CITY of POOLER
GEORGIA

PLANNING & ZONING STAFF REPORT

PUD Amendment request to rezone three parcels from the JABOT PUD to the C-2 (Heavy Commercial) Zoning District, with the P (Planned District Overlay), assigned to the property allowing for the development of 1,060 multi-family residential units and a multi-use project referred to as "The District" (Jabot PUD Amendment 20)

Project:	#A26-0228
P&Z Meeting Date:	August 10, 2026
Public Hearing Date:	September 21, 2026
Applicant and Authorized Agent:	Robert Forrest
Parcel (PIN):	51023 01038, 51023 01039, 51023 01040
Existing Zoning:	PUD (Jabot PUD)
Acreage:	Approximately 116.40 acres
Zoning Action:	PUD Amendment – Jabot PUD, Proposed Amendment #20
Request:	PUD Amendment request to rezone three parcels from the JABOT PUD to the C-2 (Heavy Commercial) Zoning District, with the P (Planned District Overlay), assigned to the property allowing for the development of 1,060 multi-family residential units and a multi-use project referred to as "The District" (Jabot PUD Amendment 20)
Application Filed:	July 17, 2026
Legal Notice Published:	August 2, 2026
Sign Posted:	July 31, 2026
Letters Mailed:	July 31, 2026
Staff Recommendation:	Denial

Planning & Zoning Commission:	*After review of the criteria, P&Z recommends denial of the request.*
Recommended Motion:	*"After review of the criteria, move for denial of the request."*
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 the parcel has already been 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 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 item was brought before the Planning and Zoning Commission for a second time, as required by the conditions, on **April 13, 2026**. A motion was made to recommend denial of the request to City Council.

On **July 6, 2026**, the item was once again heard by City Council. The applicant provided a narrative within the submittal documentation which remained 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. Council voted to postpone the item with no date certain after discussion was presented for potentially amending the submittal. This item was postponed without a date certain and then was formally withdrawn by the applicant.

On July 17, 2026, the applicant submitted the current request to remove the subject parcels from the Jabot PUD and rezone them to the C-2 zoning district. The request also proposes applying a Planned District Overlay, resulting in a P-C-2 zoning designation for the subject properties.

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 1060 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.

The purpose of the "P" planned district is to provide areas within which comprehensive development plans shall be prepared by the developer and approved by Pooler City Council to secure an orderly development pattern. Such district shall be considered an "overlay" district and the uses permitted in such district shall be those uses permitted in the zoning district which is overlaid.

Property may be placed in the "P" overlay classification on a finding by Pooler Planning Commission and approved by Pooler City Council if meeting the following criteria:

(1) Such rezoning would be in the community's interest.

While the request could provide additional opportunities for mixed-use development, staff does not find that removing the subject property from the Jabot Planned Unit Development is in the community's interest. The Jabot PUD established an overall framework for development, including limits on residential density and the coordinated provision of supporting infrastructure. Removing the property from the PUD would eliminate the existing cap on multi-family residential units for the site and could allow a significantly greater residential density than originally contemplated. Given the existing traffic congestion along Pooler Parkway and Pine Barren Road, staff finds that the request is not in the community's best interest.

(2) Unplanned and uncoordinated development could result in potential problems in such areas as traffic flow, schools, recreation, open spaces, and public facilities.

Staff finds that the proposed rezoning has the potential to result in unplanned and uncoordinated development. The applicant's conceptual proposal includes more than 1,000 residential dwelling units, approximately 440 hotel rooms, and a variety of commercial and civic uses. This level of development would generate substantial vehicular and pedestrian traffic and place additional demand on an already congested transportation network, including Pooler

Parkway, Pine Barren Road, and the Galloway Drive and Memorial Drive intersection.

(3) To ensure an orderly growth and development, it is appropriate to acquire approval of specific development plans by the Pooler City Council.

Due to the scale and intensity of the proposed mixed-use development, any future plans should be subject to detailed review to evaluate transportation improvements, access management, infrastructure capacity, phasing, and compatibility with surrounding development. This level of review is necessary to ensure that development occurs in a coordinated manner consistent with the City's long-term planning objectives.

(4) To ensure development is consistent with the Comprehensive Plan.

