

Meeting Date:  
October 13, 2025

Location:  
Oak Grove Park  
2400 Barlow Road

Parcel Numbers  
3000739

Request:  
Major Site Plan

Applicant:  
Jarlath Caldwell, GPD  
Group; City of Hudson

Property Owner:  
City of Hudson

Zoning:  
D1- Suburban Residential  
Neighborhood

Case Manager:  
Nick Sugar, City Planner

Staff Recommendation  
Approval subject to  
conditions on page 9

## Contents

- Site Plans, 9.15.25
- Wetland Delineation, 9.15.25
- Stormwater Report, 9.15.25
- Trip Generation/ Parking Report, 9.25
- Equipment Specs/Renderings
- Asst. City Engineer review dated 10.1.25
- Public Comments
- Supplemental Documents



City of Hudson GIS

## Project Background:

The Hudson Inclusive Playground represents a partnership between the City of Hudson and HIP, a local advocacy group with the mission to build a fully accessible, inclusive, playground. Inclusive playgrounds create play spaces where all people, including individuals with physical, sensory, or developmental disabilities, can engage fully with play and equipment.

The playground is proposed to be constructed at Oak Grove Park. The proposed location is within the interior of the park, at the current gravel parking lot between the baseball fields and the Hudson Jaycees building (haunted house). The City of Hudson Park Board formally recommended the location of Oak Grove to City Council.

The property is zoned District 1: Suburban Residential Neighborhood. The proposed improvements would include:

- Approximate 28,000 square foot playground area. Approximately 24 activities/equipment types would be provided
- Asphalt parking lot with 15 ADA spaces. Existing gravel parking would also be utilized.
- Restroom building
- Bioretention area adjacent to the playground and French drain/storm pipe installed to the southern portion of the property.

Staff notes the plan set has been separated into two project areas:

- Project Area #1: Includes the playground and parking central to the site.

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- Project Area #2: Includes a paved path, sanitary/septic area, and separate French drain for the existing baseball fields.

#### **Adjacent Development:**

The property is adjacent to single family residential to the south and east, industrial (Little Tikes) to the west, and parkland (Wood Hollow Metro Park) to the east.

#### **City Charter and Section 1203 – Development Review Procedures**

The proposal would be classified as “major development” (nonresidential projects greater than 2,000 gross square feet). Major Development is reviewed by the Planning Commission. Additionally, the following Charter Section requires any new playground to be submitted by City Council to the Planning for report and recommendation. City Council forwarded the application to the Planning Commission on September 2, 2025 per Resolution 25-126.

*No public building, street, boulevard, parkway, **park, playground,** bridge or tunnel shall be constructed or authorized to be constructed in the Municipality, nor shall any street, avenue, parkway, boulevard or alley be opened for any purpose whatsoever, nor shall any street, avenue, parkway, boulevard or alley be widened, narrowed, relocated, or its use changed or any ordinance referring to zoning or building codes or other regulations controlling the use or development of land be passed unless and until Council shall have submitted the same to the Planning Commission for report and recommendation.*

The use would be considered a principal use based on the following definition: *"Principal use" shall mean the primary or predominant use of any lot or parcel.*

#### **Chapter 1204.04 – Site plans**

Site Plan applications are reviewed to the following general standards:

- The development shall be consistent with the purposes and intent of this Code, and with the policies, goals, and objectives of any applicable community plan, including the City Comprehensive Plan, as amended from time to time.*  
Staff Comment: Staff notes the Comprehensive Plan includes the following goal: “Develop an inclusive playground for all ages and abilities.”
- The development complies with the use regulations as set forth in Chapter 1206.*  
Staff Comment: The development complies, as it is a permitted use by right in this zoning district. As previously stated, the proposed playground is part of the public park principal use already established at the site and therefore, the accessory use standards of Section 1206.03 are not applicable.
- The development complies with all applicable requirements set forth in Chapter 1207, "Zoning Development and Site Plan Standards," except to the extent modifications, variances, or waivers have been expressly allowed.*  
Staff Comment: See analysis on pages 4-8.
- The development complies with all applicable federal, state, or county development regulations, standards, and requirements, or plans, including but not limited to wetlands, water quality, and wastewater regulations.*  
Staff Comment: The development would comply with the applicable regulations.

