REGULAR COMMITTEE OF THE WHOLE MEETING AGENDA

I. Roll Call

II. Consideration of Previous Minutes

1. Regular Council Meeting 08/04/2026
2. Committee of the Whole 08/04/2026

III. Unfinished Business

Miscellaneous

Resolutions

Ordinances

IV. New Business

Miscellaneous

Resolutions

1. Resolution authorizing the execution of a software license agreement with Station Automation, Inc., dba PSTrax, for narcotics and supplies tracking software for the Fire Department. (JS)
2. Resolution reappointing Sted McCollough to the Fire Code Board of Appeals. (JS/JJ)
3. Resolution authorizing execution of a software service agreement with Ashtow Technology Group, LLC, dba CourtReserve, for Tennis Center facility and event management for the Parks and Recreation Department. (NA/KL)
4. Resolution authorizing the purchase of a video surveillance system for the Fire Training Center through State Bid from Vision Security Technologies Inc. in the amount of $47,409.67. (JS)

5. Resolution authorizing execution of an implementation agreement with the Alabama Department of Conservation and Natural Resources for the Sea Turtle Stranding & Salvage Network & Enhanced Rehabilitation Restoration Project. (NW)

6. Resolution awarding the bid for Renovation of Orange Beach Medical Center South. (TR/CP/GS)

7. Resolution awarding the bid for a Permanent Traffic Signal at Canal Road / Wharf Parkway East / Money Bayou Drive. (TR/CP)

8. Resolution awarding the bid for an Aerial LiDAR Drone System for the Community Development Department. (TR/CP)

9. Resolution adopting the Comprehensive Plan for the City of Orange Beach, Alabama. (GP)

10. Resolution authorizing the execution of a professional services contract with Desiree Hodge for the 2027 Orange Beach Festival of Art. (JL)

11. Resolution accepting the donation of golf cart emergency lighting equipment for the Police Department from Emergency Lighting by Haynes, L.L.C., dba Haynes Emergency Lighting. (TJ)

12. Resolution authorizing execution of a task order with GeoCon Engineering & Materials Testing, Inc., to provide geotechnical testing services for tennis courts, multi-use turf field, and parking area improvements in an amount not to exceed $6,860. (CP)

Public Hearings

Ordinances

1. Ordinance extending the temporary moratoriums on certain development projects. (JL)

V. Public Comments

VI. Adjourn

MINUTES OF
REGULAR COUNCIL MEETING
ORANGE BEACH CITY COUNCIL
AUGUST 4, 2026 – 5:00 P.M.
CITY HALL – COUNCIL CHAMBERS

I. CALL TO ORDER Mayor Kennon called the meeting to order at 5:00 P.M.

II. INVOCATION Pastor Jim Kinder, Orange Beach Church

III. PLEDGE OF ALLEGIANCE

IV. ROLL CALL

Present: Councilmember Jeff Silvers
Councilmember Jack Robertson
Councilmember Ginger Harrelson
Councilmember Robert Stuart
Councilmember Pat Simpson
Mayor Tony Kennon

Absent: None

V. CONSIDERATION OF AGENDA

Motion made (Silvers/Stuart) to approve the agenda as written. Vote unanimous in favor. **Motion passed.**

VI. CONSIDERATION OF PREVIOUS MINUTES

Regular Council Meeting	07/07/2026
Committee of the Whole	07/07/2026

The reading was waived and minutes were approved as written.

VII. REPORTS OF OFFICERS/COMMITTEES

1. City Administrator – Ford Handley — No report.
2. Chief, Police Department – Trent Johnson — No report.
3. Chief, Fire Department – Jeff Smith — No report.
4. City Clerk – Renee Eberly — No report.
5. Executive Director, Coastal Resources – Phillip West — No report.
6. Executive Director, Community Development – Adam Roberson — No report.
7. Executive Director, Human Resources – Michelle Bugos — No report.
8. Executive Director, Parks & Recreation – Nicole Ard — No report.
9. Executive Director, Public Works – Tim Tucker — No report.
10. Librarian, Public Library – Meagan Bing — No report.
11. Director, Municipal Court – Pam Davis — No report.
12. Mayor/Council

    Councilmember Silvers noted the upcoming "Makos on Main" back-to-school event and Toto concert at The Wharf.

    Ford Handley, City Administrator, recognized the various summer youth and Parks and Recreation programs offered over the past months. He thanked city employees for their work.

VIII. AUDITING OF ACCOUNTS

Motion made (Harrelson/Silvers) to certify that cash requirements with no related interests are within budget and appropriate for payment. Vote revealed: Silvers, aye; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0).**

Motion made (Harrelson/Robertson) to certify that cash requirements with related interests in Swift Supply are within budget and appropriate for payment. Vote revealed: Silvers, abstain; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (5-0-1).**

IX. PRESENTATIONS

X. RECOGNITIONS

XI. UNFINISHED BUSINESS

Ordinances

1. Second Reading – Ordinance amending Chapter 50, Article XIII of the Code of Ordinances of the City of Orange Beach, Alabama, entitled "Recreational Vehicle Rentals". **Motion made (Silvers/Robertson) to adopt the ordinance.** Jamie Logan, City Attorney, summarized the changes. Business licenses for the rental of recreational vehicles will only be granted to businesses with a physical presence within the City Limits or Police Jurisdiction, and only licensed businesses will be permitted to deliver rented recreational vehicles. Roll call vote revealed: Silvers, aye; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0).**
2. Second Reading – Ordinance amending Chapter 70 of the Code of Ordinances for the City of Orange Beach, Alabama, to add a new Article IX entitled, "Bicycles, Micromobility Devices, and Electric Motorcycles". **Motion made (Robertson/Harrelson) to postpone consideration until the next council meeting on August 18, 2026.** Councilmember Robertson explained that he would like for City Council to meet in a work session to review this item in greater detail. Roll call vote revealed: Silvers, aye; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0).**

XII. NEW BUSINESS

Resolutions

1. Resolution accepting a negotiated price for Exotic Invasive Plant Species Removal, Native Landscaping, Monitoring and Education for the Coastal Resources Department from Coogan Enterprises LLC (dba Coogan Lawn and Landscape LLC) in the amount of $98,342.60. **Motion made (Silvers/Robertson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
2. Resolution awarding the bid for a Work Skiff for the Coastal Resources Department to Roberts Welding, LLC, in the amount of $94,480. **Motion made (Simpson/Harrelson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
3. Resolution authorizing the execution of a cooperative agreement with the Alabama Department of Environmental Management (ADEM) for the city to provide permitting, regulating, monitoring, and inspection services. **Motion made (Stuart/Harrelson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
4. Resolution awarding Segeant Joey Brown his duty weapons and badge as part of his retirement benefits. **Motion made (Silvers/Simpson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
5. Resolution authorizing the execution of a software service agreement with Motorola Solutions, Inc., for a FLEX subscription suite for the Police Department. **Motion made (Robertson/ Stuart) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**

6. Resolution authorizing the execution of a services agreement with Whelen Engineering Company, Inc., for patrol vehicle software for the Police Department. **Motion made (Simpson/Silvers) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
7. Resolution authorizing the execution of a professional services agreement with Adams Stewart Architect, LLC, for architectural services. **Motion made (Stuart/Simpson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
8. Resolution authorizing the execution of a task order with Adams Stewart Architect, LLC, to provide architectural design and engineering services for a Hurricane Safe Room for First Responders in an amount not to exceed $306,000. **Motion made (Stuart/Robertson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
9. Resolution reappointing Bill Brett to the Gulf Shores and Orange Beach Tourism Board of Directors. **Motion made (Silvers/Harrelson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
10. Resolution authorizing the execution of a participation agreement with the Municipal Workers Compensation Fund, Inc. **Motion made (Harrelson/Stuart) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**
11. Resolution accepting the donation of Police Canine "Nox" from the Orange Beach Police K-9 Foundation. **Motion made (Silvers/Simpson) to adopt the resolution.** Vote unanimous in favor. **Motion passed.**

Public Hearings

1. Public hearing for an ordinance amending Ordinance No. 172, the Zoning Ordinance, Case No. 0305-PUDA-26, Columbia Southern University PUD Modification, New Freestanding Sign.

   Griffin Powell, City Planner, presented the request for a minor modification to the Columbia Southern University Planned Unit Development (PUD) Master Plan to enhance the freestanding sign along Commercial Park Drive and the Foley Beach Express. The property is located at 21982 University Lane.

   Councilmember Stuart confirmed that the ongoing study to update the City's Comprehensive Plan and Zoning Ordinance will likely result in the City allowing larger signs along the Beach Express due to the wider view corridor.

   Councilmember Silvers stated his support of the larger sign, which he considers proportional to the larger frontage.

   Mayor Kennon asked the applicant if the new sign will be big enough.

   Ken Styron, Columbia Southern University (CSU) President, explained that the digital component of the current sign is broken, and that while the University did look at the possibility of a larger sign, the current request is in line with their needs and budget restrictions.

   Tater Harris, resident, added that the City should look at Baldwin County's new master plan to see if it affects Orange Beach.

   There being no further comments, the public hearing adjourned.

Ordinances

1. First Reading – Ordinance amending Ordinance No. 172, the Zoning Ordinance, Case No. 0305-PUDA-26, Columbia Southern University PUD Modification, New Freestanding Sign. **Motion made (Harrelson/Stuart) for unanimous consent to suspend the rules to allow for immediate consideration of this ordinance.** Roll call vote revealed: Silvers, aye; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0). Motion made (Harrelson/Simpson) to adopt the ordinance.** Roll call vote revealed: Silvers, aye;

Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0).**

2. First Reading – Ordinance amending Chapter 42, Article III, Division 4, Section 42-186 of the Code of Ordinances for the City of Orange Beach, Alabama, entitled "Flood Damage Prevention" to delete a subsection. **Motion made (Harrelson/Stuart) for unanimous consent to suspend the rules to allow for immediate consideration of this ordinance.** Roll call vote revealed: Silvers, aye; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0). Motion made (Silvers/Harrelson) to adopt the ordinance.** Roll call vote revealed: Silvers, aye; Robertson, aye; Harrelson, aye; Stuart, aye; Simpson, aye; Kennon, aye. **Motion passed. (6-0).**

XIII. PUBLIC COMMENTS

1. Glen Kaiser, Chair of the Gulf Shores & Orange Beach Tourism Board of Directors, thanked Mayor and Council for reappointing Bill Brett.

XIV. ADJOURN

There being no further business to come before the council, motion made (Simpson/ Harrelson) to adjourn. Vote unanimous in favor.

Time: 5:19 P.M.

APPROVED this the 1st day of September, 2026.

_____
Renee Eberly
City Clerk

MINUTES OF
COMMITTEE OF THE WHOLE MEETING
ORANGE BEACH CITY COUNCIL
AUGUST 4, 2026 – 5:19 P.M.
CITY HALL – COUNCIL CHAMBERS

The Orange Beach City Council met to review potential items for the August 18, 2026, agenda.

The following members were present:

Councilmember Jeff Silvers
Councilmember Jack Robertson
Councilmember Ginger Harrelson
Councilmember Robert Stuart
Councilmember Pat Simpson
Mayor Tony Kennon

The following members were absent:

None

The following items were discussed:

1. Resolution amending the Employees Pay Plan/Job Listing to simplify job titles within each grade.
2. Resolution authorizing the execution of a use agreement with the Coastal Alabama Business Chamber for the 53rd Annual National Shrimp Festival. Greg Alexander, Coastal Alabama Business Chamber President & CEO, thanked the Mayor and Council for their continued support in loaning two UTVs for operational use during the Shrimp Festival.

Public Comments:

1. Frances Holk-Jones, State Representative, invited the public to attend the Jennifer Claire Moore Foundation Annual Professional Rodeo fundraiser being held this August 6-8, 2026, at the Robertsdale Arena benefitting the local Peer Helpers school programs.
2. Mark Tampary, resident, suggeted that City Council verify that the proposed E-Bike Ordinance specify the correct type of helmet required for children.

There being no further business, the meeting adjourned.

Time: 5:23 P.M.

APPROVED this 1st day of September, 2026.

_____
Renee Eberly
City Clerk

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution authorizing the execution of a software license agreement with Station Automation, Inc., dba PSTrax, for narcotics and supplies tracking software for the Fire Department. (JS)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Authorize Software License Agreement PSTrax Fire
2. 2026.08.03 Software License Agreement PSTrax Fire - Narcotics Module
3. 2026.08.03 Software License Agreement PSTrax Fire - Supplies Module
4. 2026.08.18 Agenda Memo - Fire PSTrax Software Renewal

RESOLUTION NO. 26-xxx

A RESOLUTION AUTHORIZING THE EXECUTION OF A SOFTWARE LICENSE AGREEMENT WITH STATION AUTOMATION, INC. (DBA PSTRAX) FOR NARCOTICS AND SUPPLIES TRACKING SOFTWARE FOR THE FIRE DEPARTMENT

FINDINGS:

1. The Fire Department has recommended renewal of PSTrax software by Station Automation, Inc., for the purpose of providing a narcotics tracking system and to add an additional supplies tracking module.
2. After having reviewed the software license agreement renewal (attached Exhibit A), the City Council has determined that the provisions are in the best interest of the City of Orange Beach, Alabama.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the Mayor is hereby authorized to execute the Software License Agreement in substantially the form and of substantially the content now before the Council between the City of Orange Beach and Station Automation Inc., as an act for and on behalf of the City of Orange Beach subject to final approval by the City Attorney; and
2. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

PS TRAX

Inventory Management for First Responders.

PSTRAX PROPOSAL FOR:

Orange Beach Fire Rescue

Jeremy White, Division Chief

25855 John Snook Drive Orange Beach, AL 36561

Contact **Melissa Johnson** at **melissa@pstrax.com**,
for questions or adjustments.

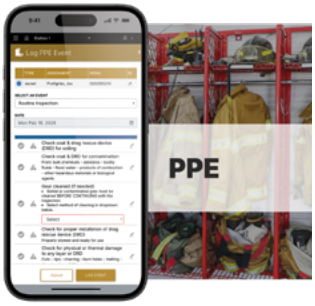
MODULES OVERVIEW

The PSTrax fire service platform includes eight modules, each built to address a specific operational burden. Your agency can deploy any combination of the modules below.

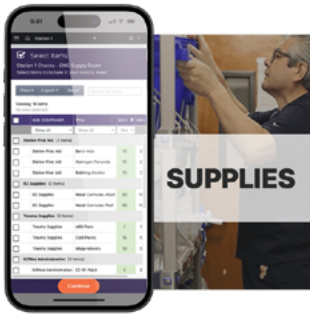
The Vehicles Module automates apparatus inspections and all tools and equipment carried on each vehicle. Each apparatus can be customized based on its checklists (daily/weekly/monthly/PMs) and inventories, with unlimited inspection scheduling options - any frequency. Track inventory transfers and complete as-needed inspections for fuel logs, PMs, and post-call inventories. Easily manage your entire fleet, see the location of each vehicle, and make status updates for inservice, out-of-service, and reserve units.

The Stations Module schedules building maintenance inspections, chore schedules, safety inspections, specialty equipment inspections, and basic EMS and station supply checks. Each station, building, training facility, or headquarters checklist can be customized based on its individual desired inspections or checks, (daily/weekly/monthly/quarterly, etc.), with unlimited check scheduling options - any frequency.

The SCBA Module tracks the full history for each piece of SCBA gear from purchase to retirement. Document any type of event - inspections, hydrostat tests, flow tests, air fills, repairs, contaminant exposures, and more. Convenient, easy to access reports can be pulled in real time, or pushed to you as requested. View expiration dates and maintenance costs for better forecasting and justification for replacement as needed. Includes all SCBA inventories across your agency.



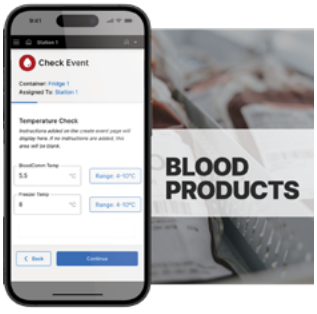
The PPE Module tracks the full history for each piece of PPE gear from purchase to retirement. Manage gear assignments and document any type of event - routine inspections, advanced inspections, cleanings, repairs, contaminant exposures, and more. View expiration dates and maintenance costs for better forecasting and justification for replacement as needed. Includes all PPE inventories - including multiple sets and unassigned gear.



The Supplies Module provides visibility and tracking of all consumable supplies (EMS supplies, station supplies, and repair parts) across every location in your agency. Real time reporting on below par, expirations, and usage trends. Save time and money with streamlined inventory processes that reduce stock issues, manage expiration dates, and restock supplies that need refilled.

The Critical Asset Module tracks the full history for each critical, or high dollar asset from purchase to retirement. Track grant-funded equipment, manage assignments and document any type of event - inspections, testing, repairs, and more. Create custom events for anything you would like to track, such as hydrant flow tests, annual hose testing, and radio software updates. View expiration dates and maintenance costs for better forecasting and justification for replacement as needed.

The Controlled Substances Module tracks every vial handoff for DEA Schedule II, III and IV controlled substances such as arriving/departing checks, usage events, restocks, and inventory checks. Track and document each vial by its control number, lot number and expiration date. Electronic signature and dual authentication provide even more secure verification.



The Blood Products Module addresses the critical challenges facing advanced EMS and Fire & Rescue agencies. When every unit must maintain precise temperatures, follow strict chain-of-custody protocols, and meet FDA, AABB, and CAP regulations, manual tracking systems put both compliance and patient care at risk. PSTrax automates these life-saving workflows, ensuring accuracy and readiness when seconds matter.

SOLE SOURCE LETTER

July 10, 2026

Jeremy White, Division Chief
Orange Beach Fire Rescue
25855 John Snook Drive
Orange Beach AL, 36561

Re: Sole Source Provider Letter

Dear Jeremy White,

This letter confirms that Station Automation, Inc. (dba PSTrax) is recognized as a sole source provider in its space and has been selected as such by leading first responder agencies across the country. The unique capabilities of PSTrax and the proprietary services we offer make us the only provider able to deliver the level of customization, functionality, and support needed to meet the operational requirements of Orange Beach Fire Rescue.

Below, we outline the key differentiators that demonstrate why PSTrax qualifies as a sole source provider.

1. Specialized Solution Built for First Responder Agencies

PSTrax is the industry-leading Operations Readiness and Logistics Management platform purpose-built for first responder agencies. For over 15 years, we have specialized in consolidating essential operations checks—including Vehicle, SCBA, PPE, Critical Asset, Station, Inventory, and Controlled Substance checks—into a single, cloud-based solution. Unlike general software vendors, our entire system is specifically designed to meet the unique needs of first responders.

2. Tailored, Modular Solution for Maximum Flexibility

PSTrax offers seven fully customizable modules: Vehicle, SCBA, PPE, Critical Asset, Station, Inventory, and Controlled Substance. Your agency can select only the modules you need, with the flexibility to add others as your needs evolve. This modular approach is unique, as other vendors typically require agencies to purchase full-suite solutions, including unnecessary components.

3. Unique, Purpose-Built Functionality Not Available Elsewhere

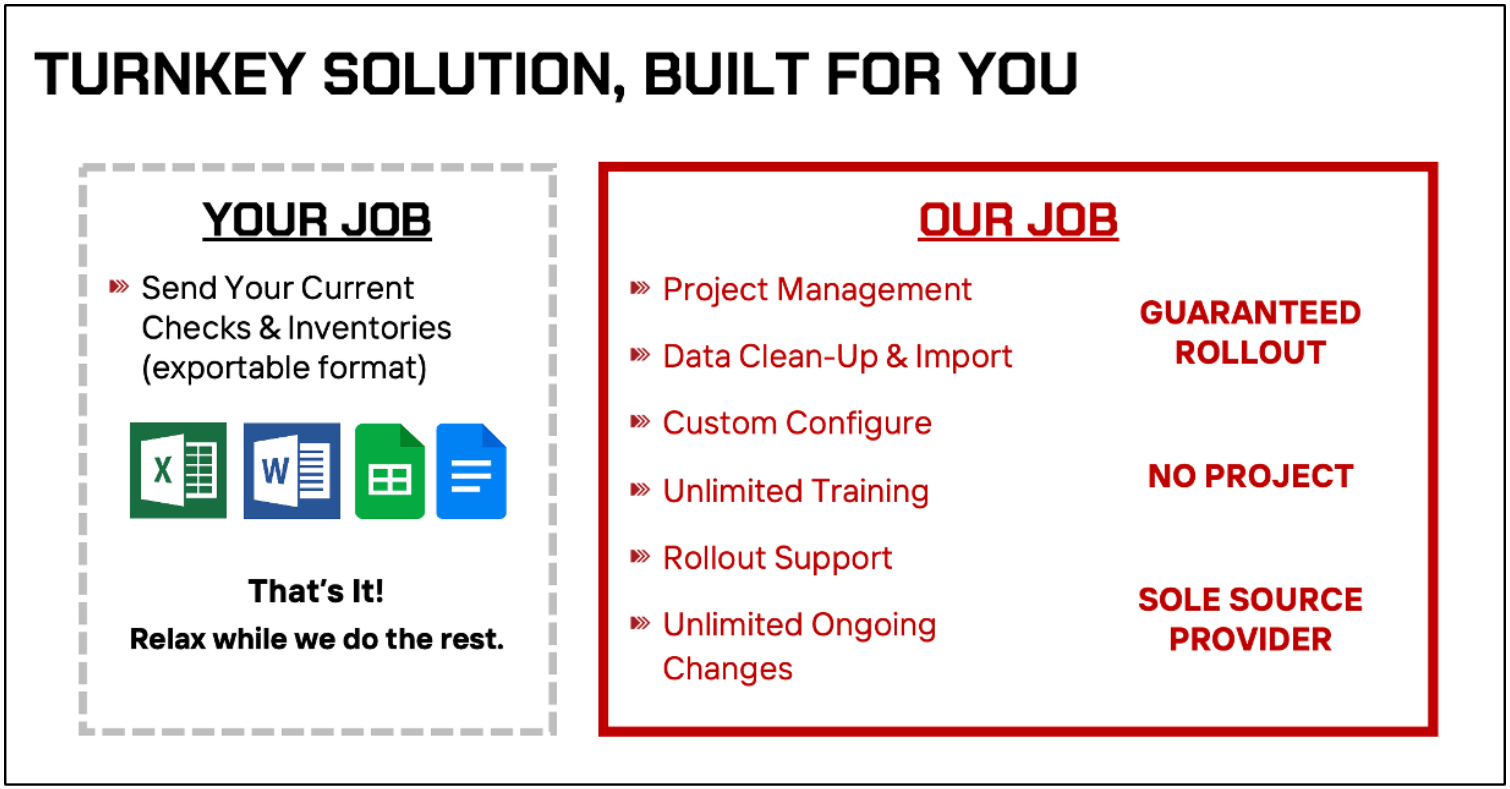
Unlike other vendors that offer basic “bolt-on” solutions as part of larger systems (such as RMS or training platforms), PSTrax is the only stand-alone solution dedicated solely to operations checks and logistics management. Our deep functionality, developed over 15 years of working with first responder agencies, includes features and workflows tailored to operational readiness that cannot be replicated by general-purpose systems.

4. Custom Configuration for Your Agency

We recognize that every agency has unique operational requirements. PSTrax is custom-configured to align with your specific workflows, checklists, and processes. Unlike other vendors that provide off-the-shelf templates, we work closely with your team to ensure that the system fits seamlessly into your existing processes, eliminating the need for major adjustments on your end.

5. Comprehensive, Full-Service Implementation and Ongoing Support

PSTrax offers a turnkey, full-service solution. Our in-house implementation team manages every step of the system setup—from data collection and configuration to deployment. Unlike other vendors that require self-implementation or charge hourly, we handle the entire process, delivering a fully operational, ready-to-use system upon completion.



Additionally, our comprehensive support package includes:

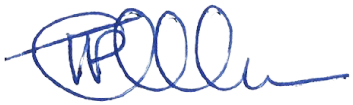
- **Unlimited Support:** No hourly fees or limits—our team is available anytime to assist.
- **Unlimited Training:** Customized training during implementation and ongoing training upon request.
- **Unlimited Ongoing Changes:** We act as your administrative assistant, managing system updates and configuration changes as needed, at no additional cost.

Conclusion

The combination of specialized functionality, tailored configuration, and comprehensive, full-service implementation sets PSTrax apart as the only vendor capable of meeting the requested operational requirements of Orange Beach Fire Rescue. As such, we are recognized as a sole source provider.

If you have any questions or would like additional details, please do not hesitate to contact us.

Thank you,



Tim Callahan, CEO
Station Automation Inc. (dba PSTrax)
5837 S. Gallup St Suite 140, Littleton, CO 80120
888.330.6006 Office
tim@pstrax.com

EXHIBIT A: MODULES & PRICING

The pricing below includes:

- **Software License:** Access to the licensed modules.
- **Setup & Implementation:** Includes project management, data import, configuration, training, and rollout.
- **Hosting:** Secure and reliable platform hosting.
- **Unlimited Support:** Ongoing support, including training and configuration updates.

Pricing was created on July 10, 2026 and is valid for 90 days. Please contact your PSTrax representative for adjustments to the modules priced below.

Annual Software License Fees

Product	Billed	Limit	Metric	Price	Total
Vehicle Includes:	Annual	0	Vehicles	$225.00 per year	**$0.00** per year
Station Includes:	Annual	0	Stations / Buildings	$250.00 per year	**$0.00** per year
SCBA Includes:	Annual	0	Stations / Buildings	$350.00 per year	**$0.00** per year

Product	Billed	Limit	Metric	Price	Total
PPE Includes:	Annual	0	Stations / Buildings	$350.00 per year	**$0.00** per year
Asset Includes:	Annual	0	Stations / Buildings	$350.00 per year	**$0.00** per year
Supplies Includes:	Annual	0	Stations / Buildings	$450.00 per year	**$0.00** per year
Controlled Substance	Annual	13	Managed Locations	$297.00 per year	**$3,861.00** per year
Controlled Substance containers include: Central Supply, Engine 1 Box, Engine 2 Box, Engine 4 Box, Rescue 1 Box, Rescue 11 Box, Rescue 2 Box, Rescue 21 Box, Rescue 3 Box, Special Events 1 Box, Special Events 2 Box, Truck 3 Box, Vending Machine					
Blood Products Includes:	Annual	0	Managed Locations	$500.00 per year	**$0.00** per year

One-Time Software Implementation Fees

Product	Billed	Limit	Metric	Price	Total
Vehicle	One-Time	0	Vehicles	$70.00	**$0.00**
Station	One-Time	0	Stations / Buildings	$75.00	**$0.00**
SCBA	One-Time	0	Stations / Buildings	$70.00	**$0.00**
PPE	One-Time	0	Stations / Buildings	$70.00	**$0.00**
Asset	One-Time	0	Stations / Buildings	$70.00	**$0.00**

Product	Billed	Limit	Metric	Price	Total
Supplies	One-Time	0	Stations / Buildings	$90.00	**$0.00**
Controlled Substance	One-Time	0	Managed Locations	$50.00	**$0.00**
Blood Products	One-Time	0	Managed Locations	$100.00	**$0.00**

Other Services (Optional)

Product	Billed	Limit	Metric	Price	Total
API Library (INCLUDED)	Annual	0	FREE	$0.00 per year	**$0.00** per year
Your IT team can use PSTrax's API library of endpoints to connect and sync data with other critical systems.					
Single Sign On	Annual	0	SSO Users	$10.00 per year	**$0.00** per year
Connect PSTrax to your Identity Provider (ex. Active Directory, Azure, Google, Okta) for centralized login.					
On-Site Training	One-Time	0	Days	$1,500.00	**$0.00**
Includes: 1 trainer for X days (Up to 25 students per trainer per day)					
On-Site Document Prep	One-Time	0	Days	$1,000.00	**$0.00**
Includes: 1 resource for X days to organize checklists and inventory documents					
Travel Expenses	One-Time	0	Trainers	$1,500.00	**$0.00**
Includes: $1000 airfare plus $500 per day for each person					

Ready-To-Use Integrations (Optional)

Product	Billed	Limit	Metric	Price	Total
First Arriving Integration	Annual	0	Users	$3.00 per year	**$0.00** per year
Connect to your First Arriving dashboards to bring PSTrax insights to life — in real time.					
Life-Assist Integration	Annual	0	Users	$3.00 per year	**$0.00** per year
Connect Life-Assist to PSTrax to manage your product catalog and POs in one place.					

One-Time Fees :	$0.00
Annual Fees * :	$3,861.00 per year
Year 1 Grand Total (USD) :	**$3,861.00**

Other Special Instructions: None

EXHIBIT B: INITIAL TERM & INVOICE

Initial Term

PSTrax offers multi-year agreements, allowing CLIENT to simplify operations by eliminating the need for annual procurement and renewal processes. Software license fees for multi-year terms are invoiced annually, as outlined in the terms below.

Select the Initial Term of the Agreement:

Select 1 to 5 years: _____

Annual Software License Fees

Check a payment preference for the Annual Software License Fees:

☑ Pay the entire 1st year's Annual Software License Fees now.

☐ Prorate the 1st year's Annual Software License Fees to the following date: _____

☑ Other instructions (if applicable): _____

N/A for renewals

MASTER AGREEMENT

This Master Agreement ("Agreement") is entered into between **Station Automation Inc. (dba PSTrax)**, a Delaware corporation with its principal office at 5837 S. Gallup St., Suite 140, Littleton, CO 80120 ("PSTrax"), and **Orange Beach Fire Rescue** ("CLIENT"). PSTrax and CLIENT are collectively referred to as the "Parties" and individually as a "Party."

Purpose: CLIENT seeks to utilize PSTrax's hosted "software as a service" modules to enhance and automate its operations. PSTrax agrees to provide these services under the terms and conditions outlined in this Agreement.

TERMS AND CONDITIONS

1. INITIAL TERM. The Agreement will begin on the date both Parties execute it and remain in effect for the Initial Term specified in Exhibit B: Initial Term & Invoice. If no term is specified, the default Initial Term will be one (1) year.

2. TERM COMMITMENT. CLIENT agrees to fulfill the entirety of the Initial Term and is responsible for all fees related to the licensed modules specified in Exhibit A: Modules & Pricing for the duration of the Initial Term.

3. 365-DAY MONEY-BACK GUARANTEE. PSTrax offers CLIENT a 365-Day Money-Back Guarantee for each licensed module. If CLIENT is unsatisfied, it may cancel a module within the 30 days immediately following the 365-day period and receive a full refund of the module's first-year software license fees and one-time implementation fees. Refunds will be processed within 90 days of cancellation. To qualify, CLIENT must:

- Make reasonable efforts to implement and "go live" with the module.
- Ensure that crews actively use the module in their operations to consistently log and complete tasks for a minimum of six (6) months.
- Make reasonable efforts to work with PSTrax to address and resolve any issues before submitting a cancellation request.

4. AUTO-RENEWAL. At the conclusion of the Initial Term or any subsequent Renewal Term, this Agreement will automatically renew for an additional one (1) year unless either Party provides written notice of termination at least 30 days prior to the term's expiration. Renewal Terms will be subject to the then-current pricing and any applicable annual increases. All terms, conditions, and provisions outlined in this Agreement will remain in effect during the Renewal Term(s).

5. TERMINATION NOTICE. Either Party may terminate this Agreement or modify the licensed modules by providing 30 days' written notice prior to the Initial Term or Renewal Term's expiration.

6. LICENSED MODULES. CLIENT is granted a non-exclusive license to use the purchased modules outlined in Exhibit A: Modules & Pricing for the duration of the Agreement.

7. ADDITIONAL MODULES. CLIENT may license additional modules at any time by executing a written amendment to this Agreement.

8. USER ACCESS. PSTrax allows unlimited users. Each user will have a unique login and role-based security access within the system.

9. SCOPE OF WORK. Pricing is based on the "active" number of stations, vehicles, or managed locations listed in Exhibit A: Modules & Pricing. Retired items are not included in this count.

10. ANNUAL AUDIT & SCOPE CHANGES. CLIENT may add stations, vehicles, or managed locations to the system at any time during the year. PSTrax will conduct an annual audit to verify the "active" number of items being managed in the system. If the actual count exceeds the scope specified in Exhibit A: Modules & Pricing, CLIENT will be notified of any additional charges.

11. ANNUAL PRICE INCREASES. Software license fees may increase annually by up to 9% from the previous year's per-unit pricing to account for additional functionality, inflation, or business costs. CLIENT will receive written notice of any such increase at least 45 days prior to the renewal date. This increase is independent of any price adjustments outlined in Section 4 – Auto Renewal and Section 9 – Scope of Work Increases.

12. PAYMENT TERMS. Invoices are due within 45 days of issuance. First-year annual software license fees and one-time implementation fees will be invoiced upon mutual execution of this Agreement by the Parties. In subsequent years, annual software license fees will be invoiced at least 30 days prior to the anniversary date. Late payments may incur a monthly fee of 1.5% on the outstanding balance. If payments remain overdue for more than 90 days, PSTrax may suspend system access. Any unpaid balances may be referred to collections, with CLIENT responsible for all associated fees.

13. IMPLEMENTATION. PSTrax will manage the implementation of licensed modules, including setup, document organization, configuration, data import, admin training, and go-live support. Both Parties will assign a Project Manager to oversee the process and ensure timely completion. CLIENT must provide required documentation promptly; delays may extend the timeline. CLIENT will have the opportunity to review and approve the modules before go-live.

14. TRAVEL. Unless specified in Exhibit A: Modules & Pricing, travel is not anticipated and is not included in the provided pricing. All implementation, training, and support meetings will be conducted virtually via video conferencing. Any travel requested by CLIENT will be invoiced separately and requires CLIENT's written approval prior to booking.

15. CHANGES TO PLATFORM. PSTrax is a multi-tenant platform and may, at its sole discretion, implement changes to the modules as necessary to maintain or improve the quality, delivery, performance, or cost efficiency of its products and services, enhance its competitive position, or ensure compliance with applicable laws.

16. DATA OWNERSHIP. CLIENT retains ownership of all data entered into the system. Data can be exported via the user interface or requested in digital format (PDF, Excel, or CSV) during the Agreement term and up to 36 months after termination.

PSTrax will retain CLIENT's data for at least 36 months post-termination unless otherwise requested.

17. HOSTING & AVAILABILITY. The system is hosted on Amazon Web Services or a comparable provider. PSTrax is not liable for outages caused by hosting providers but will work to restore service as quickly as possible.

18. FORCE MAJEURE. PSTrax is not liable for delays or interruptions caused by uncontrollable events, such as natural disasters, strikes, or acts of war. PSTrax will resume performance as soon as feasible.

19. COMPLIANCE. Both Parties will comply with all applicable laws. CLIENT is responsible for ensuring that its use of the system, checks, and inspections complies with all applicable local, state, and federal regulations, including but not limited to NFPA, DOT, OSHA, and DEA requirements, as well as manufacturer recommendations and the SOPs of the authority having jurisdiction (AHJ).

20. INTELLECTUAL PROPERTY. All intellectual property rights, including but not limited to software, source code, documentation, designs, trademarks, and other proprietary materials, owned or developed by PSTrax prior to or outside the scope of this Agreement, shall remain the sole property of PSTrax. No rights, licenses, or interests in PSTrax's intellectual property are transferred to CLIENT or any third party except as expressly granted under this Agreement. CLIENT agrees not to reverse engineer, decompile, disassemble, or otherwise attempt to access the source code or underlying ideas of the software.

21. CONFIDENTIALITY. The terms, provisions, and conditions of this Agreement, along with any software, materials, information, files, or documentation exchanged between the Parties, are confidential and proprietary. Neither Party may disclose such information without the other Party's prior written consent, except as required by law or public records obligations, in which case the disclosing Party must notify the owning Party before disclosure.

22. DATA USAGE. By using the software, CLIENT agrees that data they provide (excluding personal or sensitive information as defined by data privacy laws) may be anonymized and aggregated. This data will be used solely to improve the software, develop new tools or services, and enhance features like machine learning and predictive analytics. It will not be sold to third parties.

23. USE OF NAME. CLIENT agrees that PSTrax may identify it as a customer and use its logo and name in promotional materials solely to highlight the business relationship. CLIENT may request PSTrax to cease such use by emailing marketing@pstrax.com. Please allow up to 30 days for the request to be processed.

24. DISPUTE RESOLUTION. The Parties agree to resolve disputes through mutual discussion. If unresolved, they will attempt mediation before litigation. If mediation fails within 60 days, either Party may pursue litigation.

25. GOVERNING LAW. This Agreement shall be governed by and construed in accordance with the laws of the State of Delaware.

26. LIMITATION OF LIABILITY. PSTrax's liability under this Agreement, whether arising from contract, tort (including negligence), strict liability, or any other legal theory, is limited to the total software license fees paid by CLIENT in the three (3) months preceding the event giving rise to the claim. This includes liability for data breaches, unauthorized access, or data loss. PSTrax is not liable for indirect, consequential, incidental, special, or punitive damages, including lost revenue or profits, even if advised of their possibility.

27. SEVERABILITY. If any provision of this Agreement, in whole or in part, is deemed unenforceable for any reason, the remaining portions of that provision and the rest of the Agreement shall remain valid and enforceable.

28. ENTIRE AGREEMENT. This Agreement represents the complete understanding between the Parties and supersedes all prior agreements, communications, and understandings, whether written or oral. Any amendments must be approved in writing by both Parties.

29. ELECTRONIC SIGNATURES. This Agreement may be executed electronically, with digital signatures carrying the same legal effect as originals. It may also be signed in counterparts, each considered an original, which together shall constitute a single,

binding document.

BILLING DETAILS

Please provide the best contact information for your agency's billing department or individual responsible for receiving and processing invoices:

Name: _____

Title: _____

Email: _____

Phone: _____

Address: _____

PAYMENT BY WIRE AND ACH

To pay by wire or ACH, please use the following details:

Bank name	JPMorgan Chase Bank. N.A.
Bank address	270 Park Avenue New York, NY 10017

Bank name	JPMorgan Chase Bank. N.A.
Bank phone	800-935-9935
Bank routing & transit #	102001017
For the credit of	Station Automation Inc. (dba PSTrax)
PSTrax address	5837 S. Gallup St., Suite 140 Littleton, CO 80120
PSTrax account #	2910107108
PSTrax account type	Checking

AUTHORIZED ACCEPTANCE

By signing below, CLIENT and PSTrax agree to the pricing, terms, and conditions of this Agreement. Each Party certifies that the individual signing on its behalf is duly authorized to execute this Agreement, binding their respective organization to its terms and obligations. Each organization is responsible for addressing any misrepresentation of authority by its signor.

Orange Beach Fire Rescue

Signature:

Name: _____

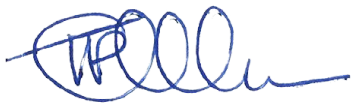
Title: _____

Email: _____

Phone: _____

Date: _____

Station Automation, Inc. (dba PSTrax)

Signature: 

Name: Tim Callahan

Title: CEO

Email: tim@pstrax.com

Phone: 888-330-6006

Date: July 10, 2026

DELIVERY OF EXECUTED AGREEMENT

If signed electronically with PandaDoc, a copy of the executed Agreement will be automatically emailed to both Parties. If printed and signed manually, please scan and email ALL PAGES of the signed Agreement to **melissa@pstrax.com**

PS TRAX

Inventory Management for First Responders.

PSTRAX PROPOSAL FOR:

Orange Beach Fire Department

Jeremy White, Division Chief

25855 John Snook Dr, Orange Beach, AL, 36561

Contact **Michelle Ward** at **michelle@pstrax.com**,
or **sales@pstrax.com** for questions or adjustments.

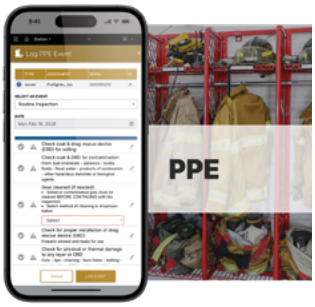
MODULES OVERVIEW

The PSTrax fire service platform includes eight modules, each built to address a specific operational burden. Your agency can deploy any combination of the modules below.

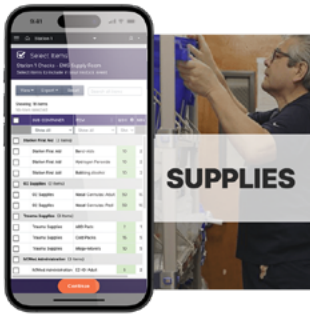
The Vehicles Module automates apparatus inspections and all tools and equipment carried on each vehicle. Each apparatus can be customized based on its checklists (daily/weekly/monthly/PMs) and inventories, with unlimited inspection scheduling options - any frequency. Track inventory transfers and complete as-needed inspections for fuel logs, PMs, and post-call inventories. Easily manage your entire fleet, see the location of each vehicle, and make status updates for inservice, out-of-service, and reserve units.

The Stations Module schedules building maintenance inspections, chore schedules, safety inspections, specialty equipment inspections, and basic EMS and station supply checks. Each station, building, training facility, or headquarters checklist can be customized based on its individual desired inspections or checks, (daily/weekly/monthly/quarterly, etc.), with unlimited check scheduling options - any frequency.

The SCBA Module tracks the full history for each piece of SCBA gear from purchase to retirement. Document any type of event - inspections, hydrostat tests, flow tests, air fills, repairs, contaminant exposures, and more. Convenient, easy to access reports can be pulled in real time, or pushed to you as requested. View expiration dates and maintenance costs for better forecasting and justification for replacement as needed. Includes all SCBA inventories across your agency.



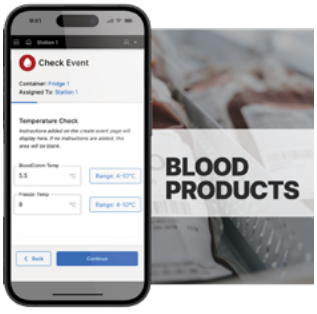
The PPE Module tracks the full history for each piece of PPE gear from purchase to retirement. Manage gear assignments and document any type of event - routine inspections, advanced inspections, cleanings, repairs, contaminant exposures, and more. View expiration dates and maintenance costs for better forecasting and justification for replacement as needed. Includes all PPE inventories - including multiple sets and unassigned gear.



The Supplies Module provides visibility and tracking of all consumable supplies (EMS supplies, station supplies, and repair parts) across every location in your agency. Real time reporting on below par, expirations, and usage trends. Save time and money with streamlined inventory processes that reduce stock issues, manage expiration dates, and restock supplies that need refilled.

The Critical Asset Module tracks the full history for each critical, or high dollar asset from purchase to retirement. Track grant-funded equipment, manage assignments and document any type of event - inspections, testing, repairs, and more. Create custom events for anything you would like to track, such as hydrant flow tests, annual hose testing, and radio software updates. View expiration dates and maintenance costs for better forecasting and justification for replacement as needed.

The Controlled Substances Module tracks every vial handoff for DEA Schedule II, III and IV controlled substances such as arriving/departing checks, usage events, restocks, and inventory checks. Track and document each vial by its control number, lot number and expiration date. Electronic signature and dual authentication provide even more secure verification.



The Blood Products Module addresses the critical challenges facing advanced EMS and Fire & Rescue agencies. When every unit must maintain precise temperatures, follow strict chain-of-custody protocols, and meet FDA, AABB, and CAP regulations, manual tracking systems put both compliance and patient care at risk. PSTrax automates these life-saving workflows, ensuring accuracy and readiness when seconds matter.

SOLE SOURCE LETTER

7/28/2026

Jeremy White, Division Chief
Orange Beach Fire Department
25855 John Snook Dr, Orange Beach, AL, 36561

Re: Sole Source Provider Letter

Dear Jeremy White,

This letter confirms that Station Automation, Inc. (dba PSTrax) is recognized as a sole source provider in its space and has been selected as such by leading first responder agencies across the country. The unique capabilities of PSTrax and the proprietary services we offer make us the only provider able to deliver the level of customization, functionality, and support needed to meet the operational requirements of Orange Beach Fire Department.

Below, we outline the key differentiators that demonstrate why PSTrax qualifies as a sole source provider.

1. Specialized Solution Built for First Responder Agencies

PSTrax is the industry-leading Operations Readiness and Logistics Management platform purpose-built for first responder agencies. For over 15 years, we have specialized in consolidating essential operations checks—including Vehicle, SCBA, PPE, Critical Asset, Station, Inventory, and Controlled Substance checks—into a single, cloud-based solution. Unlike general software vendors, our entire system is specifically designed to meet the unique needs of first responders.

2. Tailored, Modular Solution for Maximum Flexibility

PSTrax offers seven fully customizable modules: Vehicle, SCBA, PPE, Critical Asset, Station, Inventory, and Controlled Substance. Your agency can select only the modules you need, with the flexibility to add others as your needs evolve. This modular approach is unique, as other vendors typically require agencies to purchase full-suite solutions, including unnecessary components.

3. Unique, Purpose-Built Functionality Not Available Elsewhere

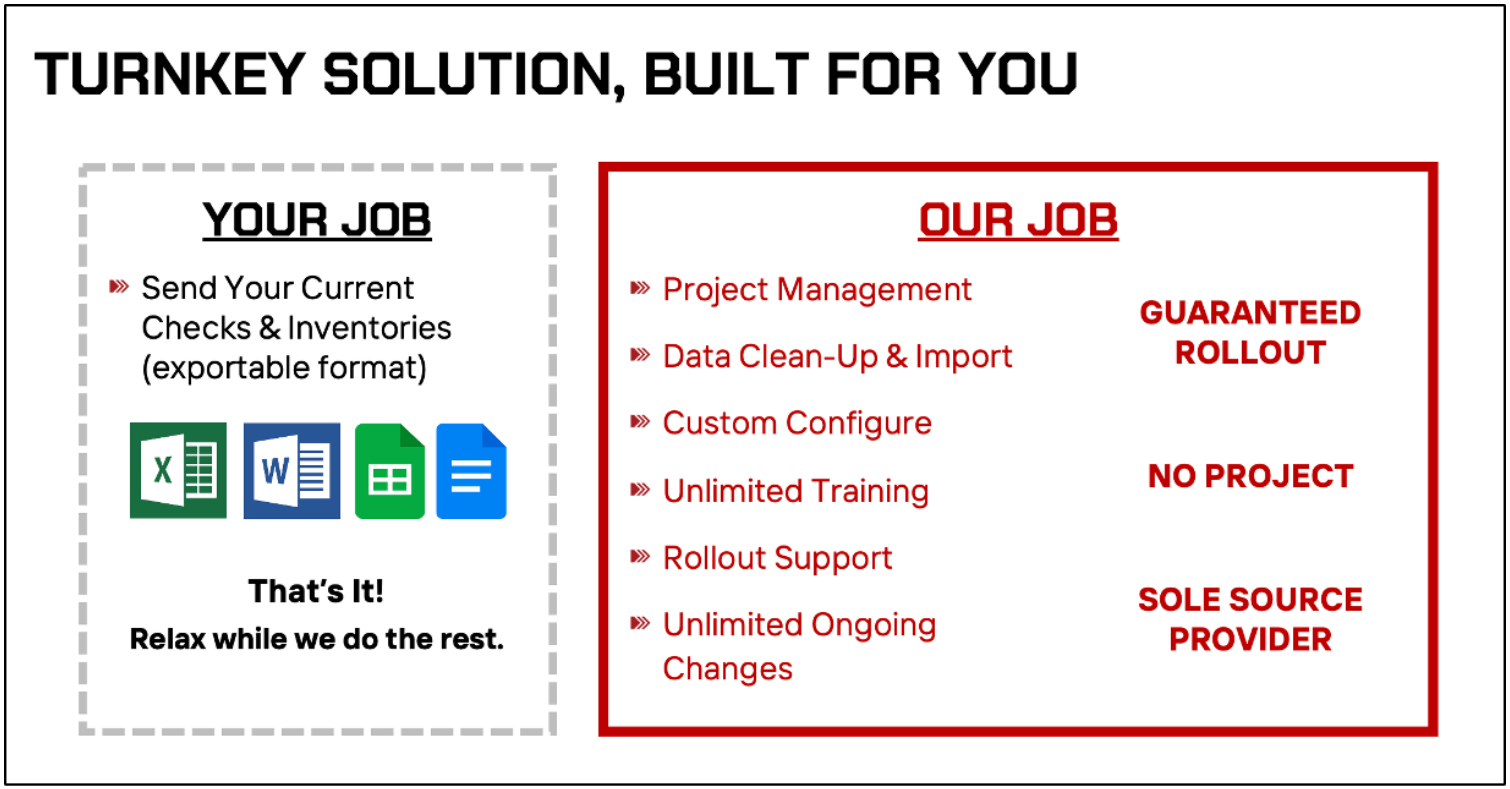
Unlike other vendors that offer basic “bolt-on” solutions as part of larger systems (such as RMS or training platforms), PSTrax is the only stand-alone solution dedicated solely to operations checks and logistics management. Our deep functionality, developed over 15 years of working with first responder agencies, includes features and workflows tailored to operational readiness that cannot be replicated by general-purpose systems.

4. Custom Configuration for Your Agency

We recognize that every agency has unique operational requirements. PSTrax is custom-configured to align with your specific workflows, checklists, and processes. Unlike other vendors that provide off-the-shelf templates, we work closely with your team to ensure that the system fits seamlessly into your existing processes, eliminating the need for major adjustments on your end.

5. Comprehensive, Full-Service Implementation and Ongoing Support

PSTrax offers a turnkey, full-service solution. Our in-house implementation team manages every step of the system setup—from data collection and configuration to deployment. Unlike other vendors that require self-implementation or charge hourly, we handle the entire process, delivering a fully operational, ready-to-use system upon completion.



Additionally, our comprehensive support package includes:

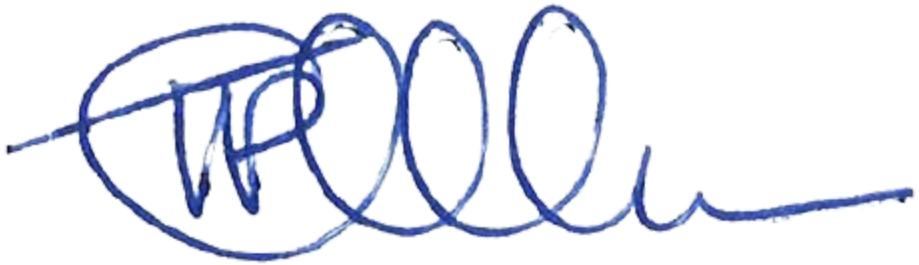
- **Unlimited Support:** No hourly fees or limits—our team is available anytime to assist.
- **Unlimited Training:** Customized training during implementation and ongoing training upon request.
- **Unlimited Ongoing Changes:** We act as your administrative assistant, managing system updates and configuration changes as needed, at no additional cost.

Conclusion

The combination of specialized functionality, tailored configuration, and comprehensive, full-service implementation sets PSTrax apart as the only vendor capable of meeting the requested operational requirements of Orange Beach Fire Department. As such, we are recognized as a sole source provider.

If you have any questions or would like additional details, please do not hesitate to contact us.

Thank you,



Tim Callahan, CEO
Station Automation Inc. (dba PSTrax)
5837 S. Gallup St Suite 140, Littleton, CO 80120
888.330.6006 Office
tim@pstrax.com

EXHIBIT A: MODULES & PRICING

The pricing below includes:

- **Software License:** Access to the licensed modules.
- **Setup & Implementation:** Includes project management, data import, configuration, training, and rollout.
- **Hosting:** Secure and reliable platform hosting.
- **Unlimited Support:** Ongoing support, including training and configuration updates.

Pricing was created on 7/28/2026 and is valid until 10 / 26 / 2026. Please contact your PSTrax representative for adjustments to the modules priced below. Pricing is exclusive of applicable sales tax.

Annual Software License Fees

Product	Billed	Limit	Metric	Price	Total
Supplies Includes:	Annual	4	Stations / Buildings	$520.00 per year	**$1,560.00** per year

One-Time Software Implementation Fees

Product	Billed	Limit	Metric	Price	Total
Supplies	One-Time	4	Stations / Buildings	$110.00	**$220.00**

One-Time Fees :	$220.00
Annual Fees * :	$1,560.00 per year
Year 1 Grand Total (USD) :	**$1,780.00**

Other Special Instructions: 25% discount on Supplies Module and 50% discount on implementation fees.

EXHIBIT B: INITIAL TERM & INVOICE

Initial Term

PSTrax offers multi-year agreements, allowing CLIENT to simplify operations by eliminating the need for annual procurement and renewal processes. Software license fees for multi-year terms are invoiced annually, as outlined in the terms below.

Select the Initial Term of the Agreement:

Select 1 to 5 years: _____

Annual Software License Fees

Check a payment preference for the Annual Software License Fees:

☐ Pay the entire 1st year's Annual Software License Fees now.

☐ Prorate the 1st year's Annual Software License Fees to the following date: _____

☐ Other instructions (if applicable): _____

MASTER AGREEMENT

This Master Agreement (“Agreement”) is entered into between **Station Automation Inc. (dba PSTrax)**, a Delaware corporation with its principal office at 5837 S. Gallup St., Suite 140, Littleton, CO 80120 (“PSTrax”), and **Orange Beach Fire Department** (“CLIENT”). PSTrax and CLIENT are collectively referred to as the “Parties” and individually as a “Party.”

Purpose: CLIENT seeks to utilize PSTrax’s hosted “software as a service” modules to enhance and automate its operations. PSTrax agrees to provide these services under the terms and conditions outlined in this Agreement.

TERMS AND CONDITIONS

Section A – Term & Renewal

1. INITIAL TERM. The Agreement will begin on the date both Parties execute it and remain in effect for the initial term ("Initial Term") specified in Exhibit B: Initial Term & Invoice. If no Term is specified, the default Initial Term will be one (1) year. The Initial Term and any applicable Renewal Terms (as later defined) are collectively referred to as the “Term.”

2. TERM COMMITMENT. CLIENT agrees to fulfill the entirety of the Initial Term and is responsible for all fees related to the licensed modules specified in Exhibit A: Modules & Pricing for the duration of the Initial Term.

3. AUTO-RENEWAL. At the conclusion of the Initial Term or any subsequent renewal ("Renewal Term"), this Agreement will automatically renew for an additional one (1) year unless either Party provides written notice of termination at least 30 days prior to the Term’s expiration. Renewal Terms will be subject to the then-current pricing and any applicable annual increases. All terms, conditions, and provisions outlined in this Agreement will remain in effect during the Renewal Term(s).

4. TERMINATION NOTICE. Either Party may terminate this Agreement or modify the licensed modules by providing 30 days' written notice prior to the Initial Term or Renewal Term's expiration.

5. 365-DAY MONEY-BACK GUARANTEE. PSTrax offers CLIENT a 365-Day Money-Back Guarantee for each licensed module. If CLIENT is unsatisfied, it may cancel a module within the 30 days immediately following the 365-day period and receive a full refund of the module's first-year software license fees and one-time implementation fees. Refunds will be processed within 90 days of cancellation. To qualify, CLIENT must:

- Make reasonable efforts to implement and "go live" with the module.
- Ensure that crews actively use the module in their operations to consistently log and complete tasks for a minimum of six (6) months.
- Make reasonable efforts to work with PSTrax to address and resolve any issues before submitting a cancellation request.

Section B – Licensed Services & Access

6. LICENSED MODULES. CLIENT is granted a non-exclusive license to use the purchased modules outlined in Exhibit A: Modules & Pricing for the duration of the Agreement.

7. ADDITIONAL MODULES. CLIENT may license additional modules at any time by executing a written amendment to this Agreement.

8. USER ACCESS. PSTrax allows unlimited users. Each user will have a unique login and role-based security access within the system.

Section C – Pricing & Payment

9. SCOPE OF WORK. Pricing is based on the "active" number of stations, vehicles, or managed locations listed in Exhibit A: Modules & Pricing. Retired items are not included in this count.

10. ANNUAL AUDIT & SCOPE CHANGES. CLIENT may add stations, vehicles, or managed locations to the system at any time during the Term. PSTrax will conduct an annual audit to verify the "active" number of items being managed in the system. If the actual count exceeds the scope specified in Exhibit A: Modules & Pricing, CLIENT will be notified of any additional charges.

11. ANNUAL PRICE INCREASES. Software license fees may increase annually by up to 9% from the previous year's per-unit pricing to account for additional functionality, inflation, or business costs. CLIENT will receive written notice of any such increase at least 45 days prior to the renewal date. This increase is independent of any price adjustments outlined in Clause 3 (Auto Renewal) and Clause 9 (Scope of Work).

12. PAYMENT TERMS. Invoices are due within 45 days of issuance. All first-year annual fees and one-time fees will be invoiced upon mutual execution of this Agreement by the Parties. In each subsequent year, annual software license fees will be invoiced at least 30 days prior to the anniversary date. Late payments may incur a monthly fee of 1.5% on the outstanding balance. If payments remain overdue for more than 90 days, PSTrax may suspend system access. Any unpaid balances may be referred to collections, with CLIENT responsible for all associated fees.

13. SALES TAX. All fees are exclusive of applicable sales tax. Where required by law, PSTrax will collect and add sales tax to invoices for customers located in jurisdictions that impose sales tax on software-as-a-service (SaaS). Customer agrees to pay such amounts in addition to the fees. Customers claiming exemption from sales tax must provide a valid sales tax exemption certificate. Exemption documents should be submitted to tax@pstrax.com.

Section D – Implementation & Operations

14. IMPLEMENTATION. PSTrax will manage the implementation of licensed modules, including setup, document organization, configuration, data import, admin training, and go-live support. Both Parties will assign a Project Manager to oversee the process and ensure timely completion. CLIENT must provide required documentation promptly; delays may extend the timeline. CLIENT will have the opportunity to review and approve the modules before go-live.

15. TRAVEL. Unless specified in Exhibit A: Modules & Pricing, travel is not anticipated and is not included in the provided pricing. All implementation, training, and support meetings will be conducted virtually via video conferencing. Any travel requested by CLIENT will be invoiced separately and requires CLIENT's written approval prior to booking.

16. CHANGES TO PLATFORM. PSTrax is a multi-tenant platform and may, at its sole discretion, implement changes and enhancements to the modules as necessary to maintain or improve the quality, delivery, performance, or cost efficiency of its products and services, enhance its competitive position, or ensure compliance with applicable laws.

17. NEW FEATURE DEVELOPMENT. CLIENT may purchase an annual retainer of development hours on a time-and-materials basis for requests that expand PSTrax's capabilities beyond standard functionality. All such work is subject to PSTrax's approval. Hours are billed at purchase, expire after two (2) years, and any hours beyond the annual retainer require mutual agreement and CLIENT's prior approval. Upon request, PSTrax will provide an estimated scope of hours for each feature request before work begins. Start dates are subject to resource availability. Ownership of all such development is governed by Clause 20 (Intellectual Property).

Section E – Data Rights & Hosting

18. DATA OWNERSHIP. CLIENT retains ownership of all data entered into the system ("CLIENT Data"). CLIENT may export CLIENT Data via the user interface or request it in digital format (PDF, Excel, or CSV) during the Agreement and for up to 36 months after termination. PSTrax will retain CLIENT Data for at least 36 months post-termination unless otherwise requested by CLIENT.

19. HOSTING & AVAILABILITY. The system is hosted on Amazon Web Services or a comparable provider. PSTrax is not liable for outages caused by hosting providers but will work to restore service as quickly as possible.

20. COMPLIANCE. Both Parties will comply with all applicable laws. CLIENT is responsible for ensuring that its use of the system, checks, and inspections complies with all applicable local, state, and federal regulations, including but not limited to NFPA, DOT, OSHA, and DEA requirements, as well as manufacturer recommendations and the SOPs of the authority having jurisdiction (AHJ).

21. INTELLECTUAL PROPERTY.

(a) PSTrax Ownership. All intellectual property rights, including but not limited to software, source code, documentation, designs, trademarks, know-how, and other proprietary materials, whether pre-existing or developed during the Term of this Agreement, are and shall remain the sole and exclusive property of PSTrax. This includes, without limitation, all enhancements, modifications, new features (including those developed under Clause 16 (New Feature Development), configurations, custom development, integrations, derivative works, and any work product created in connection with the services provided under this Agreement.

(b) CLIENT Data. CLIENT retains ownership of all data entered into the system ("CLIENT Data"). CLIENT hereby grants PSTrax a limited, non-exclusive, royalty-free license to host, use, process, transmit, and display CLIENT Data solely as necessary to provide and improve the services.

(c) Feedback. CLIENT acknowledges that any ideas, suggestions, or feedback it provides to PSTrax regarding the services ("Feedback") may be used by PSTrax without restriction or obligation. All rights in and to such Feedback shall vest exclusively in PSTrax.

(d) Restrictions. Except as expressly authorized under this Agreement, CLIENT shall not (i) copy, modify, translate, or create derivative works of the services; (ii) reverse engineer, decompile, disassemble, or otherwise attempt to discover the source code or underlying algorithms; (iii) sublicense, lease, rent, sell, or otherwise transfer the services or any component thereof to any third party; or (iv) use the services to develop, market, or support a competitive product or service.

No rights, licenses, or interests in PSTrax's intellectual property are granted to CLIENT except as expressly set forth in this Agreement.

22. CONFIDENTIALITY. The terms, provisions, and conditions of this Agreement, along with any software, materials, information, files, or documentation exchanged between the Parties, are confidential and proprietary. Neither Party may disclose such information without the other Party's prior written consent, except as required by law or public records obligations, in which case the disclosing Party must notify the owning Party before disclosure.

23. DATA USAGE. By using the software, CLIENT agrees that data they provide (excluding personal or sensitive information as defined by data privacy laws) may be anonymized and aggregated. This data will be used solely to improve the software, develop new tools or services, and enhance features like machine learning and predictive analytics. It will not be sold to third parties.

24. FORCE MAJEURE. PSTrax is not liable for delays or interruptions caused by uncontrollable events, such as natural disasters, strikes, or acts of war. PSTrax will resume performance as soon as feasible.

Section F – Legal & Miscellaneous

25. USE OF NAME. CLIENT agrees that PSTrax may identify it as a customer and use its logo and name in promotional materials solely to highlight the business relationship. CLIENT may request PSTrax to cease such use by emailing marketing@pstrax.com. Please allow up to 30 days for the request to be processed.

26. LIMITATION OF LIABILITY. PSTrax's liability under this Agreement, whether arising from contract, tort (including negligence), strict liability, or any other legal theory, is limited to the total software license fees paid by CLIENT in the three (3) months preceding the event giving rise to the claim. This includes liability for data breaches, unauthorized access, or data loss. PSTrax is not liable for indirect, consequential, incidental, special, or punitive damages, including lost revenue or profits, even if advised of their possibility.

27. DISPUTE RESOLUTION. The Parties agree to resolve disputes through mutual discussion. If unresolved, they will attempt mediation before litigation. If mediation fails within 60 days, either Party may pursue litigation.

28. GOVERNING LAW. This Agreement shall be governed by and construed in accordance with the laws of the State of Delaware.

29. SEVERABILITY. If any provision of this Agreement, in whole or in part, is deemed unenforceable for any reason, the remaining portions of that provision and the rest of the Agreement shall remain valid and enforceable.

30. ENTIRE AGREEMENT. This Agreement represents the complete understanding between the Parties and supersedes all prior agreements, communications, and understandings, whether written or oral. Any amendments must be approved in writing by both Parties.

31. ELECTRONIC SIGNATURES. This Agreement may be executed electronically, with digital signatures carrying the same legal effect as originals. It may also be signed in counterparts, each considered an original, which together shall constitute a single, binding document.

BILLING DETAILS

Please provide the best contact information for your agency's billing department or individual responsible for receiving and processing invoices:

Name: _____

Title: _____

Email: _____

Phone: _____

Address: _____

PAYMENT BY WIRE AND ACH

To pay by wire or ACH, please use the following details:

Bank name	**JPMorgan Chase Bank, N.A.**
Bank address	270 Park Avenue New York, NY 10017
Bank phone	800-935-9935
Bank routing & transit #	102001017

Bank name	JPMorgan Chase Bank, N.A.
For the credit of	Station Automation Inc. (dba PSTrax)
PSTrax address	5837 S. Gallup St., Suite 140 Littleton, CO 80120
PSTrax account #	2910107108
PSTrax account type	Checking

AUTHORIZED ACCEPTANCE

By signing below, CLIENT and PSTrax agree to the pricing, terms, and conditions of this Agreement. Each Party certifies that the individual signing on its behalf is duly authorized to execute this Agreement, binding their respective organization to its terms and obligations. Each organization is responsible for addressing any misrepresentation of authority by its signor.

Orange Beach Fire Department

Signature:

Name: _____

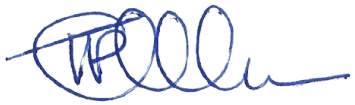
Title: _____

Email: _____

Phone: _____

Date: _____

Station Automation, Inc. (dba PSTrax)

Signature: 

Name: Tim Callahan

Title: CEO

Email: tim@pstrax.com

Phone: 888-330-6006

Date: 7/28/2026

DELIVERY OF EXECUTED AGREEMENT

If signed electronically with PandaDoc, a copy of the executed Agreement will be automatically emailed to both Parties. If printed and signed manually, please scan and email ALL PAGES of the signed Agreement to **michelle@pstrax.com** or **sales@pstrax.com**.

C I T Y O F O R A N G E B E A C H

To: Mayor and Council
From: Jeff Smith, Fire Chief
Date: August 11, 2026
Subject: **Resolution to approve PS Trax renewal and purchase**

ITEM DESCRIPTION:
Renewal of our medication tracking software and purchase of inventory supply tracking software.

BACKGROUND INFORMATION:
This request is to renew our PS Trax medication and narcotic tracking software. Tracking medications, specifically narcotic medications, is a DEA requirement. This request also includes the purchase of an inventory supply module within the program to assist personnel with tracking consumable supplies.

ACTION OPTIONS / RECOMMENDATION:
Approve the contract.

SOURCE OF FUNDING:
100-53250-250-000000 – Fire Department Professional Fees

BUDGETED:
Yes

ATTACHMENTS:
Quotes for the medication tracking renewal and the supply module. These must be approved separately but will be invoiced together.

DEPARTMENT:
Fire

STAFF CONTACT:
Jeff Smith

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution reappointing Sted McCollough to the Fire Code Board of Appeals. (JS/JJ)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Appoint Fire Code Board of Appeals McCollough

RESOLUTION NO. 26-xxx

A RESOLUTION REAPPOINTING STED MCCOLLOUGH TO THE FIRE CODE BOARD OF APPEALS

FINDINGS:

1. The term of Fire Code Board of Appeals Member Sted McCollough has expired or is about to expire.
2. Sted McCollough has served in his position faithfully and well.
3. The Fire Marshal has recommended that Sted McCollough be reappointed to their positions on the Fire Code Board of Appeals.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That Sted McCollough be and is hereby reappointed to serve on the Fire Code Board of Appeals for a four year term ending on August 7, 2030.
2. That it be reaffirmed that the following persons have been appointed to the Fire Code Board of Appeals for the City of Orange Beach for the terms set out below:

Area of Expertise	Name	Term Length	Term Expiration Date
General Contractor	Shawn Goe	4 Years	August 7, 2028
General Industry/Business Representative	Rusty Hart	4 Years	August 7, 2028
Fire Protection Engineering Professional	Vince McCoy	4 Years	August 7, 2029
Industrial Safety Professional	Chris Hicks	4 Years	August 7, 2029
Design Professional	Sted McCollough	4 Years	August 7, 2030

3. That this Resolution shall become effective upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution authorizing execution of a software service agreement with Ashtow Technology Group, LLC, dba CourtReserve, for Tennis Center facility and event management for the Parks and Recreation Department. (NA/KL)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Authorize Software Service Agreement Court Reserve Parks
2. 2026.07.27 Software Subscription Agreement Court Reserve Tennis
3. 2026.08.18 Agenda Memo - Parks Court Reserve Software Subscription

RESOLUTION NO. 26-xxx

A RESOLUTION AUTHORIZING EXECUTION OF A SOFTWARE SERVICE AGREEMENT WITH ASHTOW TECHNOLOGY GROUP, LLC (DBA COURT RESERVE) FOR TENNIS CENTER FACILITY AND EVENT MANAGEMENT FOR THE PARKS AND RECREATION DEPARTMENT

FINDINGS:

1. The Parks and Recreation Department has requested facility and event management software for the Orange Beach Tennis Center provided by Ashtow Technology Group, LLC, known as "CourtReserve".
2. After having reviewed the software service agreement (attached Exhibit A), the City Council has determined that the provisions are in the best interest of the City of Orange Beach, Alabama.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the Mayor is hereby authorized to execute the Software Service Agreement in substantially the form and of substantially the content now before the Council between the City of Orange Beach and Ashtow Technology Group, LLC, doing business as CourtReserve, as an act for and on behalf of the City of Orange Beach subject to final approval by the City Attorney; and
2. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

ORDER

Customer Name: City of Orange Beach
Customer Address: PO Box 458 / 4099 Orange Beach Blvd Orange Beach, AL 36561
Customer Email: nard@orangebeachal.gov
Contact Name: Nicole Ard

COURTRESERVE
Ashtow Technology Group, LLC
d/b/a CourtReserve
100 Island Cottage Way
St. Augustine, FL 32080

Order Details

Service Start Date: Jul 01, 2026
Service End Date: Jun 30, 2028
Subscription Plan Billing Frequency: Annual
Add-Ons/Usage Billing Frequency: Monthly

Pricing and Term Structure

Initial Term: 24 months
Plan Name: Launch
Number of Courts Included: See Special Terms
Subscription Plan Price: See Special Terms

Optional Add-ons for features not included in the Plan Name, if enabled, will be billed monthly. Each CourtReserve Plan includes up to 5,000 bulk emails and 500 SMS text messages per month. Usage in excess of these monthly allowances will be billed monthly at CourtReserve's then-current published rates, currently $5.00 per additional bundle of 1,000 emails and $5.00 per additional bundle of 500 SMS text messages. Email and SMS usage is calculated based on the number of recipients. For example, one email sent to 100 recipients counts as 100 emails.

General Terms

This Order includes, and is subject to, the following Appendices, which are incorporated by reference (the "Appendices"):

Appendix A: CourtReserve General Terms and Conditions of Use ("General Terms"), which is available for review here.

Appendix B: CourtReserve App Privacy Policy, which is available for review here, and CourtReserve's Website Privacy Policy, which is available for review here.

Appendix C: CourtReserve's Acceptable Use Policy, which is available for review here.

Appendix D: Special Terms, which are attached to this Order.

All capitalized terms shall have the meanings set forth in CourtReserve's General Terms unless otherwise defined in this Order. Sales Tax will be added to prices shown, where applicable.

The undersigned have read and agree to the terms and conditions stated in this Order and, as duly authorized representatives, execute this binding Order effective as of the last date of signature set forth below (the "Effective Date"). This Order and the Appendices constitute the entire and integrated agreement between the parties, and replace and supersede any and all prior oral or written agreements, representations and discussions relating to the CourtReserve Platform, Offerings and related services provided by CourtReserve. If there is an inconsistency or conflict between this Order and the terms set forth in any Appendices, the terms set forth in this Order shall control. If not fully executed by the duly authorized representatives of both parties, this Order and the terms offered herein expire on Jun 30, 2026.

[Signatures on Next Page]

Signatures

ACCEPTED AND AGREED TO BY:

City of Orange Beach	**CourtReserve:**
Name: Nicole Ard Title: Executive Director - Parks and Recreation Date:	Name: Heather Fox Title: VP of Sales Date:

Appendix D - Special Terms

Customer will receive the Launch Plan under an initial term of twenty-four (24) months, payable annually in advance, with pricing as follows:
Year 1: $1,500.00 USD (equivalent to $125.00/month) for up to eight (8) courts; and Year 2: $1,908.00 USD (equivalent to $159.00/month) for up to twelve (12) courts.
This pricing reflects an approximate 20.7% blended discount from the standard Launch Plan list pricing over the initial two-year term. This offer is valid only if the Agreement is executed on or before June 30, 2026. If executed by that date, the subscription pricing shall become effective on the Customer's next billing cycle beginning July 16, 2026.

C I T Y O F O R A N G E B E A C H

To: Mayor and Council
From: Nicole Ard, Director of Parks and Recreation
Date: July 27, 2026
Subject: **Resolution Authorizing the Execution of a Subscription Agreement with CourtReserve**

ITEM DESCRIPTION:
Resolution authorizing the execution of a subscription agreement with CourtReserve for tennis facility management software.

BACKGROUND INFORMATION:
CourtReserve is the software platform used by the Orange Beach Tennis Center to manage resident court reservations, program and event registrations, and other tennis-specific operations. The software is widely used by tennis facilities and has proven to be an effective tool for both staff and patrons.

CourtReserve has transitioned from a monthly subscription model to annual subscription agreements. This resolution authorizes the City to continue utilizing the service under the new agreement structure. The agreement provides for annual billing while maintaining the same essential service currently in use.

ACTION OPTIONS / RECOMMENDATION:
Approve the resolution authorizing the execution of the CourtReserve subscription agreement.

SOURCE OF FUNDING:
Parks and Recreation - Tennis & Pickleball Division Operating Budget

BUDGETED:
Yes. Funding is included in the approved operating budget. There are no additional budget implications; the subscription will be paid annually rather than through monthly payments.

ATTACHMENTS:
CourtReserve Subscription Agreement

DEPARTMENT:
Parks and Recreation - Tennis & Pickleball Division

STAFF CONTACT:
Kevin Lapointe & Nicole Ard

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution authorizing the purchase of a video surveillance system for the Fire Training Center through State Bid from Vision Security Technologies Inc. in the amount of $47,409.67. (JS)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Authorize Purchase Video Surveillance System Fire Training Center State Bid
2. 2026.08.18 Agenda Memo - Fire Training Center Security Cameras
3. 2026.08.07 Quote - Fire - Vision Security Technologies Fire Training Center

RESOLUTION NO. 26-xxx

A RESOLUTION AUTHORIZING THE PURCHASE OF A VIDEO SURVEILLANCE SYSTEM FOR THE FIRE TRAINING CENTER THROUGH STATE BID FROM VISION SECURITY TECHNOLOGIES INC. IN THE AMOUNT OF $47,409.67

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the City Council for the City of Orange Beach, Alabama, hereby authorizes the purchase of a Video Surveillance System at the Fire Training Center for the Fire Department from Vision Security Technologies Inc. through Alabama State Bid in an amount not to exceed $47,409.67;
2. That the Mayor is hereby authorized to approve payment to Vision Security Technologies Inc. in the amount of $47,409.67 for a Video Surveillance System, per Proposal No. 15438-4-0 dated August 7, 2026;
3. That the equipment as described in this Resolution is to be used only for official business of the City of Orange Beach; and
4. That this Resolution shall become effective upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

C I T Y O F O R A N G E B E A C H

To: Mayor and Council
From: Jeff Smith, Fire Chief
Date: August 7, 2026
Subject: **Resolution to approve Camera and Access Control for Training Building**

ITEM DESCRIPTION:
Quote from Vision Security Technologies to install access control and camera systems in the new Training/Surf Rescue Facility.

BACKGROUND INFORMATION:
This request is to purchase and install an access control and camera system in the new facility. The quoted system is in line with other systems installed throughout city facilities. Camera system includes devices on the exterior of the building and in the training room.

ACTION OPTIONS / RECOMMENDATION:
Approve the contract.

SOURCE OF FUNDING:
100-60000-250-C25601 – Fire Department Capital Construction

BUDGETED:
Yes

ATTACHMENTS:
Vision Security Quote

DEPARTMENT:
Fire

STAFF CONTACT:
Jeff Smith

COB Fire Training Facility V2

Prepared for:
City of Orange Beach
4099 Orange Beach Blvd.
Orange Beach , AL 36561

Prepared by:
Kevin Daly
Account Manager
kevin.daly@visionsoutheast.com
Cell: 217-620-5028

Proposal Issued:
8/7/2026

Proposal Valid To:
9/6/2026

PROJECT DESCRIPTION

Name: City of Orange Beach

Site: OBFD Station #1
4099 Orange Beach Blvd.
Orange Beach , AL 36561

Billing: Public Library
26267 Canal Rd.
Orange Beach, AL 36561

Contact
Ford Handley
P:
C: (251) 284-5010
E: fhandley@orangebeachal.gov

We appreciate your time and this opportunity. The following information summarizes your current estimate and is a scope of work as we understand your needs. We have abbreviated a few items in an effort to streamline this document. Within the scope “VST” is Vision Security Technologies, “customer” designates the customer and “others” would be vendors working directly for you. Specific devices and part numbers can be found on the actual estimate. Please review this information and let us know if you have any questions.

Vision Security Technologies (VST) to provide and install a new Avigilon video surveillance and access control system for the City of Orange Beach fire station training facility to consist of the following:

Camera and access control locations are depicted on the attached drawings.

Video Surveillance

VST to provide and install one (1) 8-port 8TB standard NVR.

VST to provide and install one (1) rack mount surge protector.

VST to provide and install two (2) 24mp Multi-sensor cameras.

VST to provide and install two (2) 95W PoE injectors.

VST to provide and install three (3) 2mp dome cameras.

VST to provide and install two (2) 2mp bullet cameras in the engine bay.

VST to provide and install seven (7) Unity 8 Enterprise class camera licenses.

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

VST to provide and install one (1) 4U wall mount rack.

VST to provide and install one (1) router for connectivity back to the Orange Beach Police Department and City Hall. VST to install router in customer provided rack.

VST to provide and install one (1) battery back up.

VST to use existing cabling and to assume it is in good working condition.

Customer or others to provide all conduit, junction boxes, and pull strings for all camera locations.

Access Control

VST to provide and install six (6) readers, one (1) key pad reader, and seven (7) REX motion devices.

VST to install seven customer provided electrified strikes.

VST to provide twenty-five (25) access control cards.

VST to provide twenty-five (25) mobile credentials.

VST to provide seven (7) reader licenses.

VST to connect access control doors to the existing Avigilon access control server located at City Hall.

Other

Customer or other is responsible for adding card holders and programming access control rights and schedules.

This project is being quoted as tax exempt. Materials will be purchased using a Certificate of Exemption per Act 2013-205 and Alabama Department Rule 810-6-3-77. The tax exempt entity will be required to file application, Form St: EXC-01.

**Material pricing is quoted under Alabama State Contract #MA0000003231

Unless specifically outlined above, the customer or others is responsible for all: A.C. power, network connectivity, All conduit pathways, J-boxes within 36” of camera locations, all wiring and wiring paths that require masonry or structural penetrations, lifts or specialized training for this project.

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

Thank you for allowing Vision Security Technologies this opportunity. We look forward to working with you.

SCOPE DETAILS

- All work proposed shall be performed during normal business hours Monday through Friday 8:00AM -5:00PM
- Customer or others to provide static IP addresses for proposed equipment.
- Customer or others will provide POE network switches for proposed equipment.
- 120 VAC power outlets and hardware connections are excluded from this project and are the responsibility of others.
- Proper door alignment and mechanical operation is the responsibility of the customer or others. VST assumes all doors function properly.
- Unless otherwise specified in the scope of work, customer will provide client PCs meeting minimum system requirements for application.
- VST will utilize customer's existing racks for headend equipment.

