maximum of ninety-five (95) parking spaces are permitted on this site. The applicant shall either justify this excess of parking to the Plan Director per TMC§1107.1400 or submit a revised site plan to the Plan Director depicting no more than ninety-five (95) off-street parking spaces.
28. One (1) bicycle parking space is required for every ten (10) vehicle parking spaces. Such bicycle parking shall meet the standards of §1107.0902. The applicant shall submit a revised site plan to the Plan Director depicting a minimum of ten (10) bicycle parking spaces. A detail shall be added to the revised site plan depicting compliance with TMC§1107.0902.
29. A fifteen-foot (15') wide frontage greenbelt consisting of one (1) tree for every thirty feet (30') of frontage is required within the project limits along both Seaman Street and Dearborn Avenue. A solid evergreen hedge is required where a parking lot is proposed in the front of the property. The applicant shall submit a revised landscape plan to the Plan Director depicting compliance with this condition.
30. All four sides of the dumpster must be screened at a minimum height of six feet (6'). Screen materials can be any combination of evergreen plantings, fence or wall structure.
31. Six (6) shrubs are required within interior parking lot landscaping areas for every ten (10) parking spaces. The applicant shall submit a revised landscape plan to the Plan Director depicting compliance with this condition.
32. Proposed river rock groundcover shall be removed and replaced with an acceptable material. The applicant shall submit a revised landscape plan replacing the proposed ricker rock.
33. Landscape materials must meet the standards of TMC§1108.0400, including irrigation, maintenance, and plant material size requirements.

Conditions of Approval (continued)

Plan Commission (continued)

34. At least one main entrance of any institutional building shall face and open directly onto a 5-foot-wide connecting walkway to the street sidewalk without requiring pedestrians to walk around parking lot outlines which are not aligned to a logical route. The applicant shall submit a revised site plan to the Plan Director depicting a complete pedestrian connection from the building's main entrance to Dearborn Avenue.
35. The applicant shall submit a revised site plan to the Plan Director depicting pedestrian crosswalks that are distinguished per TMC§1109.0204(A).
36. Any proposed signage shall obtain a separate sign permit meeting the requirements of TMC Chapter 1113. Some currently-depicted signage does not meet the requirements of TMC Chapter 1113.
37. 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.
38. 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.
39. 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.