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5. *The proposed development shall avoid or minimize land disturbance and grading and preserve the original contours and other natural topographical features of the site to the maximum extent feasible and shall incorporate measures to minimize soil erosion during all construction phases.*

Staff Comment: Staff notes the project area is primarily located at the existing parking lot. Minimal land disturbance/tree clearing is proposed.

6. *The development must protect and enhance historic structures, sites, and archeological features designated by federal, state, and local agencies, and the applicant shall commit, to the maximum extent feasible, to protecting and enhancing any such structures, sites, and features eligible for designation discovered during the development process.*

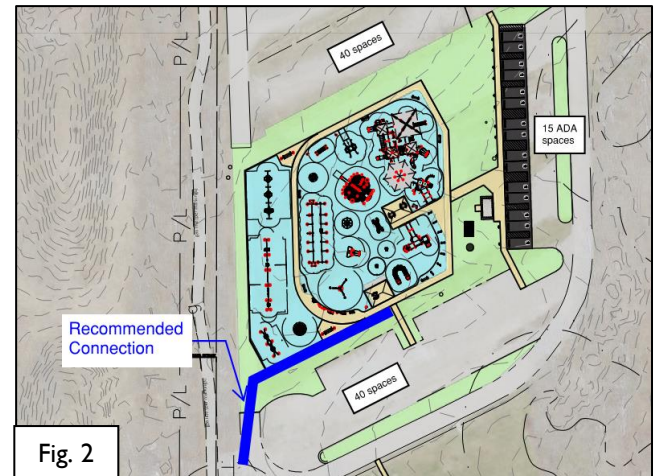
Staff Comment: No known historic structures or archaeological features are located within the project area.

#### Chapter 1205.04 – District 1 Zoning District Standards

- ✓ **Uses**  
**1205.04(b)(4)(A)**      The proposed use is classified as “*Public park or recreation area, including multi-purpose trails*”. This is a permitted by right use within Zoning District 1.
- ✓ **Parcel Size**  
**1205.04(d)(3)**      *Minimum lot size: Non-residential uses: one and one-half acres.*  
Staff Comment: Staff notes the property is currently comprised of two parcels, totaling approximately 30.7 acres. Staff recommends the parcels be combined, though this could be pursued in for a future effort as all improvements are proposed on a single parcel.
- ✓ **Building Setbacks**  
**1205.04(d)(5)**      *Yard setbacks in District One shall be:*  
  - *Minimum front yard setback: 100 ft*  
Staff Comment: Acceptable. Staff notes an approximate setback of 300 ft from the front parcel line
  - *Minimum side yard setbacks: 30 ft for principal non-residential structures.*  
Staff Comment: Acceptable. Staff notes a 50 ft side yard setback to the west and an approximate 400 ft side yard setback to the east.
  - *Minimum rear yard setback: 50 ft for principal non-residential structures:*  
Staff Comment: Acceptable. Staff notes an approximate 600 ft rear yard setback to the south.
- ✓ **Structure Height**  
**1205.04(d)(6)**      *Maximum structure height: 35 ft.*  
Staff Comment: Acceptable. The proposed equipment would not exceed this height requirement.
- ✓ **Pedestrian/Bicycle Linkages**  
**1205.04(d)(11)**      *Provision shall be made in the design of all developments for non-vehicular circulation systems, including but not limited to sidewalks, pathways, and bikeways.*  
Staff Comment: Staff notes there is an adjacent multi-purpose path along the western portion of the proposed playground with a connection to the existing gravel parking lot at the southwest corner of the project area (See Figure 1).

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Suggest a paved connection be added to the project scope to establish a direct connection to the playground as depicted in Figure 2.



☐ **Architectural Design Standards**  
**1205.11(d)(12)**

*See architectural design guidelines located in Appendix D*

Staff Comment: Staff notes a 4 ft chain link fence is proposed around the play area. The architectural design standards prohibit chain link fencing and states *the following fence materials shall be allowed: wood (or vinyl closely resembling wood), wrought iron (or aluminum closely resembling wrought iron), stone, or brick. All other fence materials, including chain link and vinyl-clad chain link, are prohibited.*

Suggest a decorative aluminum fence in lieu of the proposed chain link.

**Chapter 1207 – Zoning Development and Site Plan Standards**

☒ **Impervious Surface**  
**1207.01(a)(3)**

*The maximum impervious surface coverage for commercial, industrial, and institutional uses shall be determined on a case-by-case basis based on the criteria set forth in division (b) of this section, but in no case shall the maximum impervious surface coverage exceed sixty percent of the total gross area of the underlying lot or lots except for the following:*

Staff Comment: Acceptable. Staff notes 15.6% of the 23-acre parcel would be developed as impervious coverage.

