



Baldwin County Planning & Zoning Department

Baldwin County Commission Staff Report

Case No. Z26-28

Carlton Fine Properties LLC

Rezone from RSF-E, Residential Single Family Estate District, to RSF-2, Residential Single Family District

August 18, 2026

Subject Property Information

Planning District: 19
General Location: Corner of Co. Rd. 32 and Antioch Church Rd
Physical Address: 6485 Co. Rd. 32
Parcel Number: 05-46-09-38-0-000-051.000
Existing Zoning: RSF-E, Residential Single Family Estate District
Proposed Zoning: RSF-2, Residential Single Family District
Existing Land Use: Vacant
Proposed Land Use: Residential
Acreage: 4.6± acres
Applicant: Lieb Engineering Company – Christopher Lieb
7671 Parker Rd.
Fairhope, AL 36532
Owner: Carlton Fine Properties LLC
361 Summit N.
Fairhope, AL 36532
Lead Staff: Dana Foster, Planner
Attachments: *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Residential & Commercial	RSF-2, RSF-3, & RSF-4, Residential Single Family; & LB, Limited Business
South	Commercial	B-2, Local Business
East	Residential & Commercial	RSF-E, Residential Single Family Estate; RSF-1, Residential Single Family; and LB, Limited Business
West	Residential	RSF-1, Residential Single Family

Summary

The subject property encompasses approximately 4.6 acres and is currently zoned as RSF-E, Residential Single Family Estate District. A request has been made to change the designation to RSF-2, Residential Single Family District.

Section 4.1 RSF-E, Residential Single Family Estate District

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

4.1.2 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) Agricultural uses.
- (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.

4.1.3 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*).

4.1.4 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

4.1.5 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	40-Feet
Minimum Rear Yard	40-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	80,000 Square Feet
Minimum Lot Width at Building Line	165-Feet
Maximum Ground Coverage Ratio	.35

4.1.6 Area and dimensional modifications. Within the RSF-E district, area and dimensional requirements may be reduced, as set forth below, where property is divided among the following legally related family members: spouse, children, siblings, parents, grandparents, grandchildren, or step-related individuals of the same status.

Minimum Front Yard	30-Feet
Minimum Rear Yard	30-Feet
Minimum Side Yards	10-Feet
Minimum Lot Area	40,000 Square Feet
Minimum Lot Width at Building Line	120-Feet

Proposed Zoning Requirements

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

Agency Comments

ADEM, Scott Brown: Staff asked for comments on July 10, 2026, and no comments were received.

ACE, James Buckelew: Staff asked for comments on July 10, 2026, and no comments were received.

City of Fairhope, Hunter Simmons: Staff asked for comments on July 10, 2026, and no comments were received.

City of Fairhope, Payton Rogers: Staff asked for comments on July 10, 2026, and no comments were received.

Mayor Sullivan, City of Fairhope: Staff asked for comments on July 10, 2026, and no comments were received.

Subdivisions, Fabia Waters: Should the rezoning request be approved, it is recommended that the applicant submit a conceptual subdivision plat for staff review to determine whether the proposed development will be processed as a minor or major subdivision and to identify the applicable subdivision requirements prior to submitting a formal application.

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 the following factors during the application evaluation:

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

The subject property covers approximately 4.6 acres and is currently zoned as RSF-E, Residential Single Family Estate District. A request has been submitted to rezone the property to RSF-2, Residential Single Family District, for residential development. The property is less than one mile from the City of Fairhope. This area along County Road 32 does not currently have any subdivisions and instead has single-family residences on various lot sizes ranging from 11,500 to 42,000 SF, and many heavily wooded, undeveloped lots with wetlands. There are several subdivisions within 0.5 mile of the lot – Polo Ridge (zoned RSF-2), Point Clear Woods (zoned RSF-1), Ponder’s (zoned RSF-2), and the Highland’s at Point Clear (RSF-1). Most of this planning district is zoned RSF-E, RSF-1 and RSF-2.

