



**CITY OF BALDWIN**  
**SPECIAL PLANNING COMMISSION AGENDA**  
**Wednesday, March 11, 2026 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. **Approval of the Agenda**
- C. **Approval of Minutes:**
  - 1. Planning Commission Special Meeting of February 11, 2026
- D. **New Business:**
  - 1. Discuss Planning Commission applications
- E. **Old Business:**
  - 1. None
- F. **Comprehensive Plan Update**
  - 1. Continue discussion from February 25, 2026
- G. **City Council Liaison Update**
- H. **Commissioner Update**
- I. **City Staff Update**
- J. **Miscellaneous Information and Communications**
- K. **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**

**FEBRUARY 11, 2026**

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

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

**Roll Call:** Planning Commission Present: Chair Clarence Mattson, Vice Chair Teresa Barnes, Commissioners Mary Larson, Ed Stofferahn, Abby Newland and Bruce West.

**City Council Present:** Mayor Jay Swanson, City Council Members Scott Case, Jeff Holm, Alan Walker, and Tom Rush

Also present: City Planner, Dan Licht.

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

### **Approval of the Agenda:**

*Commissioner Stofferahn motioned to approve the agenda as amended.  
Commissioner West seconded. All in favor. Motion carried.*

### **Approval of the Minutes:**

**Special Planning Commission meeting of January 14, 2026**

*Commissioner Larson motioned to approve the minutes as written.  
Commissioner Barnes seconded. All in favor. Motion carried.*

### **New Business:**

#### **Zoning Ordinance**

#### **Discussion of Shipping Containers with City Council**

The City Council and Planning Commission introduced themselves.

City Planner Licht read the planning report.

The Planning Commission initially discussed the concern at their meeting on January 14, 2026 and provided direction to City staff as to initial changes and requested more information. The City Council also discussed accessory building allowances at their

meeting on January 21, 2026 and suggested meeting together with the Planning Commission to consider the matter.

Jeff Holm arrived at 7:11 pm.

The City Council and Planning Commission discussed changing the criteria of the current zoning ordinance or keeping as is.

***Tom Rush motioned to close the City Council portion of the meeting at 8:25 pm. Alan Walker seconded. All in favor. Motion carried.***

***Chair Clarence Matteson took over the meeting.***

**Old Business:** None.

**Comprehensive Plan Update:**

**Continue discussion from January 28, 2026**

***Commissioner Stofferahn motioned to table the Comprehensive Plan update until the February 25, 2026 meeting. Commissioner Newland seconded. All in favor. Motion carried.***

**City Council Liaison Update:**

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

**Commissioner Update:**

Commissioner West reminded the Planning Commission that he will not be attending the February 25, 2026 Planning Commission meeting.

Commissioner Larson notified the Planning Commission of the Baldwin Easter Egg Hunt at Young Park on March 21, 2026.

Chair Mattson noted the ad for the vacancy on the Planning Commission went out today, February 11, 2026, on TextMyGov. It is also posted on the city website and Facebook page. The ad will run for 2 weeks in the Union Times.

**City Staff Update:**

City Planner Licht updated the Planning Commission on future applications.

**Miscellaneous Information and Communications:** None.

Adjourn:

***Commissioner Barnes motioned to adjourn the February 11, 2026 Special Planning Commission meeting at 8:46 pm. Commissioner Larson seconded. All in favor. Motion carried.***

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Submitted by: Kayla Nielsen  
Deputy Clerk/Treasurer

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Approved by: Clarence Mattson  
Chair

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Date

Attendees: Brad Schumacher

## **VI. DEVELOPMENT FRAMEWORK**

The Development Framework chapter of the Comprehensive Plan provides a guide for community growth and improvements as a narrative and graphic description for future land uses within Baldwin, as well as the background and rationale for how these designations are established. This current Comprehensive Plan effort is also based on past policies and plans previously adopted in 2014, as well as the rationale for the community's pursuit of incorporation. Reference to these past planning efforts is critical to understand the direction and evolution of many of the City's established policies and the changes that have occurred over time as a result. Future updates of the Comprehensive Plan will be anticipated to continue and refine these policies and update plans to reflect then existing community opportunities and challenges.

Although the emphasis of this chapter of the Comprehensive Plan is on land use, the framework for continued development in Baldwin is comprised of several interrelated elements, including the natural environment and land use, as well as chapters addressing the systems for transportation, community facilities, and parks, trails, and open space. To ensure the integration of these various components, the Development Framework for Baldwin is derived from established goals of the community, as well as the primary functions of City government. The Development Framework provides the basic tool for guiding change and improvement in Baldwin. Directives and means for specific assignments and accomplishments are determined through parameters for land use, infrastructure, and control mechanisms.

