



# Baldwin County Planning & Zoning Department

## Baldwin County Commission Staff Report

Case No. Z25-50

Danley Property

Rezone from RA, Rural Agriculture District to RSF-E, Residential Single Family Estate District

November 18, 2025

### Subject Property Information

**Planning District:** 22  
**General Location:** North of Comstock Rd and west of CC Rd.  
**Physical Address:** NA  
**Parcel Number:** 05-53-01-01-0-000-012.003  
**Existing Zoning:** RA, Rural Agriculture District  
**Proposed Zoning:** RSF-E, Residential Single Family Estate District  
**Existing Land Use:** Vacant  
**Proposed Land Use:** Residential  
**Acreage:** 8.21 ± acres  
**Applicant:** Darrell Danley  
195 McMahan Highlands  
Calera, AL 35040  
**Owner:** Same  
**Lead Staff:** Celena Boykin, Senior Planner  
**Attachments:** *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Vacant	RA, Rural Agriculture
South	Agriculture	RA, Rural Agriculture
East	Vacant	RA, Rural Agriculture
West	Vacant	RA, Rural Agriculture

### Summary

The subject property covers approximately 8.21 acres and is currently zoned as RA, Rural Agriculture District. A request has been submitted to rezone the property to RSF-E, Residential Single Family Estate District, to facilitate a residential division for family purposes. Since the property is situated within an existing subdivision, a family exemption was not applicable.

### 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 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

### Agency Comments

**USACE, James Buckelew:** Staff reached out but received no comments.

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

**Subdivisions, Fabia Waters:** A division of property does not appear to be proposed, no further comments.

**Civil Engineer, Tyler Austin:** No current development proposed. Any future development will require construction and drainage review from Baldwin County Planning & Zoning Department. Any improvements to access along Comstock Road 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 covers approximately 8.21 acres and is currently zoned as RA, Rural Agriculture District. A request has been submitted to rezone the property to RSF-E, Residential Single Family Estate District, to facilitate a residential division for family purposes. Since the property is situated within an existing

subdivision, a family exemption was not applicable. The surrounding area includes a mix of residential and agriculture land use, with adjacent parcels zoned RA.

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

The FLUM has identified the subject property and surrounding area as having Conservation Development Potential allows 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.

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

The subject property is located on a Local County maintained road.

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

The surrounding areas have not experienced significant changes. This region has remained primarily agricultural and estate-sized residential lots.

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

A very small area of potential wetlands appear on the subject property. If it is determined that wetlands exist, any future development shall make every effort to mitigate impacts within these areas. 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.**

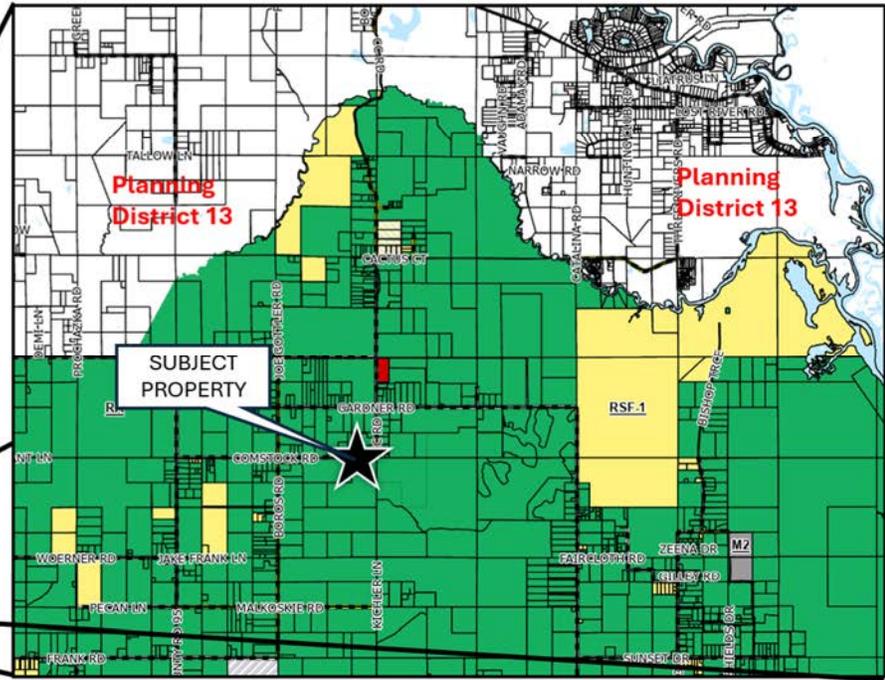
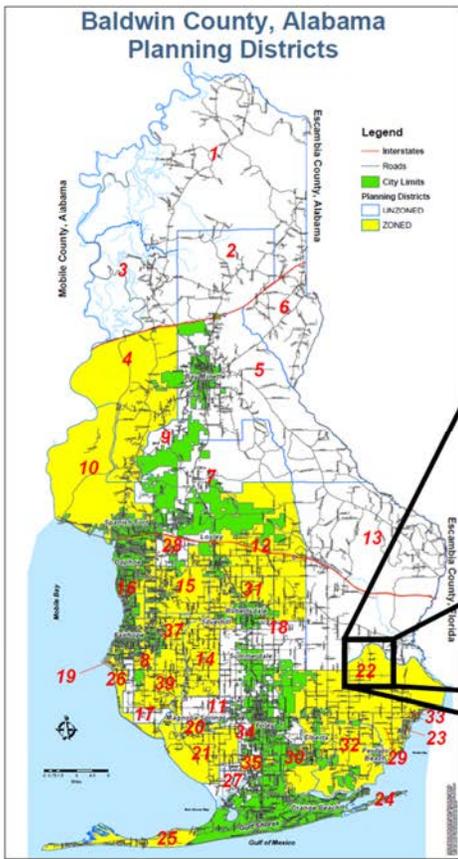
The proposed request should have no impact to the health, safety and welfare of the property or surrounding properties.

