

OUR VISION

**A Citizen's Guide to
Growth in ~~Baldwin County~~**
the Zoned Areas of Baldwin County

This Guide is NOT a regulatory document. It does not create any new regulations. It does not displace, replace, or overturn any existing regulations. This guide is a reference tool for use in reviewing rezoning requests in zoned areas.



This Guide shall NOT be used or referenced when considering approval of any development, including residential subdivisions, within the unzoned areas of unincorporated Baldwin County.

This Guide is a requirement of Alabama Statute Section 45-2-261.03.

ACKNOWLEDGMENTS

PLANNING STAFF

Matthew Brown, Planning and Zoning Director

Celena Boykin, Senior Planner

PLANNING COMMISSION

Steven Pumphrey, Chair

Brandon Bias, Vice-Chair

Bill Booher , Planning District 19

Robert Davis

Michael Mullek

~~Daniel Nance~~

Diane Burnett

Jason Padgett

Greg Seibert

Jamie Strategier

Plumer Tonsmeire

Mike McKenzie , Planning District 8

Rebecca Teel , Planning District 37

Michael Fletcher, Planning District 35

COUNTY COMMISSION

Honorable James E. (Jeb) Ball, ~~Chairman~~

Honorable Charles F. (Skip) Gruber, ~~Vice-Chairman~~

Honorable Matthew P. McKenzie

Honorable Billie Jo Underwood

CONSULTANT FIRM

Design Workshop

Divide into two columns representing the regular nine appointed members in the first column and the various temporary members in the second column.

Add the following to Planning Staff:

Buford King, Deputy Director

Ashley Campbell, Natural Resource Planner

Shawn Mitchell, Development Review Planner

**THANK YOU TO EVERYONE IN THE COMMUNITY
FOR YOUR PARTICIPATION, TIME AND
CONTRIBUTION!**



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CONDITIONS MAPPING INVENTORY TO BE ADDED

INTRODUCTION

~~Baldwin County has the opportunity to respond to its accelerated growth in positive and proactive ways. With this Guide, community desires for rural and natural resource protection; great neighborhoods; managed growth and development; and enhanced education, may be realized and lead to prosperity and a high quality of life.~~

Replace with: Growth in Baldwin County cannot be stopped. The important question becomes --what type of growth should Baldwin County encourage? While this guide does not create new rules or change existing rules, it does provide a vision to aid in the review of rezoning requests and to consider how rules may be modified in the future to help promote quality growth.



Tennessee

Mississippi

Georgia

Atlanta

Birmingham

BALDWIN COUNTY

Florida

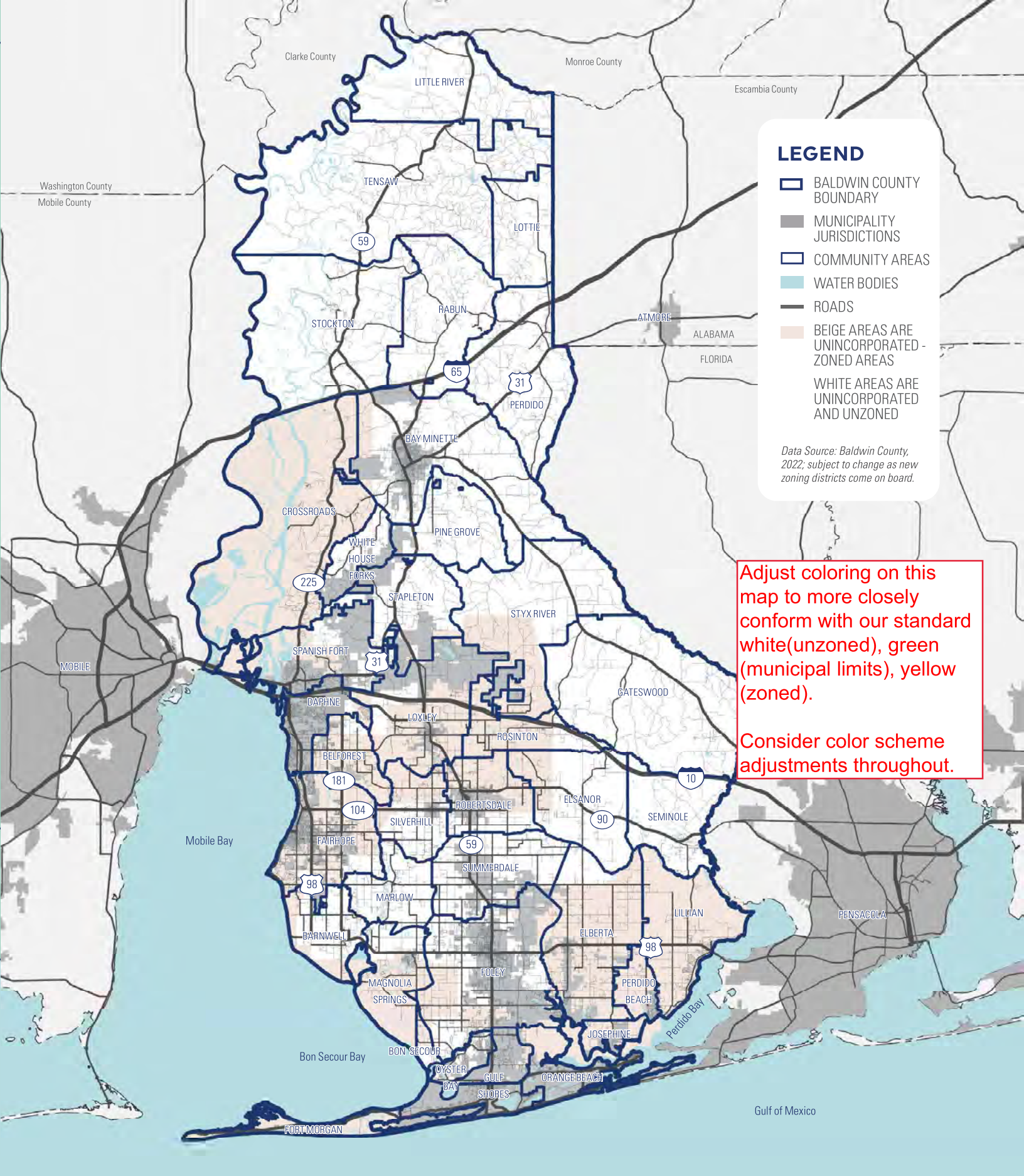
Mobile

Pensacola

Tallahassee

New Orleans

Gulf of Mexico



LEGEND

- BALDWIN COUNTY BOUNDARY
- MUNICIPALITY JURISDICTIONS
- COMMUNITY AREAS
- WATER BODIES
- ROADS
- BEIGE AREAS ARE UNINCORPORATED - ZONED AREAS
- WHITE AREAS ARE UNINCORPORATED AND UNZONED

Data Source: Baldwin County, 2022; subject to change as new zoning districts come on board.

Adjust coloring on this map to more closely conform with our standard white(unzoned), green (municipal limits), yellow (zoned).

Consider color scheme adjustments throughout.

MAP 1: STUDY AREA



A CITIZEN'S GUIDE TO GROWTH IN BALDWIN COUNTY

THE ZONED AREAS OF

This is an exciting time for Baldwin County; a perfect time to consider the most appropriate ways that it can continue to grow, prosper, hold onto what it values most, and leverage the unique quality of life that it possesses.

INTRODUCTION

In 2022, Baldwin County initiated a community-based process, required by the State of Alabama, to update its vision, create guidance for accommodating growth toward the vision and to provide the means to evaluate land use changes that are proposed by others within the County.

The community's desire for clear and predictable methods to manage growth and protect the County's sense of place and character. It included the need for education about land use controls. It highlighted the importance of sense of place and preserving the County's rural and agricultural heritage. Finally, the community desired to understand where growth would be logically located from an environmental, economic, and place-making standpoint.

This Land Use Guide is the product of a robust community engagement process; meetings with interest groups; individual meetings with stakeholders; and environmental, market, and economic-based analysis conducted by the planning team. The purpose of this effort is to describe tangible, community-supported steps that the County will follow over the next ten years to help the County retain its unique sense of place and character, guide and accommodate expected accelerated growth, and anticipate future needs such as utilities, transportation,

environmental resource protection, housing, community services, and education.

This document is intended to inspire future actions by the County that meet citizen expectations. Future actions may include providing education associated with the benefits of land use planning; assisting those places within the County that want to move forward with citizen-initiated zoning processes; inspiring tools that can influence acceptable growth; coordinating development standards, growth, infrastructure, transportation, and economic development with the municipalities within the County; defining where agricultural and environmental protection should occur; and highlighting where growth may best be accommodated.

The key to realizing this vision is action. Without deliberate effort on the action items of this guide, and accountability to get things done, citizen expectations will not be met, and growth will continue to cause the concerns and challenges expressed by the community.

This is an exciting time for Baldwin County; a perfect time to consider the most appropriate ways to grow, prosper, hold onto what it values most, and leverage the unique quality of life that it possesses. With simple and direct actions that respect individual property rights, the County can establish the tools and policies that will ensure Baldwin County remains special for generations to come.

THE IMPORTANCE OF GUIDING GROWTH

The engagement process that informed this Guide highlighted the pressure the County is experiencing with historic levels of unplanned population growth. With this growth comes opportunities and challenges. Opportunities are associated with economic development; increased housing choices; the ability to attract more retail, places to eat, and places to work. More rooftops increases the potential for enhanced quality of life elements such as increased consumer options; accessible shopping locations; more parks, greenways, and community services.

Challenges relate to sprawling and unregulated growth into rural areas of the County, inconsistent levels of quality and standards, conflicts with the natural environment, timely school construction, increased traffic, impacts to the scenic quality of the County's roadways, and rising housing costs.

Sometimes a community reaches a point when unbridled and unregulated growth begins to overwhelm the citizens who have lived there for a long time. Growth begins to show up in unlikely places, slows traffic, and alters the sense of place and character.

Growth is reaching into rural areas, where farming and a rural quality of life have been part of the community for generations, creating tension that pushes a community to deal with changes. Often, growth is pushed outward to rural areas as speculative development chases cheaper land or land that is not regulated by land use controls. While this can be positive for individual landowners who decided it was time to cash out, it challenges those who are still farming and burdens the County's natural resources and public infrastructure.

Land use planning is a tool that can enable a community to protect its most valuable assets, its character and its culture. It captures the vision for the future that a community, city, or county has for itself and creates the recipes for how the vision can become reality. It directs how growth will be supported and encouraged within the context of that vision, and establishes those values and principles that help ensure the type of growth that will support the culture and landscape that define a particular place.

Guiding land use creates a balance between land that is highly developable and land that might be better preserved for agriculture, natural resources, or other community and environmentally beneficial uses. It promotes a market-based approach that supports optimizing economic potential while also enabling those protections that benefit a community's health, safety, enjoyment, and sense of place. Guiding growth helps a community mitigate the possibility of negative impacts such as

sprawl, overburdened infrastructure, inequity in the allocation of services, and unorganized responses to growth. Guiding growth also helps a community manage environmental risks, such as increased flooding, pollution, and wildlife habitat loss.

Being strategic about growth helps accommodate needs such as housing; jobs; education; opportunities for recreation; transportation; and basic services like water, electricity, clean air and health care. A future land use guide can describe visually how growth can be managed and how guidance can be applied in a balanced way so that the community's needs, interests, and desires are met while also allowing for creativity, flexibility, and expression. This Land Use Guide does not create or mandate policy.

sometimes follow a top-down approach that pushes academic ideas or a one-size-fits-all solution onto a community in change. The perception can be that developers have the staff and technical expertise to meet the requirements of land use planning while the average citizen lacks the resources to navigate the requirements on their own property.

It does not have to be this way. A community can determine for itself that some level of organization around growth is needed to help protect what it has and what it wants the future to be. These types of plans come from a bottom-up approach and involve the community in determining how much growth is acceptable; where growth should occur relative to natural resources, infrastructure and cultural resources; what that growth should look like; and how the growth accommodates our population and demographics.

RECENT EFFORTS AROUND THE COUNTY

Planning is not new in Baldwin County. All of the municipalities in Baldwin County have initiated land use planning in the form of comprehensive plans, strong subdivision ordinances, land use ordinances, and area plans. While this guide was being developed, Fairhope, Daphne and Foley were updating their comprehensive plans to address unprecedented current and future growth. Each of these plans acknowledges that water, natural resources, habitat, soil, and culture don't always follow surveyed boundaries. They recognize that the municipalities and communities that make up the County need to support a common vision that secures the best possible future for the residents and protects the assets that make the County unique, all while remaining attractive and welcoming to visitors.

The challenge for the County and municipalities is related to perceptions that land use planning will strip property owners of their rights or be shaped by outside entities that do not have the community's interests in mind. These fears are often justified because plans

ACCEPTING SOME LEVEL OF LAND USE GUIDANCE CAN:

- Support the rural and agricultural community by elevating the importance and viability of working farmland and open space to the economic and social value of the County.
- Support existing communities, municipalities, and places by maximizing efficient growth, efficient investment in infrastructure, and taking care of place-making assets and places that the community values.
- Create the potential for new and vibrant places to grow (villages), by focusing development where infrastructure exists, around key community crossroads, and where jobs are located so that people can live, work and recreate in a smaller footprint, thus protecting agricultural and open lands.
- Link the investment in infrastructure, schools, parks, and support services with the growth of new places.
- Help mitigate potential risks associated with environmental

changes, economic cycles, cultural shifts, and demographic changes.

HAVING A SHARED VISION AND PRINCIPLES CAN:

- Create a common vocabulary and set of expectations between municipalities, citizens, landowners, stakeholders, and developers.
- Identify common agreement on those things about Baldwin County that are important to support, invest, promote, and protect for the betterment of the quality of life.
- Build trust, community pride and a sense of camaraderie within the diverse communities that make up the County.
- Find common ground on where, how, and how much growth can and should be supported
- Align municipal and stakeholder actions.

USING THE LAND USE PLAN AS A GUIDE CAN:

- Be a resource for communities that wish to remain rural by showing them as important places to protect.
- Identify natural and cultural resources in need of protection.
- Provide high-level guidance related to resiliency in anticipation of bigger storm events and increased flooding.
- Influence where and what type of zoning, subdivision ordinances, and additional detailed planning might occur or be desired by the community.
- Guide where to protect valuable natural resources, water quality, habitat, and landscape.
- Create common ground, common terms, and common principles with municipalities.
- Influence school development, road connectivity, and infrastructure service extensions.

- Guide where different community and place types might best be located relative to transportation, utilities, schools, services, agriculture, natural resources, and cultural resources.
- Quantify growth expectations spatially and test in different scenarios and options so that growth is better understood in terms of land area, housing types, jobs, and services.
- Describe options and strategies that fit with the community vision, while being acceptable politically, legally, culturally, and as a community.

INTRODUCTION

In 2021, Baldwin County initiated a community and stakeholder-based process, required by Alabama law, to update the County's vision for future growth.

Input from stakeholder groups and the broader community highlighted diverse priorities throughout the County. Due to the geographic size of the unincorporated areas of Baldwin County this Guide does not attempt to address detailed, community-specific issues. Instead, the Guide seeks to define common ground that generally represents the long-term priorities of Baldwin County citizens.

The following six core themes surfaced during the stakeholder and community engagement process.

1. Promote the Protection of Agricultural Lands and Rural Communities
2. Protect Our Unique Natural Environment, Enhance Water Quality, and Mitigate Flooding
3. Improve Transportation Options and Connectivity
4. Promote the Coordinated Distribution of Public Services
5. Encourage Regional Cooperation
6. Maintain the Character of Our Communities and Quality of Life

These themes became the cornerstones for the development of the Future Land Use Map and the Action Playbook, which represent the key components of the Guide.

THE IMPORTANCE OF ENCOURAGING QUALITY GROWTH

Growth in Baldwin County cannot be stopped. The important question becomes—what type of growth should Baldwin County encourage?

The citizens of Baldwin County generally agree that **quality** growth should be encouraged within the County. The guiding themes listed above help us define what quality growth will look like.

- Quality growth is growth that is well-suited to the character of the community where the growth is proposed.
- Quality growth is growth that occurs in locations where existing infrastructure can support the growth without causing long term cost burdens on public resources.
- Quality growth is growth that is situated in reasonable proximity to public services and employment rather than randomly distributed throughout the rural areas of the County.
- Quality growth is growth that does not negatively impact the County's natural resources or increase the potential for flooding.
- Quality growth is growth that supports a variety of housing options while still preserving community character.

While this guide does not create new rules or change existing rules, it does provide a vision to aid in the review of rezoning requests and to consider how rules may be modified in the future to help promote quality growth.

PAST AND EXISTING PLANNING EFFORTS AROUND THE COUNTY

Planning is not new in Baldwin County. All municipalities in Baldwin County have initiated land use planning in the form of comprehensive plans, subdivision ordinances, land use ordinances, and area

plans. While this Guide was under development, Fairhope, Daphne, and Foley initiated updates to their comprehensive plans to address unprecedented growth. A review of these efforts, along with existing municipal comprehensive plans, revealed considerable unity in high-level priorities across the county.

In 1991, a citizen-driven zoning process was introduced to the unincorporated areas of Baldwin County. The process requires a registered voter in the community to notify the County Commission of the desire to pursue zoning and then collect the signatures of ten percent of the registered voters in the community. If sufficient signatures are collected, the Judge of Probate will schedule a referendum vote in the community where local citizens decide for or against zoning by a simple majority. Since 1991, the citizens in twenty-two communities have voted to come under the Planning and Zoning jurisdiction of Baldwin County.

Since 2021, the County has seen a renewed flurry of zoning efforts with nine communities pursuing zoning in the past two years. Four of those communities have voted in favor of zoning, three have voted against zoning, and two have not yet come to a vote. While the citizen-driven process may feel cumbersome to those who are accustomed to county- or state-wide zoning; the process in Baldwin County puts the decision squarely in the hands of the local community.

The Alabama statute that opened the door for zoning in Baldwin County also introduced a requirement for the County Commission and Planning Commission to “make and maintain in an up-to-date manner, a master plan for the physical development of the unincorporated areas of Baldwin County.” The “master plan” (which happens to be the document you are currently reading) is simply a guide to help the County Commission and Planning Commission make decisions about development within the zoned areas of the county. The Guide’s only immediate application is in the evaluation of a rezoning application. The Guide has no application in the unzoned areas of Baldwin County, but does contemplate that communities may become zoned in the future through the citizen-driven process.

In 1993, the County Commission and Planning Commission partnered with the South Alabama Regional Planning Commission (SARPC) to prepare the “Baldwin County Long Range Development and Management Plan: Situation Analysis.” In 1994, the County adopted a formal Generalized Land Use Plan map. In 2009, the guide received a major overhaul with the adoption of the Horizon 2025 Comprehensive Plan. Horizon 2025 generated considerable public criticism and was ultimately rescinded by a new County Commission in 2012.

The current Master Plan was adopted in 2013 to replace Horizon 2025. The Plan was slated to be “reviewed annually in order to determine if revisions and amendments are warranted due to changing conditions.” Despite adding nearly 45,000 in population since 2013, the Master Plan has not been amended except for automatic amendments to the Master Plan Map triggered by individual rezoning cases.

In 2020, the Baldwin County Commission adopted a Strategic Plan which outline strategic actions/goals for County staff. One of those goals address the Master Plan stating:

By December 31, 2022, property owners, municipalities and schools will experience a Comprehensive Land Use [Master] Plan that ensures consistency between the County and Municipalities, encourages predictability in the development process, and creates and fosters a

coordinated vision and goals with cities while respecting the citizen-driven zoning process.

WHAT IS THE SCALE OF THIS GUIDE?

Baldwin County's geographic area accounts for approximately 1600 squares miles, including fourteen incorporated municipalities and dozens of unincorporated communities. Given the County's size, this Guide is a county-level guide that seeks to identify and address countywide issues with the help of countywide mapping data. Unfortunately, this Guide is not necessarily designed to address specific issues and concerns at the community level.

It is understood that community level planning may be warranted at a future date in zoned, high-growth communities with significant historic, cultural, and natural resources. Examples of communities that could potentially benefit from community level planning include Fort Morgan, Point Clear, Montrose, Malbis, Stapleton, etc.

WILL EVERYONE BE PERFECTLY HAPPY WITH THIS GUIDE?

Understandably, no. Baldwin County is composed of diverse landscapes, historic areas, natural resources, industries, and people. This diversity makes Baldwin County a wonderful place to live but also can make it difficult to please everybody when preparing a county-level planning document.

Considering the diverse priorities throughout the county, the County Commission, Planning Commission, and Planning and Zoning staff seek to strike a reasonable balance in the development of this Guide.



THIS GUIDE IS NOT A REGULATORY DOCUMENT. IT DOES NOT CREATE OR MANDATE POLICY.

Rather, it captures the community's vision for the future and provides guidance for updating zoning and other land development regulations based on that vision.

HOW TO USE THIS DOCUMENT

This Guide provides a common vision for Baldwin County to manage the challenges of explosive growth and development. It is to be used regularly by staff, leadership, interest groups and citizens to hold each accountable to act toward the common vision that it establishes.

Using this Guide, the County can preserve sense of place, while taking advantage of positive opportunities for additional growth and development. It defines the big picture and describes general concepts for future development that citizens desire to see implemented over time. As such, this document provides guidance for the day-to-day decision making responsibilities and recommends goals, strategies, and policies necessary for implementing the vision.

The Land Use Guide is intended to be a living document, to evolve and grow in response to changes in public values, market conditions, and physical conditions. It will provide focus on the ideal locations for accommodating growth, and the locations that are best preserved based on the natural environment, or existing land use. It will clarify the principles and values that the community has expressed within the process of creating it and create a touchstone for future visioning efforts.

The Guide will be implemented through the actions and enforcement of various parts of the County's growth management system: development regulations, capital improvement planning and budgeting, specific plans, transportation plans, and decisions about the appropriate use of development proposals. Only through continuing use, evaluation, detailing, reconsideration, and amendment can the Guide fully serve Baldwin County, and only then can the people of the County use it wisely as a creative tool toward achievement of its comprehensive vision for the community.

Land use planning is an activity generally overseen by the Planning Commission. In an effort to keep the Land Use Guide updated, the Guide should be reviewed, refined, detailed, and revised on a regular basis through preparation and adoption of plan amendments. At a minimum of five (5) years the Planning Commission should perform a comprehensive review of the Land Use Guide to ensure the Guide is consistent with the development visions and goals of the County.

HOW TO USE THIS DOCUMENT

This Guide provides a common vision for Baldwin County to navigate the challenges of explosive growth and development. This Guide is not a regulatory document. It does not create or mandate new policy. It does not displace, replace, or overturn any existing regulations. The Guide captures the community's vision for the future and provides guidance for possible updates to zoning and other land development regulations based on that vision.

The Guide's only immediate impact will be in the evaluation of rezoning cases within the zoned areas of Baldwin County. Section 19.6 of the Zoning Ordinance establishes eleven factors considered during the review of every rezoning application. The third factor considers whether the proposed rezoning conforms with the "Master Plan" (aka this Guide).

| Section 19.6 Rezoning Considerations | | | |
|--------------------------------------|-------------------------------------|-------------------------------------|---|
| Good | Okay | Bad | |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | 1. Compatible with development pattern? |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 2. Change of conditions since originally zoned? |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 3. Does the proposal conform to Master Plan? |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | 4. Conflicts with public improvements? |
| <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | 5. Adverse affect to traffic? |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | 6. Consistent with development pattern? |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | 7. Logical expansion of adjacent zoning? |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 8. Timing appropriate given development trends? |
| <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | 9. Environmental or Historic impact? |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 10. Adverse impact on health, safety, & wellness? |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | 11. Other appropriate matters? |

Illustration of Rezoning Evaluation

Planning and Zoning staff will use the Future Land Use Map established in Section 4 of this document to evaluate whether a rezoning request in a zoned area conforms with this Guide.

This Guide shall NOT be used or referenced when considering approval of any development, including residential subdivisions, within the unzoned areas of unincorporated Baldwin County.

~~GUIDE THEMES~~ **GUIDING VISION & THEMES**

This Guide is influenced by a compelling vision that reflects what the community aspires to become. A collaborative effort between the community and planning and zoning staff produced the strategies and recommendations of this Guide organized around the following six themes:



PROMOTE THE PROTECTION OF...
~~PROTECT AGRICULTURAL~~
LANDS AND OUR RURAL COMMUNITIES



PROTECT OUR UNIQUE NATURAL ENVIRONMENT, ENHANCE WATER QUALITY, AND MITIGATE FLOODING



IMPROVE TRANSPORTATION OPTIONS AND CONNECTIVITY



MAINTAIN THE CHARACTER OF OUR COMMUNITIES AND QUALITY OF LIFE



PROMOTE THE COORDINATED...
~~COORDINATE~~
DISTRIBUTION OF PUBLIC SERVICES



ENCOURAGE REGIONAL COOPERATION

FUTURE VISION

**VISION
STATEMENT**

Baldwin County is a diverse community built upon our shared and strong values for the natural environment; rural and agricultural heritage; use of property; small town character; recreation; the quality of our neighborhoods; public access to the water; and unique image and sense of place.

KEY GOALS

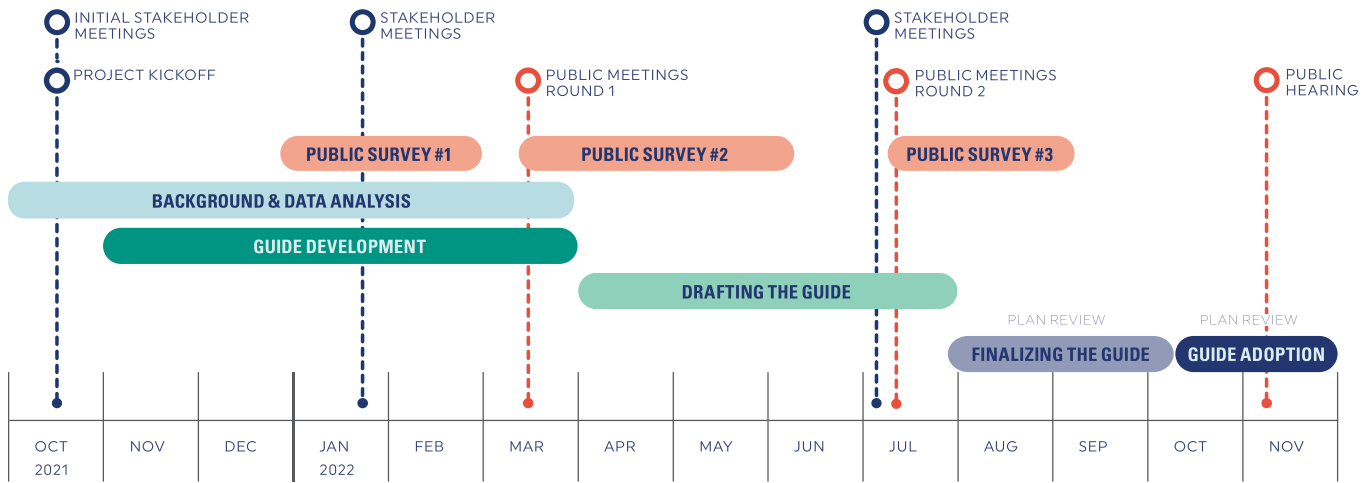
1. A high quality of life shared by all residents
2. Maintain a strong respect for individual property rights
3. An appreciation of and protection for our rural way of life
4. A sense of belonging, inclusivity, fairness, and equity
5. Protection of our unique and cherished natural and cultural resources
6. Protection of our water resources and water quality
7. Accessible community facilities, parks and open spaces
8. High-quality neighborhoods with diverse housing opportunities
9. Attractiveness to people of all income levels, life stages, and personal abilities
10. High levels of social, environmental, economic, and cultural connectivity
11. Safety, security, health, and wellbeing for all citizens
12. High quality schools shared by all our students
13. Coordinated timing between development of utility infrastructure, roads, schools, parks, and real estate development

KEY RECOMMENDATIONS

1. Encourage development and growth on land that can adequately support it environmentally and protect natural resources and agricultural lands using best practices.
2. Work collaboratively and continuously with the municipalities on growth management guidance strategies, criteria, definitions, and standards to reduce conflicts and to mutually retain quality of life, economy, environment, and sense of place within the entire county.
3. In the absence of zoning, strengthen subdivision regulations to reduce impacts on farmland, farm operations, natural resources, community character, neighborhood form, scenic resources and equitable access.
4. Continue to encourage zoning or other growth management strategies through ongoing dialogue and engagement with the community to protect and preserve agriculture and natural resources.
5. Create collaboration between school system, utility providers, and municipalities on smarter growth management policies that respect investment in cost of service, reduction in sprawl, and cost of maintenance.
6. Protect the scenic qualities of the roadways that bisect the county as cultural resources, and protect the character and quality of crossroads of these roadways to encourage more pedestrian oriented places of value to the communities that they sit next to.
7. Work with regional partners on roadway designs that include pedestrian and bike infrastructure, promote access management, provide connectivity, and limit the size and scale of the roadways so that they reflect the places that they are traveling through.
8. Consider a broad range of tools to help protect rural areas such as conservation easements, buffers, setbacks, lot size minimums, purchase of development rights (PDR), Federal Farmland Protection Program, incentives to farm and Agriculture Protection Zoning.
9. Consider the benefits of compact, nodal, and orderly growth as a method to preserve rural and agricultural character within future policies.
10. Ensure that tools, policies, codes, and ordinances consider and respect the owner's use of their private property as part of decision making.

VISIONING PROCESS

Update timeline images.



STAKEHOLDER MEETINGS INCLUDED:

- County Highway and Transportation Planning
- Economic Development
- Baldwin County Board of Education Administration
- Real Estate and Home Builder Community
- Development Community
- Environmental and Farming Communities
- Farmland Protection Subcommittee

Elected Officials

ENGAGING THE COMMUNITY

The development of

This Guide was informed by a combination of in-person and virtual community workshops. It was shaped around a continuous and multi-faceted cycle of input with stakeholders and the public, designed to aggregate feedback from a diverse group of voices within the County. Over the course of the Guide's development, there were multiple opportunities for the public to provide input, voice concerns, and comment on and shape in-progress materials.

STAKEHOLDERS, PLANNING BOARD, AND COUNCIL

The consultants and planning staff met with stakeholder groups, Planning Commission, and various members of the County Commission to solicit feedback throughout the process and during the development of the draft plan.

WEB AND MEDIA PRESENCE

The Guide was developed in parallel with a constant web presence via the

County website that allowed free and open access to key plan documents and served as a platform for the public to interface with and react to the guide's development. The process was advertised and reported in a variety of local media, including press releases, email, and the County's social media platforms.



PUBLIC SURVEYS

The plan was influenced by three surveys. The first survey ("pulse survey") was distributed online (and also available by paper copy) and evaluated citizen satisfaction with existing County services and ~~qualities~~ and offered a glimpse into public preferences for prioritizing future investment.

The second survey was conducted as live polling during the first round of

community meetings via Mentimeter technology and then published in an online survey format to capture feedback from those who were unable to attend.

The third survey included feedback from the second round of community meetings hosted in rural areas of the County. Content focused on feedback on the draft vision, themes, and ~~and~~ plan recommendations as well rural character (a primary concern revealed in the first two surveys). Presentation materials and a follow up survey were made available online.

All surveys were also made available on paper and ~~results from all formats were combined~~ paper. Results from paper and electronic submissions were combined for the final results.

PUBLIC MEETINGS

Two rounds of virtual and in-person public meetings were conducted in locations throughout the County.

The first round of meetings focused on framing the background of the

guide, vision, document themes, and growth projections. The priorities and preferences that were revealed by the initial survey were shared and confirmed by participants.

