

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

CHAPTER INTRODUCTION

The purpose of the Future Land Use Element is to examine the existing land uses and to determine present and future land use needs for future growth in the County. This element is an important part of the Comprehensive Plan because it deals with factors influencing future growth and development, and contains a basic strategy and physical plan to guide the location, timing, density and intensity of land development to ensure compatibility with existing development, future population and economic development trends, community infrastructure and natural and cultural resources. The County's current Land Use Cover Map was the base data used to create the Future Land Use categories following the Smart Growth America and the U.S. Environmental Protection Agency, "Smart Growth" guidelines. Smart Growth America is a coalition of national, state and local organizations working to improve the ways we plan and build the towns, cities and metro areas we call home. The coalition includes many of the best-known national organizations advocating on behalf of historic preservation, the environment, farmland and open space preservation, neighborhood revitalization and more. This element focuses on the spatial growth of the County and how the mix of uses will expand and work together.

On August 8, 1991, the Baldwin County Planning and Zoning Act (Act No. 91-719) was passed by the Alabama State Legislature. This legislation and its subsequent amendments provide the basic framework for the County's growth management activities. Specifically, the Act:

- Authorized the development of the Baldwin County Planning and Zoning Commission and Boards of Adjustment;
- Allowed the County Commission to create planning districts within the unincorporated areas of the County;
- Allowed zoning within planning districts that vote their desire to come under County planning and zoning authority;
- Required the development and maintenance of a "master plan" [or comprehensive plan] for the use and development of unincorporated Baldwin County.

In accordance with the Act, the unincorporated areas of Baldwin County are divided into thirty (30) Planning Districts, with almost one-half of the districts containing zoning. In order to properly manage County growth, it is imperative to establish County-wide zoning and future land use designations/districts, and this element addresses this need.

Interpretation

The plan is developed with the concept that the Future Land Use Plan map and the text are to be used as an integrated whole, with the map being a graphic representation of the text. Interpretation of the Future Land Use Plan map is a process, which rests on the goals and policies expressed in the text. The land use designations on the map, both in terms of overall definition and intensity of land use types, require that policies and intent statements regulating the

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

development and location of each land use type be evaluated and applied in the process of plan implementation.

Plan implementation is carried out through the application of regulations such as the Baldwin County Zoning Ordinance and through projects and programs outlined in the Baldwin County Comprehensive Plan 2008-2025. The Baldwin County Commissioner administers it with input from the Planning Commission and planning staff. The procedure, once the plan is adopted, will involve checks for plan and ordinance consistency as part of the review for issuance of subdivision approvals and development and building permits.

If a specific land use or development project is proposed for an area but is not consistent with the designated use or density on the Future Land Use Plan map, it cannot be approved. The initial contact for plan interpretation begins with the Baldwin County Planning & Zoning Department. It is at this point that the proposal is evaluated for its conformity and compliance with the Comprehensive Plan and functional plans. In the event a use or development proposal is inconsistent with the Future Land Use map or Comprehensive Plan policies, an applicant may file for a Comprehensive Plan Amendment in accordance with the amendment procedures contained in the Baldwin County Zoning Ordinances.

GOALS, OBJECTIVES AND POLICIES

GOAL 1: To effectively manage growth and development in Baldwin County by designating areas of anticipated future development which satisfy demand where feasible, in a cost-efficient and environmentally acceptable manner; to ensure the County continues to provide an excellent quality of life and family-friendly communities; to ensure the needs of the elderly are met; to preserve and protect natural resources; and to preserve its unique heritage and Southern hospitality.

Objective 1: Establish future land use designations/districts as part of the Baldwin County Comprehensive Plan.

Policy 1.1: The following future land use designations/districts and associated requirements are hereby established for the unincorporated areas of the County:

a. Conservation District (CD) – The Conservation District consists of lands unsuitable for development due to topography, hydrology, vegetation, or wildlife habitat. This designation protects environmentally sensitive areas, natural water bodies, and other unique or sensitive natural resources. Such resources include groundwater, floodplains, wetlands, streams, steep slopes, woodlands, wildlife habitats, beach dune areas, certain agricultural and forest lands, and areas depicted in the State Wildlife Action Plan. Uses allowed in this designation include natural preserves, reserves, recreation and camping areas; and structures limited to utility infrastructure and camp buildings. As needed, some upland areas are included in this District to establish

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

significant greenways and wildlife corridors to connect environmentally sensitive areas. Such greenways and corridors shall have a minimum width of four hundred feet (400’).

b. Rural District (RD) – The Rural District consists of lands which are in an open or cultivated state or are sparsely settled. This designation is designed to protect agricultural activities and the rural character of the County while providing for some development activities. Uses allowed in this designation include very low density residential developments, including single family dwellings; agricultural and farming activities; mining and resource extraction; borrow pits; industrial; utilities; recreation and camping areas including marine recreation; local commercial; limited general commercial; professional service and office; lodging (such as a bed and breakfast establishment), limited institutional and civic; and accessory structures. Civic spaces in this District include parks and playgrounds. The maximum density for residential uses shall be one (1) unit per five (5) acres. The maximum intensity for non-residential uses shall be 0.20 Impervious Surface Ratio (ISR) or 0.12 Floor Area Ratio (FAR), whichever is more restrictive.