While the Future Land Use Map identifies the property within the PUD/Mixed Use Character Area, the Comprehensive Plan also emphasizes coordinated growth, adequate infrastructure, and transportation planning. Staff finds that removing the property from the Jabot PUD would eliminate an important mechanism that currently regulates residential density and coordinates development within the larger master-planned area. Without the existing density limitations and comprehensive infrastructure evaluation, the proposed rezoning is not consistent with the Comprehensive Plan's goals of ensuring development occurs in a coordinated and sustainable manner while maintaining adequate levels of service for transportation and public facilities.

It is important to note that if this rezoning request is approved, the applicant must then submit for a Conditional Use to allow a Multi-Use development in the C-2 zoning district, per the Land Use Table in Appendix A- Zoning, Article IV- Zoning Districts, Section 28, Table 4.1. The applicant will then also need to submit a General Development Plan to be reviewed by the Planning and Zoning Commission and then the Pooler City Council. Following approval of the General Development Plan by Pooler City Council, no development shall take place until a detailed Specific Development Plan or preliminary subdivision plat, where required, have been submitted to the Pooler Planning and Zoning Commission for review and recommendation and the Pooler City Council for final approval.

Within the submittal materials, the applicant provided a traffic study which outlines the proposed development in two separate phases. The traffic study has been sent to the City's Traffic Consultants for review.

The Pooler 2040 Comprehensive Plan identifies this area within the Residential character area. The Future Land Use Map designates this site as Residential and Planned Development.

Relevant Ordinances:	App. A, Art. IV, Table 4.1: Allowed Uses by Zoning District App. A, Art. IV, Sec. 19: C-2 heavy commercial district App. A, Art. IV, Sec. 28: "P" planned 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 the existing zoning pattern. The request would extend the existing C-2 zoning across Pooler Parkway to the subject property while applying a Planned District (P) Overlay. The Planned District Overlay is intended to allow for a coordinated mixed-use development through an approved master plan and site-specific development standards. The proposed zoning would be generally compatible with the surrounding area, where commercial and mixed-use zoning exists at the other quadrants of the Pooler Parkway and Pine Barren Road intersection. However, while the zoning pattern itself is a logical extension, the proposed intensity of development, particularly the inclusion of 1,060 multi-family dwelling units, significantly exceeds the scale of surrounding development and raises concerns regarding compatibility, traffic impacts, and infrastructure capacity.* 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 proposed P-C-2 zoning would extend the existing commercial zoning pattern across Pooler Parkway and is generally consistent with the surrounding commercial and mixed-use development in the area. Therefore, the request is related to the existing zoning and overall pattern of development rather than creating an isolated zoning district.* 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? • *Yes. The proposed development, particularly at the density currently contemplated, has the potential to generate significant additional traffic. While Pine Barren Road and Pooler Parkway are major*

thoroughfares intended to accommodate higher traffic volumes, the scale of the proposed mixed-use development would likely increase congestion along Pine Barren Road, Pooler Parkway, and the Galloway Drive and Memorial Drive intersection. Although any future development would be required to comply with the City's traffic impact analysis requirements and implement any necessary mitigation measures during the site plan review process, staff finds that the proposed intensity of development could result in traffic, congestion, and associated noise reaching unacceptable levels. The applicant has submitted a traffic study identifying operational deficiencies; however, the study is currently being reviewed by the City's Traffic Consultant. Therefore, the full extent of the transportation impacts has not yet been determined.

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 proposed high-density multi-family residential development. The subject property is currently undeveloped and zoned Jabot PUD, which establishes specific limits on residential density, with approximately 88 multi-family dwelling units remaining available within the PUD. Removing the property from the Jabot PUD and rezoning to the C-2 zoning district would eliminate those existing density limitations and allow for a substantially greater number of multi-family dwelling units than currently permitted. As presently zoned, the property is intended for commercial development consistent with the surrounding commercial character and the development framework established by the Jabot PUD. However, the Future Land Use Map identifies the property within the PUD/Mixed Use Character Area, indicating that a planned mixed-use development could be appropriate at this location. Additionally, the surrounding area contains a mix of commercial and mixed-use developments, suggesting that some form of mixed-use development could be compatible with the area. Staff's concern is not with the concept of mixed-use development itself, but rather with the proposed residential density and the potential long-term impacts on transportation infrastructure and the overall development pattern.*

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 requested rezoning. The subject property has been the subject of previous rezoning requests seeking more intensive*

residential development, including a 2022 proposal to allow townhomes (Jabot PUD Amendment 17). Those requests were not approved. The property is currently zoned Jabot PUD and remains suitable for commercial development as permitted under the existing zoning. While a mixed-use development may be appropriate at this location based on the Future Land Use Map, staff does not find an immediate need to remove the property from the Jabot PUD to accommodate the proposed increase in residential density.

