



# Baldwin County Planning & Zoning Department

## Baldwin County Commission Staff Report

**Case No. Z25-64**

**Howard Property**

**Rezone from RSF-2, Residential Single Family District to RSF-3, Residential Single Family District**

**February 19, 2026**

### Subject Property Information

**Planning District:** 25  
**General Location:** East of Veterans Road and north of Dacus Lane in Gulf Shores  
**Physical Address:** 508 Veterans Road, Gulf Shores, AL 36542  
**Parcel Number:** 05-68-08-27-0-000-048.000  
**PIN#:** 26744  
**Existing Zoning:** RSF-2, Residential Single Family District  
**Proposed Zoning:** RSF-3, Residential Single Family District  
**Existing Land Use:** Residential  
**Proposed Land Use:** Residential  
**Acreage:** 0.53 ± acres  
**Applicant/Owner:** Tammy Howard  
1156 Beech Grove Road  
Hanceville, AL 35077  
**Lead Staff:** Cory Rhodes, Planner  
**Attachments:** *Within Report*

Adjacent Land Use		Adjacent Zoning
North	Vacant	RSF-2, Residential Single Family
South	Residential	RSF-2, Residential Single Family
East	Vacant	RSF-2, Residential Single Family
West	Vacant	RSF-2, Residential Single Family

### Summary

The subject property encompasses approximately 0.53 acres and is currently zoned as RSF-2, Residential Single Family District. A request has been made to change the designation to RSF-3, Residential Single Family District, to subdivide the property into two lots for continued residential use.

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

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

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

- (a) The following general industrial uses: extraction or removal of natural resources on or under land.
- (b) The following transportation, communication, and utility uses: water well (public or private).
- (c) The following agricultural uses: Silviculture.
- (d) Single family dwellings including manufactured housing and mobile homes.
- (e) Accessory structures and uses.
- (f) The following institutional use: church or similar religious facility.
- (g) Agricultural uses, on RSF-2 zoned parcels that otherwise meet the minimum area and dimension requirements for Rural Agricultural District under Section 3.2.6 herein, agricultural uses shall be permitted uses, except that the minimum front yard for barns and other agricultural structures shall be 100 feet when constructed on an RSF-2 zoned parcel where no primary dwelling currently exists.

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

- (a) Outdoor recreation uses.
- (b) The following institutional uses: day care home; fire station; school (public or private).
- (c) The following general commercial uses: country club.
- (d) The following local commercial use: bed and breakfast or tourist home (see Section 13.10: *Bed and Breakfast Establishments*).

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

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

Maximum Height of Structure	35-Feet
Maximum Height in Habitable Stories	2 ½
Minimum Front Yard	30-Feet
Minimum Rear Yard	30-Feet
Minimum Side Yards	10-Feet
Minimum Lot Area	15,000 Square Feet
Minimum Lot Width at Building Line	80-Feet
Maximum Ground Coverage Ratio	.35

#### Proposed Zoning Requirements

### Section 4.4 RSF-3, Single Family District

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

*4.4.2 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.

**4.4.3 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*).

**4.4.4 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

**4.4.5 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	10,000 Square Feet
Minimum Lot Width at Building Line	70-Feet
Maximum Ground Coverage Ratio	.35

#### Agency Comments

**USACE, James Buckelew:** Staff reached out 1/7/2026 but received no comments.

**Baldwin County Highway Department, Gayle Patterson:** Cory, we will require a dedication of 33' easement that is referenced in a deed recorded in DB 210/587. Improvements within the County ROW will be handled by our Permit Division with Tucker Stuart and his team.

**ADEM, Autumn Nitz:** Pursuant to ADEM Admin. Code r. 335-8-2-.11(2), developments resulting in the platting or subdividing of lots or subparcels on which construction or other reasonable use would not be consistent with the ACAMP shall not be permitted or certified to be in compliance with the ACAMP. Any future request to fill wetlands on either subparcel would not likely be approved by the ADEM.

