



**CITY OF BALDWIN
SPECIAL PLANNING COMMISSION AGENDA
Wednesday, January 14, 2025 at 7:00 P.M.
Baldwin City Hall**

- A. **Call to Order:**
 - 1. Pledge of Allegiance
 - 2. Roll Call
 - 3. Planning Commission claim forms
- B. **Election of Officers**
- C. **Approval of the Agenda**
- D. **Approval of Minutes:**
 - 1. Planning Commission Special Meeting of November 19, 2025
- E. **New Business:**
 - 1. Zoning Ordinance:
 - a. Shipping containers
 - b. Driveway standards
- F. **Old Business:**
 - 1. Planning Commission 2026 meeting schedule
- G. **Comprehensive Plan Update**
 - 1. Review Community Profile, Issues Summary, Policy Plan
- H. **City Council Liaison Update**
- I. **Commissioner Update**
- J. **City Staff Update**
- K. **Miscellaneous Information and Communications**
- L. **Adjourn by 9:00 P.M.**

Notes:

- 1. Five copies of the agenda and two copies of the packet materials are available for review by the public.
- 2. The meeting will be video and audio recorded for transcription purposes only.
- 3. This agenda does not claim to be complete and is subject to change.
- 4. A quorum of the City Council may be present at the Planning Commission meeting.



SPECIAL PLANNING COMMISSION MEETING MINUTES

NOVEMBER 19, 2025

Call to Order: Chair Clarence Mattson called the Baldwin Special Planning Commission meeting to order at 7:00 pm.

Pledge of Allegiance: All present recited the Pledge of Allegiance.

Oath of Office: On November 19, 2025 Mary Larson stood and read the oath of office and was sworn in. On November 19, 2025 Bruce West stood and read the oath of office and was sworn in.

Roll Call: Present: Chair Clarence Mattson, Commissioners Mary Larson, Patti Miller, Teresa Barnes, Ed Stofferahn, Abby Newland and Bruce West.

Also present: City Planner, Dan Licht, and City Council Liaison, Jay Swanson.

All claim forms were filled out and returned to the Deputy Clerk.

Election of Officers:

Vice Chair: The Deputy Clerk opened nominations for Vice Chair.

Commissioner Miller nominated Commissioner Barnes for Vice Chair. There were no other nominations. Commissioner Newland seconded the nomination for Commissioner Barnes as Vice Chair. All in favor. Motion carried. Commissioner Barnes accepted the nomination.

Approval of the Agenda:

Commissioner West motioned to approve the agenda as written. Commissioner Barnes seconded. All in favor. Motion carried.

Approval of the Minutes:

Special Planning Commission meeting of October 15, 2025

Commissioner Stofferahn motioned to approve the minutes as written. Commissioner Miller seconded. All in favor. Motion carried.

New Business:

Planning Commission training and discussion

City Planner Licht prepared a PowerPoint presentation for a training session. The Planning Commission discussed different topics pertaining to different types of applications, the comprehensive plan, zoning administration, ordinances and how the Planning Commission works.

City Planner Licht stated that the Comprehensive Plan update has been worked on with the previous Planning Commissioners. Starting in January, the draft of the Comprehensive Plan will be brought back to the Planning Commission. The commissioners will then discuss and define the document and adjust where needed. A community meeting will be held once the document is defined. The goal is to have the new Comprehensive Plan adopted by April 2026 when the moratorium ends.

Planning Commission 2026 meeting schedule

The City Council will be changing their meeting schedule to the first and third Wednesdays of the month. Due to this change, the Planning Commission will be meeting on the second and fourth Wednesdays of the month.

Commissioner Barnes motioned to approve the Planning Commission schedule for 2026. Commissioner Stofferahn seconded. All in favor. Motion carried.

Old Business: None

Comprehensive Plan Update: None

City Council Liaison Update:

Mayor Swanson updated the Planning Commission on recent City Council discussions.

Commissioner Update:

Commissioner Newland will not be able to attend the January 14, 2026 Special Planning Commission meeting.

Commissioner Miller stated she is very grateful for the opportunity to serve on the Planning Commission. Commissioner Miller thanked the Planning Commission, Mayor Swanson, and City Planner Licht.

City Staff Update:

City Planner Licht stated there is a resident that would like to add an accessory building to their property; but they need a variance due to the location of the accessory building. The resident would like to bring this to the Planning Commission for approval.

Commissioner West stated they just discussed variances. This is more of a want than a need.

Commissioner Miller and Commissioner Larson agree with Commissioner West.

Commissioner Barnes asked when the previous building was built. City Planner Licht stated he had not done the research on that yet; however, it could have been before the ordinance was updated.

Chair Mattson agreed with the commissioners that this is more of a want than a need. City Planner Licht will update the resident on what the Planning Commission discussed.

Miscellaneous Information and Communications: None.

Adjourn:

Commissioner Miller motioned to adjourn the November 19, 2025 Special Planning Commission meeting at 8:43 pm. Commissioner Stofferahn seconded. All in favor. Motion carried.

Submitted by: Kayla Nielsen
Deputy Clerk/Treasurer

Approved by: Clarence Mattson
Chair

Date

Attendees: James Larson and City Council member Jeff Holm.



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Anoka, MN 55303
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MEMORANDUM

TO: Baldwin Planning Commission

FROM: D. Daniel Licht

DATE: 9 January 2026

RE: Baldwin – Zoning Ordinance; Accessory Buildings/Driveways

TPC FILE: 269.01

BACKGROUND

The Planning Commission has initiated discussion of residential accessory buildings, specifically allowance of shipping containers as accessory structures on parcels less than 10 acres. The Planning Commission discussed this issue in _____ and recommended no change. However, with significant turnover in membership and continued issues with non-conforming use of shipping containers, the Planning Commission determined that reconsideration of the issue is warranted.

The City Council has also directed that the Planning Commission review performance standards for driveways and administration of these requirements. The City adopted performance standards on 3 April 2023 requiring pavement of not only the portion of the driveway within the right-of-way, but into the property a minimum distance equal to the front yard setback. The City is implementing an escrow and performance agreement as part of the construction process to ensure completion of the requirements.

Exhibits:

- Driveway and Landscape Escrow Agreement

ANALYSIS

Shipping Containers. Section XX-18-2.G of the Zoning Ordinance regulates use of shipping containers on residential properties as follows:

XX-18-2.G. Shipping/Storage Containers and Semi-Trailers: Shipping/storage containers and semi-trailers are prohibited for use as an accessory structure on any platted lot and on non-platted residential lots less than 10 acres in area, except when used for the following purposes:

1. *As a temporary storage unit for moving purposes for a period of not more than one consecutive month in a 12 month period; or*
2. *As a temporary construction project container not to exceed three consecutive months.*
3. *Shipping/storage containers and semi-trailers used for these purposes on platted lots shall comply with the parking requirements for vehicles provided for in chapter 21 of this ordinance.*

Use of shipping containers on platted lots or unplatted residential lots less than 10 acres in area is limited to a temporary basis. City staff is dealing with use of a shipping container on a platted lot less than 10 acres in area as code enforcement on multiple properties and is aware of other properties where shipping containers are being used as a detached accessory structure in violation of the current provisions of the Zoning Ordinance.

In 2023, the Town Board directed the Planning Commission to consider and make recommendations as to whether the current provisions of the Zoning Ordinance regulating use of shipping containers ought to be amended to allow greater use than currently provided for. The Planning Commission discussed the matter and ultimately recommended no amendment of the Zoning Ordinance regulating use of shipping containers on residential properties.

The Planning Commission has decided to reconsider the matter and must consider the following:

- Should shipping containers be allowed to be used as detached accessory buildings on:
 - Platted residential lots?
 - Unplatted residential parcels less than 10 acres in area?
- Should there be a limit on:
 - The number of shipping containers allowed to be used as detached accessory structures on residential properties?
 - A maximum area for any individual shipping container with the most common width being eight feet and typical length being 20 feet (160 square feet) or 40 feet (320 square feet).
- Should there be aesthetic standards required such as:
 - The shipping container must be painted in an earth tone or color matching the principal building; or,
 - The shipping container must be "sided" with an exterior finish or with a pitched roof consistent with that used on the principal building.

Use of shipping container is a financially attractive alternative to outdoor storage or construction of a traditional pole building or stick built structures for accessory storage. The issue before the Planning Commission is if use of shipping containers is compatible with the desired character for residential neighborhoods or if there are standards that can be required to mitigate aesthetic concerns. The Planning Commission may consider the following language for discussion purposes:

- G. ~~Shipping/Storage Containers and Semi-Trailers: Shipping/storage containers and semi-trailers are prohibited for use as an accessory structure on any platted lot and on non-platted residential lots less than 10 acres in area, except when used for the following purposes used for storage accessory to residential uses shall be allowed subject to the following:~~

- ~~1. As a temporary storage unit for moving purposes for a period of not more than one consecutive month in a 12 month period; or~~
- ~~2. As a temporary construction project container not to exceed three consecutive months.~~

1. Not more than one shipping container shall be allowed on lots less than 10 acres in area.
2. The shipping container shall not be located within a front yard or side yard abutting a public right-of-way and shall be setback a minimum of 20 feet from side or rear lot lines.
3. The shipping container shall be painted an earth tone color.
4. The shipping container shall be secured to a foundation or otherwise anchored to the ground, subject to approval of the Building Official
5. Temporary use of a storage container for a period of not longer than one month within a 12 month period or while there is an active building permit upon the property shall be exempt from the requirements of this section.

Driveways. The Zoning Ordinance was amended on 3 April 2023 to revise standards for residential driveway surfaces:

2. **Surfacing:**

- a. Farmsteads, farming operations, single family dwellings on an unplatted parcel not accessed from a paved public street, and city essential service or park uses shall have driveways and parking areas surfaced with materials suitable to control dust and drainage.
- b. Residential uses accessed from a paved street shall provide the following surfaces:
 - (1) The portion of the driveway within the public right-of-way shall be surfaced with asphalt or concrete.
 - (2) For preliminary platted lots approved after April 3, 2023, the driveway shall be surfaced with asphalt, concrete, cobblestone, or paver brick at least within the required front yard equal to the front yard setback.

In recommending this amendment, the consensus of the Planning Commission was to at least require driveways within residential lots off of paved streets a minimum distance into the lot to avoid carrying gravel from an unpaved driveway into the right-of-way. There was not consensus as to the extent to which the driveway should be paved for a residential lot access from a paved street. Ultimately, a majority of the Planning Commission recommended that residential driveways for new subdivisions should be paved a minimum distance equal to the front yard setback. For City streets, this is a distance of 50 feet or 67 feet for a lot accessed from a County road (plus the distance within the right-of-way).

The City Council at its meeting on 7 January 2026 requested that the Planning Commission review this performance standard and the security agreement prepared to be executed at the time a building permit is issued to ensure compliance.

CONCLUSION

The Planning Commission will discuss shipping containers and driveways for residential properties at its special meeting on 14 January 2026. City staff is requesting direction on the Planning Commission as to proceeding with the process to amend the Zoning Ordinance related to the existing requirements of the Zoning Ordinance.

c. Joan Heinen, City Clerk/Treasurer

**CITY OF BALDWIN
SHERBURNE COUNTY
STATE OF MINNESOTA**

LANDSCAPE AND DRIVEWAY ESCROW AGREEMENT

AGREEMENT dated _____, 202____, by and between the **CITY OF BALDWIN**, a Minnesota municipal corporation ("City"), and _____ ("Owner").

NOW, THEREFORE, IT IS HEREBY AND HEREIN MUTUALLY AGREED, in consideration of each party's promises and considerations herein set forth, as follows:

1. REQUEST FOR APPROVAL. Developer or Owner has asked City to approve a Certificate of Occupancy for the land situated in the County of Sherburne, State of Minnesota, legally described by Exhibit A.

2. TIME OF PERFORMANCE. Developer or Property Owner shall install all improvements required by this Agreement before _____.

3. LANDSCAPING REQUIRED. Developer or Owner shall at their sole expense sod or seed the boulevard, front yard, side yards, and rear yards of the property with grass or seed mix approved by the Zoning Administrator.

For lots preliminary platted after April 3, 2023, Developer or Owner shall at their sole expense plant a minimum of two (2) trees for every acre of property. Trees shall be planted by Developer or Owner that may cause, in the sole discretion of the Zoning Administrator, a public nuisance, such as cotton producing trees, or trees that may become a public hazard due to insect infestation or weak bark. The minimum deciduous tree size shall be two and one-half (2½) inches caliper, balled and burlapped. Evergreen trees shall be at least eight feet (8') tall. Trees shall not be planted in the public right-of-way.

Unless the Zoning Administrator specifies a later date in writing, the sod, seed, and trees shall be planted within sixty (60) days after a home has received a Certificate of Occupancy. Before a Certificate of Occupancy is issued, a cash escrow shall be furnished to City in an amount determined by the Zoning Administrator to guarantee compliance with the landscaping requirements. If the landscaping is not completed in a timely manner, the City may enter the lot, perform the work, and apply the cash escrow toward the cost.

Developer or Owner is responsible for contacting City when all the landscaping has been installed to set up an inspection. Upon satisfactory completion of the landscaping and completion of the warranty period, the escrow funds, without interest, less any draw made by City, shall be returned to the person who deposited the funds with City.

All trees shall be warranted to be alive, of good quality, and disease free for twelve (12) months after planting. Any replacements shall be warranted for twelve (12) months from the time of planting.

4. **DRIVEWAY REQUIRED.** Developer or Owner shall provide for installation of a driveway for access to the property as required by City Right-of-Way Ordinance and Zoning Ordinance.

No driveway shall be located closer than seventy five (75) feet to the intersection of the pavement of two public streets. The minimum distance between any two driveways accessing the same side of a public street shall be seventy five (75) feet and a driveway shall be setback a minimum of ten (10) feet from side lot lines.

Developer or Owner shall install a culvert within the right-of-way as required by the City Engineer. Construction or reconstruction of any headwall within a right-of-way shall be prohibited.

The portion of the driveway within the public right-of-way shall be surfaced with asphalt or concrete. For preliminary platted lots approved after April 3, 2023, the driveway shall be surfaced with asphalt, concrete, cobblestone, or paver brick at least within the required front yard equal to the front yard setback.

A driveway permit shall be obtained from City for access to City streets or from Sherburne County for access to County Roads or County State Aid Highways, as applicable, prior to construction of the driveway.

5. **ESCROW.** In order to ensure compliance with the terms of this Agreement, or to assure completion or restoration of the site, Developer or Owner shall fully execute and deliver to the City this Agreement and all escrow funds required by this Agreement in the amount of \$_____ representing the sum of 125% of the estimated cost of installing the landscaping and/or driveway required by this Agreement as determined by the Zoning Administrator, calculated as follows:

Seeding	ac. x \$300/tree =	
Trees:	ac. x 2 trees/ac. x \$300/tree =	
Access Paving		\$10,700
Driveway	Platted after April 3, 2023	\$4,900
	TOTAL	

6. **EROSION CONTROL.** Before any grading is started on any site, all erosion control measures as shown on the landscaping, grading or erosion control plans approved by the City shall be strictly complied with as well as all requirements of any NPDES Permit and any other permit requirements issued by the City, County, State or Federal government. Developer or Owner shall also install and maintain all erosion control measures deemed necessary by the City Engineer should the landscaping, grading or erosion control plan prove inadequate in any respect. All areas disturbed by the grading operations shall be stabilized per the MPCA Stormwater Permit for Construction Activity. All temporary erosion and sediment control measures shall be properly disposed of within thirty (30) days after final site stabilization is achieved or after the temporary measures are no longer needed, unless otherwise authorized by the City.

Seed shall be in accordance with the City's current seeding specification, which may include temporary seed to provide ground cover as rapidly as possible. All seeded areas shall be fertilized, mulched, and disc anchored as necessary for seed retention. The parties recognize that time is of the essence in controlling erosion. If Developer or Owner does not comply with the NPDES Permit, MPCA Stormwater Permit for Construction Activity or with the erosion control plan and schedule or supplementary instructions received from City, City may take such action as it deems appropriate to control erosion. City will endeavor to notify the Developer or Owner in advance of any proposed action, but failure of City to do so will not affect the rights of Developer, Owner, or City's rights or obligations hereunder.

7. GRADING. The property shall be graded in accordance with the City approved grading and erosion control plan for the development or property. If the final grading and erosion is not timely completed, City may enter the lot, perform the work, and draw down escrow funds to pay any costs.

8. EASEMENT RIGHTS. Developer or Owner hereby grants to the City its agents, employees, officers, and contractors a right of entry on to the property to perform any and all work and inspections necessary or deemed appropriate by the City during the installation of landscaping or driveway improvements by Developer or Owner, or to make any necessary corrective actions deemed necessary by the City under this Agreement.

9. CLEAN UP. The Developer or Owner shall clean dirt and debris from public streets that has resulted from construction work by the Developer, Owner, home builders, subcontractors, their agents, or assigns. Developer or Owner agrees to perform work within three (3) business days of being notified by the City of the deficiency. Developer or Owner further agrees that any damage to public property as a result of construction activity on the property shall be repaired immediately if deemed to be an emergency by the City. If dirt and debris removal from public streets is not timely completed, City may perform the work and draw down escrow funds to pay any costs or exercise any other rights granted by Section 5 of this Agreement.

10. VIOLATION OF AGREEMENT. In the event of default by Developer or Owner as to any of the work to be performed by it hereunder, City may, at its option, perform the work and Developer or Owner shall promptly reimburse City for any expense incurred by City. This Agreement is a license for City to act, and it shall not be necessary for City to seek a Court order for permission to enter the land. When the City does any such work, City may, in addition to its other remedies, assess the cost in whole or in part.

