



# WARREN COUNTY REGIONAL PLANNING COMMISSION

**MEETING DATE:** August 28<sup>th</sup>, 2025  
**TO:** WCRPC Executive Committee  
**FROM:** Tara Allen, Planner I  
**SUBJECT:** Reagan Goins PUD Stage 1 Rezoning

## GENERAL INFORMATION

**Property Owners:** Reagan Goins & Joseph Snyder  
**Site Address:** 8797 Bunnell Hill Road  
**Township:** Clearcreek  
**Parcel ID:** 04-02-276-009  
**Total Site Area:** 1.9 acres  
**Current Zoning:** Residence Zone "R-1"  
**Proposed Zoning:** Mixed-Use Planned Unit Development "MU-PUD"  
**School District:** Springboro Community Schools  
**Waste Disposal:** Existing Septic System



Figure 1. The property at 8797 Bunnell Hill Road

## BACKGROUND & PROPOSAL

### Background

Reagan Goins has been using the property located at 8797 Bunnell Hill Road as Pets of Ohio Rescue Team's (PORT) rescue headquarters, or "base camp". The purpose of the PORT "base camp" is to provide temporary housing for rescued dogs and cats in order to allow for medical and behavioral triage, foster coordination, and appointment-only adoption meet-and-greets.

On April 14<sup>th</sup>, 2025, the Clearcreek Township Zoning Department received a complaint regarding the property. The subject of the complaint was its use as an animal rescue facility.

On April 29<sup>th</sup>, 2025, two ways that the PORT "base camp" could continue to be operated from the property were outlined:

1. Completely comply with the Home Occupation Regulations. This requires only housing and caring for the animals in the single-family dwelling, exercising them in the yard, limiting employees/volunteers that do not live in the home to 1, and limiting the number of on-site events; or
2. **Pursue a zone change through the PUD process, with the recommended zoning being Mixed-Use Planned Unit Development "MU-PUD".**

### Proposal

- Rezoning from Residence Zone "R-1" to Mixed-Use Planned Unit Development "MU-PUD" for a 1.9-acre parcel with approximately 150.00 feet of frontage along Bunnell Hill Road.
- Property to be used as the headquarters and "base camp" for Pets of Ohio Rescue Team (PORT), where rescued animals would receive short-term care and necessary medical evaluation and treatment.
- Facility would provide care for up to 10 dogs at any one time. The number of cats expected to be housed at the facility was not specified. Longer term care would be provided by off-site foster homes.

- Animals would be housed in an insulated and sound-proofed pole barn, to reduce the impact of noise and smell on the surrounding properties.
- 1-3 volunteers would be on site per day, with volunteer hours running from 8:00 AM to 8:00 PM.
- 25-30 daily trips would be expected (10 trips/day for the residential use and 15-20 trips/day for the animal rescue facility).
- 4 parking spaces would be provided, 2 in a gravel parking lot in front of the pole barn and 2 on the driveway.
- No signage or additional lighting would be added to the site.

The applicant hopes that this facility will help reduce the strain on existing shelters, while providing employment and volunteer opportunities to the local community. The narrative states that this rezoning would allow PORT to expand their operations thus increasing their adoption-related revenue so that they may purchase a permanent shelter site within the Springboro area in the future. In the event that a permanent shelter site is purchased, PORT would potentially use the facility on this property for “community resources, dog training, playgroups, and other offerings”.

## STAFF ANALYSIS

### ZONING:

The property is currently zoned Residence Zone “R-1”, which permits both Single-family Dwellings and Home Occupations. **Section 5.752** of the Clearcreek Township Zoning Resolution states that Home Occupations may not exceed the average daily traffic volume expected of a residence, (i.e. 10 round trips per day). The animal rescue facility is expected to exceed this number and thus it would not be in alignment with these regulations. Additionally, a “Veterinarian with boarding and/or surgical services” is not a permitted Home Occupation, which could limit the type of care animals may receive at the facility under the current zoning.

The “R-1” zoning district permits accessory buildings that house animals other than two (2) dogs on parcels less than five (5) acres subject to the following requirements:

1. The building is accessory to a primary structure;
2. Located in the rear yard; and
3. Setback 85 feet from all property lines.

The existing pole barn does not meet these standards as the building is only setback about 23 feet from the northern property line and could not satisfy the required side yard setback standards under the current zoning as the width of the lot is only 150.00 feet.

