



Case No./Name: PRD24-10 Two Lakes Phases 1 & 2
Meeting Date: February 6, 2025
Request: Planned Residential Development approval for a 114-unit RV Park
Recommendation: Approval for PRD24-10

Staff Lead: Celena Boykin, Senior Planner

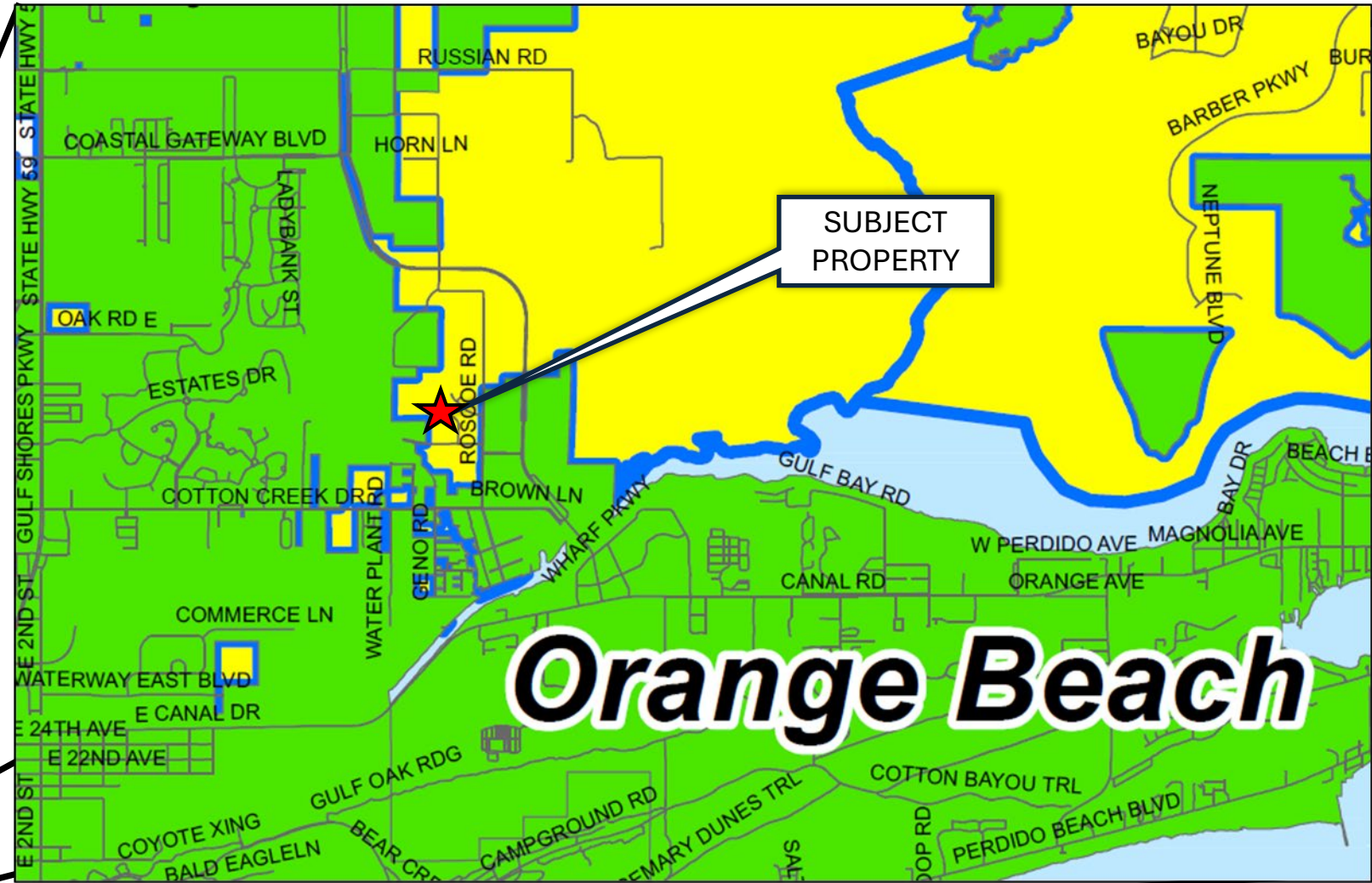
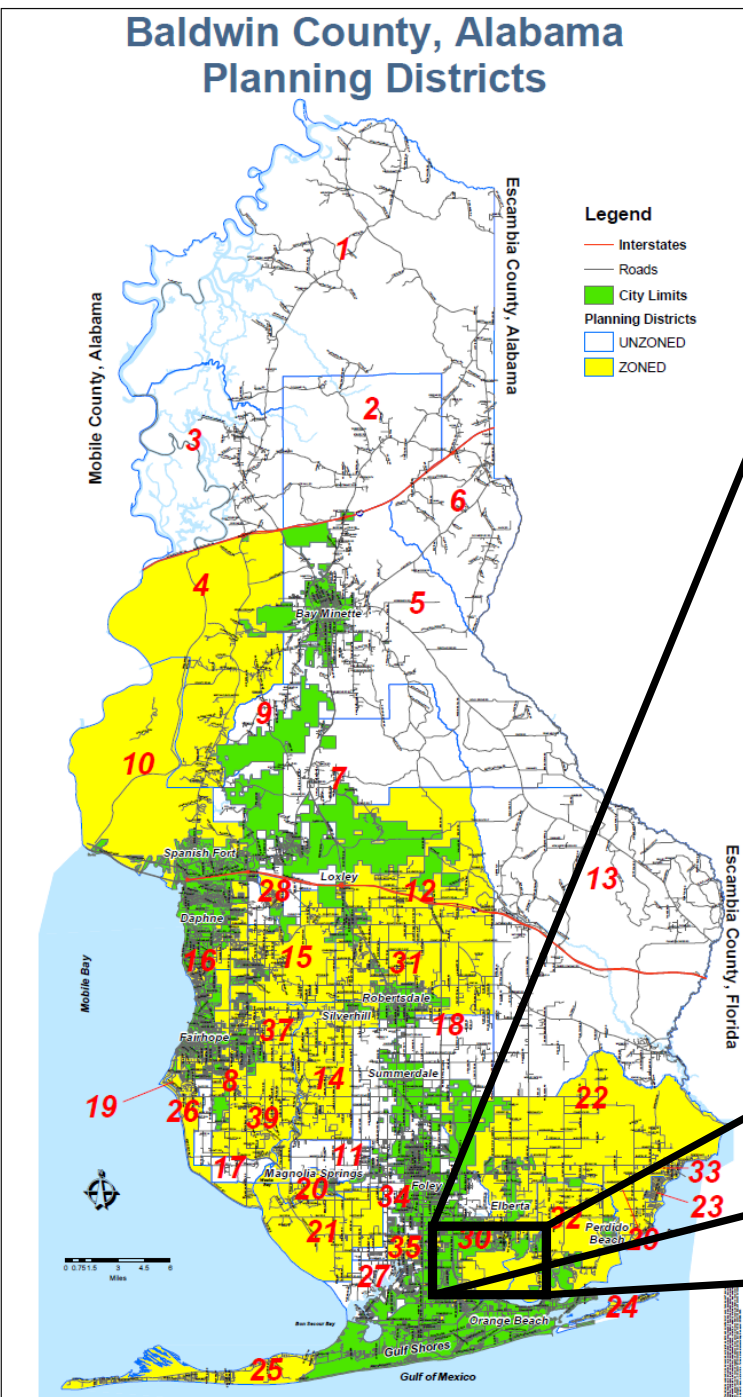
Owner: Two Lakes LLC, 7883 Delta Woods Dr., Bay Minette, AL 36570

