REF: SUP25-0022 DATE: August 14, 2025

GENERAL INFORMATION

Subject

Request - Special Use Permit for a new Community Center

Location - 601 Junction Avenue

Applicant / Owner - Lucas County Land Bank

One Government Center, Suite 580

Toledo, OH 43604

Engineer - Frederick Associates

4645 N. Summit Street Toledo, OH 43611

Site Description

Zoning - CR / Regional Commercial

Area - ± 1.47 acres

Frontage - ±415.84' along Nebraska Avenue

±331.25' along Junction Avenue

Existing Use - Vacant St. Anthony's Church & Vacant Parcels

Proposed Use - Community Center with Parking Lot

Area Description

North - CR & RD6 / Vacant Commercial, Lodge, Single-

Dwelling Residential

South - CR & RD6 / Nebraska Avenue, Junction Park, Urban

Agriculture, Single-Dwelling Homes, Duplex Homes

East - CR & RD6 / Residential Facility, Single-Dwelling

Homes, Commercial Structure

West - CR / Padua Center, Single-Dwelling Homes

Parcel History

Z-256-75 - Zone Change from C-3 (Commercial) and M-1

(Restricted Industrial) to R-3 (Two-Family Residence) at Nebraska Ave. between Junction Ave. & Hoag St. (P.C. deferred indefinitely 11/12/75)

T-56-18 - Lot Split at 1416 Nebraska Avenue

(Administratively approved 7/18/18)

GENERAL INFORMATION

Applicable Plans & Regulations

- Toledo Municipal Code (TMC), Part Eleven: Planning and Zoning Code
- Forward Toledo Comprehensive Land Use Plan
- Junction Neighborhood Master Plan

STAFF ANALYSIS

The applicant is requesting a Special Use Permit for a Community Center at 601 Stickney Avenue. The site is approximately 1.5 acres and currently zoned Regional Commercial (CR). The applicant – the Lucas County Land Bank – is proposing to convert the existing vacant church on the site into a community center which will be owned and operated by the City of Toledo, Department of Parks and Youth Services. A Special Use Permit is required to operate a community center. To the north of the site are vacant commercial parcels, a lodge, and single-dwelling residences, to the south of the site is Nebraska Avenue, Junction Park, urban agriculture, single-dwelling homes, and duplex homes, to the east is a residential group home, single-dwelling homes, and a commercial structure, and to the west is the Padua Center and more single-dwelling homes.

Parking, Loading and Access

The site currently shares a small parking lot with the adjacent Padua Center to the west. The applicant is proposing fifty-three (53) additional parking spaces – four (4) accessible spaces adjacent to the church and forty-nine (49) spaces in a new parking lot across Junction Avenue. The Plan Director has determined that this is more than an acceptable number of parking spaces per TMC§1107.0600 *Off-Street Parking Schedule "D"*.

All auto accessible parking spaces must have a five foot (5') loading aisle per TMC§1107.1702(A). One (1) of the proposed accessible spaces is missing this loading aisle. The addition of this aisle on a revised site plan has been included as a condition of approval.

TMC§1107.0900 *Bicycle Parking* requires a minimum of one (1) bicycle parking space per ten (10) vehicle parking spaces. Six (6) bicycle parking spaces are required for the site. The proposed bicycle rack location is acceptable as depicted on the site plan. Bicycle rack(s) must be securely fixed to the ground and meet the standards of TMC§1107.0902. This has been included as a condition of approval.

The Division of Traffic Management has objected to the proposed driveway access onto Junction Avenue and believes that effective parking lot access can be achieved solely off of Nebraska Avenue. Should access to Junction Avenue be desired, the applicant may be able to gain access via the existing alley – although they would have to improve the alley in order to do so. The removal of the proposed Junction Avenue driveway access has been included as a condition of approval. This condition goes on to permit the applicant to access the adjacent alley subject to review and approval by the Plan Director and Division of Traffic Management.