**USFWS, Bill Lynn:** Thank you for providing this notification—your efforts to keep us informed are sincerely appreciated. I recognize the many factors influencing lot splitting in District 25, and I want to share some thoughts regarding its impact on the Alabama Beach Mouse (ABM) and property owners. I respectfully recommend Baldwin County consider seeking and receiving a programmatic permit to cover lot splitting actions and provide the necessary offsite mitigation, as experiences to date demonstrate that landowners are often unable or unwilling to fulfill the mitigation required for lot splitting. These comments are for the Z25-64 proposed county actions (Tax Pin 26744).

Lot splitting presents challenges for ABM conservation, property owners, and future development. First, we are dealing with very limited habitat remaining and experiences to date demonstrate it is financially impossible for landowners to provide the needed mitigation required by lot splitting (or they are unwilling). I understand that upzoning is no longer permitted in District 25, a measure supported by Fort Morgan citizens in response to concerns about increased density on the peninsula, including the risks associated with lot splits—even for family splits.

Should Baldwin County allow lot splitting in ABM habitat areas, the process would not be permissible under the General Conservation Plan for the ABM (our quick permitting program). The owner would need to engage a consultant to develop a habitat conservation plan, secure ownership of an additional conserved lot, and identify a land conservation trust to manage that lot. Permitting for this type of project typically takes at least one year or longer. This particular lot was previously split into four single-family home lots before the ABM was listed. If the owner wishes to split the lot again, even for family reasons, neither the newly created lot nor the original will be permitted until additional required offsite mitigation is provided. Specifically, the owner must acquire and preserve a lot of comparable size and habitat quality to the current unsplit lot, which is recognized as a high-quality ABM habitat.

Past experiences with family splits indicate that the lots have often been sold soon after the split, rather than transferred to family members. The original owners did not seek an Incidental Take Permit, complete habitat conservation plans, or contact us, and subsequent owners have generally been unwilling or unable to provide the required offsite mitigation, rendering permitting impossible. For clarity, here are two relevant examples:

- Bill Matthews (Tax Pin 28552 and Tax Pin 380405) split their lot in 2017 as a family split. Despite being informed of requirements and agreeing with the county to pursue permitting, the lots were quickly sold to Little Mac Properties LLC, who have been unwilling to provide the additional offsite mitigation required, resulting in no available permits for these lots.
- Philip Properties LLC (Tax Pins 378683 and 33713) also split their lots in 2017, were notified of requirements, and sold the properties to DVB Partnerships LTD. The buyer was aware of permitting requirements but has not provided the required mitigation, so permits cannot be issued.

These examples highlight the recurring challenges in managing lot splits, ensuring proper ABM mitigation, and legal implications for the county action. In summary, I respectfully recommend that before approving any lot splits, the landowner or Baldwin County seek and receive an Incidental Take Permit and have "in hand" the required offsite mitigation.

I understand these decisions are challenging and involve multiple perspectives. I appreciate your proactive approach and am happy to discuss possible solutions or provide additional information as needed. Thank you for your continued attention to these important issues.

**Natural Resource Planner, Ashley Campbell:** The site was inspected on 1/14/2026. During the inspection, Dacus Lane was identified as an unimproved sand road located south of the property. In addition, potential wetlands were observed on the site, and a depression extends along the central portion of the property on the east side.

**Subdivisions, Fabia Waters:** Following rezoning request, the applicant will be required to submit a concurrent review application for a minor subdivision to divide the lot as discussed during the zoning pre application meeting.

**Civil Engineer, Tyler Austin:** No development proposed at this time. Any future proposed development will require construction plan and drainage review. Any access requirements/improvements will require permit from Baldwin County Planning & Zoning Department.

### Staff Analysis and Findings

The criteria for reviewing zoning amendments are outlined in Section 19.6 of the Baldwin County Zoning Ordinance. Staff carefully considered all of these factors during the evaluation of the application.

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

The subject property comprises approximately 0.53 acres, and a request has been submitted to rezone it to RSF-3 to allow subdivision for continued residential use. The surrounding properties are zoned RSF-2 and are largely vacant, with existing residential development to the south.

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

The Future Land Use Map (FLUM) represents a combination of development and environmental suitability factors, which direct growth and development patterns for the unincorporated areas of the County. The FLUM designates the subject property and surrounding area primarily for Conservation and Low-Impact Development Potential. These place types support limited, conservation-oriented development and may allow for conservation-based subdivisions that cluster residential units to preserve open space and protect valuable natural resources.