The second round of meetings took place in more rural areas of the County. Boards were presented in an exhibit at each location with the draft vision, themes, and future land use recommendations as shaped by previous input. This round also included discussions around rural character, discussing minimum lot sizes, setbacks, and buffers.

Both virtual and in-person meetings offered the community the chance to share ideas and priorities through live polling and through live chat function.

All workshop recordings and exhibit materials were published on the project website and translated into a user-friendly format for viewers to navigate and respond to survey questions or provide comments at their own pace.

Add space after period.



Figure 1: Images from community workshops throughout the County.



2300
Total Survey Responses

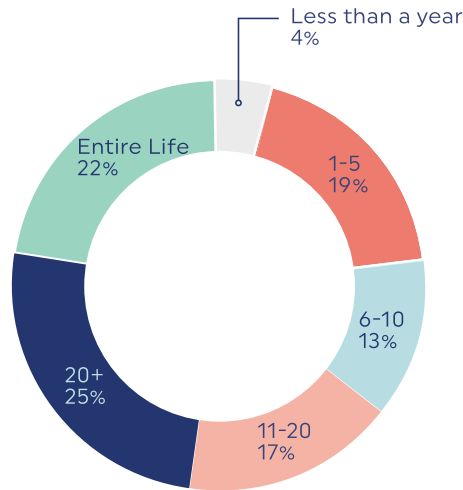
SURVEY #1 RESULTS SUMMARY

The first public survey helped to frame the plan's vision and goals and gauge priorities. This survey was live on the website from January 2022 through February 2022.

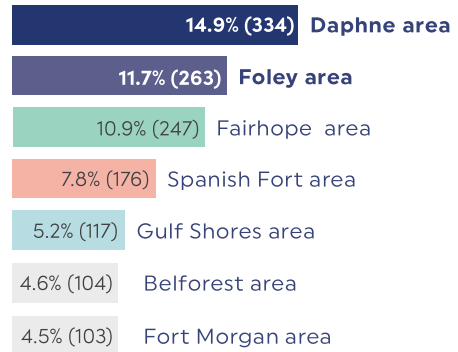


THIS SECTION SUMMARIZES SOME OF THE KEY TAKEAWAYS FROM THE COMMUNITY SURVEYS. ADDITIONAL FINDINGS ARE COMMUNICATED THROUGHOUT THE DOCUMENT. FOR THE FULL SURVEY RESPONSES, PLEASE VISIT THE PROJECT WEBSITE: BALDWINOURVISION.COM

76.9% OF SURVEY RESPONDENTS HAVE LIVED IN BALDWIN COUNTY MORE THAN 5 YEARS



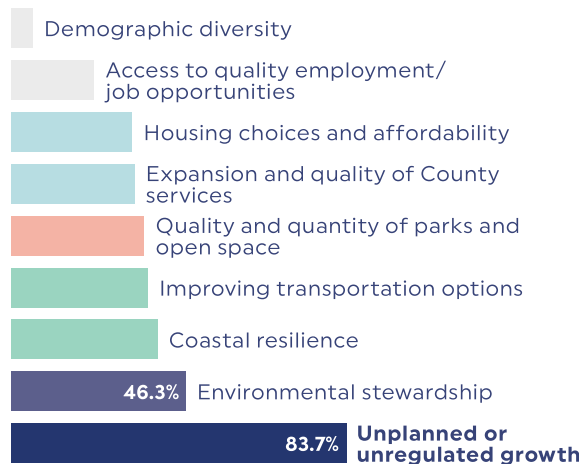
RESPONSES WERE RECEIVED THROUGHOUT THE COUNTY, REPRESENTING A DIVERSE CROSS-SECTION OF THE POPULATION:



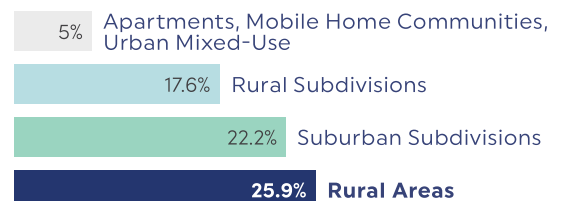
Remaining areas had fewer than 100 responses each, with the following areas having 5 or less responses:

- Seminole area
- Oyster Bay area
- Little River area
- Tensaw area

83.7% OF RESPONSES IDENTIFIED UNPLANNED OR UNREGULATED GROWTH AS MOST IMPORTANT FOR BALDWIN COUNTY TO ACT ON, FOLLOWED BY 46.3% FOR ENVIRONMENTAL STEWARDSHIP



25.9% OF RESPONDENTS LIVE IN RURAL AREAS. ANOTHER 17.6% LIVE IN RURAL SUBDIVISIONS AND 22.2% LIVE IN SUBURBAN SUBDIVISIONS. LESS THAN 5% OF RESPONDENTS LIVE IN APARTMENTS, MOBILE HOME COMMUNITIES, OR URBAN MIXED-USE.



TOP AREAS OF SATISFACTION:

1. Relationship to outdoors
2. Feeling of safety and security
3. Feeling of community

TOP AREAS TO IMPROVE:

1. Traffic/limited transportation options
2. Population growth
3. Sprawling development

TOP AREAS OF CONCERN:

1. Loss of rural lifestyle/agriculture
2. Maintaining natural resources
3. Unplanned or regulated growth

CRITICAL SOCIAL AND CULTURAL ISSUES THAT SHOULD BE PRIORITIZED:

#1

Loss of rural lifestyle/agriculture

#2

Equal distribution of public facilities/services

#3

Housing affordability

GROWTH ISSUES THAT SHOULD BE PRIORITIZED:

#1

Balance development with preservation

#2

Less residential development

#3

Consider growth management tools

CRITICAL TRANSPORTATION ISSUES THAT SHOULD BE PRIORITIZED:

#1

Traffic congestion

#2

Road connectivity

#3

More trails and greenways

NATURAL RESOURCE PROTECTION ISSUES THAT SHOULD BE PRIORITIZED:

#1

Protect our waterways & water quality

#2

Protect native forest & tree cover

#3

Floodplain & wetland protection

SURVEY #2 RESULTS SUMMARY

second

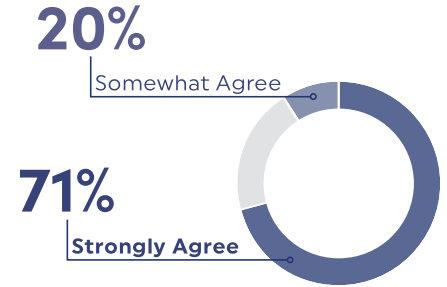
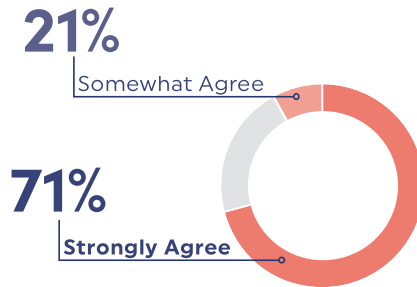
The ~~third~~ public survey translated the visions and goals identified in the first survey into priorities for tools, policies, and regulations, and revealed the desired spatial distribution of areas of growth and protection. This survey was captured during the first round of community meetings via live polling as well as through an online format from March 2022 through mid June 2022.



660
Total Survey Responses

92% AGREE THE COUNTY SHOULD CONSIDER TOOLS, POLICIES OR REGULATIONS THAT **PROTECT RURAL AREAS OF THE COUNTY.**

91% AGREE THERE SHOULD BE **GROWTH LIMITATIONS OR STANDARDS OF DEVELOPMENT** IN RURAL AREAS OF THE COUNTY.



96% AGREE THE COUNTY SHOULD CONSIDER TOOLS, POLICIES OR REGULATIONS THAT **CONTRIBUTE TO NATURAL RESOURCE LAND CONSERVATION.**

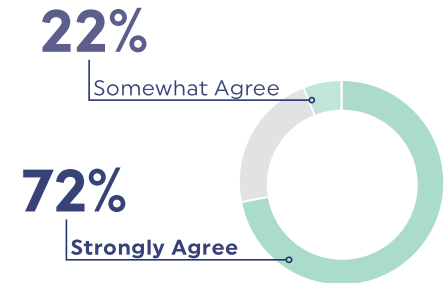
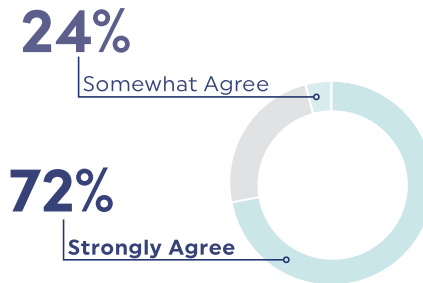
94% AGREE THE COUNTY SHOULD CONSIDER TOOLS, POLICIES OR REGULATIONS THAT **DEFINE THE CRITERIA FOR WHERE NEW DEVELOPMENT CAN OCCUR.**



84%

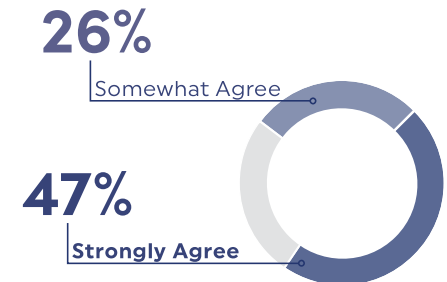
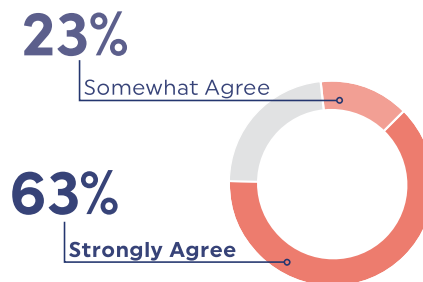
OF TOTAL SURVEY RESPONSES AGREED THAT THE DRAFT THEMES SHOULD REMAIN AS PRIORITIES FOR GUIDING THE VISION FOR FUTURE LAND USE.

These draft themes were further defined and incorporated into the organization of guide strategies and recommendations.



86% AGREE THE COUNTY SHOULD ESTABLISH **STANDARDS FOR ROADS AND STREETS** TO ACCOMMODATE ACCESSIBLE AND SAFE WALKING AND BIKING, AND PROMOTE SENSE OF PLACE.

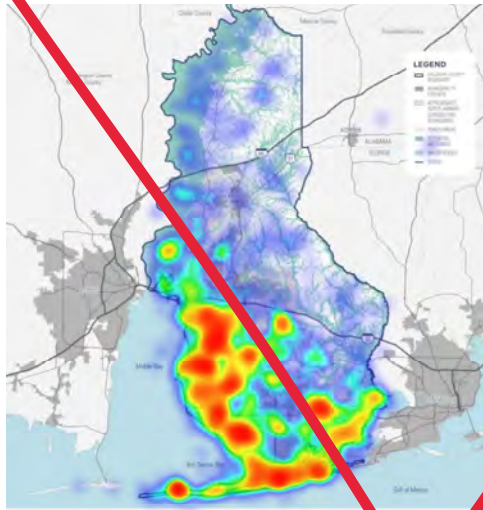
75% AGREE TRAILS AND CONNECTIVITY SHOULD BE COORDINATED ACROSS THE COUNTY.



For the following questions, participants were asked to consider where they think various types of growth and natural and cultural resources protection should be accommodated in the County. Participants could click on the map to indicate up to 5 locations for each question. The maps below are the heat maps generated to summarize the responses. Red areas received the most clicks and blue areas received the least.



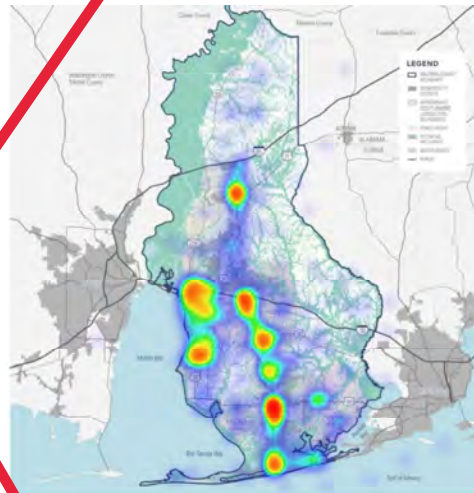
WHERE **RURAL AND ENVIRONMENTAL PROTECTION** SHOULD OCCUR



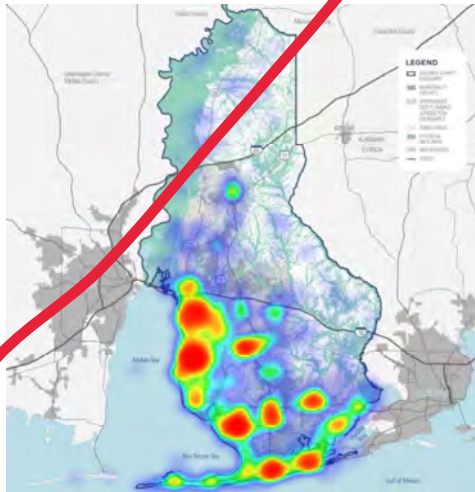
WHERE **EMPLOYMENT GROWTH** SHOULD OCCUR



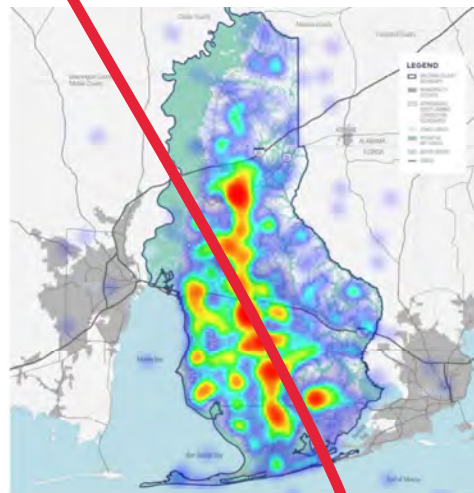
WHERE **ACTIVITY NODES OR CENTERS** SHOULD OCCUR



WHERE **CHARACTER** SHOULD BE MAINTAINED



WHERE **HOUSING GROWTH** SHOULD OCCUR



SURVEY #3 RESULTS SUMMARY

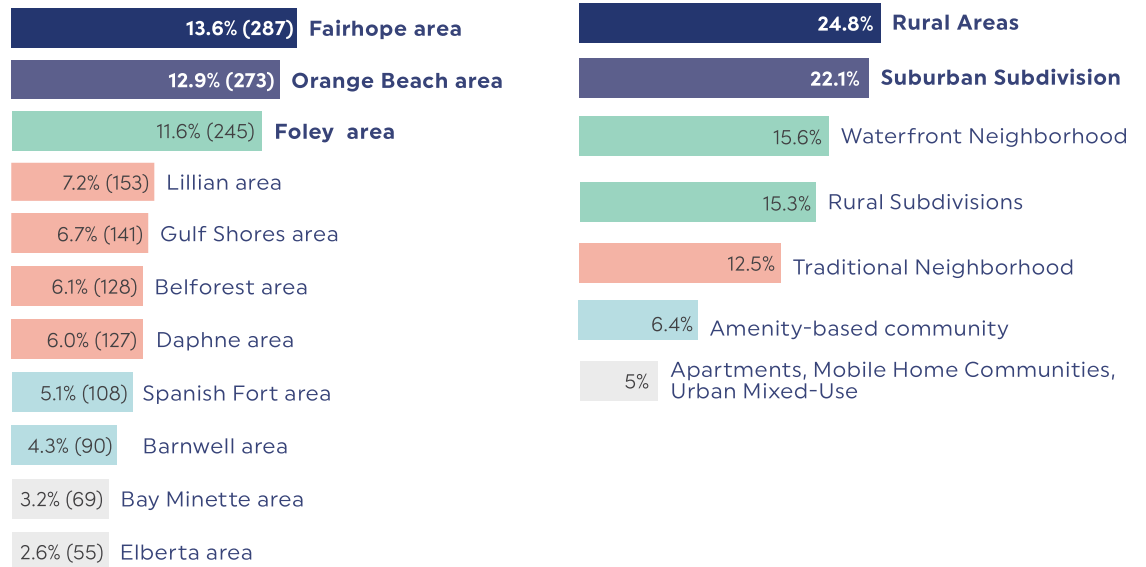


2100
Total Survey Responses

The third public survey asked participants to review another draft of the vision, themes, key strategies, future land use framework, and the consideration of standards for rural character protection. This survey was captured during the second round of community meetings during workshops located in rural communities as well as through an online format from July 2022 through August 2022.

COMPARED TO THE FIRST SURVEY, MORE RESPONSES WERE RECEIVED FROM ORANGE BEACH, LILLIAN, GULF SHORES AND BELFOREST AREAS. RESPONSES DROPPED SIGNIFICANTLY FROM THE DAPHNE AND, SPANISH FORT, AND FORT MORGAN AREAS.

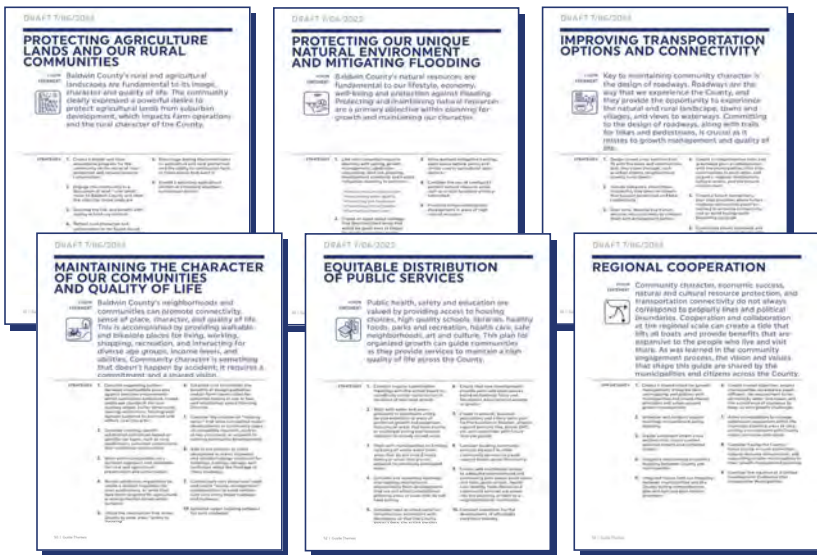
40.1% OF RESPONDENTS LIVE IN RURAL AREAS OR RURAL SUBDIVISIONS. ANOTHER 22.1% LIVE IN SUBURBAN SUBDIVISIONS. LESS THAN 5% OF RESPONDENTS LIVE IN APARTMENTS, MOBILE HOME COMMUNITIES, OR URBAN MIXED-USE.



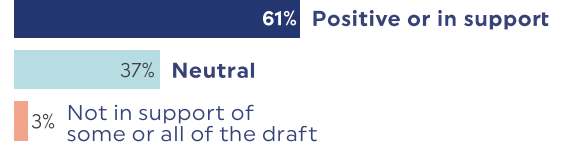
Remaining areas had fewer than 50 responses each, with the following areas having 5 or less responses:

- | | |
|-------------------|-----------------|
| Seminole area | Magnolia area |
| Oyster Bay area | Lottie area |
| Little River area | Styx River area |
| Tensaw area | Raburn area |

PARTICIPANTS WERE ASKED TO READ THE DRAFT VISION, THEMES, AND RECOMMENDATIONS AND PROVIDE COMMENTS OR SUGGESTIONS.

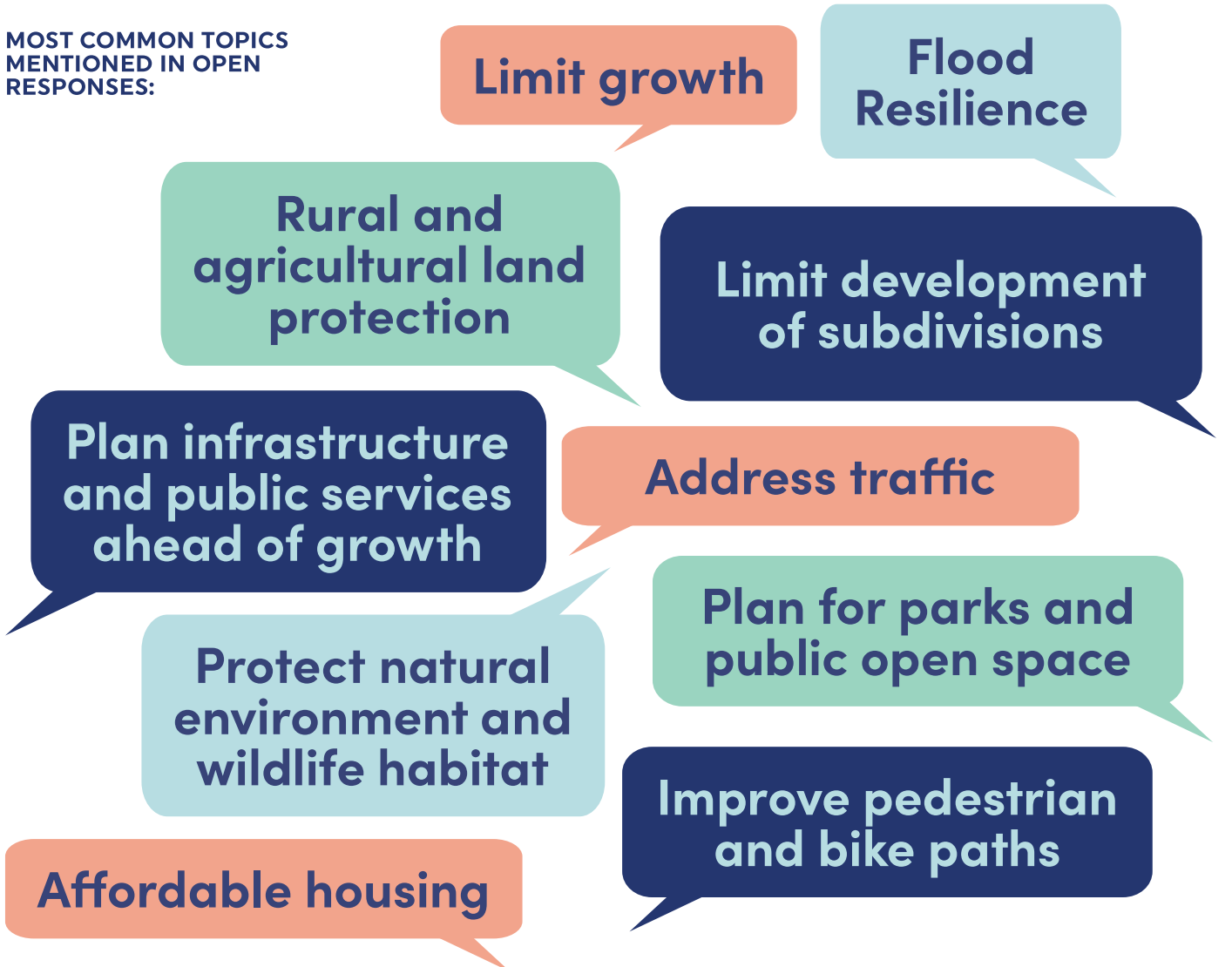


61% OF RESPONSES WERE POSITIVE OR SUGGESTIONS WERE SUPPORTIVE OF THE DRAFT THEMES AND RECOMMENDATIONS



All responses for this question were open-ended. Comments were coded as positive if they explicitly stated support for the draft or if comments used language that was in alignment with the draft themes and recommendations. Responses were coded neutral if suggestions were made that were different from the draft and coded negative if the response indicated lack of support for some or all of the draft language.

MOST COMMON TOPICS MENTIONED IN OPEN RESPONSES:

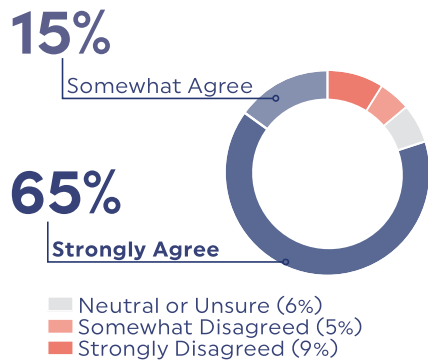


DEFINING RURAL CHARACTER

As protecting agricultural lands and rural communities from development was a top concern from the previous surveying, the community was asked to provide input on what they defined as rural character.

These results are not intended to be converted into a one-size-fits-all solution, however this input could help to support recommendations for amending future subdivision and zoning requirements in rural areas.

80% AGREED IT IS IMPORTANT TO CONSIDER LOT SIZES AND OTHER KEY DIMENSIONS FOR NEW DEVELOPMENT TO PROTECT RURAL CHARACTER.



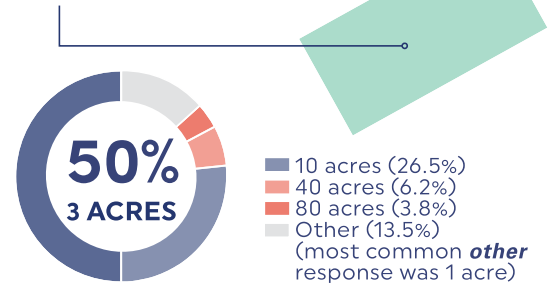
Some meeting attendees and survey respondents expressed that it was difficult to make a selection and that it depended on the context and use of the property. There were also comments that smaller lots would be acceptable if more open space was preserved. While many agreed it would be nice to have large lots, there is also a concern that requiring a large lot size will prevent affordable housing from being built and available in rural areas, making rural-living exclusive to the wealthy.

There were a few responses expressing that there should be no restrictions at all on lot size, minimum set back, or distance between homes and rather left up to the property owners. The bigger concern among those responses was the appropriate use of the land.

Others supported a minimum setback that would allow for sidewalks and/or multi-use trails to avoid needing to walk in the road.

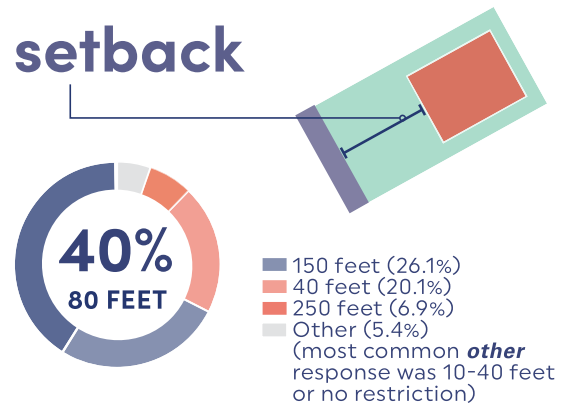
50% IDENTIFIED 3 ACRES AS THE MOST ACCEPTABLE AS A MINIMUM STANDARD IN RURAL AREAS.

lot size



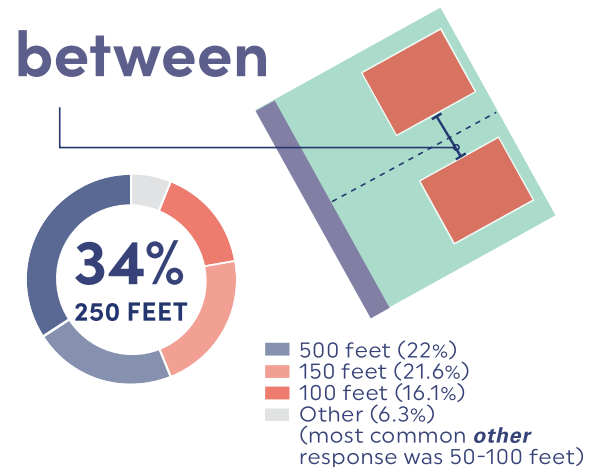
40% IDENTIFIED 80 FEET AS THE MOST ACCEPTABLE AS A MINIMUM SETBACK STANDARD IN RURAL AREAS.

setback



34% IDENTIFIED 250 FEET AS THE MOST ACCEPTABLE FOR A MINIMUM DISTANCE BETWEEN HOMES IN RURAL AREAS.

between



RURAL CHARACTER OF ROADS

by

Many times we experience places from the way we move through them. This raises a question about whether the design and engineering of roads in rural areas should respect and promote the rural character that they travel through. Design Standards and Guidelines can be created to define items like fencing, storm water management, buffer landscaping, and monument signage so that they fit with the context and character of the rural community and not a suburban community. The community was asked if they support establishing such guidelines.

78.7% AGREE THAT THE CONCEPT OF DEFINING THE CHARACTER OF ROADS AND LANDSCAPE BUFFERS IS IMPORTANT TO RURAL CHARACTER

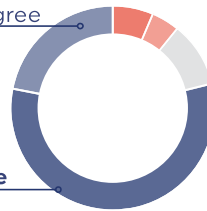
in which they are located.

21.7%

Somewhat Agree

57%

Strongly Agree



Neutral or Unsure (10.2%)
Somewhat Disagreed (4.6%)
Strongly Disagreed (6.4%)

RURAL CHARACTER OF NODES

Rural Nodes are local centers, or crossroads, that can serve as community places. These would typically include a convenience store that provides basic daily needs and can include restaurants, shops, and smaller-scale businesses, often within a 5- to 10-minute walk radius. The design of these nodes is often critical to building and retaining rural character. Design considerations might include building height and placement, active ground floor uses, block size, the amount and location of parking, and the street design. The community was asked if they support the promotion of this pattern of development.

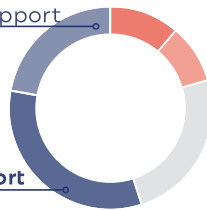
54.9% SUPPORT PROMOTING WALKABLE DEVELOPMENT AROUND A CROSSROADS PATTERN OF DEVELOPMENT

22.1%

Somewhat Support

32.8%

Strongly Support



Neutral or Unsure (24.5%)
Somewhat Disagreed (9.3%)
Strongly Disagreed (11.3%)



Something is off with the page numbering here and on the next two pages.

Figure 2: Aerial images showing an example of an existing rural node in Baldwin County.

THEMES AND STRATEGIES

In this chapter, the Baldwin County's vision, values, and strategies have been organized into six themes, derived from engagement with the community and an assessment of existing conditions and emergent trends.

Promote the Protection of

PROTECT AGRICULTURAL LANDS AND OUR RURAL COMMUNITIES

VISION STATEMENT



Baldwin County's rural and agricultural landscapes are fundamental to its image, character, and quality of life. There was clear community consensus of desire to protect agricultural lands from suburban development and the resulting negative impacts on farm operations and the rural character of the County. These community priorities must be balanced with long-respected property rights in the State of Alabama.

CORE VALUES

1. We value our rural and agricultural lands and lifestyle.
2. We recognize that the County's attractiveness as a destination to live, work, and visit, and its consequent economic well-being, are directly related to its rural character and unique quality of life.
3. We make efforts to protect our critical natural environments to preserve the quality of life for future generations.
4. We respect private property and the ability for land-owners to profit from their land in compatible ways.