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

Proposal Number: 15438-4-0
City of Orange Beach
Date: August 7, 2026

BILL OF MATERIALS

Name: City of Orange Beach
Site: OBFD Station #1
4099 Orange Beach Blvd.
Orange Beach , AL 36561

Billing: Public Library
26267 Canal Rd.
Orange Beach, AL 36561

Contact
Ford Handley
P:
C: (251) 284-5010
E: fhandley@orangebeachal.gov

CCTV			$22,993.62
QTY	Description	Unit Price	Ext.Price
6	Unity Enterprise camera channel	$299.78	$1,798.68
3	2MP H6SL Outdoor IR Dome Camera with 3.4-10.5mm Le	$718.86	$2,156.58
1	CAM; H6F; Outdoor; 12MP; 360; WDR/LL; IR	$1,561.33	$1,561.33
2	H5A Multisensor 24MP Camera Module 3.3-5.7mm	$2,636.35	$5,272.70
2	Optional IR illuminator ring, up to 100ft, H4AMH	$387.25	$774.50
2	Outdoor pendant mount adapter	$198.17	$396.34
2	Dome bubble and cover; for outdoor surface mount o	$198.17	$396.34
2	Wall Mount for large pendant camera	$120.66	$241.32
2	Corner Mount for large pendant wall mount WLMT-100	$144.20	$288.40
2	Gigabit 802.3bt 60 W PoE Injector	$176.02	$352.04
1	APC UPS tower 750VA/500W, 120V, 8-outlet, RS-242 &	$826.65	$826.65
1	8Channel Wall Mount POE Ethernet Protector, 1U, S	$368.47	$368.47
1	1U 12 Port Blank Panel	$11.65	$11.65
14	RJ45 UTP Shielded Keystone jack	$11.97	$167.58
6	VS 3FT YLW SNAGLESS C6 CM Booted	$3.67	$22.02
1	Video Appliance 8-port 8TB ACC licenses sold seper	$2,739.78	$2,739.78

Supplies & Materials:

QTY	Description	Ext.Price
6	Hardware	$129.24

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

Proposal Number: 15438-4-0
City of Orange Beach
Date: August 7, 2026

Access			$24,416.05
QTY	Description	Unit Price	Ext.Price
1	MERCURY MP1502 INTELLIGENT CONTROLLER 2 DOORS	$1,607.26	$1,607.26
3	Series 3B Two-Reader Interface Module (Mercury Par	$834.30	$2,502.90
1	Reader, w/Keypad, Signo 40K, Single Gang, Standard	$480.52	$480.52
6	Reader, Signo 40, Single Gang, Standard Profile, P	$337.27	$2,023.62
7	HES Strike complete Latchbolt monitor, Satin SS	$725.24	$5,076.68
7	2005M3:SMART-PAC 3	$99.69	$697.83
7	Request to Exit - Light Grey, Needs backplate DS-T	$116.39	$814.73
1	Bosch RTE Back Plates Grey	$3.32	$3.32
1	Eight Door Mercury Dual Voltage Integrated Power S	$1,036.50	$1,036.50
3	use IM1272-f1 12V Lead Dura 12-7F	$40.79	$122.37
2	3 Conductor Line Cord	$9.80	$19.60
25	HID Mobile ID's New Subscription	$5.05	$126.25
25	COMPOSITE ICLASS SEOS CONTACTLESS SMART	$5.21	$130.25

Supplies & Materials:

QTY	Description	Ext.Price
7	Hardware	$269.22

Total Equipment	**$32,016.21**
Total Labor	**$14,995.00**
Total Supplies & Materials	**$398.46**
Total Purchase Price	**$47,409.67**

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

Vision Security Technologies		City of Orange Beach	
Name:		Name:	
Title:		Title:	
Date:		Date:	

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

TERMS & CONDITIONS

For the purposes of this Agreement, “VST” means Vision Security Technologies Inc. and/or all other entities under common control or common ownership with VST.

1. **Acceptance**. VST’s Invoice, Quotation, Confirmation, Proposal or Service Agreement contains the complete agreement between VST and Customer, and VST expressly limits its acceptance to the terms stated herein. Additional or different terms in Customer's purchase order, confirmation, other writings, or from prior negotiations (hereinafter “Other terms”), shall not be binding on VST and are hereby superseded by the terms delineated herein. Further, any quotations, proposals, confirmations or service agreements not executed or otherwise agreed upon expire after Thirty (30) days subsequent to the date stated therein. Additionally, the Acceptance by Customer of VST’s Invoice, Quotation, Confirmation, Proposal or Service Agreement referenced herein has been executed by such person who has full power and authority to execute and deliver this Agreement by Customer and to obligate Customer accordingly .

2. **Force Majeure**. If the performance of the Agreement, or of any obligation hereunder is prevented, restricted or interfered with by reason of fire, breakdown of plant, labor disputes, embargoes, government ordinances or requirements, civil or military authorities, acts of God or the public enemy, acts or omissions of carriers, or other causes beyond the reasonable control of the party whose performance is affected, then the party affected, upon giving prompt notice to the other party, shall be excused from such performance on a day-for-day basis to the extent of such prevention, restriction, or interference (and the other party shall likewise be excused from performance of its obligations on the day -for-day basis to the extent such party's obligations relate to the performance so prevented, restricted or interfered with); provided that the party so affected shall use its best efforts to avoid or remove such causes .

3. **Limitation of Liability**. In no event will VST be liable for consequential damages, including lost profits, loss of investment, or other incidental damages incurred from Customer's investment based on the Scope of Work to be performed by VST under this Agreement. VST's total liability for work performed shall never exceed the amount paid by the Customer for services performed under this Agreement.

4. **WARRANTIES**. VST WARRANTS THAT THE PRODUCTS COVERED HEREBY CONFORM TO THE DESCRIPTION AND SPECIFICA-TIONS, IF ANY. THE USE OF THE PRODUCTS BY CUSTOMER CONSTITUTES CUSTOMER’S ACCEPTANCE OF CONFORMITY. VST WARRANTS THE WORKMANSHIP OF ITS INSTALLATION FOR A PERIOD OF ONE (1) YEAR FOLLOWING INSTALLATION. SHOULD CUSTOMER OR ANY OTHER PERSON OR ENTITY WORK ON, ADJUST OR OTHERWISE TOUCH THE PRODUCT WARRANTED BY VST, VST’S ONE-YEAR WARRANTY DELIINEATED HEREIN IS HEREBY VOIDED AND OTHERWISE UNENFORCEABLE. CUSTOMER SHOULD CONSULT THE MANUFACTURER OF ANY PRODUCT TO DETERMINE WHAT, IF ANY, WARRANTIES IT PROVIDES. ALL OTHER WARRANTIES ARE EXCLUDED, WHETHER EXPRESS OR IMPLIED, BY OPERATION OF LAW OR OTHERWISE, INCLUDING ALL IMPLIED WARRANTIES OF MERCHANTABILITY OR FITNESS. VST’S LIABILITY FOR BREACH OF WARRANTY, NEGLIGENCE, OR OTHERWISE, IS EXPRESSLY

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

LIMITED AT THE OPTION OF VST: (A) TO THE REPLACEMENT AT THE AGREED POINT OF DELIVERY OF ANY PRODUCTS OR SERVICES FOUND TO BE DEFECTIVE OR NOT TO CONFORM TO THE SPECIFICATIONS SET FORTH HEREIN (UPON DELIVERY OF THE PRODUCT BY CUSTOMER TO VST), (B) TO THE REPAIR OF SUCH PRODUCTS OR SERVICES (UPON DELIVERY OF THE PRODUCT BY CUSTOMER TO VST); OR (C) TO THE REFUND OR CREDITING TO CUSTOMER OF THE PRICE OF SUCH PRODUCTS OR SERVICES.

5. **Delivery Terms**. Delivery dates are approximate and are based upon prompt receipt of all necessary information from Customer. Unless otherwise specified by VST, delivery will be made and title will pass to Customer upon Customer's acceptance of conformity. Further, Customer is responsible for any job-site preparation or any other requirement needed in order for VST to meet its obligations as set forth herein.

6. **Unforeseen Conditions or Change Orders**. Should concealed conditions encountered in the performance of VST's work in a structure be a variance with the conditions indicated by the contract documents or should unknown conditions of an unusual nature differing materially from those ordinarily encountered in the area and generally recognized as inherent in the work of the character provided for in the contract documents be encountered, the compensation to be paid to VST for the work shall be adjusted by a Change Order. If VST encounters unforeseen conditions or circumstances during installation and/or maintenance at Customer's site that materially increase the cost or complexity of the work VST agreed to perform, Customer agrees to compensate VST for the extra materials and labor required by the unforeseen conditions or circumstances and for any additional costs, expenses or fees that VST incurs due to these circumstances . Further, if Customer materially changes any of the conditions or demands required of VST, then Customer hereby agrees to compensate VST for the extra materials and labor required and for any additional costs, expenses or fees that VST incurs due to these changes.

7. **Dispute Resolution**. Customer and VST agree that any and all disputes arising out of, or relating to, Customer's purchase of VST's products, attempted purchase of VST products, purchase of VST's service and /or installation of any product, use of VST's products, and/or any warranty(ies) alleged to cover VST's products, shall be resolved by binding arbitration in Birmingham, Alabama to the exclusion of all other locations. Further, Customer and VST herby state and agree that any relationship between them and any transactions related to this or any other agreement to which they are a party specifically and without revocation are involved and touch upon interstate commerce. This provision shall apply to any and all claims whatsoever, whether they sound in contract, tort, or otherwise, with the sole exception being claims asserted by VST for non-payment, and without regard to whether they are based on conduct occurring before Customer's purchase of VST's products, or execution of a Service Agreement. The arbitration shall be governed by the rules and procedures promulgated by the American Arbitration Association that are in effect at the time of the dispute. The arbitrator shall have full authority to award costs, including reasonable attorney's fees, to the prevailing party.

8. **Waiver of Trial by Jury**. In the event that the Arbitration Agreement contained in these Standard Terms and Conditions is declared to be unenforceable by a court of law for any reason, Customer and VST, and their successors and assigns, do hereby waive their right to a trial by jury of any claim, counterclaim, cross-claim, or third-party claim, including any and all claims for injury or damage, brought by either party against the other that arises out of, or is related to, this Agreement, Customer's relationship with VST, Customer's purchase of VST's products, Customer's attempted

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

purchase of VST's products, the use of VST's products, the servicing and/or installation of VST's products, and/or any warranty(ies) alleged to cover VST's products. VST and Customer make this waiver to avoid the additional time and expense jury trials require.

9. **Acknowledgment.** Customer acknowledges that VST shall not be responsible for any damages, claims, or injuries arising from Customer's improper use of VST's work delivered, services, Customer's failure to properly maintain VST's products, Customer's modification or alteration of VST's products, or Customer's negligence. Customer agrees to indemnify VST and hold it harmless from any and all claims, injuries, or damages arising from Customer's improper use or maintenance of VST's products, Customer's modification or alteration of VST's products, or Customer's negligence . Further, Customer acknowledges that VST, when rendering its work and services, relies upon quotes, part numbers, part information and other information provided to it by third parties. Accordingly, VST will use reasonable skill and care in performing its services but cannot guarantee that, all information it relied upon is accurate, complete or correct, and shall not be held responsible for any errors including manifest and typographical errors.

10. **Payment.** Terms of payment shall be the following: 50% of the total amount due shall be paid upon acceptance of the Proposal as a deposit. The remaining 50% shall be paid in "progress billings" as determined and calculated by VST at its sole discretion and billed every 30 days after work begins with payment due within ten (10) days after each bill. Any Change Order, extra charge or extra expense shall be added immediately to the next progress billing and shall be due within ten (10) days after that bill date. Further, should the costs of any part or supply change after acceptance of the Proposal by Customer, Customer hereby agrees that VST shall be entitled to receive and Customer agrees to pay any additional cost incurred by VST in procuring said part or supply in addition to the amounts set forth in the Proposal . Additionally, VST at its discretion shall be entitled to receive and Customer agrees to pay a fuel surcharge to pay any additional cost incurred by VST in the performance of its obligations caused by an increase in VST's fuel costs. Should the financial condition or responsibility of Customer at any time become unsatisfactory to VST, VST shall have the right, at its discretion, to require payment in advance for any shipment hereunder or satisfactory security thereof. If Customer fails to make payment in accordance with the terms of these Standard Terms and Conditions, or fails to comply with any provision hereof, VST may, at its discretion, in addition to any other remedies, cancel any agreement. Customer shall remain liable for all unpaid amounts. In the event Customer fails to make payment in accordance with the terms of Standard Terms and Conditions, the account shall be deemed delinquent and a late charge of one and one -half percent (1½%) per month will be added to the unpaid balance. Customer agrees to pay all collection costs and expenses , including reasonable attorneys' fees that VST incurs in collecting, or attempting to collect, said amount. Further, if Customer, in VST's sole discretion, remains in default greater than thirty (30) days of any sum due under this Agreement, or if Customer destroys or otherwise damages any installed equipment or product under this Agreement, VST may repossess the equipment or property by legal process or self help without the use of force. Nothing in this Agreement shall authorize a violation of criminal law or other applicable statute. In the event of default, VST may take possession of the equipment or property wherever found, including any governmental property or facility. In order to reinstate the Agreement after repossession occurs, Customer must pay: All past due charges, the reasonable cost of pick -up and delivery and a reinstatement fee of $1000.00. THE CUSTOMER SPECIFICALLY ACKNOWLEDGES AND AGREES THAT JURISDICTION AND VENUE FOR ANY ACTIONS BROUGHT BY EITHER PARTY SHALL BE

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

EXCLUSIVELY IN SHELBY COUNTY, ALABAMA, and that Customer hereby submits itself to the Jurisdiction of Shelby County, Alabama, and hereby waives any jurisdictional objection thereto.

11. **Delay.** VST shall not be liable for any failure or delay in manufacture, shipment, delivery of products, or performance of service/maintenance resulting from any cause beyond VST's control, including, but not limited to, provisions of law or governmental regulations, accident, explosion, fire, windstorm, flood or other casualty, strike, lockout, or other labor difficulty, riot, war, insurrection, shortage of, or inability to secure, labor, raw materials, production or transportation facilities.

12. **Assignment**. Customer may not assign this agreement without prior written consent of VST.

13. **Waiver**. Waiver of any breach of this contract shall not be construed as a waiver of any other breach .

14. **Governing Law**. The parties agree that the interpretation and validity of these Standard Terms and Conditions shall be governed by Alabama law.

15. **Modification.** There are no terms, conditions, under-standings, or agreements between Customer and VST other than those stated herein, and all prior proposals and negotiations are merged herein. NO TERMS AND CONDITIONS IN ANY WAY ALTERING OR MODIFYING THE PROVISIONS HEREIN SHALL BE BINDING UPON VST UNLESS IN WRITING AND SIGNED BY AN AUTHORIZED REPRESENTATIVE OF VST. NO MODIFICATION OR ALTERATION OF THE PROVISIONS HEREIN SHALL RESULT FROM VST'S PERFORMANCE FOLLOWING RECEIPT OF CUSTOMER'S PURCHASE ORDER, SHIPPING ORDER, OR OTHER FORMS CONTAINING PROVISIONS, TERMS, AND CONDITIONS IN ADDITION TO, IN CONFLICT WITH, OR INCONSISTENT WITH, THE PROVISIONS HEREIN.

16. **Termination by Customer.** The Customer may terminate this Agreement for cause. Such termination may be made only after first giving VST written notice giving VST at least twenty (20) days to cure any default or breach of the contract by VST. If VST fails to cure said default or breach within this twenty (20) day notice, the Customer may then give ten (10) days written notice prior to the effective date of termination of this Agreement. Such notice shall be deemed given if delivered or mailed to the last known address of VST. From and after the effective date specified in such termination notice this Agreement shall be terminated. In the event of such termination, the Customer shall immediately pay VST compensation for services performed hereunder as calculated and delivered by VST to Customer. Such compensation shall be paid within five (5) business days of delivery of said amount by VST to Customer. After this five (5) day period, any amount due shall be subject to late fees and interest in the amount of 1.5% per month.

17. **Termination by VST.** VST may terminate this Agreement for cause. Such termination may be made only after first giving Customer written notice giving Customer at least twenty (20) days to cure any default or breach of the contract by Customer. If Customer fails to cure said default or breach within this twenty (20) day notice, the VST may then give ten (10) days written notice prior to the effective date of termination of this Agreement. Such notice shall be deemed given if delivered or mailed to the last known address of Customer. From and after the effective date specified in such termination notice this Agreement shall be terminated. In the event of such termination, Customer shall immediately pay

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

VST compensation for services performed hereunder as calculated and delivered by VST to Customer. Such compensation shall be paid within five (5) business days of delivery of said amount by VST to Customer. After this five (5) day period, any amount due shall be subject to late fees and interest in the amount of 1.5% per month.

In the event Customer cures any default or breach as delineated in this paragraph, then Customer shall be responsible for any fees, fines, costs, expenses or other monetary damages resulting from Customer's default or breach as determined by VST.

Vision Security Technologies is a proud member of the Alabama Electronic Security Board of Licensure, license #591. If there are unresolved issues, you may contact AESBL at 334-264-9388 or 7956 Vaughn Road, PMB 392, Montgomery, AL 36116.

Intials:_____

The information enclosed in this proposal is intended for the use of the individual to which it is addressed, and may contain information that is privileged, confidential, and exempt from disclosure under applicable law. All information included is considered proprietary and is the intellectual property of Vision Security Technologies. As the reader or agent responsible for delivering the message to the intended recipient, you are hereby notified that any dissemination, distribution, Or Copy of this communication, information contained within, or its attachments, is strictly prohibited

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: Coastal Resources

Description of Topic: Resolution authorizing execution of an implementation agreement with the Alabama Department of Conservation and Natural Resources for the Sea Turtle Stranding & Salvage Network & Enhanced Rehabilitation Restoration Project. (NW)

Background/Description: Resolution authorizing the execution of an implementation agreement with the Alabama Department of Conservation and Natural Resources for the Sea Turtle Stranding & Salvage Network & Enhanced Rehabilitation Restoration Project. The agreement is for two years and funding is $500,000.

Action Options/Recommendation: Approve the agreement.

Source of Funding (if applicable): *Deepwater Horizon* Natural Resource Damage Assessment settlement funds, administered through the ADCNR will fund the project for two years in the amount of $500,000.

ATTACHMENTS:

1. 09-01-26 26-xxx Authorize Implementation Agreement ADCNR Sea Turtle Rehabilitation Project
2. Implementation Agreement - STSSN - CAST Triage DRAFT
3. Memo

RESOLUTION NO. 26-xxx

A RESOLUTION AUTHORIZING EXECUTION OF AN IMPLEMENTATION AGREEMENT WITH THE ALABAMA DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES (ADCNR) FOR THE SEA TURTLE STRANDING AND SALVAGE NETWORK AND ENHANCED REHABILITATION RESTORATION PROJECT

FINDINGS:

1. The purpose of this agreement is to implement the Alabama Component of the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation restoration project (the "Project") as described in the Regionwide Trustee Implementation Group Final Restoration Plan/Environmental Assessment 1: Birds, Marine Mammals, Oysters, and Sea Turtles ("RP/EA 1") and approved by the Regionwide Trustee Implementation Group on September 15, 2021, and publicly released September 27, 2021.
2. The Alabama Department of Conservation and Natural Resources ("ADCNR") desires the City of Orange Beach to provide rehabilitation needs and operations support for the newly established Orange Beach Triage Center, including sea turtle transport.
3. The City has agreed to provide such labor, services, and materials to accomplish the goals of said restoration project.
4. After having reviewed the agreement (attached Exhibit A), the City Council has determined that the provisions are in the best interest of the City of Orange Beach, Alabama.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the Council authorized the Mayor and City Clerk to execute and attest, respectively, the implementation agreement between the City of Orange Beach and the Alabama Department of Conservation and Natural Resources as an act for and behalf of the City of Orange Beach, subject to final approval by the City Attorney; and
2. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

STATE OF ALABAMA

PROJECT ID: _____

MONTGOMERY COUNTY

IMPLEMENTATION AGREEMENT
Sea Turtle Stranding
and Salvage Network and Enhanced Rehabilitation Project

This Agreement is made and entered into this _____ day of _____, 2026, by and between the Alabama Department of Conservation and Natural Resources ("ADCNR") and the **City of Orange Beach, Alabama** ("Recipient").

WITNESSETH:

WHEREAS, ADCNR desires Recipient to provide certain labor, services, and materials required to implement the **Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation** *Deepwater Horizon* natural resource damage assessment restoration project as hereinafter described; and

WHEREAS, Recipient has agreed to provide such labor, services, and materials to accomplish the goals of said restoration project;

NOW THEREFORE, in consideration of the mutual covenants herein contained, the parties hereto agree as follows:

Recipient hereby agrees to proceed, after proper notice and receipt of written authorization by ADCNR, with all services necessary to the performance, in proper sequence and in the time specified, of the items of work for the project as hereinafter set forth.

1. PROJECT PURPOSE AND IDENTITY: The purpose of this Agreement is to implement the **Alabama Component of the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation** restoration project (the "Project") as described in the Regionwide Trustee Implementation Group Final Restoration Plan/Environmental Assessment 1: Birds, Marine Mammals, Oysters, and Sea Turtles ("RP/EA 1") and approved by the Regionwide Trustee Implementation Group on September 15, 2021 and publicly released September 27, 2021. This Project will be identified with the Project ID number assigned as set forth above. All invoices and other correspondence submitted to ADCNR in connection with this Agreement shall be identified by this Project ID number.

2. TERM: The term for the fulfillment of services to be performed pursuant to this Agreement shall begin as of the date first entered above and end when the Recipient submits a final monitoring report and letter of completion to ADCNR allowing ADCNR to close out the project in accordance with Section 9.5.1.6 of the Trustee Council SOP unless extended in writing by mutual agreement between ADCNR and Recipient.

This Instrument prepared by General Counsel
Department of Conservation and Natural Resources
64 North Union Street
Montgomery, Alabama 36130-1901

3. SCOPE OF SERVICES: Recipient shall provide, in accordance with all applicable laws, executive orders, codes, regulations, etc., including the Trustee Council Standard Operating Procedures for Implementation of Natural Resource Restoration for the *Deepwater Horizon* Oil Spill ("Trustee Council SOPs") (https://www.gulfspillrestoration.noaa.gov/media/document/2021-08-02-final-revised-sop-clean-copy-30pdf), all the necessary labor, materials, services and facilities to perform the work and fulfill all requirements, including, but not limited to, reporting requirements as set forth in **Attachment A – Work Plan** attached hereto and made a part hereof.

4. PROJECT CONTACTS: All requests and notices required pursuant to this Agreement and **Attachment A – Work Plan** are to be made or given to the following Project contacts via e-mail unless otherwise specified:

Recipient Project Contact

Nicole Woerner
Deputy Director | Coastal Resources
City of Orange Beach
P. O. Box 458
4697 Walker Avenue
Orange Beach, AL 36561
Email: nwoerner@orangebeachal.gov

With a copy sent to:

City of Orange Beach
Attn: Tony Kennon, Mayor
P. O. Box 458
4099 Orange Beach Blvd.
Orange Beach, AL 36561
Email: tkennon@orangebeachal.gov

ADCNR Project Contact

Amy Hunter
Deepwater Horizon Restoration Coordinator
Alabama Department of Conservation and Natural Resources
31115 Five Rivers Blvd.
Spanish Fort, AL 36527
Phone: (251) 621-1216
Email: amy.hunter@dcnr.alabama.gov

and:

Jaime Miller
Coastal Restoration Specialist
31115 Five Rivers Blvd.
Spanish Fort, AL 36527 Phone:
(251) 621-1216
Email: jaime.miller@dcnr.alabama.gov

with a copy sent to:

Jane Calamusa
Rosen Harwood, P.A.
2200 Jack Warner Parkway, Suite 200
Tuscaloosa, AL 35401
Phone: (205) 344-5000
Email: jcalamusa@rosenharwood.com

5. FUNDING AVAILABILITY: The commencement and continuation of this Agreement is contingent on the availability of natural resource damage settlement funding designated for this specific Project. All requests for disbursements, with supporting documentation detailing the allowable costs, shall be submitted to the ADCNR project contact listed above.

6. PAYMENT DISBURSEMENTS: Should Recipient receive any advance funds, Recipient agrees to immediately deposit and hold all funds received from ADCNR in a segregated, interest bearing account or accounts approved by ADCNR until such time as Recipient uses the funds for the purposes of this Agreement. All funds disbursed to Recipient pursuant to this Agreement, as well as any interest earned, are to be used in strict accordance with the terms and conditions of this Agreement. Recipient agrees to return, refund, or repay to ADCNR any sum, including interest earned, that ADCNR determines represents an overpayment or represents funds not used in compliance with the terms of this Agreement. ADCNR will make this determination based on the financial balance reporting requirements outlined in Attachment A. Within 30 days after ADCNR requests in writing the return of an identified sum, Recipient shall return, refund, or repay the identified sum. Within 30 days of the expiration or termination of this Agreement, any portion of the funds not expended or obligated in accordance with this Agreement shall be returned to ADCNR by Recipient, together with any interest earned since the date of receipt of funds.

7. ALLOWABLE COSTS: Costs allowed under this Agreement shall be determined in accordance with the RPII/EA, the Trustee Council SOPs, and any applicable state and federal laws.

8. DELIVERABLES: Recipient shall provide to ADCNR the items specified in **Attachment A - Work Plan (Reporting Requirements/Deliverables)** as products of the services rendered under this Agreement.

9. OWNERSHIP OF DOCUMENTS: Upon completion or termination of this Agreement, all data collected by Recipient and all documents, notes, drawings, tracings and files collected or prepared specifically in connection with this work, except Recipient's personnel and administrative files, shall become and be the property of the Alabama TIG and will be handled in accordance with the SOPs, and the Alabama TIG shall not be restricted in any way whatsoever in its use of such material. No other person shall have a property interest therein. In addition, at any time during the Agreement period, ADCNR shall have the right to require Recipient to furnish copies of any or all data and all documents, notes and files collected or prepared by Recipient specifically in connection with this Agreement within five (5) days of receipt of written notice issued by ADCNR.

10. INDEMNIFICATION: To the extent allowed by law, Recipient agrees to protect, defend, indemnify, save and hold harmless the Alabama TIG Trustee Agencies, the State of Alabama, all State Agencies, all State Boards and Commissions, and the officers, agents, servants and employees, including volunteers, of each from and against any and all claims, demands, expense and liability arising out of injury or death to any person or the damage, loss or destruction of any property which may occur or in any way grow out of any act or omission of Recipient, its agents, servants, and employees, or any and all costs, expense and/or attorney fees incurred by Recipient as a result of any claims, demands, and/or causes of action except of those claims, demands, and/or causes of action arising out of the negligence of the Alabama TIG Trustee Agencies, the State of Alabama, all State Agencies, all State Boards, Commissions, or their agents, representatives, and/or employees. Recipient agrees to investigate, handle, respond to, provide defense for and defend any such claims, demand, or suit at its sole expense and agrees to bear all other costs and expenses related thereto, even if the claims are groundless, false or fraudulent.

    a. Further, to the extent allowed by law, Recipient agrees to protect, defend, indemnify, save and hold harmless the Alabama TIG Trustee Agencies, the State of Alabama, all State Agencies, all State Boards and Commissions, and the officers, agents, servants and employees, including volunteers, of each from and against any and all claims, demands, expense and liability, which any of the above parties may suffer as a result of entering into this Agreement, including, but not limited to, any such claims, demands, expense and liability arising out of or related to the receipt and/or use by Recipient of any funds received under this Agreement.

    b. The provisions of this paragraph 10, shall survive the closing and disbursement of funds to Recipient, and shall remain a continuing obligation of Recipient, to the extent allowed by law.

11. ASSIGNABILITY/AMENDMENTS: Recipient shall not assign any interest in this Agreement, and shall not transfer any interest in the same (whether by assignment or novation), without the prior written consent of ADCNR thereto.

    ADCNR may from time to time, request amendments to various provisions of this

Agreement including **Attachment A – Work Plan**. Such amendments, which are mutually agreed on between ADCNR and Recipient, must be incorporated as written amendments to this Agreement and approved by all signatory/authorities prior to implementation.

12. SUCCESSORS AND ASSIGNS: This Agreement shall be binding upon the successors and assigns of the respective parties hereto.

13. CLAIMS FOR LIENS: To the extent allowed by law, Recipient shall be solely liable for and shall hold the Alabama TIG Trustees, including ADCNR, harmless from any and all claims or liens for labor, services or material furnished to Recipient in connection with the performance of its obligations under this contract.

14. COMPLIANCE WITH LAWS: The Recipient shall comply with all applicable laws, ordinances, and codes of the federal, state and local governments, including the Trustee Council SOPs and any required terms, conditions, and/or Best Management Practices (BMPs) in the performance of this Agreement. Recipient shall procure and comply with all applicable federal, state and local permits and pay all said fees. Recipient shall also comply with the terms and conditions as listed in **Attachment A – Work Plan**.

15. COST RECORDS: The State, through internal ADCNR auditors or Alabama Examiners of Public Accounts, or any of their duly authorized representatives shall be entitled to audit the books, documents, papers and records of the Recipient and any subcontractors which are reasonably related to this Agreement. Recipient agrees to assist with any such audit as requested by ADCNR.

    a. Recipient and its subcontractors shall maintain all books, documents, papers, accounting records and other evidence pertaining to costs incurred in compliance with the ADCNR Records Disposition Authority[1] and Trustee Council SOPs, as applicable, and shall make such materials available at their respective offices at all reasonable times during the contract period and at a minimum of six years from date of completion of the Project (excluding the time for any post- construction monitoring), for inspection by any of the above entities, and copies thereof shall be furnished if requested.

    b. Pursuant to Act 94-414, Recipient must forward a copy of every audit report issued in connection with funding provided under this Agreement where public funds are received and/or disbursed to: Department of Examiners of Public Accounts, P. O. Box 302251, Montgomery, Alabama 36130-2251, ATTN: Audit Report Repository. Recipient shall also simultaneously therewith forward a copy of same to ADCNR.

16. TERMINATION OF AGREEMENT:

    This Agreement may be terminated as follows:

[1] Current version at http://www.archives.alabama.gov/officials/rdas/Conservation_RDA_2016.pdf

a. If, in the determination of ADCNR, Recipient fails to fulfill in a timely and proper manner its obligations under this contract or violates any of the covenants, agreements, or stipulations of this contract, ADCNR shall thereupon have the right to terminate this contract by giving written notice, sent certified mail (return receipt requested) or overnight courier (signature required), to Recipient of such termination and specifying the effective date thereof, at least ten (10) days before the effective date of such termination. In that event, and at the option of ADCNR, all finished or unfinished documents, data, studies, surveys, drawings, maps, models, photographs, and reports or other material prepared by Recipient under this contract shall become the property of ADCNR.

b. ADCNR may terminate this contract at any time without cause by giving written notice to Recipient by certified mail (return receipt requested) or overnight courier (signature required) of such termination and specifying the effective date thereof, at least fifteen (15) days before the effective date of such termination. In that event, all finished or unfinished documents and other materials as described in Paragraphs 9 and 15 shall become the property of ADCNR.

c. If the contract is terminated by ADCNR, as provided herein, Recipient shall promptly submit a statement showing in detail the actual services performed to date of termination.

17. NOT TO CONSTITUTE A DEBT OF THE STATE: It is agreed that the terms and commitments contained herein shall not be constituted as a debt of the State of Alabama in violation of Article XI, Section 213, Constitution of Alabama 1901, as amended by Amendment No. 26. It is further agreed that if any provision of this Agreement shall contravene any statute or Constitutional provision or amendment, either now in effect or which may, during the term of this Agreement, be enacted, then that conflicting provision in this Agreement shall be deemed null and void. The Recipient's sole remedy for the settlement of any and all disputes arising under the terms of this Agreement shall be limited to the filing of a claim with the Board of Adjustment for the State of Alabama.

18. POLITICAL ACTIVITY: Recipient will comply with the Hatch Act (5 U.S.C. § 1501, *et seq*.) regarding political activity by public employees or those paid with federal funds.

19. NONDISCRIMINATION: Recipient agrees to comply with all state and federal laws which prohibit discrimination on the basis of race, color, religion, age, gender, pregnancy, national origin, genetic information, veteran status, or disability in its hiring or employment practices.

20. CONFLICT OF INTEREST: The Recipient, by his/her/its signature, certifies to the best of his/her/its knowledge and belief no conflicts of interest existed or now exist which have, may have, or have had any effect on this Agreement.

21. PRINTED MATERIALS/ACKNOWLEDGMENT OF FUNDING REQUIREMENTS:

Recipient shall obtain written approval from ADCNR prior to finalization and distribution of any printed materials and graphic design work related to this Project. Additionally, Recipient shall notify ADCNR of location, date, and time, and obtain approval, of any workshops, meetings, press conferences, etc., related to this Project at least ten (10) working days prior to the scheduled event.

a. All finished materials produced under this Agreement shall carry the statement "This report (study, brochure, poster, etc.) is funded with *Deepwater Horizon* natural resource damage settlement funds provided by the Alabama Trustee Implementation Group." Further, finished materials shall acknowledge the funding support and participation of ADCNR. No other funding statements shall be included in any materials produced under this Agreement without prior written approval from ADCNR. ADCNR reserves the right to determine the final format, acknowledgments, etc. for all print and non-printed (videos, etc.) materials produced under this Agreement.

b. Recipient shall use no logos other than those approved by ADCNR.

22. IMMIGRATION: By signing this contract, the contracting parties affirm, for the duration of the Agreement, that they will not violate federal immigration law or knowingly employ, hire for employment, or continue to employ an unauthorized alien within the State of Alabama. Furthermore, a contracting party found to be in violation of this provision shall be deemed in breach of the Agreement and shall be responsible for all damages resulting therefrom.

23. ADCNR and Recipient represent that this agreement supersedes all proposals, oral and written, all previous contractors, agreements, negotiations and all other communications between the parties with respect to the subject matter hereof.

24. GOVERNING LAW; VENUE. This Agreement shall be governed by and construed in accordance with the laws of the State of Alabama. The parties agree that any legal action with respect to this Agreement will be brought in a court of competent jurisdiction located in Montgomery County, Alabama.

25. COUNTERPARTS. This Agreement may be executed in two or more counterparts, each of which shall be deemed an original but all of which together shall constitute one and the same instrument.

26. ALTERNATIVE DISPUTE RESOLUTION. In the event of any dispute between the parties, senior officials of both parties shall meet and engage in a good faith attempt to resolve the dispute. Should that effort fail, and the dispute involves the payment of money, a party's sole remedy is the filing of a claim with the Board of Adjustment of the State of Alabama. For any and all other disputes arising under the terms of this contract which are not resolved by negotiation, the parties agree to utilize appropriate forms of non-binding alternative dispute resolution including, but not limited to, mediation. Such dispute resolution shall occur in Montgomery, Alabama, utilizing where appropriate, mediators

selected from the roster of mediators maintained by the Center for Dispute Resolution of the Alabama State Bar.

27. BOYCOTT: In compliance with Act 2016-312, Recipient hereby certifies that it is not currently engaged in, and will not engage in, the boycott of a person or an entity based in or doing business with a jurisdiction with which the State can enjoy open trade. In compliance with Ala. Act No. 2023-409, by signing this contract, Contractor provides written verification that Contractor, without violating controlling law or regulation, does not and will not, during the term of the contract engage in economic boycotts as the term "economic boycott" is defined in Section 1 of the Act.

28. CONTINGENCY. It is expressly understood and mutually agreed that any commitment of funds herein shall be contingent upon the receipt and availability of funds under the program for which this Agreement is awarded.

29. NO AGENCY. By entering into this Agreement, Recipient is not an agent of the state, its officers, employees, agents, or assigns. Recipient is an independent entity from the State and nothing in this Agreement creates an agency relationship between the Parties.

30. NOT ENTITLED TO MERIT SYSTEM BENEFITS. Recipient shall not be subject to the provisions of, nor entitled to the benefits of the state merit system, by virtue of this Agreement.

31. NON-APPROPRIATION AND PRORATION. As applicable, when funds are not appropriated or otherwise made available to support continuation of performance in a subsequent fiscal period, the contract shall be cancelled, and, to the extent permissible by law, the supplier shall be reimbursed for the reasonable value of any nonrecurring costs incurred but not amortized in the price of the supplies or services delivered under the contract. To the extent permissible by law, this cost of cancellation may be paid from any appropriations available for that purpose. In the event that proration of appropriated funds from which the State is to pay the supplier is declared by the Governor pursuant to Section 41-4-90 of the Code of Alabama, the contractor shall have the option, in addition to the other remedies of the contract, of renegotiating the contract to extend or change payment terms or amounts, or terminating the contract. In all circumstances, it is agreed that the terms and commitments of this contract shall not constitute a debt of the State of Alabama in violation of Section 213 of the Constitution of Alabama, as amended.

IN WITNESS WHEREOF, the parties hereto have caused these presents to be executed by their respective officers thereunto duly authorized as of the day and year first above written.

CITY OF ORANGE BEACH, ALABAMA:

Tony Kennon
Mayor, City of Orange Beach

STATE OF ALABAMA DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES:

Christopher M. Blankenship
Commissioner

This Instrument prepared by General Counsel
Department of Conservation and Natural Resources
64 North Union Street
Montgomery, Alabama 36130-1901

Work Plan for
Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation
(RW TIG) Restoration Project

ACTIVITIES:

Under the supervision of ADCNR, the City of Orange Beach, Alabama ("Orange Beach") will be responsible for the implementation of Task 1 of the Project Implementation Plan for the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation restoration project (hereafter, "Project") as more specifically described below.

Project Implementation

1. Activities and responsibilities. Orange Beach is responsible for the implementation of Task 1 outlined for the Project in the Project Implementation Plan for the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation restoration project developed by the Regionwide Trustee Implementation Group in its Final Restoration Plan/Environmental Assessment 1: Birds, Marine Mammals, Oysters, and Sea Turtles (RP1/EA). Task 1 is to provide rehabilitation needs and operations support for the newly established Orange Beach Triage Center, including sea turtle transport needs. The specific implementation activities include:

   A. Veterinary & Technical Personnel

      - Full Time Veterinarian: Partial salary coverage (40%) for full-time veterinarian to perform triage, treatment, and surgical procedures on all patients.
      - Full Time Veterinary Technician
      - Overtime: Overtime payment for extra hours allocated to patients/after-hours responses.

   B. Specialized Operations & Maintenance (O&M)

      - Animal Husbandry: Dedicated funding for high-quality food, tank maintenance, and maintenance of saltwater filtration system for sea turtles.
      - Diagnostic Equipment:
        - Medical: Procurement of exam tables, microscope, centrifuge, fluid pumps, ultrasound, surgery tables, surgical lighting, anesthesia machine, oxygen concentrator, doppler, surgical packs, autoclave, ultrasonic surgical tool cleaner, surgical monitor, endoscope, and supplies to utilize and maintain each of these diagnostic tools/perform necessary procedures.
        - Audio-Visual: System for remote consultations and training broadcasts.

   C. Transport & Network Support

      - Funding for the transport of stabilized animals to Gulfarium Marine Adventure Park and the Institute for Marine Mammal Studies (IMMS).

D. Professional Development

- Training: Annual certifications for staff and volunteers in STSSN (Sea Turtle Stranding and Salvage Network) protocols.
- Permitting: Funding for the federal, state, and local permits required for the facility.

2. Timeframe and Funding Source.

Activity	Responsible Party	Funding Source	Expected Timeframe
Task 1	Orange Beach	DWH NRD funds	~2 years

BUDGET:

1. The total estimated Project cost is $500,000. The Project budget includes the following items:

Activity	Responsible Party	Budget
Implementation	Orange Beach	$450,000
Trustee Oversight	ADCNR	$10,000
Contingency		$40,000
	TOTAL:	$500,000

Any costs incurred or obligated for any activity over and above the above budgets must be approved in advance in writing by ADCNR.

REPORTING REQUIREMENTS/DELIVERABLES:

1. Project Implementation. Orange Beach will report the following to ADCNR electronically at the corresponding frequencies/deadlines. Activities include permitting/compliance, construction, maintenance, and monitoring:

Activity	Frequency/Deadline
Expenditures	quarterly
Financial Balance (including summary ofinterest earned)	quarterly
Status of activities	quarterly
Progress made since last report	quarterly

Reporting requirements for project implementation will continue for five years beginning upon initial receipt of funds.

2. Project Monitoring. Orange Beach will provide an annual report to ADCNR by January 30 of each year, beginning in 2027, describing the prior year's monitoring activity in accordance with the RP1/EA and Monitoring and Adaptive Management Plan. Each monitoring report should describe the (1) monitoring activity; (2) date of each activity; (3) expenditures; (4) and information collected.

   Reporting requirements for project monitoring will continue for the duration of the monitoring activities specified in the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation Monitoring and Adaptive Management Plan.

3. Letter of Completion. Within 45 days of completion of all requirements specified in this work plan Orange Beach will submit a letter of completion to ADCNR. This letter will certify that all work has been completed through a final monitoring report and provide a final accounting of expenditures, fund balances, including interest, and the total amount of funds that will be returned to ADCNR, if required.

4. Form. All project reporting will be in the form specified by ADCNR and consistent with thereporting requirements in the RP1/EA and the Trustee Council SOPs.

REFERENCE DOCUMENTS:

1. ADCNR will provide the following to Orange Beach upon execution of the Implementation Agreement:

   - Regionwide Trustee Implementation Group Final Restoration Plan/Environmental Assessment 1: Birds, Marine Mammals, Oysters, and Sea Turtles (RW TIG RP1/EA)
   - Project Implementation Plan for the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation restoration project
   - Monitoring and Adaptive Management Plan for the Sea Turtle Stranding and Salvage Network and Enhanced Rehabilitation project
   - Trustee Council Standard Operating Procedures

C I T Y O F O R A N G E B E A C H

To: Mayor and Council
From: Nicole Woerner, Coastal Resources Assistant Director
Date: August 11, 2026
Subject: **Sea Turtle Triage Center**

ITEM DESCRIPTION:
Resolution authorizing the execution of an implementation agreement with the Alabama Department of Conservation and Natural Resources for the Sea Turtle Stranding & Salvage Network & Enhanced Rehabilitation Restoration Project.

BACKGROUND INFORMATION:
On March 12, 2019 the City of Orange Beach accepted a grant from ADCNR to build a "free standing ER" type facility for Alabama Sea Turtles. This project is supported by the *Deepwater Horizon* Natural Resource Damage Assessment settlement funds, administered through the ADCNR. The initial agreement covered 100% of construction costs, including essential infrastructure such as tanks, skimmers, and filtration systems AKA life support systems. The proposed agreement will supplement personnel requirements, provide for ongoing operations and maintenance costs for the facility, facilitate turtle transport, and support professional development and necessary permitting for the facility. The agreement total is $500,000 for two years.

ACTION OPTIONS / RECOMMENDATION:
Approve implementation agreement.

SOURCE OF FUNDING:
100-60000-100-000000 Admin Capital Construction

BUDGETED:
No

ATTACHMENTS:
Work Plan.

DEPARTMENT:
Coastal Resources

STAFF CONTACT: Nicole Woerner

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution awarding the bid for Renovation of Orange Beach Medical Center South. (TR/CP/GS)

Background/Description: Bid opening scheduled for August 27, 2026. Renovation of the old Finance Building.

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:
None

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution awarding the bid for a Permanent Traffic Signal at Canal Road / Wharf Parkway East / Money Bayou Drive. (TR/CP)

Background/Description: Bid opening scheduled for August 27, 2026.

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:
None

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution awarding the bid for an Aerial LiDAR Drone System for the Community Development Department. (TR/CP)

Background/Description: Bid opening scheduled for August 27, 2026.

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:
None

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: Community Development

Description of Topic: Resolution adopting the Comprehensive Plan for the City of Orange Beach, Alabama. (GP)

Background/Description: On August 10, 2026, the Orange Beach Planning Commission formally adopted the "Comprehensive Plan for the City of Orange Beach, Alabama." The adoption marks the end of a yearlong planning process that included public surveys, community charrette meetings, and collaboration with The Walker Collaborative of Nashville, Tennessee. The plan establishes a long-term vision for the city's future and is guide to decisions on land use, transportation, housing, environmental protection, and community design.

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:
1. 09-01-26 26-xxx Adopt Comprehensive Plan
2. 2026 Orange Beach Comprehensive Plan
3. 2026 Orange Beach Comprehensive Plan Summary

RESOLUTION NO. 26-xxx

A RESOLUTION ADOPTING A COMPREHENSIVE PLAN FOR THE CITY OF ORANGE BEACH, ALABAMA

FINDINGS:

1. Pursuant to §11-52-8 of the Code of Alabama, the Orange Beach Planning Commission has adopted by resolution on August 10, 2026, a *Comprehensive Plan for the City of Orange Beach, Alabama* to serve as a master plan for the physical development of Orange Beach, Alabama.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the *Comprehensive Plan for the City of Orange Beach, Alabama*, is hereby approved and adopted; and
2. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

COMPREHENSIVE PLAN

for the

City of Orange Beach
Alabama

Final: 8.3.26

Acknowledgements

MAYOR & CITY COUNCIL

Tony Kennon: Mayor
Jerry Johnson: Chairman Pro Tem / Place Three
Jack Robertson: Place One
Ginger Harrelson: Place Two
Jeff Silvers: Place Four
Robert Stuart: Place Five

PLANNING COMMISSION

Robert Stuart II: Chairperson
Kathy Lindsey: Vice Chairperson
Tim Harry
Annette Mitchell
Adam Roberson
Jack Robertson
Pat Simpson
Glenn Smith
Lannie Smith

DEPARTMENT OF COMMUNITY DEVELOPMENT PLANNING STAFF

Adam Roberson, MCP, CFM - Department Director / Building Official / Floodplain Administrator
Sherri Descalzo - Planning & Zoning Coordinator
Griffin Powell - City Planner
Chris Pappas - City Engineer
Sean Brumley - GIS Specialist

"I love OB's wholesome feeling. I love that we still have natural places that honor the beauty and tranquility of God's creation. I love the beauty of nature and the feeling of just a little space away from the hustle and bustle. I love that we feel safe. I feel grateful for this. I love 'spared' areas of beautiful private property. I love conserved areas of shared untouched land. I love the conservative values and the level of integrity with which I can raise my child."

Public Opinion Survey Respondent

CONSULTANT TEAM

The Walker Collaborative - Nashville, TN:
Philip Walker, FAICP (project manager)

Orion Planning + Design - Hernando, MS:
Bob Barber, FAICP

Thompson Placemaking - Flowood, MS:
Mike Thompson, AIA

AECOM - Birmingham, AL & Nashville, TN:
Cody Long, PE, PTOE & Bryan Hill, AICP

Randall Gross / Development Economics - Nashville, TN:
Randall Gross

Contents

PLAN SUMMARY

A PREFACE
WHAT? - pg. 1
WHY? - pg. 2
HOW? - pg. 5

B CONDITIONS
GEOGRAPHY - pg. 6
LAND & WATER - pg. 8
DEVELOPMENT - pg. 10
MOBILITY - pg. 12
PARKS & RECREATION - pg. 22
PUBLIC FACILITIES - pg. 24
INFRASTRUCTURE & SERVICES - pg. 26
PEOPLE - pg. 30
ECONOMICS - pg. 31
HOUSING - pg. 33
FISCAL IMPACTS - pg. 35
POLICIES - pg. 37
BUILDOUT SCENARIO - pg. 41
BY THE NUMBERS - pg. 44

C VISION
PUBLIC INPUT - pg. 46
PRINCIPLES - pg. 49
CHARRETTE - pg. 51

D PLAN
PLACE TYPES - pg. 53
MOBILITY - pg. 70
PARKS & RECREATION - pg.82
INFRASTRUCTURE & FACILITIES - pg. 84
NATURAL & CULTURAL RESOURCES - pg. 87
COMMUNITY DESIGN - pg. 91
ECONOMICS & HOUSING - pg. 103

E IMPLEMENTATION
POLICIES - pg. 107
CAPITAL PROJECTS - pg. 110
MATRIX - pg. 111

F SUPPLEMENTS
1) INFRASTRUCTURE FLOODING RISKS
2) OPINIONS SURVEY
3) HOUSING MARKET ANALYSIS
4) FISCAL IMPACTS BY DEVELOPMENT TYPE
5) EXISTING ZONING ALIGNMENT
6) FUNDING SOURCES

PLAN SUMMARY

Planning Project Overview

Orange Beach is a resort community in Baldwin County, Alabama, with a total area of 15.9 square miles. The population is approximately 8,500 residents, although approximately 100,000 people can occupy the community during peak tourist seasons.

Project Intent

Citywide Comprehensive Plans are called "comprehensive" because they are comprehensive in nature by addressing a broad range of community planning issues. Topics addressed include land uses, development form and character, mobility, housing, economic development, natural and cultural resource preservation, parks and recreation, infrastructure, and similar issues. The City's last comprehensive plan was prepared in 2020, so a new plan was needed. Key reasons to prepare such a plan include the following:

1. *Build Consensus:* Avoid individual agendas pulling in different directions.
2. *Basis for Zoning:* The zoning map and regulations will be revised to reflect the plan.
3. *Secure Funding for Projects:* A plan makes a city competitive with other communities in securing grants.
4. *Enhance Quality of Life:* For citizens, visitors, and for the purposes of business recruitment.
5. *Fiscal Efficiency:* Maximize infrastructure and similar public investments within a coordinated and strategic manner.

Project Approach

These steps were used to create the plan:

Task 1.0: Project Kick-Off & Research
Task 2.0: Initial Public Engagement
Task 3.0: Charrette & Concept Plan
Task 4.0: Draft Plan Preparation
Task 5.0: Plan Presentation & Revisions

Planning Principles

These principles are based on recognized "best practices" and adjusted for the circumstances of Orange Beach and public input. The abbreviated principles, include:

1. Preserve natural and environmentally sensitive lands, and enhance Orange Beach's overall environmental quality.
2. Maximize and leverage Orange Beach's existing community assets.
3. Foster safe, vibrant and walkable neighborhoods offering an enhanced quality of life.
4. Create a range of housing opportunities and affordable choices for Orange Beach's citizens.
5. Mix Orange Beach's land uses to create pedestrian-friendly places.
6. Promote high-quality development in Orange Beach with a strong sense of place.
7. Provide ample recreational and cultural amenities for Orange Beach's citizens and visitors.
8. Provide a variety of transportation alternatives and high-quality transportation corridors within Orange Beach.
9. Expand economic development opportunities in Orange Beach.
10. Pursue a healthy balance between the needs of Orange Beach residents and thetourism industry.
11. Maintain policies and processes in Orange Beach that are equitable to both citizens and developers.
12. Overall, strongly limit and control all future development in Orange Beach.

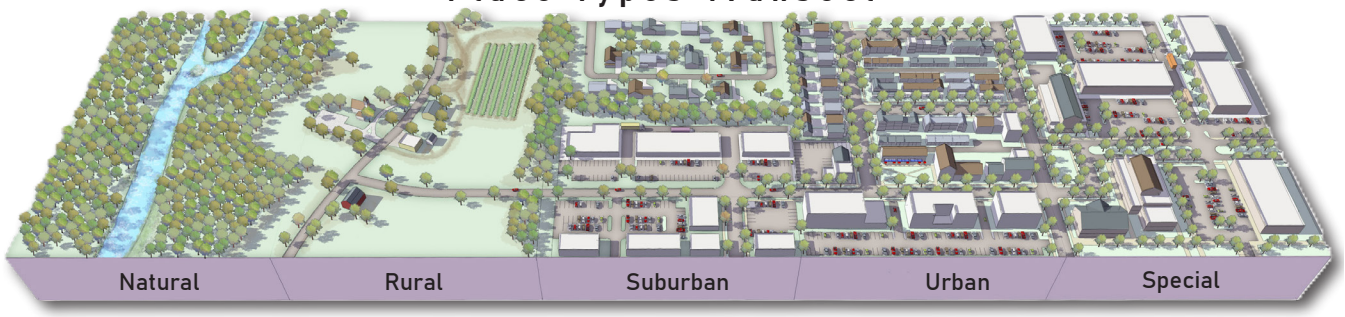
Public Engagement

Public input into the preparation of this plan occurred in various forms. There were public meetings, a charrette workshop in which public participants created their own concept plans, and the Consultants presented the ultimate Concept Plan for public feedback. The online public opinion survey attracted 843 respondents as well.

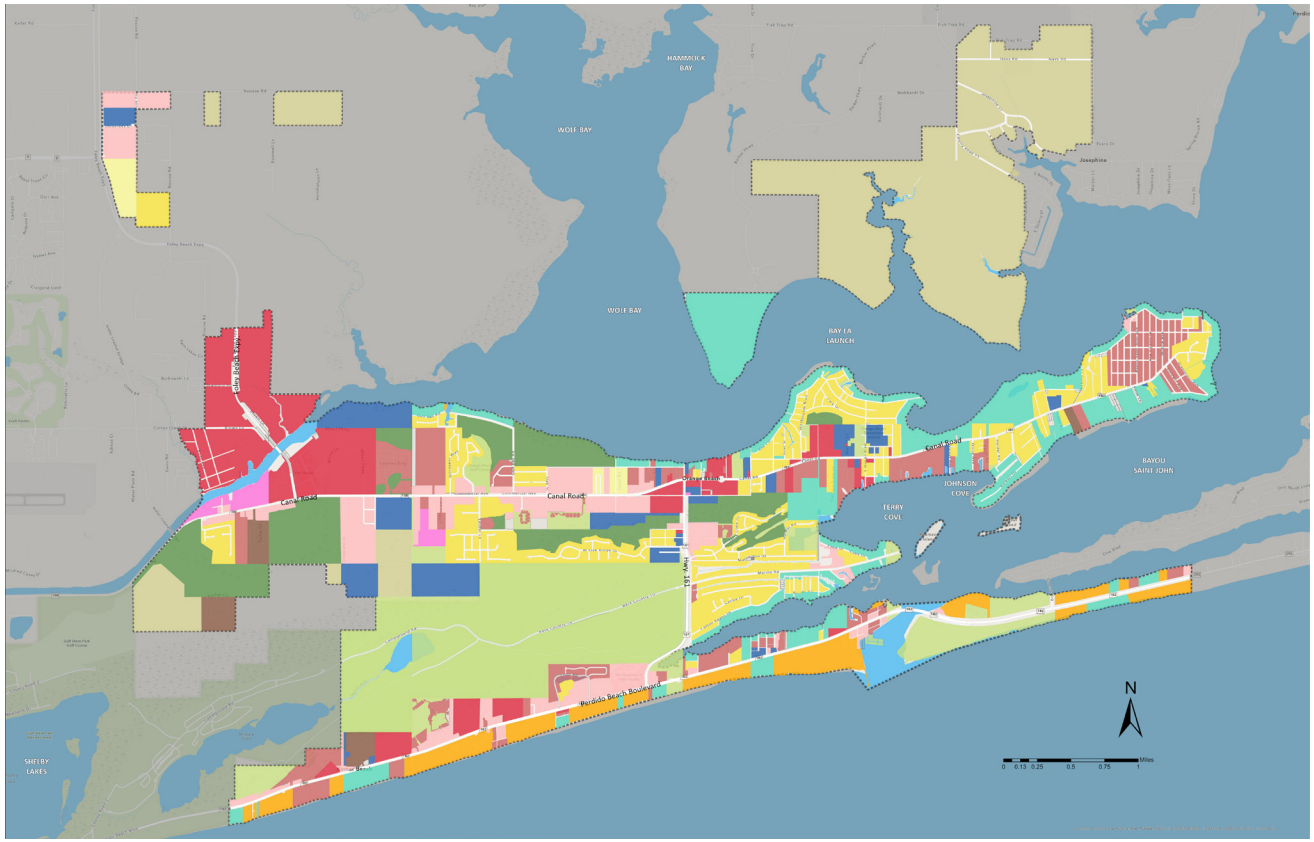
Place Types

"Place Types" are determined by land uses, density, form and character. The transect illustrating the five primary Place Types applicable to most communities is at right, while the 13 specific Place Types for Orange Beach are mapped below. They will ultimately be implemented through zoning.

Place Types Transect



Place Types Map



Suburban
- Suburban: Commercial/Mixed Use
- Suburban: Residential/Mixed Use - Beachfront
- Suburban: Residential - General
- Suburban: Residential - Waterfront
- Suburban: Residential - Manufactured Homes

Urban
- Urban: Commercial/Mixed Use
- Urban: Residential

Special
- Special: Alternative Lodging
- Special: Industrial
- Special: Institutional

Misc.
- Natural Areas
- Rural/Vacant Areas
- Parks & Recreation

"Continue with smart development and grow the economy in areas outside of hospitality to create stability and reduce risk."

Public Opinion Survey Respondent

Road & Street Types

Orange Beach's Road and Street Types are categorized by their Place Type context. Road/Street Types are context-sensitive, so a single road/street might feature distinct Rural, Suburb and Urban segments based upon the specific areas through which they are traversing. The prototypical designs are aspirational and intended to direct future improvement projects to upgrade existing roadways and to construct new ones with more "Complete Street" features. Trails and bike lanes are also addressed.

Prototypical Designs

- Urban Mixed-Use Blvd Arterial
- Suburban Residential Minor Arterial
- Mixed Residential Collector
- Neighborhood Collector
- Local Street
- Town Center Approach
- Town Center

Parks & Recreation

The National Recreation and Parks Association (NRPA) has metrics that allow communities to compare their number of recreation facilities by type with other communities in the country that are of a comparable size. They stress that every community is different. However, in the case of Orange Beach, it substantially exceeds the metrics for tennis courts and baseball/softball fields, while it falls short for playgrounds and skate parks. Improvements are now occurring for the City's Recreation Center.

Infrastructure & Facilities

Infrastructure

Key plan recommendations for infrastructure for Orange Beach include:

- Water and sewer capacity upgrades
- Flood-resilient utility hardening program
- Citywide broadband expansion initiative
- Pedestrian-scale lighting improvements
- Low-impact design standards
- High-flood area drainage enhancements (Hwy. 182 Corridor)
- Low-impact development and impervious surface reduction program
- Utility resilience and modernization

Facilities

- Expand the middle and high school at the current site.
- Develop a medical complex on the west side of Orange Beach Blvd., beginning just north of Bonito Ave. and south to West Oak Ridge Dr. The City has already assembled much of this land.

Natural & Cultural Resources

Natural Resources

The City already has progressive environmental regulations, particularly for wetlands. This plan proposes the preservation of Pig Bayou (right) and to adopt a conservation program.

Cultural Resources

It is proposed that the History Museum be relocated to the proposed new Town Center and that interpretive panels on local history be installed.

Community Design: Town Center

This proposed new Town Center would be located on both sides of Canal Road around the existing roundabout and would be focused on local residents. Much of the land is already owned by the City and it would incorporate several existing public facilities, such as the Arts Center and Library.

Town Center Concept Plan
Below are key elements of the Concept Plan at right:

1. *Clock Tower* anchoring the roundabout as an entry statement for the Town Center
2. *Town Green* framed by buildings, including the Arts Center anchoring the north end
3. *Mixed-Use Buildings* at 1-3 stories with housing and offices above commercial
4. *Housing & Live-Work Buildings* at 1-2 stories with a ratio to be determined
5. *History Museum* relocated from the existing municipal complex
6. *Commercial Building* - preferably a coffee house or restaurant
7. *Event Center* as an alternative to the one at The Wharf to be sold by the City (15,000± sq. ft.)
8. *Boutique Hotel* to serve a range of users, including for events at the Arts Center
9. *Boardwalk* along the bay from GT's on the Bay east to the Arts Center pier (already planned)
10. *Farmer's Market Venue* to occur on City-owned property and to retain the beloved trees
11. *Arts Center* is one of the key existing facilities that attracts many visitors and hosts events
12. *Library & Senior Activity Center* are existing facilities that are focused on local residents
13. *GT's on the Bay* is an extremly popular existing restaurant and will continue as a big draw
14. *Community Kids Park* will be retained in place as an important Orange Beach resource
15. *Electrical Substation* is an existing site feature, but heavy landscape screening is proposed

To appreciate the site's and plan's scale, the Town Green is roughly the size of a football field. Also, the plan sections on "Economics" and "Housing" elaborate on the Town Center with respect to those issues.

Roundabout clock tower

"I like the "Main Street" downtown idea."

"An adorable Downtown walking area would be awesome."

Public Opinion Survey Respondents

Town Center looking east from the roundabout

Community Design: Perdido Beach Blvd. Corridor

The Perdido Beach Blvd. corridor is an economically vibrant place with amenities for both locals and visitors. However, segments of the corridor could be greatly enhanced. Challenges include: large buildings fronting large unattractive parking lots, the extent of parking greatly exceeds the amount needed, parking lots lack landscaping that could benefit aesthetics and the environment, and there is a lack of pedestrian facilities. In addition to recommending the adoption of Design Guidelines for much higher-quality development, this plan has used the intersection of Perdido Beach Blvd. and Loop Rd. as an example of how enhanced design could be applied to the full length of the corridor. The concept plan below at right illustrates improvements such as infill development along the street and extensive landscaping.

"Unfortunately we're... filling our island with inferior cheap homes that are cookie cutter."

"[I want] better architectural design in the buildings that are permitted."

Public opinion survey respondent

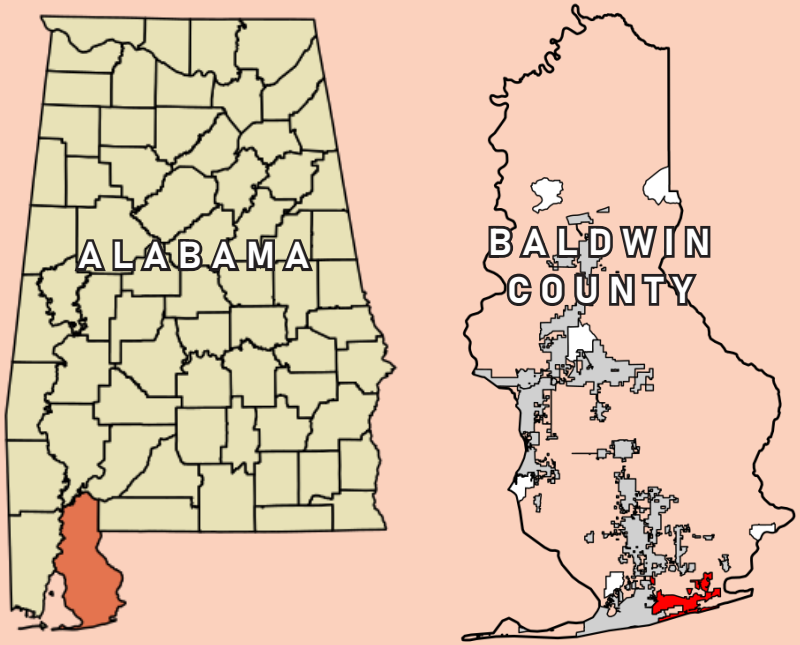
Existing Conditions: Perdido Beach Blvd. at Loop Rd.

A) PREFACE

What?

Overview

Orange Beach is a resort community in Baldwin County, Alabama. It is the eastern most community on Alabama's Gulf Coast, with the city of Perdido Key, Florida, bordering it to the east. The city of Gulf Shores is located adjacently to the west. Orange Beach has a total area of 15.931 square miles, of which 14.716 square miles is land and 1.215 square miles is water. It has a humid subtropical climate, with mild-to-warm winters, and hot and humid summers. The 2023 US Census Bureau estimated a population of 8,534 for the city, although approximately 100,000 people can occupy the community during peak tourist seasons.



Graphic Source: Wikimedia Commons

History

The primary source of information on Orange Beach's history was the "Encyclopedia of Alabama," which is sponsored by Auburn University Outreach and the Alabama Humanities Alliance.

The area that now comprises Orange Beach was first settled in the mid-1860s. The western portion of the present town was known as "Orange Beach," the central area was known as "Caswell," and the eastern end was known as "Bear Point." This latter area was a Creek Indian settlement until the early-nineteenth century. Because of the community's proximity to vast forests, early businesses included turpentine and naval stores production and a shingle mill. As forests were depleted in the late-nineteenth century, they were replaced with orange groves, which is how the town derived its current name.

The first orange groves were planted by Lemuel Walker Sr., and the community's first post office opened in 1901 in his home. The citrus industry remained an important aspect of the local economy until several hard freezes, the last being in 1926, effectively ended it. Development of the area was hampered by poor roads, as most travel occurred via water. The Intracoastal Waterway was expanded into the area around 1910, thereby cutting off most of the town of Orange Beach from the mainland, but providing greater access by water. Tourism gradually brought more growth to the area, not just to the beaches, but to the new charter fishing industry as well. One of the first tourist hotels was built in the early-1920s, which was roughly when locals began renting their boats for one-day fishing expeditions. The Intracoastal Waterway was completed in 1932, which improved travel by water, and the first paved road to the town was completed in 1947.

Electrical service was established in Orange Beach in 1948, followed by telephone service in 1956. The Orange Beach Volunteer Fire Department was established in 1961, and the public water system began operations in 1974. Although Orange Beach was seriously damaged by Hurricane Frederic in 1979, the pace of development picked up dramatically afterward, prompting the community to incorporate in 1984. During the summer of 2010, Orange Beach, and many other Gulf Coast communities, suffered a substantial drop in tourism after

the explosion of the Deepwater Horizon mobile oil rig off the coast of Louisiana. The resulting oil disaster polluted marshes, beaches, and water all along the coast. Although the beaches have largely recovered, the fishing industry has still not recoved to its previous levels. Orange Beach was one of the communities participating in the settlement claims program set up by British Petroleum, which leased the oil rig. In 2016, the City was awarded $15 million in compensation. Tourism remains one of the major sustaining industries for Orange Beach.

Orange Beach in 1928
Source: The Doy Leale McCall Rare Book and Manuscript Library, University of South Alabama

Key Information on Today's Orange Beach

Today, Orange Beach is a prosperous and growing community with numerous valued assets. Most of the statistics contained in the following information was assembled by Data Commons and DataUSA, much of which originated from the US Census Bureau.

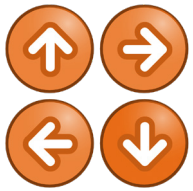
Key Statistics (2023)

- Population: 8,534
- Employed Population: 4,380 (51%)
- Median Annual Individual Income: $45,212
- Median Annual Household Income: $89,034
- Median Age: 51.1 years
- Poverty Rate: 5.5%
- Median Property Value: $476,000
- Rate of Home Ownership: 63.6%
- Ethnicity: White (Non-Hispanic) 88.1%; African American (Non-Hispanic) 4.5%; Two+ (Non-Hispanic) 3.09%; Two+ (Hispanic) 1.54%; and Asian (Non-Hispanic) 1.16%
- Most Common Categories of Educational Attainment (not all inclusive): High School only - 21.5%; College but no degree - 18.61%; Associates degree - 6.84%; Bachelors degree - 12.6%; Masters degree - 5.35%
- Average commute time to work for residents: 24.9 minutes
- Avereage automobile ownership per household: 2
- Employment by Primary Occupations (not all inclusive):
  - Sales & Related: 18.6%
  - Management: 13%
  - Production: 12%
  - Construction & Extraction: 7.88%
  - Office & Administrative Support: 6.54%
  - Food Preparation & Serving: 5.39%
  - Building & Grounds Cleaning & Maintenance: 5.34%
  - Business & Financial Operations: 5.25%
- Employment by Primary Sectors (not all inclusive):
  - Manufacturing: 18.1%
  - Retail Trade: 17.6%
  - Construction: 11.9%
  - Health Care & Social Assistance: 8.38%

Why?

So why plan? Citywide Comprehensive Plans are called "comprehensive" because they are indeed comprehensive in nature by addressing a broad range of community planning issues. Issues addressed include land uses, development form and character, mobility, housing, economic development, natural and cultural resource preservation, parks and recreation, infrastructure, and similar issues. The City's last comprehensive plan was prepared in 2020 by City staff, the Planning Commission, and the South Alabama Regional Planning Commission, so a new plan is now needed. Any effective Comprehensive Plan should answer the following questions:

- What are the community's current conditions?
- In what direction is the community trending?
- What is the community's vision for the future?
- What is the blueprint for achieving the vision?



Why Prepare a Comprehensive Plan?
There are numerous reasons for a community to prepare and adopt a Comprehensive Plan, but some of the key reasons include the following:

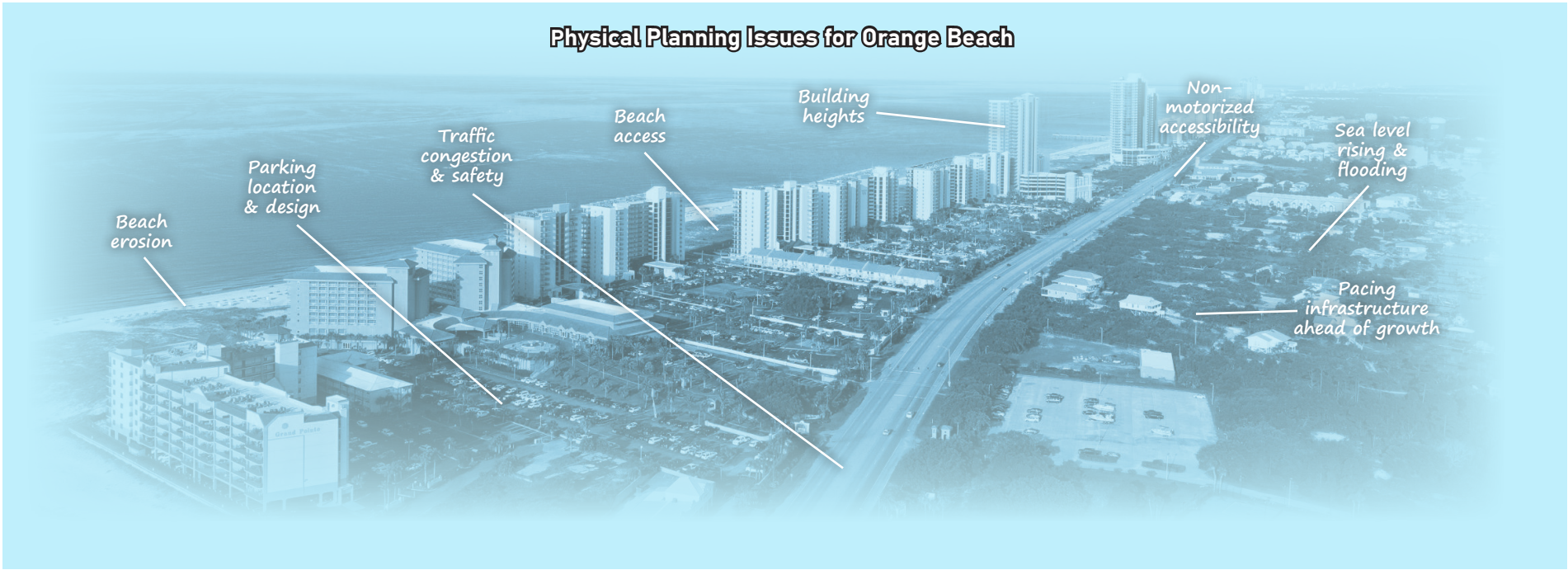
1. Build Consensus: Avoid individual agendas pulling in different directions.
2. Basis for Zoning: The zoning map and regulations will be revised to reflect the plan.
3. Secure Funding for Projects: A plan makes a city competitive with other communities in securing grants.
4. Enhance Quality of Life: For citizens, visitors, and for the purposes of business recruitment.
5. Fiscal Efficiency: Maximize infrastructure and similar public investments within a coordinated and strategic manner.

State Requirements for a Comprehensive Plan
Section 11-52-9 of the Alabama Code is entitled "Adoption, etc., of master plan for physical development of municipality by commission - Conduct of surveys and studies; purpose of plan." It states the following:

In the preparation of such plans the commission shall make careful and comprehensive surveys and studies of present conditions and future growth of the municipality and with due regard to its relation to neighboring territory. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare as well as efficiency and economy in the process of development, including, among other things, adequate provi-sion for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements."

Key Issue
Based upon preliminary research and discussions with City officials, the following issues (among others) will need to be addressed by the plan:

- Peak-season tourism impacts
- Housing affordability
- Environmental protections
- Needed zoning improvements
- Resiliency from climate threats
- Public safety
- Needed consensus on growth
- Fiscal consequences of growth
- Infrastructure capacity/maintenance
- Community character
- Development fees and exactions
- Protection of property rights



Every increment of new development either dilutes or reinforces community character.

What Happens After the Planning?

Once this Comprehensive Plan is completed and adopted by the City, it can be implemented through a number of different means. One tool for shaping future land uses, densities, development forms and character will be zoning and development standards.

City, state, and federal investments in infrastructure will be another means of implementation. Economic-based strategies might be implemented by the community's economic development entities, while much of the implementation will occur through the private sector, such as real estate development and new business start-ups.

How?

The approach used to prepare this plan is detailed in the project Scope of Work and it is summarized below:

Task 1.0: Project Kick-Off & Research
This initial task served as the research and diagnostic phase on which the balance of the work relied. The Consultant Team performed the following sub-tasks prior to, during, and after this first two (2) day Trip #1 to Orange Beach on July 8-9, 2025:

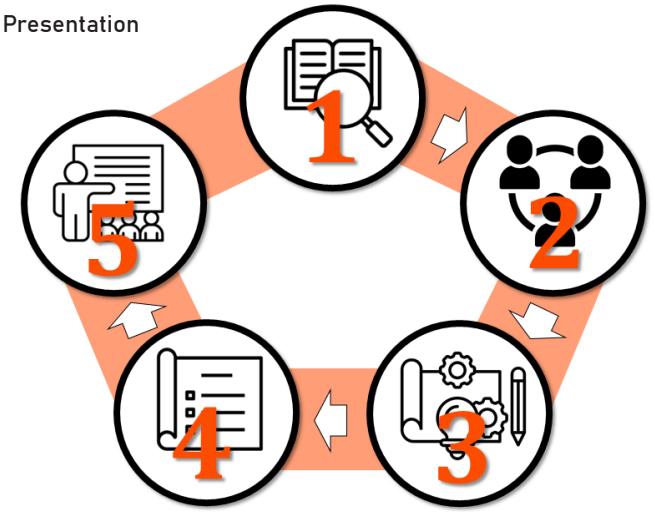
Task 1.1: Kick-Off Meeting & Study Area Tour
Task 1.2: Physical Conditions Assessment
Task 1.3: Existing Economic & Market Conditions Assessment
Task 1.4: Housing Market Analysis
Task 1.5: Fiscal Analysis of Development Types
Task 1.6: Public Policy Review

Task 2.0: Initial Public Engagement
Although public input was a key aspect of this project throughout its life, Task 2.0 featured a major push to solicit participation from the public relatively early in the project. The following sub-tasks occurred, two (2) of which were part of a one (1) day Trip #2 conducted by the Consultant Team on October 8, 2025:

Task 2.1: Stakeholder Focus Group Meetings
Task 2.2: Open House
Task 2.3: Public Opinion Survey
Task 2.4: Planning Principles

Task 3.0: Charrette & Concept Plan
A "charrette" is an intensive process in which numerous people work together over a limited period of time to develop creative ideas for solving problems. The charrette process has deep roots in the planning and design professions, and Task 3.0 offered the single greatest opportunity for meaningful "hands-on" involvement of Orange Beach's citizens, key community stakeholders, and City officials. The goal of the process was to provide a forum for the the public to achieve a consensus. The most tangible outcome was the creation of a Concept Plan as the basis of the ultimate Comprehensive Plan. This four (4) day task comprised the Consultant Team's Trip #3 to Orange Beach, and the following sub-tasks were achieved on January 26-29, 2025:

Task 3.1: Follow-Up Field Work
Task 3.2: Public Workshop
Task 3.3: Concept Plan Preparation
Task 3.4: Concept Plan Presentation



Task 4.0: Draft Plan Preparation
Based upon the public's and City's response to the Concept Plan presented during Task 3.0, a detailed draft plan was prepared. Organized into two main sections - the Background Section and the Plan Section the details are summarized in the Table of Contents page of this plan and will not be repeated here.

Task 5.0: Plan Presentation & Revisions
Following the City's review, key members of the Consultant Team presented the draft Comprehensive Plan in a public forum on June 8, 2026 as part of a one (1) day Trip #4 by the Consultant Team to Orange Beach. Based upon a review of the draft plan by the City, input from the public presentation, and the City's submission of a single "red-lined" copy back to the team for revisions, the draft plan was revised and submitted to the City as a final document.

B) CONDITIONS

GEOGRAPHY

One challenge in planning for a community as varied as Orange Beach is to fully comprehend the place with a clear map in one's mind. Fortunately, the City's 2020 comprehensive plan established five planning "districts." This new plan builds on that concept, although they are now referred to as "areas" to avoid perceptions of a regulatory status. Some of the names are also revised. Please see the corresponding map on the next page.

Gateway Area

Hwy. 161 is the primary north-south corridor in the city. Geographically defined as all properties located along Hwy. 161, this very linear area contains the City's municipal office complex, justice center, and medical arts building, as well as various businesses. The eastern edge of the Gulf State Park is also located here, as well as the eastern trailhead for the Backcountry Trail. There are also single-family developments within this area. The north end of the Gateway Area is anchored by Hwy. 180 and Wolf Bay, while the south end is anchored by Hwy. 181 (Perdido Beach Blvd.) and the Gulf. The proposed Wolf Bay Bridge would connect this area to the North Bay Area, but the projected costs appear to make that project at least a decade away.

Beach Area

This area is oriented along Hwy. 182 and contains Romar Beach, Alabama Point, and Perdido Key. It is very linear, as with the Gateway Area, but along an east-west axis. It encompasses all beachfront properties, as well as those located on the north side of Hwy. 182 between the Gulf State Park and the Florida state line. Developments in this district provide the base for the local economy. Mid to high-rise condominiums and hotels are predominantly along on the beachfront, while the north side of Hwy. 181 features multi-family developments, retail, restaurants, and low-rise condominiums exist. The north side of the highway also has several single-family residential Planned Unit Developments.

East Area

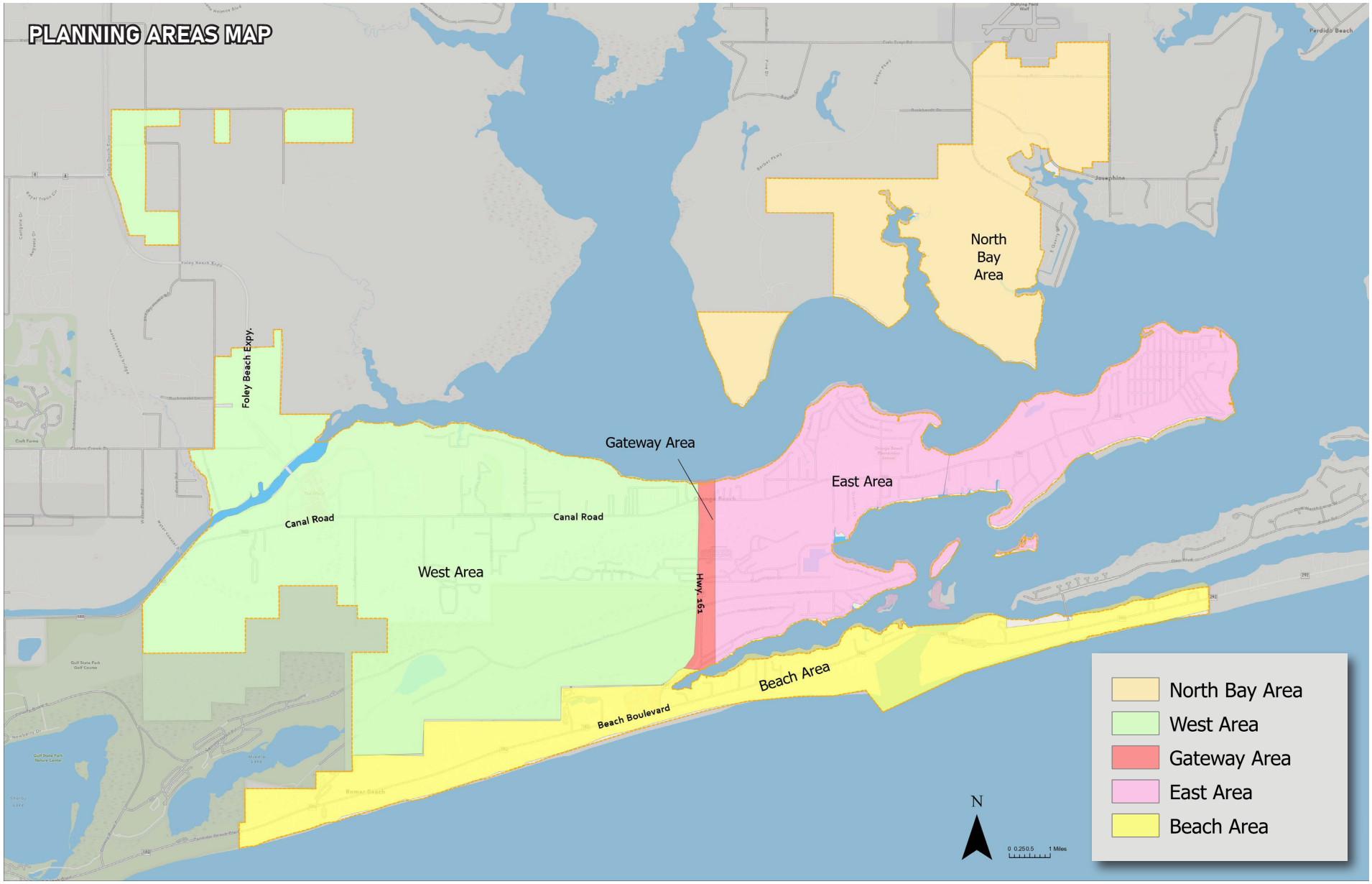
This area is located east of Hwy. 161, north of Cotton Bayou, Terry Cove and Bayou St. John, and south of Wolf Bay, Bay La Launch and Arnica Bay. The area contains multiple single-family residential neighborhoods such as Bear Point, East Orange Beach, Gulf Bays Tract, Terry Cove, Marina Road and Cotton Bayou. Marinas containing small retail, restaurants, and low-rise condominiums are also in this area, with most being situated along Terry Cove.