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

The subject property is situated along a local road, which is designed to provide direct access to adjoining properties and connect to higher-classification roadways, serving short-distance travel. The property is located approximately one-half mile from State Highway 180, a roadway classified as a Major Collector.

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

The subject property and its surrounding area demonstrate moderate development potential, characterized primarily by single-family homes on medium- to large-sized lots. The adjacent parcels remain vacant, with a substantial number of single-family residences situated to the south of the subject property.

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

A small portion of the subject property may contain wetlands. Other agencies have indicated that, if wetlands are present, they would not be eligible for fill. Additionally, the site provides habitat for the Alabama Beach Mouse (ABM), and subdivision of the lot would present challenges and require the applicant to obtain additional permits to mitigate impacts to the ABM habitat.

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

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

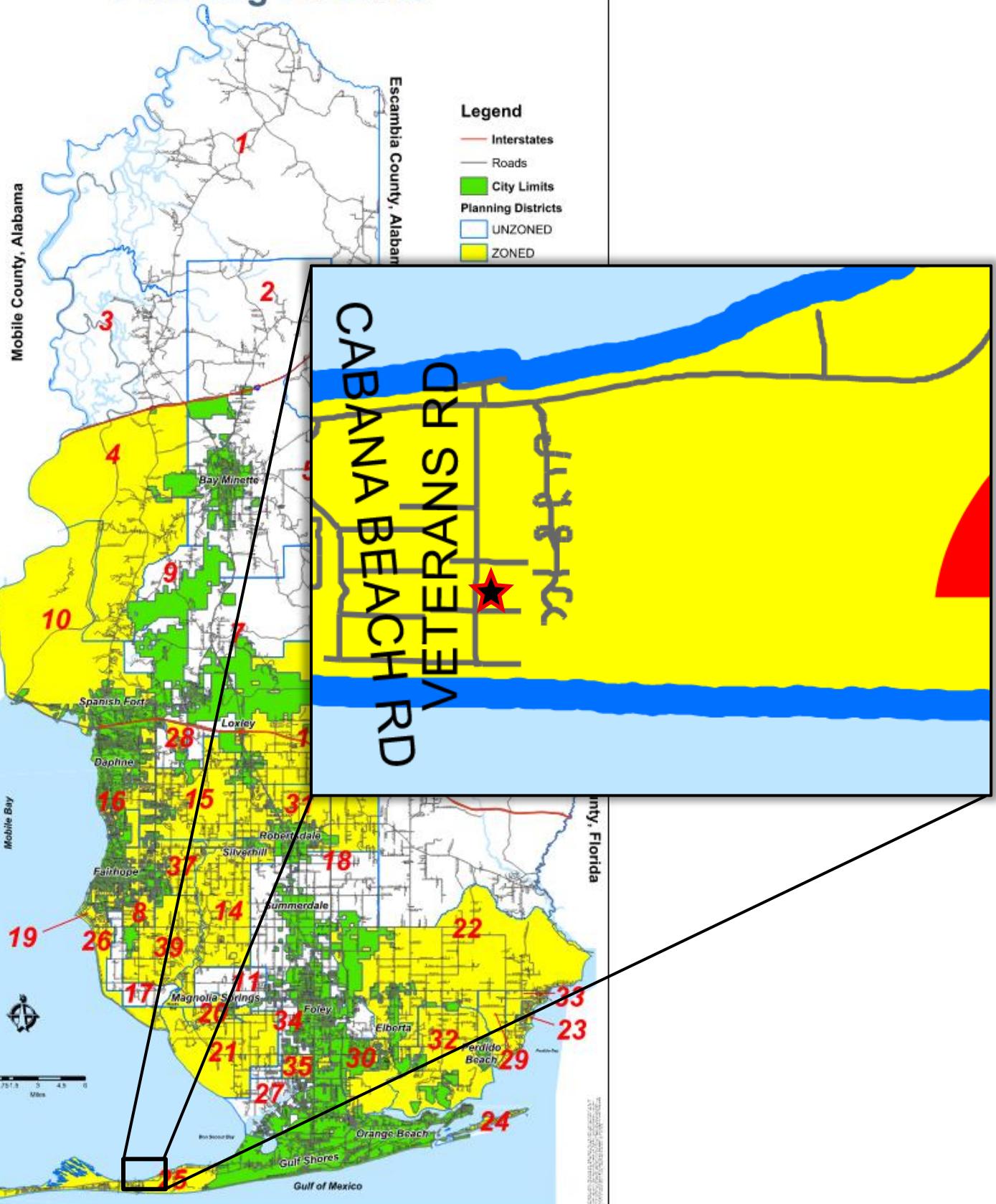
**Staff Comments and Recommendation**

Upon review of the *Factors for Reviewing Proposed Zoning Map Amendments* specified within Section 19.6 of the Baldwin County Zoning Ordinance and themes of the Baldwin County Master Plan, staff has determined that the requested Zoning Map Amendment is *somewhat consistent* with the factors specified within the Baldwin County Zoning Ordinance as well as the Baldwin County Master Plan Future Land Use Map.

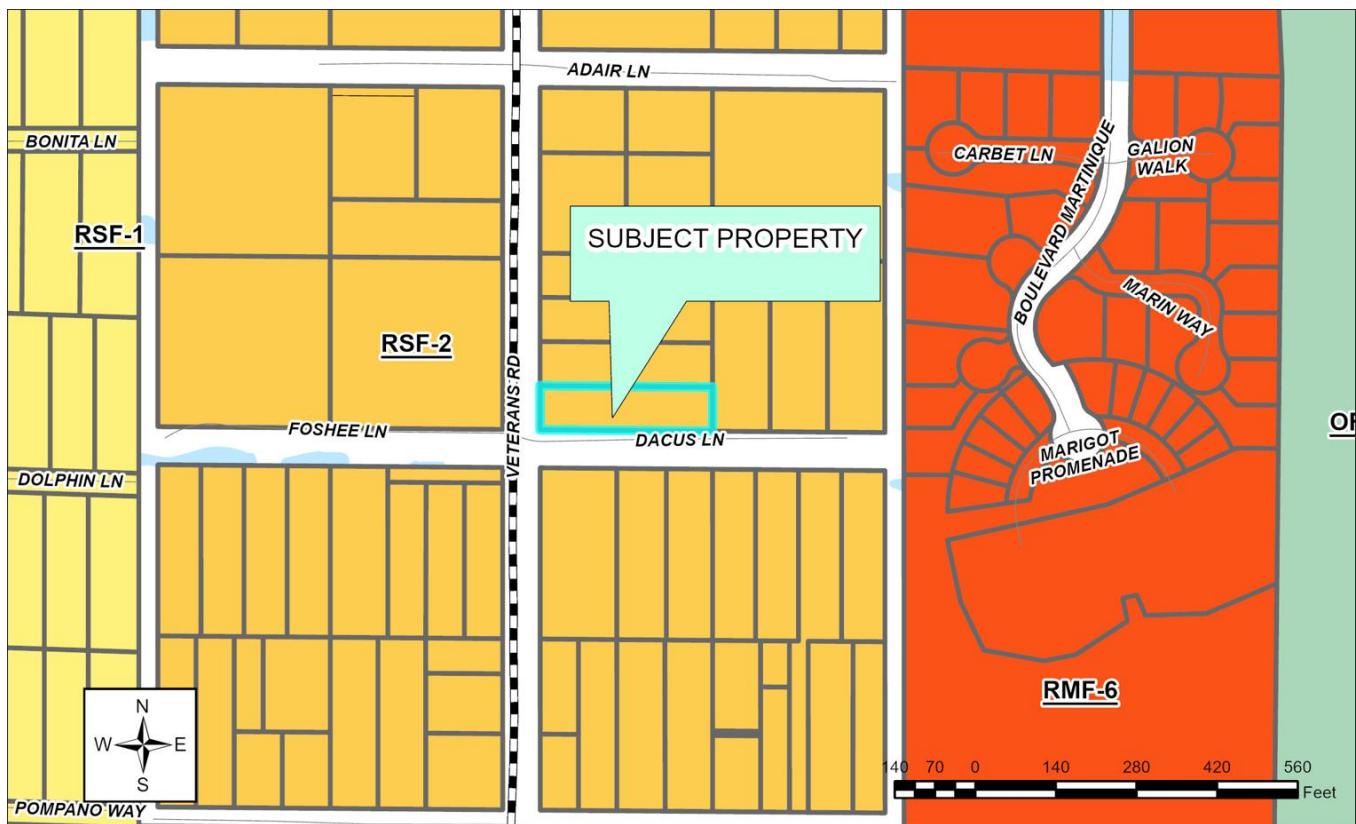
The requested Zoning Map Amendment was also evaluated using the Smart Growth Scorecard (attached) which **somewhat supports** the request.