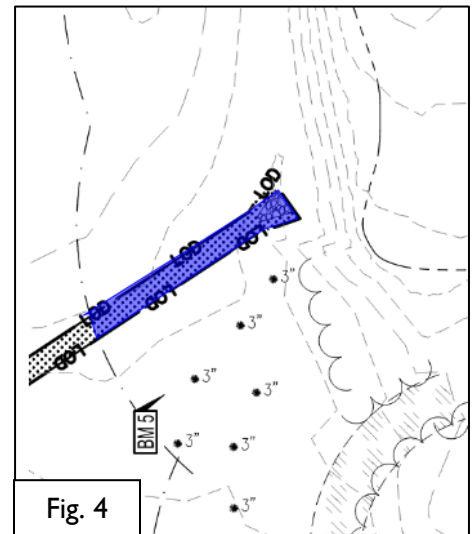
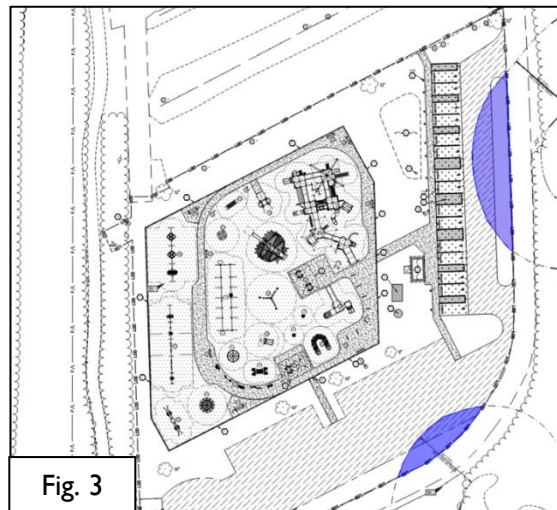
☒ **Limits of disturbance and Tree protection**  
**1207.02**

Staff notes the proposed limits of disturbance are contained within the existing parking lot. Only existing vegetation within the parking area is proposed to be removed. No disturbance is proposed along the wooded areas to the east and west.

☒ **Wetland and Stream Protection**  
**1207.03**

**Project Area #1:** Staff notes the existing project area/parking lot is partially located within a 50 ft wetland setback. The proposed site plan depicts minor work within the already improved setback area (see Figure 3). Proposed work within the setback is highlighted in blue and includes regrading the existing gravel parking lot. Staff finds this acceptable as the proposed work would not introduce additional disturbance to the wetland setback.





### Project Area #2:

A proposed French drain is to be installed between the two existing baseball fields at the southern end of the property to enhance an existing drainage way. The French drain would outlet at the southern woods and be partially located within a wetland setback (see Figure 4). Staff finds this acceptable as the proposed work would only occur along the previously graded/mowed fields and not introduce additional disturbance/clearing to the wetland setback.

Staff notes the Index of Ecological Integrity identifies the wetland and heavily wooded areas located onsite (see Figure 5). As previously stated, the proposed work would primarily be located within the previously developed areas depicted in white without a composite score.



### □ Landscaping 1207.04

Staff notes the following landscape requirements:

- **Landscape Buffer:** A landscape Bufferyard D (25 ft) is required adjacent to residential (south and east). No bufferyard is required adjacent to industrial (west).

Staff comment: Existing tree buffers are located to the east and south to meet this requirement.

- **Parking Lot Landscaping:**

- *Parking lots containing twenty or more vehicular parking spaces shall provide interior landscaping.*

Staff Comment: Acceptable. Staff notes only 15 additional parking spaces are proposed.

- *All parking lots shall provide perimeter landscaping.*

Staff Comment: Suggest additional plantings be incorporated in the seeded areas highlighted in Figure 6 to meet this requirement.

