

**BALDWIN TOWNSHIP
SPECIAL PLANNING COMMISSION AGENDA
Wednesday, June 10, 2026 at 7:00 P.M.
Baldwin City Hall**

- A. **Call to Order:**
 - 1. Pledge of Allegiance
 - 2. Oath of Office
 - 3. Roll Call
 - 4. Planning Commission claim forms
- B. **Approval of the Agenda**
- C. **Approval of Minutes:**
 - 1. Special Meeting of May 13, 2026
- D. **New Business:**
 - 1. None
- E. **Old Business:**
 - 1. Comprehensive Plan Update
 - 2. Comprehensive Plan implementation; R2 District and Zoning Map
- 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 Town Board may be present at the Planning Commission meeting.



SPECIAL PLANNING COMMISSION MEETING MINUTES

MAY 13, 2026

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.

Roll Call: Present: Chair Clarence Mattson, Vice Chair Teresa Barnes, Commissioners Mary Larson, 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.

Approval of the Agenda:

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

Approval of the Minutes:

Special Planning Commission meeting of April 8, 2026

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

New Business:

Discuss animal kennel interim uses

City Planner Licht asked the Planning Commission to discuss whether commercial kennels in the R1 district should operate under an Interim Use Permit (IUP) or a Conditional Use Permit (CUP).

The Planning Commission discussed animal kennel interim uses versus conditional uses. This is only for discussion at this time.

Discuss Planning Commission vacancy

The Commissioners viewed four applications for the Planning Commission vacancy and discussed the interview process.

Old Business: None.

Comprehensive Plan Update:

Continue discussion from April 8, 2026

City Planner Licht stated the Comprehensive Plan draft is updated and is available for review. The maps are still being finalized. The recommendation is that the commissioners look over the draft and bring back any feedback to the next special meeting on June 10, 2026, prior to a public hearing.

City Council Liaison Update:

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

Commissioner Update:

Commissioner Newland announced her resignation due to personal circumstances. Her last meeting will be Wednesday, May 27, 2026.

City Staff Update:

City Planner Licht updated the Planning Commission on future applications.

Miscellaneous Information and Communications: None.

Adjourn:

Commissioner Larson motioned to adjourn the May 13, 2026 Special Planning Commission meeting at 8:28 pm. Commissioner Newland seconded. All in favor. Motion carried.

Submitted by: Kayla Nielsen
Deputy Clerk/Treasurer

Approved by: Clarence Mattson
Chair

Date

Attendees: Mark & Sam Mason

CITY OF BALDWIN

2026 COMPREHENSIVE PLAN - *Draft*
May 13, 2026



THE PLANNING COMPANY LLC

3601 Thurston Avenue
Minneapolis, MN 55330

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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

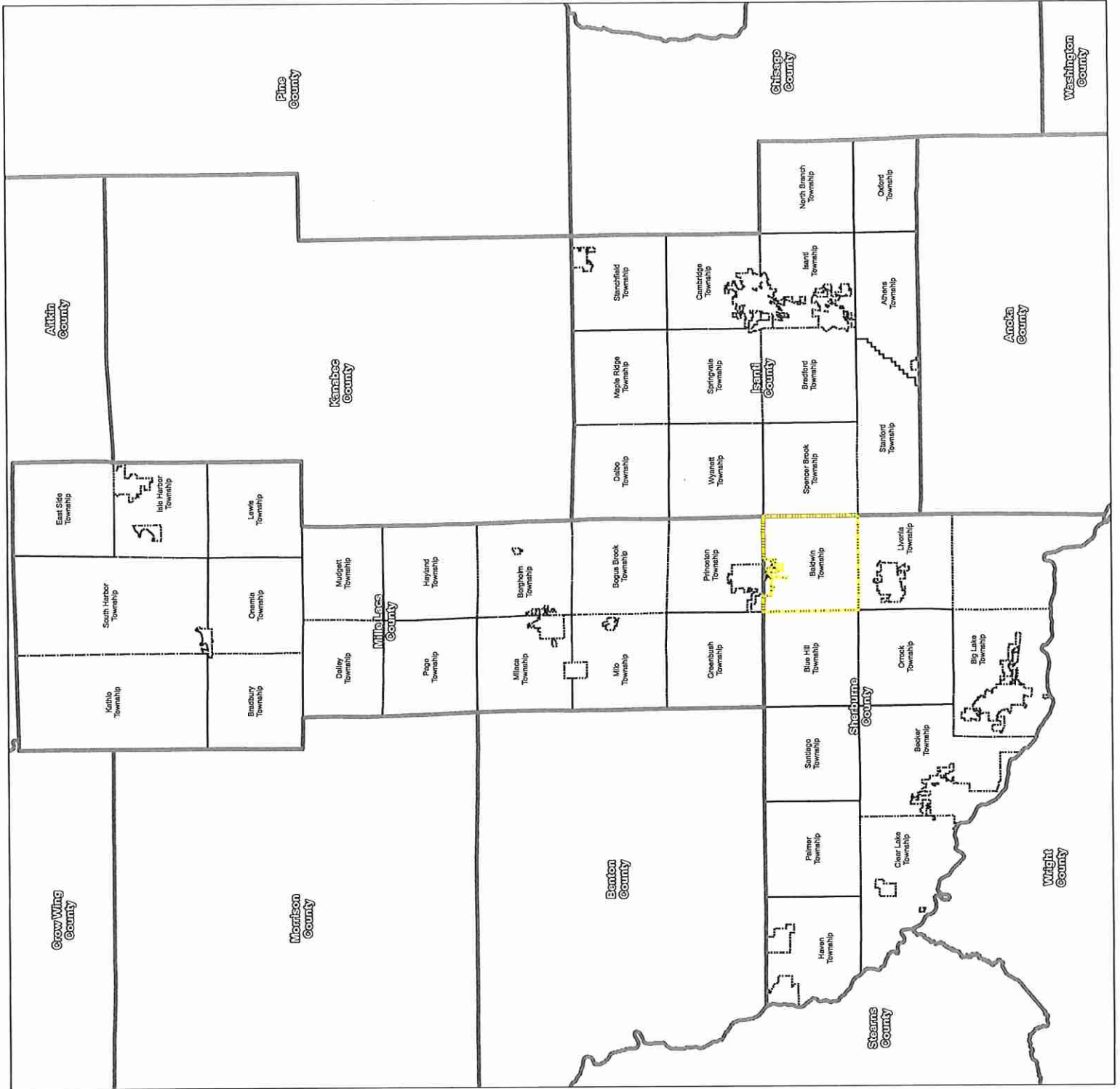
Area Location Map

Legend

-  Baldwin Township
-  County Boundary
-  Township Boundaries



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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 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

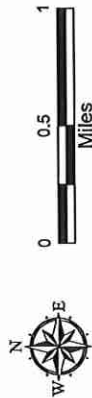
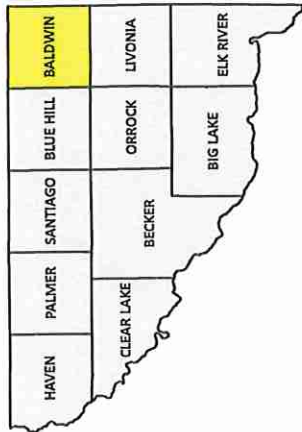
There are extensive public waters within Baldwin including the Rum River and many lakes and streams, as well as wetlands, as shown on Map 2.

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

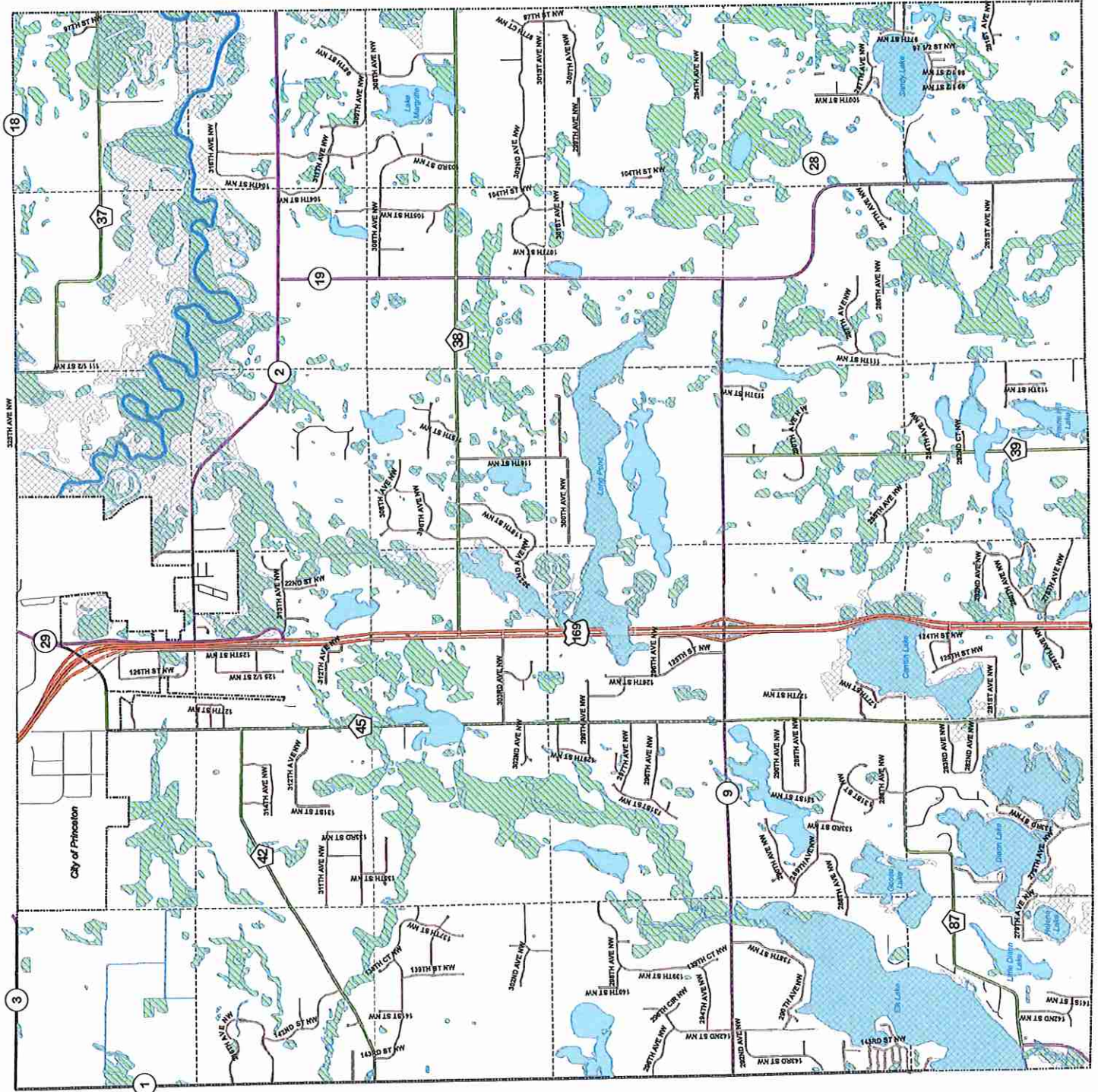


Legend

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



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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.

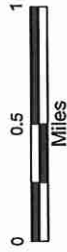
Table 4 - Existing Land Use

	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

Baldwin Township Watershed Map

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



Watershed Flow Paths

Watershed Boundary

DNR Public Waters

Township Boundary

Roads

US Highway

County-State Aid Highway (CSAH)

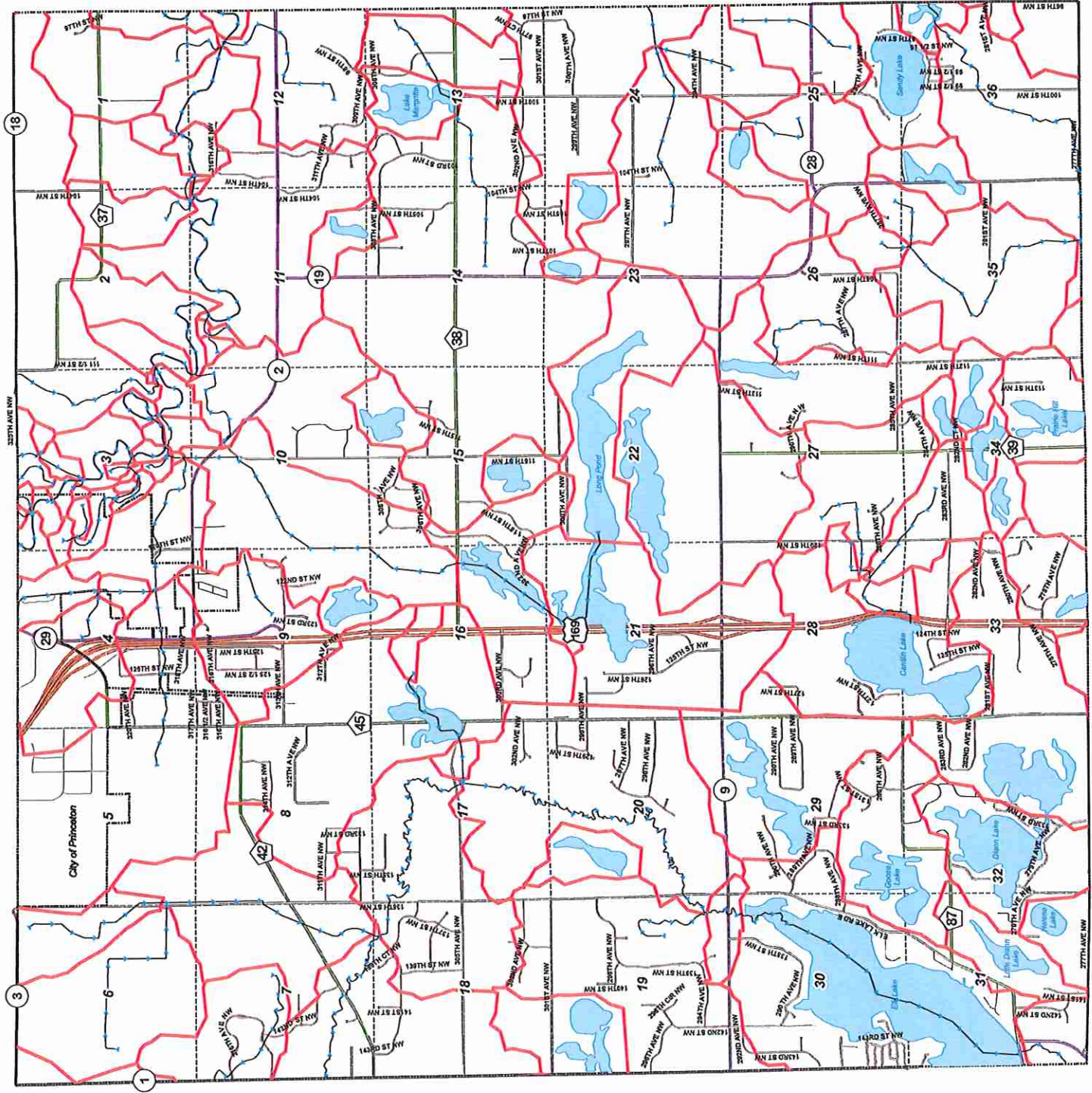
County Road

Township Road

Private Road

City Road

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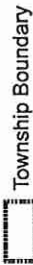
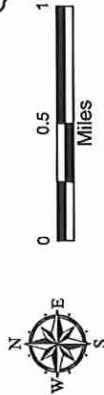


