Baldwin County Planning & Zoning Department

Baldwin County Commission Staff Report

Case No. PRD25-06
Seaglade at St. Andrews Bay
A 27-site Planned Residential Development (PRD) – Site Plan Approval
December 16, 2025

Subject Property Information

Planning District: 25
General Location: Located south of State Highway 180 and east of Pontoon Lane in Gulf Shores
Physical Address: No address provided
Parcel Numbers:

Parcel ID No.		
05-69-08-01-0-002-008.001	05-69-08-01-0-002-008.033	05-69-08-01-0-002-008.064
05-69-08-01-0-002-008.000	05-69-08-01-0-002-008.034	05-69-08-01-0-002-008.065
05-69-08-01-0-002-008.098	05-69-08-01-0-002-008.035	05-69-08-01-0-002-008.066
05-69-08-01-0-002-008.002	05-69-08-01-0-002-008.096	05-69-08-01-0-002-008.067
05-69-08-01-0-002-008.003	05-69-08-01-0-002-008.025	05-69-08-01-0-002-008.068
05-69-08-01-0-002-008.004	05-69-08-01-0-002-008.036	05-69-08-01-0-002-008.069
05-69-08-01-0-002-008.005	05-69-08-01-0-002-008.037	05-69-08-01-0-002-008.070
05-69-08-01-0-002-008.006	05-69-08-01-0-002-008.038	05-69-08-01-0-002-008.071
05-69-08-01-0-002-008.007	05-69-08-01-0-002-008.039	05-69-08-01-0-002-008.072
05-69-08-01-0-002-008.008	05-69-08-01-0-002-008.040	05-69-08-01-0-002-008.073
05-69-08-01-0-002-008.009	05-69-08-01-0-002-008.041	05-69-08-01-0-002-008.074
05-69-08-01-0-002-008.010	05-69-08-01-0-002-008.042	05-69-08-01-0-002-008.075
05-69-08-01-0-002-008.011	05-69-08-01-0-002-008.043	05-69-08-01-0-002-008.076
05-69-08-01-0-002-008.012	05-69-08-01-0-002-008.044	05-69-08-01-0-002-008.077
05-69-08-01-0-002-008.013	05-69-08-01-0-002-008.045	05-69-08-01-0-002-008.078
05-69-08-01-0-002-008.014	05-69-08-01-0-002-008.046	05-69-08-01-0-002-008.079
05-69-08-01-0-002-008.015	05-69-08-01-0-002-008.047	05-69-08-01-0-002-008.080
05-69-08-01-0-002-008.016	05-69-08-01-0-002-008.048	05-69-08-01-0-002-008.081
05-69-08-01-0-002-008.017	05-69-08-01-0-002-008.049	05-69-08-01-0-002-008.082
05-69-08-01-0-002-008.018	05-69-08-01-0-002-008.050	05-69-08-01-0-002-008.083
05-69-08-01-0-002-008.019	05-69-08-01-0-002-008.051	05-69-08-01-0-002-008.084
05-69-08-01-0-002-008.020	05-69-08-01-0-002-008.052	05-69-08-01-0-002-008.085
05-69-08-01-0-002-008.021	05-69-08-01-0-002-008.053	05-69-08-01-0-002-008.086
05-69-08-01-0-002-008.022	05-69-08-01-0-002-008.054	05-69-08-01-0-002-008.087
05-69-08-01-0-002-008.023	05-69-08-01-0-002-008.055	05-69-08-01-0-002-008.095
05-69-08-01-0-002-008.024	05-69-08-01-0-002-008.056	05-69-08-01-0-002-008.094
05-69-08-01-0-002-008.026	05-69-08-01-0-002-008.057	05-69-08-01-0-002-008.093
05-69-08-01-0-002-008.027	05-69-08-01-0-002-008.058	05-69-08-01-0-002-008.088
05-69-08-01-0-002-008.028	05-69-08-01-0-002-008.059	05-69-08-01-0-002-008.089
05-69-08-01-0-002-008.029	05-69-08-01-0-002-008.060	05-69-08-01-0-002-008.090
05-69-08-01-0-002-008.030	05-69-08-01-0-002-008.061	05-69-08-01-0-002-008.091
05-69-08-01-0-002-008.031	05-69-08-01-0-002-008.062	05-69-08-01-0-002-008.097
05-69-08-01-0-002-008.032	05-69-08-01-0-002-008.063	

Existing Zoning: RSF-4 & RSF-1, Residential Single-Family District
Proposed Zoning: RSF-4 & RSF-1 with PRD
Existing Land Uses: Vacant
Proposed Land Use: Residential
Acreage: 10.53 ± acres
Applicant: Goodwyn Mills Cawood, LLC
2039 Main Street
Daphne, AL 36526
Owner: Real Estate Inventories, LLC
103 N Ingleside Street
Fairhope, AL 36532
Lead Staff: Cory Rhodes, Planner
Attachments: *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Vacant	RTF-4, Residential Two Family District RMF-6, Residential Multiple Family District
South	Residential	RSF-1, Residential Single Family District
East	Vacant	RTF-4, Residential Two Family District
West	Vacant	RTF-4, Residential Two Family District

