



# Baldwin County Planning & Zoning Department

## Baldwin County Commission Staff Report

Case No. Z26-09

Hilderbrandt Property

Rezone from RSF-1, Residential Single Family District to RSF-2, Residential Single Family District

May 21, 2026

### Subject Property Information

**Planning District:** 33  
**General Location:** West of County Rd 99 and south of Antietam Rd  
**Physical Address:** 33080 Antietam RD, Lillian, AL 36549  
**Parcel Number:** 05-63-02-03-0-000-012.000  
**Existing Zoning:** RSF-1, Residential Single Family District  
**Proposed Zoning:** RSF-2, Residential Single Family District  
**Existing Land Use:** Residential  
**Proposed Land Use:** Residential  
**Acreage:** 1.27 ± acres  
**Applicant:** John Paul Hilderbrandt  
32289 Rosalia Ave  
Lillian, AL 36549  
**Owner:** Same  
**Lead Staff:** Celena Boykin, Planning Manager  
**Attachments:** *Within Report*

|       | Adjacent Land Use | Adjacent Zoning                  |
|-------|-------------------|----------------------------------|
| North | Residential       | RSF-1, Single Family Residential |
| South | Vacant            | RSF-1, Single Family Residential |
| East  | Residential       | RSF-1, Single Family Residential |
| West  | Residential       | RSF-1, Single Family Residential |

### Summary

The subject property encompasses approximately 1.27 acres and is currently zoned as RSF-1, Single Family Residential District. A request has been made to change the designation to RSF-2, Residential Single Family District, to subdivide into two lots for family.

## Current Zoning Requirements

### Section 4.2 RSF-1, Single Family District

**4.2.1 Generally.** This zoning district is provided to afford the opportunity for the choice of a low density residential environment consisting of single family homes on large lots.

**4.2.2 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) The following agricultural uses: Silviculture.
- (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.
- (g) Agricultural uses, on RSF-1 zoned parcels that otherwise meet the minimum area and dimension requirements for Rural Agricultural District under Section 3.2.6 herein, agricultural uses shall be permitted uses, except that the minimum front yard for barns and other agricultural structures shall be 100 feet when constructed on an RSF-1 zoned parcel where no primary dwelling currently exists.

**4.2.3 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*).

**4.2.4 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

**4.2.5 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                  | 30-Feet            |
| Minimum Rear Yard                   | 30-Feet            |
| Minimum Side Yards                  | 10-Feet            |
| Minimum Lot Area                    | 30,000 Square Feet |
| Minimum Lot Width at Building Line  | 100-Feet           |
| Maximum Ground Coverage Ratio       | .35                |

### Section 4.3 RSF-2, Single Family District

*4.3.1 Generally.* This zoning district is provided to afford the opportunity for the choice of a moderate density residential environment consisting of single family homes.

*4.3.2 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) The following agricultural uses: Silviculture.
- (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.
- (g) Agricultural uses, on RSF-2 zoned parcels that otherwise meet the minimum area and dimension requirements for Rural Agricultural District under Section 3.2.6 herein, agricultural uses shall be permitted uses, except that the minimum front yard for barns and other agricultural structures shall be 100 feet when constructed on an RSF-2 zoned parcel where no primary dwelling currently exists.

*4.3.2 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*).

4.3.3 *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

4.3.4 *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                  | 30-Feet            |
| Minimum Rear Yard                   | 30-Feet            |
| Minimum Side Yards                  | 10-Feet            |
| Minimum Lot Area                    | 15,000 Square Feet |
| Minimum Lot Width at Building Line  | 80-Feet            |
| Maximum Ground Coverage Ratio       | .35                |

### Agency Comments

**USACE, James Buckelew:** Staff reached out but received no comments.

**ADEM, Scott Brown:** Staff reached out but received no comments.

**Natural Resource Planner, Ashley Campbell:** NA

**Subdivisions, Fabia Waters:** Following the rezoning approval, the applicant shall submit an application for a two lot subdivision to be presented to the Planning Commission.

