



## PLANNING REPORT

# Planning & Zoning Commission

Thursday, April 18, 2024

## ST. JOHN LUTHERAN CHURCH - MEMORIAL PRESERVE 24-026INF

<https://dublinohiousa.gov/pzc/24-026/>

### Case Summary

Address	6001 & 6041 Rings Rd.
Proposal	Development of a memorial garden and cemetery preserve to serve the neighboring existing church.
Request	Request for Informal Review and non-binding feedback on a future planned development and rezoning application.
Zoning	R2 – Limited Suburban Residential District R1B (WTWP) – Limited Suburban Residential District
Planning Recommendation	Consideration of the discussion questions.
Next Steps	Upon receiving feedback from the Planning and Zoning Commission, the applicant may incorporate the feedback and submit a Concept Plan for formal review.
Applicant	Dave Guappone, G2 Planning & Design Ernie Robertson, St. John Lutheran Church
Case Manager	Taylor Mullinax, AICP, Planner I (614) 410-4632 tmullinax@dublin.oh.us

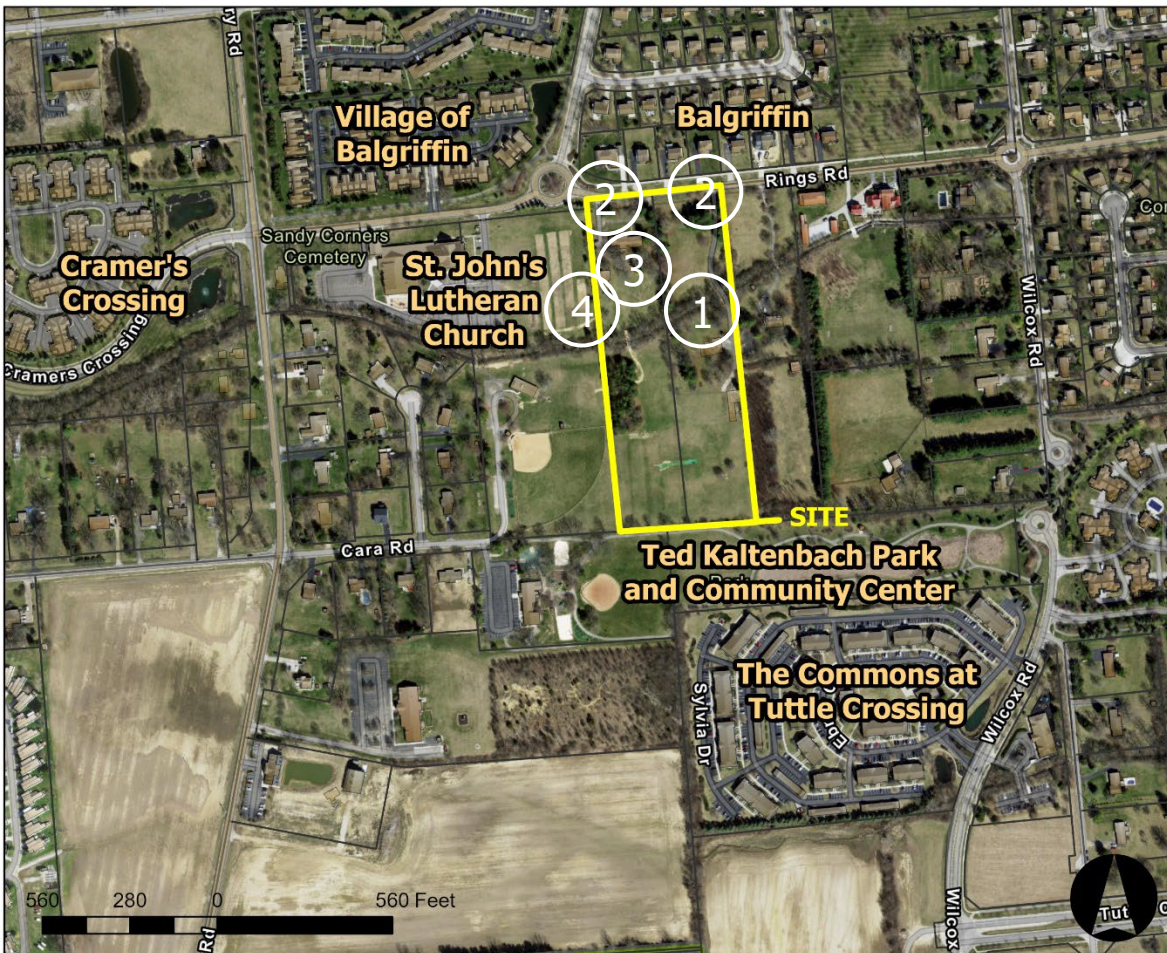
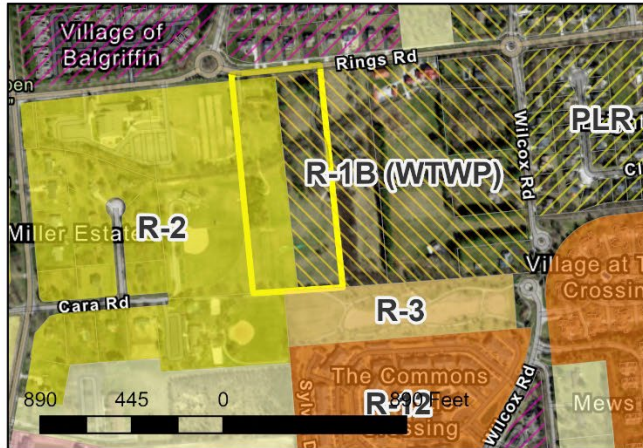
Site Location Map