INSERT EXISTING LAND USE MAP

Baldwin Township

Existing Land Use

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



Township Boundary

City Limits

Existing Land Use

 Agriculture - 9026ac (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%)

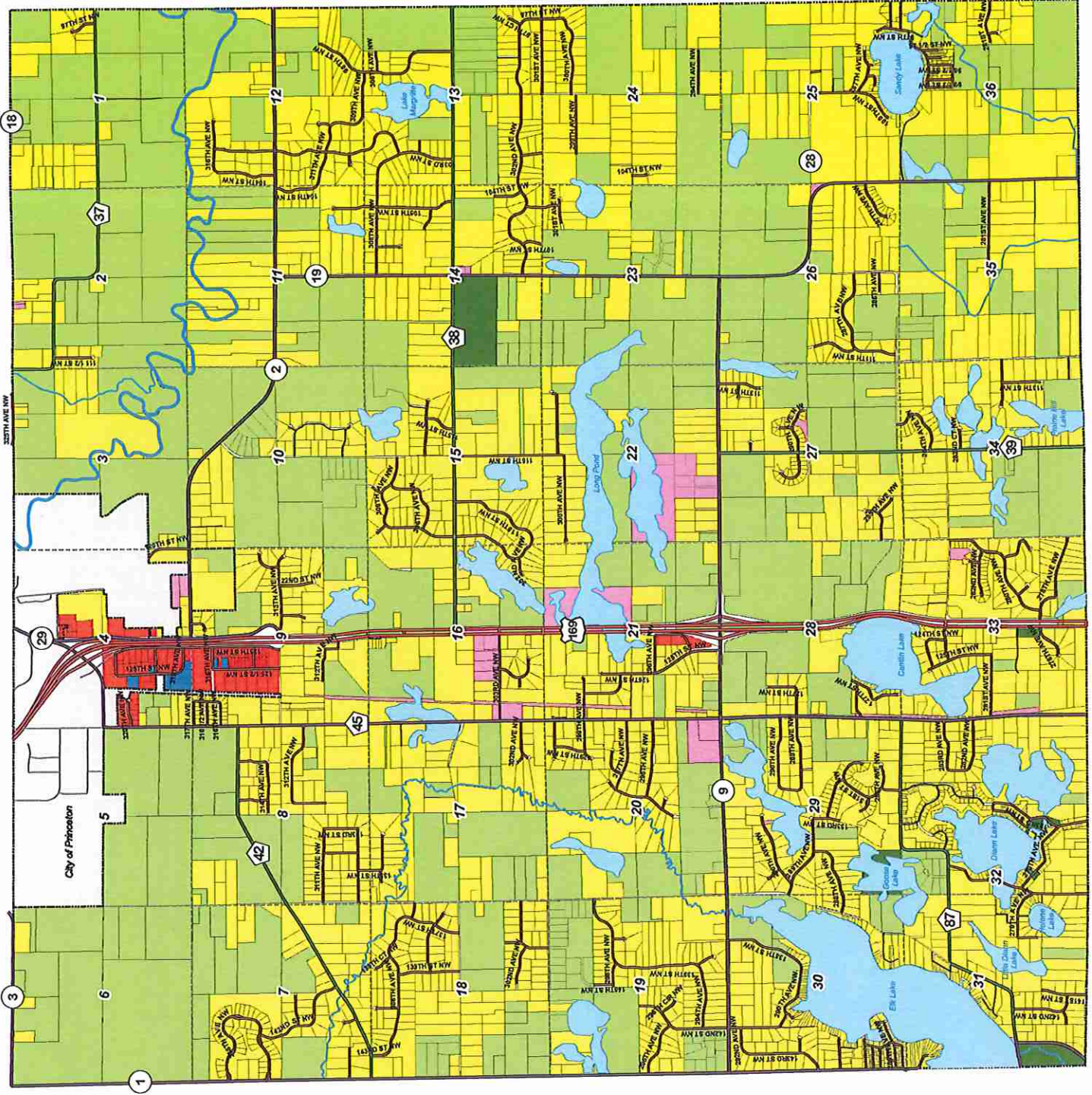


Source: Sherburne County, TPC



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X:\GIS\Projects\Municipal\Baldwin\Existing Land Use Map.mxd



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.

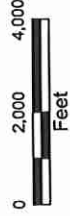
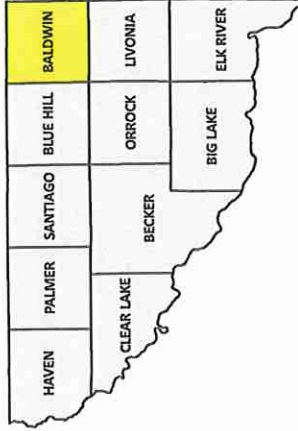
Table 5 - Future Land Use

	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

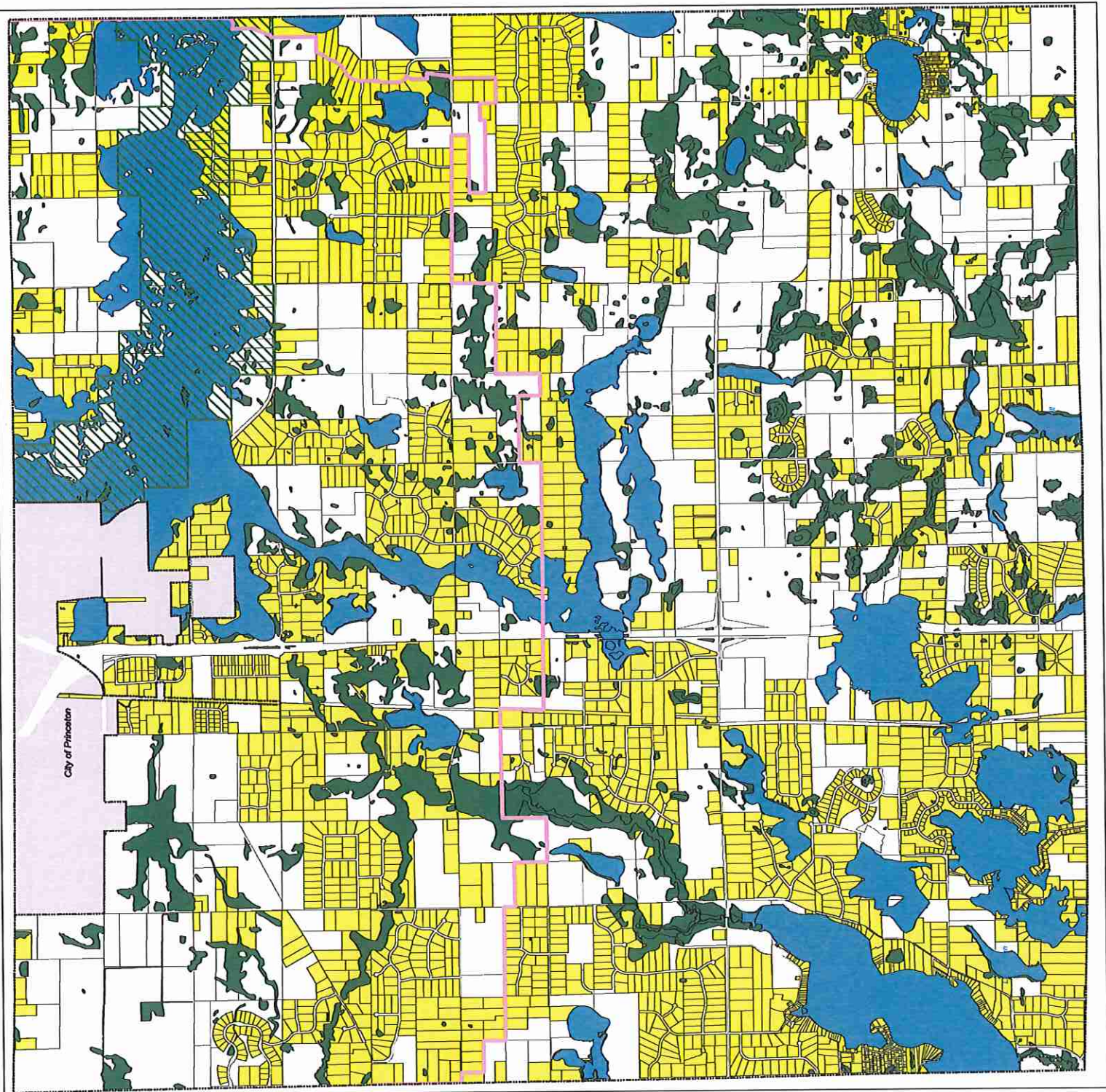
- Princeton Sewer Area Boundary
- Rum River WS District - 1222 Acres
- Floodplain - 2935 Acres
- NWI - 4894 Acres
- Parcels 10ac or Less - 8916 Acres
- Total Future Service Area - 9173 Acres
- City of Princeton



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

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K:\GIS\Projects\Municipal\BWT\Map of Parcels less than 10ac\Baldwin.mxd



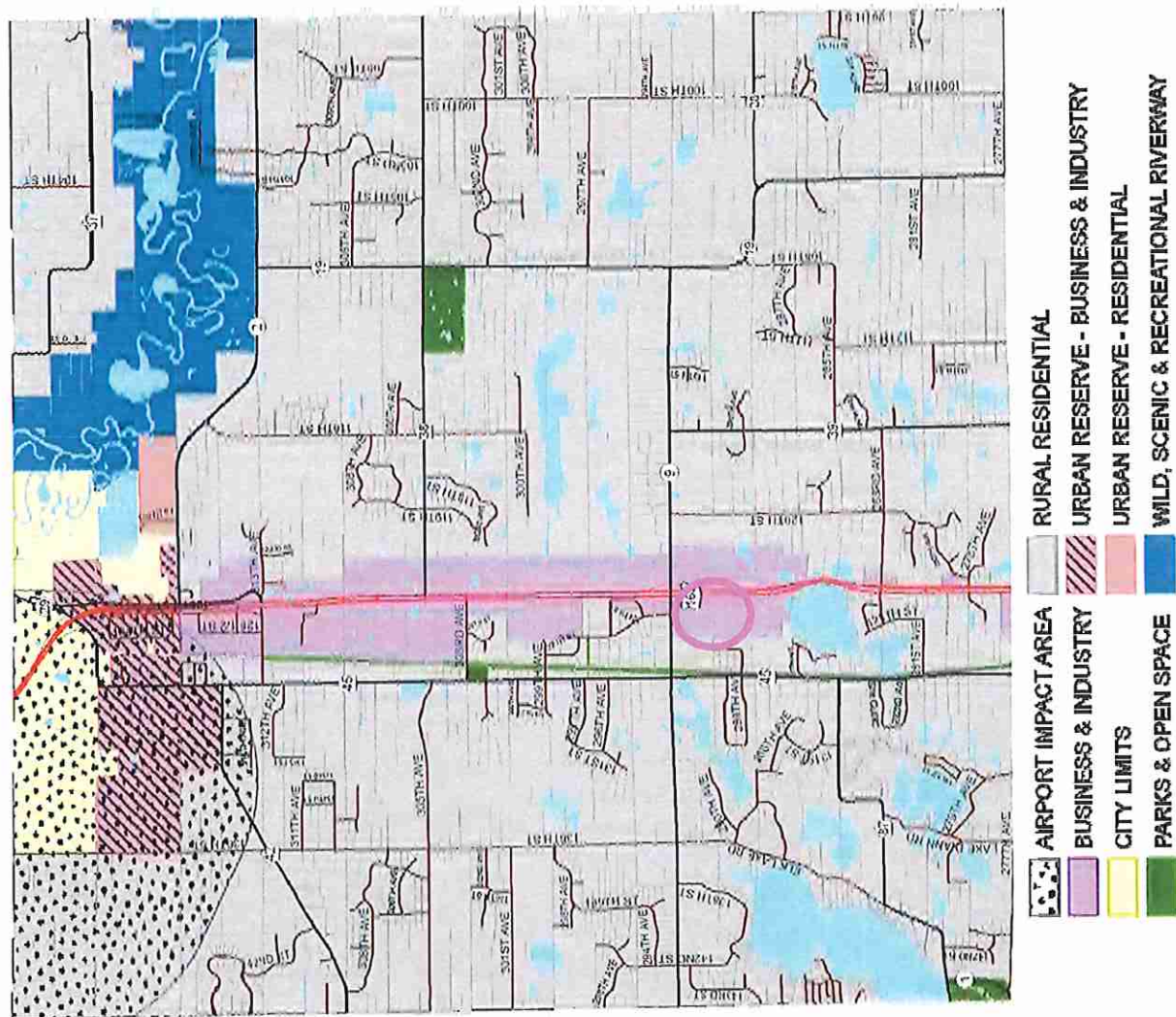


Figure 9.3: Sherburne County Future Land Use Map (Baldwin Township). Source: Sherburne County Planning & Zoning Dept.

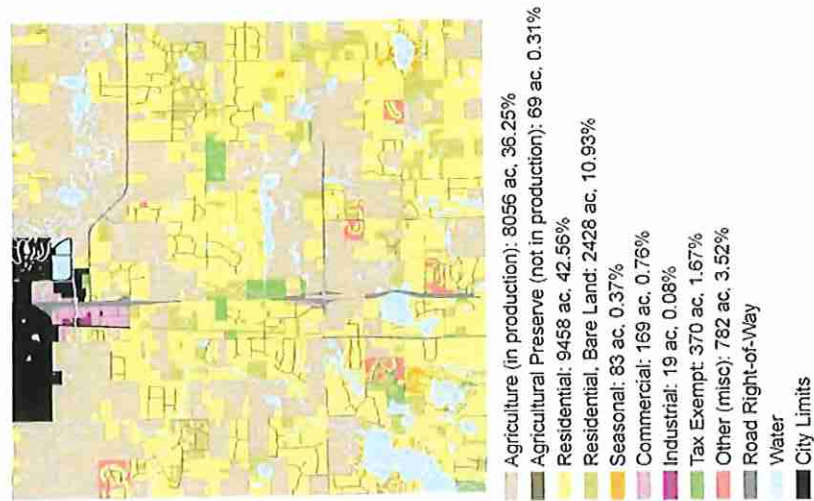


Figure 9.4: Baldwin Township existing land use by acres (2008). Source: Sherburne County Assessor's Dept.

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).