### 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.

**(a) Degree of compatibility of the proposed rezoning with existing and allowable land uses in the vicinity.**

The subject property comprises approximately 1.27 acres, and a request has been submitted to rezone the area to RSF-2 to divide the parcel into two lots. Adjacent properties RSF-1 (and the subdivisions to the north and south are zoned RSF-2.

**(b) Degree of conformity of the proposed rezoning to the Master Plan.**

The Future Land Use Map (FLUM) represents a combination of development and environmental suitability factors, which direct growth and development patterns for the unincorporated areas of the County. The FLUM identifies the subject property as Rural Development Potential Areas. This includes large lots, open space views, and a large buffer distance between buildings. Residential homes may be on large tracts and could include estate homes and working farmland.

**(c) Proximity of the proposed rezoning to existing transportation network and utility infrastructure.**

The subject property is adjacent to a local road but is just west of a major collector.

**(d) Timing of the request and development trends in the area.**

The surrounding area has a variety of low to high-density residential developments. The property is located between two RSF-2 subdivisions and just south of Spanish Cove.

**(e) Impacts on environmental conditions of the vicinity or the historic resources of the County.**

There a very small of potential wetlands on the subject property. No historic or cultural resources should be affected, as the property is not within a Historic district.

**(f) Impacts to the health, safety and welfare of the County and the vicinity.**

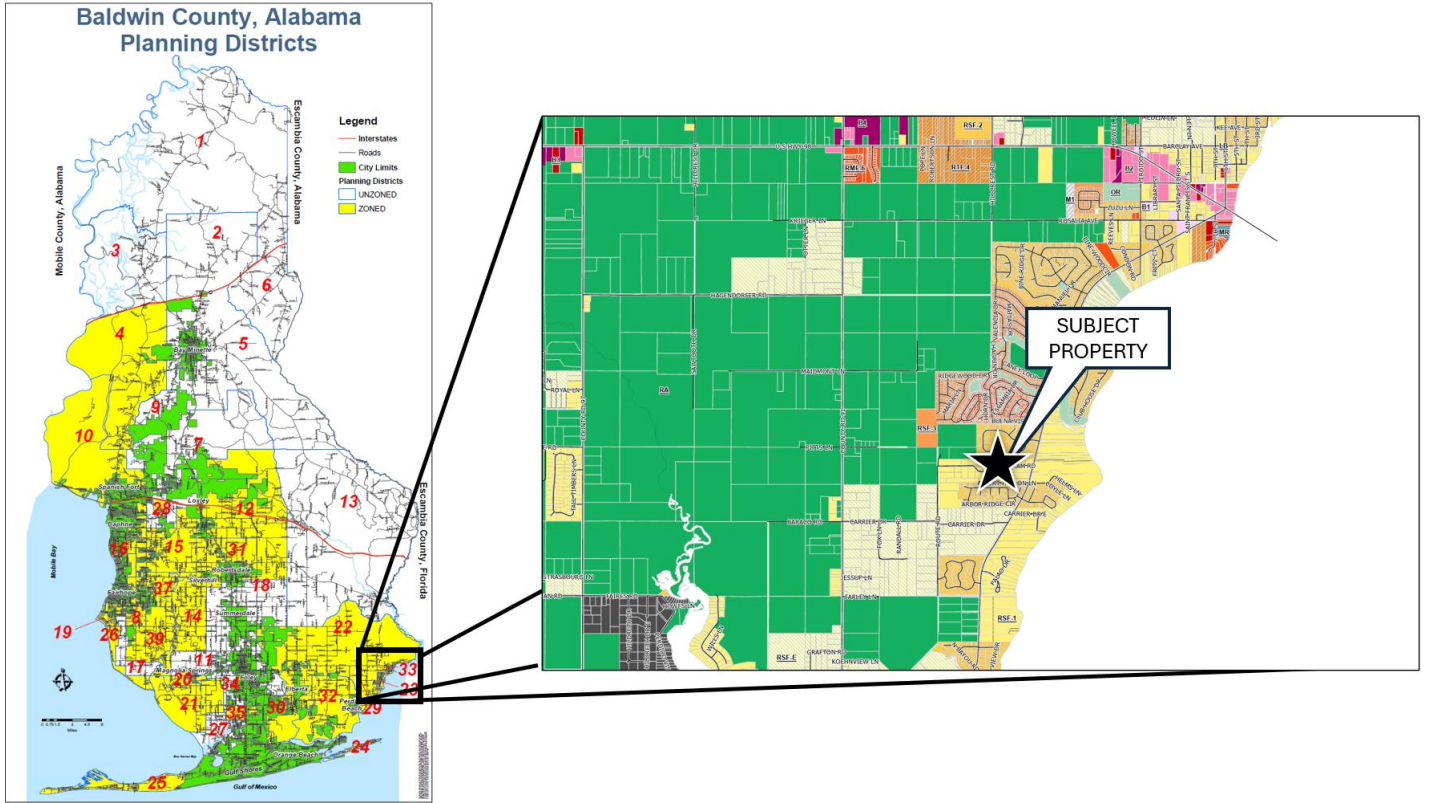
The proposed request should have no impact to the health, safety and welfare of the property or surrounding properties. If the subject property is developed the applicant will need to supply will serve letters for water and sewer.