Except for any actions deemed an emergency by the City in the City's sole discretion, upon ten (10) days mailed notice (via certified mail) to Developer or Owner, and if such default is not cured within ten (10) day period, the City are hereby granted the right and the privilege to declare any deficiencies governed by this Agreement due and payable to the City in full. The ten (10) day notice period shall be deemed to run from the date of deposit in the United States Mail. Upon failure to cure by Developer or Owner, the City may thence immediately and without notice or consent of the Developer or Owner, exercise its rights pursuant to the terms of this Agreement.

Notwithstanding the ten (10) day notice period provided for above, in the event that a default by Developer or Owner will reasonably result in irreparable harm to the environment or to public property, or result in an imminent and serious public safety hazard, the City may immediately exercise all remedies available to it under this Agreement in an effort to prevent, reduce or otherwise mitigate such irreparable harm or safety hazard, provided that the City makes good-faith, reasonable efforts to notify the Developer as soon as is practicable of the default, the projected irreparable harm or safety hazard, and the intended actions of the City to remedy said harm.

The City may draw on the escrow funds to complete to complete work not performed by Developer or Owner under the terms of this Agreement. If costs are incurred by City for fulfilling the obligations of the Developer or Owner above and beyond the amount of the escrow, Developer or Owner shall be liable for all additional costs, including engineering, planning, and legal fees and costs, which Developer or Owner shall promptly pay upon being invoiced. Invoices not paid within thirty (30) days of billing by the City shall accrue interest at the rate of six percent (6%) per year. If the Developer or Owner fails to pay such bill(s) within thirty (30) days, then the City may: (1) secure the unpaid costs from the escrow fund; (2) specially assess or certify such costs against the Developer's or Owner's property; or (3) take necessary legal action to recover such costs and the Developer or Owner agrees that the City shall be entitled to attorney's fees incurred by the City as a result of such legal action. Developer or Owner agrees not to contest the authority of the City to assess the Developer's or Owner's property or appeal such assessment or certification and waives all statutory rights of appeal under any applicable Minnesota Statutes.

The escrow fund shall only be released upon determination by the Zoning Administrator that all landscaping and/or driveway improvements have been completed, the landscaping warranty period has expired, all financial obligations to the City have been satisfied, and the Zoning Administrator determines that the escrow fund is no longer required. Upon satisfactory completion of the requirements of this Agreement in the sole discretion of the Zoning Administrator, the escrow funds, without interest, less any draw(s) made by City, shall be returned to the person who deposited the funds with City.

11. MISCELLANIOUS PROVISIONS:

- A. Third parties shall have no recourse against City under this Agreement.
- B. Breach of the terms of this Agreement by Developer or Owner shall be grounds for denial of building permits, including lots sold to third parties.
- C. If any portion, section, subsection, sentence, clause, paragraph, or phrase of this Agreement is for any reason held invalid, such decision shall not affect the validity of the remaining portion of this Agreement.
- D. This Agreement represents the full and complete understanding of the parties and neither party is relying on any prior agreement or statement(s), whether oral or written. The action or inaction of the City shall not constitute a waiver or amendment to the provisions of this Agreement. To be binding, amendments or waivers shall be in writing, signed by the parties and approved by written resolution of the City. The City's failure to promptly take legal action to enforce this Agreement shall not be a waiver or release.
- E. The obligations of the Owner under this Agreement cannot be assigned without the express written consent of the City through resolution.

- F. The Developer or Owner shall pay all reasonable professional fees incurred by the City as a result of City efforts to enforce the terms of this Agreement against Developer or Owner. Said fees include attorney's fees, engineer's fees, planner's fees, and any other professional fees incurred by the City in attempting to enforce the terms of this Agreement.

(remainder of page blank signatures follow)

IN WITNESS WHEREOF, the City and the Developer or Owner have caused this Agreement to be duly executed on the day and year first above written.

CITY OF BALDWIN:

Joan Heinen, City Clerk/ Treasurer

OWNER:

Its _____

Print Name: _____

December 2026

S	M	T	W	T	F	S
		1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		

November 2026

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
1	2	3	4 City Council Meeting 7 PM	5	6	7
8	9	10 Payday	11 Veterans Day Office Closed	12	13	14
15	16	17	18 City Council Meeting 7 PM	19 Park Committee 7 PM	20	21
22	23	24 Payday	25 Planning Commission 7 PM	26 Thanksgiving Day Office Closed	27 Office Closed	28
29	30	1	2	3	4	5

CITY OF BALDWIN

2026 COMPREHENSIVE PLAN - *Draft*
January 14, 2026

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- Summary of Planning Commission SWOT exercise

I. INTRODUCTION

Minnesota Statutes 462.355 authorizes cities to undertake comprehensive planning activities to guide future development and improvements within the community. A comprehensive plan outlines the vision of the community both in text and graphics for future land use; parks, open space, and trails; transportation; and community facilities. Within these broad overall topic areas, a comprehensive Plan provides guidance concerning other issues such as the protection of the natural environment, economic development strategies, growth management, and a variety of other topics. Above all, the comprehensive plan outlines a vision for the City of Baldwin as to how the community will continue to grow and develop in the future. The purpose of the Baldwin Comprehensive Plan is, therefore, to communicate the community vision to residents, property owners, businesses, and developers and simultaneously function as a decision-making tool for City officials.

Baldwin incorporated as a municipality in 2023 to have greater autonomy over land use planning and decision making. Baldwin has been proactive in planning for anticipated growth and development for decades and last adopted a Comprehensive Plan in 2014. The City Council has determined a need to undertake an update of the 2014 Baldwin Comprehensive Plan following incorporation to evaluate, consider, and reprioritize community goals and policies to set a clear direction for moving forward into the future. As this planning process is to be based on the earlier comprehensive plan and incorporation efforts, it is approached from the perspective of a review to refine the City's established development framework in response to new opportunities and challenges, while adhering to a consistent vision of the future for Baldwin. The City Council tasked the Planning Commission with undertaking the planning process and making recommendations as to the development related goals, policies, and plans to be established.

The Baldwin Comprehensive Plan is comprised of several interrelated chapters and system plans addressing the natural environment, land use, transportation, and community facilities. With the primary focus of the comprehensive planning process being land use development, the Comprehensive Plan includes a profile of the community's social characteristics and current issues to be further considered in developing the overall planning documents. The specific Development Framework section of this document addresses not only existing and future land use, but also provides direction as to the interrelated management of natural resources, housing, economic development, transportation, and community facilities based on forecasted growth. The other system plans and implementation tools are derived from and support the policy foundations and plans established by this Comprehensive Plan document.

II. PLANNING BACKGROUND

Baldwin is situated in the northeast corner of Sherburne County, Minnesota. Baldwin is adjacent to the City of Princeton in its northeast portion; Princeton Township and Greenbush Township in Mille Lacs County; Blue Hill Township and Lavonia Township in Sherburne County; and Spencer Brook Township in Isanti County, as shown on Map 1.

The Township was organized on September 13, 1850, including all of the territory that is now Baldwin, Blue Hill Township, and Santiago Township. In 1877, Baldwin Township was reorganized and reduced to its present geographic boundaries. Settlement of Baldwin Township began in the 1850's focused on agricultural activities surrounding regional overland, river, and rail transportation routes. The character of development has evolved as agriculture has declined, replacing farming with residential dwellings. The current development pattern consists of primarily of rural residential parcels with commercial and industrial uses within a defined area adjacent to US Highway 169.

The Baldwin Township Board of Supervisors on March 7, 2011 adopted Ordinance 200 establishing a Planning Commission. The Planning Commission consists of seven members charged with advising the City Council on growth and development. The Planning Commission developed a Comprehensive Plan that was adopted by the Town Board by Resolution 14-15 on August 4, 2014. Baldwin Township on April 18, 2022 adopted a Zoning Ordinance, Subdivision Ordinance, and Building Ordinance regulating land use, subdivision, and building activities. These ordinances became effective on June 20, 2023 in accordance with the Memorandum of Understanding approved by Sherburne County and Baldwin Township. The responsibilities assumed by Baldwin Township include the establishment of land use policy; adoption and administration of zoning regulations regarding land use and development; consideration of applications for subdivision of property; and receipt, review, and inspection of requests for building permits for construction and subsurface sewage treatment system permits for new or replacement individual private septic systems.

Baldwin Township was incorporated as the City of Baldwin on November 5, 2024 with election of a Mayor and four City Council members. Upon incorporation, Baldwin is responsible for administering planning and zoning in the jurisdiction with full and independent authority.

Baldwin Township

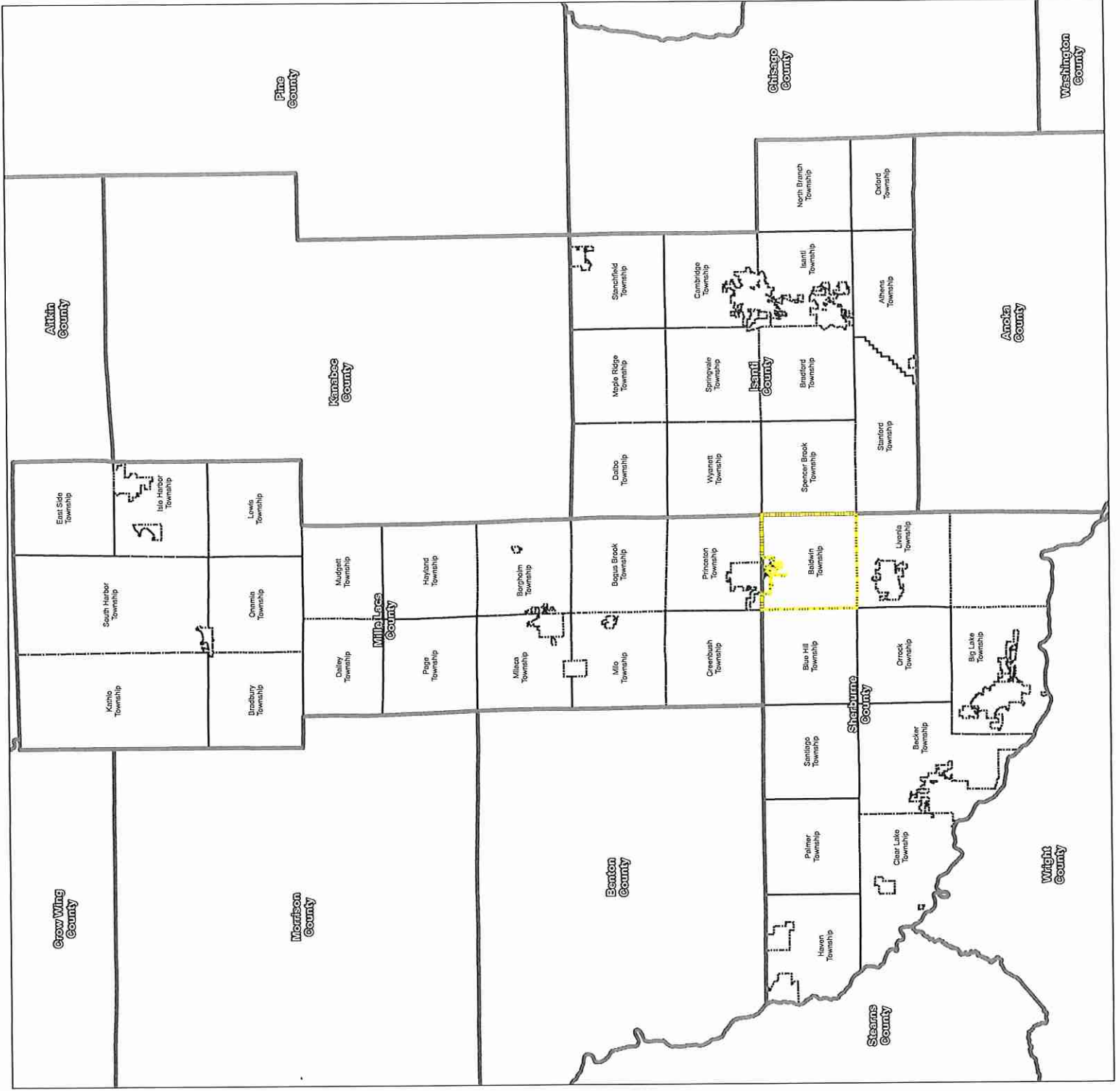
Area Location Map

Legend

-  Baldwin Township
-  County Boundary
-  Township Boundaries



DISCLAIMER: Baldwin Township does not warrant the accuracy nor the correctness of the information contained in this map. It is your responsibility to verify the accuracy of this information. In no event will Sherburne County be liable for any damages, including loss of business, lost profits, business interruption, loss of business information or other pecuniary loss that might arise from the use of this map or the information it contains. Map information is believed to be accurate but accuracy is not guaranteed.



III. COMMUNITY PROFILE

This section of the Comprehensive Plan provides summary information and analysis regarding the existing profile of the community. This information provides a snapshot of Baldwin as it exists today to document the current conditions and trends to aid in the identification of issues to be addressed as part of the planning process.

A. Demographic Characteristics

Table 1 below presents population data for the Baldwin, surrounding jurisdictions, and Sherburne County from the US Decennial Census in 2000, 2010, and 2020. Baldwin has experienced a significant increase in population over the past 20 years. The Minnesota State Demographic Center estimates the 2024 population of the Subject Area as 7,087 persons. Baldwin's population would have been greater, but approximately 240 residents within the KAW Parks LLC mobile home park were annexed to the City of Princeton in December 2021.

The population of Baldwin is larger than 721 of the 855 cities in Minnesota, including the Cities of Princeton and Zimmerman, which places it in the upper 84th percentile of all cities in Minnesota. The population of Baldwin makes it the fourth largest city in Sherburne County after St. Cloud (part), Elk River, and Big Lake. Baldwin's population would be the third largest city in Stearns County, second largest in Morrison County, third largest in Isanti County, and sixth largest in Wright County.

The rate of growth between 2000 and 2020 within Baldwin is consistent with that of the City of Zimmerman and Livonia Township to the south, as well as Sherburne County overall, indicating the influence of US Highway 169 as a major growth corridor to the northwest of the Twin Cities Metropolitan Area. The much slower rate of population increases over the same period for the City of Princeton and Princeton Township farther north on the US Highway 169 corridor suggest that the market for growth to the north of the Subject Area has less demand.

Table 1 – Population

	2000	2010	2020	Change 2000-2020	
				#	%
Baldwin Township	4,623	6,734	7,104	2,481	53.7%
Princeton	3,933	4,698	4,819	886	22.5%
Princeton Township	1,947	2,256	2,228	281	14.4%
Blue Hill Township	762	2,176	2,507	1,745	229.0%
Livonia Township	3,917	5,951	6,174	2,257	57.6%
Zimmerman	2,851	5,228	6,189	3,338	117.2%
Spencer Brook Twp.	1,495	1,589	1,670	175	11.7%
Sherburne County	64,417	86,325	97,183	32,766	50.8%

Source: US Census Bureau

Table 2 presents household counts for Baldwin, surrounding jurisdictions, and Sherburne County from the US Decennial Census in 2000, 2010, and 2020. The Minnesota State Demographer estimates the number of households in Baldwin in 2024 as 2,534. The trends for household growth within Baldwin and surrounding communities parallels the trends in population growth outlined above with Baldwin growing by over 60 percent.

Table 2 – Households

	2000	2010	2020	Change 2000-2020	
				#	%
Baldwin Township	1,556	2,334	2,531	975	62.7%
Princeton	1,624	1,926	2,104	480	29.6%
Princeton Township	693	837	839	146	21.1%
Blue Hill Township	257	714	830	573	223.0%
Livonia Township	1,222	1,900	2,079	857	70.1%
Zimmerman	963	1,802	2,177	1,214	126.1%
Spencer Brook Twp.	532	573	606	74	13.9%
Sherburne County	21,581	30,212	34,035	12,454	57.7%

Source: US Census Bureau

Baldwin has developed projections of growth for the City forecasting population and households for 2030 and 2040 as part of the incorporation effort. There were 299 new residential dwellings constructed in the Subject Area between 2014 and 2023. Building permit data from Sherburne County and Baldwin illustrate the lingering effects of the Great Recession during the initial years of this period, with an increase to a consistent level of new construction occurring within the last five to six years of the period. The average annual rate of new home construction within the Baldwin for the 10-year period is 28 new dwellings per year, with the average annual rate increasing to 34 new dwellings for the most recent five-year period, which is used to update the projections based on 2024 Minnesota State Demographic Center data.

Table 3 –Forecast of 10-Year and 5-Year Growth Rates

	2020 Actual	Household and Population Estimates				
		2024	10yr. Estimates		5yr. Estimates	
			2030	2040	2030	2040
Population	7,104	7,087	7,526	8,183	8,200	9,121
Households	2,531	2,562	2,727	3,007	2,965	3,305

Source: Minnesota State Demographic Center; The Planning Company LLC

As noted above, the decrease in households and population between 2020 and 2022 within Baldwin can be attributed to annexation of a mobile home park to the City of Princeton. The forecasts for population and households within Baldwin should be considered conservative. The growth trends for communities south of Baldwin within the US Highway 169 corridor demonstrate strong growth. This growth is likely to continue and move farther north with completion of interchange improvements for US Highway 169 t within the City of Elk River and City of Zimmerman that will increase the convenience of regional access to Baldwin.

B. Land and Geographic Characteristics

The general character in terms of land and geology is moderately rolling in the southern portion of Baldwin, with more flat topography in the north portion. Elevations range from 950 feet to 1,050 feet across Baldwin, with lands adjacent to the Rum River being some of the larger tracts of low areas.