### **A. Natural Environment**

Natural environment areas are of prime importance in Baldwin. These features define the community and serve to attract many residents through new development. Besides serving as aesthetic amenities that enhance the quality of life in the area, they perform important ecological roles. Natural areas often act as buffers or barriers in determining the extent and direction of development. Therefore, it is necessary that special consideration be given to these areas in formulating the Comprehensive Plan. Environmentally sensitive areas include those areas characterized by prime soils for agriculture, soil limitations for structures or septic systems, the Rum River, lakes, wetlands, and flooding. The focus of environmental protection within the City involves efforts to integrate planned land uses with the existing elements of the natural environment.

#### **Rum River**

The Rum River flows through the northeast portion of Baldwin. Protection of the Rum River corridor is implemented by the Rum River Wild, Scenic and Recreational River Management Plan originally adopted by the State of Minnesota in the 1970s. The Zoning Ordinance includes a WS, Wild and Scenic Recreational River Overlay District establishing allowances for land use, development standards, and limitations on vegetative cutting or shoreland alteration within the Management Plan area to preserve the Rum River corridor in as natural a state as feasible.

### **Lakes**

There are 31 defined lakes within Baldwin, which the Department of Natural Resources have classified as General Development, Recreational Development, or Natural Environment based on their size and characteristics. These lakes are protected by a Shoreland Overlay District established over land within 1,000 feet of the ordinary high water level of the waterbody that reflect State-mandated regulations for land use, lot requirements, and performance standards, including limits on vegetative cutting and shoreland alterations. The purpose of these shoreland regulations is to limit development intensity adjacent to public waters, protect water quality, and protect natural aesthetics as viewed from the waterbody. While these requirements will not preclude development (and redevelopment) around the community's lakes, compliance will ensure a degree of protection of these environmentally sensitive amenities.

### **Wetlands**

Wetlands serve important ecological functions in Baldwin, including providing critical wildlife habitat, aid stormwater management by acting to improve water quality and rate control during rain events, allow for nutrient assimilation and ground water recharge, and provide aesthetic value reflective of a rural landscape. Wetlands are protected from intrusion by the Wetland Conservation Act of 1991 implemented through the Zoning Ordinance. Utilization of these features as recreational and aesthetic amenities is also an important consideration. In the future development of Baldwin's park system, the City should consider these areas as prime park and trail locations.

### **Floodplain**

The Federal Emergency Management Agency coordinates the federal government's role in preparing for, preventing, mitigating the effects of, responding to, and recovering from all domestic disasters, whether natural or man-made. In 1968, the National Flood Insurance Act created the Federal Insurance Administration and made flood insurance available for the first time to homeowners. The Flood Disaster Protection Act of 1973 made the purchase of flood insurance mandatory for the protection of property located in Special Flood Hazard Areas. The 100-year and 500-year flood areas are shown on the Flood Insurance Rate Maps for Sherburne County effective November 16, 2011. Standards for development of flood areas are adopted as part of the Zoning Ordinance as a Floodplain Overlay District to protect life and property.

### **Stormwater Management**

Baldwin utilizes natural drainage systems to manage stormwater runoff; a series of streams, ditches and ponds carry stormwater away from streets and structures into lakes, wetlands, and other holding areas. These areas collect and store runoff water during periods of heavy rainfall or melting snow and utilize 100-year floodplains to prevent flooding of areas downstream. In recognition of the valuable role the drainageways perform for Baldwin and surrounding communities, the City must take measures to define and protect this natural amenity, including:

- With each new request for development altering the natural drainage pattern, the developer must define stormwater volumes, drainageway capacity, and upstream stormwater storage needs. This type of study is necessary to help the City identify and preserve natural storm water holding areas and drainage ways so they are not disrupted.

- Implement subdivision regulations that require the acquisition and establishment of stormwater drainage easements in areas of natural ponding, wetlands, and drainage.
- Require stormwater management plans with all development proposals with review and approval of the City Engineer provided at the expense of the developer.
- Implementation of floodplain regulations in areas designated as a 100-year floodplain.

Ongoing growth in Baldwin will continue to increase stormwater flows in the future. Through the aforementioned actions, the City will maintain and utilize the natural wetlands and drainageways for stormwater management. This effort will maintain attractive natural environmental areas and eliminate the necessity for constructed storm sewer systems.

