



## Bulloch County Departmental Review

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<b>Agenda Item:</b>	1	<b>Meeting Date:</b>	August 5, 2025 (BOC)
<b>Application #:</b>	RZNE-2025-00190	<b>Application Type:</b>	Rezoning
<b>Request:</b>	Turtle Landing Investments, LLC., has submitted an application to rezone approximately 71.17 acres AG-5 (Agricultural 5 acres sq. ft.) to R-80 (Residential 80,000 sq. ft.) for the purpose of creating a single-family subdivision. The property is located on Sinkhole Road and Ephesus Church Road. John Spandle will serve as agent.		
<b>Planning and Zoning Commission Recommendation:</b>	Denial by a unanimous 5-0 vote.		
<b>Final Staff Recommendation:</b>	The staff recommends conditions if approval is granted.		

<b>Applicant:</b>	Turtle Landing Investments, LLC.	<b>Acres in Request:</b>	54
<b>Location:</b>	1075 Ephesus Church Road	<b>Existing Lots:</b>	1
<b>Map #:</b>	051 000015 000	<b>Requested Lots:</b>	27
		<b>Current Zoning:</b>	AG-5
<b>Future Land Use:</b>	Rural Open Space Character Area	<b>Requested Zoning:</b>	R-80

**HISTORY, FACTS, AND ISSUES:** This request, provided by Turtle Landing Investments, LLC., pertains to an application for a rezone from AG-5 to R-80 within the subject property. The general motivation in this case is for the applicant to rezone the property in order to create conforming lots for a subdivision. This subject property possesses road frontage on Sinkhole Road, a local county dirt road, and Ephesus Church Road, a local paved road. It is within the Rural Open Space character area according to the Bulloch County 2045 Comprehensive Plan.

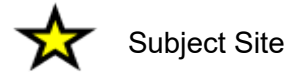
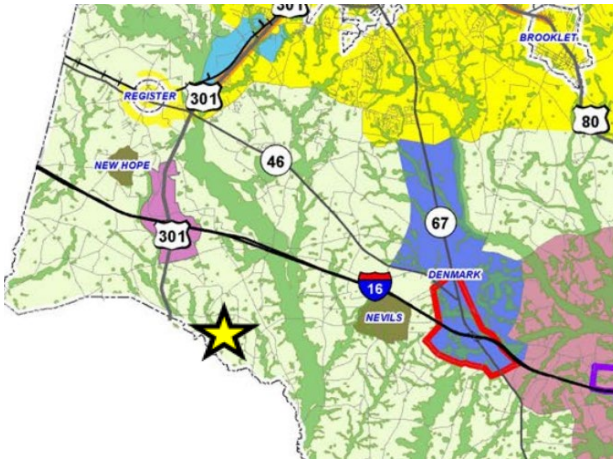
The subject property abuts other adjacent AG-5 zoned properties. This property has historically been used for agricultural use, and is intended for residential use. No structures are present on the property.

Staff analyzed this request to determine compliance with the governing standards for the exercise of zoning and subdivision powers within Bulloch County. The factors most relevant to this application were considered, including the neighboring land uses, lot sizes, the unique shape of the property, and the impact of the proposed request. Therefore, the staff recommends conditions if approval is granted of the request for a rezone in the following report.



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## Location of Parcel



Subject Site

Rezone Standards		Yes	No	Comment
(1)	Is the proposed use suitable in view of the zoning and development of adjacent and nearby property?	X		
(2)	Will the proposed use adversely affect the existing use or usability of adjacent or nearby property?		X	
(3)	Are there substantial reasons why the property cannot or should not be used as currently zoned?		X	
(4)	Will the proposed use cause an excessive or burdensome use of public facilities or services, including but not limited to streets, schools, EMS, sheriff or fire protection?		X	
(5)	Is the proposed use compatible with the purpose and intent of the Comprehensive Plan?	X		
(6)	Will the use be consistent with the purpose and intent of the proposed zoning district?	X		
(7)	Is the proposed use supported by new or changing conditions not anticipated by the Comprehensive Plan?		X	
(8)	Does the proposed use reflect a reasonable balance between the promotion of the public health, safety, morality, or general welfare and the right to unrestricted use of property?	X		

## Land Use Planning Impact

**Future Land Use Map:** The Bulloch County Joint Comprehensive Plan indicates the property would be appropriate for the character area.

**Existing Land Use Pattern:** There are primarily agricultural uses at adjacent and nearby properties.



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**Zoning Patterns and Consistency:** The proposed change appears to be consistent with the suggested zoning patterns for a rural open space as identified in the future development map of Bulloch County.

