



Baldwin County Planning & Zoning Department

Baldwin County Commission Staff Report

Case No. Z26-08

Coburn Property

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

April 21, 2026

Subject Property Information

Planning District: 14
General Location: North of State Hwy 104 and east of County Rd 49
Physical Address: 15185 St Hwy 104, Silverhill, AL
Parcel Number: 05-47-02-03-0-000-023.005
Existing Zoning: RSF-2, Residential Single Family District
Proposed Zoning: RSF-3, Residential Single Family District
Existing Land Use: Agricultural
Proposed Land Use: Residential
Acreage: 19 ± acres
Applicant: Dewberry Engineering
Owner: Cosci Properties, LLC
Lead Staff: Celena Boykin, Senior Planner
Attachments: *Within Report*

| | Adjacent Land Use | Adjacent Zoning |
|-------|-------------------|----------------------------------|
| North | Agricultural | RR, Rural District |
| South | Residential | RSF-2, Single Family Residential |
| East | Agricultural | RSF-2, Single Family Residential |
| West | Residential | RSF-2, Single Family Residential |

Summary

The subject property encompasses approximately 19 acres and is currently zoned as RSF-2, Single Family Residential District. A request has been made to change the designation to RSF-3, Residential Single Family District, for a subdivision.

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 but received no comments.

ADEM, Scott Brown: Staff reached out but received no comments.

Natural Resource Planner, Ashley Campbell: NA

Subdivisions, Fabia Waters: Should the rezoning request be approved, the applicant is required to submit a sketch plan application for staff to review the proposed subdivision.

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 19 acres, and a request has been submitted to rezone the area to RSF-3 to facilitate subdivision. Adjacent properties are zoned RR (Rural District) and RSF-2 (Single Family Residential). Many of the nearby subdivisions predate the adoption of Planning District 14 zoning map in 2023. The two subdivisions located west of the property have average lot sizes of approximately 10,000 square feet, with lot widths

ranging from 60 to 70 feet. These lot sizes are consistent with RSF-3 zoning standards, which typically permit 10,000 square foot lots with 70-foot widths.

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

The Future Land Use Map (FLUM) represents a combination of development and environmental suitability factors, which direct growth and development patterns for the unincorporated areas of the County. The FLUM identifies the subject property as primary Moderate Development Potential and some Mid- Density Development Potential. The Mid-Density supports the requested RSF-3 zoning.

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

The subject property is situated west of a Minor Arterial, a roadway that connects smaller towns, neighborhoods, and major traffic generators to the principal arterial system.

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

The surrounding area primarily consists of low to mid-density residential developments and agricultural land. The property in question is located just west of the Town of Silverhill. According to Planning District 14, this area is designated as a High-Intensity Commercial and Residential Development Node. Below is a section from Planning District 14 local provisions:

(h) High Intensity Commercial and Residential Development to be Clustered at Major Activity Nodes. Single Family District (RSF-3), Single Family District (RSF-4), General Commercial (B-3), and Major Commercial (B-4) Districts shall be clustered at major activity nodes to reduce the spread of traffic congestion throughout the district and lessen the overall burden of commercial development and higher intensity residential development on infrastructure.

An RSF-3, RSF-4, B-3, & B-4 rezoning application may only be submitted for parcels within the radial distances specified below for the various road intersections. A parcel's location within the prescribed radius does not guarantee approval of the requested zoning. Each application shall be reviewed against the factors proscribed in Section 19.6 Factors for Reviewing Proposed Zoning Map Amendments, in the same manner as any other rezoning application.

| Intersection: | RSF-3 Permitted within: | RSF-4 Permitted within: | B-3 Permitted within: | B-4 Permitted within: |
|----------------|-------------------------|-------------------------|-----------------------|-----------------------|
| CR 9 & CR 32 | Not permitted | Not permitted | 0.25 miles | Not permitted |
| SR 104 & CR 49 | 0.50 miles | 0.25 miles | 0.1 miles | 0.1 miles |

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

There are no areas of potential wetlands on the subject property. No historic or cultural resources should be affected, as the property is not within a Historic district.