Examples:

$$\text{ISR: } \frac{43,560 \text{ sq. ft. impervious surface area}^*}{5 \text{ acres (217,800 sq. ft.)}} = 0.20 \text{ ISR}$$

$$\text{FAR: } \frac{26,136 \text{ sq. ft. gross floor area}}{5 \text{ acres (217,800 sq. ft.)}} = 0.12 \text{ FAR}$$

$$\text{ISR: } \frac{8,712 \text{ sq. ft. impervious surface area}^*}{1 \text{ acre (43,560 s.f.)}} = 0.20 \text{ ISR}$$

$$\text{FAR: } \frac{5,227 \text{ sq. ft. impervious surface area:}}{1 \text{ acre (43,560 sq. ft.)}} = 0.12 \text{ FAR}$$

** building footprints, sidewalks, parking areas, etc*

The preferred development in the Rural District will occur in the form of rural hamlets and clustering through the use of a rural stewardship land (RSL) program or transfer of development rights (TDR) program (see Policy 4.1 and 4.2 of this element). For the purposes of this category, a “rural hamlet” is an existing or proposed future residential and residential support services development clustered within a rural area that is not served by public sanitary sewer. A rural hamlet is typically found as free standing in the countryside, being composed of civic service and commercial uses of modest size which support a large surrounding low density population. The hamlet typically has a weak center, frequently containing only a crossroad and intersection or a church yard. The first preference for the location of a Rural Hamlet shall be at the intersection of two roadways, classified as “collector” or higher. The second preference for locating a Rural Hamlet shall be on a public road that is classified or functions as a collector roadway in the area. If these locational criteria cannot be met, a Rural Hamlet may be located in an area determined to be acceptable by the Baldwin County Planning and Zoning Commission. Rural Hamlets shall be no closer than two (2) miles from another Rural Hamlet, or Urban future land use district, or

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Neighborhood future land use district. The collective size of a Rural Hamlet shall not exceed twenty-five (25) acres. (Refer to Policies 1.3 and 1.4 for additional information)

c. Coastal Zone District (CZD) – The Coastal Zone District includes environmentally sensitive lands along scenic coastal corridors near the beaches and bays. The purpose of the district is to allow for a low to moderate level of single family, two-family, and multiple-family residential dwelling units. Other compatible non-residential development, including public boat ramps, municipal piers, golf courses, and public utilities shall be allowed, while assuring that the scenic coastal corridors retain their scenic landscapes. The intention is that development be designed to fit into the existing character that includes views of the water. The maximum density for residential uses shall be one to three (1-3) dwelling units per acre. The maximum intensity for non-residential uses shall be 0.90 Impervious Surface Ratio (ISR) or 0.75 Floor Area Ratio (FAR), whichever is more restrictive.

d. Neighborhood District (ND) – The Neighborhood District consists predominantly of low-density residential development, including single family dwellings. Other uses allowed in this designation include accessory structures; home occupations; limited public and institutional uses; limited retail and office uses; and utilities. Civic spaces in this District include parks, greens, and playgrounds. Retail and office uses should be at a neighborhood scale, meaning acceptable uses that will have a limited impact on adjacent residential areas especially in terms of lighting, signage, traffic, odor, noise, and hours of operation. Acceptable uses should be compatible with surrounding development in terms of scale/building size, building design, materials, and color, and located at the intersection of road facilities classified as “collectors” or higher. The maximum density for residential uses shall be four (4) units per acre. The maximum intensity for non-residential uses shall be 0.90 Impervious Surface Ratio (ISR) or 0.75 Floor Area Ratio (FAR), whichever is more restrictive. The preferred development in this District will occur in the form of neighborhoods, defined in general terms as an urban sector that is mixed use, mixed income, and limited in area by walking distance typically defined as a 10 minute/1.5 mile walk. The neighborhood is conceived to fulfill most ordinary human needs, including those of transportation. The neighborhood is served by a network of thoroughfares variously detailed for character and capacity, creating a public realm suitable to the pedestrian as well as the vehicle.

e. Urban/Low Intensity District (ULD) – The Urban/Low Intensity District allows a variety of residential and non-residential uses. This District consists of medium density residential development; nonresidential development such as retail, office, institutional/public; light industrial uses; and civic spaces. Civic spaces in this District include greens, squares, and playgrounds. Residential uses shall be in the form of single family detached units, single family attached units, duplexes, townhouses, multi-family buildings, and apartments; nonresidential uses shall be allowed at a scale to serve the residents of the neighborhood and surrounding area. Other uses allowed in this designation include utilities and accessory structures. The maximum density for residential uses shall be eight (8) units per acre. The maximum intensity for non-residential uses shall be 0.95 Impervious Surface Ratio (ISR) or 1.0 Floor Area Ratio (FAR), whichever is more restrictive. The preferred development in this District will occur in the form

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

of corridors, Traditional Neighborhood Developments (TNDs), Neighborhood Village Centers and Town Centers.

