Baldwin Commission Staff Report

Agenda Item Case No. Z-19011

Savannah Estates, Planned Residential Development (PRD) Site Plan Approval July 16, 2019

Subject Property Information

Planning District: 15

General Location: .4 mile north and .6 mile east of the intersection of Co Rd 54 and Co Rd 64

Physical Address: NA

Parcel Numbers: 05-43-06-13-0-000-002.009, 05-43-06-13-0-000-014.003, 05-43-06-13-0-000-013.000,

05-43-06-13-0-000-002.006, 05-43-06-13-0-000-014.004 and 05-43-06-13-0-000-018.000

Existing Zoning: RA, Rural Agricultural District, B-4, Major Commercial District, and M-1, Light Industrial

District

Proposed Zoning: RSF-2, Single Family District

Existing Land Use: Undeveloped with an operating "Dirt Pit"

Proposed Land Use: Residential (392 lot Planned Residential Development to be known as Savannah Estates)

Acreage: 148.55 acres, more or less
Applicant: J and S Land Company, LLC

9949-A Bellaton Ave Daphne, AL 36526 Kevin Kircharr, Owner

Owner: Same

Lead Staff: Vince Jackson, Planning Director

Attachments: Within Report

	Adjacent Land Use	Adjacent Zoning	
North	Residential (Undeveloped)	RSF-2, Single Family	
South	Residential & Agricultural	RA, RSF-2 & RR	
East	Residential & Agricultural	RA, RSF-2 & RR	
West	Residential	RA, Rural Agricultural	

Summary

The subject properties, which consists of approximately 148.55 acres, are currently zoned RA, Rural Agricultural District, B-4, Major Commercial District, and M-1, Light Industrial District. The properties are predominantly undeveloped but include an operating dirt pit. The designation of RSF-2, Single Family District, has been requested to allow a 392 lot Planned Residential Development (PRD) to be known as Savannah Estates. According to the information provided, the goal is to provide a variety of home choices from larger estate type lots to smaller residential lots. A portion of the site will be designated to provide a local commercial component for uses such as offices and light warehouse usage.

Details of the accompanying rezoning application are discussed in the staff report for Case Z-19008.

Current Zoning Requirements

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.
- 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 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:
 - (a) The following general commercial uses: recreational vehicle park (see Section 13.9: Recreational Vehicle Parks).
 - (b) The following local commercial uses: bed and breakfast or tourist home (see Section 13.11: Bed and Breakfast Establishments).
- 3.2.4 Conditional uses. 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 conditional uses:
 - (a) Transportation, communication, and utility uses not permitted by right.
 - (b) Institutional uses not permitted by right.
- 3.2.5 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 18.6 Variances, and Article 20: Nonconformities, the area and dimensional ordinances set forth below shall be observed.

Maximum Height of Structure in Feet	35
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
Minimum Lot Width at Street Line	210-Feet

3.2.6 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 Lir	ne 120-Feet
Minimum Lot Width at Street Line	120-Feet

Section 5.4 B-4, Major Commercial District

- 5.4.1 Purpose and intent. The B-4, Major Commercial District, is intended for business uses which require a location with access to an arterial or major collector road (as defined by the Functional Classification System attached as Appendix) or which have close proximity to major intersections. Due to the nature of the businesses permitted within the B-4 district, this zoning designation should be limited to property fronting on principal arterials, major arterials or minor arterials. Ingress and egress to a roadway should promote safe and smooth traffic flow for the general traveling public. It is also the intent of this district to provide areas for businesses which, because of their intensity, outside storage areas, or large volumes of traffic, would have significant negative impacts on adjoining properties. These uses often have an actual or potential negative impact on surrounding properties due to late hours of operation, noise, and or light.
- 5.4.2 *Permitted uses.* The following uses are permitted as of right, or as uses accessory to permitted uses in the B-4, Major Commercial District:
 - (a) All uses permitted by right under the B-3 zoning designation
 - (b) Amusement park
 - (c) Auto convenience market (limited to less than 4,000 sq.ft. of gross floor area and maximum of 4 fueling pumps)
 - (d) Automobile parts sales
 - (e) Automobile repair (mechanical and body)
 - (f) Automobile sales
 - (g) Automobile service station
 - (h) Automobile storage (parking lot, parking garage)
 - (i) Boat sales and service
 - (i) Building materials
 - (k) Farm implements
 - (I) Flea market
 - (m) Home improvement center