### **Wastewater**

All businesses and households in Baldwin are served by private subsurface treatment systems. The City has adopted a Subsurface Sewage Treatment System ordinance consistent with Sherburne County regulations and Minnesota Pollution Control Agency Rules. The regulations for Subsurface Sewage Treatment Systems are critical for protection of the natural environment, preservation of ground water quality, and maintaining public health by establishing minimum standards for construction, reconstruction, maintenance, and repair of Subsurface Sewage Treatment Systems and provision of technical assistance and education regarding on-going operation.

Baldwin is responsible for enforcement of the Subsurface Sewage Treatment Ordinance. All individuals performing site evaluation, installation, inspection, and pumping/cleaning of individual sewage treatment systems must be licensed and certified by the Minnesota Pollution Control Agency to perform such work. The City is responsible for the permitting and inspection of septic systems. The owner of each individual sewage treatment system is responsible for properly maintaining their system. Failure to properly maintain a septic tank can lead to system discharge or backup. The City requires failing systems to be corrected in accordance with State laws.

Community septic systems were installed to serve residential properties within several subdivisions during the 2000s. These are owned and maintained by the respective Homeowners Associations except for one development. 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 Baldwin and is operated as a municipal utility. Due to issues with long-term ownership and maintenance of these systems by Homeowners Associations, the City no longer allows for community systems.

### **Water Supply**

Potable water for all development in Baldwin is provided for through individual private wells. Wells are permitted and inspected by the City in accordance with Minnesota Department of Health rules. Reliance on individual wells for potable water increases the need to protect ground water resources from over use and prevent contamination as a result of development. These objectives require careful consideration of allowed land uses, proper land development techniques, and oversight of Subsurface Sewage Treatment Systems.

## **Soils**

Baldwin has areas where soil conditions raise suitability concerns for rural residential and business development. Any development in these areas will require specialized construction measures. To avoid extensive financial and environmental costs associated with development in these areas, the City must require that it be demonstrated that all sites proposed for development have soils with physical properties and percolation rates suitable for Subsurface Sewage Treatment Systems and structural capacity to support building.

- Each residential lot must have a minimum of 40,000 square feet of buildable soils to accommodate the principal use and a Subsurface Sewage Treatment System.
- On each newly created lot in the City, there must be area set aside for two septic drainfields to allow for the installation of a second Subsurface Sewage Treatment System in the event the first system fails.
- Building sites within Baldwin must have an average slope of 12 percent or less to be considered buildable and areas with an average slope of greater than 12 percent must be subject to review of the City Engineer.
- All Subsurface Sewage Treatment Systems must meet state standards and the Baldwin Building Ordinance.

## **Erosion**

A major concern with regard to agricultural uses and rural residential development is that of topsoil loss (via both wind and water erosion). To address this concern, the following actions will be pursued:

- Encouragement of farming practices that minimize erosion.
- Require proper grading, drainage and erosion control measures for all development activities.

## **Filling/Excavation**

The filling or excavation of land to accommodate development may create issues where low areas have been excavated to create wetlands and ponds, while the excavated soil is used for on-site fill or transported to other developments. The environmental impact of this type of activity must be considered, as well as the potential impacts of hauling excavated material upon City streets. The City will continue to regulate excavation and grading activities through the Zoning Ordinance to proactively mitigate potential land use compatibility issues and negative impacts during the operation and ensure that the ultimate plan for the effected parcel is consistent with the Comprehensive Plan.

## **Vegetation**

Baldwin has concentrations of vegetation throughout the community. These valued aesthetic and ecologically important assets should be protected. Consideration should be given to preserving trees through subdivisions designed and constructed so that existing healthy trees are preserved to the extent possible. Vegetation stands should also be considered for acquisition as part of the park and trail system to preserve trees for their natural aesthetic value.

## **Noise**

Development is accompanied by increasing noise levels from corresponding increases in traffic and general activity that can impact the community. Specific uses may also present compatibility issues with respect to noise generation that require mitigation through regulation. These potential impacts must be anticipated during the development process to avoid future issues by providing proper transition between noise generators and uses sensitive to noise impacts. Baldwin will consider requiring the use of landscaping and site design to aesthetically and physically separate different types of land uses and to provide protection from noise along major roadways.

## **Wind Energy**

Use of wind for generating electricity is gaining attention as a way to better conserve energy resources. State law mandates a minimum amount of future energy must be generated from renewable resources, such as wind, leading businesses to explore opportunities for large scale facilities. Agricultural uses and residential uses like those in Baldwin can also utilize wind as an energy source for individual properties. The rural character of Baldwin creates opportunities to access wind energy, but offers challenges as well due to land use compatibility, solar and wind access protection, and aesthetics. The City has adopted performance standards as part of the Zoning Ordinance for wind energy systems ensuring that those systems allowed to be constructed within Baldwin are consistent with community objectives.