### Staff Comments and Recommendation

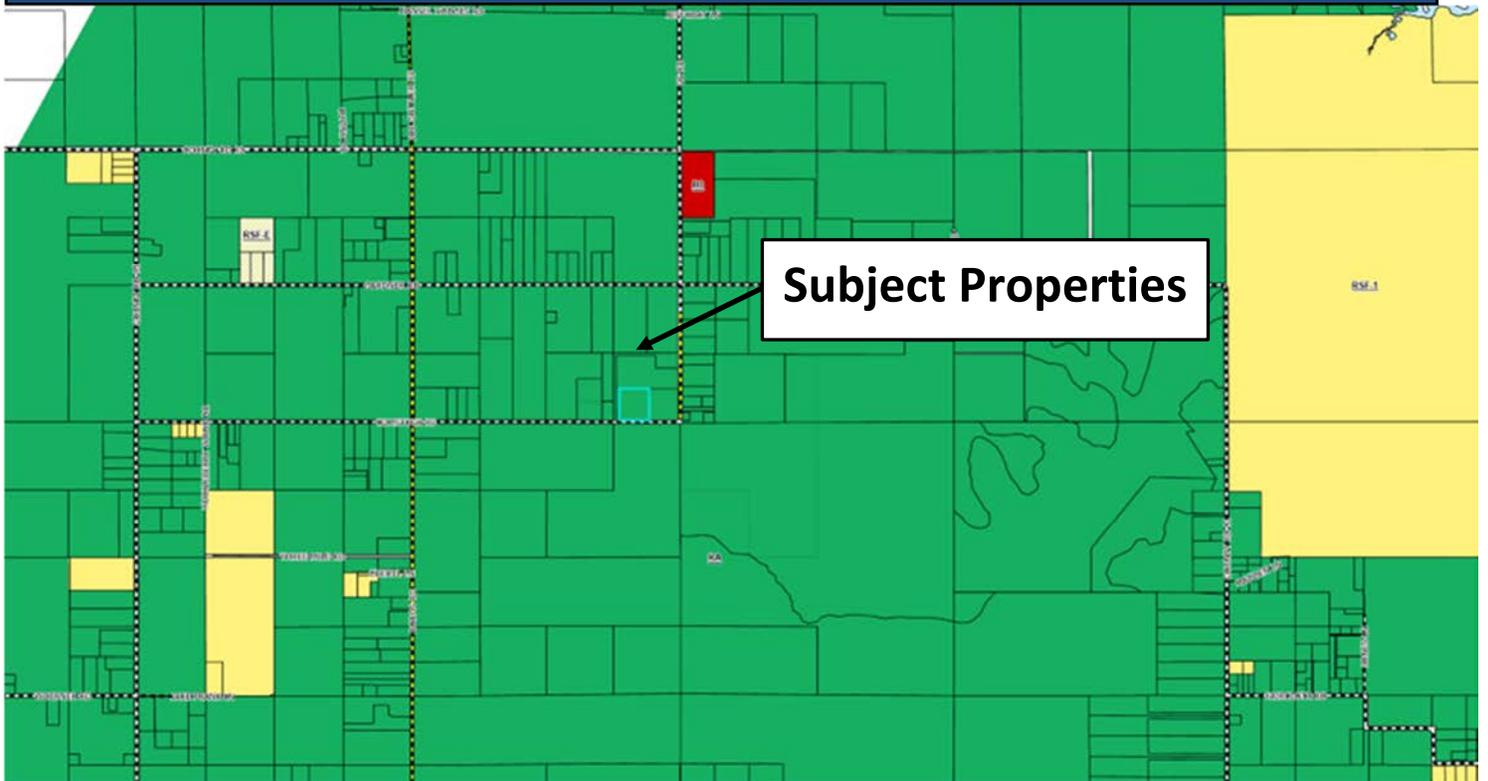
Upon review of the *Factors for Reviewing Proposed Zoning Map Amendments* specified within Section 19.6 of the Baldwin County Zoning Ordinance and themes of the Baldwin County Master Plan, staff has determined that the requested Zoning Map Amendment would be consistent with the factors specified within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