24-026INF | ST. JOHN'S MEMORIAL PRESERVE



Site Features

- 1 Cramer Ditch
- 2 Existing access to sites
- 3 Existing structures
- 4 Existing community gardens



## 1. Background

### Site Summary

The site contains two parcels: 6041 Rings Road (5.39 acres) to the west and 6001 Rings Road (5.47 acres) to the east located southwest of the roundabout at Norn Street. Each parcel contains approximately 220 feet of frontage on Rings Road. The west parcel contains two existing structures and the east parcel is vacant. The existing structures are used as a church residence and storage for the church. The Cramer Ditch traverses the site through both properties, each with an existing vehicular crossing. The church owns the adjacent parcel to the west of the site, the City owns the parkland to the south, and the parcel to the east is privately owned.

6041 Rings Road is presently zoned R-2: Limited Suburban Residential District. Permitted uses include single and two-family dwellings, home occupations, accessory uses, public and private schools, parks, Type B childcare, and accessory child and adult daycare in association with a permitted school or religious use. The site contains two existing curb cuts and two structures built in 1978 according to the Franklin County Auditor.

6001 Rings Road is within the City of Dublin, but is zoned R-1B: Limited Suburban Residential District, the remaining Washington Township zoning prior to annexation into the City. Based on the current Code, when land is annexed into the City, Rural District zoning is automatically assigned. Permitted uses include agriculture, single-family dwellings, home occupations, accessory uses, schools and parks, Type B childcare, storage and processing of agricultural products, and accessory child and adult daycare in association with a permitted school or religious use. The site contains one existing curb cut and previously contained two structures, which have since been demolished. The Cramer Ditch Creek and a linear sport court bisect both sites east to west.

### Neighborhood Engagement

The applicant held two community meetings at the church on January 12 and March 4, 2024 to gather feedback on the concept. Public feedback included concerns regarding traffic, the proximity of existing curb cuts to neighboring properties, defining property lines, permitted uses, and security. Further information is in the meeting minutes provided by the applicant in the Commission's packet.

### Development History

#### *August 1991*

City Council approved a Rezoning for 33.2 acres, including 6041 Rings Road, from R-1B: Limited Suburban Residential District to R-2: Limited Suburban Residential District via Ordinance 47-91.

#### *June 1991*

The Planning & Zoning Commission (PZC) reviewed and recommended approval of a Rezoning to City Council for Miller Estates, including the St. John's Lutheran Church, Kaltenbach Park, and additional acreage of the church's property.

#### *June 1990*

City Council accepted an Annexation of approximately 557 acres, including both of these properties, into the City of Dublin via Ordinance 45-90.

## Process

Development of a site is generally a three-step process with an optional Informal Review (INF) step prior to PZC review of formal development applications. An INF gives the Commission the opportunity to provide the applicant with non-binding feedback on a development concept. Following an INF, the applicant may submit a Concept Plan (CP) for formal review.