Soils

The soil in a particular area will determine the type and extent of development that can occur within the Baldwin. Factors such as soil strength, drainage, and frost characteristics may serve to limit buildings and structures that can be developed or the provision of subsurface sewage treatment systems. The primary soil type within Baldwin is Zimmerman fine sand consisting of very deep, excessively drained soils that formed in sandy glacial outwash or eolian sediments on glacial outwash plains, stream terraces, deltas, lake terraces, dunes, beach deposits, and valley trains. These soils have rapid permeability with slopes ranging from zero to 25 percent. In the area along the Rum River, there are soils that are also very deep and well drained with slopes up to three percent. The area adjacent to the north segment of the US Highway 169 corridor include Seelyville and Bowstring soils that are poorly drained soils on glacial outwash plains, valley trains, flood plains, glacial lake plains and glacial moraines with slopes of 0 to 15 percent. The soils within the Baldwin generally support continued development.

Public Waters

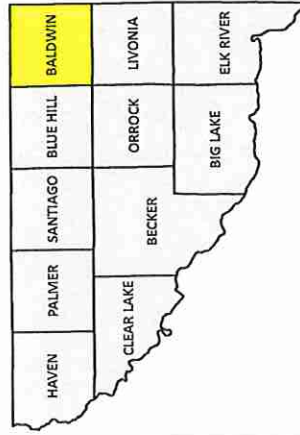
There are extensive public waters within Baldwin including the Rum River and many lakes and streams, as well as wetlands, as shown on Map 2.

Public waters are protected through the standards of the Shoreland Overlay District within the Zoning Ordinance. The Zoning Ordinance also establishes a Wild and Scenic Overlay District to protect and preserve the scenic, recreational, natural, historical, and scientific values of the Rum River within the Subject Area. The greatest potential impact for development is from floods adjacent to public waters. Baldwin has adopted floodplain management standards as part of the Zoning Ordinance to minimize potential for property damage and protect public health, safety, and welfare. These environmental protection zoning districts have been certified by the Department of Natural Resources and Sherburne County as consistent with State rules to protect the public waters within Baldwin.

Wetlands within Baldwin are protected by the Wetland Conservation Act of 1991. Administration of the Wetland Conservation Act is the responsibility of Baldwin within its authority for planning and zoning.

Baldwin Township

Public Waters Map



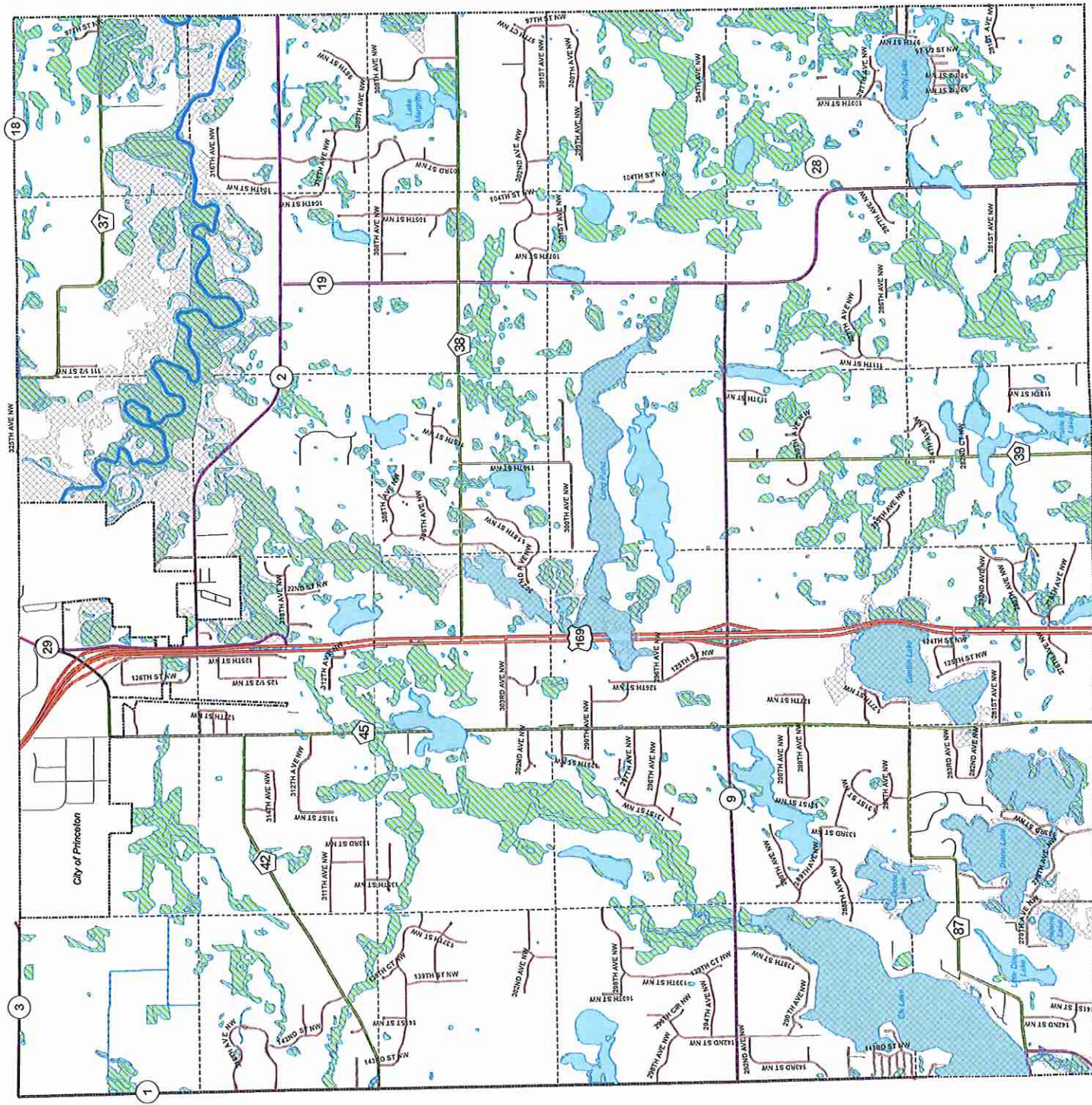
Legend

- Rum River
- DNR Public Waters
- Wetlands
- Flood Plain
- Township Boundary

TPC
The Planning Company

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Watersheds/Stormwater Management

In 1985, the State of Minnesota established Minnesota Statutes § 103B.301–103B.335, referred to as the Comprehensive Local Water Management Act. This act encourages counties to work with local and state agencies to develop and implement water management plans for their region. The current plan is the sixth-generation local water management plan and it identifies the goals of the watershed, performs an assessment of the issues, determines priority concerns, and contains an implementation plan.

Baldwin is located within the Sherburne County Watershed and is subject to the 2018-2028 Sherburne Local Water Management Plan. A portion of the Subject Area is within the Rum River Watershed (HUC 07010207) and the remaining area is within the Mississippi River-St. Cloud Watershed (HUC 07010203).

The stormwater drainage system has been identified and is graphically depicted on Map 3. Stormwater in Baldwin is primarily managed with open ditches and roadway culverts. Stormwater basins provide water quality treatment, rate control, and flood protection before being discharged into the natural drainage system. Baldwin, through its Zoning Ordinance, requires all new developments to control surface or stormwater runoff to equal to or less than predevelopment conditions.

C. Existing Land Use and Physical Development

Present Pattern of Development

There are a variety of existing land uses within Baldwin including agriculture, single family residential neighborhoods, single family dwellings on small acreage, commercial and industrial business, quasi-public uses such as religious facilities, and public uses and essential services. The existing land uses within Baldwin are summarized in Table 4 and depicted on Map 4.

Table 4 - Existing Land Use

	Acres	% of Total
Agriculture	9,026ac.	41.1%
Residential	11,187ac.	50.4%
Commercial	116ac.	0.5%
Industrial	17ac.	0.1%
Pubic/Quasi-Public	291ac.	1.3%
Water/ROW	1,368ac.	6.2%
TOTAL	21,887ac.	100.0%

Source: Sherburne County; The Planning Company LLC

MAP 3

City Road

C:\GIS\Projects\Municipal\EW\Isaldwin_ownership\Watershed Map.mxd

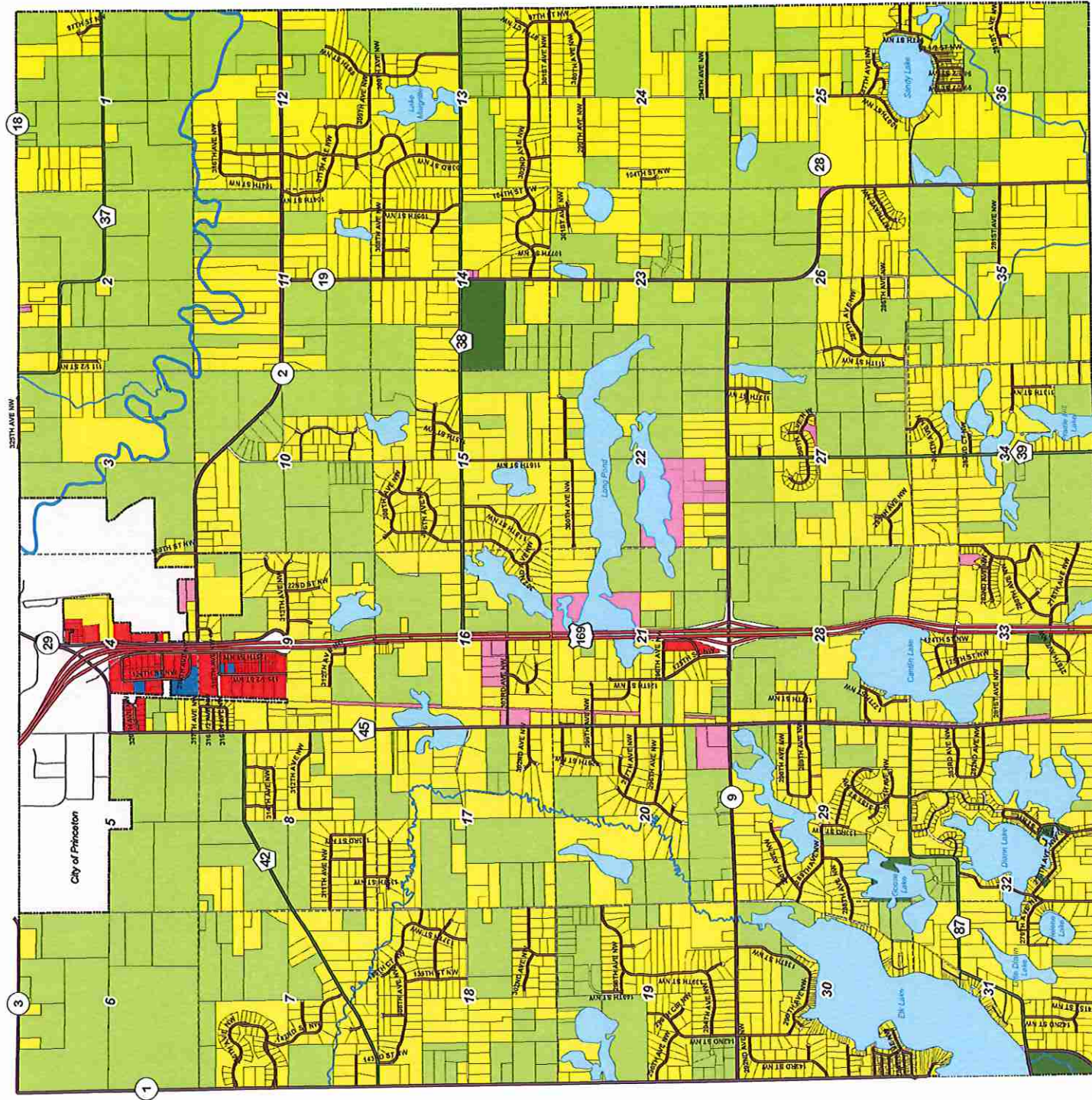
Existing Land Use

City Limits

	Agriculture - 9028ac (40.6%)
	Residential - 11,187ac (50.4%)
	Commercial - 116ac (0.5%)
	Industrial - 17ac (0.1%)
	Park/Open Space - 163ac (0.7%)
	Public/Quasi Public - 291ac (1.5%)
	ROW - 1368ac (6.2%)

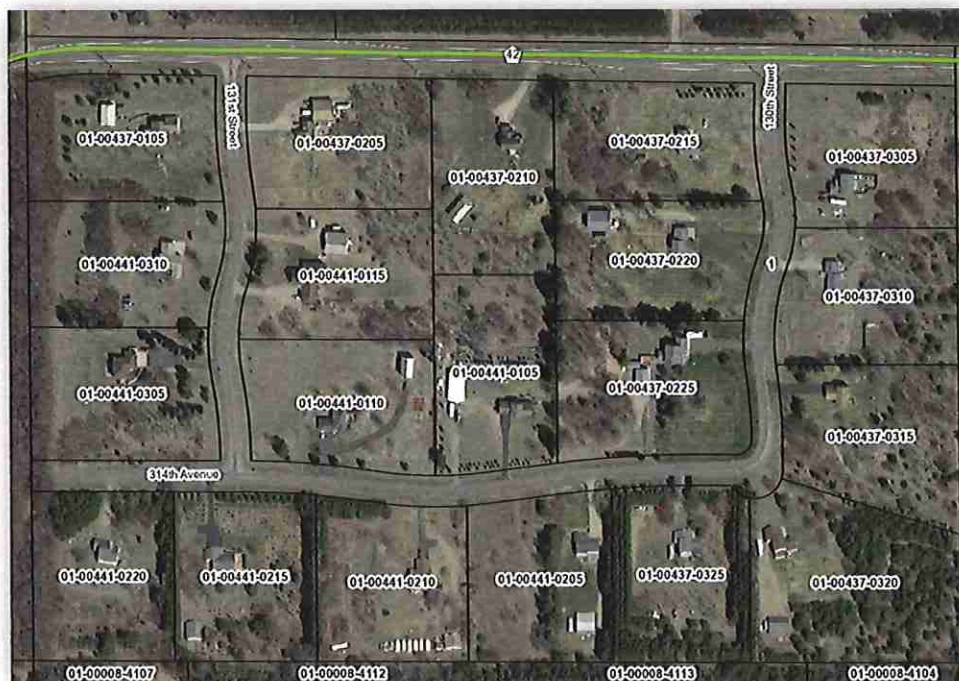


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The pattern of development within Baldwin has resulted in scattered residential subdivisions that fragment large contiguous tracts of agricultural land as depicted on Map 5. Parcels that are ten acres in area or less are problematic to further develop in that the potential number of lots that can be subdivided is limited by natural and physical conditions of the parcel and the small area of the existing parcel unless multiple parcels are assembled by a developer. The placement of existing homes and large detached accessory buildings typical of development in Baldwin without consideration for future resubdivision options further constrain subdivision design options.

The Prairie Pineview plat, shown below, is typical of residential development in Baldwin and highlights these issues. The lots within the plat are designed to comply with the requirements of the Zoning Ordinance for a minimum lot area of 2.5 acre, minimum lot width of 200 feet, and minimum lot depth of 300 feet. Placement of homes within the Prairie Pineview plat is generally in the center of the lots, except where off-set to meet front yard setback requirements for a side yard abutting a public right-of-way. The plat also illustrates the allowance of large scale detached accessory structures within Baldwin.



This pattern of development precludes physical practicality and financial feasibility of future extension of municipal sanitary sewer and water utilities. The existing pattern of development creates barriers for extension of municipal trunk sanitary sewer and potable water pipes to serve remaining large tracts of undeveloped parcels, many of which are not contiguous to each other. At the same time, the larger lot size and lack of density of the existing suburban residential plats coupled with the costs of retrofitting sanitary sewer services to these properties makes connection of existing platted properties and the installation of a traditional municipal sanitary sewer and water system within Baldwin cost prohibitive.

Planned Future Land Uses

Future land uses guided by the Baldwin Township Community Comprehensive Plan are summarized by Table 5 and the Future Land Use Plan map included as Map 6. The majority of Baldwin is guided to be future residential land uses consisting single family dwellings on small acreage and suburban residential neighborhoods within platted subdivisions; concern has been noted regarding the density and extent of these residential neighborhoods and the need to identify growth management strategies to maintain rural character. Commercial and industrial development is to be located in proximity to the US Highway 169 corridor to utilize available access and visibility to serve both regional and local markets. Ancillary public and quasi-public uses will be developed in support of continued development as the need arises.

