



Baldwin County Planning & Zoning Department

Baldwin County County Commission Staff Report

Case No. Z26-25/ PRD26-02

Alston Rental Property / Highway 98 RV Park

From RA to RV-1 and a 36-site Planned Residential Development (PRD)

October 20, 2026

Subject Property Information

Planning District: 22
General Location: The subject property is located west of County Rd 91 and north of State Hwy 98
Physical Address: 13155 County Rd 91, Elberta AL 36530
Parcel Numbers: 05-52-04-20-0-000-009.000
PIN#: 27830
Existing Zoning: RA, Rural Agricultural District
Proposed Zoning: RV-1, Recreational Vehicle Park District
Existing Land Uses: RV Park
Proposed Land Use: Mixed Use for an RV Park and Manufactured housing
Acreage: 10.93 A.C
Applicant/Engineer: Chris Lieb, P.E., Lieb Engineering
P.O. Box 2266
Fairhope, AL 36533
Owner: Alston's Rentals LLC
264 Ridge Crest Dr.
Macon, GA 31210
Lead Staff: Fabia Waters, Planner
Attachments: *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Agricultural & Residential	RA, Rural Agricultural & RSF-1, Single Family District
South	Commercial & Agricultural	B-2, Local Business District & RA, Rural Agricultural
East	Commercial	B-2, Local Business District & B-4, Major Commercial District
West	Agricultural	RA, Rural Agricultural

Summary

The subject property contains an existing recreational vehicle park previously approved for 36 RV sites. The applicant is requesting to rezone the property from RA, Rural Agricultural District, to RV-1, Recreational Vehicle Park District, in conjunction with a Planned Residential Development (PRD), to allow a mixture of recreational vehicle and manufactured home sites within the existing development. No increase in the total number of approved sites is proposed.

Although the proposed modification does not increase the overall number of sites, the request would modify the use and character of the previously approved development by allowing manufactured homes on sites previously approved for recreational vehicle use

Current Zoning Reuirements

Section 3.2 RA, Rural Agricultural District

3.2.1 Generally. This zoning district provides for large, open, unsubdivided land that is vacant or is being used for agricultural, forest or other rural purposes. Low-density residential development that maintains the rural character of the district is permitted in accordance with the permitted uses and area and dimensional requirements of this section.

3.2.2 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) Outdoor recreation uses.
- (d) The following general commercial uses: animal clinic and/or kennel; farm implement sales; farmers market/truck crops; nursery; landscape sales; country club.
- (e) The following local commercial uses: fruit and produce store.
- (f) The following institutional uses: church or similar religious facility; school (public or private).
- (g) Agricultural uses.
- (h) Single family dwellings including manufactured housing and mobile homes.
- (i) Accessory structures and uses.

3.2.3 Permit Exemptions for Agricultural Uses and Agriculture Buildings. Agricultural uses and Agriculture Buildings, as defined in this ordinance, within the RA zoning district, shall be exempt from the Zoning Site Plan and Zoning Land Disturbance permitting requirements of this ordinance.

3.2.4 Special exceptions. 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 as special exceptions: Not Applicable

3.2.5 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) Transportation, communication, and utility uses not permitted by right.

(b) Institutional uses not permitted by right.

(c) The following general commercial uses: low density recreational vehicle park (see *Section 13.8: Recreational Vehicle Parks*).

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

3.2.6 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.

Minimum Front Yard	40-Feet
Minimum Rear Yard	40-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	3 Acres
Minimum Lot Width at Building Line	210-Feet

3.2.7 Area and dimensional modifications. Within the RA 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

Section 5.5 RV-1, Recreational Vehicle Park District

5.5.1 Purpose and intent. The purpose of this section is to establish a zoning designation for recreational vehicle parks.