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

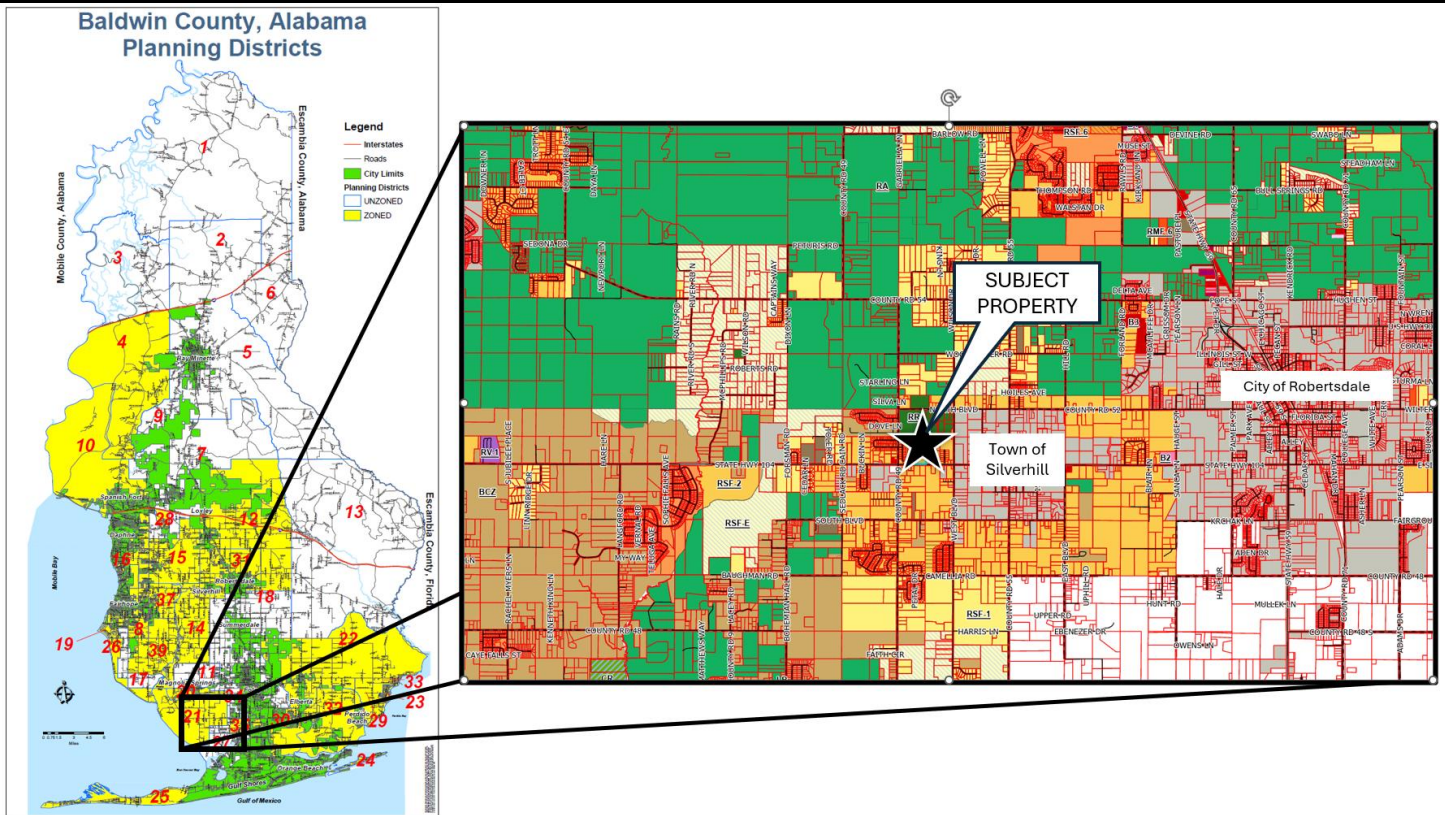
The proposed request should have no impact to the health, safety and welfare of the property or surrounding properties. If the subject property is developed the applicant will need to supply will serve letters for water and sewer.