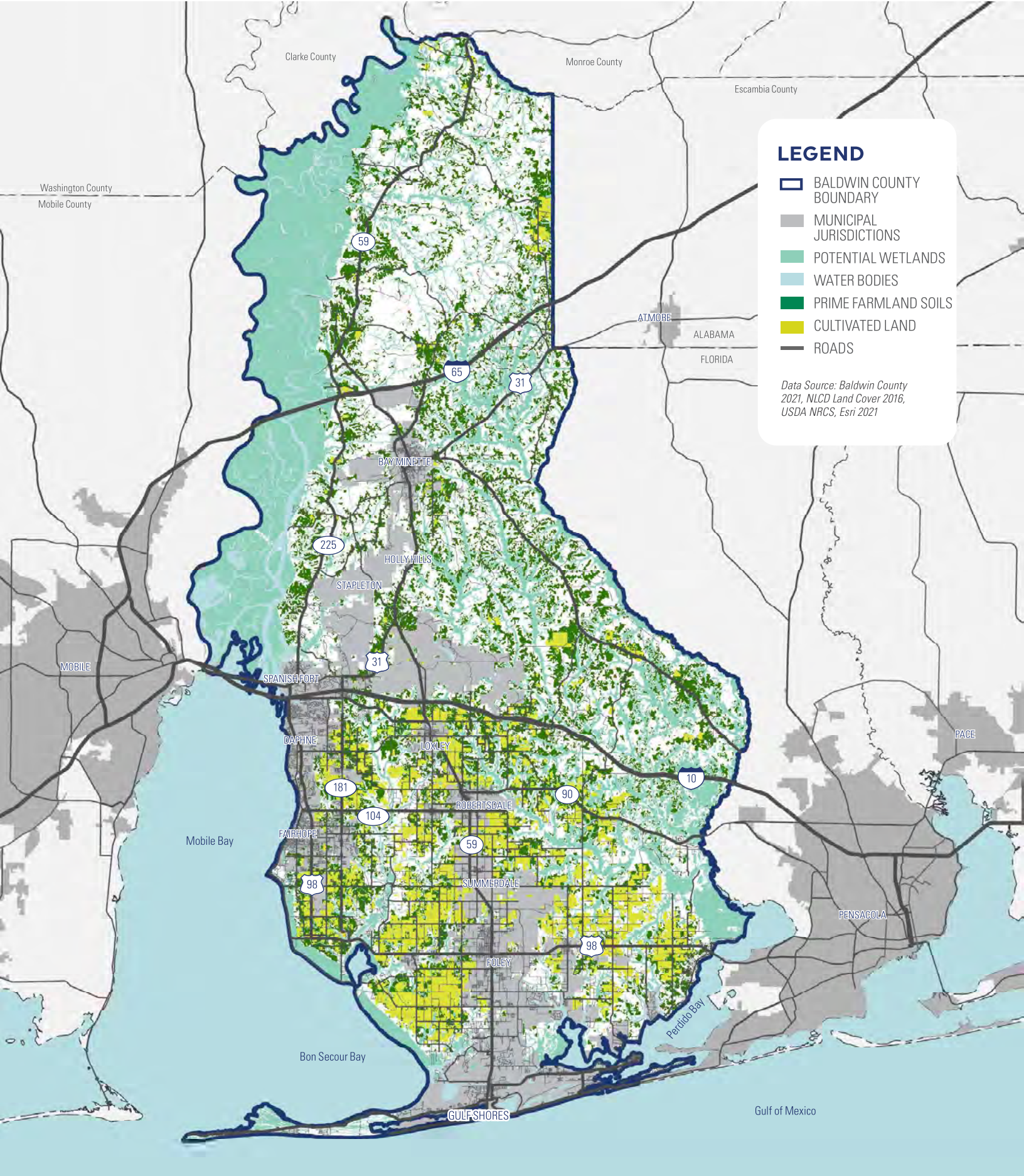


HIGHLIGHT FROM THE COMMUNITY SURVEY

TOP AREAS OF CONCERN FROM THE COMMUNITY SURVEY:

1. Loss of rural lifestyle / agriculture
2. Maintaining natural resources
3. Unplanned or unregulated growth





MAP 2: PRIME FARMLAND SOILS AND CULTIVATED LAND



STRATEGIES



THESE THEME STRATEGIES ARE FURTHER DEFINED AND PRIORITIZED IN THE ACTION PLAYBOOK CHAPTER.

We are proposing removal of the strategies because, as noted in the blue block above, the strategies are

AG 1. PROMOTE THE LONG-TERM PRESERVATION AND VIABILITY OF BALDWIN COUNTY'S AGRICULTURAL LANDS

- **1.1.** Encourage urban and suburban growth away from productive farming areas as shown in the Future Land Use Map.
- **1.2.** The Environmental Committee and Farmland Protection Subcommittee will work with the USDA, the State of Alabama, Alabama Cooperative Extension System, and other entities on exploring agricultural protection strategies.

AG 2. SUPPORT THE PRESERVATION OF THE COUNTY'S RURAL LANDSCAPE AND WAY OF LIFE

- **2.1.** Encourage zoning and other tools and policies, such as conservation easements, clustering, buffers and setbacks that contribute to agriculture and rural protection, and the ability to continue to farm or develop in compatible ways in rural planning areas.
- **2.2.** Consider enhancing the zoning ordinance and the subdivision regulations for lands targeted for rural protection by the community and the Farmland Protection Subcommittee.
- **2.3.** Increase coordination with Baldwin County Historic Commission and Architectural Review Board to ensure we are preserving historic and cultural resources in the County.

AG 3. ENGAGE THE PUBLIC AND MAKE RURAL AND AGRICULTURE PROTECTION TOOLS ACCESSIBLE AND VISIBLE

- **3.1.** Create a simple and clear educational program for the community, stakeholders, and community leaders on the value and potential methods of rural protection and natural resource conservation, and publish on County website.
- **3.2.** Provide education regarding how development strategies such as clustering lots can protect rural character and natural resources.
- **3.3.** Utilize community and stakeholder feedback from the this guide creation process to inform and show alignment with any recommended updates to future policies and recommendations around rural character protection and conservation.



Remove or replace with a higher quality farm land image.

PROTECT OUR UNIQUE NATURAL ENVIRONMENT, ENHANCE WATER QUALITY AND MITIGATE FLOODING

VISION STATEMENT



Baldwin County's natural resources are fundamental to our lifestyle, economy, well-being, water quality, and flood resilience. Protecting and maintaining natural resources are primary objectives of County efforts to plan for growth and maintain character.

the and will influence

CORE VALUES

1. We value our unique natural environment as a source of life, recreation, economy, culture, and sense of place.
2. We make efforts to protect and enhance our natural environments to preserve the quality of life for future generations.
3. We balance development with the preservation of natural systems.
4. We depend on clean water quality to support our health, economy, and lifestyle.
5. We prepare for environmental hazards and changes.
6. We believe growth and development can be compatible with the natural environment.

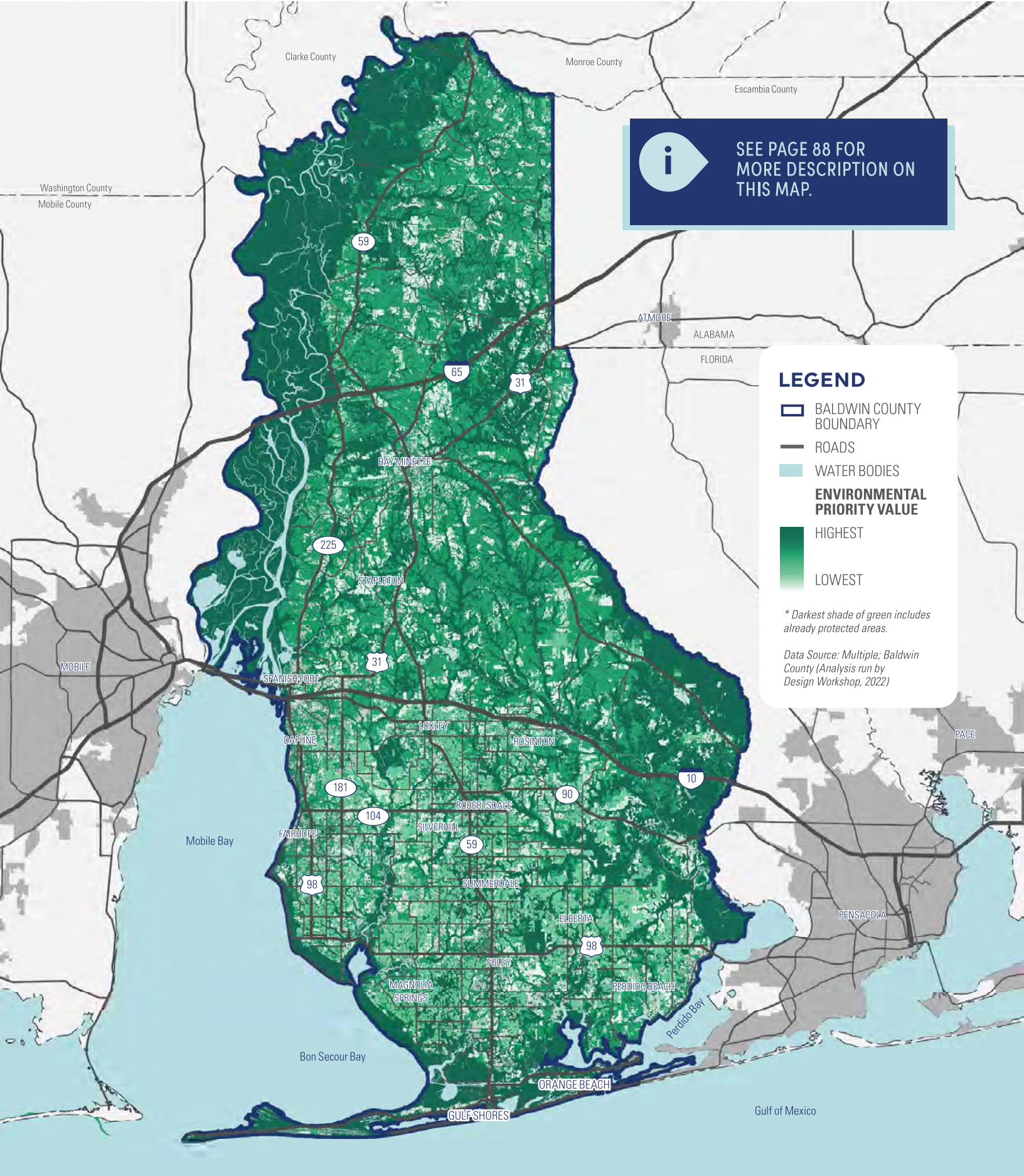


HIGHLIGHT FROM THE COMMUNITY SURVEY

NATURAL RESOURCE PROTECTION ISSUES THAT SHOULD BE PRIORITIZED:



1. Protect our waterways and water quality
2. Protect native forest and tree cover
3. Floodplain and wetland protection



MAP 3: ENVIRONMENTAL STRATEGY MAP



STRATEGIES



THESE THEME STRATEGIES ARE FURTHER DEFINED AND PRIORITIZED IN THE ACTION PLAYBOOK CHAPTER.

We are proposing removal of the strategies because, as noted in the blue block above, the strategies are

NE 1. MINIMIZE THE IMPACTS OF DEVELOPMENT ON WATER QUALITY AND ENHANCE THE PRESENT WATER QUALITY IN BALDWIN COUNTY'S STREAMS AND WATER BODIES

- **1.1.** Promote conservation-based development and environmental protection in areas of high natural resource value and critical watersheds.
- **1.2.** Refer to watershed management plans for land use and zoning recommendations. Recommendations may include:
 - » Stream buffer protection
 - » Stream and wetland restoration
 - » Collaborative partnerships for water quality
 - » Impervious surfaces
- **1.3.** Consider the adoption of simple and easily enforceable Low Impact Development requirements (LID).
- **1.4.** Support the goal from Baldwin County's Strategic Plan to implement a county-wide water quality monitoring program

NE 2. PROTECT FLOODPLAINS AND MITIGATE IMPACTS OF COASTAL FLOODING

- **2.1.** Support protection of Baldwin's floodplain areas from incompatible development to maintain the carrying capacity of the floodplain, improve water quality, provide wildlife habitat, and reduce potential threats to human life and damage to property.
- **2.2.** Consider land purchases or conservation easements in flood-prone areas for passive recreation and open space preservation.
- **2.3.** Support the goal from Baldwin County's Strategic Plan to implement a regional retention system for stormwater

and evaluate effectiveness in reduction of runoff and flooding impacts.

- **2.4.** Explore funding and grant programs available for floodplain and wetland protection, restoration, and hazard mitigation.

NE 3. PROTECT CRITICAL HABITAT

- **3.1.** Prepare a possible open space protection strategy, based on environmental priority mapping, that highlights land areas to target for public recreation access, habitat protection, parks, low-impact and/or conservation-based development.
- **3.2.** When evaluating rezoning and permitting requests, refer to priority habitat areas identified in the *Habitat Conservation and Restoration Plan for Coastal Alabama* prepared by the Mobile Bay National Estuary Program and The Nature Conservancy.

NE 4. PROTECT NATIVE FOREST AND TREE CANOPY COVER

- **4.1.** Prioritize protection of native forests and critical habitats identified in the *Habitat Conservation and Restoration Plan for Coastal Alabama* prepared by the Mobile Bay National Estuary Program and The Nature Conservancy.
- **4.2.** Strengthen existing development policies to:
 - » Consider protecting stands of native or heritage trees
 - » Promote the use of native plants and reduce invasive and exotic species
 - » Discourage clearcutting by promoting development practices that preserve open space, such as clustering lots
 - » Consider requiring tree surveys or environmental surveys that

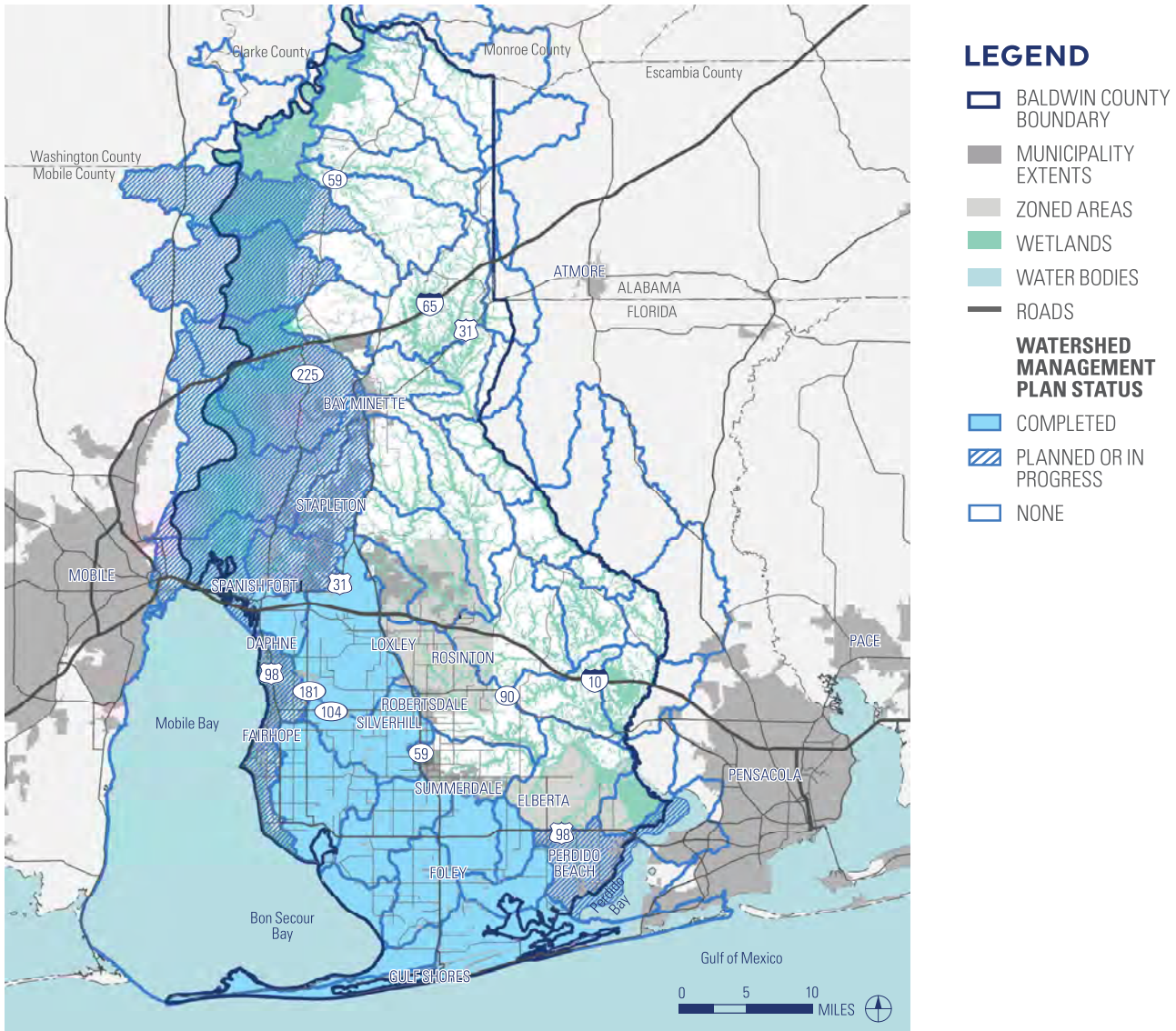
STRATEGIES

provide descriptions of stands or trees of special significance.

- » Consider establishing tree conservation areas to protect trees during construction and to serve as barriers around development.

MAP 4: WATERSHEDS WITH MANAGEMENT PLANS

Several subwatersheds (HUC 12) in Baldwin County, wrapping from Bridge Creek-Perdido Bay to Farris Creek-Barrow Creek to the west, have or are planning a watershed management plan.



Data Source: Baldwin County 2021



Remove or replace with a environmental photo with more vivid colors.



Remove or replace with a environmental photo with more vivid colors.

IMPROVE TRANSPORTATION OPTIONS AND CONNECTIVITY

VISION STATEMENT



Roadway design is key to maintaining community character. Roadways are the way that we experience the County, and they provide the opportunity to experience the natural landscape, towns, and scenic coastal views. Committing to the thoughtful design of roadways, along with appropriate trails for bikes and pedestrians, is crucial for growth management and quality of life.

CORE VALUES

1. We value transportation improvements that balance level of service with quality and character.
2. We understand our roads and other forms of mobility support our community character and sense of place.
3. We believe that multimodal transportation options should be accessible in appropriate areas.
4. We recognize that improvements to connectivity can reduce congestion.
5. We recognize roadways and transportation networks are critical elements of economic vitality.

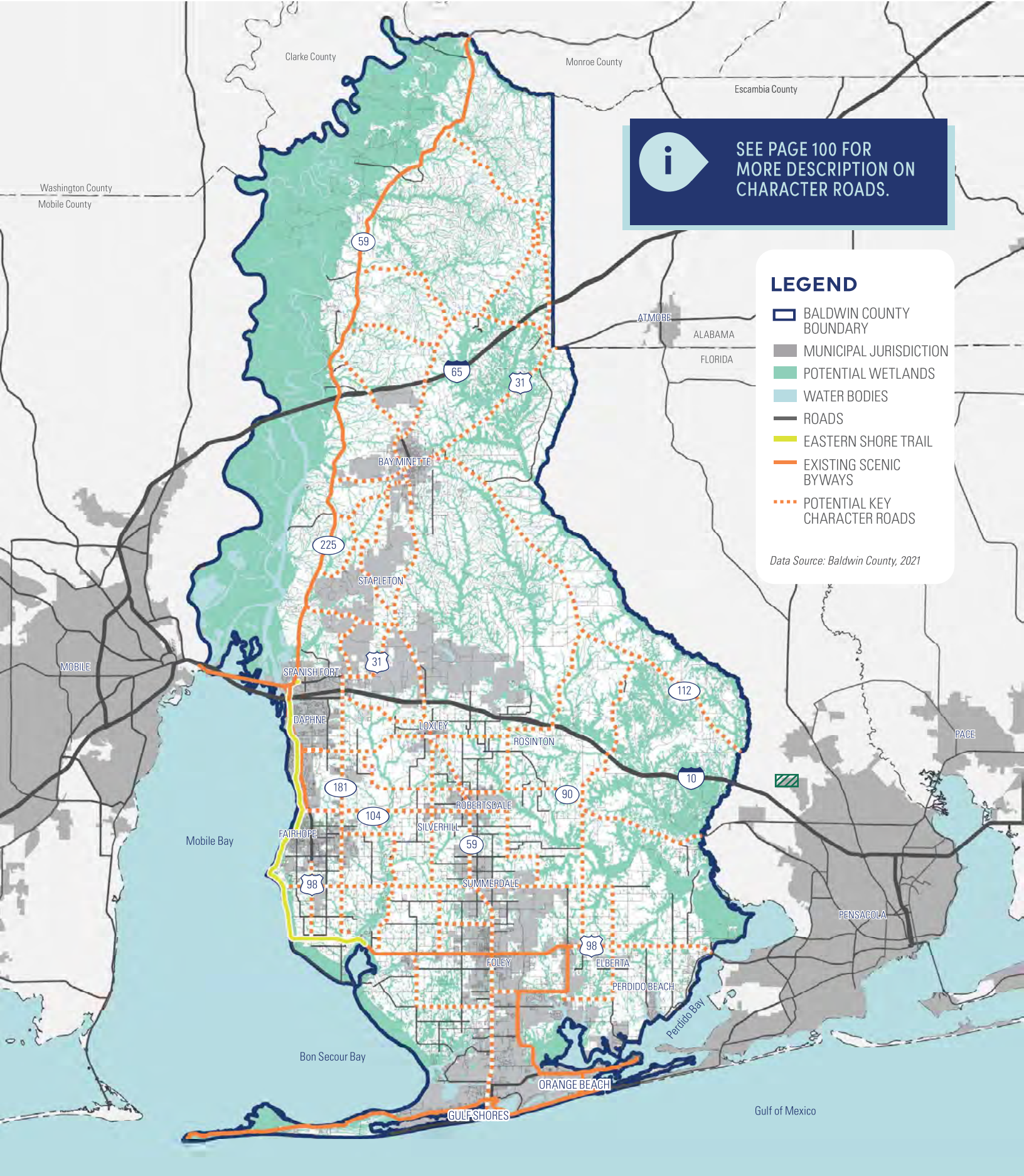


HIGHLIGHT FROM THE COMMUNITY SURVEY

CRITICAL TRANSPORTATION ISSUES THAT SHOULD BE PRIORITIZED:

1. **Traffic congestion**
2. **Road connectivity**
3. **More trails and greenways**





i SEE PAGE 100 FOR MORE DESCRIPTION ON CHARACTER ROADS.

LEGEND

- BALDWIN COUNTY BOUNDARY
- MUNICIPAL JURISDICTION
- POTENTIAL WETLANDS
- WATER BODIES
- ROADS
- EASTERN SHORE TRAIL
- EXISTING SCENIC BYWAYS
- POTENTIAL KEY CHARACTER ROADS

Data Source: Baldwin County, 2021

MAP 5: POTENTIAL CHARACTER ROADS



STRATEGIES



THESE THEME STRATEGIES ARE FURTHER DEFINED AND PRIORITIZED IN THE ACTION PLAYBOOK CHAPTER.

T.1. PROMOTE CHARACTER APPROPRIATE DESIGN STANDARDS ON COUNTY ROADS

- **1.1.** Design street cross sections to character-appropriate standards that fit with the use and character of the lands and communities.
- **1.2.** Consider controlling driveway installations along rural roads, and create access management considerations to avoid random access along major roadways and highways.
- **1.3.** Promote the coordination of street standards and street design across County highway and municipal road departments.

T.2. PROMOTE CONNECTIVITY

- **2.1.** Enhance connectivity requirements within subdivision regulations and consider using tools such as density bonuses when certain connectivity requirements are achieved.
- **2.2.** Create a connectivity plan that describes where future roadway connections could be located to enhance connectivity and avoid roads becoming overburdened.
- **2.3.** Consider creating a comprehensive trails and greenways plan, in collaboration with municipalities, that links communities to each other, and to parks, regional destinations, cultural assets, and the natural environment.
- **2.4.** Continue to enhance BRATS On-Demand Transit Service by evaluating the potential need to incorporate interconnected fixed route services over time.

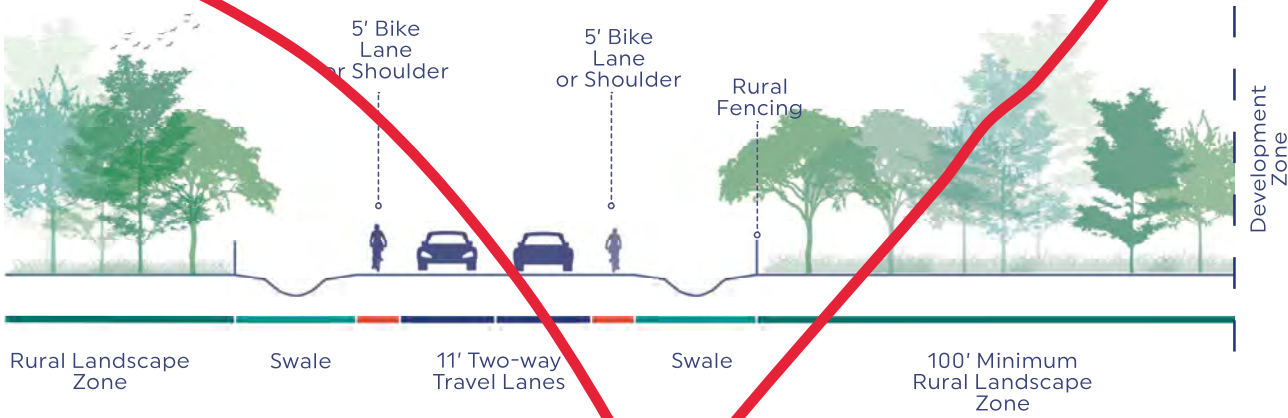
We are proposing removal of the strategies because, as noted in the blue block above, the strategies are



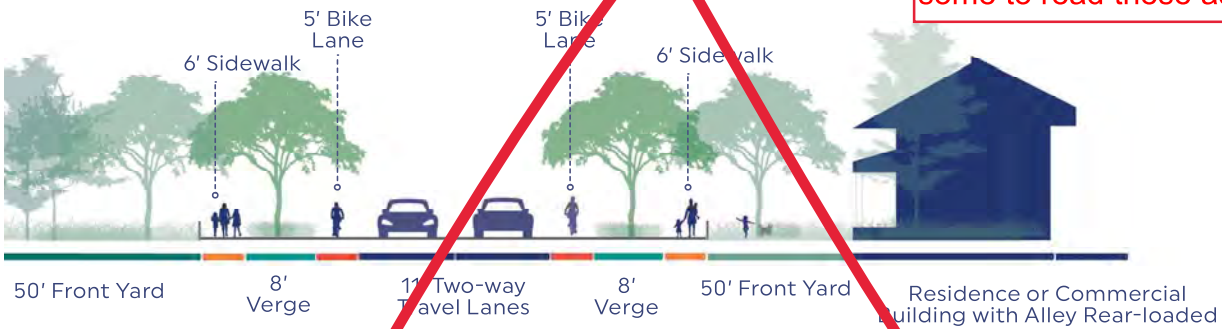
Remove or replace with higher quality roadway photo.

Figure 3: Example street cross sections to consider for character roads

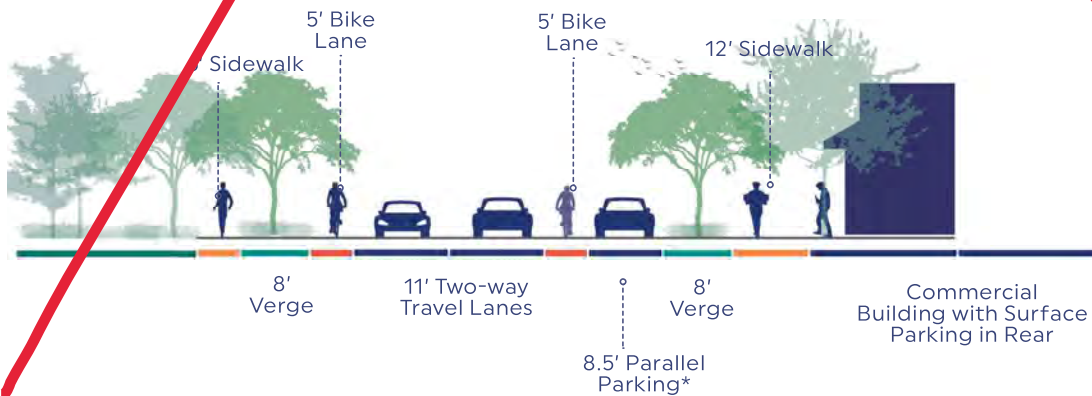
BETWEEN NODES



WITHIN NODES



WITHIN COMMERCIAL AREA OF NODES



Proposing removal due to concern that the inclusion of example images could potentially lead some to read these as mandates.

COORDINATE DISTRIBUTION OF PUBLIC SERVICES

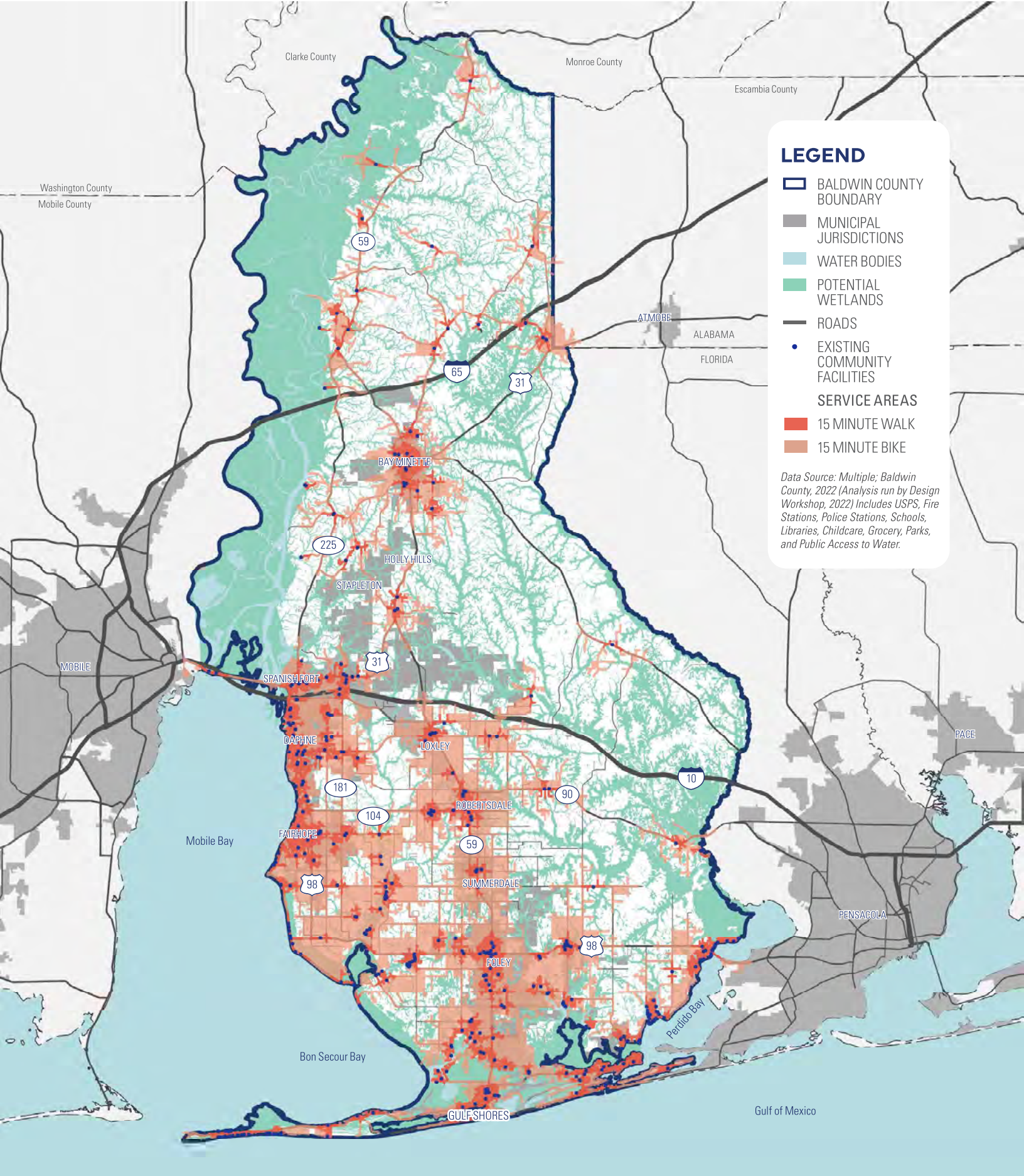
VISION STATEMENT



Public health, safety, and education are valued by providing access to housing choices, high quality schools, libraries, healthy foods, parks and recreation, health care, safe neighborhoods, art, and culture. Although County planning and zoning policies have only indirect influence on many public services, this plan for organized growth can help guide communities, as they provide services, to maintain a high quality of life across the County.