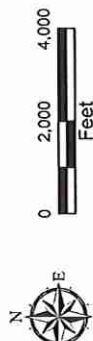
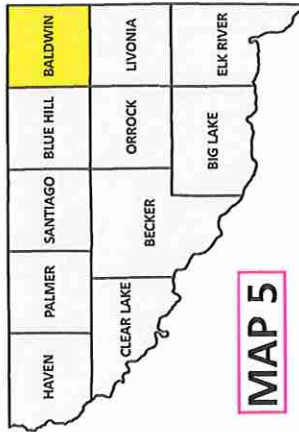
Table 5 - Future Land Use

	Zoning District	Acres	% of Total
Residential	R1 District	21,588ac.	97.3%
Commercial	C1 District	163ac.	0.8%
Industrial	I1 District	426ac.	1.9%
TOTAL		22,177ac.	100%

Source: Sherburne County; The Planning Company LLC

Baldwin Township

Map of Parcels ≤ 10 Acres



Legend

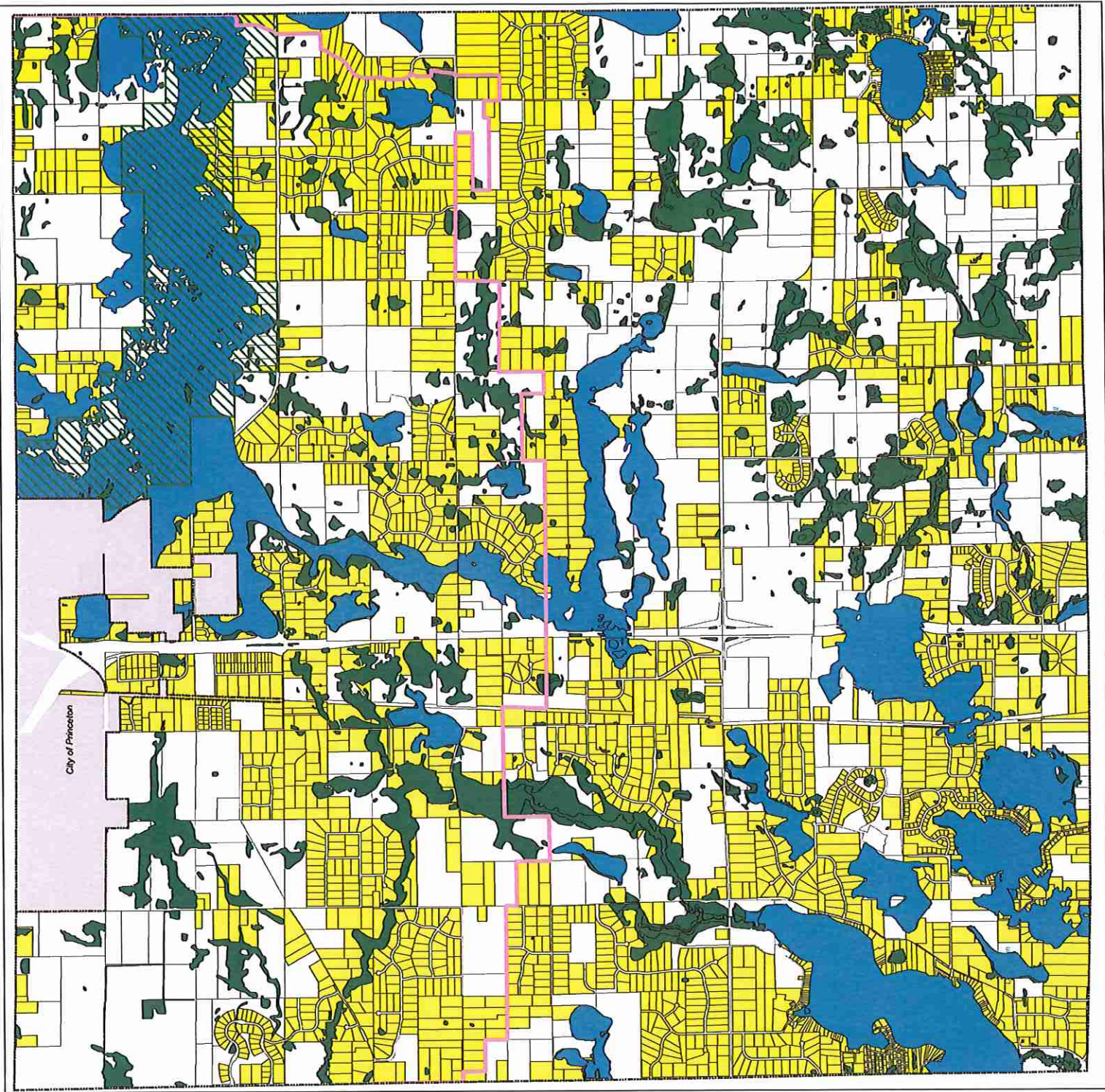
- Princeton Sewer Area Boundary
- Rum River WS District - 1222 Acres
- Floodplain - 2935 Acres
- NWI - 4894 Acres
- Parcels 10ac or Less - 8916 Acres
- Total Future Service Area - 9173 Acres
- City of Princeton

TPC
The Planning Company

**Hakanson
Anderson**

SOURCE: Princeton Comprehensive Sanitary Sewer Plan (Figure 6-1)
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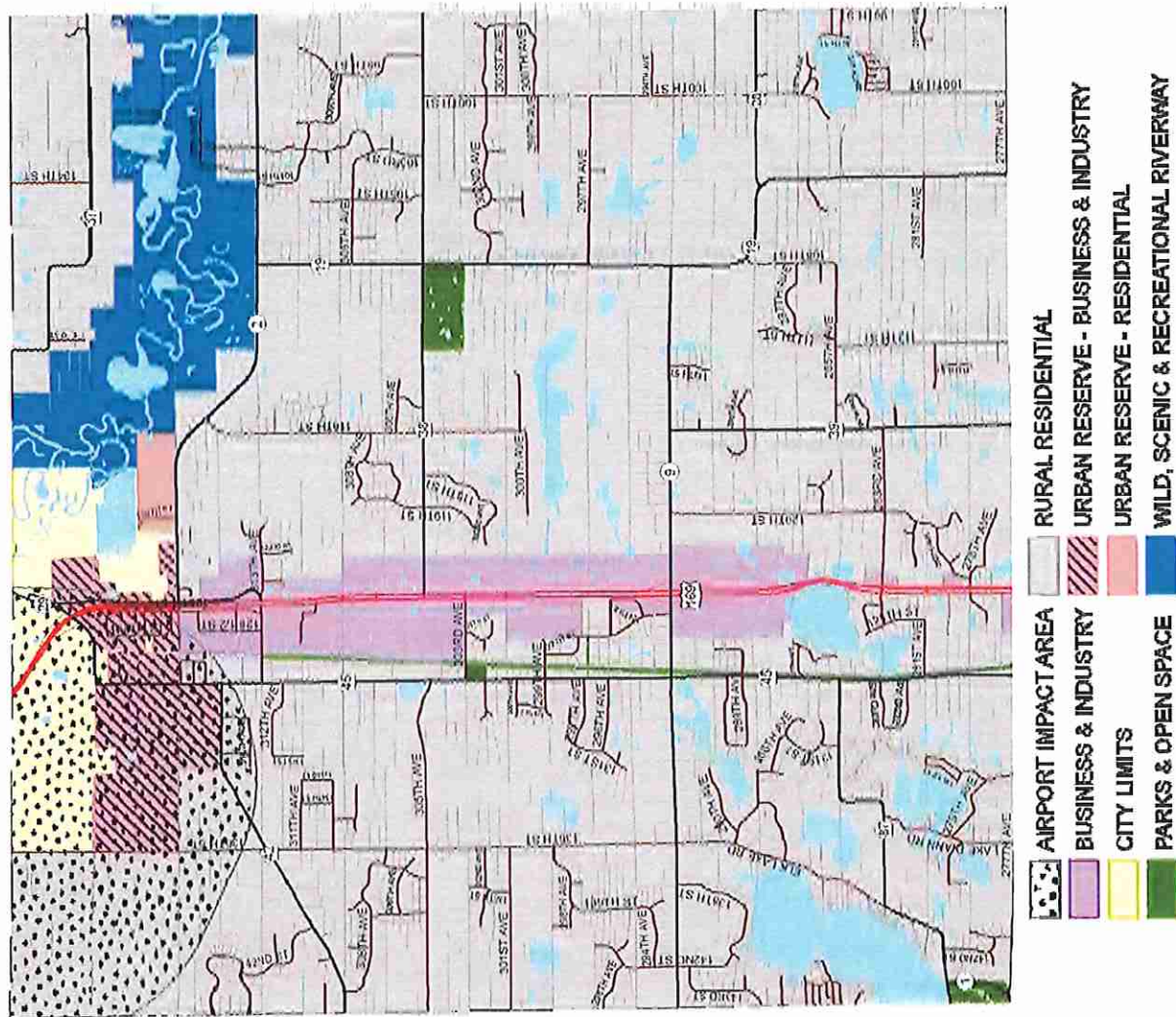


Figure 9.3: Sherburne County Future Land Use Map (Baldwin Township). Source: Sherburne County Planning & Zoning Dept.

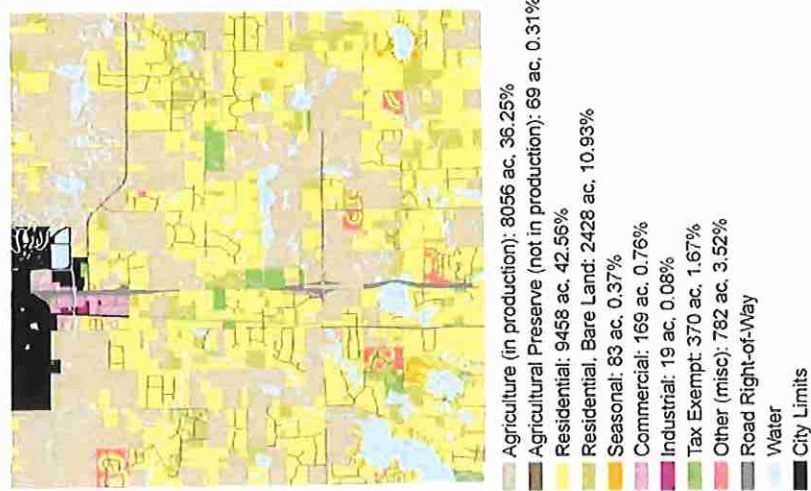


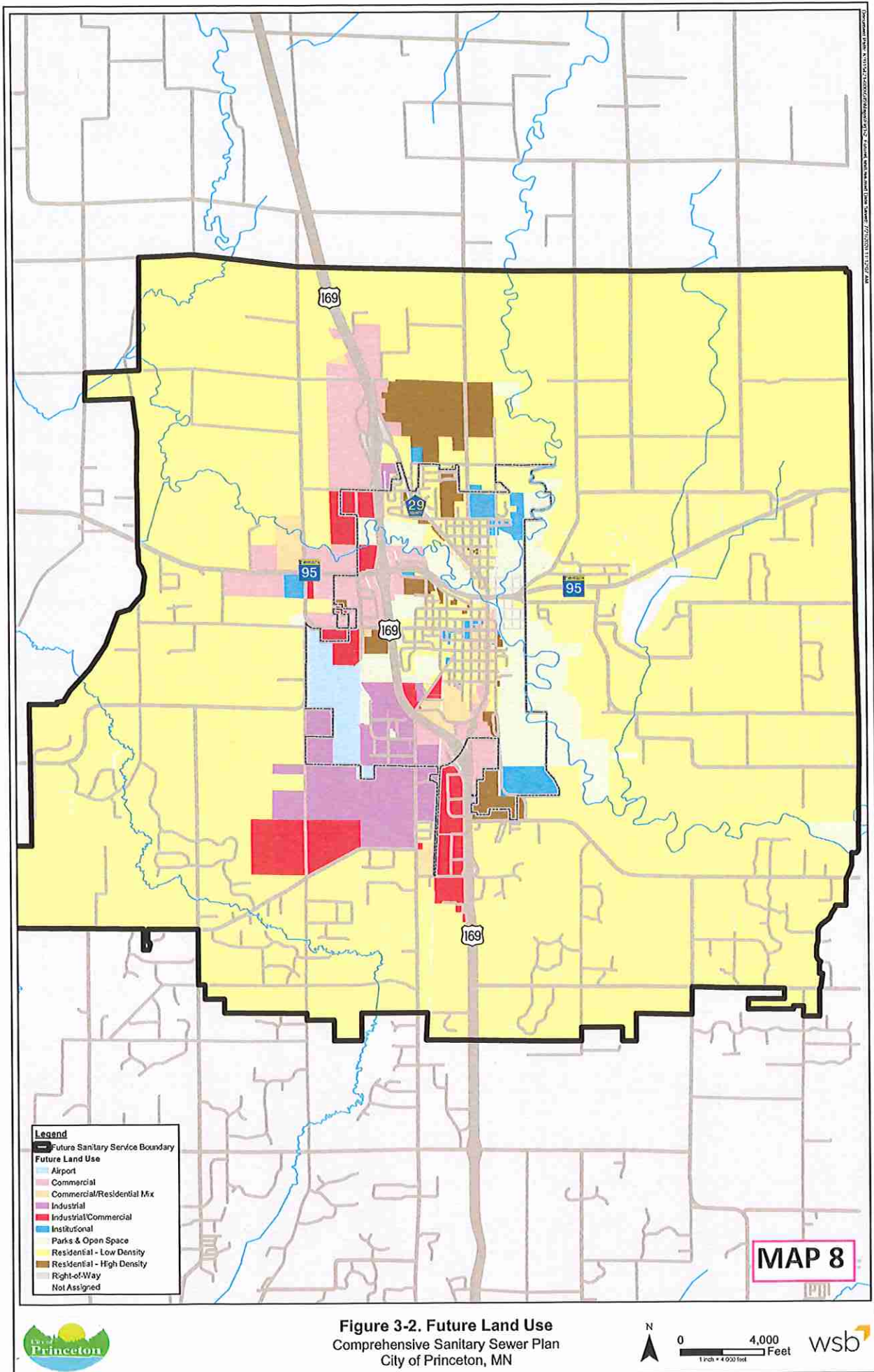
Figure 9.4: Baldwin Township existing land use by acres (2008). Source: Sherburne County Assessor's Dept.

Surrounding Jurisdictions

Sherburne County adopted a 2040 Comprehensive Plan on November 7, 2023. With Baldwin Township assuming responsibility for planning and zoning functions from Sherburne County on June 20, 2022 in accordance with a Joint Powers Agreement, Sherburne County did not plan future land uses within the Subject Area. The Baldwin Township Community Comprehensive Plan has been used by the City to guide land use and development within Baldwin since assuming local responsibility for planning and zoning functions. Land Use Plans for Blue Hill Township and Livonia Township are shown on the Sherburne County 2040 Future Land Use Plan map

The City of Princeton Future Land Use Plan map from the Princeton 2020 Comprehensive Sanitary Sewer System Plan included as Map 8. This map includes areas incorporated as Baldwin to which the document no longer applies.

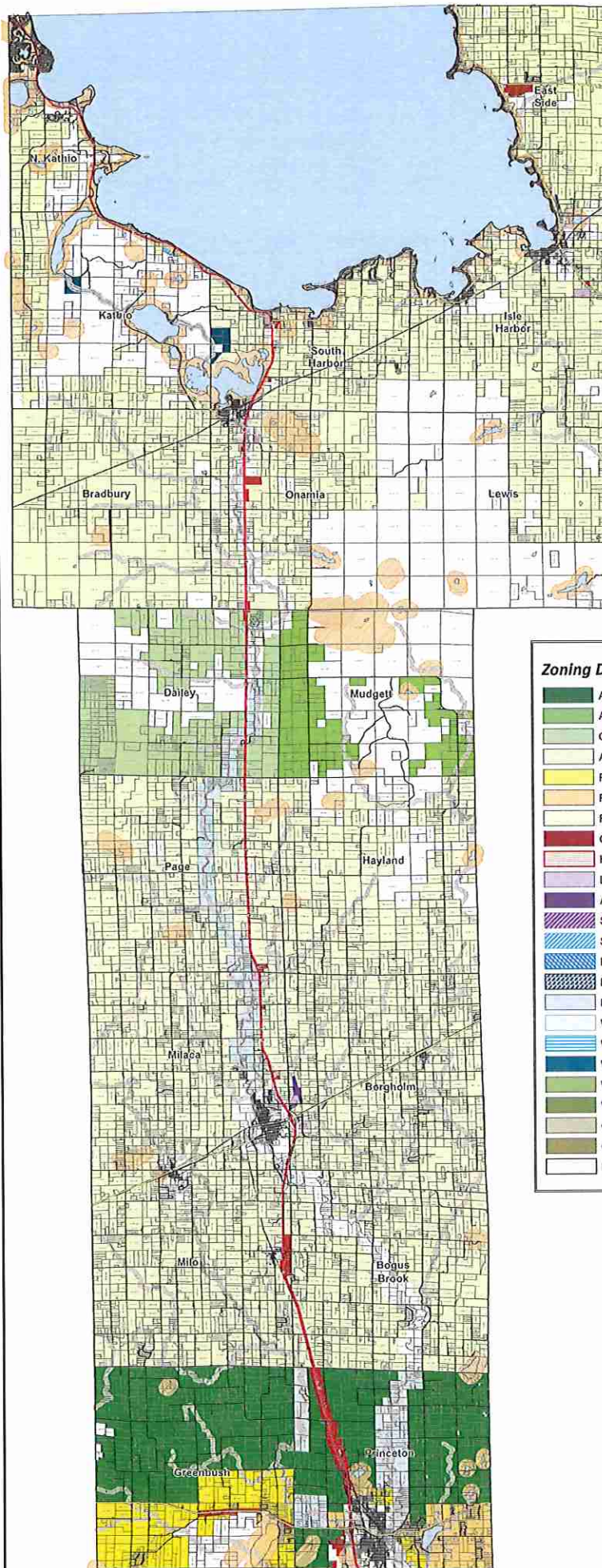
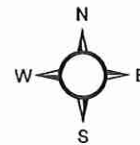
Comprehensive planning for Princeton Township, Blue Hill Township, and Spencer Brook Township is addressed under the jurisdictions of their applicable counties. Land use policy for Princeton Township is implemented through the Mille Lacs County Zoning Map (Map 9). Development in Spencer Brook Township is guided by the Land Use Plan map of the Isanti Comprehensive Plan (Map 10).