### Current Zoning



□ "R-1" Residence Zone

### Proposed Zoning



■ "MU-PUD" Mixed-Use Planned Unit Development

The applicant is requesting to rezone the property to Mixed-Use Planned Unit Development "MU-PUD", which could expand the use of the property. Currently, there are very few properties in the Township with the proposed zoning. According to **Section 13.03** of the Clearcreek Township Zoning Resolution, MU-PUD zoning allows the applicant to combine uses found in a Residential Planned Unit Development "R-PUD" and a Non-Residential Planned Unit Development "NR-PUD" (**Exhibit C**). An "NR-PUD" includes the following zoning districts: Office "O", Neighborhood Business "B-1", General Business "B-2", Light Industry "M-1", and Heavy Industry "M-2".

The applicant did not include a list of prohibited uses for the proposed "MU-PUD" in the rezoning application, which could have the unintended effect of opening the property up to uses that are not compatible with a residential area in the future. The table below outlines some of the uses permitted in the current "R-1" zoning district as well as some of the uses that could be permitted in the proposed "MU-PUD" based on the lack of prohibited uses and specific standards in the rezoning application.

**PERMITTED USES ZONING COMPARISON:**

Current: Residence Zone "R-1"	Proposed: Mixed-Use Planned Unit Development "MU-PUD"
Single-Family Dwellings	Single-Family Dwellings
Accessory Building for Housing Animals	Accessory Building for Housing Animals
Home Occupation	Pharmaceutical Manufacturing (permitted in "M-1")
Park, Playground, Community Centers	Laboratories - experimental, film or testing (permitted in "M-1")
Model Homes	Junkyard (permitted in "M-2")

The proposed rezoning may be inconsistent with **Section 13.01** of the Clearcreek Township Zoning Resolution, which states the following:

*"**Purpose:** the Planned Unit Development (PUD) provisions of this chapter are intended to provide an optional development alternative to property owners and developers who are developing **larger tracts** under single or common ownership in a unified way. They are designed to provide the flexibility to use sites efficiently and to create innovative projects with many amenities. Lastly, they are to provide permissive, voluntary, and alternative zoning procedures for well-planned developments in harmony with the public health, safety, morals, and general welfare of Clearcreek Township, inclusive."*

The property in question is not a large tract of land as it is only 1.9 acres, thus it does not appear to be the type of property that the PUD process was intended for.

The surrounding zoning is residential, being a mix of properties zoned R-1 (Residence Zone), SR-1 (Suburban Residence Zone), and R-1A (Residence Zone).

#### SURROUNDING ZONING & USES:

	ZONING	USE
NORTH	R-1	Residential
SOUTH	R-1	Residential
EAST	R-1 & SR-1	Residential
WEST	R-1A & SR-1	Residential

#### SUBDIVISION:

The property is located within a platted subdivision known as Clearview Terrace. This subdivision includes 14 lots, all of which have been developed with single-family residential homes. Townships are permitted, by **O.R.C. 519.21**, to regulate agriculture in platted subdivisions, however, it is unclear if Clearcreek Township zoning regulates agriculture in platted subdivisions. The Township is permitted to regulate animal husbandry on platted lots greater than 1 acre but less than 5 acres if the subdivision is more than 35% developed.

#### COMPREHENSIVE PLAN:

The Clearcreek Township FLUM shows the property as Suburban Residential. The surrounding properties are also shown as Suburban Residential or Township Residential. The Warren County FLUM shows the property as Single Family Residential.

The requested zone change is inconsistent with both the Clearcreek Township Master Plan and the Warren County Comprehensive Plan, which both identify the future land use of the property as a form of residential rather than mixed-use. In both plans, the future land uses of the surrounding properties are also residential.

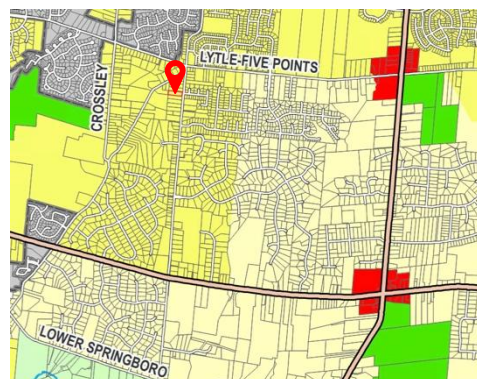
According to the Clearcreek Township Master Plan, the subject property is located in Planning Area #1: Northern Tier. This area is described as having an established residential character and the Master Plan envisions it continuing in that direction. The Master Plan states that mixed-use developments should be encouraged through the PUD process in the southern portions of the Township, specifically in the area around Red Lion.