### Staff Comments and Recommendation

Upon review of the *Factors for Reviewing Proposed Zoning Map Amendments* specified within Section 19.6 of the Baldwin County Zoning Ordinance and themes of the Baldwin County Master Plan, staff has determined that the requested Zoning Map Amendment is **consistent** with the factors specified within the Baldwin County Zoning Ordinance and is **not consistent** with the Baldwin County Master Plan Future Land Use Map.

The requested Zoning Map Amendment was also evaluated using the Smart Growth Scorecard (attached) which **strongly supports** the request.

## County Map



## Property Images







Property to the West  
PIN: 254471



Apr 23, 2026 11:34:25 AM  
33080 Antietam Road  
Lillian  
Baldwin County  
Alabama

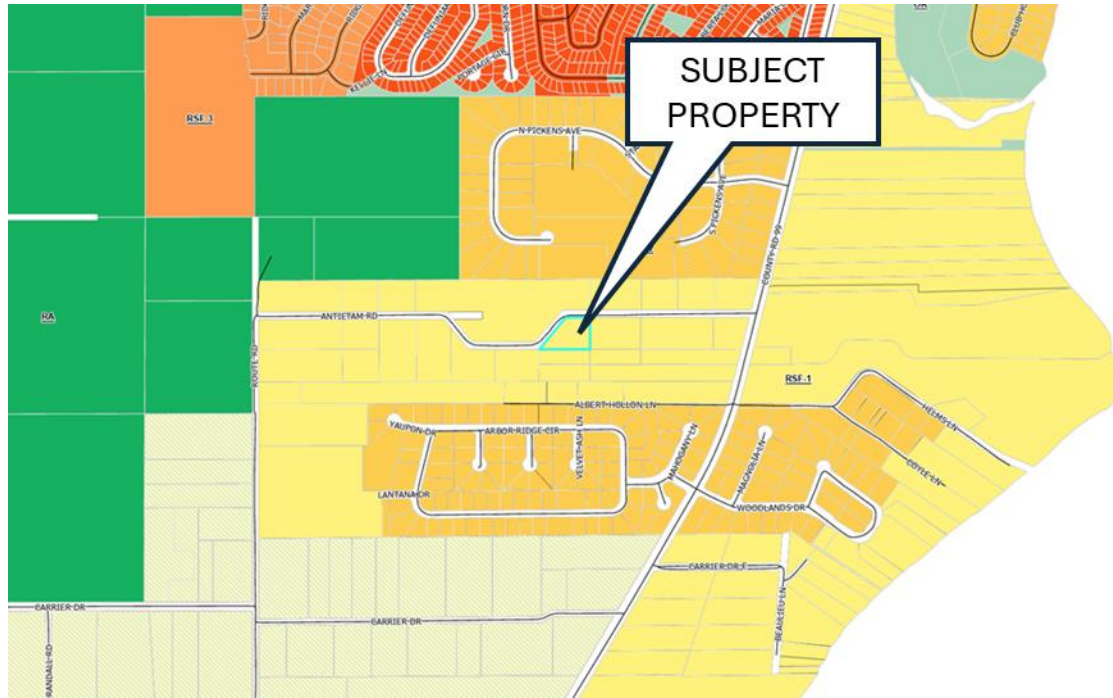


Adjoining Property to the South  
PIN: 220106

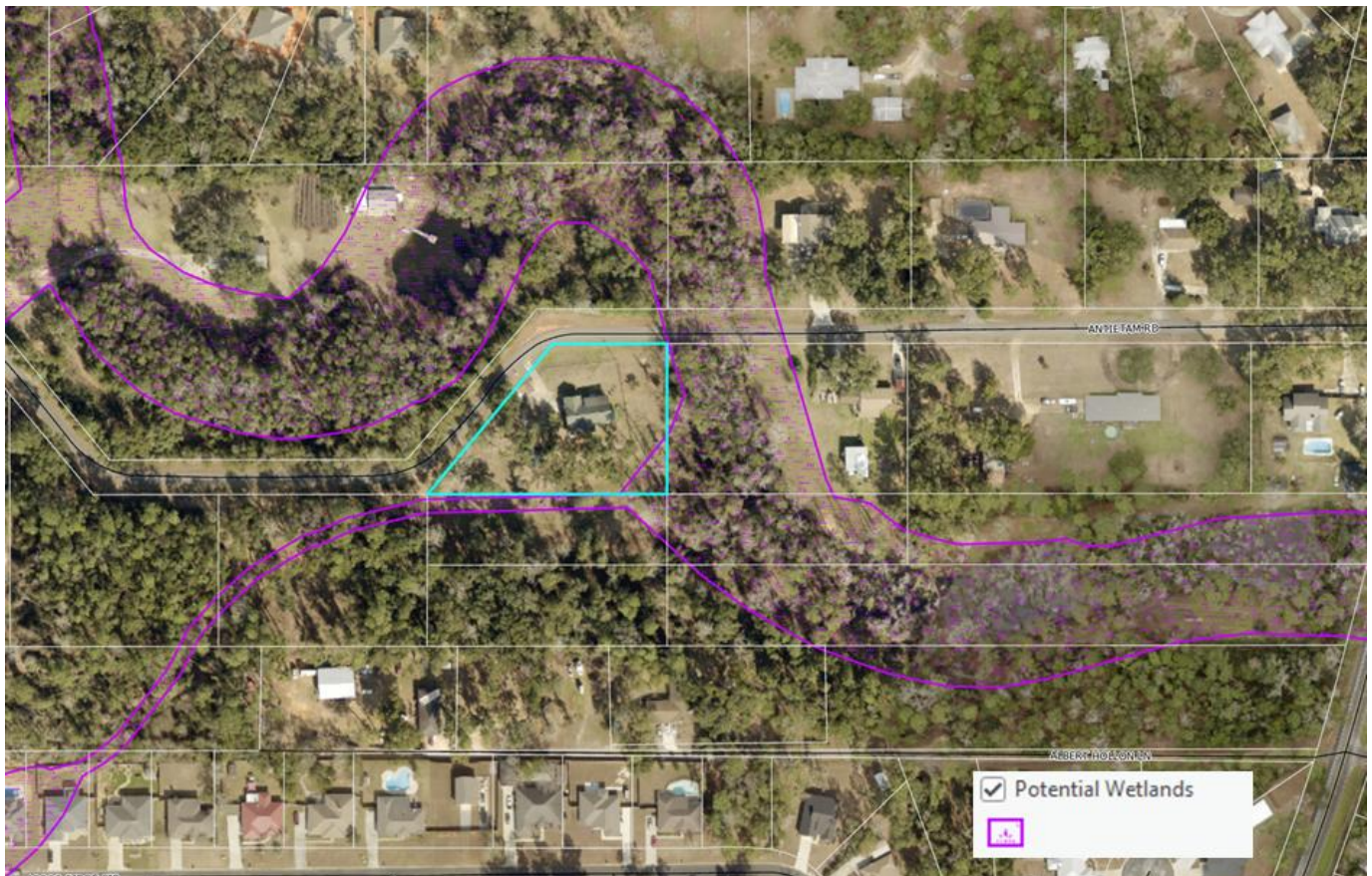


Apr 23, 2026 11:34:13 AM  
33080 Antietam Road  
Lillian  
Baldwin County

# Locator Map



# Site Map



## RURAL/AGRICULTURE/LOW IMPACT DEVELOPMENT POTENTIAL AREAS

Rural Development Potential Areas include large lots, open space views, and a large buffer distance between buildings. Residential homes may be on large tracts and could include estate homes and working farmland. The development pattern may also include conservation-based subdivisions to 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. Lands within these areas should be developed with additional Low Impact Development (LID) standards and buffers to limit the impact to adjacent critical environments. At key rural crossroads, rural centers or nodes could allow for a combination of retail and service uses to meet the needs of the community.