**Neighborhood Character:** The proposed development anticipates an appropriate density level for rural open space.

Zoning Density Analysis						
Current Density	Allowed Density	.02 units per acre	Future Land Use Map Density (gross)			
			Rural-Open Space		0.2 units per acre	
Proposed Density	0.3 units per acre		Rural-Neighborhood		1.0 units per acre	
			Suburban Neighborhood Character Area		2.0 units per acre	
Density Alternative Analysis						
Zoning	Gross Density: 71.17acres <sup>1</sup>	Net Density: 55.37acres <sup>2</sup>	Estimated Lot Yield: Gross Density	Lot Max.	Estimated Lot Yield: Max. Density	Net Lot Yield With 15% Density Bonus
R-80	0.544 units per acre		38		30	34
R-40	1.089 units per acre		77		60	69
R-25	1.741 units per acre		124		96	110
R-15	2.904 units per acre		206		160	184

<sup>1</sup> Gross density calculates total acreage less the estimated land needed for public dedication.

<sup>2</sup> Net density calculates total acreage less areas which cannot be developed due to environmental constraints (wetlands) and the estimated land needed for public dedication.

**Neutral Impact:** The development appears to conform with suggested land use planning policy for the open space character area, however, the immediate area of the proposed development does not currently exhibit similar zoning classifications.

## Fiscal/Economic Impact

**Fiscal Analysis:** Using the Envision Tomorrow Regional Fiscal Impact Tool 3.4, and based on 22 single-family housing units (2.5 persons per unit) valued at \$330,000 per parcel; it is estimated that after a 7-year build out, public revenues will exceed expenditures by \$45,703 (\$334,991 in total revenues v. \$289,288 in total expenditures).

\*Note- The fiscal impact tool is an estimate based on the best available data sources. Some data has been assumed by the practitioner's knowledge and best practices. In addition, the impact tool measures direct revenue/cost data. Indirect benefits are not included.

**Neutral Impact:** Cost of public service expenditures is expected to be neutral.

## School Impact

**Student Enrollment Created by New Development:** School impact is anticipated. A minimum of 10 new students in the Southeast Bulloch High School Feeder district.

**Negative Impact:** The impact to the Southeast Bulloch High School feeder system is likely to be negative assuming 25% of new residents will be less than 19 years old.



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## Water / Sewer Impact

**Water System:** A privately-owned, community water system meeting state EPD standards will be required.

**Sewerage:** Septic tank installation approval is required by the County Health Department.

- **Neutral Impact:** Major soil types identified are generally acceptable for septic tank installation.

## Solid Waste Impact

**Nearest Existing Solid Waste and Recycling Centers:** Union Church Recycling Center

**Waste Generation Estimate:** 18 tons annually.

**Neutral Impact:** Private collection services are available. No significant impact on the County's Solid Waste Management Plan or Ordinance requirements is expected.

## Environmental Impact

**Wetlands and Flood Zones:** Development as proposed assumes disturbance of 0.0 acres of wetland/flood zone areas.

**Stormwater:** The impervious surface ratio based on the proposed number of lots and use is expected to be 6-10%.

**Aquifer Recharge Areas:** There are no known areas affected.

**Water Supply Watersheds:** There are no known watersheds affected.

**River Corridors:** There are no known corridors affected.

**Air:** This project is not expected to create an air pollution nuisance.

**Soils:** Soil type is primarily Tifton Loamy Sand (TqB) and poses minimal limitations for septic tanks and filters, and roadways.

**Historic or Archeological Resources:** There are no known resources affected.

**Resources of Regional or Statewide Importance:** No Development of Regional Impact study was required or performed.

**Neutral Impact:** A stormwater management plan and Hydrology Study will be required.

## Traffic and Road Infrastructure Impact

**ITE Trip Generation Rate:** 9.2 per household or 202 trip ends per day.

**Proposed Road Construction in Development:** Internal public road meeting county standards are proposed for the development.

**Parking:** Parking will be on-site per dwelling.

**GDOT Road Classification for Access Road:** Sinkhole Road is a minor collector route, and Ephesus Church Road is also a local road.

**Bulloch Transportation Plan Classification for Access Road:** Sinkhole Road is a county-maintained minor collector route, and Ephesus Church Road is a county-maintained paved local route.

**Condition of Access Road:** Sinkhole Road is a county-maintained dirt road south of Union Church Road. Ephesus Church Road is a county-maintained paved road.

**Intersection Analysis:** Access to Sinkhole Road and Ephesus Church Road would be reviewed by the Bulloch County Engineering Department.

