



Baldwin County Planning & Zoning Department

Baldwin County Planning Commission Staff Report

Case No. CPD25-03 & SV25-24
Lillian Boat Storage
Commission/Planned Development (CPD) Approval
January 8, 2026

Subject Property Information

Planning District:	33
Zoning:	B-3, General Business District
Location:	The subject property is located south of County Road 99 and west of 7 th Street in the Lillian community
Parcel Numbers:	05-52-07-26-0-002-055.000 PIN#: 29750
Lead Staff:	Cory Rhodes, Planner
Applicant:	Geographic Consulting, LLC – Catherine Clark, P.E.
Owner:	Tellus Lillian, LLC
Engineer/Surveyor:	Shumer Consulting, LLC
Online Case #:	When searching online CitizenServe database, please use CPD25-000003 or SV25-000024
Attachments:	<i>Within Report</i>

Subdivision Proposal

Request:	The applicant is seeking a Commission Planned Development approval for open boat/RV storage that will include a proposed 100 units
Number of Lots:	1
Number of Units:	100
Lot setbacks:	30' Front' 25' Rear, 15' Side Setback
Wetland Setback:	30' Natural Buffer
Total acreage:	±3.62 AC
Open space:	Total required (20%): 31,537.44 SF Total provided: 72,423 SF (46%) Total usable (50% of required): subdivision variance requested (SV25-24)

Public Utilities and Site Considerations

Public Utilities:	<u>Water</u> : Perdido Bay Water, Sewer, & Fire Protection, Letter dated April 17, 2025 <u>Sewer</u> : N/A <u>Electrical</u> : Riviera Utilities, Letter dated April 22, 2025 <u>Broadband</u> : N/A
Fire flow:	Signed letter from the Fire Chief stating adequate water volumes and pressures that meet ISO Fire Suppression Rating requirements provided
Traffic study:	N/A

Flood zone:	X Flood Zone; appropriate notes are reflected on the site plan.
Drainage:	Drainage narrative prepared by David Shumer, PE, was reviewed and accepted by the P&Z Permit Engineer.
Wetlands:	No wetland impacts are proposed, and the required buffers are shown on the plans.

Staff Analysis and Comments

The applicant is requesting Commission Plan Development approval for a commercial development consisting of 100 open boat/RV storage units. The subject property is approximately ± 3.62 acres and is zoned B-3, General Business District. No wetland impacts are proposed as part of this project. A variance from the usable open space requirements of Section 6.1.4 of the Subdivision Regulations has been requested, as this is a commercial use. The request meets the requirements of the Baldwin County Subdivision Regulations and Zoning Ordinance.

Subdivision Variance Request for SV25-24

The applicant is requesting a variance from some of the requirements of a Planned Unit Development, which include the elimination of the usable open space requirement. Staff believe the granting of this variance request complies with Article 8, Section 8.1 of the Baldwin County Subdivision Regulations.

Section 8.1 – Conditions for variance approval

“Where it is found that extraordinary hardships or practical difficulties may result from strict compliance with these regulations and/or the purposes of these regulations may be served to a greater extent by an alternative proposal, the Baldwin County Planning Commission may approve variances to these Subdivision Regulations so that substantial justice may be done and the public interest secured, provided that such variance shall not have the effect of nullifying the intent and purpose of these regulations.”

Applicant’s Response to Variance Criteria

1. The purpose of this Variance is to allow:

Applicant’s response: We request that the County grant a variance to permit the proposed boat storage facility (100 spaces) to be developed without meeting the minimum residential open/usable space standards as described in the Subdivision Regulations and Zoning Ordinance. Instead, we request approval of alternative standards and site improvements described below that are consistent with the commercial nature of the use. The use is non-residential and unlike the residential developments those provisions intend to regulate. The open/usable space requirements in the Subdivision Regulations / Zoning Ordinance are written and intended to ensure passive/active recreation areas for dwelling units and community residents; the proposed boat storage is a commercial storage and service use (no dwelling units).

2. Where it is found that extraordinary hardships or practical difficulties may result from strict compliance with the subdivision regulations and/or the purposes of the subdivision regulations may be served to a greater extent by an alternative proposal, the Baldwin County Planning and Zoning Commission may approve variances to these subdivision regulations so that substantial justice may be done and the public interest secured, provided that such variance shall not have the effect of nullifying the intent and purpose of these regulations. The variance, if approved, shall be noted on the Final Plat. A variance shall not be approved unless found to be appropriate under the factors below.

Applicant's response: Requiring the full residential open space program (centrally located community gathering/play areas, minimum usable area percentages, etc.) would force a reduction in the number of boat storage spaces and would render the project economically infeasible for the intended commercial use while providing no commensurate public benefit because the use will not be residential. We believe this satisfies the common test for variance where strict application imposes unnecessary hardship and is not in harmony with the general purpose of the regulations.

3. Please explain how the granting of the variance will not be detrimental to the public safety, health, or welfare or injurious to other property.

Applicant's response: The site design includes stormwater management consistent with Baldwin County standards, ensuring that runoff is properly contained and that no increase in downstream flow or flooding will occur. Landscape buffers will minimize visual impacts and maintain compatibility with surrounding properties. Additionally, the use will not generate noise, odors, or lighting levels that would adversely affect adjacent landowners. The proposed variance merely adjusts the open/usable space requirement to reflect the non-residential nature of the use; it does not reduce or compromise safety, health, or welfare protections established by County regulations. The project will remain fully compliant with all zoning, drainage, and access standards designed to protect the public interest.

4. Please explain how the conditions upon which the request for a variance is based are unique to the property for which the variance is sought.