West Area

This area is located west of Hwy. 161, south of Wolf Bay and the Gulf Intracoastal Waterway (ICW), north of the Gulf State Park, and it extends to the west city limits. The incorporated land along the Foley Beach Express north of the ICW is also in this area. There is some mixed-use and mixed-residential development, and the many single-family neighborhoods include Lauder Place, Gulf Bay Road, Beaver Creek, Captain's Cove, Wolf Bay Terrace, the Pines, Oak Ridge and Mulligan Place. Among the various landmarks in this area are The Wharf mixed-use development, the Sun Outdoors RV park, and the planned Margaritaville resort on the north side of Portage Creek.

North Bay Area

The North Bay Area contains land east of Wolf Bay and north of Bay La Launch and Arnica Bay. While it may be many years away, the proposed Wolf Bay Bridge will link Orange Beach to County Road 95, County Road 20, Hwy. 98 and eventually Interstates 10 and 65 to the north. Single-family residential is the current primary land use on this side of the bay, with limited marina and commercial usage in the Pirate's Cove and Roberts Bayou area. This area was viewed in the 2020 comprehensive plan as having potential as a resort area with working waterfronts. However, questions about the viability of the proposed Wolf Bay Bridge raise doubts about this potential future. In fact, the difficulties of servicing this area without a bridge have prompted the City of Orange Beach to consider deannexing the area, allowing it to fall under the County's jurisdiction. This plan will address that issue later.


PLANNING AREAS MAP
North Bay Area
Foley Beach Expy.
Gateway Area
East Area
Canal Road
Canal Road
West Area
Hwy. 161
Beach Area
Beach Boulevard
North Bay Area
West Area
Gateway Area
East Area
Beach Area
N
0 0.250.5 1 Miles

The natural environment is critical to the planning and development of Orange Beach. Most citizens want to protect the environment, including its plant and animal species, and they consider it important to their quality of life. The environment of a coastal area can greatly impact residents and visitors because of its extreme nature. In particular, storms, flooding and hurricanes are major issues. The map on the following page provides graphic information.

Land Features

Topography - A key land issue in many places is topography since the greater the slope, the less development potential due to erosion, problematic soil types, and site preparation costs. While topographic variations are very subtle in Orange Beach, they can mean the difference between an area threatened by storm surge and flooding and an area that is not.

Soils - Soil types are also significant because some soils are much better suited for development than others. Orange Beach's soils are dominated by sand, which drains very well, but its mobility can create challenges for the stability of building foundations. There are also some sporadically-located areas featuring clay, which does not drain well.

Vegetation - Trees and other vegetation are important to Orange Beach for the shade they provide, the air cleansing qualities, erosion control, absorption of flood waters, filtering of pollutants in water, and as important animal habitat. The most southerly portion of Orange Beach, Perdido Key, is relatively void of significant vegetation, although an important exception is the grasses that keep the environmentally-critical sand dunes intact. However, the portions of the community to the north have substantial vegetation, including mature tree cover. Future development should prioritize tree preservation, as well as protecting coastal dunes and wetlands.

Water Features

Surface Water - Orange Beach's surface water consists primarily of the gulf and bays. The three largest bays are north of Perdido Key and consist of Wolf Bay, Bay La Launch, and Bayou St. John. This surface water is important for both recreational benefits and because it is an important habitat for acquatic plant and animal species.

Flood Zones - The Federal Emergency Management Agency (FEMA) has designated two primary flood zones for Orange Beach:

Coastal VE Flood Zone (Velocity Zone) - A coastal high-hazard area subject to flooding by the 1% annual chance flood (100-year flood) with additional hazards from storm-driven waves. Key characteristics:

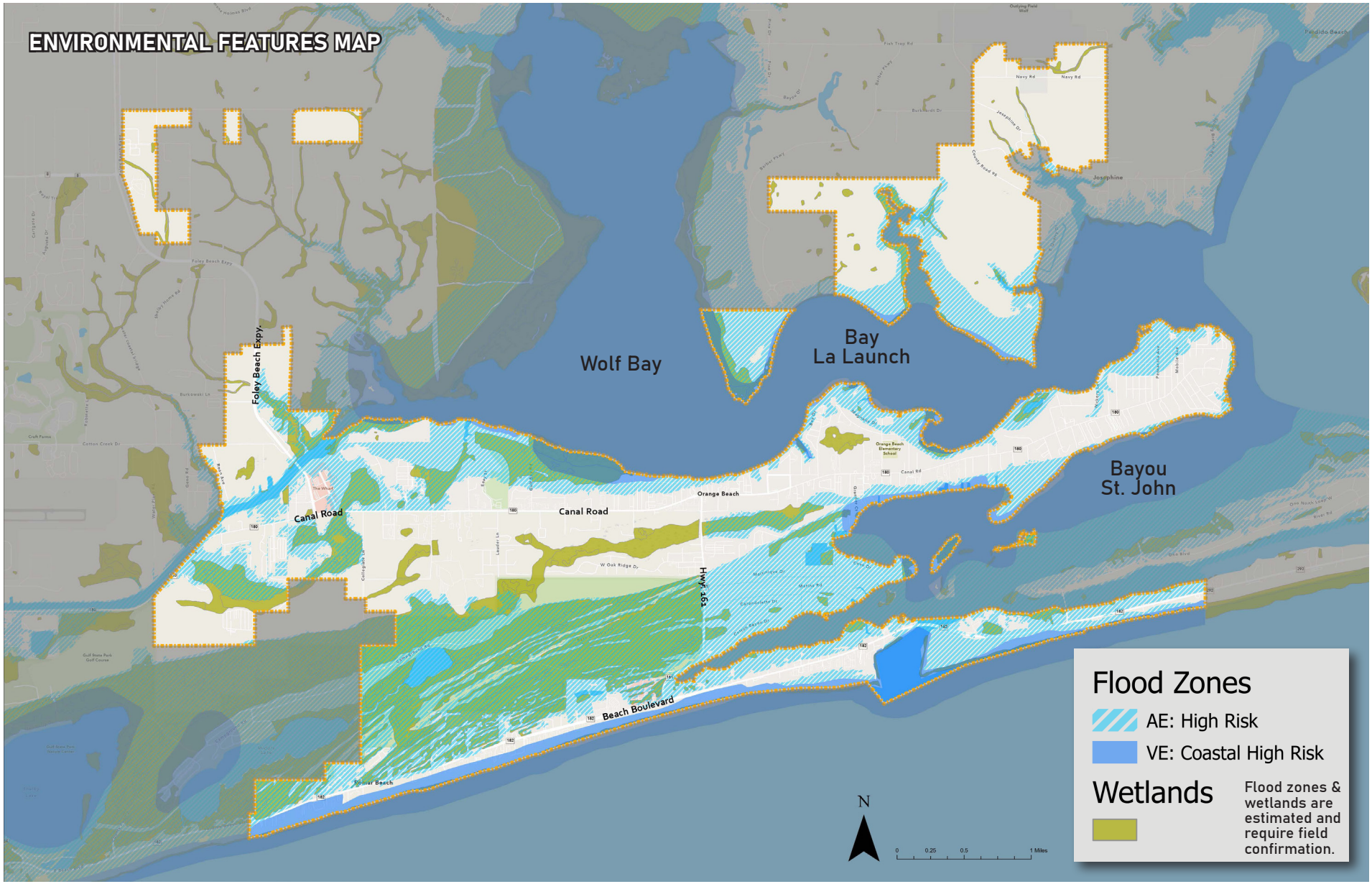
- Subject to wave heights of 3 feet or greater.
- Experiences strong wave action, high velocities, erosion, and scour.
- Structures must typically be elevated on open foundations (piles, columns) to allow waves to pass beneath.

AE Flood Zone - An area subject to flooding by the 1% annual chance flood, where Base Flood Elevations (BFEs) are determined, but wave action is less than 3 feet. Key characteristics:

- Flooding is primarily due to rising water levels, not breaking waves.
- FIRMs show BFEs and may include a regulatory floodway.
- Structures must be elevated to or above the BFE, but open pile foundations are not always required.

Wetlands - Wetlands are areas that are periodically wet and serve many important environmental benefits, including flood mitigation, water filtration, and habitat for endangered plants and animals. Within Orange Beach, they are concentrated south of Canal Road and extend in an irregular shape along an east-west axis, in addition to various random and unconnected wetlands areas. Although wetlands are protected through regulations at both the federal and state levels, the City of Orange Beach recently adopted new regulations that provide even greater protections than those two levels. In general, the new City regulations essentially preclude the disturbance of wetlands from development.

ENVIRONMENTAL FEATURES MAP



Development and its corresponding land uses are the foundation of any comprehensive plan. While the map on the following page provides information on Orange Beach's existing land uses, issues such as residential densities, nonresidential intensities, and development form and character are not reflected. Those issues, however, are addressed later in this plan's section proposing "Place Types." Place Types account for both land use and all of the design issues noted above.

Existing Land Uses

Commercial & Mixed Use - This land use is most concentrated in an east-west linear form along both sides of Canal Road (west of Hwy. 161) and along the north side of Perdido Beach Blvd. It is estimated that roughly 1 million square feet exist.

Accomodations - The primary use within this category is hotels, most of which are located along Perdido Beach Blvd. There are 9,940 existing lodging rooms. There are also a few high-end recreational vehicle (RV) parks off of Canal Road, as well as Young's Hideaway, a luxury camping site on the west end of Perdido Beach Blvd.

Residential - The map on the next page distinguishes between low-density single-family (1-4 units/acre), medium-density single-family (5-10 units/acre), and multi-family. Many multi-family buildings are condominiums along the beach used for short-term rentals, so they are categorized under "Accomodation." See pages 33-34 for more information on this topic in the section on housing.

Parks - Three different categories of parks based on ownership are mapped on the next page. The most expansive park lands are State-owned lands on the west end of Perdido Key and Gulf State Park. Details on parks are provided on pages 22-23.

Public Facilities & Industrial - Public facilities are detailed on pages 24-25. Industrial uses are few. The largest site is on Portage Creek west of Foley Beach Expressway.

Undeveloped Land - Not including designated parks, this use type is depicted in gray on the map and is extensive. Much of it is located in the northern parts of the city. It should be recognized that such lands have environmental and aesthetic value.

Existing Development Forms

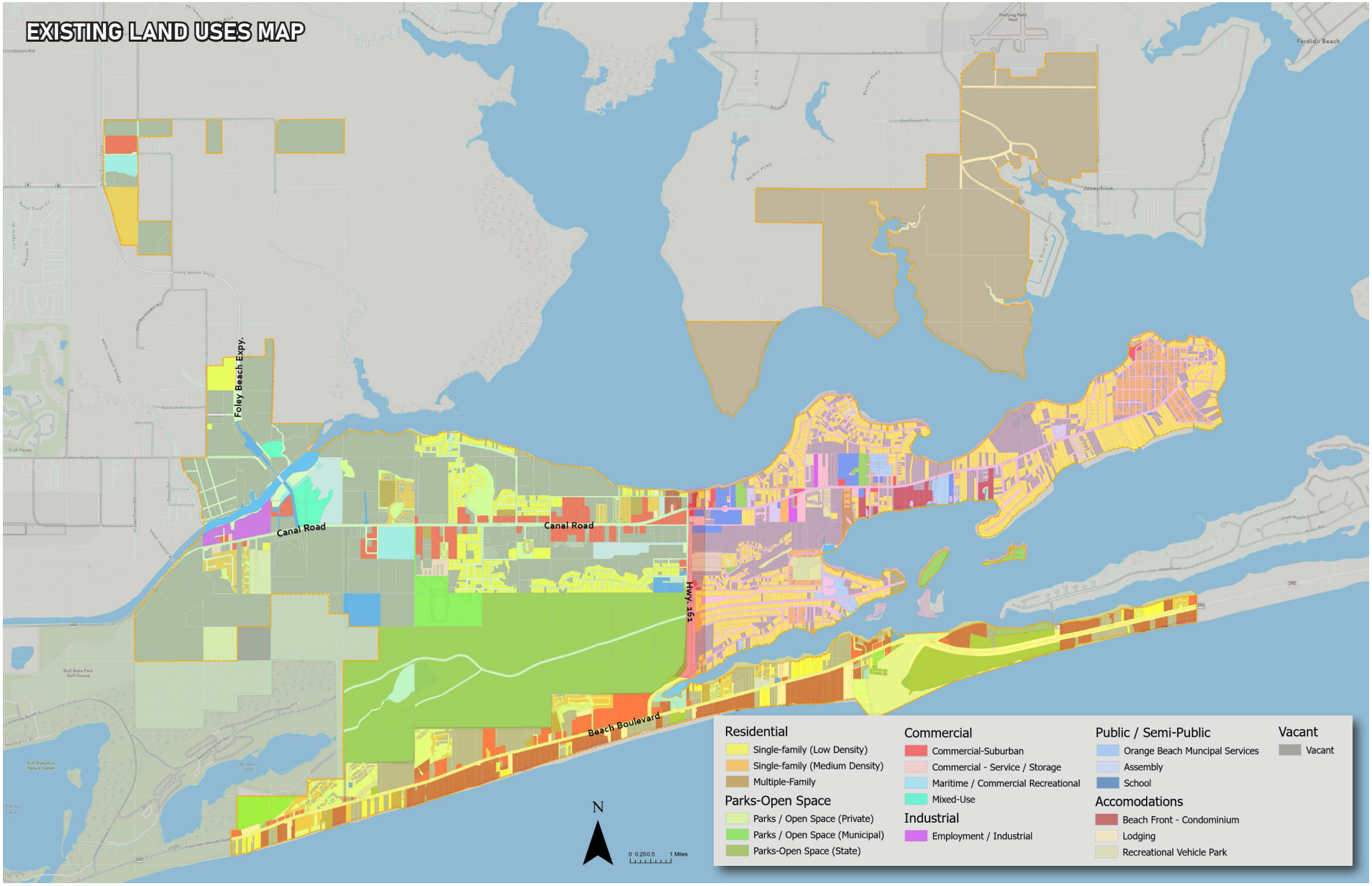
Urban Lands - There are very few areas in Orange Beach that are relatively high-density, mixed-use, and pedestrian-friendly. The most noteworthy examples are The Wharf Development and Tannin Town Center, including its adjacent residential village.

Suburban Lands - This development form is characterized by segregated land uses and an automobile orientation. As is the case for most communities, it is the dominant development form. It includes strip commercial corridors and single-family housing that typically lacks diversity of housing types and costs per development.

Exurban & Rural Lands - Within the context of Orange Beach, these lands are either sparsely developed or undeveloped. The latter category of lands is shaded gray on the land use map on the following page.

This view of the Perdido Beach Blvd. corridor was taken from a 22-story beach-fronting hotel, and it illustrates the area's automobile-oriented suburban commercial development. Unlike much of the area, large parking lots are to the sides of some buildings rather than in the front.

EXISTING LAND USES MAP



Road classifications are important because streets and roads perform a particular function in an integrated transportation network. Higher classification roads serve a mobility function, while lower classification roads serve more of an access function. The classification of each street or road segment determines its role in the larger network, as well as its intended traffic capacity and design.

Orange Beach's Road Categories

Orange Beach's road network consists of approximately 104 miles, divided into four functional classes that serve distinct roles in mobility and land use. The road classifications in Orange Beach are adopted by the Florida-Alabama Transportation Planning Organization (MPO) and the Alabama Department of Transportation. The map on the following page illustrates those categories, which are also described below:

Principal Arterials - Principal arterials in Orange Beach account for about 7% of the network, and are designed for high-volume, long-distance travel and regional connectivity. These roads, such as Perdido Beach Boulevard (SR 182), typically feature four to six lanes with medians, lane widths of 11–12 feet, and posted speeds of 45–55 mph. They prioritize traffic flow and safety through controlled intersections and limited property access (driveways). These corridors often traverse a combination of commercial and resort areas.

Minor Arterials - Minor arterials make up roughly 8% of the road network and provide connections between major arterials and collectors. Roads such as Orange Beach Boulevard (SR 161) and Foley Beach Express fall into this category, supporting intra-city travel at speeds of 35–45 mph. They generally have two to four lanes, occasional medians, and sidewalks where feasible. They serve mixed-use corridors with retail, residential, and recreational development.

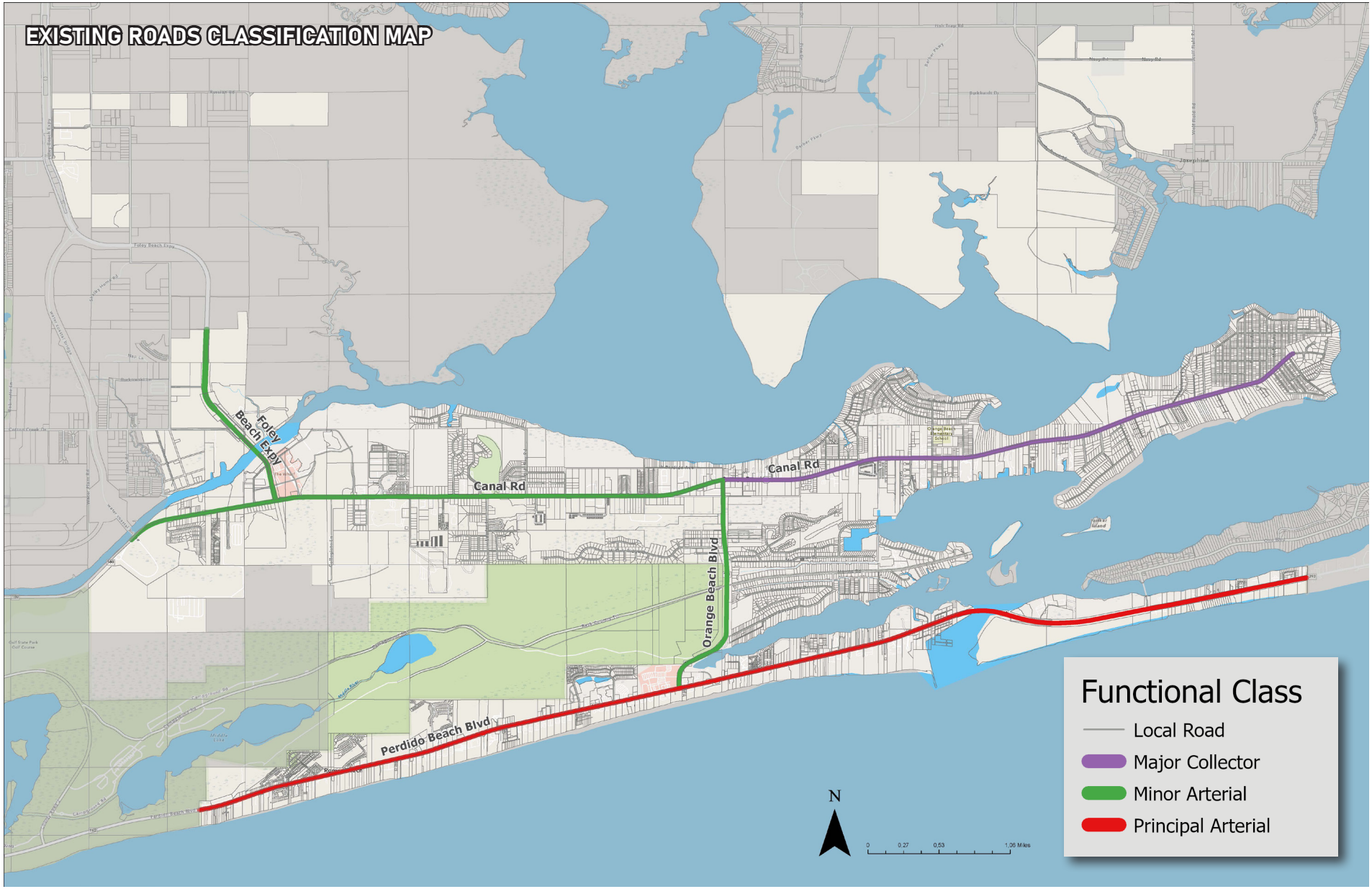
Major Collectors - Major collectors, representing about 4% of the city's road system, distribute traffic between arterials and local streets. Canal Road west of Orange Beach Boulevard is a key example of a major collector. These roads typically have two lanes with lane widths of 10–12 feet and posted speeds of 25–35 mph. They provide frequent access to neighborhoods, marinas, and community facilities, with an emphasis on safe turning movements and pedestrian accommodations.

Local - Finally, local roads dominate the community's road network, comprising 82% of total mileage. These streets, such as Wilson Boulevard and Lauder Lane, primarily serve residential areas and local destinations. They are usually two lanes wide, with lane widths of 9–11 feet, minimal shoulders, and posted speeds of 20–30 mph. Local roads prioritize access over mobility, providing convenient entry to homes and businesses rather than facilitating high-speed travel.

The map on the following page illustrates these existing road categories for Orange Beach.

Maintaining a road classification system is important to mobility planning for any community, including Orange Beach, as the categories dictate the role and design of roads. The north segment of Foley Beach Expressway is designed as a parkway.

EXISTING ROADS CLASSIFICATION MAP



Existing traffic volumes are important to understand for any comprehensive planning project so that necessary improvements to the existing transportation system can be identified. In particular, analyzing volume trends over time can be instructive for planning purposes. When correlated to the functional classification and number of traffic lanes, the need for improvements to the existing road network can be determined.

Historical Traffic

Traffic patterns in Orange Beach have evolved steadily over the past decade, reflecting both population growth and seasonal tourism demand. Analysis of traffic count data from 2018 to 2024 shows that volumes on most corridors have increased, with an average annual growth rate of approximately 2%. Canal Road experienced the most significant growth, with some segments increasing by nearly 50%, while Perdido Beach Boulevard saw mixed trends, with some segments seeing little to no growth.

Highest Traffic Volumes - By 2024, the highest traffic volumes were concentrated along the principal and minor arterials, including Orange Beach Boulevard, Foley Beach Express, and Canal Road East of Orange Beach Boulevard. These corridors routinely carry between 15,000 and 29,000 vehicles per day, with peak-season volumes spiking even higher. Local roads and major collectors, such as Canal Road west of Orange Beach Boulevard, handle substantially lower volumes, but remain critical for neighborhood access and connectivity.

Seasonal Traffic Patterns - Capacity analysis indicates that most links operate well below capacity during typical weekday conditions in the shoulder season, with generally acceptable volume-to-capacity ratios (<0.85). However, during the June–July vacation season, traffic surges dramatically. Friday afternoon inbound flows and Sunday morning outbound flows create the most severe congestion, particularly on Foley Beach Express and Canal Road, where traffic volumes exceed 100% capacity (1.05) on some segments. These over-capacity conditions result in delays and queuing that ripple across the network.

Conclusions - These findings underscore that, while weekday traffic remains manageable, seasonal peaks impose significant strain on the system. Without additional capacity or operational improvements, these conditions may worsen as growth continues. The analysis highlights the need for targeted upgrades along strategic corridors and intersection improvements to maintain mobility and safety during high-demand periods.

Traffic Forecasts

Traffic projections for 2040 indicate that select corridors may face further exacerbation of these traffic congestion issues, driven by continued population increases, major commercial development, and strong tourism demand. Forecasts were developed using two approaches:

This segment of Canal Road is located just east of its intersection with Hwy. 161. It has relatively high volumes of traffic within the context of Orange Beach's traffic levels. Although it accomodates motorized vehicles and cyclists, this segment lacks sidewalks for pedestrians.

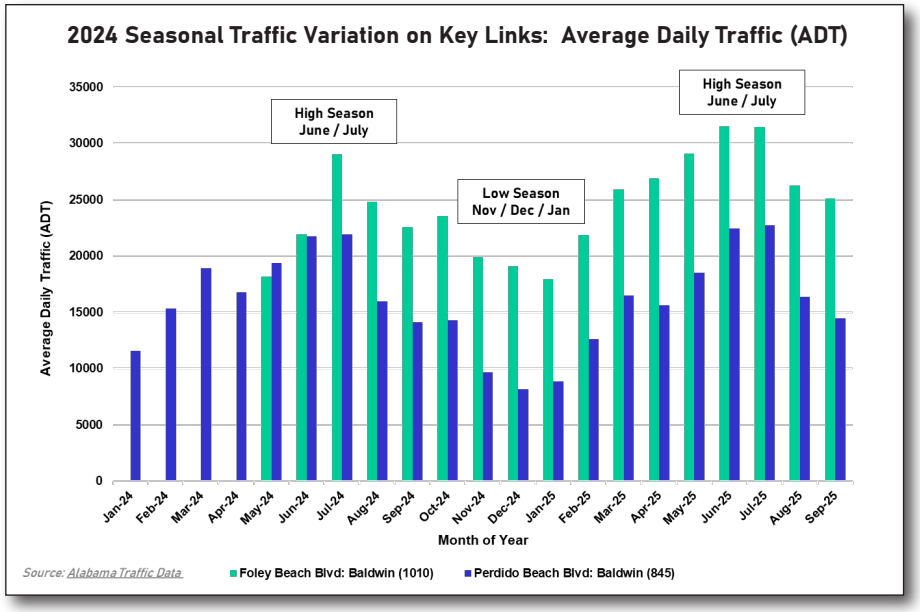
- *Uniform Growth Scenario* - this approach applies a consistent 2% annual background growth rate across all links
- *Variable Growth Scenario* - this approach assigns link-specific rates based on historic trends, such as 6% for Canal Road, 2% for Perdido Beach Boulevard, and 1.5% for Orange Beach Boulevard.

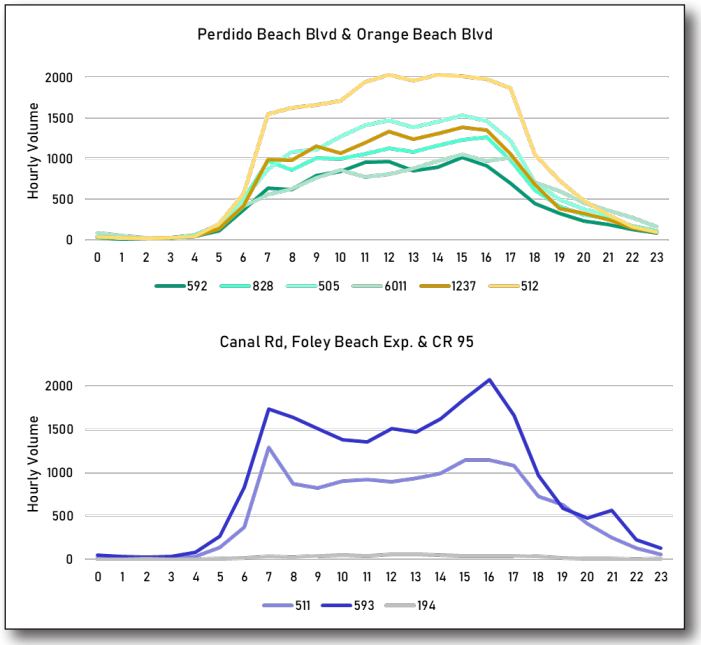
Both scenarios incorporate trip generation from planned developments, including a mixed-use commercial center at the intersection of Canal Road and Orange Beach Boulevard and residential infill along Perdido Beach Boulevard.

Projections for Key Corridors - Under these assumptions indicated above, traffic volumes on key corridors of Orange Beach are expected to increase significantly, with Foley Beach Express and Canal Road experiencing the greatest strain. By 2040, typical weekday peak-hour flows will approach or exceed capacity on these links. During the June–July vacation season, Friday afternoon inbound and Sunday morning outbound traffic will push volumes well beyond 100% capacity. These traffic conditions indicate severe congestion and delays, particularly at critical intersections and access points.

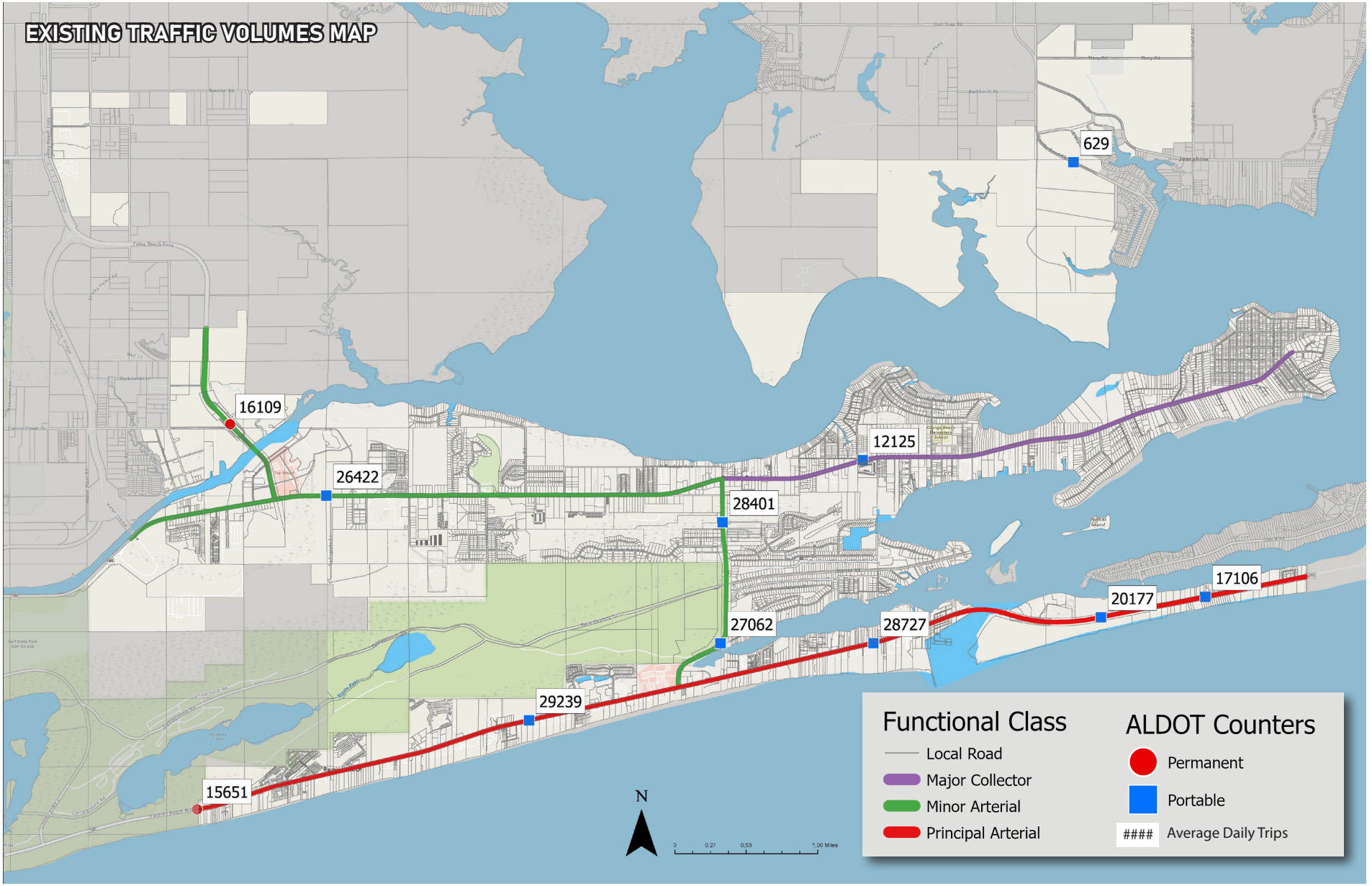
Key Findings - The analysis underscores several key findings. First, while most links currently operate under capacity during shoulder-season weekdays, growth and development will transform these conditions, making over-capacity operations common on strategic corridors. Second, seasonal peaks will remain the most challenging periods, with congestion intensifying and lasting longer than today. Finally, without targeted interventions, such as additional lanes, improved alternative transportation options, intersection upgrades, and operational measures, network performance will degrade, affecting both residents and visitors in Orange Beach.

In short, the 2040 forecast confirms that certain corridors in the mobility system face mounting pressure from growth and tourism. Proactive planning for capacity improvements and multimodal options will be essential to maintain safe and efficient travel in the future. The map on the following page illustrates this traffic analysis, and relevant recommendations are provided later in this plan.





Typical Weekday Traffic Profiles
The graphs at left illustrate average hourly traffic volumes for Perdido Beach Blvd. and Orange Blvd., as well as for Canal Rd., Foley Beach Expressway, and CR 95.


EXISTING TRAFFIC VOLUMES MAP
629
16109
12125
26422
28401
17106
20177
27062
28727
29239
15651
N
0
0.27
0.53
1.06 Miles
Functional Class
Local Road
Major Collector
Minor Arterial
Principal Arterial
ALDOT Counters
Permanent
Portable
Average Daily Trips

MOBILITY: ALTERNATIVE MODES

Bicycle and pedestrian transportation facilities are relevant because they are modes of transportation rapidly gaining importance and popularity. Identifying existing facilities helps to determine where improvements are needed, as well as opportunities to extend and connect new facilities. In addition to cycling, running, and walking, golf carts are another alternative mode of mobility to be addressed given their growing popularity.

Orange Beach's alternative transportation network serves pedestrians, cyclists, and golf carts. It also plays an increasingly important role in supporting mobility, tourism, and recreation in the community. Existing facility types include sidewalks along portions of major corridors, informal shoulder use for cycling, and designated golf cart routes within certain resort and residential areas. However, coverage remains limited and fragmented, particularly along Canal Road and Perdido Beach Boulevard, where sidewalk gaps and inconsistent bicycle infrastructure constrain safe and convenient non-motorized travel.

Pedestrian Facilities

Orange Beach's pedestrian network is in good condition where sidewalks exist, but coverage is limited and discontinuous. Sidewalks extend along only about 15% of Canal Road and 25% of Perdido Beach Boulevard, leaving gaps that make walking difficult, especially west of Orange Beach Boulevard and along segments where sidewalks end or switch sides.

The city also benefits from the Hugh S. Branyon Backcountry Trail system, offering about 28 miles of paved and natural trails through Gulf State Park. This network provides a safe, scenic alternative to roadside walking and is accessible from trailheads near Canal Road, Orange Beach Boulevard, and Marina Road. This system provides connections from sidewalk segments to the trail system for recreational and extended walking routes.

Despite these assets, integration between sidewalks and trails is limited. Many neighborhoods and commercial areas remain disconnected, forcing pedestrians to rely on informal paths or roadside shoulders. Closing sidewalk gaps, adding marked crossings, and creating direct links to trailheads will be essential to improve walkability and reduce vehicle dependence for short trips.

Bike Facilities

Bicycle facilities include marked bike lanes along portions of Perdido Beach Boule-

Orange Beach has an existing trail system that is well designed and geographically extensive. The Cotton Bayou Trail extends from the west side of Hwy. 161 by the iconic water tower west to Catman Road in Gulf State Park.

vard; however, these lanes are often narrow, inconsistent in width and continuity, and lack physical separation from adjacent high-speed traffic. Unsafe crossings at major intersections further reduce comfort and safety for cyclists. Beyond Perdido Beach Boulevard, most cycling occurs on paved shoulders along Canal Road, which also lack dedicated lanes or clear pavement markings. These conditions discourage use by less experienced riders and highlight the need for continuous, well-marked, and protected bike facilities or shared-use paths along key corridors to accommodate both recreational and commuter cycling.

Golf Carts

Golf carts represent a unique and growing mode of travel in Orange Beach, particularly within resort communities and for short-distance trips to beaches, marinas, and retail centers. Current travel patterns show golf carts primarily operating on local streets and private drives, with limited connectivity to public corridors. Beyond formal sidewalks and shared-use facilities, Orange Beach has developed informal travel paths - often called "goat trails" - where golf carts and pedestrians have repeatedly cut through vegetated areas or along drainage culverts to bypass gaps in the official network. Demand for golf cart access is increasing as visitors seek convenient, low-speed alternatives for short trips. However, gaps in designated routes and a lack of clear signage or crossings at major roads limit safe integration with the broader network. Addressing these gaps will require policies and infrastructure improvements, such as marked crossings, designated lanes, and connectivity between residential areas and key destinations.

Generators & Desire Lines

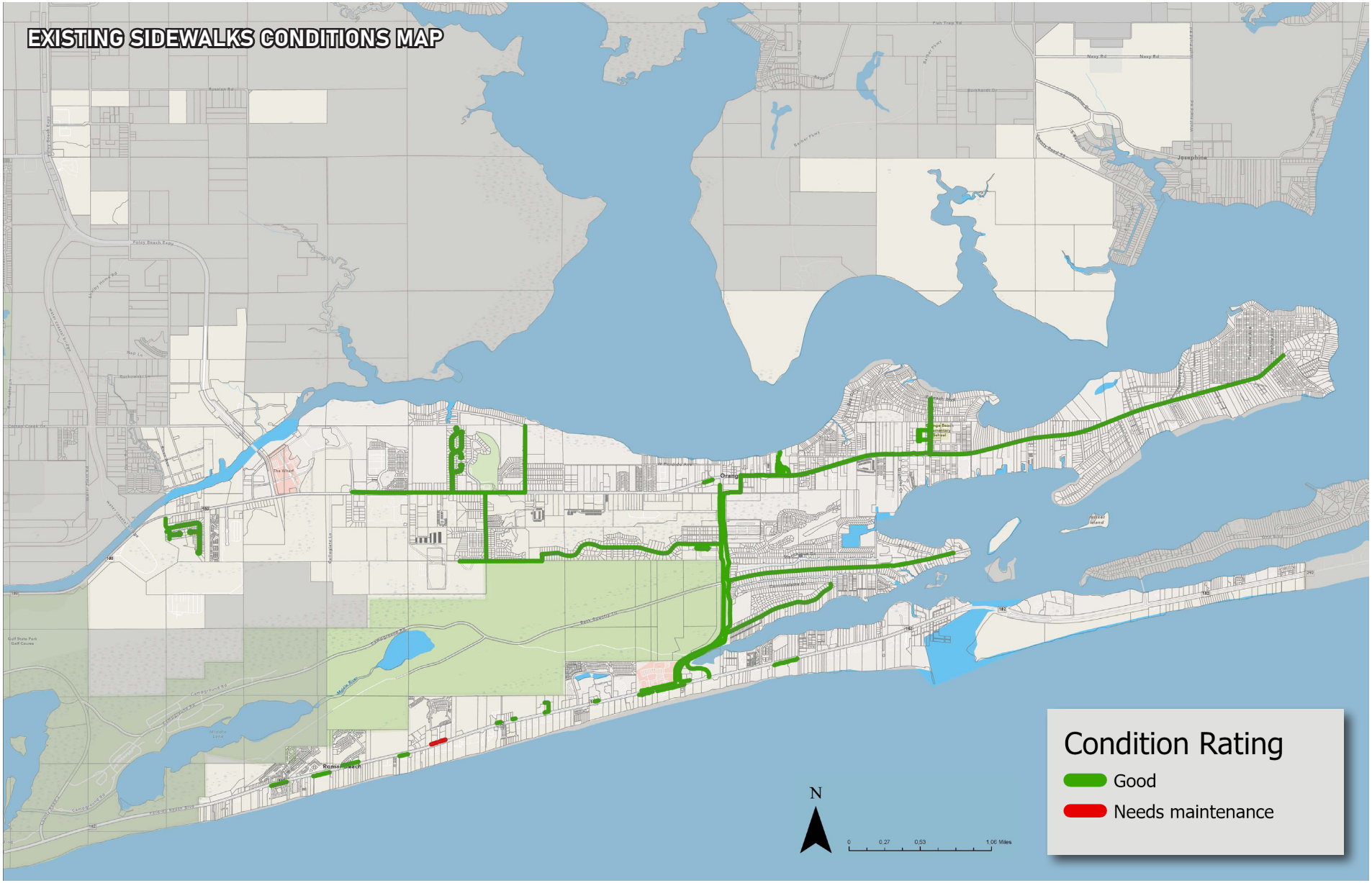
Primary Generators - Primary generators of pedestrian, bicycle, and golf cart activity include The Wharf waterfront district, the Orange Beach waterfront, the History Museum, the Sportsplex, and numerous restaurants, hotels, and condominium complexes. These attractors create concentrated demand for walking, biking, and golf cart facilities, particularly during peak visitor seasons.

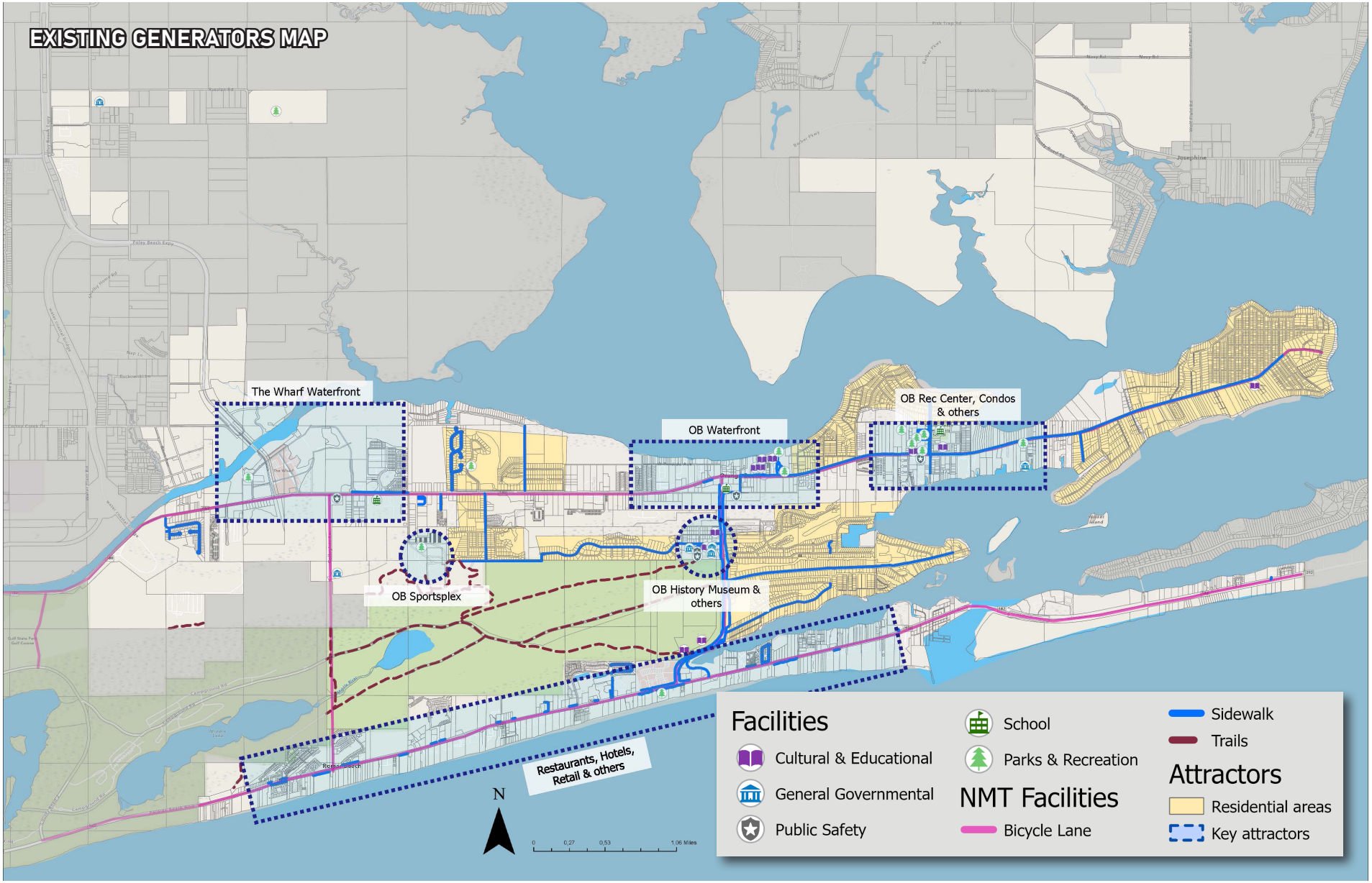
Desire Lines - Key desire lines for alternative modes generally align with major east-west corridors - Canal Road and Perdido Beach Boulevard - and north-south connectors such as Orange Beach Boulevard and Marina Road. These routes link neighborhoods to waterfront attractions, retail centers, and recreational destinations, reflecting the city's strong tourism orientation and the need for safe, direct non-motorized connections.

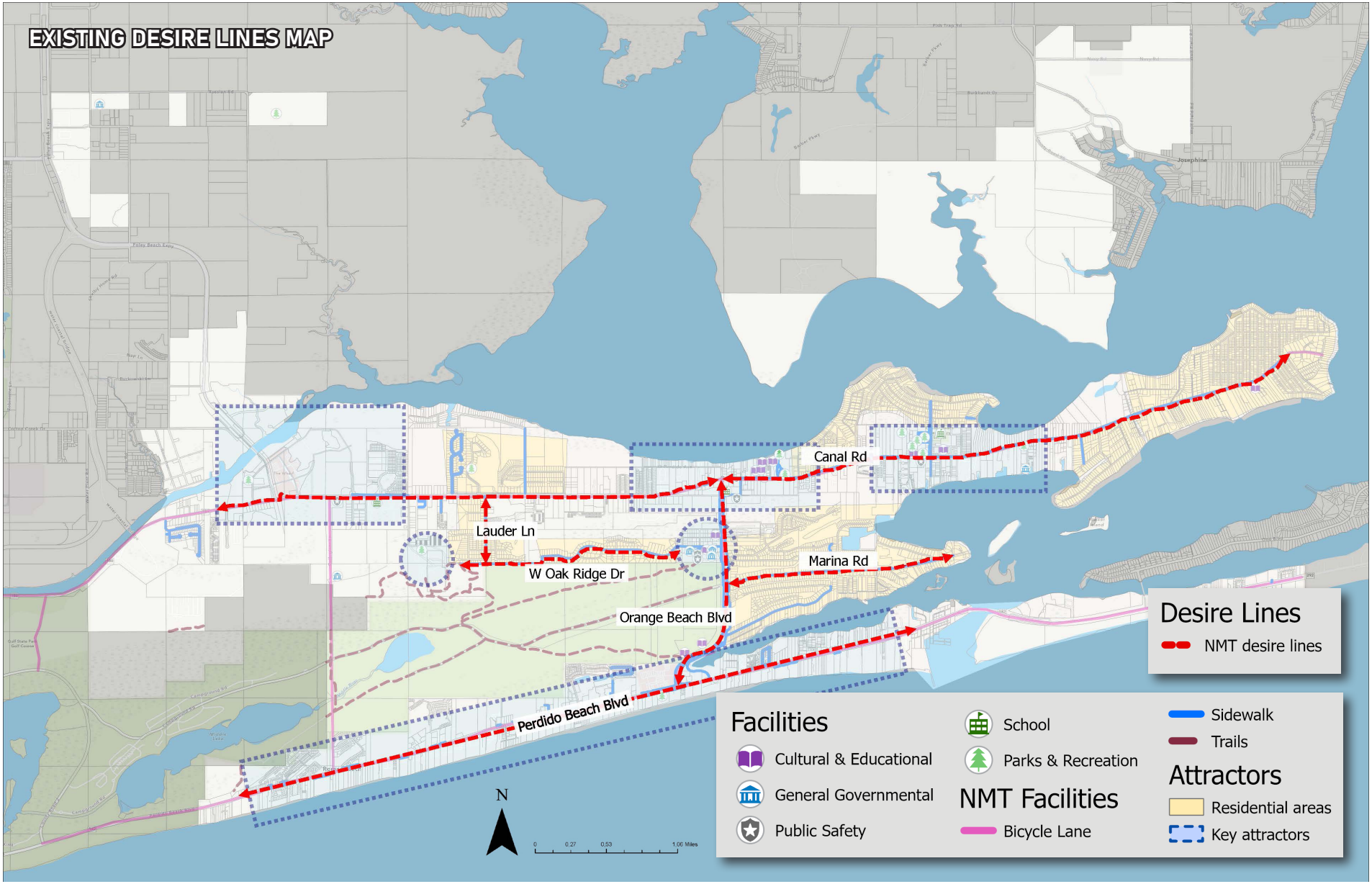
The map on the following page illustrates existing sidewalk conditions in Orange Beach, while the two pages following that feature a map of connectivity generators and a map of desire lines. Relevant recommendations on these topics are provided later in this plan.

As with most communities, motorized vehicles are the dominant form of transportation in Orange Beach. However, other modes do exist, including walking, biking and golf carts. An objective of the plan will be expanding the use of such alternatives.

EXISTING SIDEWALKS CONDITIONS MAP




EXISTING GENERATORS MAP
The Wharf Waterfront
OB Waterfront
OB Rec Center, Condos & others
OB Sportsplex
OB History Museum & others
Restaurants, Hotels, Retail & others
N
Facilities
Cultural & Educational
General Governmental
Public Safety
School
Parks & Recreation
NMT Facilities
Bicycle Lane
Sidewalk
Trails
Attractors
Residential areas
Key attractors


EXISTING DESIRE LINES MAP
Canal Rd
Lauder Ln
W Oak Ridge Dr
Marina Rd
Orange Beach Blvd
Perdido Beach Blvd
N
0 0.27 0.53 1.06 Miles
Desire Lines
NMT desire lines
Facilities
Cultural & Educational
General Governmental
Public Safety
School
Parks & Recreation
NMT Facilities
Bicycle Lane
Sidewalk
Trails
Attractors
Residential areas
Key attractors

A community's parks and recreation facilities are important for multiple reasons. Most significantly, they are critical for residents because of the physical and psychological benefits that they provide. Secondly, parks and recreation are considered to be a key "quality of life" issue that is important to attract residents, tourists, and businesses, thereby contributing to Orange Beach's economic development. Key existing facilties include:

Adult/Senior Activity Center - Located at 26251 Canal Road, this center offers programs and classes to residents, as well as arts and crafts, a game room, a multipurpose room, and a screened porch overlooking Wolf Bay.

Adult Fitness Center - This 17,400-square-foot center is open with 24-hour accessibility for members. The facility is on the Recreation Center campus at 4847 Wilson Blvd., behind the Community Center.

Aquatics Center - The Orange Beach Aquatics Center is located 4847 Wilson Blvd., along with many other related facilities. The center serves thousands of members annually and is designed for all ages and ability levels. Its stated goal is "enabling individuals and families to build healthy lifestyles."

Golf Center - The Golf Center is located at 4700 Easy Street, just north of Canal Road roughly 1.25 miles east of the Foley Beach Express exit on Canal Road. It is in the East Area of Orange Beach. It is a nine-hole course that includes a driving range, evening hours, a pro shop, and golf clinics.

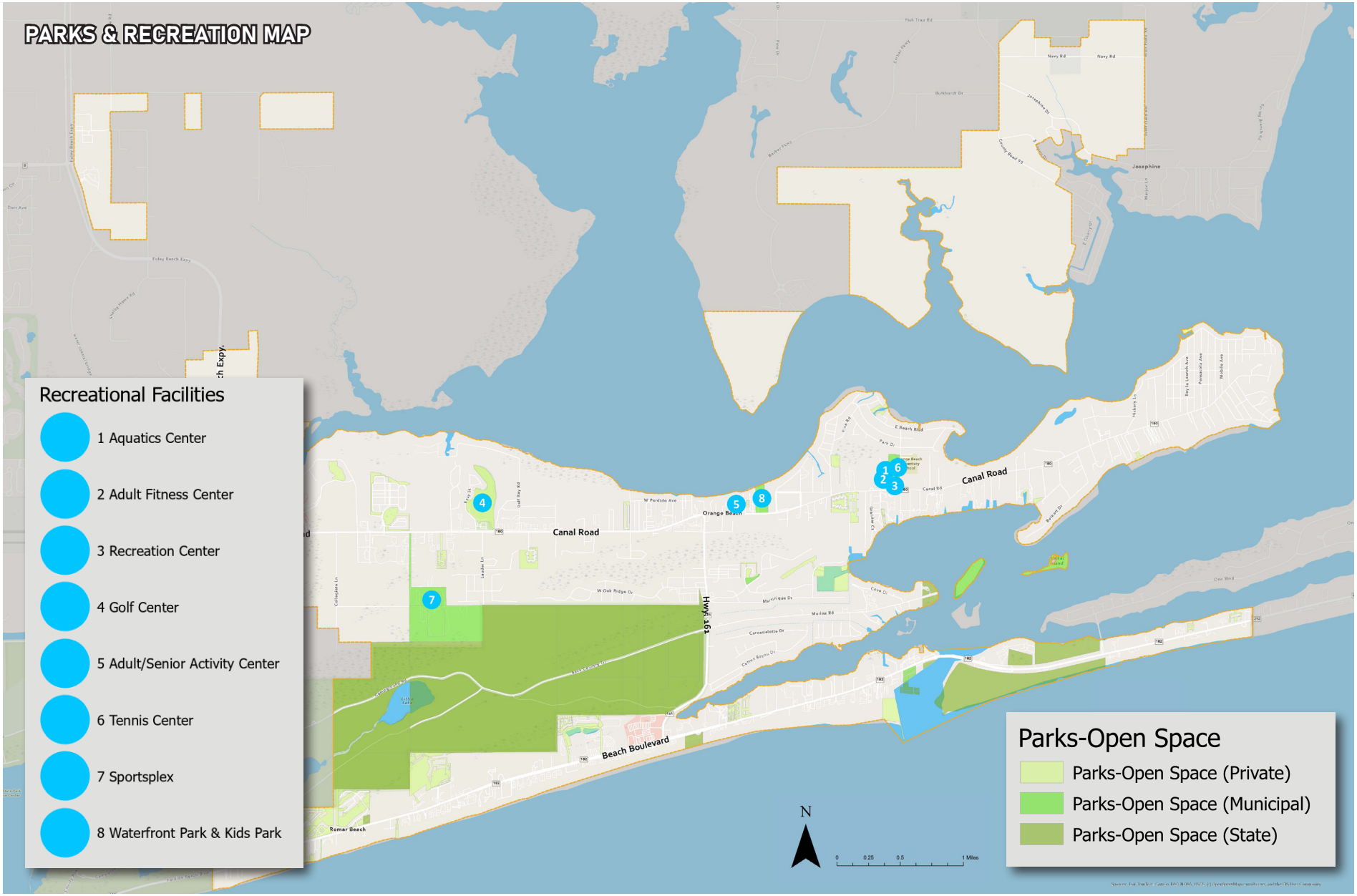
Recreation Center - The City's Recreation Center opened in 2003 at 4849 Wilson Blvd. and it is located near several other City facilities. It features two gymnasiums, multipurpose rooms, and a 24/7 fitness facility. The Center also sponsors the City's Expect Excellence child care program.

Sportsplex - Located at 4385 William Silvers Pkwy., the Sportsplex opened in 2001. It includes softball, baseball, and football/soccer fields, as well as a three-court sand volleyball area and three concession stands. It also features a 1,500-seat stadium and associated facilties that has been used for SEC women's soccer tournaments.

Tennis Center - The Tennis Center is located at 4851 Wilson Blvd. by the Recreation Center. It features eight lighted hard courts that are open from 7 am to 10 pm - seven days a week. The center is also home to the Orange Beach Ladies Tennis League.

Waterfront Park & Kids Park - Located off Canal Road on Wolf Bay, the park's 400 ft. pier was completely rebuilt following hurricane damage in 2020. Amenities include pavilions, picnic shelters, restrooms, a walking path, parking, and a children's park.

Located just north of Canal Road on Easy Street, the Orange Beach Golf Center features a very challenging par-three course with several water hazards. It is a nine-hole course that includes a driving range, evening hours, a pro shop, and golf clinics.


PARKS & RECREATION MAP
Recreational Facilities
1 Aquatics Center
2 Adult Fitness Center
3 Recreation Center
4 Golf Center
5 Adult/Senior Activity Center
6 Tennis Center
7 Sportsplex
8 Waterfront Park & Kids Park
Parks-Open Space
Parks-Open Space (Private)
Parks-Open Space (Municipal)
Parks-Open Space (State)
Canal Road
Orange Beach
Beach Boulevard
HWY 161
Romar Beach
Josephine
N
0
0.25
0.5
1 Miles

PUBLIC FACILITIES

The topic of Public Facilities covers a wide range of public uses. Those considered "general" for the purposes of this plan include administrative buildings for the City, as well as federal facilities such as the post office. Public Safety facilities are police, fire, and other emergency services. Cultural and Educational facilities feature schools and the library. While many of Orange Beach's Public Facilities are geographically clustered, such clusters are widely dispersed across the city.

Governmental: General

Municipal Complex - Located on the west side of Hwy. 161 across from Terry Cove Drive, the complex includes City Hall, the City's Community Development Department, the History Museum, and Fire Station #1. The US Post Office is also adjacent.

Public Works - The City's Public Works Department is comprised of the Street, Landscaping, and Refuse Divisions, and they play an integral role in emergency management and disaster recovery. Their facilities are located at 7394 Roscoe Road.

Coastal Resources - Located at 4697 Walker Avenue on Johnson Cove, this department's mission is to preserve and restore the local beaches to maintain the community's quality of life and to sustain local tourism. Their facilities include an office building, a dock, and multiple motor boats.

Public Safety

Police & Justice Center - The Municipal Court has jurisdiction over misdemeanor traffic and criminal cases, and violations of municipal ordinances. It is located at 4480 Orange Beach Boulevard. The center includes the police station and jail.

Fire Stations - Station #1 is part of the Municipal Complex (see above). Station #2 is at 27280 Canal Road, Station #3 is the newest facility at 23584 Canal Road, and Station #4 is at 31699 River Road on Ono Island. OBFD is contracted by Ono Island POA for fire protection.

Cultural & Educational

Coastal Art Center - Fronting Wolf Bay at 26389 Canal Road, the complex includes a 10,000 square foot art gallery, glass blowing and clay studios, and is rented for events.

Performing Arts Center - The center is used for Expect Excellence Theatre and performances of the Middle/High School Theatre Department. It is located at 23908 Canal Road.

Community Center - At 27235 Canal Road, the center is used for various events.

Public Library - It features both hard and digital books, a business center, and a range of services. Located at 26267 Canal Road, it is supported by a "Friends" group.

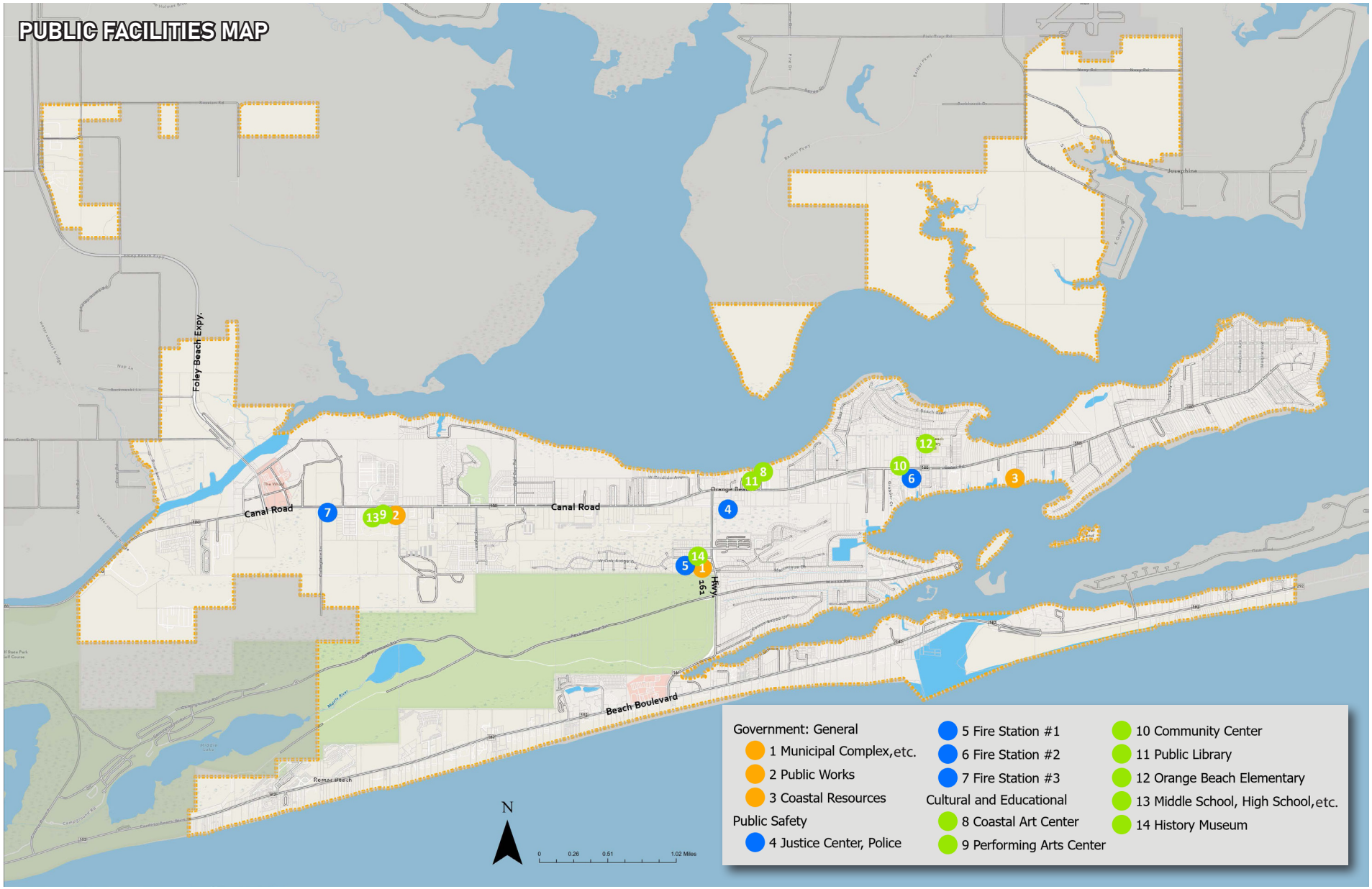
Orange Beach Elementary School - This school has 625 students, it serves pre-kindergarteners through the sixth grade, and is located at 4900 South Wilson Blvd.

Orange Beach Middle & High School - Located at 23908 Canal Road at the Hwy. 161 intersection, this school serves freshmen through seniors and has 643 students.

History Museum - Located by City Hall at 25805 John Snook Drive, the building that houses the museum was originally built in 1910 as a schoolhouse. It has served as a museum since 1995 and was moved to its present location in 1999.

The Orange Beach Community Center features other facilities on the same property, including the Recreation Center, the Coastal Ballet, the Adult Fitness Center, the City Teen Center, the Aquatics Center, and the Tennis Center.

PUBLIC FACILITIES MAP



Infrastructure and services include utilities such as public sewer and water, electricity, gas and telecommunications. These elements are critical to the functioning of any community and their availability can greatly impact a community's future growth. This is a particularly critical issue for Orange Beach given recent growth pressures. While sometimes considered as part of community infrastructure, roads were previously addressed in this plan section.

Water & Sewer / Wastewater Services

Orange Beach's water and wastewater systems support a year-round population of Orange Beach residents and a much larger seasonal population driven by tourism. Both systems are generally well maintained, with multiple recent upgrades, and they are currently adequate for community needs. However, steady development, infill growth, and tourism-driven peak loads will require ongoing reinvestment to ensure reliability and resiliency in the coming decades.

Water System

The Orange Beach Water Authority is a separate entity and not managed/owned by the City. It provides potable water to the city from eight groundwater wells and oversees a large and evolving distribution system. The system was first constructed in 1972 and has expanded continuously as the city has grown. The current system is made up of service lines, distribution lines, and transmission mains that vary in diameter from 1" to 24". Nearly half of the system is comprised of small-diameter pipes of 1" to 4", which could present future capacity challenges. The Authority emphasizes system reliability and regulatory compliance, producing annual Consumer Confidence Reports and performing continuous system monitoring. For more information, please visit *https://www.obwaterauthority.com/*.

Sewer System

The City of Orange Beach operates the wastewater system, including collection, conveyance, and treatment. The system includes 25 lift stations and an upgraded 10 million gallon per day (MGD) treatment facility that has doubled in size in recent years and is engineered for additional expansion at relatively low incremental cost. The sewer network serves all areas within the city limits and extends into some nearby county areas, such as Ono Island and the Miflin Creek region. The current system is made up of service laterals, neighborhood mains, and trunk sewer lines that range in diameter from 2" to 36". As with the water lines, about half of the sewer system is comprised of small-diameter lines of 2" to 6". The predominance of these narrower sewer lines could also present capacity issues in the future. For additional information, please visit *https://www.orangebeachal.gov/*.

Meeting Future Needs

Orange Beach's water and sewer systems meet current daily demand, but may face

Operated by Orange Beach Utilities, this sewage treatment plant is located on the northeast corner of Powerline Road and Gulf Oak Ridge, just west of the Orange Beach Sportsplex.
Source: City of Orange Beach

long-term capacity and resilience challenges due to their exposure to flood prone coastal and back bay areas, the high share of small diameter lines, and strong tourism driven population surges. Flood risk maps show that large portions of both networks run directly through high-risk areas, particularly along Perdido Beach Boulevard, Canal Road, Marina Road, Cotton Bayou, Bayou Drive, and the Ono Island and Miflin Creek corridor. See *Supplement 1) Infrastructure Flooding Risks* for a series of maps that illustrate the flooding risks for various types of infrastructure.

These conditions highlight three overlapping needs for the Orange Beach water and wastewater systems, as follows:

1. Renewal of Aging Small Diameter Lines

Orange Beach's system includes a high proportion of small diameter waterlines and sewer laterals, which are more susceptible to breaks, infiltration, and storm related damage. Targeted replacement and upsizing of these segments will reduce failure risks, improve pressure, and limit service disruptions during flood events.

2. Redundancy & Network Hardening

Many critical water and sewer pipes run along flood exposed corridors where critical pipes, crossings, and lift stations face risks from inundation, washout, and saltwater intrusion. Key improvements include looping dead end lines, adding sectionalizing valves, providing alternate trunk routes, and elevating or hardening vulnerable lift stations, especially along SR 182 and Canal Road. For more information, please visit *https://www.epa.gov/*.

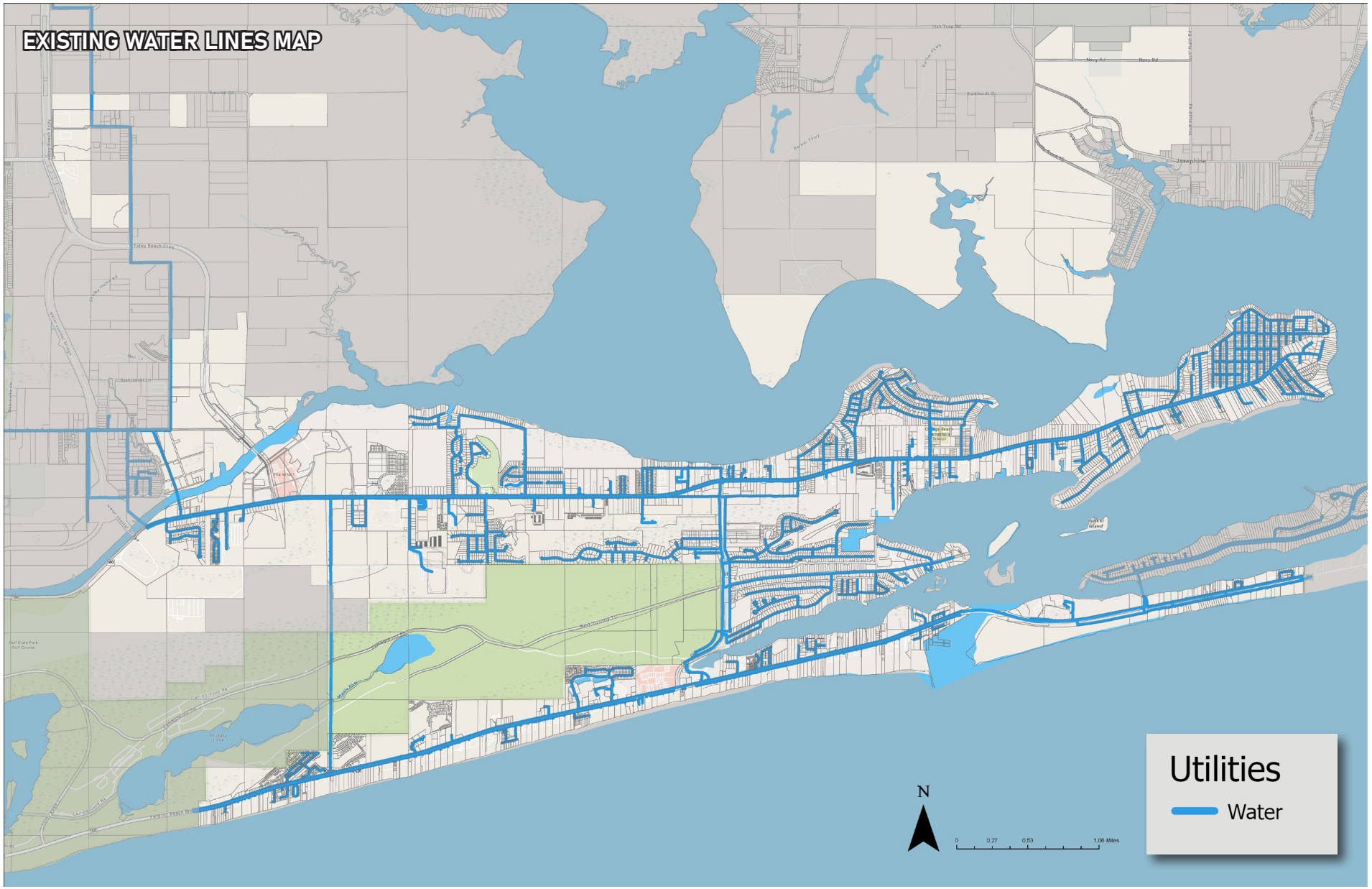
3. System Capacity Expansion

Rising seasonal demand and continued infill development will require expanded water production, storage, distribution capacity, and eventual wastewater treatment plant expansion. Ensuring both systems can accommodate large tourism driven peaks is essential to maintaining reliable service and preventing strain during high demand periods.

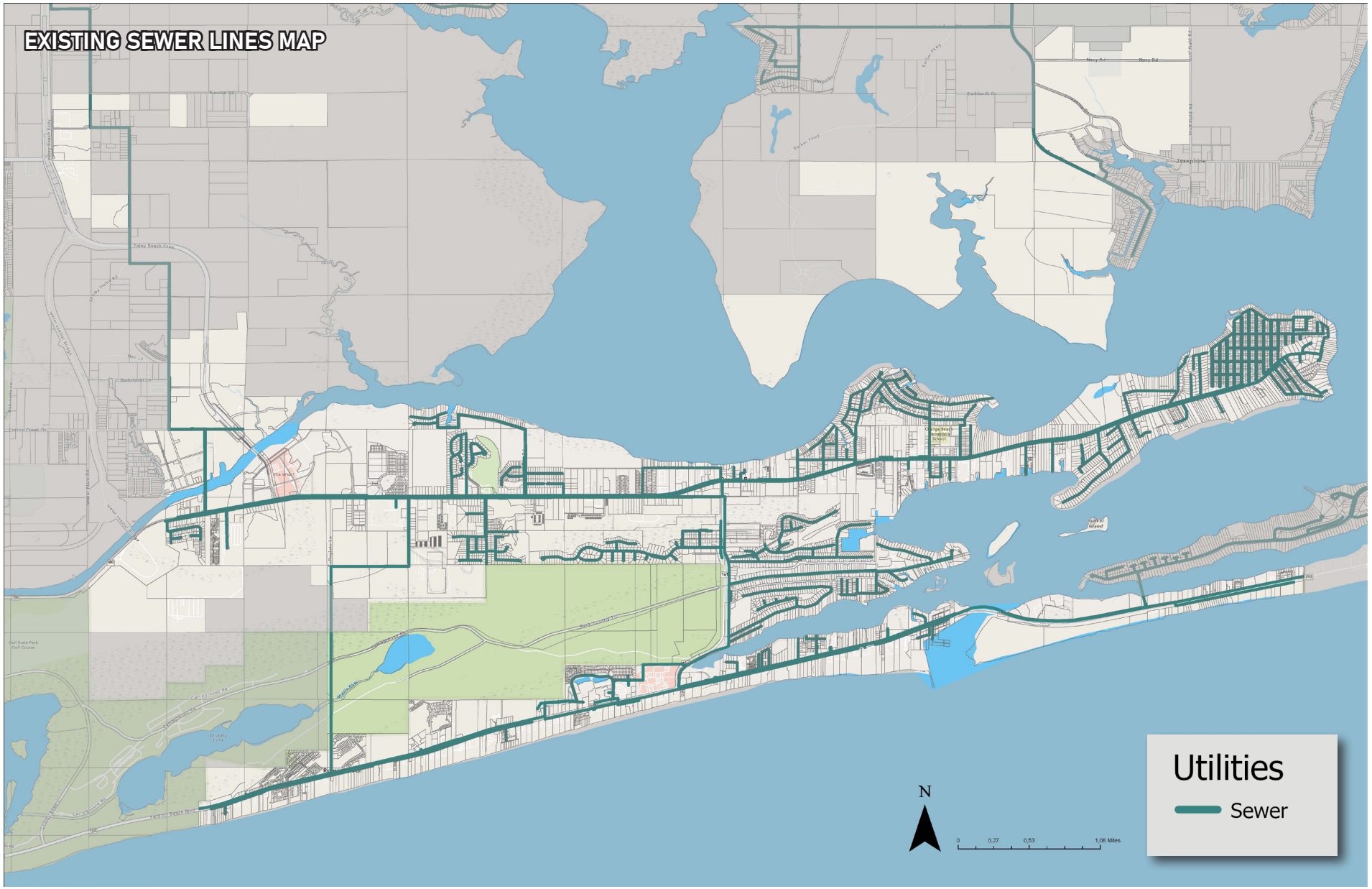
The following two pages feature maps of Orange Beach's water lines and sewer lines.

Located on the west side of Orange Beach Blvd., this water tower is both a utilitarian structure and a highly-recognized landmark.

EXISTING WATER LINES MAP



EXISTING SEWER LINES MAP



PEOPLE

Orange Beach is part of the Daphne-Fairhope-Foley Metropolitan Statistical Area (MSA), which encompasses all of Baldwin County. This MSA was the 11th fastest growing metro area in the United States between 2020 and 2024 according to the U.S. Bureau of the Census's American Community Survey. Orange Beach had an estimated population of about 10,100 people in 2020, up by 74% since 2010.

8,500+

Year-round residents

100,000+

Peak-season population

Key Findings

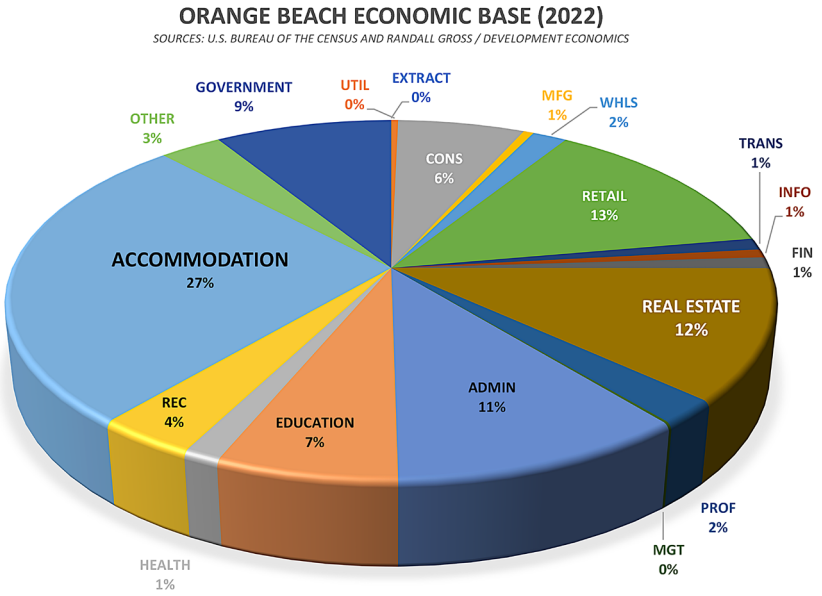
The following points are key takeaways from studing the demographics of Orange Beach:

- *The city's growth is accelerating:* Orange Beach added 231 people per year from 2010-2020, but an estimated 393 per year from 2020 to 2024.
- *Orange Beach is getting younger:* The median age fell from 46 to 38 since 2010. The growth in families with children has led to increasing enrollment in city schools, which are nearing capacity. School capacity issues are influencing the city's development policy decisions.
- *Residents incomes and education are on par with national averages:* They are generally higher than for the rest of Alabama. More than 40% of the city's adults have obtained a college degree or higher-level of education. The average household income in the city exceeds $120,000 per year.
- *Orange Beach is much less ethnically diverse than the nation as a whole:* African Americans constitute less than 1% of the community, relative to 14% nationwide. Less than 3% of Orange Beach residents are Hispanic, compared to 20% nationwide. Only 0.6% of residents are Asian, as opposed to 7% nationwide.

Both year-round residents of Orange Beach and tourists enjoy the many waterfront dining opportunities that come with the benefits of tourism.

ECONOMICS

This section provides a review of baseline socio-economic and housing conditions in Orange Beach. A more detailed Housing Market Analysis provides demographic projections and forecasts of the demand for housing in Orange Beach. Please see Supplement 3) Housing Market Analysis. In general, while tourism is a critical basis for the local economy, there are other aspects of it that are similar to the economies of non-resort communities.



Resort Economy

Orange Beach has what could be characterized as the "typical" resort economy, being highly dependent on accommodations, food service, and the real estate industries. Orange Beach has 7,000 jobs, and nearly 30% of all jobs within the city are in accommodations and food services. That includes restaurants, hotels, Air B&B, and other lodging. Another 13% of jobs are in retail, and 12% are in real estate services. Administrative services account for 11% of jobs, such as in back office processing and administration. The city's tourism industry is driven primarily by visitors from the Gulf Coast states - Alabama, Louisiana, Mississippi, and Texas. However, some have identified opportunities for capturing more "shoulder season" visitors, including "snowbirds" from the Midwest states such as Michigan, Wisconsin and Minnesota. There has been some shoulder season growth generated by visitors from that region.

Overall Economy

The city's overall economy is growing alongside tourism. Between 2002 and 2022, employment in Orange beach expanded by 93%. There has been rapid growth (580%) over that period in education employment. No doubt many of these jobs have been created to serve the growing base of resident families in the city. Other rapidly-growing sectors include information services (480%), administrative services (350%), and professional services (260%), which serve the growing population base. In terms of the largest numbers of jobs added over that period, 580 were added in administra-

Tourism is the driving force for the Orange Beach economy, as echoed here by beach-goers in the foreground and construction in the background. With only 8,000 residents and a roughly $100 million annual City budget, the budgeted $12,500 per capita is high.

tive services, 540 in real estate, and 440 in accommodations and food services.

Health Care

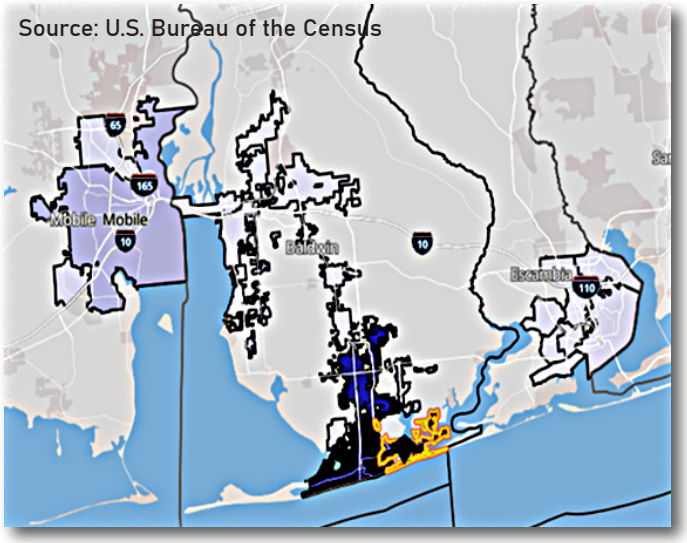
Surprisingly, health care is among the slowest-growing sectors in Orange Beach, especially when compared with national trends and given local demographic growth. That being said, a younger population generates lower demands on the health care system than an aging one. As noted before, Orange Beach has younger families and more children than it did some years ago.