**Drainage:** The development is located in the Canoochee River- Cedar Creek Basin. Currently all drainage is natural; no man-made improvements to the parcel are known other than roadside



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drainage ditches and culverts. The access way/driveways to primary structures should have proper roadside drainage measures installed.

**Neutral Impact:** The rezone request, in consideration of the scale of the development, would have a neutral impact to the road infrastructure, traffic safety and drainage. A hydrology study and stormwater management plan are required for the initiation of a subdivision development. A County permit will be required for the subdivision entrances. Cost for improvements will be paid by the developer. Access is suggested to be limited to Ephesus Church Road.

### E-911 and Emergency Management Impact

Street addresses can be easily assigned. The County GIS 911 Coordinator should be contacted prior to construction.

**Neutral Impact:** These services would not be severely impacted.

### Law Enforcement Impact

**Agency:** Bulloch County Sheriff's Office

**Level of Service Standard (national: 0.6 per 1,000 population):** Bulloch County has 37 sworn officers for road patrols. The LOS is 67 for the total county population or 38 based on unincorporated population.

Public Safety Unit	Facility Distance / Response Time	LOS Impact or Deficiency	Intangibles
Law Enforcement (Sheriff)	17.4 miles, 25 minutes depending on patrolling patterns	.033 or no full-time equivalent additional officers would be required	Shift of 3 covers 684 square miles
Georgia State Patrol	10.9 miles, 13 minutes depending on patrolling patterns	NA	Post #45 located south of Statesboro on US 301

**Negative Impact:** The Sheriff's Department's capabilities are already exceeding capacity. The additional development would not require an additional full-time officer.

### EMS and Fire Service Impact

Public Safety Unit	Facility Distance / Response Time	LOS Impact or Deficiency	Intangibles
Fire (Bulloch Co. Fire Department)	Akins Anderson Substation 13 5.5 miles 11 min. response time	ISO Rating 10Y	City of Statesboro would need to be called for automatic aid or in event of a hazardous materials spill.
EMS-Rescue (County)	15.5 miles, 22 minutes response time	(-0.276) EMT / Paramedic per 1,000 population	

**Negative Impact:** Response times for fire and EMS are inadequate.



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## Recreation-Open Space Impact

**Nearest Facilities:** Nevils Park (6.8 miles).

**NRPA Level of Service – Acreage (9.2 acres per 1,000):** The development would create a demand of 0.5-acres of public park space. The applicant proposes to create a recreation area of 3 acres.

**Open Space:** Open space area designated for recreation.

**NRPA Level of Service - Trails (14 miles for population class; current 2.9) Greenway:** Nearest facility is S&S Greenway 17.5 miles.

**Negative Impact:** The development does not propose a common area for a passive park.

## Summary of Findings – Final Staff Recommendation

Impact Summary			
Impact Factor	Positive	Negative	Neutral
Land Use Planning			X
Fiscal-Economic			X
Schools		X	
Water-Sewer			X
Solid Waste			X
Environmental			X
Traffic and Roads			X
Emergency Management			X
Law Enforcement		X	
EMS-Fire		X	
Recreation		X	
<b>Total</b>	<b>0</b>	<b>5</b>	<b>6</b>
Local Impact Findings	The rezoning of the 71.17 acres is likely to have a neutral impact on County services		
Regional Impact Findings	N/A		

## FINAL STAFF RECOMMENDATION

**The staff recommends the following conditions if approval is granted:**

1. All structures must be site-built conventional construction according to state minimum building codes. No manufactured or industrialized structures shall be permitted.
2. Subdivision access shall be limited to Ephesus Church Road. No access shall be provided to Sinkhole Road with exception to three lots as displayed on the proposed site plan.

## PLANNING AND ZONING COMMISSION MEETING OVERVIEW

The Bulloch County Planning and Zoning Commission convened on June 17<sup>th</sup>, at 5:30 p.m., for the monthly meeting to review the rezone application submitted by Turtle Landing Investments,



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LLC. The meeting was attended by Planning and Zoning Commission Board members; Schubert Lane, Betsy Riner, Charles Chandler, Adam Bath, Ryne Brannen, and Chairman Jeanne Anne Marsh. County staff, the applicant, and members of the public were also in attendance.

John Spandle represented the applicant and presented the application to the commission. A total of five residents spoke in opposition to this particular request. Nearby property owners addressed concerns regarding additional traffic impacts and safety, infrastructure limitations with septic systems, the impact on the Southeast Bulloch school system, the risk of road flooding, the impact on the solid waste system, and the potential risk of increased crime rates within the area.