STAFF ANALYSIS (cont'd)

Parking, Loading and Access (cont'd)

The Division of Traffic Management also objects to the proposed mid-block pedestrian crossing on Junction Avenue and asks that pedestrians be directed to the signalized crossing at the corner of Nebraska and Junction. Staff agrees that pedestrian utilization of this existing signalized crossing is preferred; however, there are concerns that the proposed detention area will naturally direct pedestrians away from this preferred crossing, leading to midblock crossings whether formalized or not. Ideally the detention area would be moved either underground or to the rear of the site; however, there would be significant cost in doing so as the site naturally drains towards the proposed detention area. Traffic Management's condition to remove the mid-block crossing has been included as a condition of approval.

Landscaping and Screening

TMC§1108.0202 Frontage Greenbelt requires a fifteen foot (15') wide frontage greenbelt along both Junction Avenue and Nebraska Avenue. At least one (1) tree is required within these frontage greenbelts for every thirty feet (30') of frontage. Four (4) trees are required along Junction Avenue and nine (9) trees are required along Nebraska Avenue. The site plan depicts thirty-foot (30') wide frontage greenbelts with two (2) trees along Junction Avenue and six (6) trees along Nebraska Avenue. Five (5) additional trees are required within these frontage greenbelts. The addition of these required trees on a revised landscape plan has been included as a condition of approval.

TMC§1108.0202 Frontage Greenbelt also requires a solid evergreen hedge planting within the frontage greenbelts when abutting a parking lot. Low, undulating (horizontal and vertical) earth berms or decorative stone or brick walls (no concrete block), or ornamental metal fencing or combinations thereof may also be approved by the Planning Director. None of these options have been proposed; however, it is required in order to screen the parking lot. The addition of a frontage greenbelt screen – whether evergreen shrubs or another method approved by the Planning Director – on a revised landscape plan has been included as a condition of approval.

Lastly, TMC§1108.0202 Frontage Greenbelt prohibits traditional retention and detention pond stormwater treatment facilities within the required frontage greenbelt. Other stormwater treatment facilities may occupy only up to fifty percent (50%) of the frontage greenbelt. A swale stormwater treatment facility is proposed in the majority of the frontage greenbelt. A small portion of the facility – the area labeled "micropool" on the attached parking lot grading plan – is considered a traditional retention/detention pond. TMC§1108.0202 permits the Plan Director to waive these requirements if, in consultation with the City of Toledo's Division of Engineering Services, it is determined that physical site characteristics or constraints cause placement of these facilities elsewhere impractical. The Plan Director is willing to waive this requirement in this fashion so long as a portion of the stormwater facility is planted as a low maintenance pollinator garden. The submission of low maintenance pollinator garden details to the Plan Director for review and approval has been included as a condition of approval.

STAFF ANALYSIS (cont'd)

Landscaping and Screening (cont'd)

A Type A landscape buffer is required along the parking lot's eastern property line per TMC§1108.0203 due to the adjacent property's Duplex Residential (RD6) zoning classification. A ten foot (10') wide landscape area with a solid fence or wall with a minimum height of six feet (6') is required in this area. Four (4) trees and fifteen (15) shrubs are required for every 100 linear feet. As such, five (5) canopy trees and nineteen (19) shrubs are required within this eastern Type A buffer area. No trees or shrubs are shown on the landscaping plan within the provided ten foot (10') wide landscape buffer. The addition of these trees and shrubs on a revised landscape plan has been included as a condition of approval.

TMC§1108.0204 *Parking Lot Landscaping* requires two (2) canopy trees and six (6) shrubs for every ten (10) parking spaces within a parking lot. Ten (10) trees and thirty (30) shrubs are required in this forty-nine-space (49) parking lot. Six (6) trees and thirty-three (33) shrubs are shown on the landscaping plan. The addition of these required interior parking lot trees has been included as a condition of approval.

Frontage greenbelt trees have been added on the community center building's side of the street as well. This is an existing site with minimal proposed modifications along the right-of-way. A new frontage greenbelt is not required; however, the proposed trees bring the site closer to conformance with the code and further the goals of the Junction Neighborhood Master Plan.

