



PLAN LOXLEY **COMPREHENSIVE PLAN**

April 2025



ACKNOWLEDGEMENTS

Mayor	Richard Teal
City Council	Kasey Childress, Mayor Pro Tem Katherine Breeden Jeffrey T. Knight Chris McCall Richard Lee Wilson
City Clerk/ Treasurer	Melissa Lawrence
Community Development	Jonathan I. Smith Arthur Johnson
Planning Commission	Kenney Folsom, Chairman Jimmy Canaan Chase Farley Pam Knight Chris McCall Melissa Lawrence Beth Lovell George Trent Randy Smith
The Citizens of Loxley	



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HISTORY AND BACKGROUND

The City of Loxley, located in Baldwin County, Alabama, is a growing community rooted in Southern heritage and defined by a strong sense of place. Established in the early 1900s, Loxley developed around the Louisville and Nashville Railroad, becoming a vital transportation hub for agricultural goods in the region. Its central location earned it the nickname “Hub of Baldwin County,” as it grew into a regional trading center supported by agriculture and timber industries.

Named after John Loxley, a landowner influential in its early development, the city’s history reflects a blend of rural charm and steady progress. The community has maintained its small-town identity while adapting to the growth of Baldwin County, one of Alabama’s fastest-growing regions. In 2022, after surpassing 2,000 residents, Loxley officially transitioned from a town to a city, marking a new chapter in its development and governance.

Today, Loxley celebrates its agricultural roots through events like the annual Strawberry Festival, which brings residents and visitors

together to honor local culture and community spirit. As it continues to grow, Loxley remains committed to thoughtful planning, preserving its character while embracing future opportunities.

GEOGRAPHY AND COMMUNITY

Situated along AL Highway 59, US Highway 31, US Highway 90 and Interstate 10, Loxley enjoys a strategic location that connects it to Mobile, Pensacola, and the Gulf Coast. Its central position makes it an attractive destination for families and businesses seeking a peaceful lifestyle with easy access to metropolitan amenities. Loxley’s landscape features rolling farmland, charming neighborhoods, and a growing number of parks and recreational spaces that enhance its appeal.

DEMOGRAPHIC PROFILE

As of the most recent estimates, Loxley has a population of approximately 3,800 residents, though it continues to experience steady growth due to Baldwin County’s rising popularity. The city





boasts a diverse population, with a mix of long-time residents and newcomers attracted by its small-town atmosphere and proximity to larger urban centers.

- » **Race and Ethnicity:** Loxley’s population is predominantly White, with African American, Hispanic, and other racial groups making up a growing portion of the community’s diversity.
- » **Age Distribution:** Loxley’s population is relatively balanced across age groups, with a noticeable increase in young families and retirees relocating to the area.
- » **Median Household Income:** The median household income in Loxley is comparable to other small towns in the region, reflecting a mix of blue-collar and white-collar employment opportunities.
- » **Education:** The city is served by the Baldwin County Public School System, known for its commitment to providing quality education. Nearby higher education institutions, such as Coastal Alabama Community College, further support educational growth.
- » **Housing and Development:** Loxley offers a blend of housing options, from large-lot single-family homes to modern developments, catering to a range of preferences. Ongoing residential and commercial development

should align with the city’s comprehensive plan to balance growth with preservation.

MOBILITY AND CONNECTIVITY

Loxley benefits from a well-connected transportation network, with U.S. Highway 59 and Interstate 10 providing efficient regional access. These major corridors facilitate travel between Mobile, Pensacola, and the Gulf Coast, making Loxley a convenient location for residents and businesses alike. The city’s road network supports a mix of local and through traffic, with key intersections serving as vital connection points. While sidewalks and pedestrian pathways are present in some areas, much of Loxley remains car-dependent, with limited dedicated infrastructure for cyclists and pedestrians. The Baldwin Beach Express provides additional connectivity, offering a direct route to Interstate 10 and reducing congestion on local roads.

PARKS AND RECREATION

Loxley offers a variety of parks and recreational amenities that contribute to the community’s high quality of life. The city’s municipal park serves as a hub for outdoor activities, featuring playgrounds, sports fields, picnic areas, and walking paths. The park provides residents with opportunities for leisure, fitness, and community gatherings. Additionally, the Civic Center Park hosts local events and serves as a space for

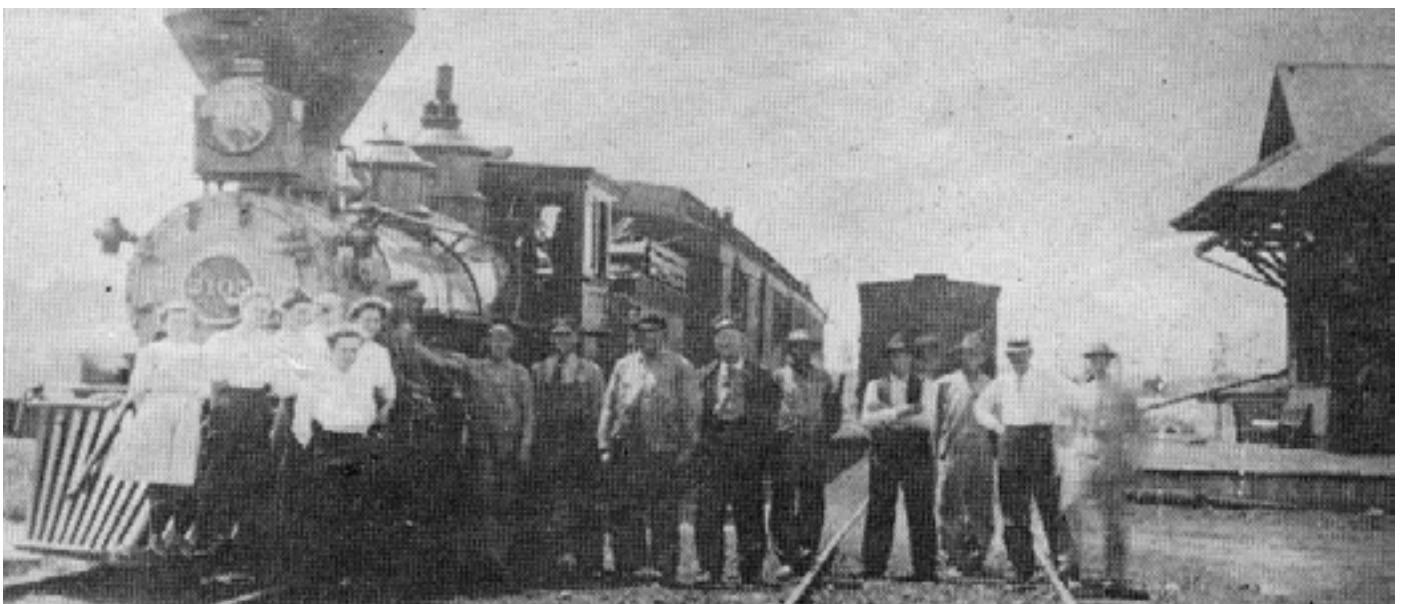


cultural and recreational activities. These well-maintained facilities highlight the city's dedication to fostering outdoor recreation and community engagement.

COMMUNITY FACILITIES AND SERVICES

Loxley provides essential community services to ensure the well-being and safety of its residents. The city is home to a public library that offers resources and programs for all age

groups, as well as a civic center that serves as a venue for community events and gatherings. Emergency services, including fire and police departments, are well-equipped to provide public safety and rapid response capabilities. The city also maintains water and sewer infrastructure to support residential and commercial needs. Healthcare access is available through nearby medical facilities, ensuring residents have convenient options for primary and emergency care. These services contribute to Loxley's strong sense of community and support its growing population.



INTRODUCTION TO THE PLAN

LOXLEY COMPREHENSIVE PLAN

The Plan Loxley Comprehensive Plan is the City's long-term policy guide for managing and planning for growth and development. The Comprehensive Plan provides a framework for decision-making by establishing goals, policies, and strategies that guide land use, connectivity and mobility, housing, parks and recreation, and community facilities and services. It reflects the community's vision and values, ensuring that future growth aligns with the needs of residents and businesses while maintaining Loxley's unique character.

WHO THE PLAN IS FOR

The Comprehensive Plan serves as a guiding document for residents, business owners, developers, and elected officials who play a role in shaping Loxley's future. It provides clear policies for the Loxley Planning Commission and City Council, helping them make informed decisions about land use, zoning, and infrastructure investments. Developers and business owners can use the Plan to understand the City's priorities and expectations for growth, ensuring their projects align with Loxley's long-term vision. For residents, the Plan provides insight into how the community will evolve over time and how planning efforts impact their quality of life. Ultimately, the Plan is a resource for all stakeholders, fostering transparent and strategic development in Loxley.

PURPOSE AND USE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan serves as a guide for the Loxley Planning Commission and City Council when making decisions related to land use, zoning, and public investments. It does

not have the force of law; rather, it is a policy document that provides direction for future development. Legal authority for regulating land use is established through the Zoning Ordinance and Subdivision Regulations, which must be periodically updated to reflect the goals and recommendations of the Comprehensive Plan. As a living document, the Comprehensive Plan is intended to be reviewed and updated as needed to ensure its continued relevance. It is used to inform decisions on rezoning requests, capital improvement projects, and infrastructure expansion, providing a basis for coordinated and strategic growth. The Planning Commission considers the policies outlined in the Plan when evaluating development proposals, and the City Council references it when setting priorities for public investments.

LEGAL BASIS FOR COMPREHENSIVE PLANNING

The authority to adopt a Comprehensive Plan is granted by the Code of Alabama, which provides municipalities the ability to engage in long-term planning to promote orderly development. Specifically, Section 11-52-8 of the Code of Alabama states that municipalities may prepare and adopt a general plan for the physical development of the community. Additionally, Section 11-52-9 allows for recommendations on land use, infrastructure, and public services, further supporting the need for a policy-driven approach to growth management. These statutes establish the legality and importance of comprehensive planning as a municipal function.

IMPLEMENTATION AND THE IMPORTANCE OF UPDATING ZONING AND SUBDIVISION REGULATIONS

While the Comprehensive Plan provides policy direction, its successful implementation depends on aligning the Zoning Ordinance and Subdivision Regulations with the Plan's recommendations. The Zoning Ordinance establishes land use regulations, building standards, and development requirements, while the Subdivision Regulations govern how land is divided, ensuring adequate infrastructure and services. Without updates to these regulatory tools, the objectives of the Comprehensive Plan cannot be effectively realized.

As part of the Plan's adoption, the City of Loxley must undertake a comprehensive review of its zoning and subdivision regulations to ensure consistency with the Plan's vision. This process includes revising zoning districts, updating land use classifications, and refining development

standards to better reflect community priorities. By maintaining alignment between policy and regulation, Loxley can manage growth responsibly, encourage high-quality development, and preserve the character that makes the city a desirable place to live and work.

The Plan Loxley Comprehensive Plan is a foundational document that will shape the City's future by guiding land use decisions, infrastructure investments, and public policies. Its implementation requires ongoing coordination between the Planning Commission, City Council, and the community to ensure that Loxley continues to grow in a manner that supports economic vitality, environmental sustainability, and a high quality of life for all residents.



VISION AND GOALS FOR THE FUTURE



Sustainable Growth: Promote responsible and sustainable growth to accommodate an increasing population while preserving the city's natural resources.

- » Local services and businesses in the “triangle” to support residential growth.
- » In-fill residential development in the “core” of Loxley.
- » Traditional neighborhood development around new Loxley Elementary School.
- » Future growth of the Town Center.
- » Manage industrial warehouse growth around Interstate-10.
- » Foster environment for local small business growth / entrepreneurs.
- » Redevelopment and in-fill of property along Alabama Highway-59, especially at Relham Ave / First Ave as gateway to the Town Center.
- » Careful consideration of future zoning requests near the future Baldwin Beach Express connector.
- » Define landscape standards along the Alabama Highway-31 and Alabama Highway-59 corridors.



Cultivate a Town Center: Foster the development of a dynamic town center in Loxley, featuring a harmonious blend of new and existing structures. This central area should encapsulate the character of the neighborhood while serving as a hub for community gatherings, local businesses, cultural events, as it will include the future City Hall, becoming a symbol of civic pride and a focal point for the city's identity and vitality.

- » Critical mass of civic uses City Hall, Departments, Public Safety, etc.
- » Incubator for small business growth / entrepreneurs.
- » Connectivity to adjacent neighborhoods (New Loxley Elementary School) through sidewalks and green spaces.
- » Connectivity to a Central Baldwin County Rail-to-Trail project as it traverses the town center.



Enhance Local Mobility and Connectivity: Improve transportation infrastructure, including roads, sidewalks, and other active transportation options, to bolster connectivity within the city and with neighboring areas, promoting ease of movement for residents and visitors alike.

- » Sidewalk infill strategy in the “core” of Loxley, with a focus on connecting to community amenities, services, retail, and Town Center.
- » Explore trail and greenway opportunities along creeks and riparian areas.
- » Explore the proposal Central Baldwin County Rail-to-Trail as recommended in the Baldwin County Multimodal Connectivity Vision Plan.
- » Complete Bedrock Boulevard connection.
- » Re-align County Road-49 with future Bedrock Boulevard connection.
- » Plan for the future Baldwin Beach Express connector between Interstate-65 and Interstate-10.
- » Re-alignment of County Road-68 and Baldwin Beach Express.
- » Support future ALDOT improvements of the Alabama Highway-59 and Interstate-10 interchange.
- » Work with residential developers to include connectivity in new residential developments to adjacent neighborhoods and parcels.



Promote Diverse Housing Options: Ensure the availability of a wide range of housing types to accommodate the diverse needs of residents, including affordable housing, single-family homes, multi-family units, and other housing options, fostering a well-rounded and inclusive housing market.

- » Continued growth of residential development in the “triangle” area. Explore multi-family (duplex, tri-plex, apartments) opportunities in proximity to future commercial development.
- » In-fill residential development in the “core” of Loxley.
- » Encourage the appropriate zoning of future land use for multi-family (duplex, tri-plex, apartments) near existing infrastructure – walkable to amenities, services, etc.



Promote Local Entrepreneurship: Encourage and support the growth of locally-owned businesses to foster economic diversity, create job opportunities, and enhance the city’s economic resilience.

- » Incubator for small business growth / entrepreneurs.
- » Consider development in the town center, or nearby along Alabama Highway-59, that have a physical structure to support small business / entrepreneurs.
- » Encourage development of commissary kitchen to support restaurant business incubation.



Expand Industrial Development North of Interstate-10: Facilitate the strategic expansion of industrial and commercial development north of Interstate-10 to attract new businesses, create job opportunities, and promote economic growth in that area while ensuring responsible land use and environmental sustainability.

- » Expand opportunities for commercial warehousing and light industrial development north of Interstate-10.
- » Improve transportation infrastructure along County Road-49 as needed to support future development.
- » Identify future commercial warehousing and light industrial development near future Baldwin Beach Express connector.
- » Explore east-west connection, around Truck Route 17, between Alabama Highway-59 and the future Baldwin Beach Express connector.
- » Define landscape standards along the Alabama Highway-31 and Alabama Highway-59 corridors.



Environmental Conservation: Develop strategies for protecting and enhancing the local environment, including natural habitats and water resources.

- » Considering expanding wetland and riparian buffers to include jurisdictional and non-jurisdictional wetlands.
- » Expand low impact development techniques which could be integrated into development ordinances.
- » Protect Styx River and tributaries as future development expands norther of Interstate-10.



Enhance Cultural and Recreational Amenities: Enhance the quality of life for residents by investing in parks, recreational facilities, cultural events, and other amenities.

- » Celebrate rural community character through future civic construction.
- » Consider design overlays in zoning ordinance to encourage rural character in building massing and site placement.
- » Plan for future recreational needs, especially in the triangle areas, as the City's growth continues.



Education and Schools: Support and improve the quality of education in the city, including collaboration with local schools and ensuring access to educational resources for all residents.

- » Support traditional neighborhood / walkable residential development in proximity to educational facilities in the City.
- » Work with the Baldwin County Public Schools to identify locations for future planned facilities.
- » Support Baldwin County Public Schools through potentially sharing resources.



Public Safety: Strengthen the city's public safety services, including police, fire, and emergency response, to ensure the safety and well-being of the community.

- » As the community grows, consider the transition to an on-staff city fire department.
- » Expand Station 2 (or consider additional station) to support additional development north of Interstate-10.



Community Engagement: Foster a sense of community and encourage active citizen participation in local decision-making processes.

- » Sponsorship of “citizen leaders” as part of Leadership Baldwin County.
- » Consider Planning Commission participation in Your Town Alabama and CAPZO Certification through the Alabama Planning Institute.



Infrastructure and Utilities: Upgrade and maintain essential infrastructure such as water, sewage, and utilities to support current and future needs.

- » Continue efforts to upgrade existing utilities to meet the needs of the growing community.
- » Expand water and sewer services, in conjunction with developers, for future “triangle” area residential and commercial development”.
- » Leverage water and sewer services to help manage growth.

DEVELOPMENT CHARACTER

Development character, by applying place types, is a planning tool used to define the intended physical and functional characteristics of different areas within a community. It provides a framework for organizing land uses, building types, transportation options, and public spaces in a way that reflects the community's vision and goals. Place types help translate broad planning objectives into specific, actionable guidance by categorizing areas based on their desired character, such as rural, suburban, or urban. These classifications inform zoning decisions by aligning zoning ordinances with the identified place types, ensuring that regulations support the desired development patterns. By applying place types to zoning, the City of Loxley can effectively manage growth, enhance connectivity, and maintain the unique identity of different areas, creating a cohesive and sustainable community.

To better understand and apply place types, the following place type description pages provide key information that should be used as a reference. The written description outlines the overall intent and character of each place type. The accompanying table details primary and secondary land uses, residential density, transportation characteristics, parking provisions, and public open space types relevant to that place type. These elements help clarify how development should function and interact within each designated area. Additionally, character images are included to visually represent how these place types look in similar communities, offering a real-world context for their application.