#### Clearcreek Township FLUM



Suburban Residential

#### Warren County FLUM



Single Family Residential

## **ACCESS & CIRCULATION:**

The concept plan (**Exhibit A**) illustrates 2 driveways from Bunnell Hill Road, one for the house and one for the pole barn that houses the animals. The concept plan also shows a small gravel parking lot with 2 parking spaces in front of the pole barn. The concept plan indicates that the driveway will offer an additional 2 parking spaces for a total of 4 parking spaces on the property. The site has 150.00 feet of road frontage along Bunnell Hill Road.

The project narrative indicates that there will be 1-3 volunteers on site during daily operations. The hours of operation are proposed to be from 8:00AM to 8:00PM (the narrative does not indicate if this will be every day of the week). The narrative also states that public access will be by appointment only in order to limit the amount of traffic to the site. It is estimated that there will be 25-30 trips per day to the site (10 trips/day for the residential component and an additional 15-20 trips/day for the animal rescue facility). The expected daily traffic volume is significantly more than would be expected in a residential neighborhood, which is 10 round trips per day according to the Clearcreek Township Zoning Resolution.

## **UTILITIES:**

The property has an existing septic system. Electricity is provided to the property by Duke Energy. The proposed use is not anticipated to greatly impact the utility services.

## **ENVIRONMENTAL FEATURES:**

The majority (1.09 acres or 57%) of the site is open space and the concept plan indicates that it will remain this way. The site has several existing trees scattered throughout the property and a small pond near the northwestern edge of the property. Significant landscaping/trees are shown along the southern property line. The other property lines do not show this level of landscaping. The concept plan illustrates a small fenced area that will be used to contain the animals while outside. The fencing will be secure and will feature gated entry points. According to 2024 aerial imagery, there is a small accessory structure located behind the house. This structure is not shown on the concept plan, so it is unclear if it is to remain on the property.

The property is relatively level and there do not appear to be any significant changes in topography on the site. There are no streams, floodways, wetlands, or 100/500-year flood zones on the property. The project narrative states that the facility will follow best practices for sanitation and waste disposal, which includes "routine veterinary-grade cleaning and contracted waste removal services".

## **CLEARCREEK TOWNSHIP PUD STAGE 1 - REVIEW CRITERIA**

*The following criteria shall be used in the recommendations and decisions made regarding the Stage 1: Zone Change Amendment Request/PUD Concept Plan. Failure to comply with any of these criteria requires that explicit rationale or alternative requirements be set forth.*

- a) The Zone Change Amendment Request/PUD Concept Plan is consistent with the Clearcreek Township Master Land Use Plan;*
- b) The intensity proposed for the PUD does not exceed the maximum density or lot coverage allowed for the PUD as a whole;*
- c) The use(s) proposed will not be detrimental to existing and potential future surrounding uses and will harmoniously relate to the surrounding area;*
- d) The minimum common open space areas have been designated and designed in accordance with the provisions of this Resolution and shall be conveyed to a legally established homeowner's or property owner's association, commercial management group, or other agency as herein provided;*



- e) Approval of the Stage 1: Zone Change Amendment Request/PUD Concept Plan may be conditional upon provisions that are necessary for the protection of public health, safety, morals, and general welfare. Thus, the Clearcreek Township Zoning Commission or Board of Trustees may require the submittal of a revised PUD Concept Plan if it is determined that modifications are required to comply with this Resolution.

## RECOMMENDATION

Recommend **denial** of the proposed rezoning request from "R-1" to "MU-PUD" to the Clearcreek Township Zoning Commission for the following reasons:

1. The proposed rezoning is inconsistent with Clearcreek Township Master Land Use Plan, which identifies the future land use of the property as Suburban Residential.
2. The surrounding zoning is residential, which may not be compatible with mixed-use zoning ("MU-PUD").

The Township should determine in coordination with their legal counsel if the proposed use constitutes an agricultural use and may be regulated as such, per **O.R.C. Section 519.02**. In addition, the Township should determine if the current zoning standards regulate agricultural uses within subdivision as permitted under **O.R.C. 519.21**.

The Township should determine whether agriculture on a home site constitutes a "Home Occupation".