Also on the community center building's side of the street is a proposed eight-foot (8') tall wooden screening fence with shrubs surrounding several ground-mounted mechanical units.

Junction Neighborhood Master Plan

The Junction Neighborhood Master Plan identifies St. Anthony's Church as an iconic monument for both the Junction Neighborhood and Toledo as a whole. The plan emphasizes that this church should remain a vital part of the neighborhood and that it should serve as a cultural core. The plan also states that reuse of the church should establish revenue for the neighborhood for continual neighborhood development. The conversion of the church into a community center would promote the building as a vital cultural core for the Junction neighborhood. The community center use is compliant with the Junction Neighborhood Master Plan.

Forward Toledo Comprehensive Land Use Plan

The Forward Toledo Comprehensive Land Use Plan identifies this site for neighborhood mixed-use land uses. The Neighborhood Mixed-Use land use designation preserves and promotes pedestrian-oriented commercial and mixed-use areas. These are a core component of neighborhoods and provide the highest density of commercial and housing opportunities. Individual parking lots for single commercial uses are discouraged. Parking areas should be consolidated serving multiple users. The proposed community center use is consistent with the Forward Toledo Plan as the community center will fill a longstanding need in the Junction

STAFF ANALYSIS (cont'd)

Forward Toledo Comprehensive Land Use Plan (cont'd)

neighborhood for a flexible space that can host activities like athletic training, youth programming, community meetings, and other private events. Additionally, the proposed development supports the following goals of Forward Toledo: Promote Recreational Opportunities, Encourage Social Opportunities, Building Preservation and Strengthen Neighborhoods.

Staff recommends approval of the requested Special Use Permit because the proposed use meets the stated purpose of the zoning code and is compatible with adjacent uses in terms of scale, site design, and operating characteristics. Additionally, staff recommends approval of the proposed community center because it is supported by multiple goals of the Forward Toledo Comprehensive Land Use Plan.

STAFF RECOMMENDATION

The staff recommends that the Toledo City Plan Commission recommend approval of SUP25-0022, a Special Use Permit for a new community center at 601 Junction Avenue, to the Toledo City Council, for the following three (3) reasons:

- 1. The proposed use meets the stated purpose of the Zoning Code and is consistent with the recommendations and goals of the Forward Toledo Comprehensive Land Use Plan (TMC§1111.0706(A));
- 2. The proposed use complies with all applicable provisions of the zoning code (TMC§1111.0706(B)); and
- 3. The proposed use is compatible with adjacent uses in terms of scale, site design, and operating characteristics (TMC§1111.0706(C)).

The staff further recommends that the Toledo City Plan Commission recommend approval of SUP25-0022, a Special Use Permit for a new community center at 601 Junction Avenue, to the Toledo City Council, with the following **forty-two (42)** 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.

Bureau of Fire Prevention

- 1. It appears that this building will undergo a change of use and change in level of activity. This will require compliance with all applicable Building, Fire, Electrical, Mechanical and Plumbing code requirements. (OBC 105.1 & 101.4)
- 2. New and existing buildings shall be provided with approved address identification that meets Building Fire Code requirements. (OBC 501.2 & OFC 505.1)

STAFF RECOMMENDATION (cont'd)

Bureau of Fire Prevention (cont'd)

- 3. A radio signal strength test will be needed in the building, and possible radio signal enhancements based on the results of the test. (OFC 510.2 & 1103.2 for existing buildings)
- 4. A fire safety inspection is required prior to occupancy. (OFC 105.3.3.2 & TMC 1309.09)
- 5. Fire Safety during remodeling shall comply with the applicable requirements of the Building and Fire Codes. (OBC & OFC Chapter 33)