- 0) *Informal Review (INF)*
- 1) Concept Plan (CP)
- 2) Preliminary Development Plan (PDP)/Rezoning
- 3) Final Development Plan (FDP)

## 2. City Plans and Policies

### *Community Plan & Future Land Use*

The Community Plan identifies Future Land Use (FLU) recommendations and is a key policy document to guide decision-making for future development in Dublin, especially when a rezoning is considered. The Community Plan also includes Special Area Plans and the Thoroughfare Plan. The parcels are not located within a Special Area Plan.

The FLU recommendation for the site is Suburban/Rural Residential, which contemplates a density of 0.5-1.0 dwelling unit per acre, and envisions single-family residential development on large lots ranging from 1 to 2 acres or larger. Development shall be environmentally sensitive, preserving open space and natural features.

### *Thoroughfare Plan*

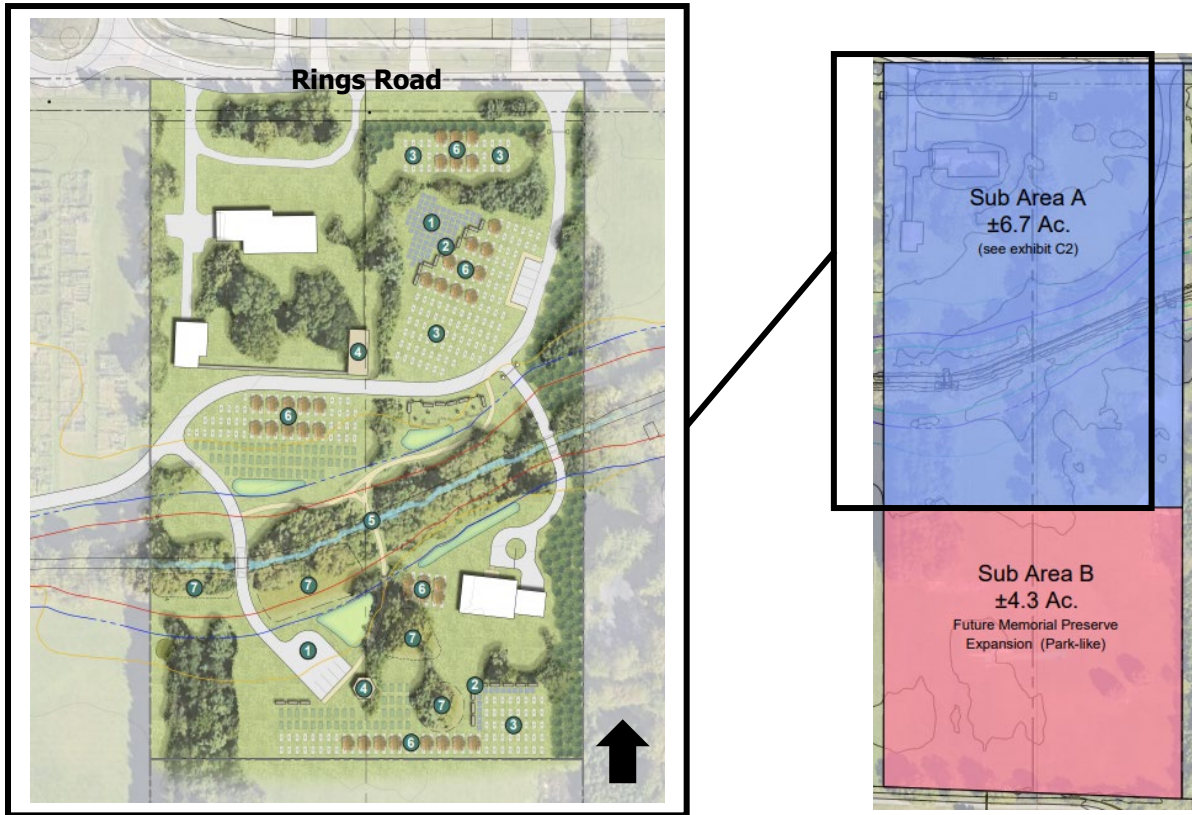
The Thoroughfare Plan is a section of the Community Plan that identifies improvements to the existing roadway network and future roadway connections. The existing roadways surrounding the site most closely resemble the traditional Dublin character. Future planned roadway connections are not contemplated and would not affect the site. Rings Road is classified as a Local street, and to the west, Avery Road is a Major Arterial.