- (n) Hotel or motel
- (o) Manufactured housing sales, service and repair
- (p) Marina
- (q) Motorcycle sales service and repair
- (r) Movie theatre
- (s) Recreational vehicle park
- (t) Recreational vehicle sales, service and repair
- (u) Restaurant, drive-in
- (v) Restaurant, fast food
- 5.4.3 Conditional uses. The following uses are permissible as conditional uses in the B-4, Major Commercial District, subject to the standards and procedures established in Section 18.11: Conditional Uses:
- (a) Airport
- (b) Ambulance/EMS service
- (c) Armory
- (d) Auditorium, stadium, coliseum
- (e) Barge docking
- (f) Broadcasting station
- (g) Bus and railroad terminal facility
- (h) College or university
- (i) Convalescent or nursing home
- (j) Correctional or penal institution
- (k) Dog pound
- (I) Electric power substations
- (m) Freight depot, rail or truck
- (n) Hospital
- (o) Landfill
- (p) Maintenance facility/storage yard for schools, government agencies, and telephone and cable companies
- (q) Race track
- (r) Radio and television station and transmitting tower
- (s) Railroad facility
- (t) Sewage treatment plat
- (u) Taxi dispatching station
- (v) Taxi terminal
- (w) Telephone exchange
- (x) Water or sewage pumping station
- (y) Water storage tank
- (z) Wireless telecommunication facility
- (aa) Zoo

5.4.4 Area and dimensional ordinances.

Maximum Height of Structure in Feet	40
Maximum Height of Structure in Habita	able Stories 3
Minimum Front Yard	40-Feet
Minimum Rear Yard	25-Feet
Minimum Side Yards	15-Feet
Minimum Lot Area	20,000 Square Feet
Maximum Impervious Surface Ratio	.70
Minimum Lot Width at Building Line	80-Feet
Minimum Lot Width at Street Line	60-Feet

- 5.4.5 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.
- 5.4.6 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.
- 5.4.7 Landscaping and buffering. All B-4, Major Commercial District, uses shall meet the requirements of Article 17, Landscaping and Buffers.

Section 8.1 M-1, Light Industrial District

- 8.1.1 *Generally.* The purpose of this zoning district is to provide a suitable protected environment for manufacturing, research and wholesale establishments which are clean, quiet and free of hazardous or objectionable emissions, and generate little industrial traffic.
- 8.1.2 *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) Light industrial uses.
 - (c) Transportation, communication, and utility uses except landfills and sewer treatment plants.
 - (d) Outdoor recreation uses.
 - (e) Marine recreation uses.
 - (f) General commercial uses except race tracks.
 - (g) Local commercial uses.
 - (h) Professional service and office uses.
 - (i) Institutional uses.
 - (j) Agricultural uses.
 - (k) Accessory structures and uses.
- 8.1.3 Conditional uses. 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 conditional uses:
 - (a) Transportation, communication, and utility uses not permitted by right per Section 8.2(c): Permitted uses.

- (b) General commercial uses not permitted by right per Section 8.2(f): Permitted uses.
- 8.1.4 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 18.6 Variances, and Article 20: Nonconformities, the area and dimensional ordinances set forth below shall be observed.

Maximum Height of Structure in Feet 45 Maximum Height of Structure in Habitable Stories 4 Minimum Front Yard 25-Feet Minimum Rear Yard see (a & b) Minimum Side Yards see (a & b) Minimum Lot Area 40,000 Square Feet Maximum Impervious Surface Ratio .80 Minimum Lot Width at Building Line 120-Feet Minimum Lot Width at Street Line No Minimum

- (a) No minimum except where abutting a residential district, in which case there shall be a minimum yard of 25-feet abutting the residential district.
- (b) The required yards shall be increased by one foot for each foot of building height in excess of 35-feet.

Proposed Zoning Requirements (Case Z-19008)

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.
- 4.3.3 Conditional uses. 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 conditional uses:
 - (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.
- 4.3.4 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:

The following local commercial use: bed and breakfast or tourist home (see Section 13.11: Bed and Breakfast Establishments).

4.3.5 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 18.6 Variances, and Article 20: Nonconformities, the area and dimensional ordinances set forth below shall be observed.

Maximum Height of Structure in Fe	eet 35-Feet
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 Lin	e 80-Feet
Minimous Lat Width at Chroat Line	40 Foot
Minimum Lot Width at Street Line	40-Feet

Agency Comments

Baldwin County Highway Department:

Seth Peterson, P.E.

From: Seth L. Peterson

Sent: Monday, March 18, 2019 3:31 PM **To:** D Hart < DHart@baldwincountyal.gov>

Cc: Mary Booth < MBOOTH@baldwincountyal.gov>

Subject: RE: Z-19008 and Z-19011

DJ,

The proposed development will need to meet the requirements of the Subdivision Regulations for both Baldwin County and the City of Daphne.