New development in this District shall provide for a range of non-residential building square footage between 500 square feet minimum to 1,000 square feet maximum for every residential dwelling unit. Non-residential uses shall include any mix of uses allowed by the zoning district. In cases where the development is rezoned to Planned Development Districts, phases of single use residential or non-residential buildings may be constructed independently at any time provided the overall approved site plan designates future building pad sites, meeting the required mixture of residential and non-residential land uses. Residential uses may occur on any floor within any building type. In order to encourage elderly housing within the Urban/Low Intensity District, assisted living or nursing home dwelling units are not counted as residential dwellings or considered non-residential uses. In cases where a proposed development does not include such a mix of uses, the developer shall successfully demonstrate to the Planning Department that this requirement has already been met by surrounding development.

f. Urban/High Intensity District (UHD) – The Urban/High Intensity District allows a variety of residential and non-residential uses. This District consists of high density residential development; nonresidential development such as retail, office, institutional/public; light industrial uses; and civic spaces. Civic spaces in this District include greens, squares, plazas, and playgrounds. Residential uses shall be in the form of attached units, such as townhouses, and apartments; nonresidential uses shall be allowed at a scale to serve the residents of the County. Other uses allowed in this designation include utilities and accessory structures. The maximum density for residential uses shall be twelve (12) units per acre. The maximum intensity for non-residential uses shall be 0.95 Impervious Surface Ratio (ISR) or 2.50 Floor Area Ratio (FAR), whichever is more restrictive. The preferred development in this District will occur in the form of urban-scale mixed use projects, traditional neighborhood developments (TNDs), neighborhood village centers and town centers.

New development in this District shall provide for a range of non-residential building square footage between 500 square feet minimum to 1,500 square feet maximum for every residential dwelling unit. Non-residential uses shall include any mix of uses allowed by the zoning district. In cases where the development is rezoned to Planned Unit Development (PUD), phases of single use residential or non-residential buildings may be constructed independently at any time provided the overall approved site plan designates future building pad sites, meeting the required mixture of residential and non-residential land uses. Residential uses may occur on any floor within any building type. In order to encourage elderly housing within the Urban/High Intensity District, assisted living or nursing home dwelling units are not counted as residential dwellings or considered non-residential uses. In cases where a proposed development does not include such a mix of uses, the developer shall successfully demonstrate to the Planning Department that this requirement has already been met by surrounding development.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

g. Special District (SD) – The Special District is designed for unique uses and/or developments that, because of their character, economic development opportunities, magnitude, location, or function, do not conform to the other future land use designations\districts. Examples of such uses include large-scale planned developments such as a “new town”; developments that would have a substantial effect upon the health, safety or welfare of citizens of more than one county such as a regional airport, regional shopping center, or regional hospital; a port facility; or industrial development. Alternatively, a community or populated area may elect to create a more detailed planning program to address the unique character and mix of uses within a defined boundary and/or overlay district (such as the various overlay districts in the Zoning Code). Such defined areas may receive the Special District category.

This district shall be applied on a case-by-case basis with a minimum area of 200 acres. For each individual property that is assigned within this Special District future land use designation, site-specific policies will be adopted to establish and govern the density, intensity, and types of uses allowed on that property. Required civic spaces in this district shall be determined on a case-by-case basis dependent on the type of development proposed. Refer to the Community Design Element for the Goals, Objectives and Policies for a Community Planning Area.

Policy 1.2: The following tables shall serve as a guide in determining appropriate building functions and uses allowed in each future land use district. This information is based on the SmartCode Version 9.0, and provides customization of this code for applicability to Baldwin County.