Mille Lacs County Minnesota

Zoning Map

MAP 9



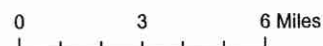
Zoning District

- Agricultural, A-1
- Agricultural, AG
- Conservation Agriculture, C
- Agricultural Residential, A-R
- Residential, R-1
- Rural Residential
- Residential Medium Density, R-2
- Commercial, C-1
- Highway Commercial, C-2
- Light Industrial
- Airport
- Shoreland - Airport
- Special Protection Shoreland, S-1
- High Density Residential/Surface Water, S-2
- Residential Subdivision - Recreational Shoreland
- River Conservation
- Wild and Scenic River - Recreational
- Wild and Scenic River - Scenic
- Wild and Scenic River - Wild
- West Branch of Rum River - Agricultural
- West Branch of Rum River - Transition
- Groundhouse River - Recreational River
- Groundhouse River - Forested
- Public Lands/Government Ownership

Overlay District

- 300 ft
- 1000 ft

May 1, 2015

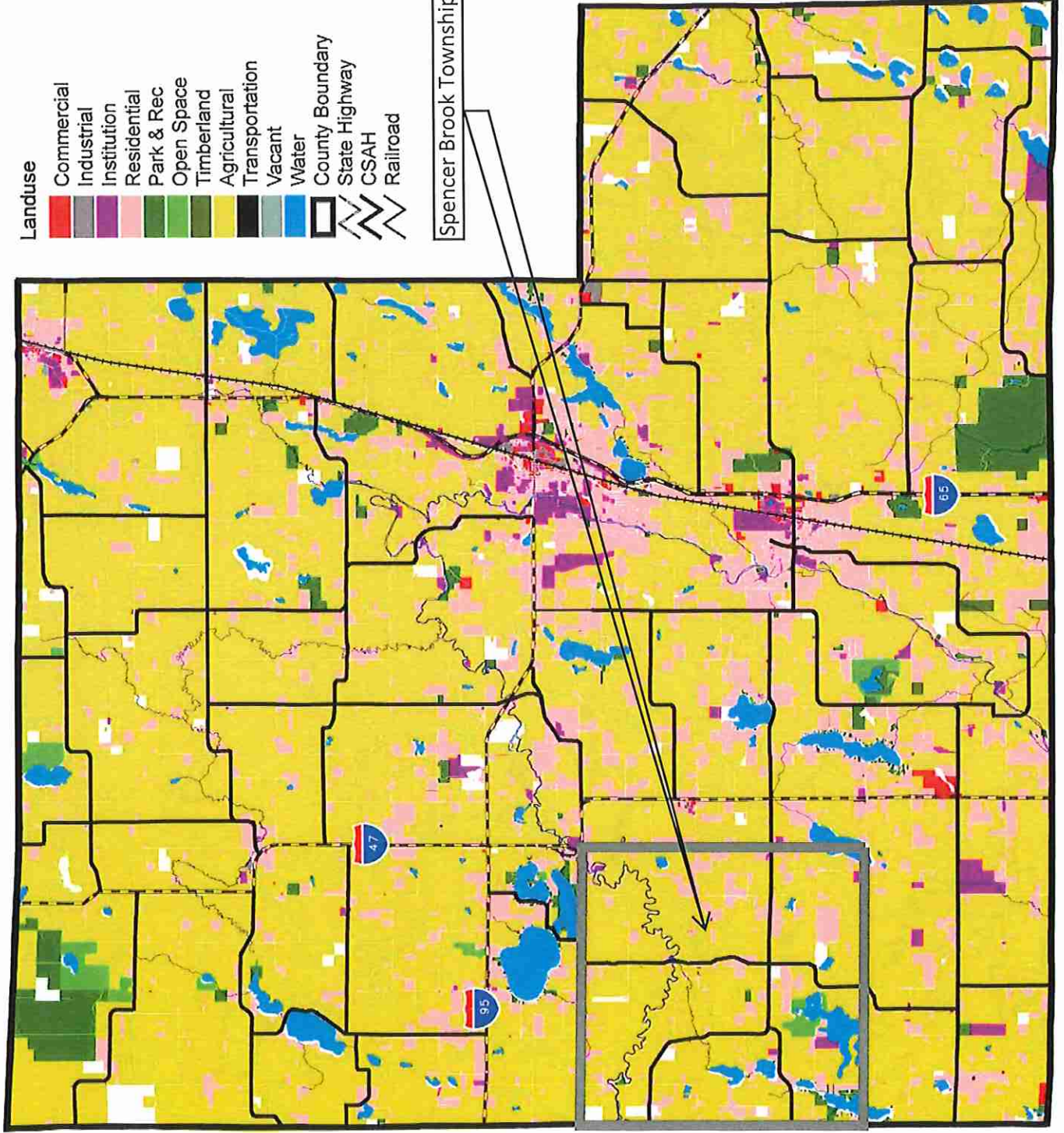


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MAP 10

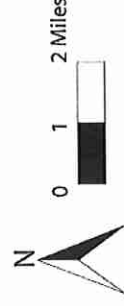
- Landuse
- Commercial
 - Industrial
 - Institution
 - Residential
 - Park & Rec
 - Open Space
 - Timberland
 - Agricultural
 - Transportation
 - Vacant
 - Water
 - County Boundary
 - State Highway
 - CSAH
 - Railroad

Spencer Brook Township



ISANTI COUNTY COMPREHENSIVE PLAN

Landuse



Source: Isanti County
Map by: Biko Associates,
Satoko Muratake
Date: July 18th, 2007

Figure

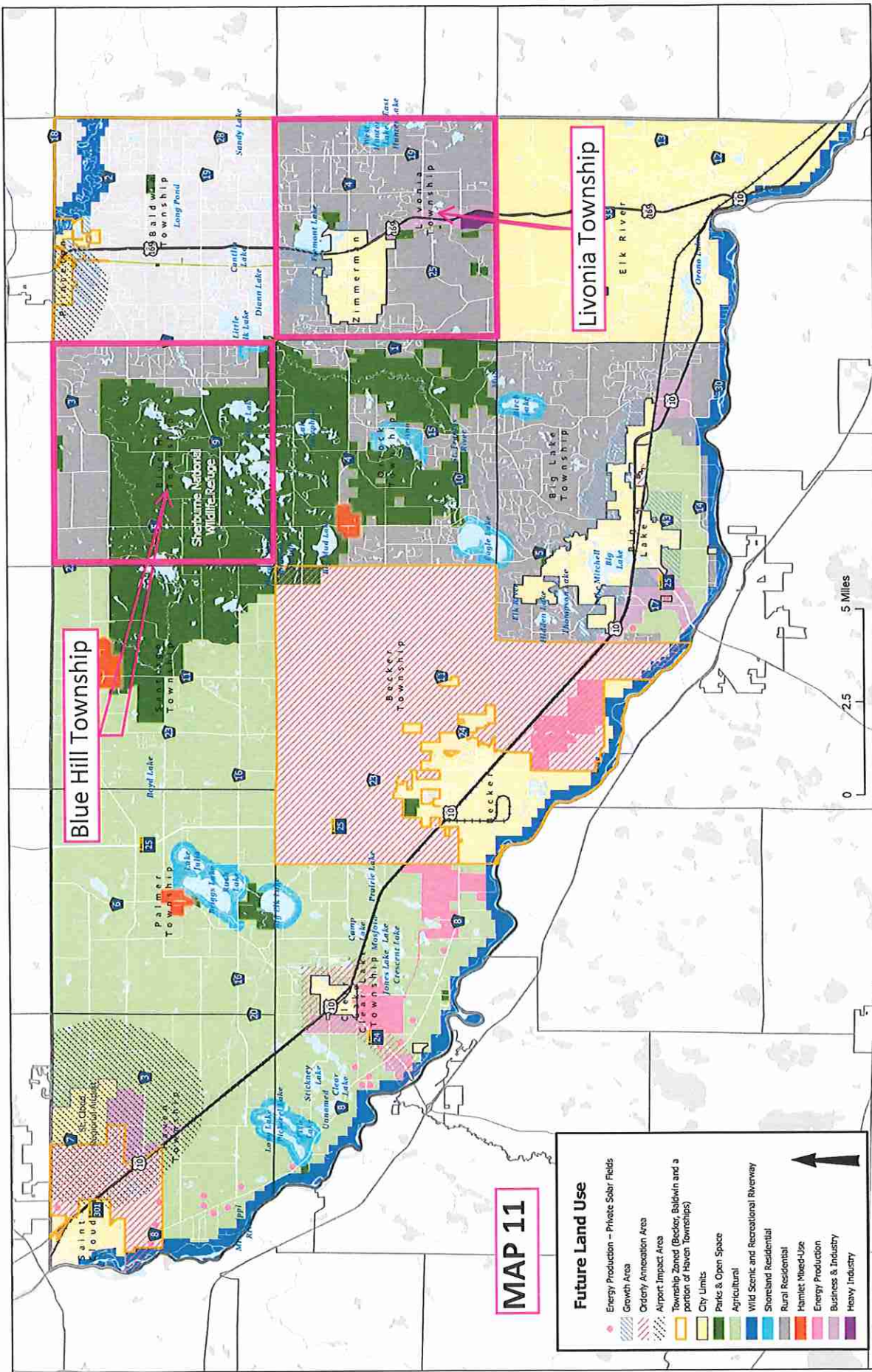


Figure 4.1 Sherburne County 2040 Land Use Plan Map

D. Land Use Controls

Baldwin Township adopted a Comprehensive Plan on August 4, 2014 addressing the social profile of the community, natural environment, existing and future land uses, economic development, transportation, community facilities, parks and recreation, and inter-government relations. The 2014 Baldwin Township Community Comprehensive Plan provides a framework for continued growth and development within the Subject Area.

Ordinance 900 adopting the Baldwin Township Zoning Ordinance, Ordinance 910 adopting the Baldwin Township Subdivision Ordinance, and Ordinance 920 adopting the Baldwin Township Building Ordinance were approved by the Town Board on April 18, 2022. Baldwin Township assumed responsibility for planning and zoning functions within its boundaries on June 20, 2022 in accordance with a Memorandum of Understanding with Sherburne County.

The responsibilities exercised by Baldwin Township, and now the City of Baldwin, include comprehensive planning; administration of the Zoning Ordinance for site and building plans, conditional use permits, and interim use permits, including for shoreland and floodplain areas; administration of the Subdivision Ordinance for land division and platting with criteria for premature development, standards for public improvements, financial provisions assigning costs to subdividers, and requirements for securities for completion of improvements; and administration of the Building Ordinance for application of the State Building Code and permitting for subsurface sewage treatment systems.

The Zoning Ordinance includes the following zoning districts designated on the Zoning Map (Map 11) to implement the goals and policies of the Baldwin Township Community Comprehensive Plan:

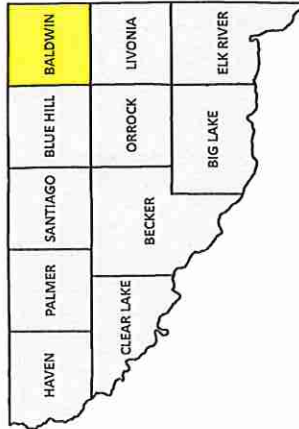
- **R1, General Rural District.** The purpose of the R1 district is to provide for locations for agriculture, agriculturally related development, and housing on lots without public sewer or water utilities.
- **C1, General Commercial District.** The purpose of the C1 District is to provide locations for retail and service businesses adjacent to a State or Federal highway, County state-aid highway, County road, or other arterial or major collector streets defined by the Baldwin Township Comprehensive Plan.
- **I1, General Industrial District.** The purpose of the I1 District is to provide locations for industrial development adjacent to existing industrial development and along Federal, State, County, or City streets.
- **S, Shoreland Overlay District.** The purpose of the S District is to manage the effect of shoreland and water surface crowding, to prevent pollution of surface and ground waters of Baldwin Township, to provide ample space on lots for sewage treatment systems, to minimize flood damages, and to maintain natural characteristics of shorelands and adjacent water areas via shoreland controls that regulate lot sizes, placement of structures, and alterations of shoreland areas.

- **WS, Wild and Scenic Overlay District.** The purpose of the WS District is to designate land use overlay districts along the bluff land and shoreline of the Rum River; regulate the area of a lot, and the length of the bluff land and water frontage suitable for building sites; regulate the setback of structures and sanitary waste treatment facilities from bluff lines and shorelines to protect the existing and/or natural scenic values, vegetation, soils, water quality, floodplain areas, and bedrock from disruption by man-made structures or facilities; regulate alterations of the natural vegetation and topography; prevent poorly planned development; and conserve and protect the natural scenic values and resources of the Rum River and maintain a high standard of environmental quality.

- **F, Floodplain Overlay District.** The F District is adopted in the public interest to promote sound land use practices, and floodplains are a land resource to be developed in a manner which will result in minimum loss of life and threat to health, and reduction of private and public economic loss caused by flooding; to maintain eligibility in the national flood insurance rate program; and to preserve the natural characteristics and functions of watercourses and floodplains in order to moderate flood and stormwater impacts, improve water quality, reduce soil erosion, protect aquatic and riparian habitat, provide recreational opportunities, provide aesthetic benefits and enhance community and economic development.

The Zoning Ordinance requires a minimum of 2.5 acres of land for any lot for single family residential use, which must include a minimum of 40,000 square feet of buildable land for the structures and subsurface sewage treatment system. Under the Building Ordinance, a Certificate of Compliance is required for an existing subsurface sewage treatment system any time a building permit is issued for a property or if there is a property sale. These land use controls over Baldwin allow for development while protecting the natural environment and public, health, safety, and welfare. Concern has been noted regarding the need to review allowed residential density and growth management strategies to ensure that desired rural character is maintained.

Baldwin Township Zoning Map



Township Boundary

City Limits

Zoning

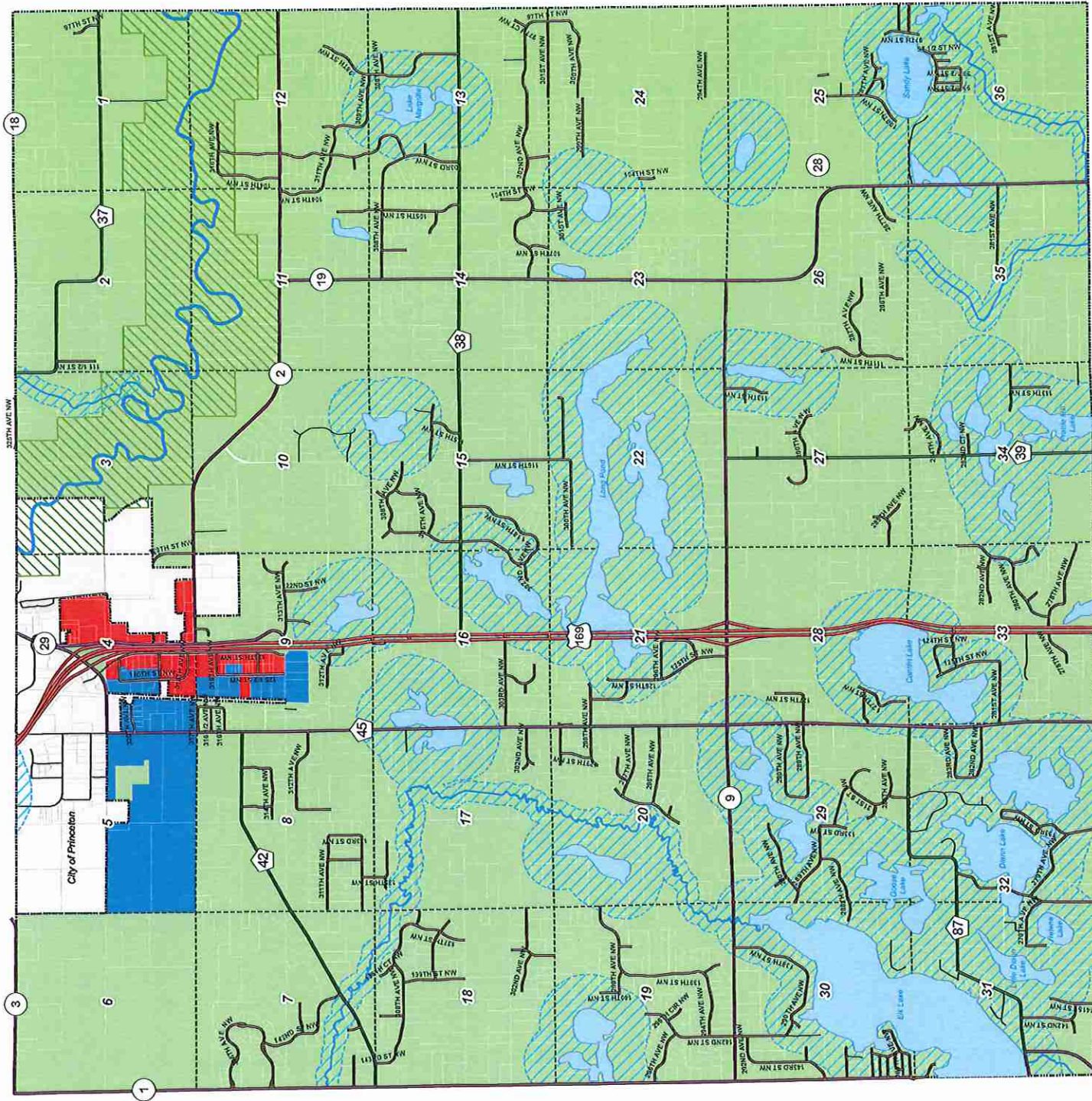
- R1, General Rural - 21,558ac (97.3%)
- C1, General Commercial - 163ac (0.8%)
- I1, General Industrial - 426ac (1.9%)
- S, Shoreland - 7860ac (35.5%)
- WS, Wild and Scenic - 1339ac (6%)

Roads

- US Highway
- County-State Aid Highway (CSAH)
- County Road
- Township Road
- Private Road
- City Street



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E. Existing Transportation Network

Baldwin is served by an existing network of Federal, County, and City streets shown on Map 12. US Highway 169 bisects the Subject Area north/south between the City of Zimmerman and the City of Princeton providing regional access to Baldwin. Roadways under Sherburne County jurisdiction including County State Aid Highway (CSAH) 1, CSAH 2, CSAH 3, and CSAH 9 and County Road (CR) 37, CR 38, CR 39, CR 42, CR 45, and CR 87 form a system of minor arterial and collector roadways within Baldwin shown on Map 13 that allow movement within the community and to destinations outside of Baldwin, including the City of Princeton, City of Zimmerman, City of Big Lake, City of Cambridge, and City of Isanti.