County Map

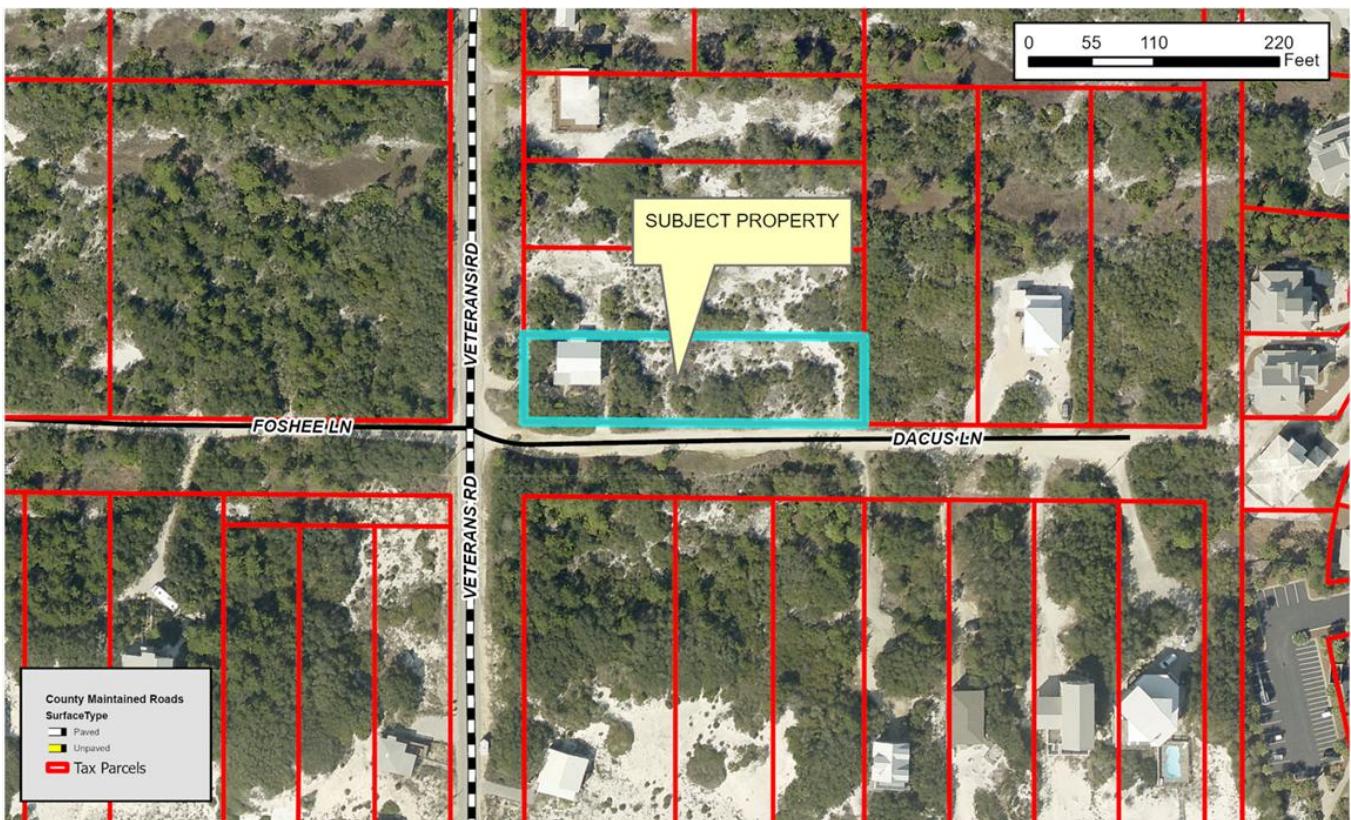
## Baldwin County, Alabama Planning Districts



