



Baldwin County Planning & Zoning Department

Baldwin County Commission Staff Report

Case No. Z26-26

Gulf Coast Farm LLC

Rezone from RA, Rural Agricultural District to RSF-1, Residential Single Family District

August 18, 2026

Subject Property Information

Planning District: 22
General Location: The corner of County Road 95 and Comstock Road.
Physical Address: NA
Parcel Number: 05-53-01-02-0-000-010.000 & 05-53-01-02-0-000-010.001
Existing Zoning: RA, Rural Agricultural District
Proposed Zoning: RSF-1, Residential Single Family District
Existing Land Use: Agriculture
Proposed Land Use: Residential
Acreage: 118 ± acres
Applicant: S.E. Civil Engineering & Surveying – Larry Smith
9969 Windmill Rd.
Fairhope, AL 36532
Owner: Gulf Coast Farm LLC
14325 Co Rd 91
Elberta, AL 36530
Lead Staff: Dana Foster, Planner
Attachments: *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Agriculture	RA, Rural Agriculture
South	Agriculture & Residential	RA, Rural Agriculture & RSF-1, Residential Single Family District
East	Agriculture	RA, Rural Agricultural
West	Agriculture	RA, Rural Agriculture

Summary

The subject properties encompass approximately 118 acres and are currently zoned as RA, Rural Agricultural District. A request has been made to change the designation to RSF-1, Residential Single Family District, for a residential subdivision.

Section 3.2 RA, Rural Agricultural District

3.2.1 Generally. This zoning district provides for large, open, unsubdivided land that is vacant or is being used for agricultural, forest or other rural purposes. Low-density residential development that maintains the rural character of the district is permitted in accordance with the permitted uses and area and dimensional requirements of this section.

3.2.2 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) Outdoor recreation uses.
- (d) The following general commercial uses: animal clinic and/or kennel; farm implement sales; farmers market/truck crops; nursery; landscape sales; country club.
- (e) The following local commercial uses: fruit and produce store.
- (f) The following institutional uses: church or similar religious facility; school (public or private).
- (g) Agricultural uses.
- (h) Single family dwellings including manufactured housing and mobile homes.
- (i) Accessory structures and uses.

3.2.3 Permit Exemptions for Agricultural Uses and Agriculture Buildings. Agricultural uses and Agriculture Buildings, as defined in this ordinance, within the RA zoning district, shall be exempt from the Zoning Site Plan and Zoning Land Disturbance permitting requirements of this ordinance.

3.2.4 Special exceptions. 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 as special exceptions: Not Applicable

3.2.5 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) Transportation, communication, and utility uses not permitted by right.
- (b) Institutional uses not permitted by right.
- (c) The following general commercial uses: low density recreational vehicle park (see *Section 13.8: Recreational Vehicle Parks*).
- (d) The following local commercial uses: bed and breakfast or tourist home (see *Section 13.10: Bed and Breakfast Establishments*).

3.2.6 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.

Minimum Front Yard	40-Feet
Minimum Rear Yard	40-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	3 Acres
Minimum Lot Width at Building Line	210-Feet

3.2.7 Area and dimensional modifications. Within the RA 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

Proposed 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

Agency Comments

ADEM, Scott Brown: Staff asked for comments on July 10, 2026, and no comments were received.

ACA, James Buckelew: Staff asked for comments on July 10, 2026, and no comments were received.

Subdivisions, Fabia Waters: Should the rezoning request be approved, the applicant shall submit a Subdivision Sketch Plan application to initiate the subdivision review process. The sketch plan meeting will allow staff to review the proposed sketch for compliance with Baldwin County Subdivision Regulations and Zoning Ordinance.

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 the following factors during the application evaluation:

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

The subject properties cover approximately 118 acres and are currently zoned as RA, Rural Agricultural District. A request has been submitted to rezone the property to RSF-1, Residential Single Family District, for residential development. The properties are situated between two municipalities: Foley and Elberta. This area along Comstock Road does not currently have any high-density residential developments and instead is mainly rural with single family residences on 5+ acre lots (with several one acre lots nearby). Subdivisions are located off County Road 95 south of the subject properties.