CORE VALUES

1. We value the efficient development and maintenance of our public infrastructure.
2. We strive to support the needs of our citizens to access a healthy, safe, and successful life.
3. We want our citizens to be served by great schools, libraries, arts and cultural facilities, health care, parks, and open spaces.
4. We value walkable and bikeable connections between suburban neighborhoods to promote a sense of community.
5. Baldwin's sense of place and quality of life are essential to our economy, and vice versa.
6. We prepare our workforce with the skills needed to meet the needs of existing and emergent opportunities.
7. We understand the need to promote the development of housing that is ~~affordable~~ **attainable** to our workforce.
8. We support neighborhoods with a variety of housing choices and prices.



LEGEND

- BALDWIN COUNTY BOUNDARY
- MUNICIPAL JURISDICTIONS
- WATER BODIES
- POTENTIAL WETLANDS
- ROADS
- EXISTING COMMUNITY FACILITIES

SERVICE AREAS

- 15 MINUTE WALK
- 15 MINUTE BIKE

Data Source: Multiple; Baldwin County, 2022 (Analysis run by Design Workshop, 2022) Includes USPS, Fire Stations, Police Stations, Schools, Libraries, Childcare, Grocery, Parks, and Public Access to Water.

MAP 6: EXISTING COMMUNITY FACILITIES WITH SERVICE AREAS



STRATEGIES



THESE THEME STRATEGIES ARE FURTHER DEFINED AND PRIORITIZED IN THE ACTION PLAYBOOK CHAPTER.

We are proposing removal of the strategies because, as noted in the blue block above, the strategies are

PS.1. WATER AND SEWER

- **1.1.** Work with water and sewer providers to coordinate utility service extension to areas of preferred growth and expansion, focused on areas that have County or municipal zoning, and locate adjacent to already served areas.
- **1.2.** Work with municipalities on limiting receiving of wastewater from areas that do not have County zoning or areas that are not adjacent to previously developed areas.
- **1.3.** Consider expanding regulations to require more detailed or substantiated availability and capacity for new developments.

PS.2. TRAFFIC AND MOBILITY ACCESS

- **2.1.** Consider whether impact fees may be a viable and feasible means of offsetting the financial burdens associated with maintaining public infrastructure and public services.
- **2.2.** Promote safe multimodal access to community services in areas adjacent to municipalities.

PS.3. COMMUNITY FACILITIES

- **3.1.** Consider requiring that new developments provide parks and open spaces based on a set of standards, or provide option for fee in lieu that would be allocated to public parks and open spaces.
- **3.2.** Promote new developments that provide, or have access to, amenities such as libraries, schools, support services, fire, police, EMT.
- **3.3.** Conduct regular coordination meetings with the school board to discuss school construction or expansion in desirable locations of growth.

- **3.4.** Consider clustering community services to create support nodes across the county.

PS.4. EDUCATION AND WORKFORCE DEVELOPMENT

- **4.1.** Build upon the success of the South Alabama Mega Site:
 - » Plan for employment related and commercial uses along Interstate Highways and at existing Interstate Highway interchanges.
 - » Create incentives and fast tracking for affordable housing and job-creating uses that locate themselves near existing towns or areas of population.

PS.5. HOUSING

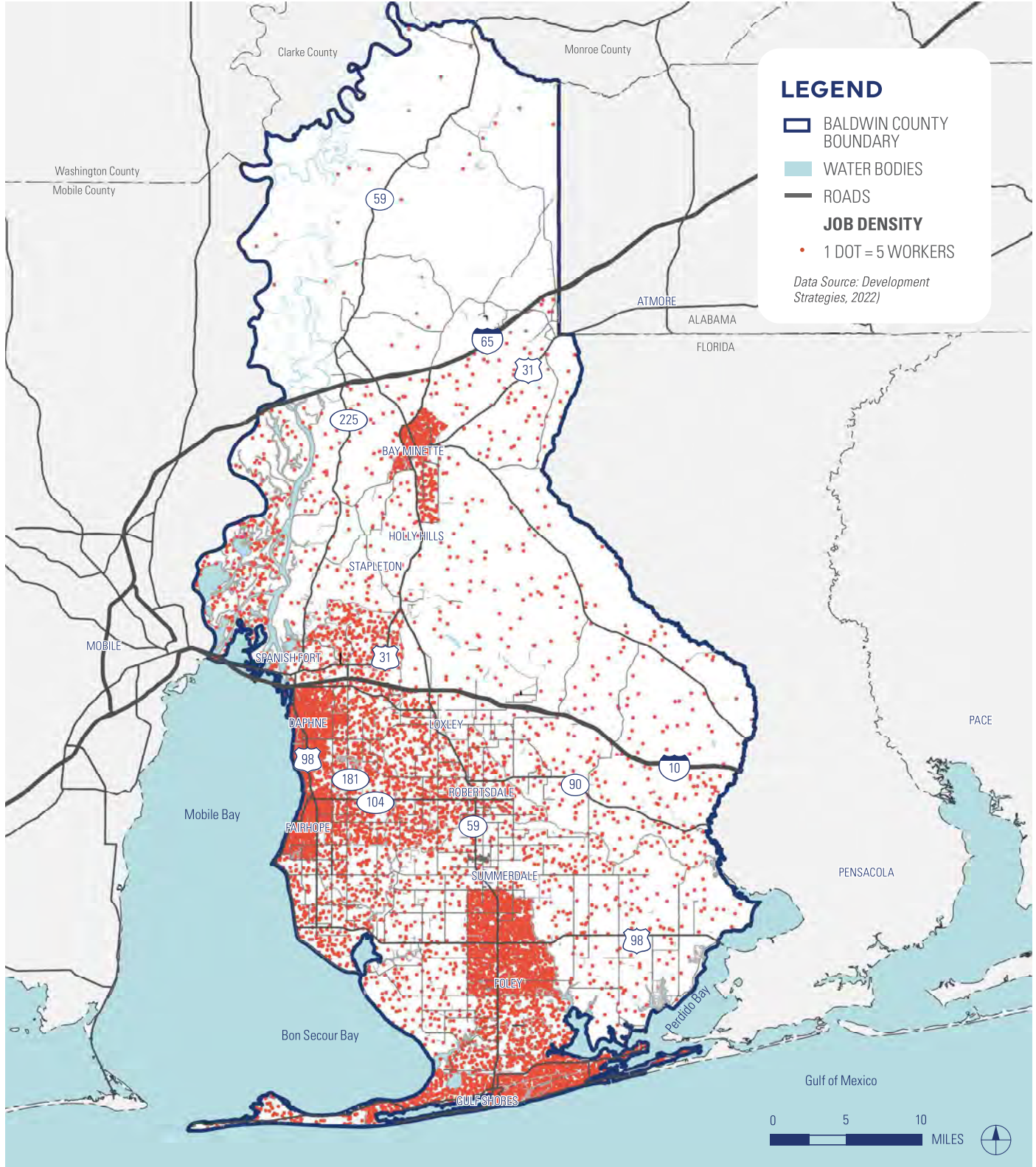
- **5.1.** Consider incentives for the development of affordable workforce housing.
- **5.2.** Consider allowing innovative financing, partnerships, and development programs that encourages private development to provide more affordable housing.
- **5.3.** Promote affordability-by-design principles through zoning flexibility, technical assistance, fast tracking permits, etc.

PS.6. BROADBAND

- **6.1.** Evaluate performance of recently approved subdivision regulations related to broadband and consider future enhancements if appropriate.
- **6.2.** Continue to support Baldwin County efforts related to broadband goals as outlined in the Strategic Plan.

MAP 7: JOB DENSITY

Jobs are primarily located within larger municipal jurisdictions such as Daphne, Fairhope, Foley, and Bay Minette. Housing is becoming increasingly more expensive, making it more difficult to afford living close to work.



ENCOURAGE REGIONAL COOPERATION

VISION STATEMENT



Community character, economic success, natural and cultural resource protection, and transportation connectivity do not always correspond to property lines and political boundaries. Cooperation and collaboration at the regional scale can create a tide that lifts all boats and provide benefits that are expansive to the people who live and visit here. The community engagement process established that the vision and values that shape this guide are shared by the municipalities and citizens across the County.

CORE VALUES

1. We strive to coordinate our growth plans with our neighbors and collaborate on shared values and visions.
2. We collaborate with our neighboring jurisdictions to create common approaches to mobility and connectivity.
3. We recognize that natural environments do not follow jurisdictional boundaries and will work with our neighbors to protect our natural resources and open space connectivity.
4. We collaborate regionally on economic development so that our collective efforts create more opportunity for all.

STRATEGIES



THESE THEME STRATEGIES ARE FURTHER DEFINED AND PRIORITIZED IN THE ACTION PLAYBOOK CHAPTER.

RC 1. CREATE A SHARED VISION FOR GROWTH MANAGEMENT.

- **1.1.** Integrate land use mapping and policies with municipalities and create shared principles and values around growth management.
- **1.2.** Schedule and conduct regular meetings to coordinate policy planning.
- **1.3.** Add to Geographical Information Systems (GIS) capabilities to create a central resource for mapping across the County, allowing for greater coordination and information accessibility to the general public.

- **3.2.** Work toward a service delivery scenario with municipalities that is easy for citizens to understand while still recognizing the priorities of the various municipalities.
- **3.3.** Consider having the County focus mostly on rural protection, natural resource conservation, and supporting smaller municipalities in their growth management planning.

RC 2. CREATE CONSISTENCY IN STANDARDS

- **2.1.** Create consistent street cross sections that create character appropriate streets.
- **2.2.** Integrate environmental systems mapping between County and municipalities.
- **2.3.** Integrate future land use mapping between municipalities and the County during comprehensive plan and land use plan revision processes.
- **2.4.** Consider the creation of a coordinated development regulation that includes the municipalities.

RC 3. RESOLVE JURISDICTIONAL OVERLAP

- **3.1.** Create shared objectives around municipalities, acceptance of sewer effluent, the requirement to be serviced by water and sewer, and the acceptance of roadways to keep up with growth challenges.

We are proposing removal of the strategies because, as noted in the blue block above, the strategies are

MAINTAIN THE CHARACTER OF OUR COMMUNITIES AND QUALITY OF LIFE

VISION STATEMENT



Baldwin County's neighborhoods and communities can promote connectivity, sense of place, character, and quality of life. This is accomplished by providing a safe and thriving community where people of all ages, income levels, and abilities can find opportunity, recreation, and culture. Community character is something that doesn't happen by accident; it requires a commitment and a shared vision. The County's planning and zoning policies should support this vision.

CORE VALUES

1. We desire neighborhoods and development that express our identity, promote our character, and exemplify our commitment to a high quality of life.
2. We believe that development should be focused where it is best suited from an environmental, economic, infrastructure, and community service standpoint.
3. We believe small, walkable, mixed-use nodes within our neighborhoods may create places to shop, work, or start a business.
4. We recognize that a strong, growing economy is the foundation of a high quality of life and provides the freedom for a community to pursue higher character-related aspirations.

STRATEGIES



THESE THEME STRATEGIES ARE FURTHER DEFINED AND PRIORITIZED IN THE ACTION PLAYBOOK CHAPTER.

CC.1. PROMOTE PLACE-BASED GROWTH PATTERNS

- 1.1. Consider enhancing the subdivision regulations to contemplate specific community types, such as rural subdivisions, suburban, rural, rural crossroads, etc.
- 1.2. Consider zoning regulations that allow compatible nodal developments or community types at compatible locations, such as at key crossroads, or adjacent to existing community developments.
- 1.3. Consider focusing growth within compact and nodal development patterns that support walking, biking, character, connectivity, and diversity of land use to minimize sprawling development patterns.
- 1.4. Create a presentation and discuss the benefits of design guidelines and/or form-based codes for potential testing in one or two well established zoned Planning Districts.

CC.2. PROTECT AND ENHANCE RURAL LANDSCAPE CHARACTER

- 2.1. Add to the number of roads designated as scenic highways or byways.
- 2.2. Designate rural roadways to be protected as character roads.
- 2.3. Create landscape standards for scenic highways, byways, and character roadways which may include larger buffer dimensions, building setbacks, clearing restrictions, fencing/wall/signage guidance to promote and reflect rural character.
- 2.4. Consider expanding buffers between less compatible uses and against sensitive environments within the subdivision regulations and the zoning ordinance.
- 2.5. Designate scenic waterways which can influence development standards, open space and recreation opportunities, and promote character.

We are proposing removal of the strategies because, as noted in the blue block above, the strategies are





ACTION PLAYBOOK

optional ideas

Adjust this text to highlight the fact that these are not mandates. Possibly convert to a bulleted list.

The action playbook describes ~~the critical steps needed to execute the~~ vision and themes ~~and strategies outlined within this Land Use Guide. Actions within this playbook represent ideas and are not mandates. This playbook is intended to help the County Commission and planning staff investigate, and then consider implementing, new tools to help support the community's vision for future growth. ~~Acting on the plan through funding, collaboration, and continued effort, will enable Baldwin County to create balance between growth, resource protection, and quality of life.~~~~



IMPLEMENTATION AND PRIORITY INVESTMENT GUIDE Playbook Overview

OVERVIEW

This guide conveys vision, goals, ~~strategies~~ and actions derived through a collaborative, community-based planning process to ensure Baldwin County maintains and promotes its high quality of life, its unique landscape and access to nature, its rural character, and expanded economic opportunities.

~~To realize this vision, implementation should be viewed as a shared opportunity for the County's departments, leadership, private sector interests, and citizens to provide the capital investment, human capacity, collaboration and shared commitment that is needed for the County to realize its vision and manage its growth.~~

~~Each of the strategies and actions included in this document have been determined to be important to accomplish if the County wants to achieve its aspirations and vision.~~

~~In that sense, this Land Use Guide is a living document that needs to be worked with and acted on regularly.~~

~~The first steps include prioritizing critical actions, creating work plans, identifying responsibilities, identifying partnerships, determining the time frame for completion, and establishing funding.~~

~~It is also helpful to consider actions in terms of immediate activities that begin with adoption of the plan (typically completed or realized within the first year; short term activities that start within one to three years of the plan's adoption; mid-term activities that begin three to 10 years after the plan's adoption; and long-term or continuous activities that extend beyond 10 years and may overlap into the next comprehensive plan update).~~

~~Finally, the Land Use Guide should be a reference tool that is referred to often~~

and regularly, and should be the impetus for the ongoing decisions and focus of the County's internal interactions and interactions with its citizens.

PERIODIC IMPLEMENTATION STATUS REPORTS

At a minimum of five years the Planning Commission ~~shall~~ perform a comprehensive review of the Land Use Guide to: should

- Ensure the Land Use Guide is consistent with the development visions and goals of the County.
- Update all local, state, federal, and joint actions that have been undertaken successfully to implement the Guide.
- Update any actions that have been delayed and the reasons for the delays.
- Document any unforeseen land use issues that have arisen since ~~certification~~ adoption of the land use plan.
- Ensure consistency of existing land use and development ordinances with current land use plan policies.

Add to the end of the final paragraph: The playbook section should be used like a menu of ideas or a quarterback's playbook to provide possible future actions that could be taken to address different issues that may arise.

Add bulleted list of the seven or so different action types.

ACTION MATRIX

ACTIONS WITHIN EACH THEME ARE SORTED BY TARGET YEAR TO COMPLETE FROM LEFT TO RIGHT.



PROTECT AGRICULTURAL LANDS AND OUR RURAL COMMUNITIES

| Action Type | Organized Coordination Between Entities or Agencies | Amendment to Subdivision Regulations | Education | Education |
|-------------------------|--|--|---|---|
| Proposed Action | Hold a series of meetings with representatives of the farming community , USDA, the State of Alabama, Alabama Cooperative Extension, the Farmland Protection Subcommittee, and other appropriate entities to evaluate options and tools for rural and agricultural preservation. | Consider amendment to the Subdivision Regulations to introduce land suitability standards within the unzoned areas of the County which would establish minimum requirements for rural subdivisions. | Create a presentation , for both video and live delivery, explaining the recently adopted Base Community Zoning (BCZ) District and the benefits this minimal zoning can bring to preserving the character of the rural areas of Baldwin County. | Create a presentation , for both video and live delivery, explaining the purpose of zoning generally and the impacts that zoning can have on community character through the regulation of lot sizes, landscape buffers, etc. |
| Primary Strategies | AG1 | AG2 | AG3 | AG3 |
| Secondary Strategies | | AG1, NE1, PS3 | | |
| Level of Investment | Low | Medium | Low | Low |
| Responsibility | P&Z | P&Z / PC / BCC | P&Z | P&Z |
| Months to Complete | 12 months | 12 months | 3 months | 3 months |
| Target Year to Complete | Year 1 | Year 1 | Year 1 | Year 1 |

Actions within this playbook represent ideas and are not mandates.



PROTECT AGRICULTURAL LANDS AND OUR RURAL COMMUNITIES

| Action Type | Amendment to Subdivision Regulations | Amendment to Zoning Ordinance | Study/Mapping | Study/Mapping |
|-------------------------|--|--|---|--|
| Proposed Action | Consider draft amendment to the Subdivision Regulations which incorporates a Farmland Overlay and establishes minimum lot sizes, landscape buffers, open space requirements, incorporates lot clustering, and/or similar measures to ensure future subdivision developments do not negatively impact the viable existing or remaining farmland. | Consider draft amendment to Zoning Ordinance which incorporates a Farmland Overlay and establishes minimum lot sizes, landscape buffers, open space requirements, incorporates lot clustering, and/or similar measures to ensure future development does not negatively impact the existing or remaining viable farmland. | Coordinate with the Environmental Committee and the Farmland Protection Subcommittee to create a non-binding Farmland Overlay Map that identifies contiguous, productive, and viable farming areas. The Farmland Overlay Map would become the foundation for possible amendments to regulations and other initiatives. | Prepare a report outlining the public policy implications of the conversion of farmland in Baldwin County to other uses and possible options for the protection of farmland in the future. |
| Primary Strategies | AG1 | AG1 | AG1 | AG1 |
| Secondary Strategies | CC1 | CC1 | | |
| Level of Investment | Medium | Medium | Medium | Medium |
| Responsibility | P&Z / PC / BCC | P&Z / PC / BCC | P&Z / Environmental Committee/ Farmland Protection Subcommittee | P&Z / Environmental Committee/ Farmland Protection Subcommittee |
| Months to Complete | 12 months | 12 months | 24 months | 12 months |
| Target Year to Complete | Year 2 | Year 2 | Year 2 | Year 3 |



PROTECT AGRICULTURAL LANDS AND OUR RURAL COMMUNITIES

| Action Type | Education | Organized Coordination Between Entities or Agencies |
|-------------------------|--|---|
| Proposed Action | <p>Create a presentation, for both video and live delivery, regarding the cumulative findings of the Farmland Protection Subcommittee and P&Z Staff regarding policies, programs, and tools that may be available to support the preservation of agricultural lands and rural character.</p> | <p>Hold, at a minimum, annual meetings between the Baldwin County Historic Commission and Architectural Review Board to ensure we are preserving historic rural and cultural resources in the county.</p> |
| Primary Strategies | AG3 | AG2 |
| Secondary Strategies | | |
| Level of Investment | Low | Low |
| Responsibility | P&Z / Environmental Committee | P&Z |
| Months to Complete | 6 months | N/A |
| Target Year to Complete | Year 3 | Continuous |

Actions within this playbook represent ideas and are not mandates.



PROTECT OUR UNIQUE NATURAL ENVIRONMENT, ENHANCE WATER QUALITY, AND MITIGATE FLOODING


| Action Type | Amendment to Zoning Ordinance | Study/Mapping | Other Proposed Changes to Laws or Regulations | Amendment to the Subdivision Regulations |
|-------------------------|---|---|--|--|
| Proposed Action | Consider draft amendments to the Conservation Development language of the Zoning Ordinance to simplify the application process and incentivize the clustering of lots in exchange for the conservation of critical areas such as forests, natural spaces, wetlands, floodplains, etc. | Hold, at a minimum, annual meetings between P&Z staff, the Environmental Advisory Committee, and the Mobile Bay NEP leadership to review watershed management plans and regulatory changes. Repeated on page 61. | Prepare draft legislation aimed to ensure Family Subdivisions exemptions are not abused to create intense subdivisions and to provide the County with the power to regulate divisions that will create hazards to health, safety, and welfare. | When reviewing a subdivision application , require P&Z staff to review and consider whether the property is identified as a critical habitat under the 2019 Habitat Conservation and Restoration Plan for Coastal Alabama. If so, require the applicant to provide a letter from an environmental professional certifying the non-existence of critical habitat on the property. |
| Primary Strategies | NE1 | NE1 | NE2 | NE3 |
| Secondary Strategies | AG1, AG2, NE2 | | | |
| Level of Investment | Medium | Low | Medium | Low |
| Responsibility | P&Z / PC / BCC | P&Z / Environmental Committee | P&Z / BCC / Legislation Delegation | P&Z /PC/BCC |
| Months to Complete | 12 months | 12 months | 1 month | 1 month |
| Target Year to Complete | Year 1 | Year 1 | Year 1 | Year 1 |



PROTECT OUR UNIQUE NATURAL ENVIRONMENT, ENHANCE WATER QUALITY, AND MITIGATE FLOODING

| Action Type | Amendment to the Zoning Ordinance | Amendment to Zoning Ordinance | Amendment to Zoning Ordinance | Study/Mapping |
|-------------------------|---|---|--|--|
| Proposed Action | When reviewing the rezoning factors (environmental factor, specifically) in the Zoning Ordinance, require P&Z staff to review and consider whether the property is identified as a critical habitat under the 2019 Habitat Conservation and Restoration Plan for Coastal Alabama. | Consider draft amendments to the Zoning Ordinance to include a simplified Nature Based Solutions (aka LID techniques) requirement. | Consider draft amendments to Zoning Ordinance Article 17, Landscape and Buffers requiring native species in all landscape buffer areas and consider recommendations from Staff and the Environmental Committee related to the preservation of native trees. | Consider creating a non-binding, open space investment strategy or map that proposes priority lands for conservation and passive recreation, and describes methods of protection, organization structure required, and funding sources. |
| Primary Strategies | NE3 | NE1 | NE4 | NE3 |
| Secondary Strategies | | | NE3 | PS3 |
| Level of Investment | Low | Medium | Medium | Medium |
| Responsibility | P&Z /PC/BCC | P&Z / PC / BCC | P&Z / PC / BCC | P&Z / Environmental Committee |
| Months to Complete | 1 month | 12 months | 12 months | 6 months |
| Target Year to Complete | Year 1 | Year 2 | Year 2 | Year 3 |

Actions within this playbook represent ideas and are not mandates.

|  PROTECT OUR UNIQUE NATURAL ENVIRONMENT, ENHANCE WATER QUALITY, AND MITIGATE FLOODING | | | |
|---|--|--|---|
| Action Type | Study/Mapping | Organized Coordination Between Entities or Agencies | Pursue or Support Grant Opportunities |
| Proposed Action | Explore the viability and efficacy of regional detention system on water quality and natural resource protection. | Hold, at a minimum, annual meetings between P&Z Staff, the Environmental Advisory Committee, and the Mobile Bay NEP leadership to review watershed management plans and discuss specific research that might aid in developing targeted regulatory changes. | Explore, prioritize, and apply for funding and grant programs available for floodplain and wetland protection, restoration, and hazard mitigation (such as RESTORE ACT or GOMESA). |
| Primary Strategies | NE2 | NE1 | NE2 |
| Secondary Strategies | | | NE1, NE3 |
| Level of Investment | High | Low | Medium |
| Responsibility | Baldwin County Highway Dept. | P&Z | P&Z / Environmental Committee / Grants Committee |
| Months to Complete | 48 months | N/A | N/A |
| Target Year to Complete | Year 5 | Continuous | Continuous |




IMPROVE TRANSPORTATION OPTIONS AND CONNECTIVITY

| Action Type | Study/Mapping | Amendment to Zoning Ordinance | Amendment to Subdivision Regulations | Amendment to Subdivision Regulations |
|-------------------------|---|---|--|---|
| Proposed Action | <p>Consider creation of a non-binding Baldwin County Roadway Character map to identify and categorize county roadways by character type and assign design criteria related to each type, which might include larger front setbacks, required planting of native overstory trees, restriction on privacy fences on lot-lines fronting roads, etc. This map would become a possible reference for a future zoning or subdivision amendment that would give the map effect.</p> | <p>Consider amendment to the Zoning Ordinance to incorporate the street cross sections design criteria proposed within this plan for commercial-site plan approvals and linked with previously prepared Roadway Character Map.</p> | <p>Consider amendment to the Subdivision Regulations to incorporate street cross sections design criteria proposed within this plan for new subdivision developments and linked with previously prepared Roadway Character Map.</p> | <p>Consider draft amendments to the Subdivision Regulations to enhance connectivity requirements by requiring street stub-outs to adjacent undeveloped land and allowing reduced lot dimension increased density bonuses when higher connectivity criteria (such as access to two separate maintained roads, etc) are achieved.</p> |
| Primary Strategies | T1 | T1 | T1 | T2 |
| Secondary Strategies | CC2 | CC2 | CC2 | |
| Level of Investment | Low | Low | Low | Medium |
| Responsibility | P&Z / Highway | P&Z / Highway / PC / BCC | P&Z / Highway / PC / BCC | P&Z / Highway / PC / BCC |
| Months to Complete | 6 months | 12 months | 12 months | 12 months |
| Target Year to Complete | Year 1 | Year 2 | Year 2 | Year 2 |

assign site design criteria

density bonuses

Actions within this playbook represent ideas and are not mandates.

|  IMPROVE TRANSPORTATION OPTIONS AND CONNECTIVITY | | |
|--|--|---|
| Action Type | Organized Coordination Between Entities or Agencies | Study/Mapping |
| Proposed Action | <p>Support the Eastern Shore MPO's efforts to create a county-wide connectivity map that will include existing and proposed wide shoulders, separated sidewalks/multi-use paths, possible rails-to-trails, and other transportation alternative opportunities.</p> | <p>Create county-wide major roadway transportation plan with specific emphasis on connectivity.</p> |
| Primary Strategies | T2 | T2 |
| Secondary Strategies | PS3 | |
| Level of Investment | Low | Medium |
| Responsibility | P&Z | Baldwin County Highway Dept. |
| Months to Complete | 12 months | 24 months |
| Target Year to Complete | Year 2 | Year 2 |



COORDINATE DISTRIBUTION OF PUBLIC SERVICES

| Action Type | Amendment to Subdivision Regulations | Change to Practice or Policy | Amendment to Subdivision Regulations | Amendment to Zoning Ordinance |
|-------------------------|--|--|--|--|
| Proposed Action | Consider draft amendments to the Subdivision Regulations to require detailed capacity reports from water and sewer providers as part of Preliminary or Final Plat approval. | Consider an agreement with municipalities on limiting receiving of waste-water or provision of potable water from areas that do not have County zoning or areas that are not adjacent to previously developed areas (possibly part of future Planning Jurisdiction agreements). | Consider draft amendments to the Subdivision Regulations to create density bonuses for single family developments that meet certain affordable housing thresholds. attainable | Consider draft amendments to the Zoning Ordinance to create density bonuses for single family developments that meet certain affordable housing thresholds. attainable Make text bold starting at "density bonuses" to the end of sentence. |
| Primary Strategies | PS1 | PS1 | PS5 | PS5 |
| Secondary Strategies | | | | |
| Level of Investment | Medium | Medium | Medium | Medium |
| Responsibility | P&Z / PC / BCC | P&Z / Municipalities/ BCC | P&Z / PC / BCC | P&Z / PC / BCC |
| Months to Complete | 6 months | 12 months | 12 months | 12 months |
| Target Year to Complete | 1 year | 1 year | 2 years | 2 years |

Actions within this playbook represent ideas and are not mandates.



COORDINATE DISTRIBUTION OF PUBLIC SERVICES

| Amendment to Subdivision Regulations | Amendment to Zoning Ordinance | Study/Mapping | Organized Coordination Between Entities or Agencies | Organized Coordination Between Entities or Agencies |
|---|---|---|--|--|
| <p>Consider draft amendments to the Subdivision Regulations to remove the default condition for the County to take over roads for maintenance; add a requirement for a maintenance plan incorporated into the HOA documents; add a requirement for an HOA escrow account that will pay the cost of resurfacing and drainage maintenance; and make taking over a road for maintenance an incentive based on meeting certain affordable housing criteria.</p> | <p>Consider draft amendments to the Zoning Ordinance to require, for proposed rezonings to high intensity thresholds (e.g. 50 lots/units, etc), a higher level of data as part of the rezoning application.</p> | <p>Create a presentation, for both video and live delivery, explaining the recently adopted Base Community Zoning (BCZ) District and the benefits this minimal zoning can bring to preserving the character of the rural areas of Baldwin County.</p> | <p>Hold, at a minimum, annual meetings between P&Z Staff and utility providers to discuss County growth priorities and encourage limiting service expansions to areas appropriate for growth.</p> | <p>Hold, at a minimum, annual meetings between local planning departments and local school representatives to discuss County growth priorities and growth trends within the school systems.</p> |
| PS2 | PS2 | PS6 | PS1 | PS4 |
| Medium | Medium | Low | Low | Low |
| P&Z / Highway / PC / BCC | P&Z / PC / BCC | P&Z | P&Z | P&Z |
| 12 months | 6 months | 6 months | N/A | N/A |
| Year 3 | Year 3 | Year 3 | Continuous | Continuous |

attainable



ENCOURAGE REGIONAL COOPERATION

| Action Type | Change to Practice or Policy | Study/Mapping | Study/Mapping | Organized Coordination Between Entities or Agencies |
|-------------------------|--|--|---|---|
| Proposed Action | Support a cooperative transition toward service delivery between the County and Municipalities that is easy for citizens to understand while still recognizing the priorities of the various municipalities. | Pursue a coordinated GIS effort between the County and Municipalities , starting with the preparation of a report outlining options to legally achieve the desired end result. | Integrate environmental mapping between the County and municipalities. | Hold a series of meetings with representatives of municipalities and P&Z Staff to consider the possibility of creating a coordinated development regulation that will still contemplate the needs of the individual entities. |
| Primary Strategies | RC3 | RC1 | RC2 | RC2 |
| Secondary Strategies | | | | |
| Level of Investment | High | Low | Medium | Medium |
| Responsibility | P&Z / Municipalities / BCC | P&Z / Revenue / Highway / CIS / E-911 / Municipalities | P&Z / Municipalities | P&Z / Municipalities |
| Months to Complete | 12 months | 6 months | 12 months | 12 months |
| Target Year to Complete | Year 1 | Year 3 | Year 3 | Year 3 |

Actions within this playbook represent ideas and are not mandates.


|  ENCOURAGE REGIONAL COOPERATION | | | |
|---|---|---|--|
| Action Type | Other Proposed Changes to Laws or Regulations | Organized Coordination Between Entities or Agencies | Education |
| Proposed Action | Prepare initial draft coordinated development regulation for discussion between the County and the Municipalities. | Hold, at a minimum, annual meetings between P&Z Staff and municipal planners to discuss the planning vision of the various municipalities and potential opportunities to work together in achieving those visions. | Schedule quarterly planning support education classes for the County Planning Commission and Municipal Planning Staff and Planning Commissions. |
| Primary Strategies | RC2 | RC1 | RC3 |
| Secondary Strategies | | | |
| Level of Investment | High | Low | Medium |
| Responsibility | P&Z / Municipalities | P&Z | P&Z |
| Months to Complete | 12 months | N/A | N/A |
| Target Year to Complete | Year 4 | Continuous | Continuous |



MAINTAIN THE CHARACTER OF OUR COMMUNITIES AND QUALITY OF LIFE

| Action Type | Amendment to Subdivision Regulations | Amendment to Subdivision Regulations | Education | Amendment to Zoning Ordinance |
|-------------------------|--|--|--|--|
| Proposed Action | Consider draft amendments to the Subdivision Regulations to create a simplified PUD for single-family residential developments that incentivizes the clustering of lots in exchange for the conservation of open space and critical areas. | Consider draft amendments to the Subdivision Regulations to enhance landscape buffer requirements between new development and sensitive environments. | Create a presentation , for both video and live delivery, explaining the potential application of a form-based zoning code to determine whether a Planning District in Baldwin County might consider testing this zoning approach. | Consider draft amendments to the Subdivision Regulations to establish regulations based on specific subdivision types such as rural subdivisions, suburban subdivisions, rural crossroads subdivisions, planned communities, etc. |
| Primary Strategies | CC1 | CC2 | CC1 | CC1 |
| Secondary Strategies | AG2, CC2, PS3 | | | AG2, CC2, PS3 |
| Level of Investment | Medium | Medium | Medium | Medium |
| Responsibility | P&Z / PC / BCC | P&Z / PC / BCC | P&Z | P&Z / PC / BCC |
| Months to Complete | 12 months | 12 months | 3 months | 12 months |
| Target Year to Complete | Year 1 | Year 2 | Year 3 | Year 3 |

Actions within this playbook represent ideas and are not mandates.

|  MAINTAIN THE CHARACTER OF OUR COMMUNITIES AND QUALITY OF LIFE | | |
|--|--|---|
| Action Type | Study/Mapping | Amendment to Zoning Ordinance |
| Proposed Action | Consider creation of a non-binding Baldwin County Roadway Scenic Waterway map to identify and categorize scenic waterways for safeguarding the special character of rivers and streams. | Consider draft amendments to Zoning Ordinance to specify design criteria along scenic waterways. |
| Primary Strategies | CC2 | CC2 |
| Secondary Strategies | | |
| Level of Investment | Low | Medium |
| Responsibility | P&Z / Environmental Committee | P&Z / PC / BCC |
| Months to Complete | 12 months | 12 months |
| Target Year to Complete | Year 4 | Year 5 |

site design criteria



Image caption

GUIDE FOR THE FUTURE

With this Future Land Use Guide, Baldwin County can continue to grow, while supporting the natural environment, protecting its rural sense of place, promoting economic development, supporting efficient infrastructure development, and creating great neighborhoods.