## **Solar Energy**

Adequate access to sunlight for all properties in Baldwin is a priority not only for potential solar energy systems, but for aesthetic reasons as well.

Solar access protection is provided for in Baldwin by the uniform implementation of lot and building performance standards adopted as part of the Zoning Ordinance. Requirements such as maximum building height and yard setback standards are implemented for the purpose of creating separation between structures and allowing equal sunlight access, such that a property is not in the shadow of an adjacent building.

The Zoning Ordinance includes regulations for solar energy systems to address both individual systems, as well as solar farms. The standards for solar farms include location criteria intended to remove these uses from the US Highway 169 corridor and require extensive screening where allowed. The approval of a solar farm must also include plans for decommissioning and removal such that outdated or unused facilities do not become a nuisance through blight.

## **Outdoor Lighting**

On-going development within Baldwin is accompanied by additional outdoor light sources intended to illuminate streets, intersections, yards, parks, parking lots, business signs, etc. The growing number of outdoor light sources results in increased levels of light being directed or reflected skyward that can obscure the dark night skyline, impacting rural character.

Outdoor lighting can also be a source of conflict between land uses, such as commercial and industrial parking lots adjacent to residential areas. The City has adopted comprehensive lighting standards to ensure appropriate levels of night time illumination that are controlled in intensity and direction to minimize the effects of light pollution and preserve a dark sky.

The City will continue implementation of these standards for new developments and redevelopment of existing uses within the community. These standards should be reviewed with emerging use of Light Emitting Diodes for outdoor lighting, which emit a brighter, more white light. Changes to the existing outdoor lighting regulations may be necessary to ensure that continued development utilizing LED outdoor lighting does not impact adjacent land uses.

### **Solid Waste**

Baldwin encompasses a large area of primarily rural land uses. Because this and the City's proximity to the Twin Cities Metropolitan Area, Baldwin may be an attractive potential location for a solid waste facility or transfer stations. An open solid waste facility is not to be allowed due to inherent conflicts with desired rural character of development within the City. Transfer stations may be appropriate within industrial areas provided appropriate measures are taken to avoid potential negative effects.

## **B. Land Use**

The Comprehensive Plan provides a guide for future community growth and improvements. The Future Land Use Plan is a narrative and graphic description for future land uses within the City, as well as the background and rationale for how these designations are established. A fundamental land use priority for Baldwin is preservation of open space and maintenance of the City's existing rural character. The Future Land Use Plan map is a generalized guide for future development in Baldwin that may be anticipated to be refined and amended over time as community priorities evolve.

### **Rural Uses**

Rural uses, including active farming operations, exist throughout Baldwin and within or adjacent to many rural residential areas. Continuation of these agricultural activities represents an important land use within the City consistent with the heritage and desired character of the community. Directly related to the preservation of open space and rural character for Baldwin is the need to maintain agricultural activities within Baldwin.

Agricultural uses are permitted within the R1, General Rural District. To encourage preservation of large tracts for farming, it is recommended that a base density of one dwelling for each 10 acres of land be established. This change would be accompanied amending the R1, General Rural District to require a larger minimum lot area and establishing a R2, Rural Residential District for the purpose of allowing on going rural residential growth. Proposals for subdivision of rural residential neighborhoods will subsequently require a Zoning Map amendment providing the City greater discretion in determining if the proposed development is consistent with community growth objectives, is compatible with existing uses in an area, and that adequate infrastructure is in place. This approach will encourage agricultural preservation and at the same time promote reasonable growth management to prevent premature conversion of agricultural land to rural residential use.

An issue related to maintaining viable agricultural uses in Baldwin is allowing new or existing farm operations that qualify as an animal feedlot to continue and opportunities for expansion. There is a need to anticipate the inherent conflict between contemporary agricultural operations and residential land uses and minimize it to the extent possible. Performance standards have been developed as part of the Zoning Ordinance to respond to this compatibility issue by establishing standards for:

- Limitations on the maximum number of animal units allowed.
- Compliance with all current MPCA regulations related to the storage and disposal of manure.
- Setbacks for construction of new buildings or expansion of existing buildings from adjacent residential uses.
- Requiring reciprocal setbacks for construction of any new residential dwelling adjacent to an established feedlot.

#### **Rural Residential Uses**

Permanent Rural Residential land uses are single family residences, hobby farms, and agricultural operations. Existing residential uses within the R1, General Rural District occur at a maximum density of four dwellings for each 10 acres of land based on a minimum lot area requirement of 2.5 acres with minimum buildable area within each lot of 40,000 square feet. It is recommended that the current lot requirements of the R1, General Rural District provide the basis of a new R2, Rural Residential District. Consideration must also be given to continuing to require a minimum net area of a lot to be buildable to provide for sustainable on-site utilities. The City will need to review the specific uses to be allowed within the proposed R2, General District to ensure compatibility with desired rural residential character.