Developer: Two Lakes LLC,

Engineer: Lieb Engineering Company, 1290 Main St Suite E, Daphne, AL 36526

To view maps/plats in higher resolution and public comments received related to this case, please visit the "Upcoming Items" Planning and Zoning webpage : <https://baldwincountyal.gov/departments/planning-zoning/meeting-agenda>

Baldwin County, Alabama Planning Districts



Location: Subject property is located on the west side of Roscoe Road approximately 1,000 feet north of Bradford Road

Proposed use: A 114-unit RV Park

Planning District: 30

Zoning: RV-2, Recreation Vehicle Park District

Parcel#: 05-61-07-35-0-000-007.000

PIN: 16828

Total Property Area : 39.97+/- acres

Total # of Lots requested: 114 RV Sites

Density (RV Park): 6 sites / acre

Total area 39.97 ac – 10.6/2 ac wetlands) = 34.67 acres

114 lots / 34.67 = 3.29 units / acre

A PRD allows lots smaller than the zoning minimum, but the overall density of the development cannot exceed the RV-2 density of 6 sites/acre.

Open Space: Required $39.97 \times 20\% = 8$ ac

Provided (Site data table): 26.12 ac

Open space cannot include detention ponds or internal ROW.

“Useable” open space: Required $8 / 2 = 4$ ac

Provided (Site data table): 15.58 ac

Streets / Roads: 4,039 LF of street for public use

Utility Providers: Capacity reports will be required for the preliminary plat

Water: City of Gulf Shores

Electrical: Baldwin EMC

Sewer: City of Gulf Shores

Gas: Riviera Utilities

Drainage Improvements (4.5.1e, 5.11.7): A full drainage plan is not required for the PRD but will be required for the preliminary plat.

Wetlands (5.2.2): Wetland report provided by Craig Martin of *Wetland Sciences*. Wetland acreage is 10.1 acres, shown with the required 30 ft non-disturbed buffer.

Flood zone (5.19): Zone X, no special requirements

Fire Protection (5.2.5a(3)): A fire flow test and letter from the local fire authority are not required for the PRD but will be required for the preliminary plat.

Online Case File Number: The case number is PRD24-10. When searching online CitizenServe database, please use PRD24-000010.



Staff Analysis and Findings

The requirements and standards for review and approval of Planned Developments are found at Article 9 in 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 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, upon recommendation by the Planning Commission, and shall be shown on the approved Final Site Plan.

As stated previously, the proposed development is to be known as Two Lakes, LLC Phase 1 & 2. The project narrative states that the general purpose of the proposed development is to build a recreational vehicle park community with a club house and a pool. The general character of the proposed development is recreational vehicle park with lots surrounding two lakes. There will be an option of cottages with a sleeping area, full bathroom and full kitchen on each lot. A vast majority of the wetlands on the property will be preserved in its natural condition. The lots will be clustered on the Northeast side of the development to leave over 1/3 of the property in its natural condition.

The subject property was rezoned from B-3 to RV-2 in August of 2021, at this time PRD approval was also granted for Phase 1. In September of 2021 the Final Site Plan was approved for Phase 1. The applicant is asking for PRD approval for Phase 2 as well as approval of Phase 1 again because the applicant

is wishing to add the option of casitas on each site.