The following chapter outlines principles and methods that will help Baldwin achieve the community's vision.

FRAMING GROWTH IN BALDWIN COUNTY

In order to understand the potential of population growth and its impact on the community, the rural landscape, and the natural environment, this Guide sought to ~~address and~~ answer to the following key questions:

1. How much population growth is Baldwin County going to absorb in the next 20 years?
2. What types of development are occurring and where?
3. How much land area would this take at various housing densities?
4. Are there locations best suited to accommodate projected growth?
5. Are there land areas that are better for natural resources and/or agricultural preservation?

HOW MUCH GROWTH IS BALDWIN COUNTY GOING TO ABSORB IN THE NEXT 20 YEARS?

According to the latest population projections from the University of Alabama Culverhouse College of Business, Center for Business and Economic Research, Baldwin County is projected to add just over 78,000 new residents over the next 20 years for an increase of 35 percent making it the fastest growing county in the state. Over the next 10 years, Baldwin County's population is projected to increase by 39,000 residents for a total rate of growth of 18 percent—this includes total population growth within the municipalities and unincorporated areas. These projections indicate that moving forward, growth will be slightly slower after adding 42,000 net new residents from 2000 to 2010 and around 51,000 residents from 2010 to 2021.

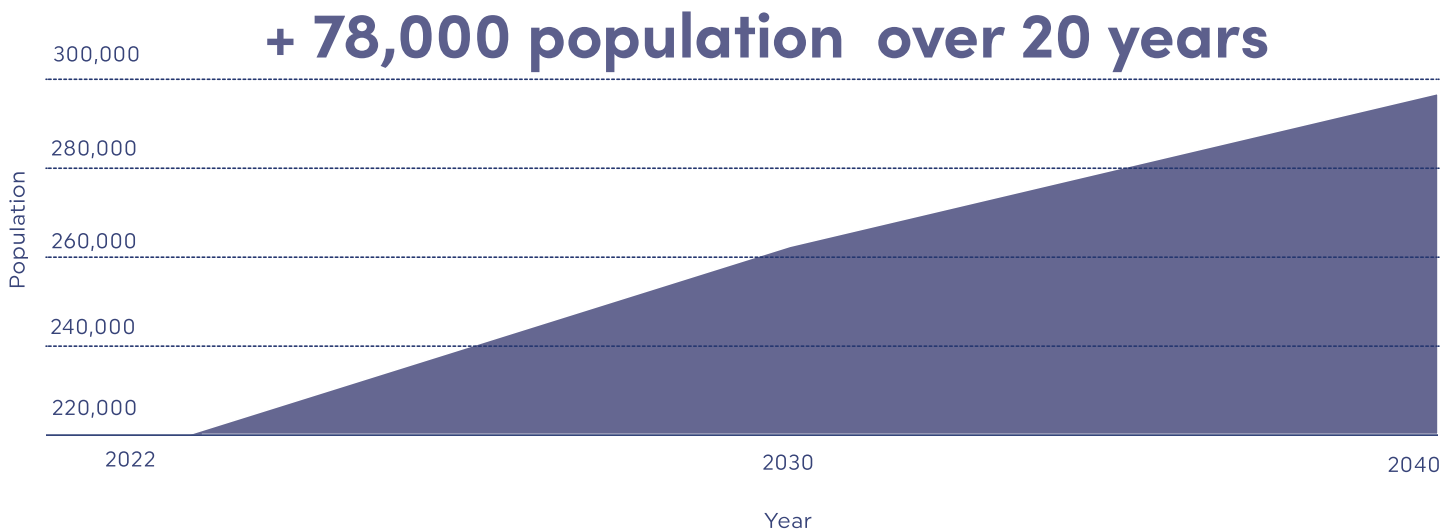
According to Esri, the average household size in Baldwin County decreased from 2.49 in 2010 to 2.46 in 2021. The 2021 average household sizes are slightly smaller in the incorporated areas (2.39) compared to the unincorporated areas (2.55) given the higher share of multi-family housing and older housing with lower-than-average sizes within the municipalities.

Since 2010, unincorporated Baldwin County has captured approximately 42 percent of countywide population growth with an average household size of 2.55 persons per household. Therefore, over a ten-year period, the unincorporated portions of the county need to accommodate demand for 6,400 new households and nearly 13,000 households over a 20-year period. For the municipalities, they would need to accommodate demand from just over 19,000 households over the next 20 years. Note that these projections reflect occupied housing growth and the overall pace of housing growth exceeding population growth due to seasonal home development along the Gulf Shores/Orange Beach communities.



ASSUMING ~40% PROJECTED GROWTH WILL BE ACCOMMODATED WITHIN THE UNINCORPORATED COUNTY AS OPPOSED TO WITHIN MUNICIPALITIES, THERE WILL BE A NEED FOR 13,000 NEW HOUSING UNITS OVER THE NEXT 20 YEARS.

Figure 4: Population Projection in Baldwin County



WHAT TYPES OF DEVELOPMENT ARE OCCURRING AND WHERE?

As Baldwin County continues to increase its population, real estate development will be needed to accommodate new demand, most critically housing, but also retail and other supportive uses for the growing population. As the County's economy continues to grow and diversify, new employment-based uses such as office and industrial space will be needed to maintain competitiveness. Additionally, in order to support its already strong tourism economy, new hotels and recreational amenities will be needed.

There are effectively two types of real estate development:

1. For-sale residential that primarily includes single-family homes, but also duplexes, townhomes, and condominiums.
2. Commercial real estate that includes apartments (since the occupants pay rent as opposed to owning their unit), office (including professional and medical offices), retail, hotels, and industrial. In order to understand future development patterns, it is critical to document past development trends as well as key factors for marketability and feasibility.

In other words, a retail development needs to be in a highly-visible and accessible location to attract customers; hotels need to be in an area that attracts a large number of overnight visitors; and for-sale housing development is generally driven by the cost of land, availability of infrastructure, and construction costs.

Understanding where development has gone will help inform where development should go with the guidance of this document.

COMMERCIAL DEVELOPMENT TRENDS

RETAIL

Baldwin County has around 17.6 million square feet of retail space, of which 1.6 million square feet was built since 2010, an increase of 12 percent. Around 94 percent of this development occurred within municipal boundaries. Overall, retail development utilized just over 640 acres of land for an average of around 2,600 square feet per acre.

OFFICE

Baldwin County has a total office supply of around 4.1 million square feet; however, development has been relatively slow over the last decade with the county adding only 343,000 square feet, an increase of nine percent. Around 76 percent of this development occurred within municipal boundaries. Similar to retail development, new office development utilized an average of 2,600 square feet per acre, for a total of 131 acres.

HOTEL

Baldwin County has a total hotel supply of around 7,100 rooms with very strong development growth since 2010 adding around 2,000 new rooms, an increase of 37 percent. All of the new hotel development has occurred within municipal boundaries. On average, new hotels had a density of 23 rooms per acre, or around 87 acres.

INDUSTRIAL

Baldwin County has a total supply of 9.5 million square feet of leasable industrial space, although development since 2010 has been relatively slow adding just over 400,000 square feet, an increase of five percent. While around half of this new supply occurred in unincorporated areas, future industrial development will co-locate proximate to other industrial uses and major arterial roadways. Most of this development has consisted of smaller-scale properties with less than 100,000 square feet, averaging around 4,400 square feet per acre. However, larger-scale industrial development—those with more than 150,000 square feet—typically have slightly higher

densities of around 5,500 square feet per acre.

MULTI-FAMILY

Baldwin County has a total multi-family supply of 11,100 units, of which, 2,500 units were added since 2010. Nearly all of the new multi-family development (2,400 units) has occurred within municipal boundaries. Overall, new multi-family development has had an average density of nine units per acre utilizing a total of around 278 acres.

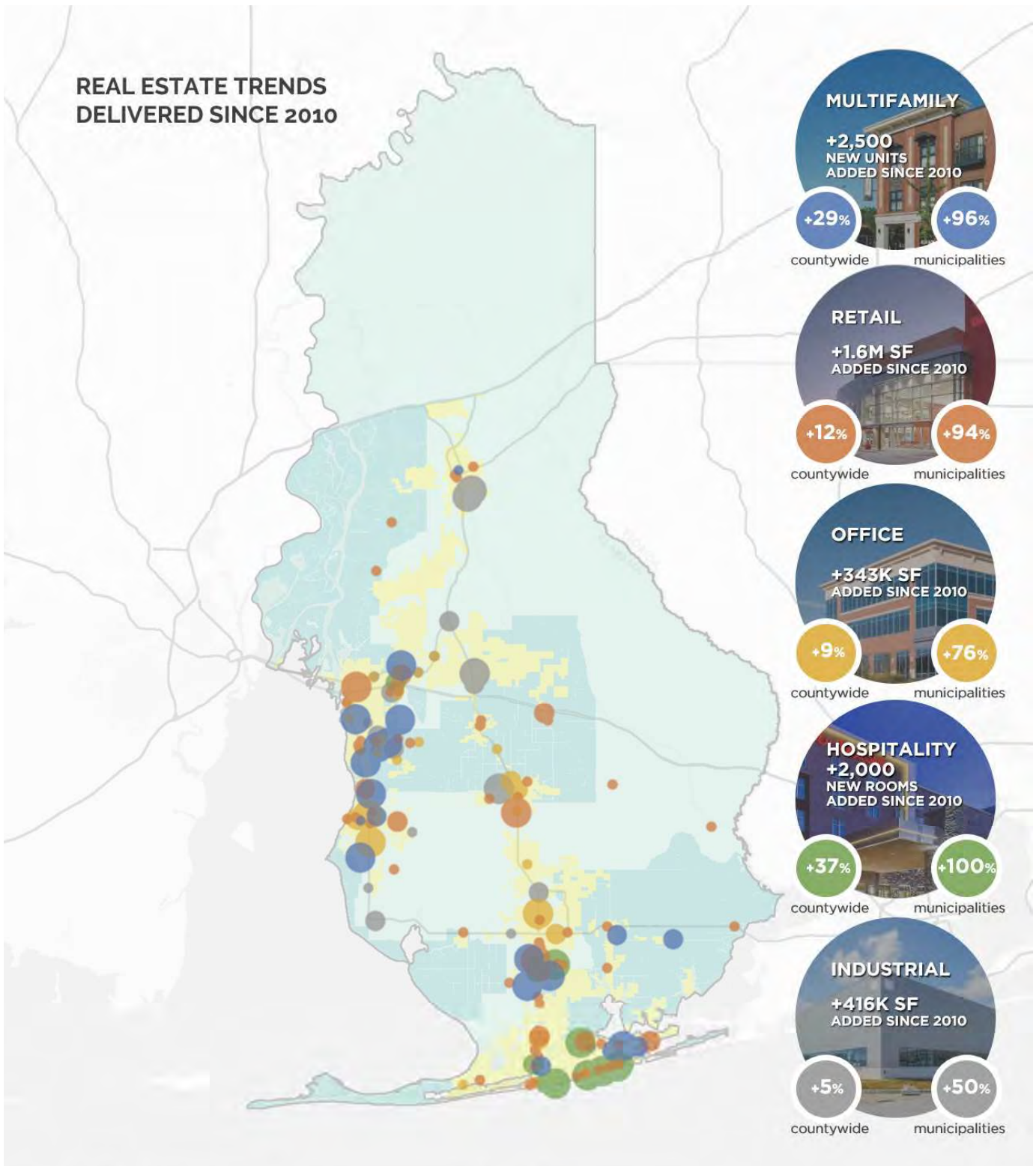
Table 1: Commercial Real Estate Development Trends

| USE | TOTAL SUPPLY | DELIVERED 2010-2021 | SHARE BUILT WITHIN MUNICIPALITIES | AVERAGE DENSITY FOR NEW DEVELOPMENT | TOTAL ESTIMATED LAND |
|---|----------------|---------------------|-----------------------------------|-------------------------------------|----------------------|
| Retail | 17.6 mil SF | 1.6 mil SF | 94% | 2,600 SF per acre | 640 acres |
| Office | 4.1 mil SF | 343K SF | 76% | 2,600 SF per acre | 131 acres |
| Hotel | 7,100 Rooms | 2,000 Rooms | 100% | 23 Room per acre | 87 acres |
| Industrial | 9.5 million SF | 400k SF | 50% | 4,440 SF per acre | 91 acres |
| Multi-Family | 11,100 Units | 2,500 Units | 96% | 9 Units per acre | 278 acres |
| Total Estimated Development Area | | | | | 1,227 acres |

Source: CoStar, 2021



**REAL ESTATE TRENDS
DELIVERED SINCE 2010**



| Square Footage | Location | Real Estate Type |
|------------------|--------------------------|------------------|
| ● <50K SF | ■ Municipal Boundaries | ● Multifamily |
| ● 50K to 150K SF | ■ Zoned Unincorporated | ● Retail |
| ● >150K SF | ■ Unzoned Unincorporated | ● Office |
| | | ● Hotel |
| | | ● Industrial |

Source: CoStar 2021

FUTURE COMMERCIAL DEVELOPMENT TRENDS

Using various demand analysis methodologies, including projected occupational growth and real estate utilization per worker, population trends, supply trends, and stakeholder feedback, a commercial development program was established to estimate the amount of land needed to accommodate new supply. This analysis is not without limitations—the development program represents “baseline demand” based on current market conditions and spending patterns. For example, if a major corporation decided to build a headquarters in Baldwin County, this would have a major impact on the County’s economic trajectory and development patterns. However, this type of economic development activity is highly variable and unpredictable and should not be the basis for a growth strategy.

RETAIL

Though the county is generally oversupplied with retail, there will still be growth pressures for 1.5 to 2.0 million square feet of new supply over the next 10 years to accommodate population growth and increased tourism/visitation, as well as replacement of aging or obsolete retail space. It will be critical for municipalities to accommodate new development, but also devise strategies for the redevelopment of obsolete commercial strip centers or outlot parcels.

OFFICE

The office market has been relatively soft in Baldwin County over the last 10 years, and, due to the impacts of COVID-19, there are even fewer development opportunities; however, based on projected job growth by sector and continued diversification of the Baldwin County economy, there will be demand for 400,000 to 600,000 square feet of office space over the next 10 years. A large portion of this demand could be accommodated within the proposed Daphne Innovation & Science Complex, in addition to smaller-scale opportunities within mixed-use commercial districts.

HOTEL

While the Gulf Shores/Orange Beach and countywide tourism economy was impacted by COVID-19, the market is projected to be stable moving forward, with the projected delivery of between 1,300 to 1,800 hotel rooms over the next 10 years. The majority of this development will occur in the southern portion of the county, although continued economic development activity closer to Interstate 10 will allow for more accommodations to support business travelers.

INDUSTRIAL

While industrial development activity was relatively slow over the last decade, the South Alabama Mega Site and other pipeline projects will position the County to deliver between 2.5 and 3.5 million square feet over the next 10 years. While there may be some development pressure in unincorporated areas, industrial site selection criteria will primarily impact the areas near the Mega Site and Interstate 10 corridor.

It is assumed that the projected new supply will consist of light industrial space for logistics, warehousing, and light manufacturing uses. This development typology generally consists of a “white box” with minimal environmental externalities beyond truck traffic (e.g., Amazon fulfillment center). It is assumed that heavy industrial uses would be best positioned within the Mega Site, although projecting this development type is challenging since it is less market driven and generally supported by significant economic development efforts.

Add comment about Loxley.

MULTI-FAMILY

Based on projected population growth and multi-family development trends, there is demand to support between 2,300 and 2,600 new multi-family units over the next 10 years. Growing the multi-family supply will be critical to accommodate the growing workforce, including professional, blue collar, and service workers, as well as aging households that are looking to downsize. Most of the development pressures will be on the municipalities, which will need to provide the land and regulatory flexibility for higher-density housing.



Table 2: Future Land Area for Growth

| USE | PROJECTED FUTURE DEVELOPMENT | AVERAGE DENSITY FOR NEW DEVELOPMENT | TOTAL ESTIMATED LAND UTILIZATION |
|--|------------------------------|-------------------------------------|----------------------------------|
| Retail | 1.5-2 million SF | 2,600 SF per acre | 580-770 acres |
| Office | 400K - 600K SF | 2,600 SF per acre | 150-230 acres |
| Hotel | 1,300 - 1,800 rooms | 23 Room per acre | 60-80 acres |
| Industrial | 2.5 - 3.5 million SF | 4,440 SF per acre | 560-790 acres |
| Multi-Family | 2,300 - 2,600 units | 9 Units per acre | 260-290 acres |
| Total Estimated Development Area Needed | | | 1,610-2,160 acres |

Source: CoStar, 2021

These projections are based on development patterns over the last 10 years to provide order-of-magnitude estimates for future land utilization by use. The Total Estimated Land Utilization range should be considered an "as-is" scenario assuming no changes to future land use policy. Increasing development density in any capacity above the averages presented in the table will reduce the overall development pressure on vacant and/or agricultural land. These projections also assume that the majority of new commercial development will gravitate towards incorporated areas given the value of visibility and co-location with other amenities to enhance site marketability.

In instances of proposed office, retail, and hotels within unincorporated areas, Baldwin County should consider whether the sites are within a reasonable distance to a commercial node or located along a commercial corridor.

Multi-family housing should be within a reasonable distance to commercial nodes, employment centers, recreational amenities, and/or schools. Larger-scale industrial development such as logistics, warehousing or light manufacturing should be proximate to major arterial access points and interchanges, while smaller-scale uses, such as sheds and agricultural storage should be positioned near commercial uses.

RESIDENTIAL DEVELOPMENT TRENDS

SALES AND DEVELOPMENT ACTIVITY

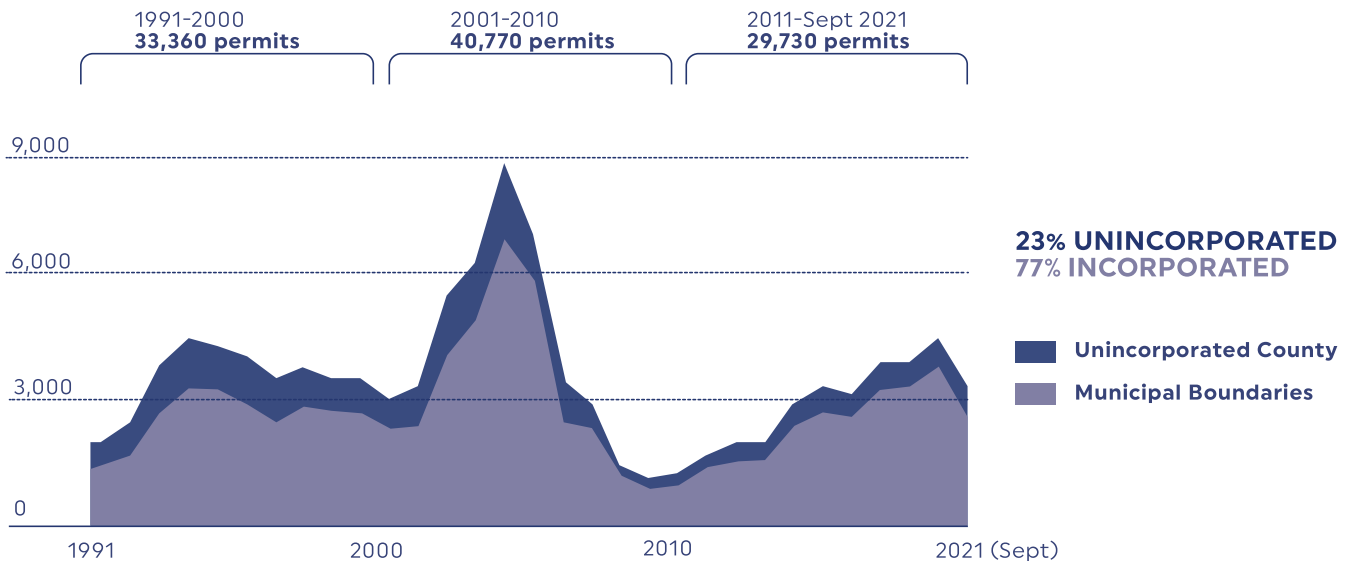
According to the U.S. Census, from 2010 to 2020, Baldwin County's housing stock increased from around 104,000 total units to 124,100 total housing units. However, given the high vacancy rate of 29 percent due to the large stock of seasonal and second homes in and around Gulf Shores/Orange Beach, the net increase in occupied units was 15,000. While Gulf Shores/Orange Beach and neighboring communities will continue to experience market pressures for seasonal homes, trends in occupied housing have more implications for future land use and development patterns in unincorporated parts of the county since these households generally represent year-round residents. Of the 15,000 net new occupied housing units, around 13,000 units were single-family homes representing 89 percent of new residential development. Housing development has slowed over the last decade, although similar to other suburban markets, there was significant overbuilding in the mid-2000s and it took the first half of the 2010s for demand to catch up with supply. Over that last five or six years, residential permitting

activity has been consistent with activity in the 1990s.

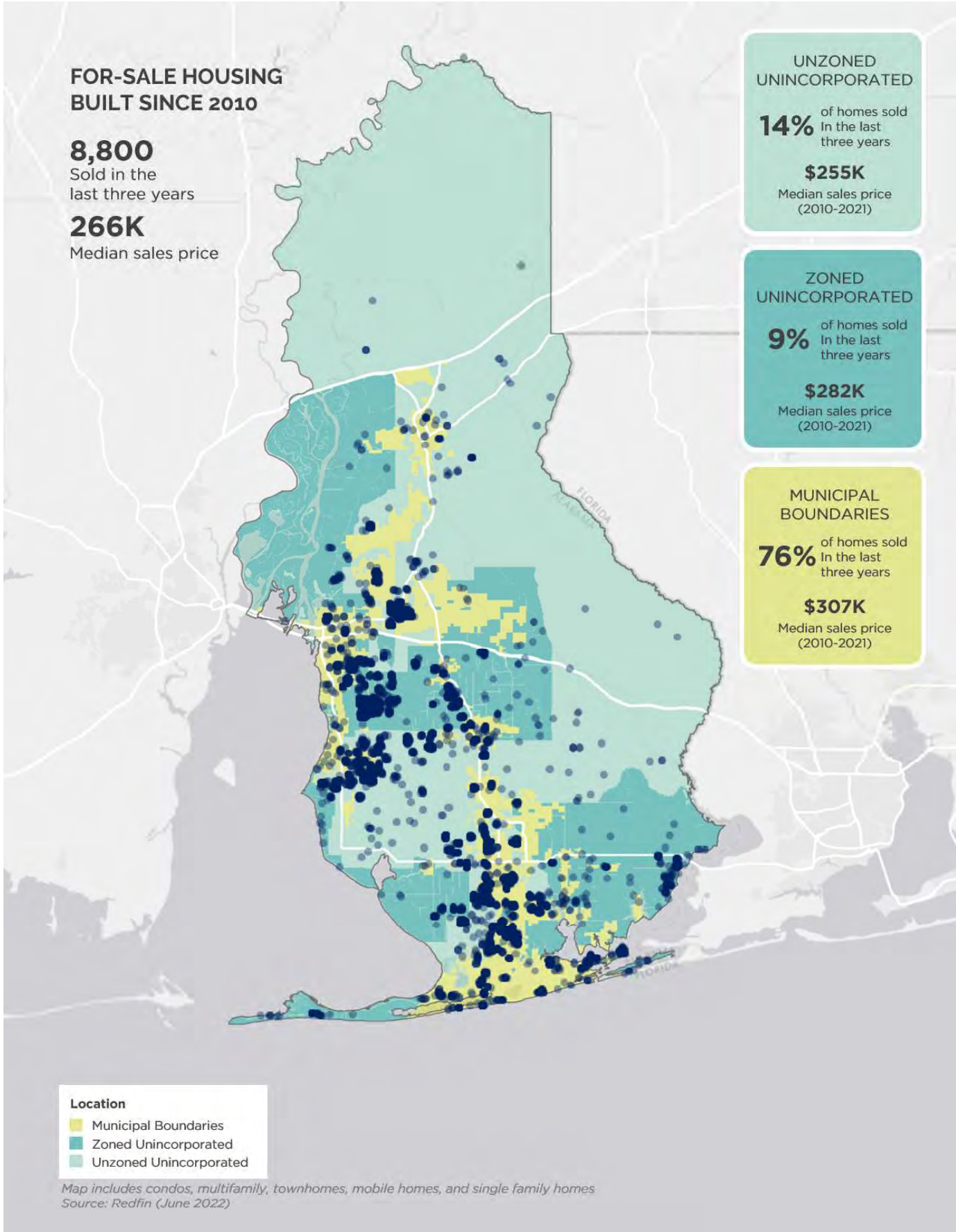
There is no centralized source of permitting data to understand geospatial residential development patterns in Baldwin County; therefore, several publicly-available sources were utilized. Based on a sample of sales records from Redfin, of properties built since 2010 and sold in the last three years, there were just under 8,800 total sales, of which 76 percent were in municipal areas. Of the remaining sales in unincorporated areas, around 60 percent were in unzoned areas. Among sales with square footage data available, more than half of newer single-family construction (56 percent), averaged less than 2,000 square feet per home and less than six percent of these homes containing more than 3,000 square feet.

There is less market pressure for large-lot subdivisions and development patterns have been driven by affordability. On average, recently built homes in municipal areas have sold for around \$307,000 compared to \$266,000 in unincorporated areas, indicating a premium of more than \$40,000 for homes within municipal areas given their better access to amenities and services. Unincorporated unzoned areas had average sale prices of \$255,000, with 72 percent of these homes containing less than 2,000 square feet.

Figure 5: Building Permits Issued in Baldwin County Since 1991



Source: HUD SOCDs Building Permits Database, 2022



FUTURE RESIDENTIAL DEVELOPMENT TRENDS

SALES AND DEVELOPMENT ACTIVITY

Understanding past development patterns can inform future development in incorporated and unincorporated areas of the county. A much larger share of the housing stock in unincorporated areas consists of single-family homes, duplexes, and mobile homes representing 91 percent of the total housing stock. Conversely, the incorporated areas have a much larger share of multi-family housing representing nearly a third of the total housing stock.

Over the next 20 years, the incorporated areas will capture nearly all of the demand for multi-family housing, with single-family homes and duplexes representing around 70 percent of new housing development in these areas. While the cost of land will limit demand pressures for mobile homes, the incorporated areas will face some demand pressure for this typology. Conversely, future development in the unincorporated areas will primarily consist of single-family homes and duplexes with limited development pressures for multi-family housing.

Table 3: Projected Distribution of Housing by Typology, 10-Year Demand

| TYPOLOGY | INCORPORATED AREAS | | UNINCORPORATED AREAS | |
|--------------------------------|--------------------|--------------|----------------------|--------------|
| | Homes/Units | Distribution | Homes/Units | Distribution |
| Single-Family/Duplex | 6,700 | 70% | 5,500 | 86% |
| Small Multi-Family (<10 units) | 100 | 1% | 0 | 0% |
| Large Multi-Family (10+ units) | 2,400 | 25% | 100 | 2% |
| Mobile Home | 400 | 4% | 800 | 13% |
| | 9,600 units | | 6,400 units | |

Change to Manufactured Housing throughout.