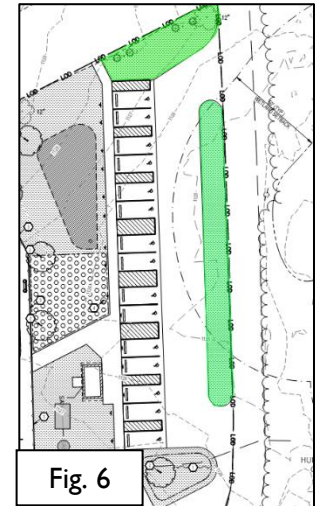


Fig. 6

☒ **Stormwater Management**  
**1207.07**

**Project Area #1:** Staff notes the project area is located at an existing parking lot. The applicant has provided a letter documenting the proposed net reduction in proposed impervious surface. Therefore, overall, stormwater quantity control is not required. A bioretention area is proposed to provide water quality benefit. The Engineering Department has reviewed the documentation and is acceptable.

**Project Area #2:**

Staff Comment: A new French drain would be installed to enhance the existing drainage area at the baseball fields located south of the proposed playground.

☐ **Adequate Public Facilities**  
**1207.11**

*Development shall be served by and utilize public water and public sewer systems*

Staff Comment: Staff notes the restroom is proposed to be served by an existing water well and a newly installed septic system. The plans note the following:

- *Water Well: The City has performed testing on the existing well to determine suitability to service the new restroom facility. Testing confirmed that the installed well and pump are adequate to provide water service.*
- *Septic System: The City is performing additional investigation into the preferred septic system for this site based on soil investigation and coordination with Summit County Soil and Water and Ohio EPA. Multiple locations are shown on this plan based on the system type. Traditional Leach Field, Mound System, Drip Irrigation.*

Staff notes the nearest public utilities are located on Duffield Drive, south of Oak Grove Park. Extending the utilities the approximate 800 ft to serve the site would add substantial cost to the project. Due to such costs, the applicant has expressed the intent to seek a variance from the Board of Zoning and Building Appeals.

☐ **Parking Space Requirements**  
**1207.12**

*Each land use shall provide the minimum number of off-street parking spaces based on the requirements set forth below or the requirements set forth in the Parking Generation Manual (Institute of Transportation Engineers, 3rd Edition). The method of calculating off-street parking requirements shall be established by City staff during initial review of a development application.*

The applicant has submitted a trip generation and parking analysis report, performed by GPD Group. The report has the following findings:

- Typically, trip generation data is obtained from the Institute of Transportation Engineers (ITE) Trip Generation Manual, 11th Edition. However, the manual does not contain a land use that would accurately represent the playground. Alternatively, the ITE Parking Generation Manual has a limited data set for a Public Park, with large targeted, multi-acre sites, not a playground as proposed.
- In lieu of using one of these references, GPD performed parking surveys for three (3) inclusive playgrounds within a 40-mile radius proximity to the proposed Hudson playground, to calculate average and maximum parking lot occupancy rates. The sites were selected based on a range of values for the independent variable (square footage of playground), site geography, and setting.
- Using the survey data, GPD estimated the proposed playground would require 70 parking spaces. The final conclusion of the report states the proposed number of spaces are sufficient.

Staff Comment: Staff notes the parking table in section 1207.12(f) does not specify the required number of spaces for the park use category. The existing gravel parking lot provides approximately 290 parking spaces. The proposed playground would remove approximately 130 spaces, leaving approximately 160 spaces post construction. The proposal would also provide 15 newly paved ADA spaces. Figure 7 depicts the immediately adjacent parking spaces post construction.

Staff notes the parking area would be shared among the proposed playground, southern ballfields, and Jaycees haunted house. Staff recommends the submitted parking analysis be revised to document further how the playground parking needs interact with the needs of the ballfields and the Jaycees haunted house.

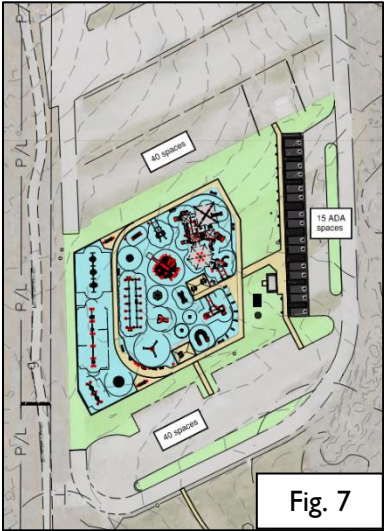


Fig. 7

**✓ Parking Design**  
**1207.12**

Staff notes the following parking lot design requirements:

- *Parking facilities serving buildings and facilities required to be accessible to the physically disabled shall have conveniently located designated handicapped parking spaces to be provided as follows*

Total Parking Spaces in Lot	Minimum Number of Accessible Spaces
1 to 25	1

Staff Comment: Acceptable.

