



# Baldwin County Planning & Zoning Department

## Baldwin County County Commission Staff Report

**Case No. Z25-41**

**Armstrong Property**

**Rezone from RSF-1, Residential Single Family District, to B-3, General Business District**

**September 16, 2025**

### Subject Property Information

**Planning District:** 8  
**General Location:** North of Twin Beech Road and east of Greeno Road in the Fairhope community  
**Physical Address:** 8217 Twin Beech Road, Fairhope, AL 36532  
**Parcel Number:** 05-46-05-21-0-000-028.004  
**Existing Zoning:** RSF-1, Residential Single Family District  
**Proposed Zoning:** B-3, General Business District  
**Existing Land Use:** Residential  
**Proposed Land Use:** Commercial  
**Acreage:** 3.64 of 4.33 ± acres  
**Applicant:** Janet Johnson, Civil Worx  
10116 Pineview Drive West  
Foley, AL 36535  
**Owner:** Jack Armstrong  
8217 Twin Beech Road  
Fairhope, AL 36532  
**Lead Staff:** Cory Rhodes, Planner  
**Attachments:** *Within Report*

	Adjacent Land Use	Adjacent Zoning
North	Cemetery	City of Fairhope (R-A, Residential/Agriculture)
South	Commercial	B-2, Neighborhood Business
East	Commercial	B-2, Neighborhood Business
West	Residential	RSF-2, Residential Single Family

### Summary

The subject property encompass approximately 4.33 acres and is currently zoned as RSF-1, Residential Single Family District. A request has been made to change the designation of 3.64 acres of the property to B-3, General Business District, to enable commercial use.

## Section 4.2 RSF-1, Single Family District

*4.2.1 Generally.* This zoning district is provided to afford the opportunity for the choice of a low density residential environment consisting of single family homes on large lots.

*4.2.2 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) 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-1 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-1 zoned parcel where no primary dwelling currently exists.

*4.2.3 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*).

4.2.4 *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

4.2.5 *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	30,000 Square Feet
Minimum Lot Width at Building Line	100-Feet
Maximum Ground Coverage Ratio	.35

Proposed Zoning Requirements

Section 5.3 B-3, General Business District

5.3.1 *Purpose and intent.* The purpose of this district is to provide for a variety of retail uses and services in free-standing parcels or shopping centers to serve the community's general commercial needs. This district shall only be applied at appropriate locations: to conveniently meet these needs; in conformance with the goals, objectives and policies and location criteria of the Comprehensive Plan; compatible with the surrounding land uses and zoning districts; where it will not adversely impact the facilities and services of the County; where it will not set a precedent for the introduction of inappropriate uses into an area; and so as not to encourage non-residential strip development along streets.

5.3.2 *Permitted uses.* The following uses are permitted as of right, or as uses accessory to permitted uses in the B-3, General Business District, conditioned on the Commission Site Plan Approval requirements of *Section 18.10: Commission Site Plan Approval*:

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>(a) All uses permitted by right under the B-2 zoning designation</li> <li>(b) Air conditioning sales and service</li> <li>(c) Amusement arcade</li> <li>(d) Animal clinic/kennel</li> <li>(e) Arboretum</li> <li>(f) Auto convenience market</li> <li>(g) Automobile service station</li> <li>(h) Bakery, wholesale</li> <li>(i) Ball field</li> <li>(j) Bicycle sales and service</li> <li>(k) Bowling alley</li> <li>(l) Business machine sales and service</li> <li>(m) Business school or college</li> <li>(n) Butane gas sales</li> <li>(o) Cemetery</li> <li>(p) City hall or courthouse</li> <li>(q) Country club</li> <li>(r) Department store</li> <li>(s) Discount/variety store</li> <li>(t) Drug store</li> <li>(u) Elevator maintenance service</li> <li>(v) Exterminator service office</li> <li>(w) Farmer's market/truck crops</li> <li>(x) Firing range</li> <li>(y) Fitness center or gym</li> <li>(z) Florist</li> <li>(aa) Fraternity or sorority house</li> <li>(bb) Fruit and produce store</li> <li>(cc) Funeral home</li> </ul> | <ul style="list-style-type: none"> <li>(dd) Golf course</li> <li>(ee) Golf driving range</li> <li>(ff) Grocery store</li> <li>(gg) Landscape sales</li> <li>(hh) Marine store and supplies</li> <li>(ii) Miniature golf</li> <li>(jj) Mini warehouse</li> <li>(kk) Night club, bar, tavern</li> <li>(ll) Nursery</li> <li>(mm) Office equipment and supplies sales</li> <li>(nn) Park or playground</li> <li>(oo) Pawn shop</li> <li>(pp) Pet shop</li> <li>(qq) Plumbing shop</li> <li>(rr) Printing/publishing establishment</li> <li>(ss) Restaurant sales and supplies</li> <li>(tt) Riding academy</li> <li>(uu) Rug and/or drapery cleaning service</li> <li>(vv) Seafood store</li> <li>(ww) Sign shop</li> <li>(xx) Skating rink</li> <li>(yy) Stone monument sales</li> <li>(zz) Swimming pool (outdoor)</li> <li>(aaa) Taxidermy</li> <li>(bbb) Teen club or youth center</li> <li>(ccc) Tennis court (outdoor)</li> <li>(ddd) Wildlife sanctuary</li> <li>(eee) YMCA, YWCA</li> </ul> |
|--|--|