Applicant's response: The conditions upon which this variance request is based are unique to this property and its intended use as a commercial boat storage facility, and are not generally applicable to other properties in the area. The site is designed to accommodate approximately 100 boat storage spaces, requiring gravel storage areas, wide internal drive aisles, and designated maneuvering space for trailers and towing vehicles. These design characteristics differ substantially from those of a typical residential subdivision, which the County's usable open space standards were primarily intended to regulate.

Because the property will not contain residential lots, dwelling units, or shared recreational areas, the requirement for "open/usable space" cannot be reasonably or practically applied in the same manner as it would be for a residential development. The layout needed to provide safe and efficient access for boat trailers, along with the necessary drainage infrastructure, limits the ability to designate traditional open-space areas without impairing the project's core function.

Furthermore, the property's configuration and topography further constrain the placement of open-space areas that would meet the definition of "usable" under the County regulations. These characteristics are not typical of surrounding parcels and create a practical hardship unique to this site and use type.

For these reasons, strict enforcement of the open/usable space requirement would impose an unnecessary hardship that is not shared by other properties or developments of a different character, thereby justifying the requested variance.

5. Please explain how, because of the particular physical surroundings, shape, or topographical conditions of the specific property involved, a particular hardship to the owner would result, as distinguished from a mere inconvenience, if the strict letter of these regulations is carried out.

Applicant's response: *Because of the particular physical surroundings, shape, and topographical conditions of this property, strict application of the County's open/usable space requirement would create a practical hardship for the owner that goes beyond mere inconvenience. Being directly across the street from an existing and operational boat launch, the site is specifically suited for a boat storage facility, which requires large, contiguous areas for maneuvering and storing boats and trailers. The geometry and layout of the parcel necessitate efficient use of the available land area to provide safe internal circulation, adequate stormwater management, and access spacing consistent with County requirements.*

If the strict letter of the usable open space regulations were enforced, the owner would be required to reserve a percentage of the site as "open/usable space" intended for residential or recreational use, even though no residential activity will occur on the property. Meeting that standard would eliminate a significant portion of the functional storage area, reducing the capacity and economic viability of the facility and defeating the very purpose for which the property is being developed.

This hardship is directly tied to the unique physical characteristics of the site and the nature of the intended commercial use—not to any personal or financial preference of the owner. Therefore, relief through a variance is justified to allow reasonable and appropriate use of the property while still maintaining compliance with all health, safety, and environmental requirements.

6. Please explain whether the variance will not in any manner vary the provisions of other adopted policies and regulations of the Baldwin County Commission.

Applicant's response: *The granting of this variance will not in any manner vary, alter, or conflict with the provisions of other adopted policies, ordinances, or regulations of the Baldwin County Commission. The request is limited solely to relief from the open/usable space requirement that was written primarily for residential subdivisions. All other applicable County standards will be fully observed and incorporated into the site design.*

The proposed variance does not seek to modify or waive any environmental, safety, or infrastructure requirements established by Baldwin County. The project will remain consistent with the intent and spirit of the Baldwin County Subdivision Regulations and Zoning Ordinance, ensuring orderly development, protection of neighboring properties, and compliance with the County's comprehensive plan.

In summary, the variance serves only to recognize the unique non-residential character of the project and to apply the County's development regulations in a practical and equitable manner. All other adopted policies and regulations will remain fully in effect and adhered to during design, permitting, and construction.

Staff Recommendation:

Staff recommends that the Commission Planned Development for Case No. CPD25-03 be **Approved with conditions** subject to compliance with the Baldwin County Subdivision Regulations and Zoning Ordinance.

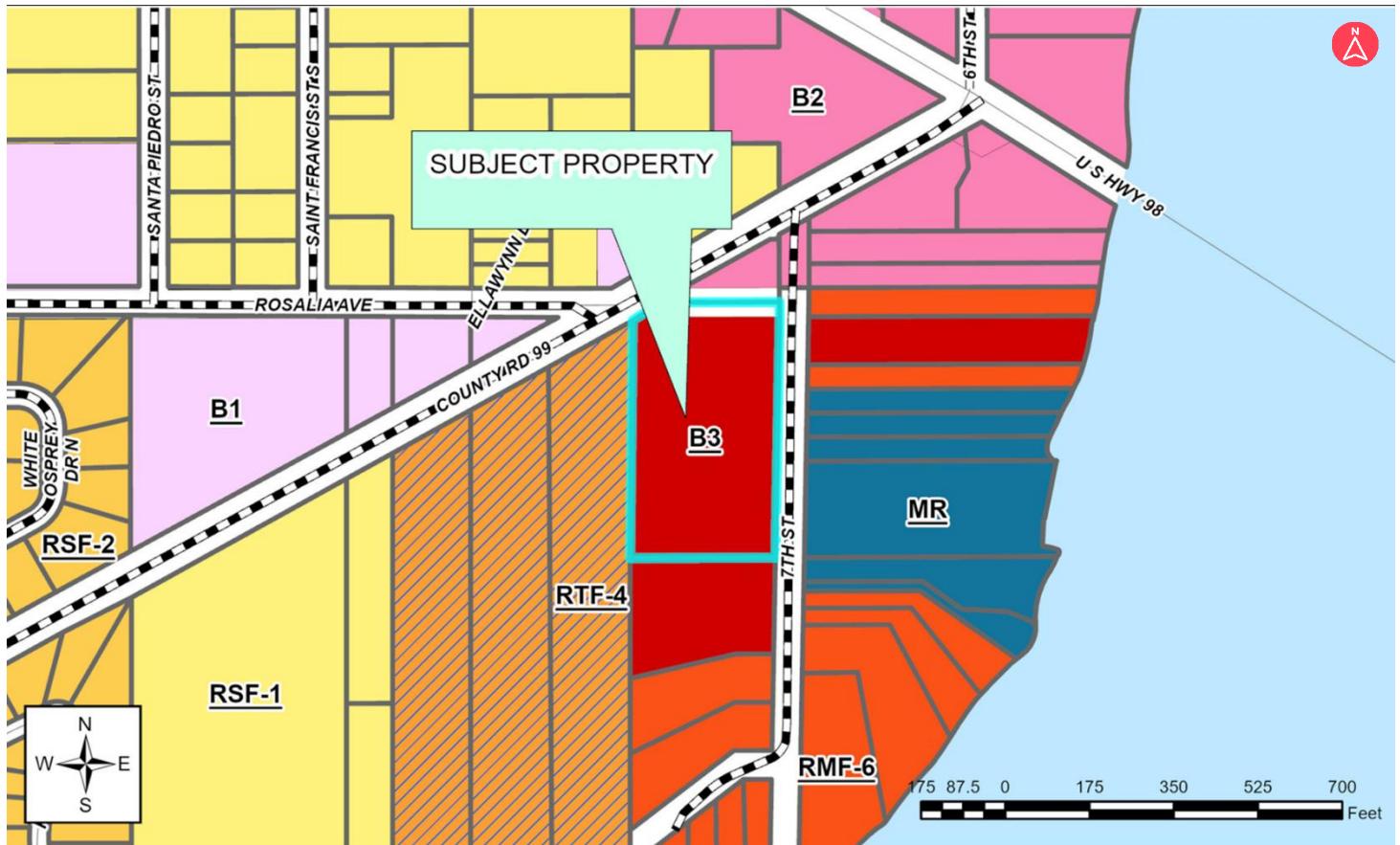
Specific conditions:

1. Approval of SV25-24

General Conditions:

1. Compliance with the Baldwin County Subdivision Regulations, including but not limited to submission of a Construction Plan Review and Commercial Turnout Permit to the Baldwin County Planning and Zoning Department for all improvements and system upgrades to be installed with the development.
2. As required by Sections 4.5.6 and 4.5.7, any and all local, state, and federal permits shall be submitted to the County Engineer and Planning and Zoning staff as a component of the construction plans submittal.
3. Effective period is 2 years from approval of the Commission Planned Development

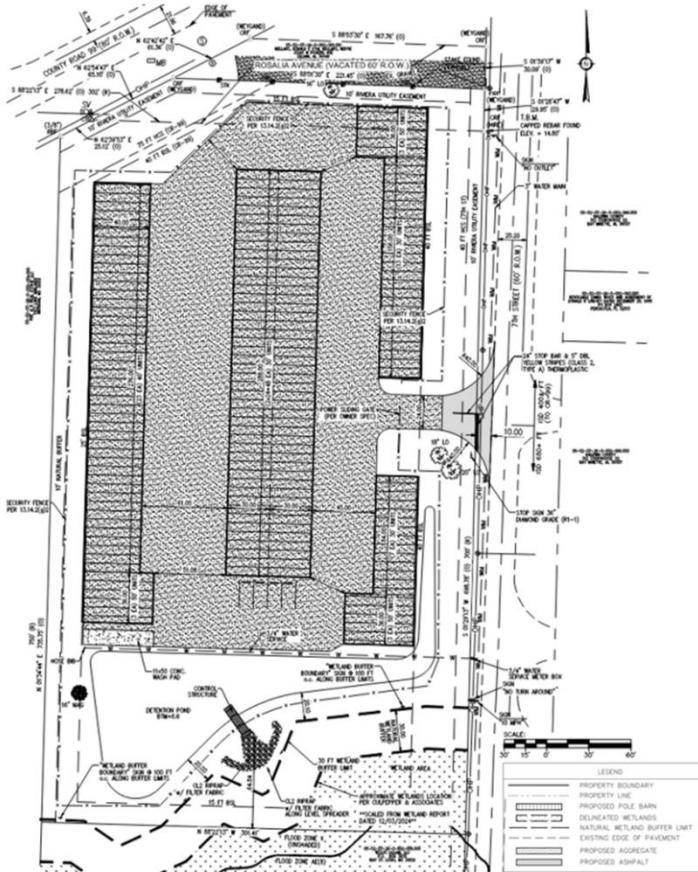
Locator Maps



Site Plan



Site Plan



SITE DATA:

LOT SIZE: 3.62± AC (157,678 SF)

ZONE: B-3

BUILDING SETBACKS:

CR-99: 40 FT (HCS 75 FT FROM CENTERLINE)

7th STREET: 40 FT (HCS 40 FT FROM CENTERLINE)

FRONT: 40 FT

REAR: 25 FT

SIDE: 15 FT

NATURAL WETLAND BUFFER: 30 FT

SITE AREAS:

STRUCTURE AREA = 40,440 SF (26%)

1,405 SF (1%)

PAVEMENT AREA = 43,410 SF (28%)

AGGREGATE AREA = 72,423 SF (46%)

OPEN SPACE (GRASS/WETLAND/SETBACKS) = 40,440 SF (26%)

VARIANCE REQUESTED FOR USABLE OPEN SPACE (SV25-0024)