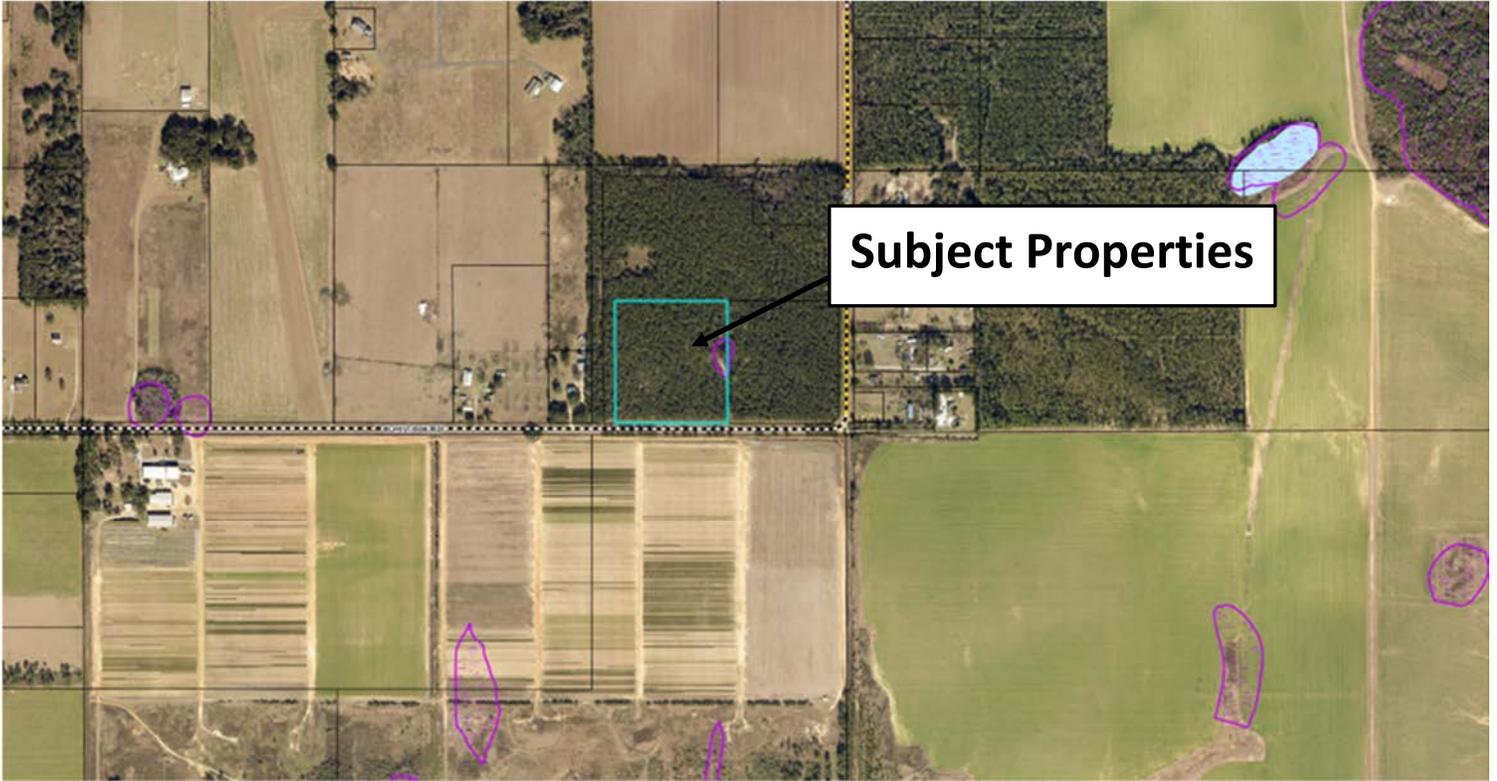
# County Map



# Locator Map



# Site Map



FLUM

## 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

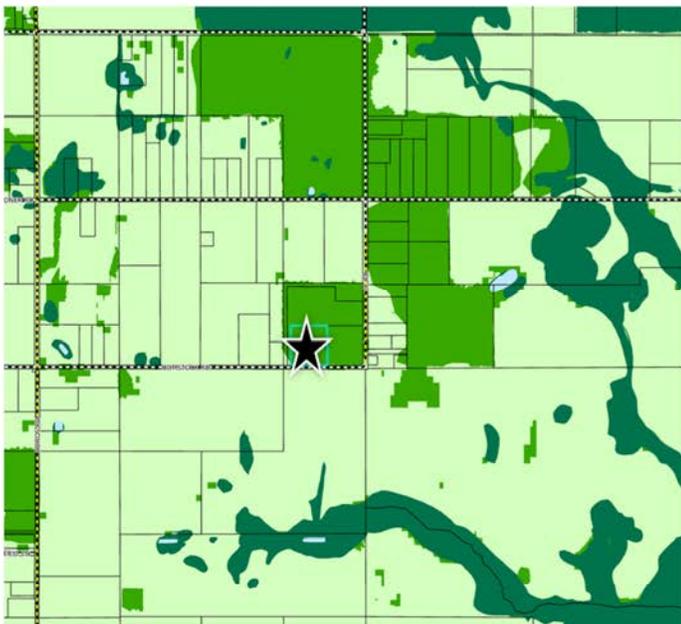
- Conservation-based or cluster development with high levels of Low Impact Design (LID) and sustainable development practices
- Natural areas that are publicly and privately owned and managed
- Permanently protected lands such as conservation easements, parks, cemeteries
- Parks and open spaces devoted 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



### LEGEND

PLACE TYPES	NODE TYPES
<span style="display:inline-block; width:15px; height:15px; background-color:darkgreen;"></span> IDEAL CONSERVATION/PRESERVATION	<span style="display:inline-block; width:15px; height:15px; background-color:yellow;"></span> RURAL CROSSROADS CENTER
<span style="display:inline-block; width:15px; height:15px; background-color:green;"></span> CONSERVATION DEVELOPMENT POTENTIAL	<span style="display:inline-block; width:15px; height:15px; background-color:orange;"></span> NEIGHBORHOOD CENTER
<span style="display:inline-block; width:15px; height:15px; background-color:lightgreen;"></span> RURAL/AGRICULTURE/LID POTENTIAL	<span style="display:inline-block; width:15px; height:15px; border:1px solid red;"></span> VILLAGE CENTER
<span style="display:inline-block; width:15px; height:15px; background-color:yellow;"></span> MODERATE DEVELOPMENT POTENTIAL	<span style="display:inline-block; width:15px; height:15px; border:2px solid purple;"></span> URBAN MIXED-USE CENTER