*5.3.3 Conditional Use Commission Site Plan Approval. The following uses are permissible as Commission Site Plan Approval uses in the B-3: General Commercial District, subject to the standards and procedures established in Section 18.10: Commission Site Plan Approval:*

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>(a) Airport</li> <li>(b) Ambulance/EMS service</li> <li>(c) Amusement Park</li> <li>(d) Armory</li> <li>(e) Auditorium, stadium, coliseum</li> <li>(f) Automobile parts sales</li> </ul> | <ul style="list-style-type: none"> <li>(g) Automobile repair (mechanical and body)</li> <li>(h) Automobile storage (parking lot, parking garage)</li> <li>(i) Barge docking</li> <li>(j) Boat sales and service</li> </ul> |
|---|--|



- (k) Broadcasting station
- (l) Building materials
- (m) Bus and railroad terminal facility
- (n) College or university
- (o) Convalescent or nursing home
- (p) Correctional or penal institution
- (q) Dog pound
- (r) Electric power substations
- (s) Farm implements
- (t) Flea market
- (u) Freight depot, rail or truck
- (v) Home improvement center
- (w) Hotel or motel
- (x) Hospital
- (y) Landfill
- (z) Maintenance facility/storage yard for schools, government agencies, and telephone and cable companies

- (aa) Manufactured housing sales, service and repair
- (bb) Marina
- (cc) Motorcycle sales service and repair
- (dd) Movie theatre
- (ee) Radio/television tower
- (ff) Railroad facility
- (gg) Recreational vehicle park
- (hh) Recreational vehicle sales service, and repair
- (ii) Restaurant, drive-in
- (jj) Restaurant, fast-food
- (kk) Sewage treatment plant
- (ll) Taxi dispatching station
- (mm) Taxi terminal
- (nn) Telephone exchange
- (oo) Water or sewage pumping station
- (pp) Water storage tank
- (qq) Wireless telecommunication facility
- (rr) Zoo

#### 5.3.4 Area and dimensional ordinances.

Maximum Height of Structure	40-Feet
Maximum Height in Habitable Stories	3
Minimum Front Yard	40-Feet
Minimum Rear Yard	25-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	20,000 Square Feet
Minimum Lot Width at Building Line	80-Feet
Maximum Impervious Surface Ratio	.70

**5.3.5 Lighting standards.** The maximum height of exterior lights shall be 25-feet. The intensity, location, and design of lighting shall be such that not more than one foot candle of light is cast upon adjacent property or public rights-of-way. Light fixtures shall be designed to cast light downward. Where necessary, cut-off devices shall be used to minimize glare off premises. No light shall be aimed directly toward a property designated residential, which is located within 200-feet of the source of the light.

*5.3.6 Distance between structures.* If there is a separation between any two principal structures on the same parcel, said separation shall be a minimum of 15-feet or a distance equal to one-half the sum of their heights, whichever is the greater.

*5.3.7 Landscaping and buffering.* All B-3, General Business District, uses shall meet the requirements of *Article 17 Open Space, Landscaping and Buffers*.