**O.R.C. 519.02:** "agriculture" includes farming; ranching; algaculture meaning the farming of algae; aquaculture; apiculture; horticulture; viticulture; **animal husbandry**, including, but not limited to, the care and raising of livestock, equine, and fur-bearing animals; poultry husbandry and the production of poultry and poultry products; dairy production; the production of field crops, tobacco, fruits, vegetables, nursery stock, ornamental shrubs, ornamental trees, flowers, sod, or mushrooms; timber; pasturage; any combination of the foregoing; and the processing, drying, storage, and marketing of agricultural products when those activities are conducted in conjunction with, but are secondary to, such husbandry or production.

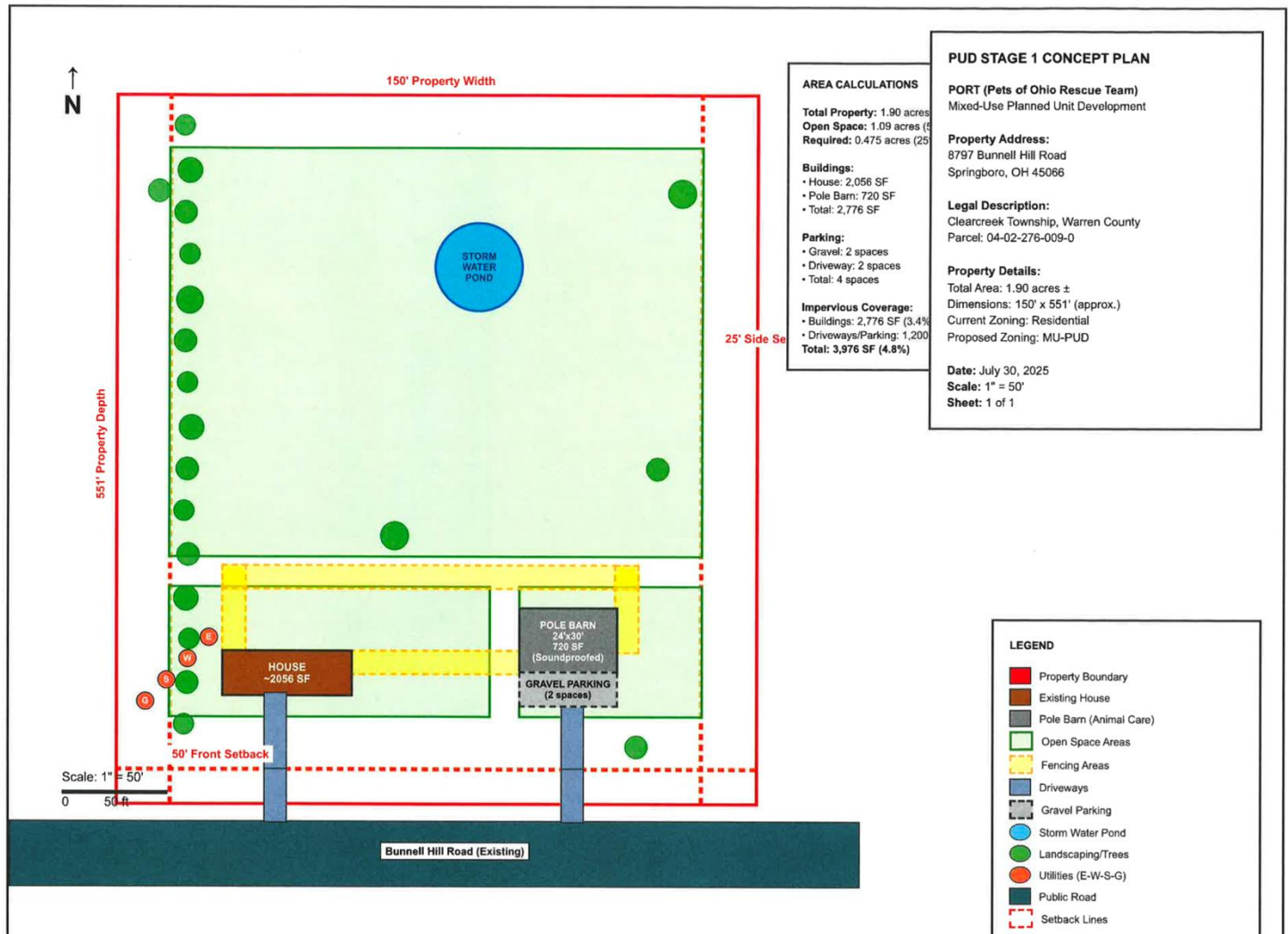
**O.R.C. 519.21:** (B) A township zoning resolution, or an amendment to such resolution, may in any platted subdivision approved under section [711.05](#), [711.09](#), or [711.10](#) of the Revised Code, or in any area consisting of fifteen or more lots approved under section [711.131](#) of the Revised Code that are contiguous to one another, or some of which are contiguous to one another and adjacent to one side of a dedicated public road, and the balance of which are contiguous to one another and adjacent to the opposite side of the same dedicated public road regulate:

(1) Agriculture on lots of one acre or less;

(2) Buildings or structures incident to the use of land for agricultural purposes on lots greater than one acre but not greater than five acres by: set back building lines; height; and size;

**(3) Dairying and animal and poultry husbandry on lots greater than one acre but not greater than five acres when at least thirty-five per cent of the lots in the subdivision are developed with at least one building, structure, or improvement that is subject to real property taxation or that is subject to the tax on manufactured and mobile homes under section [4503.06](#) of the Revised Code. After thirty-five per cent of the lots are so developed, dairying and animal and poultry husbandry shall be considered nonconforming use of land and buildings or structures pursuant to section [519.19](#) of the Revised Code.**

## EXHIBIT A: PROPOSED PUD CONCEPT PLAN



## EXHIBIT B: PROPOSED PROJECT NARRATIVE

The applicant's project narrative is viewable at the following link:

<https://drive.google.com/drive/folders/1yywLPRyb-SdLTiSjnlpfmOjWTcmpZcL9?usp=sharing>

## CHAPTER 13

### PLANNED UNIT DEVELOPMENT PUD

**SEC. 13.01 Purpose:** the Planned Unit Development (PUD) provisions of this chapter are intended to provide an optional development alternative to property owners and developers who are developing larger tracts under single or common ownership in a unified way. They are designed to provide the flexibility to use sites efficiently and to create innovative projects with many amenities. Lastly, they are to provide permissive, voluntary, and alternative zoning procedures for well-planned developments in harmony with the public health, safety, morals, and general welfare of Clearcreek Township, inclusive.

**SEC. 13.02 Permitted Uses:** Any use permitted in any zone may be permitted in a PUD provided that the project shall be planned, developed, and operated in accordance with approved development plans, in order that the specific use(s), structures, and developments will be properly integrated with the surrounding area in such a way as to promote the health, safety, morals, general welfare, and wholesome environment of the general public and of the occupants of nearby real estate and in order to avoid nuisance to the general public or to occupants of nearby real estate.

**SEC. 13.03 PUD Zoning Classifications:** There shall only be three classifications in which a PUD may be zoned in Clearcreek Township.

**A. Residential Planned Unit Development (R-PUD);**

In the event that a R-PUD is proposed by an owner or developer and approved by the Clearcreek Township Board of Trustees, the density provisions set forth in any residential zone wherein such a PUD is located may be abated to the extent of 10% of the net density.

**B. Non-Residential Planned Unit Development (NR-PUD);**

A PUD may be proposed by owners or by developers and approved by the Clearcreek Township Board of Trustees For Zones "O", "B-1", "B-2", "M-1", and/or "M-2". The floor area ratio (FAR) provisions set forth in any non-residential zone wherein such a PUD is located may be abated to the extent of 15% of the net floor area ratio.

**C. Mixed-Use Planned Unit Development (MU-PUD);**

A PUD may be proposed by owners or by developers and approved by the Clearcreek Township Board of Trustees for a PUD. That combines uses found in a R-PUD and a NR-PUD. The abatements stated in **SECTION 13.03 (A) and (B)** shall also apply to this zoning classification.



- D. There is no provision within the Clearcreek Township Zoning Resolution for a PUD to be considered a PUD within a PUD or a sub-PUD.

**SEC. 13.04 PUD Compliance:** All PUDs approved according to this Zoning Resolution shall comply with the Clearcreek Township Master Land Use Plan including compliance with the permitted land use categories, densities, intensities, and other recommendations imposed by the Clearcreek Township Zoning Commission and/or Clearcreek Township Board of Trustees. If a PUD was approved prior to the adoption of Trustee Resolution 4490, the provisions of this Zoning Resolution shall apply, regardless of the existing PUD stage. The applicant shall receive due notice requesting the status of their PUD. Modifications and/or extensions may be available pursuant to Section 13.07 and/or 13.08 of this Resolution to assist the applicant to become current to all PUD requirements set forth herein.