A Traffic Impact Study is required when a property is rezoned at the Preliminary Development Plan (PDP) stage. From a traffic perspective, if the proposed zoning is less dense or intense than the existing zoning, then the applicant should provide a memo documenting the reduction in trips.

## 3. Project

The applicant proposes to rezone both properties to develop a private memorial garden and cemetery preserve. The cemetery will serve the congregants of the St. John Lutheran Church with a variety of hybrid burial options including traditional, natural/green, columbarium, cremation, and scatter gardens.

## Development Concept



*Subarea A only*

### 4. Plan Review

The applicant is requesting an Informal Review and non-binding feedback prior to the submission of a Concept Plan under the review and approval process as outlined in the Planned Development District (PD) Code Section. Discussion questions are framed for PZC to deliver feedback to the applicant.

**Planning Recommendation:** The Commission review and provide non-binding feedback regarding the conceptual uses and rezoning.

### Discussion Questions

**1) Does the Commission support the proposed rezoning to a PD to accommodate a memorial garden, cemetery preserve, and church residences?**

Both parcels are proposed to be rezoned to a PD, with two subareas: A and B. The applicant intends to develop the memorial garden and cemetery preserve in Subarea A (6.7-acres). Subarea B (4.3-acres) is intended to be a future memorial preserve in a park-like expansion. Under the existing R-2: Limited Suburban Residential District zoning (west parcel), cemeteries are not a permitted use. Permitted uses include single and two-family dwelling structures, home occupations, accessory uses, public and private schools, parks, Type B childcare, and accessory child and adult daycare. Religious uses are considered a

conditional use within this district. The east parcel is zoned R-1B: Limited Suburban Residential District, the remaining Washington Township zoning prior to annexation. The only standard district that permits cemeteries is the Rural District. This district addresses cemeteries over 40 acres and provides additional requirements for site layout. The proposed memorial garden and cemetery preserve would not meet the development standards as listed in the Rural District, and would require a rezoning to a PD to facilitate the proposed development.

The Community Plan FLU Map indicates Suburban/Rural Residential for the site. This use more closely aligns with the Civic/Public Assembly FLU, which allows for public and private cemeteries. The church has indicated the provision of a cemetery would fill a need for their constituents and align with the uses located on their adjacent parcels. The Commission should consider whether the proposed rezoning is appropriate and compatible with the surrounding land uses.

**2) If the Commission supports the proposed rezoning, does the Commission support the proposed site layout?**

The primary site access would utilize an existing curb cut near the east property line with a gated entry. The driveway would extend south and then curve to the west to connect to the church parking lot. Two additional drives in a generally north-south alignment would intersect with the main drive to provide access to areas south of the stream, utilizing existing bridges. Ten parking spaces are proposed for visitation. Additional visitors and service attendees would utilize the adjacent church parking with access via the private drive.

Various types of memorial gardens would be created on site, along with a future church residence near the southeast portion of Subarea A. If the project moves forward, a further study of the impacts on the floodplain around the stream as well as utilities and stormwater impacts would need to be further examined.

The Commission should consider whether the overall site layout and relation to the existing church site is appropriate.

**3) If the Commission supports the proposed rezoning, does the Commission support the proposed buffering between the cemetery plots and adjacent properties?**

Should the Commission support the rezoning request, feedback regarding the amount of landscape buffering between the cemetery plots and property lines should be provided to guide the applicant as they proceed through the development process.

The proposed cemetery features a park-like design that preserves the open pastoral appearance of the existing land. The proposed landscape buffering along the eastern property line is approximately 15 at the narrow end, up to 70 feet within Subarea A. Subarea B is planned to be a future phase and should consider a similar landscape buffer. The Code does not provide requirements for buffering between residential uses. However, adjacent residents raised concerns during the public input sessions regarding the adequacy of the buffering proposed, particularly along the eastern boundary. The

Commission should consider whether the proposed buffer is adequate given the adjacent uses.

**4) Additional considerations by the Commission.**