Worker Commuting

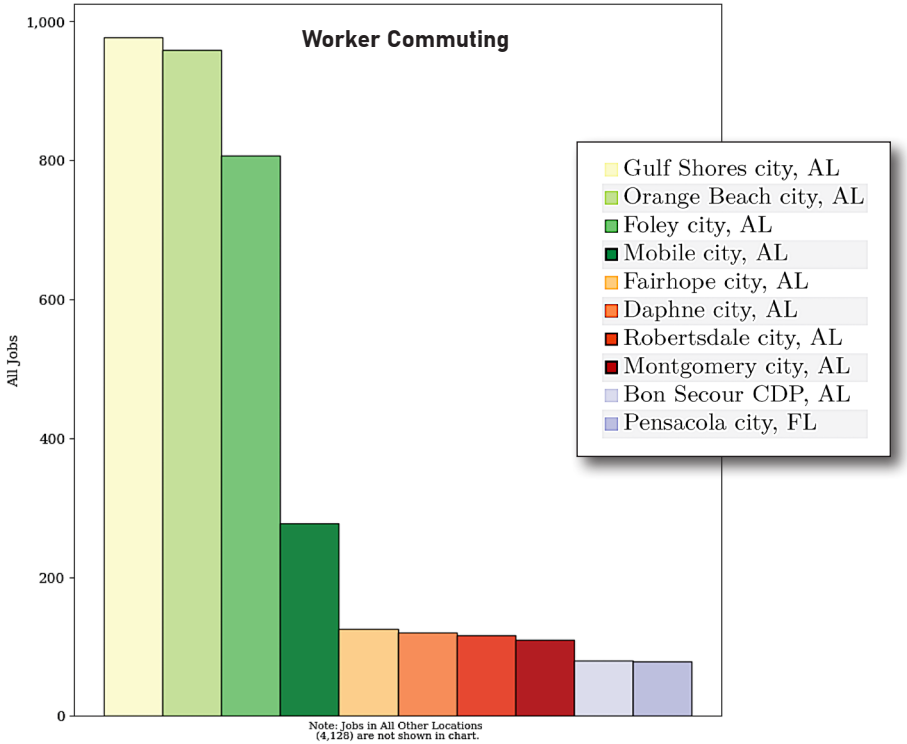
Orange Beach jobs are mainly held by workers commuting in from other areas, with 88% originating from two key transportation corridors, as follow:

- *Northwest Commuter Corridor* from Mobile east on I-10 and down Baldwin Beach Expressway and US Route 90. This area includes workers from Mobile, Foley, Daphne, Fairhope, Robertsdale, and surrounding areas.
- *East Commuter Corridor* from Orange Beach east to Pensacola. This area includes workers from Gulf Shores (representing 13% of Orange Beach workers), Bellview, Myrtle Grove, Pensacola, and surrounding areas.

There is limited workforce housing in Orange Beach to accommodate the thousands of service workers who travel each day to jobs in hotels, restaurants, and other establishments in the city.



This map from the US Bureau of the Census illustrates the sources of Orange Beach's commuting workers. Mobile and Pensacola are home to some of the commuters, as well as the many smaller communties within the region.



HOUSING

This plan's Appendices section contains a Housing Market Analysis. It examines existing market conditions and forecasts demand and potentials for new construction and the rehabilitation of existing housing. The market analysis also examines the existing need for affordable housing. Strategic recommendations for housing development are also provided based on the findings of the market analysis.

Housing Overview

Orange Beach has an estimated 13,550 housing units, based on the American Community Survey. About 34% (4,643 units) of the city's housing is occupied by full-time resident households. Those resident households account for 3.8% of Baldwin County's total household base, yet the city of Orange Beach accounts for nearly 10% of the county's housing stock. Roughly 36% of Orange Beach housing was constructed during a single decade - from 2000 through 2009. According to real estate brokers, there has been an increase in the number of people trying to move to Orange Beach as full-time residents. The COVID-19 pandemic drove demand from 2000 through 2002, but that trend is slowing.

Baldwin County Housing Trends

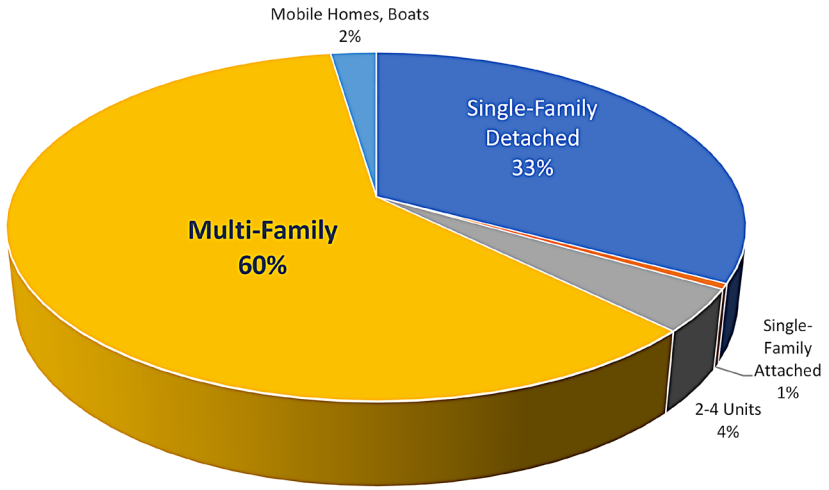
Existing Baldwin County housing market trends indicate that the real estate market peaked in May 2024, with a median sales price of $378,000 and an average sales price of $537,000. By May 2025, the median price had fallen to $365,000 and the average price to $509,000. The amount of time that it takes to sell a home in Baldwin County has increased from just 25 days in May of 2022 to 90 days by May of 2025. These trends are consistent with those in housing markets nationwide, resulting from higher interest rates and market uncertainties over the past two years.

Key Housing Statistics

Approximately 60% of Orange Beach housing is in multi-family buildings, while 30% is in single-family detached and 8% in attached duplex/triplex buildings. Only 2% in other types of housing (mobile homes, boats, etc.). Roughly 74% of permanent resident housing in Orange Beach is owner-occupied, while 26% is dedicated for rentals. Overall, about 65% of Orange Beach housing is in resort or seasonal housing use. The city has 58 high-rise condominiums, with an estimated 75% in investor ownership (for resort rental) and 20% held as second homes, according to developers/managers. This resort housing drives the City's fiscal revenues (mainly through the lodging tax, but also through retail sales taxes) and is, therefore, a critical component of the city's fiscal base. There is a 20% vacancy rate in resident housing and 30% average year-round vacancy in resort condominium housing, according to developers and managers. Seasonality still impacts the market and, therefore, the tax base, but the vacation season has been extended over the last decade. Still, there is a need identified for off-season occupancy when the vacancy can reach 70%. There may also be a need for senior housing, which is limited at present with only 16 units of existing group housing in Orange Beach.

Orange Beach Housing Mix by # Units

Sources: U.S. Bureau of the Census; Claritas (2025), and Randall Gross / Development Economics



Key Findings: Housing Market Analysis

This page provides a summary of the key findings of this plan's *Supplement 3) Housing Market Analysis*. The full report explains how these findings were reached. Housing development potential in Orange Beach was determined based on the city's likely capture of market-area demand within the competitive context. There are areas within and outside of the market area that could capture household move-ups or relocations, such as other beach towns, employment nodes, and communities like Fairhope that offer good schools and an alternative amenity-rich place to live. Development potential was determined for both for-sale (including investor-ownership) and rental housing, as described below.

For-Sale Housing Potential

There is potential for 1,100 to 2,300 additional for-sale housing units over the next 5 to 7 years. This amount includes 600 to 1,000 seasonal housing units purchased by investors for short-term rental to tourists and Air B&B use. Approximately 80% of these would be condominium units and 20% houses. The permanent resident market will support growing demand for 500 to 1,200 units generated in the regional market area, including commuting workers, relocating retirees, empty nesters, and families moving into the area. There is also a need for 240± workforce housing units for local workers having 80% of the Area Median Income (AMI). These units could be accommodated in a variety of formats, including 2-3-4 unit buildings, attached or detached units, condominiums, or small (eg, zero-lot-line) units. There will be growing demand for housing for higher-income households, and there is an existing need for lower-cost housing, as employment growth will generate demand for workforce housing in the next five years.

Resident Rental Housing Potential

There is potential for approximately 515 resident rental units in Orange Beach within the next five to seven years. This figure represents demand for year-round rentals, rather than investor units or seasonal housing captured under "for-sale" housing. Of this resident potential, there is a need for roughly 40 to 65 workforce units for those with 80% of Area Median Income (AMI). Growth in the job base will generate additional demand for workforce housing over the next five or so years. Demand could be met in single-family detached houses, condominiums, 2-3-4-unit buildings, or apartment buildings, but consumers have generally expressed a preference for renting single-family homes, if available and affordable.

Housing Product Mix

The pie chart below illustrates the likely future housing product mix for Orange Beach in terms of building types and the number of units per building type.

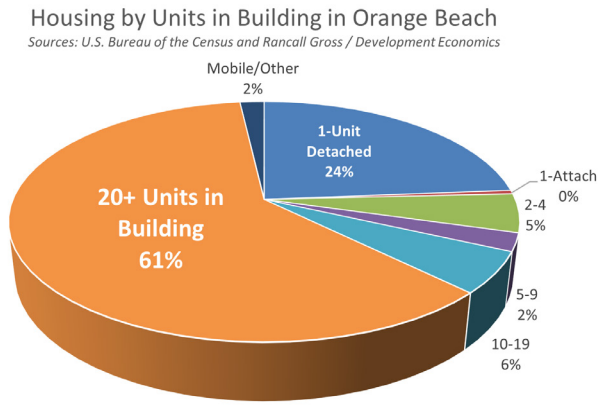


Table. FOR-SALE HOUSING POTENTIALS, ORANGE BEACH, 2026-2031

Price Point	Area Capture Low	Area Capture Moderate	Market Rate
$ 106,250	(20)	(25)	-
$ 156,250	(4)	(6)	-
$ 218,750	(2)	(5)	(4)
$ 247,500	34	67	50
$ 288,750	66	131	99
$ 367,500	104	260	182
$ 462,000	373	932	653
Sub-Total	**551**	**1,356**	**933**
Investor	***596***	***968***	***782***
Vacancy Fac	*138*	*392*	*265*
TOTAL	**1,147**	**2,323**	**1,715**

Source: US Bureau of the Census, Claritas, and Randall Gross / Development Economics.

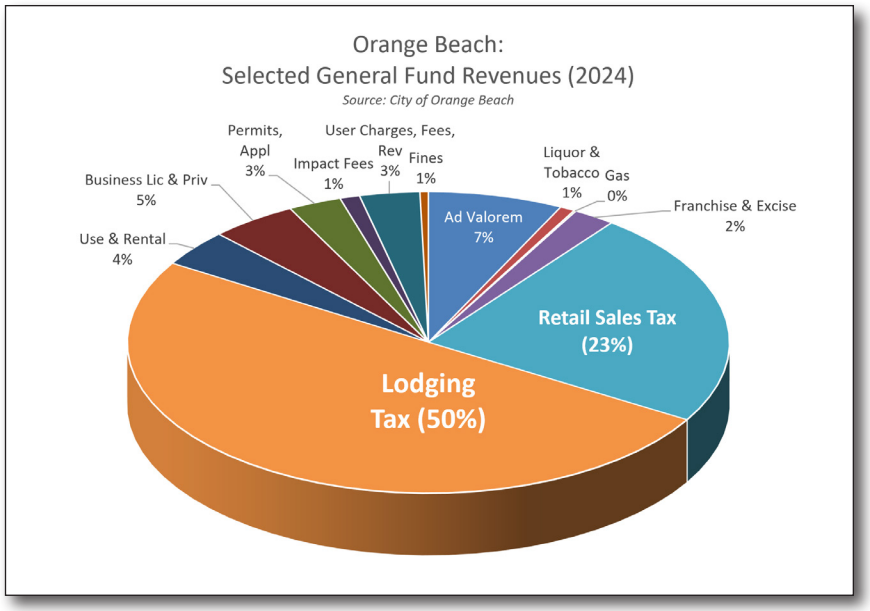
Table. RENTAL HOUSING POTENTIALS, ORANGE BEACH, 2026-2031

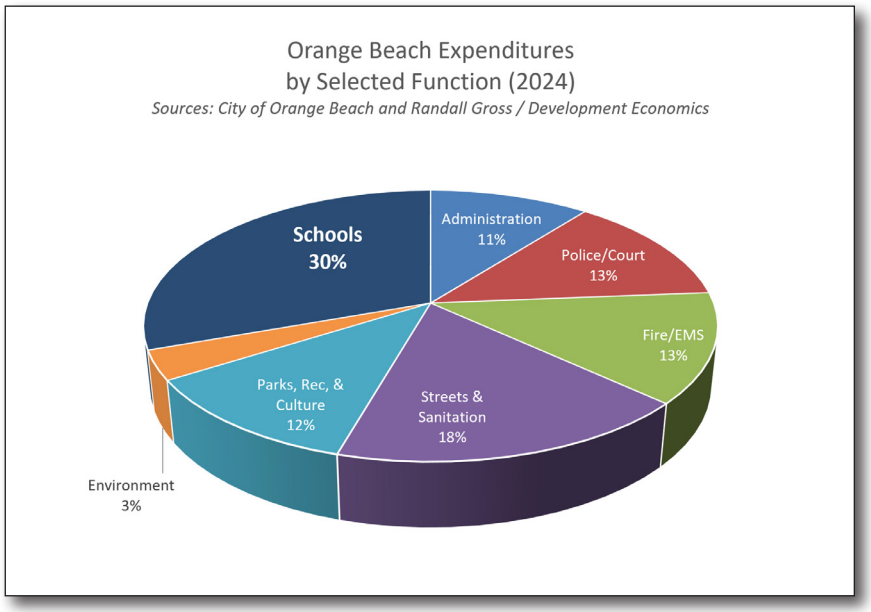
Rent Range	Area Capture Low	Area Capture Moderate	Market Rate
$ 600	(4)	*(6.49)*	
$ 800	(4)	*(8.02)*	
$ 1,100	5	*10.63*	8
$ 1,200	19	*45.30*	32
$ 1,300	12	*37.80*	25
$ 1,600	26	*83.04*	54
$ 2,000	54	*172.64*	113
Sub-Total	**107**	**335**	**192**
Workforce	*16*	*41*	
Vacancy Factor	*57*	*180*	*31*
TOTAL	**164**	**515**	**223**

Source: US Bureau of the Census, Claritas, Woods & Poole, and Randall Gross / Development Economics.

FISCAL IMPACTS

A Fiscal Impact Analysis was conducted to assess the annual operating costs and benefits ("net fiscal impacts") of different land uses and development patterns on the City of Orange Beach. The most recent audited (2024) budget and key fiscal trends were analyzed and interviews were conducted with representatives of most municipal departments. Information was collected on utilization of municipal services, revenues, and other inputs to help attribute costs and benefits to different uses in the city. The analysis focused on annual operating impacts, not on the once-off capital costs associated with investment in new infrastructure or other municipal capital. These two pages provide only a summary of the analysis findings, as the full study can be found in *Supplement F4* of this plan document.





Orange Beach Fiscal Base

The City's fiscal base is summarized to provide context to the findings on fiscal impacts of land uses. It is important to identify the City's primarily sources of revenues, as well as the cost centers driving fiscal expenditures on a recurring (annual) basis. The revenues and expenditures considered in this analysis also provide further context for the findings.

Revenues

Approximately $85.0 million of General Fund revenue in 2024 was generated by 12 different sources. While those sources represent a diverse base from which to draw resources to support City services, more than 50% of that revenue was generated by a single source: the city's Lodging Tax. See the pie chart at upper right for a summary of revenues.

Expenditures

The City provides essential municipal services such as police, fire/EMS, and public works, as well as a wide array of amenity-based services. Thanks to budget surpluses generated by lodging and retail sales taxes, the City is able to provide amenities that many cities of its small size are unable to provide. See the pie chart at right for a summary of expenditures.

Fiscal Impacts

With the exception of condominiums, residential uses generate an annual (recurring) operating loss to the City of Orange Beach. On a per-unit basis, single-family detached homes generate a net fiscal cost of about $9,770 each year. Apartment units generate a loss of $6,800 per year, while townhomes generate an average loss of $14,830 per year. By contrast, condominiums generate a positive fiscal benefit of about $1,280 per unit annually. Among non-residential uses, retail (including restaurants) generates the highest net benefit to the City, totaling approximately $209 per square foot. Office space also generates a positive benefit, albeit somewhat lower, at $52 per foot of space. Industrial and hotel uses generate a much lower overall net benefit to the City of $2.60 and $2.30 per square foot, respectively. The differences in land use impacts are a function of various complex interactions between tax structure, property values, resident versus tourist populations, densities, use of municipal services, and other variables. These findings are illustrated via the table at right and the graph at bottom right.

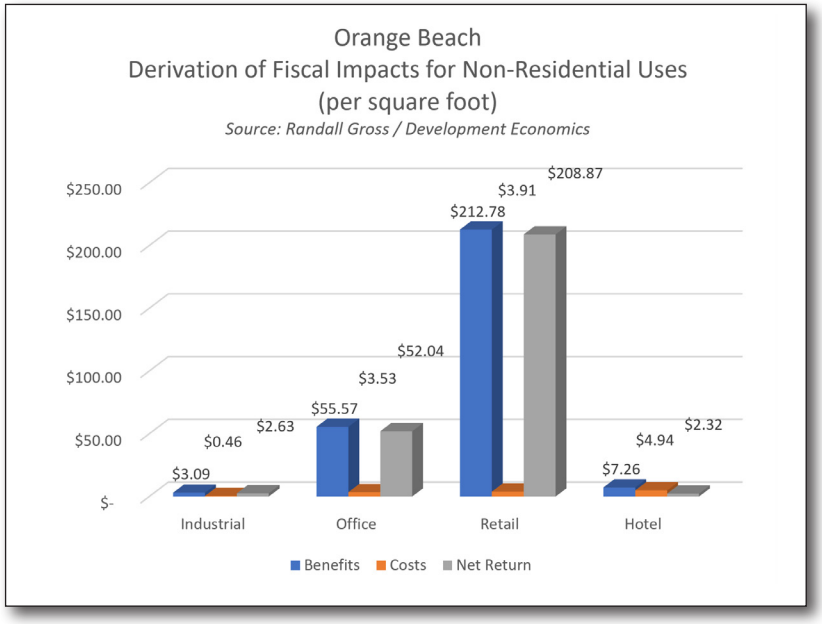
Conclusions

The City of Orange Beach benefits greatly from its tourism economy, with hotel and condominium development – as well as the retail trade to support it – generating substantial tax revenue benefits with nominal cost to the City. The condominiums function as temporary housing without generating a significant impact on schools and municipal services. Because of the density of these units, condominiums utilize little land and yet generate substantial economic and fiscal net benefits. Single family housing units generate the highest impacts on schools, parks and amenities, but are otherwise a relatively low impact land use. There are inherent risks in such a high level of dependency on tourism revenues which are used to cross-subsidize community services and amenities for permanent residents. In general, every effort is encouraged that increases economic diversity without harming the existing revenue base. Clear opportunities for diversification are provided later in the economic development element of this plan, including efforts to recruit more fin-tech business, health care, and other uses that generate office-based revenues. Office use generates a modest, but positive, $53 per square foot in fiscal ROI to the City, and creating opportunities for medical office space is encouraged. Residential uses generate a net drain on City resources, but they also support housing for permanent residents. So, efforts to reduce the availability of diverse housing resources of various types solely due to fiscal costs are not encouraged. This plan's housing market analysis indicated demand for various types of housing in the city to serve existing and future households, including the children of today's residents.

Table 9. TOTAL FISCAL COSTS BY LAND USE, ORANGE BEACH, 2024

Use		Factor	Measure		Per Acre
Residential-SF	$	11,324	DU	$	74,582
Residential-TH	$	16,046	DU	$	450,998
Residential-APT	$	6,917	DU	$	280,406
Residential-CON	$	3,701	DU	$	533,391
Industrial	$	0.46	SF	$	1,034
Office	$	3.53	SF	$	8,821
Retail	$	3.91	SF	$	21,048
Hotel	$	4.94	SF	$	811,481

Source: Randall Gross / Development Economics.



Typical municipal public policies include the comprehensive plan, area-specific plans, and functional plans, as well as the zoning ordinance, subdivision regulations, and similar policies. Most of these policies are also interrelated. For example, the zoning ordinance is a policy tool for implementing the comprehensive plan, in addition to other plan implementation tools, such as capital projects. Below is an overview of Orange Beach's key public policies related to this plan.

2020-2035 Comprehensive Plan

Entitled "Community Preservation and Growth Management Plan," this plan was adopted in March of 2020 and has a 15-year time horizon. This plan was produced under the direction of the Orange Beach Planning Commission with assistance from the South Alabama Regional Planning Commission. The main plan sections include: Land Use, Environmental, Population and Economy, Housing, Transportation, and Community Facilities and Services. Pages 6-7 of this plan have adapted the 2020 plan's delineation of planning districts. Because this current plan will replace the City's 2020 plan, a description of that plan is not necessary.

Zoning Ordinance

It is anticipated that the City's current Zoning Ordinance will be revised at some point to reflect this Comprehensive Plan. However, until that occurs, the current ordinance is very relevant and warrants summarizing here. The map on the page 39 illustrates the current zoning districts, which are summarized below.

RS-1: Single-Family Residential

This district is for single-family detached dwellings on lots at least 9,000 sq. ft. in size and with a minimum 75 ft. width at the building setback. Duplexes are permitted as a conditional use requiring at least 10,500 sq. ft. in size. Specific conditions include being located on residential collector streets or on a navigable waterway.

RS-2: Single-Family Residential

This district is for single-family detached dwellings with lots that are a minimum of 5,000 sq. ft. in size and have a minimum width of 50 ft. at the building setback. Per the Zoning Ordinance, no new land will be zoned into this district.

RS-3: Single Family Residential

This district comes with the same standards indicated above for the RS-2 district. However, it is distinguished by its specific application to lands previously subdivided into lots of 25 to 50 ft. in width for single-family detached housing.

RM-1: Multi-Family Residential (Low Density)

This district is for duplexes, cluster homes, townhouses, and apartments. Minimum lots sizes are 20,000 sq. ft. and minimum lot widths are 100 ft. at the building setback.

RM-2: Multi Family Residential (High Density)

This district is intended for "high density multi-family housing," but it has the same minimum lot sizes and widths as the RM-1 district.

BR-1: Beach Resort (Low Density)

This district is for locations south of Hwy. 182. for single and two-family residences and low-density multi-family residences, as well as hotels/motels that may have supporting businesses structurally contained in the multi-family or hotel building. It also provides for open spaces based on height and ground coverage of buildings to preserve views of the beach and dune areas. Regardless of the specific use, minimum lots sizes are 20,000 sq. ft., minimum lot widths are 100 ft. at the setback, the maximum building coverage is 56%, and maximum building height is 8 stories.

BR-2: Beach Resort (High Density)

This district mirrors the BR-1 district regarding the types of locations, uses, preservation of views, lot sizes, and lot widths, but building heights may be up to 20 stories.

MHP: Mobile Home Park

This district is for mobile home and recreational vehicle parks. Article 6.01 of the zoning ordinance - "Mobile Home Parks and Recreational Vehicle Parks" - contains the detailed standards.

MHS-1: Mobile Home Subdivision (Large Lot)

This district is for mobile homes and is intended to protect mobile home groups from encroachment by incompatible land uses and to encourage the consolidation of mobile homes into mobile home subdivision districts. The ordinance's Article 6.02 - "Mobile Home Subdivision (Large Lot)" - provides the detailed standards.

NB: Neighborhood Business

This district permits single-family and two-family dwellings, as well as a restricted range of retail and professional businesses and services. Metal-sided commercial and retail buildings are prohibited. Regardless of the use, minimum lots sizes are 20,000 sq. ft. and mininimum lot widths at the front setback are 100 ft.

MR: Marine Resort

This district is intended for waterway-adjacent locations and it allows resort marinas, including boat docking, mooring, and storage facilities for pleasure craft and charter fishing boats, as well as facilities for repairing, fueling, and maintaining boats. It also allows restaurants, shops, and services when located within a marina complex. This district also allows single-family and multi-family residences, as well as hotels/motels and supporting businesses structurally within the hotel/motel and focused on the marina market. Minimum lots sizes are 20,000 sq. ft. and mininimum lot widths at the front setback are 100 ft.

GB: General Business

This district is for retail trades and services that serve residents and visitors. The stated permitted uses "are restricted to those that are compatible with the City's resort character." However, this zoning also allows single-family, two-family and multi-damily dwellings. As with most of the other districts, minimum lots sizes are 20,000 sq. ft. and mininimum lot widths at the front setback are 100 ft.

RO: Retail Office

This district is intended for offices and less intense commercial uses. It is more restrictive than the GB district, but it is less restrictive than the NB district. Minimum lots sizes allowed are 20,000 sq. ft. and mininimum lot widths at the front setback are 100 ft.

I-1: Industrial

This district is for heavier commercial and light industrial activities that do not "detract from the general livability and resort character of the City" because of hazards, unsightly appearance, emissions, or other factors. Minimum lots sizes are 20,000 sq. ft. and mininimum lot widths at the front setback are 100 ft.

RVP: Recreational Vehicle Park

This district permits recreational vehicle parks and has "guidelines to ensure sound planning and positive effect on surrounding environments." None are designated.

AG: Agricultural

This district is for farming, forestry, and agricultural purposes. Oddly, minimum lots sizes are 10,000 sq. ft. and mininimum lot widths at the front setback are 75 ft.

GOV: Governmental Use

This district is an umbrella zoning category for all municipal, county, state and federal land uses, including recreation, open space, waste water treatment, potable water supply, fire, police, administration, library, and other government-related facilities. Minimum lots sizes are 20,000 sq. ft. and lot widths at the front setback are 100 ft.

PUD: Planned Unit Development

This district provides flexibility in densities, setbacks, uses, open space and other bulk and area requirements. Standards are contained in Article 7 of the ordinance.

PUD-R: Planned Unit Development-Reserve

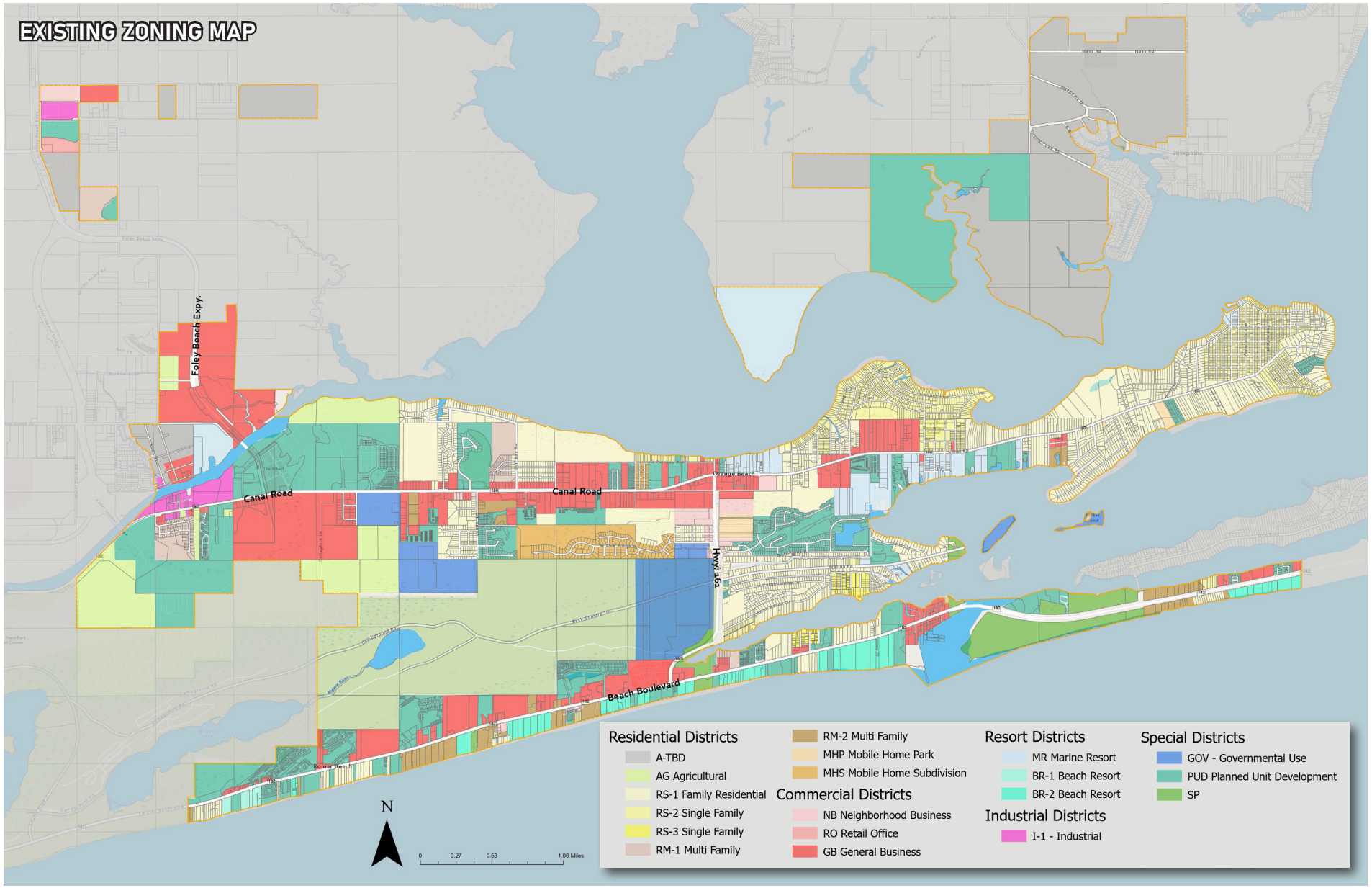
This district is a "holding zone" for tracts over 250 acres recently annexed into the City. Standards are in Article 7 of the ordinance, but none are currently designated.

ROD: Restricted Height Overlay

The intent is "to provide safe guards to the surrounding environment by guiding building form in a way that is more consistent with the historic form and character of a particular area and to assist in preserving the visual resources of the City."

BOD: Beach Overlay

This overlay is for views, property connections, beach access, and building heights.


EXISTING ZONING MAP
Foley Beach Expy.
Canal Road
Canal Road
Hwy 161
Beach Boulevard
Orange Beach
Romar Beach
N
0
0.27
0.53
1.06 Miles
Residential Districts
A-TBD
AG Agricultural
RS-1 Family Residential
RS-2 Single Family
RS-3 Single Family
RM-1 Multi Family
RM-2 Multi Family
MHP Mobile Home Park
MHS Mobile Home Subdivision
Commercial Districts
NB Neighborhood Business
RO Retail Office
GB General Business
Resort Districts
MR Marine Resort
BR-1 Beach Resort
BR-2 Beach Resort
Industrial Districts
I-1 - Industrial
Special Districts
GOV - Governmental Use
PUD Planned Unit Development
SP

Other Development Regulations

In addition to the City's Zoning Ordinance, other relevant development regulations include the City's Subdivision Regulations and a wide range of environmental-related policies, as summerized below.

Subdivision Regulations

The City's Subdivision Regulations were adopted in 1991 and include revisions through 2007. Key sections include procedures for approvals (Article 3) and design standards (Article 4). The design standards are organized by the following topics: roadways, stormwater drainage, potable water, sewage collection and treatment, sidewalks, utilities, floodplain requirements, and a few other various topics. All new roadways require a 60 ft. right-of-way (ROW) and the regulations defer to the State's Highway Department Standard Specifications. Preliminarily, it appears that the City might benefit from its own set of design standards based upon the range of conceivable road/street types, as a broad range of types already exist. Sidewalks having a minimum width of 5 ft. are required on both sides of all new roads. Utilities such as electrical lines and telephone lines must be placed underground.

Environmental Regulations

The zoning districts outlined in the current Zoning Ordinance were described and mapped on the previous pages. Other types of regulations address issues such as mobile homes, planned unit developments (PUDs), off-street parking and loading, architectural standards, and signage. However, the most relevant other regulations for this plan include the followoing key environmental regulations:

Coastal Area Management: The Coastal Area is defined as the land area below the 10 ft. contour interval and extending three miles from Mean High Tide into the Gulf. The Alabama Department of Environmental Management (ADEM) has the responsibility in Orange Beach to ensure the continuing quality of the community's coastal areas. The City is a contract entity with ADEM for some on-site responsibilities and for providing a Permit Information Center. All construction in the delineated Coastal Area is subject to review and permitting by ADEM to ensure that construction minimizes damage to dunes and protects existing wildlife and their critical habitats.

Tree Protection & Landscaping: Relative to many communities, Orange Beach has fairly robust regulations for tree protection and landscaping. For any site to be developed, the starting point is a tree survey at and near the areas of land disturbance. Protected trees include redbuds, dogwoods, and long leaf pines, and a list of "nuisance and/or invasive species" are excluded from protection. Likewise, a category of Heritage trees are defined primarily by their size. A system of "tree credits" and "tree debits" is used to calculate replacement requirements for trees that are removed. Also, there are very specific standards for tree protection during construction.

The landscaping standards are relatively consistent with those of many communities by requiring improvments such as street trees and landscaping of parking areas for new development. For new streets, a street tree is required to be preserved or planted at a minimum of every 35 ft. of street length. With the exception of single-family and duplex houses, a minimum of 20 percent of each site must be landscaped and an irrigation system must be installed.

State & Federal Regulations

As with all communities, Orange Beach is subject to a range of state and federal regulations, especially concerning its beaches. Key regulations address:

State Regulations

- Beach access, including permitted activities and restrictions
- Use of vehicles on beaches
- Tents and sunshades on beaches (only allowed north of Mean High Tide Line)

Federal Regulations

- Environmental protection laws such as the Clean Water Act and Clean Air Act
- Coastal management regulations under the Coastal Zone Management Act
- Endangered species laws protecting endangered species, such as sea turtles, apply to beach activities
- National Flood Insurance Program (NFIP) makes the City subject to federal floodplain management laws and regulations enforced by FEMA

BUILDOUT SCENARIO

A buildout analysis was conducted for Orange Beach which provides a comprehensive overview of the city's growth potential based upon the current zoning. The analysis, based on vacant and developable land within each zoning district, provides insight into the future of growth potential by applying current regulatory density and intensity standards. The results reveal significant growth capacity for both residential and commercial development in Orange Beach.

Growth Scenarios

The analysis begins by identifying a total of 4,521 vacant acres within the city, of which 2,939 acres are deemed developable. This developable land is then examined in three distinct development scenarios (High, Medium, and Low) to model a range of potential growth trajectories. The High-Growth Scenario maximizes residential development and projects nearly 40,000 additional new residential units. The Medium-Growth Scenario presents a more balanced approach, with a 50/50 split between residential and commercial development. It resulting in nearly 20,000 new residential units and a bit under 10 million square feet of commercial space. The Low-Growth Scenario is the most conservative of the three scenarios. It anticipates just under 7,000 new residential units and nearly 5 million square feet of commercial space, representing a 25% buildout for both residential and commercial uses.

Likely Areas for Growth

A closer look at the various zoning districts reveals where future growth is most likely to occur. The General Business (GB) district stands out with the largest amount of developable land, offering 463 acres ripe for mixed-use development. This district is followed by the Planned Unit Development (PUD) district, with 617 developable acres. Next is the Agricultural - To Be Determined (A_TBD) district, which holds a substantial 879 acres of developable land, the future of which is yet to be decided. Combined, these three districts represent a significant portion of future growth capacity.

Residential Growth

From a residential perspective, the Single-Family Residential (RS_1) district contains the most developable land designated solely for residential use, with 410 acres available for new single-family homes. Other residential districts, such as the Multi-Family Residential (RM_1 and RM_2) districts, also offer significant acreage for new housing. The analysis also considers specialized districts, such as the Marina Residential (MR) district, which, with its 197 developable acres and higher intensity allowance, is poised for dynamic mixed-use development that could blend residential living with marina-related commercial activities.

Conclusions

Below is a summary of the three tested growth scenarios:

High-Growth Scenario: This residential-focused scenario would add *38,128 housing units*, translating to over *95,000 new residents*, increasing the city's population more than tenfold. There would be *197,850 square feet of new commercial space*. While there is almost no scenario under which such growth would occur, the theoretical possibility per Orange Beach's current zoning underscores the weaknesses of the City's current growth policy.

Medium-Growth Scenario: This scenario with more balanced land uses also reflects a dramatic and improbable outcome, potentially adding *19,064 new housing units* with over *47,000 people* (a sixfold increase in population), alongside *9.4 million square feet of new commercial space*.

Low-Growth Scenario: The most conservative of the tested growth scenarios, this one projects *6,777 new housing units*, which would nearly triple the current population by adding nearly *17,000 new residents*. There would be *4.7 million square feet of new commercial space*.

Regardless of the three growth scenarios tested here per the current zoning, the ultimate plan can pursue a scenario with much less growth.

Please see the following page for a matrix of the buildout projections, and page 43 for a corresponding map.

FUTURE BUILDOUT MATRIX

Zone	District Name	Zone Type	Vacant Acres	Developable Acres	Code Density	Model Density	Intensity	High Scenario (Max Residential)		Medium Scenario (50% Res/50% Comm.)		Low Scenario (25% Res/25% Comm.)	
								Res Units	Comm SF	Res Units	Comm SF	Res Units	Comm SF
AG	Agricultural District	Agricultural	197	128	4	2	-	256	-	128	-	64	-
A_TBD	Agricultural - To Be Determined	TBD	1,352	879	4	2	-	1,758	-	879	-	439	-
RM_1	Multi-Family Residential District	Residential Only	70	45	42	30	-	1,357	-	678	-	339	-
RS_1	Single-Family Residential District	Residential Only	631	410	4	3	-	1,230	-	615	-	307	-
RM_2	Multi-Family Residential District	Residential Only	43	28	42	30	-	829	-	415	-	207	-
RS_2	Single-Family Residential District	Residential Only	111	72	4	4	-	288	-	144	-	72	-
RS_3	Single-Family Residential District	Residential Only	15	10	4	6	-	57	-	29	-	14	-
BR_2	Beach Residential District	Residential Only	10	7	42	20	-	132	-	66	-	33	-
MHS	Mobile Home Subdivision	Mobile Home	63	41	4	-	-	-	-	-	-	-	-
MHP	Mobile Home Park	Mobile Home	1	1	8	6	-	4	-	2	-	1	-
RO	Retail Office District	Commercial Only	16	10	-	-	0.3	-	132,117	-	66,059	-	33,029
GB	General Business District	Mixed Use	712	463	42	30	0.3	13,892	-	6,946	3,025,634	3,473	1,512,817
NB	Neighborhood Business District	Mixed Use	31	20	6	3	0.3	60	-	30	130,745	-	65,373
PUD	Planned Unit Development District	Planned Development	950	617	30	20	0.3	12,345	-	6,173	4,033,242	1,235	2,016,621
MR	Marina Residential District	Mixed Use	304	197	42	30	0.5	5,919	-	2,960	2,148,706	592	1,074,353
I_1	Industrial District	Industrial	8	5	-	-	0.3	-	65,732	-	32,866	-	16,433
unzoned	Unzoned Area	Unzoned	10	6	-	-	-	-	-	-	-	-	-
TOTALS			**4,521**	**2,939**				**38,128**	**197,850**	**19,064**	**9,437,252**	**6,777**	**4,718,626**

The buildout analysis for Orange Beach underscores the city's considerable capacity for growth under its current zoning configuration potentially accommodating substantial increases in both its residential population and its commercial footprint. The different development scenarios provide a framework for policymakers to guide this growth in a way that aligns with their vision for the future of Orange Beach. That vision might include much less growth than the current zoning allows.

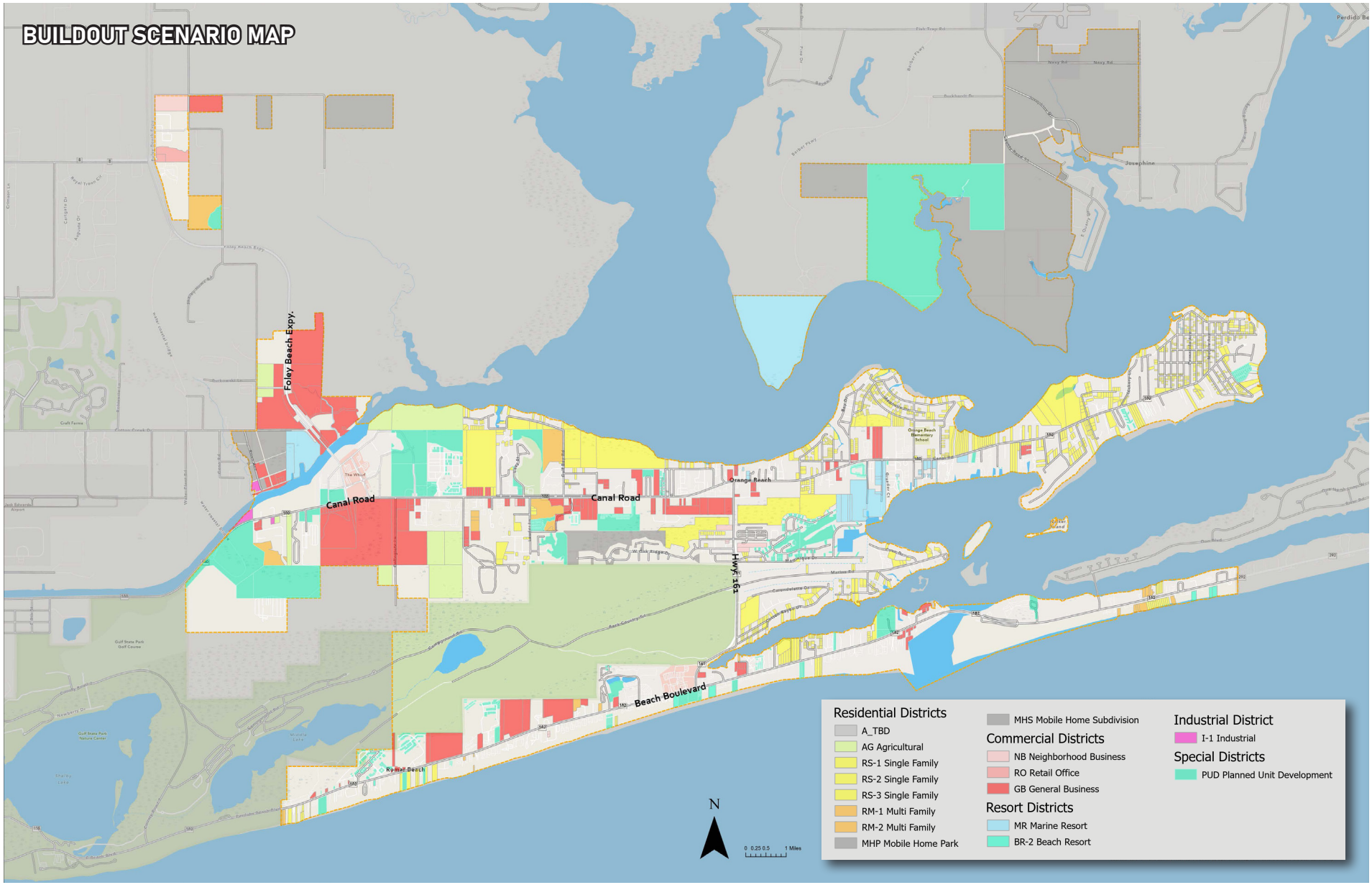
"When I moved here 27 years ago, I loved the small-town feel, but that is fast disappearing... I do like how it is always possible to interact with our elected officials."

"I love the small town feel! I love that OB is NOT over commercialized like other coastal towns (Destin for example) and that the residents of OB are kept in the forefront. Let's keep OB a beautiful small beach town!"

"I like the fact that it a small town. Don't ruin it with over development and turn it into a Myrtle Beach disaster."

Public Opinion Survey Respondents

BUILDOUT SCENARIO MAP



B) CONDITIONS

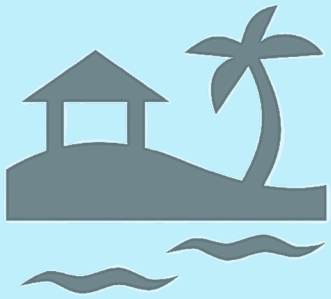
BY THE NUMBERS

This page and the following page highlight some key numbers associated with Orange Beach's existing conditions. They relate to topics such as geography, natural features, demographics, facilities and economics. Many of the numbers have been rounded up or down and are not exact.

14,716

Square miles of land

115



Miles of waterfront

1,767

Acres of protected natural lands

8,500+

Year-round residents

100,000+

Peak-season population

15+

Miles of trails

1926

Last major freeze ending the area's citrus industry

64%

Home ownership rate for residents

18%

Workers in retail

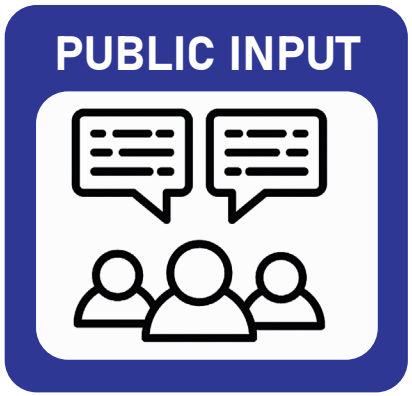
43%

Residents that attended college

843

Opinion survey respondents

C) VISION



A critical component of any citywide comprehensive planning project is meaningful public input. While it is important that technical experts actually create the plan, the plan is ultimately for the community, so community members should help to shape the vision and the objectives. Also, a range of different approaches to soliciting public input should be employed since different people are attracted to different types of input events and opportunities.

Input from Meetings

Summary of Meetings

Page 5 provides a description of the overall process used to prepare this Comprehensive Plan. In addition to the various meetings held with City officials, below is information on the key meetings that led up to the four (4) day charrette process:

Public Kick-Off Meeting: October 8th, 2025 - City Council Chambers
Stakeholder Focus Group Meetings: October 8th, 2025 - City Council Chambers

- Group #1: Property owners, real estate professionals and designers (architects, engineers, landscape architects, etc.)
- Group #2: Business owners/operators and tourism/economic develop. reps (Coastal Alabama Business Chamber, South Baldwin Chamber of Commerce, Gulf Shores & Orange Beach Tourism, Baldwin County Economic Development Alliance, etc.)
- Group #3: Residents and institutional representatives (churches, schools, etc.)
- Group #4: Public officials (City, County, regional)

There were also numerous interviews with individuals and small groups, particularly those conducted by the Consultant Team's economist and strategic planner.

PRIMARY CONSENSUS IDEAS

Below is a concise summary of some of the key ideas that were offered and seemingly supported by a majority of meeting participants:

- *Infrastructure enhancements are critical* before more high-density housing development can occur beyond the beachfront area.
- *Protecting the natural environment,* including waterfront areas, is a high priority for Orange Beach residents.
- *A town center is wanted* with civic uses, public spaces, and mixed uses (commercial and residential). Buildings should front onto streets and there should be multi-modal access.
- *A new public school may be needed.* Because of the existing sports facilities, it might make sense for the exiting middle and high school to become the high school and to build a new middle school.
- *A bypass is desired* extending south from Canal Road to Orange Beach Blvd. (Hwy. 161) as an alternative to the existing intersection. It is also considered necessary to realize a new town center.
- *Greater non-motorized accessibility and safety* is needed in various locations, particularly the Perdido Beach Blvd. area.
- *Golf carts should be accommodated and regulated* as an alternative mode of travel, which might include adapting/extending wide sidewalks.
- *The trail system should be expanded*, especially north-south connections.
- *Affordable housing is supported,* but most believe that many people working here will continue commuting from other places because of land costs.
- *Health care and day care services* are currently insufficient here.
- *The benefits of tourism and events* need to be better communicated.
- *Deannexation of lands north of Wolf Bay* should be considered given the difficulty of accessing and servicing that area, as well as the cost of a bridge across the bay.
- *Characteristics of Fairhope are appealing* as a model for Orange Beach, but Destin and Panama City are clearly not.

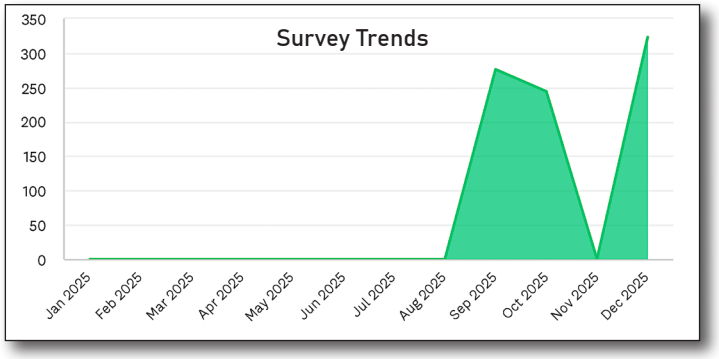
Input from the Survey

Survey Purpose & Process

The purpose of the online public opinion survey was to gain additional public input, especially from people who may not want to attend meetings. It featured a series of specific questions on key issues related to Orange Beach's future. The survey gauged, in particular, the perceptions, opinions and preferences of community stakeholders. Example topics included natural and cultural resources, land uses and development, transportation, parks and open space, tourism, and economic development. Before the survey was administered, a draft was carefully reviewed by the City and revised as needed prior to it being implemented online via SurveyMonkey. The survey was developed to automatically monitor and tabulate responses by using multiple choice questions, although some open-ended questions for narrative responses were also be included, but not tabulated. It took an average of 7 minutes and 16 seconds to take. Once the survey was closed to the public, the consultants evaluated the results so they could be considered for the substance of the plan. Some of the key results are provided here as infographics to graphically convey them, and *the full detailed survey results are part of this plan's Supplements section (Section #1).*

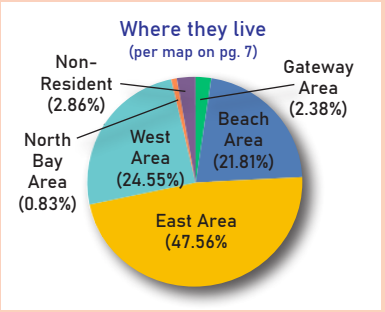
Survey Administration

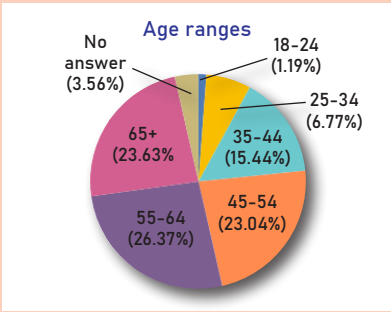
- Survey Dates: September 12th through December 19th, 2025
- Number of Respondents: 843

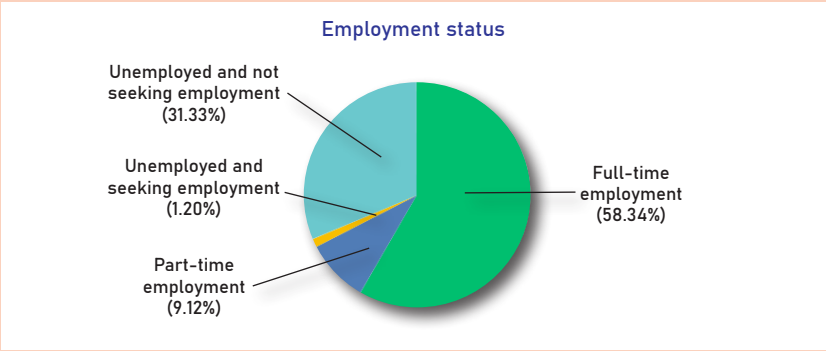


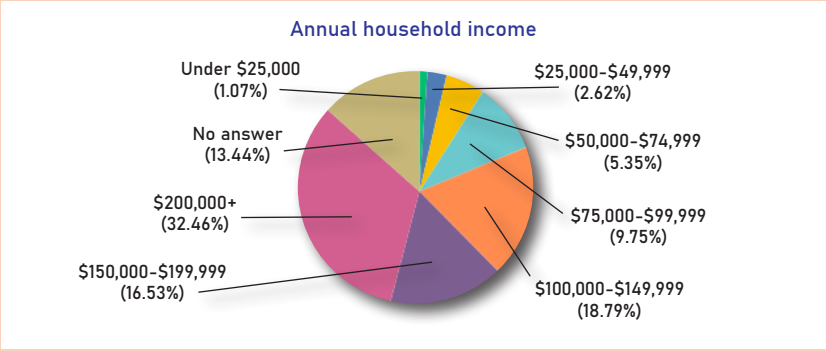
The graph at left illustrates the trends of survey taking between mid-September and late-December of 2025.

ABOUT THE SURVEY RESPONDENTS





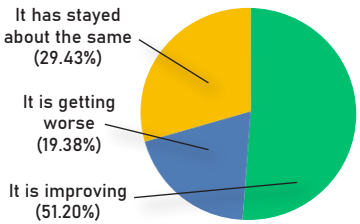




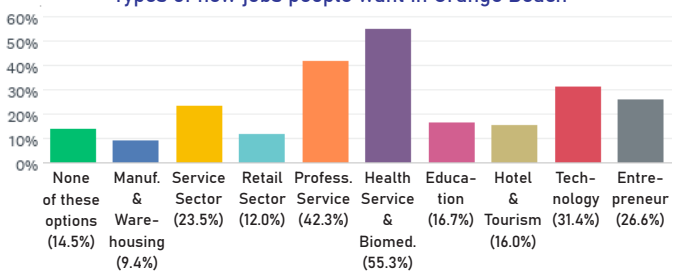
RESPONSES TO KEY QUESTIONS

Quality of life

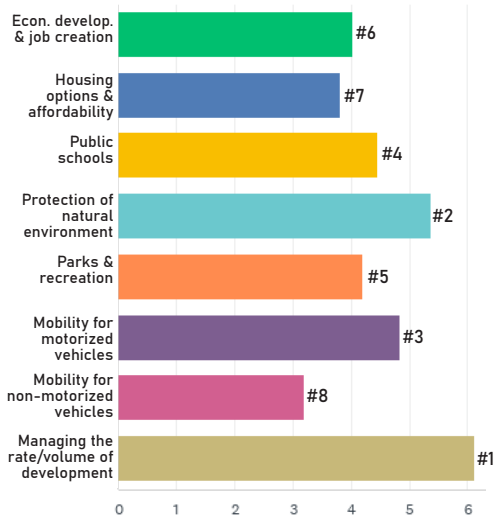
How would you describe the overall quality of life for you as an Orange Beach resident? For example, your housing, job opportunities, education,availability of goods and services, parks, recreation and open space.



Types of new jobs people want in Orange Beach

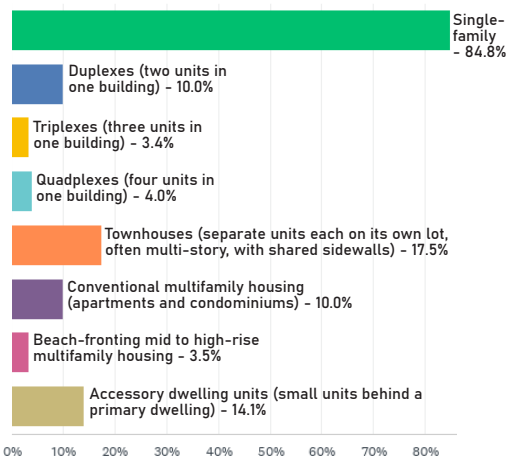


Ranking the importance of issues for Orange Beach



Types of housing considered in more need for Orange Beach

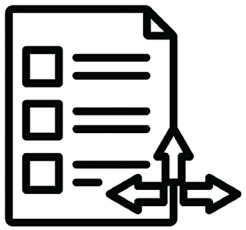
What types of housing do we need more of in Orange Beach? (please select all that apply)



What people like about Orange Beach

What people would like to see change in Orange Beach

PRINCIPLES



To conduct a valid comprehensive planning process, it is important to bridge the research and public input phase with the plan development phase through the creation of Planning Principles. The principles should be broad objectives for which a consensus of public support can be generated to guide the detailed planning ideas. When complex issues need resolving, it is helpful to step back and revisit the agreed upon Planning Principles.

These principles were created prior to the charrette based upon recognized planning "best practices" and then adjusted based upon the specific circumstances of Orange Beach and public input to date. After being revisited by the community and revised as needed, these principles were then used by the public workshop participants during the charrette in crafting their team plans. The Planning Principles are as follows:

1. **Preserve natural and environmentally sensitive lands, and enhance Orange Beach's overall environmental quality.** Discourage development in areas such as floodplains, wetlands, coastal dunes, and important plant and animal habitats. Preserve trees where possible, as well as natural areas connected to a broader natural area or open space network. Enhance the natural environment through approaches such as increased tree plantings and "green infrastructure" to help absorb and filter stormwater runoff.

2. **Maximize and leverage Orange Beach's existing community assets.** Examples of important community assets include existing infrastructure, cultural resources, natural areas, beaches, and various coastal resources. Steer future development toward areas already developed with existing infrastructure.

3. **Foster safe, vibrant and walkable neighborhoods offering an enhanced quality of life.** Orange Beach's neighborhoods should feature a variety of housing types where appropriate, parks and recreation, strong pedestrian and biking accessibility, and small commercial nodes where appropriate. Neighborhoods should be kept clean and free of trash, and compatible mixed-use development that benefits neighborhoods should be pursued.

4. **Create a range of housing opportunities and affordable choices for Orange Beach's citizens.** While single-family detached houses may continue to dominate the community in land area, a variety of housing types and sizes should be available, including accessory dwelling units, attached housing, and multi-family housing. Higher-density housing should be located where infrastructure can support it and where other land uses can provide needed amenities, including shopping, dining and recreation. Mixed-used development that blends residential, commercial, cultural, institutional, and/or entertainment uses should be encouraged.

5. **Mix Orange Beach's land uses to create pedestrian-friendly places.** Provide locations where a mixture of land uses can be physically integrated, including commercial, office, residential and civic uses. The integration of land uses should be both horizontal and vertical (mixed use buildings), where appropriate. The result should be pedestrian-friendly places that can require less driving and parking.

6. **Promote high-quality development in Orange Beach with a strong sense of place.** High quality development includes attractive architectural design, quality building materials, generous landscaping, and minimal visual impacts from vehicle parking areas. Buildings should have a strong physical relationship with their street, and development should reflect the most positive aspects of Orange Beach's inherent character. Extensive landscaping should provide both aesthetic and environmental benefits.

7. **Provide ample recreational and cultural amenities for Orange Beach's citizens and visitors.** For a high quality of life, there should be sufficient recreational and cultural facilities, including performing arts, visual arts, and both passive and active recreational opportunities. The community already has many such amenties in an extremely high quality form. These amenities benefit citizens and visitors directly, and also help with economic development by attracting new job-creating businesses, as well as attracting needed employees for businesses.

8. **Provide a variety of transportation alternatives and high-quality transportation corridors within Orange Beach.** The community should be easy and convenient to navigate. Traffic congestion should be minimal, and motorized traffic should be "calmed." "Complete streets" should be context-sensitive and accommodate a range of transportation modes, including motorized vehicles, public transit, golf carts, scooters, bikes and pedestrians. An extensive greenway system should also be maintained and expanded that is separate from the street system.

9. **Expand economic development opportunities in Orange Beach.** Orange Beach should offer a business-friendly climate that welcomes new businesses that offer jobs and add to the City's tax base. There should be an easily-navigated approval process for opening new businesses. In addition to a focus on business retention and entrepreneurship, a variety of business types should be pursued for a diversified economy, including those featuring high-technology and water-dependant jobs. Job training should also be available to ensure a ready work force to leverage new opportunities.

10. **Pursue a healthy balance between the needs of Orange Beach residents and the tourism industry.** The top priority should be given to Orange Beach residents, followed by employees and business/property owners, followed by visitors. The impacts of tourism should be mitigated to protect the quality of life for residents, while the tourism industry is also supported in light of the many benefits it brings to the community.

11. **Maintain policies and processes in Orange Beach that are equitable to both citizens and developers.** Encourage meaningful citizen participation in Orange Beach's growth and development decisions, while making decisions for development applications predictable, fair, and cost-effective within a framework of policies that reflect the City's adopted citywide Comprehensive Plan.

12. **Overall, strongly limit and control all future development in Orange Beach.** There is a clear community mandate to substantially slow the rate and magnitude of future growth and development in Orange Beach.

The Wharf is an example of a community resource that greatly benefits both Orange Beach residents and visitors alike.

"Continue with smart development and grow the economy in areas outside of hospitality to create stability and reduce risk."

"As Orange Beach grows, I'd like to see improved traffic infrastructure, enhanced marine education, better access points along Perdido Beach Blvd, while protecting the parks, and diverse housing and jobs for sustainable development."

Orange Beach public opinion survey respondents

CHARRETTE

Within the context of city planning, a "charrette" is an intensive multi-day brainstorming session to generate the main ideas for a plan. It is conducted in a manner that engages stakeholders in a very hands-on manner. The charrette held to create the Concept Plan for Orange Beach's Comprehensive Plan occurred on January 26-29, 2026. A key event was the Public Workshop held on January 26 at the City's Event Center.

Public Workshop

Following a presentation on the key findings of this project's background research, as well as an orientation with Workshop instructions, the public participants were effectively "deputized" to be city planners for the evening, and these steps occurred:

- Participants were split up into multiple teams of people.
- Each team had a base map of the city, supporting information (aerial photo maps, etc.), and colored markers.
- Each team developed a plan reflecting their vision for the future of Orange Beach.
- After an roughly an hour of planning, the participants reconvened as a single groun and each team presented their plan.

Color Coding for Planning Topics

The following colors were used by the public participant teams in creating their plans:

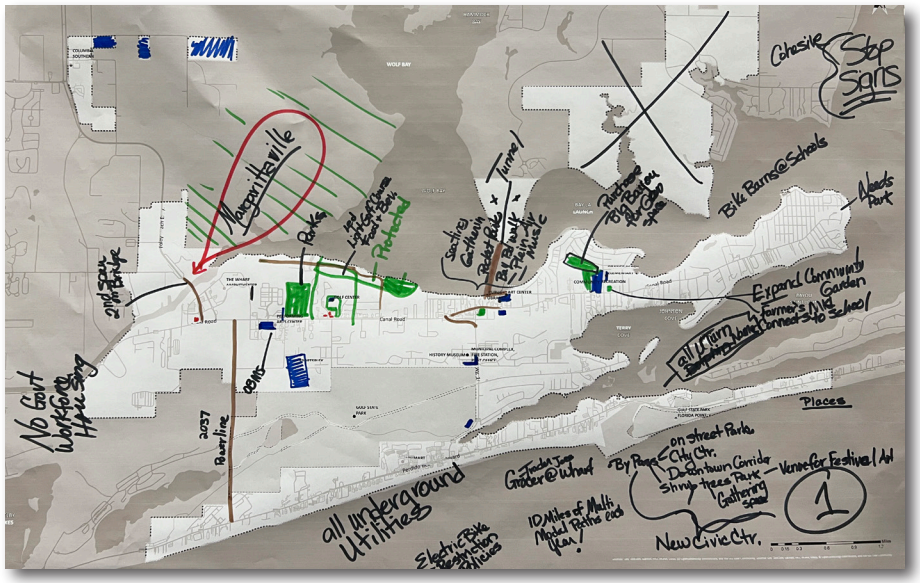
- *Civic Facilities* - arts, governmental, educational, religious, etc.
- *Public Spaces* - parks, plazas, trails, etc.
- *Businesses* – shopping, dining, entertainment, offices, etc.
- *Housing* - houses, townhouses, multi-family (condos & apts.)
- *Transportation* – streets, parking, cycling, walking, transit, etc.
- *Other Issues* - economic, social, cultural, public safety, etc.

Example Ideas from the Workshop

Some of the example ideas generated by the public participant teams during the Charrette Workshop included the following:

- Develop a Town Center around the Canal Road roundabout geared toward local residents with civic, commercial and residential uses.
- Either expand the existing middle/high school on its current site or building a separate new middle or high school elsewhere.
- Create new parks and protected green spaces, including the conservation of the Pig Bayou wetlands property located immediately north of Jones Marine Service on the east segment of Canal Road.
- Construct a boardwalk from GT's on the Bay east to the Arts Center pier (this project is already in the works by the City).
- Expand the existing network of trails, including connections between the existing trails and adjacent areas for greater accessibility. and
- Expand the pathway system for golf carts, and adopt regulations for the design of such pathways and the use of golf carts.
- Extend Powerline Road south of Canal Road all the way to Perdido Beach Blvd.
- Adopt architectural design guidelines for new commercial development to enhance the community's aesthetics and to create a more cohesive appearance.
- Pursue workforce housing for Orange Beach, but without governmental subsidation.
- Limit the volume and pace of all future development, particularly residential development, and keep pace with sufficient infrastructure.

Presentation of a citizen team's plan for the future of Orange Beach



Example citizen team's plan for Orange Beach

D) PLAN
HAMMOCK BAY
WOLF BAY
WOLF BAY
BAY LA LAUNCH
Josephine
Foley Beach Expy
Canal Road
Canal Road
Canal Road
Orange Beach
JOHNSON COVE
TERRY COVE
BAYOU SAINT JOHN
HWY 161
Perdido Beach Boulevard
SHELBY LAKES
N
0 0.13 0.25 0.5 0.75 1 Miles

PLACE TYPES

In previous decades, the primary component of a comprehensive plan was the Land Use Plan. However, such an approach failed to consider important issues that go beyond the two-dimensional subject of land use, such as density/intensity, scale, form and character. Consequently, current planning practice takes a more holistic approach and considers a wide range of issues to determine what are referred to as "Place Types."

Overview

Place Type Determinants

The following characteristics are considered to determine Place Types:

- Land use
- Spatial patterns
- Intensity/density
- Scale
- Form
- Character

The combination of these factors adds up to "places." This approach differs from earlier planning practices and is a substantial improvement over those earlier approaches.

Key Place Type Categories

The six broadest Place Type categories include the following:

- Natural
- Rural
- Suburban
- Urban
- Special Districts
- Parks & Recreation

Within each of those categories are a series of more specific Place Type sub-categories.

Relationship of Place Types to Zoning

Zoning is one of many tools to implement a plan such as this plan for Orange Beach. Although the determination of Place Types for any given location is driven strongly by existing land uses and development form, Place Types are recommendations for the future rather than serving as an existing conditions inventory. The Place Types map should be used in the future for zoning purposes, although the fine-grained nature of zoning may require the creation of more or fewer zoning districts than the number of Place Types in this plan.

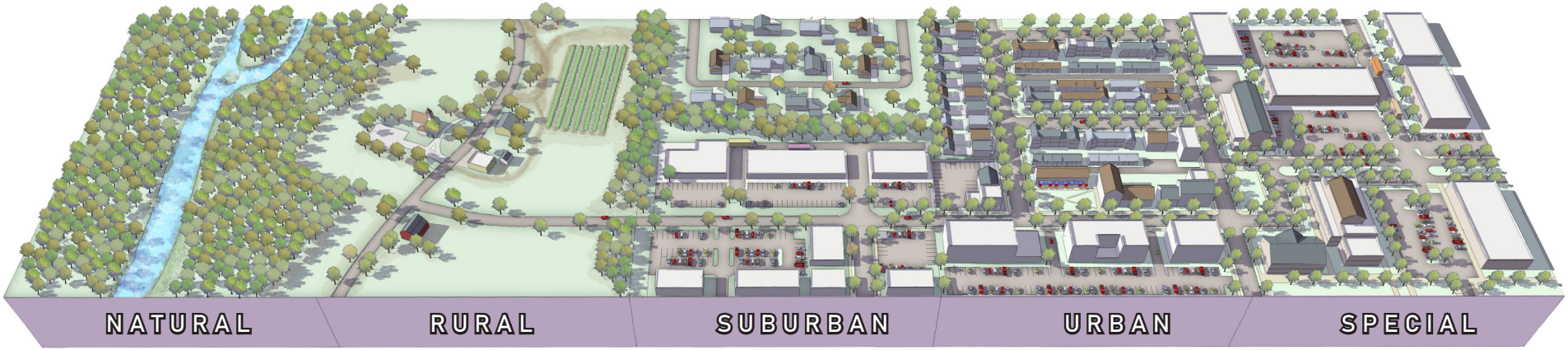
Factors Considered for the Place Types Map

Below are the various factors that were considered in the preparation of the Place Types map for Orange Beach illustrated on page 56:

1. Inherent land features, including the presence and extent of environment features and constraints, such as water bodies, wetlands and floodplains.
2. Existing land uses, including the area's context.
3. Current density/intensity, form and character of development, including the area's context.
4. Existing and potential infrastructure, including the availability of roads, sewer, water, and power.
5. Real estate market conditions based upon this plan's market assessments and analysis.
6. Public and stakeholder preferences based upon this project's public engagement process.
7. Current public policies, including zoning and development policies.
8. "Best Practices" for city planning, including Smart Growth and sustainability approaches in pursuit of a high quality of life for Orange Beach's residents.

Place Types Transect

The graphic below and associated photos illustrate the five most fundamental types of places that most communties in the nation, state, and county have, including Orange Beach.



Place Types Map

On the following page is the Place Types map that serves as the overall foundation of this Comprehensive Plan for Orange Beach, including the map legend indicating the various Place Type categories and sub-categories. The number of sub-category areas are listed below for each of the main Place Type categories:

- Natural - 1
- Rural - 1
- Suburban - 5
- Urban - 2
- Special - 3
- Parks & Recreation - 1

The following pages explain each Place Type and their sub-categories. The "Character Imagery" is sometimes from Orange Beach, but in some instances from other communities. It is also noteworthy that, if Place Types are transformed into Zoning districts at some point in the future, they would only become relevant when new development is proposed because of the "grandfathering" of all existing land uses and development. Finally, new roads may change some of the Place Type designations.

Understanding "Urban"

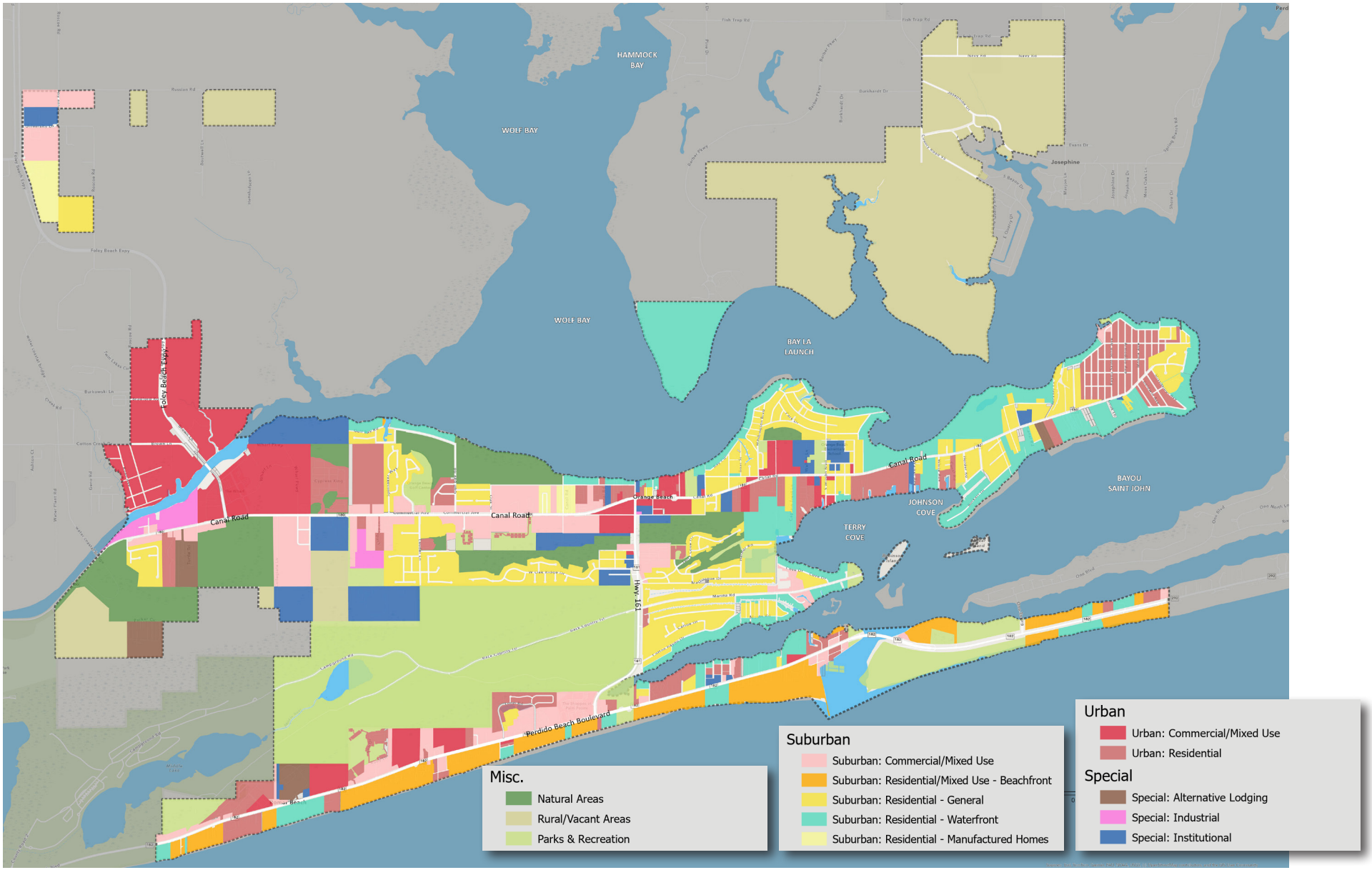
The "Urban" Place Type category is only one of six key categories for Orange Beach, but it is perhaps the most misunderstood category. For many people, the term "urban" conjures up images of skyscrapers, honking car horns, and rat-infested alleys. However, urban areas are distinguished from suburban areas primarily by the following:

1. How buildings relate to their associated streets;
2. Where parking is located; and
3. How different land uses spatially relate to one another.

Another way of thinking of "urban" is to think "pedestrian friendly." Even a small country crossroads village or hamlet with one-story buildings can be urban in form if the buildings are set relatively close to the street, off-street parking is located behind buildings, land uses are physically integrated, and the overall environment is walkable. In short, "urban" places should be no more feared than Orange Beach's highly-prized Wharf development is feared.

Urban vs Suburban

At left is a commercial / mixed-use development on Perdido Beach Blvd. At right is another mixed-use development - The Wharf. One is fronted by a large parking lot, while the other is fronted by an urban street. The contrasts between these two areas underscore the need to utilize Place Types to distinguish between development densities, form, and character.


HAMMOCK BAY
WOLF BAY
WOLF BAY
BAY LA LAUNCH
Josephine
Foley Beach Expwy
Canal Road
Canal Road
Canal Road
Orange Beach
HWY 161
JOHNSON COVE
TERRY COVE
BAYOU SAINT JOHN
Perdido Beach Boulevard
Misc.
Natural Areas
Rural/Vacant Areas
Parks & Recreation
Suburban
Suburban: Commercial/Mixed Use
Suburban: Residential/Mixed Use - Beachfront
Suburban: Residential - General
Suburban: Residential - Waterfront
Suburban: Residential - Manufactured Homes
Urban
Urban: Commercial/Mixed Use
Urban: Residential
Special
Special: Alternative Lodging
Special: Industrial
Special: Institutional

Natural Areas

Overview: The intent is protection from development of natural resources, including beaches, estuaries, wetlands, floodplains, and unspoiled open spaces. Benefits include environmental health, aethetic quality, and passive recreation opportunities.

Locations: Throughout the city, but particularly where land and water interface. Examples include the beachfront and bayfront lands on the Gulf, Cotton Bayou, Bayou Saint John, Wolf Bay, and Bay La Launch.

Optimal Land Uses: Undeveloped land, with the exception of improvements for outdoor recreation, such as trails, docks, and associated parking areas.

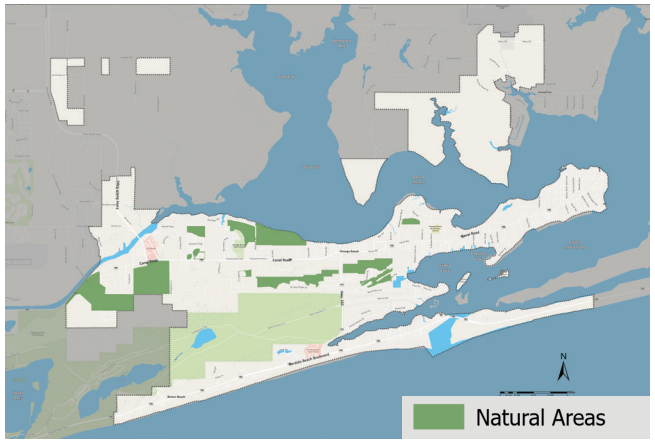
Development Characteristics:

- Buildings: Small one (1) story structures such as public restrooms.
- Relationship of Buildings to Streets: No standard relationship.
- Density/Intensity: Not applicable.
- Parking: Relatively small parking lots that avoid providing more parking spaces than are actually needed by users.
- Pedestrian Access: Walkways and trails that feature materials consistent with their intended use and character of the area. Materials might include concrete, asphalt, masonry pavers (including permeable), gravel, and sand.

Development Form: This topic is not applicable to this place type.

Because environmental resources are typically protected through development regulations such as floodplain and coastal regulations rather than zoning regulations, a Natural Areas zoning district is unlikely to be designated by the City.

"What I like most about Orange Beach is nature.... do not destroy the natural beauty." - public opinion survey respondent



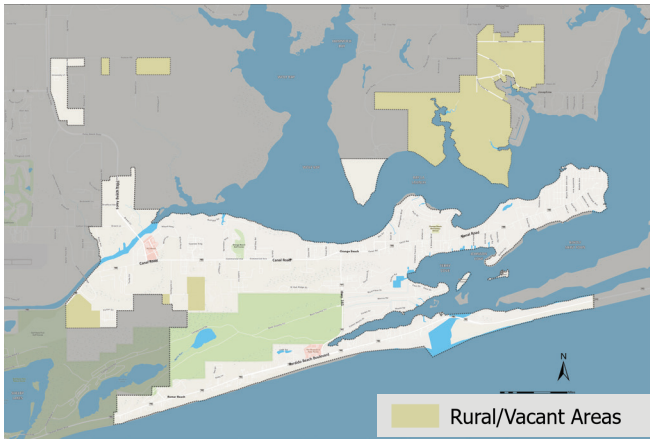
Amount of Land Area:
728.56 acres

Portion of the City:
8%

Character Imagery

Amount of Land Area:
1,932.23 acres

Portion of the City:
21%



Rural/Vacant Areas

Overview: Rural/Vacant Areas are extremely low-density places with little to no existing development. They include some areas that are relatively open and other areas with heavy tree cover. Rural/Vacant Areas are similar to Orange Beach's Natural Areas, but without the environmentally sensitive features.

Locations: Rural/Vacant Areas are primarily north of Wolf Bay and Bay La Launch, as well as areas south of development lining Canal Road east and west of Hwy. 161.

Optimal Land Uses: Land uses include undeveloped open space and very low-density single-family residential uses.

Development Characteristics:

- Buildings: Small one (1) story structures such as public restrooms.
- Relationship of Buildings to Streets: No standard relationship.
- Density/Intensity: Not applicable.
- Parking: Relatively small parking lots that avoid providing more parking spaces than are actually needed by users.
- Pedestrian Access: Walkways and trails that feature materials consistent with their intended use and character of the area. Materials might include concrete, asphalt, masonry pavers (including permeable), gravel, and sand.

Other than the Natural Areas, Rural/Vacant Areas have the lowest density in Orange Beach, with most properties being greater than 10 acres in size.

Development Form: The development form features single-family detached houses and associated outbuildings in low-density informal patterns.

It is recognized that agriculture is not a viable use in Orange Beach. Therefore, in time, it is likely that Rural/Vacant Area lands will eventually transition to higher-density developed lands as growth pressures expand. Thus, it might be viewed as a development "holding area" until market conditions become ripe for development.

Character Imagery

Suburban Areas:
Commercial / Mixed Use

Overview: These areas feature primarily post-1950s development with a strong automobile orientation. Objectives for this place type include smaller signage, more landscaping, expanded sidewalks, fewer and narrower driveways, mixed-use multi-story buildings, and potentially housing.

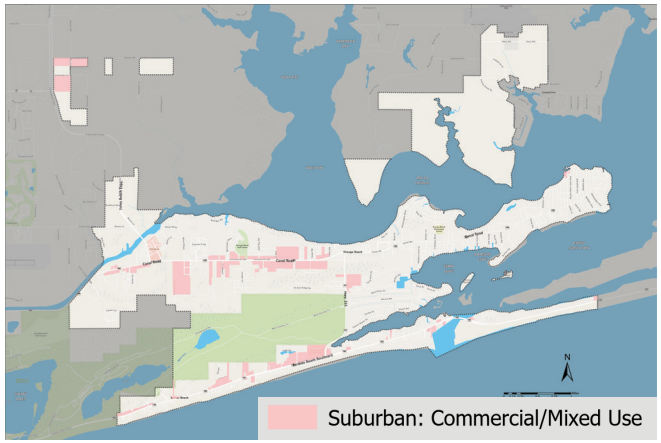
Locations: This place type is located primarily on arterials that can accommodate large traffic volumes such as Hwy. 161 and Canal Road. A large-scale example is The Commons shopping center on the southwest corner of the intersection of those two roads. Another is the Gulf Beach shopping center on the north side of Perdido Beach Blvd.