There are many non-conforming lots platted around major lakes within the community developed before the establishment of zoning requirements, including Shoreland regulations. Redevelopment of these lots from seasonal cabins to full-year residences create challenges in terms of setbacks, impervious surface coverage, and Subsurface Sewage Treatment Systems. The City addresses these challenges on a case-by-case basis through non-conforming lot and use standards of the Zoning Ordinances, as well as consideration of variances. The goal for continued use and redevelopment of these substandard lots within sensitive shoreland areas is to allow for a reasonable use of the property that is consistent with the intent of current development regulations to the extent possible.

As the City continues to grow and infill development brings neighborhoods closer together, consideration may need to be given to establishing standards and accepted locations for hobby farms within Baldwin. Typically, a hobby farm is defined as a tract of land consisting of less than 20 acres in size with a house and accessory buildings on which crops and often livestock are raised, but not as a principal source of income. In determining proper hobby farm locations, Baldwin must establish standards for the keeping of animals on non-farm, rural residential properties less than 20 acres which don't meet the definition of agricultural uses and/or agricultural production.

Also related to both continued residential growth and economic development is allowance of home occupations within Baldwin. The City currently allows home businesses conducted within a residential dwelling as a permitted use or from a detached accessory building as an interim use within the R1, General Rural District. Businesses operated from detached accessory buildings may tend to create potential compatibility issues with surrounding properties due to the character of the business or its operation. The

City must ensure appropriate standards for home businesses, including limits on the types of businesses and standards for outdoor storage, screening, and operations to provide that allowance of such activities in rural residential areas does not disrupt desired community character or cause nuisances for surrounding residents. Allowance of home occupations can also create challenges for the City to realize its goals for industrial development, which can become a lower cost alternative to developed industrial parks with appropriate standards for locating small businesses.

## Housing

Housing in Baldwin is limited principally to single family dwellings owing to a lack of sewer and water utilities necessary to support attached forms of housing. The lack of dwelling types other than single family dwellings is viewed positively by the community as reflective of rural character. With no intent to provide City sewer and water utilities and a desire to keep Baldwin rural, single family dwellings will continue to be the only form of new residential dwellings in Baldwin.

The following tables are used to describe the existing housing supply in Baldwin:

**City of Baldwin  
2024 Occupied Housing Units**

|                 | #            | %             |
|-----------------|--------------|---------------|
| Owner Occupied  | 2,557        | 97.3%         |
| Rental Occupied | 71           | 2.7%          |
| <b>Total</b>    | <b>2,628</b> | <b>100.0%</b> |

Source: US Census

**City of Baldwin  
2024 Housing Units by Type**

|                         | #            | %             |
|-------------------------|--------------|---------------|
| 1 Unit, Detached        | 2560         | 97.4%         |
| 1 Unit, Attached        | 22           | 0.8%          |
| Other Units, Apartments | 46           | 1.8%          |
| <b>Total</b>            | <b>2,628</b> | <b>100.0%</b> |

Source: US Census

**City of Baldwin  
2024 Housing Units by Year Built**

|                 | #            | %             |
|-----------------|--------------|---------------|
| 2020 or newer   | 115          | 4.4%          |
| 2010 to 2019    | 179          | 6.8%          |
| 2000 to 2009    | 924          | 35.2%         |
| 1980 to 1999    | 723          | 27.5%         |
| 1960 to 1979    | 444          | 16.9%         |
| 1940 to 1959    | 159          | 6.1%          |
| 1939 or earlier | 84           | 3.2%          |
| <b>Total</b>    | <b>2,628</b> | <b>100.0%</b> |

Source: US Census

In terms of new housing, the limitation to only single family dwellings can have both social and economic implications.

Alternatives to single family dwellings provide the least expensive housing type, where young people can begin saving for purchase of their own home. These alternatives also provide opportunity for housing attainable for labor that in turn can support businesses within the community.

As families are started, spatial needs may increase and townhouses and small single family dwellings provide affordable first homes for young families where pride in ownership is established and equity can be built. As the family grows to its ultimate size, space needs increase and a larger move-up single family home fulfills these needs. When children grow older and leave home, space needs are thus reduced and large houses may become underutilized. At this point, the parents may find it desirable to move to a smaller house, or to a townhouse or apartment where maintenance is provided for. Eventually, the elderly population may desire to move into an apartment or to some type of senior housing with services.