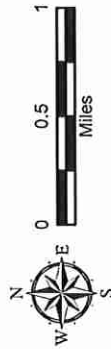
Baldwin, through its City Engineer and Public Works maintenance staff, is undertaking an evaluation of existing City streets to establish a rating of existing conditions. This condition index will form the basis of a Pavement Management Plan to provide for programming on-going maintenance and improvement of the existing City street system. New City streets added to the system through development are to be designed and constructed to Town standards based on the recommendations of the City Engineer, with access management provisions to collector and arterial roads adopted as part of the Subdivision Ordinance and Zoning Ordinance to provide for efficient travel.

The present transportation network is well maintained by the State, County, and Baldwin to serve the city. Incorporation of Baldwin allows the City to continue management of its transportation network through budgeting, capital improvement planning, and preventive maintenance as part of providing government services to protect public, health, safety, and welfare. Incorporation has also made Baldwin immediately eligible for Municipal State Aid highway funding based on its existing population of more than 5,000 persons.

Baldwin Township

Roadway Jurisdiction

Haven	Palmer	Santiago	Blue Hill	Baldwin
Clear Lake		Becker	Orook	Livonia
			Big Lake	Elk River



Roads

US Highway

County-State Aid

Highway (CSAH)

County Road

Township Road

City Street

Private Road

Section Lines

City Limits

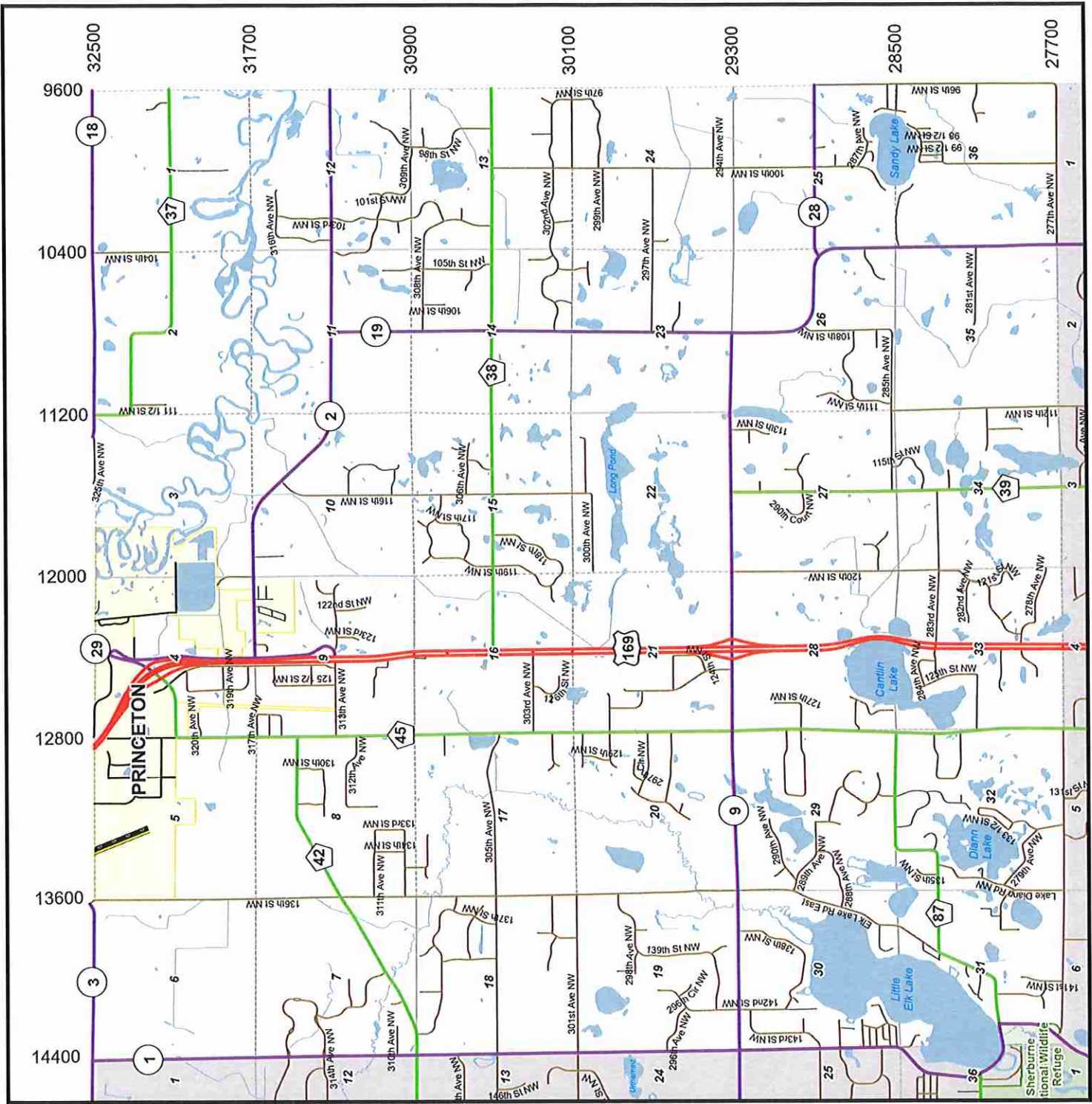
MAP 12

TPC
The Planning Company



Hakanson
Anderson

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ROADWAY CLASSIFICATION

HAVEN	PALMER	SANTIAGO	BLUE HILL	BALDWIN
				LIVONIA
				ORROCK
				BIG LAKE
				ELK RIVER



DNR Public Waters

 Township Boundary

Principal Arterial (Federal/State)

County Major Collector

County Minor Collector

County Local

Town Collector

_____ **James Bond**

1000

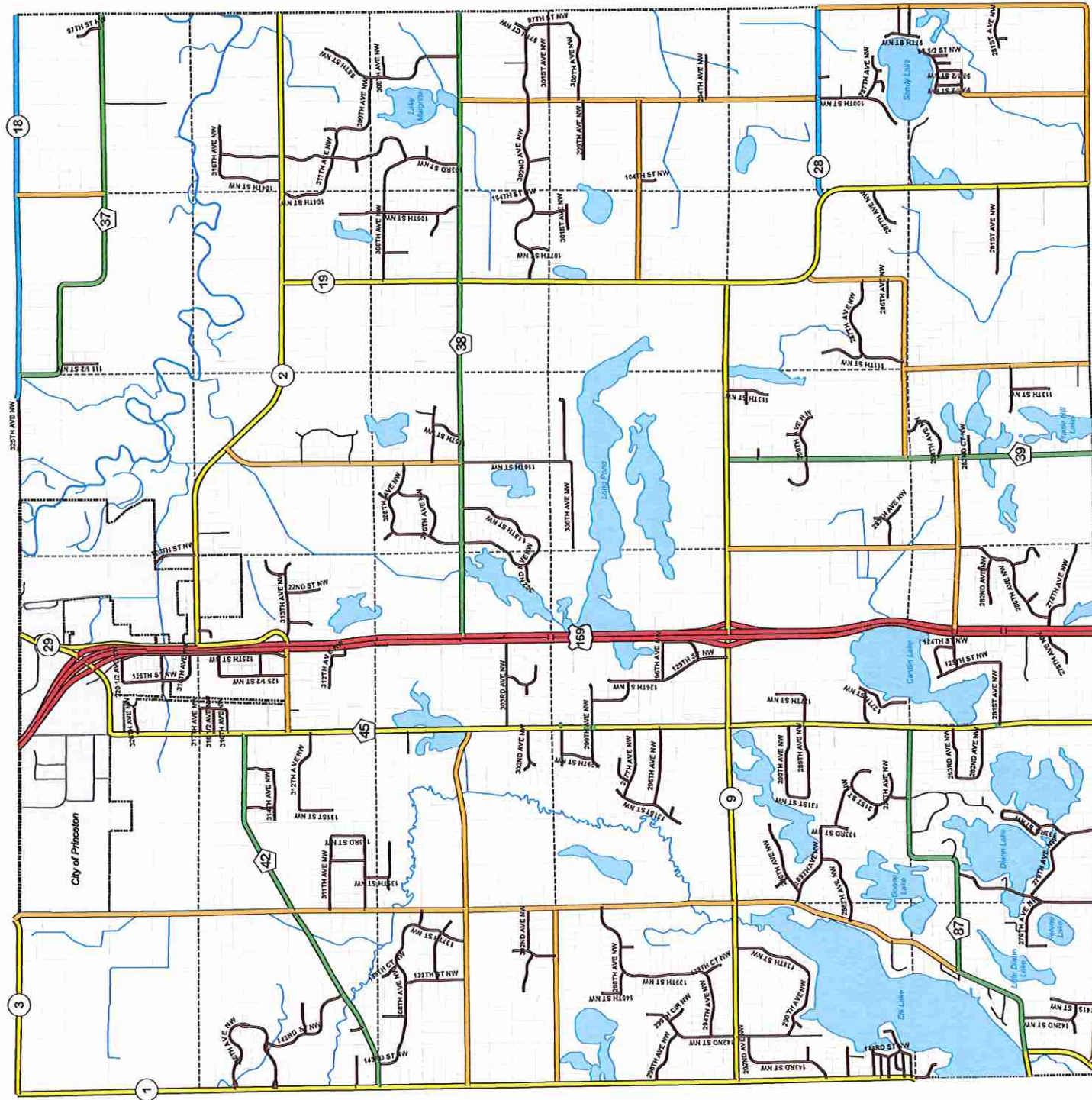
City_of_Princeton_Parcels



Source:
Sherburne County 2040 Transportation Plan
Baldwin Township

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F. Existing Government Services

Baldwin is governed by an elected five-member City Council serving the city at-large and chaired by a Mayor. The City is served by a seven-member Planning Commission and a five-member Park Committee appointed by the City Council to advise on land use and park and open space matters, respectively.

Baldwin employs the following full- and part-time staff to provide all necessary municipal services within the City:

- City Clerk/Treasurer
- Deputy Clerk
- Public Works Supervisor
- Public Works Maintenance Technician
- Seasonal staff (as needed)
- Fire Chief, Assistant Fire Chief, and a full complement of fire fighters.

Other professional services supplementing City staff are provided on a contract basis including legal, planning, engineering, building inspections, finance, property assessor, wastewater system operation, and information technology. Use of consultants for provision of these services is typical for government units the size of Baldwin and is not expected to require changes until such time as the City grows at a rate or to a size to warrant the hiring of additional full-time staff.

All official government business, including administration, public meetings, and elections is conducted at the City Hall and Public Works Building located at 30239 128th Street. The property also includes the Fire Hall.

Baldwin operates its own Fire Department that provides fire protection services within the City, as well as service to adjacent Blue Hill Township and mutual aid response to fire departments in the region. The Baldwin Fire Department staff includes a full-time Chief, Assistant Chief, three Captains, and 32 paid-on-call volunteer fire fighter positions. The Baldwin Fire Department is staged in a separate building on the same property as the City and Public Works Building. The ISO Public Protection Rating for the Subject Area is 06/10.

Police protection is provided by the Sherburne County Sheriff's Office.

Baldwin has acquired 30 acres at the northwest quadrant of 293rd Avenue and 128th Street and undertook an architectural space needs study to evaluate plans for a future administrative and fire hall building. The City Council constituted an Infrastructure Committee to evaluate the existing City buildings and advise on the need for expansion of these or construction of new facilities. If the City proceeds with construction of the proposed City Hall and Fire Hall building, Public Works could expand to occupy the existing City Hall and/or Fire Hall spaces. The acquisition and planning for future facility space needs ensures that the City will continue to provide efficient and effective governmental services for Baldwin.

There are two public parks within the Baldwin owned and maintained by Baldwin that provide a full range of recreational opportunities, as well as beaches, boat launches, and rain gardens. There are 30 acres of the 30,700 acre Sherburne National Wildlife Refuge in the southeast corner of Baldwin as well. There is also a 100 acre private game farm within the Baldwin. Recreation programming is available for Baldwin residents through Sherburne County, youth organizations, and area school districts.

Baldwin has since 2016 maintained and operated a Community Sewage Treatment System approved by Sherburne County for the Frontier Trails plat through a subordinate service district. The wastewater facility is operated on a contract basis on behalf of the City and is operated as a municipal utility.

G. Utilities

Water and sewer utilities within Baldwin are provided almost exclusively through on site private well and subsurface sewage treatment systems. As of June 20, 2022, Baldwin provides for permitting, inspections, and monitoring of subsurface sewage treatment systems previously administered by Sherburne County. The Building Ordinance includes a chapter establishing regulations for subsurface sewage treatment systems consistent with Sherburne County regulations, which are consistent with and more stringent than Minnesota Pollution Control Agency standards under Minnesota rules chapters 7080 through 7083 as follows:

- A certificate of compliance is required at time of property transfer when filing a certificate of real estate value at the point of sale of a property.
- A certificate of compliance is required to obtain a building permit unless such a certificate has been issued within the previous 10 years for the subsurface sewage treatment system serving the property.
- A five foot separation between distribution media and seasonal high water or a limiting layer in lieu of pressure distribution or multiple trenches using serial distribution is not accepted.

There are six subdivisions within the Baldwin that are served with Community Sewage Treatment Systems that were approved by Sherburne County before Baldwin enacted its own planning and zoning regulations. Five of these systems are privately operated by the applicable Homeowner's Association, and one of the systems (Frontier Trails) is operated by the City via a contracted Wastewater Facility Operator. Baldwin no longer allows for Community Sewage Treatment Systems through its Zoning Ordinance and Subdivision Ordinance.

Utilities for electric, natural gas, telephone, cable, or other services are provided by private entities.

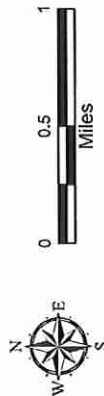
I. School Districts

Almost all of the Baldwin is within the Princeton Public School District (ISD 477). There are four properties along the south boundary of the Baldwin that are within the ISD 728 Elk River-Otsego-Rogers-Zimmerman School District. School district boundaries, shown on Map 14. School districts are independent of and transcend municipal boundaries and managed by the respective school boards.

School Districts

MAP 15

HAVEN	PALMER	SANTIAGO	BLUE HILL	BALDWIN
CLEAR LAKE	BECKER	ORROCK	LIVONIA	ELK RIVER
		BIG LAKE		



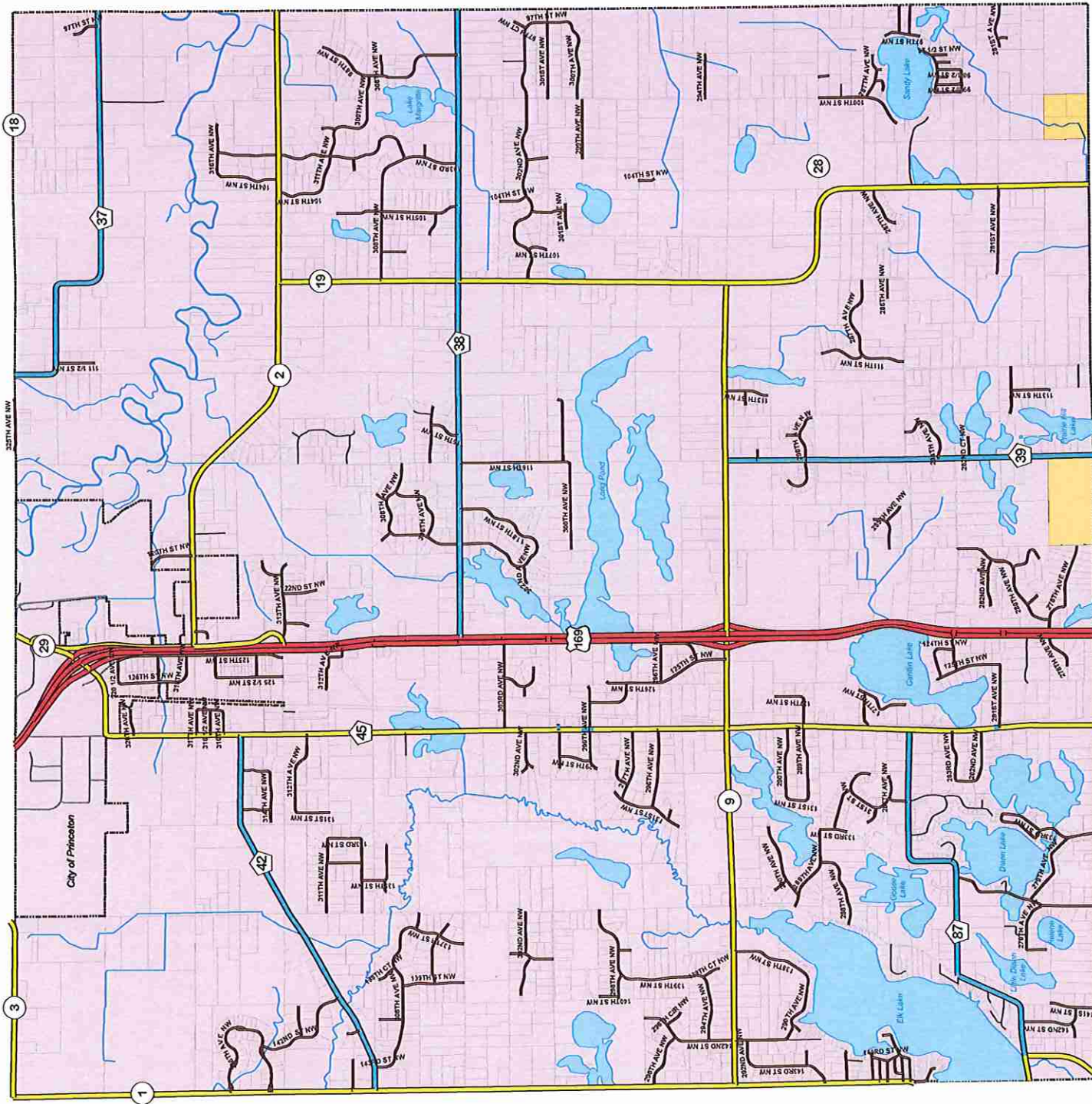
School Districts

- Elk River Area ISD 728
- Princeton ISD 477



DISCLAIMER: Baldwin Township does not warrant the accuracy nor the correctness of the information contained in this map. It is your responsibility to verify the accuracy of this information. In no event will Sherburne County be liable for any damages, including loss of business, lost profits, or any other interruption, loss of this information or the information it contains. Map information is believed to be accurate but accuracy is not guaranteed.