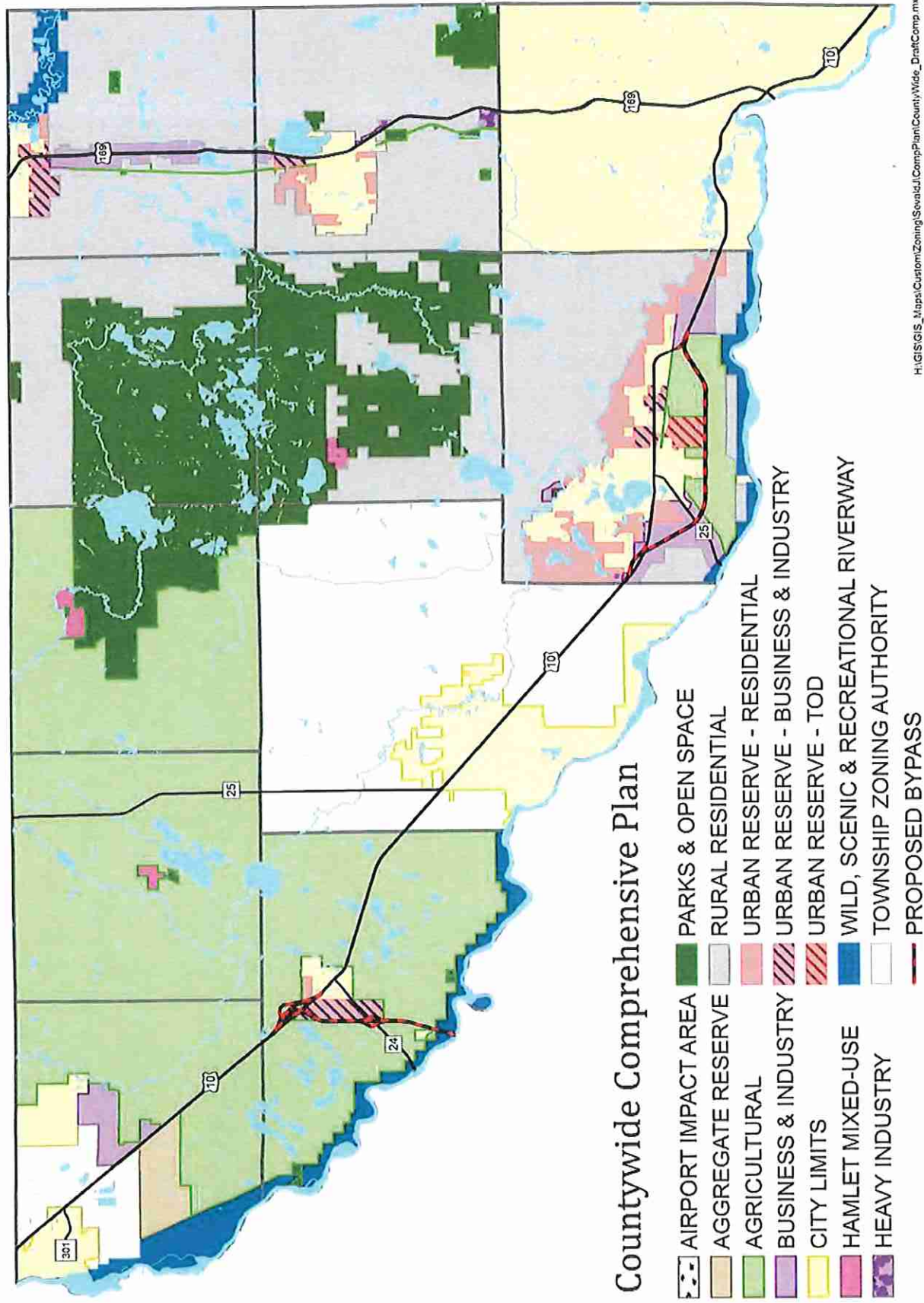
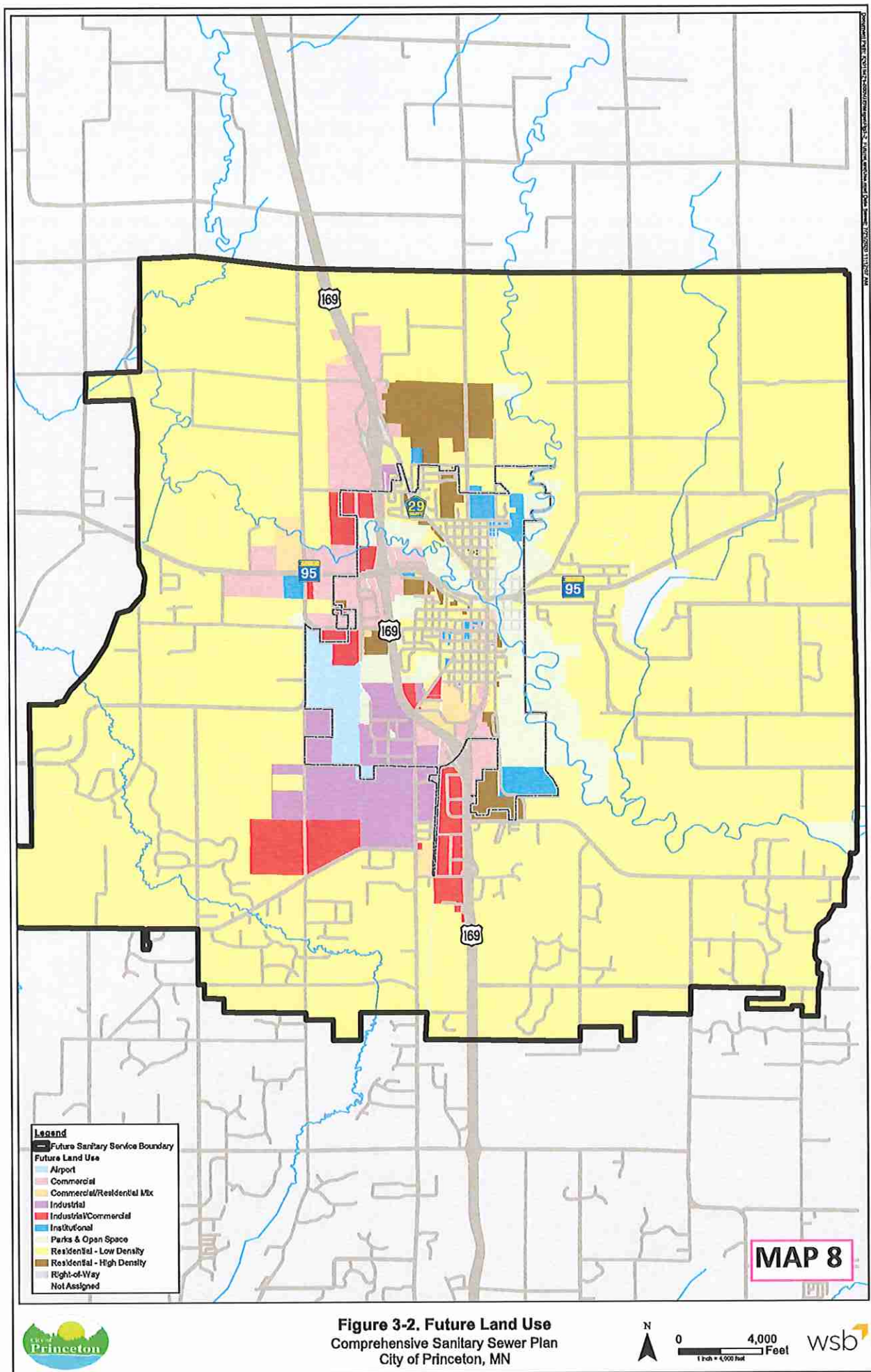
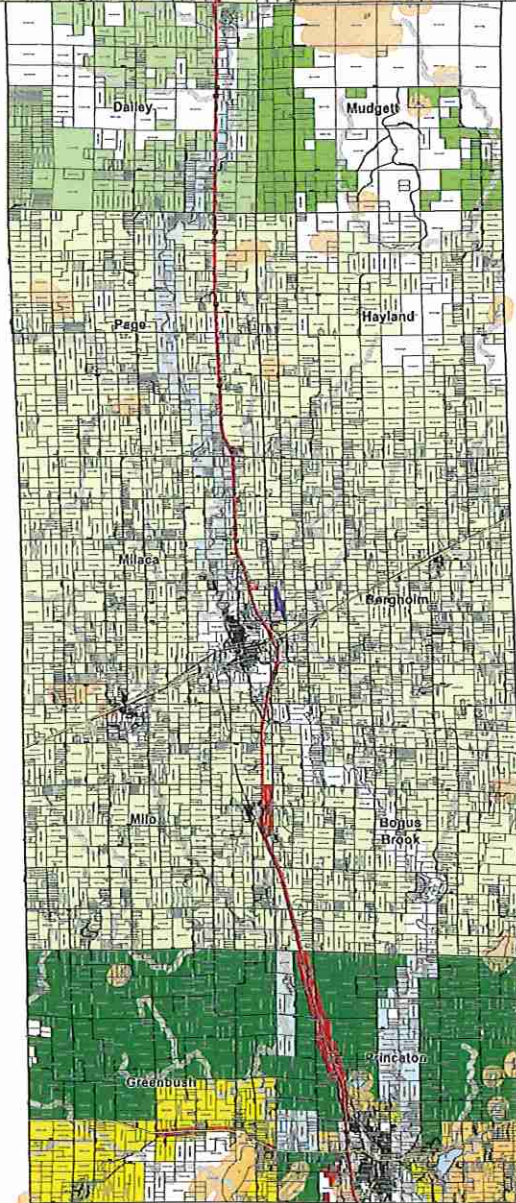
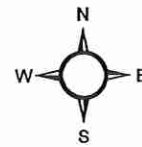
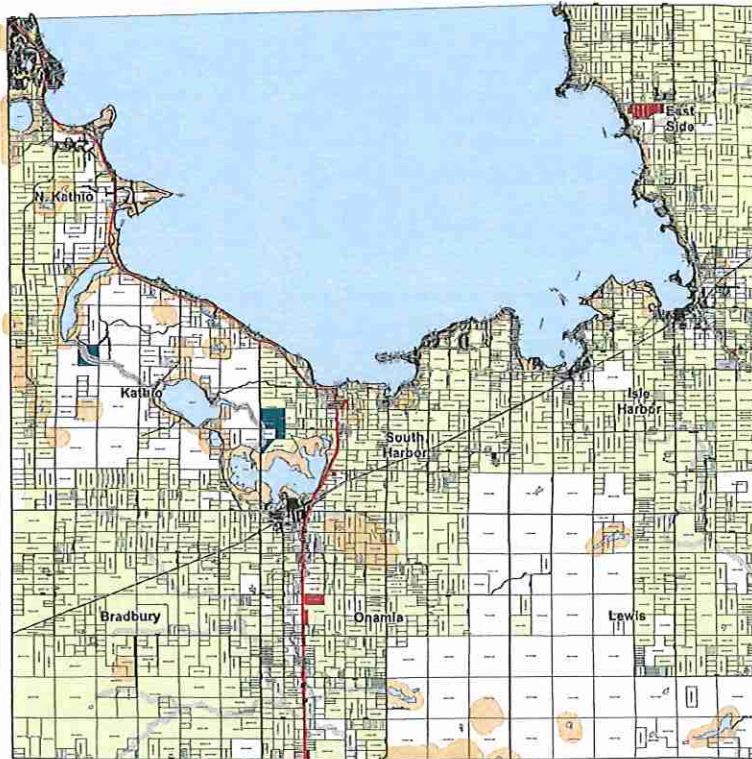


Figure 8.2: Sherburne County Comprehensive Land Use Plan Map (future land use map). Source: Sherburne County Planning & Zoning Dept.



Mille Lacs County Minnesota

Zoning Map



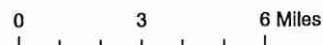
Zoning District

- 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

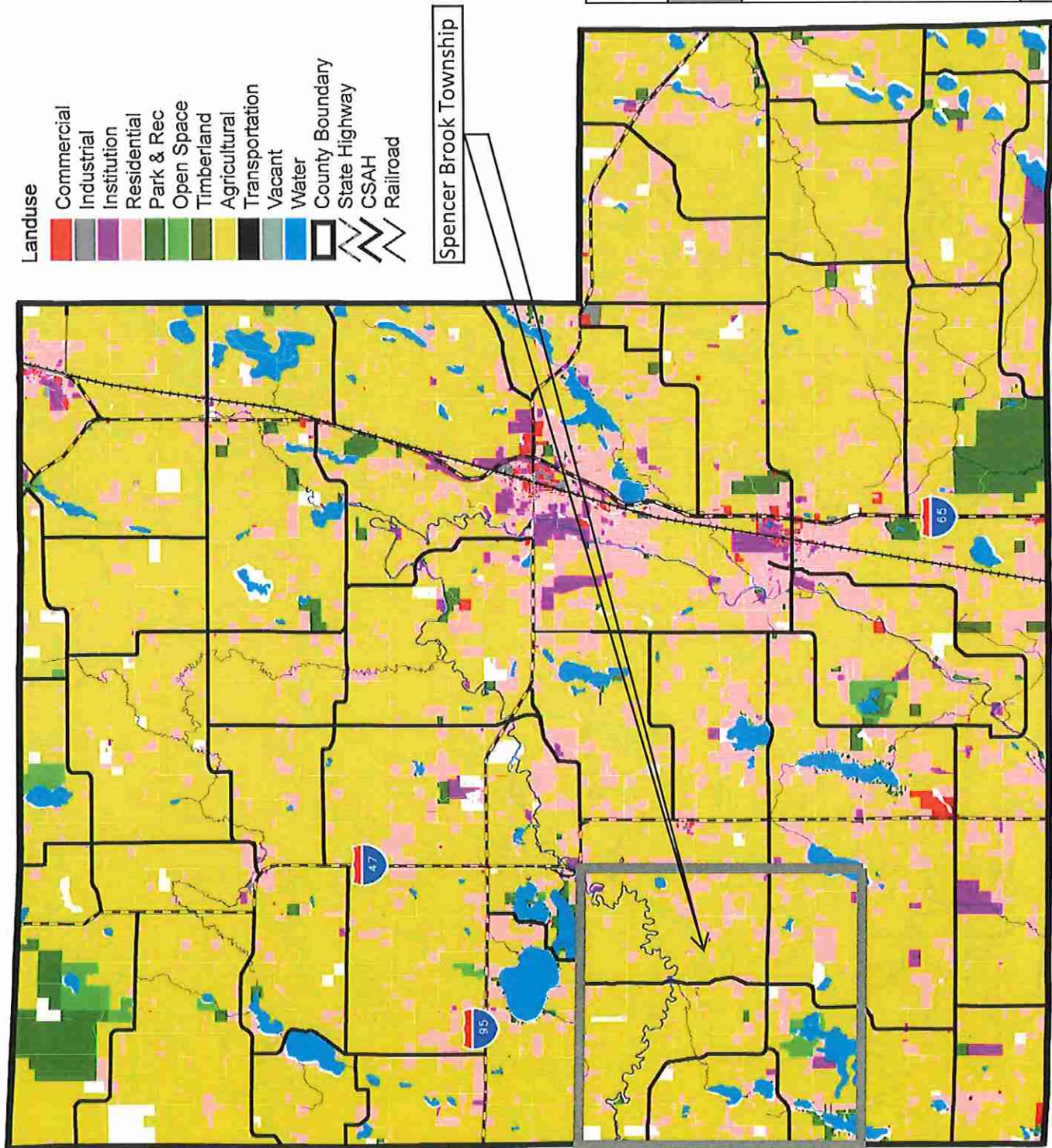
Overlay District

- 300 ft
- 1000 ft

May 1, 2015



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- 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

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.