Division of Transportation

- 6. All auto accessible parking spaces must have a 5' loading aisle per TMC 1107.1702 (A). (One auto accessible parking space does not have a loading aisle.)
- 7. 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. (Accessible parking sign detail is too tall.)
- 8. All parking spaces, driveways and drive aisle must be clearly dimensioned on drawings per TMC 1107.1911. (Existing parking near new accessible parking is not dimensioned.)
- 9. Drive aisles are required to be 25' wide for two-way traffic per TMC 1107.1911.
- 10. Adjacent parking lot shall direct pedestrians to corner of Nebraska and Junction to promote utilizing signalized crossing. The mid-block crossing shall not be permitted for safety concerns of pedestrians.
- 11. Traffic Management will not permit Junction Avenue driveway access for the adjacent parking lot.
- 12. Any and all unused curb cuts and drive approaches must be removed on Junction Avenue and replaced with new curb and grass to match adjacent areas.

Division of Engineering Services

13. 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.

REF: SUP25-0022...August 14, 2025

STAFF RECOMMENDATION (cont'd)

Division of Engineering Services (cont'd)

- 14. 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 sub 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.
- 15. 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.
- 16. Pavement Repair areas on Junction Ave. and in the alley need to match existing pavement.
- 17. The City of Toledo public water system does not appear to be impacted by this project. Refer to comments provided by the Division of Water Distribution regarding private water mains and/or service lines.
- 18. Designer should consider potential for sewer gas odor at proposed new downspout connections.
- 19. Basin footprint and size will need confirmed to provide for the required flow restriction, flood control volume, and side slope grading.
- 20. A full submittal for review requires submittal of the regional SWP3 submittal coversheet as provided to applicant, ad its items 1.a. 1.g. Following the stormwater review, comment and revisions, additional items needed to receive a stormwater construction permit are listed on the SWP3 submittal cover sheet, items 2.a. 2.c., as well as the sewer fee for plan review and field inspection.
- 21. SWP3 activities and sequencing shall account for demolition, since demolition permitting could occur prior to construction permitting.
- 22. Sanitary sewer service for this development is available subject to the Rules and Regulations of the Department of Public Utilities.
- 23. A single sanitary sewer tap from tis site shall be allowed into the public sanitary sewer system. Developer shall use existing sanitary tap, when available.
- 24. It is recommended for the owner to modernize the property with a sewage check valve to protect against sewage backup that could occur in the event of surcharge of the City sewer main or church downspouts.

REF: SUP25-0022...August 14, 2025

STAFF RECOMMENDATION (cont'd)

Division of Environmental Services

- 25. 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. (this comment is specific for sites above 2,500 square ft)
- 26. Applicant shall maintain compliance with Ohio EPA's General Storm Water NPDES permit programs.
- 27. Applicant is strongly encouraged to install permanent inlet filters with oil absorbent pillow in parking lot catch basins to treat stormwater.
- 28. 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.
- 29. 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
- 30. 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

31. Bicycle spots must be at least two feet (2') by six feet (6') and rack(s) must be securely fixed to the ground per TMC§1107.0900. **Detail shall be submitted to the Plan Director for review and approval.**

STAFF RECOMMENDATION (cont'd)

<u>Plan Commission</u> (cont'd)

- 32. Pursuant to TMC§1108.0202 the frontage greenbelts along Junction and Nebraska Avenues adjacent to the proposed parking lot require least one (1) tree for every thirty feet (30') of frontage. Not acceptable as depicted. A revised landscape plan shall be submitted to the Plan Director depicting at least four (4) trees within Junction Avenue greenbelt and nine (9) trees within Nebraska Avenue greenbelt.
- 33. Pursuant to TMC§1108.0202 the frontage greenbelts along Junction and Nebraska Avenues adjacent to the proposed parking lot require a solid evergreen hedge planting. Low earth berms, decorative stone or brick walls, ornamental metal fencing, or combinations thereof may also be approved by the Planning Director. Not acceptable as depicted. A revised landscape plan shall be submitted to the Plan Director depicting an acceptable screen within the Junction Avenue and Nebraska Avenue greenbelts.
- 34. Portions of the proposed stormwater treatment facility shall be planted with a low maintenance pollinator garden. Low maintenance pollinator garden details shall be submitted to the Plan Director for review and approval.
- 35. A Type A landscape buffer is required along the parking lot's eastern property line pursuant to TMC§1108.0203. Four (4) canopy trees and fifteen (15) shrubs are required for every 100 linear feet. Not acceptable as depicted. A revised landscape plan shall be submitted to the Plan Director depicting at least five (5) canopy trees and nineteen (19) shrubs within this type A buffer.
- 36. Two (2) canopy trees and six (6) shrubs are required for every ten (10) parking spaces within the parking lot pursuant to TMC§1108.0204. Not acceptable as depicted. A revised landscape plan shall be submitted to the Plan Director depicting at least ten (10) trees and thirty (30) shrubs within or adjacent to the parking lot.
- 37. The city should consider permitting nearby commercial/institutional users to use the proposed parking lot at the corner of Junction Avenue and Nebraska Avenue.
- 38. Applicant shall obtain appropriate permits for any proposed signage, subject to TMC§1113 *Signs*.
- 39. 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.
- 40. Approval of the Special Use Permit will lapse after one (1) year if the criteria listed in TMC§1111.0707 have not been met.