(SEE NEXT PAGE)

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Use	CD	RD	CZD	ND	ULD	UHD	SD
Residential							
Mixed Use Block			+		*	*	+
Flex Building			+		*	*	+
Apartment Building			+		*	*	+
Live/Work Unit			*	*	*	*	+
Row House			+		*	*	+
Duplex House			+		*	*	+
Courtyard House			*		*	*	+
Sidyard House			*	*	*	*	+
Cottage			*	*	*		+
House		*	*	*	*		+
Villa		*	*				+
Accessory Unit		*	*	*	*	*	+
Lodging							
Hotel			+			*	+
Inn		+	+		*	*	+
Bed & Breakfast		+	+	*	*	*	+
SRO (single room occupancy) Hostel				+	+	+	+
School Dormitory					*	*	+
Office							
Office Building			+	*	*	*	+
Live-Work Unit			*	*	*	*	+
Retail							
Open-Market Building		*	+	*	*	*	+
Retail Building			+	*	*	*	+
Display Gallery			+		*	*	+
Restaurant			+	*	*	*	+
Kiosk			+		*	*	+
Push Cart			+			+	+
Liquor Selling Establishment			+	*		+	+
Adult Entertainment			+				+
Civic							
Bus Shelter			*	*	*	*	*
Convention Center							+
Conference Center						+	+
Exhibition Center							+
Fountain or Public Art		*	*	*	*	*	+
Library		*	*	*	*	*	+
Live Theater			+			*	+
Movie Theater			+			*	+
Museum			+			+	+
Outdoor Auditorium		+	+	*		*	+
Parking Structure			*			*	+
Passenger Terminal			+			+	+
Playground	*	*	*	*	*	*	+
Sports Stadium							+

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Use	CD	RD	CZD	ND	ULD	UHD	SD
Surface Parking Lot			+		+	+	+
Religious Assembly		*	*	*	*	*	*
Other: Agriculture							
Grain Storage	*	*					+
Livestock Pen	+	+					+
Greenhouse	*	*	+	+			+
Stable	*	*	+	+			+
Kennel	*	*	+	+	+	+	+
Other: Automotive							
Gasoline		*		*	*	*	+
Automobile Service		+		+	*	*	+
Truck Maintenance							+
Drive-Through Facility			+		*	*	+
Rest Stop	*	*					+
Roadside Stand	*	*	+				+
Billboard							+
Shopping Center				+	*	*	+
Shopping Mall							+
Other: Civil Support							
Fire Station			*	*	*	*	*
Police Station			*		*	*	*
Cemetery		*	+	+	+		+
Funeral Home			+		*	*	*
Hospital			+			+	*
Medical Clinic			+		+	*	*
Other: Education							
College						+	+
High School					+	+	+
Trade School			+			+	+
Elementary School			+	+	*	*	*
Childcare Center		*	+	*	*	*	+
Other: Industrial							
Heavy Industrial Facility							+
Light Industrial Facility							+
Truck Depot							+
Laboratory Facility			+				+
Water Supply Facility			+				*
Sewer and Waste Facility			+				*
Electric Substation	+	+	+	+	+	+	*
Wireless Transmitter	+	+	+				*
Cremation Facility			+				+
Warehouse			+				+
Produce Storage			+				+
Mini Storage			+				+

* Permitted by right

+ Permitted by conditional use or special exception

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 1.3: Rural Hamlets shall be configured in such a way that the length of road frontage does not exceed two times the depth of the development area. No individual building shall exceed twenty thousand (20,000) square feet of gross leasable area. Buildings within a Rural Hamlet shall be architecturally designed so that all facades are designed equally and appropriate for the rural setting, and all development shall address, at a minimum, the following design aspects: roof type, overhang, eaves, building mass, exterior finish, doors and windows, porches, and building base.

Policy 1.4: Where appropriate, the Rural Hamlet designation shall be assigned to existing commercial areas that expand, infill, or redevelop, based on market activity, in accordance with the criteria established in the Comprehensive Plan. Existing isolated commercial areas that do not meet the Rural Hamlet design or locational criteria shall be allowed to continue as legal non-conforming uses.

Policy 1.5: The County shall support a legislative amendment to allow for the regulation of mining/borrow pit operations.

Policy 1.6: For school projection purposes, a maximum scenario of needed schools, based upon build out of residential uses and associated population within the Future Land Use Map adopted with this comprehensive plan, has been estimated and is provided in Volume II, Data, Inventory and Analysis. As of the date of the adoption of this plan, the Baldwin County Board of Education has tracked an approximate 2% annual growth rate. The actual location of future school sites is to be coordinated with the Baldwin County Board of Education, as also described in the Intergovernmental Element.

Objective 2: Adopt and maintain land development regulations and procedures that are consistent with and support the policies of the Comprehensive Plan.

Policy 2.1: In addition to all other applicable Plan policies and requirements, the use, density and intensity of development shall also be controlled through the Zoning Ordinance and Subdivision Regulations, and any further land development regulations the County may prepare. Nothing in Policy 1.1 above shall be construed to guarantee the achievement of the maximum development potential established in each future land use designation.

Policy 2.2: The County shall encourage the use of innovative land development regulations including planned development districts and other development techniques. Such regulations shall include design standards that establish the character, or theme of the development.