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 **consistent** with the factors specified within the Baldwin County Zoning Ordinance and is **partly consistent** with the Baldwin County Master Plan Future Land Use Map.

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

County Map



Property Images







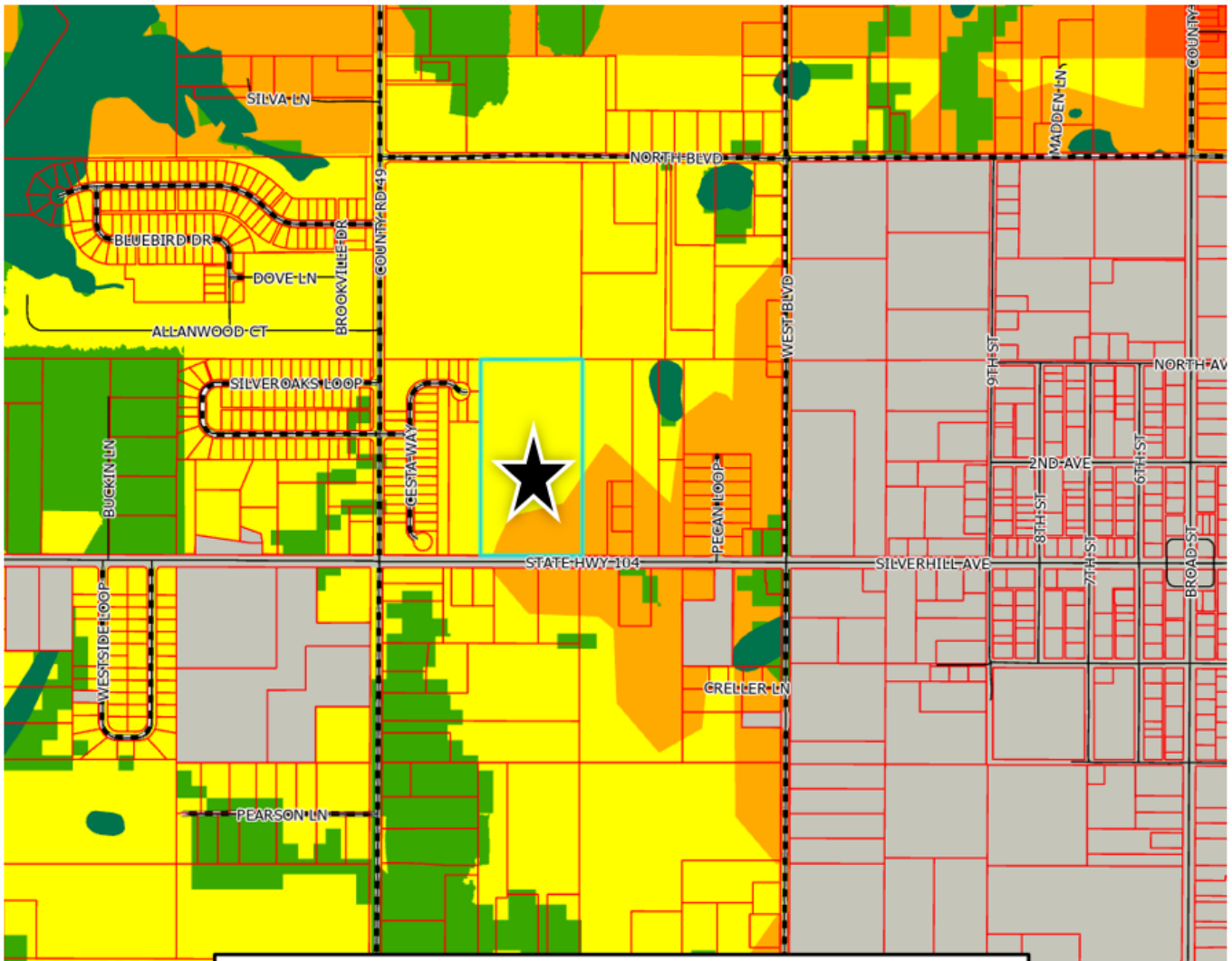
Locator Map



Site Map



FLUM



LEGEND

PLACE TYPES

- IDEAL CONSERVATION/PRESERVATION
- CONSERVATION DEVELOPMENT POTENTIAL
- RURAL/AGRICULTURE/LID 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