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STAFF RECOMMENDATION (cont'd)

Plan Commission (cont'd)

- 41. 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.
- 42. 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.

SPECIAL USE PERMIT TOLEDO CITY PLAN COMMISSION

REF: SUP25-0022 DATE: August 14, 2025

TIME: 2:00 P.M.

CITY COUNCIL
ZONING AND PLANNING COMMITTEE

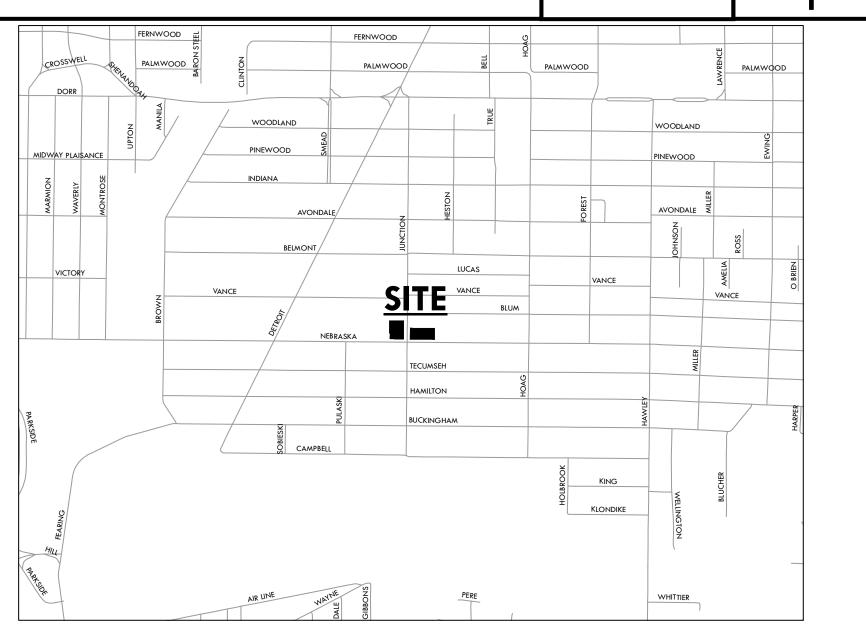
DATE: September 17, 2025

TIME: 4:00 P.M.