5.5.2 Permitted uses. The following uses are permitted as of right, or as uses accessory to permitted uses in the RV-1, Recreational Vehicle Park District, conditioned on the Commission Site Plan Approval requirements of *Section 18.10*:

- (a) Extraction or removal of natural resources on or under the land.
- (b) Water well (public or private).
- (c) Silviculture.
- (d) Recreational Vehicle Park.
- (e) Accessory structures and uses.
- (f) Church or similar religious facility.

5.5.3 Density. The maximum number of recreational vehicle sites developed under RV-1 shall be 15 sites per acre.

5.5.4 Land Area. The minimum land area shall be three (3) acres.

5.5.5 Standards. Recreational vehicle parks developed under the RV-1 designation shall meet all standards, procedures and requirements found in Section 13.8 of the zoning ordinance.

Agency Comments

ADEM, Scott Brown: Staff reached out 08/10/2026 but received no comments.

Subdivisions, Fabia Waters: A revised PUD Site Plan is required to be presented to the Planning Commission

Natural Resource Planner, Ashley Campbell: 2026-08--10 After reviewing the site plan, I do not have any comments. AC

Permit Engineer, Josh Newman: No current comments for utilities associated with the PRD: Notes for designer for future submittal: - Applicant will need to show that the design vehicle can traverse the site in future submittals. - Any work in the ROW will need a driveway permit. - If offsite utility work is required, ensure that infrastructure (hydrants) are located in front of the property and does not block access to adjacent properties

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 and shall be shown on the approved Final Site Plan.

The proposed 36-unit development, to be known as *Highway 98 RV Park*, will consist of a mix of uses encompassing RV Sites and Manufactured Homes.

The proposal relies upon multiple deviations from otherwise applicable development standards, including roadway surfacing, landscaping and buffering, dimensional requirements, and permitted-use requirements. Additionally, the property is currently subject to an active code violation related to six manufactured homes that were placed on site without proper approval. Staff therefore finds that the proposed development, as submitted, does not provide sufficient justification for the requested deviations or demonstrate that the resulting development would provide a more desirable and compatible development pattern than would otherwise be achieved through compliance with the applicable regulations.

According to the Master Plan, the area is designated primarily for Moderate Development Potential and Conservation Development Potential, which accommodates a range of single-family residences on large to medium-sized lots within amenity-oriented communities. Staff has reviewed the submitted materials and determined that the request does not comply with the requirements for rezoning to RV-1, Recreational Vehicle Park District in conjunction with a Planned Residential Development (PRD).

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 **not 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 **somewhat supports** the request.

Based upon the findings contained herein, staff recommends **denial** of Case PRD26-02.

1. If the Final Site Plan and required submittals are approved by the County, the applicant(s) must then and in that event, submit Planned Unit Development for a Final Site Plan amendment to be considered by the Baldwin County Planning and Zoning Commission.
2. Approval of the rezoning request from RA to RV-1.