#### Agency Comments

**USACE, James Buckelew:** Staff reached out 8/11/2025 but received no comments.

**ADEM, Scott Brown:** Staff reached out 8/11/2025 but received no comments.

**City of Foley, Hunter Simmons:** Staff reached out 8/11/2025 but received no comments.

**Natural Resources, Ashley Campbell:** Site visited and photo taken. After a desktop review and initial inspection, the only comment I have is that this section of Twin Beach is maintained by the City of Fairhope.

**Subdivisions, Fabia Waters:** A planned unit development application will be required for review following the approval of the proposed rezoning application.

**Civil Engineer, Tyler Austin:** No development proposed at this time. Any future proposal will require drainage and construction plan review by Baldwin County Planning & Zoning Department. Residential access currently existing - any required future improvements to access will require approved 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 consists of approximately 4.33 acres and is currently zoned as RSF-1 (Residential Single Family). A rezoning request has been submitted to change the designation of 3.64 acres of the property to B-3 (General Business) to allow for commercial use. The surrounding area includes a mix of residential and commercial uses, with B-3 zoned parcels to the north and west. Furthermore, storage facilities can be found less than ¼ mile from the subject property.

**(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, directing growth and development patterns for the unincorporated areas of the County. The FLUM has identified the subject property and surrounding area as having primarily Conservation Development Potential, which allows limited development based on low-impact design principles. Additionally, the property is also located within an urban Mixed-Use Center node, which allows for the integration of residential and commercial uses.

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

The property fronts Twin Beech Road, which is classified as a Major Collector. Collectors serve a critical role in the roadway network by gathering traffic from Local Roads and funneling them to the Arterial network. Furthermore, Major Collectors in urban areas serve both land access and traffic circulation in higher density residential and commercial/industrial areas.

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

The subject property request and surrounding areas show a trend towards commercial use.

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

As mentioned earlier, the development potential for the area is recognized as limited, with an emphasis on low-impact design principles. No potential wetlands appear on the subject property and it is not within the Historic District and should have no effect on the historic or cultural resources of the County.

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

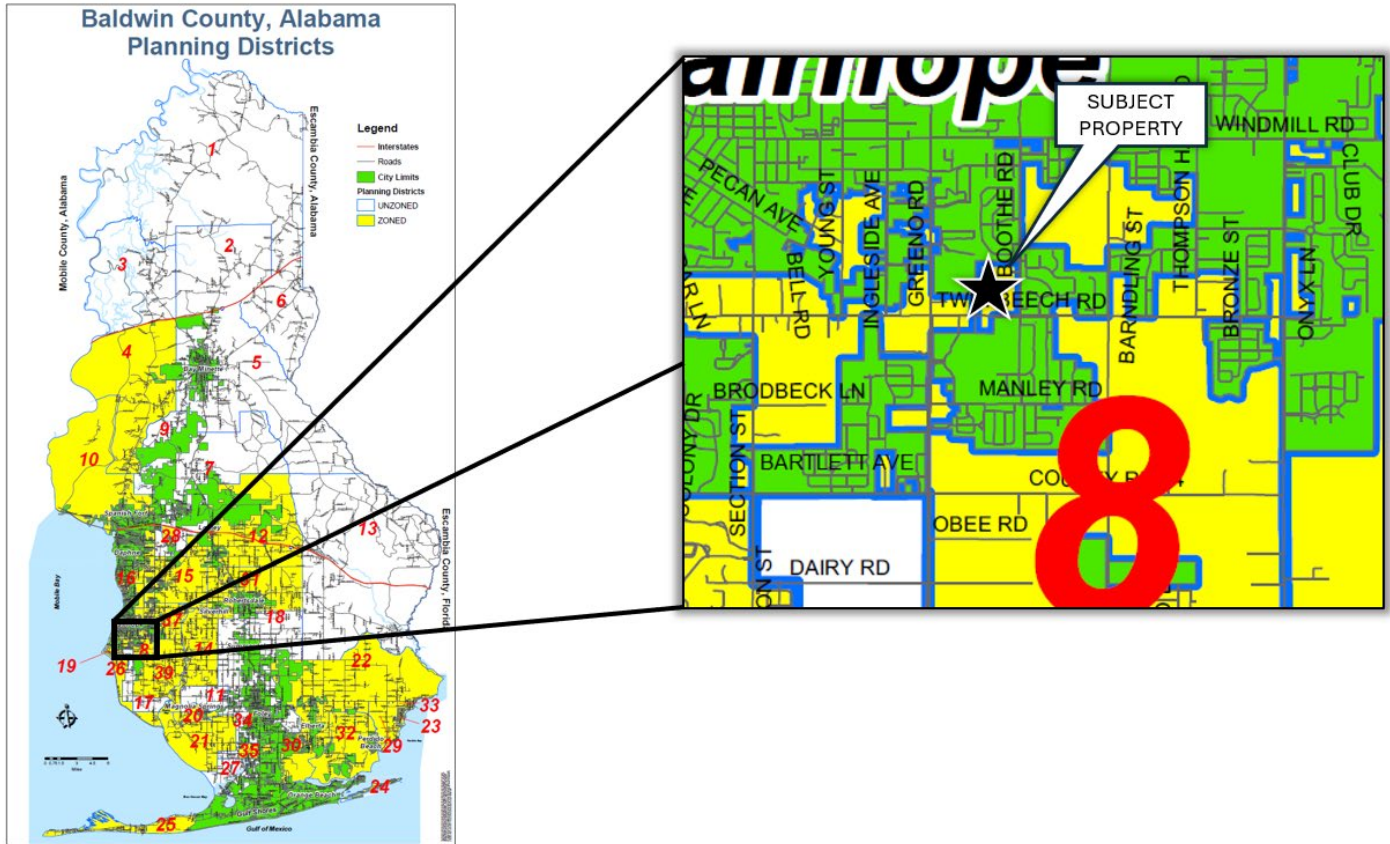
The proposed request should have no impacts to the health, safety and welfare of the property or surrounding properties.