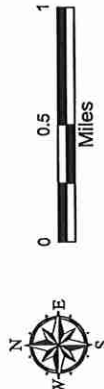
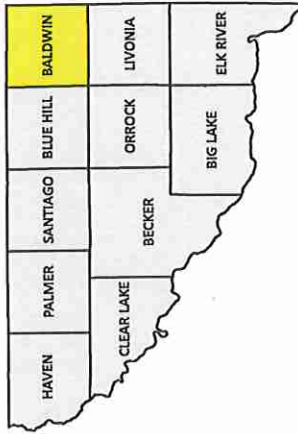
The Zoning Ordinance includes the following zoning districts designated on the Zoning Map (Map 11) to implement the goals and policies of the Baldwin Township Community Comprehensive Plan:

- **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.

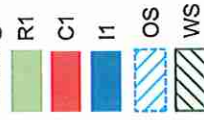
The Zoning Ordinance requires a minimum of 2.5 acres of land for any lot for single family residential use, which must include a minimum of 40,000 square feet of buildable land for the structures and subsurface sewage treatment system. Under the Building Ordinance, a Certificate of Compliance is required 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



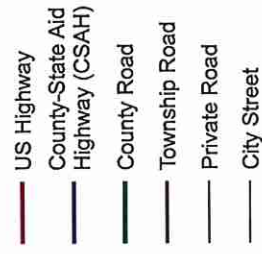
Township Boundary

Zoning

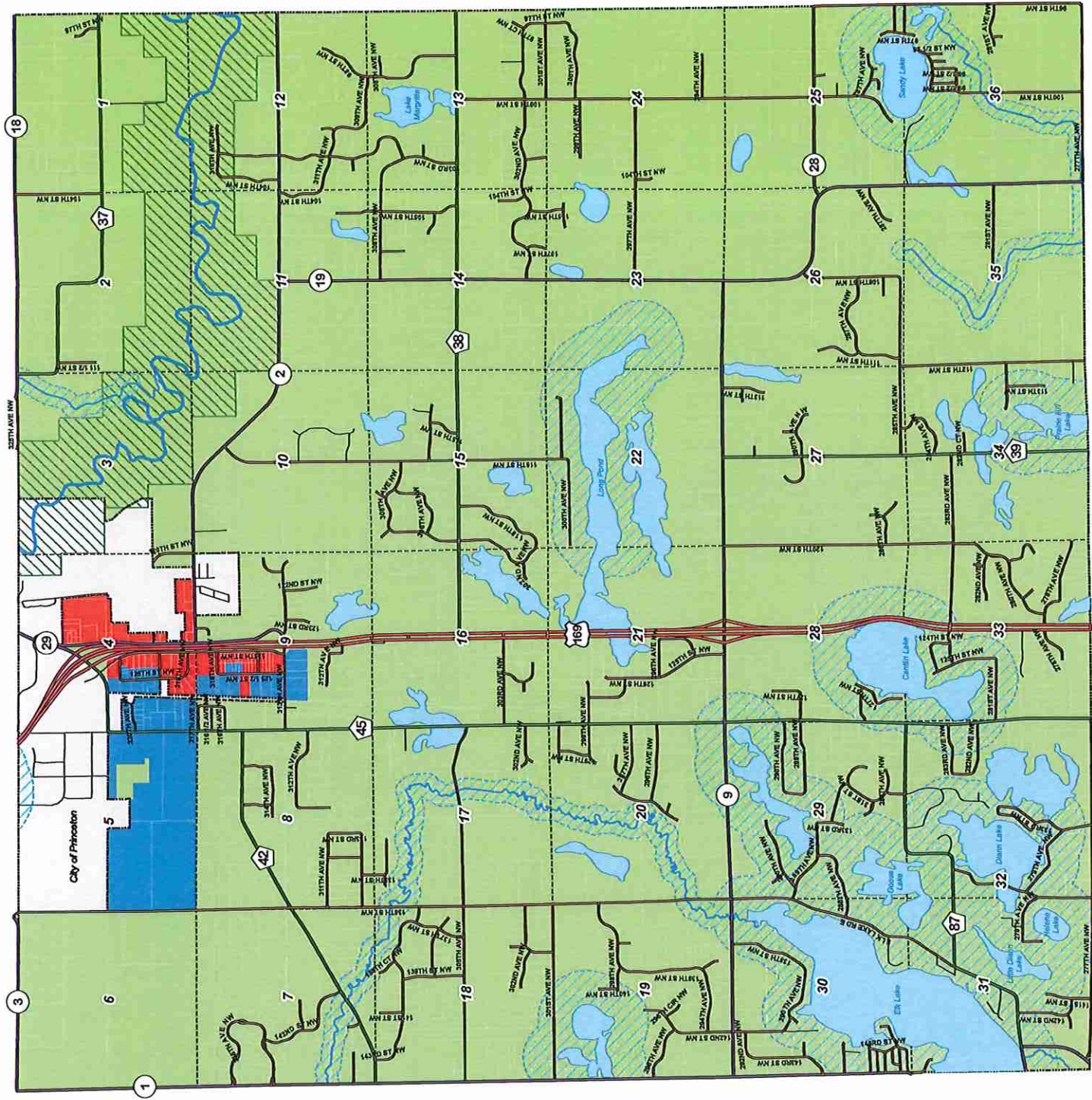


City Limits

Roads



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E. Existing Transportation Network

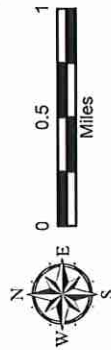
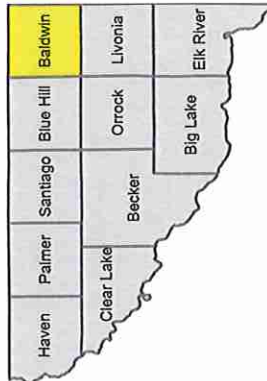
Baldwin is served by an existing network of Federal, County, and City streets shown on Map 12. US Highway 169 bisects the Subject Area north/south between the City of Zimmerman and the City of Princeton providing regional access to Baldwin. Roadways under Sherburne County jurisdiction including County 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 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



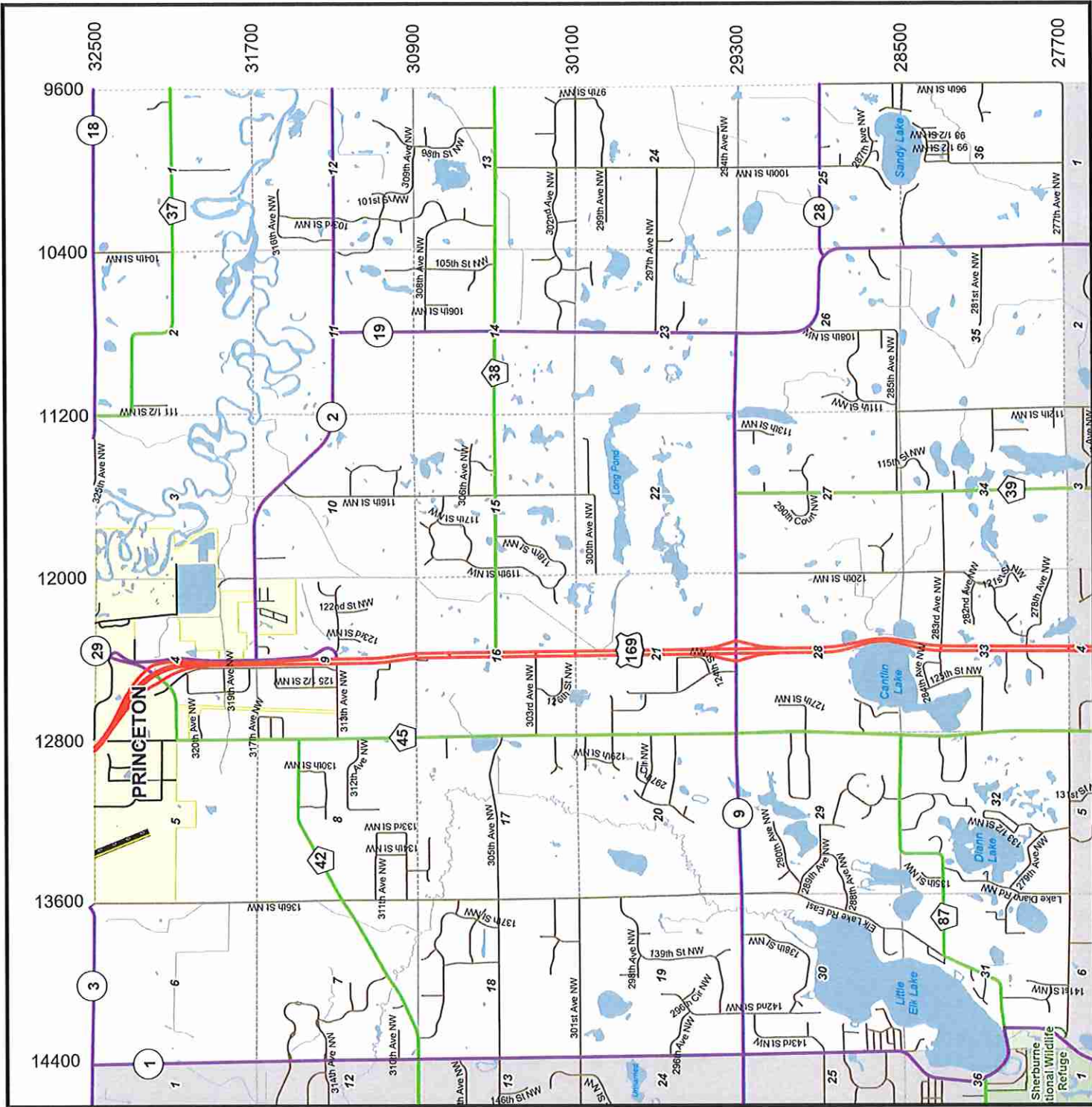
Roads

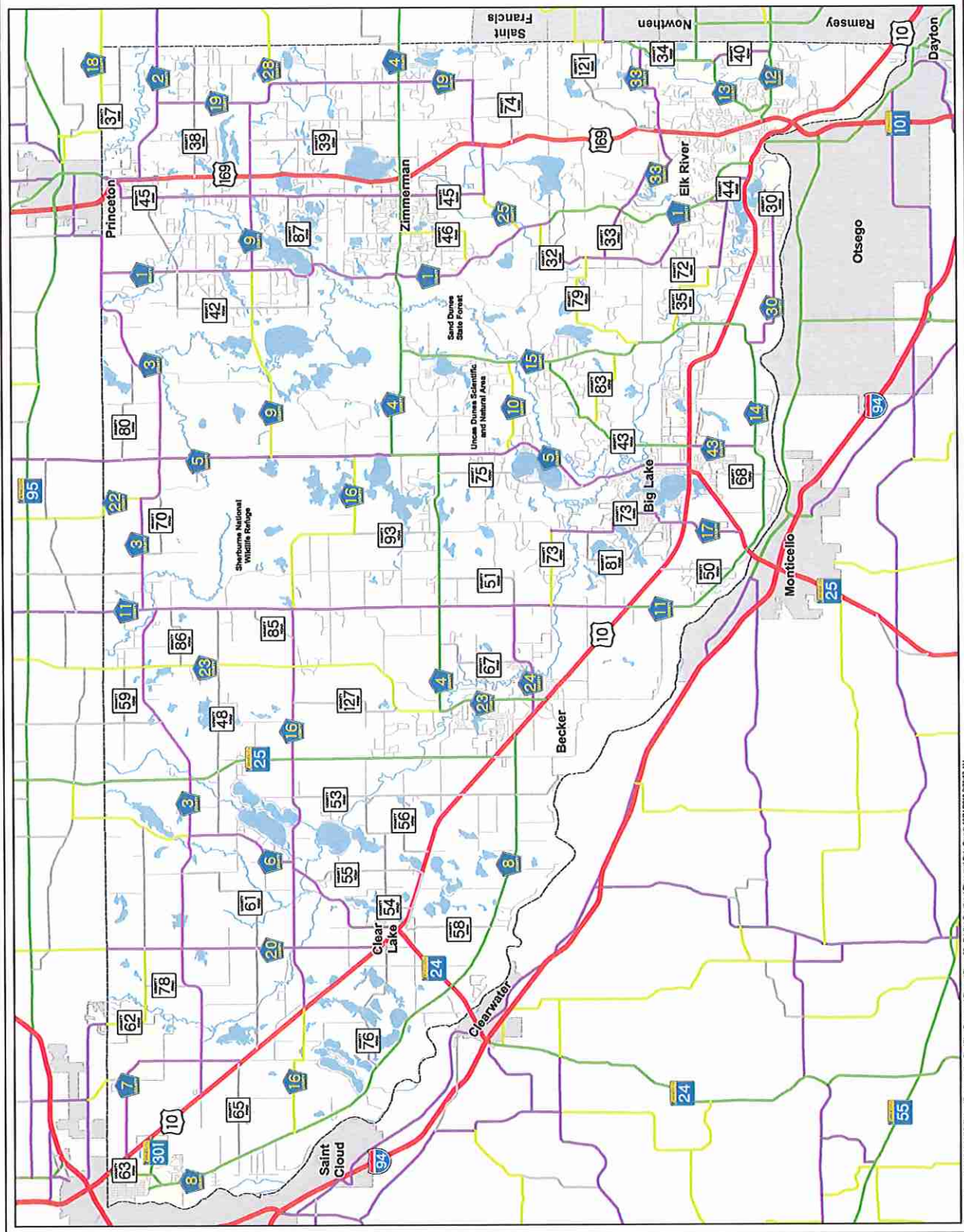
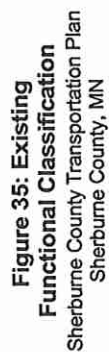
- US Highway
- County-State Aid Highway (CSAH)
- County Road
- Township Road
- City Street
- Private Road

- Section Lines
- City Limits



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Map Updated: 10/2022





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.