(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 majority of the subject properties as a Rural / Agriculture / LID (low impact development) potential area. This place type allows for RR, RA, and RSF-E zoning districts. The properties are also adjacent to a Rural Crossroads Center node, which serves RR and RA Zoning Districts by providing small-scale shops, restaurants, and local-serving businesses.

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

The subject properties are situated on a local road and a major collector. Comstock Road functions as a local road, providing access to residential and smaller commercial properties and connecting other local roads to a major collector. County Road 95 functions as a major collector, facilitating traffic flow while providing direct access to residential and commercial properties.

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

Planning District 22 was established in 2002. Most of the surrounding area is characterized by agricultural development and single-family residences. The northern portion of County Road 95 has historically functioned as a rural and agricultural area, but there is a growing trend of single-family residences on 4+ acre lots in the vicinity.

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

There is a small area of potential wetlands in one of the parcels. No known historic or cultural resources will be impacted.

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

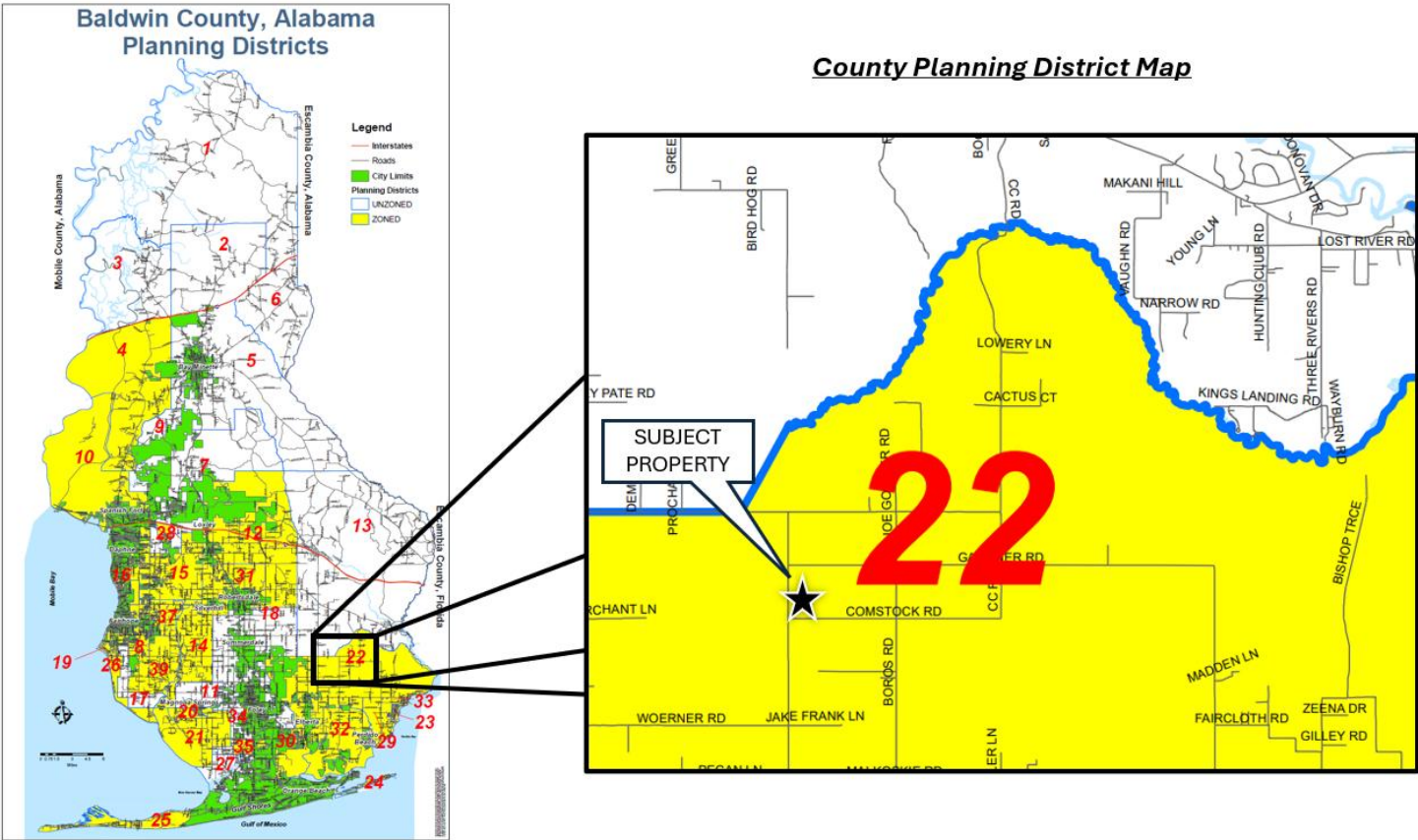
The proposed request should have no impact on the health, safety and welfare of the subject properties or surrounding properties.