Property Images

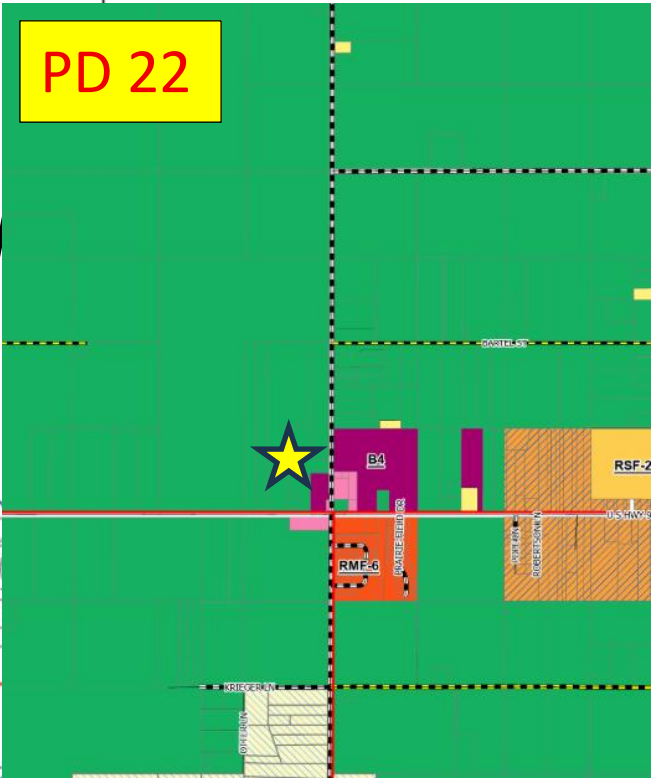
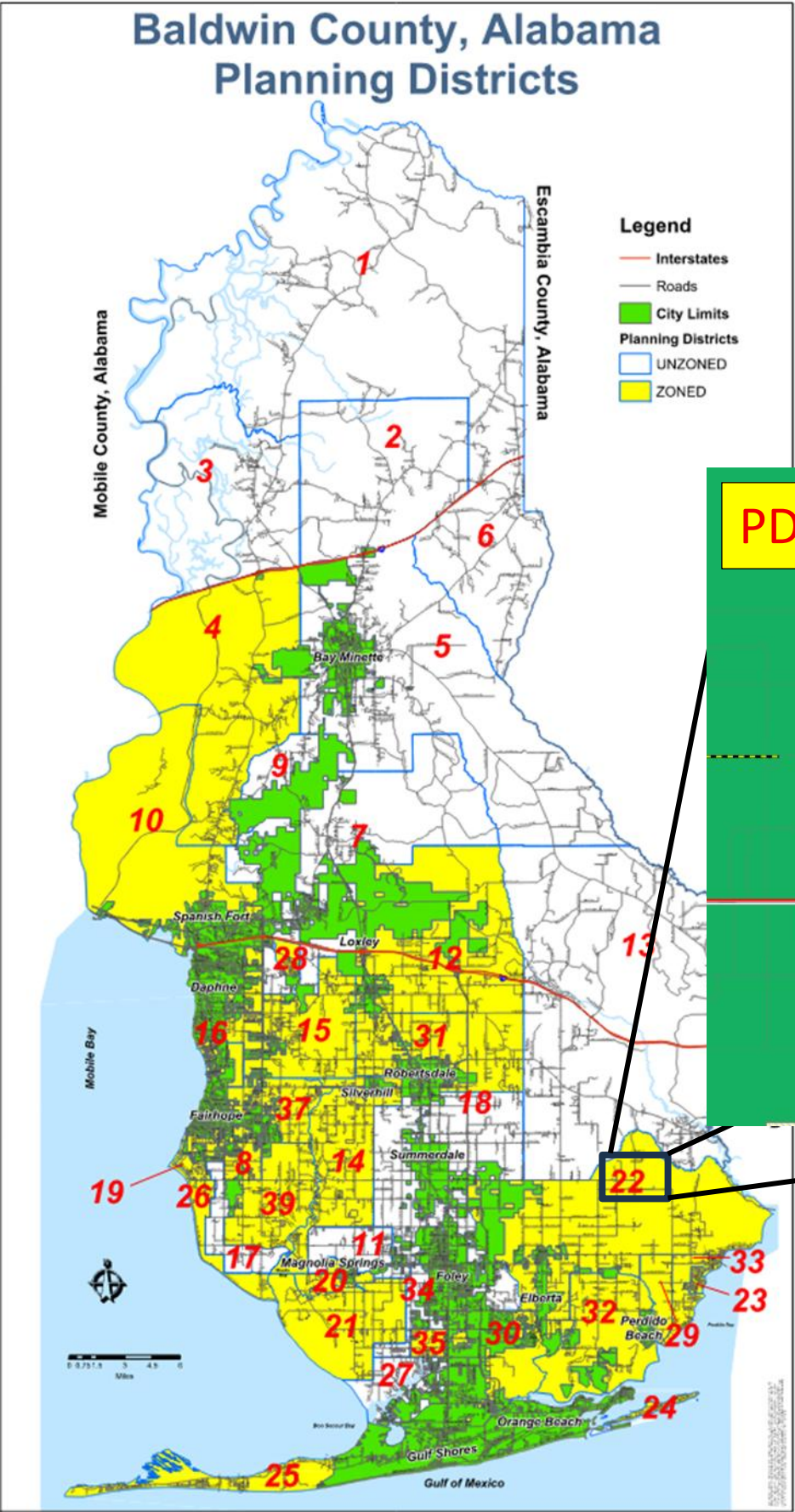