Policy 2.3: The Baldwin County Subdivision Regulations shall be updated, as needed, to incorporate changes to drainage, traffic, design, and construction standards to ensure quality residential development. Revisions to the Subdivision Regulations shall include review criteria to base decisions upon for approval or denial by the regulatory authority.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 2.4: The County shall revise and update the Zoning Ordinance to ensure effectiveness and coordination with the Baldwin County Comprehensive Plan.

Policy 2.5: The County shall coordinate with its municipalities in addressing zoning issues, including the review of rezoning applications for properties within the Extra Territorial Planning Jurisdictions (ETJs) and/or the Police Jurisdictions.

Policy 2.6: The Baldwin County Sign Regulations shall be reviewed and revised as needed to require public safety signage. Spanish language signs shall be considered, where warranted.

Policy 2.7: The County's land development regulations (i.e. Zoning Ordinance and/or Subdivision Regulations, or any other form of regulations) and building codes shall be reviewed and revised, as needed, to prohibit abandoned buildings, unlawful junkyards, and other hazardous conditions.

Policy 2.8: By 2010, seek uniformity of building codes within the County and municipalities.

Policy 2.9: The County shall be responsible for maintaining and enforcing land development regulations and procedures for activities occurring in all areas of unincorporated Baldwin County. Coordination of enforcement of land development regulations for those areas occurring within the ETJ and/or Police Jurisdiction of a municipality shall occur with each municipality.

Policy 2.10: Incorporate all development regulations and review processes into a single, unified development review system, consistent with the goals, objectives and policies of the Comprehensive Plan.

Policy 2.11: Create a Development Review Committee (DRC) to review and comment on development proposals. At a minimum, the DRC should be composed of representatives of the following departments: Planning & Zoning, Highway and the Building Department. Other departments should be consulted when development proposals necessitate their involvement.

Objective 3: Establish and maintain Planning Districts in Baldwin County.

Policy 3.1: Act Number 91-719 of the Legislature of Alabama authorized Baldwin County to establish the unincorporated areas of the County into 33 Planning Districts. Since that time, Districts 8, 11, and 19 have been abolished. Of the 30 remaining Districts, zoning regulations have not yet been instituted in 13 Districts (1, 2, 3, 5, 6, 7, 9, 13, 14, 17, 18, 21, and 27). By 2010, zoning elections shall occur in at least 5 of the 14 Districts. By 2011, all remaining unzoned Planning Districts shall have considered or conducted zoning elections.

Policy 3.2: The County shall determine a strategy for zoning elections, which shall consider: Countywide election; targeted districts; current process; or change in legislation.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 3.3: Established and future Planning Districts shall serve as incremental master plans for uses and development in unincorporated Baldwin County, with each Planning District representing a unique and/or distinct vision for the geographic area.

Policy 3.4: Adjacent land uses within Planning Districts and at their boundaries shall be compatible and/or appropriately buffered.

Policy 3.5: The County shall provide cross training for appropriate staff in order to advise interested citizens on initiating a petition for zoning in an unzoned planning district.

Objective 4: Preserve and maintain essential rural, agricultural and environmentally sensitive areas.

Policy 4.1: The County shall establish and implement a Rural Land Stewardship (RLS) program that protects the County's ecosystems, promotes more efficient use of the land, prevents the encroachment of urban sprawl into rural and agricultural areas, ensures opportunities for viable agricultural economy and working lands, and promotes vital rural communities. The RLS program shall provide economic incentives to owners of property located in the Natural and Rural future land use districts to direct and concentrate future growth in a way that is compatible with the rural character and economy. The RLS program is explained further in Volume II (Data, Inventory and Analysis) in the Future Land Use section.

Policy 4.2: The County shall establish and implement a Transfer of Development Rights (TDR) program in order to preserve rural, agricultural and environmentally sensitive areas in the Conservation Districts (CD) and Rural Districts (RD). The TDR program may or may not be used in conjunction with the above-mentioned RLS program. TDR receiving zones shall be allowed in the following future land use districts: Neighborhood, Urban/Low Intensity, Urban/High Intensity, and Special District. The TDR program will allow rural property owners to sell the transferable development rights to their property while retaining ownership of the land itself. The TDR program is explained further in Volume II (Data, Inventory and Analysis) in the Future Land Use section.

Policy 4.3: The County shall encourage other innovative ways to manage growth and preserve the environment through land use tools that promote sustainable growth. Such tools may include the use of Conservation Easements or Conservation Developments, allowing the clustering of development and preserving greenspace, rural and agricultural land, and environmentally sensitive areas.

Objective 5: Coordinate future land uses with the appropriate topography and soil conditions, and the availability of facilities and services.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 5.1: Maximum densities and intensities permitted on a given parcel of land shall be based upon the suitability of topography and soil types for septic drainfield systems, potable water wells, and the ability to physically support buildings and improvements, as determined by County and state agencies in the review of proposed development projects.

Policy 5.2: The County shall ensure there are regulations that require all new development to meet 100-year flood events, and ensure construction in flood zones is in compliance with federal regulations. New development within the County shall be able to obtain flood insurance.