Table 4: Projected Distribution of Housing by Typology, 20-Year demand

| TYPOLOGY | INCORPORATED AREAS | | UNINCORPORATED AREAS | |
|--------------------------------|---------------------|--------------|----------------------|--------------|
| | Homes/Units | Distribution | Homes/Units | Distribution |
| Single-Family/Duplex | 13,400 | 70% | 11,000 | 86% |
| Small Multi-Family (<10 units) | 200 | 1% | 0 | 0% |
| Large Multi-Family (10+ units) | 4,800 | 25% | 200 | 2% |
| Mobile Home | 800 | 4% | 1,700 | 13% |
| | 19,200 units | | 12,800 units | |

Source: Esri, ACS, Development Strategies

| | | |
|---|--|---|
| <p>MUNICIPALITIES 20-Year Projection +19,000 10-Year Projection +9,500</p> | <p>BALDWIN COUNTY 20-year projection +32,000 units 10-year projection +15,900 units</p> | <p>UNINCORPORATED 20-Year Projection +13,000 10-Year Projection +6,400</p> |
|---|--|---|

| MUNICIPALITIES | TYPOLOGY | UNINCORPORATED |
|----------------|----------|----------------|
|----------------|----------|----------------|

| | | |
|--|---|--|
| <p>20-Year Projection +13,400 (70%) 10-Year Projection +6,700</p> |  <p>SINGLE-FAMILY/DUPLEX</p> | <p>20-Year Projection +11,000 (86%) 10-Year Projection +5,500</p> |
|--|---|--|






| | | |
|--|--|--|
| <p>20-Year Projection +200 (1%) 10-Year Projection +100</p> |  <p>SMALL MULTIFAMILY (<10 units)</p> | <p>20-Year Projection 0 (0%) 10-Year Projection 0</p> |
|--|--|--|

| | | |
|---|--|--|
| <p>20-Year Projection +4,800 (25%) 10-Year Projection +2,400</p> |  <p>LARGE MULTIFAMILY (10+ units)</p> | <p>20-Year Projection +300 (2%) 10-Year Projection +100</p> |
|---|--|--|

| | | |
|--|--|---|
| <p>20-Year Projection +800 (4%) 10-Year Projection +400</p> |  <p>MOBILE HOME</p> | <p>20-Year Projection +1,700 (13%) 10-Year Projection +800</p> |
|--|--|---|

Source: Development Strategies, 2022



| | | |
|--|---|---|
| <p>New Urbanist 6+ units per acre</p> |  <p>Lenox Village Nashville, TN</p> | <p>6.7 units per acre 1,400 units in 208 acres 1,500-3,000 SF \$400k - \$600k</p> <p>Mixed residential and retail Parks, walking trails, athletic club, & restaurants</p> |
| <p>TND 3+ units per acre</p> |  <p>I'on Charleston, SC</p> | <p>3.1 units per acre 762 units in 243 acres 2,000-4,500 SF \$550k - \$3.5M</p> <p>Single-family residential and retail Village square, retail, civic buildings, green spaces, and trails</p> |
| <p>Medium Density 1.5-2.5+ units per acre</p> |  <p>Fairhope Falls Fairhope, AL</p> | <p>2.4 units per acre 116 units in 49 acres 1,700-3,100 SF \$200k - \$450k</p> <p>Single-family residential Swimming pool, community playground</p> |
| <p>Traditional 0.5-1.5+ units per acre</p> |  <p>Stonebridge Spanish Fort, AL</p> | <p>0.7 unit per acre 1,000+ units in 1,437 acres 2,400-3,000 SF \$200k - \$600k</p> <p>Single-family residential Pool, clubhouse, tennis & baseball court, playground, walking trails</p> |
| <p>Rural/Hamlet <0.5 per acre</p> |  <p>Silverhill Baldwin County, AL</p> | <p>0.4 unit per acre 1,600-3,000 SF \$60k - \$460k</p> <p>Rural cluster with some retail Typically is small township, hamlet, or community nestled in rural areas</p> |

Source: Development Strategies, 2022

FUTURE DEVELOPMENT DENSITIES

CURRENT DEVELOPMENT DENSITIES

Over the last decade, single-family development patterns in Baldwin County have generally followed three densities:

- Medium with an average density of around 1.5 to 2.5 homes per acre,
- Traditional with an average densities of 0.5 to 1.5 homes per acre, and
- Rural/Hamlet with average densities of less than 0.5 homes per acre.

Traditional Neighborhood Development (TND) and New Urbanist/Town Center development models have higher densities and should be considered for promoting rural land preservation. TND typically has development densities of at least three homes per acre, while New Urbanist/Town Center development has much higher densities of six or more units per acre, and typically has a mix of uses and typologies, including retail, commercial, attached single-family, small lot detached homes, and multifamily. Applying these various densities to the projected future housing demand can inform how much land needs to be available to accommodate growth.

WHERE SHOULD COUNTY GROWTH GO?

Based on community input, and in keeping with smarter management, growth should be mostly encouraged within the municipalities and within the Jurisdictional Planning Areas that have zoning.

The least favorable scenario would be to continue to allow it to spread and sprawl across the County.

Accommodating projected growth should be prioritized as follows:

1. Within the Municipalities where there is zoning, infrastructure services, and community services.
2. Within Jurisdictional Planning Areas that have zoning, infrastructure and community services.
3. Within areas of the County that are already or planned to be served by water and sewer, that have adequate roads and community services, and that are not prone to flooding.

...1/2-mile (10-minute) walk radius, sometimes called a pedestrian shed,...

Figure 6: A 10-minute walk radius (pedestrian shed) is approximately 500 acres and includes a mix of uses. Below are two examples of what a 10-minute walk distance looks like in Silverhill and Malbis.



SILVERHILL, ALABAMA

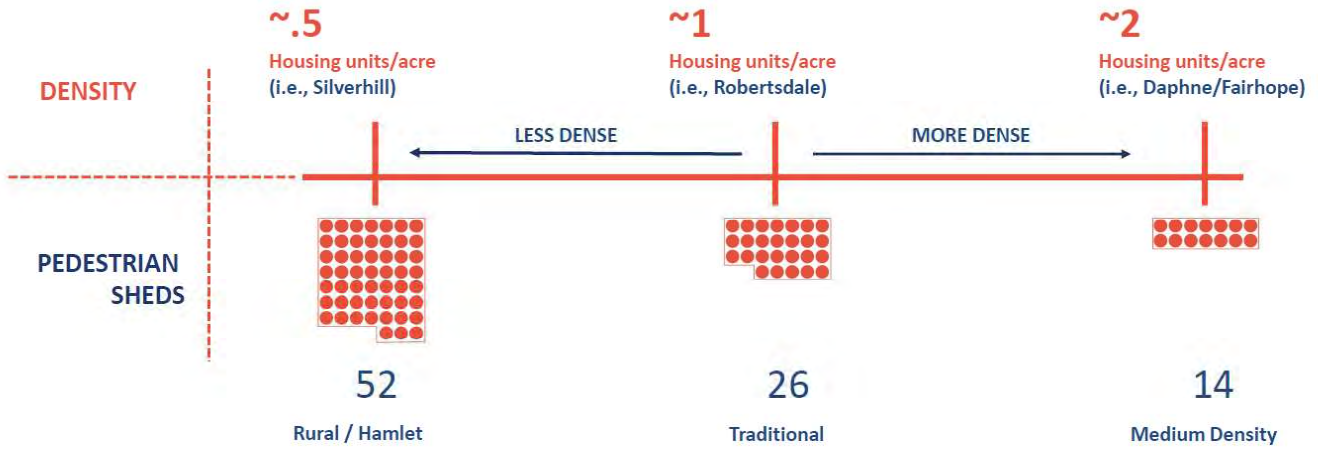


MALBIS, ALABAMA

PUTTING ANTICIPATED GROWTH INTO PERSPECTIVE

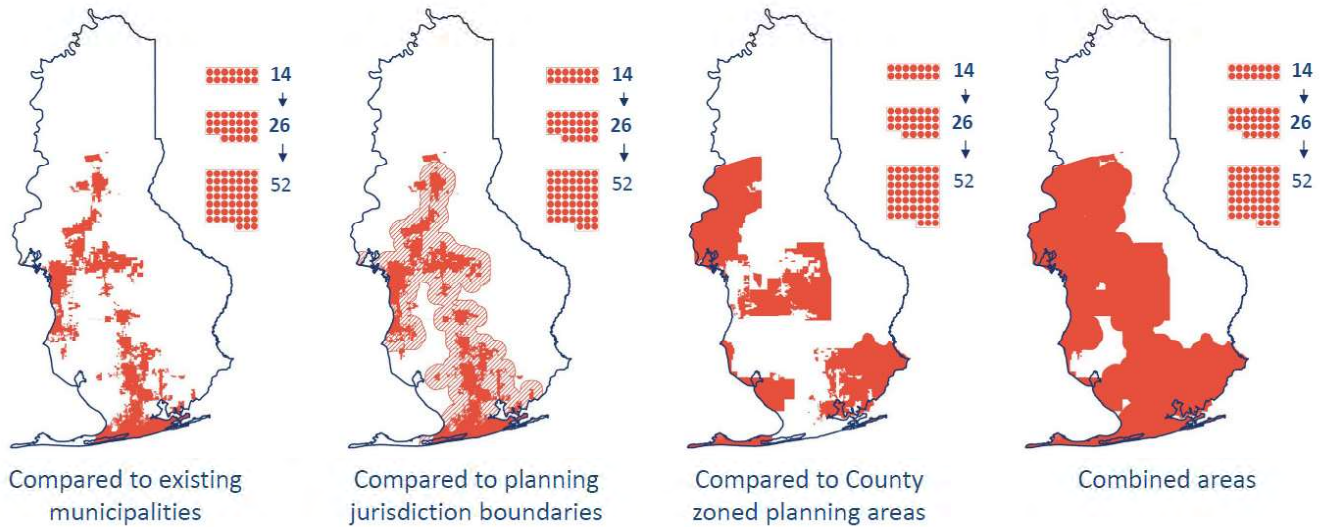
500-acre developments

Figure 7: Depending on the density of future development, between 14 and 52 pedestrian sheds would be needed to accommodate projected population growth for 2040.



500-acre developments

Figure 8: The graphic below scales these pedestrian sheds to municipal jurisdiction boundaries and zoned areas to give a sense of the relative land area needed to accommodate growth in the unincorporated parts of the County based on density of development.



KEY FRAMEWORK FOR MANAGING FUTURE GROWTH

Baldwin County seeks to balance growth with the protection of natural resources, preservation of the scenic character of our roadways, reducing impacts to farming operations, and establishing compact and walkable nodes made of great neighborhoods while ensuring regulatory practices provide sufficient flexibility to accommodate the broad range of future housing needs.

GROWTH CHALLENGES

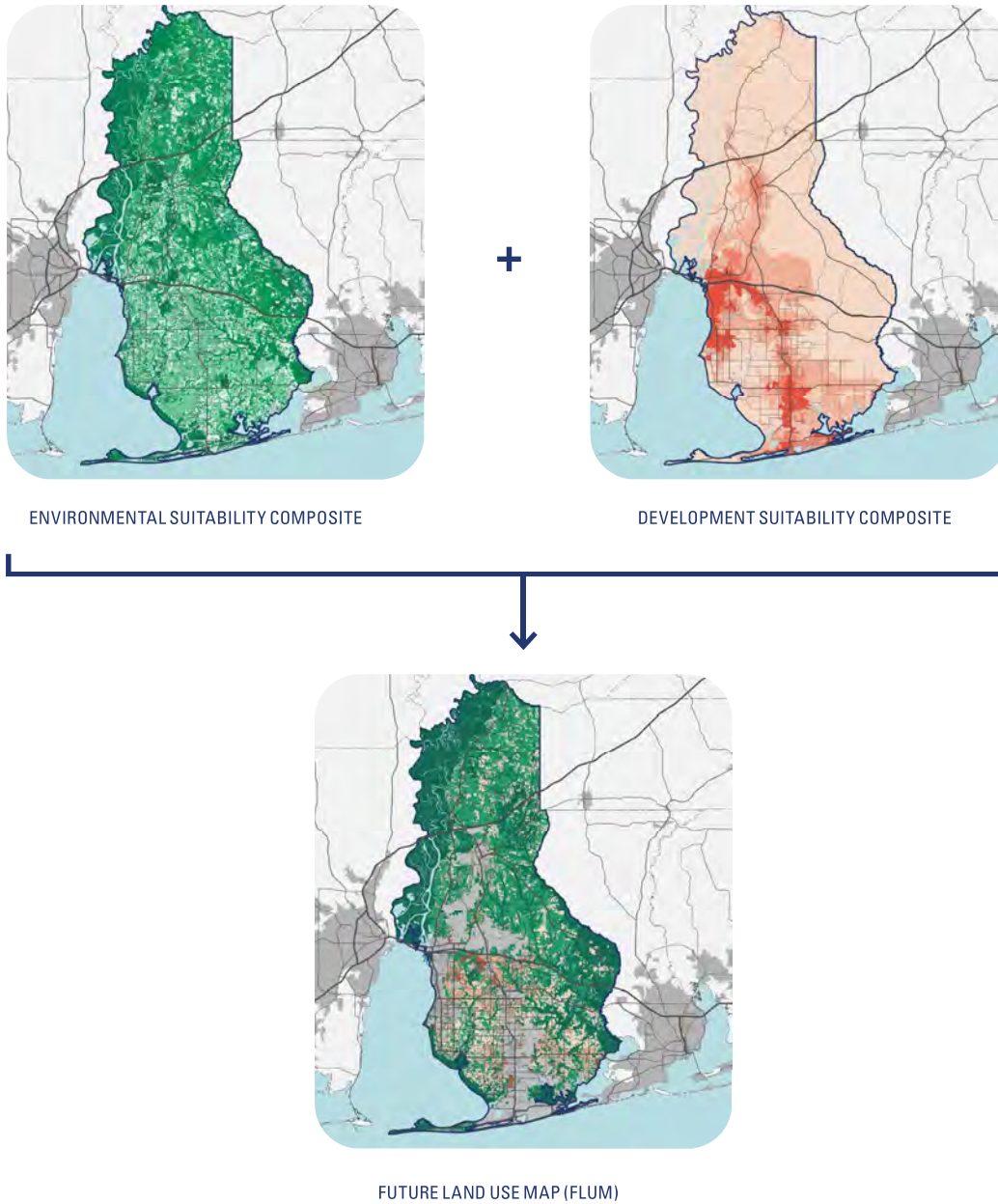
As Baldwin County continues to grow, this Guide can ~~ad~~ **help navigate** ~~maintain~~ the County's ~~s~~ **character** and ~~to address~~ community concerns, such as:

- Continued accelerated growth will continue to put pressure on roadways, agricultural lands, sense of place and character.
- The lack of collaboration between the ~~fifteen~~ local governments (county and **fourteen municipalities**) ~~to~~ zoning, land use, development, and growth management practices.
- ~~Sprawling development around municipalities is pushing into rural areas of the County that do not have zoning, and there is a resistance to zoning in many locations.~~
- The rural landscape and agricultural industry are being impacted related to farm operations, community character, and way of life as new subdivisions move into the rural areas.
- Development in low lying areas and upstream from floodprone areas, along with changes in storm events, is causing more and increased flood damage.
- Water quality concerns associated with ~~septic sewer systems~~, pesticide pollution, and surface run-off threaten key watersheds that support fisheries and oyster beds.
- Housing affordability within municipal areas is pushing development outward seeking lower land prices.
- Increased traffic on major roadways is changing the character of the roads, increasing commuting times, and causing congestion.

FUTURE LAND USE FRAMEWORK

This Guide will help preserve and promote the character and quality of Baldwin County for generations. It describes, in concept, how the County can manage anticipated growth over the next 20 years.

The following pages breakdown the framework for the recommended Future Land Use Map (FLUM), place type categories, and node type categories.



ENVIRONMENTAL SUITABILITY COMPOSITE LAYERS

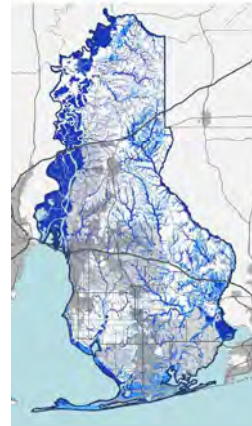
Environmental suitability criteria were mapped and prioritized based on the framework below to determine areas with the most need for environmental protection.

Table 5: Environmental Suitability Framework

| INPUT CATEGORIES/LAYERS | VALUE |
|--|-------|
| FLOOD HAZARD ZONES | |
| <i>Source: FEMA, BALDWIN COUNTY</i> | |
| Zone VE/A/AE/Floodway/ Repetitive Loss Parcels | 10 |
| .2% Annual Chance | 5 |
| Zone X | 0 |
| HYDRIC SOILS | |
| <i>Source: BALDWIN COUNTY</i> | |
| (51-96%) and All Hydric | 10 |
| (26-50%) | 5 |
| (>25%) | 1 |
| Not Hydric/0-1% Hydric | 0 |
| WETLANDS | |
| <i>Source: BALDWIN COUNTY</i> | |
| Potential Wetlands | 10 |
| STORM SURGE AND HIGH TIDE FLOODING SCENARIOS | |
| <i>Source: SLOSH MODEL, NOAA</i> | |
| Category 1, 2, and 3 | 10 |
| Potential High Tide Flooding Areas (NOAA sea level rise scenario) | 7 |
| HABITAT | |
| <i>Source: HABITAT PRIORITY TARGET AREAS FROM THE 2019 HABITAT CONSERVATION AND RESTORATION PLAN FOR COASTAL ALABAMA (MOBILE BAY NEP).</i> | |
| Priority Habitat Areas | 10 |
| TREE CANOPY COVER | |
| <i>Source: 2019 HABITAT CONSERVATION AND RESTORATION PLAN FOR COASTAL ALABAMA (MOBILE BAY NEP)</i> | |
| Long Leaf Pine Habitat | 10 |
| 75% or greater tree canopy cover | 5 |
| AGRICULTURAL LANDS | |
| <i>Source: NLCD, USDA, 2019</i> | |
| Cultivated Cropland | 10 |
| Prime Farmland Soils | 5 |



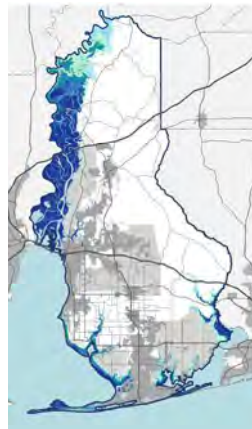
FLOOD ZONES



HYDRIC SOILS



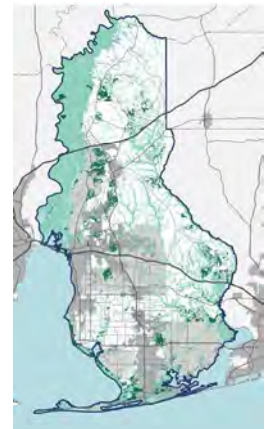
WETLANDS



HURRICANE SURGE



HIGH TIDE FLOODING



PRIORITY HABITAT AREAS



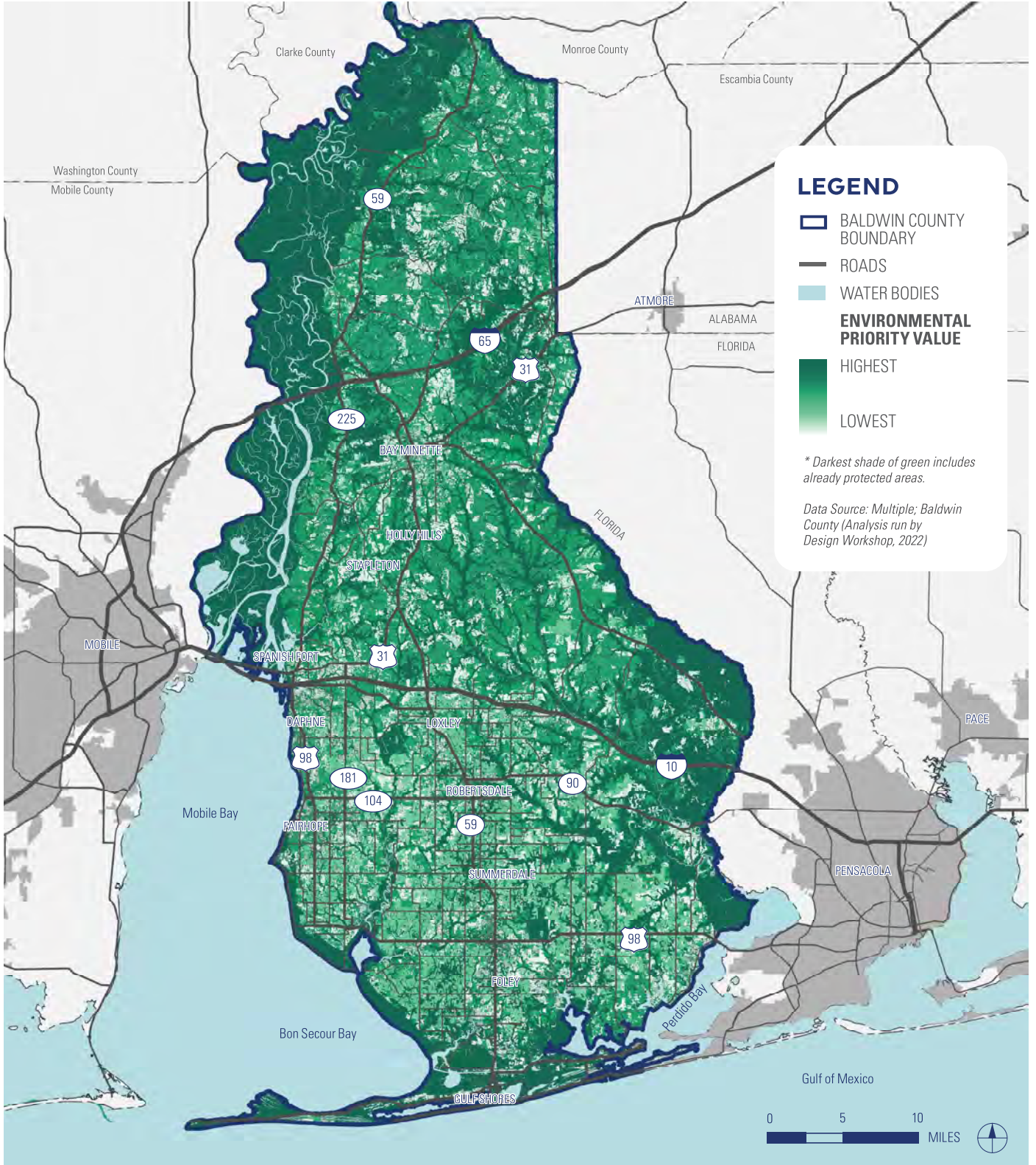
TREE CANOPY COVER & LONG LEAF PINE HABITAT



CULTIVATED CROPLAND/PRIME FARMLAND

MAP 8: ENVIRONMENTAL SUITABILITY COMPOSITE

This map overlays the data outlined in the Environmental Suitability Framework to combine in a composite "map that describes areas with more overlapping environmental factors. This map does not suggest that lighter or white areas have no environmental considerations, rather it suggests they have fewer than the darker areas.



DEVELOPMENT SUITABILITY COMPOSITE LAYERS

Development suitability criteria were mapped and prioritized based on the framework below to determine areas with the most potential for development.

Table 6: Development Suitability Framework

| INPUT CATEGORIES/LAYERS | VALUE |
|---|-------|
| EXISTING MUNICIPAL BOUNDARIES | |
| <i>Source: BALDWIN COUNTY, 2022</i> | |
| Within | 5 |
| Outside | 1 |
| MS4 AREAS | |
| <i>Source: BALDWIN COUNTY, 2021</i> | |
| Within | 5 |
| Outside | 1 |
| PLANNING JURISDICTION BOUNDARIES | |
| <i>Source: APPROXIMATE 2023 PLANNING JURISDICTION BOUNDARIES PROVIDED BY BALDWIN COUNTY</i> | |
| Within | 4 |
| Outside | 1 |
| ZONED COUNTY PLANNING DISTRICTS | |
| <i>Source: BALDWIN COUNTY, 2022</i> | |
| Within zoned planning districts | 3 |
| Within unzoned planning districts | 1 |
| PROXIMITY TO EXISTING COMMUNITY FACILITIES | |
| <i>Source: DW; ESRI NETWORK ANALYSIS, 2022</i> | |
| Within 15-minute walk | 5 |
| Within 15-minute bike ride | 3 |
| Within 15-minute drive | 1 |
| PROXIMITY TO PRIMARY GROWTH CORRIDORS | |
| <i>Source: BUFFERS GENERATED BY DW WITH ROAD DATA PROVIDED BY BALDWIN COUNTY, 2022</i> | |
| Within 1 mile buffer | 4 |
| Outside of 1 mile buffer | 1 |
| PROXIMITY TO JOB DENSITY | |
| <i>Source: WORKER COUNT FROM ONTHEMAP, 2019 PROVIDED BY DEVELOPMENT STRATEGIES</i> | |
| Areas of highest job density | 5 |
| Areas of medium job density | 3 |
| Areas of lowest job density | 1 |

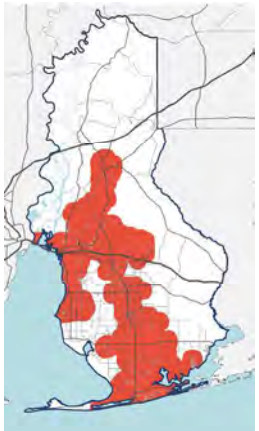
New 2020 urban area info released in on 12/29. Need to update to reflect that.



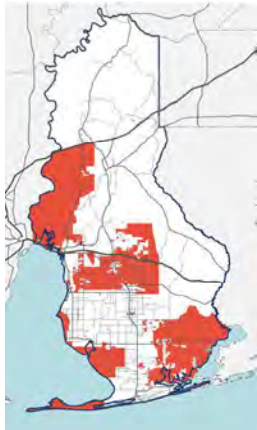
MUNICIPAL BOUNDARIES



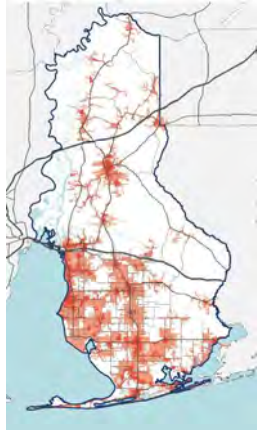
MS4 AREAS



PLANNING JURISDICTION BOUNDARIES



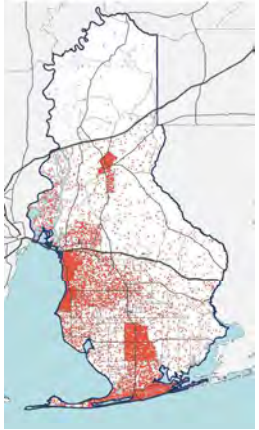
ZONED COUNTY PLANNING DISTRICTS



PROXIMITY TO EXISTING COMMUNITY FACILITIES



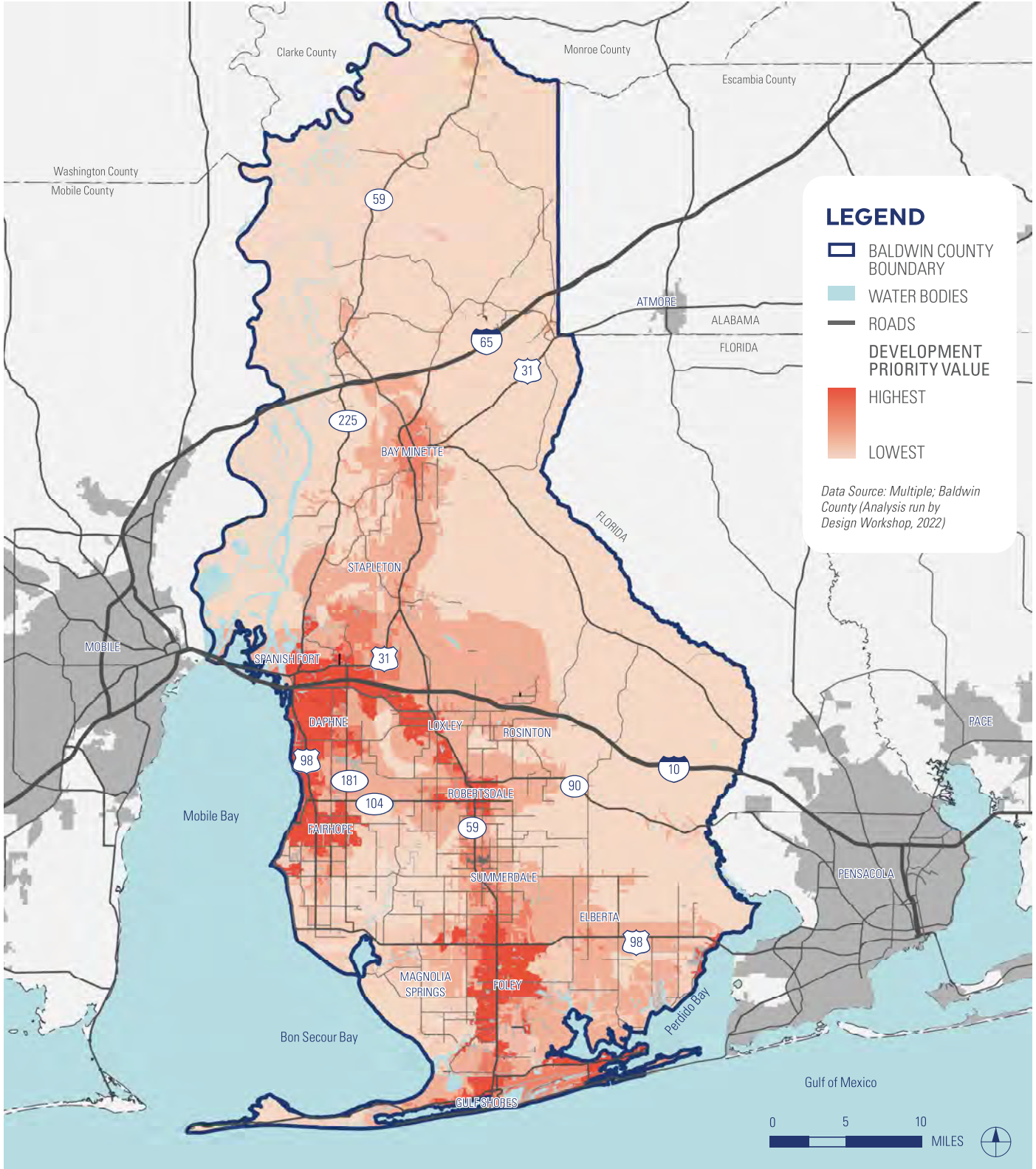
PROXIMITY TO GROWTH CORRIDORS (1 MILE)



PROXIMITY TO JOBS

MAP 9: DEVELOPMENT SUITABILITY COMPOSITE

This map overlays the data outlined in the Development Suitability Framework to combine in a composite map that describes areas with more overlapping factors suitable for development. Overlapping this development suitability with the environmental suitability provides a framework for guiding future development in Baldwin County.



FUTURE LAND USE MAP, PLACE TYPES, AND NODES

The Future Land Use Map will help preserve and promote the character and quality of Baldwin County for generations. It describes, in concept, how the County can manage anticipated growth over the next 20 years.


FRAMEWORK COMPONENTS


The Future Land Use Map represents a combination of the development suitability composite and the environmental suitability composite to envision a future development pattern reflective of the priorities of the citizens of Baldwin County. This desired future land use pattern is intended to be a guide for the next 20 years as the county evolves. It directs growth and conservation patterns for the unincorporated areas of the county.


Each color on the Future Land Use Map represents one of several place types, describing and conveying the scale and density of development desired, or the potential for conservation (agricultural, rural, or natural).


Place types are further described in the following pages.