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-3 Single Family District
- RSF-4 Single Family District
- RTF-4 Two Family District
- RSF-6 Single Family District
- RTF-6 Two Family District
- LB Limited Business District
- B-1 Professional Business District
- B-2 Neighborhood 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



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. Subdivision 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

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



Score Card

SMART GROWTH SCORECARD TOOL

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

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

| SMART GROWTH SCORECARD | SCORE | | | |
|---|--|---|----|----|
| Conformity with Surrounding Land Use | 2 | 1 | -1 | -2 |
| Is the property contiguous to a complementary use or zoning district to what is being proposed? | | 1 | | |
| 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? | | 1 | | |
| Does the proposed land use promote development that fits the character of the surrounding area? | | | -1 | |
| Total Land Use Score (out of 10 points) | 3 | | | |
| 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" | 2 | | | |
| Does the size & scale of the proposal fit the recommendations in the Master Plan and the character of the surrounding community? | Evaluate the uses identified for the area in the Master Plan not the "equivalent zoning" | | 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 | | |
| Total Master Plan Score (out of 10 points) | 7 | | | | |

| Proximity to Transportation & Utility Infrastructure | 2 | 1 | -1 | -2 | |
|--|---|---|----|----|--|
| Is the property located within 1/2 mile of an existing roadway that is classified appropriately to support the proposed use? | Major projects should be located near collector road or greater. Minor projects should be located near local street or greater. | 2 | | | |
| Does the property allow access from at least two existing or planned streets? | Existing or planned streets located outside of the applicant property. | | | -2 | |
| Are frequently visited uses within 1 mile of the proposed use? | For residential uses, schools/daycares, employment centers, grocery/convenience shopping. For commercial, housing & similar intensity commercial uses. Rate +2 for within 1/2 mile, +1 for 1/2 to 1 mile, -1 for 1 to 1.5 mile, & -2 for greater than 1.5 mile. | 2 | | | |

| | | | | | |
|--|---|---|--|--|--|
| Is the proposed use within the service boundary of existing water service? | Rate +2 if within service boundary and adjacent to water main sufficient to serve development, +1 if within service boundary but requires water main upgrade or extension to serve development, -1 for outside of service area but within 1/2 mile of service area, -2 for outside of service area and greater than 1/2 mile. | 2 | | | |
| Is the proposed use within the service boundary of existing sewer service? | Rate +2 if within service boundary and adjacent to sewer main sufficient to serve development, +1 if within service boundary but requires sewer main upgrade or extension to serve development, -1 for outside of service area but within 1/2 mile of service area, -2 for outside of service area and greater than 1/2 mile. | 2 | | | |

| | |
|--|----------|
| Total Transportation & Utility Score (out of 10 points) | 6 |
|--|----------|

| Environmental Conditions & Historic Resources | 2 | 1 | -1 | -2 |
|---|----------|----------|-----------|-----------|
| Can the property be reasonably developed without impacting jurisdictional wetlands/streams or buffers? | 2 | | | |
| Can the property be reasonably developed without filling within the floodplain or contributing to a net loss of flood capacity? | 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 | | | |

| | |
|---|----------|
| Total Environmental Score (out of 10 points) | 7 |
|---|----------|

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|---------------------------------|
| TOTAL SMART GROWTH SCORE |
|---------------------------------|

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|-----------------------|-----------|
| RECOMMENDATION | 23 |
| | 0 |
| | 0 |
| | 0 |