(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 majority of the subject property as a Rural / Agriculture / LID (low impact development) potential area. This place type allows for RR, RA, and RSF-E zoning districts and encourages large lots, a large buffer space between buildings, and conservation-based subdivisions.

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

The subject property is situated on three local roads and a minor arterial road. Antioch Church Road and Marlow Road function as local roads, providing access to residential properties and a church. Rather than moving traffic long distances, local roads prioritize property access and connect neighborhoods to the broader transportation network. County Road 32 is a minor arterial road, connecting local roads to other minor arterials roads (Scenic Highway 98 and Section Street) and a principal arterial road (Highway 98). This road also facilitates traffic flow while providing direct access to residential and commercial properties.

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

Planning District 19 was established in 2021. Most of the surrounding area is characterized by residential development and undeveloped wetlands / densely forested areas. Several large parcels of land within this district are owned by the state (Employees Retirement System of Alabama) as part of the Grand Hotel Golf Resort & Spa. Larger subdivisions, such as Polo Ridge and Point Clear Woods, were developed in the 1990's, with newer homes, including mobiles homes and tiny homes, recently constructed along County Road 32. Please note that Planning District 19 Local Provisions Sec. 2.3.19.3(b) prohibit higher density developments, which is relevant to the contiguous zoning just north of this property:

(b) The following zoning districts shall not be available in Planning District 19, and all references in the zoning ordinance to such districts are deleted, except as to lots or parcels included in such districts as of June 1, 2021:

1. RSF-3, Single Family District
2. RSF-4, Single Family District
3. RTF-4, Two Family District
4. RSF-6, Single Family District
5. RTF-6, Two Family District
6. RMF-6, Multiple Family District
7. RMH, Residential Manufactured Housing Park District
8. HDR, High Density Residential District
9. B-3, General Business District
10. B-4, Major Commercial District
11. TR, Tourist Resort District
12. M-1, Light Industrial District
13. M-2, General Industrial District

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

There is a potential impact on "high value native trees", as outlined in Sec. 2.3.19.3.(j) Planning District 19, Local Planning Provisions for Planning District 19, High Value Native Trees; and all major projects are required to perform and submit a tree survey. There are no potential wetlands within the property boundaries, but there are potential wetlands surrounding most sides of the property. No known historic or cultural resources will be impacted.

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

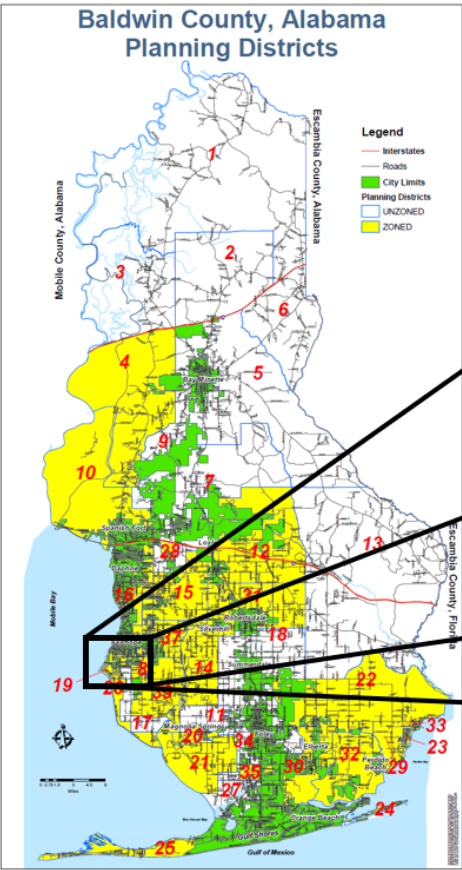
The proposed request should have no impact on the health, safety and welfare of the property or surrounding properties. If the subject property is developed, the applicant will need to supply "Will Serve Letters" for water and sewer.