Policy 5.3: Future land uses shall be coordinated with the availability of facilities and services to serve development (such as water, sewer, fire protection). Coordination with all applicable utility companies and water authorities is encouraged.

Policy 5.4: The County shall adopt regulations that prohibit new development from degrading water quality.

Policy 5.5: By 2010, the County will complete an assessment of volunteer fire districts and search and rescue squads in order to ensure the adequacy of coverage and that needs of the growing population are met. Facilities and coverage shall be coordinated with and correspond to future land uses.

Objective 6: Protect natural resources, environmental lands, and coastal resources through identification, classification, planning and management.

Policy 6.1: The County shall create and foster partnerships with local, state and federal agencies to protect endangered species habitat, to prevent species of concern from being listed, and lessen impacts to existing endangered species using strategies identified in the State Wildlife Action Plan.

Policy 6.2: The County shall coordinate with its municipalities in addressing pollution and stormwater runoff in waterways shared by incorporated and unincorporated areas.

Policy 6.3: The County shall consider environmental factors, such as the presence of wetlands or flood zone areas, at the time that zoning is applied within Planning Districts.

Policy 6.4: The County shall establish and enforce appropriate buffers from wetland areas and other environmental resources.

Objective 7: Ensure the protection of historic resources.

Policy 7.1: The County shall develop Community Heritage District criteria, define planning issues, and propose and support legislation for communities to maintain Community Heritage Districts, which will perpetuate family-friendly communities and protect the quality of life. A

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Community Planning Area may be done in conjunction with the implementation of a Community Heritage District. See Community Design Element for more information on the Community Planning Areas.

Policy 7.2: Upon the purchase of the proposed National Cemetery annex site, the County shall seek to obtain federal VA designation, develop a site plan meeting federal guidelines and seek Congressional support for funding and designation.

Objective 8: Ensure the provision of public recreation land.

Policy 8.1: By 2016, the County shall provide primitive camping and restroom areas at areas of public access on water frontages (not at right-of-way/water access), and at greenway trail heads; improve public access to beaches; make improvements to existing boat ramps where needed; acquire new boat ramps and build new boat ramps, where needed.

Policy 8.2: The County shall identify additional available park land, and establish an acquisition and capital improvement budget and priority ranking based on estimated uses.

Objective 9: Ensure the provision of adequate facilities, services, and related land uses for the elderly.

Policy 9.1: There is expected to be an approximate increase of 180% in the number of elderly persons residing in Baldwin County by 2025. To respond to this trend, the County shall ensure that a full compliment of facilities, services, and related land uses is provided to accommodate the rapidly changing needs of the senior population, including senior activity centers, adult day care centers, senior housing, senior emergency shelter(s), and creative measures such as accessory dwellings utilized for “age in place” purposes.

Objective 10: Coordinate the Future Land Use Element with the Major Roadway Plan.

Policy 10.1: The Future Land Use Element and Map Series shall be coordinated with the Major Roadway Plan. The Major Roadway Plan shall identify needed east-west and north-south corridors based on current and future land uses and development trends. Facilities and routes shall correspond with land uses, trip generators, and areas of greatest demand. An inventory and assessment of major road facilities and routes shall be addressed in the Major Roadway Plan.

Policy 10.2: By 2010, the County shall prepare a Countywide Transit Plan, and coordinate with its municipalities and other agencies to address existing public transit studies that have been prepared or are underway to ensure consistency with those plans of the County.

Policy 10.3: The County shall increase the availability of alternative transportation modes such as public transit and a park-and-ride program. An inventory and assessment of such facilities and programs shall be addressed in a future Transit Plan.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Objective 11: Coordinate the Future Land Use Element with Other Plan Elements.

Policy 11.1: The Future Land Use Element and Future Land Use Map shall be coordinated with the Community and Cultural Facilities Element, and the Community Design Element to ensure that facilities and services needed to support the growing population are supported by appropriate future land uses and policies.

Policy 11.2: The Future Land Use Element and Future Land Use Map shall be coordinated with the County's capital budget to ensure that capital improvements needed to support the growing population are supported by appropriate future land uses and policies.

Policy 11.3: The Future Land Use Element and Future Land Use Map shall be coordinated with the Housing Element to ensure that housing needed to support the growing population is supported by appropriate future land uses and policies.

Objective 12: Coordinate the Future Land Use Element and land development with other local governments, agencies, and entities.

Policy 12.1: Facilitate growth management activities and improve department efficiencies by coordinating permitting activities among the County's Planning, Building, Highway and Health departments, as well as local, state, and federal agencies.

Policy 12.2: By 2009, the County shall initiate, maintain and enhance regional partnerships with municipalities and adjoining counties to address growth and land use issues.