These place types should be considered in the context of their application within the Development Character Map of Plan Loxley. The City's Zoning Ordinance and Subdivision Regulations should be updated to reflect these place types, ensuring consistency between planning efforts and regulatory frameworks. Aligning zoning and subdivision regulations with the Development Character Map will provide clear guidance for future land use decisions, helping to manage growth, enhance connectivity, and maintain the community's unique identity while supporting Loxley's long-term development goals.

The place type

The place type intent

Table of uses and development relationships.

The character images with a brief caption of key aspects to notice.

TOWN CENTER

Intent

Typically characterized by higher density development, walkability, and a mixture of various uses, the town center supports a concentrated network of shops, restaurants, retail, businesses, and civic institutions. This place type is a unique feature throughout the region that serves as a nucleus of activity for the history of the area. Distinctive architecture, public art, and historical landmarks should contribute to the district's unique identity, while the pedestrian-oriented layout promotes human interaction and activity. This is the oldest part of the city but it has the potential to power broader citywide revitalization through place-based improvements that make it a more vibrant environment where people choose to live, work, and play.

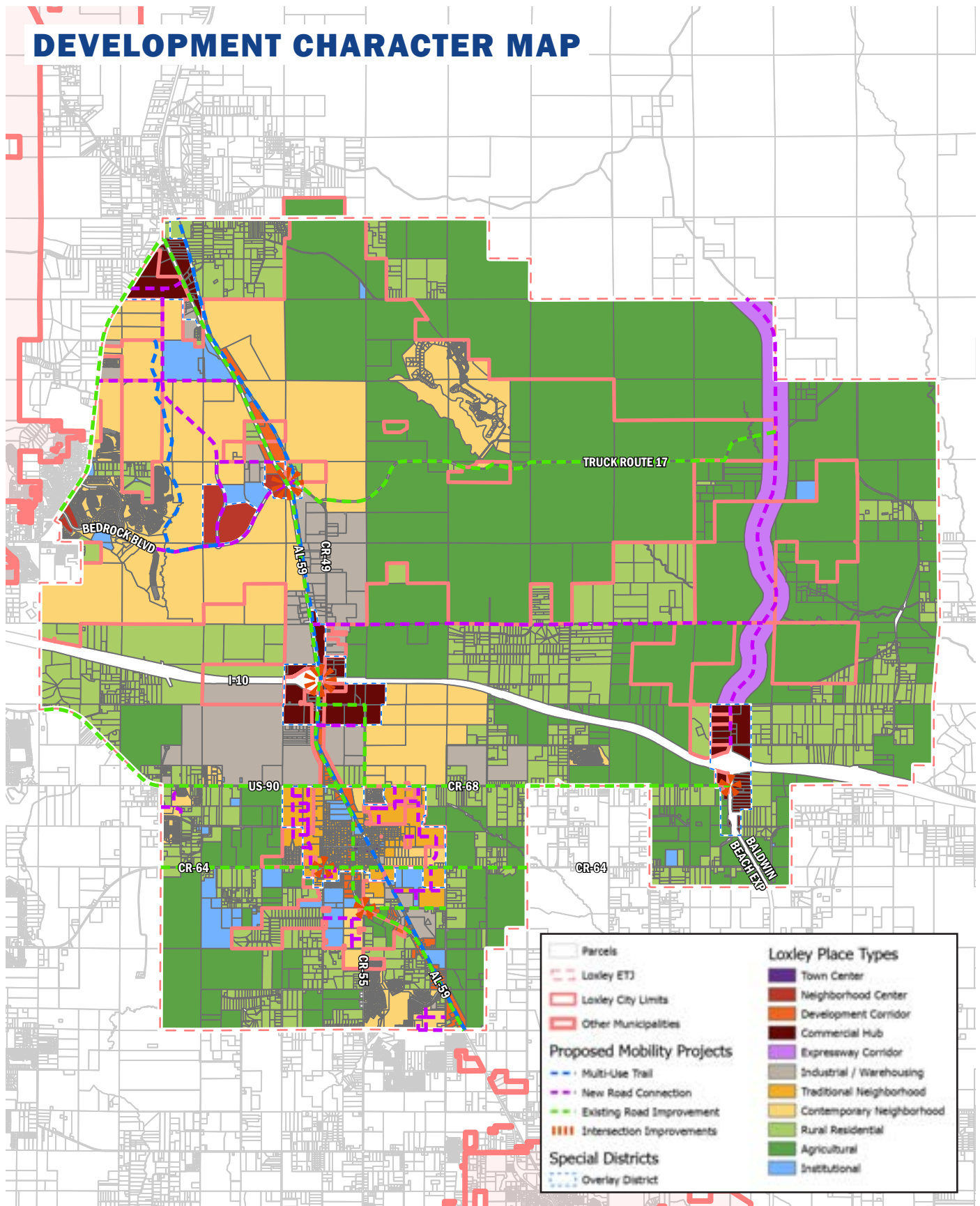
Primary Uses:	Commercial: retail storefronts, offices
Secondary Uses:	Parks and open space, schools, civic facilities, townhomes, multifamily residential, residential over retail, institutional facilities
Gross Density:	4-8 dwellings per acre
Transportation:	Streets with sidewalks, provisions for bicycles, connectivity between streets, access for rear services, no cut-throats or dead ends
Parking:	On-street, off-street surface parking in rear of buildings
Right-of-Way:	80-100 feet
Open Space:	Neighborhood parks, civic spaces

Character Images

Image 1: In this contextual image, there are single-story retail buildings, an inviting streetscape, and a well-maintained pedestrian crossing. Provisions for on-street parking are also included.

Image 2: This image showcases multi-story buildings with retail storefronts on the ground floor and other office spaces or residential units above. Parking is on-street, with ample open space, street trees, and accentuated lighting for the area's activities.

DEVELOPMENT CHARACTER MAP



TOWN CENTER

The town center, or downtown, is one of the most defining areas of the city.

Intent

Typically characterized by higher density development, walkability, and a mixture of various uses, the town center supports a concentrated network of shops, restaurants, retail, businesses, and civic institutions. This place type is a unique feature throughout the region that serves as a nucleus of activity for the history of the area. Distinctive architecture, public art, and historical landmarks should contribute to the district's unique identity, while the pedestrian-oriented layout promotes human interaction and activity. This is the oldest part of the city but it has the potential to power broader citywide revitalization through place-based improvements that make it a more vibrant environment where people choose to live, work, and play.

Primary Uses:	Commercial/ retail storefronts, offices
Secondary Uses:	Parks and open space, schools, civic facilities, townhomes, multi-family residential, residential over retail, institutional facilities
Gross Density:	4-8 dwellings per acre
Transportation:	Streets with sidewalks, provisions for bicycles, connectivity between streets, alleys for rear services, no cul-de-sacs or dead ends
Parking:	On-street, off-street surface parking in rear of buildings
Right-of-way:	80-100 feet
Open Space:	Neighborhood parks, civic spaces

Character Images



In this contextual image, there are single-story retail buildings, an inviting streetscape, and a safe, dedicated pedestrian crossing. Provisions for on-street parking are also included.



This image showcases multi-story buildings with retail storefronts on the ground level and either office spaces or residential units above. Parking is on-street, with ample sidewalk space, street trees, and appropriately scaled lighting for the area's activities.

NEIGHBORHOOD CENTER

Neighborhood centers serve as localized economic and social hubs within and near residential communities.

Intent

Neighborhood centers are characterized by a concentration of retail establishments, services, and amenities catering to the immediate needs and preferences of localized residents. In Loxley, these neighborhood centers could evolve based on concentrations of residential development, particularly north of Interstate-10. Vibrant neighborhood centers often include establishments such as grocery stores, cafes, boutiques, and essential services. These areas are similar in nature to the urban core, but at a lower scale and density. It is critical to have pedestrian infrastructure that makes these nodes walkable to the neighborhoods they support.

Primary Uses:	Neighborhood commercial, retail, offices
Secondary Uses:	Small-scale multi-family, schools, civic facilities, institutional facilities, neighborhood parks
Gross Density:	6-20 dwellings per acre
Transportation:	Streets with sidewalks, provisions for bicycles, connectivity between streets, limited cul-de-sacs or dead ends
Parking:	Majority of off-street surface parking should be on sides or rear of buildings with limited parking in front of buildings
Right-of-way:	80-100 feet
Open Space:	Neighborhood parks, civic spaces

Character Images



Neighborhood centers should include quality architecture that reflects the importance of the places. This building includes a vertical tower to anchor the corner tenant.



By defining neighborhood centers with design standards, national retailers can still be located in the community but should include more unique architectural designs.

DEVELOPMENT CORRIDOR

Development corridors are stretches of automobile-oriented developments that are located primarily along the city's major highways and arterial thoroughfares.

Intent

Development corridors feature a generally lower density of business establishments than the town center or neighborhood centers, spread out over a greater area often with very limited or no walkability. Despite the focus on cars, development corridors should also accommodate pedestrians, cyclists, and transit services. Whereas the town center and neighborhood centers are destinations of choice, development corridors are often geared toward serving commuters and motorists.

Primary Uses:	Commercial, retail, offices
Secondary Uses:	Townhomes, attached single-family residential, multi-family residential, institutional facilities
Gross Density:	12-20 dwellings per acre
Transportation:	Wide streets with sidewalks, provisions for pedestrian and bicycle crossing, cross parcel/property connectivity is encouraged, limited cul-de-sacs or dead ends
Parking:	Off-street surface parking with lighting, landscape islands, dedicated pedestrian paths
Right-of-way:	100-150 feet
Open Space:	Neighborhood parks, recreational complexes, stream/ wetland/ riparian buffer preservation

Character Images



Encouraging future mixed-tenant development to break-up massing into separate structures with internal parking and landscape islands. Note pervious parking on site, provisions for ev charging are included, and a resonable amount of parking for customers.



This image illustrates new strip commercial development that includes sidewalk connectivity between tenants, dedicated pedestrian crossing and paths in the parking area, and landscaping.

COMMERICAL HUB

Commercial hubs are nodes of automobile-oriented commercial developments.

Intent

These commercial hubs are most commonly larger scale shopping centers or strip malls. They feature an intermediate level of business density between the higher density urban core and the lower density highway corridors. They also offer modest levels of walkability between businesses within the hub; but due to their surrounding context of highway style development, rarely offer substantial pedestrian connectivity to other areas. Commercial hubs are often regional centers of commerce with big box stores that serve motorists from both all neighborhood place types.

Character Images



Commerical hubs should include a mix of uses and quality architecture that reflects the importance of the places. Internal street network connects tenants, other parcels, and parking areas. Parking should include dedicated pedestrian paths and crossings, and landscaping.

Primary Uses:	Regional commercial, retail, offices
Secondary Uses:	Civic facilities, institutional facilities
Gross Density:	None
Transportation:	Wide streets with sidewalks, provisions for pedestrian and bicycle crossing, cross parcel/property connectivity is encouraged, managed access, internal development street network, limited cul-de-sacs or dead ends
Parking:	Off-street surface parking with lighting, landscape islands, dedicated pedestrian paths
Right-of-way:	100-150 feet
Open Space:	Regional and community parks, sports complexes, stream/ wetland/ riparian buffer preservation



Development could include quality public/quasi-public spaces for events or other gatherings. These places should include a mix of tenants that reflect larger regional retail/ office needs and not necessarily be local goods and services.

TRADITIONAL NEIGHBORHOOD

Traditional neighborhoods are older, established residential communities situated in close proximity to the town center.

Intent

Traditional neighborhoods are older, established residential communities situated in close proximity to the town center that are more urban in nature with narrower streets, sidewalks and smaller parcels. These neighborhoods were mostly developed when Loxley was an agricultural community and residents lived around the town center to preserve farmland. These neighborhoods often have a mix of housing types with a higher level of accessibility to amenities while retaining a distinctly residential typology with a limited mixture of other uses.

Primary Uses:	Detached single-family residential, attached single-family residential, townhomes
Secondary Uses:	Small-scale multi-family residential, institutional facilities
Gross Density:	6-20 dwellings per acre
Transportation:	Streets with sidewalks, provisions for bicycles, connectivity between streets, alleys for rear services, no cul-de-sacs or dead ends
Parking:	On-street, private driveways, rear parking from alleys, off-street parking should be in the rear or side of buildings
Right-of-way:	60-80 feet
Open Space:	Neighborhood parks

Character Images



In traditional neighborhoods, residential dwellings should feature front porches, side or rear parking, and street trees. A compact development density enhances walkability, fosters social interaction, and strengthens neighborhood character.



New construction in the Traditional Neighborhood place type should incorporate architectural elements that reflect traditional housing design, such as pitched roofs, front porches, and pedestrian-friendly streetscapes. Additionally, a variety of housing sizes could support aging-in-place communities.

CONTEMPORARY NEIGHBORHOOD

Contemporary residential neighborhoods are communities situated farther out from the town center.

Intent

Contemporary residential neighborhoods are defined by a suburban nature. These neighborhoods were largely developed when residents relied more heavily on individual automobile use. Positioned outside the town center and the rural edges of the city, contemporary neighborhoods are almost exclusively detached single-family homes with a minimal diversity of housing types and very limited walkability with sparse sidewalks, typically within a subdivision development, or no sidewalk coverage. Many second-ring neighborhoods lack the traditional grid road network characteristic of the inner city, instead dominated by winding suburban roads, cul-de-sacs, and subdivisions.

Primary Uses:	Detached single-family residential
Secondary Uses:	Multi-family residential, institutional facilities, neighborhood parks
Gross Density:	3-5 dwellings per acre
Transportation:	Streets with sidewalks, provisions for bicycles, connectivity between streets, limited cul-de-sacs or dead ends
Parking:	Private driveways, garages, off-street parking should be in the rear or side of buildings
Right-of-way:	60-80 feet
Open Space:	Neighborhood parks, regional parks, sports complexes, stream/ wetland/ riparian buffer preservation

Character Images



This image depicts a contemporary residential neighborhood with curving streets and single-family homes. While sidewalks are present, the neighborhood remains automobile-oriented, with a layout that prioritizes private lots over walkability and public open space.



This image depicts a contemporary residential neighborhood with winding suburban streets and a uniform pattern of detached single-family homes. The area is predominantly automobile-oriented, with minimal housing diversity and limited walkability due to dispersed locations.

RURAL RESIDENTIAL

Large parcel single-family residential areas that include preservation of property or agricultural use.

Intent

Rural Residential areas are characterized by large parcel single-family homes that blend residential living with the preservation of open space, agricultural use, or natural features. These areas typically are on the outer edges of the city, offering a more secluded, spacious environment than contemporary neighborhoods. With minimal development density, Rural Residential areas often feature agricultural land, wooded areas, or other natural landscapes, creating a more rural residential life mimicking the surroundings. These areas lack traditional community infrastructure, such as sidewalks or grid-like road networks, favoring wide open spaces and often have a higher cost of utility and transportation infrastructure to support development.

Character Images



Rural residential areas feature scattered homes within a rolling agricultural landscape, favoring open space and private driveways over a traditional street grid while balancing residential and agricultural uses.

Primary Uses:	Agriculture, farming, timberland, open space detached single-family residential
Secondary Uses:	Agricultural and farming-related facilities, low-intensity warehousing
Gross Density:	1 dwelling per acre, or less
Transportation:	Roads, large block/ cross road distances, rural routes, limited/ to no pedestrian or bicycle connectivity
Parking:	Private driveways and garages
Right-of-way:	60-80 feet
Open Space:	Agriculture, preservation space, timberland, nature preserves, stream/ wetland/ riparian buffer preservation



This rural residential area features large parcels for residential living, agriculture, and open space preservation. Spacious lots, winding driveways, and minimal infrastructure reinforce its secluded, low-density character.

AGRICULTURE

Agricultural areas preserve farmland, conservation space, and rural living with minimal development.

Intent

Agricultural areas are characterized by large parcels primarily dedicated to active or passive agricultural use, conservation, and preservation. These areas support farming, harvesting, livestock, and timber production, while also allowing for residential uses that are integrated into agricultural operations. Located on the outer edges of the city, they provide expansive open spaces that contribute to rural character and environmental stewardship. With minimal development density, Agricultural areas maintain a landscape dominated by working farmland, wooded areas, and natural features. Infrastructure is limited, reinforcing a low-impact, land-preserving approach that supports long-term agricultural viability and rural living.

Character Images



This agricultural area with large parcels of land for livestock, farming, and open space preservation. The presence of barns, pastures, and tree-lined fields reflects a working rural landscape that supports agricultural operations while maintaining the region's natural character.

Primary Uses:	Agriculture, farming, timberland, open space
Secondary Uses:	Agricultural and farming-related facilities, low-intensity warehousing, Detached single-family residential, institutional facilities
Gross Density:	1 dwelling per 5+ acres, or less
Transportation:	Roads, large block/ cross road distances, rural routes, limited/ to no pedestrian or bicycle connectivity
Parking:	Private driveways and garages
Right-of-way:	60-80 feet
Open Space:	Agriculture, preservation space, timberland, nature preserves, stream/ wetland/ riparian buffer preservation



Open fields and minimal infrastructure reinforce a low-density, land-preserving environment. The expansive roadway, flanked by farmland, highlights the area's agricultural focus and the limited development typical of agricultural place types.

INDUSTRIAL

Industrial zones are designated areas within the city characterized by industrial and manufacturing uses.

Intent

Industrial areas in Loxley are primarily designated for warehouse and logistics development, with limited to no additional heavy industrial uses. Most industrial and warehouse activities are concentrated north of Interstate 10, where new uses should be located near existing facilities to maximize infrastructure efficiency. These areas support distribution centers, freight and logistics facilities, and light manufacturing operations. Industrial developments are typically characterized by large-scale buildings, truck-accessible roadways, and minimal pedestrian infrastructure. Proper buffering should be implemented to minimize impacts on adjacent land uses, ensuring compatibility with surrounding areas.

Character Images



This light industrial development has well-landscaped surroundings. This type of development accommodates logistics, light manufacturing, and distribution operations while incorporating buffers and green space to minimize impacts on adjacent land uses.