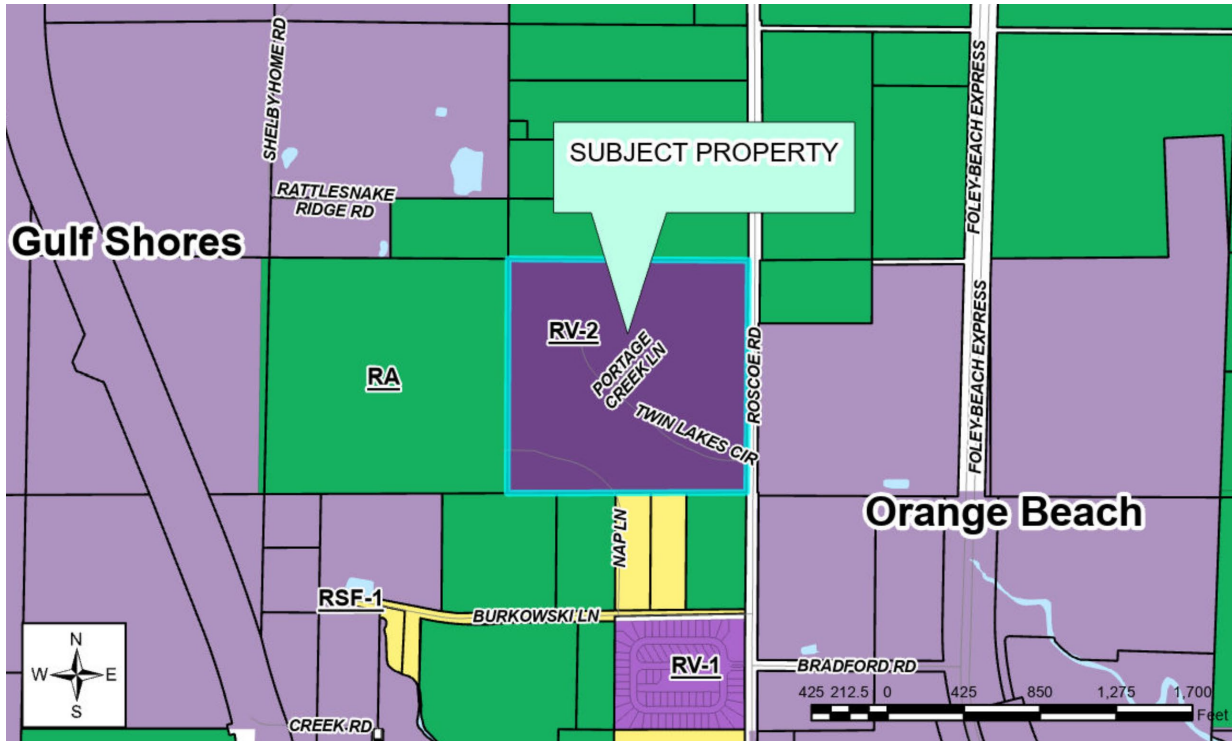
The development consist of 39.97 acres with 2 phases and a total of 114 sites. Phase 1 includes 45 lots and Phase 2, 69 lots. The smallest lot size being 3,200 Sq Ft and the largest lot being 4,596 Sq Ft. The future land use for the subject property is Ideal Conservation Preservation (for the approval of Phase 1 the Baldwin County Master Plan, 2013, provided a future land use designation of Commercial for the subject property). Furthermore, a development of this size would be classified as a small scale planned development due to the fact it occupies at least five acres but less than 1000 acres.

Staff has reviewed the submittals and has found that the request meets the requirements of Article 9 of the Zoning Ordinance, Planned Development Districts. Please note that PRD site plan approval does not represent subdivision approval. Where a planned development involves the subdivision of land, a subdivision plat shall be approved in accordance with the procedures established in the Baldwin County Subdivision Regulations. Copies of the site plan and supporting documents are included as attachments to this staff report.