6. Will the proposed use substantially conflict with existing density patterns in the zone or neighborhood?

    - *Generally, no. While the proposed mixed-use land use would generally be compatible with the surrounding commercial and mixed-use developments near the Pooler Parkway and Pine Barren Road intersection, the proposed residential density would substantially conflict with the existing development pattern. The requested C-2 zoning, with the Planned District Overlay, would allow for a significantly greater number of multi-family dwelling units than currently exists on nearby properties and would exceed the residential density contemplated under the Jabot PUD. Although similar mixed-use developments are located in the vicinity, the overall scale and intensity of the proposed development would be substantially greater than the surrounding area, resulting in a density pattern that is inconsistent with the existing neighborhood.*

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 approval of this request could encourage similar requests for higher-density mixed-use developments within the surrounding area, potentially accelerating changes to the established land use pattern. Given the scale and intensity of the proposed development, particularly the significant increase in multi-family residential density, staff finds that approval could create pressure for additional requests seeking similar residential intensities. As expressed by nearby residents and members of the City Council during recent public meetings, future development in this area should be carefully evaluated to ensure that land use decisions do not exacerbate existing concerns related to traffic congestion, infrastructure capacity, and compatibility with the surrounding development pattern.*

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, but could 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. Site Pictometry E. Petitioner Presentation

Attachment A

Vicinity Map - Jabot PUD Amendment 20



7/27/2026, 9:42:06 AM

- Override 1
- Override 1
- Property Boundaries (Parcels)

