



Baldwin County Planning & Zoning Department

Baldwin County County Commission Staff Report

Case No. Z25-32

Wooley Property

Rezone from RSF-E, Residential Single Family Estate District to B-1, Professional Business District

July 16, 2025

Subject Property Information

Planning District: 37
General Location: East of State Highway 181 and north of Twin Beech Road in the Fairhope community
Physical Address: 19680 State Highway 181, Fairhope, AL 36532
Parcel Number: 05-46-06-23-0-000-018.000
Existing Zoning: RSF-E, Residential Single Family Estate District
Proposed Zoning: B-1, Professional Business District
Existing Land Use: Residential
Proposed Land Use: Commercial
Acreage: 2.00 ± acres
Applicant: Chris Dean
21968 Gallery Boulevard
Fairhope, AL 36532
Owner: Floyd Wooley
300 Fairhope Avenue
Fairhope, AL 36532
Lead Staff: Cory Rhodes, Planner
Attachments: *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Residential	RSF-E, Residential Single Family Estate District
South	Residential	RSF-E, Residential Single Family Estate District
East	Residential	Fairhope City Limits
West	Residential	Fairhope City Limits

Summary

The subject property encompasses approximately 2 acres and is currently zoned as RSF-E, Residential Single Family Estate District. A request has been made to change the designation to B-1, Professional Business District, to facilitate future commercial use.

Section 4.1 RSF-E, Residential Single Family Estate District

4.1.1 Generally. This zoning district is provided to afford the opportunity for the choice of a very low density residential environment consisting of single family homes on estate size lots.

4.1.2 Permitted uses. Except as provided by *Section 2.3: Establishment of Zoning in Planning Districts*, the following uses and structures designed for such uses shall be permitted:

- (a) The following general industrial uses: extraction or removal of natural resources on or under land.
- (b) The following transportation, communication, and utility uses: water well (public or private).
- (c) Agricultural uses.
- (d) Single family dwellings including manufactured housing and mobile homes.
- (e) Accessory structures and uses.
- (f) The following institutional use: church or similar religious facility.

4.1.3 Conditional Use Commission Site Plan Approval. Except as provided by *Section 2.3: Establishment of Zoning in Planning Districts*, the following uses and structures designed for such uses may be allowed by the site plan approval process:

- (a) Outdoor recreation uses.
- (b) The following institutional uses: day care home; fire station; school (public or private).
- (c) The following general commercial uses: country club.
- (d) The following local commercial use: bed and breakfast or tourist home (see *Section 13.10: Bed and Breakfast Establishments*).

4.1.4 Special exception. Except as provided by *Section 2.3: Establishment of Zoning in Planning Districts*, the following use and structures designed for such use may be allowed as a special exception: Not Applicable

4.1.5 Area and dimensional ordinances. Except as provided by *Section 2.3: Establishment of Zoning in Planning Districts*, *Section 12.4: Height Modifications*,

Section 12.5: Yard Requirements, Section 12.6: Coastal Areas, Section 12.8: Highway Construction Setbacks, Section 18.5: Variances, and Article 20: Nonconformities, the area and dimensional ordinances set forth below shall be observed.

Maximum Height of Structure	35-Feet
Maximum Height in Habitable Stories	2 ½
Minimum Front Yard	40-Feet
Minimum Rear Yard	40-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	80,000 Square Feet
Minimum Lot Width at Building Line	165-Feet
Maximum Ground Coverage Ratio	.35

4.1.6 Area and dimensional modifications. Within the RSF-E district, area and dimensional requirements may be reduced, as set forth below, where property is divided among the following legally related family members: spouse, children, siblings, parents, grandparents, grandchildren, or step-related individuals of the same status.