- *The dimension of parking spaces serving handicapped persons shall be at least fourteen feet wide by nineteen feet long*

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Staff Comment: Acceptable. Staff notes each ADA space would have access to a “no parking” stall.

- *Minimum aisle width: 22 ft*

Staff Comment: Acceptable

- *Paving. Any off-street parking or loading area shall be surfaced with a pavement having an asphalt or concrete binder of sufficient strength to support vehicular loads imposed on it while providing a durable, dustless surface.*

Staff Comment: Acceptable. Each parking space would be surfaced with standard duty asphalt. Staff notes, however, the parking aisle adjacent to the stalls would remain the pre-existing gravel. Recommend the area highlighted in Figure 8 also be standard duty asphalt to better accommodate the special needs visitors.

- *Wheel stops. Each wheel stop shall be a singular block of reinforced concrete, stone, or other durable material six inches in height, six inches in width, and eight feet in length*

Staff Comment: Acceptable

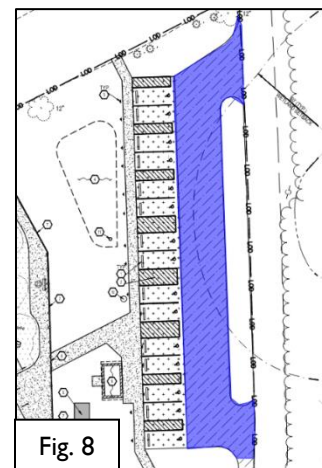


Fig. 8

✓ **Traffic/Emergency Access 1207.13**

As previously noted, the applicant has submitted a trip generation and parking analysis report, performed by GPD Group.

Staff Comment: The Engineering Department has accepted the findings of the study, but requests additional documentation on any potential impacts to the Barlow Road traffic pattern.

✓ **Exterior Lighting 1207.14(g)**

Staff notes 3 exterior light poles are proposed with LED fixtures. The lighting plan states the pole height would be in accordance with all local ordinances. While outdoor public uses are typically exempt from the lighting standards, staff recommends the maximum pole mounted height be 16 ft to align with the District 1 requirements.

✓ **Oil/Gas Exploration And Drilling Uses 1207.19(c)**

*No structure suitable for occupancy shall be erected within 100 feet of any unplugged oil and gas well head. If the well has been abandoned and plugged, no habitable structure shall be erected within twenty-five feet of the plugged well head.*

Staff Comment: There are no oil and gas wells within or adjacent to the project area

**City Departments:**

✓ **Engineering**

Assistant City Engineer David Rapp has submitted the attached review letter dated October 1, 2025.

✓ **Fire Department**

Fire Marshal Shawn Kasson has reviewed the proposal with no comments.



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- ✓ **Hudson Public Power** Assistant Public Works Superintendent Dave Griffith has reviewed the proposal and stated HPP will coordinate with the designers/engineers to serve the site. Hudson Public Power does not currently have infrastructure in place to provide electric service to the playground location.

#### Required PC Action

The PC shall consider the development application, the staff report, and then take final action. PC shall approve, approve with conditions, or deny the application based on its compliance with the appropriate review standards. All decisions of the Commission shall be based on findings of fact related to the relevant standards of the Code.

#### Recommendation

Approve the Major Site Plan application for the proposed inclusive playground for Oak Grove Park per Case 25-1237, according to plans received September 15, 2025, subject to the following conditions:

1. Provide an additional pedestrian/bicycle path linkage as depicted in Figure 2 of this staff report.
2. Revise the design of the fence to comply with the requirements of the City's Architectural Design Standards in Appendix A.
3. Provide additional plantings as depicted in Figure 6 of this staff report.
4. Obtain a variance to Section 1207.11 – Adequate Public Facilities for the proposed restroom building to be served by a water well and septic.
5. Provide additional parking lot paving as depicted in Figure 8 of the staff report.
6. Update the *Trip Generation and Parking Analysis* report to document the following:
  - a. How the playground parking needs interact with the needs of the ballfields and the Jaycees haunted house.
  - b. Any potential impacts to the Barlow Road traffic pattern.
7. Revise the lighting pole heights to a maximum height of 16 ft.
8. The comments of Assistant City Engineer David Rapp shall be addressed per the October 1, 2025 correspondence.