Policy 12.3: For those municipalities that have not yet adopted comprehensive plans, the County shall encourage the coordination of such future plans with the Baldwin County Comprehensive Plan.

Policy 12.4: The County shall encourage its municipalities to adopt and implement consistent regulations for environmental and natural resource protection to ensure consistency in protection and enforcement.

Objective 13: Develop and maintain an accurate mapping system to support the Baldwin County Comprehensive Plan.

Policy 13.1: The County shall develop and maintain a GIS database of all land use features, including but not limited to subdivisions, park land, emergency shelters, school locations, water facilities and sewer facilities.

Policy 13.2: The County shall identify and map the existing 38 fire districts with the station locations.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 13.3: The County shall coordinate with and encourage its municipalities to use the County's GIS database to ensure consistency and accuracy in mapping activities.

Objective 14: Ensure that the Baldwin County Comprehensive Plan is kept current through regular updates, and that amendments to the Comprehensive Plan may only be approved with appropriate justification.

Policy 14.1: The Baldwin County Comprehensive Plan shall be reviewed and updated as necessary every four (4) years, beginning in 2012.

Policy 14.2: Future land use designations indicate the intended use and development density for a particular area, while zoning districts specifically define allowable uses and contain the design and development guidelines for those intended uses. The Baldwin County Comprehensive Plan may allow (but not guarantee) various zoning districts within a given future land use designation. If an owner desires to use or develop property in a manner inconsistent with the future land use designation, they must apply for a future land use amendment, which may accommodate an application for rezoning.

Policy 14.3: An applicant should demonstrate that the proposed future land use amendment is consistent with the Baldwin County Comprehensive Plan. Future land use map amendments are decided by the Baldwin County Commission (BCC). Some applications may require a rezoning, which can be processed in conjunction with a future land use amendment request.

Policy 14.4: Requests for Comprehensive Plan Amendments that affect the Future Land Use Map or policies related to the Future Land Use Element land use districts shall provide justification that addresses each of the following:

- a. The extent to which population growth, development trends, and market demands warrant an amendment;
- b. The extent to which the proposed amendment will not adversely impact natural resources;
- c. The extent to which the proposed amendment will result in a compact, contiguous development pattern;
- d. The extent to which adequate infrastructure to accommodate the proposed amendment exists, or is programmed and funded through the County's capital budget, or will be privately financed, or will otherwise be provided at the time of development impacts;
- e. The extent to which the proposed amendment will result in an efficient use of public funds needed for the provision of new infrastructure and services related to it;
- f. The extent to which the proposed amendment will not result in a sprawl development pattern and will not discourage infill of more appropriate areas available for development;
- g. The extent to which the proposed amendment will result in a sustainable development pattern through a balance of land uses that is internally interrelated; demonstrates an efficient use of land; ensures compatible characteristics; provides interconnectivity of

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

roadways; supports the use of non-automobile modes of transportation; and appropriately addresses the infrastructure needs of the community; and

- h. When applicable, the extent to which the proposed amendment provides non-residential uses at a size and scale compatible with the surrounding area and will not cause adverse impacts to the surrounding properties or the natural environment.

Objective 15: Protect and enhance the County’s shoreline and coastal areas, in order to improve quality of life and ensure continued function of the environmental systems, and enhance the County’s economic development efforts.

Policy 15.1: Establish specific guidelines and standards for shoreline and coastal area development that will, at a minimum:

- a. Promote visual access to waterways and their related vistas;
- b. Promote recreational uses of shoreline and related areas; and
- c. Provide strict performance standards for any industrial uses located adjacent to any waterbody.

Policy 15.2: Marinas and boat ramps shall be located in areas where they create a minimum adverse impact to water quality and existing marine habitat.

Policy 15.3: Marinas that cater to live-aboard craft shall be equipped with sewage pump-out and collection systems for vessels.

Policy 15.4: Waterfront developments shall be designed to ensure that stormwater runoff and erosion do not affect water quality of adjacent waters in accordance with the regulations of the Alabama Department of Environmental Management (ADEM).

Objective 16: Encourage economic development for the County through industrial uses, as industrial development plays an important role in strengthening the County economic base and will become increasingly important as the county grows in size and urban complexity. To a great extent, these are the areas to which Baldwin County must look for expanded job opportunities, investments and production opportunities, and a balanced and sufficient tax base.

Policy 16.1: Promote opportunities for well-planned industrial development at suitable locations within the county.

Policy 16.2: The Special District (SD) will accommodate industrial development as well as selective land use mixtures such as the combined uses of industrial, manufacturing, research and office complexes (if specifically related to adjoining industrial uses) that constitute a growing part of Alabama’s economic development sector.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 16.3: Development location for industrial growth patterns shall be contiguous and compact, promoted through the rezoning process to contain urban sprawl; minimize energy costs; conserve land, water and natural resources; minimize the cost of services; and prevent development patterns where large tracts of land are by-passed in favor of development more distant from services and existing communities.