### PRIMARY LAND USES

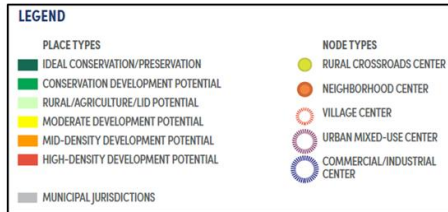
- Single-family detached homes
- Hobby farms
- Agri-hoods
- Cultivated farmland, timber/managed forest, pastureland
- Clustered manufactured housing communities
- Rural crossroads center/node

### RELATED ZONING DISTRICTS

- RR Rural District
- RA Rural Agricultural District
- RSF-E Residential Single Family Estate

### CONNECTIVITY NETWORK

- Rural streets with sidewalks, paved shoulders, bike lanes, and/or side paths based on local character and context
- Rural greenways and trails along environmental buffers



## Score Card

# SMART GROWTH SCORECARD TOOL

Score each element based on the following: +2 (Strongly Supports), +1 (Somewhat Supports), -1 (Somewhat Does Not Support), and -2 (Strongly Does Not Support). Each category will be totaled and then combined for a final score to evaluate whether the development aligns with the vision and themes of the Master Plan. The following final score ranges will be used in this evaluation.

| STRONGLY SUPPORTS | SOMEWHAT SUPPORTS | SOMEWHAT DOES NOT SUPPORT | STRONGLY DISAPPROVE |
|-------------------|-------------------|---------------------------|---------------------|
| Score of 20 to 40 | Score of 0 to 19  | Score of 0 to -19         | Score of -20 to -40 |