AS Seven (7) sketches follow

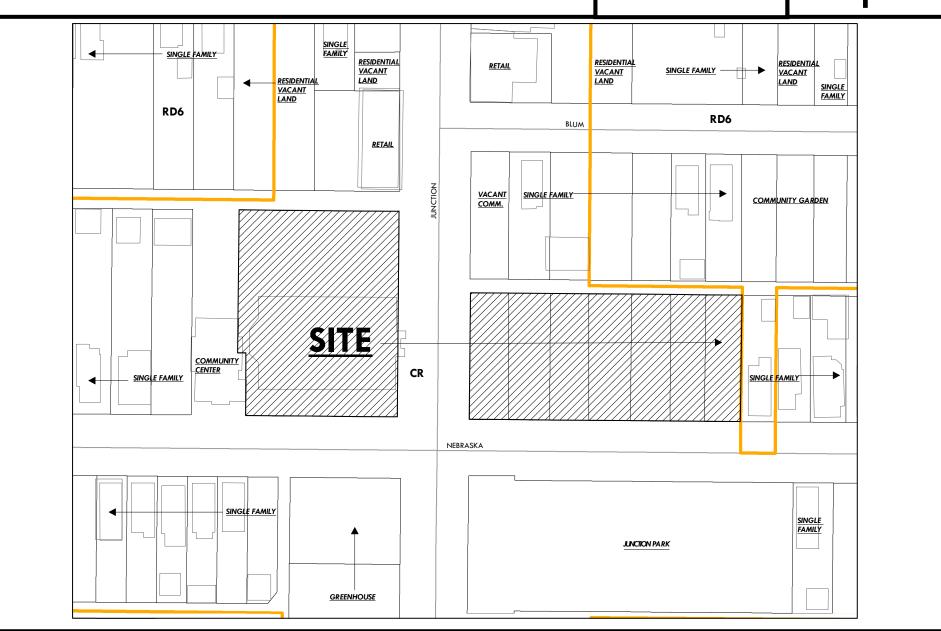
GENERAL LOCATION





ZONING & LAND USE







PROJECT WORK LIMITS

UNDERGROUND UTILITY LOCATION:

SUMMARY OF IMPERVIOUS AREAS-PROPOSED:

12,017 SF - EX BUILDING 16,227 SF - TOTAL IMPERVIOUS AREA PROPOSED

EX CONDITION = 20,482 SF PROP CONDITION = 18,227 SF NET **DECREASE** IN IMPREVIOUS AREA = 20,482 SF - 16,227 SF = 4,255 SF EXPRESENTS A 20,876 REDUCTION IN IMPERVIOUS AREA ON THE CHURCH RENOVATION SITE.



CONCRETE PAVEMENT 592 SF 3 HD CONC HEAVY -DUTY CONCRETE 153± SF **④**

6 PARKING BLOCKS - 4 TOTAL



GENERAL NOTES:
1) ALL DIMENSIONS ARE SHOWN TO EDGE OF PAVEMENT / FACE OF CURB, UNLESS OTHERWISE

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ENGINEER PROOF TO CONSTRUCTION.
12) SEE PHOTOMETRIC PLAN BY OTHERS FOR FINAL LIGHT LOCATIONS AND DETAILS, ANY/ALL
LIGHTS SHOWN ON THIS SITE PLAN ARE FOR REFERENCE ONLY.

PROPOSED PLANTINGS.

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APPAREENT / CONCRETE RESTORATION:

PAYMENT / CONCRETE RESTORATION:

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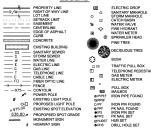
PARKING SUMMARY FOR THE ST ANTHONY'S IMP

OR THE STANTHONY'S IMPROVEMENTS:
PARKING SPACE: 97/18"
PARKING ANGLE: 60"
DRIVE AISLE: MIN 16" FOR ONE-WAY TRAFFIC

PROPOSED PARKING -STANDARD SPACES = 49 SPACES HANDICAP SPACES = 4 SPACES (ADJACENT TO BLDG) TOTAL PARKING = 53 SPACES



LEGEND



THE COLLAB ORAT IVE





TRASH ENCLOSURE

JUNCTION AVENUE CROSSWALK

MECH EQUIPMENT SCREENING
CONTRACTOR SHALL INSTALL AN 8'T JALL PRIVACY
FENCE AS INDICATED ON THE SITE PLAN. REFER TO
LANDSCAPE PLAN FOR DETAIL OF THE FENCE
CONSTRUCTION.