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 **inconsistent** with the factors specified within the Baldwin County Zoning Ordinance and is **inconsistent** 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 **somewhat does not support** the request.

County Map



Property Images





Adjoining Property
to the East
PIN: 24448

Jul 24, 2026 11:08:38 AM
28389 Gardner Road
Elberta
Baldwin County
Alabama

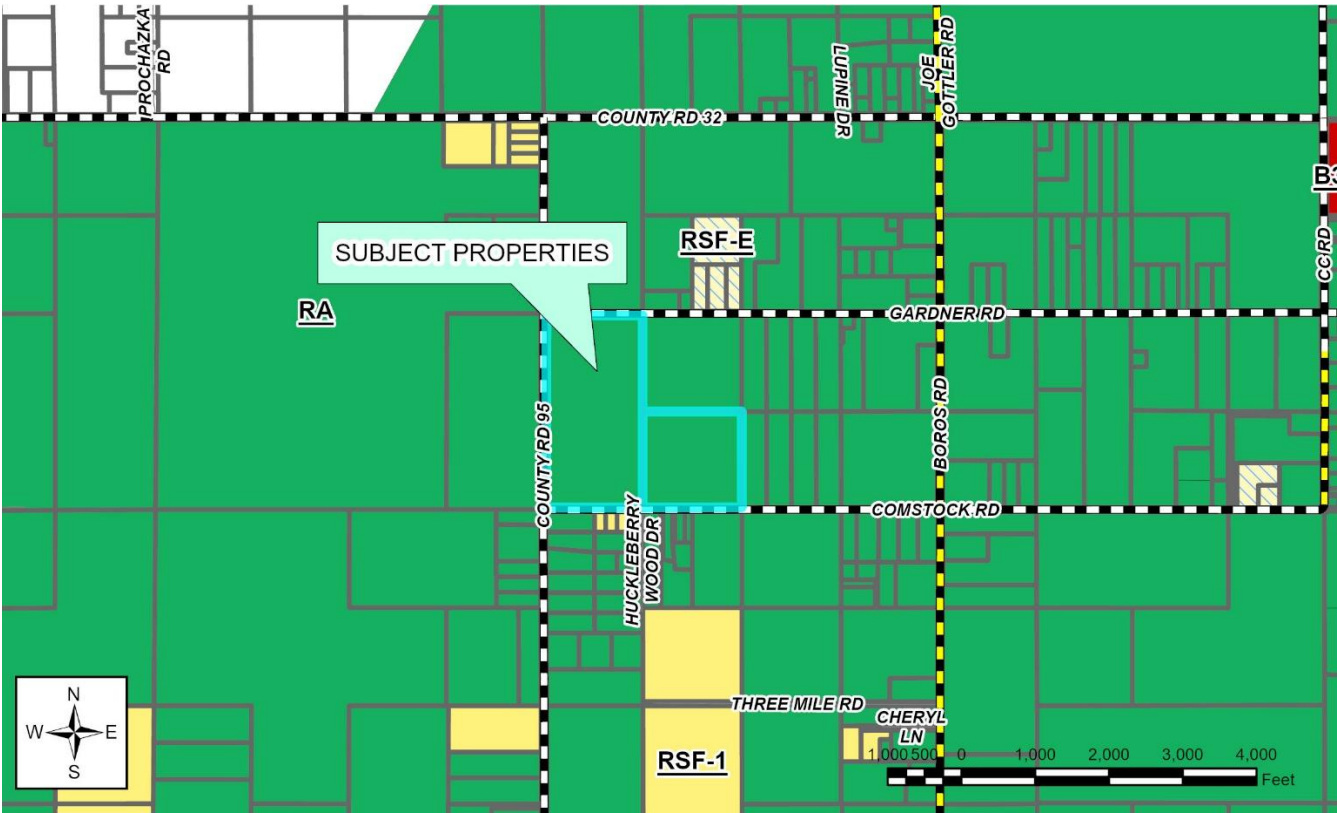


Property to the
West
PIN: 24449

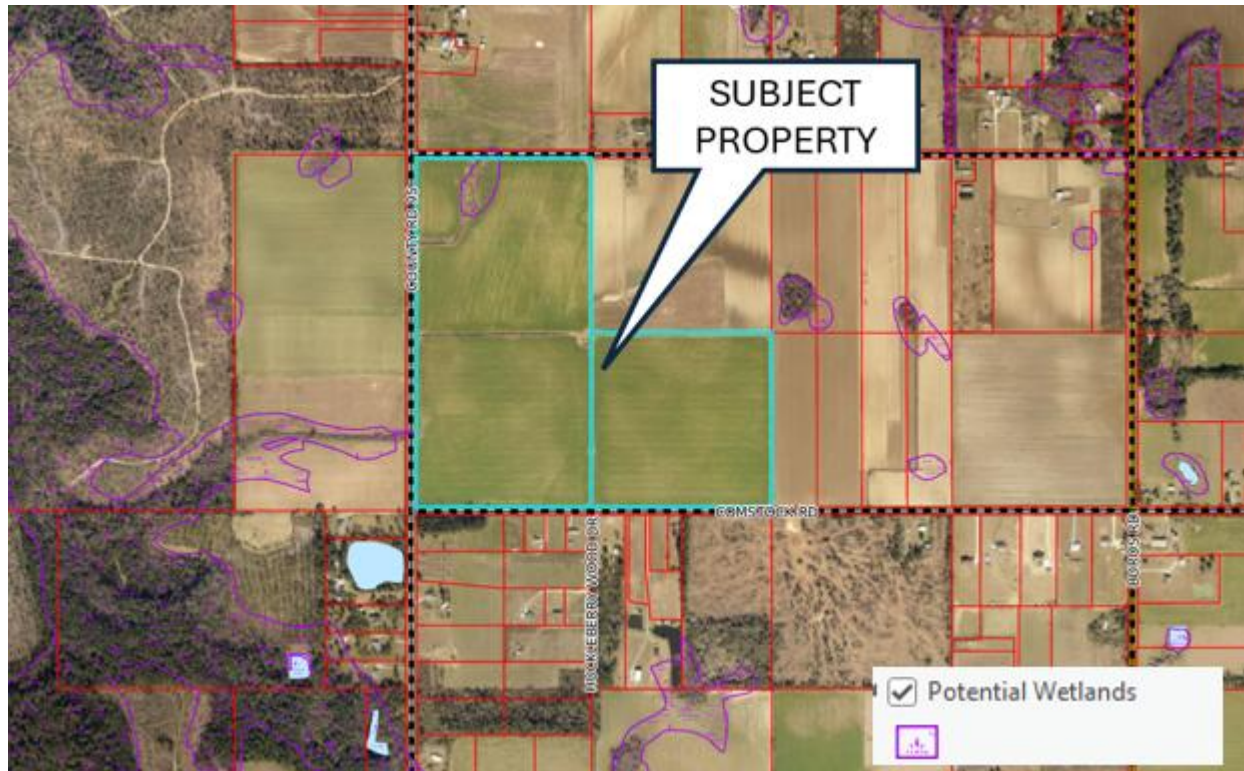
Jul 24, 2026 11:10:08 AM
16339 Old Co Road 95
Elberta
Baldwin County
Alabama



