



CITY of POOLER
— GEORGIA —

PLANNING & ZONING STAFF REPORT

PUD Amendment request to rezone three parcels from the Jabot PUD (C-2) to City of Pooler's C-2 (Heavy Commercial) zoning district, allowing for the development of 1,060 multi-family residential units and a multi-use project referred to as "The District". (Jabot PUD Amendment 19)

Project:	#A25-0209
P&Z Meeting Date:	December 8, 2025, and April 13, 2026
Public Hearing Date:	May 4, 2026
Applicant and Authorized Agent:	Robert Forrest
Parcel (PIN):	51023 01038, 51023 01039, 51023 01040
Existing Zoning:	PUD (Jabot PUD – C-2)
Acreage:	Approximately 116.40 acres
Zoning Action:	PUD Amendment – Jabot PUD, Proposed Amendment #19
Request:	PUD Amendment request to rezone three parcels from the Jabot PUD (C-2) to City of Pooler's C-2 (Heavy Commercial) zoning district, allowing for the development of 1,060 multi-family residential units and a multi-use project referred to as "The District". (Jabot PUD Amendment 19)
Application Filed:	November 14, 2025
Legal Notice Published:	November 30, 2025 (March 5, 2026)
Sign Posted:	November 21, 2025 (March 31, 2026)
Letters Mailed:	November 21, 2025 (March 27, 2026)
Staff Recommendation:	Denial

Planning & Zoning Commission:	[TBD]
Recommended Motion:	<i>"After review of the criteria, move for denial of the request."</i>
Background:	The subject site is approximately 117 acres, comprised of three parcels. The subject site is undeveloped and is primarily wooded, with the smaller tract having been previously cleared and having an existing curb cut and sidewalks. At their April 15, 2024, meeting, City Council approved a PUD amendment (Jabot PUD Amendment 17) to incorporate approximately 116.5 acres, comprised of three parcels, into the Jabot PUD and designated with C-2 uses and development standards. One parcel being approximately 110.5 acres that was zoned R-1-A, is located at the southwest corner of Pooler Parkway and Pine Barren Road. The second parcel being approximately 4.5 acres, that was zoned R-1-A, is located parallel along Pooler Parkway. The third parcel which was already located within the Jabot PUD being approximately 1.5 acres, is located along Galloway Drive and is the parcel already cleared. At the time of the original rezoning, the applicant had provided staff with information that the amendment was to allow for the creation of a multi-use development. Staff recommended denial, reasoning that the proposed zoning would be generally compatible with the existing land uses and zoning, however, its impacts on traffic and congestion due to the subject site's scale needed evaluation of the existing roadways. Impacts on traffic, potentially necessary improvements and proposed density needed to be evaluated for the request. In January 2025, a recombination was approved by staff that reconfigured the three parcels and resulted in outparcel 1 - PIN 51023 01038 (1.02 acres) and outparcel 2 - PIN 51023 01039 (1.75 acres), and the larger parent parcel 1 - PIN 51023 01040 (113.83 acres). A Zoning Map Amendment was brought to P&Z at the December 8, 2025, meeting, which included a narrative stating that the request was to remove the three parcels from the Jabot PUD and for the parcels to be rezoned into the City of Pooler's C-2 zoning district to allow for creation of a multi-use development which was to consist of approximately 1060 multi-family dwelling units, 440 hotel rooms, a 100,000 sf grocery store, an amphitheater, gas stations, restaurants, offices, and many other commercial uses as well as a central plaza and other civic/common areas. The multi-use development was also to include the creation of 12-14 outparcels assigned for various uses. P&Z approved a motion to recommend denial of the request to City Council. At the December 15, 2025, City Council meeting, Council made the decision to postpone the PUD Amendment to rezone the

three parcels from Jabot PUD (C-2) to City of Pooler's C-2 (Heavy Commercial) Zoning District, at the applicant's request, to allow for a Multi-Use Development (Jabot PUD Amendment 19), with the following conditions:

1. Further coordination between the applicant and City staff is required
2. The item must be resubmitted through the Planning and Zoning Commission process
3. The item will not be presented to Council before the first City Council meeting in February 2026
4. The applicant shall bear the costs associated with readvertisement

The petitioner's representative verbally agreed to the conditions.