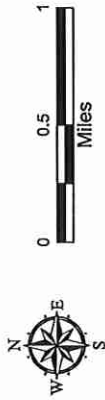
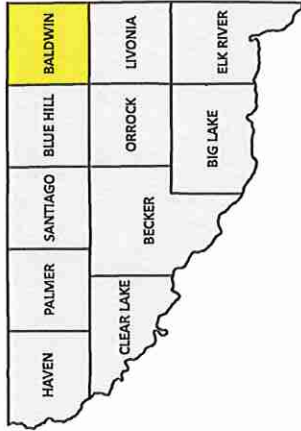
There are six subdivisions within the Baldwin that are served with Community Sewage Treatment Systems that were approved by Sherburne County before Baldwin enacted its own planning and zoning regulations. Five of these systems are privately operated by the applicable Homeowner's Association, and one 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

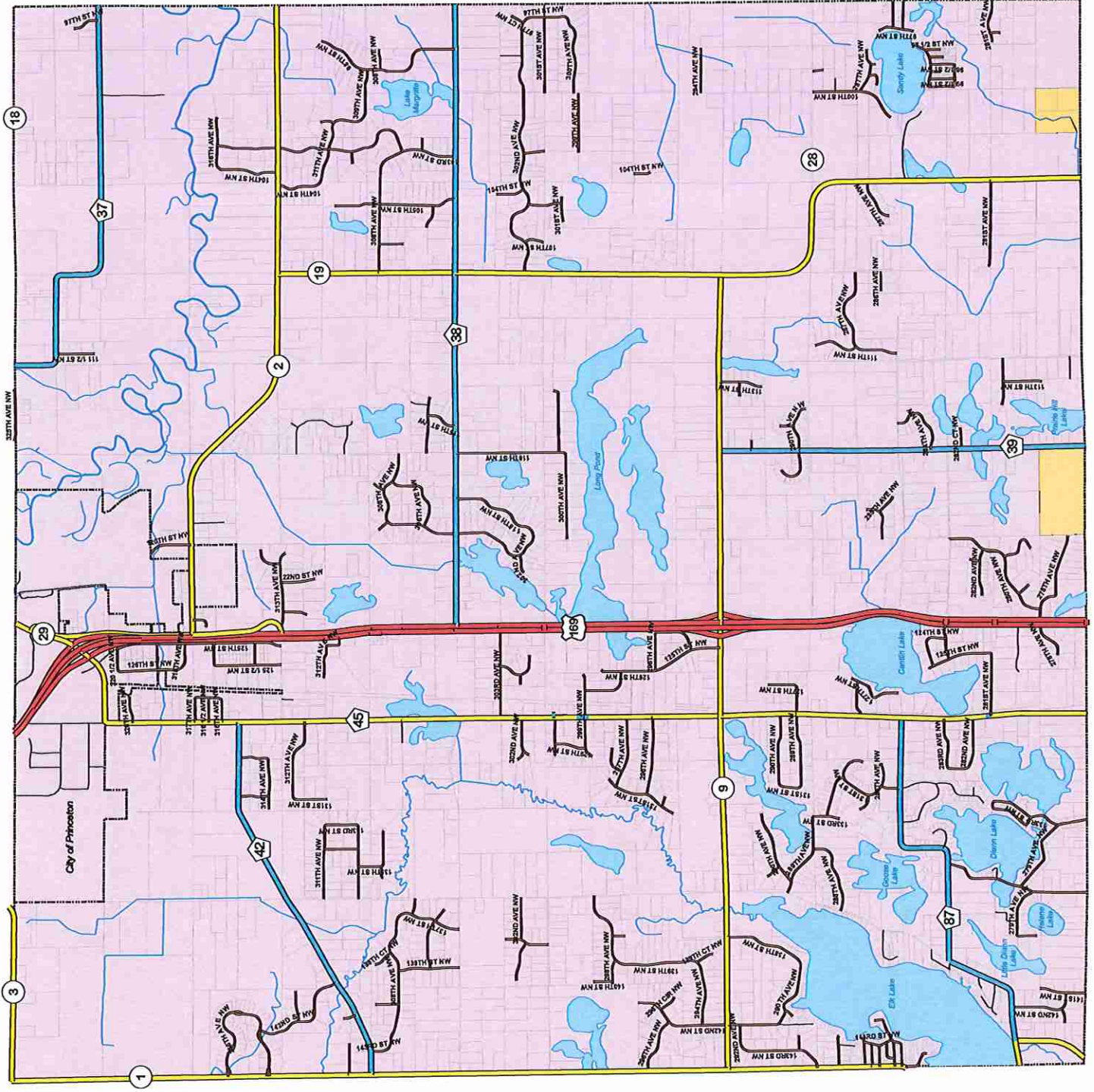


School Districts

- Elk River Area ISD 728
- Princeton ISD 477



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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 of 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 ensure 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 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 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 mandated 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 Minnesota Pollution Control Agency rules that protect ground water resources from pollution to ensure safe water supplies for existing and future land uses.

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 infrastructure.
- 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 development 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.
- Consider 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 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, 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 retention and in-place expansion.
- Consider use of financial 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 or side of a corridor within a given area shall not dictate commercial use of the other properties.
- 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.

Policies:

- 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 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 to 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 facilitating 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.
- Construction of public facilities should utilize robust materials to minimize maintenance and provide for sustainable long-term use.
- 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.

C. 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 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 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.
- 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 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.
- Study implementation of speed limits through adoption of an ordinance to increase traffic and pedestrian safety, especially within residential neighborhoods.

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.

- Prohibit parking on arterial and collector streets and on-street parking on other streets as needed that conflicts with moving traffic or creates hazards.
- 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 to 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.

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 trails during the subdivision process or as part of improvement projects.

Goal #3: Develop a system of parks, open spaces, and trails, in Baldwin in a manner complementary and 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 Future Parks and Trails 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.

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 priorities 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 and update development regulations as necessary.
- Development policies and regulations shall be administered 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 presently 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 and 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 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 ensure the physical capacity for necessary public and quasi-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.

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, 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 Subsurface Sewage Treatment 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 the 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 the S, 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 the 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 natural amenities within parks or adjacent to trails to trails.

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 FP, 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 almost all 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 Sewer 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 Subsurface Sewage Treatment Systems. The owner of each individual Subsurface 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 the City 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 septic 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 for stormwater management, 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 neighborhoods. 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 or compromise desired rural character.

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. 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 rural 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 Minnesota Pollution Control Agency 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 and hobby farms. 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, Rural Residential District to ensure continuation of desired rural residential character.

There are many non-conforming lots platted around major lakes within Baldwin 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 Ordinance, 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 an allowed accessory 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 due to a lack of city 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:

Table 6
City of Baldwin
2024 Occupied Housing Units

	#	%
Owner Occupied	2,557	97.3%
Rental Occupied	71	2.7%
Total	2,628	100.0%

Source: US Census

Table 7
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%
Total	2,628	100.0%

Source: US Census

Table 8
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%
Total	2,628	100.0%

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, an 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 on 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 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 exist 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. Those businesses that have been developed is located on either side of US Highway 169 at the north line of the City. These businesses are located 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 124th 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 289th Avenue (CSAH 9) interchange. The area surrounding three quadrants of the interchange is largely undeveloped at this time with 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 303rd Avenue and 305th 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 289th 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 124th Street (CSAH 2) from 313th Avenue north to 317th Avenue and continuing north along 124th Street (CSAH 2) 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 regional 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 of Baldwin 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 that are 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 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.

The aforementioned location criteria and in considering variations in industrial use types, specific 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 128th Street (CR 45) and north of County Road 42 for long-term industrial expansion. The large contiguous tracts of land available 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 305th 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 street between 305th Avenue (CR 38) and 124th Street (CSAH 2) to increase access and facilitate traffic movement within the area.

Public and Quasi Public Uses

This land use category includes various facilities ancillary to a rural residential community that is 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; 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 specific to institutional uses. The combination of these two approaches will allow the City to establish performance standards for 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.

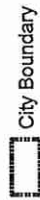
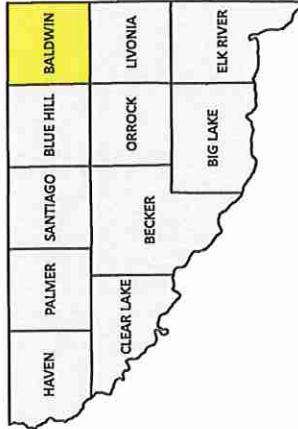
Interim Uses

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 overburden the City's service capacity.

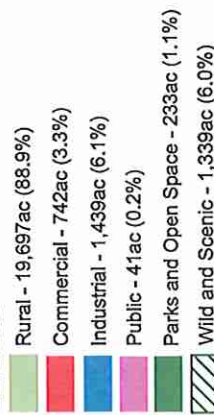
Allowance of interim uses will also provide property owners the opportunity to realize a higher and better use of their land in its current condition prior development of the land use guided by Future Land Use Plan. These interim issues are particularly important to consider for long-term development 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 for each 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 for each 10 acres 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.

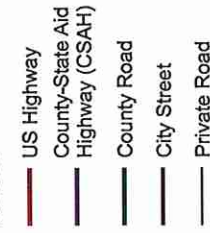
City of Baldwin Future Land Use Plan -DRAFT-



Land Use

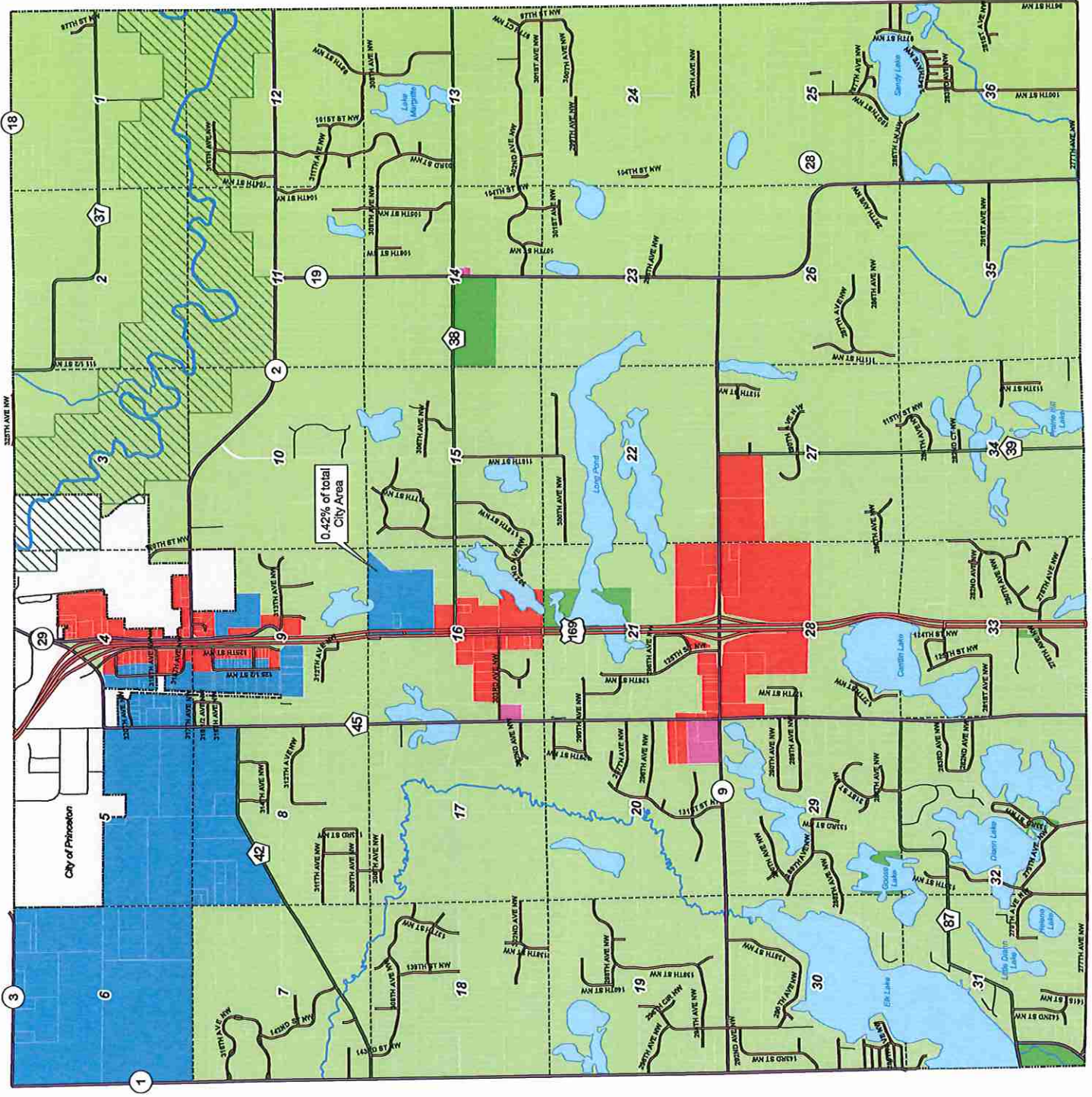


Roads



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C. Transportation

The Transportation Plan provides planning for an integrated system that is related to the existing and planned land use patterns within Baldwin and the surrounding region. Baldwin's existing transportation system consisting of local streets, County roads, and US Highway 169 is functional and well placed for efficient travel throughout the City. The City must continue to implement policies for a comprehensive transportation system in support of continued development and work with adjacent cities, counties, and the State of Minnesota on investment and improvements to regional arterial roadways for the long-term economic vitality of the area. The City intends the Transportation Plan of the Comprehensive Plan to serve as a blueprint for making transportation decisions and investments concurrent with the Future Land Use Plan.

Sherburne County Transportation Plan

Baldwin includes a number of Sherburne County roadways including County State Aid Highways (CSAH) and County Roads (CR). Sherburne County roadways in Baldwin are located and constructed to serve as collector streets within the community.

Sherburne County adopted a Transportation Plan in November 2019 to guide development and operation of the system of county roads in Sherburne County in coordination with the Minnesota Department of Transportation, adjacent counties, and local government jurisdictions, including Baldwin. The Sherburne Transportation Plan is incorporated by reference as part of the Baldwin Comprehensive Plan to provide for implementation of the functional classification system, access spacing guidelines, and programmed future improvements of the County road system within Baldwin.

Reliance on County State Aid Highways and County Roads as part of the Collector street system within Baldwin requires coordination with Sherburne County regarding ongoing development and increases in traffic and planned improvements. Sherburne County will have jurisdiction in any subdivision proposal abutting County right-of-way in terms of right-of-way dedication and required roadway improvements to relate planned land uses and the City's own transportation system to that of Sherburne County.

The functional classification designations established by the Sherburne County Transportation Plan for County State Aid Highways and County Roads are to be indicated on the City's Transportation Plan map.

Functional Classification

Functional classification refers to the purpose each roadway should serve as a means of determining street widths, speed limits, intersection control, or other design features. The intent of the functional classification system is to create a hierarchy of streets that collect and distribute traffic from neighborhoods to destinations within Baldwin or to regional roadways. Roadways with a higher functional classification (arterials and collectors) generally provide for longer trips, have more mobility, have limited access, and connect inner city or regional centers in comparison with lower functional classification streets (minor collector and local streets). Functional classifications are used in Baldwin's street network as a comprehensive planning tool used to determine the design and relationship of local streets to other County and State highway systems. The following table establishes the criteria for the functional classification system of City streets within Baldwin:

Table 9
City of Baldwin
Street Functional Classification System Criteria

	Principal Arterial	Minor Arterial	Collector	Local
Place Connections	Connects regional centers and business concentrations	Interconnects major trip generators	Interconnects neighborhoods and minor business concentrations	Interconnects blocks within neighborhoods and parcels within commercial/ industrial areas.
Intersection Spacing	Developed Areas: 1-3 Miles Developing Areas: 3-6 Miles	Developed Areas: ½ - 1 Mile Developing Areas: 1-2 Miles	Developed Areas: ¼ - ¾ Mile Developing Areas: ½ - 1 Mile	As needed for access
Connections	To interstates, principal arterials, and selected minor arterials and collectors	To interstates, principal arterials, other minor arterials, collectors and some local streets	To minor arterials, other collectors and local streets	To some minor arterials, collectors and other local streets
Parking	None	None	Individual access discouraged and intersections restricted as necessary	Individual lot access prohibited, intersections restricted as necessary
Typical ADT	15,000 – 200,000	5,000-30,000	1,000-10,000	Less than 1,000
ROW Width	100-300ft.	80-150ft.	66-100ft.	50-80ft.