Summary

The development comprises approximately 10.53 acres within Planning District 25. Currently, the subject properties within Planning District 25 are zoned either RSF-1, Residential Single Family District or RSF-4, Residential Single Family District. The applicant is requesting that the zoning be retained with approval of a 27-lot Site Plan. The Planned Residential Development (PRD) is requested to serve as an overlay to the existing zoning classifications. Residential Single Family (RSF-1) zoning permits a density of 1.4 units per acre, while Residential Single-Family (RSF-4) zoning allows for 5.8 units per acre. The applicant is requesting that the RSF-1 zoned area revert to the lots of record, each of which are 0.17 acres (7,405 SF) (aside from Lot 27, which is 0.23 acres). The overall development density is approximately 2.56 units per acre. Based on the existing RSF-1 and RSF-4 zoning, up to 42 lots could be accommodated; however, the applicant is proposing 27 lots. The PRD designation allows for flexibility in lot size, width, and setbacks, while maintaining the underlying density.

Section 4.2 RSF-1, Single Family District

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

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

(a) The following general industrial uses: extraction or removal of natural resources on or under land.

(b) The following transportation, communication, and utility uses: water well (public or private).

(c) The following agricultural uses: Silviculture.

(d) Single family dwellings including manufactured housing and mobile homes.

(e) Accessory structures and uses.

(f) The following institutional use: church or similar religious facility.

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

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

(a) Outdoor recreation uses.

(b) The following institutional uses: day care home; fire station; school (public or private).

(c) The following general commercial uses: country club.

(d) The following local commercial use: bed and breakfast or tourist home (see Section 13.10*: Bed and Breakfast Establishments*).

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

4.2.5 Area and dimensional ordinances. Except as provided by *Section 2.3: Establishment of Zoning in Planning Districts, Section 12.4: Height Modifications, Section 12.5: Yard Requirements, Section 12.6: Coastal Areas, Section 12.8: Highway Construction Setbacks, Section 18.5: Variances, and Article 20: Nonconformities,* the area and dimensional ordinances set forth below shall be observed.

Maximum Height of Structure	35-Feet
Maximum Height in Habitable Stories	2 ½
Minimum Front Yard	30-Feet
Minimum Rear Yard	30-Feet
Minimum Side Yards	10-Feet
Minimum Lot Area	30,000 Square Feet
Minimum Lot Width at Building Line	100-Feet
Maximum Ground Coverage Ratio	.35

Section 4.5 RSF-4, Single Family District

4.5.1 Generally. This zoning designation is provided to afford the opportunity for the choice of a moderate density residential development consisting of single-family homes.

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

(a) The following general industrial uses: extraction or removal of natural resources on or under land.

(b) The following transportation, communication, and utility uses: water well (public or private).

(c) The following agricultural uses: Silviculture.

(d) Single family dwellings including manufactured housing and mobile homes.

(e) Accessory structures and uses.

(f) The following institutional use: church or similar religious facility.

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

(a) Outdoor recreation uses.

(b) The following institutional uses: day care home; fire station; school (public or private).

(c) The following general commercial uses: country club.

(d) The following local commercial use: bed and breakfast or tourist home (see Section 13.10*: Bed and Breakfast Establishments*).

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

4.5.5 Area and dimensional ordinances. Except as provided by *Section 2.3: Establishment of Zoning in Planning Districts, Section 12.4: Height Modifications, Section 12.5: Yard Requirements, Section 12.6: Coastal Areas, Section 12.8: Highway Construction Setbacks, Section 18.5: Variances, and Article 20: Nonconformities,* the area and dimensional ordinances set forth below shall be observed.

Maximum Height of Structure	35-Feet
Maximum Height in Habitable Stories	2 ½
Minimum Front Yard	30-Feet
Minimum Rear Yard	30-Feet
Minimum Side Yards	10-Feet
Minimum Lot Area	7,500 Square Feet
Minimum Lot Width at Building Line	60-Feet
Maximum Ground Coverage Ratio	.35

Staff Analysis and Findings

The requirements and standards for review and approval of Planned Developments are found within Article 9 of the Baldwin County Zoning Ordinance. According to Section 9.1, "It is the purpose of this article to permit Planned Developments which are intended to encourage the development of land as planned communities, encourage flexible and creative concepts of site planning; preserve the natural amenities of the land by encouraging scenic and functional open areas; accomplish a more desirable environment than would be possible through the strict application of the minimum requirements of these ordinances; provide for an efficient use of land resulting in smaller networks of streets and utilities where access to regional systems is impractical and thereby lowering development and housing costs; and provide a stable environmental character compatible with surrounding areas." Specific variations in off-street parking and loading requirements, sign requirements,

landscaping requirements and area and dimensional requirements, including lot sizes, lot widths, setbacks and building height, may be approved by the County Commission.

The proposed 27-unit development on 10.53 acres is to be known as Seaglade at St. Andrews Bay. This development will be considered a "Small Scale Planned Development" and is seeking conceptual site plan approval. A small scale planned development is a development of land, occupying at least three (3) acres and less than two hundred and fifty (250) contiguous acres, that is under unified control and is planned and developed as a whole in a single development operation or programmed series of development states. Small Scale Planned Developments are required to obtain Final Site Plan approval.