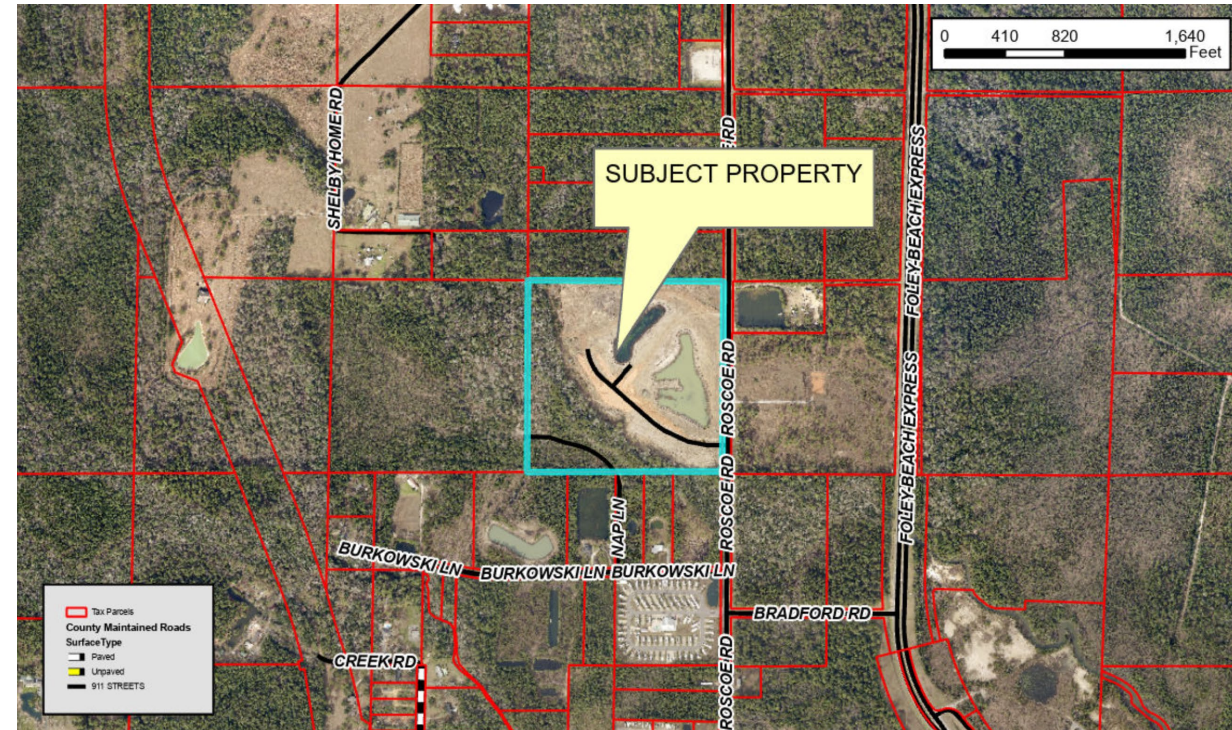
• Agency Comments

- **USACE, James Buckelew:** Staff reached out 1/6/2025 but received no comments.
- **ADEM, Scott Brown:** Staff reached out 1/6/2025 but received no comments.
- **City of Gulf Shores, Andy Bauer:** The City of Gulf Shores has no comments. Thanks
- **Subdivisions, Shawn Mitchell:** After PRD approval, the Applicant must get Preliminary and Final Plat approval to create individual lots.
- **Permit Engineer, Josh Newman:** Project is constructed and has already been final plat.

Locator Map



Site Map



Adjacent Zoning

North

RA, Rural Agriculture

South

RA, Rural Agriculture & RSF-1, Single Family

East

RA, Rural Agriculture & City of Orange Beach

West

RA, Rural Agriculture

Adjacent Land Use

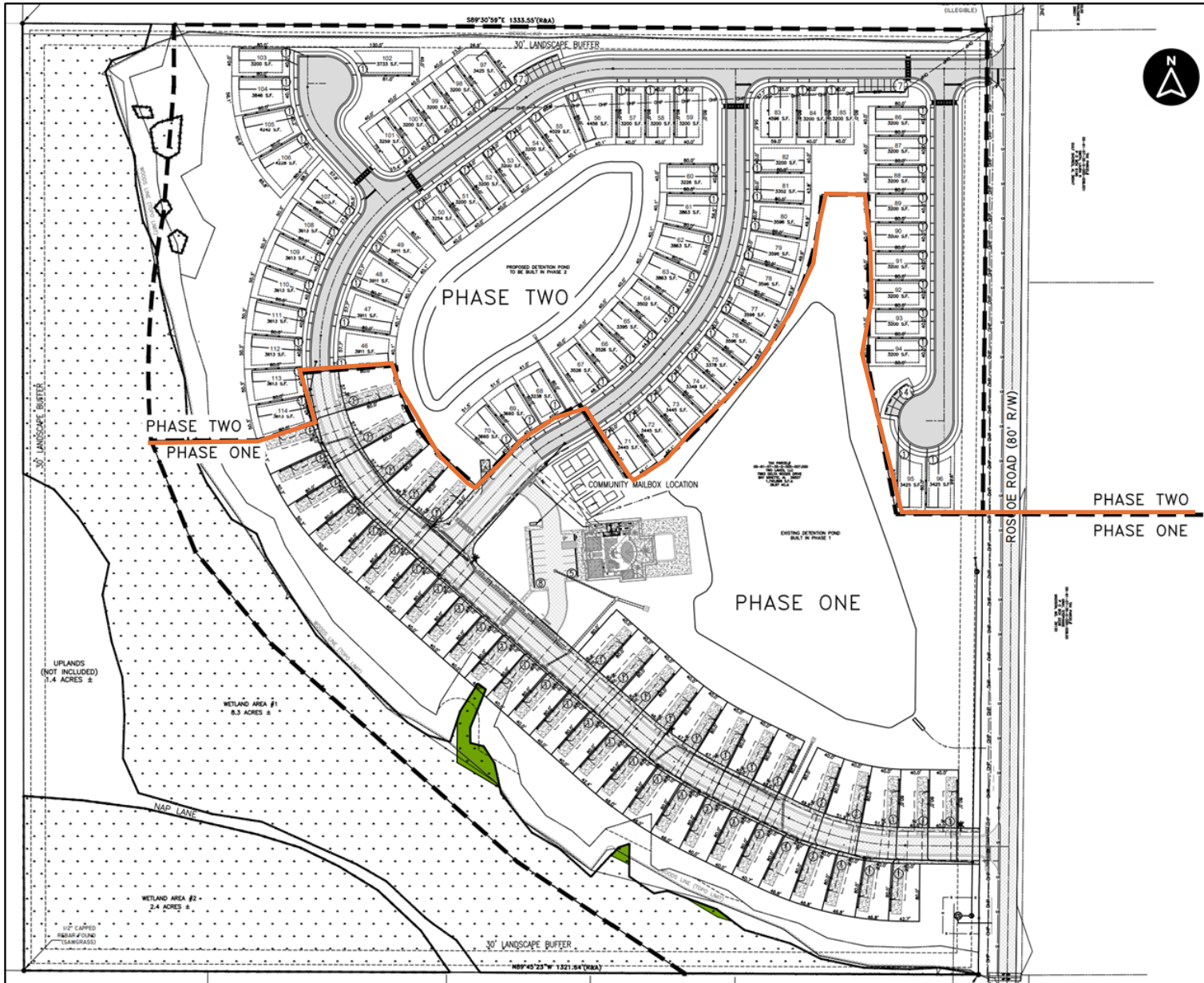
Vacant

Residential

Vacant

Vacant

Site Plan & Data



NOTES:

- SEE SHEET C2.0 FOR ALL GENERAL NOTES.
- LAND OUTSIDE THE NORMAL RIGHT-OF-WAY SHALL REVERT TO THE ADJUTING PROPERTIES WHENEVER THE STREET IS CONTINUED AND CONNECTED TO THE ADJACENT PROPERTY.
- ALL COMMON LAND AREAS AND FACILITIES SHALL BE OWNED AND MAINTAINED BY A PROPERTY OWNER'S ASSOCIATION, IN ACCORDANCE WITH 6-14 OWNERSHIP AND MANAGEMENT OF COMMON OPEN SPACES, AND SHALL BE RESTRICTED IN THEIR USE TO PROPERTY OWNERS AND THEIR GUESTS.
- USERS OF THE SPACES AND LOTS SHALL MEET ALL OTHER APPLICABLE LAWS. SPACES AND LOTS MAY BE RENTED BY THE DAY OR WEEK, AND AN OCCUPANT OF SUCH SPACE SHALL NOT REMAIN IN THE SAME PARK FOR A PERIOD EXCEEDING 180 DAYS. ALL LOTS AND SPACES RENTED SHORT TERM SHALL OBTAIN A BUSINESS LICENSE AND REMIT TAXES FOR SUCH RENTAL TO THE CITY.
- MANAGEMENT HEADQUARTERS, TOILETS, SHOWERS, LAUNDRY FACILITIES AND OTHER USES AND STRUCTURES CUSTOMARILY INCIDENTAL TO THE OPERATION OF A RV PARK SHALL OCCUPY NO LESS THAN TEN (10) PERCENT OF THE PARK AREA, SHALL BE RESTRICTED IN THEIR USE TO OCCUPANTS OF THE PARK, AND SHALL PRESENT NO VISIBLE EVIDENCE OF THEIR COMMERCIAL CHARACTER WHICH WOULD ATTRACT CUSTOMERS OTHER THAN OCCUPANTS OF THE PARK.
- THIS PROPERTY IS IN ZONE "X" AS PER THE MAP BY THE FEDERAL EMERGENCY MANAGEMENT AGENCY, FEDERAL INSURANCE ADMINISTRATION COMMUNITY PANEL NUMBER 942 FOR BALDWIN COUNTY AND MAP NUMBER 01003C0942M AS PER REVISED MAP DATED APRIL 19, 2019
- SIDEWALK TO BE CONSTRUCTED DURING INFRASTRUCTURE CONSTRUCTION BY CONTRACTOR.

SITE DATA:

- | | |
|---|--|
| 1. PROPOSED USE: | RV SUBDIVISION |
| 2. ZONING: | RV-2 PRD - PLANNING DISTRICT 30 |
| 3. TOTAL AREA: | PARENT LOT: 39.96± AC. (1,740,796 S.F.) |
| 4. PHASE ONE TOTAL AREA: | 15.43 AC. (672,512 S.F.) |
| 5. PHASE TWO TOTAL AREA: | 24.53 AC. (1,068,284 S.F.) |
| 6. DISTURBED AREA: | 13.00± AC. (566,500± S.F.) |
| 7. SMALLEST UNIT SIZE: | 3,200 S.F. (LOT 1) |
| 8. LARGEST UNIT SIZE: | 4,596 S.F. (LOT 83) |
| 9. TOTAL UNITS: | 114 LOTS (PHASE 2 - 69 LOTS) |
| 10. LINEAR FEET IN STREETS: | 4,039 L.F. |
| 11. IMPERVIOUS SURFACE: | 9.39± AC. (409,050 S.F.)(23.50%)
172,189 S.F. CONCRETE
122,530 S.F. BUILDING COVERAGE
114,331 S.F. ASPHALT |
| 12. DENSITY: | 3.29 UNITS PER ACRE |
| 13. OPEN SPACE: | 26.12± AC. (1,137,951 S.F.) (65.36%) (20% REQ'D) |
| 14. USEABLE OPEN SPACE: | 15.58± AC. (678,665 S.F.) (38.99%) (10% REQ'D) |
| 15. SETBACKS: | FRONT 30'-0" (PARENT LOT)
SIDE 30'-0" (PARENT LOT)
REAR 30'-0" (PARENT LOT)
FRONT 10'-0" (INDIVIDUAL LOT)
SIDE 5'-0" (INDIVIDUAL LOT)
REAR 10'-0" (INDIVIDUAL LOT) |
| 16. PARKING SPACES: | 145 (31 SCATTERED ON SITE; 1 ON EACH LOT) |
| 17. FLOOD ZONE MAP: | THIS PROPERTY IS IN ZONE "X" AS PER THE MAP BY THE FEDERAL EMERGENCY MANAGEMENT AGENCY, FEDERAL INSURANCE ADMINISTRATION COMMUNITY PANEL NUMBER 942 FOR BALDWIN COUNTY AND MAP NUMBER 01003C0942M AS PER REVISED MAP DATED APRIL 19, 2019. |
| 18. WE WILL INSTALL THE REQUIRED WETLAND SIGNS AT THE 30' BUFFER. | |

Proposed PRD Variations from Zoning

RV-2, Recreational Vehicle Park District

5.6.3 *Density*. The maximum number of recreational vehicle sites developed under RV-2 shall be 6 sites per acre. (Proposing 2.85 sites per acre)

Setbacks

1. A minimum thirty-foot building setback shall be required from any exterior property line, development phase boundary line, or jurisdictional wetland. No recreational vehicle sites, buildings, or other non-stormwater structures shall be constructed within the required thirty-foot setback. (Proposing 30 feet setback)
2. Structures constructed or located on recreational vehicle parks and campground sites / units must be separated from each other by at least ten (10) feet. (Proposing 10 feet)
3. Refer to Section 5.4 (h) of the Subdivision Regulations for Highway Construction Setback requirements. (Roscoe Rd is a Local Rd.)