Arterial Streets

US Highway 169 is an arterial roadway connecting Baldwin to the regional highway system and provides high-speed mobility to the Twin Cities Metropolitan Area and destinations outside of the metropolitan area. The roadway functions as a minor arterial roadway in accordance with the functional classification system established above. However, long term, US Highway 169 will evolve to a future Principal Arterial roadway as traffic increase

The Minnesota Department of Transportation has completed an upgrade of US Highway 169 to freeway status within the City of Elk River in 2025. Construction has been initiated on construction of an interchange at US Highway 169 and Freemont Avenue (CSAH 4) in Zimmerman. These improvements will facilitate traffic movement within the US Highway 169 corridor benefiting Baldwin.

As traffic continues to increase along US Highway 169 and development occurs in Baldwin, the City will need to remain in communication with Sherburne County and the Minnesota Department of Transportation regarding future improvements or access limitations. The City, for its part, should work to minimize any future connections to US Highway 169, particularly direct access from abutting properties, in favor of developing frontage or backage roads that will ensure long-term access for land uses within the US Highway 169 corridor.

Collector Streets

Collector streets are designed to serve shorter trips that occur primarily within the City or nearby destinations and provide access from neighborhoods or other collector streets and the arterial system. Collector streets are intended to carry less traffic than arterial roadways and provide property access only on a limited basis. Collector streets within Baldwin are a combination of County State Aid Highways, County Roads and City streets. The existing collector street system in Baldwin is well developed in terms of spacing of these roadways such that development of new collector street corridors is not anticipated. The focus, therefore, for collector streets will be management and improvement of the existing system.

With incorporation and a population of more than 5,000 persons, Baldwin is eligible for Minnesota State Aid Funding for roadways. State Aid Funding is derived from the tax on motor fuel purchases within Minnesota and may be used for maintenance and expansion of existing roadways or construction of new streets. The amount of funding received annually by the City is based on criteria established by the Minnesota Department of Transportation resulting in eligible road miles that are then to be designated for specific existing or future street segments that are allocated funding.

State Aid funding is implemented to encourage cities to spend its funding on roadway projects. The City will plan for future improvements to designated State Aid Streets and other City streets designated as Collector streets as part of a Capital Improvement Plan.

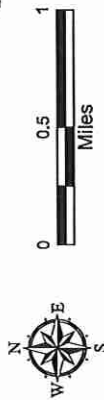
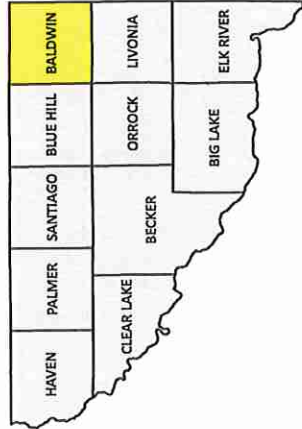
Local Streets

Local streets provide access to adjacent properties within residential neighborhoods, commercial areas, and industrial districts. Local streets are generally intended to be low speed and designed to discourage through traffic. The City will consider undertaking a speed limit study that allows cities to establish local speed limits of less than the statutory 55 mile per hour limit in effect by Statute for most local streets within the City.

The City must also concentrate on the extension of local streets in functional patterns as development continues. Connections between new subdivisions must be planned at not less than one-quarter mile intervals to ensure proper access and circulation off of collector and arterial streets. Connections between neighborhoods facilitate circulation, allow for service and emergency access, and allow more efficient street maintenance. As such, permanent dead end streets terminating in a cul-de-sac are not to be allowed unless area topography or other physical site conditions warrant because a through street is not otherwise physically feasible.

Baldwin Township

ROADWAY CLASSIFICATION

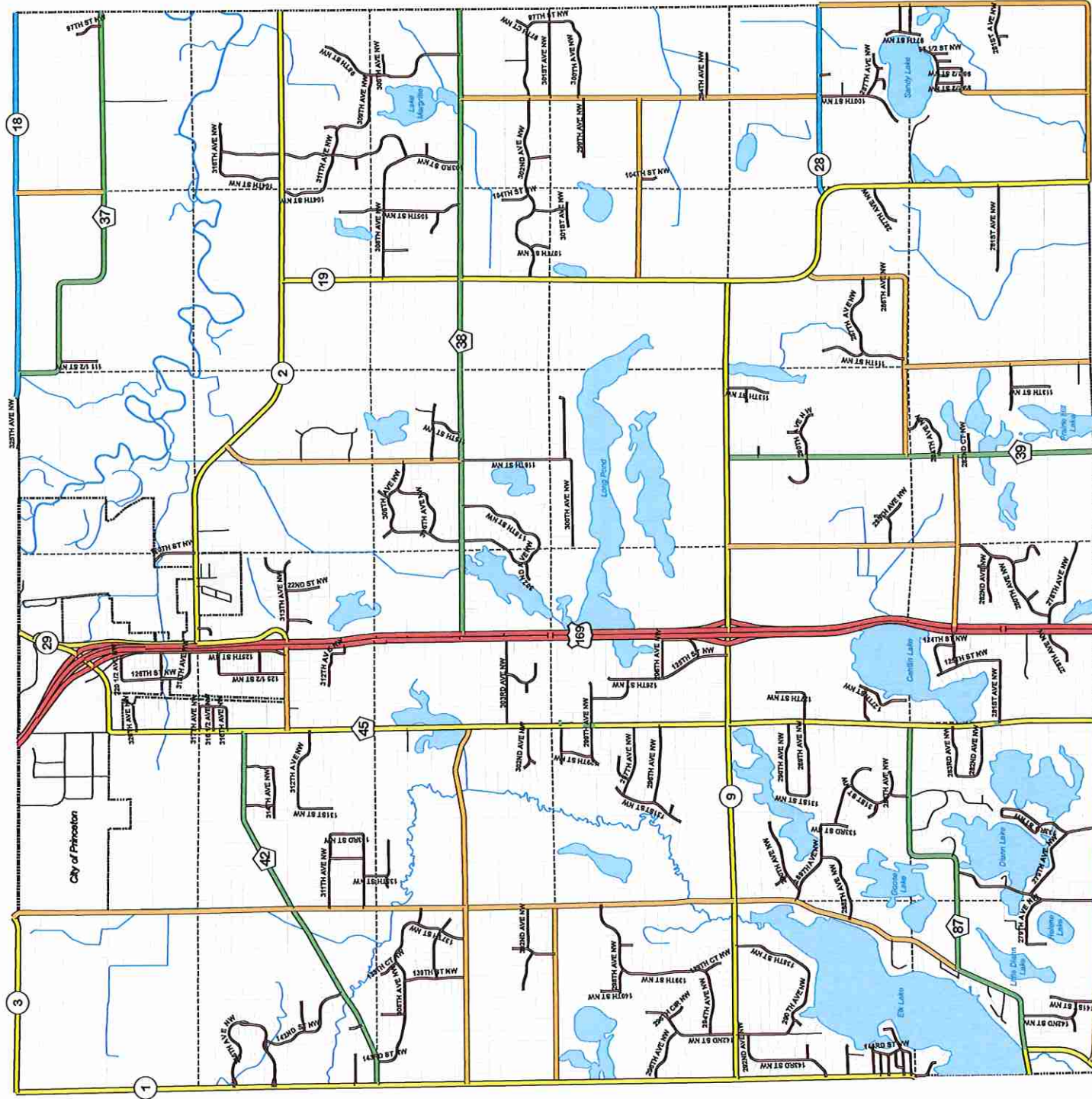


- Roads**
- DNR Public Waters
 - Township Boundary
 - Principal Arterial (Federal/State)
 - County Major Collector
 - County Minor Collector
 - County Local
 - Town Collector
 - Town Road
 - City Street
 - Private Road

TPC
The Planning Company

Sources:
Sherburne County 2040 Transportation Plan
Baldwin Township

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Trails

There currently are not trails within the City, which can be considered as an element of the City's efforts to develop a complete street system to improve access and mobility within Baldwin going forward.

Sherburne County has been planning for development of the Great Northern Trail, which has a regional designation through the Greater MN Regional Parks & Trails Commission. This designation is significant in that it makes partners eligible to receive Clean Water Land & Legacy Grants. Sherburne County is partnering with Mille Lacs County and the Cities of Elk River, Princeton, and Zimmerman to work together under a Memorandum of Understanding to coordinate implementation of a Master Plan and share associated costs of professional and technical services. Planning and development of the Great Northern Regional Trail began prior to Baldwin's incorporation and Sherburne County has earmarked park dedication funds from subdivisions in Baldwin Township for contribution to the project.

In 2020, funding was awarded through the Minnesota Department of Transportation's Transportation Alternatives Program to create connections between the Great Northern Regional Trail and pedestrian amenities in Zimmerman around public schools. Funding was awarded in 2023 from the Minnesota Department of Transportation Carbon Reduction Program to extend the Great Northern Regional Trail from its constructed end at Zimmerman Park to 5th Avenue in Zimmerman.

In 2024, funding was awarded to add trail side and trail head amenities between Elk River and Zimmerman through a partnership grant with Greater MN Regional Parks & Trails Commission. Sherburne County, Elk River and Zimmerman are participating in funding and required matches are based on percent of project costs in each jurisdiction. Design on this project will begin in 2026, with construction programmed for 2027.

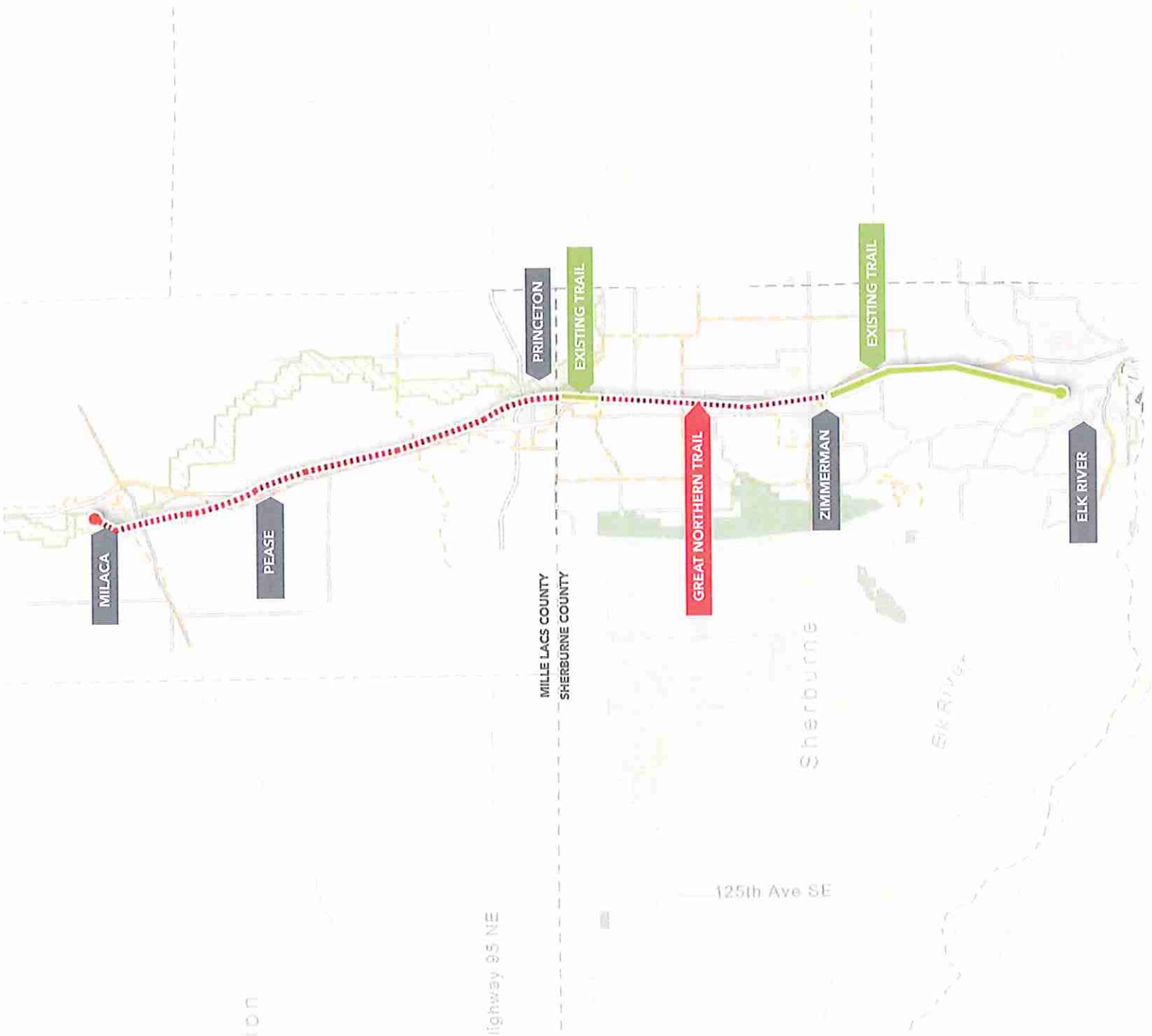
Also in 2024, Sherburne County was awarded funding to construct the next segment of the Great Northern Regional Trail from 5th Avenue in Zimmerman, north to 293rd Avenue (CSAH 9) within Baldwin. This is funded through a combination of the Minnesota Department of Transportation's Transportation Alternative Program, Local Option Sales Tax, and park dedication fees collected from new subdivisions. Construction is programmed for 2028, at the same time as reconstruction of 128th Street (CR 45).

The remaining portion of the Great Northern Regional Trail in Sherburne County, largely within Baldwin, requires additional study in order to determine an alignment that best meets the needs of the community. The Great Northern Regional Trail partners are working through what that scope of this study would be and searching for potential grant funding to conduct this study and construct the trail. The City must engage with the Great Northern Regional Trail partners to be an active participant in the study for the trail segment through the community.

TRAIL CONTEXT

Legend

	Existing Trail
	Proposed Trail
	Local Bike Trail
	Existing Parks
	Designated Snowmobile Route
	Scenic Riverway
	Designated Water Trail



There has also been discussion about developing a local trail system within Baldwin. A potential trail system in Baldwin should be focused on collector and arterial street system to serve both transportation and recreation functions with specific attention for connections between activity centers or public facilities within the community. Constructing trails in conjunction with street projects also provides greater efficiency in terms of right-of-way acquisition, mobilization, and construction cost scale. Engineering standards for collector and arterial streets should be updated to consider right-of-way needs for trails to be acquired with subdivisions adjacent to collector and arterial street to minimize future land acquisition costs.

Maintenance

Minimizing maintenance costs and providing for longevity for the investment in street construction, the City emphasizes quality street standard designs. Engineering specifications for construction of City streets are to be based on underlying soil conditions, reflect best practices, and be consistent with Minnesota Department of Transportation standards. The City Engineer will recommend a review and update of the City's street standards as needed to ensure that Baldwin is implementing best practices in construction and reconstruction of its street system.