Optimal Land Uses: Optimal land uses include retail, dining (including fast food with drive-thru windows), personal services, and offices. High-density housing might also occur in the future.

Development Characteristics:

- Buildings: One (1) to three (3) story structures of various scales.
- Relationship of Buildings to Streets: Front parking lots typcially separate the building from the street.
- Density/Intensity: 15-20 units/acre and floor area ratio (FAR) of between .25 and 1.0.
- Parking: Front-located parking lots should be heavily landscaped with relatively low light poles and permeable paving when possible. Avoid excessive parking.
- Pedestrian Access: Sidewalks along adjacent streets should be connected to buildings via parking lots with safely-located paved walkways.

Development Form: This place type is suburban in form, including frequent driveways and front parking lots. However, the negative aspects often associated with suburban development can be minimized with good pedestrian access, landscaping, and minimal signage.



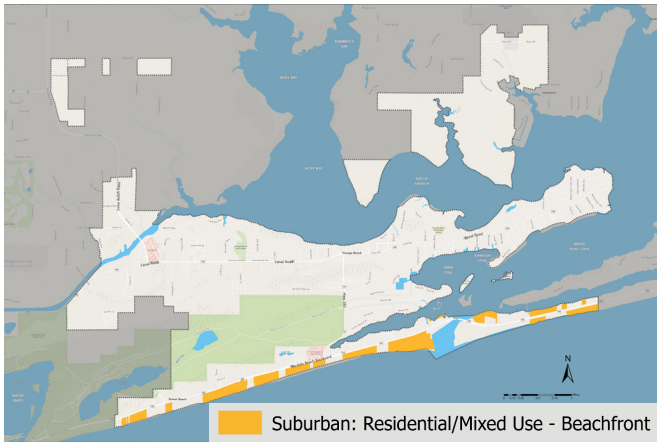
Amount of Land Area:
601.03 acres

Portion of the City:
6%

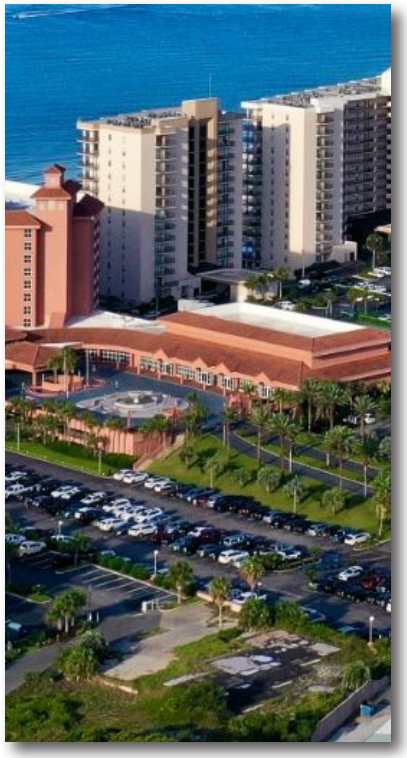
Character Imagery

Amount of Land Area:
368.83 acres

Portion of the City:
4%



Character Imagery



Suburban Areas:
Residential / Mixed Use - Beachfront

Overview: These areas have primarily post-1970s development with an automobile orientation. Key land uses are multi-family housing and lodging, often in the form of very tall condominiums along the beach frontage. There is also limited retail, dining, and related uses. These same uses exist along the waterfronts of bays and intracoastal areas, but at a smaller scale. Objectives for this place type include increased public access to the waterfront, more landscaping, and fewer driveways and parking lots.

Locations: This place type exists nearly everywhere that waterfront lands exist in Orange Beach. The most high-profile area is the south side of Perdido Beach Blvd.

Optimal Land Uses: Optimal land uses include housing in various forms and dining/entertainment.

Development Characteristics:

- Buildings: Two (2) to twenty (20) story structures, depending upon the use, building type, and location, with the tallest buildings being along the Perdido Key beachfront.
- Relationship of Buildings to Streets: Structured parking that is part of the associated building should be the model, resulting in fewer front parking lots.
- Density/Intensity: Maximum of 40 units per acre and maximum FAR of 10.0.
- Parking: Parking lots should be avoided for future beach development, and existing front parking lots should be heavily landscaped with low light poles.
- Pedestrian Access: Access should be extensive, including public beach access.

Development Form: This place type has Orange Beach's most diverse forms, depending upon the location. The scale of beach-located development is generally much larger than that of waterfronts along bays and intracoastal areas. Access and views to the water should be maximized by all development.

Suburban Areas:
Residential - General

Overview: As with the suburban commercial and mixed-use areas, this place type features primarily post-1950s development with an automobile orientation, including garages on the front of houses accessed by driveways connecting to streets. Objectives include a more connected street system, pedestrian amenities, and extensive landscaping.

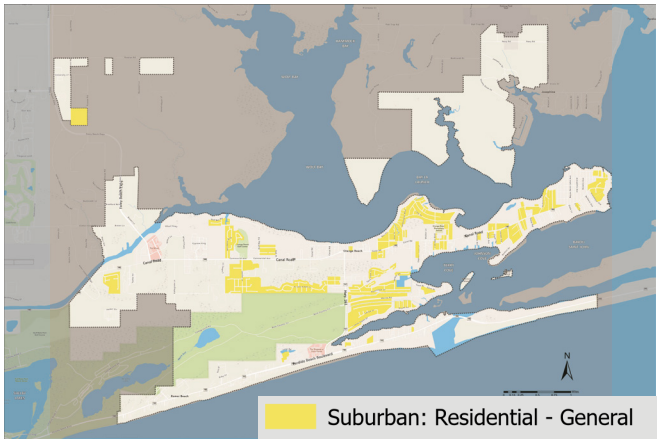
Locations: This place type is located along residential streets such as West Oak Ridge Drive west of Hwy. 161 and Terry Cove Drive east of Hwy. 161.

Optimal Land Uses: The primary optimal land use is residential, although ancillary uses such as subdivision club houses can also occur.

Development Characteristics:

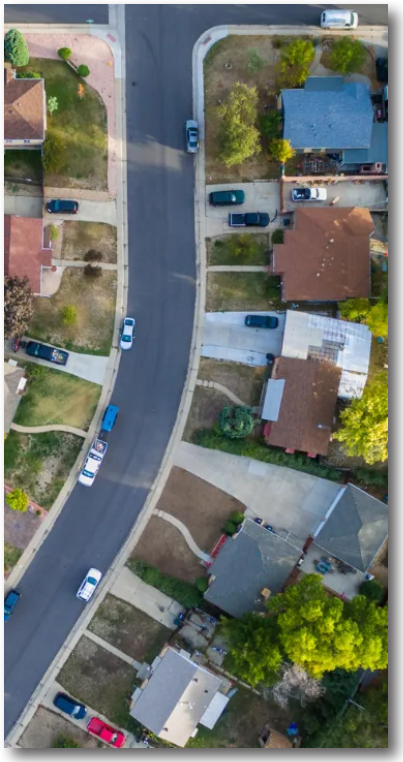
- Buildings: Detached single-family houses, but also attached and small-scale multi-family housing in appropriate locations, with building heights ranging between one (1) and three (3) stories.
- Relationship of Buildings to Streets: Driveways can occur within front yards of single-family houses, but the balance consists of landscaped lawns, and front setbacks can vary.
- Density/Intensity: 4-10 units per acre
- Parking: Automobiles should be stored within garages or behind the primary building, including parking lots for attached and multi-family housing.
- Pedestrian Access: All residential streets should feature sidewalks and street trees.

Development Form: This place type is generally suburban in form and character, but negative aspects of automobiles should be minimized, and streets should have good connectivity.



Amount of Land Area:
976.89 acres

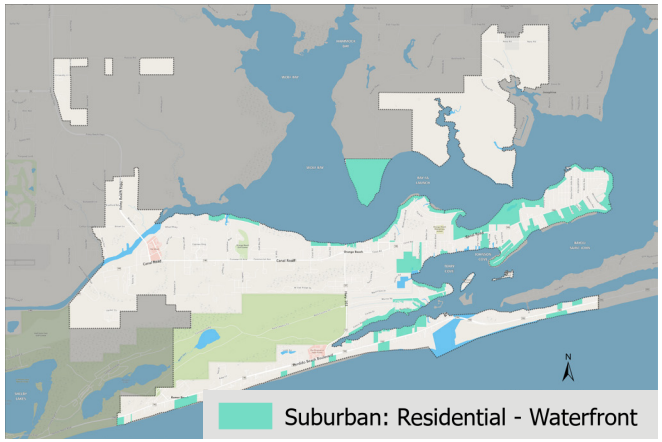
Portion of the City:
10%



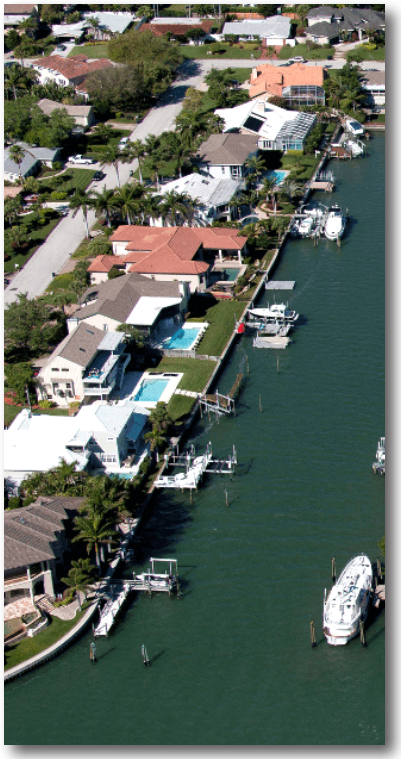
Character Imagery

Amount of Land Area:
906.99 acres

Portion of the City:
10%



Character Imagery



Suburban Areas:
Residential - Waterfront

Overview: Like the Residential / Mixed Use - Waterfront place type, these areas are located on waterfronts. However, because they do not include beach-front residential towers and commercial uses, they are more akin to the Residential - General place type.

Locations: This place type occupies many of the waterfront lands existing in Orange Beach, but it does not include the beaches located on the south side of Perdido Beach Blvd.

Optimal Land Uses: The primary optimal land use is residential, although ancillary uses such as subdivision club houses and docks for recreational boating can also occur.

Development Characteristics:

- Buildings: Detached single-family houses, but also attached and small-scale multi-family housing in appropriate locations, with building heights ranging between one (1) and four (4) stories.
- Relationship of Buildings to Streets: Driveways and parking can occur within front yards, but the balance consists of landscaped lawns, and front setbacks can vary.
- Density/Intensity: 6-18 units per acre
- Parking: Automobiles should be stored within garages or in parking lots. Because parking is not reasonable to include between the building and its waterfront, parking facilities should be in the front or side yard, but should be heavily landscaped.
- Pedestrian Access: All residential streets should feature sidewalks and street trees, and public access to the waterfront should occur to the extent possible.

Development Form: This place type is generally suburban in form and character, but negative aspects of automobiles should be minimized, and streets should have good connectivity. Buildings should maximize physical and visual access to the adjacent water body.

Suburban Areas:
Residential - Manufactured Homes

Overview: This place type accommodates existing and future manufactured home parks as a form of affordable housing for those who cannot afford other forms of housing or who may choose to not spend their money on other forms of housing. Unlike RV (recreational vehicle) parks, this place type is intended for year-round housing.

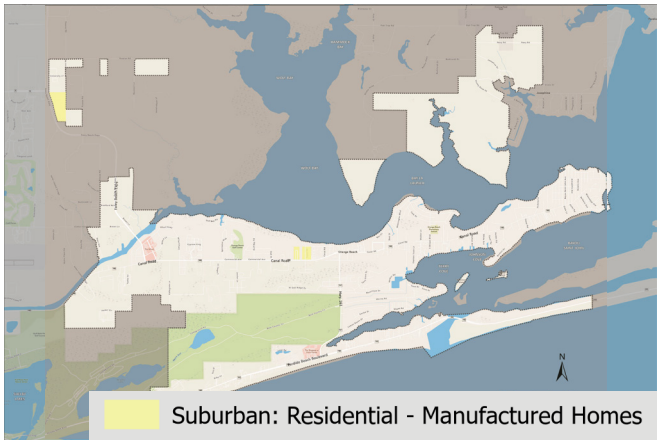
Locations: This place type occurs in varied locations in Orange Beach, including on the east side of Hwy. 161 across from the City's municipal complex, and the north side of the western segment of Canal Road (flanking either side of Cypress Street).

Optimal Land Uses: The primary optimal land use is residential manufactured homes, although ancillary uses such as club houses, swimming pools, and laundry facilities can also occur.

Development Characteristics:

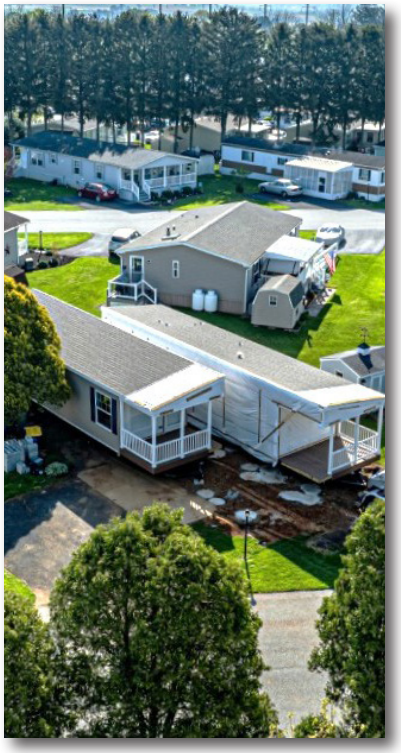
- Buildings: Single-family manufactured homes, which can feature added components such as decks, covered porches, and utility sheds.
- Relationship of Buildings to Streets: These developments typcially feature private streets that are relatively narrow and do not meet City standards for public streets. The manufactured home is located close to such internal streets.
- Density/Intensity: Approximately 12-16 units per acre
- Parking: Each manufactured home should feature an adjacent paved parking area accommodating no more than two motorized vehicles per home.
- Pedestrian Access: Because of the design of streets and low traffic levels and speeds, sidewalks are not required.

Development Form: This place type has a unique development form only applicable to manufactured home parks, including narrow individual home sites, a small-scale internal street system, and common area structures for socializing, laundry, and similar purposes.



Amount of Land Area:
74.88 acres

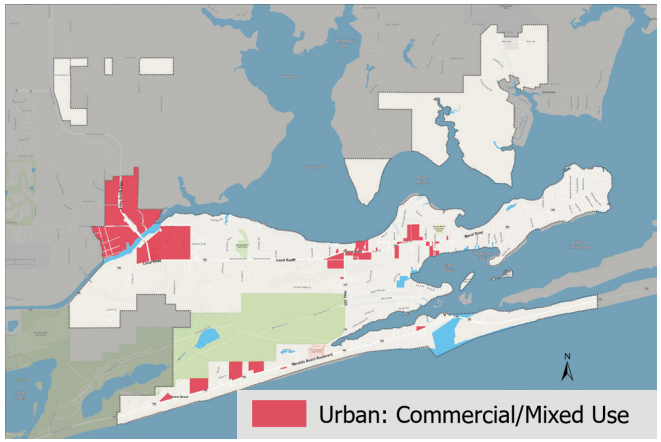
Portion of the City:
1%



Character Imagery

Amount of Land Area:
813.81 acres

Portion of the City:
9%



Character Imagery

Urban Areas: Commercial / Mixed Use

Overview: As explained earlier on page 55, Urban Areas are distinguished from Sub-urban Areas primarily by how buildings relate to their associated street, the location of parking, and how different land uses spatially relate to one another.

Locations: Orange Beach currently has very few commercial and mixed use areas that are urban in form. The largest is The Wharf development off the west segment of Canal Road, and a much smaller such place is the Village Tannin on Perdido Beach Blvd. However, future growth will likely expand this place type to other locations.

Optimal Land Uses: Optimal land uses include retail, dining, personal services, and offices. Relatively high-density housing might also occur, including above ground floor commercial.

Development Characteristics:

- Buildings: One (1) to four (4) story structures of various scales can exist, and balconies should be encouraged to leverage views and the weather.
- Relationship of Buildings to Streets: With the exception of special buildings, such as institutional buildings, buildings should be located relatively close to the street.
- Density/Intensity: 12-32 units/acre and floor area ratio (FAR) of between .5 and 3.0.
- Parking: Parking should be limited to on-street parking, rear parking lots, and parking garages. It should not occur in the form of lots fronting onto streets.
- Pedestrian Access: Sidewalks and street trees should accompany all streets. Also, blank walls should be avoided that might diminish the pedestrian experience.

Development Form: One of the most distinct aspects of this place type is being pedestrian friendly. To achieve that environment, and interconnected street system (grid or modified grid) is necessary and blocks should not exceed approximately four hundered (400) feet in length. Public spaces in the form of parks and plazas should also serve as focal points, and outdoor dining should occur along building frontages where viable.

Urban Areas: Residential

Overview: While the Urban Areas: Commercial / Mixed Use place type features residential uses at relatively high densities and as part of mixed-use buildings, this place type is limited primarily to smaller-scale housing and without commercial uses.

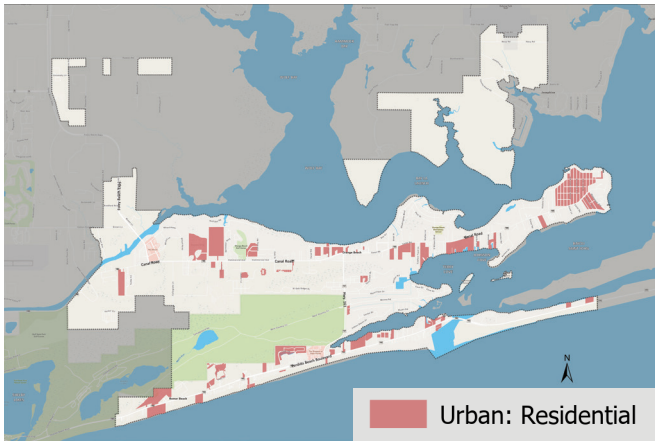
Locations: Orange Beach currently has very few residential areas that are urban in form. Exceptions include the Village Tannin on Perdido Beach Blvd. and Cypress Village on Canal Road. Regardless, they can serve as models for future residential growth. Also, while the existing examples do not front onto waterfronts, future ones could.

Optimal Land Uses: The primary optimal land use is residential, although ancillary uses such as subdivision club houses and recreational facilities can also occur.

Development Characteristics:

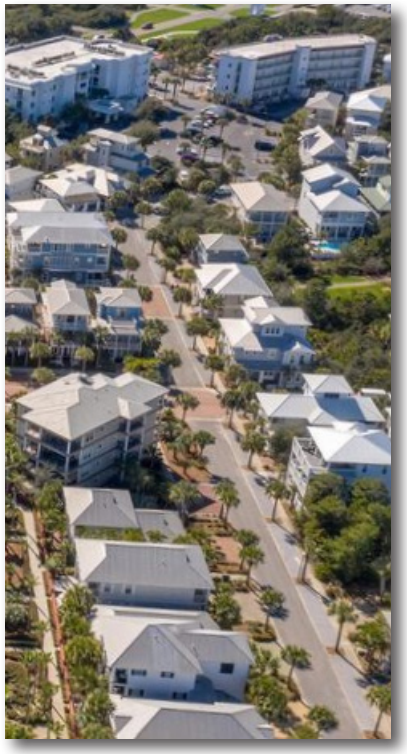
- Buildings: One (1) to four (4) story structures of various scales can exist, and balconies should be encouraged to leverage views and the weather.
- Relationship of Buildings to Streets: With the exception of special buildings, such as institutional buildings, buildings should be located relatively close to the street.
- Density/Intensity: 8-24 units/acre
- Parking: Parking should be limited to on-street parking, residential garages, and rear parking lots or garages. It should not occur as parking lots fronting streets.
- Pedestrian Access: Streets should feature sidewalks unless they can be designed in a manner that is extremely pedestrian-friendly, as with the Village Tannin.

Development Form: One of the most distinct aspects of this place type is being pedestrian friendly. To achieve that environment, and interconnected street system (grid or modified grid) is necessary and blocks should not exceed approximately four hundered (400) feet in length. Public spaces in the form of parks and plazas should also serve as focal points and destinations for walking.



Amount of Land Area:
654.58 acres

Portion of the City:
7%



Character Imagery

Amount of Land Area:
113.45 acres

Portion of the City:
1%

Special Areas: Alternative Lodging

Overview: One of three Special Area place types, this one has a very narrow purpose. It is intended to accommodate lodging types that are not the more typical hotels or condo towers with short-term rentals that currently exist on Perdido Beach Blvd.

Locations: The four most noteworthy existing examples of this place type are the Sun Outdoors RV (recreational vehicle) park located off the west segment of Canal Road, Terry's Cover Motor Coach Resort on the southeast corner of Canal Road and Griffith Marina Road, Heritage Motor Coach Resort on the south side of the east segment of Canal Road, and Young's Hideaway, a luxury camping site located on the western end of Perdido Beach Blvd.

Optimal Land Uses: Types of lodging such as RV parks for luxury motor coaches and camping, as opposed to conventional hotels and short-term rental units within multi-family buildings. Ancillary uses can also occur, such as club houses, rest rooms, swimming pools, laundry facilities, and similar amenities.

Development Characteristics: Because of the wide range of lodging types that can occur as part of this place type, the development qualities are equally wide ranging. Therefore, a specific set of characteristics is not applicable. However, each development within this place type must feature adequate access, parking, and utilities.

Development Form: It is difficult to anticipate all of the potential forms of lodging that might exist within this place type beyond the two types already existing in Orange Beach - RV parks and camping facilities. However, one potential type not yet existing would be "tiny house" vacation villages. Unlike an RV park, these small units would stay in place and would not be transported by individual owners.

Character Imagery

Example tiny house vacation village

Special Areas: Institutional

Overview: This Special Area place type is specifically for institutional properties, particularly when consisting of multiple buildings creating a campus-like setting.

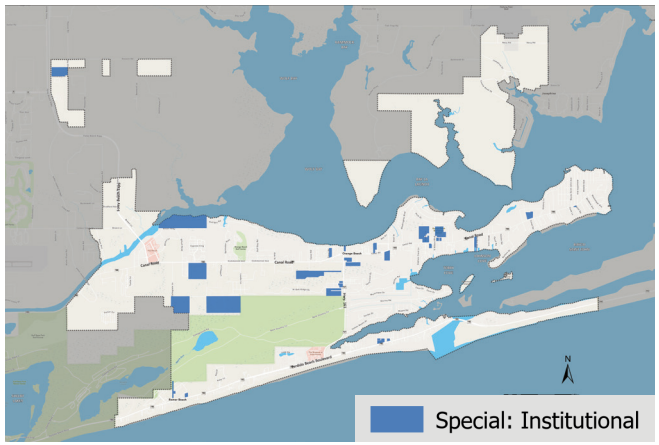
Locations: The locations of this place type in Orange Beach are geographically dispersed. Key examples include the existing municipal complex and schools located on the west side of Hwy. 161, and the area on the north side of Canal Road just east of the Hwy. 161 intersection that includes the public library, arts center, and waterfront park.

Optimal Land Uses: Governmental buildings, schools, public safety facilities, and houses of worship.

Development Characteristics:

- Buildings: One (1) to three (3) story structures of various scales can exist. They should have distinctive features making them appear to be civic buildings, such as classical design detailing (pediments, columns, etc.) and/or vertical architectural elements (cupolas/steeples). However, they can also be more contemporary in character and do not need to reflect classicism.
- Relationship of Buildings to Streets: While this building type can be located relatively close to the street, it can also be set back from the street and fronted with a public plaza or green space to underscore its significance to the community.
- Density/Intensity: Not applicable
- Parking: Parking can be provided in a range of forms, including on-street parking, parking garages, and parking lots. However, it should not occur in the form of parking lots located between the building and the street.
- Pedestrian Access: Streets should feature sidewalks, and paved walkways should occur internal to the site, particularly as a way to connect buildings.

Development Form: This place type does not typically apply to a single institutional building. Instead, it is intended for groupings of institutional buildings (which can also include commercial buildings) in a campus-like arrangement.



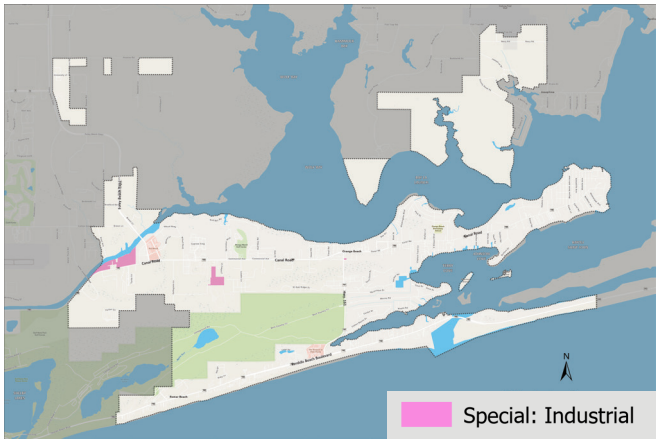
Amount of Land Area:
391.57 acres

Portion of the City:
4%

Character Imagery

Amount of Land Area:
71.39 acres

Portion of the City:
1%



Character Imagery

Special Areas: Industrial

Overview: This place type allows for a wide range of industrial uses, including light industrial and water-oriented uses such as seafood operations. It recognizes that lands should be available for a working waterfront, and that some specific uses need buffering from the potential negative impacts of industrial uses (truck traffic, noise, glare, odors, etc.). This place type brings employment and tax revenue benefits.

Locations: Key example locations include the marina located south of the east segment of Canal Road on Johnson Cove and the industrial complex accessed by the west segment of Canal Road and fronting onto the south side of Portage Creek.

Optimal Land Uses: Manufacturing, warehousing, and marina-related facilities. Examples of marina-related operations already occurring in Orange Beach include wet slips, dry storage, diesel and gas pumps, and boat repairs. Seafood processing operations can also occur in this place type.

Development Characteristics: Because of the wide range of land uses that can occur as part of this place type, the development qualities are equally wide ranging. Therefore, a specific set of characteristics is not as applicable to this place type as most others. However, each development within this place type must address the following important issues:

- Truck Traffic: Any uses requiring heavy truck traffic must be accessed by a major road and avoid residential roads.
- Peripheral Buffering: Buffering in the form of dense landscaping, fences and/or walls should occur where the property boundaries adjoin less intensive uses, particular residential uses.
- Impacts to Adjacent Properties: Impacts such as noise, glare, smoke, odors and vibrations cannot impact adjacent properties.

Development Form: Ideally, industrial uses can be grouped together within only a limited number of locations to avoid numerous scattered operations having more widespread negative impacts.

Parks & Recreation

Overview: The Parks & Recreation place type is intended to provide both passive and active recreational opportunities for Orange Beach's residents and visitors. At present, the community has tremendous resouces in the form of active recreational facilities, the various public beaches, and the adjacent Gulf State Park. While there is also an extensive trail system, that resource is not reflected here as a place type.

Locations: Among the locations for this place type are three public beachs on Perdido Key. From east to west those include Cotton Bayou Beach, Romar Beach and Cunningham Beach. The Waterfront Park and Kids Park are located on Wolf Bay off of Canal Road, and a wide range of active recreational facilities are located at the Recreation Center just east of those two parks. Orange Beach Middle & High School, located on the south side of the west segment of Canal Road, also has tremendous recreational facilities.

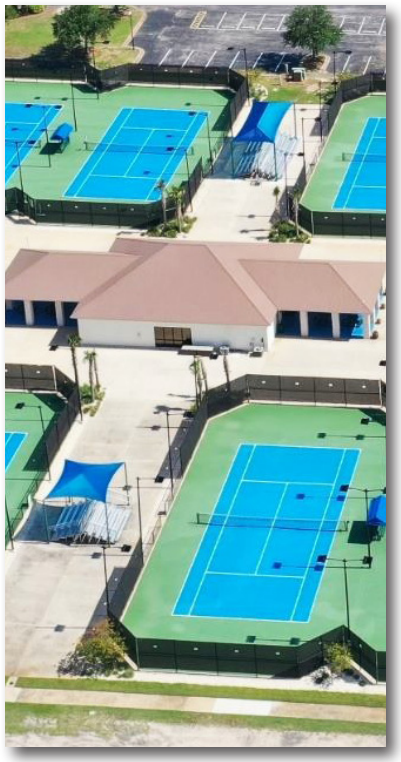
Optimal Land Uses: Passive parks, public beaches, sport fields (baseball, football, soccer, etc.), courts (basketball, tennis, pickle ball, etc.), swimming pools, and workout facilities. Ancillary uses such as parking areas are also relevant.

Development Characteristics: As is the case for a few of the other place types for Orange Beach, the wide range of specific uses precludes a list of development characteristics. However, sufficient parking is a must and pedestrian facilities should connect facilities within any given recreational area. Also, various modes of access should connect the rest of the community with these places, including driving lanes, bike lanes, and sidewalks.

Development Form: Whenever the opportunity exists, the clustering of park and recreational facilities should be pursued. There are numerous efficiencies that can be accomplished by this approach, and driving trips can be minimized when people travel to a property to use multiple facilities as part of the same trip. Also, this place type is best located by other community facilities, such as schools, as well as near the most populated areas in terms of residents.

Amount of Land Area:
1,684.90 acres

Portion of the City:
18%



Character Imagery

This plan section includes a list of transporation planning principles, an overview of the "complete streets" concept, a description and graphics for Orange Beach's various Road/Street Types, proposed road/street improvements, and plans for non-motorized travel. For the purposes of this plan, the word "road" is used for natural, rural and some suburban contexts, while "streets" applies to some suburban and all urban contexts.

Road & Street Types Principles

The following principles have been used as the basis for this plan's recommendations for roads and streets in Orange Beach:

- Road and street types are organized by the corridor type and adjacent land uses.
- The proposed redesign of roads and streets shall occur within the existing right-of-way (ROW).
- There should be consistent space for vulnerable road users, including those not using motorized vehicles.
- Proposed road and street improvements should enhance safety for all users.
- All proposed road and street design must be compatible with existing utilities, both overhead and underground.
- Road and street redesigns should retain the existing number of travel lanes where feasible.

Road & Street Types Design

Road/Street Types might be viewed as the Mobility version of Place Types, which are addressed in the previous plan section. Prior to the consideration of Place Types becoming a common planning practice, the focus was on land uses, but that approach failed to consider the design and character of places. Similarly, many comprehensive plans of the past focused on the function of roads and streets by categorizing them as arterials, collectors, locals, and with various degrees in between. Road/Street Types, on the other hand, also consider the design and character of these mobility facilities and adjacent corridors. The following pages provide design parameters for the various Road/Street Types identified and proposed for Orange Beach.

COMPLETE STREETS

"Complete Streets" is a term that has achieved widespread use in recent years to refer to streets that are designed to be used for more than only motorized vehicles. Many streets in Orange Beach and elsewhere feature only driving lanes for motorized vehicles. Complete streets, on the other hand, accommodate more than just motorized vehicles. They can include one or more of the following features:

- Driving lanes for motorized vehicles
- Parking lanes for on-street parking
- Bicycle lanes for cyclists
- Sidewalks for pedestrians

This complete street features one driving lane in each direction, buffer areas between the driving lanes and bike lanes, bike lanes, and on-street parking.

Road & Street Types Overview & Locations

As with the primary Place Types, Orange Beach's Road and Street Types are categorized by their Place Type context. They are listed below and illustrated on the map on the following page. It is important to keep in mind that Road/Street Types are context-sensitive. Consequently, a single road/ street might feature distinct Rural, Suburb and Urban segments based upon the specific areas through which they are traversing. Many of the Road/Street Types listed below are not yet designed as proposed here. The prototypical designs are aspirational and intended to direct future improvement projects to upgrade existing roadways with more Complete Street features and to construct some new roadways as Complete Streets.

Prototypical Designs

- Urban Mixed-Use Blvd Arterial
- Suburban Residential Minor Arterial
- Mixed Residential Collector
- Neighborhood Collector
- Local Street
- Town Center Approach
- Town Center

"Planning of the automobile city focuses on saving time. Planning for the accessible city, on the other hand, focuses on time well spent."

Robert Cevero - Transportation Consultant and
former faculty member at the University of California, Berkeley

This photograph features Hwy. 161 extending south to Perdido Key, as well as the street system branching off of it to the east and west. Source: City of Orange Beach

"Some of the traffic lanes, turns on Perdido Beach Blvd. are confusing for tourists. Enforcement on younger drivers operating golf carts [is needed].."

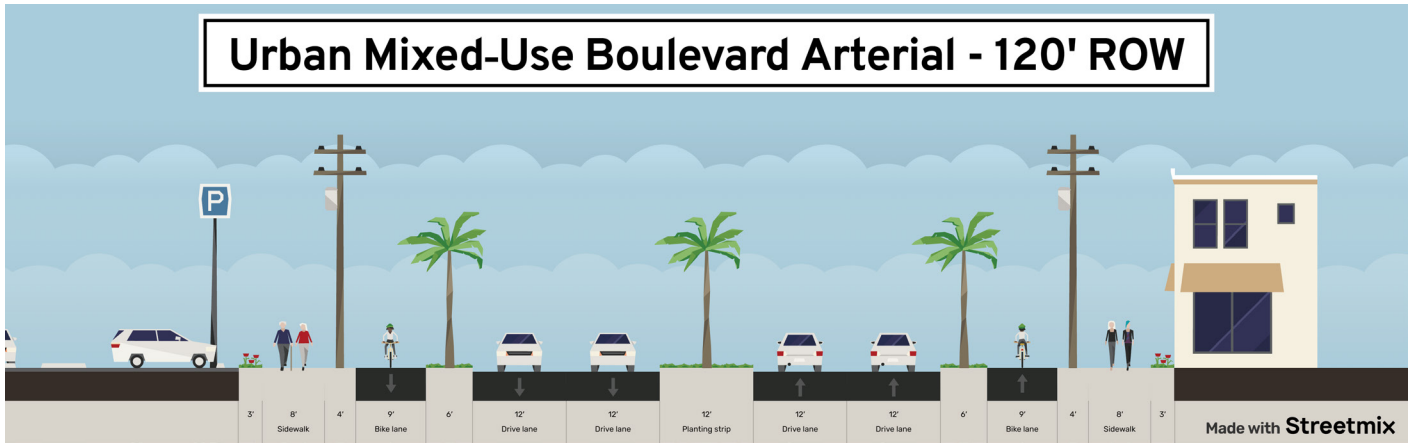
"The city needs to be the one who controls our roads and not ALDOT."

"I'd like to see better transportation infrastructure... Not sure how to accomplish it, but slow growth."

Public opinion survey respondents

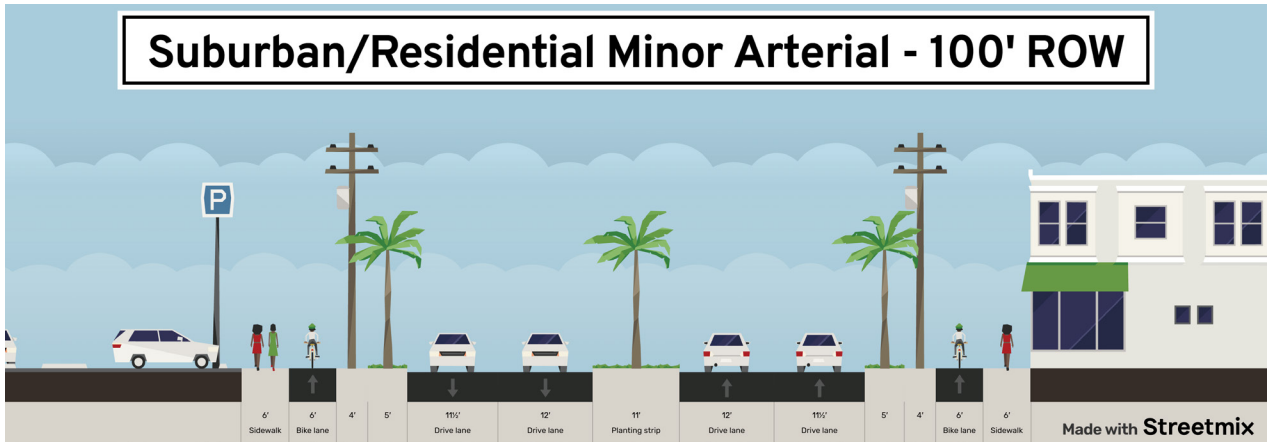
Elements:
- Four 12' through lanes
- Planted center median with turn lanes
- Tree buffers
- 9' Shared-use path
- 8' Sidewalks
- Buildings pulled to ROW

Potential Applications:
- Perdido Beach Blvd.
- Orange Beach Blvd.



Elements:
- Four 11.5'-12' through lanes with shoulders
- Planted center median with turn lanes
- Two 6' Shared-use-path
- Tree-lined buffer
- 6' Sidewalks on both sides

Potential Applications:
- Canal Rd. west of Orange Beach Blvd.



Elements:
- Two 12' through lanes
- Planted center median with turn lanes
- Planted buffer
- 9' Shared-use-path on both sides
- 8' sidewalks on both sides
- Buildings pulled to ROW

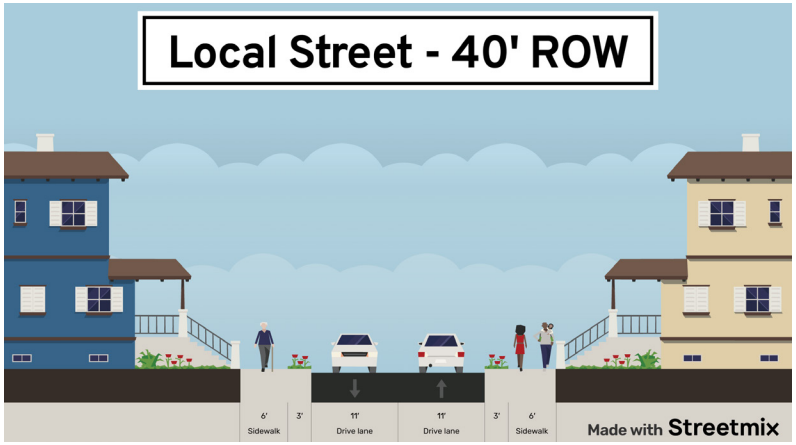
Potential Applications:
- Canal Road east of Orange Beach Blvd.

Elements:
- Two 11.5' travel lanes
- Tree-lined buffer
- 6' Shared-use-path on both sides
- 6' sidewalks on both sides
- Buildings pulled to ROW

Potential Applications:
- Marina Rd.
- Wilson Blvd.
- West Oak Dr.

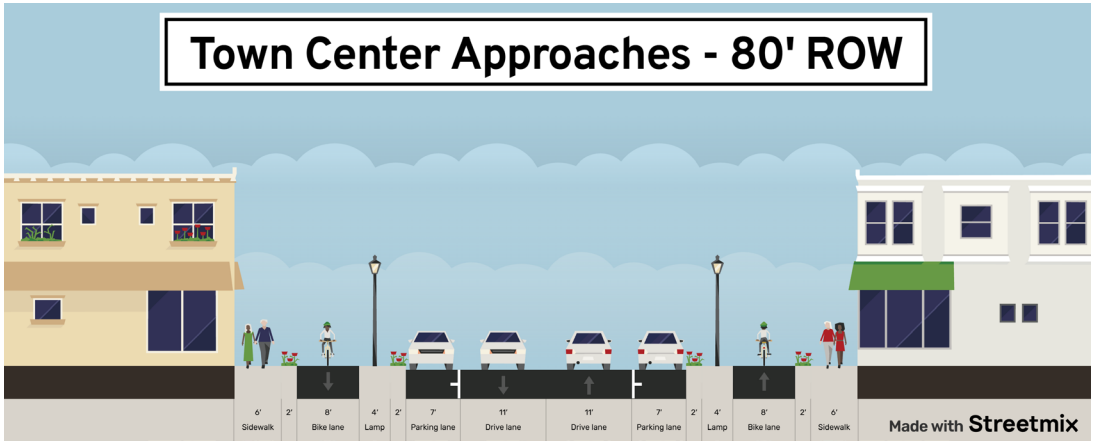
Elements:
- Two 11' travel lanes
- Sidewalks both sides in denser areas
- Buildings pulled to ROW

Potential Applications:
- Marner Cir.
- Safe Harbor Dr.



Elements:
- Two 11' travel lanes
- On-street parking on both sides
- 8' Shared use paths on both sides
- Sidewalks on both sides
- Buildings pulled to ROW

Potential Applications:
- Canal Rd. east of proposed bypass
- Orange Beach Blvd. north of the proposed bypass

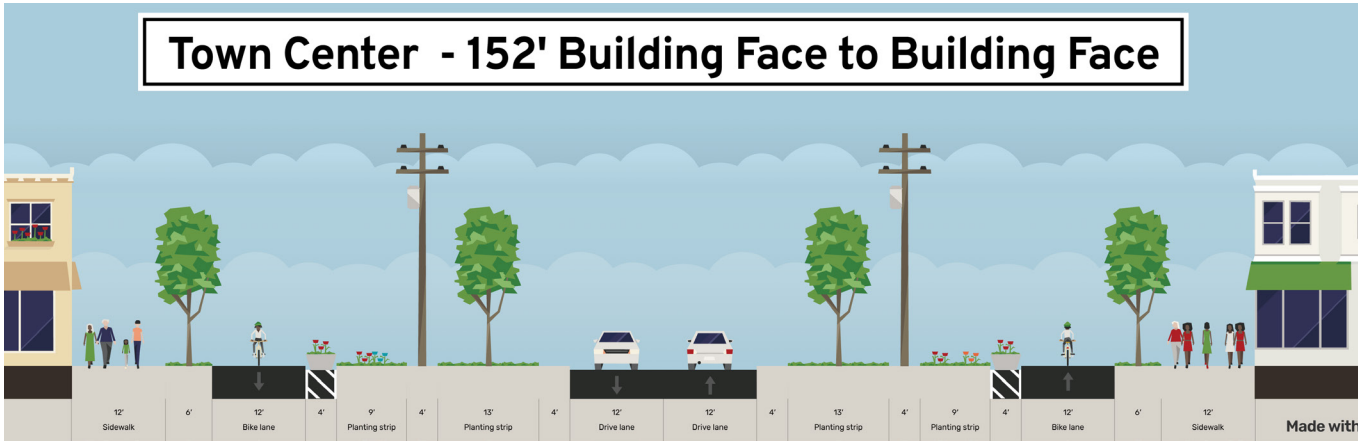


Elements:

- Two 12' travel lanes
- 13' Tree-lined buffer space
- Utility buffers
- 12' Shared use paths on both sides
- 6' Tree-lined buffer space
- 12' Sidewalks on both sides
- Building edge to building edge

Potential Applications:

- Canal Rd. at the Town Center

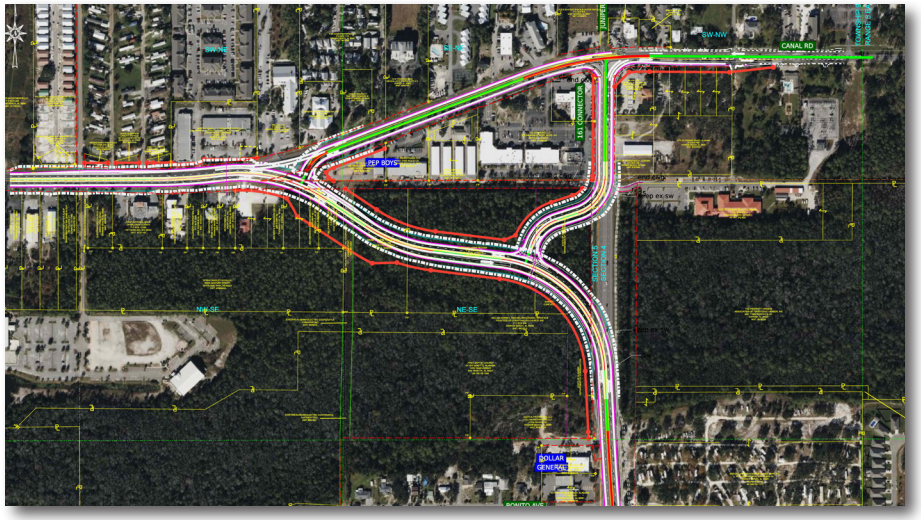


Proposed Road & Street Improvements

The following recommendations for road and street improvements are focused on the movement of motorized vehicles. However, they can also accommodate non-motorized travel, such as for pedestrians and cyclists. They are organized below as connections and redesigns. See the corresponding map on page 80.

Connections

Bypass from Canal Rd. to 161: The Canal Road and Orange Beach Boulevard Bypass Project, now underway, is being designed to improve safety, reduce congestion, and provide more reliable travel by routing regional traffic around one of the city's most constrained intersections. By bypassing traffic from this intersection, the project aims to reduce conflict points, shorten delays, and improve emergency access. It also creates the opportunity to redesign the current intersection as a more pedestrian-friendly area that supports safer crossings, enhanced public spaces, and future mixed-use development. See the graphic below for this project.



Bypass from Canal Rd. to 161
Source: City of Orange Beach

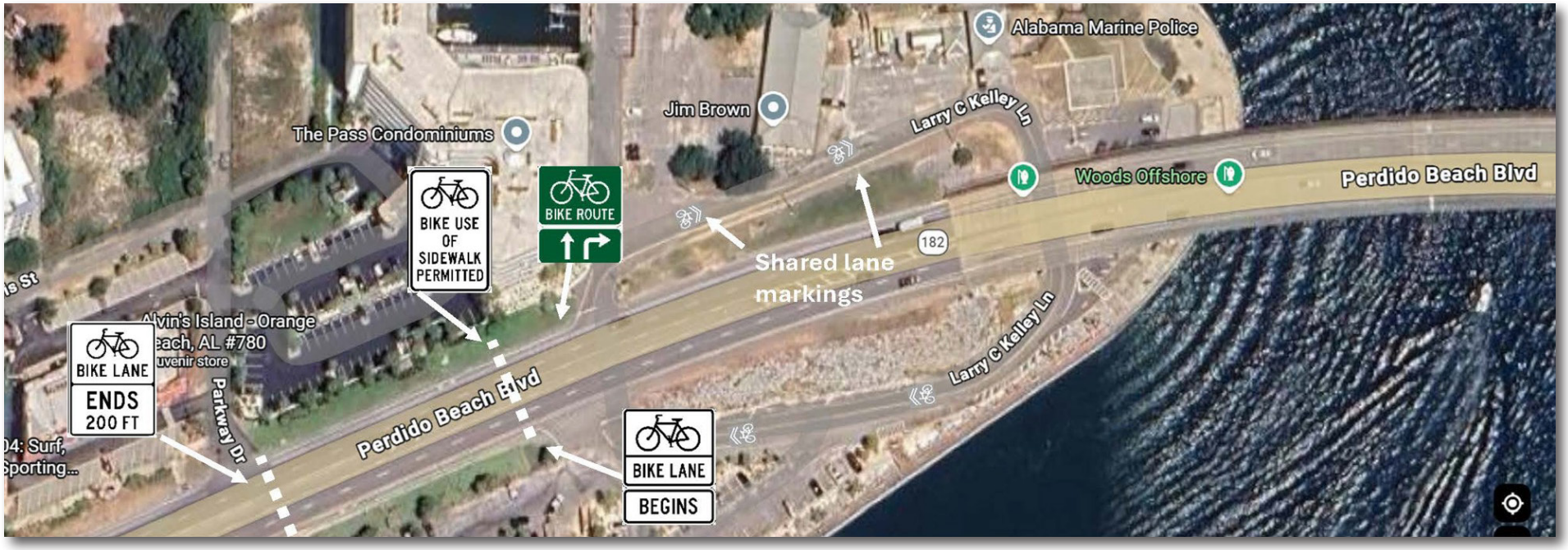
Extend Powerline Road: The proposed extension of Powerline Road in Orange Beach would create a north–south connection from Canal Road to Perdido Beach Boulevard, offering an additional route to relieve congestion and improve emergency access. The corridor currently exists as an unpaved gravel road within Gulf State Park, and previous discussions note that extending and paving it would require navigating substantial environmental hurdles, including wetlands impacts and restrictions tied to past legal settlements that limit new roadway construction through the park. While the project is viewed as a potential solution for traffic bottlenecks and evacuation capacity, its advancement will depend on resolving State ownership issues and addressing environmental sensitivities in the protected park corridor.

Redesigns

Canal Rd. & Orange Beach Blvd Town Center Approaches: With the completion of the Canal Road to Orange Beach Boulevard bypass, the existing approaches to this intersection can be transformed to support transition to a more walkable, mixed-use Town Center. The envisioned redesign would include 11-foot travel lanes, on-street parking, 8-foot shared-use paths on both sides to separate bicycle and gulf cart traffic, continuous sidewalks, and buildings brought up to the right-of-way to create an active public realm. These upgrades will support a safer, slower, and more engaging street environment that encourages walking, biking, and local recreation and business activity, while establishing a cohesive gateway into the emerging Town Center area. See pgs. 91-97 for information on the proposed Town Center.

Canal Rd. at the Proposed Town Center: The proposed Canal Road transformation through the Town Center frames the entire corridor as a unified public realm. The concept organizes transportation, landscaping, and pedestrian facilities into a cohesive network between building frontages, incorporating two 12-foot travel lanes, a 13-foot tree-lined buffer that includes space for utilities, 12-foot shared use paths on both sides, 6-foot supplemental tree lined buffers, and wide 12-foot sidewalks. This arrangement supports comfortable walking and cycling. It also creates flexible public space for mingling, gathering, and community activities within the Town Center. Buildings placed at the street edge further define the corridor and contribute to a walkable and active urban environment.

Perdido Pass Bridge & Approach: Improving walking and biking across the Perdido Pass Bridge and along its approaches on Perdido Beach Boulevard will create a more comfortable and predictable route through this constrained segment of the corridor. The project should apply to the bridge section with sidewalks on both sides and provide advance signage, wayfinding, and clear transition points where facilities change. These upgrades will strengthen non-motorized access and improve overall safety at a key gateway to the beach area.



These proposed improvements include the following features:

- Multi-modal Path "Land Ends" 200' warning sign
- "Bike Use of Sidewalk Permitted" sign at intersection 400' before bridge
- Wayfinding directional signage
- 10' Shared use sidewalks on both sides

Proposed Improvements for Non-Motorized Travel

Improving non-motorized connectivity throughout Orange Beach will help create a safer, more accessible, and more reliable network for people walking, biking, and using golf carts. The following recommendations outline key corridor projects, access enhancements, and supporting programs that, together, establish continuous sidewalks, shared-use paths, stronger links to major destinations, and clearer wayfinding across the community. These improvements will better connect neighborhoods, commercial areas, parks, schools, and the waterfront, while supporting the City's broader goals for mobility, safety, and quality of life. See the map on page 80.

Corridor Projects

Orange Beach Blvd. North-South Shared-Use Path

Improving non-motorized facilities along the Orange Beach Boulevard corridor will create a continuous connection between the residential and commercial areas to the north and the Gulf and beach area to the south. The project should include uninterrupted eight-foot sidewalks along the length of the corridor and a separated shared use path for bicycles and golf carts, or a wider shared-use path that can safely accommodate all user groups. Safety upgrades at both ends of the corridor and at all key crossing locations will support comfortable and reliable access for people walking, biking, and using golf carts.

Perdido Beach Blvd. Sidewalk

Completing the existing sidewalk segments along Perdido Beach Boulevard will establish a continuous east to west connection that supports safe walking, biking, and non-motorized access to the beach. The project should include uninterrupted sidewalks at least eight feet wide along both sides of the corridor. Safety improvements at driveways, roadway crossings, and beach access points will enhance visibility, predictability, and overall comfort for all users moving through this important coastal corridor.

Although the City of Orange Beach has made efforts in the past to increase pedestrian safety on Perdido Beach Blvd., further efforts are worth exploring. These pedestrians are at the boulevard's intersection with Hwy. 161.

Canal Rd. West Shared-Use Paths

A proposed continuous shared-use path system along Canal Road west of Orange Beach Boulevard will serve strong demand for travel between commercial areas, schools, sports fields, and nearby neighborhoods. The corridor is already identified by the City as a bike route, and frequent golf cart use along the drainage ditch highlights the need for safer, dedicated facilities. Providing uninterrupted shared-use paths sized for walking, biking, and golf cart travel, together with improved crossings, clearer driveway treatments, and well-designed path connections, will create a safer and more reliable non-motorized route to the Foley Beach Expressway and surrounding destinations.

Area Safety & Connectivity Projects

Sportsplex–School District Loop & Safe Access Enhancements

Creating a connected loop of shared-use paths around the Sportsplex and the Orange Beach Middle and High School campuses will significantly strengthen non-motorized access in one of the city's most active areas. The project should establish continuous

upgraded crossings at school frontage, clearer driveway interactions, and defined path routes through and around the complex will improve safety and comfort for students, families, and visitors. Together, these improvements will support reliable walking, biking, and golf cart travel throughout this important community hub.

Gulf State Park Interface Improvements

Gulf State Park contains many miles of trails and plays an important role in the character and economy of the Orange Beach area. Non-motorized access between Orange Beach and Gulf State Park should be enhanced by creating safer and more intuitive connection points along the park edge. These improvements should establish clear and continuous shared-use path links from corridors into the park trail system, supported by improved roadway crossings, defined path transitions, and accessible trailheads. Strengthening these interfaces will provide more comfortable walking, biking, and golf cart access into the park and better connect residential areas and nearby destinations to the broader regional trail network.

Policy & Planning Projects

Standards for Gulf Cart Paths

Developing a clear set of golf cart standards will help create a safe and predictable environment for golf cart travel throughout Orange Beach. Best practices can be drawn from similar communities in Georgia, North Carolina, and Florida. The program should define consistent expectations for golf cart operation and behavior, establish appropriate routes and crossing locations, and outline design requirements for shared-use paths, intersection treatments, and driveway interactions. Standards should ensure strong internal connectivity within neighborhoods and new developments, along with adequate and well-located golf cart parking, especially on arterials and key commercial destinations. Clear signage, registration and equipment requirements, and user education will further support safe and compatible golf cart travel as part of the community's broader multimodal network.

Unified Wayfinding Program

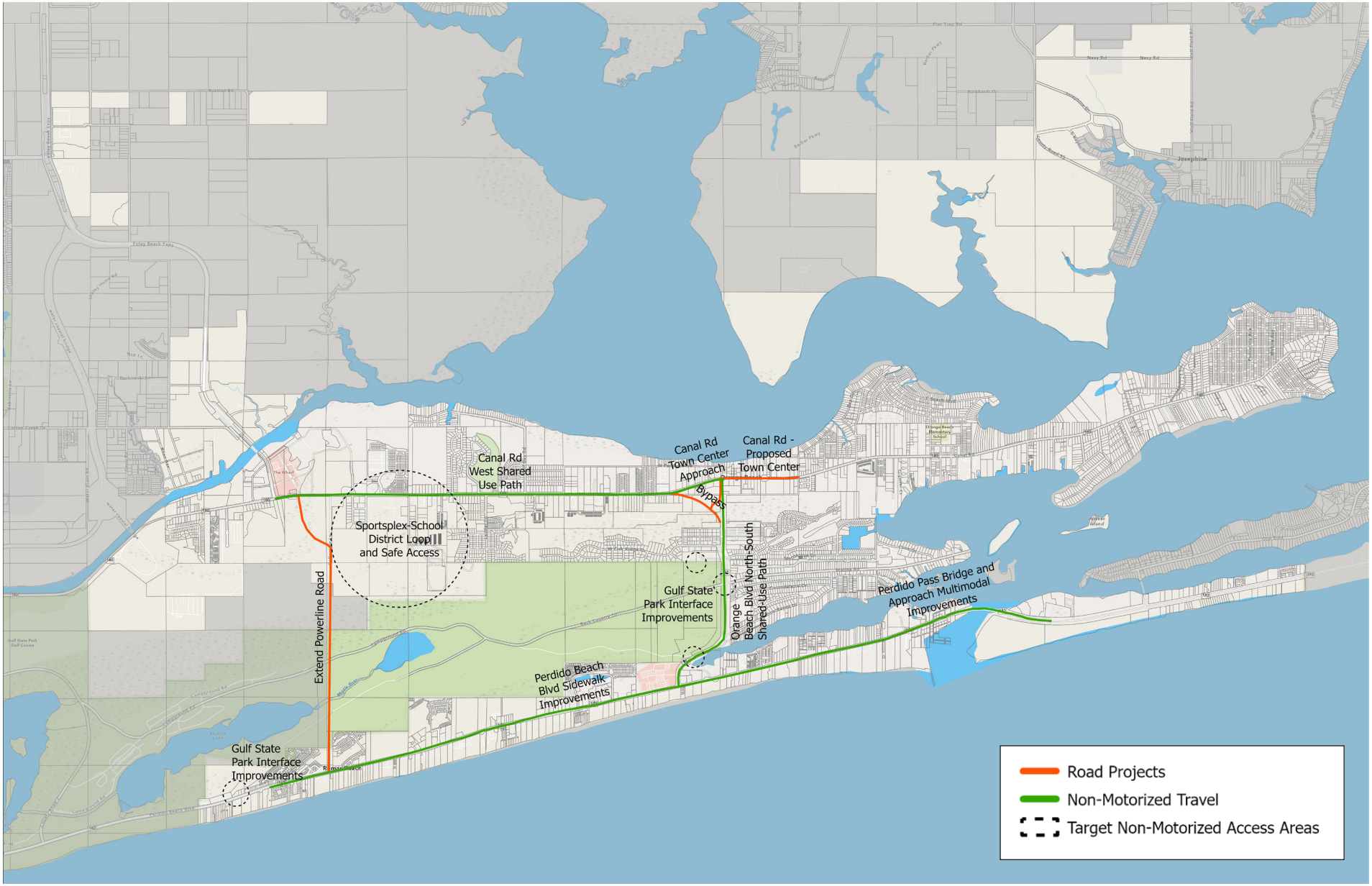
A unified wayfinding program should create a clear and consistent system of signs that guides people walking, biking, and using golf carts throughout Orange Beach.

Orange Beach has an existing trail system that is well designed and geographically extensive. The Cotton Bayou Trail extends from the west side of Hwy. 161 by the iconic water tower west to Catman Road in Gulf State Park.

This effort would coordinate directional signs, destination markers, and path transitions across major corridors, shared-use paths, and beach access points. A cohesive approach will improve user understanding, reduce confusion at key decision points, and strengthen connections between neighborhoods, commercial areas, Gulf State Park, and the waterfront.

Bicycle-Pedestrian Master Plan

A citywide bicycle and pedestrian master plan should establish a comprehensive framework for expanding and improving non-motorized facilities throughout Orange Beach. Building on the recommendations in this plan, a bicycle and pedestrian master plan would provide greater detail by mapping existing conditions, identifying network gaps, analyzing demand, and developing corridor-specific guidance for shared-use paths, crossings, access points, and supporting amenities. It would also refine project priorities, funding strategies, and phasing to ensure that future investments create a safe, connected, and coherent network linking residential areas, commercial districts, parks, schools, and regional trail systems. This deeper level of planning will help guide implementation and maintain long-term coordination across all non-motorized projects in the Orange Beach.


Canal Rd
West Shared
Use Path
Canal Rd
Town Center
Approach
Canal Rd -
Proposed
Town Center
Bypass
Sportsplex School
District Loop
and Safe Access
Extend Powerline Road
Gulf State
Park Interface
Improvements
Orange Beach Blvd North-South Shared-Use Path
Perdido Pass Bridge and
Approach Multimodal
Improvements
Perdido Beach
Blvd Sidewalk
Improvements
Gulf State
Park Interface
Improvements
Road Projects
Non-Motorized Travel
Target Non-Motorized Access Areas

Bicycle Facilities

While there are many options and configurations for bicycle lanes, the most common treatments applicable to Orange Beach are listed below, along with basic design criteria for each facility type. Illustrations for the facility types are shows at right.

Shared Roadway/Bike Boulevard
- Maximum Traffic Volume: 4,000 AADT
- Maximum Speed: 25 MPH
- Paved Shoulder (rural roadways only)
- Maximum Traffic Volume: 10,000 AADT
- Minimum shoulder width: 5 ft
- Maximum Speed: 55 MPH

Bike Lanes
- Maximum Traffic Volume: 8,000 AADT
- Maximum Speed: 30 MPH
- Minimum Width: 5 ft.

Buffered Bike Lanes
- Maximum Traffic Volume: 12,000 AADT
- Maximum Speed: 35 MPH
- Minimum Bike Lane Width: 5 ft.
- Minimum Buffer Width: 3 ft.

Separated Bike Lanes
- Maximum Traffic Volume: 10,000 AADT
- Maximum Speed: 45 MPH
- Minimum Bike Lane Width: 5 ft.
- Minimum Buffer Width: 6 ft.

Multi-Use Path
- Maximum Traffic Volume: >10000 AADT
- Maximum Speed: >40 MPH
- Minimum MUP Width: 10 ft.
- Minimum Buffer Width: 10 ft.

Paved Shoulder
- This condition has no specific standards.

"[We need better] Side-walks / Bike lanes along side of Perdido Beach Blvd. More crosswalks to slow down traffic."

"Add multi-use conve-nience paths with more crosswalks down Beach Boulevard from the pass to 161 and 161 to the west to Gulf Shores for better access to 161 and all Orange Beach has to offer for all to golf cart, bike and walk on the north side of Perdido Beach."

Public Opinion Survey Respondents

Examples of Non-Motorized Mobility Facilities
Source: USDOT / Federal Highway Administration
"Bikeway Selection Guide" (2019)

Shared Roadway/Bike Boulevard

Separated Bike Lanes

Bike Lanes

Multi-Use Path

Buffered Bike Lanes

Paved Shoulder

A community's parks and recreation facilities are important for residents because of the physical and psychological benefits they provide. Also, parks and recreation are considered to be a key "quality of life" issue that is important to attract residents, tourists, and businesses, thereby contributing to Orange Beach's economic development. Pages 22-23 of this plan list and map out all eight of Orange Beach's existing parks and recreation facilities.

Parks & Recreation Metrics

Until recent years, the National Recreation & Parks Association (NRPA) maintained a set of "standards" for communities to provide parks and recreational facilities based upon their community's population. However, the NRPA abandoned such standards a few years ago, as explained below in a 2019 article posted on their website:

"There is not a single set of standards for parks and recreation that could possibly encompass the uniqueness found in every community across the country. Communities vary greatly by size, needs and desires; so too should their park and recreation agencies' offerings."

Consequently, the NRPA has since steered away from standards and now speaks in terms of "metrics." The table at right details how Orange Beach's existing facilities measure up against the NRPA metrics. To echo what NRPA stresses, every community is very different and no one size fits all. Regardless, the following page provides the key findings from the table at right.

COMPARISON OF NATIONAL METRICS VS ORANGE BEACH

Below is a comparison of Orange Beach with the national median number for communities of 20,000 people and less. The current population is approximately 8,500. The number of park acres and facilities for an average community of 20,000 people are compared with Orange Beach. The actual number of acres/facilities are indicated in parenthesis, while the numbers not in parenthesis represent the park acres per 1,000 people or the number of people per facility. It is recognized that Orange Beach is not a typical community because of the large number of visitors that might be present at any given time.

Resource Type	**National Median #s**		**Orange Beach's #s**	
	Acres Per 1,000 Pop.	*Total Acres*	*Acres Per 1,000 Pop.*	*Total Acres*
PARKS	12	(102)	198	(1,685)
FACILITIES	*People Per Facility*	*Total Facilities*	*People Per Facility*	*Total Facilities*
Playgrounds	2,523	(3.4)	8,500	(1)
Basketball courts	4,090	(2.1)	4,250	(2)
Tennis courts	2,922	(2.9)	1,063	(8)
Multiuse courts	7,866	(1.1)	NA	(0)
Baseball/softball fields	3,036	(2.8)	944	(9)
Soccer fields*	3,294	(2.6)	NA	(0)
Football fields*	7,500	(1.1)	NA	(0)
Multi-purpose fields	4,683	(1.8)	2,833	(3)
Swimming pools	8,023	(1.1)	8,500	(1)
Skate parks	10,118	(0.8)	NA	(0)
Ice rinks	9,860	(0.9)	NA	(0)
Dog parks	10,000	(0.9)	8,500	(1)
Senior centers	12,209	(0.7)	8,500	(1)
Rec/fitness centers	8,916	(1.0)	8,500	(1)

* Multi-purpose fields are used for this sport

Results of Metrics & Public Input

Also, with respect to trails, the median mileage for communities less than 20,000 people is 3 miles. Orange Beach, however, has over 15 miles of trails.

Metrics Results

Below is a summary of where Orange Beach either substantially exceeds or falls short relative to the national metrics.

Substantially Exceed

Orange Beach substantially exceeds NRPA metrics for the following:

- Tennis courts
- Baseball/softball fields

Substantially Short

Orange Beach falls substantially short of the NRPA metrics for the following:

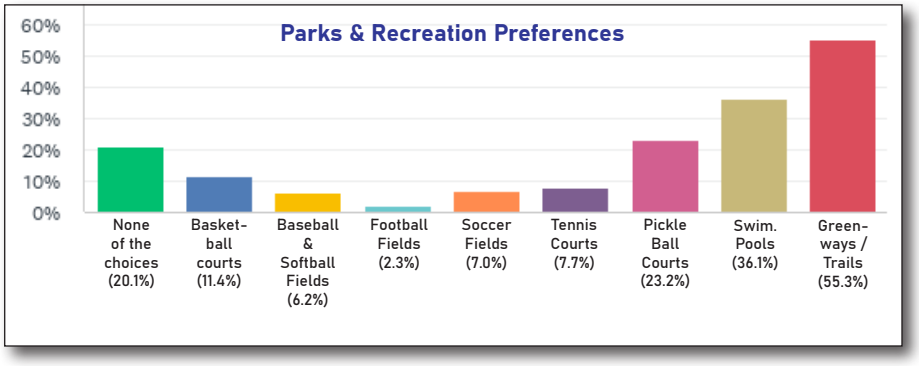
- Playgrounds
- Skate parks

Public Input

Supplements section #1 includes the results of the public opinion survey conducted for this plan. One question focused specifically on parks and recreation, as follows:

What specific types of recreational facilities are needed in Orange Beach, including more of those facilities that might already exist?

Nine options were provided and the respondent could select all that applied. There was also an opportunity to provide one or more "others." Below are the results.

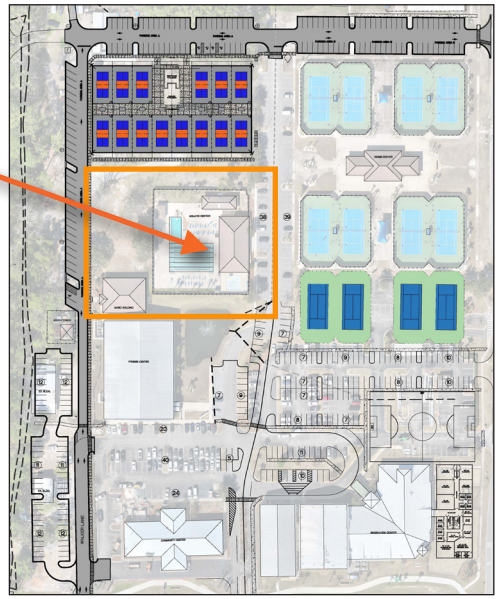


Parks & Recreation Recommendations

Planned Recreation Center Improvements

Located at 4849 Wilson Blvd., just off of the east segment of Canal Rd., the City's existing Recreation Center currently has plans for substantial improvements, including:

- New Building: 10,000 sq. ft. for expansion of music and Expect Excellence
- Tennis Courts: 4 added for a total of 12
- Pickle Ball Courts: 14 (all new)
- Turf Field: 21,600 sq. ft.
- Additional Parking: expanded to 520
- New Swimming Pools: 2 will replace the 1 existing pool



Above is an enlargement of the planned pools expansion. The more casual youth-oriented pool (left) will be part of Phase 1, while the more formal lap pool (right) will be built in Phase 2 of the project.

Additional Improvements

Because of the City's proactive history of providing parks and recreation facilities (see above), there are no additional significant needs. However, consideration might be given to building a skate park at the Recreation Center or the new Town Center.

Within the context of this plan, key infrastructure issues for Orange Beach include sewer and water, telecommunications, lighting, and stormwater management. Primary facilities include schools and health care. These elements are critical to any community, and their availability can greatly impact the quality of life for both citizens and visitors. Pages 24-29 address existing conditions of Orange Beach's infrastructure and facilities.

Infrastructure

Water & Sewer

Water & Sewer Capacity Upgrades

Upgrading key water and sewer infrastructure will help accommodate long-term growth, reinforce system reliability, and preserve the city's strong Insurance Services Office (ISO) rating. This project should include proactively increasing pipe diameters in areas expecting redevelopment or higher density, installing modern control valves, and improving pump station capacity to reduce service constraints during peak demand. Systematic replacement of aging sections and coordinated utility work in construction corridors will ensure that the network remains efficient, resilient, and appropriately scaled for future needs. Also, as explained in more detail on pages 26-27, rising seasonal demand and continued infill development will require expanded water production, storage, distribution capacity, and eventual wastewater treatment plant expansion. Ensuring both systems can accommodate large tourism driven peaks is essential to maintaining reliable service and preventing strain during high demand periods.

Flood-Resilient Utility Hardening Program

Improving the resilience of water and wastewater systems in flood-prone areas will help maintain essential service during storm events and reduce recovery time afterward. This initiative should include reinforcing basins and lift stations, installing backup power at critical nodes, elevating vulnerable equipment where feasible, and upgrading mains prone to infiltration or washout. Additional measures such as improved drainage, waterproofing, and structural protection will help safeguard key infrastructure as storm intensity and coastal flood exposure increase.

Citywide Broadband Expansion Initiative

Expanding broadband throughout Orange Beach should focus on extending fiber and high-speed wireless service to underserved neighborhoods, commercial districts, and future growth areas to support economic development, public safety, education, and tourism. The project should coordinate conduit installation with roadway, drainage, and utility upgrades and apply "dig once" practices to reduce long-term construction costs and disruptions, consistent with statewide broadband permitting guidance. The initiative may also evaluate open-access or public-private partnership models that leverage city rights-of-way and increase competition, reliability, and affordability for residents and businesses, reflecting broader national best practices for integrating broadband into community planning.

Pedestrian-Scale Lighting Improvements

Pedestrian-scale lighting should be installed in dense planned commercial, residential, and mixed-use areas where higher levels of walking are expected, such as segments near new commercial developments on the city's arterial or within the proposed Town Center area. Lighting improvements should focus on enhancing nighttime visibility and comfort along sidewalks, shared-use paths, and key pedestrian routes by providing consistent, well-shielded illumination at crossings, gathering spaces, and transit or beach access points. Fixtures should minimize glare and light spill, complement the coastal character, and prioritize safety for people walking, biking, and accessing nearby destinations. These enhancements will help create a more inviting and navigable environment after dark in Orange Beach's most active corridors.

Stormwater Management

High-Flood Area Drainage Enhancements (Hwy 182 Corridor)

Targeted drainage improvements along the Highway 182 corridor and adjacent flood-prone areas are needed to address recurring roadway overtopping, runoff accumulation, and localized property impacts. This project should evaluate and upgrade undersized culverts, inlets, and outfalls; improve conveyance capacity in segments known to experience standing water; and stabilize roadside ditches, swales, and discharge points that are vulnerable to erosion. Where conditions allow, enhancements should incorporate naturalized or green-infrastructure approaches, such as vegetated swales, expanded infiltration areas, and bioretention features. These green-infrastructure solutions should reduce peak flows and improve water quality while complementing traditional drainage upgrades. Coordination with roadway resurfacing, utility work, and private-development improvements will help ensure the drainage system functions cohesively across the corridor.

Low-Impact Development & Impervious Surface Reduction Program

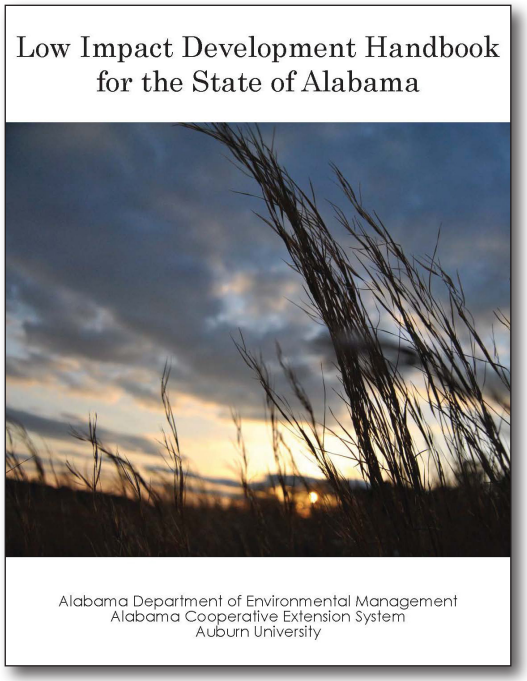
A citywide program to promote low-impact development will help reduce stormwater runoff, improve water quality, and support more resilient site design across Orange Beach. This effort should encourage development practices that limit impervious cover, expand infiltration opportunities, and incorporate naturalized drainage features such as vegetated swales, bioretention areas, and permeable parking surfaces. The program can include guidance for new development and redevelopment projects, encourage compact site planning and green open-space preservation, and support the retrofitting of older sites where stormwater issues persist. Providing clear expectations during development review will help ensure that project designs reduce environmental impacts while maintaining functional access, circulation, and landscape goals.

Formal Low-Impact Design Standards

Adopting formal Low-Impact Design standards will establish consistent requirements for managing stormwater through site-level practices that reduce runoff volumes and peak flows. These standards should define preferred design approaches, outline performance expectations for infiltration and onsite retention, and identify suitable applications for techniques such as permeable pavements, enhanced soil systems, bioretention, and green streetscaping. Integrating these standards into zoning, subdivision regulations, and engineering review will ensure that new projects contribute to long-term watershed resilience and align with the City's broader goals for reducing flood risk and improving coastal water quality.

Utility Resilience & Modernization

Improving the resilience and long-term reliability of overhead and buried utilities across Orange Beach will require a coordinated approach to modernizing power and communication infrastructure in key corridors. This project should evaluate opportunities to convert select overhead lines to protected or below-grade systems where feasible, particularly in areas with high pedestrian activity or planned streetscape improvements. In coastal and flood-prone areas, any below-grade installations should incorporate precautions to prevent saltwater intrusion and equipment failure, including corrosion-resistant materials, elevated or sealed access points, groundwater management measures, and vault designs capable of resisting tidal and storm-related flooding.



This plan for Orange Beach advocates for various low-impact development (LID) techniques. There are numerous model documents for LID, including this handbook (left) prepared by Auburn University's Alabama Cooperative Extension System. Orange Beach's forthcoming development standards updates should be based upon such resources.

Facilities

Orange Beach already has a range of facilities that far exceed the volume and quality of most similarly-sized communities. However, based upon the opinions expressed by stakeholders, the two most significant issues related to facilities are the middle and high school and a needed medical facility. It is noteworthy that school planning is officially the responsibility of the School Board, so the ideas provided here are only conceptual for further exploration by the School Board. Similarly, future medical facilities will be developed and operated by private health care providers, but perhaps with support from the City.

Middle & High School Expansion

Both the middle/high school on the west segment of Canal Road and the elementary school on Wilson Blvd. are approaching their respective levels of capacity to accommodate students. Based upon preliminary discussions, the current consensus is to expand the middle/high school on available land to the immediate south of the current school building. Relative to building a new middle school or high school elsewhere, this idea makes sense for a range of reasons, including the recent substantial investments in major new athletic facilities.

It is noteworthy that one concept that has also been discussed in the community is to transition the elementary school from grades 1-6 to grades 1-5 and to move the 6th grade to the middle school. While that idea is worthy of mention here, it is not formally proposed as part of this plan.

Medical Complex Development

The online public opinion survey conducted as part of this planning project highlighted the tremendous desire for more medical services in and/or near Orange Beach. As with some of the other ideas in this plan, this concept is one that the City is already actively pursuing. It is proposed that multiple properties on the west side of Orange Beach Blvd., beginning just north of Bonito Ave. and south to West Oak Ridge Dr., be assembled for a medical complex. Some of the buildings that might be acquired and adapted include the existing Medical Arts Building at 4223 Orange Beach Blvd., which includes Coastal Alabama Counseling, and a vacant building located immediately north of the City's municipal campus. Adding to the merits of this medical complex's location is the existing heliport already located behind the municipal campus.

NATURAL & CULTURAL RESOURCES

Natural and cultural resources are very different in most ways. Natural resources include waterfronts, estuaries, wetlands, floodplains, woodlands, and similar environmental features. Cultural resources, on the other hand, include archeological sites and historic buildings. One category is natural and the other is man-made. However, both are fragile and in need of protections and, in many instances, physical enhancement.

Natural Resources

Environmental Regulations

Page 40 of the existing conditions section of this plan provides an overview of existing environmental regulations, which are extensive. To avoid repetition here, below is only a brief summary of those:

- *Coastal Area Management:* The Alabama Department of Environmental Management (ADEM) is responsibile for protecting Orange Beach's coastal areas. Construction in the delineated areas is subject to review and permitting by ADEM to minimize damage to dunes and to protect wildlife and critical habitats. The City is a contract entity with ADEM for some on-site responsibilities and for providing a Permit Information Center. The City even has a Coastal Resources department.
- *Tree Protection:* Relative to most communities, Orange Beach has robust regulations for tree protection. For any site to be developed, a tree survey must first be conducted, and protected trees include redbuds, dogwoods, and long leaf pines. A category of Heritage trees are also defined, and a system of "tree credits" and "tree debits" is used to calculate replacement requirements for trees that are removed. There are also specific standards for tree protection during construction.
- *Landscaping Standards:* These are fairly consistent with many communities, such as requiring street trees and landscaping of parking areas for new development. For new streets, a street tree is required to be preserved or planted at a minimum of every 35 ft. of street length.
- *Wetlands Regulations:* Although state and federal regulations allow wetlands disturbance if mitigation fees are paid for wetland banking, the City's newly-adopted regulations prohibit wetlands disturbance regardless of mitigation offsets.

In summary, due to the City's strong policies to protect the natural environment, the sole policy recommendation is the continued implementation of those policies.

Land Protection

Given that 1,685 acres (18%) of Orange Beach's lands are already protected via state and local parks and protected areas, recommendations for furthering this objective are limited. However, one idea that surfaced during the Public Workshop of this project's Charrette process has been deemed worthy of pursuit, as described below:

- *Preserve Pig Bayou:* This wetlands area is located immediately north of Jones Marine Service on the north side of Canal Rd. (see photo on the next page). The owner of the norther half has expressed an interest in preserving the land for its environmental value. The southern portion of the area is part of a series of very long narrow lots extending north from Canal Rd. Most of the road frontage of these lots is already developed and the wetlands condition on their northern ends precludes development, also making acquisition relatively affordable. It is recommended that the City acquire this area as a passive park and provide public access off of Washington Blvd. (west side of the area).

"Nature... do not destroy the natural beauty."

"Our parks, state parks, beaches, and wildlife need protecting as these are things that make our town special."

"Less density, more protection for wetlands."