Thanks, Seth

Frank Lundy, P.E.

From: Frank Lundy

Sent: Friday, May 24, 2019 5:06 PM **To:** D Hart < DHart@baldwincountyal.gov>

Cc: Seth L. Peterson <SPETERSON@baldwincountyal.gov>; Joey Nunnally <JNunnally@baldwincountyal.gov>; Vince

Jackson < VJACKSON@baldwincountyal.gov >

Subject: FW: Z-19008 and Z-19011

DJ,

There are some items relating to this site that raise concern.

- A large portion of the proposed development is located within the footprint of existing excavated dirt pits which
 would require substantial fill. Building homes and roadway infrastructure over these fill areas can lead to major
 structural issues unless quality fill materials are used and extreme caution is taken during construction. If
 approved, major geotechnical and earthwork construction testing will be required.
- 2. The proposed County Road 64 connection is approximately 500 feet east of the County Rd 54 E intersection. Creating an additional intersection conflict point within close proximity of the County Rd 54 E intersection as proposed is cause for concern with traffic safety. Traffic could be much better managed if the connection point were located directly across from the County Rd 54 E intersection. If connection point is not adjusted, controlled access management or limited access may be required for safety.

Thanks, Frank Lundy

ADEM:

From: Brown, Scott [mailto:jsb@adem.alabama.gov]

Sent: Monday, May 20, 2019 11:58 AM **To:** D Hart < DHart@baldwincountyal.gov >

Cc: USACE | S. Brad Crosson < steven.b.crosson@usace.army.mil

Subject: <EXTERNAL> RE: Z-19008 and Z-19011

Good morning DJ:

Regarding Case Z-19008 and Z-19011

From a desktop review, it appears that the subject properties contain wetlands and stream segments. Wetlands and streams are protected resources under §404 of the Clean Water Act. The applicant should consider having the properties evaluated for the presence of wetlands and streams prior to conducting any construction related land disturbance. Prior authorization from the Mobile District U.S. Army Corps of Engineers is required for any wetlands fill activity or stream impacts.

v/r, J. Scott Brown, Chief Mobile Field Office Alabama Department of Environmental Management 251.304.1176

Municipality (City of Daphne): No comments received.

BCBE: No comments received.

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 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.

Planned Residential Development (PRD) approval requires the submission of a final site plan. The process works in much the same way as a rezoning, and the Planning Commission will make a recommendation to the County Commission as to whether or not the PRD site plan should be approved.

A PRD final site plan shall be prepared by a licensed engineer, architect or land surveyor. The requirements for the site plan are found at Section 9.5.5.2 of the zoning ordinance and are listed as follows:

- (a) Name and address of owner(s) of record.
- (b) Proposed name of the planned development, date, north point, scale, and location.
- (c) Name of licensed engineer, architect or land surveyor.
- (d) Vicinity map showing the location of the planned development.
- (e) Exact boundaries of the site shown with bearings and distances.

- (f) Names and addresses of the owners of land immediately adjoining the site as their names appear upon the plats in the office of the county tax assessor and their addresses appear in the directory of the county or on the tax records of the county.
- (g) Wooded areas, wetlands and any other conditions affecting the site.
- (h) The location of existing streets, buildings, water courses, railroads, transmission lines, drainage structures, public utilities, jurisdiction lines, and any public utility easements on the site and on adjacent land within 100-feet of the site.
- (i) Proposed rights-of-way or easements including location, widths, purposes, and street names.
- (j) The location and size of all lots.
- (k) Proposed minimum building setback lines shown and labeled on each lot.
- (I) Proposed parks, school sites, or other public open spaces, if any.
- (m) Site data:
 - 1. Acreage in total tract.
 - 2. Smallest lot size.
 - 3. Total number of lots.
 - 4. Linear feet in streets.
 - 5. Amount of impervious surface.
 - 6. Density.
- (n) Any area within or adjacent within 100-feet of the proposed planned development subject to inundation by the base flood as defined herein, or subject to periodic inundation by storm drainage overflow or ponding, shall be clearly shown and identified on the site plan.
- (o) Special flood hazard areas and/or coastal high hazard areas as indicated on the latest Flood Insurance Rate Map (FIRM) for the area, along with a statement to that effect.
- (p) An acceptable wetlands jurisdictional determination from a certified environmental consultant if the proposed planned development contains wetlands or if the Zoning Administrator or his/her designee determines potential wetlands from the Generalized Wetland map as defined herein, or through a site visit by County Staff.
- (q) The name of each utility company proposed to provide water, sewer, electrical, and telephone service.