Minimum Front Yard	30-Feet
Minimum Rear Yard	30-Feet
Minimum Side Yards	10-Feet
Minimum Lot Area	40,000 Square Feet
Minimum Lot Width at Building Line	120-Feet

Section 5.1 B-1, Professional Business District

5.1.1 Purpose and intent. The B-1, Professional Business and Office District, is intended to allow a concentration of office type buildings and land uses that are most compatible with, and located near, residential areas. Most B-1 commercial, professional and business office districts will be placed in close proximity to residential areas, and therefore serve as a transitional zoning district between residential areas and higher intensity commercial zoning districts. The types of office uses permitted are those that do not have high traffic volumes throughout the day, which extend into the evening hours. They will have morning and evening short-term peak conditions. The market support for these office uses should be those with a localized basis of market support as opposed to office functions requiring inter-jurisdictional and regional market support. Because office functions have significant employment characteristics, which are compounded when aggregations occur, certain personal service uses shall be permitted, to provide a convenience to office-based employment. Such convenience commercial uses shall be made an integral part of an office building as opposed to the singular use of a building.

5.1.2 Permitted uses. The following uses are permitted as of right, or as uses accessory to permitted uses in the B-1, Professional Business and Office District, conditioned on the Commission Site Plan Approval requirements of *Section 18.10*:

- | | |
|---|--|
| (a) Accessory structures and use | (j) Fire station |
| (b) Bank | (k) Laboratory (scientific, medical, or dental) |
| (c) Barber shop or beauty parlor | (l) Library |
| (d) Childcare center | (m) Office |
| (e) Childcare institution | (n) Optician |
| (f) Church or similar religious facility | (o) Police station |
| (g) Clinic or dentist office (medical, dental, psychiatric) | (p) Post office |
| (h) Club or lodge | (q) School (public or private) |
| (i) Extraction or removal of natural resources on or under land | (r) Silviculture |
| | (s) Studio for dance, music, photography, painting |
| | (t) Water well (public or private) |

5.1.3 Conditional Use Commission Site Plan Approval. The following uses are permissible as Commission Site Plan Approval uses in the B-1 Commercial

Professional and Business Office District, subject to the standards and procedures established in Section 18.10: Commission Site Plan Approval:

- | | |
|-----------------------------|-------------------------------|
| (a) Arboretum | (h) Dwellings, in combination |
| (b) Swimming pool (outdoor) | with commercial uses, |
| (c) Ball field | subject to the standards |
| (d) Tennis court (outdoor) | listed under Section 5.1.4: |
| (e) Golf course | Mixed uses |
| (f) Wildlife sanctuary | (i) Riding academy |
| (g) Park or playground | (j) Gym/Fitness Center |

5.1.4 Mixed uses. Mixed residential and commercial uses may be permissible as Commission Site Plan Approval uses in the (B-1) commercial professional and Business office district, subject to the standards and procedures established in Section 18.10: Commission Site Plan Approval, and subject to the following criteria:

- (a) The commercial uses in the development may be limited in hours of operation, size of delivery trucks, and type of equipment
- (b) The residential uses shall be designed so that they are compatible with the commercial uses
- (c) Residential and commercial uses shall not occupy the same floor of a building
- (d) Residential and commercial uses shall not share the same entrances
- (e) The number of residential dwelling units shall be controlled by the dimensional standards of the B-1 district. A dwelling unit density of .5 (½) dwelling units per 1,000 square feet of the gross floor area devoted to commercial uses, may be allowed (structures with less than 2,000 square feet devoted to commercial uses shall be allowed one dwelling unit). In no case, however, shall the overall dwelling unit density for a mixed-use project exceed 4 dwelling units per acre
- (f) Building height shall not exceed three stories
- (g) A minimum of 30 percent of the mixed-use development shall be maintained as Open Space in accordance with the requirements of Article 17 Open Space, Landscaping, and Buffers.
- (h) The mixed commercial/residential structure shall be designed to enhance compatibility of the commercial and residential uses through such measures as, but not limited to, minimizing noise associated with

commercial uses; directing commercial lighting away from residential units; and separating pedestrian and vehicular access ways and parking areas from residential units to the greatest extent possible, and

- (i) Off-street parking spaces for the mixed residential and commercial uses shall be the sum total of the residential and commercial uses computed separately (See Article 15: Parking and Loading Requirements).