USE: SELF STORAGE (OUTSIDE BOAT/RV)
100 UNITS PROPOSED

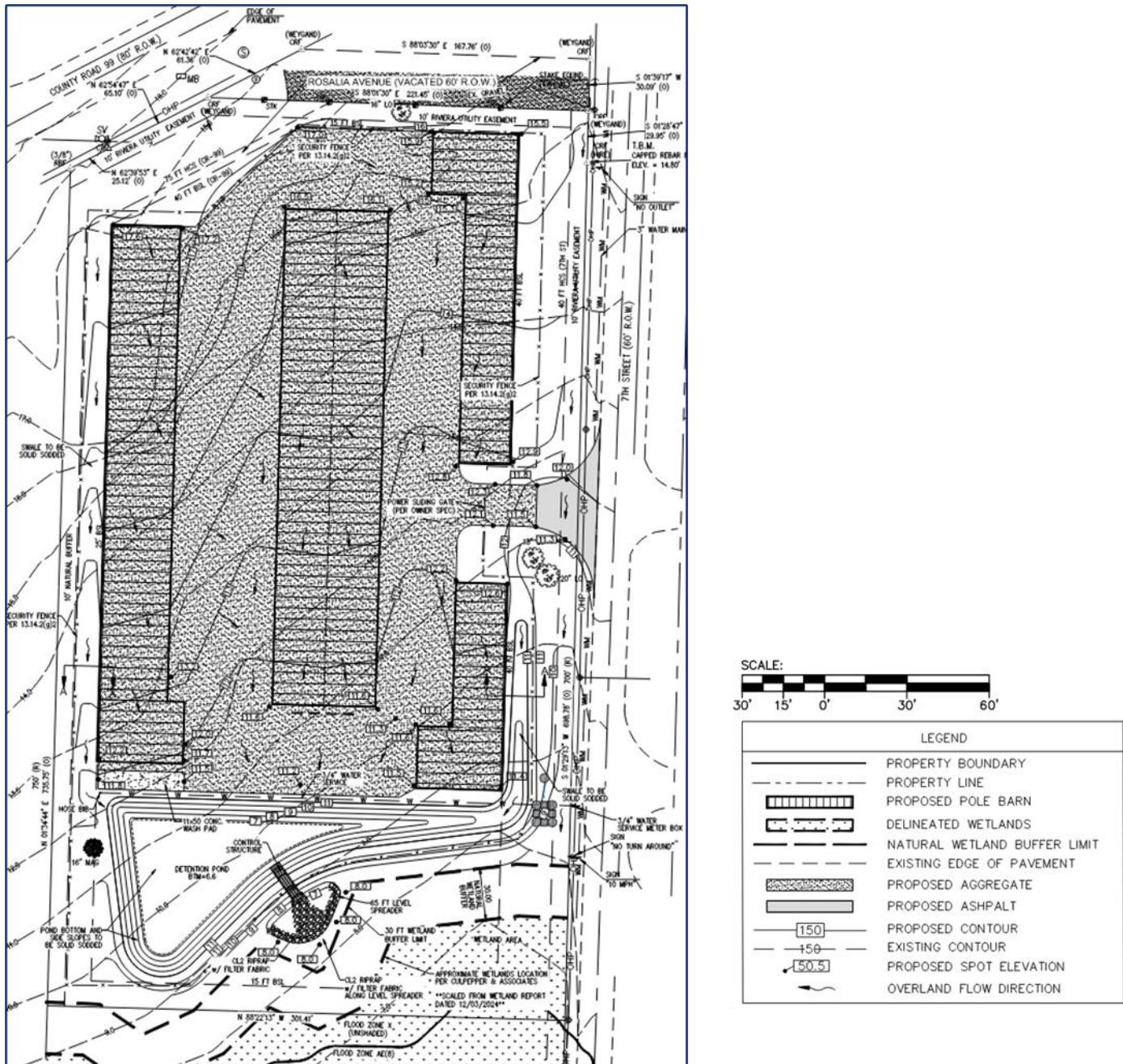
PARKING:

MANAGERS OFFICE: N/A (NO MANAGERS OFFICE)