PLACE TYPE CATEGORIES


-  **IDEAL CONSERVATION/PRESERVATION**
 - Environmental Conservation
 - Protected/Open Space

-  **CONSERVATION DEVELOPMENT POTENTIAL**
 - Environmental Conservation
 - Protected/Open Space
 - Conservation-based Communities

-  **RURAL/AGRICULTURE DEVELOPMENT POTENTIAL**
 - Rural Subdivisions
 - Active Farmland
 - Agri-hoods
 - Rural Crossroad Center/Node
 - Clustered Mobile Home Communities

-  **MODERATE DEVELOPMENT POTENTIAL**
 - Single Family Neighborhoods (suburban)
 - Amenity-based Communities
 - Neighborhood Center/Node

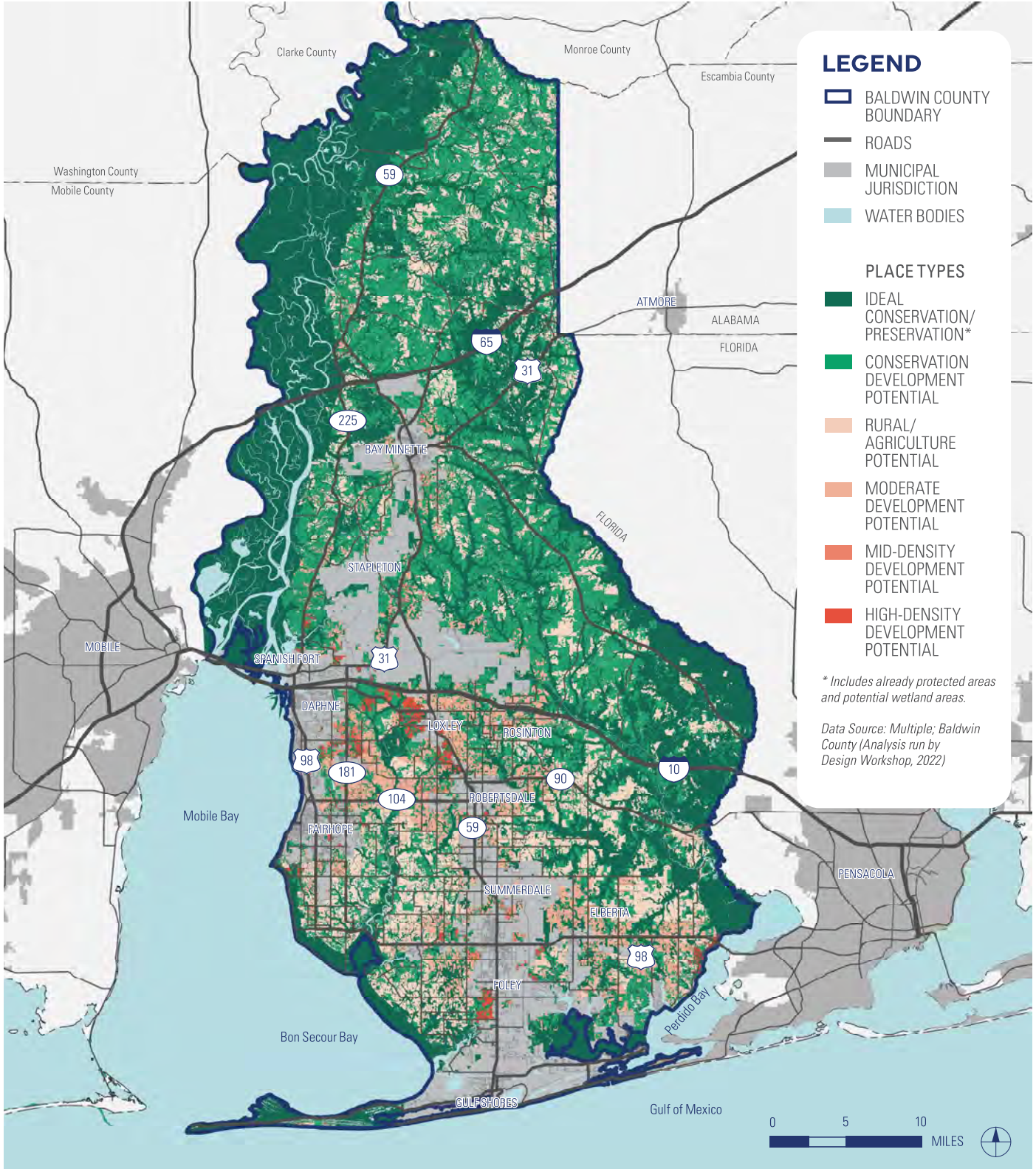
-  **MID-DENSITY DEVELOPMENT POTENTIAL**
 - New Urban Communities
 - Village Center/Node

-  **HIGH-DENSITY DEVELOPMENT POTENTIAL**
 - Mixed-Use Communities
 - Apartment Communities
 - Urban Mixed-Use Center/Node

MAP 10: FUTURE LAND USE MAP (FLUM) PLACE TYPES

The following pages describe the place type categories in greater detail.

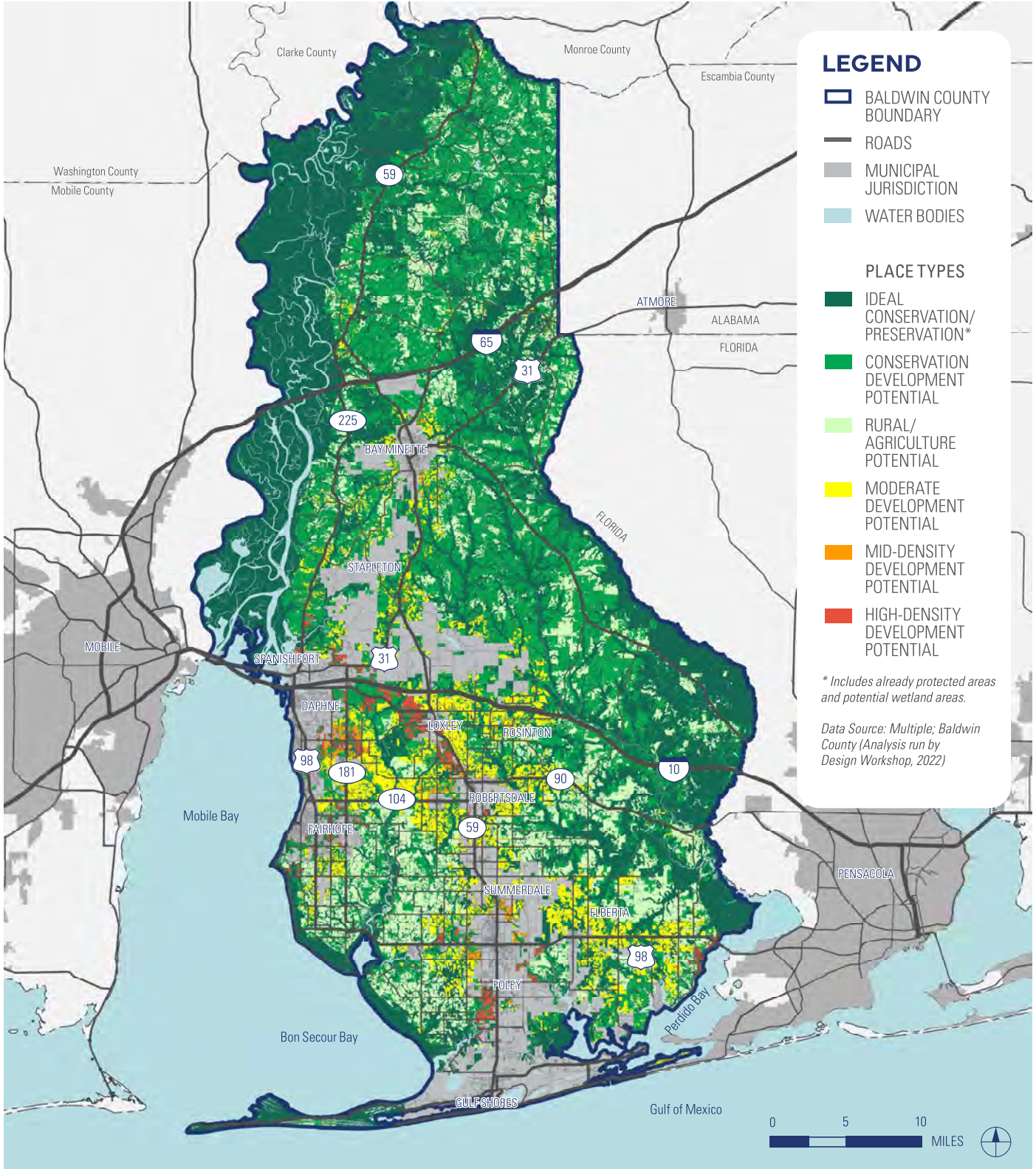
SEE PAGE 108 FOR ZOOM IN MAPS.



MAP 10: FUTURE LAND USE MAP (FLUM) PLACE TYPES

The following pages describe the place type categories in greater detail.

i SEE PAGE 108 FOR ZOOM IN MAPS.



IDEAL CONSERVATION/ PRESERVATION AREAS

Ideal Conservation or Preservation Areas would include land that is undeveloped, or minimally developed, and protected by local, state, and federal agencies or by public, private, and nonprofit organizations. This could include areas conserved for the protection of critical habitat, clean water, open space, or cultural heritage.

PRIMARY LAND USES

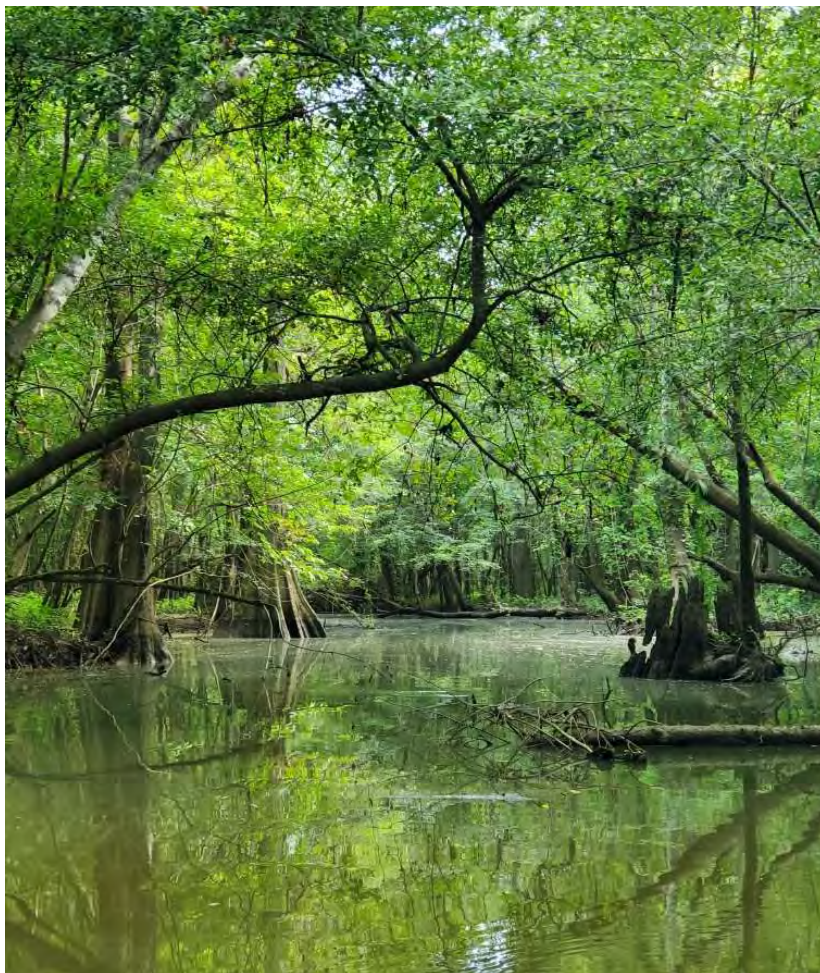
- Natural areas that are publicly and privately owned and managed
- Permanently protected lands such as conservation easements, parks, cemeteries
- Parks and open spaces devoted primarily to passive recreation and trails
- Lands with important cultural landmarks or assets
- Scenic view corridors

RELATED ZONING DISTRICTS

- Environmental Conservation

CONNECTIVITY NETWORK

- Greenways and trails



CONSERVATION DEVELOPMENT AREAS

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



RURAL DEVELOPMENT POTENTIAL AREAS

The description of this place type is "Rural Development Potential Areas" on this page and then "Rural/Agricultural Potential" on the map. I see this place type in some areas that are neither rural nor agricultural, but still warrant a low intensity/impact type development. Does this need to be relabeled slightly to Rural/Ag./Low Impact Development?

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 cross-roads, 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 mobile home communities
- Rural crossroads center/node



RELATED ZONING DISTRICTS

- RR Rural District
- RA Rural Agricultural District

Add 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



MODERATE DEVELOPMENT POTENTIAL AREAS

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. Subdivisions 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

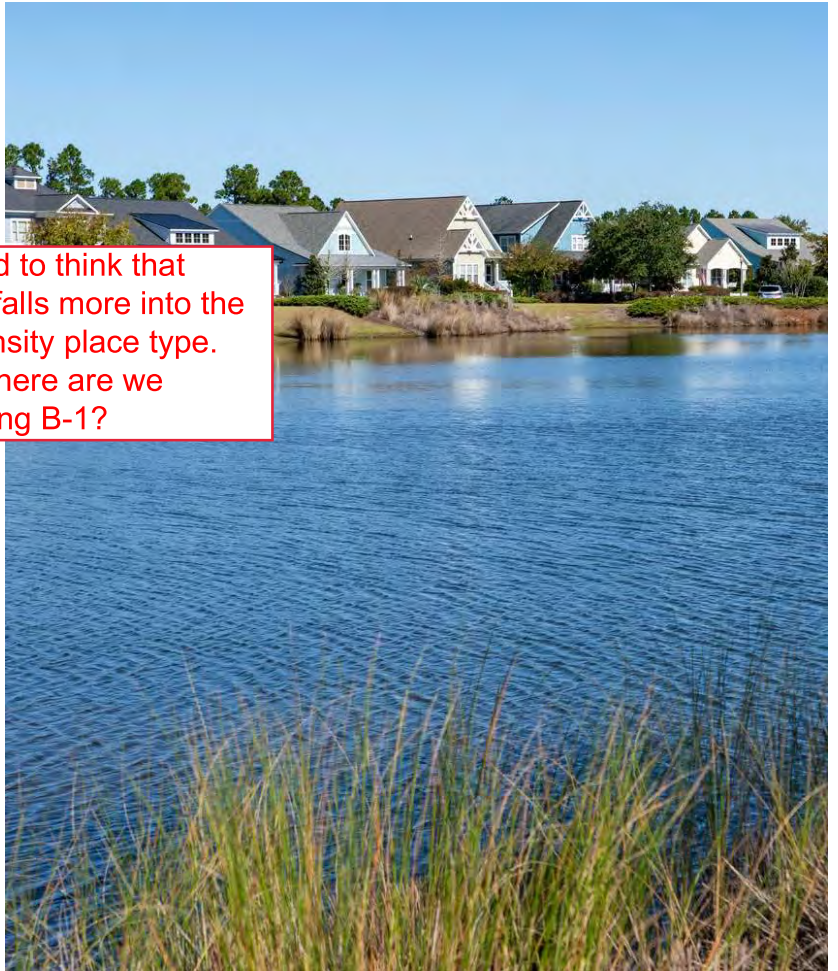
- Single-family neighborhoods (suburban)
- Amenity-based communities
- Neighborhood center/node

RELATED ZONING DISTRICTS

- RSF-1 Single Family District
- RSF-2 Single Family District
- ~~RSF-3 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



We tend to think that RSF-3 falls more into the mid-density place type. Also, where are we proposing B-1?

MID-DENSITY DEVELOPMENT POTENTIAL AREAS

Mid-density Development Potential Areas are suitable for all of the land uses described in the previous place types but may also include more traditional neighborhoods with a mix of housing and price points with smaller lot sizes to include patio homes, cottage homes, townhouses and multifamily. Neighborhoods have a connected and grid street network with narrow traffic lanes, sidewalks, and walkable block sizes. Village centers or nodes at key intersections would allow for a combination of retail, office, parks, schools, institution and service uses to meet the needs of the community.



PRIMARY LAND USES

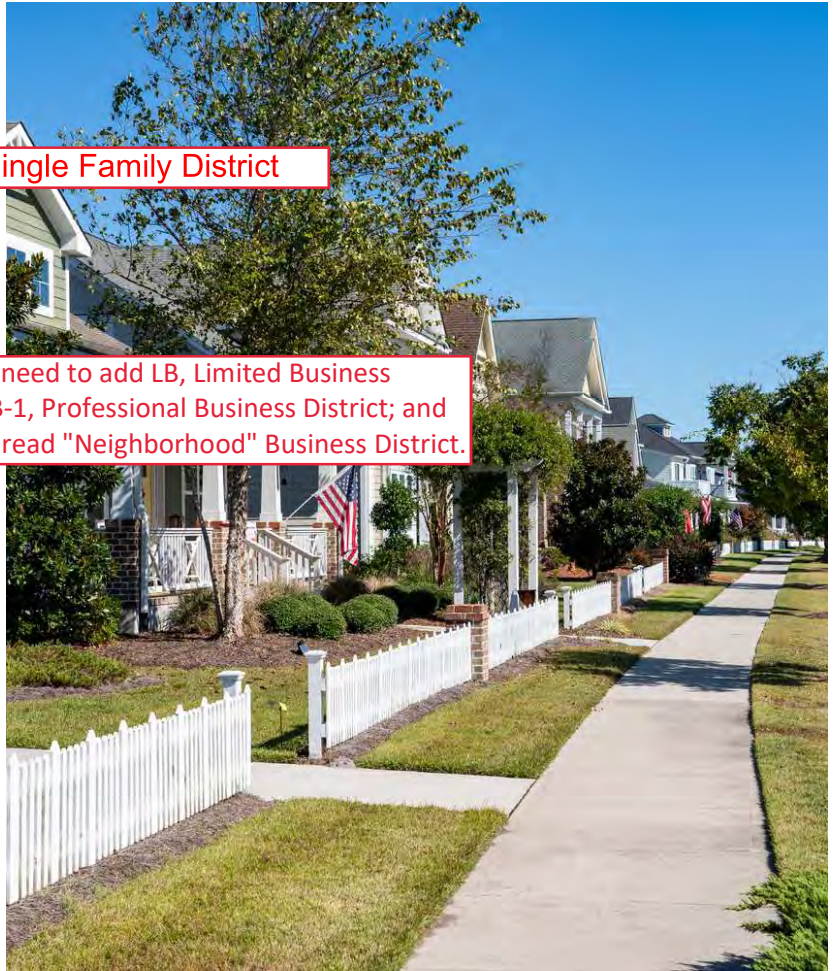
- Traditional neighborhood designs
- Village center/node

RELATED ZONING DISTRICTS

- RSF-4 Single Family District
- RTF-4 Two Family District
- RSF-6 Single Family District
- RTF-6 Two Family District
- B-2 Local Business District

CONNECTIVITY NETWORK

- Suburban and urban block patterns and sizes
- Multimodal—supports vehicles, bicycles, and pedestrians—streets with narrow traffic lanes, sidewalks, and bike lanes
- Suburban greenways and trails



RSF-3 Single Family District

Probably need to add LB, Limited Business District; B-1, Professional Business District; and fix B-2 to read "Neighborhood" Business District.

HIGH-DENSITY DEVELOPMENT POTENTIAL AREAS

High-density Development Potential Areas are suitable for all of the land uses described in the previous place types but have the highest potential for mixed-use communities with a variety of densities including apartment communities, and urban mixed-use centers. Commercial uses are oriented to pedestrian- and bicycle- friendly streets in a connected grid pattern.

PRIMARY LAND USES

- Mixed-use buildings
- Higher density/range of densities
- Townhouses, multifamily apartment communities
- Urban mixed-use center/node
- Allocation of land for employment uses of all types including incubator spaces, entrepreneur's space, office, commercial businesses

RELATED ZONING DISTRICTS

- RMF-6 Residential Multifamily District
- HDR High Density Residential District
- RMH Residential Manufactured Housing Park District
- B-3 General Business District
- B-4 Major Commercial District

CONNECTIVITY NETWORK

- Urban block patterns and sizes—highly pedestrian
- Multimodal—supports vehicles, bicycles, and pedestrians—streets with narrow traffic lanes, sidewalks, and bike lanes
- Suburban greenways and multi-use paths



Are we showing enough of this place type to handle our future B-3 and B-4 needs in the unincorporated areas?

Could heavy and light industrial be placed in the High Density Potential Areas? Or are those limited to the Commercial/Industrial Center nodes?

We probably need to somewhere comment (even if it is in the form of a footnote) how Tourist Resort and RV parks fit into these place types.

ROADS, NODES, AND NEIGHBORHOODS: AN ORGANIZING PRINCIPLE FOR GROWTH

The Future Land Use Guide is organized around the concept that great roadways, community types, and the promotion of walkable nodes at key intersections will create a pattern of growth that will support the goals of the community. This is a first step in articulating the importance of key place-making elements that will contribute to long term sense of place and quality.

ROADS OF HIGH SCENIC CHARACTER

Preserving rural character is a visual experience as well as a lifestyle. We experience the landscape many times from our cars, as we go place to place. We appreciate the feeling of openness, the working landscape, and the natural landscape. Protecting this scenic asset will help Baldwin County remain rural in feel and character.

Protecting the scenic quality of key rural Character Roads will be accomplished by:

- Determining which roads are key to protect and mapping them so that they are known to be important assets to the County.
- Working with ALDOT and County Highway on roadway standards that support the preservation of character.
- Creating access management strategies that limit and organize curb cuts.
- Creating landscape standards, that include fencing, tree planting, and signage that promote rural landscape designs along the frontage of new development.
- Creating setbacks from the road that retain sufficient area for landscape expression.

COMPACT AND WALKABLE NODES

Baldwin County historically grew around crossroads. Places like Silverhill, Robertsdale, Loxley, Magnolia Springs, Summerdale, and Elberta are examples of places that grew as compact nodes that supported gathering places, neighborhoods on a grid of walkable streets, parks, and places to shop or get the mail.

While it is recognized that the actual housing types and density of these places may not fit with our current lifestyles and costs of development, the patterns of streets and having something to walk to in the center can certainly inspire new development patterns. Communities across the country are being patterned after these principles and are offering a quality of life that people are seeking —safe, walkable streets in a connected community.

Principles associated with these patterns include:

- Creating connectivity through the use of a grid pattern of streets.
- Using walking distance criteria to define areas of density and the location of community uses such as parks, shopping, post office, etc. A rule of thumb is a 5 minute walk radius equals 1/4 mile, which is a comfortable distance to organize communities around.
- Planning for parks, schools, churches, and post offices to be located within the node.
- Should the nodes be big enough, with sufficient roof tops, locating neighborhood commercial uses to serve everyday needs.
- The design of complete streets that include sidewalks, street trees, on-street parking, crosswalks and slow design speeds.
- A variety of housing types and affordability.
- Fronting homes and businesses onto streets and open spaces, reducing the visual impact of garages and parking lots, and framing the street with buildings.

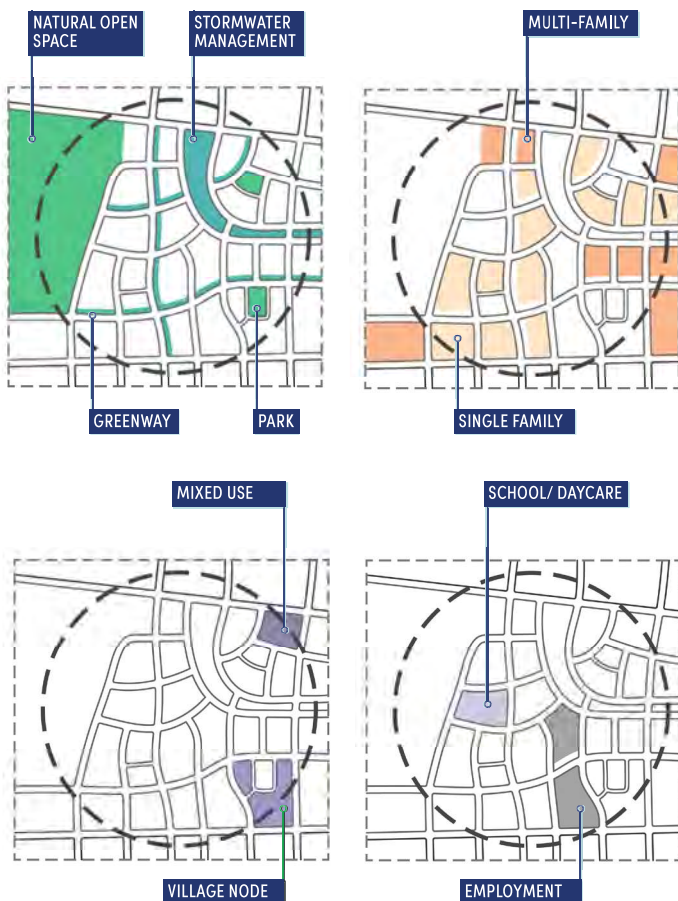


PRINCIPLES OF NODAL GROWTH

Smart growth looks different from place to place, but in essence, it is an overall approach to development that encourages a mix of building types and uses, diverse housing options, and walkable development within existing neighborhoods.

The Smart Growth Network has developed a set of 10 basic principles based on communities around the nation:

1. Mix land uses
2. Take advantage of compact design
3. Create a range of housing opportunities and choices
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas
7. Direct development towards existing communities
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair, and cost effective
10. Encourage community and stakeholder collaboration in development decisions



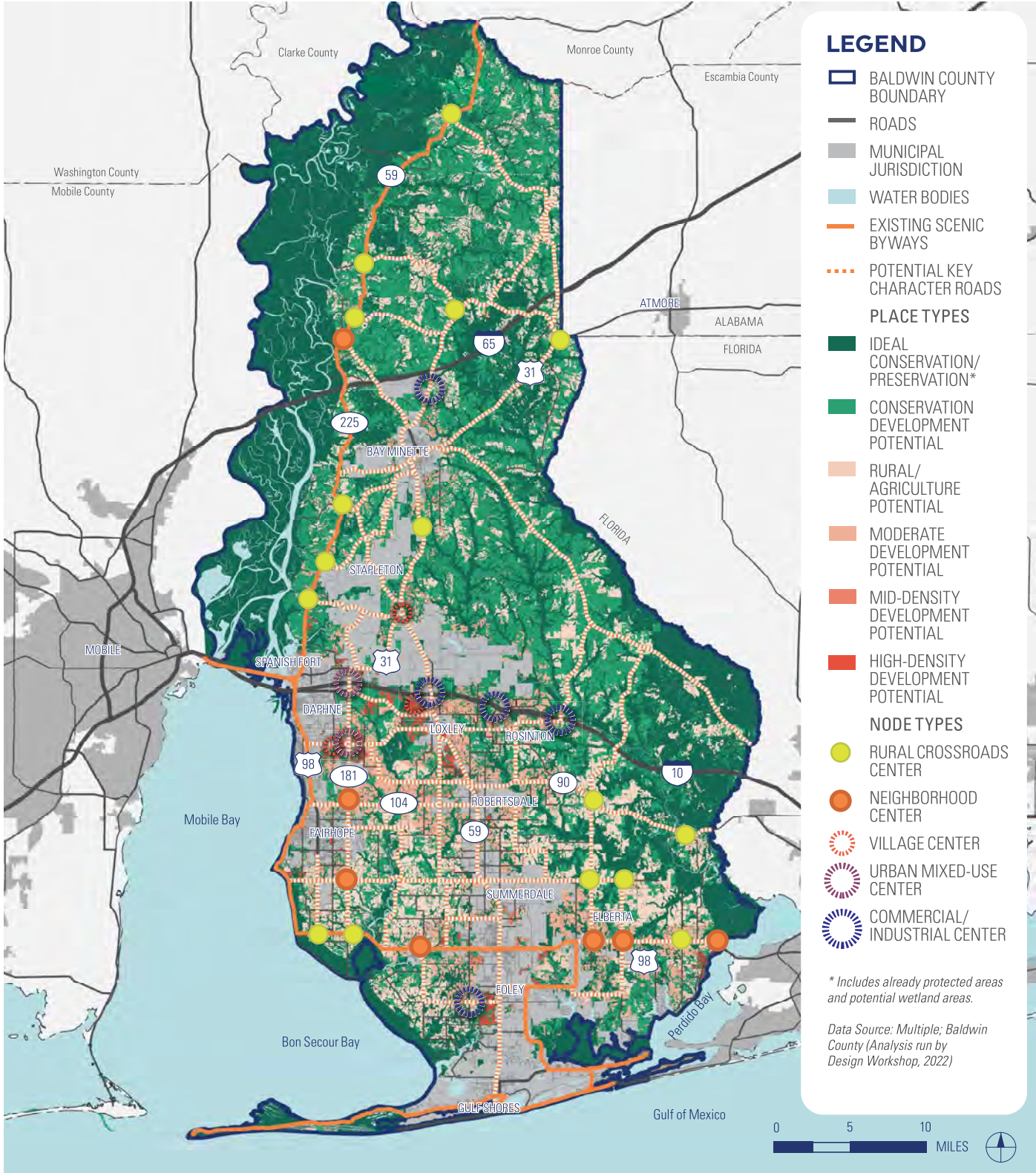
Source: https://www.epa.gov/sites/default/files/2017-06/documents/sm_growth_guide.pdf



MAP 11: FUTURE LAND USE MAP (FLUM) WITH NODES AND CHARACTER ROADS OVERLAY

This map layers recommended node types over the recommended place types. The following pages describe these node types in greater detail.

i SEE PAGE 108 FOR ZOOM IN MAPS.



RECOMMENDED NODE TYPES

From rural crossroads to mixed-use commercial centers serving the larger region, nodes can help meet the needs of the community with a mix of retail and service uses scaled to the appropriate context of the place type they are located within. These nodes may allow for a greater density than the surrounding areas, with a more walkable compact design.

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



Neighborhood Center

PRIMARY LAND USES

- Small-scale shops, restaurants and local-serving businesses—neighborhood-scaled retail, gas station, convenience grocery store, farm stand, hardware store.
- Agriculture-support businesses, services
- Public safety and services
- Small parks, playgrounds, and open spaces

RELATED ZONING DISTRICTS

- B-2 Local Business District

CONNECTIVITY NETWORK

- Gridded walkable streets
- Parking in rear of buildings
- Bus stop locations
- Greenway and trail access



Village Center

PRIMARY LAND USES

- Grocery-anchored retail, including small-scale shops, sit-down restaurants, and local serving businesses—drug stores, dry cleaners, banks, etc.
- Small office and other employment uses
- Civic uses—libraries, schools, etc.
- Churches
- Small traditional neighborhoods, townhomes and duplexes
- Small parks and playgrounds

RELATED ZONING DISTRICTS

- B-2 Local Business District

CONNECTIVITY NETWORK

- Urban block pattern and sizes
- Parking in rear of buildings
- Multimodal—supports vehicles, bicycles, and pedestrians—streets with narrow traffic lanes, sidewalks, and bike lanes
- Suburban greenways and trail connections



Urban Mixed-use Center

PRIMARY LAND USES

- High-density mixed use—
Lofts and studio units above
commercial space
- Multi-family homes—
apartments, condominiums
- Regional and small scaled retail
shops and sit-down restaurants
- Commercial centers, office
and other employment uses
- Civic uses—government offices,
courthouses, libraries, schools, etc.
- Churches
- Hotel
- Small parks and playgrounds



RELATED ZONING DISTRICTS

- B-1 Professional Business District
- B-2 Local Business District
- B-3 General Business District
- RMF-6 Residential
Multifamily District
- HDR High Density
Residential District

CONNECTIVITY NETWORK

- Urban block patterns and
sizes—highly pedestrian
- Parking management solutions
- Parking in rear of buildings
- Multimodal—supports vehicles,
bicycles, and pedestrians—
streets with narrow traffic lanes,
sidewalks, and bike lanes
- Suburban greenways and
multi-use path connections

Commercial/Industrial Center

The mix of uses in this center may include light industrial, office, and/or institutional uses as well as supporting businesses, retail, restaurants, services, and recreation. Some portions may also be suitable for residential uses.