5.1.5 Area and dimensional ordinances.

Maximum Height of Structure	35-Feet
Maximum Height in Habitable Stories	2 ½
Minimum Front Yard	30-Feet
Minimum Rear Yard	25-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	20,000 Square Feet
Minimum Lot Width at Building Line	80-Feet
Maximum Ground Coverage Ratio	.60

5.1.6 Lighting standards. The maximum height of exterior lights shall be 25-feet. The intensity, location, and design of lighting shall be such that not more than one foot candle of light is cast upon adjacent property or public rights-of-way. Light fixtures shall be designed to cast light downward. Where necessary, cut-off devices shall be used to minimize glare off premises. No light shall be aimed directly toward a property designated residential, which is located within 200-feet of the source of the light.

5.1.7 Distance between structures. If there is a separation between any two principal structures on the same parcel, said separation shall be a minimum of 15-feet or a distance equal to one-half the sum of their heights, whichever is the greater.

5.1.8 Landscaping and buffering. All B-1, Professional Business and Office District, uses shall meet the requirements of *Article 17: Open Space, Landscaping and Buffers*.

Agency Comments

USACE, James Buckelew: Staff reached out 6/10/2025 but received no comments.

ADEM, Scott Brown: Staff reached out 6/10/2025 but received no comments.

City of Fairhope, Hunter Simmons: Staff reached out 6/10/2025 but received no comments.

Subdivisions, Fabia Waters: Following the rezoning approval, the applicant will be required to apply for a sketch plan application to discuss the requirement of a PUD Site Plan for multiple occupancy projects.

Civil Engineer, Tyler Austin: No development proposed at this time. Any future development will require construction plan and drainage review. Any proposed future access or improvements to existing access along AL Highway 181 will require approved permit from ALDOT.

Staff Analysis and Findings

The criteria for reviewing zoning amendments are outlined in Section 19.6 of the Baldwin County Zoning Ordinance. Staff carefully considered all of these factors during the evaluation of the application.