The current request was submitted in response to those conditions. The applicant provided a narrative within the submittal documentation which remains virtually unchanged from the 2025 submittal, stating that the request is to remove the three parcels from the Jabot PUD and for the parcels to be rezoned into the City of Pooler's C-2 zoning district to allow for creation of a multi-use development which is to consist of approximately 1060 multi-family dwelling units, 440 hotel rooms, a 100,000 sf grocery store, an amphitheater, gas stations, restaurants, offices, and many other commercial uses as well as a central plaza and other civic/common areas. The multi-use development was also to include the creation of 12-14 outparcels assigned for various uses.

The Jabot PUD, when approved, created a density allowance of 6,510 single-family dwelling units and 720 multi-family dwelling units. To date, 632 multi-family dwelling units have been approved for development within the PUD; this leaves 88 multi-family dwelling units available. It is due to this minimal remaining number of multi-family dwelling units that initiated the applicant's current request.

The proposed multi-use development, with the inclusion of over 1000 residential dwelling units, 440 hotel rooms, and a multitude of other potential commercial and civic uses, would introduce a level of vehicular and pedestrian traffic that would add excessive strain to the already traffic heavy Pine Barren Rd. and Pooler Parkway, while also adding additional strain to the Galloway Drive and Memorial Drive intersection. As previously stated by staff during the review of the Jabot PUD Amendment 17, the proposed multi-use development with its impacts on traffic and congestion due to the subject site's scale would require a major evaluation of the existing roadways. Impacts on traffic and potentially necessary improvements would need to be evaluated for the request. By removing the parcel from the Jabot PUD, there would be no limitation on the multi-family density as long as the applicant met the requirements for a multi-use development. This is a major concern of staff due to the recently approved and constructed multi-

family developments along Pooler Parkway and the high concern of traffic in this area.

Within the submittal materials, the applicant provided a traffic study which outlines the proposed development in two separate phases. The traffic study has not been and will not be reviewed by the City's Traffic Engineer and Traffic Consultants until the zoning and use has been decided by council.

The Pooler 2040 Comprehensive Plan identifies this area within the Residential character area. The FLUM designates this site as Residential and Planned Development.

Relevant Ordinances:

App. A, Art. IV, Table 4.1: Allowed Uses by Zoning District

Jabot PUD

Zoning Action Standards:

1. Is this request a logical extension of a zoning boundary which would improve the pattern of uses in the general area?
 - *Yes, the requested zoning would be a logical extension of a zoning boundary. The request seeks to extend the existing C-2 zoning across Pooler Parkway from the subject site. The proposed designation would be generally compatible with the surrounding area, where there is existing commercial and/or mixed-use zoning located at the other quadrants of Pooler Parkway and Pine Barren Rd; however, the excessive amount of proposed multi-family dwelling units would go far beyond what is commonly found in the vicinity.*
2. Is this spot zoning and generally unrelated to either existing zoning or the pattern of development of the area?
 - *No, the request is not considered spot zoning. The request would extend the existing C-2 zoning across Pooler Parkway from the subject site.*
3. Could traffic created by the proposed use or other uses permissible under the zoning sought traverse established single-family neighborhoods on minor streets, leading to congestion, noise, and traffic hazards?
 - *It is very possible that any proposed development could create traffic, especially the high-density development proposed at this site; however, any new development would require meeting the traffic impact provisions related to a site plan to mitigate any impacts. Pine Barren Rd and Pooler Parkway are both*

major thoroughfares. Increased traffic on Pine Barren Rd., Pooler Parkway, and Galloway Drive with the Memorial Drive intersection will be evaluated with any proposed development at time of site plan. Based upon the size of the development, additional congestion, noise, and traffic would most likely rise to an unacceptable level. The provided traffic study does confirm unacceptable traffic levels but has not been reviewed by the City's Traffic Engineer or Traffic Consultants.