| SMART GROWTH SCORECARD  |  | SCORE    |          |           |           |
|---|--|----------|----------|-----------|-----------|
| <b>Conformity with Surrounding Land Use</b>   |  | <b>2</b> | <b>1</b> | <b>-1</b> | <b>-2</b> |
| Is the property contiguous to a complementary use or zoning district to what is being proposed?   |  |          |          | -1        |           |
| Does the density/intensity of the proposed use conform to the surrounding area or provide a use that would support the surrounding existing or permitted land uses? |  |          | 1        |           |           |
| Does the proposed land use provide a mix of uses or diversity of housing types in the area?   | For single use projects evaluate the diversity of uses within 1/2 mile |          | 1        |           |           |
| Does the proposed land use require building separation and buffers that fit the character of the surrounding area?  |  |          | 1        |           |           |
| Does the proposed land use promote development that fits the character of the surrounding area?   |  |          | 1        |           |           |
| <b>Total Land Use Score (out of 10 points)</b>  |  | <b>3</b> |          |           |           |
| <b>Conformity with Master Plan</b>  |  | <b>2</b> | <b>1</b> | <b>-1</b> | <b>-2</b> |
| Does the location and proposed land use support the need identified in the Master Plan for the surrounding community?   |  |          |          |           | -2        |