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IV. OPPORTUNITIES AND ISSUES

Comprehensive planning efforts are most effective when the community sets the agenda for the project, entitling them to a sense of ownership in establishing goals for the future vision of Baldwin that are the basis for forming policies and plans to realize that vision. Identification of community perspectives to outline opportunities and issues that guide the remaining planning process has been undertaken through work sessions with the Planning Commission and followed up upon by public information meetings. The work sessions with the Planning Commission included a SWOT (Strengths Weaknesses Opportunities Threats) exercise and in-depth discussion of the resulting information summarized in an appendix to the Comprehensive Plan. The summary of issues outlined in the following pages will be expanding upon in subsequent chapters developed throughout the planning process.

Community Identity

Evident throughout the process of incorporation and undertaking of the comprehensive planning process is a strong sense of community identity for Baldwin held by residents, businesses, and City officials. Rural character is at the forefront of this identity with natural areas and amenities, small efficient government and an engaged population all noted as positive traits of Baldwin. The strength of this sense of community identity is also an opportunity for Baldwin moving forward.

With the majority of growth occurring in Baldwin to date being residential development, most people identify with Baldwin through its rural areas or rural residential neighborhoods. Further development of office, retail, service and industrial businesses will allow for more of a live/work environment for current residents. Continued expansion and improvement of the City's network of streets will improve connectivity between neighborhoods and destination areas within Baldwin allowing access to commercial areas or enjoyment of recreational opportunities that exist with the area.

The proximity of Baldwin to regional government and quasi-public services such as hospitals is also viewed as contributing positively to the community's identity. Availability of these services and regional markets increases the value of the community as a desirable place to live or locate a business. Creating a sense of place recognized not only within the community, but as part of this larger US Highway 169 region is important as Baldwin continues to grow, especially for economic development purposes.

Preservation of Rural Character

Not only is rural character highlighted as fundamental to the identity of Baldwin, but something that the community adamantly wants to preserve and protect. The growth that has occurred in Baldwin and is anticipated to continue is one of the primary threats to the desired vision of the community in the future. While continued growth is recognized as a challenge that may lead to needs for more infrastructure and more services, the Planning Commission sees an opportunity as well. With incorporation, Baldwin can chart its own course in terms of development policy and decisions as to levels of services to be provided within the community. People looking to live in Baldwin will be drawn by the large lot sizes, open spaces, lakes, wetlands, trees, and wildlife and government that provides core municipal services to a high degree of fiscal responsibility. This environment is unique in residential markets and will be sought after. The City must actively work to protect this character through its Comprehensive Plan and development regulations

to preserve the natural environment from threats such as pollution, allowing residential densities that compromise open spaces, and needs for more developed infrastructure.

Growth Management

With development comes the need for government services and more infrastructure. Baldwin provides administration, public works, and public safety services efficiently and cost effectively. These core municipal services will need to be expanded as the community grows to maintain new and existing infrastructure. Concern about growing pains as a new city is real; expansion of services, much less adding expanded services, leads to additional related costs for staff, larger facilities, and greater infrastructure capacity. Again, this threat is recognized by the Planning Commission as being anticipated and needing to be addressed before becoming a weakness. To this end, growth management will be an ongoing initiative for Baldwin to ensure that market demand for development can be accommodated by the City within the capabilities of public facilities and services, which are to be expanded only in a fiscally responsible manner to maintain the City's favorable financial position and a low property tax rate.

Economic Development

Business and industry in Baldwin have been limited by the community being a rural township with rural center cities to the north and south on the US Highway 169 corridor where commerce activities have concentrated. These surrounding cities are established competitive locations with a wide range of retail goods, services, and businesses that creates challenges for economic development in Baldwin.

City officials remain committed working with land owners and private businesses to pursue expansion of existing businesses and location of new commercial and industrial development in Baldwin. The City's function in terms of economic development is to provide transportation infrastructure and services to support businesses. That the City does not provide sanitary sewer and potable water utilities may limit the types of businesses that are able to locate in Baldwin meaning the City must target its economic development plans and efforts accordingly.

Existing commercial development in Baldwin has been centered in the northern portion of the US Highway 169 corridor adjacent to the City of Princeton. The area includes local businesses with primarily industrial character as well as commercial service business serving the immediate. Other locations in Baldwin having access to US Highway 169 present opportunities for new commercial development. This includes the existing interchange at US Highway 169 and 289th Avenue in the center of Baldwin. Primary interest from the community for commercial business development in this area is for convenience and shoppers goods businesses that would serve both local and regional markets.

Industrial development is more influenced by economic conditions than commercial land uses, but the City's role is similar. Availability of land for development, access regional transportation, and development regulations that allow a range of industrial activities are the most significant contributions of the City in industrial development. The community benefits from industrial development by creating opportunities for employment within the City that can be filled by residents or which provides a population within Baldwin during the workday needed to support retail and service businesses. Financially, industrial development benefits the City through expanded tax based on high value buildings and properties that offsets the cost of City facilities and services for residential property owners.

As with residential development, Baldwin has opportunities for growth of commercial and industrial businesses in terms of available land supply and transportation access, especially for industrial land uses. Past and future residential development increases market potential of a Baldwin specific trade area for retail, service and office businesses, as does available land on the US Highway 169 corridor. Private landowners and businesses determine specific types and location for retail, service, office, and industrial uses in consideration of market factors. The factors that influence commercial and industrial development have been upended by broader economic trends including evolution of the Amazon business delivery model and the COVID-19 pandemic that upended office work environments. The anticipated character of development in Baldwin may present opportunities within these challenges for other communities with more traditional commercial and industrial land use patterns.

Housing

Single family dwellings are the only form of housing within Baldwin based on municipal sanitary sewer and water utilities not being available. The strong preference of the community is for single family housing in Baldwin. There is also a desire to see development of housing options for seniors reflecting regional and national demographic trends of an aging population.

Options for attached housing face community opposition but are most likely not feasible due to no municipal sewer or water availability. Analysis completed during the incorporation process demonstrated that it is not likely feasible to develop municipal sewer and water utilities in Baldwin because of the existing pattern of development rural parcels separated by intermediate plats of rural residential neighborhoods. The area available for services is too small to provide an efficient scale of operations or smaller areas too far apart to be efficiently connected.

However, limitations to single family dwellings creates challenges in providing for a housing stock that meets the needs of all ages and incomes. The ability to provide more independent living or lower maintenance housing hinders the ability of the existing population to remain in Baldwin throughout their lives. Not having housing options other than single family homes can also limit opportunities for new households, first time home buyers, or seniors with more limited financial resources from living in Baldwin. This second factor can affect availability of employees for businesses within Baldwin, as well. There may be consideration of addressing housing options in Baldwin through non-traditional means, such as accessory dwelling units.

Transportation

Transportation requires significant capital investment requiring a long-term improvement and maintenance programs to estimate and allocate financial resources that will be necessary to build, expand, and preserve the roadway system. This is an area where providing infrastructure requires cooperation between several levels of government and coordination on plans and improvements between adjacent communities in addition to a focus on infrastructure within the City. The capital improvement plan for transportation infrastructure must be in place as part of a growth management strategy to ensure that adequate capacity exists to accommodate proposed developments.

The Planning Commission identified the US Highway 169 corridor as central to planning for Baldwin's future. US Highway 169 provides convenient access for residents to the Twin Cities Metropolitan Area for

employment, goods and services, and entertainment options. Likewise, US Highway 169 creates visibility for commercial locations intent on attracting travelers or for industrial businesses to ship and receive materials and products. Definition of long-term access to US Highway 169 is a critical step in relating the Future Land Use Plan to the transportation system.

The City will also need to develop the transportation network that feeds to and from US Highway 169 to provide for access and efficient travel within the City. This effort will be undertaken together with the system of County State Aid Highways and Country Roads managed by Sherburne County in Baldwin that form the collector street backbone of a functional classification system. Maintenance and expansion of City streets, including its own collector streets, is aided by availability of Municipal State Aid funding upon incorporation.

Community Facilities

The core purpose of municipal government is to provide services necessary to support residential, commercial, and industrial development under the banner of public health safety and welfare. These services include infrastructure including streets and stormwater, public safety services for police and fire protection, parks and recreation, and day-to-day administration of the City organization.

The Planning Commission identified the City as an organization with strong leadership from elected officials and capable City staff. These qualities can be put at risk over time as elections occur and City staff changes. However, effective government is largely influenced by people in leadership positions being responsive to constituents about their priorities and communicating effectively about the City's goals, plans, and actions.

Infrastructure structure and services adequate to meet the needs of the City today may not be sufficient in the future. The capacity and maintenance of City streets was a primary impetus for incorporation for access to Municipal State Aid monies to assist within ongoing financing of this infrastructure. Police and fire services will need to be monitored to ensure the necessary protection are provided for the growing community. And general operation of the City will likely lead to more staff needs to be anticipated and planned for.

A commitment to City facilities and services will attribute positive qualities to Baldwin's community identify that will likewise strengthen the connection residents and business have with the City. Continuing to provide efficient, quality services that users believe are delivered with value must be a priority for the City going forward. This level of community facilities and services will not only support continued growth, but sustain it as well.

Parks, Open Spaces, and Trails

Baldwin benefits from extensive natural areas the outdoor recreation opportunities these areas provide. Developed recreational facilities are more limited within the community. To a degree, the residential pattern of development in Baldwin doesn't warrant an extensive system of neighborhood parks as the area of individual lots or adjacent lots within a neighborhood provide space for that type of activity. Baldwin would benefit from planning community oriented parks and open spaces either for formalized activities or passive recreation. Trails also offer a recreation amenity that can connect areas of the

community together and connect Baldwin to other points of interest in the region. As with the opportunity for planning new development that is to occur, Baldwin has the opportunity in the area of parks, open space, and trails to plan for these amenities at the same time as it considers future land use.

V. POLICY PLAN

Planning is fundamentally seeking to achieve order through rational decision making. Comprehensive Plans layout a framework for development typically in twenty-year windows in the form growth forecasts and absorption projections, formulation of a future land use pattern, and outlining improvement projects to provide related support systems and infrastructure. This approach to planning has been to view the community as a large design project where a picture of the future is formed and control measures are devised to move the city to that goal. The objective of this process is to make the community look like the map implicitly providing for order convenience, efficiency, economy, and aesthetics. Preparation of a comprehensive plan in this manner is sufficient to address a city's immediate needs and problem, but lacks adaptability to define and realize a long-term vision of the community.

The foundation of the Comprehensive Plan are community goals that establish Baldwin's objectives for its developed environment and the means to achieve the desired outcomes through policies implementing the Comprehensive Plan. Baldwin's goals and policies will be the basis of, and complement, the City's maps, ordinances, and codes that are more fixed documents in addressing development activity guided by the Comprehensive Plan.

A policy-based approach to planning, together with traditional development framework plans for land use and related systems is the basis for the Comprehensive Plan. Statements outlining the broad goals that the community seeks to achieve through growth and development segue to the formulation of policies to bring about that future vision. These goals and policies form the foundation of the land use and system plans prepared as the collective chapters of the Comprehensive Plan.

Comprehensive plans are not intended to be, nor are they effective, as static documents. As the circumstances of the community change, the policy plan can be adapted to provide education to the public and developers, criteria for City officials to evaluate changes in development practices or unanticipated proposals, and a basis for consideration of amendments of the comprehensive plan and the City's official controls for implementation. This approach also yields greater efficiency for administration and implementation if all of the actions of the organization are guided by consistency with the goals and policies of the comprehensive plan. These goals and policies will therefore allow the City to adapt to emerging trends, opportunities, or issues not anticipated today and provide continuity for the Comprehensive Plan for future City Councils, Planning Commissions, property owners, residents, and developers.

The format of the terms "goals" and "policies" where they are included in the development framework and system plans are used in context of the following definitions:

Goals: The outcome that will result in achieving the kind of development environment that is desired in Baldwin.

Policies: Actions that serve as a guide to help make present and future decisions that will result in achievement of Baldwin's goals.

The policy plan does not provide a timeline for when development is to occur or prioritize needed community improvements. Instead, these statements collectively provide criteria that can be used to direct actions to be undertaken by public entities and the private sector in response to community objectives. In some cases, a single policy may outline a course of action; more frequently, several policies will apply to a given situation.

A. Natural Resources

The importance of continued community growth integrated with natural resources in Baldwin is recognized by the City. The proper preservation, protection, and utilization of the natural environment as a valuable amenity or as a constraint or barrier for development are guided by the following goals and policies.

Goal #1: The environment shall be protected while accommodating growth by integrating new development with Baldwin's natural resources in a compatible manner.

Policies:

- Allow development based on soil suitability and evaluation above ground water tables.
- Require that all activities in naturally or environmentally sensitive areas conform to local, county, state, and federal regulations.
- Preserve existing trees as part of the development review process where feasible.
- Require new development to add trees to the landscape.
- Integrate natural resources areas with the public parks, open space, and trails.
- Maintain and utilize natural drainage patterns for stormwater management wherever feasible.
- Require subdivisions to plat lots with minimum lot area exclusive of the boundaries of storm water ponds, delineated wetland boundaries, and required wetland buffers to insure adequate buildable area and usable yards to avoid encroachment.
- Require erosion and compaction control plans for all site grading to prevent erosion, dust, and soil sedimentation and prohibit development on slopes identified as where erosion or slippage may occur.

Goal#2: The quality of water resources in Baldwin, including lakes, wetlands, streams, and ground water resources shall be protected and improved.

Policies:

- Prevent impacts from development to drainageways, wetlands, shorelands, floodplains and other natural features that perform important environmental functions in their natural state.
- Work with the DNR to administer the State mandated requirements for shorelands adjacent to public waters to protect water quality and natural aesthetics.
- Regulate land use within the Rum River Wild and Scenic and Recreational River District in accordance with State mandated regulations standards so as to preserve and protect the outstanding scenic, recreational, natural, historical and scientific values of the river.
- Enforce floodplain regulations to regulate development in a manner consistent with Federal and State requirements to protect public safety and property from damage due to flooding.
- Administer the Wetland Conservation Act of 1991.
- Incorporate best management practices for stormwater management to control and treat stormwater runoff from development.
- Implement ordinances that protect ground water resources from pollution to ensure safe municipal water supplies.

B. Land Use

The land use goals and policies create a foundation for defining the character and intensity of land use in Baldwin. The land use related goals and policies apply both to existing land use patterns and future development. The following goals and policies serve as a reference for land use planning decisions.

Goal #1: Develop a cohesive land use pattern that ensures compatibility and functional relationships among activities.

Policies:

- Arrange complementary land uses and activities into functionally related areas of the community as determined by physical barriers, homogeneous land use characteristics, and service area boundaries.
- Accomplish transitions between different land uses in an orderly manner that so as not to create negative impacts on adjoining developments.
- Changes in types of land use shall occur either at mid-block points, so that similar uses front on the same street, or at borders of areas separated by physical barriers.

- Regulate incompatible land uses so that conflicts are minimized through the use of physical barriers, distance, screening, or proper physical orientation of lots and buildings.
- Relate the land uses guided by the Comprehensive Plan to community development priorities and transportation needs.
- Provide land use transitions and proper buffering between distinctly different types of land uses.
- Establish standards for development of all land uses to ensure desired community character.
- Consider interim uses where land use designations are provided for long term market needs and absorption provided that the activities will be compatible with existing and proposed uses and will not obstruct planned development.
- Implement an interim land use plan to prevent an over-allocation of land zoned for any particular use in excess of actual demand or service capacities as the Future Land Use Plan is a general long-term, suggested land use pattern for the City intended to develop over time.
- Deem premature any proposal to allow a more intensive land use unless those initiating the request demonstrate that the criteria set forth by the Comprehensive Plan are satisfied.
- Coordinate future land uses in Baldwin with neighboring communities to encourage unified developments patterns.

Goal #2: Rural land uses are to be preserved and promoted as the defining character of development within Baldwin and serve as a primary means of growth management.

Policies:

- Protect agricultural uses and the economic viability of farming operations within Baldwin.
- Limit development density to maintain large tracts suitable for rural land uses and minimize service needs until criteria to allow for a more intensive land use guided by the Future Land Use Plan is demonstrated to be met.
- Allow keeping of farm animals on properties in such numbers so as not to cause public health and safety concerns or compatibility issues with surrounding residential development.

Goal #3: Residential uses shall be developed in a manner consistent with Baldwin's priorities, compatible with surrounding development, and responsive to market needs.

Policies:

- Encourage innovation in subdivision and housing design.

- Provide housing opportunities for persons of all ages and income levels that allow them the ability to maintain residence within Baldwin throughout the various stages of their lives.
- Require residential neighborhoods to be protected from incompatible uses by adequate separation and buffering from non-residential land uses.
- Protect residential neighborhoods from through traffic using local streets with collector or arterial streets bordering residential neighborhoods.
- Regulate accessory buildings within residential areas to be compatible in design and size to maintain a residential neighborhood character.
- Allow for home based business within residential neighborhoods provided they are not evident and do not create compatibility issues with the surrounding area.