Parking

Each recreational vehicle site shall have off-street parking for at least one recreational vehicle and one standard passenger vehicle. (Proposing 1 off street parking and 1 RV parking per site)

Additional parking spaces shall be provided throughout the recreational vehicle park to accommodate employee and guest parking. The number of additional parking spaces shall equal 0.25 spaces per recreational vehicle site rounded to the nearest whole number. The minimum dimension of an off-street parking space is 9' x 19'. (Proposing 31 additional spaces)

Each recreational vehicle site must be at least 1,600 square feet in area. (Proposing the smallest site as 3,200 sq ft and the largest as 4,596 sq ft)

Examples of Casitas Layouts

House 1
1,020 Square Feet

House 2
816 Square Feet

Architectural presentation for House 1 (1,020 Square Feet). The presentation includes a detailed floor plan on the left showing two bedrooms, a living room, kitchen, and patio. To the right are two exterior renderings: one showing the side profile of the white casita with a gabled roof, and another showing the front view with a covered patio. Below these is a 3D interior rendering of the living room, kitchen, and bedrooms, with furniture and fixtures placed to show the layout.

Design Phase: Design Phase - 4
 Scale: 1/8" = 1'-0"
 Date: 02/05/2024
 Designer: Ryan, Emma & Sara
 Baker Clark Homes
 10000 W. Sunset Blvd., Suite 100
 West Hollywood, CA 90069
 310.441.1111
 www.bakerclarkhomes.com

Presentation Page
 House 1 of 3

Architectural presentation for House 2 (816 Square Feet). The presentation includes a floor plan on the left showing one bedroom, a living room, kitchen, and patio. To the right are two exterior renderings: one showing the side profile of the white casita with a gabled roof, and another showing the front view with a covered patio. Below these is a 3D interior rendering of the living room, kitchen, and bedroom, with furniture and fixtures placed to show the layout.

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Presentation Page
 House 2 of 3

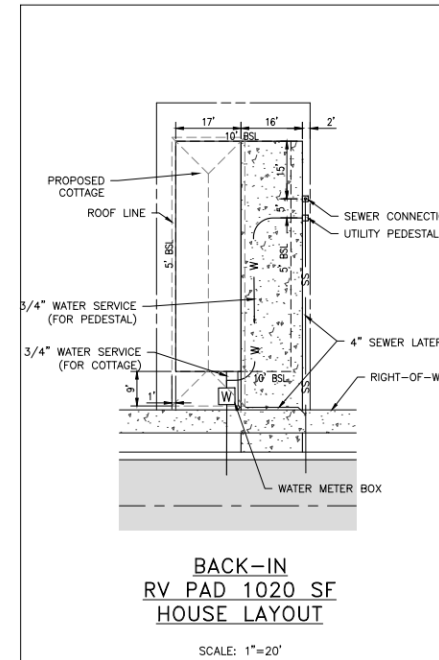
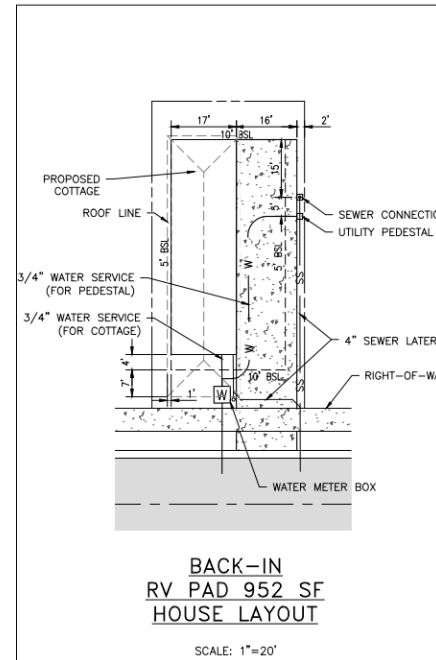
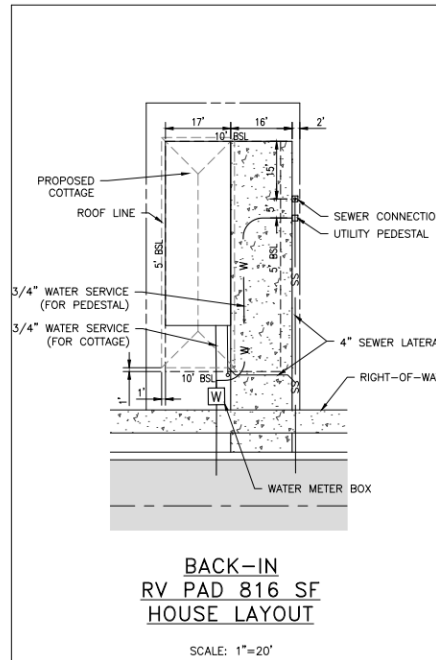
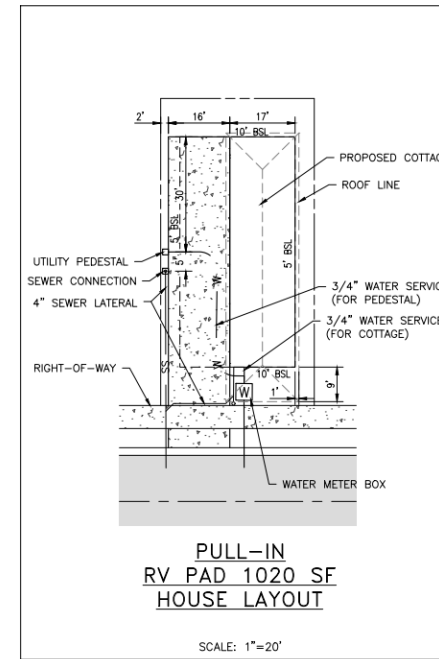
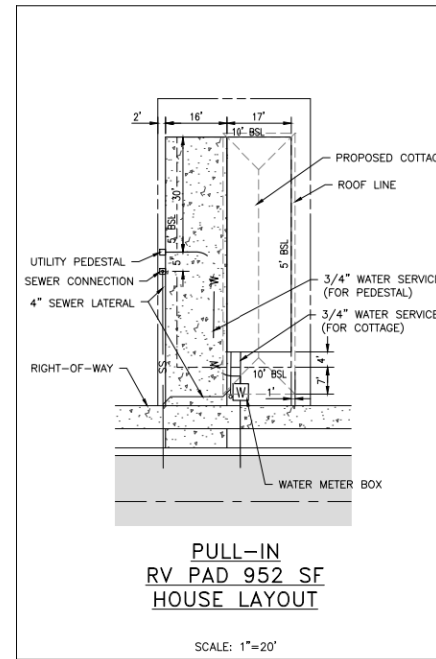
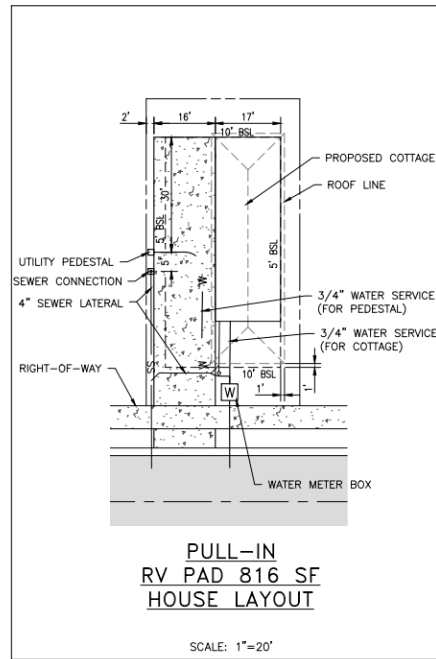
Architectural presentation for House 3 (952 Square Feet). The presentation includes a floor plan on the left showing one bedroom, a living room, kitchen, and patio. To the right are two exterior renderings: one showing the side profile of the white casita with a gabled roof, and another showing the front view with a covered patio. Below these is a 3D interior rendering of the living room, kitchen, and bedroom, with furniture and fixtures placed to show the layout.