PRIMARY LAND USES

- Corporate office campus
- Research and Development
- Light manufacturing
- Single- and multi-tenant professional office
- Medical office
- Warehouse
- Large-scale shopping center
- Call center

SECONDARY LAND USES

- Multi-family homes-
apartments, condominiums

RELATED ZONING DISTRICTS

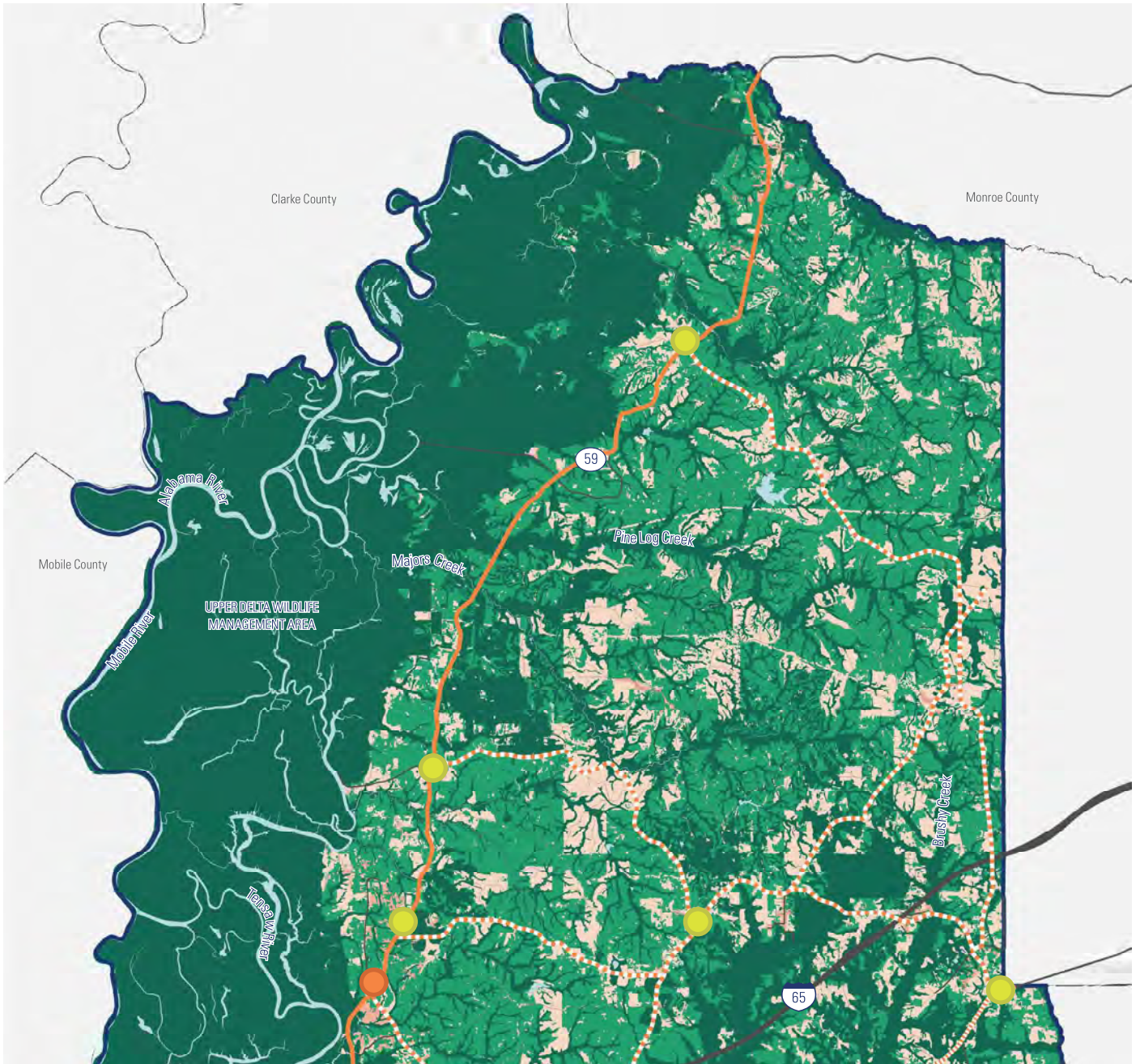
- B-4 Major Commercial District
- M-1 Light Industrial District
- M-2 General Industrial District
- PID Planned Industrial
Development District

CONNECTIVITY NETWORK

- Primarily auto-dependent with
bike and pedestrian travel
by sidewalks and trails



MAP 12: FUTURE LAND USE MAP (FLUM) ZONE A



LEGEND

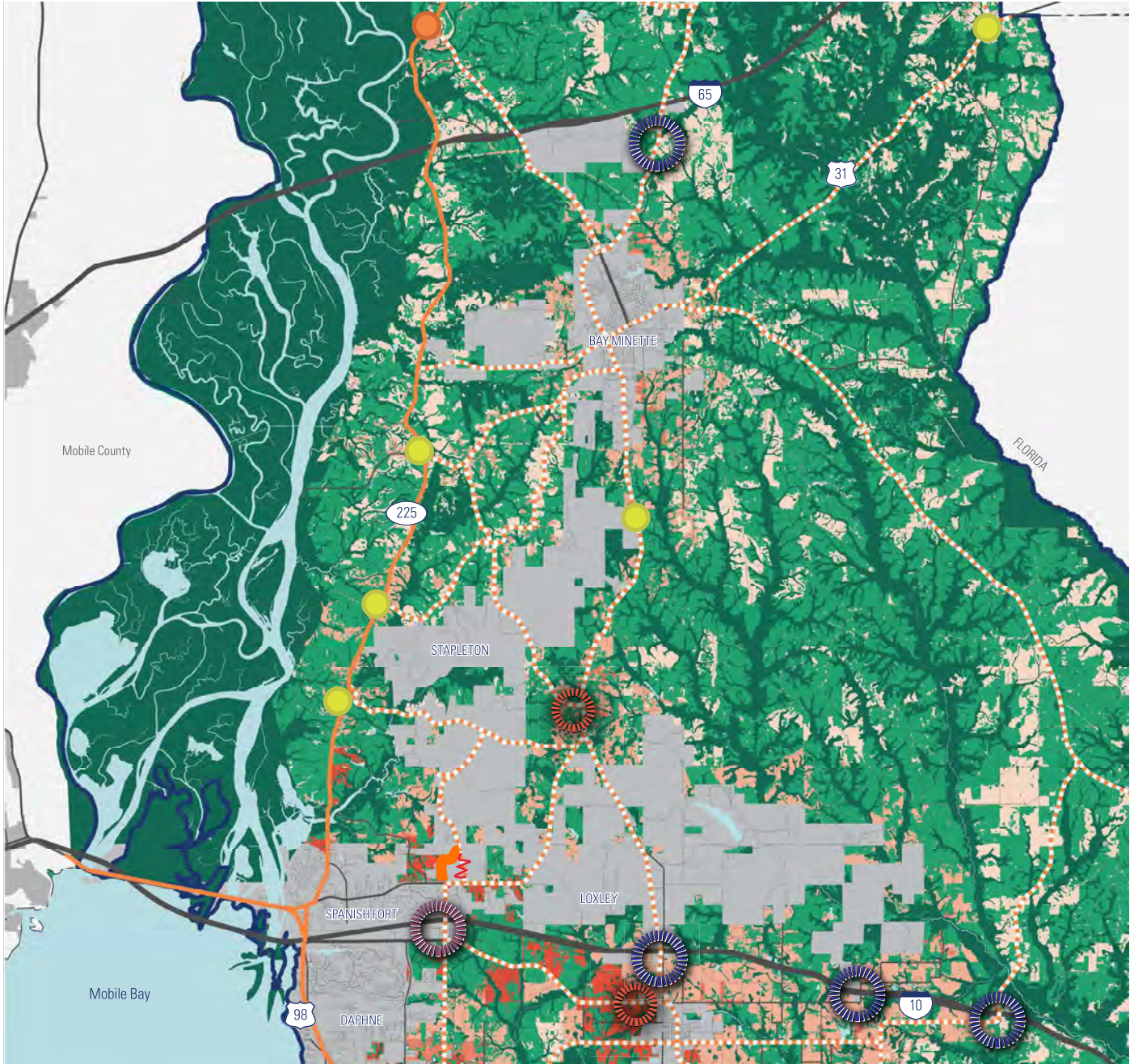
- PLACE TYPES**
- IDEAL CONSERVATION/PRESERVATION
 - CONSERVATION DEVELOPMENT POTENTIAL
 - RURAL/AGRICULTURE POTENTIAL
 - MODERATE DEVELOPMENT POTENTIAL
 - MID-DENSITY DEVELOPMENT POTENTIAL
 - HIGH-DENSITY DEVELOPMENT POTENTIAL

- NODE TYPES**
- RURAL CROSSROADS CENTER
 - NEIGHBORHOOD CENTER

MUNICIPAL JURISDICTIONS



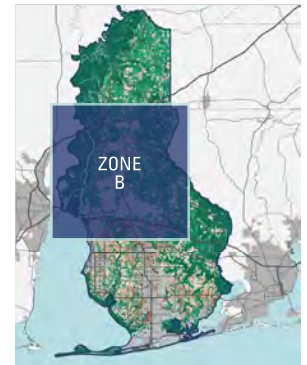
MAP 13: FUTURE LAND USE MAP (FLUM) ZONE B



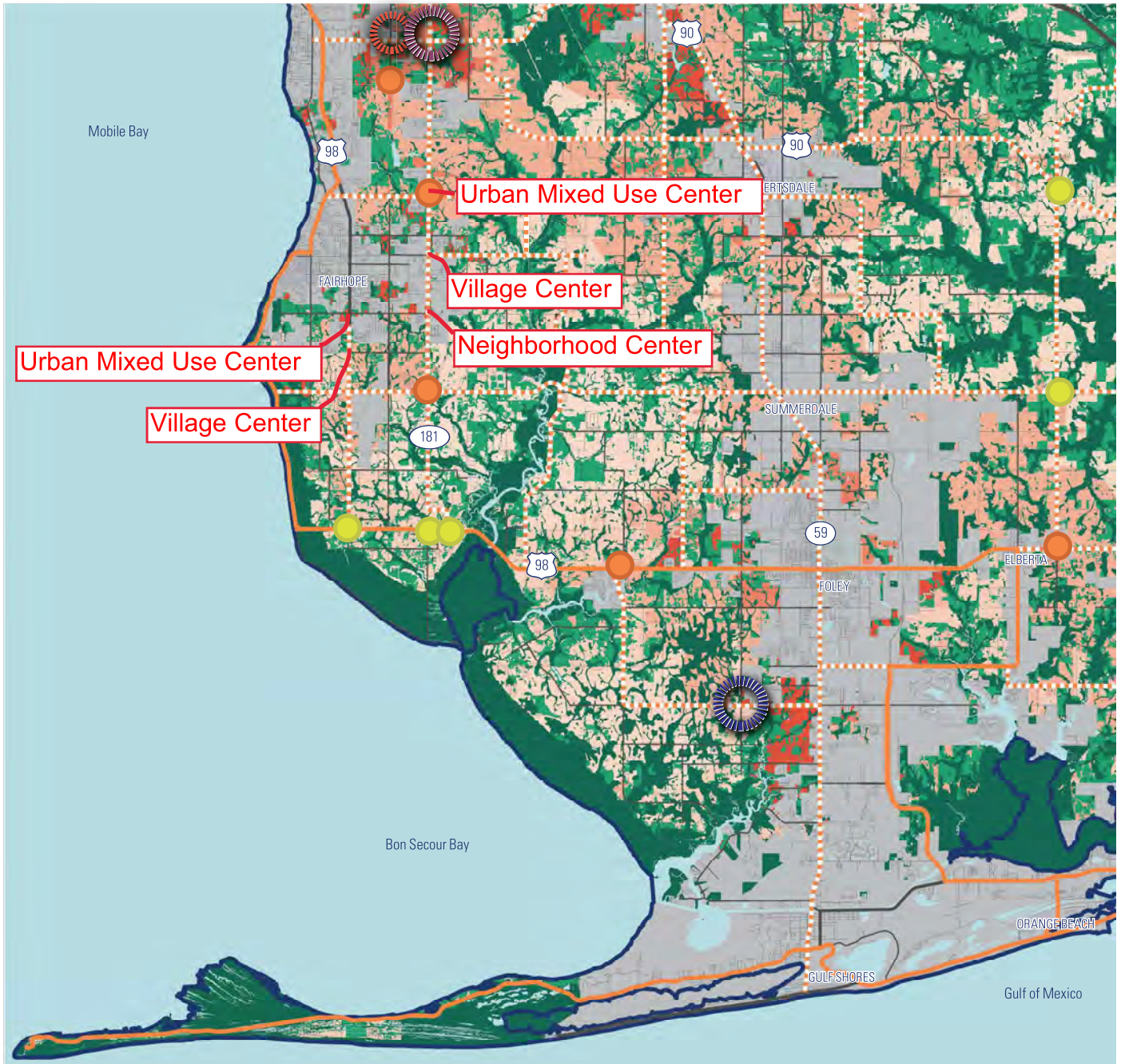
LEGEND

- PLACE TYPES**
- IDEAL CONSERVATION/PRESERVATION
 - CONSERVATION DEVELOPMENT POTENTIAL
 - RURAL/AGRICULTURE POTENTIAL
 - MODERATE DEVELOPMENT POTENTIAL
 - MID-DENSITY DEVELOPMENT POTENTIAL
 - HIGH-DENSITY DEVELOPMENT POTENTIAL
 - MUNICIPAL JURISDICTIONS

- NODE TYPES**
- RURAL CROSSROADS CENTER
 - NEIGHBORHOOD CENTER
 - VILLAGE CENTER
 - URBAN MIXED-USE CENTER
 - COMMERCIAL/INDUSTRIAL CENTER



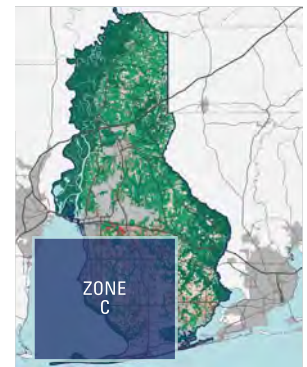
MAP 14: FUTURE LAND USE MAP (FLUM) ZONE C



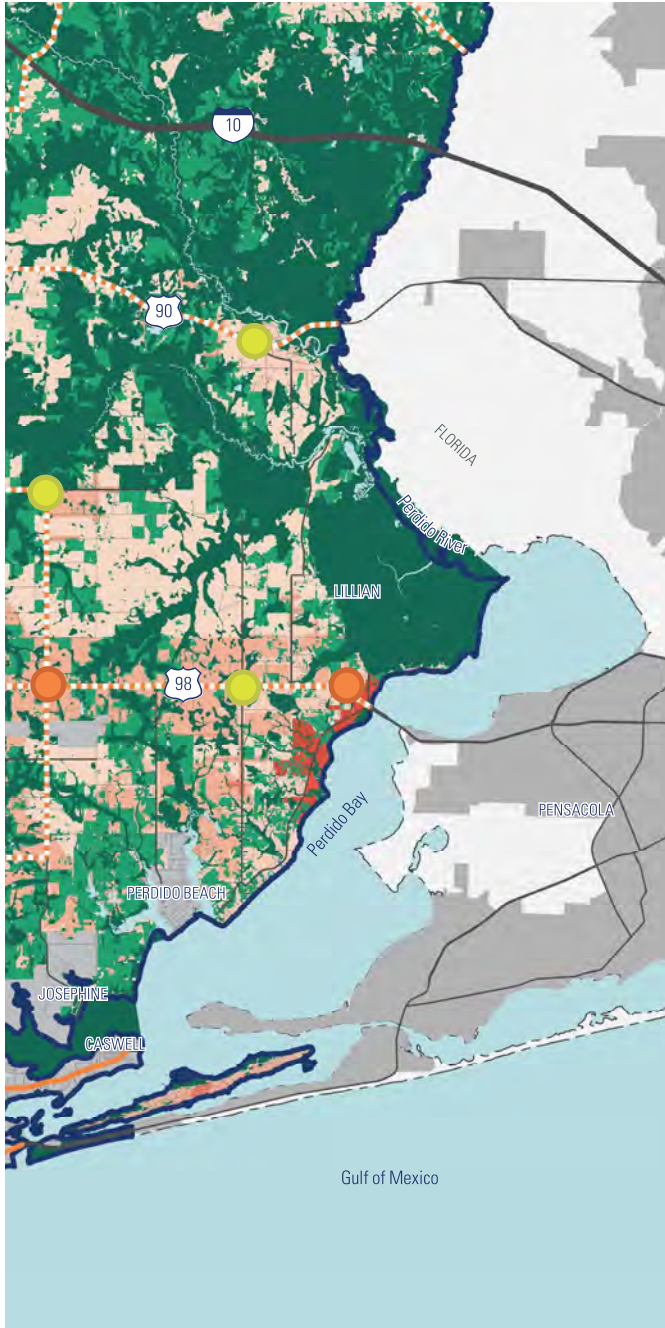
LEGEND

- PLACE TYPES**
- IDEAL CONSERVATION/PRESERVATION
 - CONSERVATION DEVELOPMENT POTENTIAL
 - RURAL/AGRICULTURE POTENTIAL
 - MODERATE DEVELOPMENT POTENTIAL
 - MID-DENSITY DEVELOPMENT POTENTIAL
 - HIGH-DENSITY DEVELOPMENT POTENTIAL
 - MUNICIPAL JURISDICTIONS

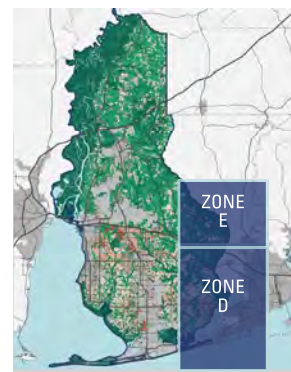
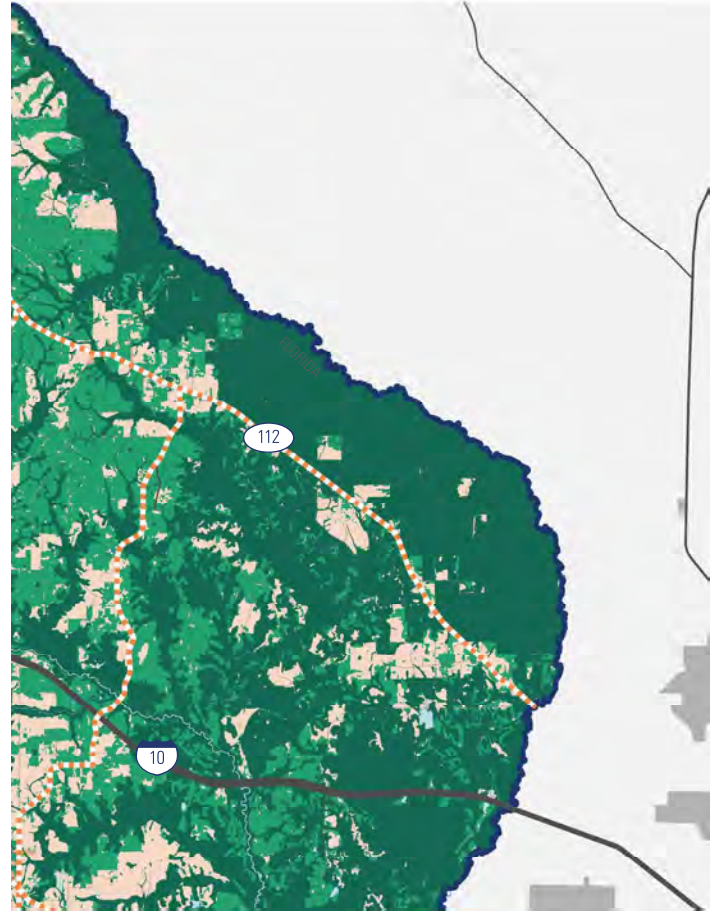
- NODE TYPES**
- RURAL CROSSROADS CENTER
 - NEIGHBORHOOD CENTER
 - VILLAGE CENTER
 - URBAN MIXED-USE CENTER
 - COMMERCIAL/INDUSTRIAL CENTER



MAP 15: FLUM ZONE D



MAP 16: FLUM ZONE E



LEGEND

- PLACE TYPES**
- IDEAL CONSERVATION/PRESERVATION
 - CONSERVATION DEVELOPMENT POTENTIAL
 - RURAL/AGRICULTURE POTENTIAL
 - MODERATE DEVELOPMENT POTENTIAL
 - MID-DENSITY DEVELOPMENT POTENTIAL
 - HIGH-DENSITY DEVELOPMENT POTENTIAL
 - MUNICIPAL JURISDICTIONS

- NODE TYPES**
- RURAL CROSSROADS CENTER
 - NEIGHBORHOOD CENTER

FUTURE LAND USE SCORECARD

The County's Planning Department, the Baldwin County Planning Commission, and the Baldwin County Commission will refer to the Future Land Use Guide when they face future decisions on land use and zoning to ensure consistency.

A TOOL FOR EVALUATION

The Land Use Guide is not a set of regulations and does not replace the City's zoning and development regulations. The Future Land Use Guide Map is not a zoning map and its description of land use categories, community types, and node types are not zoning districts. The Guide's maps, exhibits and text are drafted to influence future decisions on zoning changes, amendments, policies, codes, and discretionary permits. The County's Planning Department, the Baldwin County Planning Commission, and the Baldwin County Commission will refer to the Land Use Guide when they face future decisions on land use and zoning to ensure consistency.

During the community engagement process, strong input was given related to making the decision-making process around zoning changes more transparent to the public, and ideally more objective as it relates to consistency with the Land

Use Guide and consistency with the vision and strategies described within it. This tool can be used alone, and it can also influence the types of evidence an applicant might provide to show consistency.

The tool that was created is a scorecard that lists some of, but not necessarily all, the attributes that create consistency with the Land Use Guide. It covers items such as protecting the natural environment, preserving farmland and rural character, ensuring efficient investment in infrastructure, promoting connectivity, and respecting neighborhood form and character. Applications are scored based on the information provided to the Planning Department and are given either a positive or negative score for each attribute. The scores of the individual attributes are summed to calculate a combined total score. The scorecard treats each attribute equally.

A LIVING TOOL

The scorecard can be a living tool. The scorecard will be used by the applicant, should he/she choose, and the Planning Department to essentially score the applications merits against the visions and goals of the Land Use Guide. Once scored, the scorecard can be provided back to the applicant for their consideration and/or presented to the Planning Commission as part of the Planning Department's Staff Report. With that in mind, the scorecard will become part of the public record of the application process. It can be amended in the future to best reflect consistency with the Land Use Guide and effectiveness in the zoning review process.

SCORECARD TOOL

Score each element based on the following: +2 (Strongly Agree), +1 (Agree), -1 (Disagree), and -2 (Strongly Disagree). Where element is not applicable to project type, score would remain neutral. Each category will be totaled and then combined for a final score to evaluate whether the development supports and aligns with the vision and themes of the Land Use Guide. The following final score ranges will be used in this evaluation.

| | | | |
|--------------------------|--------------------------|-------------------------|----------------------------------|
| STRONGLY SUPPORTS | SOMEWHAT SUPPORTS | DOES NOT SUPPORT | STRONGLY DOES NOT SUPPORT |
| Score of 32 to 62 | Score of 1 to 31 | Score of 0 to -31 | Score of -32 to -62 |

| DEVELOPMENT SCORECARD | | SCORE | | | |
|---|---|-------|----|----|----|
| Land Use: Project location and proposed land use | | +2 | +1 | -1 | -2 |
| Is the project contiguous to a land use or zoning that is complimentary to the land use or zoning proposed? | If the proposed development is contiguous (or very nearly contiguous) to a property that is a) actually being used for a complimentary use, b) is zoned for this complimentary use, and c) this use is part of a clear development pattern that makes the new use natural and appropriate for the community, then score +2. If one of the three elements above are lacking, score +1. If two of the three elements above are lacking, score -1. If all three of the elements above are lacking, score -2. | | | | |
| Does the project location and land use fit a need for the surrounding community (such as affordable housing, jobs, etc)? | How is the proposed land use specifically meeting a need of the surrounding community or meeting a specific strategy of the Land Use Guide? Three specific needs/strategies results in a score of +2. Two specific needs/strategies results in a score of +1. One specific need/strategy results in a score of -1. No specific needs/strategies results in a score of -2. | | | | |
| Is the project within a jurisdictional planning area boundary? | For a general commercial, major commercial, or mid/high density residential developments, score as follows: within 0-0.5 miles results in score of +2. Within 0.5-1.0 miles results in a score of +1. Within 1.0-1.5 miles results in a score of -1. Not within 1.5 miles results in a score of -2. For Industrial Developments, provide a score of +2 if situated in very close proximity of similarly intense industrial uses where there is a clear and historic development pattern for industrial uses in the community. Score -2 if not situated in close proximity to similarly intense industrial uses. | | | | |
| Is the project located within a 15-minute drive of employment opportunities or does the project promote new employment opportunities? | Refer to Job Proximity Density score in Development Suitability Map. If within 15 minutes of a high job density area, score as +2. If within 15 minutes of a medium job density area, score +1. If within 15-30 minutes, score as -1. If more than a 30 minute drive, score as -2. | | | | |
| Is the project located in an area already experiencing growth and development? | Review historical imagery, past rezonings, or other data sources to determine the level of growth and development. High growth/development score as +2. Medium growth/development score as +1. Low growth/development score as -1. No growth/development (or nearly no growth/development) score as -2. | | | | |
| Does the project negatively impact adjacent farming operations? | Is there adjacent farmland? If no, (+2). If yes, but not actively farmed, score (+1). If adjacent, actively-farmed land on one side, score as -1. If adjacent, actively-farmed land on more than one side, score as -2. | | | | |
| Total Land Use Score (out of 12 points) | | | | | |

SCORECARD (cont.)

| Environment: Compatible with site environmental conditions | | +2 | +1 | -1 | -2 |
|---|--|----|----|----|----|
| Does the project require fill within the floodplain or does the project contribute to net loss of flood capacity? | Any proposed floodplain fill would score negatively. Protecting existing floodplain would score (+1), and enhancing capacity would score (+2). | | | | |
| Does the project preserve jurisdictional wetlands and/or stream buffers? | Any proposed jurisdictional wetland fill would score (-2). Protecting existing buffers would score (+1), and enhancing in some way would score (+2). | | | | |
| Does the project preserve significant individual or stands of non-invasive and/or native trees? | If no tree survey is provided, staff will presume trees displayed in historic aerial imagery from the past 24 months, to be significant and native. Generous preservation of upland trees, including trees that are visible from a public road, will score (+2). Some lesser preservation of significant upland trees will score (+1). No substantive preservation of upland trees will score (-2). | | | | |
| Does the project take prime agricultural soils out of production? | Score (-2) if prime agricultural soils that are actively farmed are taken out of production. Score (-1) if prime agricultural soils that are not actively farmed are taken out of production. Otherwise score (+2). | | | | |
| Does the project preserve significant habitat and/or priority conservation areas? | If no development activity is proposed within a significant habitat and/or priority conservation area, score (+2). If development activity is proposed within a significant habitat and/or priority conservation area, score (-2) | | | | |
| Is the project engineered and planned to protect water quality and is it in alignment with watershed management plans where applicable? | Applicant will bear the burden of providing evidence of use of water quality enhancement designs and alignment with the watershed management plan (if applicable). If the applicant provides nothing evidencing compliance with the two items above, non-compliance is assumed and score (-2). If evidence supporting one of the two items above is provided score (+1). If evidence supporting both items above is provided score (+2). | | | | |
| Total Environment Score (out of 12 points) | | | | | |
| Connectivity: Access and connectivity to the project site | | +2 | +1 | -1 | -2 |
| Does the project allow property access from at least two existing or planned streets? | If yes, score (+2). If no, score (-2). | | | | |
| Is the project organized so that the buildings front a pedestrian-oriented street? | If yes, score (+2). If no, score (-2). | | | | |
| Does the project promotes bike and pedestrian access with sidewalks, bike lanes, and trails? | Bike or pedestrian access proposed that will connect to nearest existing bike/pedestrian access, score (+2). Bike or pedestrian access proposed in front of property in anticipation of future connection, score (+1). No bike or pedestrian access existing or proposed, score (-2). | | | | |
| Does the project create connectivity to adjacent properties in each cardinal direction? | Access provided (even if not immediately connected) in all four directions, score (+2). Access provided in three directions, score (+1). Two directions, score (-1). One direction, score (-2). | | | | |
| Total Connectivity Score (out of 8 points) | | | | | |

| Character: Fits with the character of the place it is located in | | +2 | +1 | -1 | -2 |
|--|--|-----------|-----------|-----------|-----------|
| Are project setbacks and buffers appropriately scaled and dimensioned to fit the development pattern of the local community? | Generally awarded (+2) points unless setbacks proposed differ from zoning in the vicinity. Otherwise score (-2). In the case of Planned Residential Developments (PRDs) it is understood that reduced setbacks between individual structures are may be utilized in exchanged for enhanced buffers and setbacks along the primary existing access roads. | | | | |
| Will operation and maintenance requirements of the project negatively impact the community? | If user-friendly operations and maintenance plan to be prepared and recorded with project, score (+2). Otherwise, score (-2). | | | | |
| Will the project utilize similar quality building materials (or better) as the community it sits within? | Score (-1) point unless illustration/statement is provided that supports this item. If provided and uses similar or better quality building materials as local community generally score (+2). | | | | |
| Will the project utilize building architecture that fits the local community? | Score (-1) point unless illustration provided that supports this item. If provided and fits the local character generally score (+2). | | | | |
| Will the project parking requirements and parking design reduce the impact of automobiles on the public realm? | No garage or carport provided, score (-2). Front loaded garage or carport provided, score (-1). Sided loaded garage or carport provided, score (+1). Rear loaded garage or carport provided, score (+2). | | | | |
| Will the character of the roadways on which the project fronts be retained and/or improved? | If improves, score (+2). If retains, score (+1). If neither, score (-2). | | | | |
| Total Character Score (out of 12 points) | | | | | |
| Economic/Fiscal: Provides positive revenue for the County | | +2 | +1 | -1 | -2 |
| Is the project served by adequate existing roadway and utility services for the use being proposed? | If over 50 lots, (-1) without a traffic study and utility service letters. | | | | |
| Will the project trigger an immediate infrastructure investment by the County? | Most cases will score a (+2) unless made aware of issue(s) from Highway, etc. | | | | |
| Will the project provide or pay for valued community elements such as community accessible parks and open spaces? | Score (+2) if providing some type of accessible space to the community. Score (+1) if provide some type of easement that could be used for a future community space or accessway. Otherwise score (+2). Unless amenity is required in Zoning Ordinance, project would not score negatively. | | | | |
| Is project appropriately time with planned school development or expansions? | Score (+2) unless comments received back from Board of Education raising concerns about the ability to service the future development. | | | | |
| Will uses within the project be properly serviced by fire, police, and EMS? | Score (+2) unless comments received back from emergency response agency raising concerns about the ability to service the future development. | | | | |
| Is the project supported by market and economic feasibility? | Score (-1) unless applicant provide supporting documentation otherwise. | | | | |
| Is the project financially accessible to local residents? | Score (+2) if homes will be sold at a price point of \$250K or less. Score (+1) if homes will be sold at a price point of \$300K or less. Otherwise score (-1). | | | | |
| Does the project create an economic catalyst for the community? | Will generally be zero since the economic gains (construction jobs, etc probably counter the public infrastructure costs). Low income housing, retail component, etc, could increase score. Low income housing, retail components and other factors may increase score. | | | | |
| Does the project create a long term, continuing economic catalyst for the community? | Generally scores (-1) as temporary economic gains related to construction do not offset the long-term public infrastructure costs. If the applicant provide evidence that the project provide other long term economic benefits, score (+2). | | | | |
| Total Economic/Fiscal Score (out of 18 points) | | | | | |
| Total Overall Score (out of a possible 62 points) | | | | | |

BALDWIN COUNTY

22251 Palmer Street | Robertsdale, AL 36567
(251) 580-1655 | planning@baldwincountyal.gov
www.baldwincountyal.gov

OUR VISION

A Citizen's Guide to Growth in Baldwin County

prepared by

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