Goal #4: The character of individual neighborhoods is to be maintained and improved where possible.

- Regulate incompatible land uses to minimize compatibility issues through the use of natural and man-made physical barriers, and physical orientation of lots and buildings.
- Accomplish renewal, replacement, and redevelopment of substandard, incompatible, or non-conforming land uses through public action and private means.
- Protect existing residential development from adverse environmental impacts, including noise, air, and visual pollution.
- Administer zoning, subdivision and building, and property maintenance ordinances to maintain high quality, attractive neighborhoods and business districts.

Goal #5: Attracting, retaining, and expanding business and industry is a priority for providing employment opportunities and diversification of Baldwin's tax base.

Policies:

- Promote development of building design and construction that enhances Baldwin's image, promotes durability, increases energy efficiency, and expands the local tax base.
- Administer an expeditious development review process for proposed commercial and industrial developments.
- Communicate with existing businesses to stay informed of changing needs to facilitate the retention and in-place expansion.
- Consider use of financial assistance tools to assist expansion of existing business or location of new businesses in Baldwin when deemed appropriate and necessary by the City.

Goal #6: Promote balanced and viable commercial development responsive to the retail and service needs of the community, US Highway 169 travelers, and surrounding market area.

Policies:

- Define sufficient areas on the Future Land Use Plan for commercial land uses to meet long-range needs.
- Plan for commercial development in areas of high accessibility, with the US Highway 169 corridor being promoted as the primary focus for commercial uses within Baldwin.
- Develop commercial areas as cohesive, highly interrelated nodes of development with appropriate access and off-street parking.
- Development of one quadrant of a street intersection shall not dictate commercial use of the remaining quadrants.
- Establish site development and architecture standards to ensure quality development in areas of high visibility such as the US Highway 169 corridor.
- Adopt regulations for signs for facilitate business identification while minimizing visual distraction or negative aesthetics.
- Encourage the removal of non-complementary uses in areas identified for commercial development.

Goal #7: Promote development of high quality, high value industries that expand tax base and create employment opportunities within Baldwin.

- Limit industrial businesses to areas designated for these land use activities by the Future Land Use Plan.
- Define distinct areas for varying types of industrial activities and establish respective standards governing development quality.
- Encourage infill development and in-place business expansion within existing industrial areas.
- Facilitate redevelopment of industrial properties that exhibit building deterioration, obsolete site design, environmental concerns, or land use compatibility issues.
- Provide for phasing of development within existing rural areas designated for future industrial uses as demand increases.

- Encourage relocation of existing industrial activities within residential neighborhoods to relocate to appropriate areas guided for industrial use on the Future Land Use Plan.
- Locate industrial land uses with access to regional transportation systems.
- Landscape and screen outside storage of equipment and materials associated with industrial uses minimize negative visual impacts.
- Establish site development and architecture standards to ensure quality development in areas of high visibility such as the US Highway 169 corridor.
- Adopt regulations for signs for facilitate business identification while minimizing visual distraction or negative aesthetics.
- Encourage the removal of non-complementary uses in areas identified for industrial development.

Goal #8: Public facilities and services shall be located so as to offer ease of access and minimal response time.

Policies:

- Locate public facilities where the use is compatible with the existing and proposed land uses of the area.
- Develop public facilities upon sites that offer ample land area for any necessary expansion.
- Avoid displacement of residents resulting from the development of government facilities and infrastructure.

Goal #9: Public facilities shall be designed to enhance community identity and recognition in a manner compatible with the surrounding area.

Policies:

- Develop and maintain all public facilities to serve as examples for private development and to create a source of community identity.
- Enhance the attractiveness and identity of the community through gateway identification, civic beautification, tree planting, street maintenance, and other measures.
- Provide adequate landscaping, screening, and buffers for all public and quasi-public facilities in order to minimize impacts to surrounding uses and enhance the area in which they are located.

- Ensure public facilities are constructed upon sites with land area sufficient for current needs and future expansion.

Goal #10: Development shall provide for logical extension of related infrastructure and community services in a fiscally responsible manner to maintain the City's current favorable local tax rate.

Policies:

- Promote infill development and follow an orderly pattern for expansion that maximizes investment in existing utility and transportation infrastructure.
- Delineate boundary limits for new development and stage expansion of infrastructure necessary for new development.
- Discourage subdivision of parcels not contiguous to existing rural residential, commercial, or industrial development that expand the City's existing service delivery areas and create scattered nodes of development.
- Prohibit premature subdivisions in areas that lack adequate infrastructure, such as transportation or other public facilities and services.

D. Parks, Open Spaces, and Trails

Parks and open spaces are an amenity to the community that contributes positively to the quality of life and character of Baldwin. Trails serve both a recreation and transportation function.

Goal #1: Planning for the parks and trails system shall be a dynamic process that organizes and addresses recreation activities in a comprehensive manner.

Policies:

- Establish parks and open spaces within Baldwin accessible for all residents and groups of the community.
- Ensure that the acquisition of land and development of facilities for parks and open space reflect community needs and priorities.
- Provide that those benefiting from the acquisition and development of parks, open spaces, and trails participate in the costs of improvements.

Goal #2: Acquire land for development of parks, trails, and open spaces to fulfill the long-term needs of the present and projected population of the community.

Policies:

- Acquire land for parks through dedication, donation, purchase, or other means available to the City to implement the Future Parks and Trails Plan.
- Accept dedication of land for parks, open spaces, and trails in satisfaction of subdivision requirements only when the needs of the community are satisfied as established by the Future Parks and Trails Plan.
- Acquire lands with high amenity value and unique landscape areas, such as river frontage, water bodies, waterways, wetlands, ponds, streams, significant tree stands, native prairie, bluffs, or areas of rugged topography, as amenities within in the developing park system.
- Include areas of cultural value within park lands when they exhibit qualities or have opportunities to contribute to the park and trail system.
- Require of adequate right-of-way for sidewalks and trails during the subdivision process or acquired as part of improvement projects.

Goal #3: Develop a system of parks, open spaces, and trails, Baldwin the community in a manner compatible with surrounding land uses.

Policies:

- Define a desired balance between active, passive, and cultural recreational areas and activities tailored to the needs of the community.
- Preserve natural amenities or cultural resources when planning the development of specific park and trail sites.
- Make improvements to the park and trail system based on the recommendations of the Parks System Plan.
- Establish consistent design elements for park and trail facilities (buildings, play equipment, landscape plantings, signage, fixtures, etc.) that promote community identity and recognition of public facilities.
- Coordinate park development with City stormwater management plans.
- Utilize trails for both transportation and recreational functions as connections between activity centers or by providing access to parks and open spaces.

D. Transportation

Transportation is a critical infrastructure for Baldwin in terms of continued growth requiring that full attention must be given to ensure a functional transportation system. Additionally, the transportation system must be coordinated with the Future Land Use Land Use Plan to identify and address areas where improvements may be required as a prerequisite for development. Within the context of these considerations, the following goals and policies are provided.

Goal #1: Approach all modes of transportation as an integrated system to be planned on a coordinated basis.

Policies:

- Develop a transportation system that serves the mobility and access needs of residents, businesses, and institutions and supports the Baldwin's goals for future growth.
- Design transportation facilities to conserve natural resources and minimize the need for ongoing public investment.
- Plan transportation facilities to function in a manner compatible with adjacent land use; in those instances where the function of a transportation facility has changed over time to become incompatible with adjacent land uses, programs shall be established to eliminate this incompatibility.
- Coordinate transportation planning and implementation with neighboring and affected jurisdictions.
- Include provisions for other transportation modes, i.e., bicycles, trails, park and ride, etc., in street and highway improvement plans when feasible and practical.
- Stage transportation improvements to reflect projected growth needs and land use changes in coordination with available financial resources.
- Work with Sherburne County, the Minnesota Department of Transportation, and surrounding jurisdictions to identify the means by which long term transportation goals can be met to satisfy both regional and local needs.

Goal #2: The street system in Baldwin shall be planned, designed and constructed according to the highest standards in consideration of land use and efficient local and regional transportation.

Policies:

- Base planning and design of streets within Baldwin on a functional classification system.

- Plan for anticipated increases in traffic volumes and corresponding roadway improvements by analyzing existing right-of-way widths, accessibility, speed, surfacing, sizing, and maintenance requirements of existing roadways and those in areas of new development.
- Act to plan, design, and construct a street system in those areas where incomplete facilities exist.
- Design and construct new streets and upgrade existing streets in compliance with Minnesota Department of Transportation standard specifications.
- Classify all residential streets as low volume carriers designed to prevent penetration by through traffic and to properly direct traffic to major collector or arterial streets.
- Connect neighborhoods with local streets to allow for intra-neighborhood relationships, distribution of traffic, and access by emergency and service vehicles.
- Implement a uniform sign maintenance policy regarding roadway signs that eliminates unnecessary signs and replaces outdated, inappropriate and confusing public signs.
- Protect investments in the transportation system through implementation of a pavement preservation plan.
- Identify existing traffic safety hazards within the City and program corrective action as part of the Capital Improvement Plan.

Goal #3: Support the development of public transit, para-transit, carpooling and other such measures that will minimize the need for individual automobile travel.

Policies:

- Support development of park and ride facilities within the US Highway 169 corridor as need dictates and funding may be available.
- Encourage provision of regional transit and para-transit services to meet the basic transportation needs of persons who cannot use automobile transportation, where economically feasible,

Goal #4: Ensure that all land uses have appropriate access and sufficient off-street parking to meet demand.

Policies:

- Restrict vehicular access onto arterials and collector streets to ensure capacity preservation through adequate distance between intersections and effective utilization of appropriate traffic control methods and devices.
- Prohibit parking on arterial and collector streets and on-street parking on other streets as needed that conflicts with moving traffic or creates hazards shall be eliminated.
- Develop parking facilities so as to conserve land, promote joint use and minimize conflicts with vehicle, pedestrian and bicycle traffic.
- Require any new development or expansion of existing development shall include adequate off-street parking.
- Utilize landscaping and site design to eliminate large continuous expanses of pavement and enhance the aesthetics of parking areas.
- Make provision for accessible parking spaces in compliance with the Americans with Disabilities Act in all off-street parking areas.
- Promote safe pathways for pedestrians and bicyclists in parking lots and internal traffic circulation areas.

E. Community Facilities

Provision of necessary community facilities, infrastructure, and services is the primary function of local government. These facilities include administration, public works, and emergency services.

Goal #1: Maintain and improve existing services and develop new community facilities and services to meet the needs and interests of Baldwin.

Policies:

- Cooperation and coordination between governmental units shall be promoted and encouraged in the provision of public facilities and services.
- Initiate studies to analyze public facility or service improvements in response to increasing as continued growth necessitates.

- Plan for development of station(s) within Baldwin and continued provision of fire protection services to protect public safety.
- Monitor police services provided by the Sherburne County Sheriff's Office to ensure adequate protection for persons and property and minimize crime within Baldwin.
- Require coordination among all public and private utilities to locate systems within public right-of-way and easements providing ease of access for maintenance, repair, and minimal disruption of other uses or adjoining properties.

Goal #2: Provide for proper school facilities by working with school district officials to meet the needs of existing and future populations.

Policies:

- Communicate community growth with school districts to ensure appropriate facilities planning.
- Assist school districts in locating sites for new facilities that are accessible, compatible with adjacent land uses and natural environment amenities, and offer the necessary land to meet the physical needs of the facility.
- Promote school site design that results in the facilities becoming neighborhood and community focal points and gathering areas.
- Establish safe and convenient access to each school site within the community.
- Enter into agreements for joint use of City parks and school recreational facilities to maximize the benefits for both residents and students.

F. Administration

Administration of the Comprehensive Plan addresses the implementation of the policies and plans established during the planning process.

Goal #1: All development that occurs in Baldwin is to be consistent with the goals, policies, and plans of the Comprehensive Plan.

Policies:

- Evaluate the Comprehensive Plan regularly and proceed with updates when such action is deemed appropriate by the City.
- Establish codes addressing zoning, subdivision, building, and property maintenance and review these standards and requirements on an as needed basis.

- Monitor legislative changes and new requirements in community responsibilities update the development regulations as necessary.
- Development policies and regulations shall be applied consistently and uniformly.
- Analyze all development proposals on an individual basis from a physical, economic, and social standpoint within the context of the entire community to determine appropriate uses.
- Amend established, geographic land use designations and related zoning classifications only when it can be demonstrated by those making the request that the modifications are in the best long term interest of the community and consistent with the policies of the Comprehensive Plan.
- Justification to amend the Comprehensive Plan or development regulations to allow uses or activities not allowed shall be consistent with long-term community goals and not solely short term market demand or potential.

Goal #2: Baldwin will maintain high standards for community engagement involvement related to development and City facilities and services.

Policies:

- Provide opportunities for direct involvement and input of residents, business persons, and property owners in the planning and implementation of any development related activities in the City.
- Utilize business and civic organizations as a means of communicating and informing land owners and tenants, and the general citizenry of area projects, plans, and accomplishments.
- Encourage developers to hold informal meetings with project area residents, business persons, and property owners on a neighborhood basis to inform them of development plans prior to proceeding with formal development applications.
- Conduct public hearings on area plans and projects with prior notice to all citizens in the community as required by Law.
- Make use of available media such as area newspapers, and the City's website and newsletter as a means to keep citizens informed of all development projects.
- Document all analysis related to consideration of development proposals to substantiate and communicate the basis of the City Council decisions.

Goal #3: Allocate administrative and improvement costs to those generating the demand or benefiting from the service.

Policies:

- Monitor administrative procedures and services, including the processing of development applications, to ensure that the financial costs associated with these services are paid by those making the request.
- Utilize Special assessments and/or special service districts to assign costs for public improvements to benefiting parties.
- Require land dedication, easements and other such dedications at the time of subdivision and/or development to insure the physical capability for necessary public/semi-public utilities and improvements.
- Annually review the City's financial position to ensure proper fiscal programming and management.
- Monitor Federal and State programs for the possibility of assisting the community with implementing the Comprehensive Plan and meeting the needs of its citizens.
- Implement a Capital Improvement Plan for the identification, management, programming, and budgeting of capital needs for Baldwin.

APPENDICES

- Planning Commission SWOT summary

STRENGTHS

- Lot sizes - rural feel (6)
- Financially stable, low property taxes (5)
- Small government with low overhead (5)
- Highway access across entire State (4)
- Emergency services (4)
 - Hospital
 - Air ambulance
- Land use that is diversified (3)
- Natural resources/environment; (2)
 - Lakes, wetlands,
 - Parks (existing and future opportunities)
 - Refuge access
 - Wildlife
- Allowance of home based businesses (2)
- Easy access to all roads (2)
- Frontage road businesses (2)
- Community good for all ages; young>old (2)
- Population (2)
- Strong community facilities (1)
- Privacy; deep woods offers privacy and people mind own business (1)
- Proximity to shopping and cities (1)
- Talented Town officials and staff (1)
- Zoning; accountable-flexible, community owner input (1)
- Government, public input, involvement, methodical
- Community, volunteers, committees (people are willing now and the future)
- Clean environment; no pollution issues, good quality water
- Park and trail access

and

WEAKNESSES

- Lack of a “downtown” feel (5)
- No schools within Town (4)
- Communication to residents (4)
- Only industrial, no retail; limit temp job opportunities (3)
- Technology generational divide (3)
- Fly by (through) town (3)
- Only two parks (2)
- Limited access to internet providers; consistent service/access (2)
- Social services (2)
- Website challenges (2)
- Lack of community room/space and government center (2)
- Staff growth and city grows; balance (2)
- Lack of property infrastructure for support of large manufacturing development (2)
- Poor cell phone service (1)
- Lack of access to regional trails (1)
- Pollution concerns; fertilizers, farms, yards (1)
- Future need for our school system (1)
- Extra business expenses for sewer and water infrastructure
- Terrible soil quality
- Lack of health fitness center

OPPORTUNITIES

- Hwy 169 corridor business growth (7)
- Eligible for outside funding (MSA, LGA) (5)
- Stability in lot sizes (5)
- Planning and zoning powers (4)
- More and better parks (3)
- Get to chart own course for growth and change (3)
- Land use opportunity for growth (all categories) (3)
- The ability to work from home (2)
- International conflict = population growth = surges to/from City into rural area (2)
- Access to League of Minnesota Cities resources (2)
- Business retention and economic development resources to attract new businesses (1)
- Join Economic Development Authority (1)
- Hospital system (1)
- Home based businesses (1)
- Outdoor activities; hunting, fishing, hiking, bird watching (1)
- People can easily commute for jobs once Hwy. 169 interchanges complete
- Advancement in tech infrastructure
- People wanting [to move here] because of our amenities
- Enhancements to tech
- Text Your Gov system
- _____ to immigrants
- Price of gas
- Baldwin Days/Tractor Day, parade festival
- Arts and crafts shows

THREATS

- Ground water table with fast growth of housing (5)
- Turn over in local government, electing uninformed leaders (4)
- Our rural atmosphere (4)
- Crime increase (3)
- Increase in traffic / narrow roads (3)
- High density housing (3)
- Challenging or lack of access to state and federal government (2)
- Lack of jobs and local revenue (2)
- Inflation (2)
- Growing pains – growth management; growing too fast (2)
- Land management (2)
- Demographic changes (2)
- Keeping land affordable (2)
- Misuse of tech (1)
- Tech not consistent (1)
- International conflict surge in population (1)
- Cost of homes, gas, land, etc. (economic factors)
- High interest rates
- Shared septic systems
- Miscommunication