Per applicant documentation, "Homes in the Seaglade PRD will be offered for sale on individual lots. A review of the tax assessor's records of nearby homes indicates that a large majority of property owners' addresses differ from the physical property address. Therefore, it is assumed that the target market for the Seaglade PRD will be primarily investment buyers for either second home/vacation properties, or for rental/income properties."

The development will feature single family homes built on pilings above the corresponding base flood elevation. Lot sizes will range from approximately 7,243 square feet to 11,094 square feet (0.17 acres to 0.25 acres). The project includes approximately 4.43 acres of undisturbed and protected open space, which is designated as habitat conservation for the Alabama Beach Mouse (ABM). Additionally, about 0.44 acres of wetlands have been delineated, and the site plan includes a 30-foot buffer zone surrounding these wetlands. Homes will be served by a 30'-wide private, shared access road along the northern property line, connecting Pontoon Lane to Triple Tail Lane. Per applicant, "Homes in the proposed development will connect to readily available public utilities for water, sewer, internet/telephone, electrical power, and trash removal. Individual services for each home will be provided via connections to new water and sewer mains installed within the private access road that are looped to existing utilities within the Fort Morgan Road right-of-way."

According to the Master Plan, the area is primarily designated for Conservation Development density. Conservation Development Potential allows for limited development based on low-impact design principles, encouraging clustering of residential dwellings to protect open space that is valued for natural resource protection. Staff has reviewed the submitted documentation and determined that the request is compliant with the requirements for a Planned Residential Development (PRD).

Staff Comments and Recommendation

Upon review of the Planned Residential Development requirements outlined in Article 9 of the *Baldwin County Zoning Ordinance* and the *Baldwin County Subdivision Regulations*, staff has determined that this request is compliant with the requirements for a Planned Residential Development.

If it is the pleasure of the County Commission to approve the site plan, the following conditions would apply:

1. If the Site Plan and required submittals are approved by the County, the applicant must then submit Preliminary and Final Site Plans in accordance with Section 9.5 of the *Baldwin County Subdivision Regulations* prior to any commencement of development activity.