**Staff Comments**

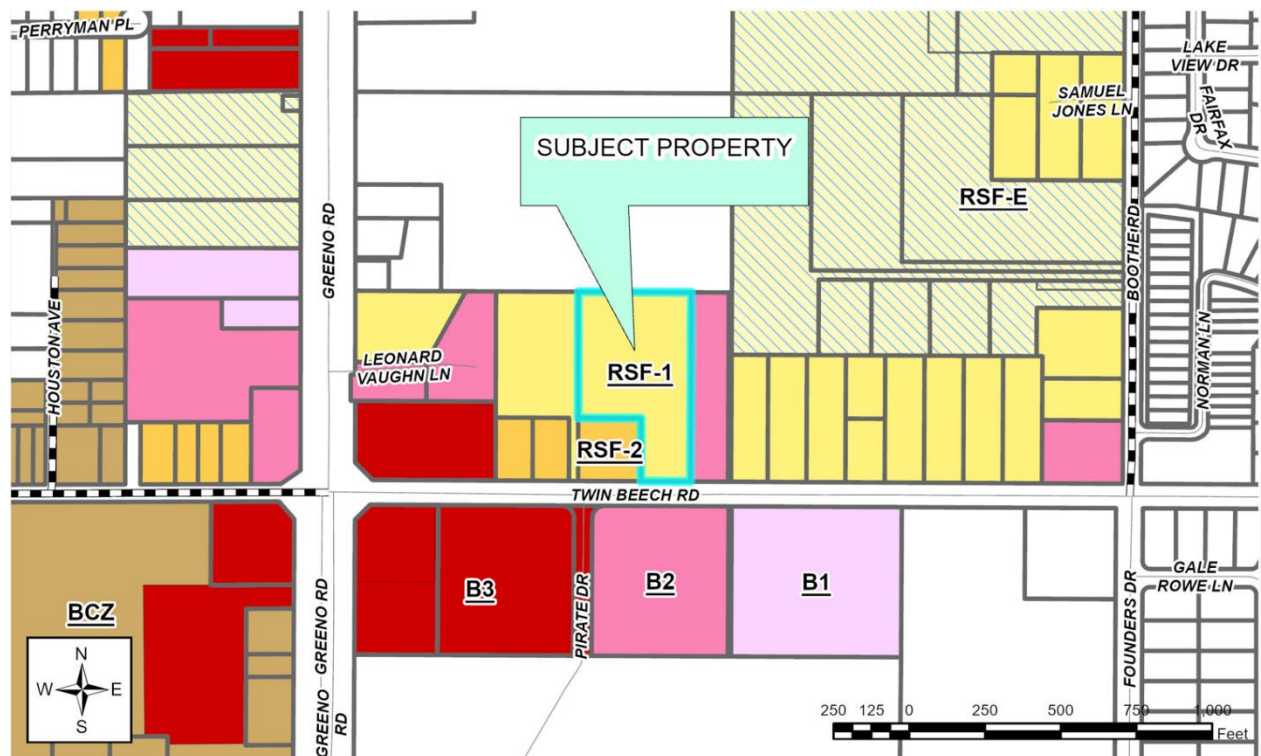
Upon review of the *Factors for Reviewing Proposed Zoning Map Amendments* specified within Section 19.6 of the Baldwin County Zoning Ordinance and themes of the Baldwin County Master Plan, staff has determined that the requested Zoning Map Amendment would be consistent with the factors specified within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