Primary Uses:	Light industrial uses, warehousing, distribution/ logistics facilities
Secondary Uses:	Institutional facilities, vehicle storage
Gross Density:	None
Transportation:	Roads, large block/ cross road distances
Parking:	Off-street surface parking with lighting, landscape islands
Right-of-way:	80-100 feet
Open Space:	Preservation space, timberland, nature preserves, stream/ wetland/ riparian buffer preservation



The ALDI Regional Headquarters and Distribution Center is a large logistics facility with extensive loading docks, parking, and truck accessibility. This example, located in Loxley's industrial area north of I-10, supports warehousing and freight movement.

INSTITUTIONAL

Institutional areas serve as civic and community anchors, thoughtfully integrated to support public services and reflect local character.

Intent

Institutional areas in Loxley include city, county, state, and federal facilities, as well as places of worship that support the community's civic, governmental, and spiritual needs. These developments should be thoughtfully integrated into their surroundings, respecting the character and scale of adjacent place types. Site design should reflect the community's architectural identity and surrounding land use patterns. Institutional facilities often serve as community anchors, offering essential services, gathering spaces, and cultural value. Proper buffering, accessibility, and design ensure these developments enhance Loxley's built environment while remaining compatible with nearby uses.

Primary Uses:	City, state, or federal institutional uses, places of worship, schools,
Secondary Uses:	Equipment storage for supporting primary uses
Gross Density:	None
Transportation:	Context related to adjacent place types
Parking:	On-street, driveways, rear parking from alleys, off-street parking should be in the rear or side of buildings, context related to adjacent place types
Right-of-way:	Based on adjacent place types
Open Space:	Neighborhood parks, regional parks, sports complexes, stream/ wetland/ riparian buffer preservation

Character Images



Baldwin Prep Academy serves as a community anchor for education within Loxley. The building's contemporary design, ample parking, and pedestrian access reflect its role as a civic institution, thoughtfully integrated into the surrounding area while maintaining compatibility with adjacent land uses.



The Civic Center serves as a key institutional facility, providing space for community events, government functions, and meetings. Its design and location reflect Loxley's commitment to accessibility and civic engagement, and supporting the town's cultural and social activities.

EXPRESSWAY CORRIDOR

The Expressway Corridor supports growth while preserving the Baldwin Beach Expressway's regional mobility.

Intent

The Expressway Corridor place type is designated for the Baldwin Beach Expressway and its planned northern expansion toward I-65. It is intended to support development while preserving the expressway's primary function of efficient traffic movement. Development should be concentrated at key intersections to create activity nodes, while limiting direct access to maintain safe and efficient mobility. Agricultural uses should be preserved between major intersections to maintain open space and reduce uncontrolled development. Careful site planning, access management, and buffering will help balance economic growth with regional connectivity, making the corridor a well-planned gateway for future development.

Character Images



The intent of the Expressway Corridor is to efficiently move traffic through the region while managing limited development along its length. Maintaining agricultural place types along the corridor helps preserve Loxley's historic character.

Primary Uses:	Large-scale commercial development/ retail centers, employment centers, logistics and distribution centers
Secondary Uses:	Mixed-use developments at major intersections (including limited residential), highway-oriented services, institutional uses
Gross Density:	None
Transportation:	Access management to minimize traffic conflicts and preserve expressway capacity
Parking:	Off-street surface parking with lighting, landscape islands
Right-of-way:	200-300 feet
Open Space:	Preservation space, timberland, nature preserves, stream/ wetland/ riparian buffer preservation



Development in the Expressway Corridor place type should be concentrated at nodes (or intersections) and offers strong potential for large-scale land uses, as illustrated in this character image with a data center.

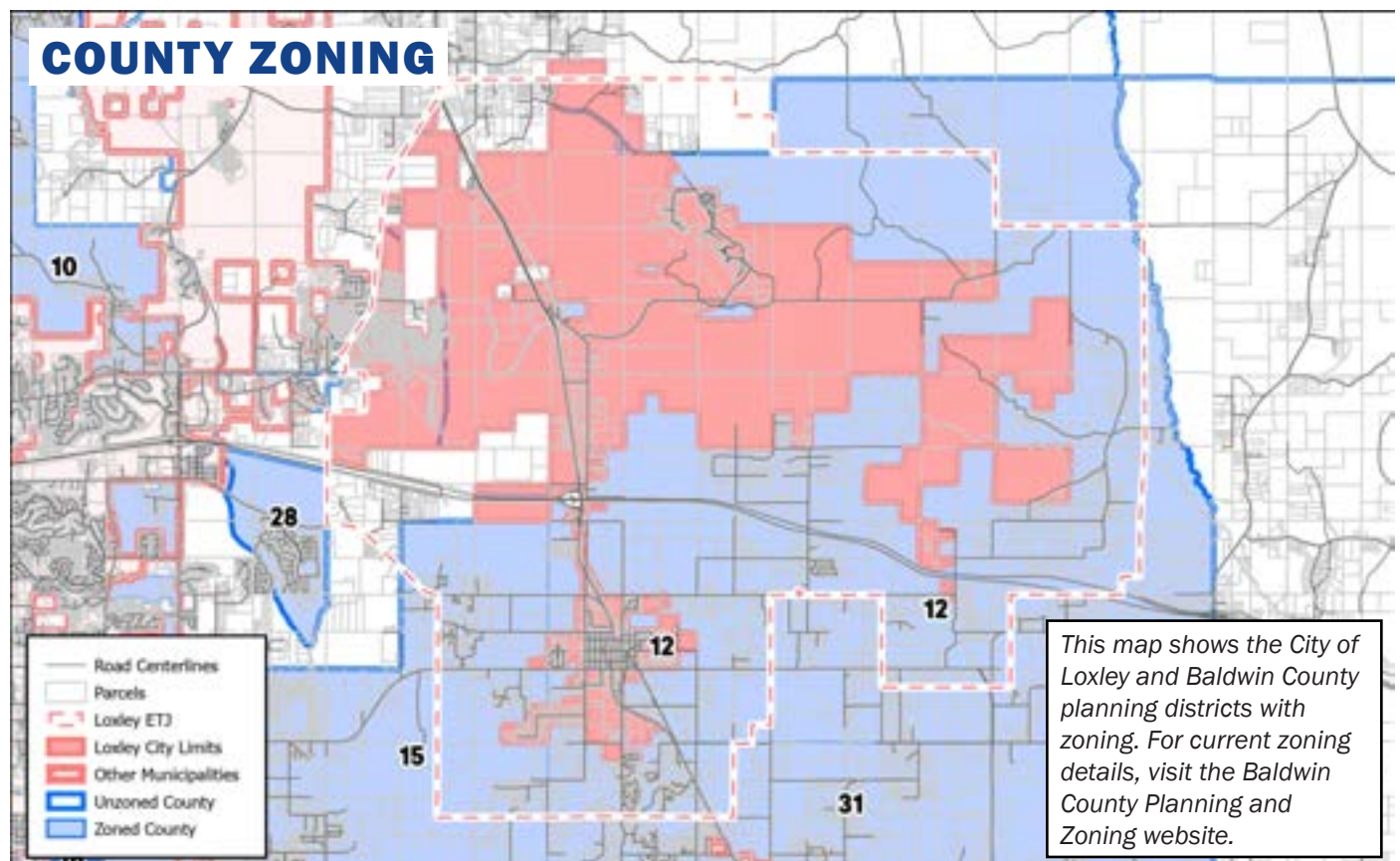
RELATIONSHIP TO BALDWIN COUNTY ZONING

Baldwin County is divided into Planning Districts to manage growth and land use in unincorporated areas, but only some districts have adopted zoning through citizen-led referendums. As a municipality, Loxley maintains its own planning authority within city limits, setting zoning regulations, land use policies, and development standards aligned with community goals. Areas just outside Loxley fall under Baldwin County's Planning and Zoning Districts, creating a need for coordination to ensure compatible development patterns and seamless planning.

Where zoning is enabled in districts within Loxley's extraterritorial jurisdiction, both the City and County share oversight. In these areas,

Baldwin County zoning regulates land use, while Loxley's subdivision regulations guide land division and site development standards.

Ongoing collaboration between Loxley and Baldwin County is essential for managing growth, infrastructure, and services in shared areas. The City can provide input on zoning cases and site plans within its extraterritorial planning area, helping avoid land use conflicts and reinforcing Loxley's long-term vision. These joint efforts also promote sustainable growth, balancing development with the preservation of surrounding rural and natural landscapes.



DISTRICTS

In Plan Loxley, districts represent areas of special character within the city that warrant focused planning and design consideration. These are unique, defined places that play — or are expected to play — a significant role in shaping the city’s identity, economic vitality, and sense of place. Because of their distinctive functions or geographic importance, districts are set apart from typical neighborhoods or corridors and require tailored planning strategies that reflect their context and potential.

The districts identified in Plan Loxley are envisioned as key nodes of activity, each with the opportunity for enhanced design standards, land use coordination, and infrastructure investment. Over time, these areas may serve as the basis for overlay districts within the City’s zoning ordinance, providing a legal framework to guide the look, feel, and function of buildings and public spaces. Overlay regulations can address architectural character, signage, streetscape improvements, and other design elements to ensure new development aligns with the vision for each district.

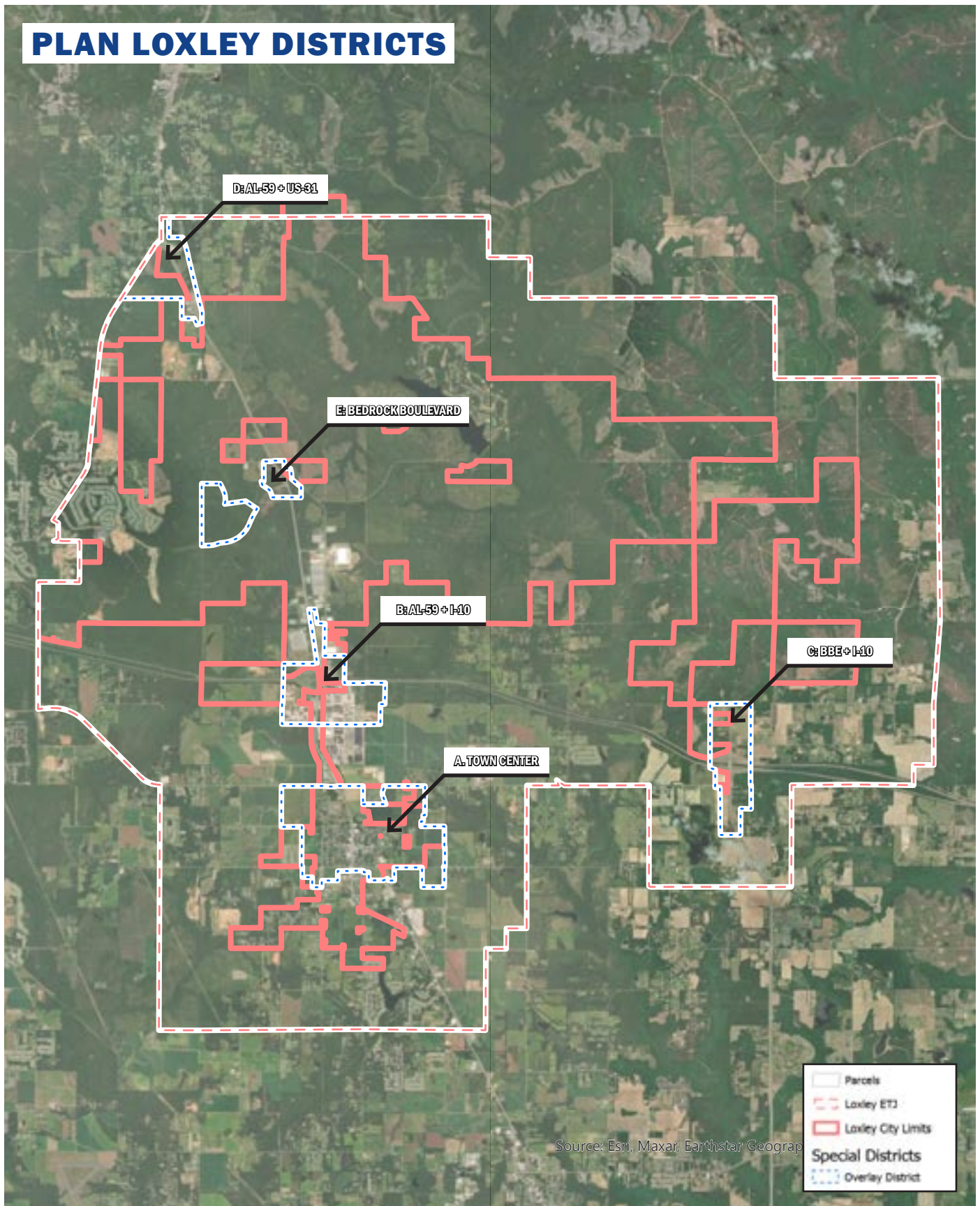
The five districts outlined in Plan Loxley are described in detail on the following pages of this section, each accompanied by a defined development character that reflects the vision for land use, design, mobility, and public space within that district. These character descriptions help illustrate how each district should grow and evolve over time, guiding both public investments and private development. By pairing the unique identity of each district with intentional planning and design, Plan Loxley ensures that future growth supports a cohesive and vibrant community.

Plan Loxley defines five distinct districts:

- A. The **Town Center**, which serves as the historic and civic heart of the community;
- B. The **AL Highway 59 and I-10 intersection**, a key regional gateway with commercial development potential;
- C. The **Baldwin Beach Express and I-10 intersection**, an emerging area suited for large-scale, expressway-oriented development;
- D. The **Triangle intersection at AL Highway 59 and US Highway 31**, a transitional area with infill and redevelopment opportunities; and
- E. The areas along the future **Bedrock Boulevard**, envisioned for future development that can support a mix of residential and supporting uses.

Each district contributes to Loxley’s long-term growth strategy and will benefit from coordinated planning to ensure development enhances the city’s unique character.

PLAN LOXLEY DISTRICTS



TOWN CENTER DISTRICT

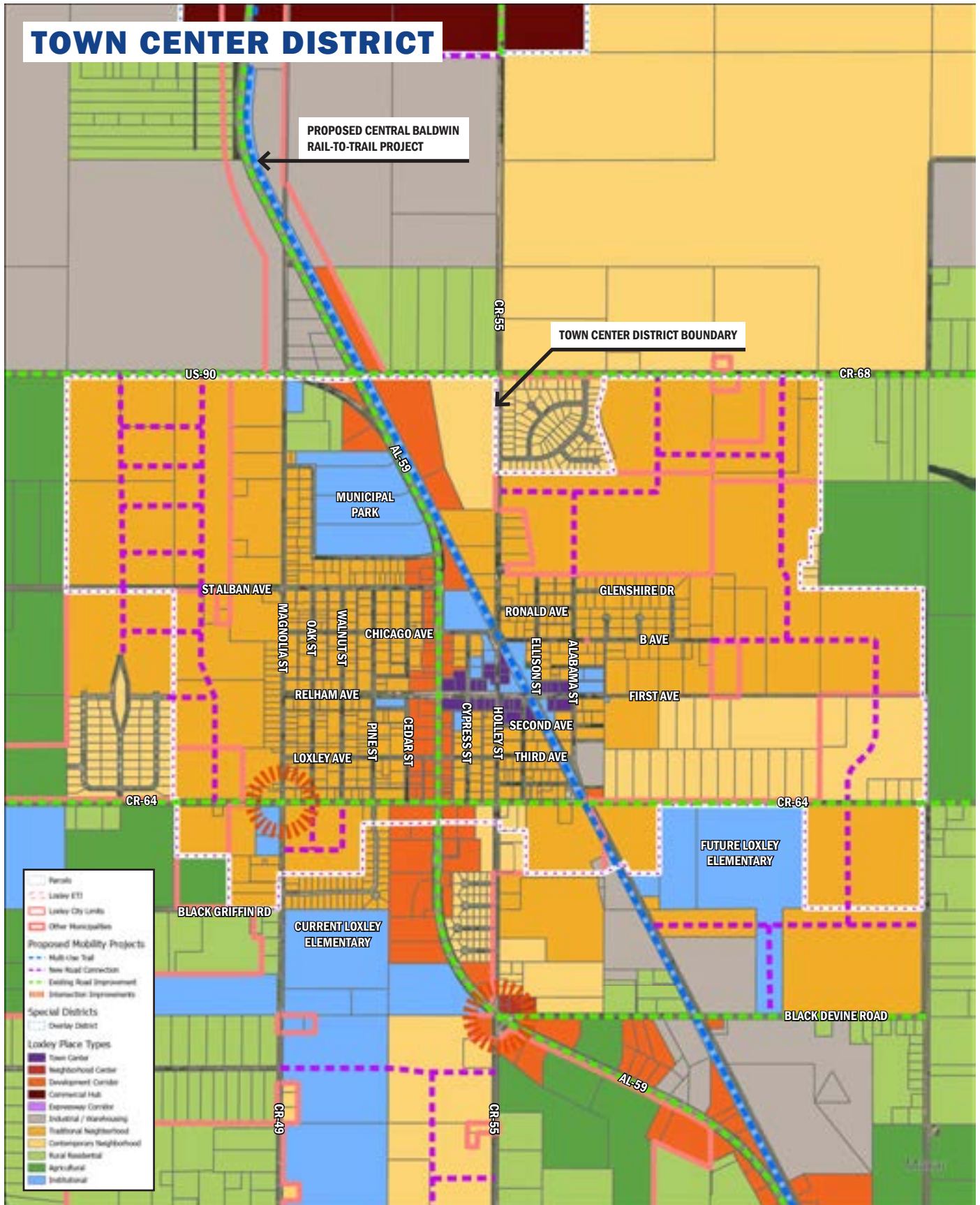
The Town Center District represents the historic core of Loxley and serves as a central part of the city's identity, culture, and civic life. Preserving and enhancing the character of this area is vital to maintaining Loxley's small-town charm and heritage while supporting future growth. As the heart of the community, the Town Center should evolve thoughtfully to reflect its unique blend of civic, residential, and small-scale commercial uses.