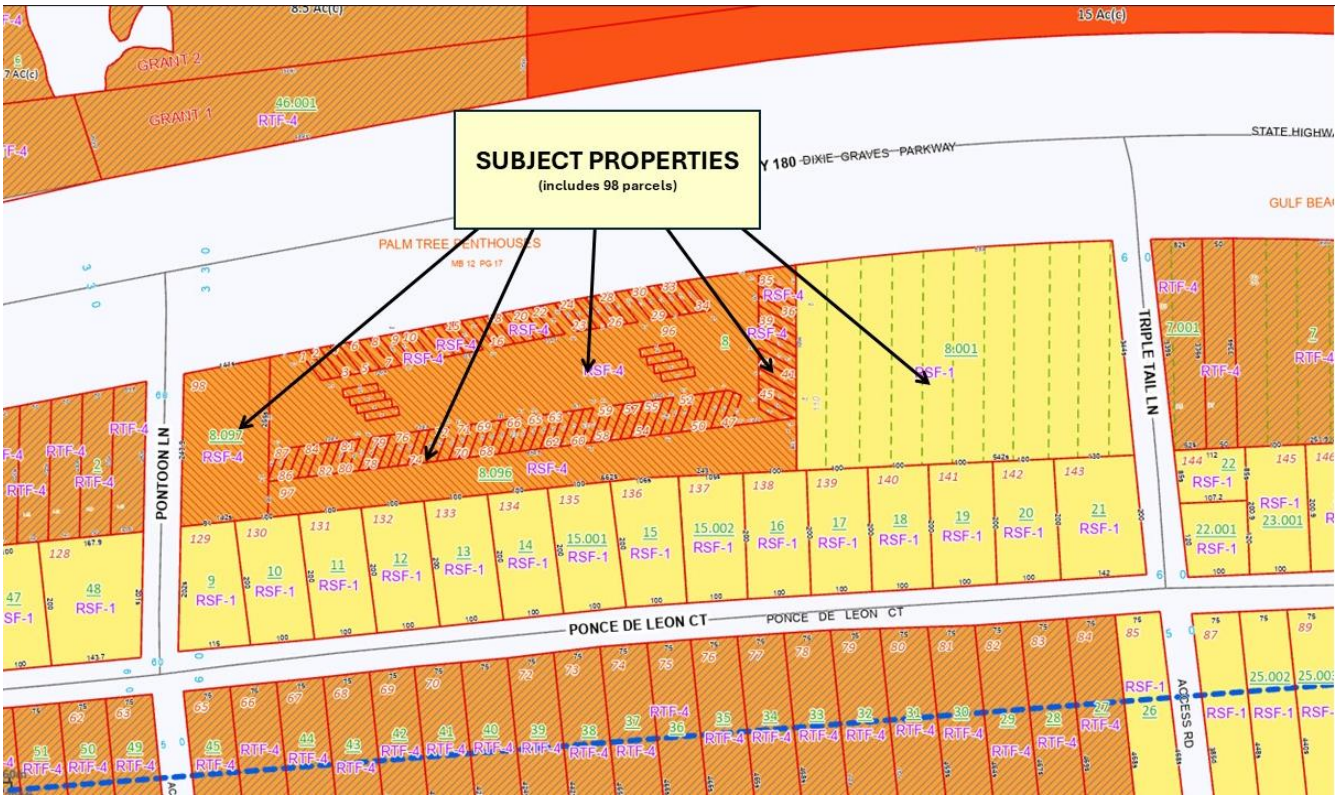
Property Images

E
N
S
W
Adjoining Property
to the East
PIN: 48981
Nov 20, 2025 12:01:25 PM
80° E

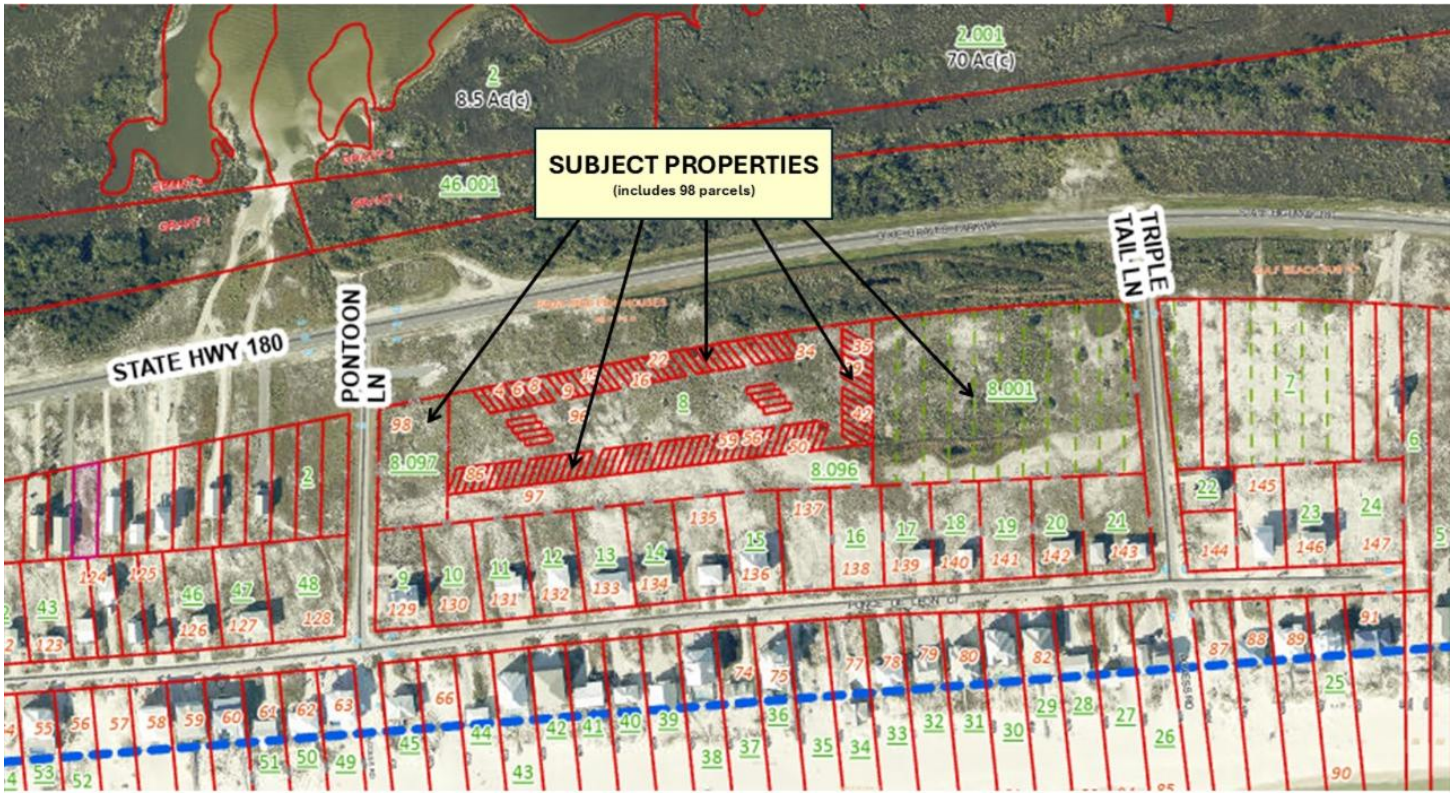
N
W
E
S
Property to
the North
PIN: 222908
Nov 20, 2025 12:04:34 PM
3° N

N
E
S
W
Adjoining Property
to the South
PIN: 9612
Nov 20, 2025 11:59:48 AM
13° N

Locator Map


SUBJECT PROPERTIES
(includes 98 parcels)
GRANT 2
GRANT 1
46.001
RTF-4
PALM TREE PENTHOUSES
MB 12 PG 17
PONTOON LN
TRIPLE TAIL LN
PONCE DE LEON CT
PONCE DE LEON CT
ACCESS RD
RSF-4
RSF-1
RTF-4