BICYCLE RACK DATA OR THE ST ANTHONY'S IMPROVEMENTS REQUIRED BICYCLE RACK CAPACITY =

PROPOSED BICYCLE RACKS -ONE (1) CONCRETE PAD INSTALLED WITH TWO (Z) TIMBERFORM CYCLOPE MODEL No. 2170-6 RACKS TOTAL PROPOSED = 8 BICYCLE RACKS

TYPICAL CONCRETE PAD ~ INSTALL 6' X 18' CONCRETE - MIN 6" DEPTH BICYCLE RACK LEGEND

> PROP 6'x18' CONC PAD & BICYCLE RACK Concrete Bicycle Pad
>
> 5" Non-Reinforced Concrete
>
> 4" ODOT 304 Aggregate

PROJECT TITLE LUCAS COUNTY LAND BANK

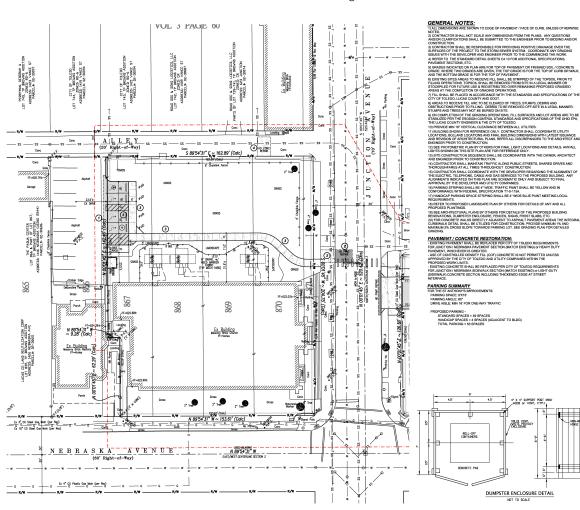
St. Anthony's Church Renovation 601 Junction Avenue Toledo, Ohio 43607

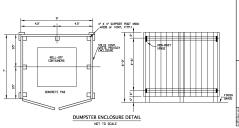


SHEET TITLE SITE DIMENSIONAL PLAN

SHEET NO.

C2.10

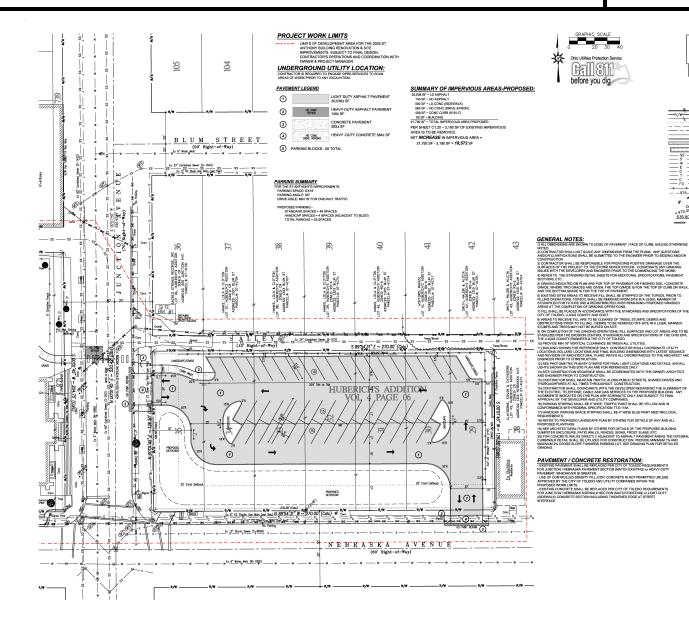


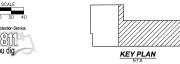


TOP VIEW 5'-0" (±5/8") (814 mm) PRONT VIEW HER SOCKET SET SCREW (TYPICAL-4)-U.-O. UMRHED GENDE DASE COVER (TYPICAL-2) --(0"-10") -(354 mm) The second communication of th

SUP25-0022 **ID 19**











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PROJECT TITLE LUCAS COUNTY LAND BANK