## Locator Map



## Site Map



## Property Images

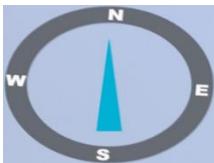




Property to  
The South  
PIN: 35679



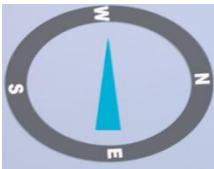
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215° SW  
Baldwin County Code Enforcement



Adjoining  
Property to The  
East  
PIN: 5260



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356° N  
Baldwin County Code Enforcement

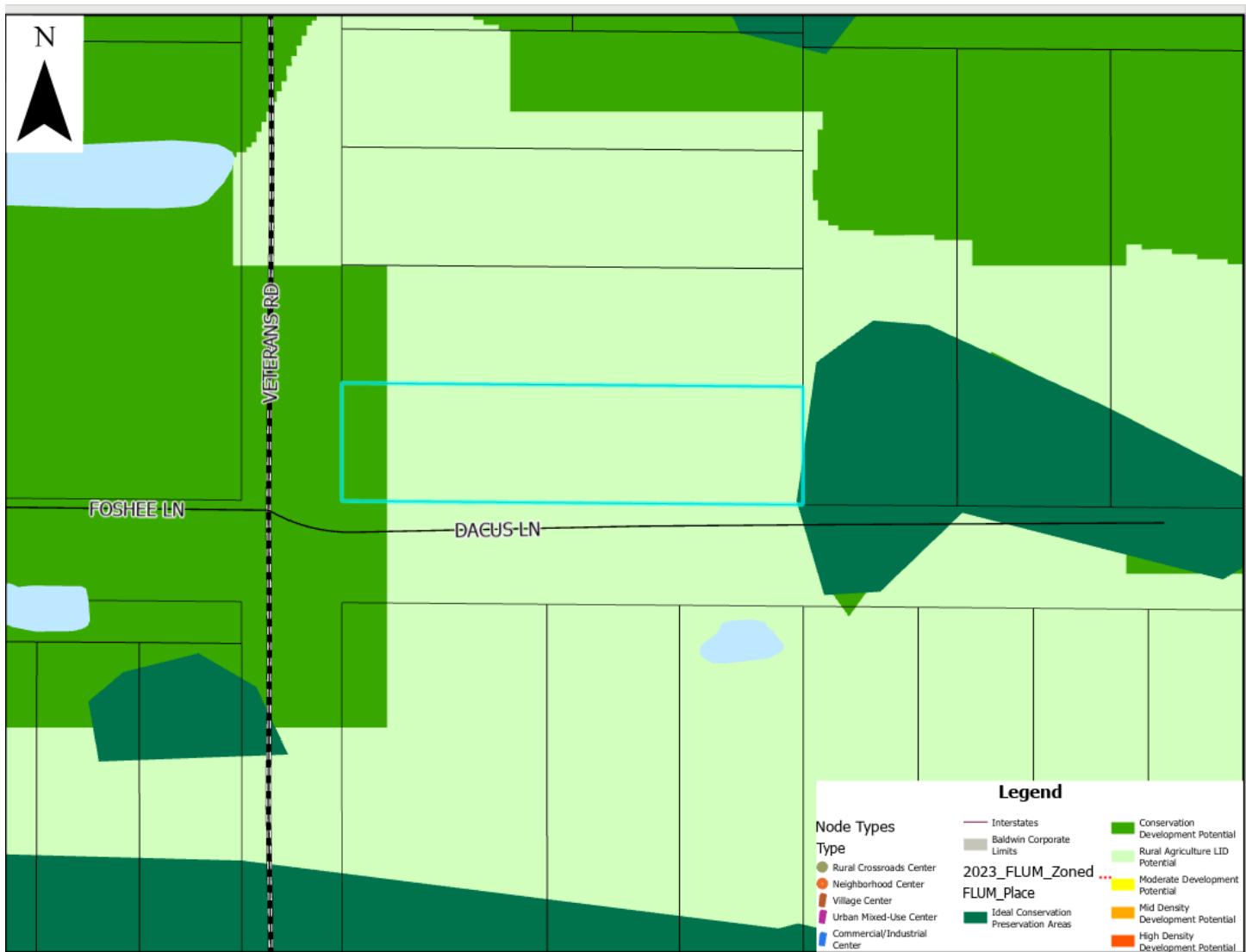


Property to  
The West  
PIN: 30347

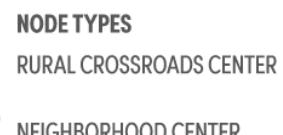


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273° W  
Baldwin County Code Enforcement