Staff Comments and Recommendation

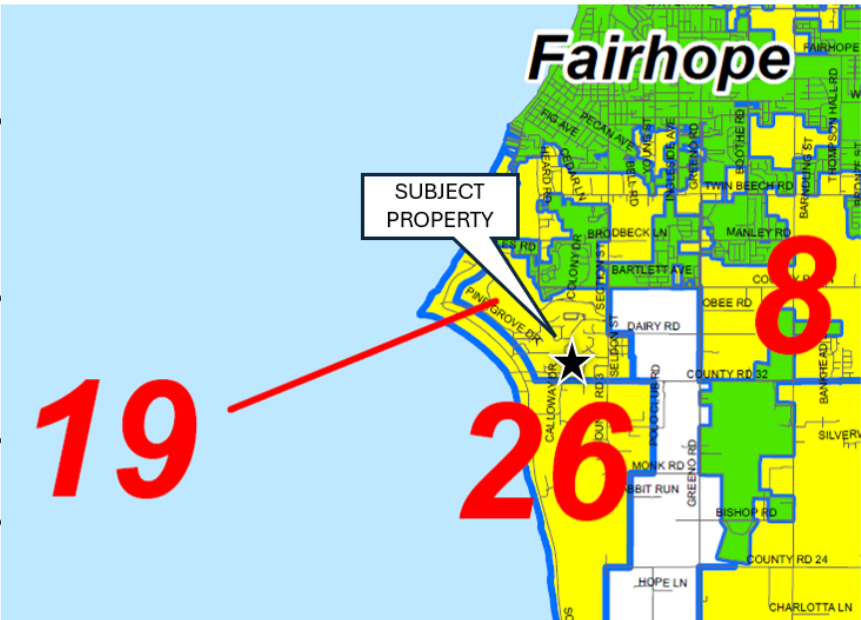
Upon review of the *Factors for Reviewing Proposed Zoning Map Amendments* specified within Section 19.6 of the Baldwin County Zoning Ordinance and themes of the Baldwin County Master Plan, staff has determined that the requested Zoning Map Amendment is **somewhat consistent** with the factors specified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