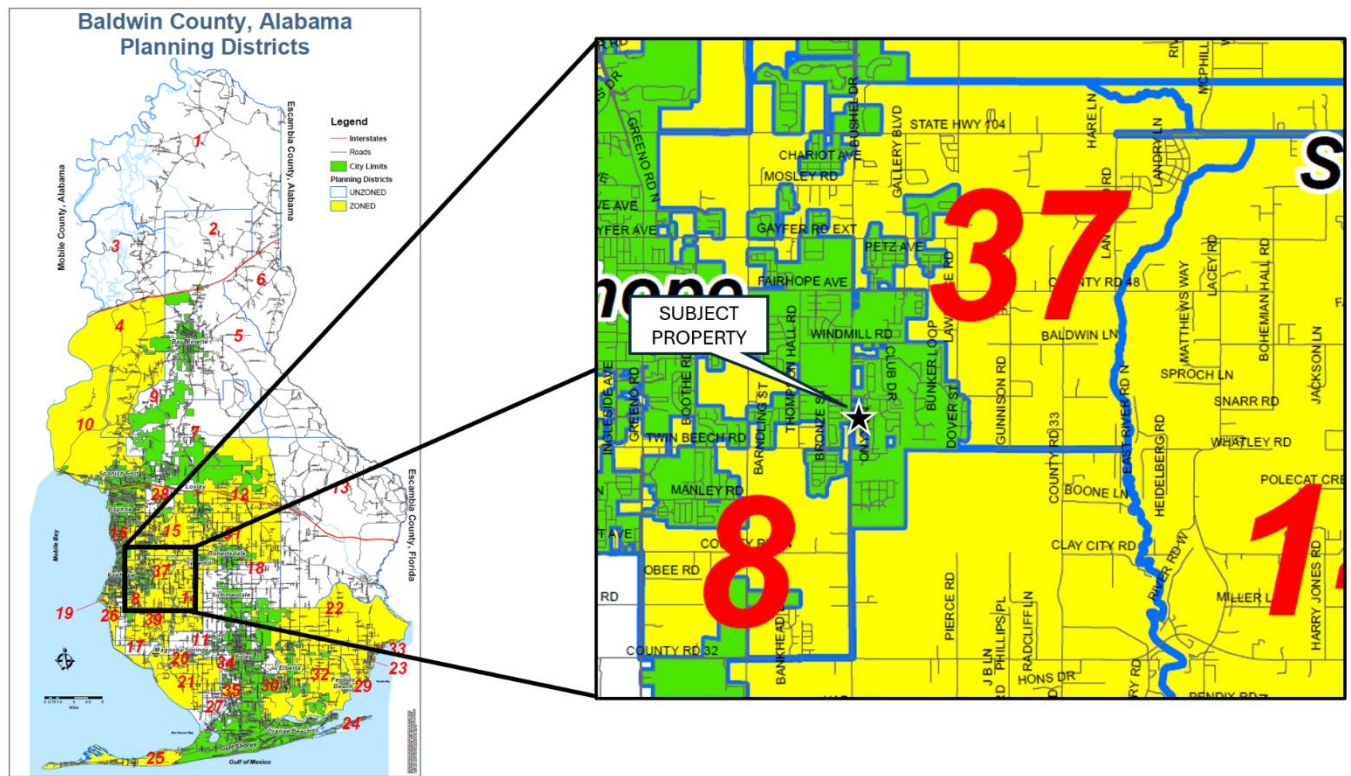
The subject property is situated in Planning District 37, which adopted a zoning map in July 2022. Following this adoption, there have been few, if any, changes in local conditions. The majority of the surrounding uses are residential, but commercial use can be found within ½ mile of the subject property. Furthermore, the Future Land Use Map (FLUM) designates this area as predominantly Moderate Development Potential, which incorporates activity centers located at key intersections which would allow for a combination of retail, office, and service uses to meet the needs of the community. The property is bookended by separate activity nodes located less than one mile from the subject property. Both nodes (Neighborhood Center and Urban Mixed-Use Center) support the proposed rezoning request. Thus, staff believes that the commercial zoning request complies with the land uses in the vicinity and would conform to the Master Plan.