## FLUM



### LEGEND



# 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/AGRICULTURE/LOW IMPACT DEVELOPMENT POTENTIAL AREAS

Rural Development Potential Areas include large lots, open space views, and a large buffer distance between buildings. Residential homes may be on large tracts and could include estate homes and working farmland. The development pattern may also include conservation-based subdivisions to allow for the clustering of residential dwellings to protect open space that is valued for natural resource protection—such as stream buffers, mature forest habitat, or wetlands—working farmland, or recreational amenities. Lands within these areas should be developed with additional Low Impact Development (LID) standards and buffers to limit the impact to adjacent critical environments. At key rural crossroads, rural centers or nodes could allow for a combination of retail and service uses to meet the needs of the community.

## PRIMARY LAND USES

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

## RELATED ZONING DISTRICTS

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

## CONNECTIVITY NETWORK

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

# SMART GROWTH SCORECARD TOOL

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

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

SMART GROWTH SCORECARD		SCORE			
Conformity with Surrounding Land Use		2	1	-1	-2
Is the property contiguous to a complementary use or zoning district to what is being proposed?		2			
Does the density/intensity of the proposed use conform to the surrounding area or provide a use that would support the surrounding existing or permitted land uses?				-1	
Does the proposed land use provide a mix of uses or diversity of housing types in the area?	For single use projects evaluate the diversity of uses within 1/2 mile		1		
Does the proposed land use require building separation and buffers that fit the character of the surrounding area?		2			
Does the proposed land use promote development that fits the character of the surrounding area?			1		
<b>Total Land Use Score (out of 10 points)</b>		<b>5</b>			
Conformity with Master Plan		2	1	-1	-2
Does the location and proposed land use support the need identified in the Master Plan for the surrounding community?			1		

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

Is the proposed use within the service boundary of existing water service?	Rate +2 if within service boundary and adjacent to water main sufficient to serve development, +1 if within service boundary but requires water main upgrade or extension to serve development, -1 for outside of service area but within 1/2 mile of service area, -2 for outside of service area and greater than 1/2 mile.		1		
Is the proposed use within the service boundary of existing sewer service?	Rate +2 if within service boundary and adjacent to sewer main sufficient to serve development, +1 if within service boundary but requires sewer main upgrade or extension to serve development, -1 for outside of service area but within 1/2 mile of service area, -2 for outside of service area and greater than 1/2 mile.		1		
<b>Total Transportation &amp; Utility Score (out of 10 points)</b>					<b>4</b>
<b>Environmental Conditions &amp; Historic Resources</b>					
Can the property be reasonably developed without impacting jurisdictional wetlands/streams or buffers?			2	1	-1
Can the property be reasonably developed without filling within the floodplain or contributing to a net loss of flood capacity?		2			-2

Does the proposed use limit growth in environmentally sensitive or flood prone areas?	The more environmentally sensitive the area, the lower the overall density should be. Rate +2 for non-sensitive area, +1 for somewhat sensitive area but density can be clustered to avoid impacts, -1 for moderate sensitive area that would be challenging to avoid impacts, -2 for significantly sensitive area that would be unable to avoid impacts.					-2
Can the proposed use implement a stormwater facility that would aide regional stormwater management?			1			
Would the proposed use have any impacts to historic or cultural resources in the area?		2				
<b>Total Environmental Score (out of 10 points)</b>						<b>2</b>
<b>TOTAL SMART GROWTH SCORE</b>						<b>9</b>
						<b>0</b>
<b>RECOMMENDATION</b>						<b>SOMEWHAT SUPPORTS</b>
						<b>0</b>
						<b>0</b>