There is significant opportunity for residential infill within the existing neighborhoods surrounding the core, and new housing should be designed to reflect the Traditional Neighborhood place type. This includes maintaining similar building setbacks, densities, and architectural styles that are compatible with the area's established character. New development should prioritize street connectivity, support walkability through a well-connected sidewalk network, and ensure that neighborhood streets are not overburdened by cut-through traffic. Improving the internal street grid and creating new connections will help reduce congestion and improve overall mobility throughout the district.

Future development within the Town Center should also embrace traditional rural town center elements, such as small-scale mixed-use buildings, public gathering spaces, and pedestrian-friendly streetscapes. The new Town Center and Municipal Complex already represent meaningful steps toward improving access to public services and enhancing the city's image. Additionally, the proposed Central Baldwin County Rail-to-Trail project, which is planned to travel through the Town Center District, presents an exciting opportunity to connect neighborhoods within Loxley and link the city to the broader region by trail. Lastly, while development along AL Highway 59 offers potential for improvement and economic activity, it should be approached with care, ensuring that any changes are sensitive to the scale and character of the surrounding residential areas. The Town Center District will remain a cornerstone of Loxley's identity, and its thoughtful growth will help shape a connected, walkable, and vibrant future.



TOWN CENTER DISTRICT



ALABAMA HIGHWAY-59 AND INTERSTATE-10 DISTRICT

The Alabama Highway 59 and Interstate-10 District serves as one of the most active and visible commercial areas in Loxley, functioning as a major gateway into the city. This district currently includes a variety of fast food restaurants, gas stations, hotels, and service-oriented businesses that cater to travelers and interstate traffic. It also contains property that is actively used by Flowerwood Nursery, contributing to the area's mix of commercial and agricultural character. With its strategic location at a major regional crossroads, this district plays a vital role in Loxley's economy and public perception.

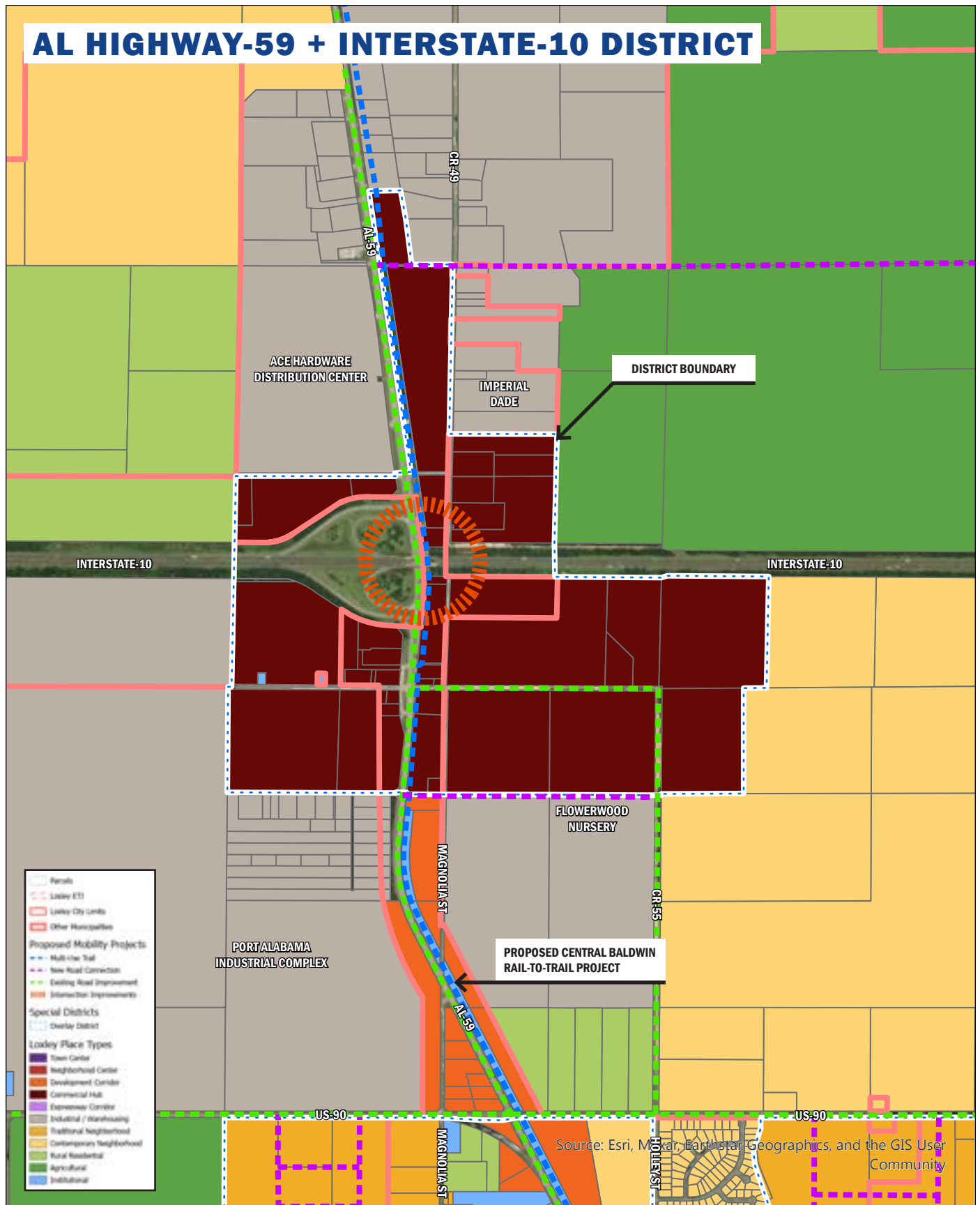
The intent of this district is to encourage redevelopment over time that enhances the area's visual appearance and functionality while maintaining a core purpose of serving highway travelers and generating revenue to support the city's needs. As the gateway into Loxley from I-10, this area should reflect the city's character and values through improved site design, signage, landscaping, and buffering standards. Increased landscaping, screening, and coordinated design

elements can elevate the appearance of the corridor, providing a stronger first impression for those entering the city. Redevelopment efforts should also prioritize better site access and circulation, especially given the volume of 18-wheeler and freight traffic connected to nearby industrial and warehousing uses.

While the Port Alabama Industrial Complex is located outside of the district boundaries, its presence will significantly impact this area due to increased transportation demands and its proximity to the interstate. This makes access management and traffic flow improvements even more critical in future planning. Although redevelopment is encouraged, the district should continue to support businesses that serve interstate travelers and freight movement, reinforcing its regional economic function. Balancing improved aesthetics and functionality with continued support for logistics and highway-oriented businesses will be key to the long-term success of the AL Highway 59 and I-10 District.



AL HIGHWAY-59 + INTERSTATE-10 DISTRICT



Source: Esri, Mapbox, Earthstar Geographics, and the GIS User Community

BALDWIN BEACH EXPRESS AND INTERSTATE-10 DISTRICT

The Baldwin Beach Express and Interstate-10 District is a key area for future growth in Loxley, offering substantial development potential at one of the city's most strategic transportation nodes. Currently, the district is relatively sparsely developed, with large tracts of vacant or underutilized land. The major activity center within the district is Buc-ee's, a regional travel destination that generates high volumes of traffic and commercial activity. This location has already established the area as a hub for travelers and freight movement, creating momentum for additional investment and development in the surrounding area.

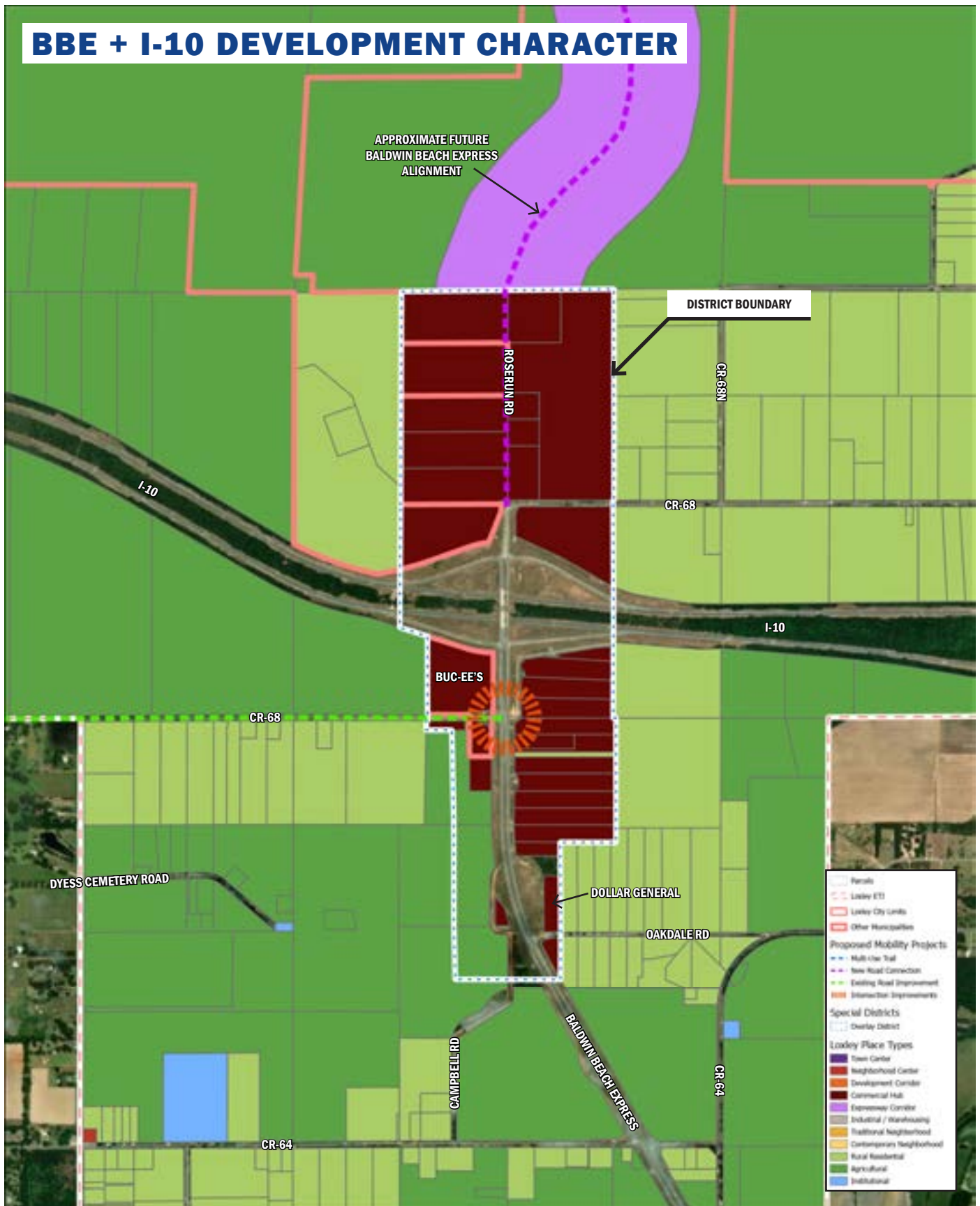
With the Baldwin Beach Express carrying over 18,000 vehicles per day (AADT)—a number that has likely grown—the corridor plays an increasingly vital role in regional mobility and economic opportunity. To support this, the city should explore realignment options for Baldwin Beach Express and County Road 68 to improve traffic flow, connectivity, and access

management in anticipation of continued growth. As development increases, it is essential to implement landscape and building standards that promote quality design and create a cohesive, attractive environment that reflects the city's goals for managed growth.

This district also represents a critical opportunity to plan for the future northern extension of the Baldwin Beach Express toward Interstate 65, which will significantly enhance regional connectivity and freight access. Careful planning now will help ensure that future development is strategically located, infrastructure is appropriately scaled, and land uses are compatible with both regional travel needs and community character. The Baldwin Beach Express and I-10 District should evolve as a major economic gateway for Loxley, balancing growth with thoughtful design to ensure long-term success and regional impact.



BBE + I-10 DEVELOPMENT CHARACTER



TRIANGLE DISTRICT

The AL Highway 59 and US Highway 31 District, also known as the Triangle District, represents one of the most promising areas for future development in Loxley. Located at the intersection of two major highways, this district benefits from high traffic volumes, with over 19,000 vehicles per day on AL 59 just north of the intersection, 15,000 AADT just south on AL 59, and 11,000 AADT on US 31 just south of the junction. Its high visibility and regional access position it well for new commercial development that can serve both local residents and regional travelers. Though sparsely developed today—with a few active uses such as L&M Marine, gas station with convenience store, and a Dollar General just outside the boundary to the north—this area is poised to become a key commercial hub as growth continues in the triangle area of Loxley, and neighborhoods of west Spanish Fort along US Highway 31.

The district presents an excellent opportunity to support a grocery store and complementary retail, along with restaurants, services, and other neighborhood-serving uses. As commercial

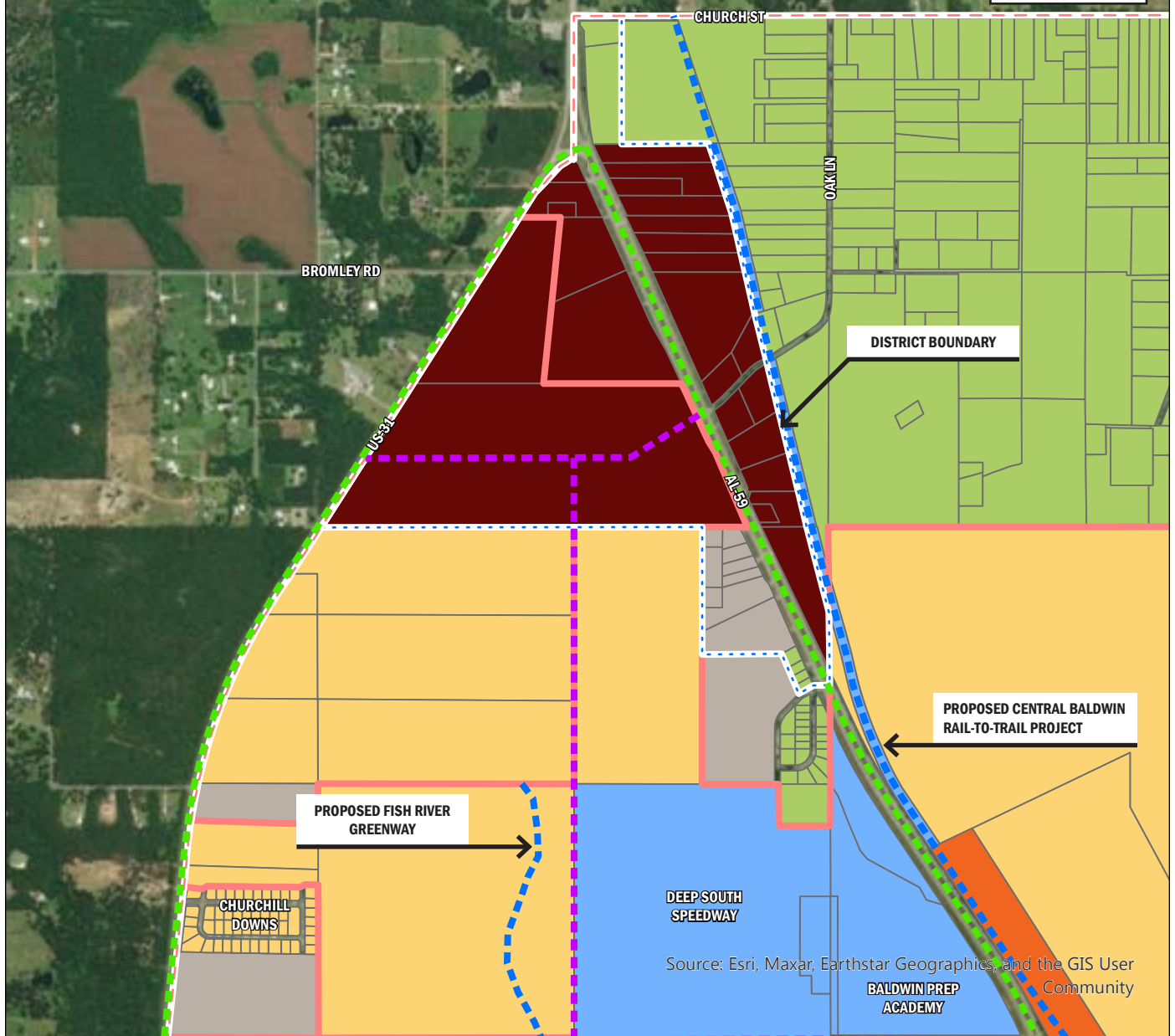
development increases, the addition of multi-family housing should be considered to provide nearby living options and help support commercial viability through increased residential density. The area's location makes it ideal for a mixed-use development pattern, with thoughtfully planned vehicular connectivity to AL Highway 59, US Highway 31, and nearby planned residential neighborhoods to the south.

To ensure cohesive and efficient development, internal street networks should be planned to connect individual developments, reducing traffic pressure on the highway intersections and enhancing local mobility. Equally important is the opportunity to connect the district to the proposed Central Baldwin County Rail-to-Trail project, which would provide direct non-vehicular access to Loxley's Town Center and improve regional trail connectivity. With proper planning, this district can grow into a vibrant, multi-functional area that balances commercial, residential, and recreational uses, reinforcing its role as a new gateway and center of activity for Loxley.