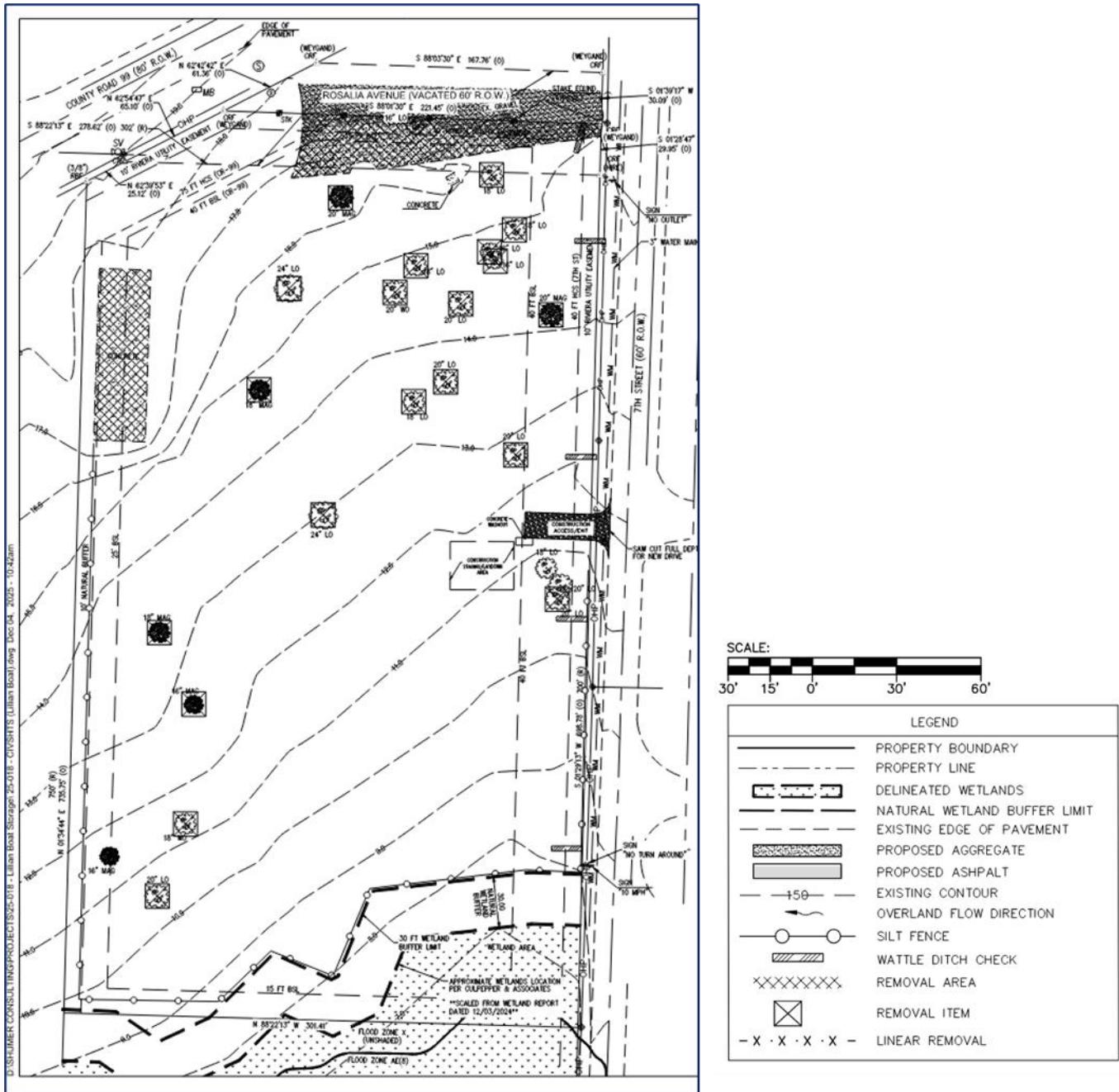
1 / 25 STORAGE SPACES = 4 EA

PARKING PROVIDED = 4 SPACES

Grading & Drainage Plan



Erosion Control Plan



Landscape Plan

PLANT SCHEDULE

SYMBOL	QTY	BOTANICAL NAME	COMMON NAME	SIZE	HEIGHT	CONTAINER SIZE	DETAIL	REMARKS
TREES								
•	11	Magnolia grandiflora 'Teddy Bear'	Teddy Bear Magnolia	30 gal.	1.5' Cal. Min.	6' Ht. Min.		Greenforest Nursery
○	5	Nyssa sylvatica	Black Gum	2" Cal. Min.	30 Gal.	8' Ht. Min.		No B&B
•	12	Taxodium distichum	Bald Cypress	2" Cal. Min.	30 Gal.	8' Ht. Min.		No B&B
SYMBOL	QTY	BOTANICAL NAME	COMMON NAME	SIZE	CONTAINER	SPACING	DETAIL	REMARKS
SHRUBS								
○	132	Cortaderia punnila	Pampas Grass	3 gal		36" o.c.	36" Max Spacing	
•	26	Distylium 'Vintage Jade'	Vintage Jade Distylium	3 gal		36" o.c.	36" Max Spacing	
GROUND COVERS								
---		Eremochloa ophiurooides	Centipede Sod	sod				Contractor shall field verify quantity.

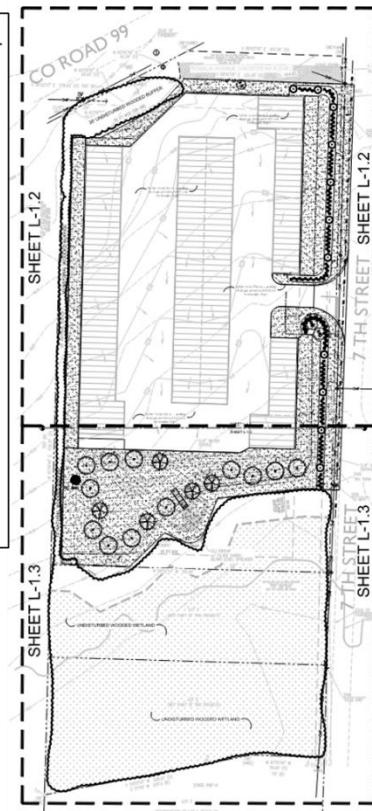
NOTES:

1. LONG LEAF PINESTRAW ALL TREE RINGS & BEDS EXCEPT 4" & 1 GAL. POTS.
2. PLANT POTS TO BE PLANTED IN 1" CAL. PLANTING HOLE & DUG HOLE DRESSED WITH GROUND PINEBARK.
3. USE WOODACE FERTILIZER TABS IN ALL PLANTING POTS. SEE NOTES.
4. PREP. PLANTING PITS & GROUNDCOVER AREAS WITH PLANTING MIX. SEE NOTES.
5. THIS PLANT LIST IS FOR CONVENIENCE ONLY. CONTRACTOR TO VERIFY.
6. SEE LANDSCAPE NOTES.

APPROVED NURSERIES:

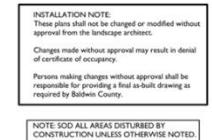
1. GREEN FOREST NURSERY
2. FLOWERWOOD NURSERY
3. WATERS NURSERY
4. CHERRY LAKE NURSERY