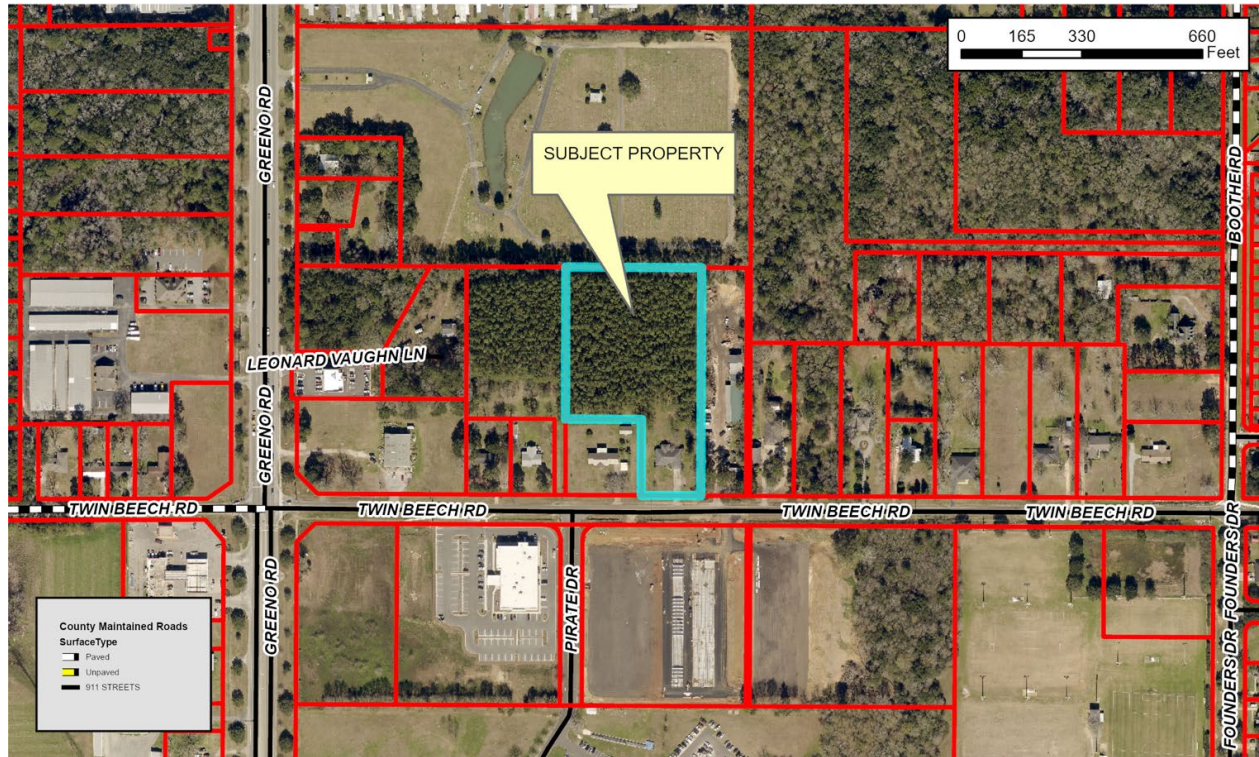


## Locator Map





## Site Map





## Property Images







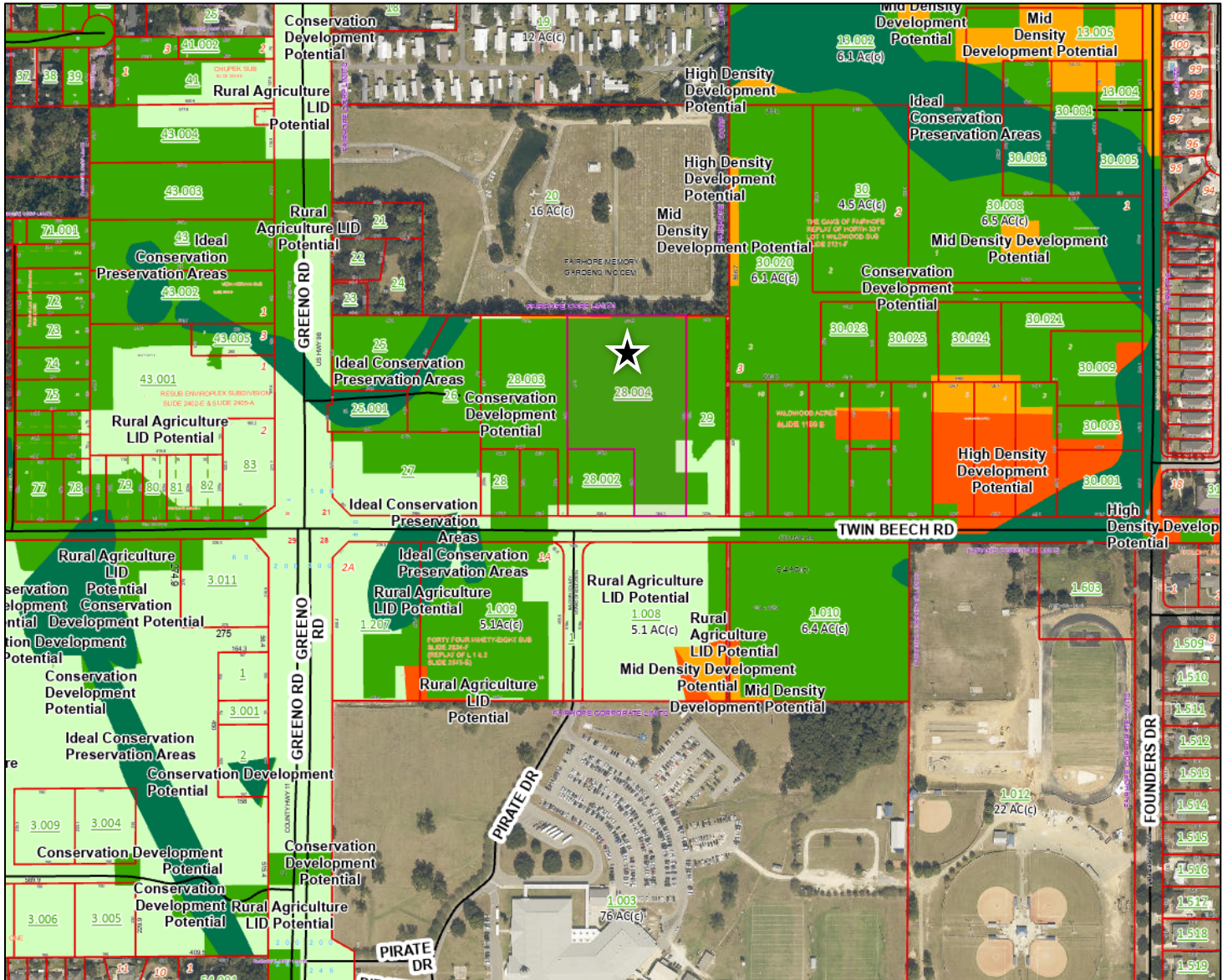
Adjoining Property  
to The West  
PIN: 83804



Aug 20, 2025 10:28:59 AM  
30°30'6.54008"N 87°52'59.24773"W  
326° NW  
Baldwin County Code Enforcement



# 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



# 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	2			
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?		2			
Total Land Use Score (out of 10 points)		7			
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"		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?		2			
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.				
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.				
<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?		2			
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>10</b>	
<b>TOTAL SMART GROWTH SCORE</b>				<b>24</b>	
<b>RECOMMENDATION</b>				<b>STRONGLY SUPPORTS</b>	
				0	
				0	