St. Anthony's Church Renovation 601 Junction Avenue

Toledo, Ohio 43607	
6/30/2025	PERMIT REVIEW SET
_5/12/2025 _	SD_PROGRESS_SET
TC JOB NO. 107129	

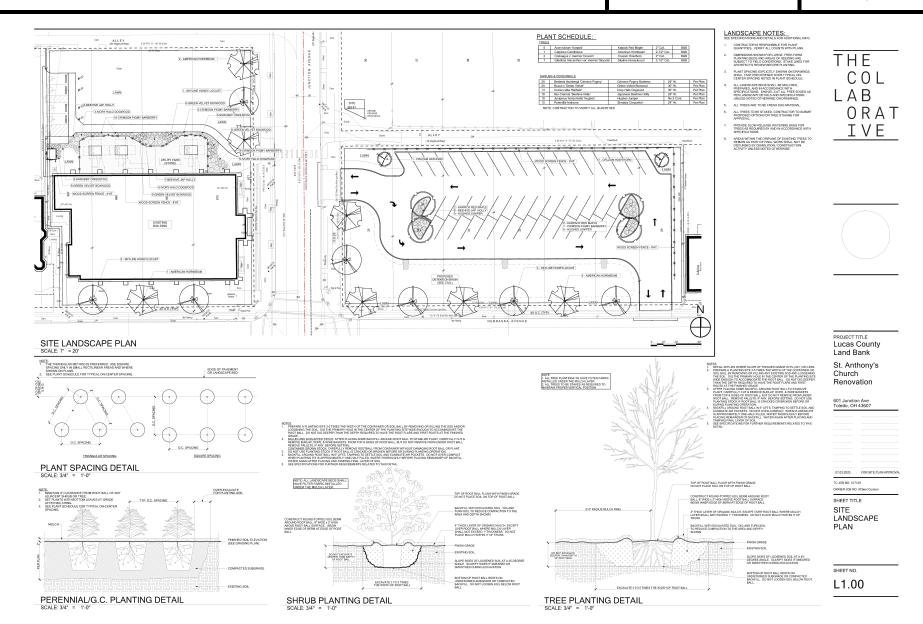
SHEET TITLE SITE DIMENSIONAL PLAN

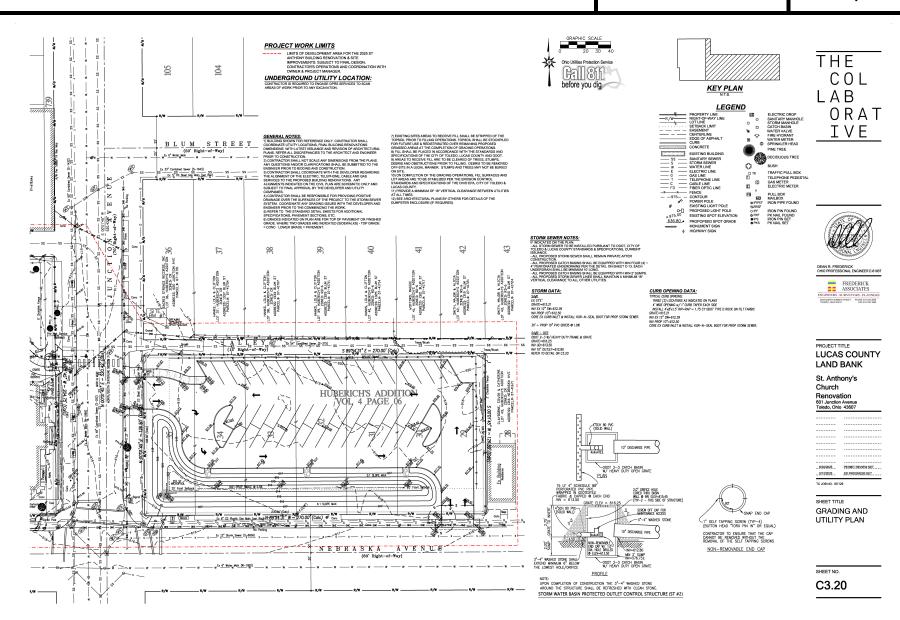
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C2.20

LANDSCAPE PLAN







NORTH ELEVATION