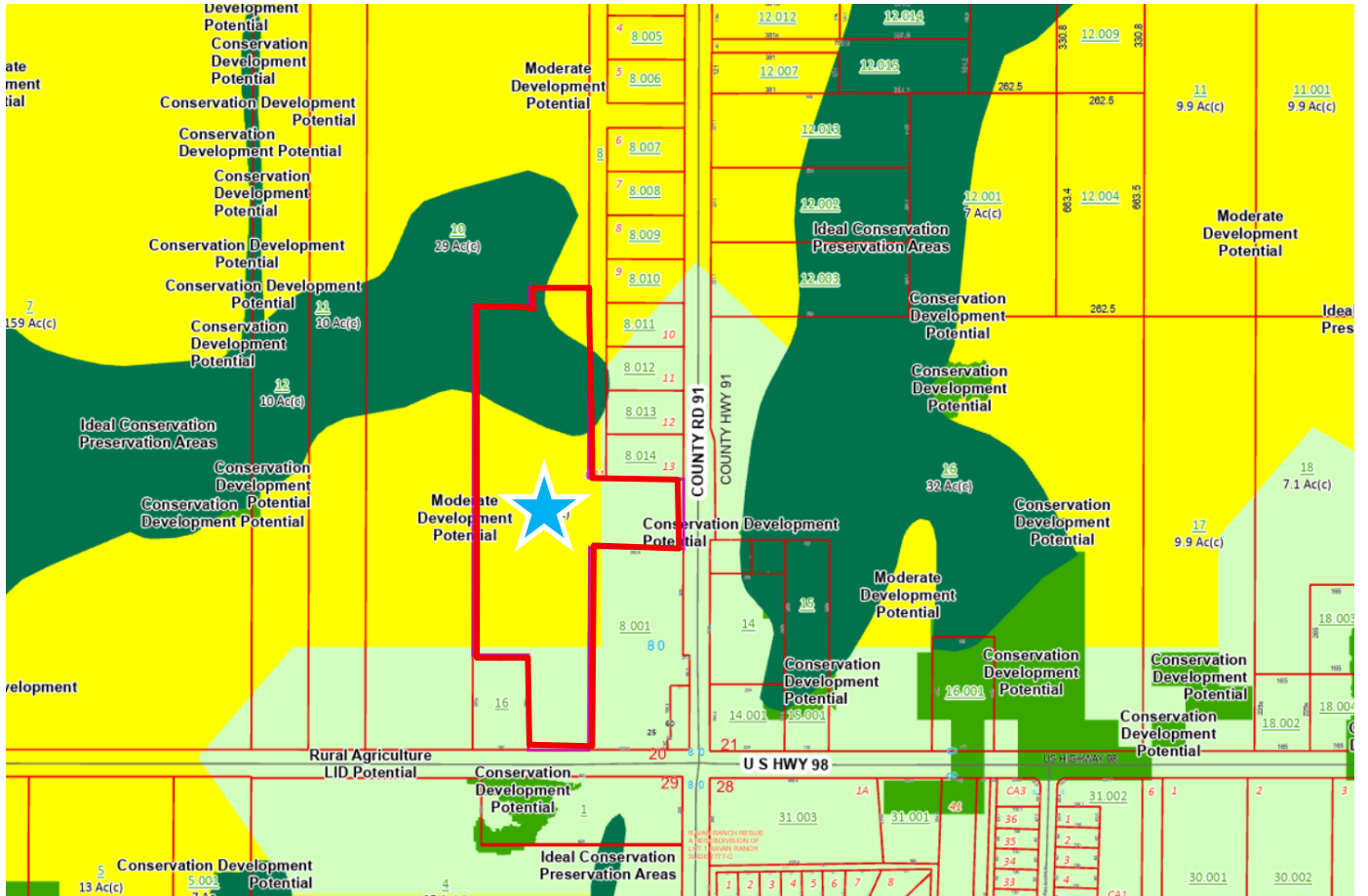
Baldwin County, Alabama Planning Districts