Policy 16.4: Development approvals for industrial land uses must be consistent with the rezoning and site plan application criteria, which is:

- a. The development must comply with local, state and federal air, water and noise pollution standards.
- b. When located next to residential areas, industry must not generate noise levels incompatible with the residential development or inconsistent with established noise ordinances or adopted standards.
- c. Bulk storage or production of toxic, explosive or hazardous materials will not be permitted within 2000 feet of residential areas.
- d. Contamination of ground or surface water will not be permitted.
- e. Point source of pollution shall be identified and monitored.
- f. Applications for industrial development will be reviewed and evaluated as to:
 1. air emission;
 2. impact and effect on environmental and natural resources;
 3. effect on neighbors and surrounding land use;
 4. impacts on water quality and water needs;
 5. drainage system;
 6. employment characteristics;
 7. fire and safety;
 8. noise and odors;
 9. buffering and screening;
 10. impacts on transportation facilities and access points;
 11. access to rail, major thoroughfares, air and, if applicable, water
 12. utility needs; and
 13. sewage collection and treatment

Policy 16.5: Industrial developments requiring rezoning must be developed as Planned Industrial Development s (PIDs) designed to arrange uses as an integrated and cohesive unit in order to:

- a. Promote compatibility and screening;
- b. Reduce dependence on the automobile;
- c. Promote pedestrian movement within the development
- d. Utilize joint parking, access and loading facilities;
- e. Avoid negative impacts on surrounding land uses and traffic circulation;
- f. Protect natural resources; and
- g. Provide necessary facilities and service where they are inadequate to serve the proposed use.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Policy 16.6: Industrial land uses must be located in areas appropriate to their special needs and constraints, including but not limited to, consideration of:

- a. Topography;
- b. Choice and flexibility in site selection;
- c. Access by truck, air, deep water and rail;
- d. Commuter access from home-to-work trips;
- e. Utilities;
- f. Greenbelt and other amenities;
- g. Air and water quality consideration;
- h. Proximity to supportive and related land uses; and
- i. Compatibility with neighboring uses.

Policy 16.7: The timing and location of industrial development will be permitted only with the availability and adequacy of existing or planned services and facilities.

Policy 16.8: Land that is located outside of the Special District areas may be developed for light industrial purposes so long as adequate services and facilities are available, the use will not adversely impact surrounding land uses, natural resources are protected, and if one of the following conditions are met:

- a. The parcel is located in the ULD, UHD or Rural District, was zoned M-1 or M-2 prior to the adoption of the 2008-2025 Baldwin County Comprehensive Plan, and does not exceed 50 acres in size (unless it is adjacent to other existing or designated industrial lands).
- b. The parcel is located in the ULD, UHD or Rural District and is zoned as a Planned Industrial Development.

Policy 16.9: Permit agriculturally-related industrial uses that directly serve the rural and agricultural community in areas indicated on the Future Land Use map as Rural, provided they have adequate fire protection, transportation, and wastewater treatment and water supply, and have no adverse effect on surrounding land uses and natural resources. These determinations will be made during the rezoning process.

Policy 16.10: Land development regulations will require that industrial uses be adequately buffered and screened from adjacent existing or proposed residential areas so as to prevent visual blight and noise pollution.

Policy 16.11: Industrial development will not be permitted if it allows industrial traffic to travel through predominantly residential areas.

Policy 16.12: Industrial uses should be located in established industrial parks whenever possible.

Policy 16.13: All county action relative to industrial land uses must be consistent with the goals, objective and policies of the Baldwin County Comprehensive Plan.

HORIZON 2025
THE BALDWIN COUNTY COMPREHENSIVE PLAN 2008 - 2025
CHAPTER 2: FUTURE LAND USE ELEMENT
GOALS, OBJECTIVES AND POLICIES
OCTOBER, 2008

Objective 17: Encourage commercial infill development where existing commercial development would make a residential use clearly inappropriate.

Policy 17.1: Commercial infill development may be allowed:

- a. Where existing infill areas have 300 feet or less frontage on arterial or collector roads; and
- b. Are comprised of twenty (20) acres or fewer; and
- c. Lie between commercially zoned parcels on the same side of the road so that commercial use of the property(ies) is the most logical land use.

The depth of such infill commercial development shall be commensurate with the depth of existing commercial zoning on the proximate parcels which define the infill area.

Policy 17.2: Consideration of infill rezonings should include the evaluation of the following factors:

- a. Traffic impacts to affected roadways.
- b. Suitability of property due to setbacks.
- c. Lot frontage widths.
- d. Parking.
- e. Drainage.
- f. Access management.
- g. Environmental constraints.
- h. Need for additional commercial development to serve proximate populations.
- i. Other issues identified.