The City will develop a Pavement Management Plan to be updated annually as part of the Capital Improvement Plan to schedule system wide maintenance, preservation, and improvements of City streets. Through this phased approach, the City will be able to attend to problems to maintain streets system-wide. Establishment of a Pavement Management Plan is viewed as essential as the number of new streets continue to be built within the City to provide for ongoing maintenance in a fiscally responsible manner.

An issue that must be monitored is the condition of any streets that are surfaced in gravel either within developed areas or that carry urban volumes of traffic. While the graveled streets in themselves are in good condition, their inherent qualities do pose some detriments to the City. Specifically, such innate characteristics as dust, grade upkeep, and noise all serve to diminish the attractiveness of a typical neighborhood. A program to upgrade these roadways to paved sections should be considered over time either in conjunction with related street improvement projects, new development, or in response to petitions submitted by property owners.

Airports

Princeton Municipal Airport is located adjacent to the northeast corner of Baldwin. The airport is operated by the City of Princeton and overseen by a five member Airport Advisory Board, appointed by the City Council, responsible for the financial planning, maintenance, growth, and development of the airport.

The facility provides a single runway with an asphalt surface 3,900 feet in length by 75 feet wide with runway lights. Navigational aids include BEACON AND NDB; weather information systems include AWOSIII, AWOSA/MNWAS, and SATAVIDEOWEATHER.

The airport serves private aircraft with 14 tie downs, fuel service, and an arrival/departure building that has a lounge, basic kitchen, two restrooms, a shower, WIFI and phone service. The airport allows tent camping on airport property in a designated area.

The Princeton Municipal Airport is one of only seven North Memorial Air Care locations in Minnesota, providing air ambulance access to North Memorial Medical Center's Level 1 Trauma Center.

The Minnesota DNR firebombing operation is stationed at the airport in the spring.

Development in Baldwin within a designated areas surrounding the airport must adhere to Federal Aviation Administration rules to ensure operational safety.

Public Transportation

Tri-County Action Program (TRI-CAP) provides publicly funded transportation within the counties of Benton, Mille Lacs, Morrison, Sherburne, and Stearns. Service includes scheduled transit serves between designated cities, which includes Zimmerman to the south of Baldwin. There is also a scheduled service between Princeton and St. Cloud. Outside of scheduled service, Tri-Cap offers on demand curb-to-curb public transportation within the five counties for all ages and income levels for a minimal cost. All Tri-Cap buses are handicap accessible.

There is a Minnesota Department of Transportation Park and Ride facility located at 125th Avenue and Rum River Drive (CSAH 39) on the west side of US Highway 169. The facility includes no improvements beyond a paved surface with space for approximately 31 vehicles. As growth in Baldwin continues, the City should communicate with the Minnesota Department of Transportation about opportunities for additional park and ride facilities, particularly within areas planned for future commercial uses, which would provide commuter access to local businesses.

Other transportation services include various private businesses, including airport shuttles, traditional taxi, and internet app based services.

D. Parks and Trails Plan

Baldwin will develop a plan for future park and trail facilities within the City as a subsequent planning process after adoption of the initial Comprehensive Plan Update. The Parks Committee is expected to take a lead role in preparation of the Parks and Trails Plan chapter, with additional review and input to be provided by the Planning Commission. The Parks and Trails Plan chapter will be considered for approval by the City Council as an amendment of the Comprehensive Plan.

E. Community Facilities

Community facilities include those lands, buildings, and services that are provided on a public basis in the interest of, or benefit to, residents and businesses within Baldwin. Provision of necessary community facilities and services is the primary function of local government. These facilities include administration, public works, fire protection, police services, and schools. Parks and trails are also a community facility to be addressed as a separate section within the Development Framework chapter of Comprehensive Plan. The provision of community facilities and services is a major determinant as to quality of life within Baldwin and, therefore, it is fundamental that they be maintained, enhanced, and expanded as necessary to achieve this goal.

Government Buildings and Facilities

All official government business, including administration, public meetings, and elections is conducted at the City Hall, Public Works Building, and Fire Station located at 30239 128th Street (CR 45). A noteworthy concern in terms of City facilities and services is the City Hall and Public Works building. Not only is the existing structure aged with significant code compliance and maintenance issues, the physical size of the buildings presents a number of problems by being too small to accommodate current administrative and public works staff and operations, as well as public facing functions, such as City Council and Planning Commission meetings.

The City has acquired 30 acres at the northwest quadrant of 293rd Avenue (CSAH 9) and 128th Street (CR 45) and undertook an architectural space needs study to evaluate plans for a future administrative and fire hall building. The area of the property acquired by the City also presents development opportunities for the private sector as City uses are not likely to absorb the entire parcel. As both the land use authority and land owner, the City will be uniquely positioned to determine the future development of public and private uses within these 30 acres in accordance with the Future Land Use Plan to ensure complementary uses and integrated site design.

The City Council formed an Infrastructure Committee to review space and operations for administration, public works, and fire at the existing buildings, evaluate the prior architectural space needs study, and make recommendations as to how to proceed to meet the long-term facility needs of the City. This effort is continuing with undertaking of an additional study as to the factors involved in remodeling, rehabilitating, and expanding the existing buildings.

The planning for future facility space needs ensures that Baldwin will continue to provide efficient and effective governmental services to the community. City buildings and facilities are a primary source of community identity and pride. The building and site plans for City facilities should reflect a standard of development that the community expects to see mirrored by the private sector, thereby setting an example for new development.

Fire Protection

Baldwin operates a 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. Baldwin Fire Department staff includes a Chief, Assistant Chief, five Captains and 35 paid-on-call fire fighter positions. The ISO Public Protection Rating for the Fire Department is 06/10.

The Baldwin Fire Department is staged in a separate building on the same property as the City Hall and Public Works Building. As noted above the City is undertaking a study of its building facilities to consider long-term space needs for the Fire Department. Possible outcomes from the Infrastructure Committee study may include recommendations for extensive rehabilitation and expansion of the existing Fire Department building or construction of a new facility on property owned by the City at the northwest quadrant of 293rd Avenue (CSAH 9) and 128th Street (CR 45).

As growth in Baldwin continues, the City should plan for additional building needs for staging fire equipment as fire protection is dependent on prepositioning assets to minimize response times. To this end, US Highway 169 is a physical barrier that can affect response times from the existing Fire Department building to areas east of the corridor due to limited crossing points and the volume and speed of traffic on US Highway 169. Currently, 293rd Avenue (CSAH 9) and Rum River Drive (CSAH 19) are the only separated crossings of US Highway 169 available. Acquisition of land and construction of a substation to the east of US Highway 169 should be considered a future priority. Blue Hill Township is also planning construction of a new Town Hall and public works facility, which may also provide opportunity for Baldwin to preposition apparatus within the northwest portion of its current service area.

Police Service

The Sherburne County Sheriff's Office provides police protection services within Baldwin to the same level that existed prior to incorporation. The City benefits from the expansive resources of the Sheriff's Office to provide a high level of police services to Baldwin cost effectively. This includes a substation located in the City of Zimmerman that provides proximity for staging resources near Baldwin and a sergeant rank liaison between the City and Sheriff administration to maintain good communication regarding issue effecting the community.

The City Council will continue to work with the Sherburne County Sheriff's office to ensure appropriate levels of on-going police services for Baldwin. As growth in Baldwin continues, there may be the need to consider increased patrol services through a contractual relationship. The arrangement of a contract between the City and Sherburne County Sheriff's Office would further provide Baldwin with long-term cost effective and comprehensive police services. Continuation of police services through the Sherburne County Sheriff's Office avoids the need to the City to incur costs for duplicative services that would not be to the same scale as the abilities of the Sherburne County Sheriff's Office.

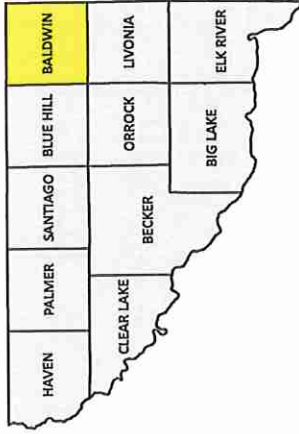
Utilities

Almost all development in Baldwin is served by private wells and subsurface sewage treatment systems for access to potable water and sewage disposal, respectively. 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.

There are six subdivisions within the City 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. 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 as a municipal utility. Baldwin. The City longer allows for Community Sewage Treatment Systems through its Zoning Ordinance and Subdivision Ordinance.

Natural environment conditions and the existing development pattern within Baldwin is problematic for development of municipal sanitary sewer utilities. There are extensive wetlands and floodplain areas within Baldwin that reduce the area available for development with extension of municipal sanitary sewer service and are a physical and financial barrier to such utilities. The existing land use pattern within Baldwin consists of parcels with an area of 10 acres or less, many of which are residential subdivisions with lots not less than 2.5 acre in area that are developed with single family dwellings and detached accessory buildings. The limited areas of large, contiguous tracts available for subdivision to be served with municipal sanitary sewer services reduces market attraction for development because of the overall smaller area available for development and added costs either of leap-frogging existing development or the difficulties associated with serving existing development with municipal sanitary sewer. For these reasons, it is unlikely that Baldwin will ever seek to develop municipal sewer and water utilities.

City of Baldwin Proposed Zoning Map -DRAFT-



City Boundary

Land Use

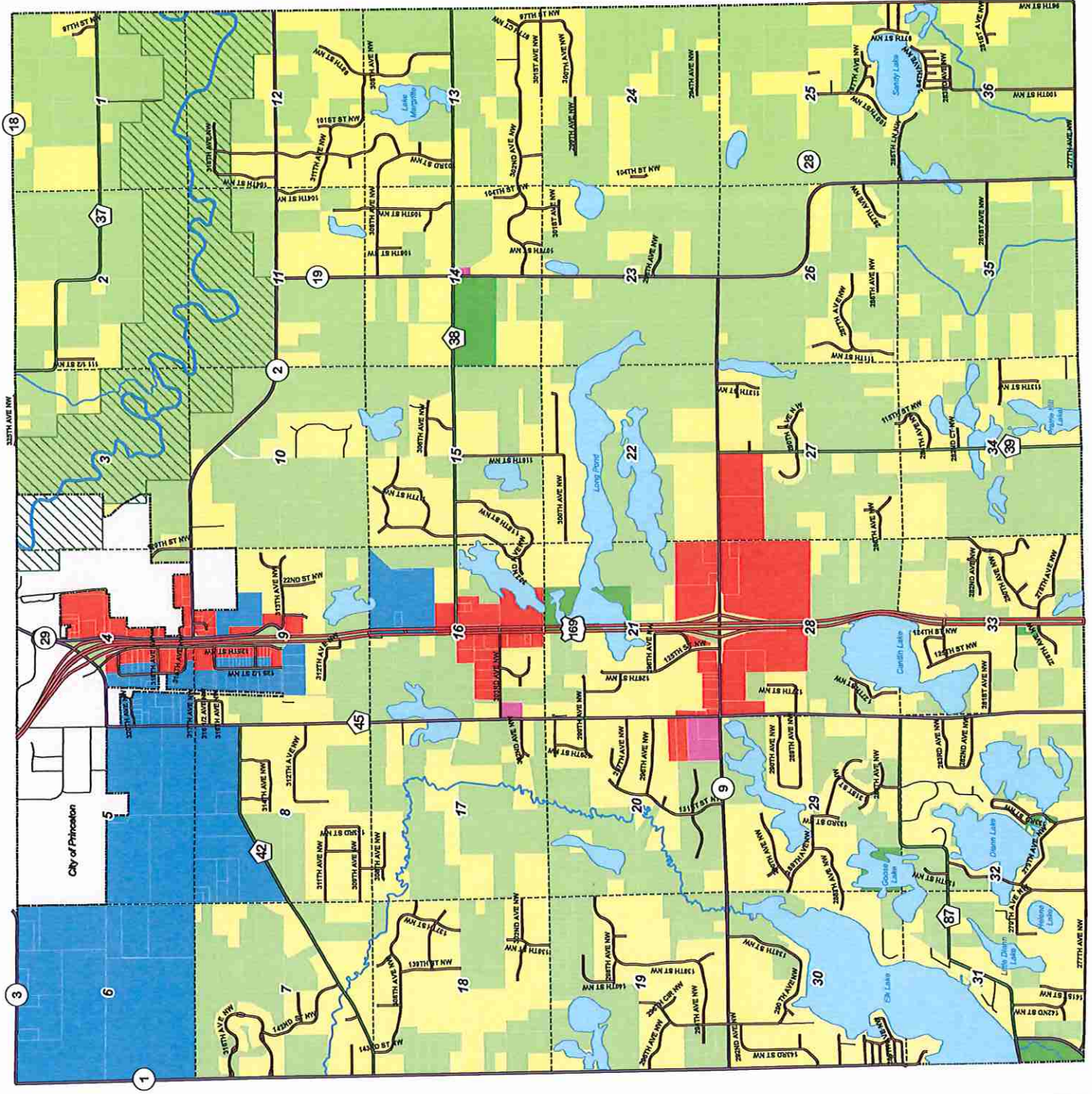
- R1, Rural Residential District - 11697ac (49.8%)
- R2, Rural Residential District - 8000ac (34.1%)
- C1 District - 742ac (3.3%)
- I1 District - 1,439ac (6.1%)
- POS, Public Open District - 41ac (0.2%)
- Parks and Open Space - 233ac (1.1%)
- Wild and Scenic - 1,339ac (6.0%)

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 arise from the use of this map or the information it contains. Map information is believed to be accurate but accuracy is not guaranteed.



Schools

Baldwin is almost entirely within the Princeton Public School District (ISD 477). There are four properties along the south boundary of the Subject Area that are within the ISD 728 Elk River-Otsego-Rogers-Zimmerman School District. School district boundaries are independent of and transcend municipal boundaries.

As the largest jurisdiction by population within the Princeton Public School District (ISD 477), the City needs to be involved in facilities planning efforts that seek to engage stakeholders from within the communities the district serves. The City is also responsible to continue to communicate its own planning efforts concerning growth and development Baldwin that will affect School District enrollment.

The City should also be advocating for development of school facilities located in Baldwin as growth in the City and overall Princeton Public School District (ISD 477) continues. Locating schools in Baldwin, particularly elementary school facilities, will enhance community focused education, increase access to residents, expand community space, and contribute to park and recreation facilities. Establishment of school facilities within Baldwin will also contribute to a sense of community identity.

VIII. ADMINISTRATION

A Comprehensive Plan is only useful as a tool for the community to guide future growth and development so long as it's recommendations are realized through development regulations and utilities as part of the decision making process for community change. As such, a last element of the planning process is establishment of administration plans for implementation of official controls and other devices needed to implement the policies and plans established by the Comprehensive Plan.