TRIANGLE DISTRICT

- Parcels
- Loxley ETJ
- Loxley City Limits
- Other Municipalities
- Proposed Mobility Projects
 - Multi-use Trail
 - New Road Connection
 - Existing Road Improvement
 - Intersection Improvements
- Special Districts
 - Overlay District
- Loxley Place Types
 - Town Center
 - Neighborhood Center
 - Development Corridor
 - Commercial Hub
 - Expressway Corridor
 - Industrial / Warehousing
 - Traditional Neighborhood
 - Contemporary Neighborhood
 - Rural Residential
 - Agricultural
 - Institutional



Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community

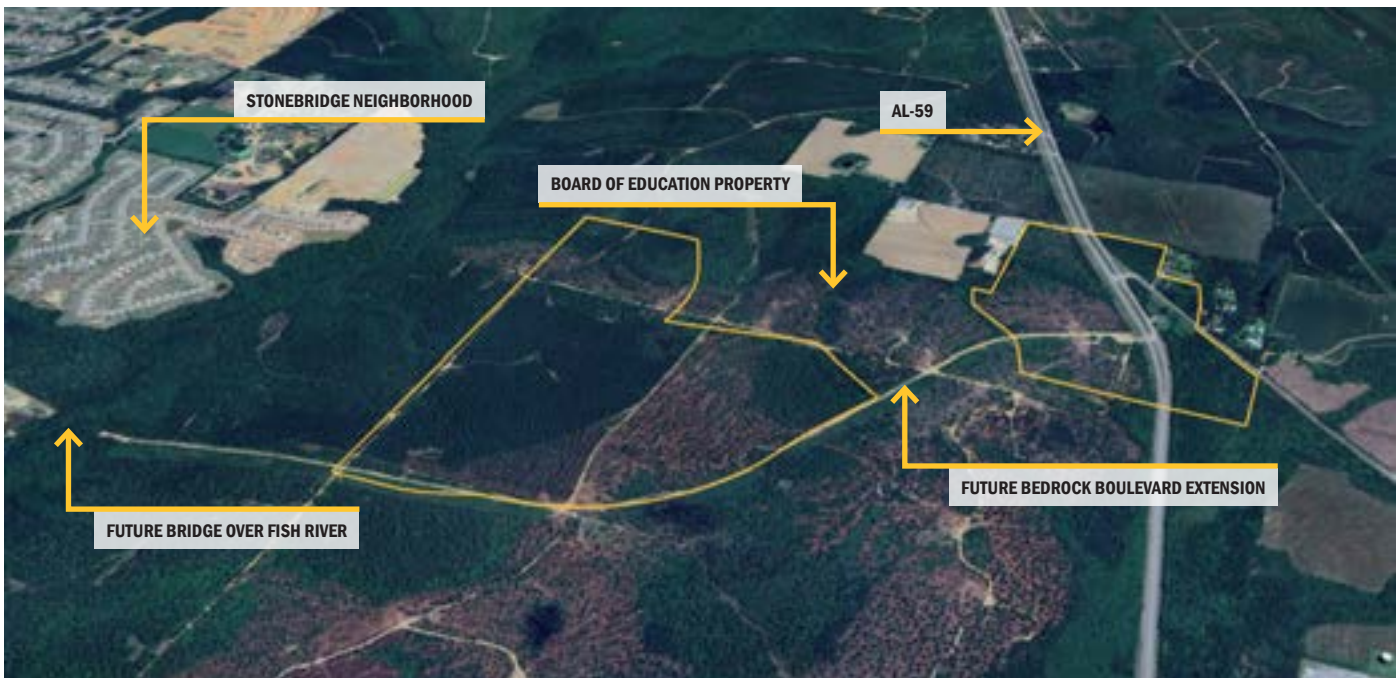
BEDROCK DISTRICT

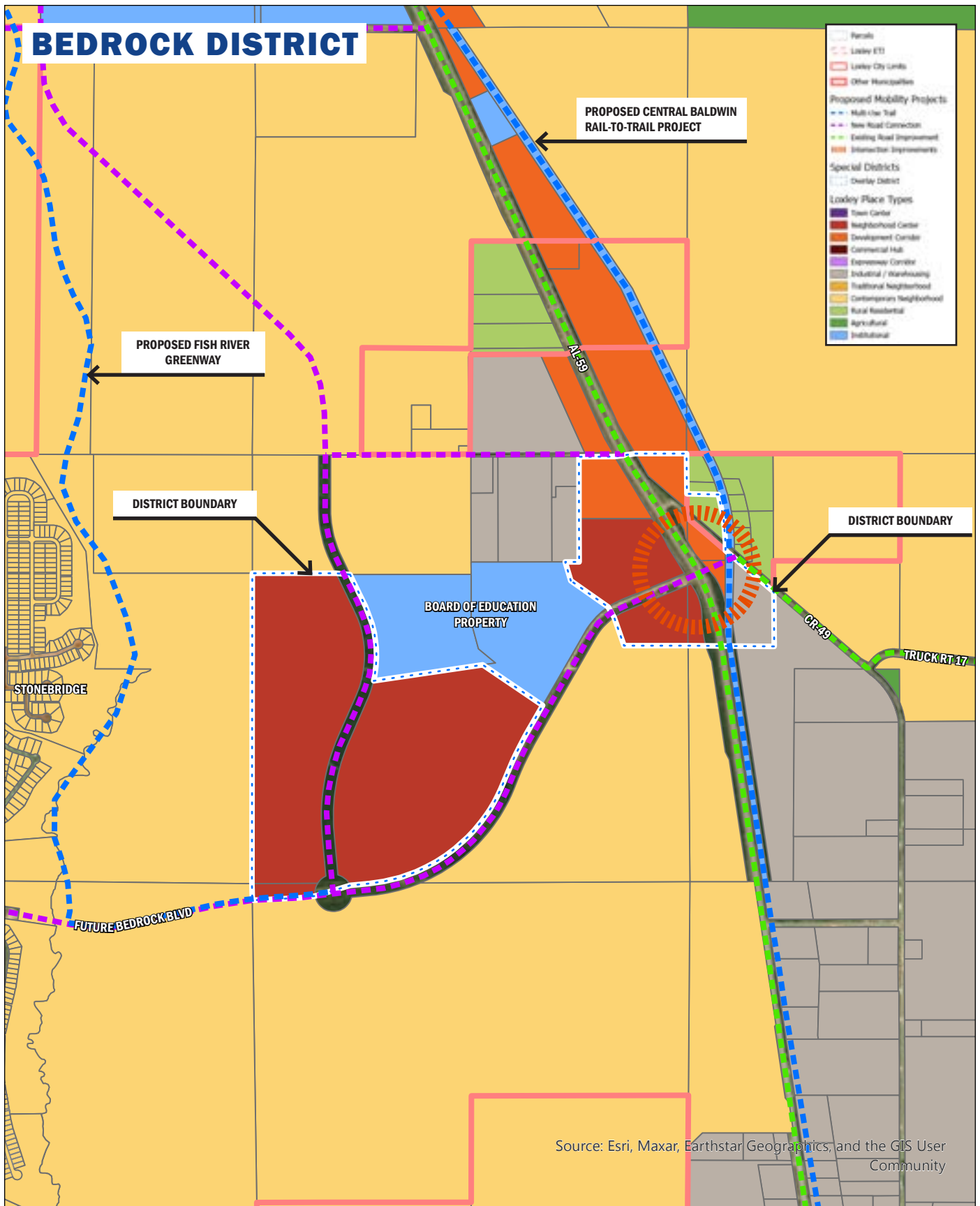
The Bedrock Boulevard District is a key future growth area for Loxley, currently undeveloped and dependent on the future construction of the Bedrock Boulevard bridge over Fish River. Once constructed, this bridge will provide a crucial east-west connection, linking the existing Bedrock Boulevard to AL Highway 59 and aligning with County Road 49, creating new access and development opportunities within the larger Loxley Triangle area. The district is envisioned to support neighborhood-oriented commercial uses, building on the success of the nearby Stonebridge neighborhood and its planned future phases, which will bring significant new residential growth to the area.

The district is composed of two distinct segments. The first segment lies at the future intersection of Bedrock Boulevard and AL Highway 59, a highly visible location with over 15,000 AADT on AL Highway 59, making it ideal for larger-scale retail development and high-traffic commercial uses. The second segment is located internal to the Triangle area, near a proposed northern connector road, and is suited for neighborhood-

scale commercial development, potentially including services, offices, and smaller shops that support nearby residential communities. These two segments are separated by a large parcel owned by the Baldwin County Board of Education, which may serve future public or institutional uses.

Connectivity will be essential in shaping this district's success. As neighborhoods develop around it, the area should be planned with internal road networks, pedestrian infrastructure, and multiple access points to ensure mobility and integration with surrounding development. In addition to commercial uses, multi-family housing should be considered within the district to offer nearby living options and support the economic viability of retail and service businesses through increased residential density. With thoughtful planning, the Bedrock Boulevard District can evolve into a dynamic, accessible, and well-connected hub for future neighborhood and commercial activity in northern Loxley.





MOBILITY AND CONNECTIVITY

Mobility and connectivity are essential components of the Plan Loxley, serving as the framework that ties together land use, development patterns, and community accessibility. In the context of the Plan Loxley, mobility is not limited to how vehicles move through streets—it encompasses a broader system that includes pedestrians, cyclists, freight movement, public safety, and access to everyday destinations. Connectivity, likewise, is more than just linking one point to another; it is about creating a well-planned, efficient network that ensures everyone can easily move throughout the city. To be successful, mobility and connectivity must be approached holistically, not as isolated or one-off infrastructure projects, but as a comprehensive and coordinated strategy tied to land use, development character, and long-term goals.

A core element of this approach is understanding the relationship between mobility and place, as defined in the Development Character Map. Each place type—from the walkable town center to neighborhoods and rural residential areas—has distinct mobility needs. For example, a traditional neighborhood should include well-connected streets, sidewalks, and pedestrian-scale infrastructure, while agricultural and industrial areas may prioritize freight access and regional connections over walkability. These differences must inform how transportation systems are designed and improved. A mobility network that reflects the intent of each place type will ensure that development patterns remain consistent with the community's goals.

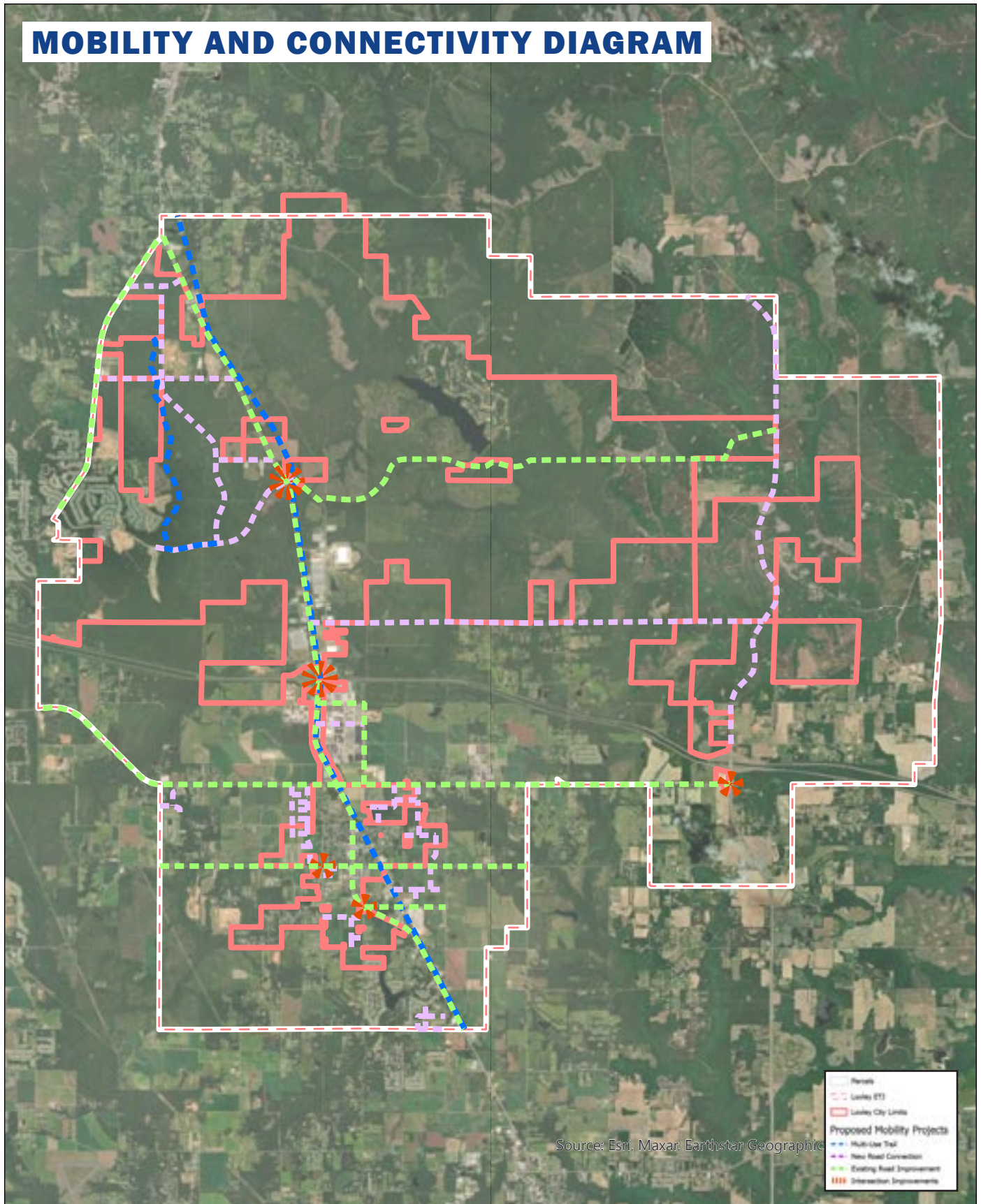
To support this, the City of Loxley must continue to improve existing infrastructure while also planning for future connections. Many of Loxley's roads and intersections—particularly in older areas or near developing districts—will require upgrades to accommodate growth, improve

safety, and support multimodal access. At the same time, as new residential and commercial areas emerge, especially in the triangle, it is essential that new streets, intersections, and supporting infrastructure be intentionally designed to connect into the city's existing network. Too often, new developments are built as isolated pockets, forcing all traffic onto a few main roads and reducing overall system efficiency. Instead, a connected network disperses traffic, supports emergency access, improves resilience, and allows for easier navigation for all users.

Sidewalks and bicycle paths play a vital role in this system, particularly in place types and districts where walkability is essential. Sidewalk infill projects, pedestrian crossings, multi-use paths, and streetscape improvements can all help reinforce the local character while increasing safety and convenience for non-vehicular travelers and provide a choice. These improvements are especially important for connecting residential neighborhoods to nearby schools, parks, commercial areas, and civic institutions, making active transportation a viable and appealing option.

One of the most transformative projects supporting Loxley's mobility and connectivity vision is the proposed Central Baldwin County Rail-to-Trail project. This multi-use trail would repurpose a former rail corridor to create a continuous, non-motorized path connecting multiple districts within Loxley. In addition to serving local needs, the trail would link Loxley to other Central Baldwin County communities, creating a regional asset for recreation, tourism, and sustainable transportation. It would also strengthen Loxley's identity as a connected, forward-thinking community that values health, environmental conservation, and quality of life.

MOBILITY AND CONNECTIVITY DIAGRAM



As Loxley grows, mobility and connectivity should remain a central focus of development planning and public investment. Whether through road improvements, new trail systems, better sidewalk networks, or smarter traffic design, these efforts must be coordinated and intentional. Ultimately, a well-connected city is not just easier to navigate—it's more inclusive, more resilient, and more livable for everyone.

The following policies, projects, and programs outline the specific mobility and connectivity considerations that should guide future development and other city initiatives.

POLICIES

- » Update subdivision regulations to limit the overuse of cul-de-sacs and promote future street connectivity. While cul-de-sacs may be appropriate in limited situations, their widespread use can hinder mobility and emergency access. Subdivision guidelines should require 'stub-out' connections—planned extensions of streets—that allow new developments to connect with adjacent properties and support a more cohesive and navigable street network over time. This policy encourages long-term planning and ensures that future development enhances the overall connectivity of Loxley's transportation system.
- » Require sidewalks, crosswalks, and street lighting along all local streets to ensure a safe, walkable, and visually cohesive environment. These features should be considered essential infrastructure in both new developments and roadway improvement projects. Including sidewalks on both sides of the street, clearly marked pedestrian crossings, and appropriately scaled lighting helps promote walkability, enhances safety, and contributes to a consistent community character throughout Loxley.

- » Promote street network connectivity by encouraging developers to link new projects with existing streets, roads, and highways. Strong connectivity increases the density of intersections, which reduces traffic congestion, improves emergency access, and allows for a more resilient and flexible transportation system. Where feasible, development proposals should demonstrate how they contribute to the broader transportation framework and avoid creating isolated or inaccessible subdivisions. Enhanced connectivity also supports multi-modal travel options and more efficient public service delivery.

PROJECTS

Intersection Improvements

The following projects are labelled to correspond with the Intersection Improvements Diagram on the following page.

A. CR-64, CR-49, and North Magnolia Street:

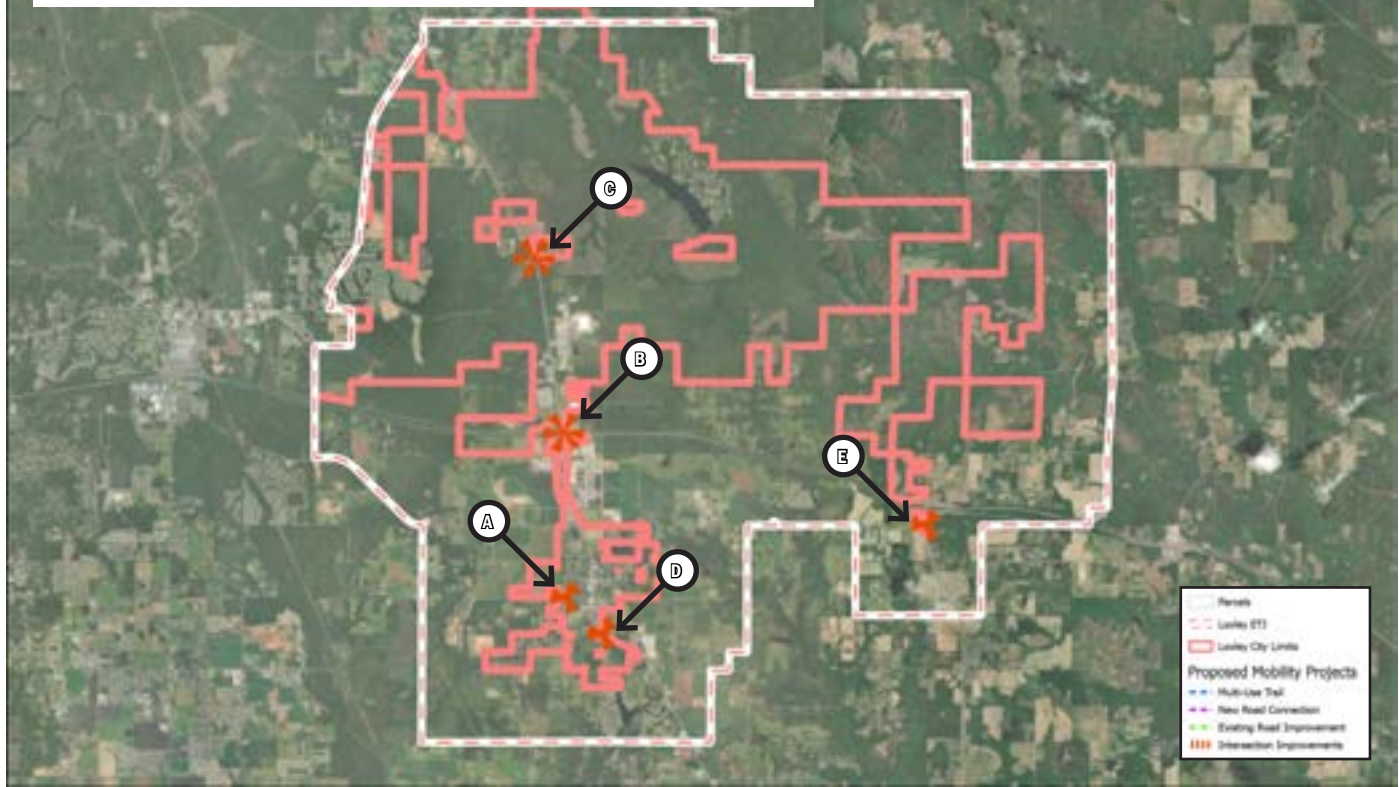
This is a heavily trafficked intersection near Loxley Elementary School. Improvements should consider the addition of a roundabout or other traffic control measures to improve safety and circulation. This project would require coordination with the Baldwin County Commission.