Public opinion survey respondents

Conservation Program

Orange Beach is growing, and as development continues, the cost of protecting natural systems only increases. Once key lands are developed, the flood protection, water quality, and storm resilience they provide are lost. Replacing those resources later is far more expensive than protecting them now. The City's recently proposed conservation program would provide a clear, cost-effective way to prioritize conservation spending. Rather than simply buying land as opportunities arise, this program would use a transparent scoring system to identify parcels that provide the greatest return on investment, particularly those that connect existing conservation lands and reduce long-term public costs. To administer such a program, the following criteria would be applied to evaluate individual parcels:

- Flood and storm-surge reduction value
- Protection of water quality and coastal systems
- Connectivity to existing conservation lands
- Development pressure and urgency
- Cost-effectiveness and feasibility

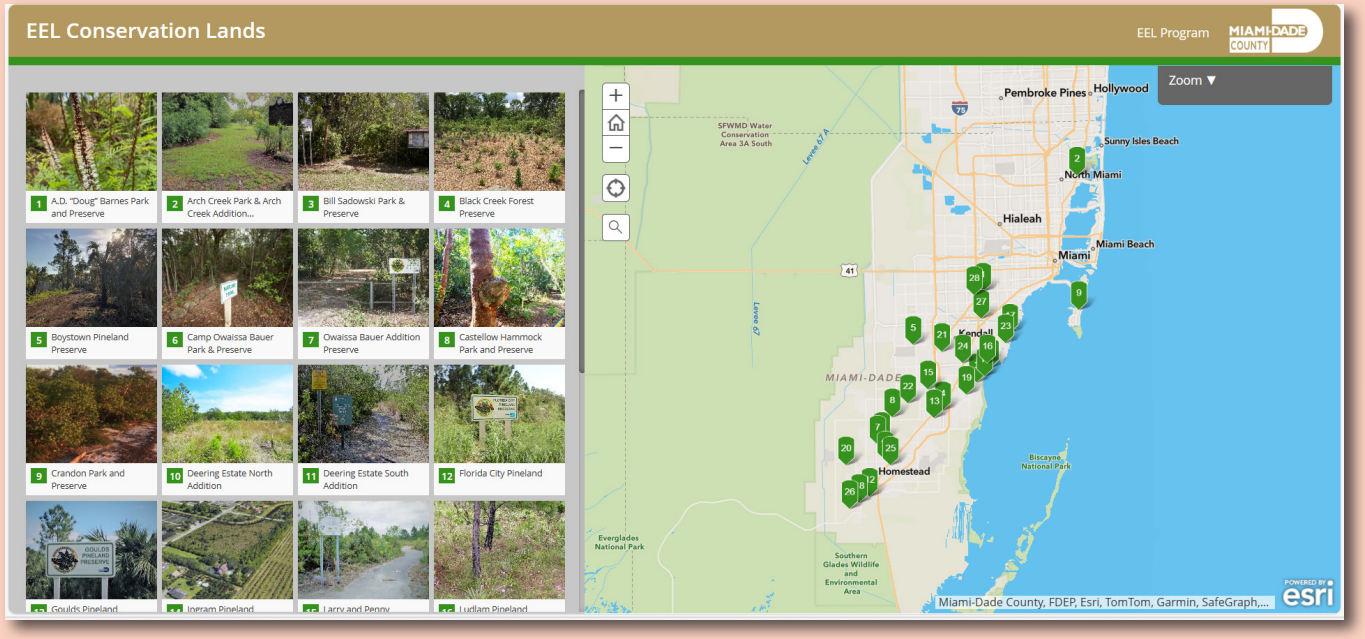
This program would prioritize lands that connect existing conservation areas, protect wetlands and estuaries, and reduce long-term public costs associated with flooding and infrastructure damage. Public access and recreation would be considered only where they are compatible with conservation goals. This sort of program would ensure that City funds are spent strategically, not reactively. It would also position Orange Beach to leverage outside funding. By using standardized criteria aligned with existing funding programs, local dollars could be matched with state and federal grants - stretching the City's budget further. Examples of such potential funding sources include the following:

- Alabama Forever Wild
- RESTORE Act funding
- Land & Water Conservation Fund
- Perdido Key Beach Mouse Conservation Fund
- Alabama Beach Mouse Conservation Fund
- Wetland Mitigation Fund

This program would not obligate the City to purchase land, limit private property rights, or prioritize recreation over conservation. Instead, it would give the City a framework to act when the right opportunities arise. Overall, the conservation progam would provide Orange Beach with a proactive framework for conserving important natural areas, while supporting smart growth, fiscal stewardship, and long-term community resilience.

MODEL CONSERVATION PROGRAM:
Miami-Dade County's Environmentally Endangered Lands (EEL) Program

In Florida, the Miami-Dade County's Environmentally Endangered Lands (EEL) Program focuses on the protection and conservation of endangered lands. Concerned about the continuing loss of pinelands and other natural areas, Miami-Dade County voters approved a property tax that was collected between 1990 and 1992 to fund the acquisition, protection and maintenance of environmentally endangered lands. The EEL Program identifies and secures these lands for preservation. The EEL Program and its partners have brought more than 20,700 acres of environmentally endangered lands into public ownership since 1990. Additionally, the EEL Program manages 2,800 acres of natural lands within Miami-Dade County Parks, for a total of more than 23,500 acres protected. Because the staff of the EEL Program cannot do the job alone, they recruit volunteers to get involved by participating in one of the program's workdays to help protect and restore natural areas in Miami-Dade County. The workdays involve hands-on activities throughout a variety of natural areas. For more information on this potential model program for Orange Beach, please visit:
https://www.miamidade.gov/global/environment/ecosystems/endangered-lands.page



This page from the EEL website ties conservation areas on a map (right) with detailed information when clicked onto (left).

Cultural Resources

The term "cultural resources" refers to prehistoric and historic places and objects, as well as civic-oriented facilities, such as museums and libraries. With respect to prehistoric and historic resources, a review of Baldwin County's properties listed on the National Register of Historic Places (as of December 2025) reveals that no such properties exist in Orange Beach. While the historic school house that was adapted into the City's History Museum might normally be eligible, it was likely not listed because the National Register typically does not list structures that have been moved from their original site. Therefore, because of the general lack of known prehistoric and historic resources in Orange Beach, no recommendations are offered for those types of resources. However, recommendations are provided below relative to Orange Beach's cultural facilities, as well as interpretation of the community's history.

Cultural Facilities

Existing Facilities in the New Town Center

Orange Beach is blessed to have a wide range of high-quality cultural facilities, and it is also fortunate that several of them are located within the area proposed by this plan for the development of a Town Center. Those facilities include the following:

- *Orange Beach Public Library* - 26267 Canal Road
- *Coastal Arts Center of Orange Beach* - 26389 Canal Road
- *Orange Beach Senior Activity Center* - 26251 Canal Road

As described beginning on the following page, a new Town Center is proposed, and it has been conceptually designed in a manner that will tie the existing cultural facilities together through the design of new streets, buildings, and public spaces.

Relocated Facility in the New Town Center

As noted previously, the existing History Museum is housed in a historic school built in 1910 and moved to the City's existing municipal center on Orange Beach Blvd. in 1999. It is proposed that it again be relocated to the proposed new Town Center. Given that is was already moved once and the new site would be only one mile away, this idea appears to be very viable, although further study would be needed.

Historic Interpretation

In accordance with the online public opinion survey conducted for this planning project, the majority of the 843 respondents support the idea of creating a new Town Center. In their comments on the topic, most expressed their preference that it be oriented more toward local residents than toward out-of-town visitors. One way to make the Town Center feel locally-focused would be to interpret Orange Beach's throughout it. Below are recommendations specific to this idea.

Interpretive Topics

- Indigenous occupation at "Bear Point," consisting most recently of a Creek village
- White settlement in the 1860s, including the turpentine industry and naval stores
- Orange groves replace the depleted forests beginning in the 1890s
- End of the citrus industry in 1926 with the last major freeze
- Economic prosperity with the Intracoastal Waterway's completion in 1932
- Electrical service arrives to Orange Beach in 1948

Interpretive Methods

A broad range of methods could be used to interpret Orange Beach's history within the Town Center, including via digital technology such as iPhones. However, it is recommended that simple interpretive panels similar to those used by the National Park Service be employed. They should have a clear hierarchy of information with distinct headings, subheadings, primary text, sidebar stories, and abundant high-quality graphics. A rough mock-up of that type of panel is illustrated above.

COMMUNITY DESIGN

This comprehensive plan addresses many physical planning issues, including land uses, development densities/intensities, form, and character. However, this section is the one that is most specific to Orange Beach's design. It addresses three primary topics: a proposed new Town Center, the redevelopment of segments of Perdido Beach Blvd., and the adoption of design standards to better insure high quality design in the future.

"I like the "Main Street" downtown idea."

"An adorable Downtown walking area would be awesome."

"I love the idea of a town center. It would have a cohesive effect on our community. I don't think the Wharf, a commercial enterprise, should be the town center, which it has been, by default.

Public opinion survey respondents

Town Center

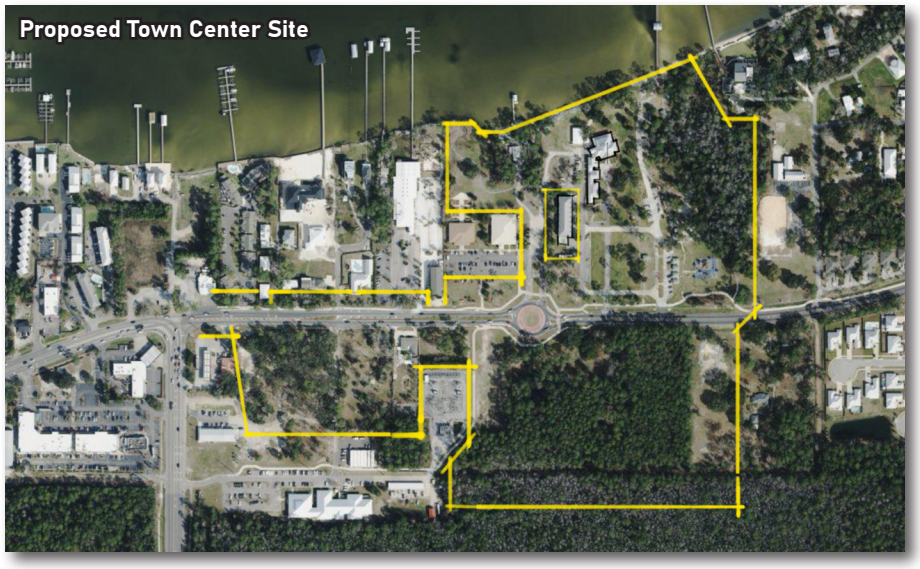
Site Location & Conditions

The proposed site is located east of Orange Beach Blvd. on both sides of Canal Rd. and it is anchored by the existing roundabout. This site was selected for several reasons, including a critical mass of existing community facilities, City ownership of key parcels, and the strong identity of the area because of the roadabout, which serves as a landmark. While several buildings and parking lots already exist in this area, it is still relatively low-density and undeveloped.

Concept & Elements

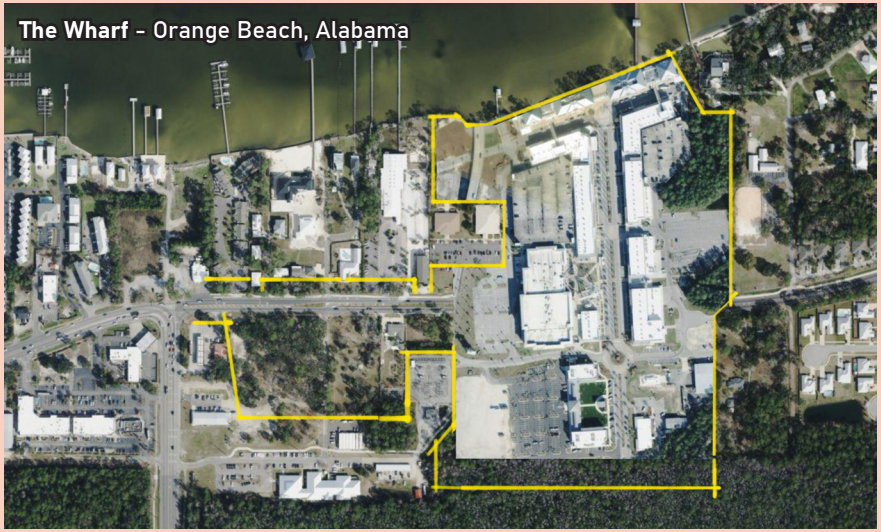
It is important to understand that this idea is only a concept. To be implemented in the future, much more detailed design will be required. Also, the City will need to work in close partnership with affected property owners. Finally, the Town Center will be oriented toward residents rather than tourists, but will still require some market support of businesses from tourists. Elements of the Town Center include:

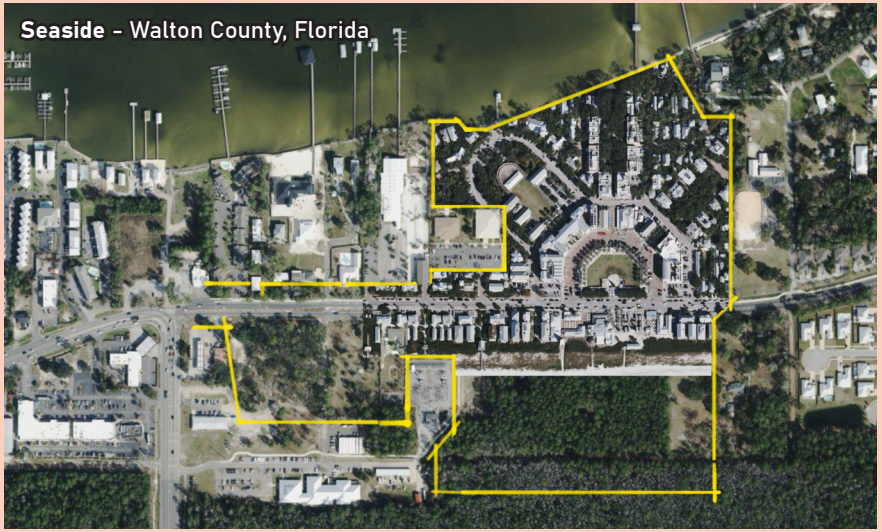
- *Public spaces* – existing and new
- *Existing cultural facilities* - more strongly linked through design
- *Dining and shops* - small in scale and number for sufficient market support
- *Housing* – varied types, including attached and above ground floor commercial



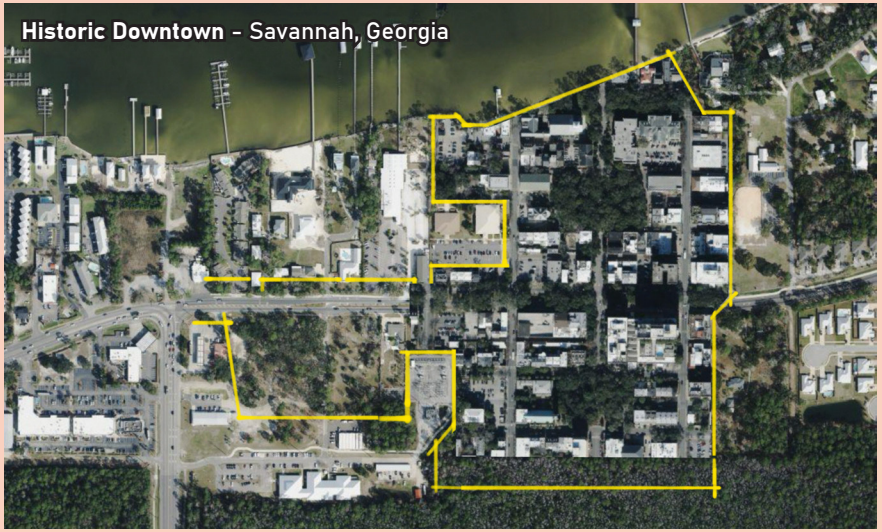
So How Large is the Site?

The proposed site, outlined above in yellow, is approximately 44 acres in size. However, that size is difficult for most people to fully comprehend. Consequently, the next two pages superimpose downtown and town center areas from elsewhere onto this site. Some were selected because they are historic and well-known, while others were included because they were mentioned by stakeholders as positive models.

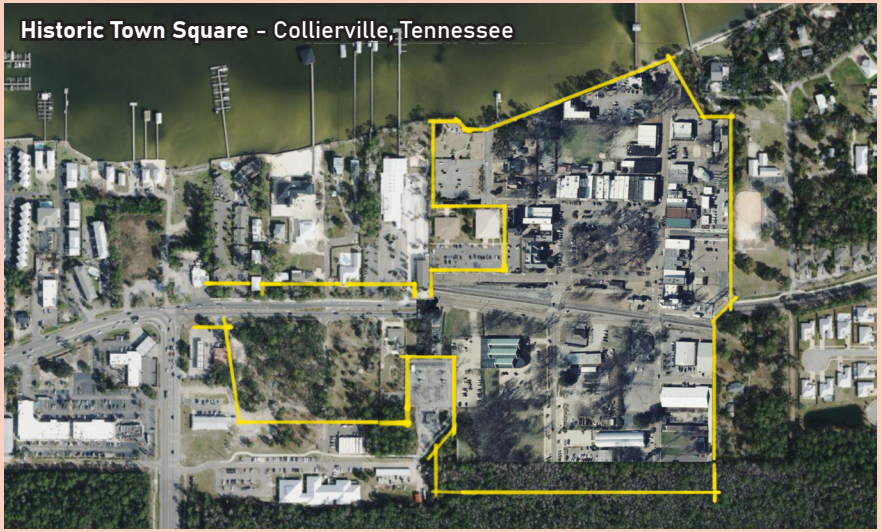

The Wharf - Orange Beach, Alabama

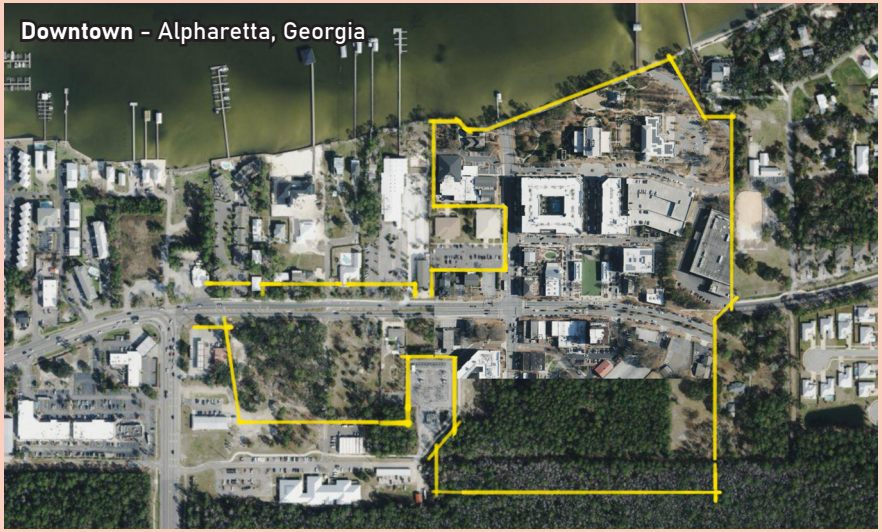

Seaside - Walton County, Florida

French Quarter - New Orleans, Louisiana


Historic Downtown - Savannah, Georgia

Historic Downtown - Ocean Springs, Mississippi


Historic Town Square - Collierville, Tennessee

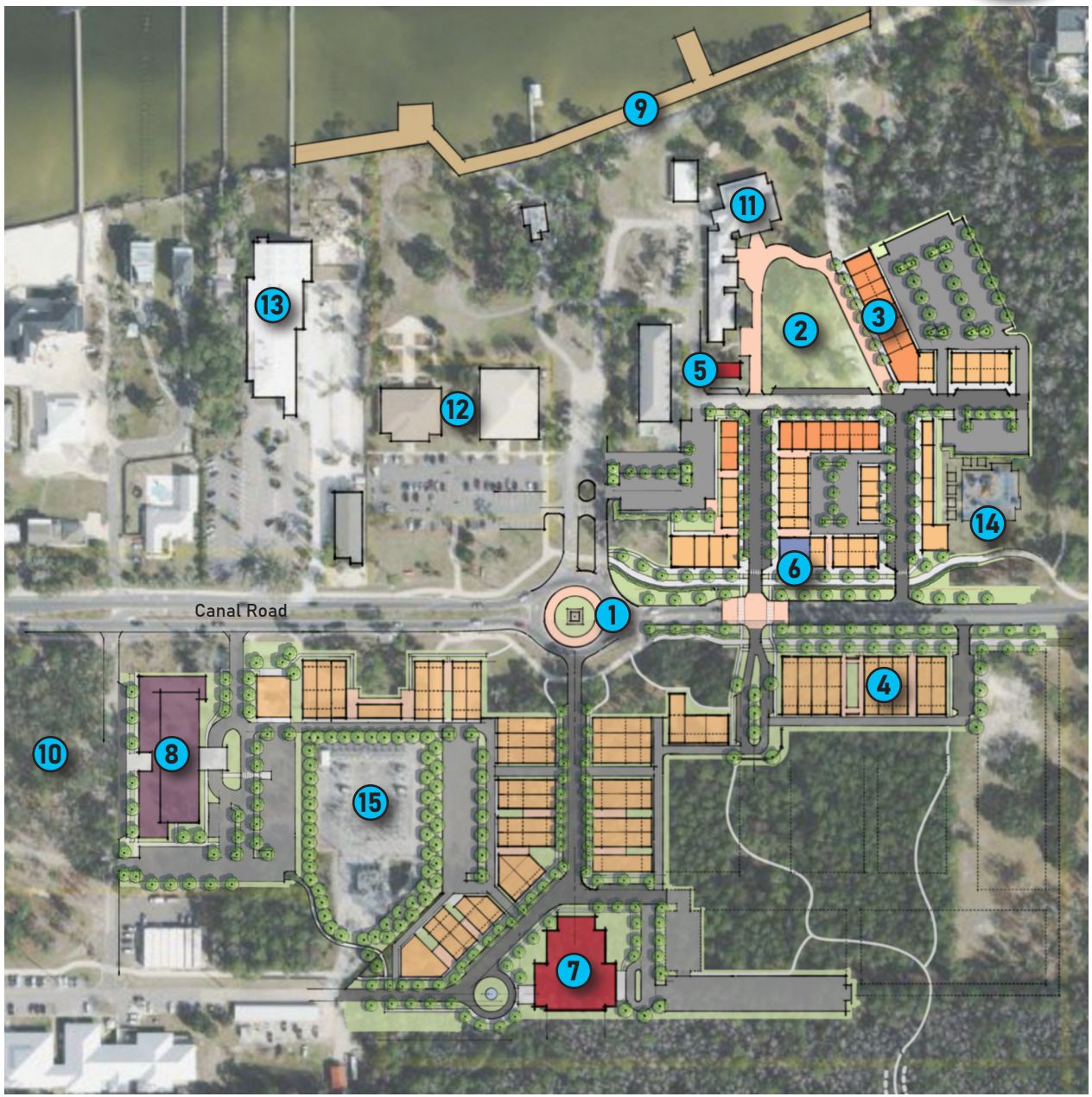

Downtown - Alpharetta, Georgia

Downtown - Dahlonega, Georgia

Town Center Concept Plan
Below are key elements of the Concept Plan at right:

1. *Clock Tower* anchoring the roundabout as an entry statement for the Town Center
2. *Town Green* framed by buildings, including the Arts Center anchoring the north end
3. *Mixed-Use Buildings* at 1-3 stories with housing and offices above commercial
4. *Housing & Live-Work Buildings* at 1-2 stories with a ratio to be determined
5. *History Museum* relocated from the existing municipal complex
6. *Commercial Building* - preferably a coffee house or restaurant
7. *Event Center* as an alternative to the one at The Wharf to be sold by the City (15,000± sq. ft.)
8. *Boutique Hotel* to serve a range of users, including for events at the Arts Center
9. *Boardwalk* along the bay from GT's on the Bay east to the Arts Center pier (already planned)
10. *Farmer's Market Venue* to occur on City-owned property and to retain the beloved trees
11. *Arts Center* is one of the key existing facilities that attracts many visitors and hosts events
12. *Library & Senior Activity Center* are existing facilities that are focused on local residents
13. *GT's on the Bay* is an extremly popular existing restaurant and will continue as a big draw
14. *Community Kids Park* will be retained in place as an important Orange Beach resource
15. *Electrical Substation* is an existing site feature, but heavy landscape screening is proposed

To appreciate the site's and plan's scale, the Town Green is roughly the size of a football field. Also, the plan sections on "Economics" and "Housing" elaborate on the Town Center with respect to those issues.



Town Center Imagery

The graphics on this page illustrate "before" and "after" scenarios for the proposed Town Center. One is for an architectural element at the existing roundabout on Canal Road. The other is a rough sketch of new buildings along Canal Road just east of the roundabout. See pages 64-65 for additional relevant imagery provided for the "Urban Areas: Commercial / Mixed Use" and "Urban Areas: Residential" place types.

Above is a view of the existing roundabout on Canal Road that would anchor the Town Center. Below is a simulation of what it might look like with the addition of an architectural feature.

This view looks east on Canal Road with the existing roundabout being just behind the viewer. The graphic below is not intended to convey the architectural design or style, but rather to provide a sense of scale and massing, including a sense of how the building setbacks relate to the street.

Town Center Imagery: *Photo-Realistic Rendering with Minimal Street Adjustments*

This view of the Town Center from along Canal Road looking east is from the same perspective as the previous page, but in a photo-realistic format. No major street adjustments are conveyed in this version. It is important to understand that the focus here is primarily about scale and massing as viewed from the street. Architectural design and character can be determined through more detailed planning in the future.

Video: To take a brief tour of this proposed new corridor, please click here:
https://www.dropbox.com/scl/fi/08ft2y1syzhf2xyh5agxb/Video-Feb-27-2026-5-47-07-PM.mov?rlkey=mgrd1cru7st89i5gub9rxjxtz&st=r3sc3srv&dl=0

Town Center Imagery: *Water Color Sketch with Street Adjustments*

This view of the Town Center from along Canal Road looking east is from the same perspective as the previous two pages, but it proposes street adjustments such as a landscaped median. It is important to understand that the focus here is primarily about scale and massing as viewed from the street. Architectural design and character can be determined through more detailed planning in the future.

Perdido Beach Blvd. Corridor

Existing Conditions

The Perdido Beach Blvd. corridor is an economically vibrant place offering numerous amenities and attractions for both local residents and visitors. However, based upon the online public opinion survey completed by over 800 respondents, as well as input obtained via various public meetings for this planning project, there is a consensus that segments of the Perdido Beach Blvd. corridor could be greatly enhanced. Key existing conditions that need to be addressed include the following:

- Large buildings sit far from the street and reveal large unattractive parking lots.
- The extent of parking greatly exceeds the amount needed for peak season demand.
- Parking lots lack landscaping that could benefit aesthetics and the environment.
- There is a lack of cohesive facilities to benefit the experience of pedstrians.

Existing Site Conditions - North side of Perdido Beach Blvd. at Loop Rd.

Grocery Store parking lot – with virtually no landscaping

"We also need a consistent sidewalk along Perdido Beach Blvd. There are many areas where the sidewalks suddenly stop, forcing pedestrians to walk along the roadway in the bicycle lanes."

Public opinion survey respondent

Preferred Conditions

It is important to emphasize that portions of the subject corridor have a more appealing condition than others. One example (below), is the area to the immediate east of the area shown above and at left. Developed more recently to reflect the City's current development standards, that area features buildings closer to Perdido Beach Blvd., smaller parking lots, more landscaping, and connected pedestrian pathways. This area can serve as a model for future development in this corridor.

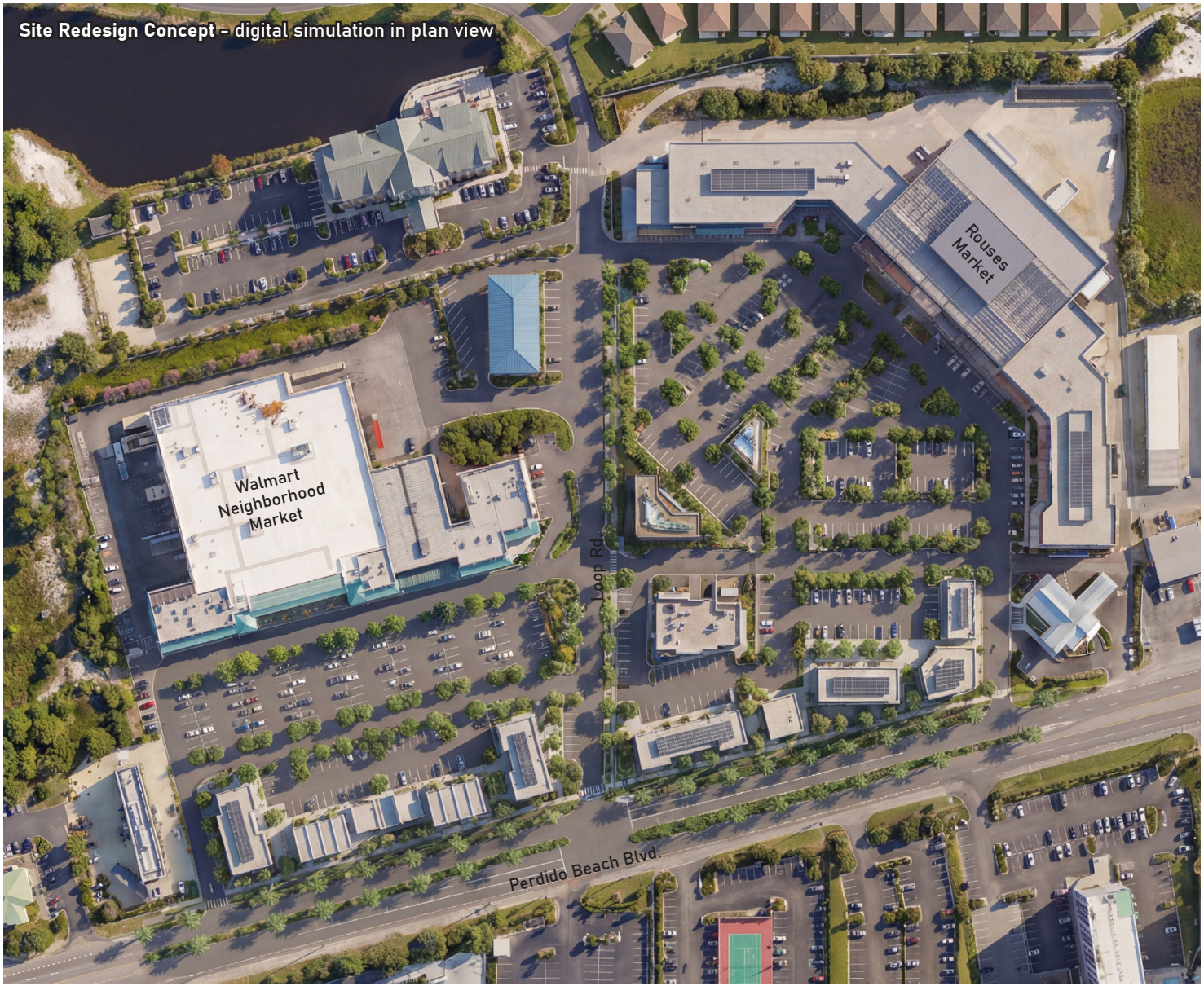
Preferred development pattern - Perdido Beach Blvd.

Perdido Beach Blvd. Corridor: Example Site Redesign

At right is a concept plan for the subject site that illustrates how the development pattern along this corridor could evolve over time. Such redevelopment could retain the existing buildings and businesses, as shown here, but would take advantage of the excessive parking lots for new development. Key improvements shown here include the development of new smaller scale commercial buildings and extensive landscaping of the parking lots. This type of redevelopment would need to be an initiative by the property owners with encouragement by the City, which would benefit from increased property and sales tax revenue. When the City's zoning and development codes are revised following this planning project, it will be important that the standards will accommodate and help to realize this type of future development.

Perdido Beach Blvd. Corridor: Example Site Redesign

At right is a digital simulation of the Concept Plan on the previous page in plan view.



Perdido Beach Blvd. Corridor: Example Site Redesign

At right is a digital simulation of the Concept Plan on the previous two pages in bird's eye view.

Site Redesign Concept – digital simulation in bird's eye view

Development Design Standards

It is recommended that the City of Orange Beach prepare and adopt design standards similar to those utilized by many other resort-oriented communities. They should be based upon the following primary ideas:

Objectives

- *Enhance community character* - stakeholder participants in the Public Workshop held as part of the Charrette for this plan suggested this exact recommendation to improve the appearance of the community over time.
- *Slow down development* - an additional layer of requirements may discourage low-quality development and slow the pace and magnitude of growth, which was the single most prominent desire expressed by community residents.

Application of Standards

There is a range of options for how the City might want to apply these standards.

- *Geographic Application:* the standards might be limited to key high-visibility corridors, special areas such as the proposed Town Center, or applied citywide.
- *Development Types Application:* the standards might be limited to commercial and/or multi-family development or applied to all development types.

Design Issues Addressed

Based upon successful examples from other communities, it is recommended that the following primary design topics be addressed in the standards:

- Architecture
- Site Design
- Landscaping
- Signage

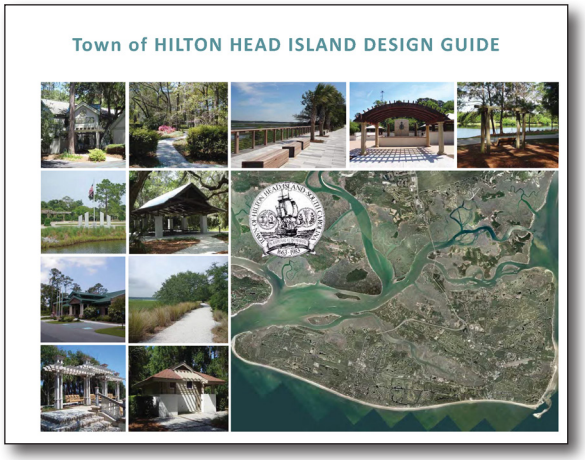
Examples of Residential Standards

While a standards document will need to be much more detailed and carefully tailored to Orange Beach, examples of some of the "default" design standards for housing might include the following:

- Pitched roofs with standing-seam metal
- Wood cladding (clapboard, board and batten, shingles, etc.)
- Raised foundations
- Dominant front porches
- Extensive landscaping (native plants)

Exceptions to Default Standards

As many architects might argue, it is desirable to add some architectural variety and interest to the community beyond the types of standards summarized above. It may be difficult to craft specific standards to accommodate exceptions, but general principles can be drafted to provide some guidance to those with the City who would be responsible for implementing the standards.



The Town of Hilton Head Island, South Carolina, is an example of a resort community that utilizes design guidelines to retain and reinforce their community character.

"[We need] better requirements on residential builders. Homes are thrown together and cheaply built, yet purchase prices are high."

"Unfortunately we're... filling our island with inferior cheap homes that are cookie cutter."

"[I want] better architectural design in the buildings that are permitted."

Public opinion survey respondent

ECONOMICS & HOUSING

As described on pages 31-32 regarding Orange Beach's existing economy, it is highly dependent on accommodations, food service, and the real estate industries. Of Orange Beach's 7,000 jobs, nearly 30% are in accommodations and food services. Also, the vast majority of employees live outside of the city. This plan section focuses on the proposed Town Center, economic diversification, and slowing development pressures.

Town Center: Civic Heart of the Community

Orange Beach's stakeholders have expressed their desire to have a walkable gathering place of their own, as a community "Town Center" apart from all of the tourist-centric activity that occurs along Perdido Beach Blvd. and at The Wharf. The City recognized the opportunities for developing a Town Center some time ago and has purchased properties along Canal Road east of its intersection with Hwy. 161. Improvements including a traffic circle were made to Canal Road in the area near existing City-owned amenities. A Concept Plan for the site was previously provided on pages 94-97 of this plan document.

Building on Existing Civic Assets

There are clearly excellent opportunities to build on existing City of Orange Beach investments in this area to create a walkable, civic and cultural node. At the heart of this area is the Coastal Art Center of Orange Beach, a beloved arts and cultural amenity, as well as a much sought after site for accommodating weddings and other local events along Wolf Bay. The art center is not just a place to showcase local art, but also a place for working artists to engage and share use of spaces and equipment in its glass-blowing studio (The Hot Shop), clay studio, and other facilities accommodating makers, live performances, and classes for adults and children alike.

Also located in this area is the city's Senior Center, Waterfront Park, Community Kid's Park, and Public Library. Just to the south of this site adjoining land purchased by the City is the Police Department. Clearly, there is the opportunity to build on these existing assets to create a civic node. There is also the opportunity to incorporate other civic amenities, including outdoor performance spaces, recreational trails connecting to other parts of the city, and the planned event center with boutique lodging that the City has proposed. There may also be the opportunity to relocate cultural amenities like the Orange Beach History Museum from other parts of town to help strengthen the cultural dynamic.

Integrate Community-Oriented Commercial Use

Community stakeholders have expressed a desire to have some local resident-oriented commercial uses, such as restaurants. While it is beyond the scope of this planning project to test the market to determine whether it is economically viable, there is certainly the opportunity for a small mixed-use hub with a coffee shop and/or small restaurant. It is likely that, in order to survive as a business, these entities would still need to attract at least some tourists, especially to generate lunch trade. Regardless, small-scale eating and drinking would help create a "vibe" and generate street activity needed to make the Town Center feel like a real place.

Such commercial activity would likely need exposure by being located on (or adjacent to) Canal Road to take advantage of passing traffic. Certainly having some housing in the Town Center area would help boost the market for restaurants and retail stores that could be generated by local residents rather than tourists.

Incorporate Housing in "Walkable" Neighborhood

The Town Center will be much more successful it there are people around to support its stores and restaurants, and to generate activity on the streets that makes the place feel safe and welcoming. Community stakeholders have expressed an interest in seeing "live-work" units in mixed-use buildings located in the Town Center. The City has also purchased significant land on the south side of Canal Road that could accommodate housing, mixed-uses, the City's proposed event center, and a boutique hotel.

The mixed-use buildings within the heart of the Town Center may be appropriate to accommodate two-story live-work spaces, as well as age-restricted units for local empty nesters and seniors downsizing from a home in Orange Beach. They may also be appropriate to accommodate essential local workers such as City staff, police officers, firefighters/EMS, and teachers.

In areas surrounding the mixed-use Town Center, such as south of Canal Road, there are opportunities to create walkable "cottage" communities comprised of attractive homes on smaller lots in HOA or low-maintenance neighborhoods physically integrated with the Town Center. Again, these types of homes would be appropriate to capture expected growing resident demand generated by downsizing Baby Boomers – empty nesters and seniors who may already live locally, but who may want to downsize and live in a safe, walkable environment in or near the Town Center. As noted in this project's Housing Market Analysis (Supplement #3), this will be the fastest growing segment of the resident housing market over the next 5 to 7 years. The smaller homes may also be appropriate to accommodate local young families as they move up from within the community or relocate back home to Orange Beach where they grew up.

"I would like to see Orange Beach change by moving towards more compact and/or mixed-use and walkable neighborhoods rather than conventional suburban sprawl and automobile dependent development patterns where trips for daily needs often involve several miles of traveling on one of the few connecting corridors."

Public opinion survey respondent

Economic Diversification: Relieving Dependence on Tourism

Orange Beach is highly dependent on a resort-based economy, as noted earlier in the summary of existing economic conditions provided in the plan. There are issues that arise due to this dependence, such as corresponding fiscal dependence on tourism. If the tourism economy fails for whatever reason (temporarily due to storms, for example, or longer-term issues with financing as high-rise buildings becoming functionally obsolete), then the City's tax base would be severely impacted. The types of jobs that are available for young people who grow up in Orange Beach is severely limited, so there are challenges to having local kids return and settle in the area after college. It is also challenging to procure certain services that year-round residents may need because the preponderance of tourists overwhelms local demand for certain services. Consequently, the following recommendations are offered.

Create More Opportunities for Remote Work & Creative Economy

The Orange Beach area is particularly attractive for remote workers and entrepreneurs who desire the lifestyle amenities and are not required to commute to an office. These workers generate year-round sales for local businesses, while also adding to the local tax base without putting as much strain on roads and City services.

Integrate Live-Work Units

There are opportunities to make Orange Beach even more attractive for these workers by accommodating their housing and work needs. For example, integrating live-work units, especially into a walkable Town Center, would help support the remote workstyle. The Concept Plan for the Town Center on page 94 reflects these or other types of mixed-use units varying by size (1,200 to 2,400 square feet, on average). Market support has also been verified for other housing, such as small-lot cottages.

Encourage Development of Artist/Maker Studios

Given the desire for establishing a local Town Center near the existing Arts Center, there is an opportunity to encourage development of artist and maker studios in the Town Center area. Examples of where beach communities have helped establish

studios – sometimes as part of larger art districts – include Ruskin Place in Seaside and City-owned waterfront studios in Bonita Springs, Florida, among others.

Consider Expansion of Arts Center Programming

The Arts Center could increase its positive economic impacts by expanding programming to include artist residencies and studios as part of its overall offering. Offering certification for its arts program and competitive art shows would also bring more activity to the Town Center to help generate spin-off, such as sales for restaurants.

Strengthen the Amenity Base for Home Workers

Continue to expand the network infrastructure to support web-based businesses and help create spaces where remote workers can come together to network, collaborate, and socialize. The Town Center would provide the perfect opportunity for this kind of networking.

Expand Financial & Technology Sectors ("Fin-Tech")

Orange Beach offers natural advantages for the financial and technology industries, part of a growing "clean" sector that generates positive benefits with a low impact on local services. It is recommended that the City work with Baldwin Alliance and other economic development agencies to encourage this sector's development. One effort noted above that would help further leverage the Fin-Tech sector is extension of the digital infrastructure. There is also a need for marketing and incentives targeted toward fin-tech business development and entrepreneurship. The City could conduct an inventory of local resources that can help support the growth of this clean business sector. Such resources could include sources of venture capital, collaborative efforts among banks, local tech workforce skills, and firms specializing in data analytics.

Expand Health Care Access & Senior Services

A gap in health care services sector employment was noted in the economic baseline assessment included in this plan. Stakeholders have also identified this gap, along with the need for full-service health care within the community. As the population ages, demand for health care and senior services will grow. The City has already identified a location for a medical campus (see page 86) and it is recommended that the City continue to work with Baldwin Health and other providers to examine opportunities for growth and diversification of the sector within Orange Beach. The City might consider targeted incentives to help attract or recruit those services that are not otherwise offered by existing providers. Furthermore, the City might include the identification and promotion of sites for senior living and integrated or graduated care facilities in these efforts, as Orange Beach also has a gap in the supply of senior group housing and associated services.

Relative to most communities, Orange Beach already has a head start on getting into the artist/makers business sector thanks to the studios at the Art Center.

Reducing Development Pressures

There are ways to reduce development pressures in Orange Beach, even as the community becomes more attractive over time to a growing market base. Reducing development pressures will help local residents find more of their own "space" within the context of being part of a resort community. It will also allow the City to keep pace with providing the increasing infrastructure and service needs that come with growth. Several approaches that can help achieve this aim are explored here.

Extend the Tourist Season

While it may seem counterintuitive that extending the tourist season would reduce development pressure, but by spreading out the season, growth in demand for units during the high season can be flattened somewhat. Since up to 70% of the short-term units are vacant during the off-season, extending the season will help increase occupancy during more days. That approach will generate more income, property value, and tax base for Orange Beach, while not requiring additional units.

Collaborate with Gulf Shores-Orange Beach Tourism and Local Businesses

The City could work more closely with regional tourism agencies and local businesses on incentive packages for off-season visitors to help increase occupancy during those periods. Incentives might include: gas and room packages; dining, recreation, and retail discounts; and other incentives that require cooperation with private businesses.

The City could also work more closely with the tourism agencies and businesses on developing and sponsoring more local events during the off-season to attract visitors. Among the possible events to consider might be arts, technology entrepreneur, and maker events that attract small entrepreneurs who then might consider relocating to the Orange Beach or working with local residents on projects.

Focus Modest Intensity in the Town Center

By focusing on creating some intensity of uses within the proposed Town Center, the City can help reduce development pressures in existing neighborhoods. Encouraging mixed-use and cottage-style housing that is attractive to local residents, but in a Town Center location could help shift development away from encroachment on those existing neighborhoods.

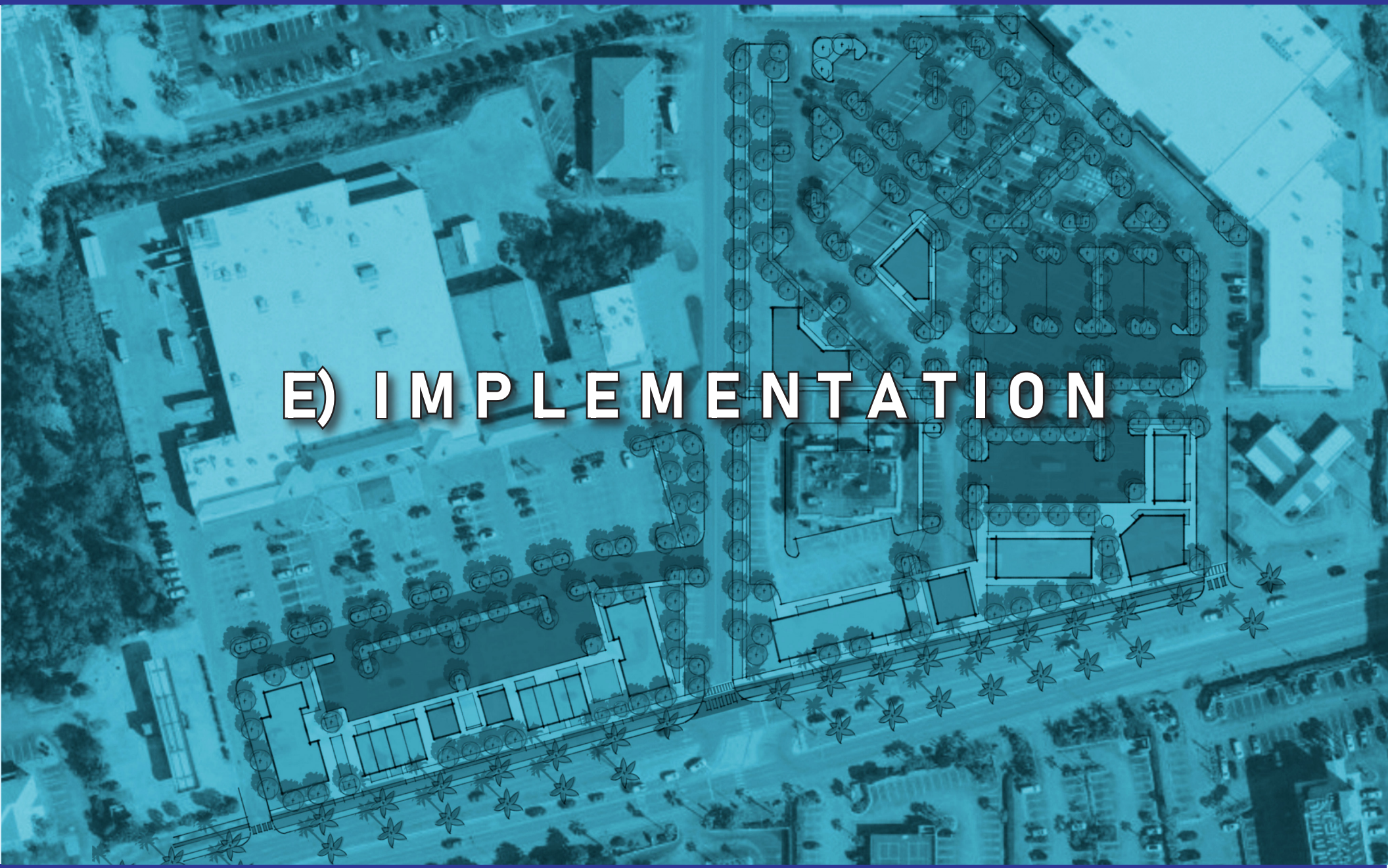
Encourage Mixed-Use Redevelopment to Targeted Areas

Similarly, by focusing redevelopment to targeted areas such as the north side of Perdido Beach Blvd., the City can help reduce pressures on existing neighborhoods on the bay side of the community. Doing so can also help create a more attractive beachfront area and gateway into the city. Ultimately, it is difficult to slow development, but by steering it to targeted locations (e.g., Town Center, Perdido Beach Blvd., eastern Orange Beach), the City can help reduce pressures on established residential neighborhoods.

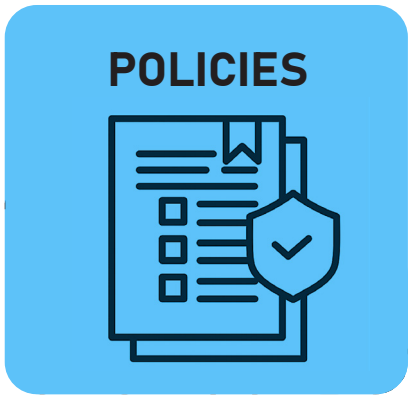
Consider Adopting Design Standards

As explained in greater detail on page 102, development design standards could provide another tool for managing growth because they can help slow the development approval process and ensure that new development meets the goals and aspirations of the community regarding future growth in Orange Beach.

This housing development on Garrett Lane and fronting Cotton Bayou is significantly more dense than the adjacent single-family detached houses.



E) IMPLEMENTATION



An effective plan implementation strategy helps the community move from vision to reality. The intent of this plan section is for the plan to be successfully implemented through the actions of the City. Other entities and individuals will also be needed to implement the plan, including the local real estate and business community. The City's required actions will include ordinance amendments, budget approvals, capital improvements programs, and similar activities and products. Capital projects should be included in the City's capital improvements program and budgeted accordingly. Regardless of the specific responsibilities of the City government, it will take the entire Orange Beach community - public sector, private sector and non-profits - working together to achieve the full vision expressed in this plan.

Public Policy Recommendations

Comprehensive Plan Adoption & Future Updates

Alabama municipalities with planning programs are required by State Code to prepare and implement a Comprehensive Plan. The law requires City's to actively consult the plan, periodically review it for consistency with current policies and practices, and recommend amendments whenever warranted. State law requires that Comprehensive Plans be implemented through zoning and subdivision regulations, coordinated public improvements and city services, and a capital improvements program. See page 3 of this plan for more details on Section 11-52-9 of the Alabama Code. It is recommended that this plan be formally adopted by the City to insure compliance with State laws and to give it more political and legal weight.

Also, because a plan is like a loaf of bread and gets stale over time, it is recommended that this plan be updated within roughly five (5) years of adoption, as circumstances will have changed, making this plan less relevant by then.

Zoning Ordinance

As an important tool to implement this plan, once adopted, the City should update its Zoning Ordinance to reflect the plan's aspirations. For example, the Place Types section of this plan (pages 53-69) should be translated into new zoning districts. Many of the City's existing districts will align, to at least some extent, with that plan section. However, the plan will also prompt the adoption of new districts. It is important to keep in mind that deviations may occur between this plan's Place Types and the ultimate new zoning. That is because a greater level of detail will be applied in the Zoning Ordinance update, so map boundaries might change, some proposed Place Types may not ultimately be pursued, and additional ones not reflected in this plan might be needed. Pages 37-39 provide an overview of the City's existing Zoning, and *Supplement #5* is an Existing Zoning Alignment that will provide direction for future Zoning Ordinance updates.

Subdivision & Development Regulations

Just as the Zoning Ordinance should be updated, the same applies to the City's existing subdivision and development regulations. One example would be to integrate this plan's road/street cross sections (pgs. 72-75) to become aspirational standards as existing roads and streets are improved in the future and new ones might be developed. Similarly, this plan's suggestions for "green infrastructure" can be reflected in the City's updated regulations.

"Stop building. Use every tool to disincentivize development, like much higher impact fees and environmental protection."

"[We need] more control of development. I worry about 'killing the goose laying golden eggs."

Public opinion survey respondents

Mitigating the Impacts of Housing Development

Several strategies have already been introduced in this plan to address housing issues to strike a balance between a rapidly growing resort economy and the quality of life for existing residents. Relevant policies and programs are outlined below.

Extend the Tourism Season

Extending the tourist season increases occupancy of existing condominiums and houses during the "off-season," while reducing pressure for new development. Existing building and vacation homeowners would benefit from greater year-round rental income, and the City and full-time residents would benefit from more and consistent tax revenue. The City should collaborate with Gulf Shores & Orange Beach Tourism to increase the number of events during the "shoulder seasons" and to create more incentive pricing of lodging, restaurant, event, and/or transportation packages to lure more travelers during those seasons. The City should also work with businesses to contribute to coupon pricing, free security and parking for events, or half-price tax holidays and other incentives. Lengthening the tourist season will increase the use of rental housing and reduce pressure for more seasonal housing development.

Focus Intensity in the Town Center

The proposed Town Center will provide more diverse year-round housing, including mixed-use, live-work, independent living, and cottage housing. These housing choices can allow local residents to downsize and remain in Orange Beach, permit young graduates to return home after college, and provide essential workers more diverse housing options. Further, housing development in the Town Center can relieve pressure for infill development within existing neighborhoods. Other parts of this plan have addressed the place types, zoning and regulatory parameters for the Town Center. In addition to regulatory "sticks," the City should pursue incentive "carrots" to encourage diverse housing development in the Town Center, such as the following:

- *Master Planning and Pre-Approvals.* The City can master plan the Town Center to set parameters for the type of development envisioned, while providing flexibility for a master developer to ensure their return-on-investment. The City would pre-approve aspects of the master plan and/or fast-track the approval process that conforms to the City's intent. In addition to the City's ownership/assembly of land, this approach also reduces the pre-development costs to a master developer.
- *Developer Recruitment.* The City might issue an RFP to recruit a developer to carry out the City's intent for the Town Center. This approach will help the City retain control of the process and ensure that the selected developer is focused on providing housing for full-time residents rather than vacation rentals.
- *Land Incentives.* The City can use its land as an incentive (e.g., assemblage and at reduced cost) to ensure that the City retains some control through development agreements and so the City attracts interest from a broad pool of potential master developers. The incentives and RFP process should require housing diversity.
- *Special Taxing District.* The City might create a special taxing district to include tax abatements for certain elements such as workforce housing and mixed-use. The City might also provide a retail leasing incentive such as a 3-year rent subsidy for locally-owned restaurants or other businesses favored by year-round residents.

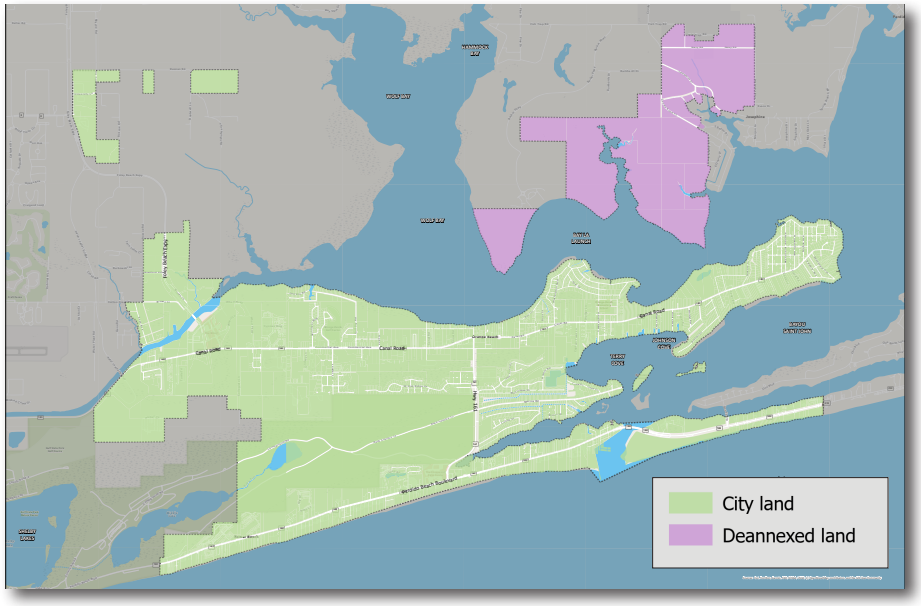
Encouraging Mixed-Use Redevelopment

This plan features strategies to redevelop commercial areas to integrate housing, while also creating more pedestrian-friendly and attractive corridors, particularly on the north side of Perdido Beach Blvd. where surface parking now dominates. While the Fiscal Impact Analysis shows that retail/commercial uses generate the highest net returns to the City, these uses can still occur (and perhaps generate even higher returns) if there is less land used for non-productive parking. Further, by integrating housing into mixed-use development along the boulevard, pressures on existing year-round residential neighborhoods can be reduced. Incentive policies are below.

- *Redevelopment Facilitation Services & Special Districts.* The City should work with selected commercial property owners along the Perdido Beach Blvd. corridor and, where interest in mixed-use development exists, encourage such efforts through relevant incentives recommended previously for the Town Center (master planning and pre-approvals, developer recruitment, and special taxing districts). In this case, the City would not likely have control over the land, so the strength of other types of regulatory and fiscal incentives would be paramount.
- *Tax Increment Financing (TIF).* The City might also consider use of TIF to fund public improvements that could help leverage redevelopment along Perdido Beach Blvd. Such improvements might include structured/public parking, plazas and open space, pedestrian and/or road improvements, and other public improvements. It is not recommended that the City use a TIF district to directly finance private investment, but such public improvements (especially structured parking) are often an essential element to make the private development financially viable.

De-Annexation

It is recommended that all lands currently within the City of Orange Beach on the north side of Wolf Bay be de-annexed back into the jurisdiction of Baldwin County, as illustrated on the map below. This idea is one that has been considered by the City well before this comprehensive planning project began, but this project has confirmed the soundness of the idea.



Why De-Annex Lands?

The rationale for de-annexing the subject lines is relatively simple and straightforward. Property owners, residents and business owners within a municipality expect and deserve the effective and timely delivery of municipal services, particularly with resepct to emergency services. However, because of the convoluted nature of the road networks, accessing the subject area from where most of the municipal services are based (police station, firehouses, etc.) can take as long as 45 to 50 minutes even with favorable traffic conditions. For several years there has been talk of a potential bridge to traverse the bay, but the costs make that goal seem unrealistic within the near future, and perhaps forever. Thus, de-annexation is recommended.

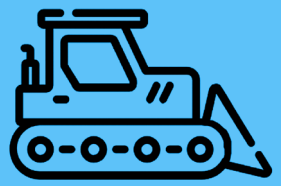
How to De-Annex Lands

As with annexing land, there are multiple ways to de-annex land, as follows:

- *Local Legislative Act:* The procedures for annexation through a local legislative act also apply to de-annexation. Per Section 104(18) of the Alabama Constitution of 2022, only the State Legislature can de-annex property without the consent of the property owners or the municipal governing body. First, notice must be published at least once a week for four consecutive weeks in a newspaper published in the county prior to the bill's introduction, and it must include a description and map of the subject lands. Often, representatives or senators will want the municipality to pass a resolution stating the reasons for the de-annexation. Finally, the bill must be advertised and it must then pass both houses of the Legislature.

- *Statutory Procedures:* In this scenario, the municipal council must pass a resolution defining the proposed corporate limits per Section 11-42-200, Code of Alabama 1975. Once adopted, the mayor must file the following with the probate judge of the county: (1) a certified copy of the resolution; (2) a plat or map; and (3) the names of all qualified electors residing in the subject area for de-annexation. After the above has been filed, the probate judge must call a hearing at which those individuals residing in the area to be excluded may appear before the judge of probate and show cause as to why the proposed reduction of corporate limits should not take place. If no one appears at the hearing to object to the reduction, the judge of probate will order the corporate limits reduced as outlined in the council resolution and map/plat. Residents who appear at the hearing and protest the reduction must show reasonable cause as to why the reduction should not take place. If the judge of probate determines that reasonable cause is shown, he or she will order that an election be held by the qualified electors of the municipality. If a majority vote favors a reduction of the corporate limits, the judge must order that the corporate limits reflect the limits as described in the council resolution. If a majority vote does not favor a reduction in the corporate limits, the probate judge shall enter an order dismissing the proposal.

CAPITAL PROJECTS



As indicated previously, the City's successful implementation of this plan will need to occur incrementally over time. In addition to the public policy initiatives that were described on the previous pages, capital improvements will also need to occur. Those improvements include those that will occur in the public right-of-ways such as for mobility enhancements, as well as those that will occur on City-owned lands, such as development of the proposed Town Center.

Key Projects

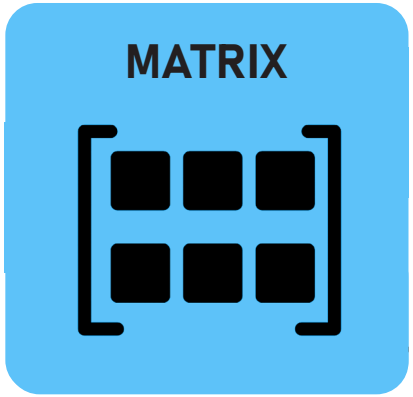
The following projects have been described on previous pages of this plan:

- Implement the road/street improvements proposed in this plan through design and construction, such as the bypass project at Canal Rd. and Hwy. 161.
- Implement this plan's non-motorized mobility improvements for greenways, pathways, bikeways and sidewalks.
- Continue with the planned improvements at the City's Recreation Center (building, courts, field, pools & parking).
- Consider the development of a skate park at the Recreation Center or the proposed Town Center.
- Upgrade sewer and water pipe diameters to support future growth, and harden high-risk flood-area infrastructure.
- Expand broadband (high-capacity internet transmission) throughout the community.
- Expand the network of pedestrian-scale lighting within pedestrian-oriented environments.
- Enhance stormwater management via improvements on Hwy. 182.
- Expand the existing middle/high school campus to keep pace with the growing student enrollment.
- Continue pursuit of a medical complex on Orange Beach Blvd. (west side) just north of the municipal complex.
- Phase 2 development of a Town Center: hire a Master Developer to begin development implementation.

With respect to the Town Center, it is recommended that the City hire a Master Developer through either direct selection of a known candidate or through a request for proposals (RFQ) process. The Master Developer would be in charge of any further land acquisitions, detailed site planning, development of the public realm, and working with individual developers to build on the various individual parcels.

Funding Sources

A successful funding strategy for Orange Beach's implementation of this plan begins with aligning project needs to the right funding category. Federal programs tend to favor large, multimodal, safety, or resilience-oriented projects, while State programs through the Alabama Department of Transporation (ALDOT) and Alabama Department of Economic and Community Affairs (ADECA) often support roadway, broadband, and stormwater improvements at a local scale. Competitive federal grants require clear project justification, strong benefit–cost narratives, and coordination with regional and State partners. Alabama's Rebuild Alabama Act programs, ATRIP-II, TAP, and CDBG can be used to advance near-term, well-defined improvements. For major capital projects, the City can maximize opportunities by combining multiple funding streams, coordinating utility and broadband work with roadway improvements, and ensuring shovel-ready design to meet program timelines. *Supplement #6: Funding Sources* provides a summary of funding sources available at the local, regional, State and Federal levels to fund the infrastructure and mobility projects identified in this plan.



The Implementation Matrix on the following pages lists specific recommendations expressed throughout this plan. It provides a concise statement of the recommendation, cites the pages of the plan that provide more detail on the recommendation, indicates who will be responsible for implementation, and when the recommendation should be implemented. It should be noted that the alphanumeric designation of each recommendation does not reflect a sequencing of priorities. Below is a more detailed explanation of two of those information categories.

Matrix Explanation

Responsible Party

The "responsible party" column in the matrix identifies individuals, groups, or organizations that should implement the subject recommendation. It should not be viewed as exclusive or comprehensive because others who have not been listed may have an interest, skill, or responsibility for assisting with the recommendation's implementation. It should also not be interpreted to be mandatory for any of the parties. This part of the plan should remain fluid to be responsive and nimble as needed to take advantage of opportunities and partnerships as they present themselves over the coming years.

Time-Frames

When considering the time-frame of a particular recommendation, it is important to understand that some actions build on others and cannot occur simultaneously if they are to be effective. Therefore, actions listed as "Years 4-5" are not necessarily less important, but they often just require other actions to occur first. They may also require more planning and funding than can be achieved in the near term.

Because the majority of land in Orange Beach is privately owned, the majority of future development will be achieved by the private sector. This plan and the resulting new zoning and development standards, however, will be critical to shaping that future growth in a manner that is beneficial to the community.

No.	Recommendation	Page #	Responsible Party	Time-Frame
A.	**Place Types**			
A-1	Adopt a new zoning map to implement this plan's proposed Place Types Map.	56	City	Year 1
A-2	Adopt new zoning provisions for this plan's proposed Natural Areas.	57	City	Year 1
A-3	Adopt new zoning provisions for this plan's proposed Rural/Vacant Areas.	58	City	Year 1
A-4	Adopt new zoning provisions for this plan's proposed Suburban Areas.	59-63	City	Year 1
A-5	Adopt new zoning provisions for this plan's proposed Urban Areas.	64-65	City	Year 1
A-6	Adopt new zoning provisions for this plan's proposed Special Areas.	66-68	City	Year 1
A-7	Adopt new zoning provisions for this plan's proposed Parks & Recreation Areas (category might not apply zoning).	69	City	Year 1
B.	**Mobility**			
B-1	Adopt the Road/Street Type aspirational standards proposed in this plan.	72-75	City	Year 1
B-2	Implement the road/street improvements proposed in this plan through design and construction.	76-77	City, County, ALDOT	Years 2-3
B-3	Implement this plan's non-motorized mobility improvements for greenways, pathways, bikeways and sidewalks.	78-81	City, County, ALDOT	Ongoing per funding
C.	**Parks & Recreation**			
C-1	Continue with the planned improvements at the City's Recreation Center (building, courts, field, pools & parking).	82-83	City	Ongoing
C-2	Consider the development of a skate park at the Recreation Center or the proposed Town Center.	82-83	City	Years 2-3
D.	**Infrastructure & Facilities**			
D-1	Upgrade sewer and water pipe diameters to support future growth, and harden high-risk flood-area infrastructure.	84-85	City	Ongoing
D-2	Expand broadband (high-capacity internet transmission) throughout the community.	84	Private-sector providers	Ongoing
D-3	Expand the network of pedestrian-scale lighting within pedestrian-oriented environments.	84	City	Years 4-5
D-4	Enhance stormwater management via improvements on Hwy. 182 and adopt low impact development standards	84-85	City	Year 1
D-5	Expand the existing middle/high school campus to keep pace with the growing student enrollment.	86	Orange Beach City Schools	Years 2-3
D-6	Continue pursuit of a medical complex on Orange Beach Blvd. (west side) just north of the municipal complex.	86	Health care providers, City	Ongoing
E.	**Natural & Cultural Resources**			
E-1	Continue enforcement of the City's existing strong environmental regulations, and remain open to new ones.	87	City	Ongoing
E-2	Pursue the acquisition and protection of the Pig Bayou wetlands site and provide access as a passive park.	87-88	City	Years 2-3

No.	Recommendation	Page #	Responsible Party	Time-Frame
E.	**Natural & Cultural Resources (continued)**			
E-3	Pursue the establishment of a conservation program to acquire sensitive lands as recently proposed by the City.	88-89	City	Year 1
E-4	Relocate the City's existing History Museum to the proposed new Town Center as a more compatible context.	90, 94	City	Years 4-5
E-5	Use the proposed new Town Center as a venue for the interpretation of the community's history.	90	City	Years 4-5
F.	**Community Design**			
F-1	Phase 1 development of a Town Center: prepare a master plan, buy needed properties, build gateway feature.	94-97, 110	City	Year 1
F-2	Phase 2 development of a Town Center: hire a Master Developer to begin development implementation.	94-97, 110	City, Master Developer	Years 2-3
F-3	Promote the redevelopment of the Perdido Beach Blvd. corridor using this plan's model redesign and new codes.	98-101	City, developers	Ongoing
F-4	Adopt Design Standards to improve the quality of development and to help control the pace of growth.	102	City	Year 1
G.	**Economics & Housing**			
G-1	Pursue development of a Town Center with walkable commercial uses and housing (F-1 & F-2 above)	103-104	City, Master Developer	Ongoing
G-2	Pursue economic diversity via remote working, artist/maker studios, "Fin-Tech" sectors, health care, etc.	104-105	Business & arts sectors	Ongoing
G-3	Reduce development pressures via a range of tools, including an extended tourist season, mixed-use areas, etc.	106	City, business & tourism sectors	Ongoing

F) SUPPLEMENTS

F1) Infrastructure Flooding Risks

F2) Opinions Survey

F3) Housing Market Analysis

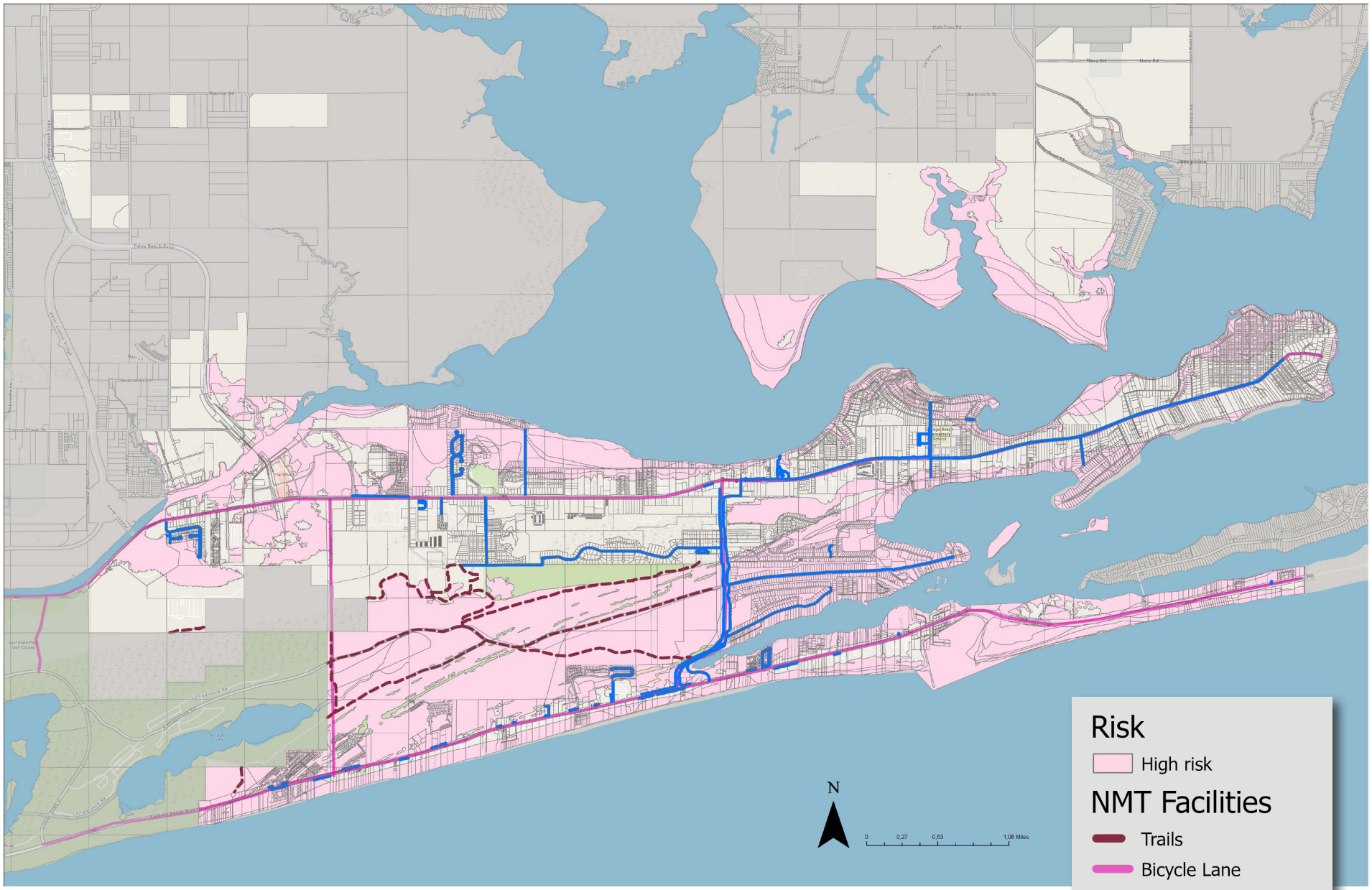
F4) Fiscal Impacts by Development Type

F5) Existing Zoning Alignment

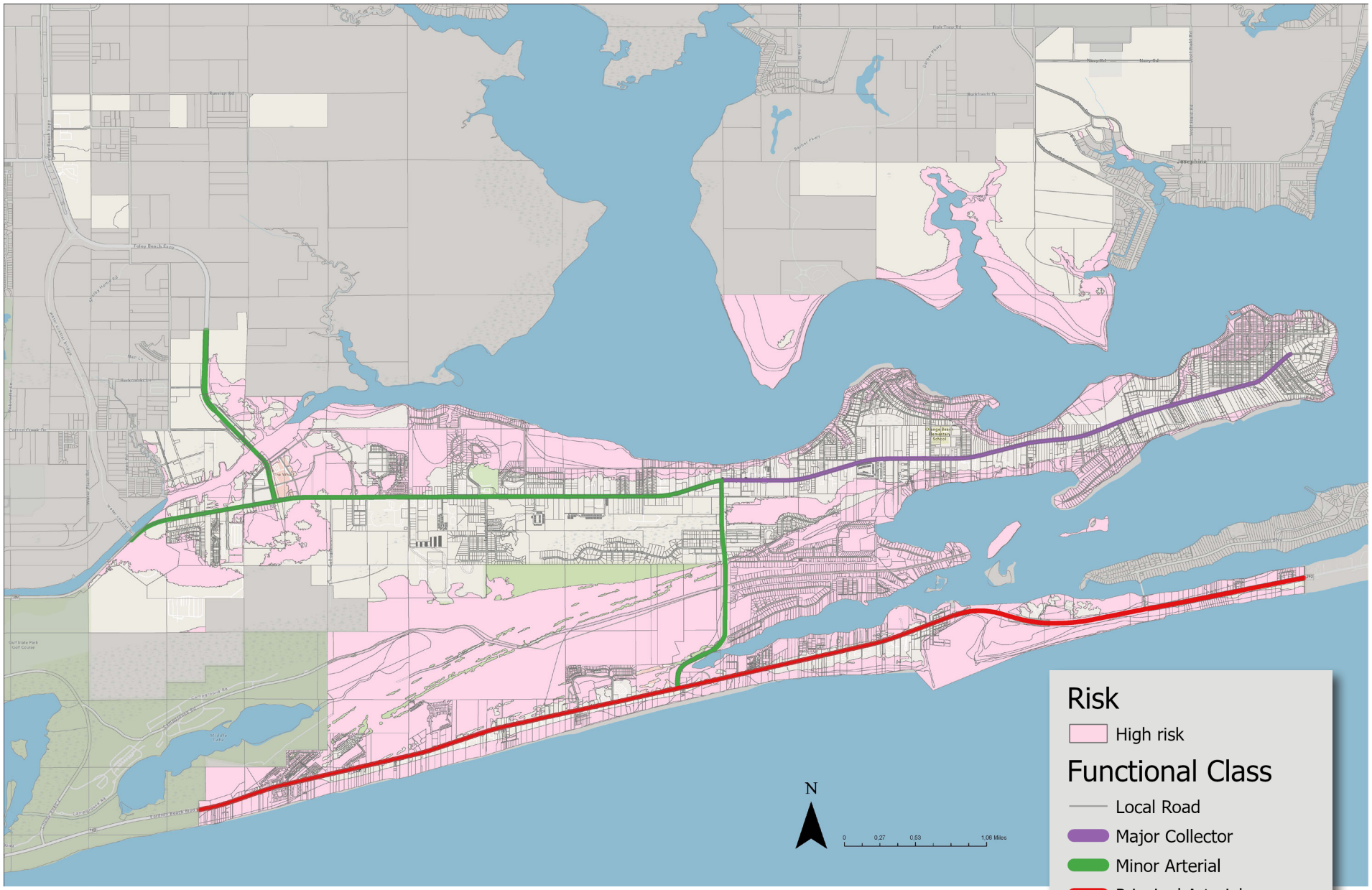
F6) Funding Sources

F1) Infrastructure Flooding Risks

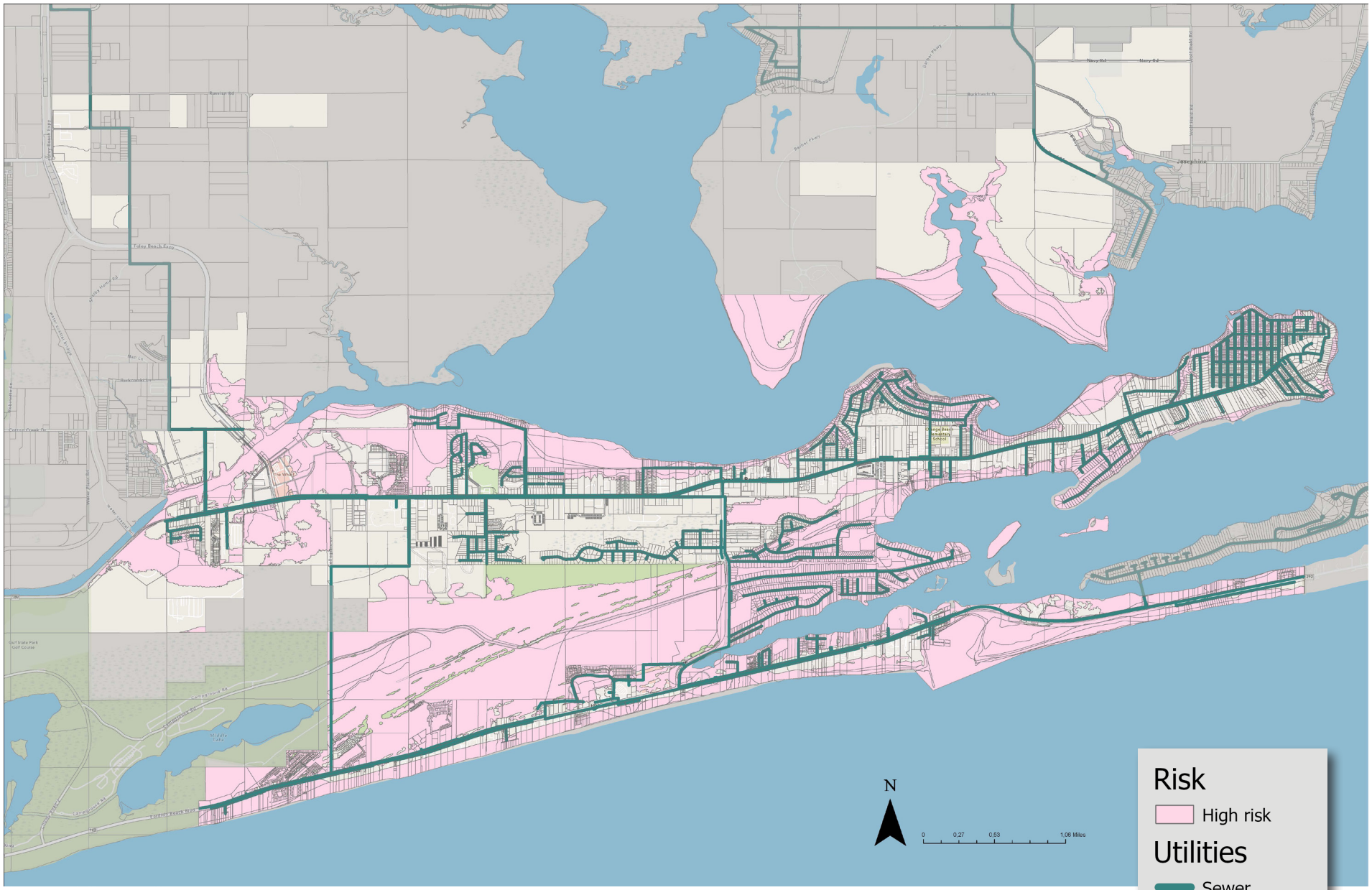
Non-Motorized Transportation: High Flood Risks



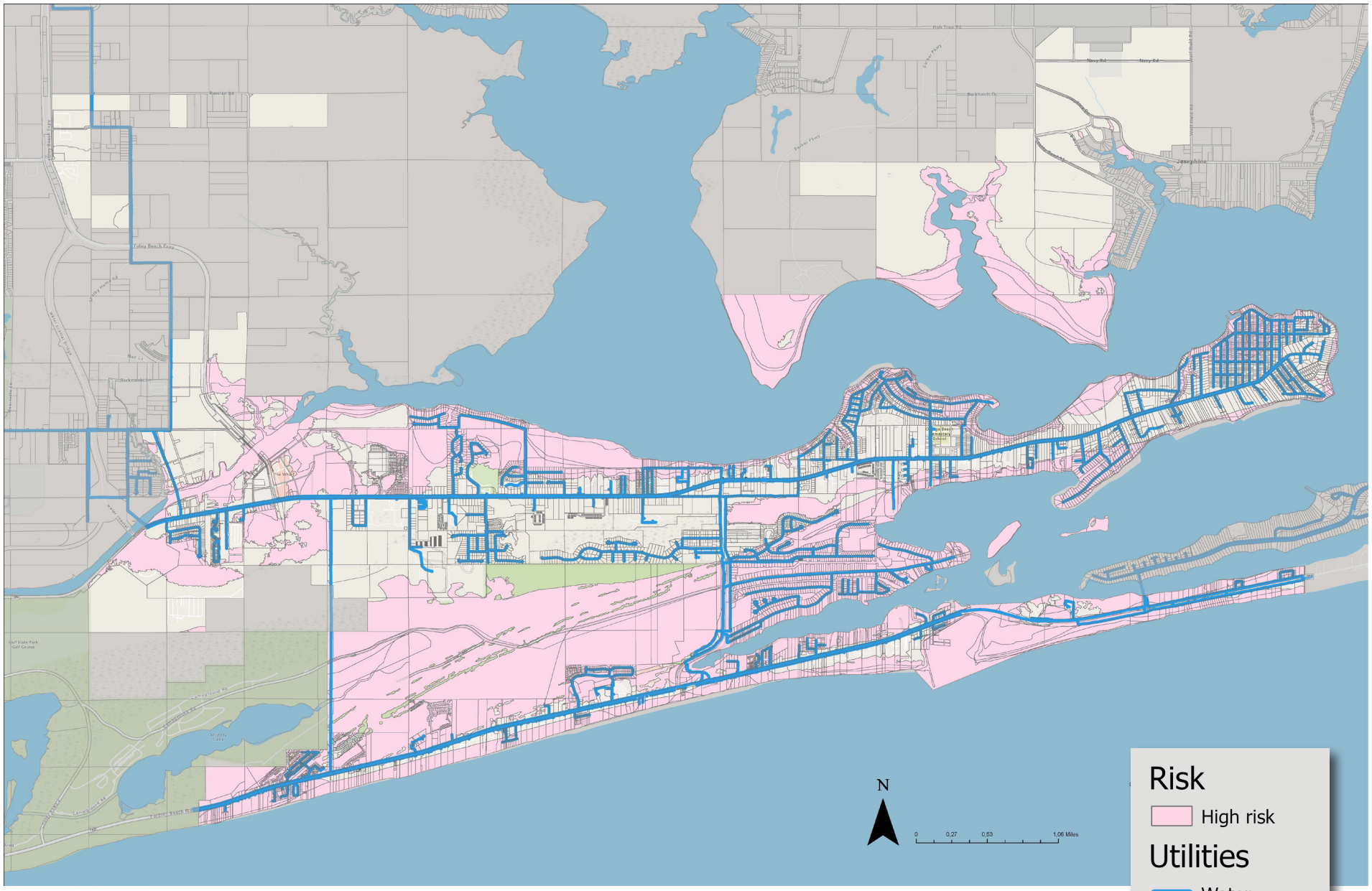
Roads: High Flood Risks



Sewer System: High Flood Risks



Water System: High Flood Risks



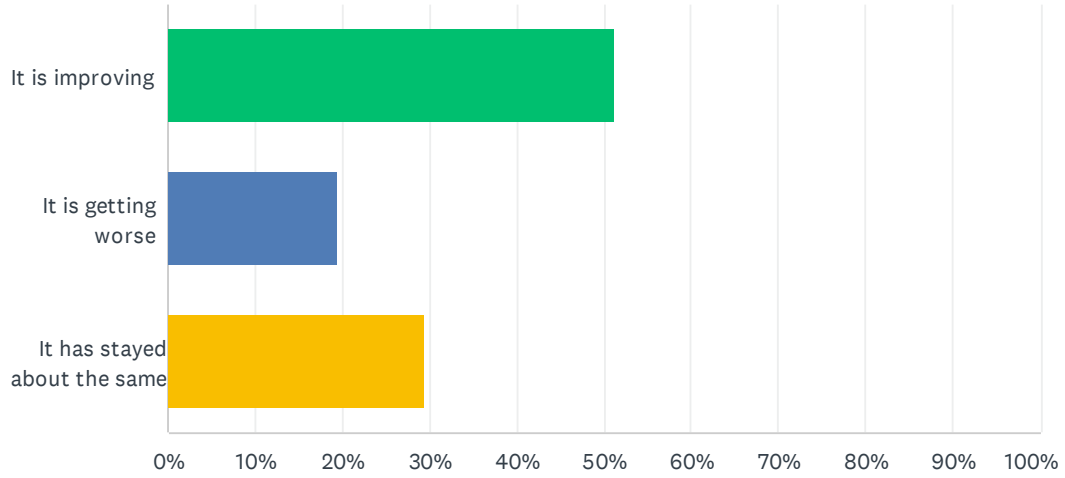
F2) Opinions Survey

Public Opinions Survey Summary

The purpose of the online public opinion survey was to gain additional public input, especially from people who may not want to attend meetings. It featured a series of specific questions on key issues related to Orange Beach's future. The survey gauged, in particular, the perceptions, opinions and preferences of community stakeholders. Example topics included natural and cultural resources, land uses and development, transportation, parks and open space, tourism, and economic development. Before the survey was administered, a draft was carefully reviewed by the City and revised as needed prior to it being implemented online via SurveyMonkey. The survey was developed to automatically monitor and tabulate responses by using multiple choice questions, although some open-ended questions for narrative responses were also be included, but not tabulated. It took an average of 7 minutes and 16 seconds to take. Survey was offered online and available to the public between September 12th through December 19th, 2025. There were 843 total respondents. Once the survey was closed to the public, the consultants evaluated the results so they could be considered for the substance of the plan. An overview of the results is provided on pages 47-48 of this plan, including infographics. The following pages provide the details of the survey results. Because the narrative answers to questions #8 and #9 totaled 55 pages, they have not been included here. However, word clouds of the results are provided in the summary on page 48.