The inability to develop housing options for all stages of the life-cycle and with a wide range of values may result in more population turnover within the community as new residents move in to what is primarily move up housing, based the 2025 median house value of \$409,200 provided by the Sherburne County Assessor, and existing residents must look outside of Baldwin for alternatives to single family dwellings as they age and housing needs change. An opportunity to address at least the economic side of the housing market in Baldwin is that older homes tend to be more affordable than new construction. Maintenance of the existing housing supply in Baldwin is, therefore, critical to providing as wide a range of housing available to the market as feasible.

The existing housing supply in Baldwin is divided almost evenly between dwellings that have been constructed within the last 25 years and that which was constructed before 2000 going back even more than 60 years. Older homes within Baldwin likely require additional maintenance to ensure livability and sustain the structure. Housing maintenance efforts serve to protect neighborhood integrity and desirability and promote property values. The City will need to monitor the need to consider efforts to promote housing maintenance in the future if issues arise on a neighborhood basis.

Another housing opportunity that the City may consider to address both life-cycle and economic issues related to housing is Accessory Dwelling Units. Accessory Dwelling Units are a secondary residential dwelling constructed either within a primary home or within a detached building on a residential property. More commonly allowed in dense urban areas, there may be parameters under which Accessory Dwelling Units are considered appropriate in Baldwin. Provisions already existing within the Zoning Ordinance carried over from the Sherburne County Zoning Ordinance for farm-family or farm labor secondary dwellings using manufactured housing. Allowance of Accessory Dwelling Units either beyond the current provisions or considering these potential uses must be reviewed in terms of desired rural character, allowed residential densities, compatibility with surrounding properties, and provision of Subsurface Sewage Treatment Systems. Limitations would be required to be implemented to ensure that what is intended to be an Accessory Dwelling Unit does not become a second independent dwelling on a residential property.

### **Commercial Land Uses**

Baldwin has minimal existing commercial development within the City. That which has been developed is located on either side of US Highway 169 at the north line of the City. These businesses are located well to take advantage of accesses and visibility from US Highway 169, but there are concerns about cohesiveness and development standards. These are primarily service-type businesses with retail use limited to Marv's True Value Hardware and food uses limited to a Subway restaurant on the west side of US Highway 169. The commercial businesses on this side of US Highway 169 are adjacent to and surrounded by more industrial type fabrication, assembly, and storage type uses. There are a few commercial businesses on the east side of US Highway 169 in a linear form along 124<sup>th</sup> Avenue (CSAH 2).

In terms of opportunity for new commercial development, the US Highway 169 corridor is viewed as a primary resource for providing access and visibility for new businesses that will serve not only Baldwin but regional markets and travelers. The lack of sewer and water utilities may influence the type and rate of commercial development that will occur within the US Highway 169 corridor, but it is important at this time to designate areas appropriate for future businesses. The Future Land Use Plan must earmark location that offer high visibility, good accessibility, proximity to existing residential neighborhoods, and sites that offer proper area, shape, and topography in which to accommodate commercial development.

Locations for commercial development should take into consideration the following elements:

1. It must be determined that there is an adequate trade area to support businesses.
2. Sites guided for commercial land uses must be accessible to the trade area, including both local and regional patrons.
3. Sites should be located in areas with growing local population and regional traffic to increase the market potential for businesses.
4. Locations for commercial uses must be identified to take advantage of business interception theory to put new businesses between patrons and their current source of goods and services.
5. The types of commercial activities within a given area must promote interchange to strengthen the market for all of the businesses together as patrons take advantage of the convenience of having all of their needs addressed with minimal travel over short distances.
6. The economics of a site must take into account the area, shape, topography, and load bearing qualities of the land.

Based on the aforementioned criteria, the immediate emphasis for new commercial development in Baldwin will be in the area surrounding the US Highway 169 and 289<sup>th</sup> Avenue (CSAH 9) interchange. The area surrounding three quadrants of the interchange is largely undeveloped at this time within convenient access from the regional corridor already in place. There is both a concentration of existing residential homes in the area and opportunity to capture retail sales monies from beyond the City's boundaries.

A second opportunity for new commercial development is anticipated on both sides of the US Highway 169 corridor surrounding the intersections with 303<sup>rd</sup> Avenue and 305<sup>th</sup> Avenue (CR 38). This area has crossover access through US Highway 169 that allows reasonably convenient access for traffic off of the regional corridor, while also having proximity to established rural residential neighborhoods. Without the added convenience of the interchange that exists at US Highway 169 and 289<sup>th</sup> Street (CSAH 9), this area may ultimately be a secondary commercial location more oriented to the direction of traffic and homes on the respective sides of US Highway 169.