Staff Comments and Recommendation

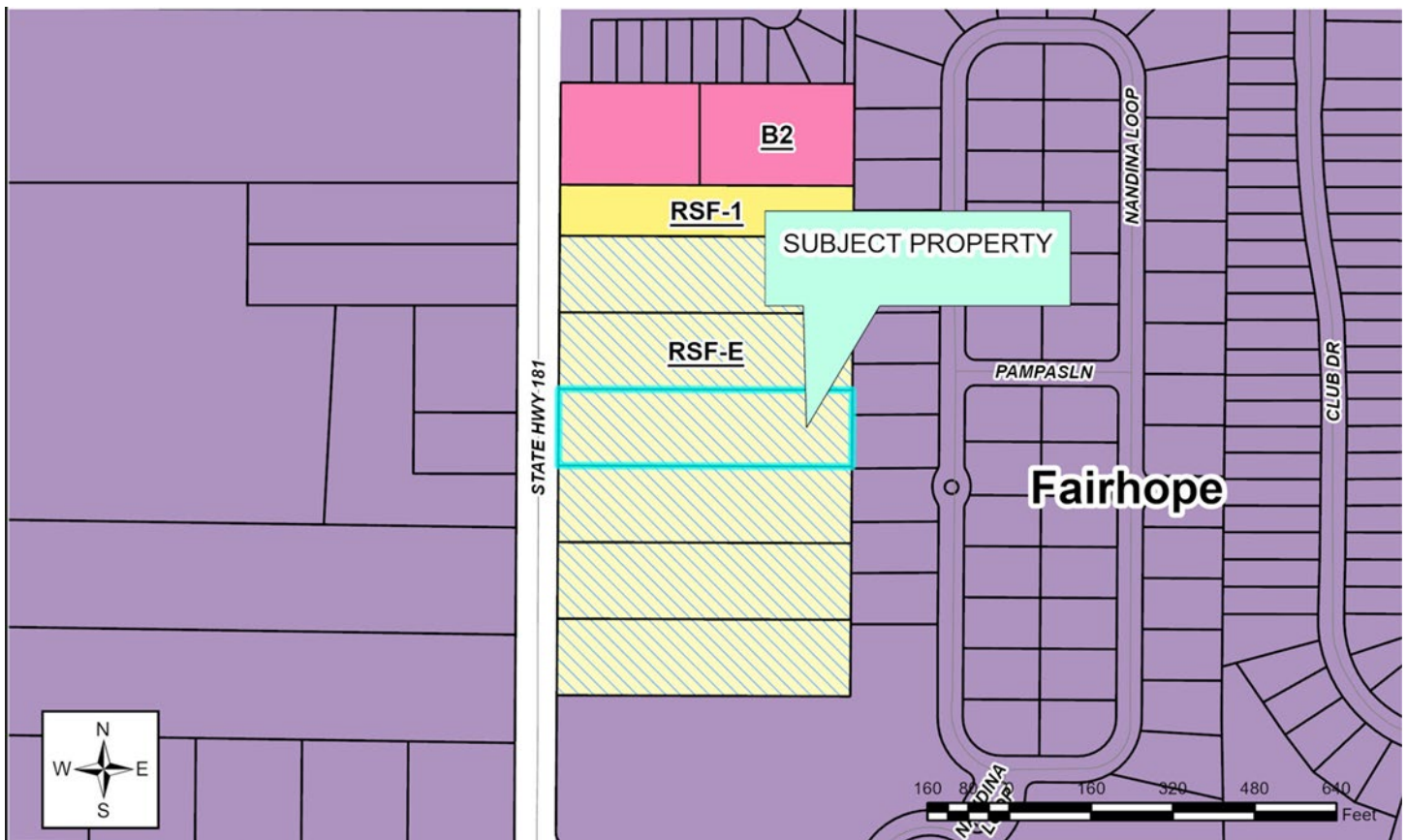
As previously mentioned, the subject property encompasses approximately 2 acres and is currently zoned as RSF-E, Residential Single Family Estate District. A request has been submitted for the designation of B-1, Professional Business District. The subject property is located on State Highway 181 and bookended by activity nodes located less than 1 mile from the subject property that support the proposed commercial use. Staff has carefully evaluated all relevant factors concerning this application and recommends that the rezoning application be approved.

Unless information to the contrary is revealed at the public hearing, staff feels this rezoning application should be recommended for **APPROVAL**.