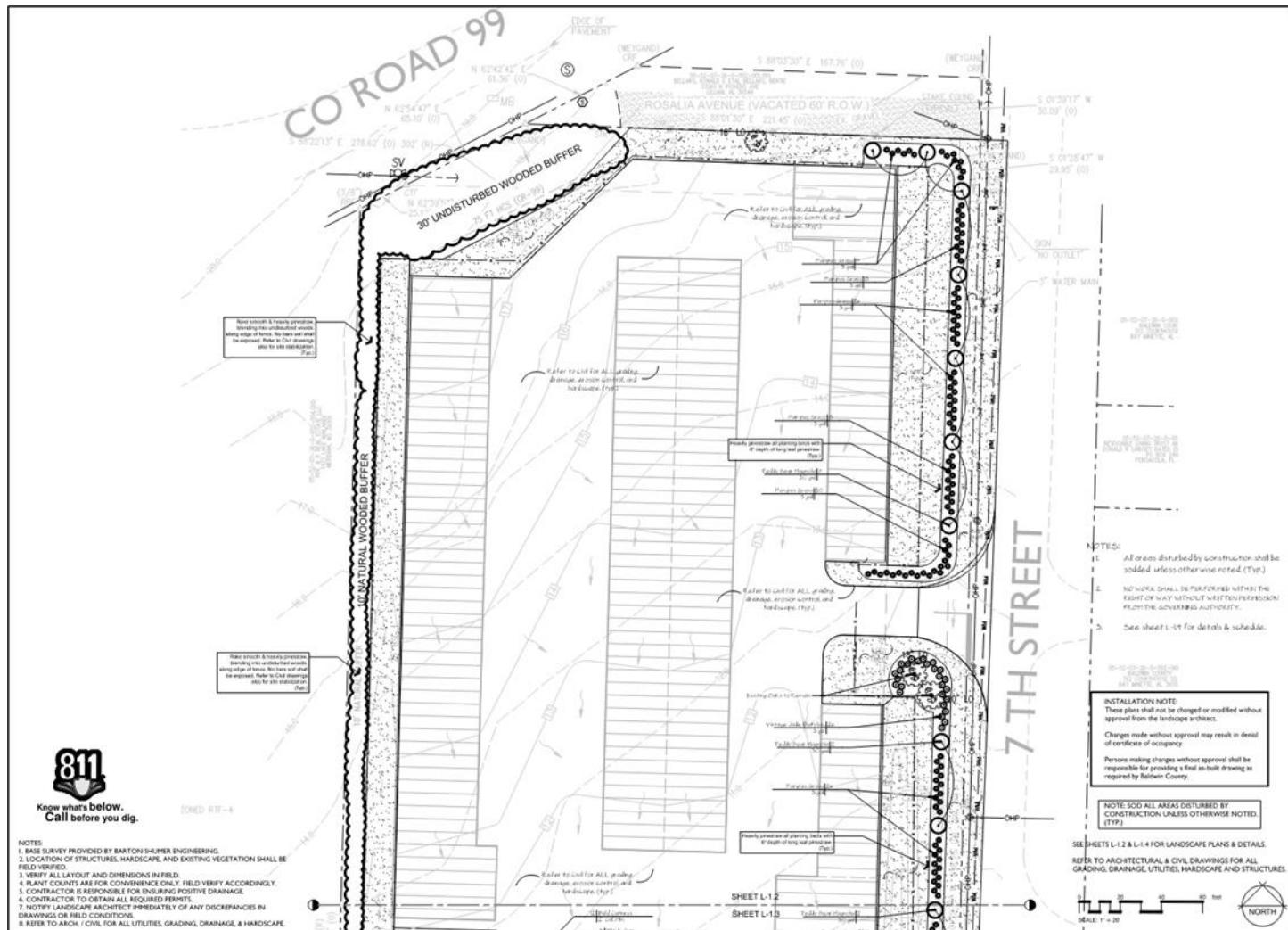
Other nurseries may be approved at the discretion of the landscape architect.