The third location for commercial expansion is infill development of the existing commercial area at the north end of the US Highway 169 corridor within Baldwin. Opportunities exist for new commercial use along the east side of US Highway 169 with development or redevelopment of existing properties along 124<sup>th</sup> Street (CSAH 2) from 313<sup>th</sup> Avenue north to 317<sup>th</sup> Avenue and continuing north along 124<sup>th</sup> Street to the north line of Baldwin. This includes the potential redevelopment of the residential lots within the Freiheit's Addition for commercial uses. Existing commercial properties in this area also have excellent opportunity for in-place expansion to maximize the usable area of these sites.

The existing north commercial area west of US Highway 169 is more fully developed and is the center of existing commercial uses in Baldwin, as described above. This area has a limited number of actual commercial uses, with existing businesses oriented towards service and quasi-industrial activities. Consideration should be given as to implementation of a zoning district specific to this area to reflect the character of existing businesses both in terms of land use, but also development standards. Through this new zoning district, emphasis can be maintained on locating businesses reliant upon access and visibility from US Highway 169 on properties adjacent to the corridor while accommodating a broader range of potential uses compatible with the existing character of the area.

The locations guided for commercial development on the Future Land Use Plan all utilize and are dependent upon, existing accesses from US Highway 169. The Minnesota Department of Transportation has just completed an upgrade of US Highway 169 in the City of Elk River and is undertaking improvements in the City of Zimmerman in 2026 to construct freeway interchanges and remove traffic signals. The City will need to remain in close communication with the Minnesota Department of Transportation and Sherburne County regarding planning for future improvements to US Highway 169 in Baldwin that may include access changes or limits as continued increases in traffic occur over time.

An additional factor influencing the rate of commercial development will be the standards of quality that are imposed on commercial uses through the Zoning Ordinance. It can be expected that higher standards of development or building finish would conversely limit demand to an extent. The City must find an appropriate balance in terms of aesthetics, functionality, and durability in defining performance standards for new commercial areas against near term market conditions.

### **Industrial Uses**

Baldwin is currently a bedroom community with a limited amount of industrial development. Existing industrial development is concentrated to the west of US Highway 169 at the north end of this regional transportation corridor within the City. The industrial growth that has occurred in Baldwin to date is characterized by smaller dry industries with a small number of employees that are developed or initiated

by a developer or resident having a local interest in the community. The limited amount of industrial development is due largely to a lack of public sewer and water services within the City. Other contributing factors include proximity to the active development centers of Princeton, Zimmerman, Elk River, and other cities to the south closer to the Twin Cities Metropolitan Area, where market demand is greater.

One of the goals of Baldwin incorporating is to promote greater economic development of industrial businesses within the City. Development of industrial uses benefits the City by creating proximity to employment opportunities and expansion of tax base. Industrial businesses also contribute to the market potential of commercial businesses with daytime employees as customers when many residents are outside of the City for work. As with commercial land uses, the Future Land Use Plan must identify appropriate locations for new industrial development to meet the future economic development needs. In considering locations suitable for continued industrial development, the following elements should be taken into account:

1. Industrial sites should be reasonably level and offer a site area that is capable of accommodating industrial buildings and required ancillary activities (i.e., parking, shipping and receiving, outdoor storage, etc.).
2. Industrial site soils should be well drained and capable of bearing heavy loads, as well as being capable of providing for a Subsurface Sewage Treatment System
3. Buildings and, to the extent possible, the site should be located outside of flood prone areas.
4. Sites should also take advantage of access to State and County regional transportation facilities.
5. Sites should be protected from residential encroachment or incompatible industrial neighbors.
6. Industrial areas and individual sites should allow for further future expansion.

By analyzing the aforementioned location criteria and appreciating a variation in industrial use types, for areas within the community have been deemed appropriate for industrial use. Each designated area is intended to group similar industrial developments which demonstrate like needs (i.e., building scale, site size, access requirements, and visibility).

Existing industrial development is located on properties one or more blocks west of the US Highway 169 corridor at the north end of the regional corridor within Baldwin. These industries are smaller individual business engaged in a range of industrial activities. The priority for the City in defining the future of this industrial area is retention and in-place expansion of these businesses. These industrial businesses may be included within a new zoning district discussed above for the commercial uses in this area to promote business interchange, increase compatibility, and foster the economic vitality of the area.