|   |   |           |          |           |           |
|---|---|-----------|----------|-----------|-----------|
| Is the request located in an area identified for development in the Master Plan?  | Evaluate the uses identified for the area in the Master Plan not the "equivalent zoning"  |           |          |           | -2        |
| Does the size & scale of the proposal fit the recommendations in the Master Plan and the character of the surrounding community?              | Evaluate the uses identified for the area in the Master Plan not the "equivalent zoning"  |           |          | -1        |           |
| Is the property located within 1/2 mile of a municipal boundary or node identified in the Master Plan?  | Rate +2 if property is within 1/2 mile, +1 for 1/2 to 1 mile, -1 for 1 to 1.5 mile, & -2 for outside of 1.5 mile. For "downzoning" requests outside of 1 mile from municipal boundary or node, score +1.  |           |          |           | -2        |
| Does the proposed use provide housing or commercial uses that are consistent with the growth and demand projections for the surrounding area? |   | 2         |          |           |           |
| <b>Total Master Plan Score (out of 10 points)</b>   |   | <b>-5</b> |          |           |           |
| <b>Proximity to Transportation &amp; Utility Infrastructure</b>   |   | <b>2</b>  | <b>1</b> | <b>-1</b> | <b>-2</b> |
| Is the property located within 1/2 mile of an existing roadway that is classified appropriately to support the proposed use?                  | Major projects should be located near collector road or greater. Minor projects should be located near local street or greater.   | 2         |          |           |           |
| Does the property allow access from at least two existing or planned streets?   | Existing or planned streets located outside of the applicant property.  | 2         |          |           |           |
| Are frequently visited uses within 1 mile of the proposed use?  | For residential uses, schools/daycares, employment centers, grocery/convenience shopping. For commercial, housing & similar intensity commercial uses. Rate +2 for within 1/2 mile, +1 for 1/2 to 1 mile, -1 for 1 to 1.5 mile, & -2 for greater than 1.5 mile. |           |          | -1        |           |

|  |   |          |   |  |  |
|--|---|----------|---|--|--|
| Is the proposed use within the service boundary of existing water service? | Rate +2 if within service boundary and adjacent to water main sufficient to serve development, +1 if within service boundary but requires water main upgrade or extension to serve development, -1 for outside of service area but within 1/2 mile of service area, -2 for outside of service area and greater than 1/2 mile. | 2        |   |  |  |
| Is the proposed use within the service boundary of existing sewer service? | Rate +2 if within service boundary and adjacent to sewer main sufficient to serve development, +1 if within service boundary but requires sewer main upgrade or extension to serve development, -1 for outside of service area but within 1/2 mile of service area, -2 for outside of service area and greater than 1/2 mile. |          | 1 |  |  |
| <b>Total Transportation &amp; Utility Score (out of 10 points)</b>         |   | <b>6</b> |   |  |  |

|   |  |          |          |           |           |
|---|--|----------|----------|-----------|-----------|
| <b>Environmental Conditions &amp; Historic Resources</b>  |  | <b>2</b> | <b>1</b> | <b>-1</b> | <b>-2</b> |
| Can the property be reasonably developed without impacting jurisdictional wetlands/streams or buffers?                          |  | 2        |          |           |           |
| Can the property be reasonably developed without filling within the floodplain or contributing to a net loss of flood capacity? |  | 2        |          |           |           |

|  |   |   |  |           |  |
|--|---|---|--|-----------|--|
| Does the proposed use limit growth in environmentally sensitive or flood prone areas?                | The more environmentally sensitive the area, the lower the overall density should be. Rate +2 for non-sensitive area, +1 for somewhat sensitive area but density can be clustered to avoid impacts, -1 for moderate sensitive area that would be challenging to avoid impacts, -2 for significantly sensitive area that would be unable to avoid impacts. | 2 |  |           |  |
| Can the proposed use implement a stormwater facility that would aide regional stormwater management? |   |   |  | -1        |  |
| Would the proposed use have any impacts to historic or cultural resources in the area?               |   | 2 |  |           |  |
| <b>Total Environmental Score (out of 10 points)</b>  |   |   |  | <b>7</b>  |  |
| <b>TOTAL SMART GROWTH SCORE</b>  |   |   |  |           |  |
| <b>RECOMMENDATION</b>  |   |   |  | <b>23</b> |  |
|  |   |   |  | 0         |  |
|  |   |   |  | 0         |  |
|  |   |   |  | 0         |  |