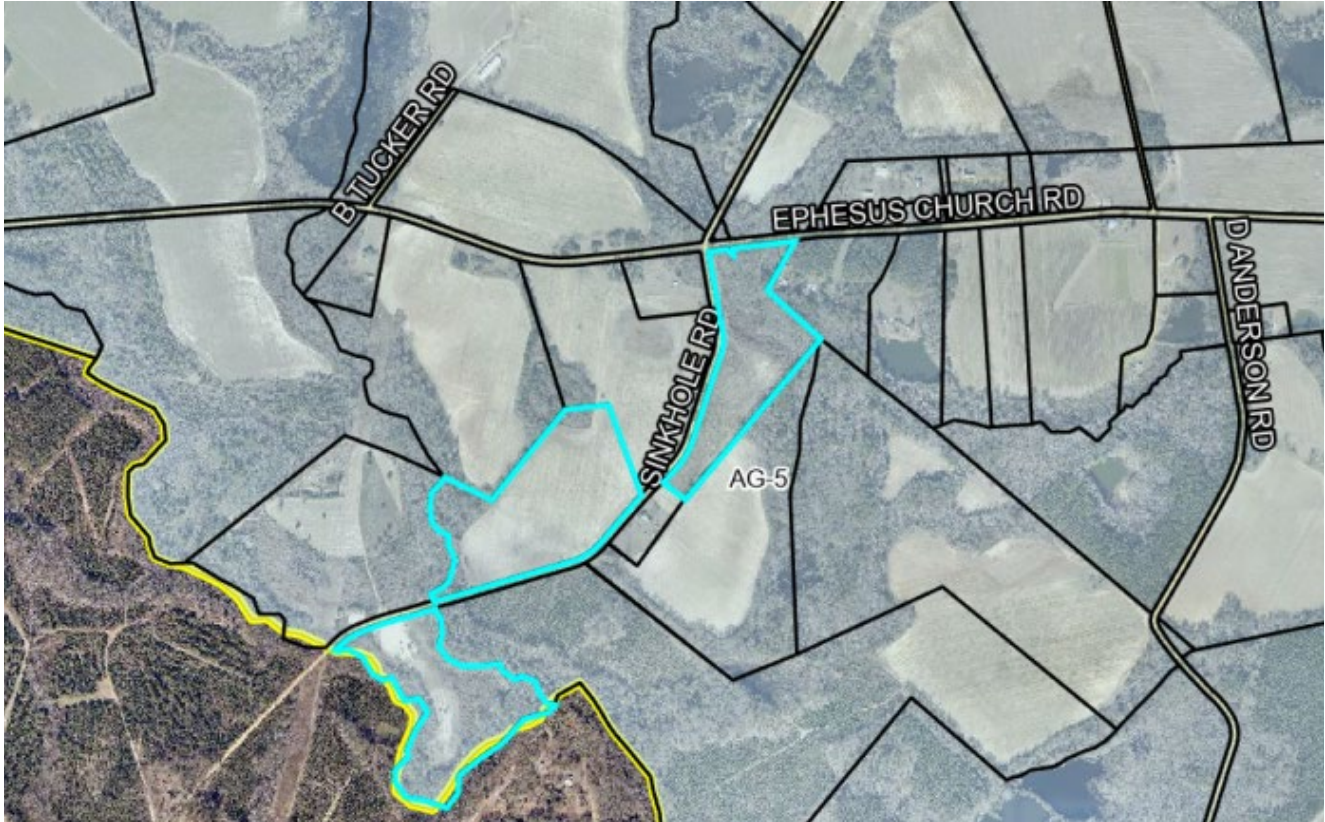
John Spandle, representing Turtle Landing Investment, LLC., responded to the the public concerns. After hearing the presentations and public input, the planning commission voted unanimously (5-0) to recommend denial of the rezoning request. The request was deferred during the July 1<sup>st</sup>, 2025 Board of Commissioners meeting to be heard on August 5<sup>th</sup>, 2025. The final decision was scheduled to be made by the Bulloch County Board of Commissioners at their meeting on August 5<sup>th</sup>, 2025.