Site Map


SUBJECT PROPERTIES
(includes 98 parcels)
STATE HWY 180
PONTOON LN
TRIPLE TAIL LN
2
8.5 Ac(c)
2.001
70 Ac(c)
46.001
8.001
8.096
8.097

FLUM

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

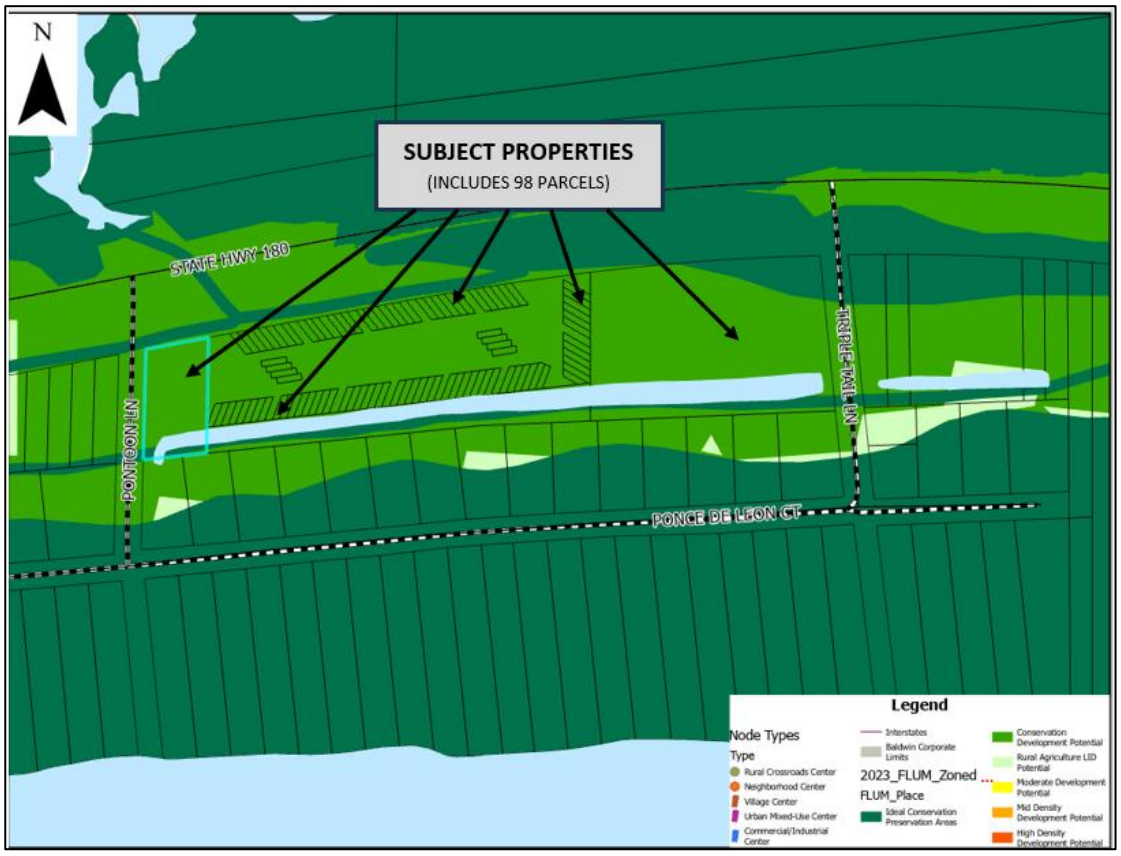
- Conservation-based or cluster development with high levels of Low Impact Design (LID) and sustainable development practices
- Natural areas that are publicly and privately owned and managed
- Permanently protected lands such as conservation easements, parks, cemeteries
- Parks and open spaces devoted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