B. I-10 and AL-59: ALDOT is planning major improvements to this interchange to enhance traffic flow, especially in response to growing industrial and warehousing development in the area. This effort will be a partnership with the Alabama Department of Transportation (ALDOT).

C. AL-59, CR-49, and future Bedrock Boulevard:

A realignment of CR-49 to connect with the future Bedrock Boulevard is recommended to improve traffic flow and support future development. This project would involve

INTERSECTION IMPROVEMENTS



collaboration with private developers, the Baldwin County Commission, and ALDOT.

D. CR-68 and Baldwin Beach Express: This intersection sees high traffic volumes due to Buc-ee's and other nearby developments. Re-aligning CR-68 to the south could increase vehicle stacking capacity and improve traffic flow along CR-68 and both directions of the Baldwin Beach Express.

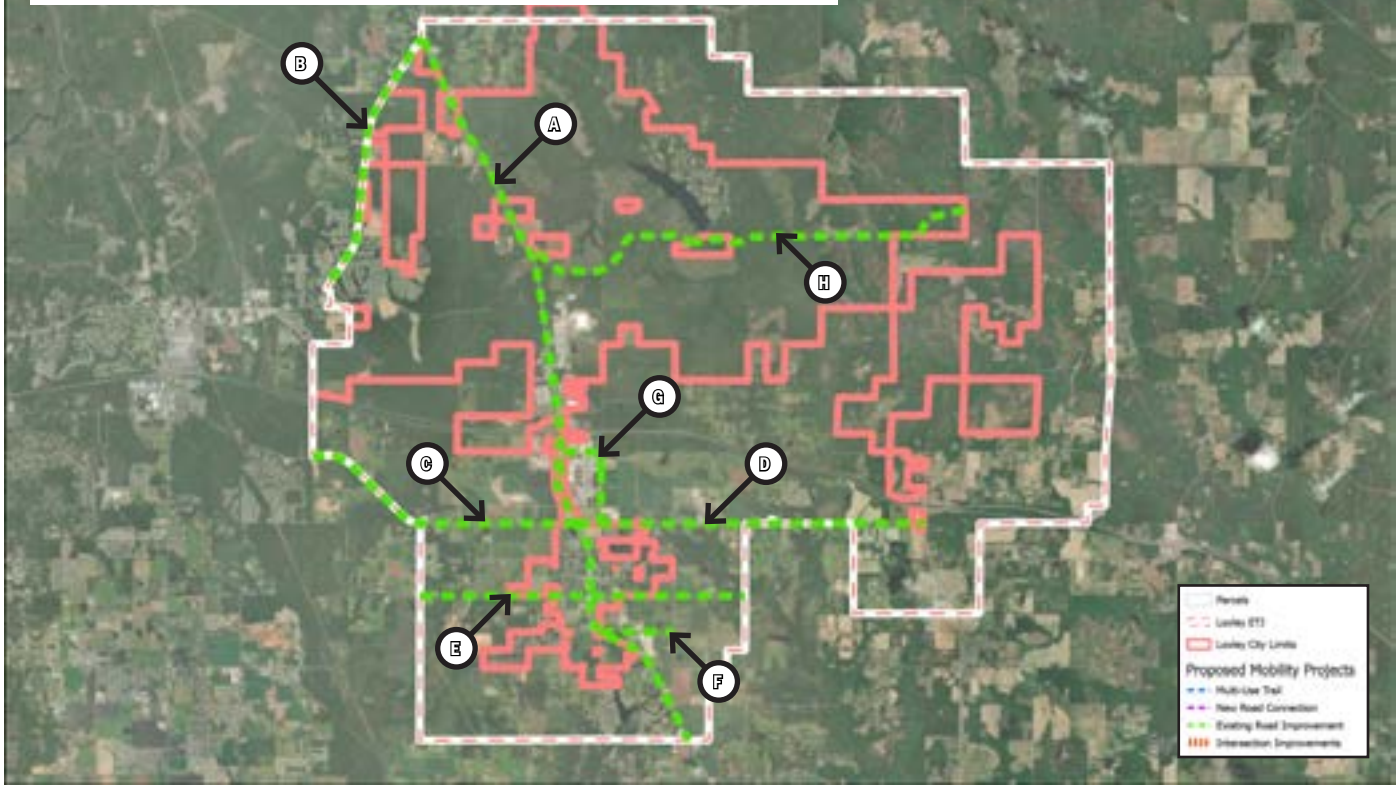
E. CR-55, AL-59, and Black Devine Road: With increasing development in southern Loxley's planning jurisdiction, traffic at this intersection is growing. Improvements should include dedicated turn lanes, adequate stacking space, and signalization to enhance safety and traffic efficiency.

EXISTING ROAD IMPROVEMENTS

A. AL-59 Access Management: In coordination with the Alabama Department of Transportation (ALDOT), develop a detailed Access Management Plan for AL Highway 59 through Loxley. The plan should address the unique needs of the corridor's distinct segments: north of Interstate 10, the commercial area around the interchange, and the stretch between Interstate 10 and the southern edge of Loxley's planning jurisdiction.

B. US-31 Access Management and Widening: As development continues along US Highway 31, work with ALDOT and the City of Spanish Fort to create a specific Access Management Plan for the corridor. With increasing residential density, and as traffic volumes rise, consider the widening of US-31 as

EXISTING ROAD IMPROVEMENTS



outlined in the Eastern Shore Metropolitan Planning Organization's (MPO) Long Range Transportation Plan.

C. US-90 (Eastern Segment) Access

Management and Widening: Coordinate with ALDOT to develop an Access Management Plan for US Highway 90 from Loxley's eastern planning boundary to its intersection with AL Highway 59. The development of the Port Alabama Industrial Center may trigger the need for improvements such as widening, paved shoulders, or turn lanes. These improvements align with recommendations in the Eastern Shore MPO's Long Range Transportation Plan.

D. CR-68 Improvements: Assess needed improvements along County Road 68 between the intersections with AL Highway 59 and Baldwin Beach Express. Increased traffic from the Port Alabama Industrial Center and the corridor's use as an I-10 bypass during incidents may require widening, shoulder paving, or turn lanes to improve flow and safety.

E. CR-64 Improvements: Enhance traffic flow along County Road 64 as development expands in the eastern and western areas of the Town Center District. The opening of the new Loxley Elementary School may require improvements such as widening, paved shoulders, turn lanes, or intersection signalization.

F. Black Devine Road Improvements: With growth near the new Loxley Elementary School, evaluate improvements to Black Devine Road to maintain safe and efficient traffic flow. Potential upgrades include widening, paved shoulders, turn lanes, or signalized intersections as needed.

G. CR-55 and Flowerwood Road Improvements: If development occurs in the southwest quadrant of the AL Highway 59 and I-10 interchange, consider improvements to CR-55 and Flowerwood Road to enhance their functionality as local travel routes within the AL Highway 59 and I-10 District. These improvements may include paving currently unpaved segments, widening, adding shoulders, and turn lanes.

H. Truck Route 17 Improvements: To strengthen east-west connectivity north of I-10, consider improvements to Truck Route 17, especially in conjunction with the future Baldwin Beach Express northern extension. Proposed improvements include new bridges at Roans Creek and Styx River. This project could be pursued in partnership with the Baldwin County Commission.

NEW ROAD CONNECTIONS

The following projects are labelled to correspond with the New Road Connections Diagram (an subsequent inset diagram) on the following pages.

A. Bedrock Boulevard Extension: The extension of Bedrock Boulevard will connect the existing segment to AL Highway 59, significantly improving traffic circulation within the Triangle District of Loxley. This connection will provide better access between residential and future commercial areas and is anticipated to greatly improve the area's perception and development potential. A new bridge over

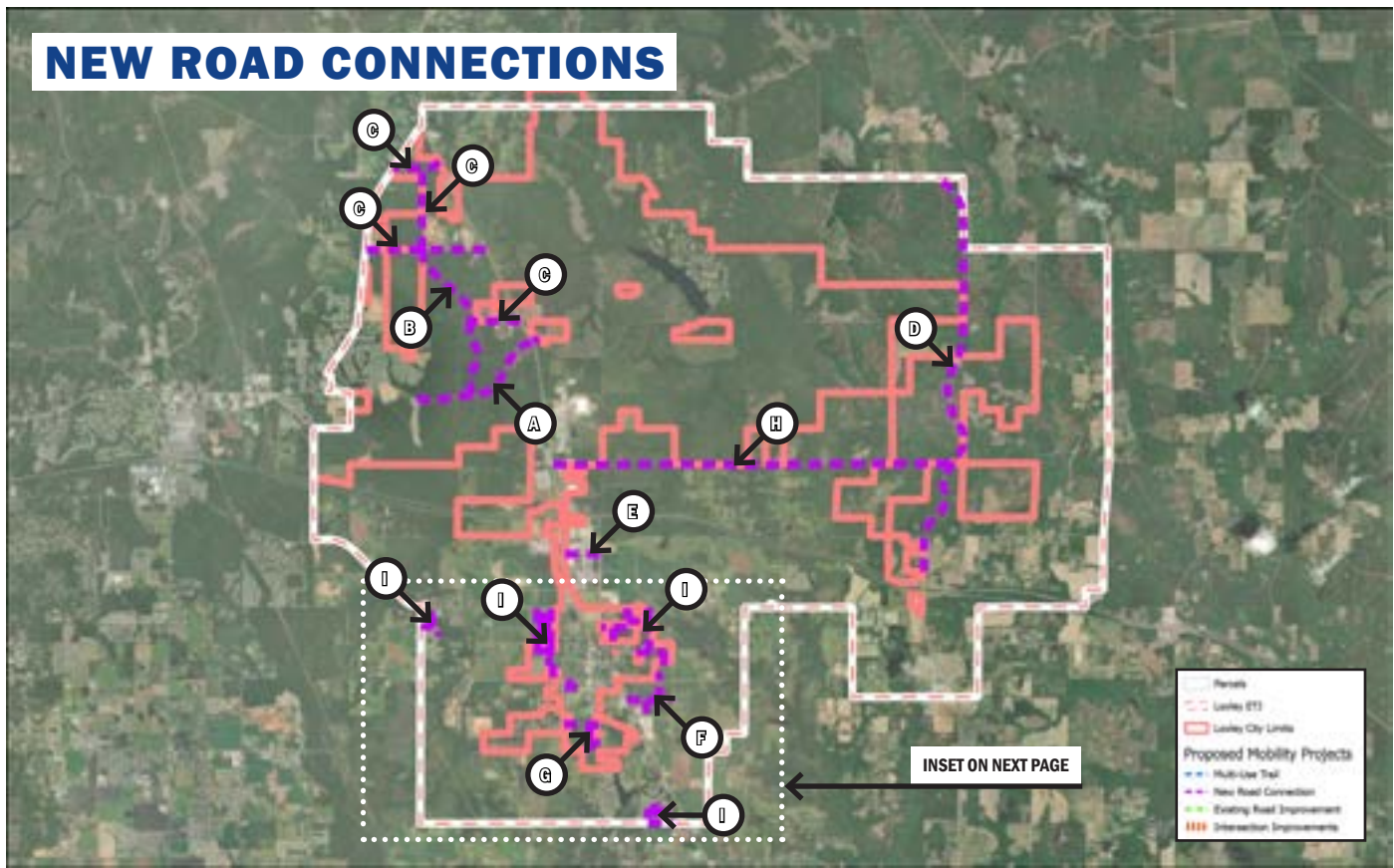
Fish River is required for this extension, and a partnership with the Alabama Department of Transportation (ALDOT) and the Baldwin County Commission should be pursued.

B. Northern Triangle Connector: Following the construction of the Bedrock Boulevard Extension and continued growth in the area, a Northern Triangle Connector should be considered. An existing partial right-of-way leads north from Bedrock Boulevard and could serve as the foundation for this road. This connection would support future development in the northern portion of the Triangle District.

C. Miscellaneous Connections in the Triangle: As development progresses within the Triangle area, multiple additional road connections should be considered as illustrated in the New Road Connections diagram. These proposed routes are approximate and should be refined in coordination with private developers during the planning process. They are based on existing rights-of-way and anticipated property divisions and are intended to create a more resilient and well-connected transportation network that supports traffic flow and commerce throughout the Triangle.

D. Baldwin Beach Express Northern Extension: Support efforts by ALDOT, the Baldwin County Commission, and other partners for the northern extension of the Baldwin Beach Express to its planned intersection with Interstate 65. Coordination should ensure that the design of the roadway reflects the place types identified in the Development Character Map of Plan Loxley.

E. Flowerwood Nursery Connector: If development occurs in the southwest quadrant of the AL Highway 59 and I-10 interchange, consider extending Mary Russell Road eastward to connect with an improved CR-55, enhancing circulation in this growing district.



F. Future Loxley Elementary School

Connections: As development occurs around the future Loxley Elementary School, plan for new supporting road connections to improve traffic circulation. These routes are approximate and should be coordinated with private development proposals. Proposed connections are based on anticipated property divisions and current development plans, contributing to a stronger transportation network around the school.

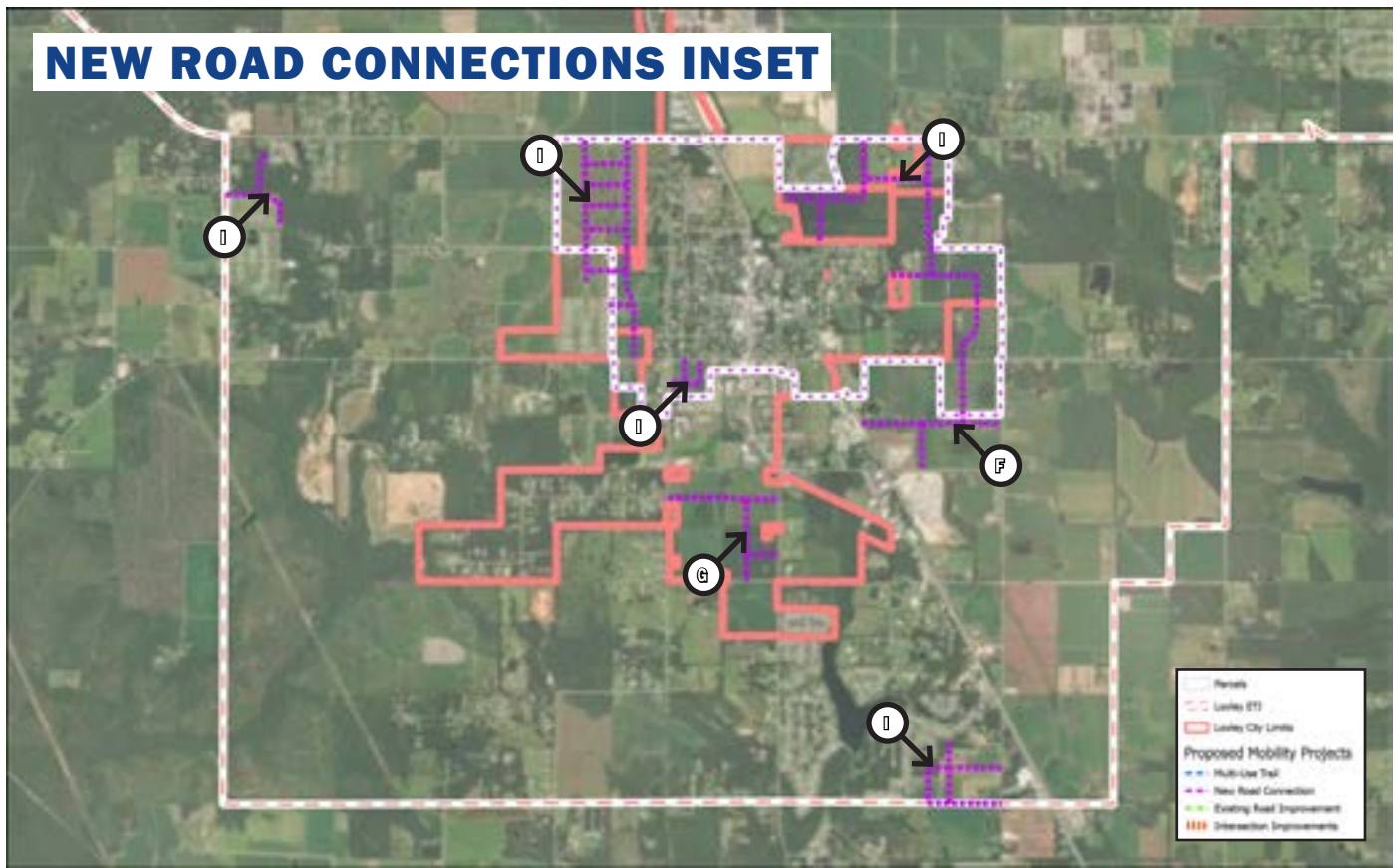
G. Future Loxley Sports Complex Connections:

Similar to the school area, new roadways should be considered around the future Loxley Sports Complex to support access and circulation. These routes, illustrated conceptually, should be planned in partnership

with private development and based on anticipated block structures and property boundaries.