Q1 How would you describe the overall quality of life for you as an Orange Beach resident? For example, your housing, job opportunities, education, availability of goods and services, parks, recreation and open space.

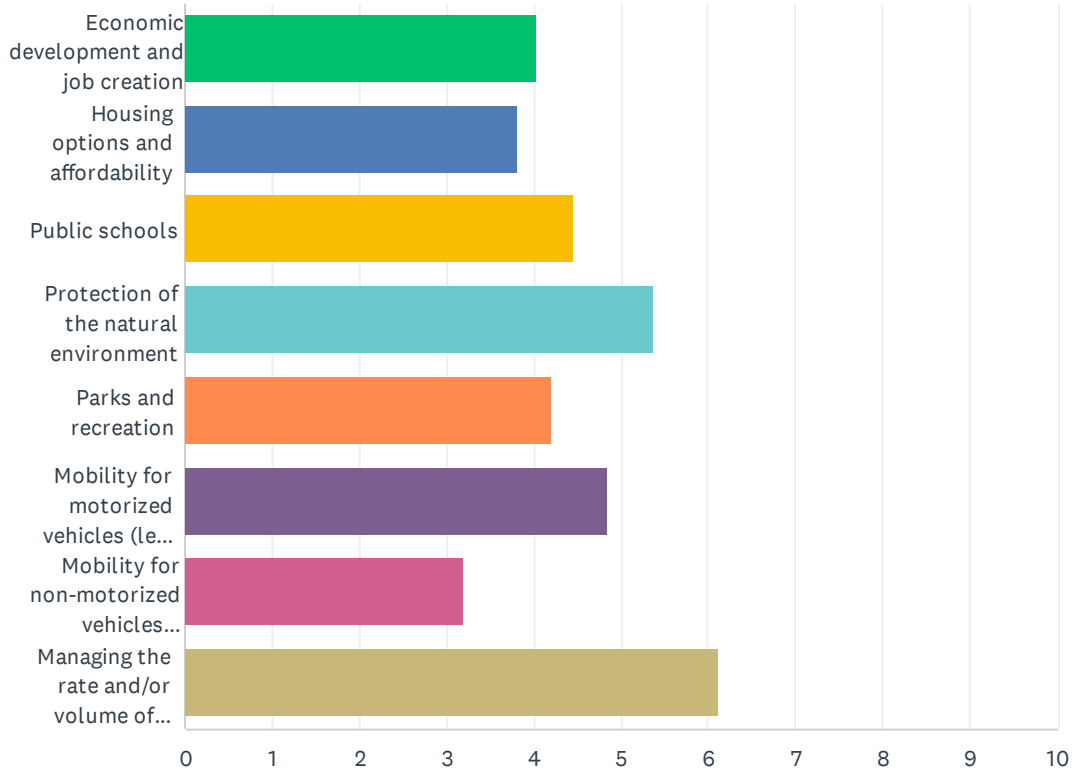
Answered: 836 Skipped: 7



ANSWER CHOICES	RESPONSES	
It is improving	51.20%	428
It is getting worse	19.38%	162
It has stayed about the same	29.43%	246
TOTAL		836

Q2 How would you rank the importance of the following issues for Orange Beach? (1 is most important and 8 is least important)

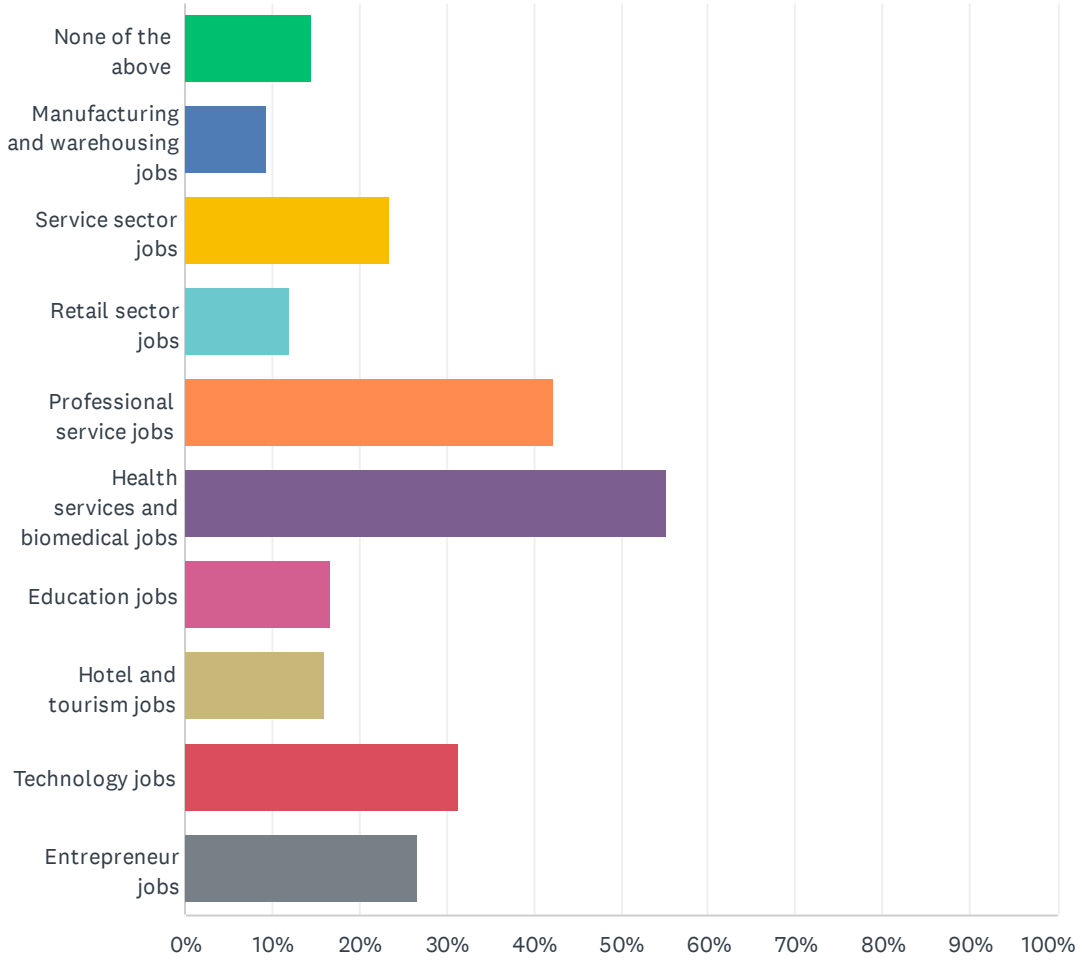
Answered: 839 Skipped: 4



	1	2	3	4	5	6	7	8	TOTAL	SCORE
Economic development and job creation	7.99% 67	10.73% 90	10.01% 84	10.13% 85	14.54% 122	16.33% 137	15.73% 132	14.54% 122	839	4.03
Housing options and affordability	8.58% 72	9.18% 77	10.85% 91	10.37% 87	7.63% 64	14.18% 119	18.47% 155	20.74% 174	839	3.81
Public schools	11.80% 99	11.44% 96	12.51% 105	13.83% 116	12.51% 105	14.06% 118	10.73% 90	13.11% 110	839	4.46
Protection of the natural environment	15.02% 126	20.74% 174	16.81% 141	15.38% 129	12.51% 105	9.89% 83	5.60% 47	4.05% 34	839	5.38
Parks and recreation	2.15% 18	8.34% 70	12.40% 104	19.79% 166	22.88% 192	15.97% 134	12.75% 107	5.72% 48	839	4.20
Mobility for motorized vehicles (less traffic congestion, etc.)	10.37% 87	17.28% 145	15.85% 133	14.18% 119	11.20% 94	12.28% 103	12.51% 105	6.32% 53	839	4.83
Mobility for non-motorized vehicles (bicyclists, walkers, etc.)	1.79% 15	4.41% 37	10.01% 84	10.73% 90	13.23% 111	13.95% 117	19.19% 161	26.70% 224	839	3.19
Managing the rate and/or volume of development and overall community growth	42.31% 355	17.88% 150	11.56% 97	5.60% 47	5.48% 46	3.34% 28	5.01% 42	8.82% 74	839	6.12

Q3 What types of new jobs do you believe are needed in Orange Beach? (please select all that apply)

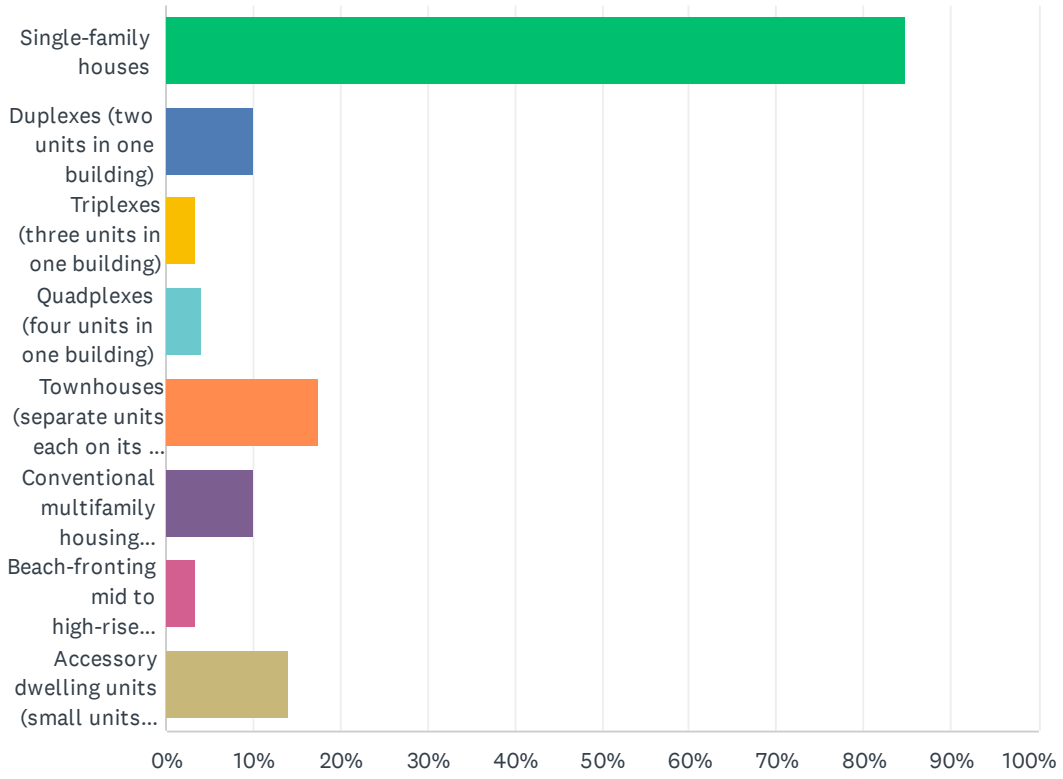
Answered: 809 Skipped: 34



ANSWER CHOICES	RESPONSES	
None of the above	14.46%	117
Manufacturing and warehousing jobs	9.39%	76
Service sector jobs	23.49%	190
Retail sector jobs	11.99%	97
Professional service jobs	42.27%	342
Health services and biomedical jobs	55.25%	447
Education jobs	16.69%	135
Hotel and tourism jobs	15.95%	129
Technology jobs	31.40%	254
Entrepreneur jobs	26.58%	215
Total Respondents: 809		

Q4 What types of housing do we need more of in Orange Beach? (please select all that apply)

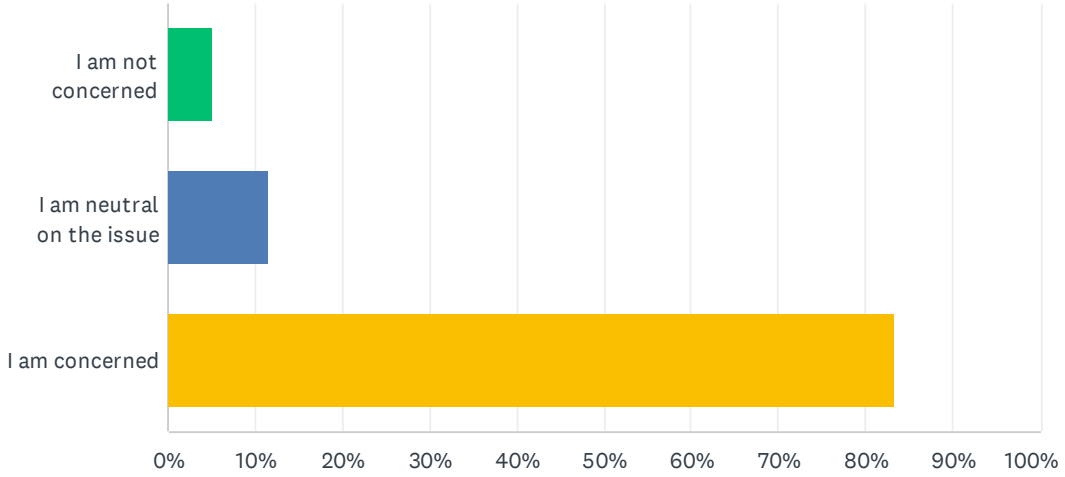
Answered: 772 Skipped: 71



ANSWER CHOICES	RESPONSES	
Single-family houses	84.84%	655
Duplexes (two units in one building)	9.97%	77
Triplexes (three units in one building)	3.37%	26
Quadplexes (four units in one building)	4.02%	31
Townhouses (separate units each on its own lot, often multi-story, with shared sidewalls)	17.49%	135
Conventional multifamily housing (apartments and condominiums)	9.97%	77
Beach-fronting mid to high-rise multifamily housing	3.50%	27
Accessory dwelling units (small units behind a primary dwelling)	14.12%	109
Total Respondents: 772		

Q5 How much concern do you have with higher-density new housing developments occurring in existing lower-density neighborhoods?

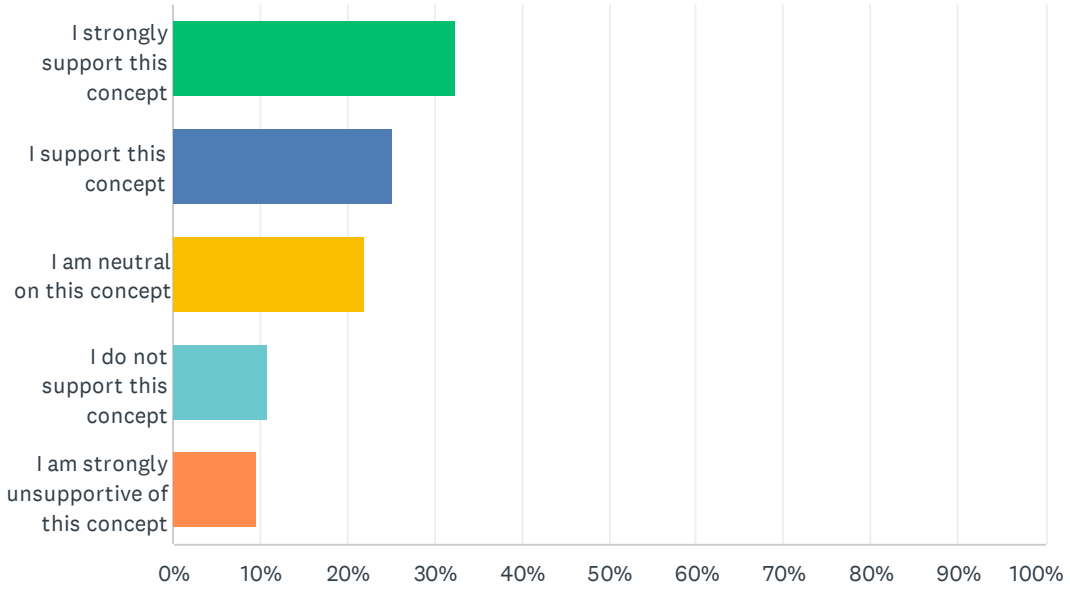
Answered: 840 Skipped: 3



ANSWER CHOICES	RESPONSES	
I am not concerned	5.12%	43
I am neutral on the issue	11.55%	97
I am concerned	83.33%	700
TOTAL		840

Q6 One preliminary concept for the new Comprehensive Plan is to develop a new Town Center. Such a place might include various public uses and facilities, retail and dining, public spaces, and housing. It would be designed as a walkable place that also accommodates motorized vehicles. Please indicate below your level of interest in such a new Town Center.

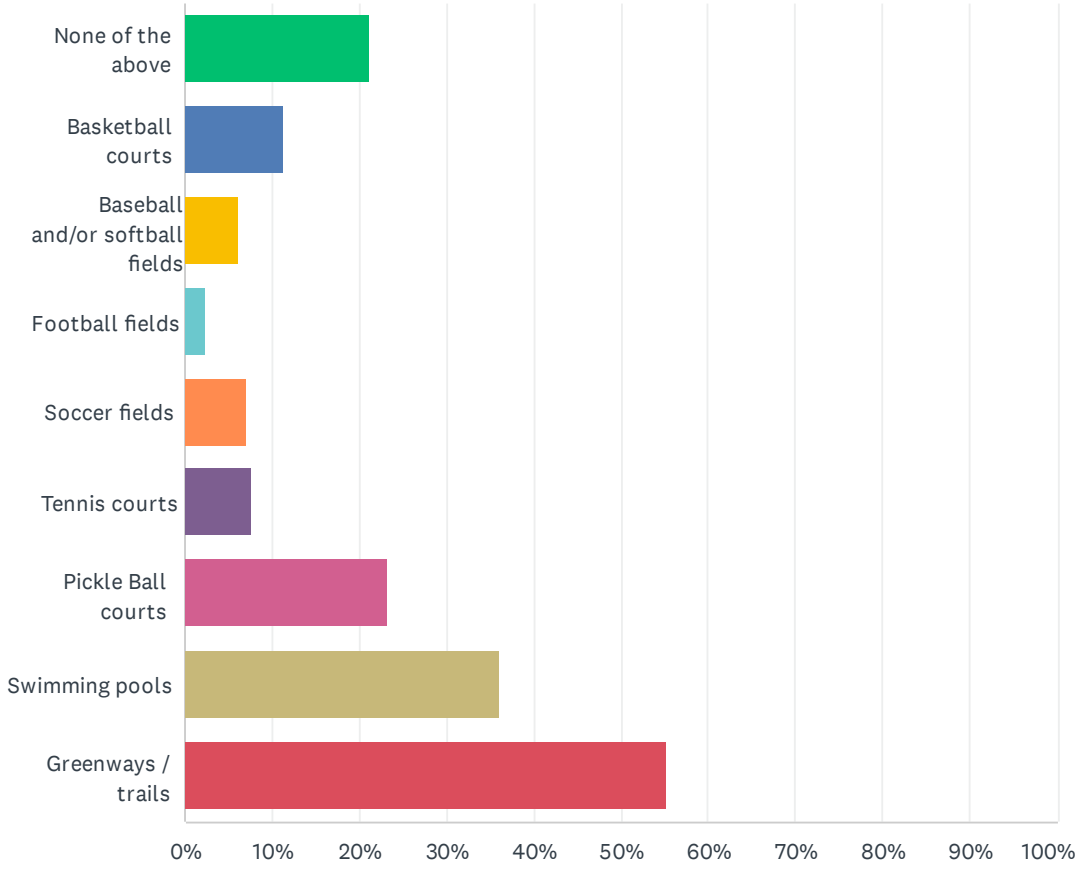
Answered: 840 Skipped: 3



ANSWER CHOICES	RESPONSES	
I strongly support this concept	32.38%	272
I support this concept	25.24%	212
I am neutral on this concept	21.90%	184
I do not support this concept	10.83%	91
I am strongly unsupportive of this concept	9.64%	81
TOTAL		840

Q7 What specific types of recreational facilities are needed in Orange Beach, including more of those facilities that might already exist? (please select all that apply)

Answered: 790 Skipped: 53



ANSWER CHOICES	RESPONSES	
None of the above	21.14%	167
Basketball courts	11.39%	90
Baseball and/or softball fields	6.20%	49
Football fields	2.28%	18
Soccer fields	6.96%	55
Tennis courts	7.72%	61
Pickle Ball courts	23.16%	183
Swimming pools	36.08%	285
Greenways / trails	55.32%	437
Total Respondents: 790		

Q8 Please tell us what you like about Orange Beach.

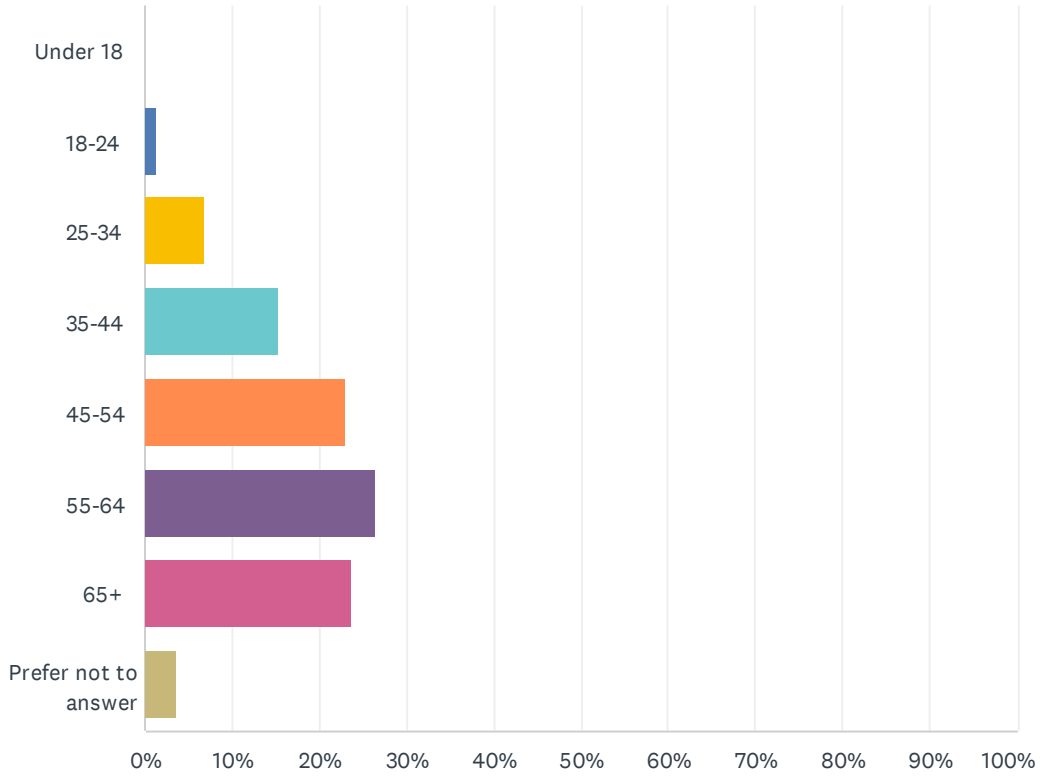
Answered: 761 Skipped: 82

Q9 Please tell us how you would like to see Orange Beach change.

Answered: 752 Skipped: 91

Q10 What is your age range?

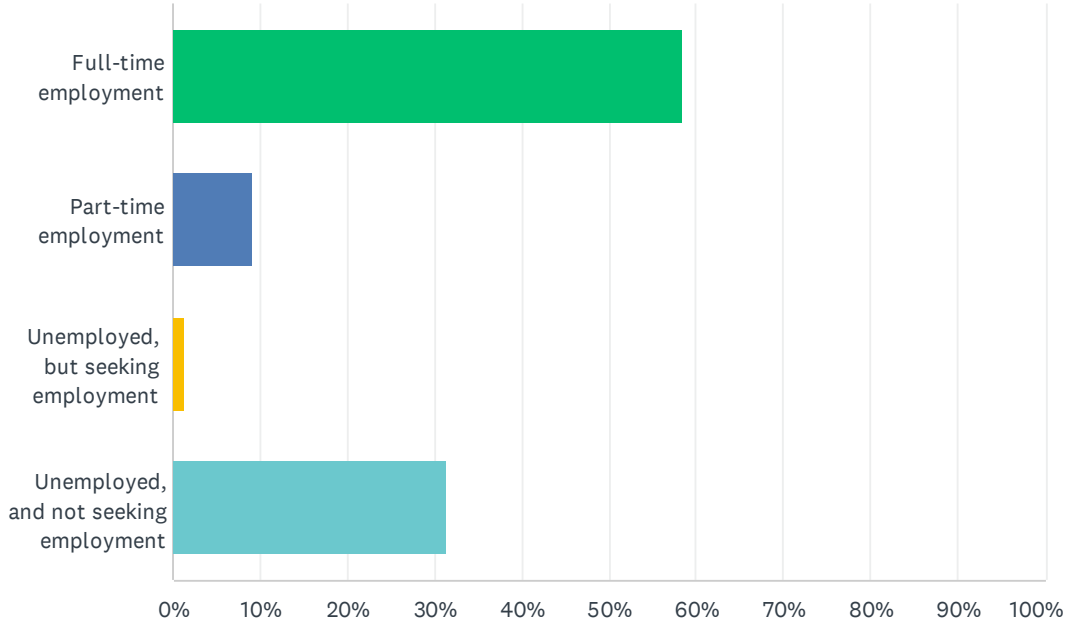
Answered: 842 Skipped: 1



ANSWER CHOICES	RESPONSES	
Under 18	0.00%	0
18-24	1.19%	10
25-34	6.77%	57
35-44	15.44%	130
45-54	23.04%	194
55-64	26.37%	222
65+	23.63%	199
Prefer not to answer	3.56%	30
TOTAL		842

Q11 What is your employment status?

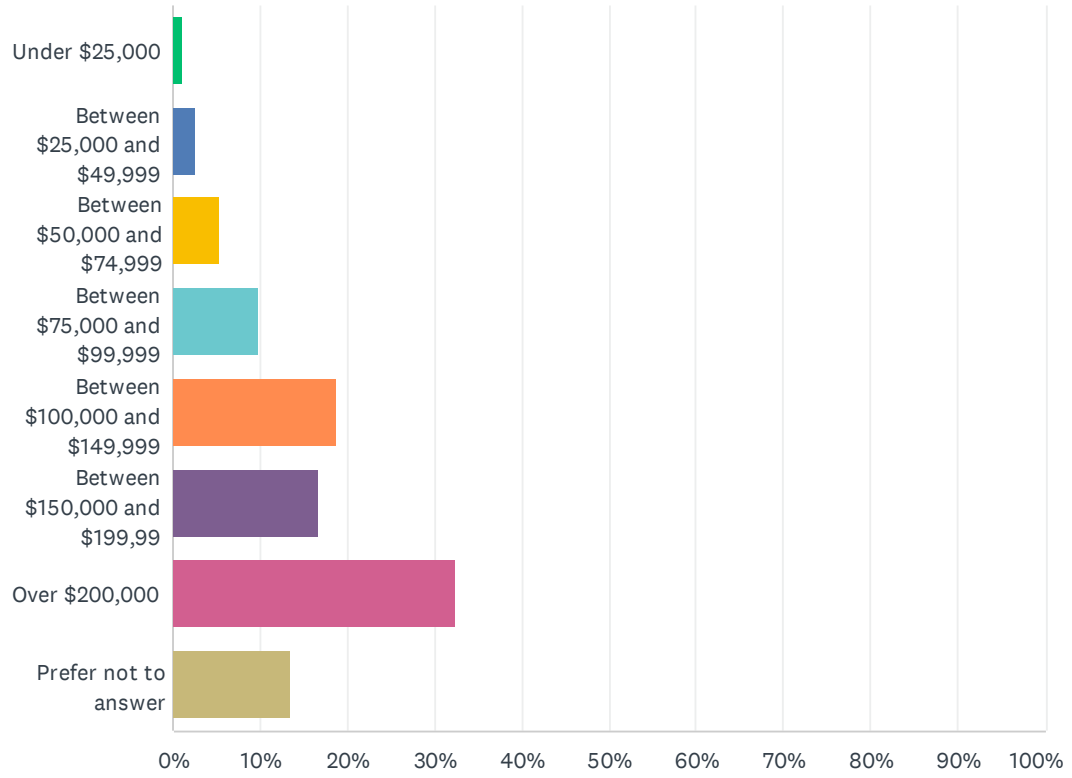
Answered: 833 Skipped: 10



ANSWER CHOICES	RESPONSES	
Full-time employment	58.34%	486
Part-time employment	9.12%	76
Unemployed, but seeking employment	1.20%	10
Unemployed, and not seeking employment	31.33%	261
TOTAL		833

Q12 What is your annual household income range during a typical recent year?

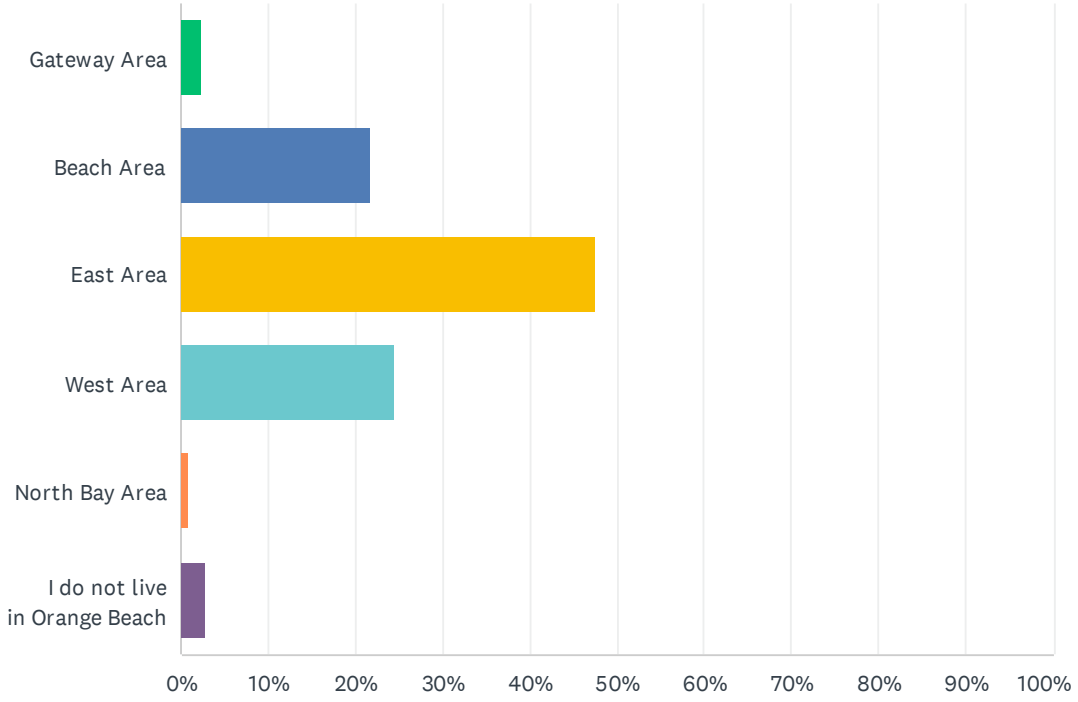
Answered: 841 Skipped: 2



ANSWER CHOICES	RESPONSES	
Under $25,000	1.07%	9
Between $25,000 and $49,999	2.62%	22
Between $50,000 and $74,999	5.35%	45
Between $75,000 and $99,999	9.75%	82
Between $100,000 and $149,999	18.79%	158
Between $150,000 and $199,99	16.53%	139
Over $200,000	32.46%	273
Prefer not to answer	13.44%	113
TOTAL		841

Q13 Based upon this map, in which of the five Planning Areas do you live?

Answered: 839 Skipped: 4



ANSWER CHOICES	RESPONSES	
Gateway Area	2.38%	20
Beach Area	21.81%	183
East Area	47.56%	399
West Area	24.55%	206
North Bay Area	0.83%	7
I do not live in Orange Beach	2.86%	24
TOTAL		839

F3) Housing Market Analysis

RGDE
RANDALL GROSS / DEVELOPMENT ECONOMICS

ORANGE BEACH
HOUSING MARKET ANALYSIS

Prepared January 26, 2026
For the Walker Collaborative and the City of Orange Beach

By Randall Gross / Development Economics

4416 Harding Place, Nashville, TN 37205. Tel 202-427-3027 / Rangross@aol.com / www.Randallgross.com
Washington, D.C.; Johannesburg, South Africa and London, United Kingdom.

INTRODUCTION

Current housing market conditions and trends were analyzed and described elsewhere in the body of the comprehensive plan. Information on existing conditions and trends provides context for assessing the city's future housing development potential. The following portion of the Housing Market Analysis tested demand for housing throughout the Orange Beach Market Area and forecasted that demand into the 2030s.

Section 1 of this report provides findings on demand generated by growth in the ***resident*** market for housing within this Market Area. On other words, this portion of the housing market represents those living and working year-round in the broader Market Area defined in Section 1 of this report. However, a significant portion of Orange Beach's housing market is generated by seasonal and short-term visitors and tourists. That visitor-driven portion of the market is discussed in Section 2 of this report. Finally, the slice of market-area resident and visitor demand captured within Orange Beach – the city's housing development "potential" – is determined in Section 3. Strategic recommendations for housing and associated development are provided in the final section of this report as a guide and input to planning and implementation.

1. MARKET AREA RESIDENT HOUSING DEMAND

This section provides findings on housing demand generated by growth in the ***resident*** market for housing within this Market Area. As noted previously, this portion of the housing market represents those living and working year-round in the broader Market Area defined below. Key niches and characteristics of the resident market area discussed as well. The market analysis disaggregated the Market Area into geographic and demographic segments. For each of these segments, housing demand was analyzed and forecasted. As an example of how demand was determined, this section provides samples relating to one geographic segment of the market base – Baldwin County.

Market Area

The Orange Beach resident housing market area includes Orange Beach and other parts of Baldwin County, but also the sources of commutation generated by Mobile County and Escambia County (Florida). Orange Beach workers and other residents from within this broad region would have a natural preference to live in or closer to Orange Beach to be closer to work, the beach, schools, and amenities.

Overall Demographic Forecasts

As noted elsewhere in the plan, the Daphne-Fairhope-Foley (Baldwin County) area has been among the fastest growing metros in the country. Growth in the region is expected to continue over the next five to ten years, with Baldwin County expected to add nearly 25,000 people over the next five years, yielding a growth rate of 9.2%. Neighboring Escambia County will add 19,000 for a growth rate of 5.6%. Mobile County will continue to see a declining population, but the rate of decrease will slow. Meanwhile, the number of households in Mobile County will increase over the next few years, an indication of falling average household size yielding demand for housing. Households in both Baldwin and Escambia counties will continue to increase, also generating demand.

Household income is increasing in all three areas, above and beyond the rate of inflation. Incomes in Baldwin County are already the highest, with an average household income of $111,000, expected to increase by 2.7% over the next five

years. Incomes in both Mobile and Escambia counties will also increase in the near-term above the rate of inflation as shown below.

Table 1. DEMOGRAPHIC FORECASTS, ORANGE BEACH MARKET AREA, 2026-2031

Factor	2026	2031	2026-2031 Change Number	Percent
Population				
Baldwin	271,529	296,381	24,852	9.2%
Mobile	410,744	408,435	(2,309)	-0.6%
Escambia	338,311	357,417	19,106	5.6%
Households				
Baldwin	109,485	119,778	10,293	9.4%
Mobile	164,001	164,011	10	0.0%
Escambia	135,715	144,136	8,421	6.2%
Ave HH Income				
Baldwin	$ 110,676	$ 113,704	$ 3,028	2.7%
Mobile	$ 84,504	$ 86,000	$ 1,496	1.8%
Escambia	$ 105,968	$ 109,506	$ 3,538	3.3%

Sources: U.S. Bureau of the Census; Claritas; and Randall Gross / Development Economics.

Housing Tenure

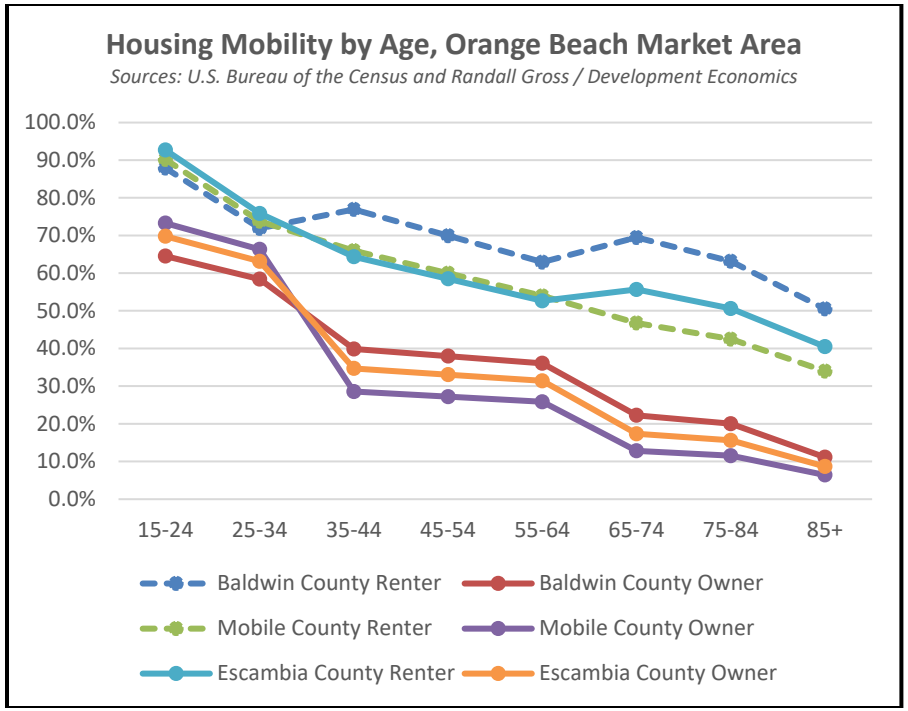
Demand is disaggregated in this analysis by tenure, or whether housing consumers will choose to purchase a home or rent their housing (whether in a house or a multi-family apartment building). There are certain demographic characteristics

associated with this choice, but by far the strongest correlation is between age and tenure. In general and specifically within the Orange Beach Market Area, housing tenure is closely associated with age. Rental tenure is highest among younger householders – particularly those aged 15 to 34 and decreases with age. In fact, within Orange Beach itself, nearly 100% of householders aged 15 to 24 are renters, while there are practically no year-round resident renters at all over age 85. This fact is likely related to the dearth of senior housing facilities in the city. The one anomaly is within the 75-84 age cohort, where rental tenure increases slightly before dropping again after 85.

Not surprisingly, householders within the younger age cohort are more likely to rent than to own their housing, due to the fact that many in this age group are single without children and (having started more recently in their careers) have lower household incomes than older households with two working adults. Often, housing is less affordable for younger households with only one wage earner.

Mobility Patterns

Also correlated with age (and tenure) is mobility, with younger householders moving more frequently than older ones. As shown in the chart below and also in Appendix Table 1 in this report, this correlation is generally true in all three of the market area counties, although mobility remains higher for renters, regardless of their age cohort. Within Baldwin County, nearly 88% of rental households in the 15-24 age cohort move at least once every five years. But only 65% of homeowners in this same cohort move that often. Meanwhile, about 50% of renters over age 85 will move, but only 11% of homeowners that age are likely to do so. Clearly, age, mobility patterns, and tenure all impact on the annual demand for housing and these factors were all taken into consideration in the demand forecasts.



Demand Forecasts

As noted above, housing demand was forecasted for each geographic segment of the market area based on a number of inputs. Sample information on housing demand inputs for Baldwin County are summarized below.

Households by Age & Tenure

Age is an important determinant of housing demand, as mentioned above. Households were forecasted through 2031 by age and tenure for Baldwin County, as shown below.

Table 2. HOUSEHOLD FORECASTS BY AGE & TENURE, BALDWIN COUNTY, 2026-2031			
Age Cohort	**Renters**	**Owners**	**Total**
15-24	291	64	355
25-34	305	594	899
35-44	179	330	509
45-54	83	627	710
55-64	(24)	(115)	(139)
65-74	312	2,591	2,903
75-84	801	3,405	4,206
85+	131	719	850
TOTAL	**2,078**	**8,215**	**10,293**
Sources:	U.S. Bureau of the Census; Claritas; and Randall Gross / Development Economics.		

As indicated above, the county will add about 10,300 households by 2031, with growth in every age cohort except for those households aged 55 to 64. This age group represents the Baby "Bust" represented by "Generation X," those people born between 1964 and 1980. Meanwhile, the largest volume of growth will be among householders aged 65 to 74 (2,900) and 75 to 84 (4,200), representing the Baby Boom generation. Even into the 2030s, Baby Boomers will continue to drive demand for housing since they represent almost 70% of the growth in Baldwin County households over the next five years.

Households by Income

Households were also forecasted by income for each part of the market area. Since the incomes are subject to inflation, the numbers of households in lower income ranges will decrease while those in upper-ranges will increase. Another way to express this data in today's dollars is to slide the income ranges down by two to four cohorts (so that there will be growth of about 200 households in the second-lowest income range, in today's dollars). The decrease in lower-income households is also related to the aging of the population, with fewer young householders to populate lower-income cohorts.

Table 3.	HOUSEHOLD FORECASTS BY INCOME COHORT, BALDWIN COUNTY, 2026-2031		
Age Cohort	**2026**	**2031**	**Change**
<$15,000	6,387	5,951	(436)
$15-$25,000	6,264	5,800	(464)
$25-$35,000	7,972	7,172	(800)
$35-$50,000	12,018	11,512	(506)
$50-$75,000	17,283	17,489	206
$75-$100,000	15,733	15,973	240
$100-$125,000	12,496	13,728	1,232
$125-$150,000	8,737	10,826	2,089
$150-$200,000	9,391	12,147	2,756
$200,000+	13,204	19,180	5,976
TOTAL	**109,485**	**119,778**	**10,293**
Sources:	U.S. Bureau of the Census; Claritas; and Randall Gross / Development Economics.		

Other factors were incorporated into the analysis, such as the need for replacement housing, vacancy factors, employment growth (generating demand among Orange Beach workers) and others.

Section 2. TOURISM-GENERATED HOUSING DEMAND

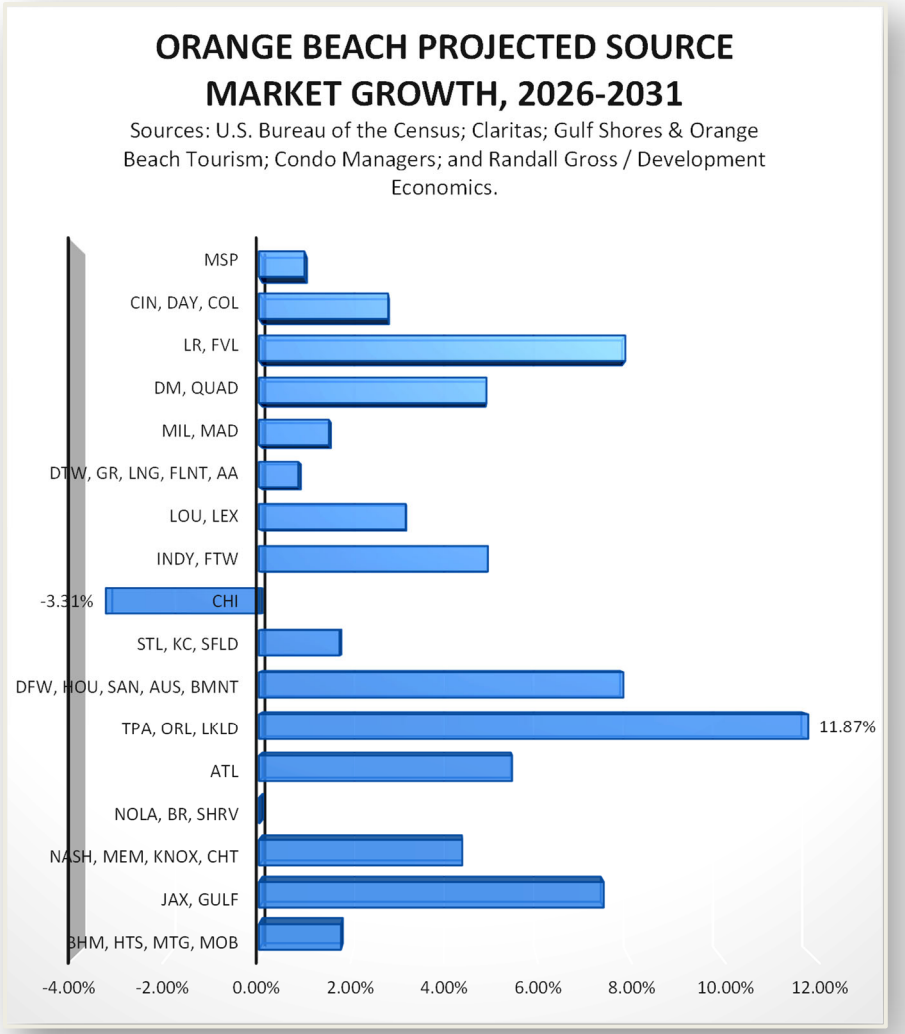
This section summarizes an analysis of tourism-generated demand for condominiums and other for-sale units used for short-term stays. This information provides input on the future demand for for-sale housing units. Existing regional tourism flow was analyzed and assessed based in part on data supplied by Gulf Shores & Orange Beach Tourism. Tourism growth was then projected based on target population projections for primary and secondary source markets for Orange Beach. These findings were then translated into the growth in demand for condominiums and other for-sale housing.

Tourism Base & Growth Forecasts

There are an estimated 3,249,000 visitors to Orange Beach each year, according to Gulf Shores & Orange Beach Tourism (GS&OBT) and the Alabama Tourism Department. Orange Beach has about 12,200 rooms available for short-term visitors including 9,490 hotel rooms, 1,865 condominiums, and about 840 RV park spaces, according to SG&OBT. About two-thirds of tourists have visited Alabama Beaches before. About one-third visit at least once per year and more than 60% visit the beaches while they are in town. Other key activities include eating out, shopping, relaxing, swimming, sightseeing, and watching wildlife. The average party size is 3.5 while the average length of stay is about 4 days, according to available data. Key source markets include the Gulf states (Alabama, Mississippi, Florida, Louisiana, and Texas) and a column of states to the north (Tennessee, Missouri, Kentucky, Indiana, Illinois, Michigan, Wisconsin, etc.).

Source Market Growth Projections

Data on growth in primary source markets was applied to the market base to forecast tourism growth from those markets. Overall, growth from the primary source markets is projected to increase by 3.62% over the next five years, translating into 118,000 additional visitors by 2031. The fastest growth will be generated by west Florida metros, including Tampa-St. Petersburg, Orlando, and Lakeland, which will see a combined growth rate of more than 12% over the next five years. Other source markets like Chicago, Detroit, St. Louis, and Minneapolis-St. Paul will see slow growth or even declining tourism to Gulf beaches. A selection of projected growth rates by region are summarized in the chart shown below.


ORANGE BEACH PROJECTED SOURCE MARKET GROWTH, 2026-2031
Sources: U.S. Bureau of the Census; Claritas; Gulf Shores & Orange Beach Tourism; Condo Managers; and Randall Gross / Development Economics.
MSP
CIN, DAY, COL
LR, FVL
DM, QUAD
MIL, MAD
DTW, GR, LNG, FLNT, AA
LOU, LEX
INDY, FTW
-3.31%
CHI
STL, KC, SFLD
DFW, HOU, SAN, AUS, BMNT
TPA, ORL, LKLD
11.87%
ATL
NOLA, BR, SHRV
NASH, MEM, KNOX, CHT
JAX, GULF
BHM, HTS, MTG, MOB
-4.00%
-2.00%
0.00%
2.00%
4.00%
6.00%
8.00%
10.00%
12.00%

Visitor-Generated Housing Development Potential

On average, about 15% of those additional visitors will prefer to stay in hotels, 72% in condominiums and 13% in RV parks and other accommodations. Thus, the growth in tourism will yield demand for 600 to 1,000 units of seasonal housing or Air B&B, some of which can fill existing units, *depending on whether the shoulder seasons are further extended*. If more of this demand can be spread over a longer season, then fewer units will be required since existing units will be able to accommodate growth.

Section 3. HOUSING DEVELOPMENT POTENTIAL

Housing development potential within the city of Orange Beach was determined based on the city's likely capture of market-area demand within the competitive context. There are areas within and outside of the market area that could capture household move-ups or relocations, such as other beach towns, employment nodes, and communities like Fairhope that offer good schools and an alternative amenity-rich place to live. Development potential was determined for both for-sale (including investor-ownership) and rental housing, as detailed below.

For-Sale Orange Beach Housing Potential

Based on these analyses, there is potential for 1,100 to 2,300 additional for-sale housing units over the next 5 to 7 years. (This includes 600 to 1,000 seasonal housing units purchased by investors for short-term rental to tourists and Air B&B use, with about 80% of these would be condominium units and 20% in houses as discussed later in this section). The permanent resident market will support growing demand for 500 to 1,200 units, generated within the regional market area including commuting workers; and by relocation of retirees, empty nesters and families moving to the area from outside of the region.

The analysis also indicates a need for +/-240 workforce housing units for local workers having 80% of the Area Median Income (AMI). These units could be accommodated in a variety of formats including 2-3-4 unit buildings, attached or detached units, condominiums, or small (e.g., zero-lot-line) units. There will be growing demand for housing for higher-income households. This is not to suggest that there is not *an existing need* for lower-cost housing; and employment growth will generate demand for workforce housing in the next five years.

Table 4. FOR-SALE HOUSING POTENTIALS, ORANGE BEACH, 2026-2031			
		Area Capture	
Price Point	Low	Moderate	Market Rate
$ 106,250	(20)	(25)	-
$ 156,250	(4)	(6)	-
$ 218,750	(2)	(5)	(4)
$ 247,500	34	67	50
$ 288,750	66	131	99
$ 367,500	104	260	182
$ 462,000	373	932	653
Sub-Total	**551**	**1,356**	**933**
Investor	***596***	***968***	***782***
Vacancy Factor	*138*	*392*	*265*
TOTAL	**1,147**	**2,323**	**1,715**
Sources:	U.S. Bureau of the Census; Claritas; and Randall Gross / Development Economics.		

Orange Beach Resident Rental Housing Potential

There is potential for about 515 *resident* rental units in Orange Beach within the next five to seven years. As noted before, this represents demand for year-round rentals, rather than investor units or seasonal housing captured under "for-sale" housing. Of this resident potential, there is a need for about 40 to 65 workforce units for those with 80% of Area Median Income (AMI). Growth in the job base will generate additional demand for workforce housing over the next five years or so.

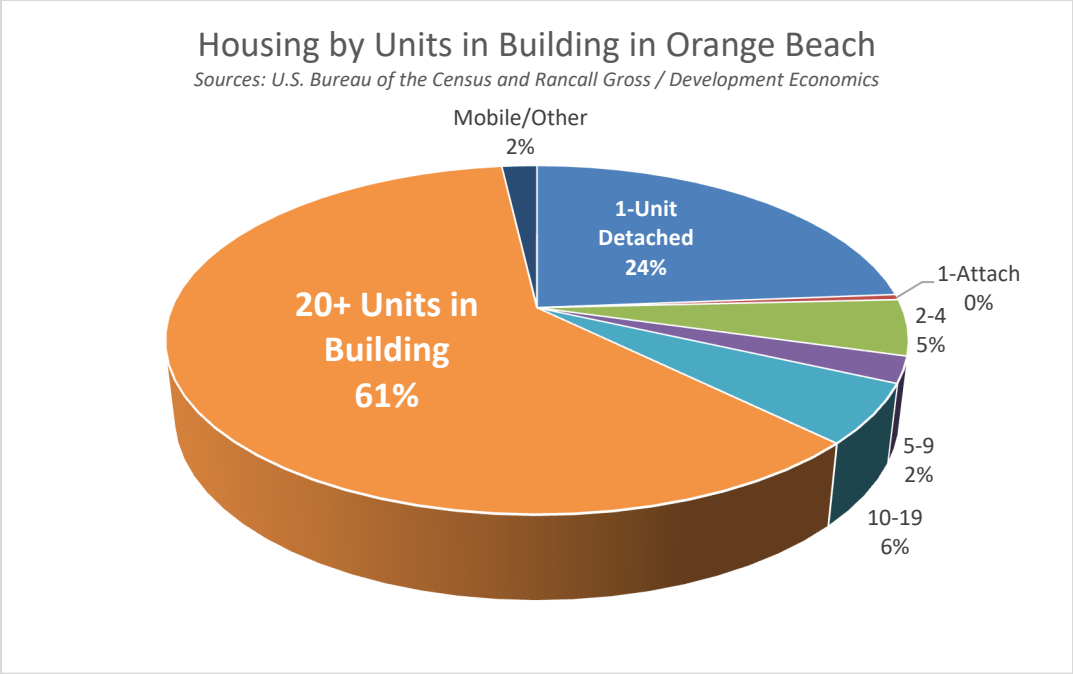
This demand could be accommodated in houses, condominiums, 2-3-4-unit buildings, or apartment buildings. But consumers have generally expressed a preference for renting single-family homes, if available and affordable.

Table 5. RENTAL HOUSING POTENTIALS, ORANGE BEACH, 2026-2031			
		Area Capture	
Rent Range	Low	Moderate	Market Rate
$ 600	(4)	*(6.49)*	
$ 800	(4)	*(8.02)*	
$ 1,100	5	*10.63*	8
$ 1,200	19	*45.30*	32
$ 1,300	12	*37.80*	25
$ 1,600	26	*83.04*	54
$ 2,000	54	*172.64*	113
Sub-Total	**107**	**335**	**192**
Workforce	*16*	*41*	
Vacancy Factor	*57*	*180*	*31*
TOTAL	**164**	**515**	**223**
Sources:	U.S. Bureau of the Census; Claritas; Woods & Poole; and Randall Gross / Development Economics.		

Housing Product Mix

Currently, the vast majority (67%) of housing units in Orange Beach are in multi-family condominium buildings with 10 or more units serving primarily as short-term accommodation for tourists and seasonal visitors. As shown below, only 24% of the city's housing stock is in 1-unit detached houses. Another 7% are in 2- to 9-unit buildings including duplexes up

to small condominium buildings that are part of larger complexes. The city of Orange Beach effectively has only 75 attached units, such as two-story townhouses, rowhouses, or semi-detached one-story homes, effectively counting for 0% of the city's total 4,400+ housing units. Further, Orange Beach saw an increase in every type of housing product since 2010 except for attached homes, which fell by 22 units or 23%.



While there can be community push-back against townhouse development where it encroaches on single-family detached neighborhoods, attached housing products are a form of single-family dwelling that can be an extremely attractive and more affordable product, especially for young families with children that might not otherwise be able to afford to purchase a home in the city.

As noted previously, some of the demand for small-lot single-family detached (e.g., “cottage homes”) and attached housing, we well as rental apartment units, could be accommodated in the Town Center as a way to “ring-fence” the higher-intensity development without it encroaching into existing neighborhoods. Mixed-use development including rental live-work and other units provides some density to help support the vision for a walkable town center while also providing rooftops and income to support the kinds of restaurants and retail that local residents want to see. Finally, having a variety of high-quality housing products helps accommodate the diverse stage-of-life needs of local residents, including single workers, young families, empty nesters, and others who may choose to downsize from a house to a condo or apartment in a safe, walkable environment.

Section 4. STRATEGIC RECOMMENDATIONS FOR HOUSING & ECONOMIC DEVELOPMENT

This section provides strategic recommendations to help guide planning for housing and economic development within Orange Beach. The findings of economic and housing conditions assessments, input from stakeholders and the consulting team, and the output of a housing market analysis were all used as a basis for the following recommendations. These strategies may be amended with the findings of a fiscal impact analysis, now underway.

Town Center: Civic Heart of the Community

Stakeholders have expressed their desire to have a walkable gathering place of their own, as a community "town center" apart from all of the tourist-centric activity that occurs along Perdido Beach Boulevard and at The Wharf. The City recognized the opportunities for developing a town center some time ago and has purchased properties along Canal Road east of its intersection with Highway 161. Improvements including a traffic circle were made to Canal Road in the area near existing City-owned amenities.

Building on Existing Civic Assets

There are clearly excellent opportunities to build on existing City of Orange Beach investments in this area to create a walkable, civic and cultural node. At the heart of this area is the **Coastal Art Center of Orange Beach**, a wonderful arts & cultural amenity for the city as well as a lovely site for accommodating weddings and other local events along Wolf Bay. The art center is not just a place to showcase local art, but also a place for working artists to engage and share use of spaces and equipment in its glass-blowing studio (The Hot Shop), clay studio, and other facilities accommodating makers, live performances, and classes for adults and children alike.

Also located in this area is the city's **Senior Center, Waterfront Park, and Public Library**. Just to the south adjoining land purchased by the City is the Police Department. Clearly, there is the opportunity to build on these existing assets to create a civic node. There is also the opportunity to incorporate other civic amenities including outdoor performance spaces, recreational trails connecting to other parts of the city, and the planned event center with boutique lodging that the City has

proposed. There may also be the opportunity to relocate cultural amenities like the Orange Beach History Museum from other parts of town to help strengthen the cultural dynamic.

Integrate Community-Oriented Commercial Use

Community stakeholders have expressed a desire to have some local resident-oriented commercial uses like restaurants. While it has not been tested in the market to determine whether it is economically viable, there is certainly the opportunity for a small mixed-use hub with a coffee shop and/or small restaurant. It is likely that, in order to survive as a business, these entities would still need to attract at least some tourists especially to generate lunch trade. But, small-scale eating & drinking would help create a "vibe" and generate street activity needed to make the town center feel like a real place.

Such commercial activity would likely need exposure and be located on or adjacent to Canal Road in order to take advantage of passing traffic. Certainly having some housing in the town center area would help boost the market for restaurants and retail stores that could be generated by local residents rather than tourists.

Incorporate Housing in "Walkable" Neighborhood

A town center will be much more successful it there are people around to support its stores and restaurants, and to generate activity on the streets. Stakeholders have expressed an interest in seeing "live-work" units in mixed-use buildings in the town center. The City has also purchased significant land on the south side of Canal Road that could accommodate housing, mixed-use, the City's proposed event center and boutique hotel.

The mixed-use buildings within the heart of the town center may be appropriate to accommodate two-story live-work spaces as well as age-restricted units for local empty nesters and seniors moving down from a home in Orange Beach. They may also be appropriate to accommodate essential local workers like City staff, police officers, firefighters/EMS, and teachers.

In areas surrounding the mixed-use town center, such as south of Canal Road, there are opportunities to create walkable "cottage" communities comprised of attractive homes on smaller lots in HOA or low-maintenance neighborhoods integrated with the town center. Again, these types of homes would be appropriate to capture expected growing resident

demand generated by downsizing Baby Boomers – empty nesters and seniors who may already live locally but may want to downsize and live in a safe, walkable environment in or near the town center. As noted in the Market Analysis, this will be the fastest growing segment of the resident housing market over the next 5 to 7 years. The smaller homes may also be appropriate to accommodate local young families as they move up from within the community or relocate back home to where they grew up in Orange Beach.

Economic Diversification: Relieving Dependence on Resort-Based Economy

Orange Beach is highly dependent on a resort-based economy, as noted in the summary of existing economic conditions provided in the plan. There are issues that arise due to this dependence, such as corresponding fiscal dependence on tourism. If the tourism economy fails for whatever reason (temporarily due to storms, for example, or longer-term issues with financing as high-rise buildings becoming functionally obsolete), then the city's tax base is severely impacted. The types of jobs that are available for young people who grow up in Orange Beach is severely limited, so there are challenges to having local kids return and settle in the area after college. It is also challenging to procure certain services that year-round residents may need, because the preponderance of tourists overwhelms local demand for certain services, etc.

Create More Opportunities for Remote Work & Creative Economy

The Orange Beach area is particularly attractive for remote workers and entrepreneurs who desire the lifestyle amenities and are not required to commute to an office. These workers generate year-round sales for local businesses while also adding to the local tax base without putting as much strain on roads and city services.

Integrate Live-Work Units. There are opportunities to make Orange Beach even more attractive for these workers by accommodating their housing and work needs. For example, the concept of integrating live-work units, especially into a walkable town center, would help support the remote workstyle. Some conceptual renderings for the town center indicate the possibility of 25 to 50 of these or other mixed-use units, varying by size (perhaps 1,200 to 2,400 square feet, on average)

Encourage Development of Artist/Maker Studios. Given the desire for establishing a local town center near the Cultural Center, there is the opportunity to encourage development of artist and maker studios in the town center area. Examples of where beach communities have helped establish studios – sometimes as part of larger art districts – include Ruskin Place in Seaside and City-owned waterfront studios in Bonita Springs, Florida (among others).

Consider Expansion of Cultural Center Programming. The cultural center could increase its positive economic impacts by expanding programming to include artist residencies and studios as part of its overall offering. Offering certification for its arts program and competitive art shows would also bring more activity to the town center to help generate spin-off (such as sales for restaurants).

Strengthen Amenity Base for Home Workers. Continue to expand the network infrastructure to support web-based businesses and help create spaces where remote workers can come together to network, collaborate, and socialize. The town center provides the perfect opportunity for this kind of networking.

Expand Financial & Technology Sectors ("Fin-Tech")

Orange Beach offers natural advantages for the financial & technology industries, part of a growing, "clean" sector that generates positive benefits with low impact on local services. It is recommended that the City work with Baldwin Alliance and other economic development agencies to encourage the sector's development. One effort noted above that would help further leverage the Fin-Tech sector is extension of the digital infrastructure. But also, there is a need for marketing and incentives targeted toward fin-tech business development and entrepreneurship. The City could conduct an inventory of local resources that can help support the growth of this "clean industry" business sector. Such resources could include sources of venture capital, collaborative efforts among banks, local tech workforce skills, and firms specializing in data analytics.

Expand Health Care Access & Senior Services

A gap in health care services sector employment was noted in the economic baseline assessment included in the plan. Stakeholders have also identified this gap along with the need for full-service health care within the community. As the population ages, demand for health care and senior services will grow. The City has already identified a location for a medical campus, and it's recommended that the City continue to work with Baldwin Health and other providers to examine

opportunities for growth and diversification of the sector within Orange Beach. The City might consider targeted incentives to help attract or recruit those services that are not otherwise offered by existing providers. The City might include identification and promotion of sites for senior living and integrated or graduated care facilities in these efforts as Orange Beach also has a gap in the supply of senior group housing and associated services.

Reducing Development Pressures

There are ways to reduce development pressures in Orange Beach, even as the community becomes more attractive over time to a growing market base. Reducing development pressures will help local residents find more of their own "space" within the context of being part of a resort community. Several approaches that can help achieve this aim are explored below.

Extend the Tourist Season

While it may seem counterintuitive that extending the tourist season would ***reduce*** development pressure, but by spreading out the season, growth in demand for units during the high season can be flattened somewhat. Since up to 70% of the short-term units are vacant during the off-season, extending the season will help increase occupancy during more days (and generate more income, property value and tax base for Orange Beach) while not requiring *additional* units.

Collaborate with Gulf Shores-Orange Beach Tourism and Local Businesses

The City could work more closely with regional tourism agencies and local businesses on incentive packages for off-season visitors to help increase occupancy during those periods. Incentives might include gas & room packages; dining, recreation, and retail discounts; and others that require cooperation with private businesses.

The City could also work more closely with the tourism agencies and businesses on developing and sponsoring more local events during the off-season to attract visitors. Among the possible events to consider might be arts, technology entrepreneur, and maker events that attract small entrepreneurs who then might consider relocating to the city or working with local residents on projects.

Focus Modest Intensity in Town Center

By focusing on creating some intensity of uses within the town center, the City can help reduce development pressures in existing neighborhoods. Encouraging mixed-use and cottage-style housing that is attractive to local residents but in a town center location could help shift development away from encroachment on those existing neighborhoods.

Encourage Mixed-Use Redevelopment on N. Side of Perdido Bch. Blvd.

Similarly, by focusing redevelopment on the north side of Perdido Beach Boulevard, the City can help reduce pressures on existing neighborhoods on the bay side of the city. Doing so can also help create a more attractive beachfront area and gateway into the city. Ultimately, it's challenging to completely close the door to development, but by steering development to designated zones (e.g., town center, Perdido Beach Boulevard, eastern Orange Beach), the City can help reduce pressures on established residential neighborhoods.

APPENDIX

Table A-1. HOUSING MOBILITY BY TENURE AND HOUSEHOLDER AGE, MARKET AREA, 2019-2024 FIVE YEARS						
Age Cohort	Baldwin County		Mobile County-Commuters		Escambia County-Commuters	
	Renter	Owner	Renter	Owner	Renter	Owner
15-24	87.9%	64.5%	90.2%	73.3%	92.7%	69.8%
25-34	71.9%	58.4%	73.8%	66.3%	75.8%	63.1%
35-44	76.9%	39.9%	66.0%	28.6%	64.3%	34.7%
45-54	69.9%	38.0%	60.0%	27.2%	58.5%	33.0%
55-64	62.9%	36.1%	54.0%	25.8%	52.6%	31.4%
65-74	69.5%	22.2%	46.7%	12.8%	55.7%	17.3%
75-84	63.1%	20.0%	42.5%	11.5%	50.6%	15.6%
85+	50.5%	11.1%	34.0%	6.4%	40.5%	8.7%
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.					

F4) Fiscal Impacts by Development Type

RGDE
RANDALL GROSS / DEVELOPMENT ECONOMICS

ORANGE BEACH
FISCAL IMPACT ANALYSIS

Prepared June 19, 2026
For the Walker Collaborative and the City of Orange Beach

By Randall Gross / Development Economics

4416 Harding Place, Nashville, TN 37205. Tel 202-427-3027 / Rangross@aol.com / www.Randallgross.com
Washington, D.C.; Johannesburg, South Africa and London, United Kingdom.

INTRODUCTION

A Fiscal Impact Analysis was conducted to assess the annual operating costs and benefits, or "net fiscal impacts" of different land uses and development patterns on the City of Orange Beach. The most recent audited (2024) budget and key fiscal trends were analyzed and interviews were conducted with representatives of most municipal departments. Information was collected on utilization of municipal services, revenues, and other inputs to help attribute costs and benefits to different uses in the city. The analysis focused on annual operating impacts, not on the once-off capital costs associated with investment in new infrastructure or other municipal capital.

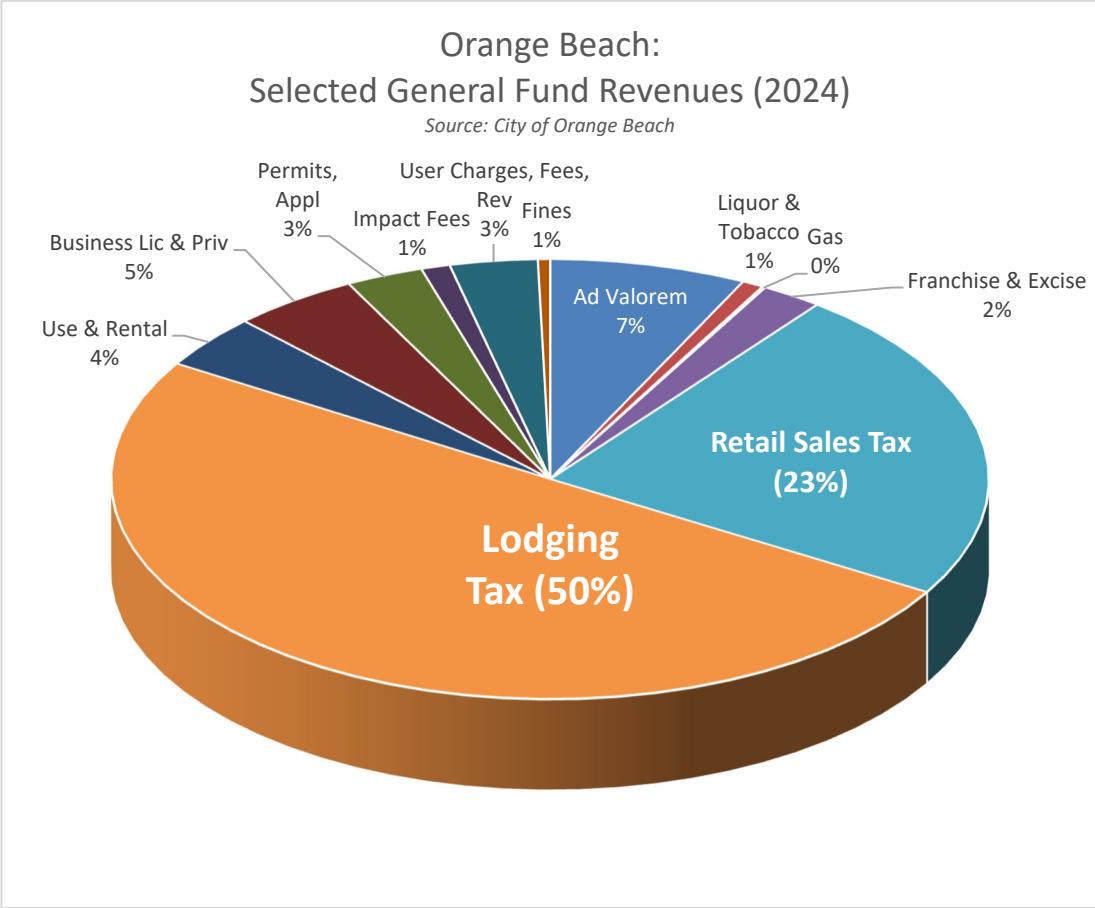
This report provides a brief introduction to the City's operating budget along with a summary of findings on fiscal impacts described by land use. The primary land use categories differentiated in this analysis included single-family detached housing, town homes, multi-family rental apartment buildings, condominium buildings, industrial uses, office space, retail and commercial uses, and hotels or other lodging facilities. The impacts are expressed in terms of the average net fiscal benefits (revenues less costs) per square foot, development unit, or acre within Orange Beach. Impacts are shown for specific categories of municipal services and are also shown aggregated for all services. This information can help inform land use and development policy, by illustrating how different types and densities of development can impact the city.

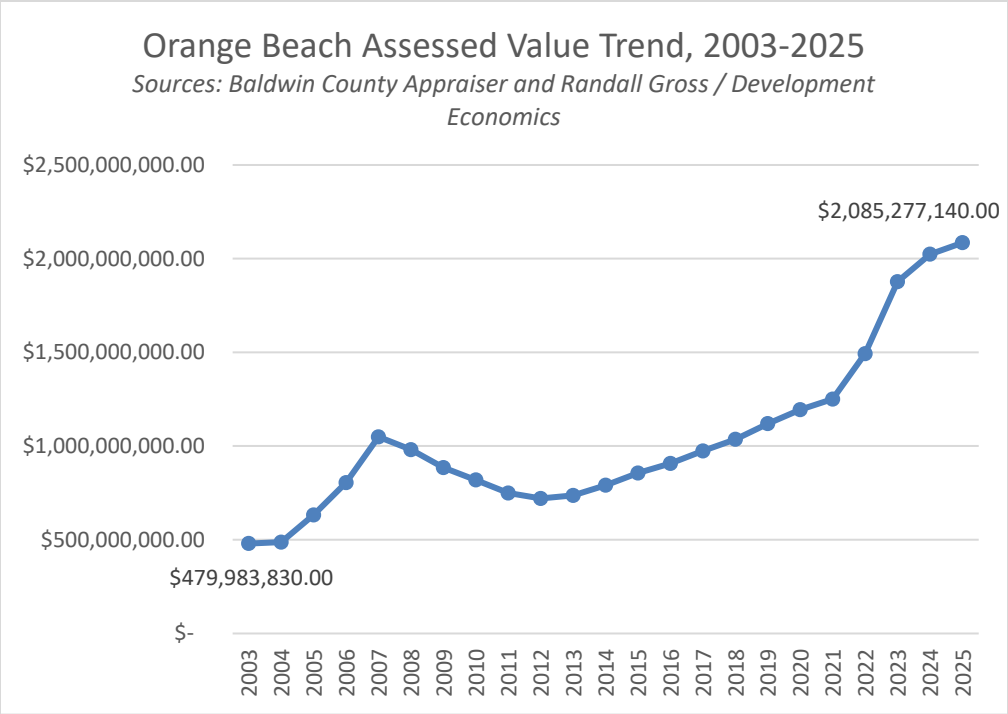
CITY OF ORANGE BEACH FISCAL BASE

The City's fiscal base is summarized here in order to provide context to the findings on fiscal impacts of land use. It is important to identify the City's primarily sources of revenues as well as the cost centers driving fiscal expenditures on a recurring (annual) basis. The revenues and expenditures considered within this analysis are also discussed in order to provide further context for the findings.

Revenues

About $85.0 million of General Fund revenue in 2024 was generated by 12 different sources. While those 12 sources represent a diverse base from which to draw resources to support City services, more than 50% of that revenue was generated by a single source: the city's Lodging Tax. Being a tourism destination helps the City generate substantial revenue that is used to cross-subsidize the cost of services provided to year-round permanent residents. Similarly, the Retail Sales Tax generates another 23% of the City's revenue. And again, much of that tax is paid by visitors. Together, a majority of the City's revenue is likely drawn primarily from non-residents, helping to reduce the overall tax burden on households within the city.



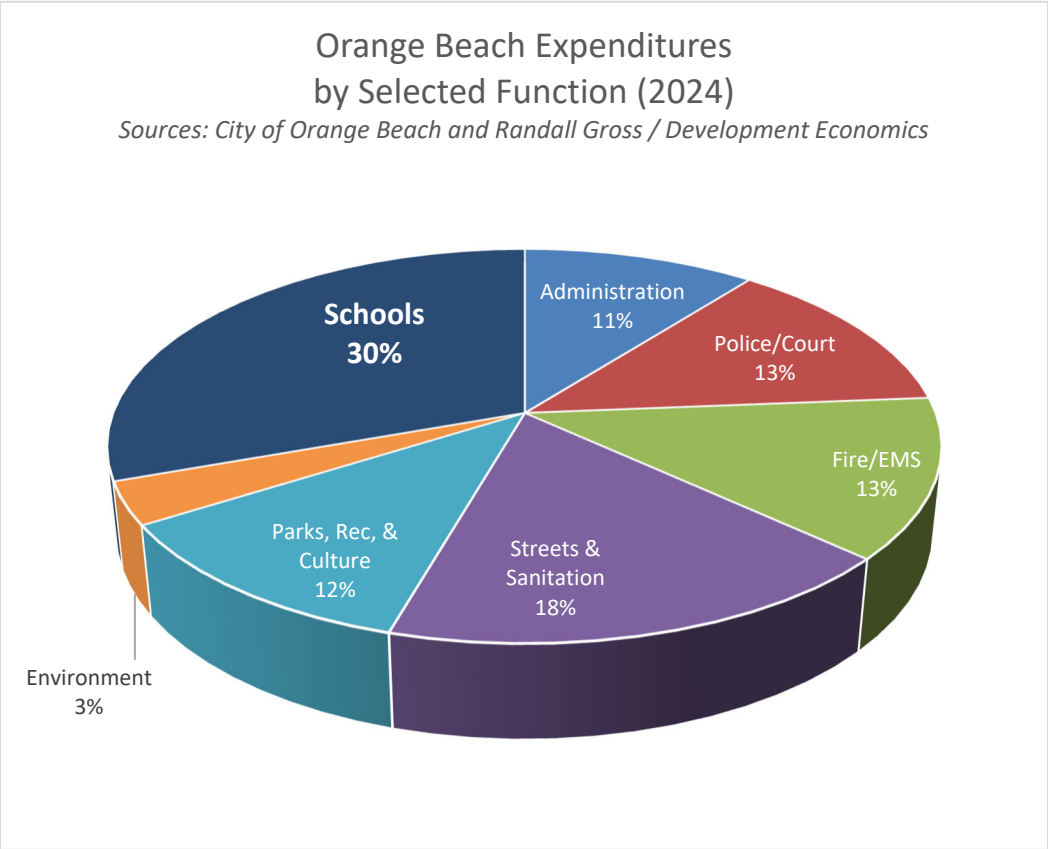


Ad valorem property taxes only generate about 7% of the revenue generated by the selected sources shown above. Still, property taxes are an important source of stable revenue to the City, less impacted by the ebb and flow of the tourism industry. Orange Beach has benefited from rising property values since the end of the Global Financial Crisis and recession.