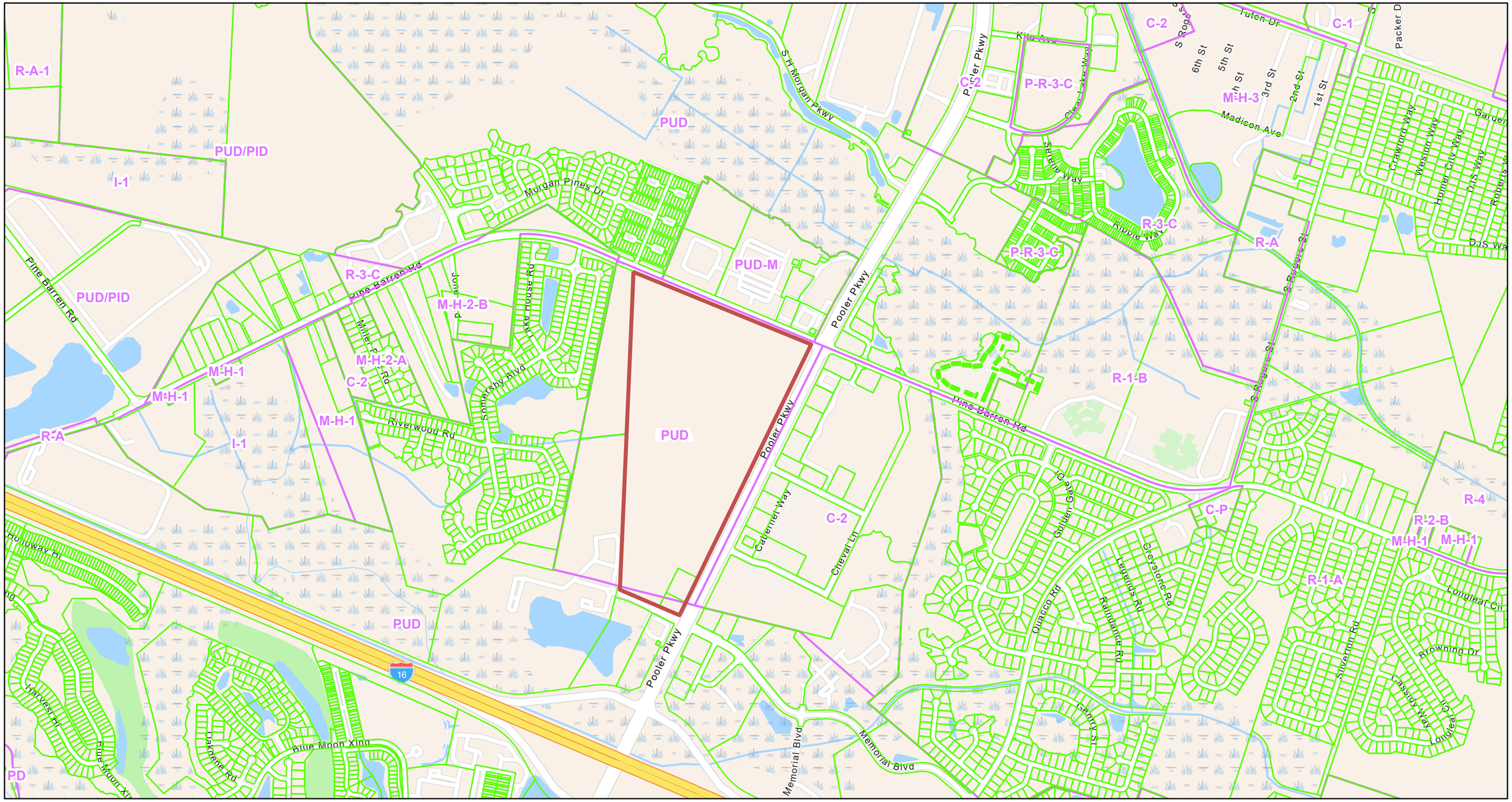
1:9,323

0 0.1 0.2 0.4 mi

0 0.15 0.3 0.6 km

Attachment B

Zoning Map - Jabot PUD Amendment 20



7/27/2026, 10:01:11 AM

- Override 1
- Property Boundaries (Parcels)
- Zoning

1:15,538

0 0.15 0.3 0.6 mi

0 0.25 0.5 1 km

Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

Pooler Forrest Places LLC

7/16/2026

Nicole Johnson
Zoning Administrator
City of Pooler
100 SW Hwy 80
Pooler, GA 31322

RE: JABOT PUD REMOVAL

Dear Ms Johnson

Please accept this request to amend the Jabot PUD masterplan with the removal of three parcels totaling 117+/- acres at the SW quadrant of Pine Barren and Pooler Parkway.

We are requesting that the PUD be amended as follows:

- The entirety of the subject property be removed from the Jabot PUD and remain classified land use of C2 but adding the Planned District Overlay resulting in a P-C-2 zoning of the subject properties.
- Our development plan is a horizontal and vertically mixed use project that is allowed in C2 zoning utilizing Appendix A, article III, section 33 – Multi-Use Development, however the Jabot PUD has some limitations that preclude or restrict the ability to utilize said code.
- Our development plan, while fluid, would include many uses that come together to make a successful mixed use destination – true Live/Work/Play – in a walkable environment. These are some of the proposed uses:

(note: italics are revised from previous submission)

  - Grocery-anchored (100k sq ft+) with service oriented retail uses and grocery branded gas.
  - 330 residential for-rent dwellings 4 stories and elevator served along Pine Barren/internal to site – *note now internal to the site with primary access from Pooler Parkway*
  - Medical/Office/Professional pads/buildings along Pine Barren and new internal parkway *with roundabout at intersection of Pine Barren*
  - 1ac+/- for new city of Pooler Fire Station
  - *Off-leash dog park*
  - *Vertically mixed use* building(s) including 390 residential for-rent dwellings 3-4 stories over retail and other uses with some/most parking in a shared parking structure
  - Central plaza with entertainment/retail/restaurant spaces
  - *Childrens attraction/play area*
  - *Center green area approximately 26k-37k sq ft in size*
  - *Vertically mixed use* building(s) including 340 residential for-rent dwellings 2-3 stories over ground floor retail/other uses
  - Kiosk/Jewel Boxes for various tenants along walkable central plaza/park

Pooler Forrest Places LLC

- 130-140 key Hilton Garden Inn over ground floor retail/other uses
- 200-300 key full service hotel with meeting/conference/etc spaces
- Civic/common areas including Amphitheater and shared “green room” back-of-house *centrally located not abutting neighboring residential*
- 125-135k anchor and junior box users including sporting goods, fashion, and specialties.
- Potential *single convenience store* with gas along Pooler Parkway
- 12-14 outparcels for various uses including banking/financial, healthcare/medical, restaurant, retail, and entertainment uses.
- *11-15% of total land for stormwater management and water quality*
- *Sidewalks along most road frontages*
- *Oversized greenway/Hi-Lo trail sidewalk along Pine Barren.*

Please review and consider this request for amendment on the next available Planning and Zoning and City Council meetings.

Sincerely



Robert Forrest
Managing Member
Pooler Forrest Places LLC