4. Will this request place irreversible limitations on the area as it is or on future plans for it?
 - *It is possible that the request could place irreversible limitations on the area due to the high-density multi-family residential proposed. The property is presently undeveloped and zoned C-2 within the Jabot PUD. The PUD places strict density numbers on multi-family dwelling units, with only about 88 multi-family units remaining in the PUD. The request would allow for the possibility of a significant amount of multi-family residential dwelling units. As presently zoned, the site would only be eligible for commercial uses as allowed in the Jabot PUD C-2, which coincides with the commercial character of the surrounding and adjacent parcels. However, with the future land use map, planned development would be appropriate use at this location. Likewise, the surrounding parcels include various commercial or mixed-use designations that the request would be compatible with. In relation to the two, some variety of multi-use development could be considered at this location versus solely commercial.*
5. Is there an imminent need for the rezoning and is the property likely to be used for the use requested?
 - *There is no imminent need for the rezoning. The property has undergone various attempts to rezone it in the past, with an attempt prior to Amendment 17 occurring in 2022 to allow for townhomes. These previous requests to rezone for a more intense residential use were not approved. If rezoned to C-2 the site is likely to be utilized for such purposes for a multi-use development or mixed-use development.*
6. Will the proposed use substantially conflict with existing density patterns in the zone or neighborhood?
 - *Generally, no, the proposed development would be consistent with that of the general area related to land uses. The request would allow for similar development as other quadrants of Pooler Parkway and Pine Barren Rd. However, due to the size and*

scale of the proposed development and request, the potential of increased development that could be allowed would be significantly greater than what currently exists on most nearby properties. This type of zoning would allow for a similar type of development as the opposite side of Pooler Parkway from this site, with a major difference being the scale due to the excessive amount of proposed multi-family dwelling units, which substantially conflicts with the density patterns in the area.

7. Would the proposed use precipitate similar requests which would generate or accelerate adverse land use changes in the zone or neighborhood?

- *It is possible that similar requests could be made that could generate or accelerate adverse land use impacts in the area. On its own, this request could be considered one that could generate or accelerate adverse land use impacts. Per comments made by both residents and City Council at recent meetings, future development within this area should be evaluated carefully regarding their land use impact within the area. Traffic and congestion have been raised as specific concerns for the development of land throughout Pooler.*

8. Will the action adversely impact adjacent or nearby properties in terms of:

- Environmental quality or livability resulting from the introduction of uses or activities which would create traffic, noise, odor or visual hazards or the reduction of light and air that is incompatible with the established development pattern?
 - *It is possible the request could adversely impact the nearby properties as it relates to livability through the introduction of additional traffic based upon the size of the proposed multi-use development's excessive inclusion of multi-family dwelling units and other uses.*
- Property values, by rendering such properties less suitable and therefore less marketable for the type of development to which they are committed or restricted in order to promote the public welfare and protect the established development pattern?
 - *Yes, the request could possibly adversely impact the nearby properties as it relates to property values or make them less marketable due to the impact of the increase in traffic, congestion, and proposed uses.*

- Will the action create development opportunities of such increased intensity that stormwater runoff from the site cannot be controlled within previous limits, with [which] results in adverse impacts upon existing down-stream drainage problems or potential problems?

- *No, the request would not adversely impact the nearby properties as it relates to stormwater runoff. Any site development proposed in the City will need to go through site plan review and approval to ensure items such as stormwater runoff are addressed on site so that downstream drainage or off-site impacts do not occur.*

9. Will the action result in public service requirements such as provision of utilities or safety services which, because of the location or scale of the development, cannot be provided on an economic basis and therefore would create an actual burden to the public?

- *Yes, the proposed rezoning could result in public service requirements that could create a burden on the public. Any potential infrastructure improvements related to this development would be the sole responsibility of the developer and would not place a burden on the city.*

Conclusion:

Staff finds the request does not comply with the required criteria for a zoning map amendment. As such, staff recommends Denial of the request.

Attachments:

- A. Vicinity Map
- B. Zoning Map
- C. Submittal Documentation
- D. Letters of Opposition
- E. Site Pictometry



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Vicinity Map - Jabot PUD Amendment 19 - PUD Amendment

11/24/2025

☐ Parcels