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**Existing Zoning Map**  
Current Parcel Zone: AG-5  
Area Zoning: AG-5





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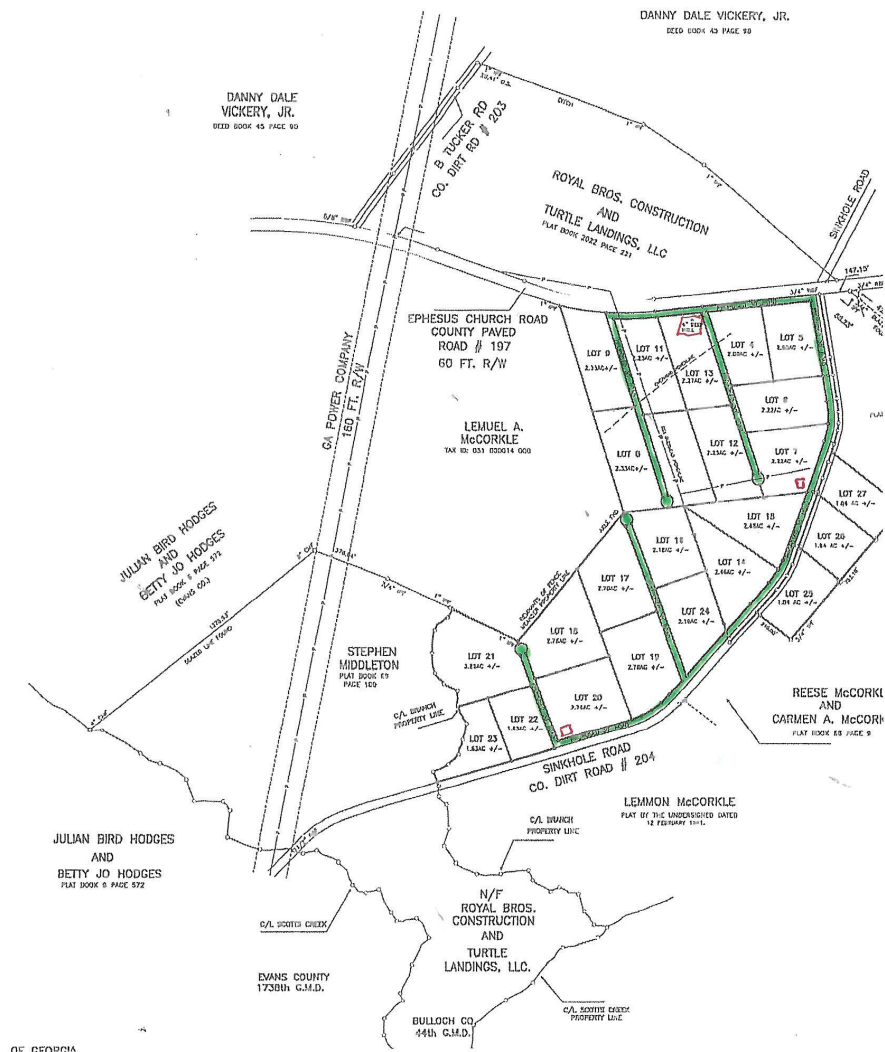
Aerial of Parcel





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## Proposed Site Plan





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## Letter of Intent by Applicant

To: James Pope

### Letter of Intent for Rezoning Land

To: James Pope

Dear Mr. Pope,

I am writing to express my intent to apply for the rezoning of the land located at 1075 Ephesus Church RD, Parcel Number 051000015000, Tax District County (district 04). This letter outlines the key reasons and the intended future use for the property should the rezoning application be approved.

### Background

The subject property, currently zoned for AG-5 Agriculture, has been identified as a prime location for residential use, which is more consistent with the evolving needs and growth patterns of the community. Rezoning the property to R1 Residential will enable us to better serve the local population and contribute to the economic development of the area.

### Purpose and Intent

The purpose of this rezoning application is to modify the land use designation to facilitate the development of a residential project. Additionally, the development will include approximately twenty-five affordable houses to address the housing needs within the community. The development aligns with the county's growth strategy and comprehensive plan.

### Justification

- **Community Need:** The proposed development will address a significant need for affordable housing in the area.
- **Compatibility:** The proposed zoning change is compatible with the surrounding land uses and will not adversely affect the character of the area.
- **Infrastructure:** The site is well-served by existing infrastructure, including roads, utilities, and public services, which can support the proposed development without significant upgrades.



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- Sustainability: The development will incorporate sustainable design principles, including environmentally friendly applications, energy-efficient systems, landscaping, and stormwater management techniques.

## Conclusion

We believe that the proposed rezoning and subsequent development will provide significant benefits to the community and align with the broader objectives of future urban planning and sustainable growth. We look forward to collaborating with the county's planning department to ensure that this project meets all regulatory requirements and receives the necessary approvals.

Thank you for considering our application. We are eager to engage with stakeholders and the community to discuss this proposal further and address any questions or concerns.

*John Spauld*



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View Facing South into the Subject Property





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View Facing East of the Subject Property





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View Facing West of the Subject Property





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**View Facing North from the Subject Property**





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