RELATED ZONING DISTRICTS

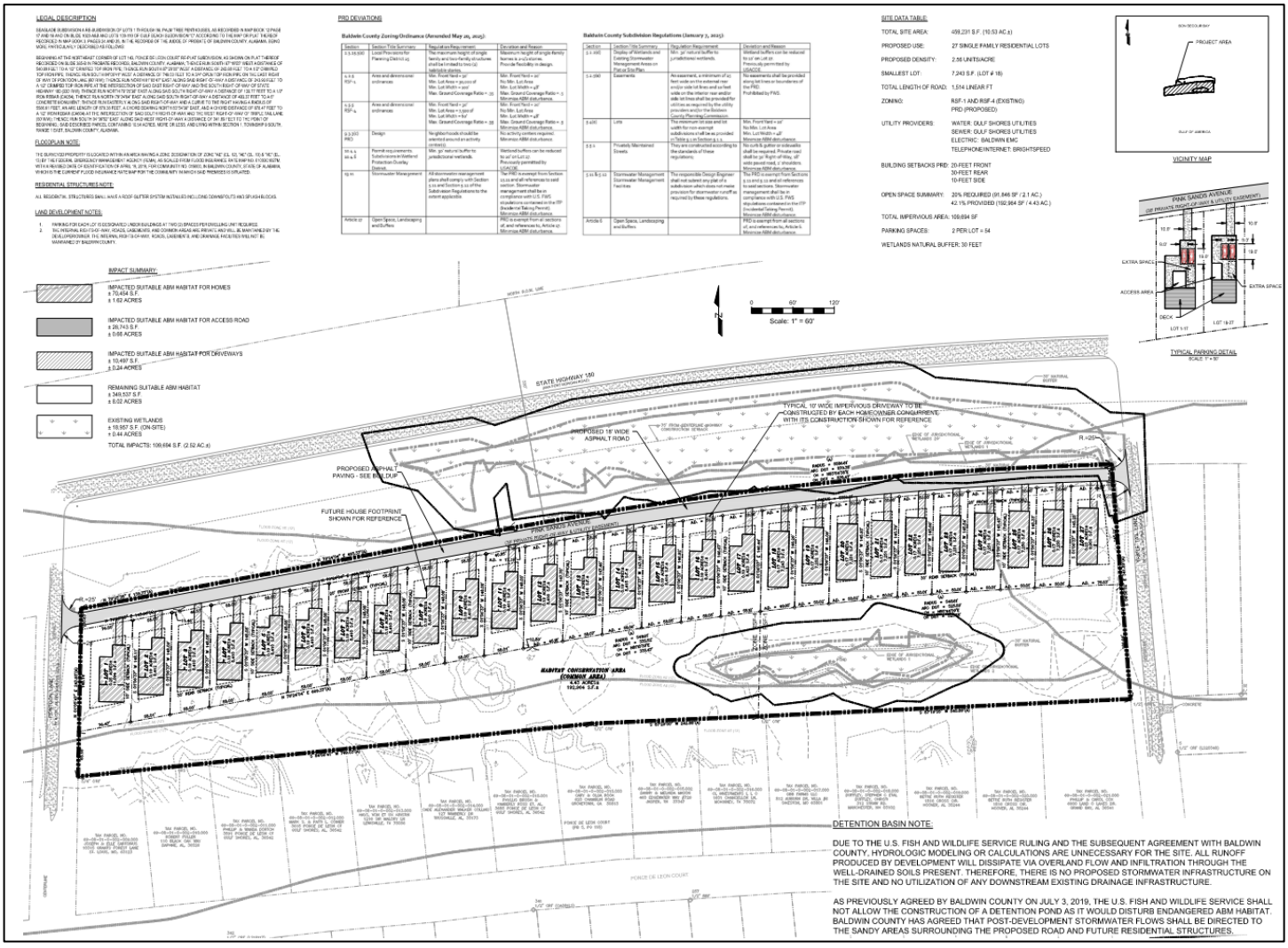
- Environmental Conservation
- CR Conservation Resource District
- OR Outdoor Recreation District

CONNECTIVITY NETWORK

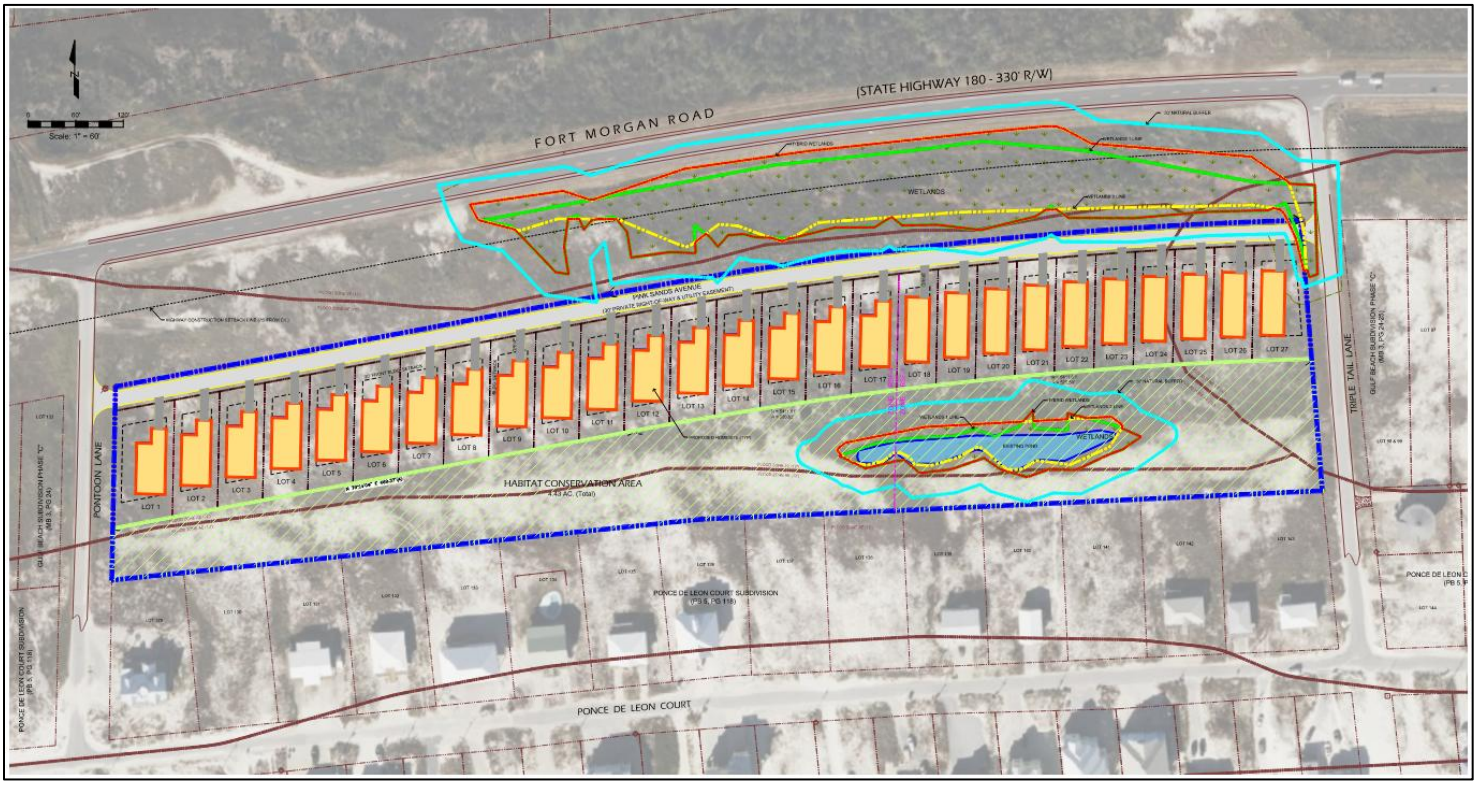
- Rural streets with paved shoulders, bike lanes, or side paths
- Greenways and trails along environmental buffers