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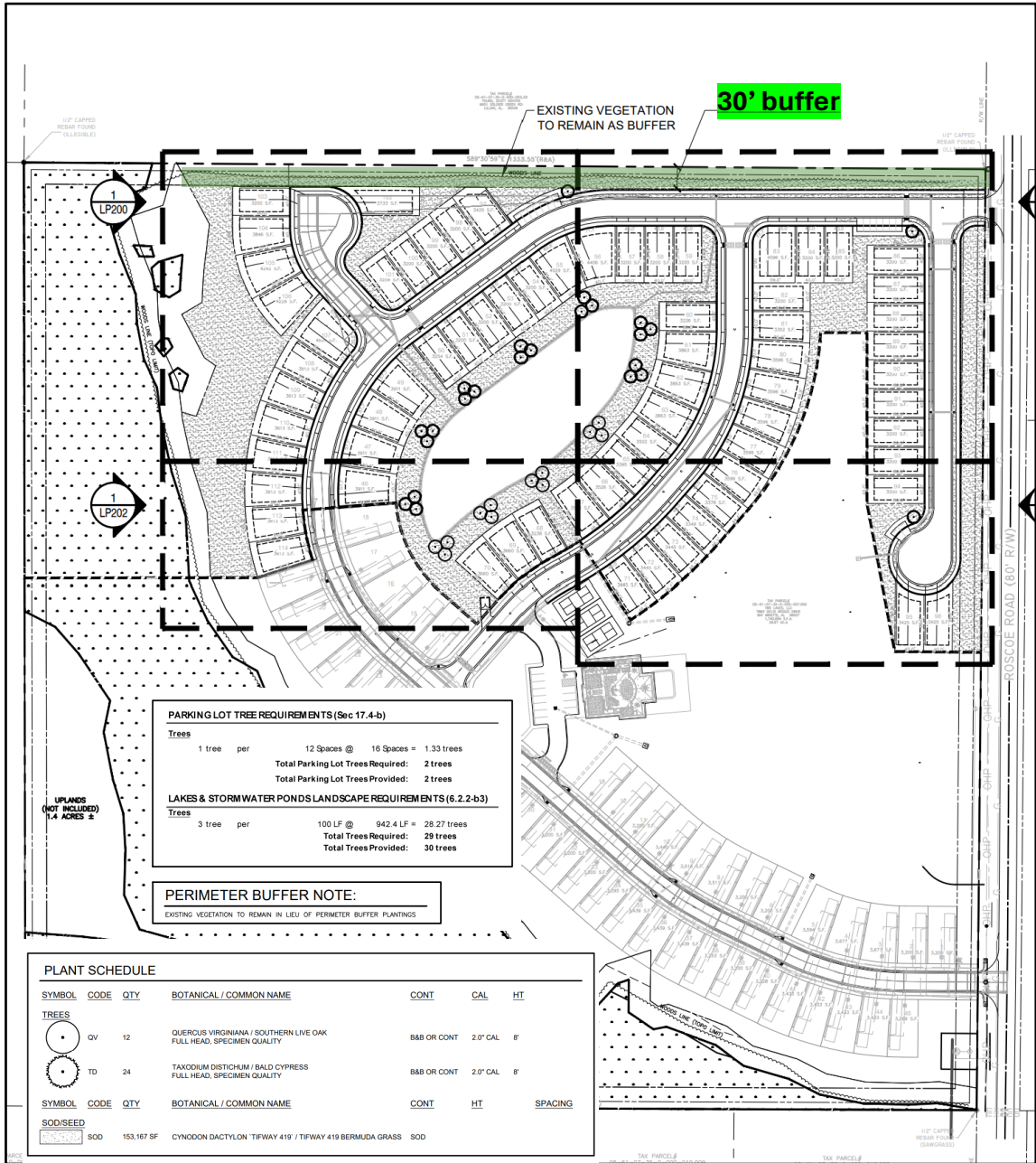
Presentation Page
 House 3 of 3