H. AL Highway 59 and Baldwin Beach Express

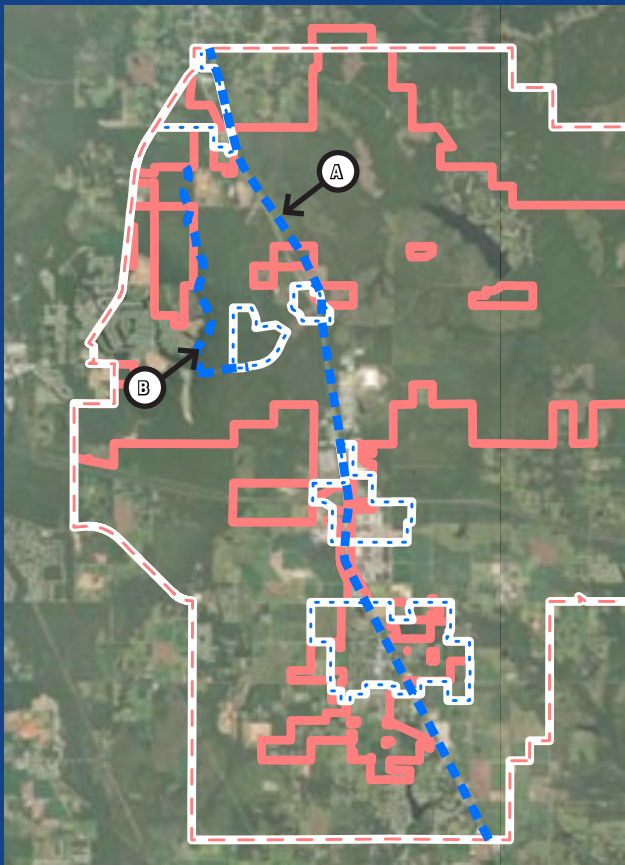
Connector: To enhance east-west connectivity north of I-10, explore the creation of a new connector between AL Highway 59 and the Baldwin Beach Express Northern Extension. This connection may utilize existing rights-of-way but should be considered flexible in alignment and coordinated with future development plans.



I. Miscellaneous Development Connections (in and near Town Center District): As development occurs around the Town Center District, additional road connections should be planned to improve network density and local access. These connections are shown conceptually in the New Road Connections diagram and should be coordinated with private development proposals. They are based on anticipated property divisions and block sizes, with the goal of creating a robust, resilient, and walkable street network that supports growth and activity in and around the Town Center.

CENTRAL BALDWIN RAIL-TO-TRAIL PROJECT

The Central Baldwin Rail-to-Trail project represents a unique and transformative opportunity for the City of Loxley, providing a continuous multi-use path that connects key districts within the city and extends to surrounding communities in Baldwin County. By repurposing a former railroad corridor, this trail would serve as a regional mobility and recreation asset, offering residents and visitors a safe, scenic, and non-motorized way to travel through the city and beyond. As envisioned in Plan Loxley, the Rail-to-Trail would become a central spine of connectivity, linking neighborhoods, schools, parks, civic institutions, and commercial areas in a way that reinforces the city's development



character and long-term goals.

One of the most significant features of the Rail-to-Trail is its ability to connect across major infrastructure barriers, including Interstate 10. This would allow for direct connections between areas north and south of the interstate, which are currently separated by limited road crossings and vehicular-focused corridors. The trail would serve as a unifying feature, offering alternative access between growing residential communities, emerging commercial nodes, and planned districts like Bedrock Boulevard, the Town Center, the Triangle District, and the I-10 interchanges. In doing so, it enhances the city's internal mobility, supports healthy lifestyles, and provides new opportunities for local economic development, tourism, and community identity.

The Town Center District would serve as a hub along the trail, providing a walkable and accessible core that ties together the historic heart of Loxley with surrounding growth areas. The trail reinforces the Town Center's role as a central gathering place while encouraging pedestrian activity and supporting adjacent development. Beyond Loxley's city limits, the Rail-to-Trail also offers potential for regional connections to other Central Baldwin County communities, including Robertsedale, Silverhill, and Summerdale, creating a broader network of shared recreational and transportation infrastructure. This multi-jurisdictional approach reflects a forward-thinking investment in regional collaboration and long-term quality of life.

As Loxley continues to grow, the Central Baldwin Rail-to-Trail stands out as a signature project of the Plan Loxley vision—one that brings people together, supports sustainable development, and helps define the city's future as a connected, active, and vibrant community.

MULTI-USE TRAILS

The following projects are labelled to correspond with the Diagram as part of the Central Baldwin Rail-to-Trail Project (an subsequent inset diagram) on the previous page.

- » **Central Baldwin Rail-to-Trail:** Support the development of the Central Baldwin Rail-to-Trail, a regional multi-use path that would connect neighborhoods, parks, schools, and civic centers within Loxley and to nearby communities such as Robertsedale and Silverhill. (See A on the Diagram as part of the Central Baldwin Rail-to-Trail Project Diagram)
- » **Fish River Greenway:** Develop a multi-use greenway along the Fish River corridor through the Triangle Area. This greenway would provide a scenic and functional recreational amenity, offering a continuous trail for walking, biking, and nature exploration. In addition to recreation, the greenway would serve as a key connection between the Triangle District and the Bedrock Boulevard Districts, enhancing regional connectivity while preserving natural features. (See B on the Diagram as part of the Central Baldwin Rail-to-Trail Project Diagram)

PROGRAMS

- A. Adopt a Complete Streets Policy:** Establish official city policy requiring new or improved roadways to consider multi-modal features such as sidewalks, bike lanes, crosswalks, and appropriate lighting.
- B Context-Sensitive Design Standards:** Develop street design guidelines that align with the place types identified in the Development Character Map, ensuring that transportation infrastructure reflects the surrounding area's character and intended use.

C. Prioritized Improvements List: Create and maintain a priority list of streets and corridors in need of sidewalk infill, bike facilities, or safety improvements—especially around schools, parks, commercial centers, and the Central Baldwin Rail-to-Trail.

- D. AL Highway 59 Access Management Plan:** In partnership with the Alabama Department of Transportation (ALDOT), develop a detailed Access Management Plan for AL Highway 59. The plan should consider three distinct segments based on development patterns and roadway function:
 - » From the northern planning jurisdiction boundary to US Highway 90;
 - » From US Highway 90 to County Road 55, and;
 - » From County Road 55 to the southern planning jurisdiction boundary.

E. US Highway 31 Access Management Plan: Coordinate with ALDOT and the City of Spanish Fort to develop a specific Access Management Plan for US Highway 31. This plan should address current and future traffic demands while supporting safe and efficient movement through this corridor.

F. US Highway 90 Access Management Plan: In partnership with ALDOT, develop a specific Access Management Plan for the eastern segment of US Highway 90. The anticipated development of the Port Alabama Industrial Center may require targeted improvements in this corridor, and early coordination with ALDOT will be essential to plan for long-term capacity, safety, and access needs.

HOUSING DEVELOPMENT

As the City of Loxley continues to grow, its housing strategy must support a balance of residential options that meet the needs of current and future residents while preserving the city's unique character. Based on community input and land use priorities identified in the Plan Loxley Comprehensive Plan, the following housing development strategies and principles are recommended:

CONSERVATION RESIDENTIAL DEVELOPMENT

Encourage the development of conservation neighborhoods that cluster homes on smaller individual lots while preserving larger tracts of open space within the development. This model maintains the overall housing density allowed by current zoning but concentrates development in a way that protects natural features, creates shared community amenities, and reduces infrastructure costs. The open space can be used for parks, trails, stormwater management, or preserved natural areas, creating long-term environmental and aesthetic benefits for the neighborhood and the broader community.

TRADITIONAL RESIDENTIAL DEVELOPMENT

Support the development of traditional neighborhood patterns, particularly in areas around the Town Center and near the new Loxley Elementary School. This type of development should prioritize walkability, street connectivity, and a variety of housing types organized around a grid or modified grid street pattern. Sidewalks, front porches, street trees, and neighborhood-scale parks are key features that reinforce a strong sense of place and support safe, accessible routes to school and nearby amenities.

IN-FILL DEVELOPMENT

Promote in-fill residential development within Loxley's existing core to strengthen neighborhoods, maximize the use of existing infrastructure, and reinforce the town's character. Priority should be given to sites with access to water, sewer, and transportation networks, with an emphasis on compatibility with surrounding development patterns. In-fill development should include a mix of housing types that accommodate different household sizes and income levels, while preserving the charm and scale of established neighborhoods.

MULTI-FAMILY RESIDENTIAL DEVELOPMENT

Establish criteria to evaluate the suitability of proposed multi-family residential developments based on proximity to services, infrastructure, and transportation options. A suitability matrix could be used during rezoning reviews to assess factors such as: walkability to schools, parks, and retail; access to water and sewer; proximity to major transportation routes; and consistency with nearby land uses. This structured approach would help ensure that multi-family housing is thoughtfully integrated into the community where it can contribute to a balanced and inclusive housing strategy.



EXISTING UNDEVELOPED AGRICULTURAL LAND

TYPICAL SUBURBAN SUBDIVISION DEVELOPMENT

CONSERVATION SUBDIVISION EXAMPLE

This three-panel illustration highlights the contrast between conventional subdivision design and conservation subdivision design as a strategy for managing residential growth while preserving rural character. In the first panel, the image shows undeveloped rural land—open fields, natural vegetation, and agricultural features that define the landscape’s original character. The second panel depicts a typical suburban subdivision where residential lots are evenly spaced across the entire site. While it accommodates new housing, this approach fragments the landscape, consumes more land per household, and removes the visual and ecological continuity of the rural setting. In contrast, the third panel demonstrates a conservation subdivision approach. The same number of homes are clustered on smaller

lots, allowing a significant portion of the land to remain undeveloped. This open space may include farmland, woodlands, trails, or community green space, preserving the area’s rural feel, enhancing stormwater management, and reducing infrastructure costs. Conservation design offers a thoughtful alternative that balances housing demand with environmental and visual preservation.

Image from: Better Town Toolkit

MULTI-FAMILY RESIDENTIAL DEVELOPMENT

This matrix allows city staff, the Planning Commission, and development applicants to engage in a transparent and objective process for evaluating proposed multi-family residential developments. By using clearly defined criteria, proposals can be assessed based on their alignment with community goals, rather than on subjective judgment or ad hoc concerns. The matrix helps direct multi-family housing to locations where it can succeed, supporting walkability, access to services, infrastructure efficiency, and land use compatibility.

This structured approach supports the goals of the Plan Loxley Comprehensive Plan, which promotes balanced and sustainable growth. It

allows the City to guide residential development in ways that address a range of housing needs while preserving neighborhood character and functionality. Over time, using this tool can build public trust, elevate development quality, and support a more connected and livable community.

Disclaimer: The matrix is presented strictly as an example for planning purposes. To be formally adopted, it must be codified in the City's Zoning Ordinance and Subdivision Regulations, with clearly defined scoring thresholds and evaluation procedures established through the appropriate legislative processes.

CRITERIA	DESCRIPTION	SCORING
Land Use Compatibility	Consistency with adjacent and nearby land uses and densities.	5 = Adjacent to compatible uses; 3 = Minor transitions needed; 0 = Inconsistent with surroundings
Proximity to Public Services	Walking distance (0.5 mile or less) to schools, parks, libraries, or civic buildings.	5 = Within 0.25 mile of a school or park; 3 = Within 0.5 mile; 0 = Over 0.5 mile
Infrastructure Availability	Availability of public water, sewer, and adequate road access.	5 = Fully served by infrastructure; 3 = Partial service available; 0 = Infrastructure not present
Walkability and Sidewalk Access	Presence of sidewalks and pedestrian infrastructure connecting to nearby services.	5 = Full sidewalk network; 3 = Partial; 0 = No sidewalks or safe pedestrian access
Access to Retail and Employment	Distance to grocery stores, retail, and employment centers.	5 = Within 0.25 mile; 3 = Within 0.5 mile; 0 = Over 0.5 mile
Alignment with Comprehensive Plan	Consistency with the Development Character Map and relevant place types.	5 = Strong alignment; 3 = Moderate; 0 = Conflicts with plan intent

DESIGN AND CHARACTER STANDARDS

Design and character standards could be applied in future zoning overlays based upon the districts identified in Plan Loxley. These overlays would support the development of residential areas that are visually cohesive and aligned with the community's expectations for architectural quality, streetscape design, and neighborhood identity.

HOUSING VARIETY WITHIN DISTRICTS

Housing variety should be encouraged within residential developments, especially in the districts defined in Plan Loxley. A mix of housing types—including single-family homes, duplexes, townhomes, multi-family residential, and apartments—supports a diverse population, expands choices for all income levels, and allows residents to remain in the community throughout different life stages.

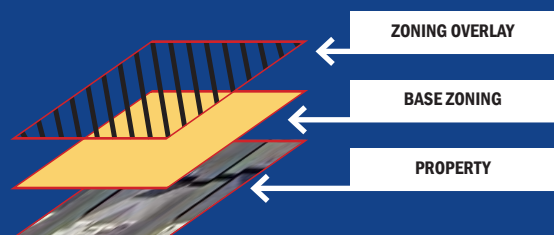
RESIDENTIAL CONSTRUCTION GUIDELINES AND ZONING OVERLAY DISTRICTS

A *New Residential Construction Guideline* could offer a comprehensive framework for ensuring that new housing development is compatible with existing neighborhood character. Guidelines could emphasize contextual compatibility through building placement, massing, scale, and material use. Key design principles include maintaining consistent front setbacks, preserving the rhythm of side yards, and ensuring that building height, proportions, and orientation align with surrounding homes in existing neighborhoods.

The guidelines could also stress the importance of selecting materials, roof forms, porches, windows, and foundations that reflect the character of the block. Elements such as porches and stoops are encouraged when they contribute to the existing street rhythm, while appropriate scale and siting help avoid new construction that overwhelms or disrupts neighborhood cohesion. The intent is to promote high-quality, durable design that blends with existing development while supporting modern needs. These principles could be used to ensure that new residential growth reinforces the city's community character and aligns with its place types and development goals.

In Alabama, design guidelines can be enforced through the creation of zoning overlay districts, which are established by local governments under their zoning and land use authority. These overlays apply design elements—such as architectural design standards, materials, signage, landscaping, or building orientation—on top of the base zoning district. Here's how that process typically works, especially as it applies to cities like Loxley:

- 1 Adopt an Overlay District Through the Zoning Ordinance:
- 2 Include Specific Design Guidelines in the Overlay
- 3 Apply Guidelines Through Site Plan Review or Design Review
- 4 Education and Enforcement



PARKS AND RECREATION

The City of Loxley’s parks and recreation system plays a vital role in enhancing community well-being, promoting healthy lifestyles, and preserving the small-town character that residents value. As the city experiences continued residential and commercial growth, the need for a more coordinated and forward-thinking approach to parks and recreation becomes increasingly important. The following strategy outlines goals and actions to expand, maintain, and improve recreational facilities and programs in alignment with community needs and future development.

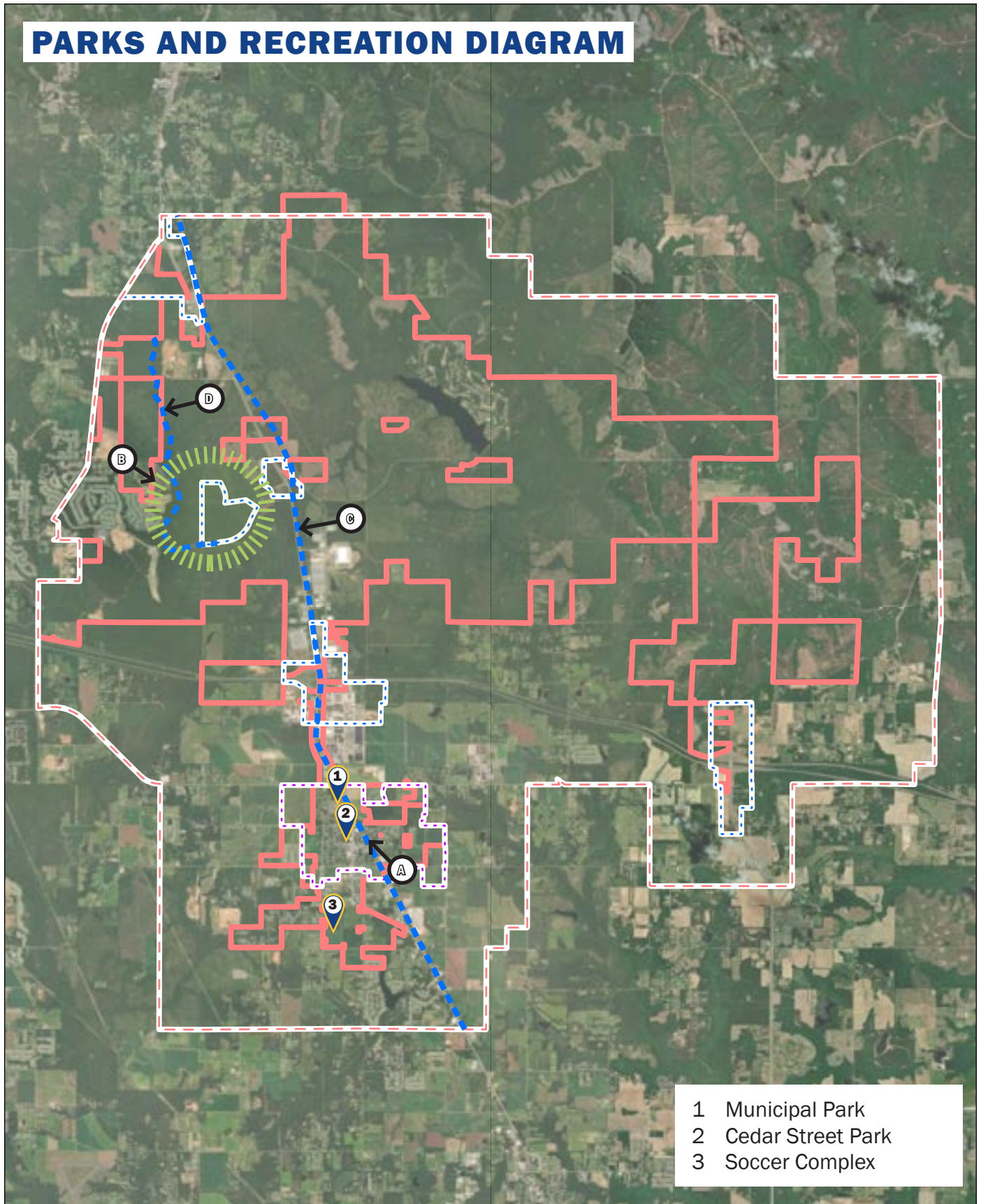
COMPREHENSIVE PARKS AND RECREATION PLANNING

Loxley should develop a Parks and Recreation Master Plan to guide the future of its park system. This plan should assess existing parks and facilities, identify community needs and deficiencies, and establish short- and long-term priorities for both improvements and operations. The plan should include input from community members, staff, and city leadership, and consider demographic trends, park access, and equitable distribution across neighborhoods.