Locator Map

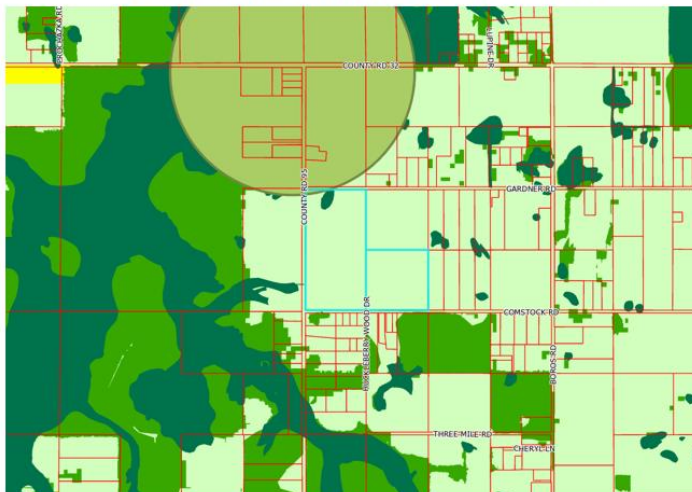


Site Map



FLUM

FUTURE LAND USE MAP



LEGEND

PLACE TYPES

- IDEAL CONSERVATION/PRESERVATION
- CONSERVATION DEVELOPMENT POTENTIAL
- RURAL/AGRICULTURE/LID POTENTIAL
- MODERATE DEVELOPMENT POTENTIAL
- MID-DENSITY DEVELOPMENT POTENTIAL
- HIGH-DENSITY DEVELOPMENT POTENTIAL

NODE TYPES

- RURAL CROSSROADS CENTER
- NEIGHBORHOOD CENTER

MUNICIPAL JURISDICTIONS

RURAL CROSSROADS CENTER

PRIMARY LAND USES

- Small-scale shops, restaurants and local-serving businesses—neighborhood-scaled retail, gas station, convenience grocery, farm stand, hardware store, etc.

RELATED ZONING DISTRICTS

- RR Rural District
- RA Rural Agricultural District

CONNECTIVITY NETWORK

- Gridded walkable streets
- Parking in rear of buildings
- Rural greenway and trail access, small informal open space or gardens



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			
Conformity with Surrounding Land Use		2	1	-1	-2
Is the property contiguous to a complementary use or zoning district to what is being proposed?					-2
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?					-2
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				-2
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?					-2
Total Land Use Score (out of 10 points)		-9			
Conformity with Master Plan		2	1	-1	-2
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"				-2
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
Total Master Plan Score (out of 10 points)		-6			
Proximity to Transportation & Utility Infrastructure		2	1	-1	-2
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	
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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
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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.				-2
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Total Transportation & Utility Score (out of 10 points)					-1
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Environmental Conditions & Historic Resources					2 1 -1 -2
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Can the property be reasonably developed without impacting jurisdictional wetlands/streams or buffers?		2			
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Can the property be reasonably developed without filling within the floodplain or contributing to a net loss of flood capacity?		2			
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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			
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Can the proposed use implement a stormwater facility that would aide regional stormwater management?				-1	
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Would the proposed use have any impacts to historic or cultural resources in the area?		2			
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Total Environmental Score (out of 10 points)					7
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TOTAL SMART GROWTH SCORE					-9
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RECOMMENDATION	0				
	0				
	SOMEWHAT DOES NOT SUPPORT				
	0				