House 3
952 Square Feet

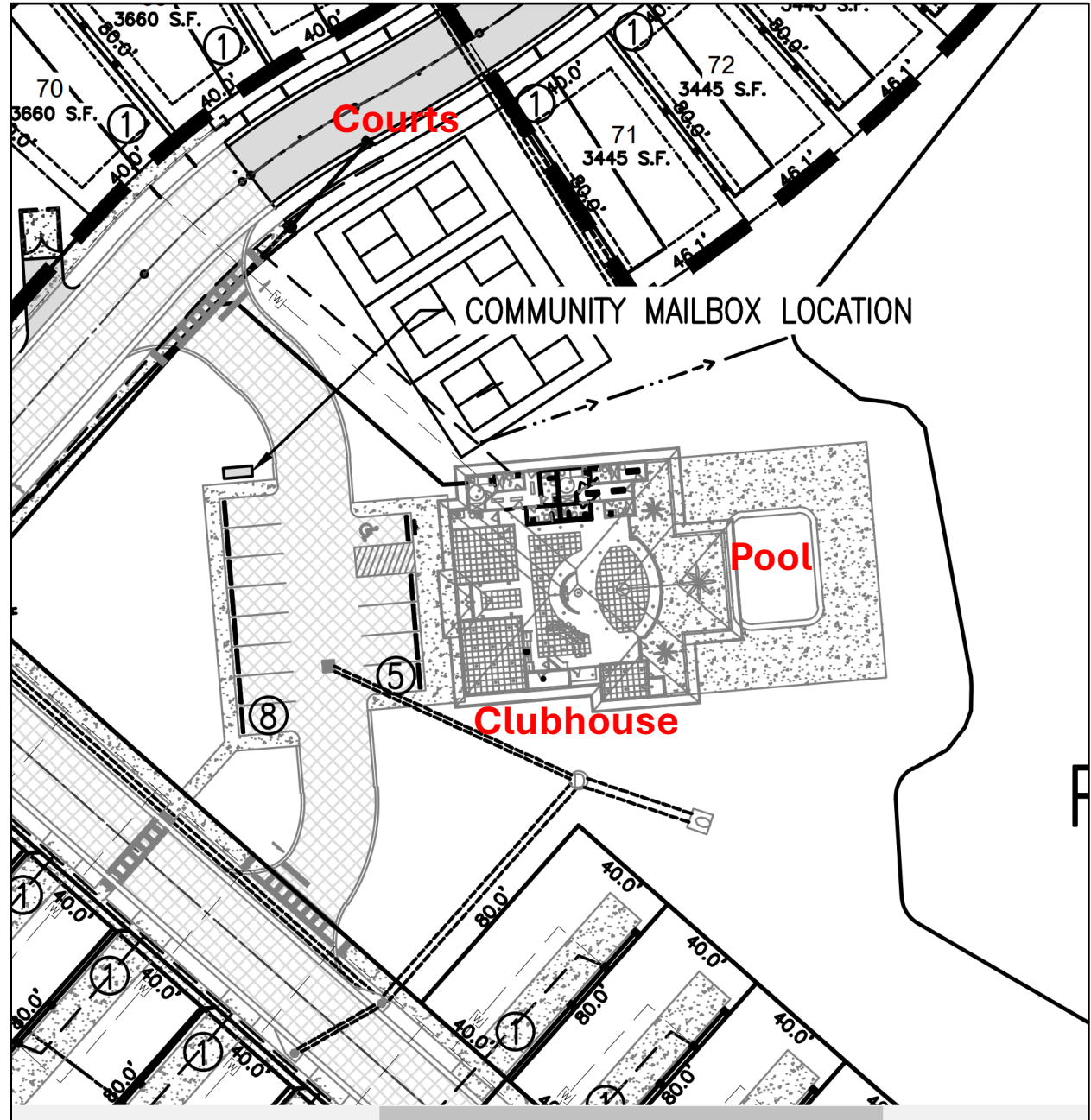
RV Site Layouts with Casitas



Landscape Plan



Amenity's Plan (approved in Ph.1)



PRD Staff's Recommendation:

Unless information to the contrary is revealed at the public hearing, staff feels that the **PRD24-10 Two Lakes** application should be recommended for **APPROVAL***.

If the Planning Commission chooses to approve the site plan, the following conditions would apply:

1. If the northern 30-foot landscape buffer of existing vegetation is reduced during construction or is inadequate, staff may require additional plantings.
2. If the Commission approves the construction of casitas on each site, the recorded Final Plat (Slide 2984-B) for Phase I must be amended to remove the note that no single-family dwellings are allowed.
3. For Phase II, the applicant must submit Preliminary and Final Plat applications to sell individual sites. A Construction Plan Review (CPR) application is required before starting construction or installing any improvements.

**On rezoning applications, the Planning Commission will be making a recommendation to the County Commission.*