PARK AND RECREATION RECOMMENDATIONS

- » **Cedar Street Park:** A master plan should be developed specifically for Cedar Street Park, including future improvements and a timeline for implementation. One key recommendation is to remove Joan Richardson Lane, which currently bisects the park and disrupts connectivity. Additionally, the existing playground should be upgraded with modern, inclusive equipment to better serve children and families in the neighborhood.
- » **Soccer Complex:** As Loxley grows, demand for organized sports and field space is expected to increase. Continued investment in the soccer complex will support youth athletics and promote community engagement through tournaments and league play
- » **Neighborhood Park near City Complex:** With continued development east of AL-59, there is a need for a new “neighborhood anchor” park near the future City Complex. This park should serve as a central green space for residents in this area, similar to how Cedar Street Park serves the western part of town. Amenities could include a playground, walking loop, pavilion, and multi-use open space. (See A on the Parks and Recreation Diagram)
- » **Future Park in Triangle Area:** Identify and preserve a strategic site within the Triangle District for a future park and recreational facility. As this area experiences continued growth, a centrally located public park would serve as a key amenity for new neighborhoods and provide much-needed active and passive recreation opportunities. Features could include sports fields, open green space, trails, and picnic areas, supporting both community health and connectivity. (See B on the Parks and Recreation Diagram)
- » **Municipal Park:** This signature park serves as a hub for community gatherings and daily recreation. The City has recently acquired additional acreage adjacent to the park. Walking trails and nature-based amenities should be added to this expanded area to encourage physical activity and provide passive recreational opportunities.

PARKS AND RECREATION DIAGRAM



- » **Central Baldwin Rail-to-Trail:** Support the development of the Central Baldwin Rail-to-Trail, a regional multi-use path that would connect neighborhoods, parks, schools, and civic centers within Loxley and to nearby communities such as Robertsedale and Silverhill. Repurposing a former railroad corridor, the trail would cross key barriers like I-10 and serve as a central spine for recreation and non-motorized transportation. This signature trail would also enhance the Town Center District and other major nodes, promoting healthy lifestyles, tourism, and economic development. (See C on the Parks and Recreation Diagram)
- » **Fish River Greenway:** Develop a multi-use greenway along the Fish River corridor through the Triangle Area. This greenway would provide a scenic and functional recreational amenity, offering a continuous trail for walking, biking, and nature exploration. In addition to recreation, the greenway would serve as a key connection between the Triangle District and the Bedrock Boulevard Districts, enhancing regional connectivity while preserving natural features. The Fish River Greenway should incorporate interpretive signage, shaded rest areas, and safe street crossings to maximize accessibility and user experience. (See D on the Parks and Recreation Diagram)

PLANNING FOR FUTURE GROWTH

Residential expansion, particularly to the north of Interstate-10, will require proactive planning for park access. The city should identify suitable locations for future parks, especially in the “triangle” area formed by Highway 59, I-10, and the Baldwin Beach Express. These parks should be integrated into the area and connected by sidewalks or greenways to encourage active transportation.

Planning should also take into account projected population growth, demographic changes, and evolving recreational preferences. As new subdivisions are proposed, the City should work with developers to incorporate neighborhood-scale parks and green space through subdivision regulations and incentives. Additionally, underserved areas—particularly those without walkable access to parks—should be prioritized for new investments. Establishing minimum park acreage per capita and park service area guidelines can help ensure equitable distribution of facilities as the community expands.

Many private residential developments in Loxley include their own park amenities—such as playgrounds, pools, and in some cases, sports fields—that serve as neighborhood amenities for residents. While these private facilities offer valuable recreational opportunities, they are limited to residents of those specific subdivisions and are not accessible to the general public. As the city grows, public investments should complement these private facilities by providing accessible parks and amenities that serve all citizens of Loxley. Future parks should offer a balance of active recreation facilities, such as sports fields and playgrounds, and passive amenities, like trails, picnic areas, and natural open spaces that may not be included in private development plans.

All of the districts identified in Plan Loxley should include some form of recreational component—either active or passive—in order to support neighborhood livability and provide equitable

access to outdoor space. These recreational elements may take the form of centralized parks, pocket greens, trailheads, or open space corridors. Additionally, recreation should be emphasized in Loxley's key areas, such as the Downtown area and future City Complex, where residents and visitors naturally gather. Integrating parks and recreation into these Centers will reinforce their role as vibrant, accessible community destinations.

LONG-TERM FACILITY VISION

Community Recreation Center

As a long-range priority, the city should consider the feasibility of a Community Recreation Center. This facility could offer indoor fitness, gymnasium space, multi-purpose rooms, and programming for youth, seniors, and families. The need for such a center should be evaluated as part of the Parks and Recreation Master Plan and supported by a detailed community needs assessment.

The recreation center could serve as a year-round destination for health and wellness programs, senior activities, after-school care, and civic events. Co-locating the facility near schools or municipal buildings may improve access and increase usage. Potential features could include an indoor walking track, basketball or volleyball courts, fitness equipment, meeting rooms, and space for arts and cultural programs. Developing such a center would not only expand recreational opportunities but also reinforce Loxley's commitment to healthy, active, and connected living.

COMMUNITY FACILITY AND SERVICES

As the City of Loxley continues to grow, so too does the need for high-quality public services and facilities that enhance the everyday life of residents, support safe and healthy neighborhoods, and promote long-term sustainability. The following strategy outlines key goals for managing the City’s community infrastructure, public safety, civic institutions, and future facility planning in alignment with the vision and development character defined in Plan Loxley.

COMMUNITY INFRASTRUCTURE

Water and sewer infrastructure are essential to guiding future growth in a sustainable and fiscally responsible manner. As new residential and commercial development occurs, the City should continue to expand utility service areas to meet growing demand. The development character place types defined in Plan Loxley should be used to model infrastructure needs and determine future improvements. These place types can help anticipate appropriate capacity, identify areas where utility extensions are most appropriate, and guide decisions on the scale and type of infrastructure needed to support development.

The City of Loxley’s Public Works and Utilities Department is currently undertaking a water modeling project and the development of a Water Master Plan to assess current system capacity and guide future infrastructure investments. This project runs concurrently with the Plan Loxley process and should be referenced—along with Plan Loxley—during development decision-making. Using the development character place types as a foundation, the Water Master Plan will help ensure infrastructure investments align with anticipated growth patterns and service needs.

Ongoing coordination with Baldwin County, utility providers, and developers is essential to ensure adequate infrastructure delivery. This includes evaluating existing system capacity, prioritizing upgrades in growth areas, and considering the impact of infrastructure on land use and environmental systems. Investments in water, sewer, and stormwater systems must align with Loxley’s long-range land use goals.

The Public Works Department is also responsible for roadway maintenance, drainage improvements, and solid waste services. Continued investment in these core services is essential to maintaining quality of life and supporting growth across all areas of the City.

Ongoing coordination with Baldwin County, utility providers, and developers is essential to ensure adequate infrastructure delivery. This includes evaluating existing system capacity, prioritizing upgrades in growth areas, and considering the impact of infrastructure on land use and environmental systems. Investments in water, sewer, and stormwater systems must align with Loxley’s long-range land use goals.

CIVIC CENTER AND COMMUNITY GATHERING SPACES

The Loxley Civic Center is a central community facility that hosts a variety of meetings, events, and recreational activities. As the community grows and demand increases, the City should begin exploring future expansion opportunities for the Civic Center. Expansion could allow the facility to support a broader range of programs and community events, helping to retain these activities within Loxley rather than shifting them to surrounding communities.

Additionally, future planning should consider opportunities for new gathering spaces in the City Complex and other key locations. These civic spaces should be designed to be accessible, flexible, and welcoming for residents of all ages

POLICE AND FIRE SERVICES

Maintaining a high level of public safety is vital to community health and well-being. As residential development continues—particularly north of Interstate 10—the City should evaluate long-term needs for additional police and fire service facilities. Strategic placement of new service locations will reduce emergency response times and ensure adequate coverage across a larger geographic area.

A new fire station is being planned along County Road 64, near the new Loxley Elementary School building. This facility will provide enhanced access to emergency services in one of the City’s fastest-growing areas and will serve as a model for modern, accessible, and responsive infrastructure.

Planning for public safety services should include long-term staffing projections, equipment needs, and interagency coordination. Fire and police station siting should also consider access to major transportation corridors, utility availability, and compatibility with surrounding land uses.

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LIBRARY

With the planned construction of a new public library in the City Complex, the City will have the opportunity to repurpose its existing library building and the adjacent former church building. These facilities could become assets for small business growth and innovation.

Possible re-use strategies include:

- » Establishing a business incubator or co-working space to support local entrepreneurs and start-ups.
- » Leasing one or both buildings to private businesses that align with community needs.
- » Repurposing the space for community education programs, non-profit services, or arts and culture.

These buildings are valuable community assets that should be reused in ways that strengthen Loxley’s civic infrastructure and foster economic and social vitality.

LOXLEY MUSEUM

The Loxley Museum, located in the former Bertolla Farm office adjacent to the future City Hall facility, serves as a cultural and historical anchor for the community. As Loxley continues to grow, the City should support ongoing preservation, maintenance, and potential enhancement of the museum facility. Additional resources and programming could expand its reach as an educational and tourism destination while reinforcing civic pride and celebrating Loxley’s heritage.

NEW CITY HALL COMPLEX

A new City Hall Complex is being planned to serve as the civic and administrative hub for the City of Loxley. This facility will house City Hall operations, a Council Chamber, administrative offices, and public meeting and event space. Positioned prominently within the City Complex, the facility is designed to accommodate both governmental functions and public use, creating a more accessible and transparent interface between residents and their local government.

In addition to indoor spaces, the City Hall Complex will include a public plaza and outdoor gathering areas suitable for markets, events, and community celebrations. It will also be supported by shared amenities, including

parking, green space, and potential pedestrian connections to the new public library, museum, and future recreation spaces.

The City Hall Complex represents an essential long-term investment in the civic identity of Loxley. It will play a foundational role in establishing the City Complex as a centralized civic campus and serve as a symbol of Loxley's growth, community pride, and commitment to quality public service.

The renderings included below are from the conceptual planning phase of the new City Hall Complex.



IMPLEMENTATION STRATEGY

CRITICAL STEPS IN IMPLEMENTATION

The implementation of Plan Loxley requires several critical steps, including:

- » A commitment to improving the community;
- » Adoption of Plan Loxley – by the Planning Commission and acknowledgment by the City Council;
- » The formation of a public-private implementation team to implement the plan strategy;

PLAN ADOPTION, ONGOING AND PROJECT PLANNING

Adoption of the Plan by the Planning Commission and acknowledgment by the City Council are an important step in implementation. With the adoption and recognition of Plan Loxley by these two official bodies represents a commitment to implementation of the goals and policies included throughout the plan. As with any long-range plan, continuous review of Plan Loxley is essential to responsible implementation of the plan over time. Updating should be done as needed, and, at least every five to seven years. Annual reports should be made by the Planning Commission, to the Mayor, the City Council and others on the status of the Plan. Regular meetings of an implementation team should also be considered to provide input to the Planning Commission as needed.

ORGANIZATIONAL RECOMMENDATIONS

Loxley has organizations, committees, and government departments that have some role in the development, promotion, and improvements of downtown, neighborhoods, and other districts. However, none of these entities have a mission that includes all aspects necessary for growth and development. While some of these organizations, committees and government departments work efficiently together, there needs to be one organization responsible solely for the growth and development of the town center and other districts.

The City should consider using internal Project Managers as the lead facilitators for the implementation team. The team should include needed stakeholder committees that have various responsibilities for implementing the revitalization plan.

The implementation team should include:

- » Mayor
- » City Council
- » Departments Heads
- » Loxley Planning Commission
- » Chamber of Commerce
- » Other engaged and concerned Citizens

The mission of the implementation team should include:

- » Coordination of agencies and responsibilities
- » Ongoing plan review, reporting, updating and specific project planning
- » Management of downtown and neighborhood planning and revitalization

ECONOMIC RESTRUCTURING RECOMMENDATIONS

Implementation of Plan Loxley requires an effective and assertive partnerships to leverage public and private resources and facilitate development projects. There are many economic restructuring tools and incentives that should be considered to support the implementation of the revitalization plan. Tools and incentives that should be considered include:

- » Historic Tax Credits
- » Façade Rehabilitation Grant or Loan
- » Revolving Loan Fund or other loan programs
- » Urban Redevelopment Authority and District Business Improvement District (BID)
- » Tax Increment Financing District (TIF)
- » Cooperative Improvement District
- » Brownfield/Department of Revenue Grants and Loans
- » State Land Banking Program
- » Transportation Alternative Program Grants
- » CDBG, USDA, EDA Grants – Subject to availability

An explanation of these implementation tools follows.

IMPLEMENTATION TOOLS

Implementation of Plan Loxley could benefit from the following economic tools and incentives:

- » Urban Redevelopment Authority and District – Loxley could create redevelopment authority with broad authority to acquire property, sell, etc. This authority could be considered for issuing tax exemptions, bond financing, land acquisitions and re-selling to developers, etc.
- » Business Improvement District (BID) – The City and property owners can adopt a self-improvement Business Improvement District. A BID can create a special tax for specific improvements or services agreed to by a

consensus of property owners.

- » Tax Increment Financing District (TIF) – Loxley can consider a Tax Increment Financing district. This district can be used to finance improvements through a delay in the incremental increase in property tax.
- » Cooperative Improvement District – This type of district allows the City to invest in public/private projects through tax repayments to the city from return on private development.
- » Historic Tax Credits – Historic properties can be improved using a 20% federal tax credit. Properties can also take advantage of the Wallace-Cater Act to reduce state tax that allows historic property owners to be eligible for an additional 20% State of Alabama Property Tax Reduction on top of the Federal income tax credit.
- » Brownfield/Department of Revenue Programs – Certain properties may be eligible for Brownfield tax credits and/or grants for assessments of properties that have environmental questions. These programs are administered through the Alabama Department of Revenue, ADEM and EPA.
- » Façade Rehabilitation Grant or Loan – A Façade Rehabilitation Program can be used to provide funds for renovations to facades. These funds can also be used to remove signs, abandoned parts of buildings, etc. The fund must be established using federal or private funding and used as a grant or part of a revolving loan.
- » State Land Banking Programs – The state land bank can be used to acquire property and hold it for re-sell to a private developer who will improve the property. The cost of the land can be negotiated to “make” the deal feasible.
- » Transportation Alternative Program Grants – These funds can be used for streetscape improvements, as well as sidewalks, bicycle facilities, etc.

ACTION PLANS

For each of the plan recommendations, there are action steps that should be considered in order to implement recommendations. These action items may change, over time; however, it is important to identify these necessary steps.

Priorities and Time Frame

Priorities may be considered short-term, mid-term and long-term. These designations take into account the importance of a recommendation as well as a sense of time sensitivity or urgency. Such priorities are reflected in the Plan and should be included and updated as part of the implementation matrix.

Financing and Funding Public/Private Investments/Public Improvements/Property Acquisition

The Plan cannot be funded by city resources alone. Many of the Plan recommendations will be implemented by the private sector. The City and redevelopment authority's goal is leveraging and supporting private sector resources to accomplish the desired results. Plan implementation should also be seen as an investment strategy and not just the spending of public funds. Cooperation with other agencies, organizations, non-profit and philanthropic groups is critical to Plan implementation as well. Consideration should be given to creation and use of a land banking or assembly program providing for conversion of vacant or underused properties to new businesses or mixed-use projects.

Financing and funding of city initiatives for public improvements and property acquisition should include the use of city funds, bond issues, grants, loans and special funding generated through related development authorities such as the Redevelopment Authority, Industrial Development Board, etc.

Partnering with Federal, State, and Regional Agencies for funding is critical as well as partnering with organizations such as Alabama Power, investment partners, environmental organizations, tourism projects, and others.

Regulatory Tools

Certain regulatory tools are important to the implementation of Plan Loxley, including enforcing the zoning ordinance, subdivision regulations, property maintenance ordinances and others. A mechanism for design review through the Planning Commission or other entity should be considered for downtown, especially relative to some form of façade rehab program.

A critical step to undertake upon the completion of any comprehensive/ master plan process is a thorough review and update of the City's major regulatory tools, including, but not limited to, the zoning ordinance, subdivision regulations, transportation, property maintenance codes, design guidelines, etc. These regulatory tools allow for the enforcement of goals, policies and projects promoted in the Comprehensive Plan.