Overall, the City's assessed value has increased by $1.6 billion or 334% over the past 22 years. The rate of growth in the City's assessment base accelerated starting in 2021. Over the last two years, however, the rate of growth has slowed, likely due to rising interest rates that have reduced the affordability of housing.

Expenditures

The City of Orange Beach provides essential municipal services such as police, fire/EMS, and public works. But in addition to these services and administrative functions, Orange Beach provides a wide array of amenity-based services to serve its resident and non-resident population. Thanks to budget surpluses generated by lodging and retail sales taxes, the City has been able to add amenities that many cities of this small size are unable to provide. Among these amenities are recreational venues like golf courses and shooting range, and cultural amenities like an art center that sponsors an annual arts festival. Expenditures are summarized below by functional area, which includes departments but also consolidates functions that express an overall focus of the City's budget priorities.



While schools are not part of the City's General Fund, they are included here because of the importance of these expenditures in terms of the use of tax revenues and in supporting the City's well-regarded public school system. Schools account for 30% of the expenditures within this functional summary of municipal services, followed by streets and sanitation (18%, including public works as well as sewer and refuse collection).

The City spends an almost equal amount on police (including the court) and fire/EMS services, each accounting for about 13% of the budget for these selected services. Parks, recreation and cultural amenities (including the museum, aquatic center, SportsPlex, golf course, senior center, art center, performing arts programming, etc.) together account for about 12% of the selected functions in the budget.

About 11% of expenditures are made for administrative functions (ranging from legal services to communications and planning) and 3% for environmental protection (coastal resources). Overall, there are several structural differences that set Orange Beach apart from most other municipalities. First is the dependence on tourism, which generates substantial revenue through the lodging and sales taxes. And second is the City's use of those funds to provide high-quality schools and services, including cultural and recreational amenities that are typically not found in a city this size.

SUMMARY OF NET FISCAL IMPACTS

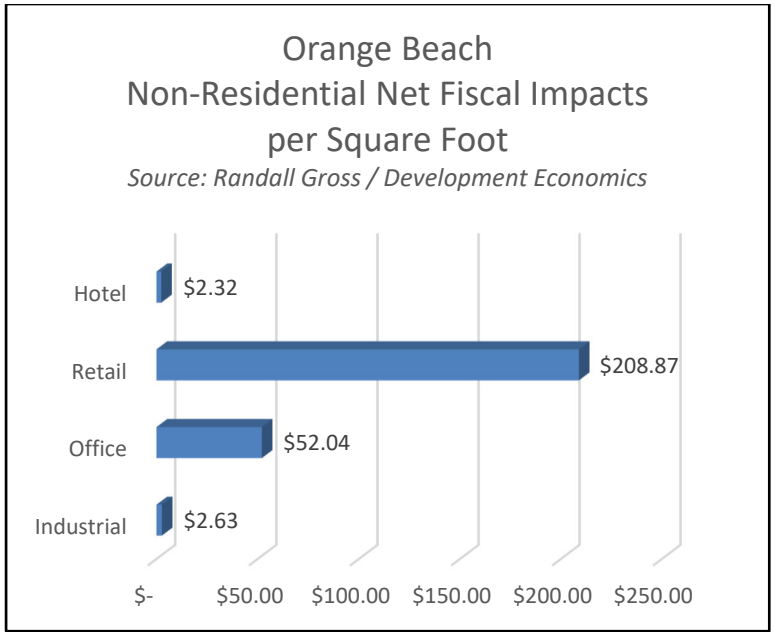
With the exception of condominiums, residential uses generate an annual (recurring) operating loss to the City of Orange Beach. On a per-unit basis, single-family detached homes generate a net fiscal cost of about $9,770 each year to Orange Beach. Apartment units generate a loss of $6,800 per year, while townhomes generate an average loss of $14,830 per year. By contrast, condominiums generate a *positive* fiscal benefit to Orange Beach of about $1,280 per unit each year.

Table 1. NET FISCAL BENEFITS BY LAND USE, ORANGE BEACH, 2024

Use	Factor	Measure	Per Acre
Residential-SF	$ (9,769)	DU	$ (63,995)
Residential-TH	$ (14,828)	DU	$ (423,928)
Residential-APT	$ (6,802)	DU	$ (276,173)
Residential-CON	$ 1,283	DU	$ 316,580
Industrial	$ 2.63	SF	$ 8,841
Office	$ 52.04	SF	$ 152,866
Retail	$ 208.87	SF	$ 1,280,295
Hotel	$ 2.32	SF	$ 742,631

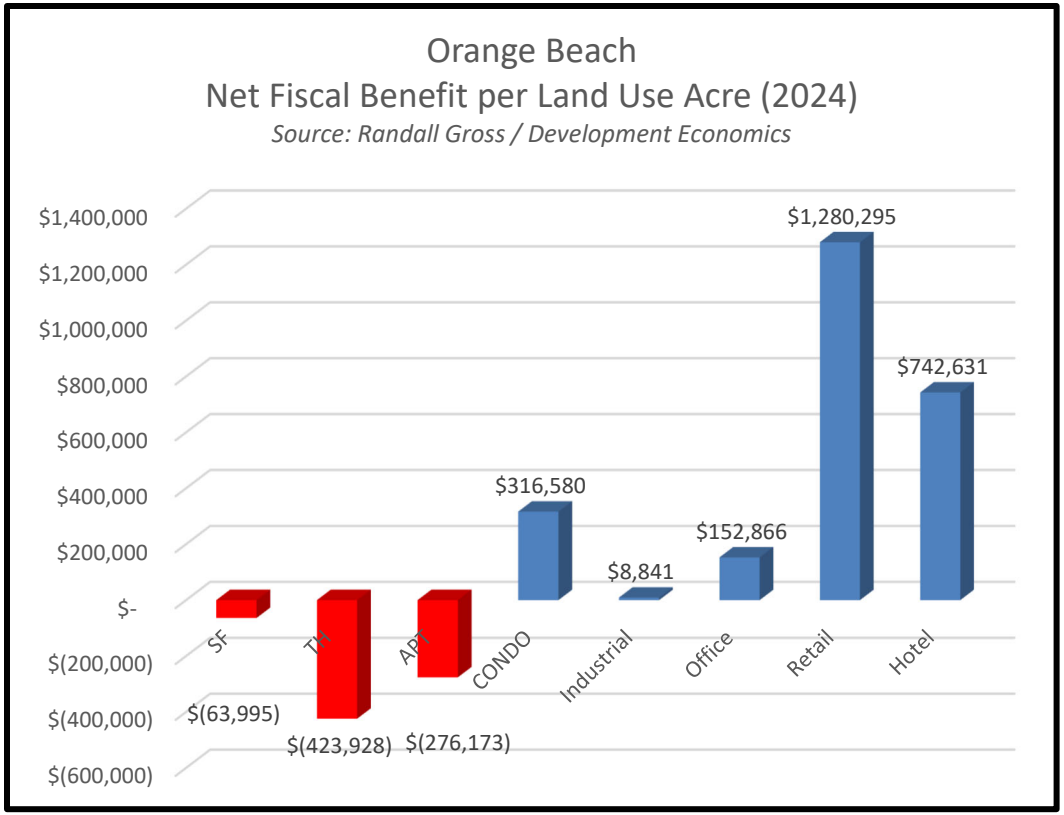
Source: Randall Gross / Development Economics.

Among non-residential uses, retail (including restaurants) generates the highest net benefit to the city, totaling about $209 per square foot. Office space also generates a positive benefit, albeit somewhat lower, at $52 per foot of space. Industrial and hotel uses generate a much lower overall net benefit to the city of $2.60 and $2.30 per square foot, respectively. The differences in land use impacts are a function of various complex interactions between tax structure, property values, resident versus tourist populations, densities, use of municipal services, and other variables discussed further below in this report.



Per Acre

These impacts were also expressed on a per-acre basis in order to compare both residential and non-residential uses. Retail/commercial uses generate by far the highest net fiscal benefit on a per-acre basis, totaling $1,280,000 per acre, followed by hotels at $743,000, condominiums at $317,000, office at $153,000, and industrial at $9,000. As noted above, most non-condominium residential uses generate an annual loss to the city, averaging - $424,000 per year for town homes, -$276,000 for rental apartments, and -$64,000 for single-family detached houses.



Gross Revenue "Benefits"

The net fiscal impacts were disaggregated into gross revenue "benefits" and gross operating "costs" by land use. The revenue benefits to Orange Beach are generated by lodging tax, sales tax, property tax, user charges, fines and forfeitures, and a variety of other revenue sources. Because of the city's dependence on lodging taxes and retail sales taxes, it is no surprise that the highest gross fiscal revenue generators are condominiums, retail businesses, and hotels. Hotels generate the highest amount per acre, at more than $1.55 million, followed by retail uses ($1.3 million) and

condominiums ($850,000). These uses also have fairly high densities, concentrating their benefits in small areas. By contrast, low-density industrial uses only generate about $9,900 per acre and apartments $4,200.

Table 2. GROSS FISCAL BENEFITS BY LAND USE, ORANGE BEACH, AL 2024

Use	Factor	Measure	Per Acre
Residential-SF	$ 1,554	DU	$ 10,587
Residential-TH	$ 1,218	DU	$ 27,069
Residential-APT	$ 115	DU	$ 4,234
Residential-CON	$ 4,984	DU	$ 849,971
Industrial	$ 3.09	SF	$ 9,876
Office	$ 55.57	SF	$ 161,687
Retail	$ 212.78	SF	$ 1,301,343
Hotel	$ 7.26	SF	$ 1,554,111

Source: Randall Gross / Development Economics.

On a per-unit basis, condominiums generate about $5,000 per unit in gross fiscal benefits to Orange Beach, followed by single-family homes and townhouses. Meanwhile, retail space generates about $213 per square foot, followed by office space ($56). Even though hotels generate the highest returns on an acre basis, they are only the third-highest fiscal revenue generators out of the four commercial uses per square foot, at about $7.30. Only industrial is lower, at $3.10 per foot. Hotels, like condominiums, are high-density development uses, leading to high returns on an acreage basis.

Operating Cost Impacts
by Functional Area / Department

Balancing these revenue benefits are costs generated to the City of Orange Beach by each of the various land uses. These costs take various forms but ultimately relate to the cost of providing municipal services. Costs generated to selected departments or functional areas are summarized below.

Administrative Functions

Fiscal impacts were determined for the City's administrative functions, such as the local council, finance, planning, and other oversight and administrative departments. In general, cost impacts to these functions are often (but not always) correlated to the marginal increase in households, employment, and population. Exceptions were integrated into the impact model, such as building regulation and permitting associated with different types of development.

Table 3. ADMINISTRATIVE / O&M FISCAL COSTS BY LAND USE, ORANGE BEACH, AL 2024

Use		Factor	Measure		Per Acre
Residential-SF	$	2,595	DU	$	15,131
Residential-TH	$	2,168	DU	$	41,910
Residential-APT	$	1,874	DU	$	61,891
Residential-CON	$	1,426	DU	$	216,614
Industrial	$	0.28	SF	$	890
Office	$	2.23	SF	$	6,498
Retail	$	1.16	SF	$	6,385
Hotel	$	1.05	SF	$	225,578

Source: Randall Gross / Development Economics.

In general, administrative costs are highest on a per-unit basis for single-family homes and townhouses, which is where year-round residents are more likely to live and to demand municipal services. Condominiums generate lower per-unit costs but, because of their high densities, their aggregated impact is high on a per-acre basis. Similarly, hotels generate the second-lowest commercial cost impacts to administration in the city (because of the temporal nature of the services required) but those costs are high on a per-acre basis because of the density of units (rooms) within hotel buildings.

Public Safety

Several agencies provide public safety services such as through first responders in Police, Fire and EMS. In these services, costs are more typically associated with the number and cost of calls for service generated by different land uses. In order to derive those figures and assign them to land uses, calls were analyzed by address, time requirements, type of call, traffic generation, and other indicators.

Table 4. POLICE COSTS BY LAND USE, ORANGE BEACH, 2024

Use		Factor	Measure		Per Acre
Residential-SF	$	771	DU	$	5,254
Residential-TH	$	1,139	DU	$	25,311
Residential-APT	$	498	DU	$	18,282
Residential-CON	$	323	DU	$	55,053
Industrial	$	0.04	SF	$	131
Office	$	0.77	SF	$	2,229
Retail	$	2.39	SF	$	14,596
Hotel	$	1.03	SF	$	220,657

Source: Randall Gross / Development Economics.

For Police services, costs were naturally lowest for uses like industrial and office, where the number of calls for service is relatively low and the density of those calls is also low. Police costs are highest for single-family and townhouses,

among residential uses, because of the number and types of calls for service generated by those uses on a per-unit basis. Again, condominiums generate slightly lower costs per unit (especially considering that they are vacant – on average – about 30% of the year), but they generate higher costs per-acre because of the density of those units. Retail space generates relatively high costs for commercial uses in part because many calls for service are related to traffic, and retail space generates more traffic on average than other uses. Fire and EMS costs were determined in a similar fashion, based on the number and type of calls-for-service, their location, and cost/time required per call.

Table 5. FIRE/EMS COSTS BY LAND USE, ORANGE BEACH, 2024

Use	Factor	Measure	Per Acre
Residential-SF	$ 408	DU	$ 2,782
Residential-TH	$ 278	DU	$ 106,864
Residential-APT	$ 237	DU	$ 41,921
Residential-CON	$ 977	DU	$ 95,452
Industrial	$ 0.14	SF	$ 5
Office	$ 0.50	SF	$ 9
Retail	$ 0.35	SF	$ 13
Hotel	$ 1.15	SF	$ 1,126

Source: Randall Gross / Development Economics.

In this case, condominiums and hotels generate a higher share of the FIRE and EMS calls for service than other uses. This result is partly due to the high number of beach-related calls received by the Fire Department, with many of those generated by tourists staying in hotel rooms or condominium units. Other commercial uses including industrial, office, and retail, generate a lower cost associated with calls for Fire and EMS services.

Parks, Culture and Recreation

The City of Orange Beach provides a very high level of amenity services in terms of parks, cultural venues, and recreation facilities. Aside from the typical municipal parks and recreation facilities like ball fields and basketball courts, Orange Beach provides access to a vast array of amenities and programs associated with the city's Museum, Aquatic Center, SportsPlex, Golf Course, Senior Center, Community Center, Event Center, Performing Arts Center, and Arts Center. The costs associated with the operation of these venues and programs was assigned based on attendance by residence and location, utilization, memberships, and other inputs as provided by the City.

Table 6. PARKS & REC COSTS PER LAND USE, ORANGE BEACH, AL, 2024

Use		Factor	Measure		Per Acre
Residential-SF	$	2,171	DU	$	14,788
Residential-TH	$	8,121	DU	$	180,469
Residential-APT	$	2,133	DU	$	78,372
Residential-CON	$	660	DU	$	112,547
Industrial		-	SF		-
Office	$	0.03	SF	$	78
Retail	$	0.01	SF	$	38
Hotel	$	1.26	SF	$	269,902

Source: Randall Gross / Development Economics.

Commercial uses like industrial, retail, and office generate nominal or no impacts on the City's budget for Parks and Recreation. Housing uses that have year-round residents generate a higher impact since attendance and memberships in local athletic, recreation, and cultural facilities tend to be dominated by local users. Condominiums generate lower impacts because the vast majority of their residents are temporary. Still, because of the higher densities of condominiums, townhouses and hotels, these uses generate higher gross costs on a per-acre basis.

Coastal Resources & Environment

Another area where Orange Beach provides an exceptional level of service is in environmental resources, which includes a broad range of services ranging from migratory bird protection to beach cleanup. Costs associated with these services were attributed to various land uses based on a variety of factors which differed by specific service. In general, those costs related to the number of "interactions" associated with visitors versus residents, to building footprint or square footage (in the case of overall flood control), or to school enrollment (in the case of education-related programming), for example. Costs were distributed based on the staffing levels for each of the nine divisions within the department, in addition to attribution by land use and location.

Table 7. COASTAL RESOURCES COSTS BY LAND USE, ORANGE BEACH, AL, 2024

Use	Factor	Measure	Per Acre
Residential-SF	$ 171	DU	$ 1,164
Residential-TH	$ 594	DU	$ 13,199
Residential-APT	$ 150	DU	$ 5,505
Residential-CON	$ 204	DU	$ 34,716
Industrial	$ 0.003	SF	$ 8
Office	$ 0.003	SF	$ 7
Retail	$ 0.003	SF	$ 16
Hotel	$ 0.44	SF	$ 94,217

Source: Randall Gross / Development Economics.

Here again, commercial uses tend to generate less of an impact on the City's environmental services than do residential and tourism-related uses like hotels. Uses located along the beach that accommodate tourists were assigned certain costs at a higher rate than "inland" uses.

Schools

Orange Beach operates highly-regarded schools that attract pupils not only from within the city but also from other parts of the county and surrounding area. School costs were determined on a per-pupil basis and attributed based on the pupil yield calculated by land use. Pupil yields were determined based on a detailed analysis of individual addresses with the number of students by address provided by the Board of Education. This analysis indicates that single-family detached homes generate the highest pupil yields and associated fiscal costs, at about $5,200 per unit. Townhomes generate a lower pupil yield and cost, at $3,700 per unit, with rental apartments at $2,000 per unit. Condominiums, housing relatively few full-time families, generate a low cost of just about $100 per unit.

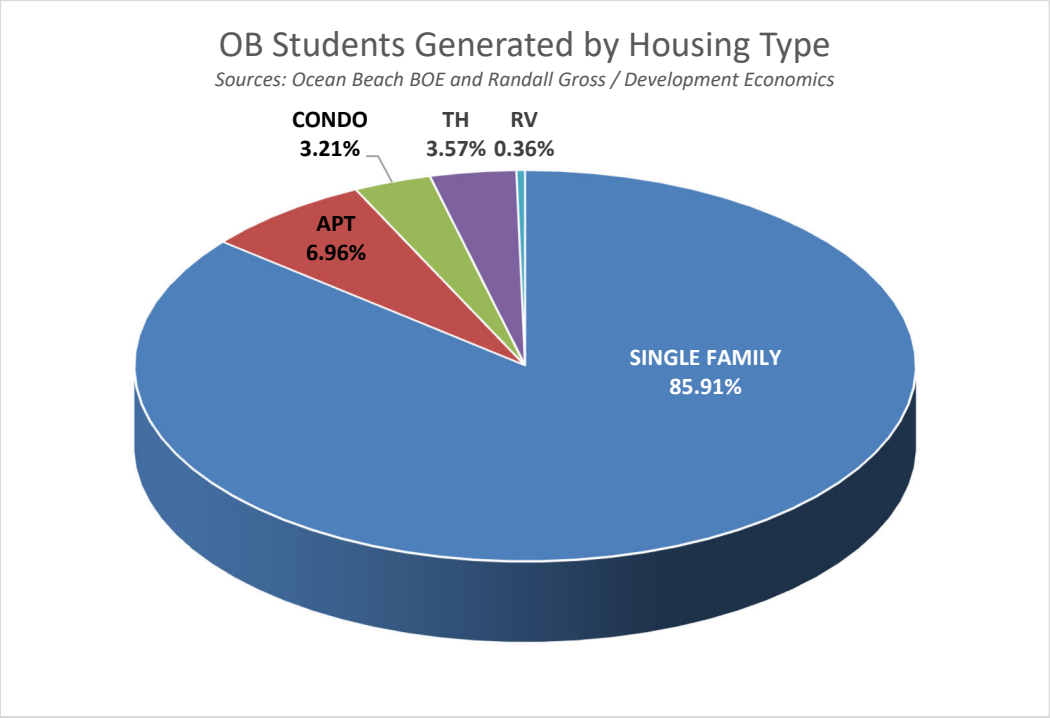
Table 8. SCHOOLS COSTS BY LAND USE, ORANGE BEACH, AL, 2024

Use		Factor	Measure		Per Acre
Residential-SF	$	5,206	DU	$	35,463
Residential-TH	$	3,746	DU	$	83,246
Residential-APT	$	2,026	DU	$	74,436
Residential-CON	$	111	DU	$	19,008
Industrial		-	SF		-
Office		-	SF		-
Retail		-	SF		-
Hotel		-	SF		-

Source: Randall Gross / Development Economics.

Again, because of the density of condominiums, their cost *per acre* is still nearly $20,000 per year. Nevertheless, this is lower than the cost of mid-density townhouses and apartments. Pupil yields are highest for single-family housing, followed by town homes and apartments. Overall, single-family housing generates 86% of the cost to schools, while apartments generate about 7%, townhouses 3.6% and condominiums 3.2%. Pupil yields per household and overall student yield by land use are summarized below.

Land Use	Pupil Yield / Unit	Cost / Unit
Single-Family Detached	2.7918	$5,206
Single-Family Attached (TH)	2.0087	$3,746
Apartment	1.0863	$2,026
Condominium	0.0598	$ 111
Mobile Home/RV	0.0488	$ 91



Summary of Fiscal Costs

These various fiscal costs were added together to arrive at a "total" gross fiscal cost per land use to the City of Orange Beach. Costs are highest for residential uses that generate year-round demand for services, including single-family homes and town homes, and to a lesser extent, apartments. By comparison, condominiums generate a much lower fiscal cost per unit. However, on a per-acre basis, condominiums generate the highest gross cost to the City because of the high density of units compared with other residential land uses.

Table 9. TOTAL FISCAL COSTS BY LAND USE, ORANGE BEACH, 2024

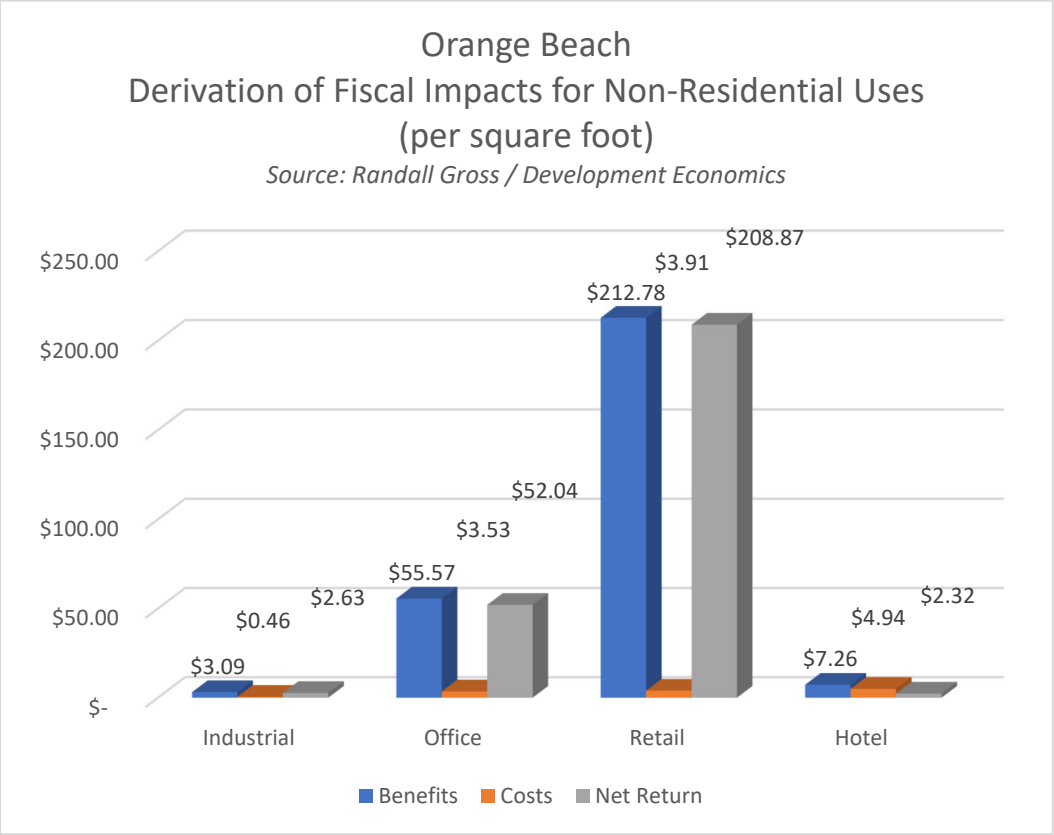
Use		Factor	Measure		Per Acre
Residential-SF	$	11,324	DU	$	74,582
Residential-TH	$	16,046	DU	$	450,998
Residential-APT	$	6,917	DU	$	280,406
Residential-CON	$	3,701	DU	$	533,391
Industrial	$	0.46	SF	$	1,034
Office	$	3.53	SF	$	8,821
Retail	$	3.91	SF	$	21,048
Hotel	$	4.94	SF	$	811,481

Source: Randall Gross / Development Economics.

Industrial and commercial uses generate relatively low costs to the City of Orange Beach, ranging from just over $1,000 per acre of industrial ($0.46 per square foot) to $21,000 per acre for retail (or $3.91 per square foot). Hotels, however, generate costs at about $1.00 more per unit (room) than retail or office space, at nearly $5.00 per square foot. Because of the density of hotels, their impacts are magnified on a per-acre basis.

Derivation of Non-Residential Land Use Impacts

The chart below compares both the fiscal revenues and costs generated by non-residential uses in order to show how the net fiscal benefits were derived. For example, retail uses are shown to generate a gross fiscal benefit of about $213 per square foot, with a gross fiscal cost of about $4.00 per square foot. Therefore, as shown below, the "net" fiscal impact of retail on the City of Orange Beach is about $209 per square foot.



Similarly, office use generates a gross revenue impact of about $55.60 and gross costs of $3.50, yielding a net impact of about $52.00 per square foot. Industrial benefits are very low at just about $3.00 per foot, but so are its costs (less than $0.50 per square foot), yielding net benefit of about $2.60. By contrast, hotels generate a higher gross benefit of $7.30 per square foot but also have relatively high costs of nearly $5.00 per square foot, yielding net benefits of about $2.30 per square foot, the lowest *net* benefit of the commercial uses.

General Findings & Recommendations

This Fiscal Impact Analysis has shown that the City of Orange Beach benefits greatly from its tourism economy, with hotel and condominium development – as well as the retail trade to support it – generating substantial tax revenue benefits with nominal cost to the City. The condominiums that are built in Orange Beach function as temporary housing without generating a significant impact on schools and municipal services. Because of the density of these units, condominiums utilize little land and yet generate substantial economic and fiscal net benefits. Single family housing units generate the highest impacts on schools, parks and amenities, but are otherwise a relatively low impact land use.

The findings suggest that, while the City is well-resourced by the tourism economy, there are inherent risks in such a high level of dependency on tourism revenues which are used to cross-subsidize community services and amenities for permanent residents. This analysis also did not take into account capital infrastructure risks associated with tourism in a waterfront community like Orange Beach. That being said, mitigation is an inherent part of the budget for operating entities including public works and coastal resources in this community. In general, every effort is encouraged that increases economic diversity (thereby reducing the overall dependency on tourism) without harming the existing revenue base.

Clear opportunities for economic diversification have been provided in the economic development element of this comprehensive plan, including efforts to recruit more fin-tech business, health care, and other uses that generate office-based revenues to the City. Office use generates a modest but positive $53 per square foot in fiscal ROI to Orange Beach, yielding $150,000 per acre. Creating opportunities for medical office space, in particular, has been encouraged through this comprehensive plan as well as through discussions among community leadership. Residential uses generate a net drain on City resources, but they also support housing for permanent residents. So, efforts to reduce the availability of diverse housing resources of various types solely due to fiscal costs are not encouraged. The housing market analysis indicated

demand for various types of housing in the city to serve existing and future households including the children of today's residents.

F5) Existing Zoning Alignment

Existing Zoning Alignment

Provided on the following page, the "Orange Beach Zoning Districts to Place Type Alignment Assessment – Preliminary" chart provides a high-level visual assessment tool to evaluate the compatibility between the City's various existing zoning districts and this plan's proposed Place Types as described on pages 53-69. Each row represents a specific zoning district, while Place Types are listed by column.

The symbols in the grid provide a preliminary indication in the degree of alignment between Place Types and zoning districts. In practical terms, the assessment informs the scope of potential zoning code revisions. The symbols are as follows:

- Directly Related (solid square) designation suggests that the existing code is largely effective for that placetype and would require minimal to no amendments.

- Partially Related (circle) finding indicates that while the zoning is fundamentally appropriate, it has shortcomings that necessitate targeted modifications to the code to achieve full alignment.

- Not Related/Appropriate (x-square) symbol indicates that the district and the placetype are essentially unrelated and no relationship is necessarily intended.

Orange Beach Zoning Districts to Placetype Alignment Assessment - Preliminary

■ - Directly related. The Zoning District is mostly appropriate to implement the place type.
❍ - Partially Related. The zoning district is partially appropriate to implement an requires modifications.
☒ - Not related/appropriate. The zoning district is not compatible with the place type.
◆ - Not Applicable.

				Placetype												
	Zone	District Name	Zone Type	Suburban: Corridor Mixed Use	Suburban: Residential/Mixed Use - Beachfront	Suburban: Residential General	Suburban: Residential Waterfront	Suburban: Mobile Homes	Urban: Commercial/Mixed Use	Urban: Residential	Special: Alternative Lodging	Special: Industrial	Special: Institutional	Natural Areas	Rural/Vacant Areas	Parks and Recreation (Public)
Zoning Districts	AG	Agricultural District	Agricultural	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	❍	❍	❍
	A_TBD	Agricultural - To Be Determined	TBD	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	❍	❍	❍
	RM_1	Multi-Family Residential District	Residential Only	☒	☒	■	☒	☒	■	❍	☒	☒	❍	☒	☒	☒
	RS_1	Single-Family Residential District	Residential Only	☒	☒	■	☒	☒	☒	❍	☒	☒	❍	☒	☒	☒
	RM_2	Multi-Family Residential District	Residential Only	☒	☒	■	☒	☒	☒	❍	☒	☒	❍	☒	☒	☒
	RS_2	Single-Family Residential District	Residential Only	☒	☒	■	☒	☒	☒	❍	☒	☒	❍	☒	☒	☒
	RS_3	Single-Family Residential District	Residential Only	☒	☒	■	☒	☒	☒	❍	☒	☒	❍	☒	☒	☒
	BR_2	Beach Residential District	Residential Only	☒	■	☒	❍	☒	☒	☒	❍	☒	❍	☒	☒	☒
	MHS	Mobile Home Subdivision	Mobile Home	☒	☒	◆	☒	■	☒	☒	☒	☒	❍	☒	☒	☒
	MHP	Mobile Home Park	Mobile Home	☒	☒	◆	☒	■	☒	☒	☒	☒	❍	☒	☒	☒
	RO	Retail Office District	Commercial Only	❍	◆	◆	◆	◆	❍	◆	❍	☒	❍	☒	☒	☒
	GB	General Business District	Mixed Use	❍	◆	◆	◆	◆	❍	◆	❍	❍	❍	☒	☒	☒
	NB	Neighborhood Business District	Mixed Use	◆	◆	◆	◆	◆	❍	◆	❍	☒	❍	☒	☒	☒
	PUD	Planned Unit Development District	Planned Development	❍	❍	❍	❍	❍	❍	❍	❍	■	❍	❍	❍	❍
	MR	Marina Residential District	Mixed Use	☒	❍	❍	❍	☒	☒	❍	☒	■	❍	❍	❍	❍
	I_1	Industrial District	Industrial	☒	☒	☒	☒	☒	☒	☒	☒	■	☒	☒	☒	☒

F6) Funding Sources

Funding Sources

A successful funding strategy for Orange Beach begins with aligning project needs to the right funding category. Federal programs tend to favor large, multimodal, safety, or resilience-oriented projects, while state programs through ALDOT and ADECA often support roadway, broadband, and stormwater improvements at a local scale. Competitive federal grants require clear project justification, strong benefit–cost narratives, and coordination with regional and state partners. Alabama's Rebuild Alabama Act programs, ATRIP-II, TAP, and CDBG can be used to advance near-term, well-defined improvements. For major capital projects, the City can maximize opportunities by combining multiple funding streams, coordinating utility and broadband work with roadway improvements, and ensuring shovel-ready design to meet program timelines. Following is a summary of funding sources available at the local, regional, State and Federal levels to fund the infrastructure and mobility projects identified in this plan.

FEDERAL FUNDING SOURCES

USDOT RAISE Grants

Funds multimodal, complete street, bicycle, pedestrian, safety, resilience, and corridor improvement projects through national competitive grants. Local governments benefit most when projects are fully scoped, have strong benefit-cost narratives, and show clear regional support.

INFRA / MEGA / Rural Surface Transportation Grants

Support major highway, freight, and regional corridor projects requiring substantial capital investment. Cities often succeed by partnering with ALDOT, as state DOT sponsorship and corridor significance greatly improve competitiveness.

Highway Safety Improvement Program (HSIP)

Funds roadway safety improvements proven to reduce crashes and protect vulnerable road users. Projects supported by crash data and systemic safety strategies are more likely to receive funding.

Safe Streets and Roads for All (SS4A)

Provides planning and construction grants for local roadway safety improvements. Local governments often start with a funded safety action plan, which positions them well for larger implementation grants. This program is entering its last year of allocated funding but may be reauthorized under future funding legislation.

FEMA BRIC (Building Resilient Infrastructure & Communities)

Supports drainage, flood mitigation, utility hardening, and coastal resilience projects. The strongest applications include documented flood history, benefit-cost ratios, and clear resilience co-benefits.

FEMA Hazard Mitigation Grant Program (HMGP)

Funds post-disaster mitigation, including drainage upgrades, culvert replacements, and utility elevation. Eligibility depends on a declared disaster, so cities benefit from having shovel-ready mitigation projects pre-designed.

EPA Green Infrastructure & Water Quality Grants

Supports natural stormwater treatments such as

bioretention, permeable pavement, and watershed improvements. Projects tied to pollutant reduction or impaired-waterbody improvements score highest.

NTIA Broadband Infrastructure Programs
Provides competitive grants for broadband deployment in underserved locations. Local coordination with private ISPs and demonstrated community support improves likelihood of funding award.

USDA ReConnect Program
Funds rural broadband infrastructure where traditional service is limited. Projects with partnerships between municipalities and cooperatives often score best.

Land and Water Conservation Fund (LWCF)
Supports trail connections, pedestrian access improvements, waterfront recreation, and park infrastructure. Requires a permanent public-use commitment, so cities must ensure eligible long-term ownership or control.

STATE & REGIONAL FUNDING SOURCES

Rebuild Alabama Act – Annual Grant Program (RAA)
Provides State transportation funding to cities and counties for resurfacing, widening, and road/bridge improvements. Projects are most competitive when locally prioritized, cost-efficient, and deliver clear mobility benefits.

ATRIP-II (Alabama Transportation Rehabilitation & Improvement Program-II)
Funds local projects connected to the State-maintained highway system, including capacity, safety, and access improvements.

Transportation Alternatives Program (TAP)
Supports sidewalks, shared-use paths, crosswalks, lighting, and other bicycle and pedestrian infrastructure statewide. Local match is required, and well-defined projects near schools, parks, and commercial areas often score higher.

Alabama Transportation Infrastructure Bank (ATIB)
Provides low-interest loans to accelerate local and regional transportation projects. Can be used to provide matching funds for larger federal grants Orange Beach wants to pursue.

Industrial Access Program
Funds roadway improvements necessary to support economic-development and industrial projects. Commercial and employment-center projects are strongest candidates, especially near tourism or industry nodes

ADEM Clean Water State Revolving Fund (CWSRF)
Offers low-interest loans for stormwater, sewer, and green-infrastructure upgrades, including LID retrofits. Loan forgiveness or principal subsidy may be available for eligible environmental or resilience-focused projects.

ADEM ARPA Stormwater Grants
Provides grant funding to municipalities for culverts, drainage repair, stormwater system upgrades, and LID improvements. Orange Beach can bundle multiple drainage sites into one application if tied to clear

flood-reduction benefits.

Coastal Zone Management Program (NOAA + ADCNR)
Supports shoreline protection, natural drainage, dune restoration, and coastal water-quality projects. Projects with natural-based solutions (dunes, living shorelines, green infrastructure) are most competitive.

Community Development Block Grants (CDBG) – ADECA
Funds water, sewer, drainage, and neighborhood infrastructure improvements in eligible areas. Projects serving low- to moderate-income areas or benefiting public services typically score best.

Drinking Water & Clean Water SRF Programs
Offer low-interest financing for water and wastewater treatment, pipe replacement, and capacity upgrades. Strong utility asset-management planning improves eligibility.

BEAD (Broadband Equity, Access & Deployment) Program
Provides Alabama with $1.4 billion for broadband expansion to unserved and underserved locations. Local governments responsible for permitting, rights-of-way coordination, and community outreach.

Alabama Broadband Accessibility Fund
State grant program supporting broadband deployment in areas lacking adequate service. Orange Beach can increase competitiveness by working with ISPs to document unserved census blocks.

ADECA Broadband Permitting Support Funding
Supports streamlined local permitting, construction coordination, and broadband readiness for BEAD projects. Strongest projects for this program include clear timelines and standards, which speeds project deployment and strengthens state partnerships.

LOCAL FUNDING SOURCES

City Capital Improvements Program (CIP)
Allocate local tax revenues, impact fees, and general funds toward priority infrastructure projects. Predictable CIP allocations can be used as match for State or Federal grants, greatly increasing competitiveness.

Tourism-Related Revenue Streams
Use of lodging, hospitality, and tourism-generated revenue to fund pedestrian, lighting, roadway, and multimodal improvements. This is especially effective for projects supporting beach access, Town Center development, and pedestrian routes.

Local Improvement / Assessment Districts
Funds targeted infrastructure improvements, such as lighting, drainage, or streetscape enhancements, within designated benefit districts. Developers and businesses often support these when improvements directly enhance commercial viability.

Developer Contributions
Use of subdivision regulations and development agreements to secure funding for multimodal paths, drainage upgrades, utilities, and roadway improvements. Often strongest when paired with consistent standards and

coordinated project review.

Category	Key Programs
Roadway & Multimodal	RAA, ATRIP-II, TAP, ATIB, RAISE, INFRA, SS4A
Non-Motorized	TAP, RAISE, SS4A, LWCF
Stormwater & Drainage	CWSRF, ARPA Stormwater Grants, FEMA BRIC, HMGP, NOAA CZM
Water & Sewer	CDBG, SRF loans (ADECA/ADEM)
Broadband	BEAD, ADA Broadband Accessibility Fund, USDA ReConnect, NTIA programs
Utilities	ATIB, FEMA resilience grants
Green Infrastructure	EPA watershed grants, ADEM green infrastructure funding

Planning Project Overview

Orange Beach is a resort community in Baldwin County, Alabama, with a total area of 15.9 square miles. The population is approximately 8,500 residents, although approximately 100,000 people can occupy the community during peak tourist seasons.

Project Intent

Citywide Comprehensive Plans are called "comprehensive" because they are comprehensive in nature by addressing a broad range of community planning issues. Topics addressed include land uses, development form and character, mobility, housing, economic development, natural and cultural resource preservation, parks and recreation, infrastructure, and similar issues. The City's last comprehensive plan was prepared in 2020, so a new plan was needed. Key reasons to prepare such a plan include the following:

1. *Build Consensus:* Avoid individual agendas pulling in different directions.
2. *Basis for Zoning:* The zoning map and regulations will be revised to reflect the plan.
3. *Secure Funding for Projects:* A plan makes a city competitive with other communities in securing grants.
4. *Enhance Quality of Life:* For citizens, visitors, and for the purposes of business recruitment.
5. *Fiscal Efficiency:* Maximize infrastructure and similar public investments within a coordinated and strategic manner.

Project Approach

These steps were used to create the plan:

Task 1.0: Project Kick-Off & Research
Task 2.0: Initial Public Engagement
Task 3.0: Charrette & Concept Plan
Task 4.0: Draft Plan Preparation
Task 5.0: Plan Presentation & Revisions

Planning Principles

These principles are based on recognized "best practices" and adjusted for the circumstances of Orange Beach and public input. The abbreviated principles, include:

1. Preserve natural and environmentally sensitive lands, and enhance Orange Beach's overall environmental quality.
2. Maximize and leverage Orange Beach's existing community assets.
3. Foster safe, vibrant and walkable neighborhoods offering an enhanced quality of life.
4. Create a range of housing opportunities and affordable choices for Orange Beach's citizens.
5. Mix Orange Beach's land uses to create pedestrian-friendly places.
6. Promote high-quality development in Orange Beach with a strong sense of place.
7. Provide ample recreational and cultural amenities for Orange Beach's citizens and visitors.
8. Provide a variety of transportation alternatives and high-quality transportation corridors within Orange Beach.
9. Expand economic development opportunities in Orange Beach.
10. Pursue a healthy balance between the needs of Orange Beach residents and thetourism industry.
11. Maintain policies and processes in Orange Beach that are equitable to both citizens and developers.
12. Overall, strongly limit and control all future development in Orange Beach.

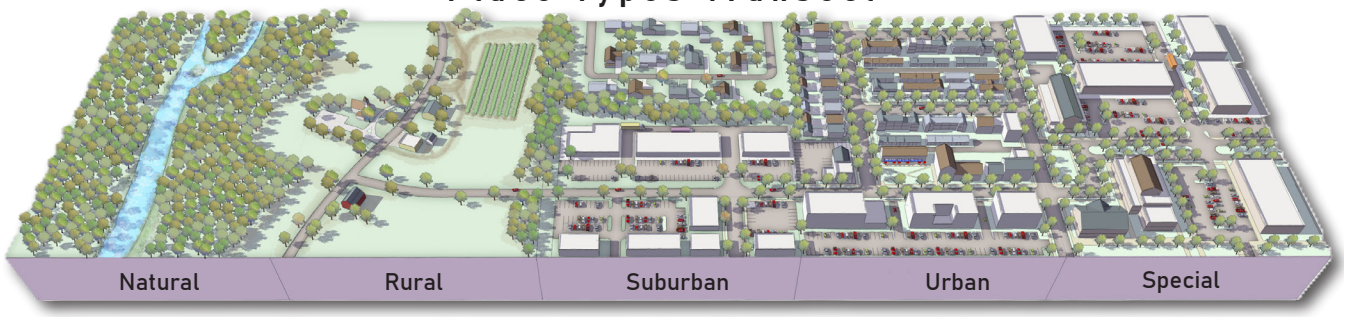
Public Engagement

Public input into the preparation of this plan occurred in various forms. There were public meetings, a charrette workshop in which public participants created their own concept plans, and the Consultants presented the ultimate Concept Plan for public feedback. The online public opinion survey attracted 843 respondents as well.

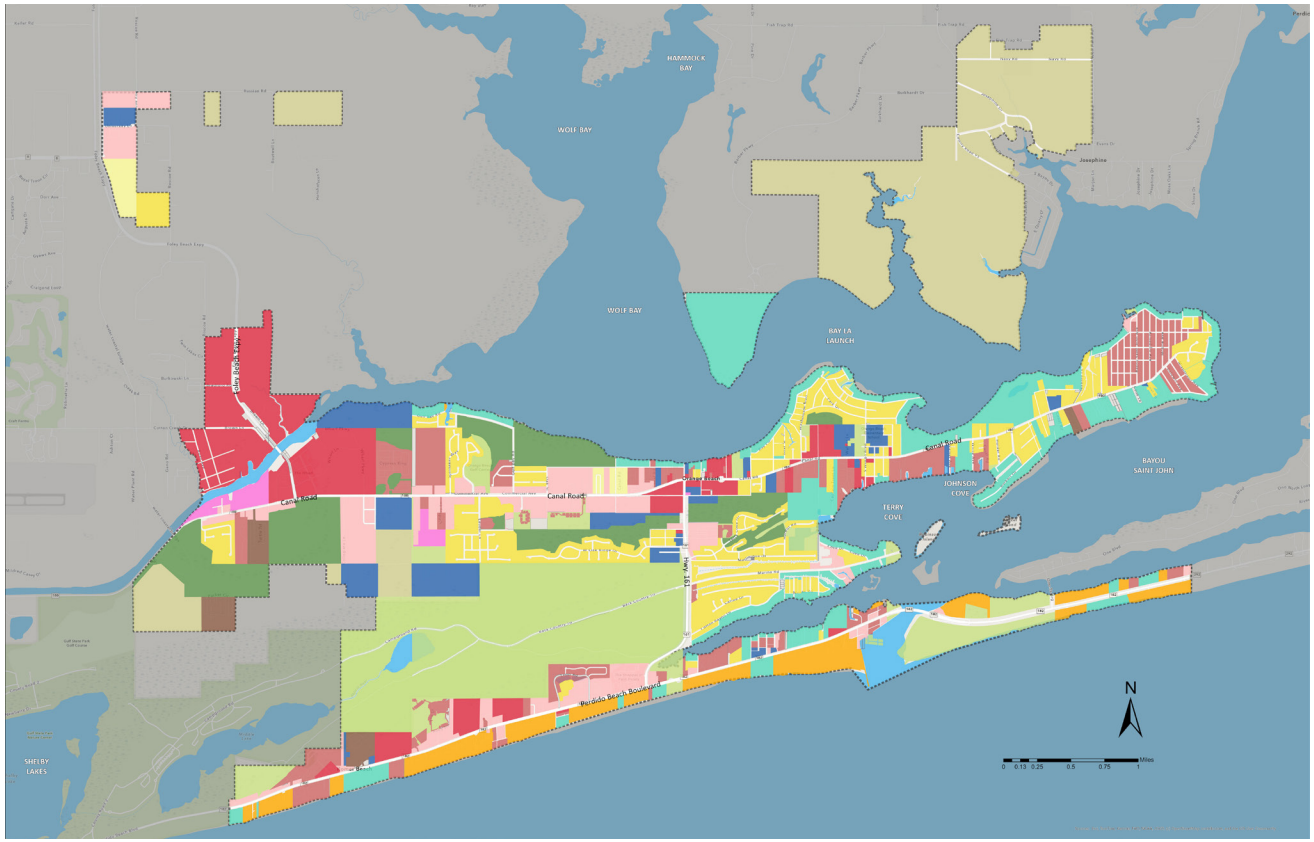
Place Types

"Place Types" are determined by land uses, density, form and character. The transect illustrating the five primary Place Types applicable to most communities is at right, while the 13 specific Place Types for Orange Beach are mapped below. They will ultimately be implemented through zoning.

Place Types Transect



Place Types Map



Suburban
- Suburban: Commercial/Mixed Use
- Suburban: Residential/Mixed Use - Beachfront
- Suburban: Residential - General
- Suburban: Residential - Waterfront
- Suburban: Residential - Manufactured Homes

Urban
- Urban: Commercial/Mixed Use
- Urban: Residential

Special
- Special: Alternative Lodging
- Special: Industrial
- Special: Institutional

Misc.
- Natural Areas
- Rural/Vacant Areas
- Parks & Recreation

"Continue with smart development and grow the economy in areas outside of hospitality to create stability and reduce risk."

Public Opinion Survey Respondent

Road & Street Types

Orange Beach's Road and Street Types are categorized by their Place Type context. Road/Street Types are context-sensitive, so a single road/street might feature distinct Rural, Suburb and Urban segments based upon the specific areas through which they are traversing. The prototypical designs are aspirational and intended to direct future improvement projects to upgrade existing roadways and to construct new ones with more "Complete Street" features. Trails and bike lanes are also addressed.

Prototypical Designs

- Urban Mixed-Use Blvd Arterial
- Suburban Residential Minor Arterial
- Mixed Residential Collector
- Neighborhood Collector
- Local Street
- Town Center Approach
- Town Center

Parks & Recreation

The National Recreation and Parks Association (NRPA) has metrics that allow communities to compare their number of recreation facilities by type with other communities in the country that are of a comparable size. They stress that every community is different. However, in the case of Orange Beach, it substantially exceeds the metrics for tennis courts and baseball/softball fields, while it falls short for playgrounds and skate parks. Improvements are now occurring for the City's Recreation Center.

Infrastructure & Facilities

Infrastructure

Key plan recommendations for infrastructure for Orange Beach include:

- Water and sewer capacity upgrades
- Flood-resilient utility hardening program
- Citywide broadband expansion initiative
- Pedestrian-scale lighting improvements
- Low-impact design standards
- High-flood area drainage enhancements (Hwy. 182 Corridor)
- Low-impact development and impervious surface reduction program
- Utility resilience and modernization

Facilities

- Expand the middle and high school at the current site.
- Develop a medical complex on the west side of Orange Beach Blvd., beginning just north of Bonito Ave. and south to West Oak Ridge Dr. The City has already assembled much of this land.

Natural & Cultural Resources

Natural Resources

The City already has progressive environmental regulations, particularly for wetlands. This plan proposes the preservation of Pig Bayou (right) and to adopt a conservation program.

Cultural Resources

It is proposed that the History Museum be relocated to the proposed new Town Center and that interpretive panels on local history be installed.

Community Design: Town Center

This proposed new Town Center would be located on both sides of Canal Road around the existing roundabout and would be focused on local residents. Much of the land is already owned by the City and it would incorporate several existing public facilities, such as the Arts Center and Library.

Town Center Concept Plan
Below are key elements of the Concept Plan at right:

1. *Clock Tower* anchoring the roundabout as an entry statement for the Town Center
2. *Town Green* framed by buildings, including the Arts Center anchoring the north end
3. *Mixed-Use Buildings* at 1-3 stories with housing and offices above commercial
4. *Housing & Live-Work Buildings* at 1-2 stories with a ratio to be determined
5. *History Museum* relocated from the existing municipal complex
6. *Commercial Building* - preferably a coffee house or restaurant
7. *Event Center* as an alternative to the one at The Wharf to be sold by the City (15,000± sq. ft.)
8. *Boutique Hotel* to serve a range of users, including for events at the Arts Center
9. *Boardwalk* along the bay from GT's on the Bay east to the Arts Center pier (already planned)
10. *Farmer's Market Venue* to occur on City-owned property and to retain the beloved trees
11. *Arts Center* is one of the key existing facilities that attracts many visitors and hosts events
12. *Library & Senior Activity Center* are existing facilities that are focused on local residents
13. *GT's on the Bay* is an extremly popular existing restaurant and will continue as a big draw
14. *Community Kids Park* will be retained in place as an important Orange Beach resource
15. *Electrical Substation* is an existing site feature, but heavy landscape screening is proposed

To appreciate the site's and plan's scale, the Town Green is roughly the size of a football field. Also, the plan sections on "Economics" and "Housing" elaborate on the Town Center with respect to those issues.

Roundabout clock tower

"I like the "Main Street" downtown idea."

"An adorable Downtown walking area would be awesome."

Public Opinion Survey Respondents

Town Center looking east from the roundabout

Community Design: Perdido Beach Blvd. Corridor

The Perdido Beach Blvd. corridor is an economically vibrant place with amenities for both locals and visitors. However, segments of the corridor could be greatly enhanced. Challenges include: large buildings fronting large unattractive parking lots, the extent of parking greatly exceeds the amount needed, parking lots lack landscaping that could benefit aesthetics and the environment, and there is a lack of pedestrian facilities. In addition to recommending the adoption of Design Guidelines for much higher-quality development, this plan has used the intersection of Perdido Beach Blvd. and Loop Rd. as an example of how enhanced design could be applied to the full length of the corridor. The concept plan below at right illustrates improvements such as infill development along the street and extensive landscaping.

"Unfortunately we're... filling our island with inferior cheap homes that are cookie cutter."

"[I want] better architectural design in the buildings that are permitted."

Public opinion survey respondent

Existing Conditions: Perdido Beach Blvd. at Loop Rd.

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution authorizing the execution of a professional services contract with Desiree Hodge for the 2027 Orange Beach Festival of Art. (JL)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Authorize Professional Services Contract Art Center Desiree Hodge
2. 2026.08.14 Professional Services Agreement Desiree Hodge

RESOLUTION NO. 26-xxx

A RESOLUTION AUTHORIZING THE EXECUTION OF A PROFESSIONAL SERVICES CONTRACT WITH DESIREE HODGE FOR THE 2027 ORANGE BEACH FESTIVAL OF ART

FINDINGS:

1. Desiree Hodge was previously employed by the City as Director of the Coastal Arts Center and retired on October 30, 2026.
2. The City wishes to engage Desiree Hodge as an Independent Contractor to provide support services for the benefit of the City of Orange Beach Coastal Arts Center's 2027 Festival of Art.
3. The City of Orange Beach and Desiree Hodge have reached an agreement (attached Exhibit A) whereby the City of Orange Beach agrees to pay Desiree Hodge to provide professional services supporting the 2027 Orange Beach Festival of Art on a remote, hourly basis at the request of the City of Orange Beach.
4. After having reviewed the agreement, the City Council has determined that the provisions are in the best interest of the City of Orange Beach, Alabama.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the Mayor is hereby authorized to execute the agreement in substantially the form and of substantially the content now before the Council between the City of Orange Beach and Desiree Hodge as an act for and on behalf of the City of Orange Beach subject to final approval by the City Attorney; and
2. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

PROFESSIONAL SERVICES CONTRACT

This Agreement is made and entered into by and between the City of Orange Beach, a Class 8 Alabama municipal corporation (hereinafter the "City") and Desiree Hodge, an individual (hereinafter the "Contractor"), as follows:

1. Recitals.

   WHEREAS, the City desires to engage Contractor to provide professional services as needed to support staff in regular activities and specifically for the Orange Beach Festival of Art.

   WHEREAS, the Contractor is skilled in providing such services and is available and willing to perform such services on the terms and conditions set forth in this Agreement;

   NOW, THEREFORE, for and in consideration of the mutual covenants and agreements hereinafter set forth to be kept and performed by the other, and other good and valuable consideration, the receipt and sufficiency of all of which are hereby acknowledged, the parties to hereby covenant and agree as follows:

2. Consulting Services to be Performed.

   a) Contractor will perform such services with regard to the Orange Beach Festival of Art's needs, based on many years of education, experience and institutional knowledge.

3. Compensation.

   a) As full and total compensation for the services to be provided pursuant to this Agreement, Contractor shall be paid $60.00 per hour. The maximum compensation shall be $38,000.00 annually calculated per January to December calendar period.

   b) Contractor agrees to abide by the City's established policies, and agrees that any travel and expenses must be approved in advance by the City.

   c) Contractor shall be paid per invoice submitted on a monthly basis to the City with itemization of services provided.

4. Terms.

   The term of this Agreement shall commence on November 2, 2026, and end on April 16, 2027. The Agreement may be renewed for additional terms upon the mutual written agreement of the Parties. Any renewal shall be subject to the same terms and conditions set forth herein unless otherwise agreed to in writing by the Parties.

5. Independent Contractor.

   a) Notwithstanding any of the provisions of this Agreement, it is agreed that the City has no financial interest in the business of Contractor and shall not be liable for any debts or obligations incurred by Contractor, nor shall City be deemed or construed to be a partner, joint venturer or otherwise interested in the assets of Contractor, or in the sums earned or derived by Contractor.

   b) Contractor, in the performance of its operations and obligations hereunder, shall not be deemed to be an agent of City but shall be deemed to be an independent Contractor in every respect and shall take all steps at its own expense as City may from time to time request to indicate that it is an independent Contractor. City does not, and will not, assume any responsibility for the means by which or the manner in which the services by Contractor provided for herein are performed but, on the contrary, Contractor shall be wholly responsible therefor.

6. Assignment.

   Contractor acknowledges that its identity and peculiar capacity to provide the services described hereinabove constitute a material consideration for City's having entered into this Agreement. Therefore, Contractor shall not transfer or assign this Agreement or any of the rights or privileges granted herein without the prior written consent of City; which consent shall be granted or denied solely at City's discretion.

7. Compliance with Law.

   Contractor hereby agrees to comply strictly with all the laws of the State of Alabama and of the United States, and the laws and ordinances of any other jurisdiction in which contractor may perform any work pursuant to this Agreement. Contractor further agrees to comply with all rules, regulations, policies, and City ordinances that apply to sporting or other activities at City properties and facilities.

8. Termination.

   This Agreement may be terminated by either party for any reason upon thirty (30) days' notice of the intent to terminate. Upon termination, Contractor shall be paid *pro rata* for all services actually rendered up to the effective date of termination.

9. Final Agreement.

   This Agreement is the final expression of the Agreement between the parties, and the complete and exclusive statement of the terms agreed upon, and shall supersede all prior negotiations, understandings or agreements. There are no representations, warranties, or stipulations, either oral or written, not contained herein.

10. Modifications.

    Any alterations, variations, modifications or waivers of the provisions of this Agreement shall only be valid when they have been reduced to writing, approved by the City Council, and signed by the duly authorized representatives of both parties.

11. Severability.

    The provisions of this Agreement shall be deemed severable. If any part of this Agreement is rendered void, invalid or unenforceable, such rendering shall not affect the enforceability of the remainder of this Agreement unless the part or parts which are void, invalid or otherwise unenforceable shall substantially impair the value of the entire Agreement with respect to either party.

12. Law Governing.

    This Agreement shall be governed by the laws of the State of Alabama, and the appropriate venue for any actions arising out of this Agreement would be Baldwin County, Alabama.

13. Notices.

    All notices of cancellation, requests, demands or other communications shall be in writing and duly delivered to the addresses appearing below:

    City of Orange Beach

    City Clerk
    Post Office Box 458
    Orange Beach, AL 36561

    And to Contractor:
    Desiree Hodge

    _____

IN WITNESS WHEREOF, we have hereunto set our hands and seal on this the ____ day of _____, 2026.

CITY OF ORANGE BEACH

By: _____
Tony Kennon
Mayor

ATTEST:

_____
Renee Eberly, City Clerk

_____
Desiree Hodge, an Individual

STATE OF ALABAMA
COUNTY OF BALDWIN

I, the undersigned Notary Public in and for said County in said State, hereby certify that Tony Kennon and Renee Eberly, whose names as Mayor and City Clerk, respectively, of the City of Orange Beach, a municipal corporation, are signed to the foregoing agreement, and who are known to me, acknowledge before me on this day, that, being informed of the contents of the above and foregoing, they, as such officers and with full authority, executed the same voluntarily for and as the act of said municipal corporation on the day the same bears date.

Given under my hand and seal this the _____day of_____, 2026.

_____
Notary Public
(SEAL) State of Alabama
My Commission Expires: _____

STATE OF ALABAMA
COUNTY OF BALDWIN

I, the undersigned Notary Public, in and for said County in said State, hereby certify that Desiree Hodge, an Individual, whose name is signed to the foregoing agreement, and who is known to me,

acknowledged before me this day that, being informed of the contents of the above and foregoing agreement, she executed the same voluntarily on the day the same bears date.

Given under my hand and seal this the _____day of_____, 2026.

_____
Notary Public
State of Alabama
My Commission Expires: _____

(SEAL)

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution accepting the donation of golf cart emergency lighting equipment for the Police Department from Emergency Lighting by Haynes, L.L.C., dba Haynes Emergency Lighting. (TJ)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Accept Donation Police Golf Cart Emergency Lighting
2. 2026.08.18 Agenda Memo - Police Golf Cart Emergency Lighting Donation
3. 2026.06.10 Quote - Police - Haynes Emergency Lighting Golf Cart

RESOLUTION NO. 26-xxx

A RESOLUTION ACCEPTING THE DONATION OF GOLF CART EMERGENCY LIGHTING EQUIPMENT FOR THE POLICE DEPARTMENT FROM EMERGENCY LIGHTING BY HAYNES, L.L.C. (DBA HAYNES EMERGENCY LIGHTING)

FINDINGS:

1. Emergency Lighting by Haynes, L.L.C, doing business as Haynes Emergency Lighting, (hereinafter referred to as "Haynes") manufactures a comprehensive line of audio and visual emergency vehicle warning equipment utilized by first responders across the state of Alabama.
2. Haynes has offered to donate and install certain emergency vehicle warning equipment for golf carts utilized by the City of Orange Beach Police Department (hereinafter referred to as "OBPD"). The value of donated property and installation totals $6,852.74.
3. OBPD has reviewed the offered equipment and recommends the acquisition of the items described as follows:

ITEM DESCRIPTION	QUANTITY
Linear ION Lights	2
Surface Mounted Strip Lights	10
Mini T-Series Lights	4
Low Profile Surface Mounted Lights	2
Surface Mounted Lights with Smoked Lens	2

4. The City Council has determined that acceptance of the donation is in the best interest of the City of Orange Beach, Alabama.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the Mayor is hereby authorized to accept the donation of emergency lighting equipment on behalf of the City of Orange Beach and to execute the necessary documents between the City of Orange Beach and Emergency Lighting by Haynes, L.L.C., doing business as Haynes Emergency Lighting, subject to final approval by the City Attorney; and
2. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

C I T Y O F O R A N G E B E A C H

To: Mayor and Council
From: Trent Johnson, Police Chief
Date: July 21, 2026
Subject: **Resolution to approve donation from Haynes Emergency Equipment**

ITEM DESCRIPTION:
Donation of equipment from Haynes Emergency Lighting for the Orange Beach Police Dept.

BACKGROUND INFORMATION: Haynes Emergency Lighting offered, (solely as goodwill Gesture) to donate emergency equipment for the police department for our 2026 Denago Golfcart totaling $6,852.74. The cart will be used at the Orange Beach High School campus and sports plex campus. The donation carries no future obligation or expectation of future purchases.

ACTION OPTIONS / RECOMMENDATION:
Request approval of this donation

SOURCE OF FUNDING:
No cost

BUDGETED:
N/A

ATTACHMENTS: **Haynes Emergency Lighting invoice establishing value and description of emergency lights to be donated**

DEPARTMENT:
Police

STAFF CONTACT:
Chief Johnson

Sales Order

HAYNES Emergency Lighting

4850 Lakeview Blvd.
Montgomery, AL 36110
(334) 241-5200
Robertsdale: (251) 225-4135

Order Number: 26-0581
Order Date: 6/10/2026

Salesperson: SCOTTIE HAYNES
SCOTTIE@ELBHAYNES.COM
Customer Number: 03-0015001

Sold To:
CITY OF ORANGE BEACH
ACCOUNTS PAYABLE
P.O. BOX 458
ORANGE BEACH, AL 36561
Confirm To:

Ship To:
CITY OF ORANGE BEACH
JASON YOUNG
7394 ROSCOE ROAD
GULF SHORES, AL 36542

Customer P.O.	Ship VIA	F.O.B.	Terms
			Net 30

Item Code	Unit	Ordered	Shipped	Back Order	Price	Amount
OBPD DENAGO GOLF CART						
CCP9	EACH	1.000	0.000	0.000	331.760	331.76
CORE-C CONTROL PT/SWITCH COMBO			**Whse:** 003			
42% off of $572.00						
TCRWX2	EACH	2.000	0.000	0.000	347.420	694.84
DUO B/W SMK* WeCanX TRACER 2-L			**Whse:** 003			
42% off of $599.00						
TCRWX2	EACH	1.000	0.000	0.000	347.420	347.42
DUO B/A SMK WeCanX TRACER 2-LA			**Whse:** 003			
42% off of $599.00						
TCRLBKT	EACH	6.000	0.000	0.000	0.000	0.00
TRACER "L" BRACKET MTG KIT			**Whse:** 003			
WSSPA30	EACH	1.000	0.000	0.000	241.280	241.28
30W SIREN/SPEAKER COMB. W/PA			**Whse:** 003			
42% off of $416.00						
/I	EACH	1.000	0.000	0.000	0.000	0.00
WHELEN CEM24						
42% off of $						
CEM16	EACH	1.000	0.000	0.000	169.360	169.36
WECANX 16 OUTPUT EXPANSION MOD			**Whse:** 003			
42% off of $292.00						
XI2E	EACH	2.000	0.000	0.000	127.020	254.04
DUO LINEAR ION BLU/WHT SMK BLK			**Whse:** 003			
42% off of $219.00						
PSE02FXR	EACH	10.000	0.000	0.000	132.820	1,328.20
MEGA-T DUO FLASHER BLU-WHT/SMK			**Whse:** 003			
42% off of $229.00						

Continued

Sales Order

HAYNES Emergency Lighting

4850 Lakeview Blvd.
Montgomery, AL 36110
(334) 241-5200
Robertsdale: (251) 225-4135

Order Number: 26-0581
Order Date: 6/10/2026

Salesperson: SCOTTIE HAYNES
SCOTTIE@ELBHAYNES.COM
Customer Number: 03-0015001

Sold To:
CITY OF ORANGE BEACH
ACCOUNTS PAYABLE
P.O. BOX 458
ORANGE BEACH, AL 36561
Confirm To:

Ship To:
CITY OF ORANGE BEACH
JASON YOUNG
7394 ROSCOE ROAD
GULF SHORES, AL 36542

Customer P.O.	Ship VIA	F.O.B.	Terms
			Net 30

Item Code	Unit	Ordered	Shipped	Back Order	Price	Amount
TMS0EX	EACH	4.000	0.000	0.000	98.020	392.08
MINI T-SERIES SURFACE B-W/SMK			**Whse:** 003			
42% off of $169.00						
TSS0JCX	EACH	2.000	0.000	0.000	232.000	464.00
T-SERIES SURFACE TRIO RBW/SMK			**Whse:** 003			
42% off of $232.00						
TSS0EX	EACH	2.000	0.000	0.000	122.380	244.76
T-SERIES SURFACEMT BLU-WHT/SMK			**Whse:** 003			
42% off of $211.00						
/INSTALL KIT-RD	EACH	1.000	0.000	0.000	185.000	185.00
WIRE, TERMINAL & SUPPLIES						
/LABOR-RD	EACH	40.000	0.000	0.000	55.000	2,200.00
LABOR-ROBERTSDALE						

All quotes are based on Manufacturer's pricing on the date of the quote. All quotes are subject to changes in manufacturer's pricing, after the "QUOTE EXPIRES" date that appears above. All quotes are subject to availability. Many items require 3 to 12 weeks lead time, therefore, orders should be booked as early as possible. Most items will incur freight charges. SPECIAL ORDERS are NON-CANCELABLE and NON-RETURNABLE. CREDIT CARD PAYMENTS WILL HAVE A 3.5% FEE ADDED TO TOTAL AT TIME OF PAYMENT.

Net Order:	6,852.74
Less Discount:	0.00
Freight:	0.00
Sales Tax:	0.00
Order Total:	6,852.74

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Resolution authorizing execution of a task order with GeoCon Engineering & Materials Testing, Inc., to provide geotechnical testing services for tennis courts, multi-use turf field, and parking area improvements in an amount not to exceed $6,860. (CP)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 09-01-26 26-xxx Authorize Task Order GeoCon Tennis Courts Parking Improvements
2. 2026.08.12 Task Order GeoCon Tennis Courts Parking Improvements

RESOLUTION NO. 26-xxx

A RESOLUTION AUTHORIZING EXECUTION OF A TASK ORDER WITH GEOCON ENGINEERING & MATERIALS TESTING, INC. TO PROVIDE GEOTECHNICAL TESTING SERVICES FOR TENNIS COURTS, MULTI-USE TURF FIELD, AND PARKING AREA IMPROVEMENTS IN AN AMOUNT NOT TO EXCEED $6,860

FINDINGS:

1. The Orange Beach City Council, by Resolution No. 25-008 adopted January 7, 2025, approved a contract with GeoCon Engineering & Materials Testing, Inc., to perform certain geotechnical analysis and construction materials testing services ("the Contract").
2. The Contract authorized work to be assigned by one or more task orders approved from time to time by the City Council.
3. The City Engineer has submitted a task order (attached Exhibit A) for Council approval.
4. The proposed Task Order requires GeoCon Engineering & Materials Testing, Inc., to provide geotechnical testing services for four (4) new tennis courts and a multi-use turf field along with associated access drive and parking area improvements.
5. The scope of work described in the Task Order is authorized by the Contract and furthers public health, safety, and welfare.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the Mayor is hereby authorized to execute the Task Order as presented to Council between the City of Orange Beach and GeoCon Engineering & Materials Testing, Inc., on behalf of the City of Orange Beach subject to final approval by the City Attorney;
2. That the City Council authorizes payment in an amount not to exceed $6,860.00 to GeoCon Engineering & Materials Testing, Inc., to complete the Task Order as presented; and
3. That this Resolution shall become effective immediately upon its adoption.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____
Renee Eberly
City Clerk

C E R T I F I C A T E

I, Renee Eberly, City Clerk of the City of Orange Beach, Alabama, do hereby certify that the foregoing is a true and correct copy of Resolution No. 26-xxx, which was duly and legally adopted at a regular meeting of the City Council on September 1, 2026.

_____
City Clerk

GeoCon
Engineering & Materials Testing, Inc.

August 12, 2026

City of Orange Beach
P.O. Box 2432
Orange Beach, Alabama

Attn: Mr. Glenn Smith

Re: **Proposal for Pre-Design Geotechnical Testing**
Proposed Tennis Courts and Parking Improvements
Canal Road
Orange Beach, Alabama

Dear Mr. Smith:

GeoCon Engineering & Materials Testing, Inc. is pleased to have the opportunity to provide a proposal for pre-design geotechnical testing and engineering services for the above referenced project. The project includes four (4) new tennis courts and a multi-use turf field along with associated access drive and parking area improvements. We understand that an existing stormwater management area will be converted to an underground chamber system to utilize space for parking areas. We also understand that asphalt coring will be required in some areas to perform our borings.

Proposed Scope of Geotechnical Services

This proposal is based on two (2) soil test borings at depths of about 10 feet in the existing stormwater management area, nine (9) hand auger borings in the proposed access drive and parking area improvement areas and nine (9) 5-foot-deep hand auger borings in the proposed new tennis court and turf field areas. One (1) permeability test will be performed from a bulk sample collected at one of the borings in the stormwater management area. The purpose of our investigation will be to determine the subgrade soil and groundwater conditions within the area of the proposed new courts and make recommendations regarding site grading, subgrade preparation and pavement build-up.

The collected soil test boring data and related soil laboratory test data will be evaluated by our engineering staff. A written geotechnical engineering report will be prepared and will include an assessment of the soil and groundwater conditions relative to the proposed construction. The geotechnical report will be prepared and signed by a Professional Engineer registered in the state of Alabama.

Fee Estimate

Based on the proposed borings and sampling, the proposed laboratory testing, and engineering work scope, we can provide geotechnical testing and engineering services for a cost of **$6,860.00**.

Scheduling

We can proceed with the boring and sampling within 2 weeks following your notice to proceed. We estimate that drilling and sampling will be completed in 2 days, weather permitting, and soil laboratory testing can be completed in an additional 3 days. A completed geotechnical engineering report will be available no later than 30 days from the date we receive the signed authorization page.

Testing Standards

Our work on this project will be completed in general accordance with applicable ASTM standards and with generally accepted current standards of geotechnical engineering practices. We maintain general and professional liability insurance in amounts typically acceptable for similar projects. A copy of our insurance certificate can be obtained at your request.

Authorization

To authorize us to proceed with the above-described geotechnical services, please complete the authorization form and return it to this office for our file. GeoCon's Terms and Conditions, which are attached hereto, are hereby incorporated by reference as if fully set forth herein. By signing this Proposal, Client acknowledges and agrees that he/she has read the Terms and Conditions and agrees to be bound by the terms and conditions set forth therein.

We appreciate the opportunity to provide a proposal for this project. Please feel free to contact our office if you have any questions or if you need any additional information.

Sincerely,

GeoCon, Inc.

David A. Rachel
President

Proposal Authorization Form

Please Print

Accepted By:				
Signature:				
Entity:				
Mailing Address:				
Report will be Addressed to:				
Customer Email Address:				
Phone Number:				
Invoice Sent To:	**Mailing Address:**		**Email Address:**	
All Entities to Receive Report: **(Architects, Structural or Civil Engineer, Builder, Owner, Etc.)**				
Location of Project:				
Proposal Price:	**$6,860.00**	**Date:**		
Comments:				
GeoCon is not responsible for any damage to any underground that is not marked. The proposed amount is only valid for 60 days unless executed. Failure to complete this form could delay the completion of the final report. Addendums can be subject to an additional fee.				
Checks preferred. Credit card payment will incur an additional 3.5% fee. Reports are typically available within 30 days of proposal acceptance.				

TERMS AND CONDITIONS

SERVICES TO BE PROVIDED. GeoCon Engineering & Material Testing, Inc. (hereinafter GeoCon) is an independent consultant and agrees to provide Client, for Client's sole benefit and exclusive use, consulting services set forth in our proposal.

PAYMENT TERMS. Client agrees to pay our invoice upon receipt. If payment is not received within 30 days from the invoice date, Client agrees to pay a service charge on the past due amount at a rate of 1.5% per month, and GeoCon reserves the right to suspend all work until payment is received. No deduction shall be made from GeoCon's invoice on account of liquidated damages or other sums withheld from payments to contractors or others.

TERMINATION. Either party may terminate this Agreement without cause upon 20 days advance notice in writing. In the event Client requests termination prior to completion of the proposed services. Client agrees to pay GeoCon for all costs incurred plus reasonable charges associated with termination of the work.

PROFESSIONAL LIABILITY. Notwithstanding any other provision of this Agreement, the Engineer's and GeoCon's total liability to the Client for any loss or damages from claims arising out of or in connection with this Agreement from any cause including the Engineer's strict liability, breach of contract, or professional negligence, errors and omissions (whether claimed in tort, contract, strict liability, nuisance, by statute or otherwise) shall not exceed the lesser of the total contract price of this Agreement or the proceeds paid under GeoCon's liability insurance in effect at the time such claims are made. The Client hereby releases the Engineer from any liability exceeding such amount. In no event shall either party to this Agreement be liable to the other for special, indirect, incidental or consequential damages, whether or not such damages were foreseeable at the time of the commencement of the work under this Agreement.

SITE OPERATIONS. Client will arrange for right-of-entry to all applicable properties for the purpose of performing studies, tests and evaluations pursuant to the agreed services. Client represents that it possesses necessary permission, permits and licenses required for its activities at the site.

OWNERSHIP AND USE OF PROJECT DOCUMENTS. All documents are instruments of service in respect to the Services, and GeoCon shall retain an ownership and proprietary property interest therein (including the right of reuse at the discretion of Geocon) whether or not the Services are completed. Client may make and retain copies of documents for information and reference in connection with the services by Client. Such documents are not intended or represented to be suitable for reuse by Client or others on extensions of the services or on any other project. Any such reuse or modification without written verification or adaptation by Geocon as appropriate for the specific purpose intended, will be at Client's sole risk and without liability or legal exposure to GeoCon or GeoCon's consultants. Client shall indemnify and hold harmless GeoCon and GeoCon's consultants from all claims. Damages, and expenses including attorneys' fees arising out of or resulting therefrom.

ADDITIONAL SERVICES OF CONSULTANT. If authorized in writing by the Client, GeoCon shall furnish additional services that are not considered as an integral part of the Scope of Services outlined in the Proposal Acceptance Sheet. Under this Agreement, all costs for additional services will be negotiated as to activities and compensation. In addition, it is possible that unforeseen conditions may be encountered that could substantially alter the original scope of services. If this occurs, GeoCon will promptly notify and consult with Client and any additional services will be negotiated.

ASSIGNABILITY. GeoCon shall not assign any interest on this Agreement and shall not transfer any interest in the same (whether by assignment or novation) without the prior written consent of the Client; provided, however, that claims for money by GeoCon against Client under this Agreement may be assigned to a bank, trust company, or other financial institution without such approval. Written notice of any such assignment or transfer shall be promptly furnished to the Client.

SERVICES TO BE CONFIDENTIAL. All services, including opinions, designs, drawings, plans, specifications, reports and other services and information, to be furnished by GeoCon under this Agreement are confidential and shall not be divulged, in whole or in part, to any person, other than to duly authorized representatives of the Client, without prior written approval of the Client, except by testimony under oath in a judicial proceeding or as otherwise required by law. GeoCon shall take all necessary steps to ensure that no member of its organization divulges any such information except as may be required by law.

CLAIMS. The parties agree to attempt to resolve any dispute without resort to litigation. However, in the event a claim is made that results in litigation, and the claimant does not prevail at trial, then the claimant shall pay all costs incurred in defending the claim, including reasonable attorney's fees. The claim will be considered proven if the judgment obtained and retained through any applicable appeal is at least ten percent greater than the sum offered to resolve the matter prior to the commencement of trial.

SEVERABILITY. It is understood and agreed by the parties hereto, that if any part, term or provisions of this Agreement is held by any court of competent jurisdiction to be illegal or in conflict with any applicable law, the validity of the remaining portion or portions of this Agreement shall not be affected and the rights and obligations of the parties shall be construed and enforced as if the Agreement did not contain the particular part, term or provision held to be invalid.

SURVIVAL. All obligations arising prior to the termination of this Agreement and all provisions of this Agreement allocating responsibility or liability between Client and GEOCON shall survive the completion of the services and the termination of this Agreement.

INTEGRATION. This Agreement, the attached documents and those incorporated herein constitute the entire Agreement between the parties and cannot be changed except by a written instrument signed by both parties.

GOVERNING LAW. This Agreement shall be governed in all respects by the laws of the State of Alabama and venue shall be in Baldwin County, Alabama.

REGULAR COMMITTEE OF THE WHOLE MEETING
AUGUST 18, 2026

Departments: City Clerk

Description of Topic: Ordinance extending the temporary moratoriums on certain development projects. (JL)

Background/Description:

Action Options/Recommendation:

Source of Funding (if applicable):

ATTACHMENTS:

1. 2026-xxxx Extend Moratoriums Multi-Family Residential Projects Wetlands Development

ORDINANCE NO. 2026-xxxx

AN ORDINANCE EXTENDING THE TEMPORARY MORATORIUMS ON CERTAIN DEVELOPMENT PROJECTS

FINDINGS:

1. On March 18, 2025, the Orange Beach City Council adopted Ordinance No. 2025-1504 imposing a nine (9) month moratorium on consideration of all multi-family residential project applications that contain three (3) or more residential dwelling units and subdivision applications that contain three (3) or more residential lots smaller than 9,000 square feet per lot. The moratorium was further extended to September 30, 2026, by enactment of Ordinance No. 2025-1523 on November 18, 2025.
2. On May 20, 2025, the Orange Beach City Council adopted Ordinance No. 2025-1513 imposing a six (6) month moratorium on development of and within fifteen (15) feet of all wetlands as delineated in its natural state prior to development or any mitigation/modification, and on the inclusion of any wetland areas in calculations to determine density of any project. The moratorium was further extended to September 30, 2026, by enactment of Ordinance No. 2025-1524 on November 18, 2025. This ordinance and amendment thereto is hereafter referred to as the "wetland moratorium".
3. On January 6, 2026, the Orange Beach City Council adopted Ordinance No. 2026-1529, "Wetland Preservation and Mitigation", which addressed and made moot some portions of the "wetland moratorium". Portions not addressed by the Wetland Preservation and Mitigation Ordinance and, thus remaining subject to the Wetland Moratorium, prevent the calculation of wetland acreage in a calculation of density under the zoning ordinance of the City of Orange Beach.
4. The City of Orange beach is currently finalizing a Visioning and Strategic Plan, Comprehensive Plan, Zoning Ordinances Update, & Infrastructure Evaluation (hereinafter the "Study") via contract with The Walker Collaborative, LLC, to review and address density and the impact of continued development on City services and infrastructure, which was expected to be completed by September 2026. The City has been advised The Walker Collaborative, LLC, needs additional time to complete the Study.
5. The City's governing body needs additional time to allow for completion of the Study and to review and consider city code amendments to address concerns relating to density and impacts of development in City services and infrastructure.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF ORANGE BEACH, ALABAMA, AS FOLLOWS:

1. That the moratorium established by Ordinance No. 2025-1504 and extended by Ordinance No. 2025-1523, shall be extended to continue through June 30, 2027;
2. That the moratorium established by Ordinance No. 2025-1513 and extended by Ordinance No. 2025-1524, as it applies to inclusion of wetland acreage in density calculations shall be extended to continue through June 30, 2027;
3. That said moratoriums shall terminate on the earlier of June 30, 2027, or upon action by the City Council of the City of Orange Beach to otherwise invalidate this Ordinance; and
4. That this Ordinance shall become effective immediately upon its adoption and publication as required by law.

ADOPTED THIS 1st DAY OF SEPTEMBER, 2026.

_____

Renee Eberly
City Clerk

The City Clerk of the City of Orange Beach, Alabama hereby certifies that the foregoing **ORDINANCE 2026-xxxx** was posted on _____ in the following three (3) public places:
Orange Beach City Hall _____
Orange Beach Post Office _____
Orange Beach Public Library _____

_____
Renee Eberly, City Clerk