County Map



County Planning District Map



Property Images





Adjoining Property
to the North
PIN: 33131

Jul 23, 2026 12:13:07 PM
6439 Agee Lane
Point Clear
Baldwin County
Alabama



Property to
the South
PIN: 34269

Jul 23, 2026 12:06:25 PM



Property to
the East
PIN: 34888

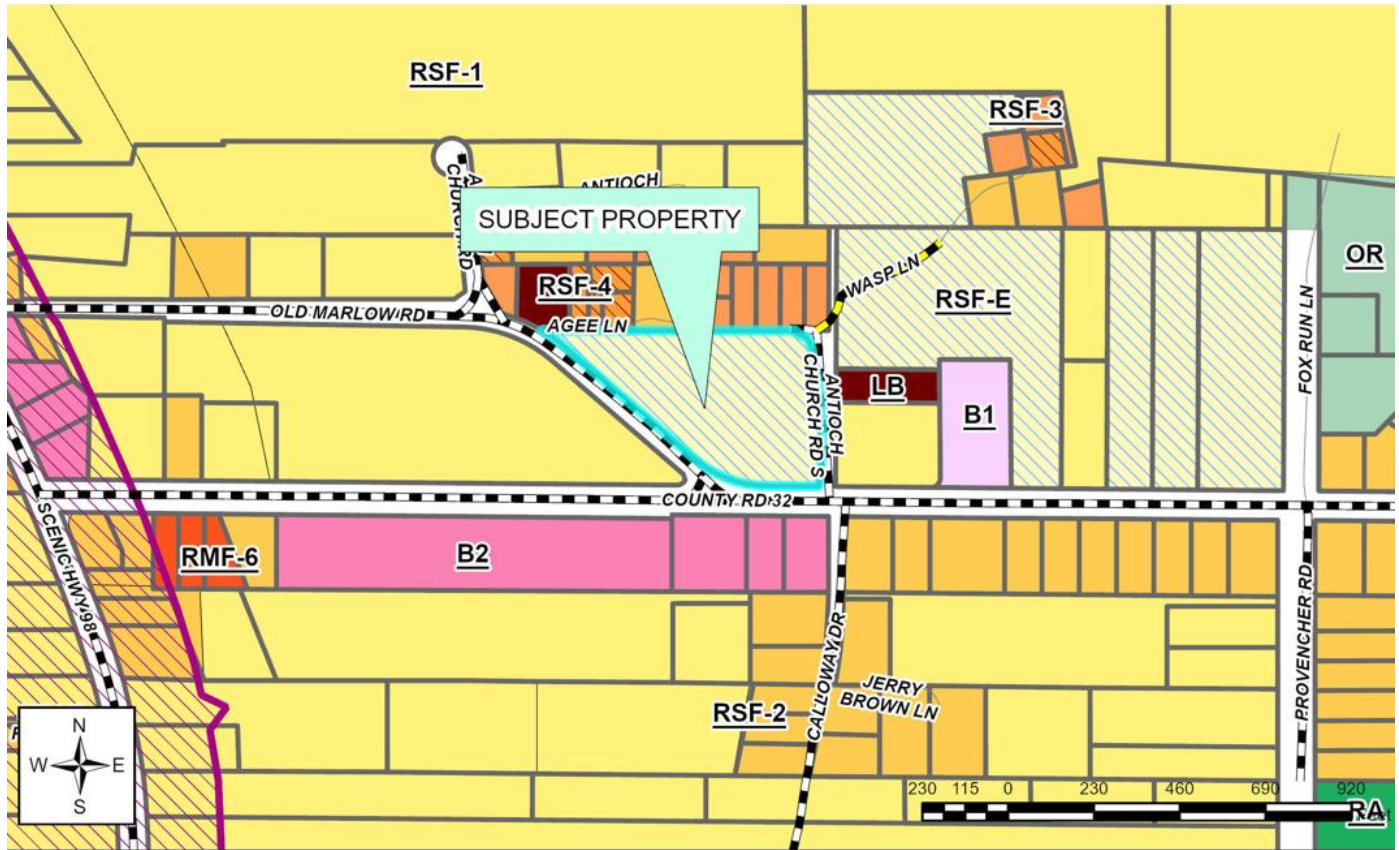
Jul 23, 2026 12:16:04 PM



Property to
the West
PIN: 49400

Jul 23, 2026 12:07:25 PM
18010 Quail Run Road
Fairhope
Baldwin County
Alabama

Locator Map



Site Map



FUTURE LAND USE MAP



LEGEND

PLACE TYPES	NODE TYPES
IDEAL CONSERVATION/PRESERVATION	RURAL CROSSROADS CENTER
CONSERVATION DEVELOPMENT POTENTIAL	NEIGHBORHOOD CENTER
RURAL/AGRICULTURE/LID POTENTIAL	
MODERATE DEVELOPMENT POTENTIAL	
MID-DENSITY DEVELOPMENT POTENTIAL	
HIGH-DENSITY DEVELOPMENT POTENTIAL	
MUNICIPAL JURISDICTIONS	

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

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

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?		2			
Does the proposed land use promote development that fits the character of the surrounding area?			1		
Total Land Use Score (out of 10 points)		5			
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?					-2

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"				-2
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.		1		
Does the proposed use provide housing or commercial uses that are consistent with the growth and demand projections for the surrounding area?					-2
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.			-1	
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)				4	
TOTAL SMART GROWTH SCORE				8	
RECOMMENDATION			0		
			SOMEWHAT SUPPORTS		
			0		
			0		