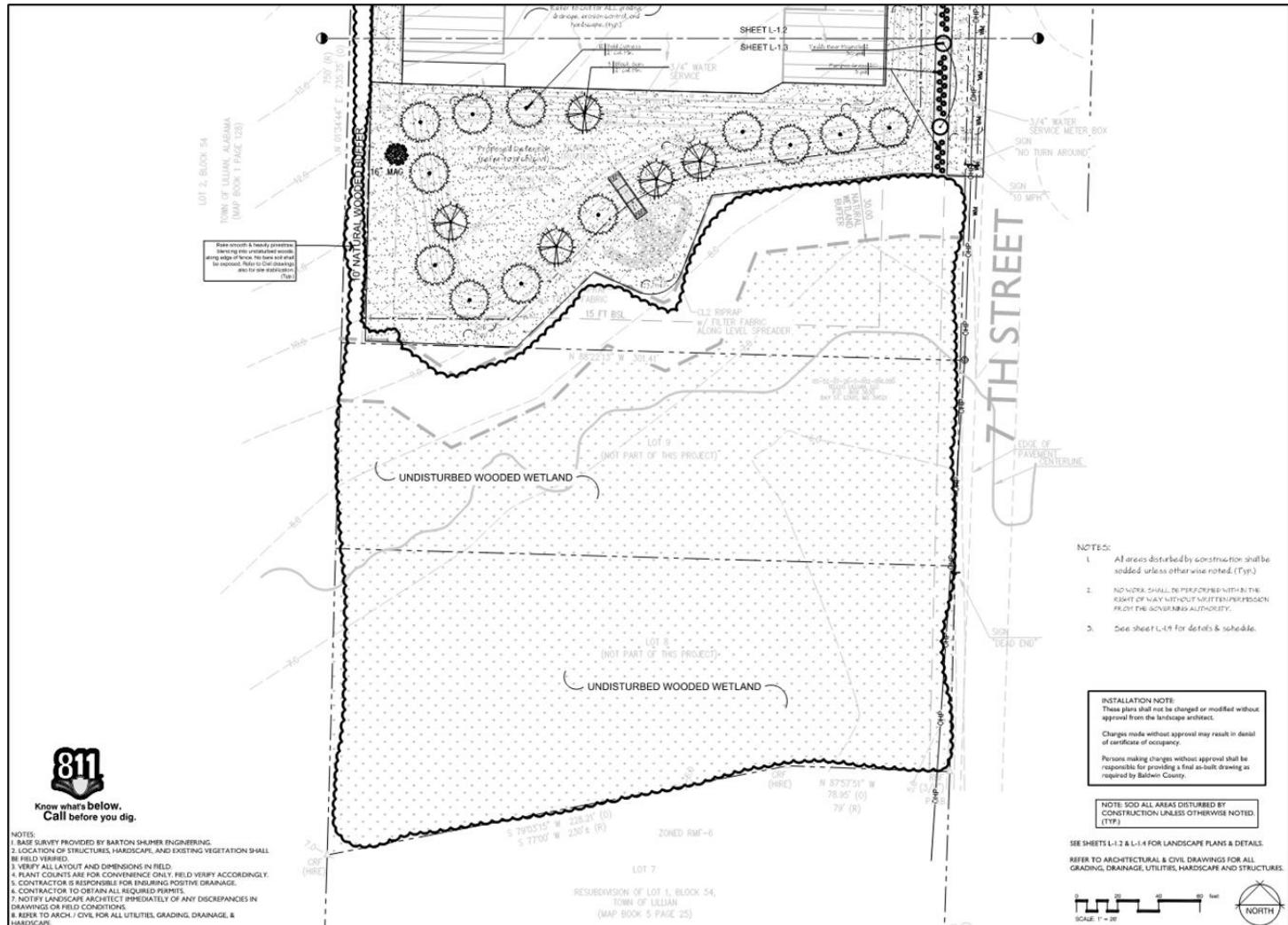


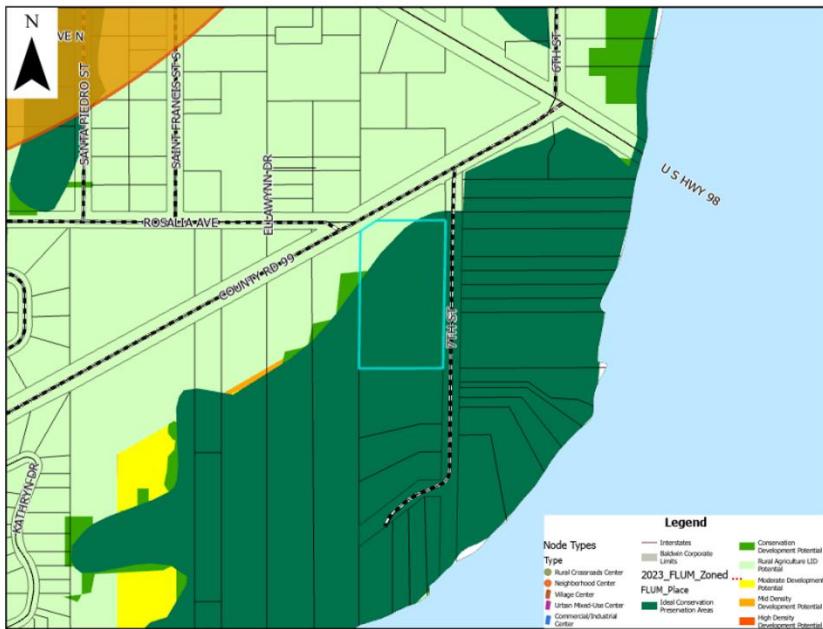
NOTE 5:

1. All areas disturbed by construction shall be sodded unless otherwise noted. (TYP.)
2. NO WORK SHALL BE PERFORMED WITHIN THE EIGHT OF WAY WITHOUT WRITTEN PERMISSION FROM THE GOVERNING AUTHORITY.
3. See sheet L-14 for details & schedule.









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

RURAL/AGRICULTURE/LOW IMPACT DEVELOPMENT POTENTIAL AREAS

Rural Development Potential Areas include large lots, open space views, and a large buffer distance between buildings. Residential homes may be on large tracts of land, 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 critical land that is valuable 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 in order to limit the impact to adjacent critical environments. At key rural crossroads, rural centers or nodes could allow for a combination of retail and service uses to meet the needs of the community.

PRIMARY LAND USES

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

RELATED ZONING DISTRICTS

- RR Rural District
- RA Rural Agricultural District
- RSF-E Residential Single Family Estate
- CONNECTIVITY NETWORK
- Rural streets with sidewalks, paved shoulders, bike lanes, and/or side paths based on local character and context
- Rural greenways and trails along environmental buffers

Permit Requirements



RIVIERA UTILITIES

413 East Laurel Avenue - Foley, AL 36535
Phone (251) 943-5001

4/22/2025

Catherine Clark
Geographic Consulting, LLC
11111 US Highway 31, Suite
Spanish Fort, AL 36527

RE: PN 29750 - 12494 CR-99

This letter is to confirm basic electric service to the above.

Riviera Utilities requires a 3 property plats reflect the easement.

Upon final design, Riviera requires to meet all concerning costs and require

Name
Wes Abram

If you have any questions or

Thank you,
James Wallace

Quality On Tap! PERDIDO BAY WATER, SEWER AND FIRE PROTECTION DISTRICT

28171 FRESHWATER LANE • ELBERTA, AL 36530
Phone (251) 987-5816 • Fax: (251) 987-5836

April 17, 2025

Catherine Clark, P.E.
Geographic Consulting, LLC

RE: Boat Storage Facilities

To Whom It May Concern:

I am providing this letter in response to your request for Perdido Bay Water, Sewer and Fire Protection District to supply water to your proposed Boat Storage facilities located on County Road 99 and 7th Street in Lillian, Alabama. Based on the site plan/plat received, the District has the capacity and ability to provide for the water needs that this project would require.