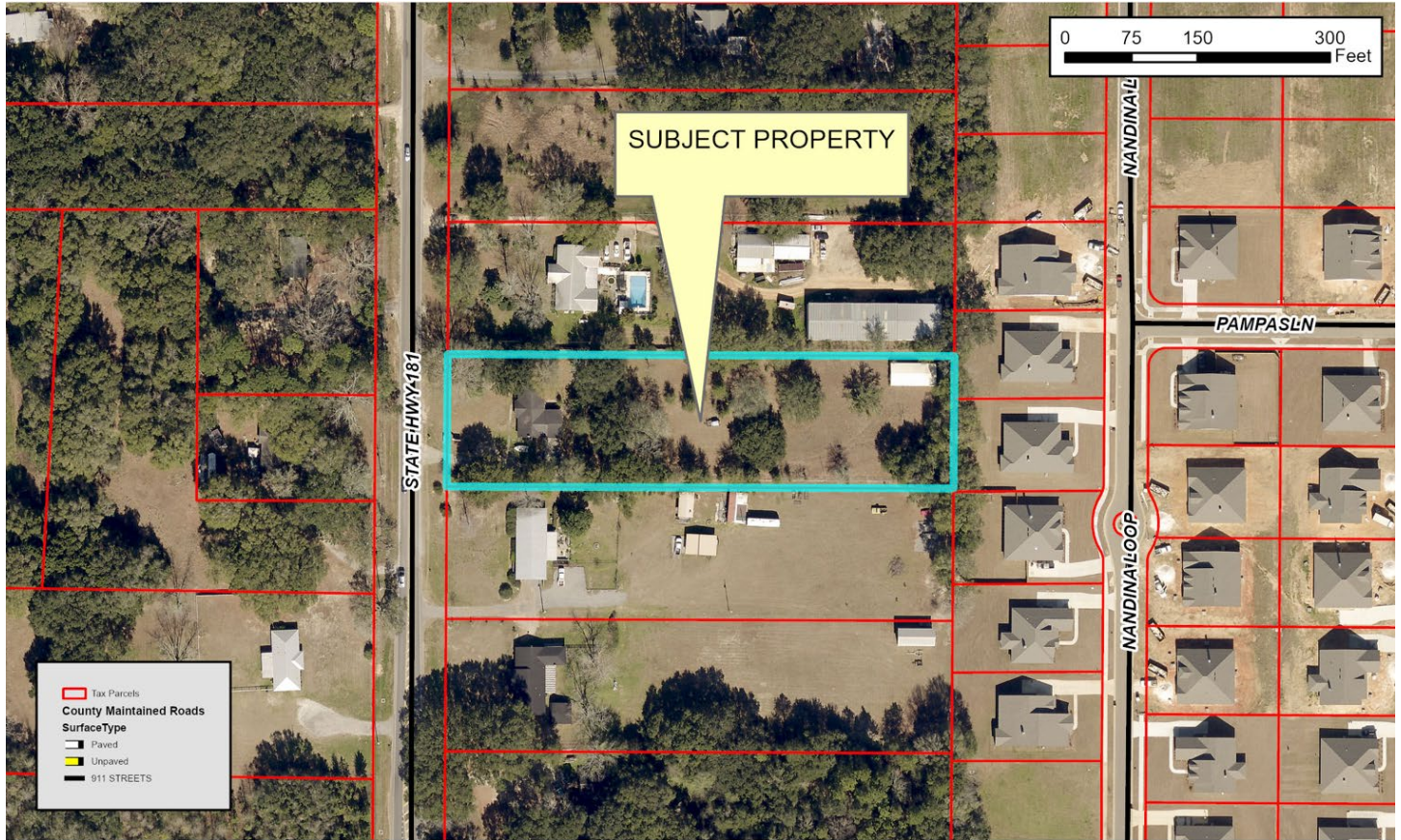
County Map



Locator Map



Site Map



Property Images



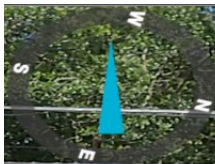




Adjoining Property
to The East
PIN: 377914



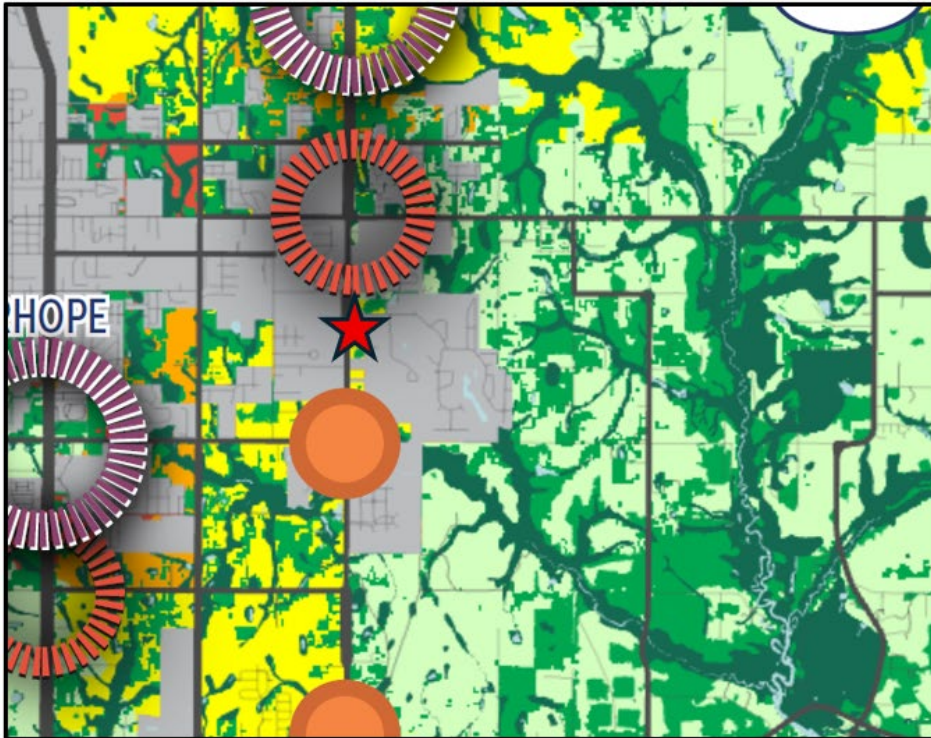
Jun 25, 2025 10:20:26 AM
30°30'40.57974"N 87°50'59.97127"W
290° W
Baldwin County Code Enforcement