Legend

- Interstates
- Roads
- City Limits
- Planning Districts
 - UNZONED
 - ZONED



FLUM



LEGEND

PLACE TYPES

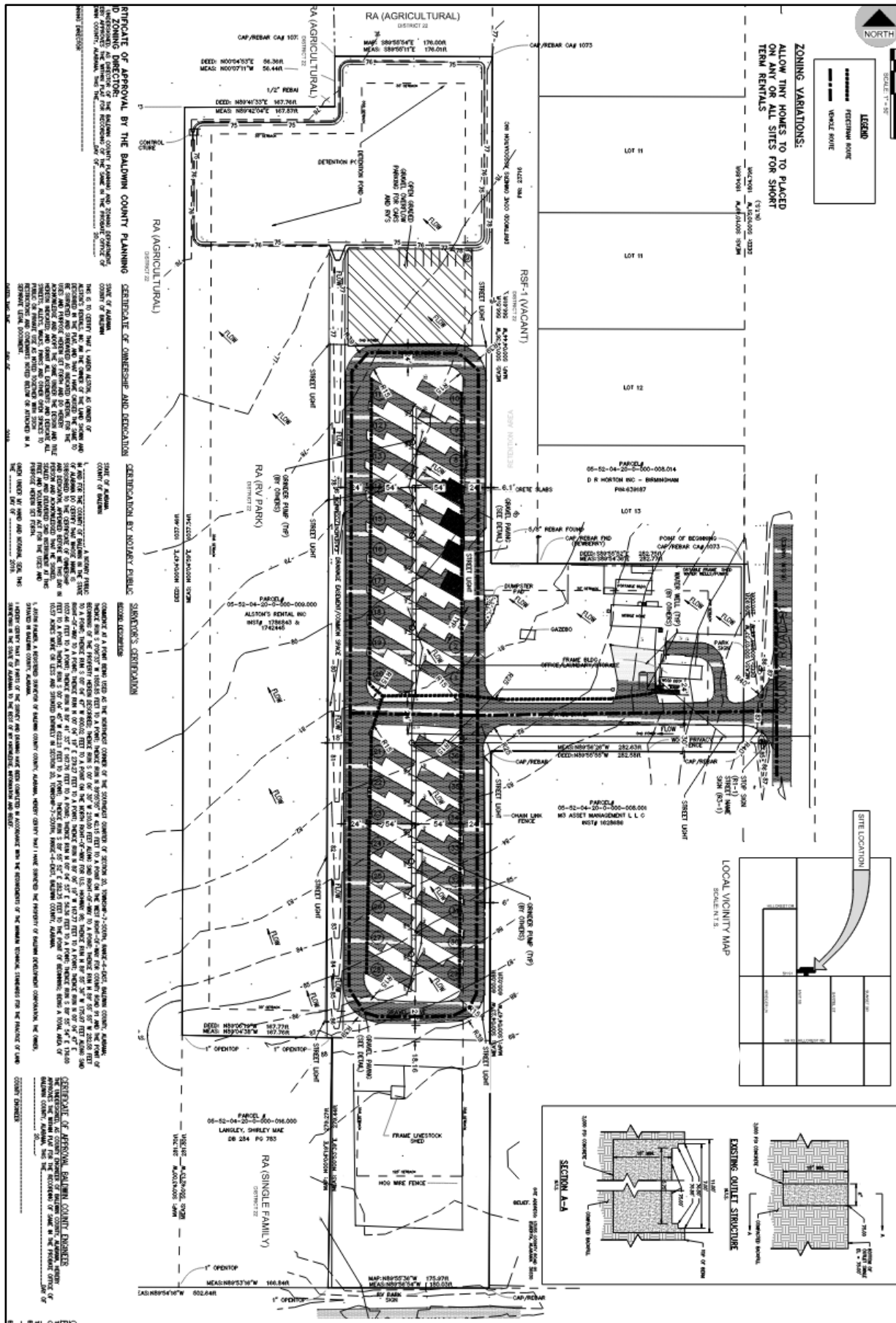
- IDEAL CONSERVATION/PRESERVATION
- CONSERVATION DEVELOPMENT POTENTIAL
- RURAL/AGRICULTURE/LID POTENTIAL
- MODERATE DEVELOPMENT POTENTIAL
- MID-DENSITY DEVELOPMENT POTENTIAL
- HIGH-DENSITY DEVELOPMENT POTENTIAL