Sincerely,

Mark D. Bohlin
General Manager
Perdido Bay Water, Sewer and Fire Protection District

Lillian Boat Storage

Local Fire Protection Authority Comment Form for



Planning and Zoning Department

Robertsdale Office: 22251 Palmer Street, Robertsdale, AL 36567
Foley Office: 22251 Palmer Street, Robertsdale, AL 36567

Dear Local Fire Protection Authority,

As part of Baldwin County's subdivision review process, applicants who propose higher density developments (2 lots/units per acre or higher) are required to meet certain fire protection thresholds (Sub. Regs. 95-2.5(a)). These requirements include:

1. Fire Hydrant Spacing
2. Minimum Fire Hydrant Barrel Size
3. Water volumes and pressures that meet ISO Fire Suppression Rating requirements.

County team members will review the development for compliance with these standards. However, as the Local Fire Protection Authority, we value any input you may have regarding fire protection for this development.

You are being provided a copy of this letter by the project design engineer, along with a copy of the draft plan for the proposed development. Also attached is a written report and calculations, prepared and compiled by the design engineer, demonstrating that water supply volumes and pressures are sufficient for the development. **The design engineer is responsible for ensuring that volumes and flows meet Baldwin County's requirements. You are not required to verify the engineer's calculations and report.**

If you believe water volumes and pressures are insufficient to serve this development, you are invited to comment below and email to catherine@geographicllc.com or return to one of our office locations. Your comments are received within 10 business days of receipt of this letter, it will be forwarded to the project team with no delay to provide any comments. Please feel free to contact our team at 251-580-1655 with any questions.

Sincerely,

Jay Dickson, Planning Director

Local Fire Protection Authority Comments:

Base on the information provided, I believe the volume and flow is sufficient to support a boat storage facility.

Catherine Clark
Local Fire Protection Authority Name

Instructions for Applicants: Please provide a copy of this form (ensure you are using the latest version from the P&Z website), a copy of the plat, and a copy of the signed and sealed report (including calculations) demonstrating ISO compliance, to the Local Fire Protection Authority with evidence of the date delivered. Options include certified mail or an email to an email address listed in the comments to the development address for the Local Fire Protection Authority.



Operations and Maintenance Plan

Project: Lillian Boat Storage Facility

Location: 12494 CR-99

Prepared For: Telus Lillian, LLC
Dave Gordon

Prepared By: Geographic Consulting, LLC
Catherine Clark

Date: November 4, 2025

1. Purpose

The purpose of this Operations and Maintenance (O&M) Plan is to establish procedures for the proper upkeep and operation of the stormwater management system and gravel-surfaced storage area at the boat storage facility. The goal is to ensure that the site continues to function as designed, minimizing runoff, erosion, and sediment transport to downstream areas.

2. Site Description

The site consists of a gravel-surfaced open storage area used for boat and trailer storage. The gravel surface serves as a semi-permeable area to reduce runoff and promote limited infiltration. Drainage is directed toward designated swales and/or sheet flow areas to maintain stable conditions and prevent erosion.

3. Routine Operations

3.1 Site Use and Access

- Only boats, trailers, and related storage items are allowed on the gravel area.
- No maintenance of boats (oil changes, fueling) shall occur on the gravel surface to prevent pollution.
- Access should be limited to designated areas to prevent rutting and erosion.

3.2 Stormwater Controls

- Ensure drainage pathways remain unobstructed.
- Vegetated buffers should remain well-vegetated and free of bare spots.
- Inspect and clean out any accumulated sediment or debris quarterly.

11111 US Highway 31, Suite A, Spanish Fort, AL 36527
(251) 458-5588



4. Maintenance Procedures

Item	Maintenance Activity	Frequency	Responsible Party
Gravel Surface	Regrade or add gravel to fill ruts, potholes, or low areas	Annually or as needed	Maintenance Personnel
Drainage Ditches / Swales	Inspect for erosion, sediment buildup, or blockages	Quarterly and after major storms	Maintenance Personnel
Vegetated Buffers	Mow as needed; reseed bare areas	2-3 times per year	Maintenance Personnel
Trash / Debris	Remove litter or large debris from gravel and drainage areas	Monthly	Maintenance Personnel
Detention Pond	Inspect for standing water, erosion, sediment accumulation, and vegetation growth. Remove sediment when accumulation exceeds 6 inches or reduces capacity by 20%.	Semi-annually and after major storms	Maintenance Personnel
Pond Embankments and Slopes	Mow regularly to maintain grass cover; remove debris from eroded areas. Inspect for burrowing animals or slope instability.	Quarterly	Maintenance Personnel
Control Structure	Inspect for blockages, debris, or damage to weir, orifice, and overflow flume. Remove debris as needed to maintain flow.	Quarterly and after major storms	Maintenance Personnel

5. Recordkeeping

Maintain inspection and maintenance logs for a minimum of three (3) years. Records should include:

- Date of inspection

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(251) 458-5588



GEOGRAPHIC CONSULTING, LLC

- Observations (e.g., erosion, sediment buildup, drainage issues)
- Maintenance actions performed
- Name of inspector

6. Emergency Procedures

- In case of erosion or flooding, stabilize affected areas immediately with temporary gravel or erosion control fabric.
- If pollutants (oil, fuel, etc.) are spilled, contain the spill using absorbent materials and dispose of properly.
- Notify appropriate authorities if a spill reaches surface water.

7. Plan Review and Updates

This O&M Plan should be reviewed annually and updated as necessary if site conditions or management practices change.

Prepared By:

Catherine Clark, P.E.
Alabama License #33207-E
Geographic Consulting, LLC
11111 US Hwy 31, Suite A
Spanish Fort, AL 36527