Property to The
West
PIN: 15467



Jun 25, 2025 10:15:55 AM
30°30'40.50972"N 87°51'8.97138"W
242° SW
Baldwin County Code Enforcement



Conservation Development Potential Areas are suitable for all of the land uses described in the Ideal Conservation/Preservation Areas place type but would allow for limited development based on low-impact design principles. Allowing conservation-based subdivisions in these areas could help to balance the pressure of residential development with environmental preservation and rural character. Conservation-based subdivisions allow for the clustering of residential dwellings to protect open space that is valued for natural resource protection—such as stream buffers, mature forest habitat, or wetlands—working farmland, or recreational amenities.

PRIMARY LAND USES

- Conservation-based or cluster development with high levels of Low Impact Design (LID) and sustainable development practices
- Natural areas that are publicly and privately owned and managed
- Permanently protected lands such as conservation easements, parks, cemeteries
- Parks and open spaces devoted primarily to passive recreation and trails
- Lands with important cultural landmarks or assets
- Scenic view protection

RELATED ZONING DISTRICTS

- Environmental Conservation
- CR Conservation Resource District
- OR Outdoor Recreation District

CONNECTIVITY NETWORK

- Rural streets with paved shoulders, bike lanes, or side paths
- Greenways and trails along environmental buffers

Moderate Development Potential Areas are suitable for all of the land uses described in the previous place types but may also include a variety of home types from large and medium-lot single-family detached homes to single-family attached homes such as duplexes and townhomes. Subdivision patterns may be amenity-based communities with small gardens, parks and playgrounds within private lots or part of a community space. Neighborhood centers or nodes at key intersections would allow for a combination of retail, office, and service uses to meet the needs of the community.

PRIMARY LAND USES

- Single-family neighborhoods (suburban)
- Amenity-based communities
- Neighborhood center/node

RELATED ZONING DISTRICTS

- RSF-1 Single Family District
- RSF-2 Single Family District

CONNECTIVITY NETWORK

- Suburban street networks/limited use cul-de-sacs
- Open space, parks and amenities provided within neighborhoods
- Streets with sidewalks, bike lanes, and/or side paths based on local character and context
- Suburban greenways and trails

LEGEND

PLACE TYPES	NODE TYPES
IDEAL CONSERVATION/PRESERVATION	RURAL CROSSROADS CENTER
CONSERVATION DEVELOPMENT POTENTIAL	NEIGHBORHOOD CENTER
RURAL/AGRICULTURE/LID POTENTIAL	VILLAGE CENTER
MODERATE DEVELOPMENT POTENTIAL	URBAN MIXED-USE CENTER
MID-DENSITY DEVELOPMENT POTENTIAL	COMMERCIAL/INDUSTRIAL CENTER
HIGH-DENSITY DEVELOPMENT POTENTIAL	
MUNICIPAL JURISDICTIONS	