MUNICIPAL JURISDICTIONS

NODE TYPES

- RURAL CROSSROADS CENTER
- NEIGHBORHOOD CENTER
- VILLAGE CENTER
- URBAN MIXED-USE CENTER
- COMMERCIAL/INDUSTRIAL CENTER

Overall Master Plan



Site Data

SITE PLAN DATA:

UNIT SIZE	10.93 AC
SMALLEST SPACE SIZE	1,838 SF
TOTAL NUMBER OF RVs/TINY HOMES	36
PARKING SPACES	45
LINEAR FEET OF STREETS	2,026 LF
TOTAL IMPERVIOUS AREA	51,755 SF
DENSITY	3.29 HOOKUPS/ACRE
COUNTY	BALDWIN
CITY	LILLIAN, AL
STREET	HIGHWAY 98
ZONING	NONE
BUILDING SETBACKS	40' FRONT 15' SIDE 40' REAR
OPEN SPACE	8.05 AC/73.65%
USABLE OPEN SPACE	8.05 AC/73.65%
POWER COMPANY	RIVIERA
SEWER COMPANY	BALDWIN COUNTY SEWER SERVICE
COMMUNICATIONS COMPANY	GULF TEL
WATER SERVICE	N/A

CONTACT INFORMATION:

OWNER:

ALSTON'S RENTALS INC.
264 RIDGE CREST DRIVE
MACON, GA 31210
(478) 954-5715

ENGINEER:

LIEB ENGINEERING COMPANY, LLC
7671 PARKER ROAD
FAIRHOPE, AL 36532
(251) 978-9779
CONTACT: CHRIS LIEB, PE

SURVEYOR:

DEVINE AND ASSOCIATES
1243 WOODLANDS WAY
HELENA, AL 35080
(205) 365-3222

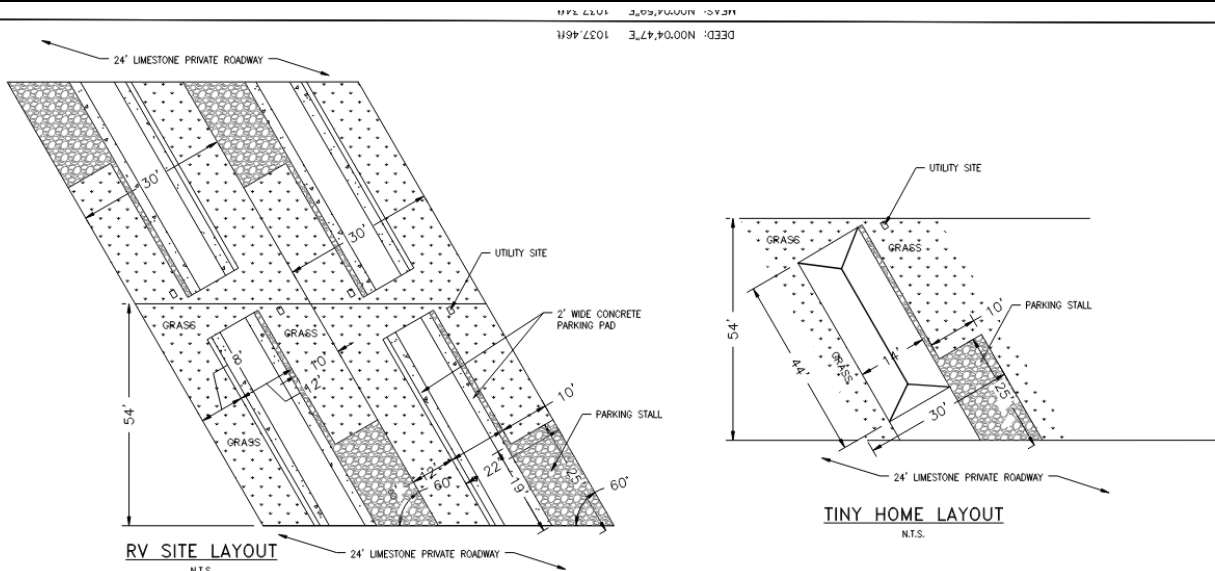
UTILITY PROVIDERS

WATER:	WATER WELL
POWER:	RIVIERA UTILITIES
GAS:	N/A
SEWER:	BALDWIN COUNTY SEWER

PROJECT NARRATIVE:

THE PROJECT CONSISTS OF REZONING AN RV PARK TO A PRD. THIS WILL BE LIMITED TO SHORT TERM RENTALS ONLY. THE ROAD INFRASTRUCTURE IS SLATED TO BE GRAVEL. THERE WILL BE A TOTAL OF 36 HOOKUPS THE WATER SUPPLY WILL BE PROVIDED BY 2 WATER WELLS WITH THE ABILITY TO SERVE 20 LOTS EACH. THE SEWER FROM A MAXIMUM OF 6 LOTS WILL BE SENT TO EACH GRINDER PUMP AND DISCHARGED TO THE CENTRAL COLLECTION SYSTEM VIA A 3" FORCE MAIN.

Typical Detail



Deviation Summary Table



LIEB ENGINEERING
C O M P A N Y

7671 Parker Road
Fairhope, AL 36532
Phone: 251.284.0039

September 22, 2026

Baldwin County
Attn: Staff

Re: **Karen RV – Narrative and Deviation Letter**

Staff,

The project consists of rezoning an RV park to a PRD. This will be limited to short term rentals only. The road infrastructure is slated to be gravel. There will be a total of 36 hookups the water supply will be provided by 2 water wells with the ability to serve 20 lots each. The sewer from a maximum of 6 lots will be sent to each grinder pump and discharged to the central collection system via a 3" force main.

The deviations from the zoning ordinance are as follows:

1. Section 9.3.3 Use Intensity and Design: We are requesting Tiny Homes (14' by 44') be placed on any site or an RV allowed on any site by way of this PRD.
2. Section 4.11.4(B): Units 1,875SF vs the 5,000 SF required.
3. Section 4.11.4(B): Spaces 30' wide instead of 50' wide required.
4. 13.8.2(j)3: Gravel Road to remain in lieu of asphalt.
5. Section 9.2.3: We are requesting tiny homes be placed onsite, which are not allowed in current zoning.

The deviations from the subdivision regulations are as follows:

1. Article 6.2.2(a)1.(i): We have reserved the space for the landscape buffer, however we are requesting to not plant trees and bushes in the buffers.
2. Article 6.2.2(a)1.(ii): We are requesting to not plant trees around the stormwater pond.