Overall Site Plan



Master Plan with Aerial Overlay



PRD Deviation Summary

Baldwin County Zoning Ordinance (Amended May 20, 2025):

Section	Section Title Summary	Regulation Requirement	Deviation and Reason
2.3.25.3(e)	Local Provisions for Planning District 25	The maximum height of single family and two-family structures shall be limited to two (2) habitable stories.	Maximum height of single-family homes is 2-1/2 stories. Provide flexibility in design.
4.2.5 RSF-1	Area and dimensional ordinances	Min. Front Yard = 30' Min. Lot Area = 30,000 sf Min. Lot Width = 100' Max. Ground Coverage Ratio = .35	Min. Front Yard = 20' No Min. Lot Area Min. Lot Width = 48' Max. Ground Coverage Ratio = .5 Minimize ABM disturbance.
4.5.5 RSF-4	Area and dimensional ordinances	Min. Front Yard = 30' Min. Lot Area = 7,500 sf Min. Lot Width = 60' Max. Ground Coverage Ratio = .35	Min. Front Yard = 20' No Min. Lot Area Min. Lot Width = 48' Max. Ground Coverage Ratio = .5 Minimize ABM disturbance.
9.3.3(c) PRD	Design	Neighborhoods should be oriented around an activity center(s).	No activity centers required. Minimize ABM disturbance.
10.4.4 10.4.6	Permit requirements. Subdivisions in Wetland Protection Overlay District.	Min. 30' natural buffer to jurisdictional wetlands.	Wetland buffers can be reduced to 10' on Lot 27. Previously permitted by USACOE.
13.11	Stormwater Management	All stormwater management plans shall comply with Section 5.11 and Section 5.12 of the Subdivision Regulations to the extent applicable.	The PRD is exempt from Section 13.11 and all references to said section. Stormwater management shall be in compliance with U.S. FWS stipulations contained in the ITP (Incidental Taking Permit). Minimize ABM disturbance.
Article 17	Open Space, Landscaping and Buffers		PRD is exempt from all sections of, and references to, Article 17. Minimize ABM disturbance.

Baldwin County Subdivision Regulations (January 7, 2025):

Section	Section Title Summary	Regulation Requirement	Deviation and Reason
5.2.2(d)	Display of Wetlands and Existing Stormwater Management Areas on Plat or Site Plan	Min. 30' natural buffer to jurisdictional wetlands.	Wetland buffers can be reduced to 10' on Lot 27. Previously permitted by USACOE.
5.2.5(e)	Easements	An easement, a minimum of 15 feet wide on the external rear and/or side lot lines and 10 feet wide on the interior rear and/or side lot lines shall be provided for utilities as required by the utility providers and/or the Baldwin County Planning Commission.	No easements shall be provided along lot lines or boundaries of the PRD. Prohibited by FWS.
5.4(a)	Lots	The minimum lot size and lot width for non-exempt subdivisions shall be as provided in Table 5.1 in Section 5.1.1.	Min. Front Yard = 20' No Min. Lot Area Min. Lot Width = 48' Minimize ABM disturbance.
5.5.1	Privately Maintained Streets	They are constructed according to the standards of these regulations;	No curb & gutter or sidewalks shall be required. Private road shall be 30' Right-of-Way, 18' wide paved road, 2' shoulders. Minimize ABM disturbance.
5.11 & 5.12	Stormwater Management Stormwater Management Facilities	The responsible Design Engineer shall not submit any plat of a subdivision which does not make provision for stormwater runoff as required by these regulations.	The PRD is exempt from Sections 5.11 and 5.12 and all references to said sections. Stormwater management shall be in compliance with U.S. FWS stipulations contained in the ITP (Incidental Taking Permit). Minimize ABM disturbance.
Article 6	Open Space, Landscaping and Buffers		PRD is exempt from all sections of, and references to, Article 6. Minimize ABM disturbance.