The Future Land Use Plan guides the area in northwest Baldwin, west of 128<sup>th</sup> Street (CR 45) and north of County Road 42 for long-term industrial expansion. The large contiguous tracts of land available for development will allow for industrial development more consistent with the characteristics and scale of contemporary businesses. The properties opportunity to accommodate a variety of industrial business types from those within larger buildings used in manufacturing, assembly, fabrication, and storage to those with smaller building footprints with needs for outdoor storage. This latter business type, which typically does not have the demands for sewer and water utilities, may find Baldwin to be an attractive location. The City will need to ensure appropriate development standards for this industrial expansion area to ensure that the uses that are developed are durable, functional, and consistent with the desired character of Baldwin.

An additional area is planned for future industrial land uses east of US Highway 169 north of 305<sup>th</sup> Avenue (CR 38). This area is currently used as a private game refuge, but the characteristics of the site and crossover access to US Highway 169 indicate that the site is feasible for future industrial use. As this area develops, the City should focus on the need to develop a backage road between 305<sup>th</sup> Avenue (CR 38) and 124<sup>th</sup> Street (CSAH 2) increase access and facilitate traffic movement within the area.

#### **Public and Quasi Public Uses**

This land use category includes various facilities ancillary to rural residential community accessible to the public, including parks, government buildings, schools, churches, golf courses, etc. There will be a need for additional Public and Quasi-Public land uses as Baldwin continues to develop to serve the growing population. Public and Quasi-Public land uses are to reflect the highest level of quality site and building design, as an example for the private sector to follow. Furthermore, development of consistent architectural themes or other elements that provide site character shall be encouraged to strengthen Baldwin's community identity.

While the need for these types of uses is recognized, it is not practical to identify sites where future Public and Quasi-Public uses may be appropriate. Public and Quasi-Public facilities will be allowed as conditional or interim uses in appropriate zoning districts or allowance through a zoning district to institutional uses. The combination of these two approaches will allow the City to establish performance standards specific to a given use to ensure development at appropriate locations in a manner compatible with the surrounding area.

Furthermore, the City will work with the Princeton School District as to the location and rate of planned growth in Baldwin. This communication will allow the School District to adequately plan for school facilities with the timing of construction or expansion outlined to ensure that needed infrastructure can be provided in a cost effective manner. This would also include working with the School District to determine appropriate locations for potential facilities within Baldwin. Having school facilities located in Baldwin not only improves services and accessibility for residents, but contributes to community identity.

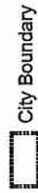
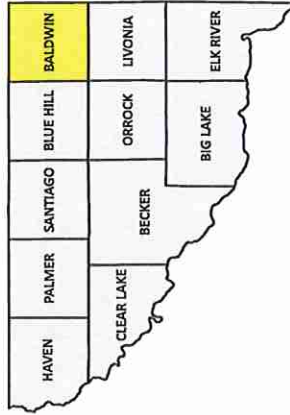
### **Interim Uses**

The Future Land Use Plan establishes the anticipated future development pattern of Baldwin, which is to be implemented over time in accordance with growth management and economic development policies. A plan must also be provided to guide development and manage land use in the interim period between existing conditions and the realization of the Future Land Use Plan. The purpose of the Interim Land Use Plan is to prevent an over-allocation of land that may exceed market demand for any particular use or over-burden the City's service capacity.

Allowance of interim uses will also provide property owners the opportunity to realize a higher and better use of their land in its current condition prior development of the land use guided by Future Land Use Plan. These interim issues are particularly important to consider for long-term development of commercial and industrial areas where markets may need to mature over time. To this end, the intent of providing for interim uses is to allow an activity that is presently judged acceptable by the community, but that with anticipated development or redevelopment, will not be acceptable in the future or will be replaced in the future by a land use guided by the Future Land Use Plan.

The Interim Land Use Plan will provide that until a property is deemed appropriate for development of a higher intensity land use as guided by the Future Land Use Plan, rural land uses and densities will be limited to one dwelling unit per 10 acres. The interim land use will be allowed to continue until an event occurs, such as subdivision or redevelopment of the property with a land use as guided by the Future Land Use Plan. The proposed one dwelling unit per 10 acre density for these interim uses will ensure that the property can be redeveloped in the future while avoiding compatibility issues both with existing and planned future land uses.

# City of Baldwin Future Land Use Plan -DRAFT-



## Land Use

- Rural - 19,697ac (88.9%)
- Commercial - 742ac (3.3%)
- Industrial - 1,439ac (6.1%)
- Public - 41ac (0.2%)
- Parks and Open Space - 233ac (1.1%)
- Wild and Scenic - 1,339ac (6.0%)

## Roads

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



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 be incurred by any person or entity in reliance on the information contained in this map. Map information is believed to be accurate but accuracy is not guaranteed.

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