- (r) Proposed land uses and the location of proposed buildings and other structures including walls and fences (when appropriate).
- (s) Number and location of parking spaces.
- (t) The method proposed to maintain private common open areas, buildings or other facilities, including copies of all legal documents necessary to accomplish this.
- (u) A schedule of development (when appropriate).
- (v) Topography, including existing contours at intervals of 2-feet.
- (w) When the final site plan is part of a large-scale PRD, the phase of the project and its location shall be given on the final development site plan.

As stated previously, the proposed development is to be known as Savannah Estates. According to the site plan, 392 lots are proposed. This would include 184 lots with a width of 52-feet and an approximate depth of 140-feet, 148 lots with a width of 75-feet and an approximate depth of 140-feet, and 60 townhouse lots. Density would be 2.9 dwelling units per acre, and the proposed open space would be 29.7 acres which would meet the 20 percent requirement. In addition, the area set aside for commercial use would be 13.5 acres. This area would fall with the 20 percent allowance of the zoning ordinance.

If approved, the development would be constructed based on the following phases:

- Phase 1: 69 Lots (33 acres +/- residential)

Phase 2: 80,000 square feet (13.5 acres +/- commercial)

Phase 3: 151 Lots (52 acres +/- residential)
Phase 4: 112 Lots (38 acres +/- residential)
Phase 5: 60 Lots (12 acres +/- residential)

A development of the 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. Copies of the site plan and full project narrative are included as attachments to this staff report. According to the narrative, seven phases of development are proposed.

Staff has reviewed the submittals and has found that the request meets the requirements as setout above. Please note that PRD site plan approval <u>does not</u> 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*. Subdivision review will come later.

Staff Comments and Recommendation

As stated previously, the subject properties, which consists of approximately 148.55 acres, are currently zoned RA, Rural Agricultural District, B-4, Major Commercial District, and M-1, Light Industrial District. The properties are predominantly undeveloped but include an operating dirt pit. The designation of RSF-2, Single Family District, has been requested to allow a 392 lot Planned Residential Development (PRD) to be known as Savannah Estates. According to the information provided, the goal is to provide a variety of home choices from larger estate type lots to smaller residential lots. A portion of the site will be designated to provide a local commercial component for uses such as offices and light warehouse usage.

A development of this size will typically generate many issues. Staff has received several correspondences indicating concerns with the proposal. While public sentiment is not a factor formulating a recommendation, the comments and concerns should be given careful consideration when determining whether or not to grant approval. In addition, agency comments, such as the following, should also be considered:

Comments of Frank Lundy, P.E., from the Baldwin County Highway Department:

There are some items relating to this site that raise concern.

- A large portion of the proposed development is located within the footprint of existing excavated dirt
 pits which would require substantial fill. Building homes and roadway infrastructure over these fill areas
 can lead to major structural issues unless quality fill materials are used and extreme caution is taken
 during construction. If approved, major geotechnical and earthwork construction testing will be
 required.
- 2. The proposed County Road 64 connection is approximately 500 feet east of the County Rd 54 E intersection. Creating an additional intersection conflict point within close proximity of the County Rd 54 E intersection as proposed is cause for concern with traffic safety. Traffic could be much better managed if the connection point were located directly across from the County Rd 54 E intersection. If connection point is not adjusted, controlled access management or limited access may be required for safety.

Comments of Scott Brown from the Alabama Department of Environmental Management (ADEM):

From a desktop review, it appears that the subject properties contain wetlands and stream segments. Wetlands and streams are protected resources under §404 of the Clean Water Act. The applicant should consider having the properties evaluated for the presence of wetlands and streams prior to conducting any construction related land disturbance. Prior authorization from the Mobile District U.S. Army Corps of Engineers is required for any wetlands fill activity or stream impacts.

Having said that, the significant population growth which has occurred throughout Planning District 15 indicates that there is a need for additional lots and that the proposal will be consistent with development patterns and trends in the area. While the issues listed above are important considerations, they can and should be addressed during the construction phases of the project. Unless information to the contrary is obtained from the public hearing, Case Z-19011, Savannah Estates Planned Residential Development Site Plan is recommended to the County Commission for **APPROVAL**. *

The details and issues pertaining to the rezoning application are discussed in the staff report for Case Z-19008.

*On Planned Residential Development (PRD) Site Plan approval applications, the County Commission will have the final decision.

Property Images





