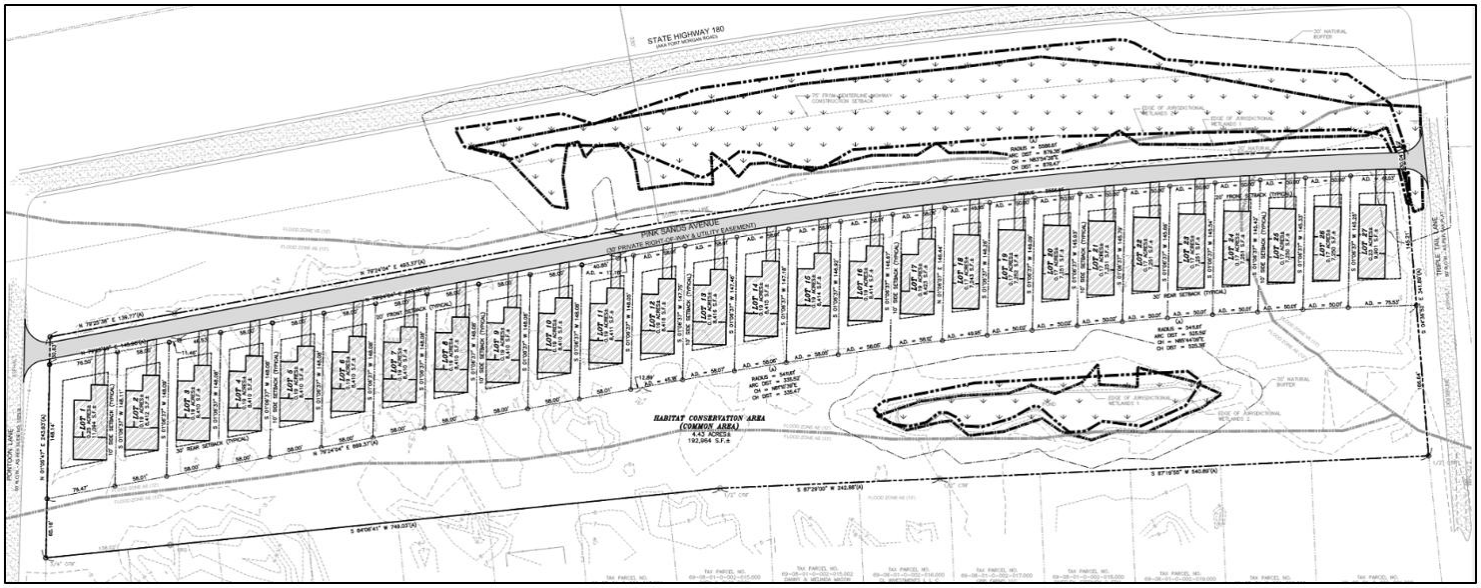
Site Data

SITE DATA TABLE:

TOTAL SITE AREA:	459,231 S.F. (10.53 AC.±)
PROPOSED USE:	27 SINGLE FAMILY RESIDENTIAL LOTS
PROPOSED DENSITY:	2.56 UNITS/ACRE
SMALLEST LOT:	7,243 S.F. (LOT # 18)
TOTAL LENGTH OF ROAD:	1,514 LINEAR FT
ZONING:	RSF-1 AND RSF-4 (EXISTING) PRD (PROPOSED)
UTILITY PROVIDERS:	WATER: GULF SHORES UTILITIES SEWER: GULF SHORES UTILITIES ELECTRIC: BALDWIN EMC TELEPHONE/INTERNET: BRIGHTSPEED
BUILDING SETBACKS PRD:	20-FEET FRONT 30-FEET REAR 10-FEET SIDE
OPEN SPACE SUMMARY:	20% REQUIRED (91,846 SF / 2.1 AC.) 42.1% PROVIDED (192,964 SF / 4.43 AC.)
TOTAL IMPERVIOUS AREA:	109,694 SF
PARKING SPACES:	2 PER LOT = 54

WETLANDS NATURAL BUFFER: 30 FEET

Habitat Conservation Plan



IMPACT SUMMARY:

IMPACTED SUITABLE ABM HABITAT FOR HOMES
± 70,454 S.F.
± 1.62 ACRES

IMPACTED SUITABLE ABM HABITAT FOR ACCESS ROAD
± 28,743 S.F.
± 0.66 ACRES

IMPACTED SUITABLE ABM HABITAT FOR DRIVEWAYS
± 10,497 S.F.
± 0.24 ACRES

REMAINING SUITABLE ABM HABITAT
± 349,537 S.F.
± 8.02 ACRES

EXISTING WETLANDS
± 18,957 S.F. (ON-SITE)
± 0.44 ACRES

TOTAL IMPACTS: 109,694 S.F. (2.52 AC.±)