<span style="display:inline-block; width:15px; height:15px; background-color:orange;"></span> MID-DENSITY DEVELOPMENT POTENTIAL	<span style="display:inline-block; width:15px; height:15px; border:2px solid blue;"></span> COMMERCIAL/INDUSTRIAL CENTER
<span style="display:inline-block; width:15px; height:15px; background-color:red;"></span> HIGH-DENSITY DEVELOPMENT POTENTIAL	
<span style="display:inline-block; width:15px; height:15px; border:1px dashed gray;"></span> MUNICIPAL JURISDICTIONS	

## Pictures



## Scorecard

# 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			
<b>Total Land Use Score (out of 10 points)</b>		<b>3</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"				-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?		2			
<b>Total Master Plan Score (out of 10 points)</b>			<b>-2</b>		
<b>Proximity to Transportation &amp; Utility Infrastructure</b>		<b>2</b>	<b>1</b>	<b>-1</b>	<b>-2</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			
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.		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.				-2
<b>Total Transportation &amp; Utility Score (out of 10 points)</b>			<b>-3</b>		
<b>Environmental Conditions &amp; Historic Resources</b>		<b>2</b>	<b>1</b>	<b>-1</b>	<b>-2</b>
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			
<b>Total Environmental Score (out of 10 points)</b>			<b>9</b>		
<b>TOTAL SMART GROWTH SCORE</b>			<b>7</b>		
<b>RECOMMENDATION</b>			<b>0</b>		
			<b>SOMEWHAT SUPPORTS</b>		
			<b>0</b>		
			<b>0</b>		