Sincerely,



Baldwin County Commission

Planning & Zoning Department

22251 Palmer St, Robertsdale AL, 36567

Phone: (251)580-1655

Email: planning@baldwincountyal.gov

NOTICE OF ZONING VIOLATION

Date of Notice: July 06, 2026
Property Owner: ALSTONS RENTAL INC
Owner Address: 13155 CO RD 91
ELBERTA, AL 36530
File Number: **26-004475**

YOU ARE HEREBY NOTIFIED THAT:

Pursuant to the Baldwin County Zoning Ordinance, Sec. 21.3, notice is hereby given that you are in **violation** of the *Baldwin County Zoning Ordinance*.

LOCATION OF VIOLATION:

The subject property is situated in Planning District 22, and is zoned RA and is located at:

Street Address: 13155 COUNTY RD 91
ELBERTA, AL 36530
Tax Parcel ID: 05-52-04-20-0-000-009.000
Inspection Date: May 12, 2026

NATURE OF VIOLATION:

Mixed use not allowed for mobile homes and RV's on the above parcel. Parcel is permitted for use as an RV park only.

CORRECTIVE ACTION:

Remove mobile homes from the above parcel within 90 days of this notice of violation, noncompliance will result in legal action.

If you have any questions please call (251) 580-1655 and reference the file number listed above.

BALDWIN COUNTY ZONING ORDINANCE:

ENFORCEMENT PENALTIES:

Failure to comply within the time specified above will subject you to penalties in accordance with Sec. 21.3 of the *Baldwin County Zoning Ordinances*

Article 21 Enforcement

Section 21.3 Notice of Violation

21.3.1 Issuance. The Planning and Zoning Director or his/her designee shall issue a written notice of violation upon receipt of a complaint or knowledge of violation, to all persons in violation. The Notice of Violation may be served by certified mail, return receipt requested, or pursuant to Alabama Rules of Civil Procedure. The Notice of Violation shall allow a reasonable time to correct or abate such violation.

21.3.8 Fines. Any person(s) violating any of the provisions herein shall be fined not more than \$150.00 for each separate violation, plus all costs of court, with each day such violation continues constituting a separate violation (see 21.2.3, above). The fines provided for herein shall commence and accrue upon receipt of the Notice of Violation or the expiration of the allowed period for correction, whichever is later. Said fines shall continue to accrue until paid, but shall not accrue on days during which the violation is properly on appeal.

When a violation results from a person's failure to obtain a permit or approval required by this Ordinance, and the person subsequently submits an application for the required permit, the Planning Director may waive the daily fee and shall instead require double the normally required permit application fee as a reduced fine.

If you believe the activities or conditions described above are not in violation of the *Baldwin County Zoning Ordinance*, you may provide supporting documentation or other materials to the Planning and Zoning Department at 22251 Palmer Street, Robertsdale, Alabama 36567, within 7 days of receipt of this notice.

Appeals must be filed with the Board of Adjustment by delivery of the appeal form to the Planning and Zoning Director at his /her office at 22251 Palmer Street, Robertsdale, Alabama 36567 within (15) fifteen days of receipt of this notice. Appeal forms are available on the County website at the following address: www.baldwincountyal.gov/departments/planning-zoning/forms-applications/permits-forms

Sincerely,

Vince Ramer
Senior Code Enforcement Officer
Planning and Zoning Department
cc: Jay Dickson, Planning Director

Pictures of the Manufactured Homes

Manufactured housing. Single family detached housing that is built to the National Manufactured Housing Construction and Safety Standards Act of 1974, and shall include structures known as manufactured homes or mobile homes.

Recreational vehicle. A self-propelled vehicle used for temporary housing of individuals and families during travel. This category also includes travel trailers, campers, camping trailers, motor homes, small mobile homes used for vacation purposes and similar transient residential vehicles.







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)

-1

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	
Total Master Plan Score (out of 10 points)				-4	
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.		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.	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.		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		
Total Transportation & Utility Score (out of 10 points)		7			
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?		2			
Would the proposed use have any impacts to historic or cultural resources in the area?		2			
Total Environmental Score (out of 10 points)				10	
TOTAL SMART GROWTH SCORE				12	
RECOMMENDATION				0	
				SOMEWHAT SUPPORTS	
				0	
				0	