Adoption and Implementation

The Baldwin Comprehensive Plan is adopted pursuant to Minnesota Statutes 462.355. In implementing the Comprehensive Plan, new development proposals or unanticipated situations may arise that require consideration of amendments to the Comprehensive Plan. The City Council, Planning Commission, or any person owning real estate within the City may initiate a request to amend the Comprehensive Plan. The processing of a request to amend the Comprehensive Plan shall follow the procedures set forth by the Zoning Ordinance for amendments and the requirements of Minnesota Statutes 462.355. Approval of an amendment to the Comprehensive Plan shall be approved by resolution of the City Council requiring a vote of four-fifths of its members. Consideration of a proposed amendment is to be based upon, but not limited to, the following criteria:

1. The proposed action's consistency with the specific policies and provisions of the Otsego Comprehensive Plan.
2. The proposed use's compatibility with present and future land uses of the area.
3. The proposed use's conformity with all performance standards contained within the Zoning Ordinance and other provisions of the City Code.
4. Traffic generation of the proposed use in relation to capabilities of streets serving the property.
5. The proposed use can be accommodated by existing public services and facilities and will not overburden the City's service capacity.

Communication

Dissemination of information and inviting participation in the planning process during consideration of development requests in Baldwin is critical for successful implementation of the Comprehensive Plan. The City will implement the following strategies to provide information and encourage participation in the planning process:

1. Public hearings required for proposed developments shall be conducted by the Planning Commission in accordance with the procedures established by the Zoning Ordinance and/or Subdivision Ordinance and as required by Minnesota Statute.

2. Prior to public hearings, the City shall encourage developers to host neighborhood meetings with residents, businesses, and property owners in the area to provide information regarding a proposed project.
3. Baldwin will continue to include information related to on-going planning related activities and development proposals in the community newsletters and in the official newspaper.
4. The City website, text communications, and social media accounts are to be used make information regarding planning and development review activities more readily available and accessible to the public.
5. The City will consider community surveys to solicit input from residents, businesses, and property owners regarding the character of the community, potential issues to address, and satisfaction with the City's administration, services, and facilities.

Official Controls

The Zoning Ordinance and Subdivision Ordinance are the primary regulations governing land use and development in Baldwin. The Zoning Ordinance establishes an official Zoning Map for Otsego to define the location and boundaries of the various districts established therein. Following adoption of the Comprehensive Plan update, an update of the Zoning Ordinance and Subdivision Ordinance will be initiated to review each document in order to implement changes recommended by the Comprehensive Plan. This effort will focus on a review of existing zoning district and allowed land uses, including establishment of the R2, Rural Residential District as discussed in the Future Land Use Plan. The update of the City's development regulations will also incorporate new Statutory requirements and address housekeeping issues related to these regulations being working documents.

Capital Improvement Plan

A Capital Improvement Plan provides City officials and the community with a strategic approach to implementation and administration of construction projects for existing and future infrastructure and facilities and delivery of municipal services. There is a need for Baldwin to establish a more detailed Capital Improvement Plan to provide a long range improvement program to meet the service and infrastructure needs of the growing community. The Capital Improvement Plan is to forecast future infrastructure and facility improvements, equipment purchases, and other major capital expenditures. The Capital Improvement Plan is to be reviewed annually as part of the budget process and updated to identify the City's development objectives, infrastructure needs, and allocation of financial resources. Continued management of investments in facilities, infrastructure, and equipment through the Capital Improvement Plan is a critical component in implementing the City's growth management policies established by the Comprehensive Plan.

APPENDIX

- 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



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763.231.5840
TPC@PlanningCo.com

MEMORANDUM

TO: Baldwin Planning Commission

FROM: D. Daniel Licht

DATE: 5 June 2026

RE: Baldwin – Zoning Ordinance; R2, Rural Residential District

TPC FILE: 169.01

BACKGROUND

The draft 2026 Baldwin Comprehensive Plan recommends establishment of a new zoning district to implement the goals and policies related to rural residential development. The existing R1, General Rural District is to be maintained as base zoning for areas planned for future rural uses. New rural residential subdivisions with lots less than 10 acres in area are to be developed within the proposed R2, Rural Residential District. This approach will require a Zoning Map amendment for most new plat applications allowing the City to evaluate the density and character of the proposed development with surrounding properties, as well as ensure that there is necessary infrastructure to support the proposed development.

As implementation of the 2026 Baldwin Comprehensive Plan is dependent upon adoption of an updated Zoning Map, City staff has drafted an ordinance amending the Zoning Ordinance to establish the proposed R2 District. The intent is that the updated Zoning Map and R2 District will be adopted concurrent with the 2026 Baldwin Comprehensive Plan. The Planning Commission will subsequently undertake a review of the existing C1, General Commercial District and I1, General Industrial District to consider amendments necessary to implement the 2026 Baldwin Comprehensive Plan.

The Planning Commission will consider the draft ordinance establishing the R2 District at their Special Meeting on 10 June 2026. A public hearing regarding the draft ordinance establishing the R2 District and adopting an updated Zoning Map has been noticed for the Planning Commission meeting on 24 June 2026.

Exhibits:

- Draft ordinance

ANALYSIS

The proposed ordinance establishing the R2 District includes the following provisions:

- Section 900-5-4.L of the Zoning Ordinance establishes specific standards for home business in an accessory building within the R1 District. City staff proposes that these provisions be modified to limit the area of a detached accessory building used for a home business as a means of controlling the extent of business operations allowed on the smaller lots, typically located within residential neighborhoods, of the

R2 District. Our initial proposal is that the area for the home business in a detached accessory building be 1,800 square feet. An area limit of 1,800 square feet would be consistent with the prior limit for the maximum area of a detached accessory building on lots less than 10 acres and also the existing maximum area for a home business within an accessory building. Going forward, there would be no specific limit on the area for a home business within an accessory building for lots within the R1 District other than the general area limits for the accessory building.

- Section 900-45-1.A of the Zoning Ordinance is to be amended to establish the R2, Rural Residential District.
- Section 900-45-3 of the Zoning Ordinance is to be amended to adopt an updated Zoning Map, which is attached to the draft ordinance as Exhibit A. The updated Zoning Map includes not only rezoning existing lots less than 10 acres in area to R2 District, but designates additional properties as C1 District and C2 District based on the proposed Future Land Use Plan map to be adopted with the 2026 Comprehensive Plan.
- Section 900-51-7 of the Zoning Ordinance establishes minimum lot requirements for properties within the R1 District. With establishment of the R2 District, the draft 2026 Baldwin Comprehensive Plan recommends that the minimum lot area requirement within the R1 District be increased to 10 acres. The draft ordinance amendment includes this change to achieve the purpose of establishing the R2 District.
- The minimum lot requirements for the R2 District to be set forth in Section 900-52-7 of the Zoning Ordinance maintain a minimum 2.5 acre lot area requirement, as well as the 200 foot minimum lot width and 300 foot minimum depth requirements. Section 900-57-8 establishes the same setback requirements for the R2 District as exist for the R1 District. The adoption of the R2 District and rezoning existing developed properties to R2 District will not create non-conforming lots.
- The table below includes the allowed permitted uses, conditional uses, interim uses, uses by administrative permit, and permitted accessory uses within the existing R1 District and proposed R2 District. Multiple uses allowed in the R1 District are not proposed to be carried over to the R2 District in order to provide for desired rural residential character, as well as eliminate several uses not considered applicable to development in Baldwin.

Existing R1 District Allowed Uses	Proposed R2 District Uses
Permitted Uses	
Agricultural Uses	Not allowed
Communication Towers up to 200 feet in height as regulated by chapter 27	Not allowed
Daycare, Family	Accessory use
Docks, Temporary	Accessory use
Essential Services	Added permitted use
Feedlots and/or Manure Storage Areas (Tier 1) meeting the requirements of chapter 24	Not allowed
Grading, Filling or Excavating Temporary	Not allowed
Government building, structure, or use; city of Baldwin only	Added permitted use
Home Occupation	Accessory use
Motor Sport Facilities, Private	Not allowed
Public parks, playgrounds, and recreation areas; City of Baldwin only	Added permitted use
Residential care facility serving six or fewer persons in a single-family detached dwelling.	Use required by Statute
Single-Family Dwellings	Permitted use
Windpower Management (Hobbyist)	Administrative Permit

Existing R1 District Allowed Uses		Proposed R2 District Uses
Conditional Uses		
	Aircraft Landing Strip, Private	Not allowed
	Airport, Public	Not allowed
	Aquaculture	Not allowed
	Cemeteries	Not allowed
	Churches	Not allowed
	Communication towers up to 200 feet in height	Conditional use
	Daycare, Commercial	Not allowed
	Farm Related Business	Not allowed
	Farm Related Bunkhouse for a Temporary Residence	Not allowed
	Feedlots and/or Manure Storage Areas (Tier 2 – Tier 5)	Not allowed
	Game Refuge, Private	Not allowed
	Golf Course	Conditional use
	Historical Site	Conditional use
	Motor Sports Facility, Public	Not allowed
	Nursery, Retail	Not allowed
	Permanent Government Structure	Other than City of Baldwin
	Personal Storage Structure	Conditional Use
	Private Game Refuge and Wildlife Management Areas	Not allowed
	Public Parks, playgrounds, and recreation areas	Added conditional Use
	Radio Facility	Not allowed
	Riding Academies, Stables and Similar Uses	Conditional Use
	Seasonal Storage	Not allowed
	Second Farm-Related Dwelling	Not allowed
Interim Uses		
	Activities Requiring Rural Isolation	Not allowed
	Asphalt and Concrete Mixing Plants, Portable	Not allowed
	Auction Business	Not allowed
	Bed and Breakfast	Interim Use
	Commercial kennel; any private kennel for keeping more than 10 dogs over six months of age.	Not allowed
	Contractor's Yard (Small and Medium)	Not allowed
	Farm-Related Bunkhouse for a Temporary Residence	Not allowed
	Home Business in an Accessory Building	Interim Use
	Manufactured Home, Farm Related (temporary seasonal)	Not allowed
	Manufactured Home, Farm Related (temporary year-around)	Not allowed
	Manufactured Home (Temporary) for Parents, Grandparents, Children, Sisters or Brothers by Blood or Adoption)	Not allowed
	Mining	Not allowed
	Occasional Special Event	Not allowed
	Private kennel for keeping more than 10 dogs	Added interim use
	Recreational Activity	Not allowed
	Rural Tourism	Not allowed
	Solar Farm	Not allowed
	Temporary Start-up Business	Not allowed
	Temporary Use by Government Entities	Other than City of Baldwin
	Yard Waste Composting	Not allowed
Uses by Administrative Permit		
	Fences	Added administrative use

Existing R1 District Allowed Uses		Proposed R2 District Uses
	Model homes	Added administrative use
	Side Yard Setback Reduction	Administrative Permit
	Signs	Added administrative use
	Swimming pools	Added administrative use
Permitted Accessory Uses		
	Daycare facilities serving 14 or fewer persons in a single-family dwelling	Accessory Use
	Farm animals	Added accessory Use
	Home occupations	Accessory Use
	Living quarters in the principal farm dwelling of persons employed on the farm	Not Allowed
	On-site parking	Added accessory use
	Private garages	Renamed as Detached accessory buildings, structures, and uses
	Private kennels with fewer than 10 dogs	Added accessory use
	Solar (Accessory) energy system, ground-mount	Accessory use
	Solar (Accessory) energy system, rooftop	Accessory use

- Section 900-52-4.A of the proposed R2 District makes allowance for existing interim uses approved within the R1 District on properties rezoned to R2 District. The provisions states that any existing legally established interim use on a property within the R1 District that has been rezoned to R2 District will not be terminated as provided for by Section 900-5-XX of the Zoning Ordinance due to the change in zoning, but may be continued as a legal non-conforming use. As a legal non-conforming use, the activity allowed by the Interim Use Permit may continue but cannot be expanded or enlarged.

CONCLUSION

The Planning Commission will discuss the draft ordinance to establish the proposed R2 District at their Special Meeting on 10 June 2026. City staff is requesting comments, questions, and/or changes to the draft ordinance in advance of the public hearing noticed for 24 June 2026.

c. Joan Heinen, City Clerk/Treasurer

ORDINANCE NO.: 2026-XX

CITY OF BALDWIN
SHERBURNE COUNTY, MINNESOTA

AN ORDINANCE AMENDING THE ZONING ORDINANCE
FOR RURAL ZONING DISTRICTS

THE BALDWIN CITY COUNCIL ORDAINS:

Section 1. Section 900-5-4.L of the Zoning Ordinance (Interim Use Permits – Specific Use Standards) is hereby amended to read as follows:

L. Home Business in an Accessory Building:

1. The business shall be located on the homesteaded property of the business owner.
2. There may be no more than two employees (full time equivalent) other than a member of the household residing on the premises.
- ~~23.~~ All business activities may be conducted within a maximum area of 1,800 sq ft within one accessory structure. If the accessory building is to be used for non-business use (i.e. personal storage), a partition wall or similar divider shall be used to separate business from non-business use to identify compliance with the 1,800 sq ft maximum floor area. All work shall be conducted within the accessory building and there shall be no outdoor storage of equipment or materials.
4. For uses within the R2 District established after [EFFECTIVE DATE], the maximum area for a detached accessory building used for a home business shall be 1,800 square feet.
- ~~3.~~ There may be no more than two employees (full time equivalent) other than a member of the household residing on the premises.
- ~~45.~~ There may~~shall~~ be no sandblasting, chemical/paint spraying, or similar use associated with the business.
6. The use and any on-site parking shall be screened so as not to be visible from view of abutting public rights-of-way and adjacent properties utilizing berms, and landscaping fences.
5. There may~~shall~~ be no more than one non-illuminated business sign totaling not more than 12 square feet on the premises.
- ~~6.~~ Excessive noise, glare, odors, traffic or other nuisances may be justification for the city to revoke or modify the terms of the interim use permit.
- ~~7.~~ The city council may limit the daily hours of operation.

8. Any solid or liquid waste shall be handled and disposed of according to any applicable county or state regulations.
9. The applicant and/or property owner shall permit the zoning administrator to inspect the property at any time.

Section 2. Section 900-45-1.A of the Zoning Ordinance (Zoning Districts – Rural Districts) is hereby amended to read as follows:

2. R2, Rural Residential District

Section 3. Section 900-45-3 of the Zoning Ordinance (Zoning Districts – Zoning Map) is hereby amended to adopt the Zoning Map update attached as Exhibit A hereto.

Section 4. Section 900-52-7 of the Zoning Ordinance (R1 District – Lot Requirements) is hereby amended to read as follows:

900-51-7: LOT REQUIREMENTS: The following minimum lot requirements shall be observed in a R1 district subject to additional requirements, exceptions, and modifications set forth in this ordinance:

A. Lot Area:	
Unplatted Parcel:	20.0 acres
Platted Lot:	2.5 <u>10.0</u> acres
Buildable Area Within Parcel or Lot:	40,000 square feet
B. Lot Width:	200 feet
C. Lot Depth	300 feet

Section 5. Ordinance 900 (Zoning Ordinance) is hereby amended to add the following chapter:

Chapter 52
R2, RURAL RESIDENTIAL DISTRICT

SECTION:

900-52-1: Purpose

900-52-2: Permitted Uses

900-52-3: Conditional Uses

900-52-4: Interim Uses

900-52-5: Uses by Administrative Permit

900-52-6: Permitted Accessory Uses

900-52-7: Lot Requirements

900-52-8: Setbacks

900-52-9: Building Height

900-52-1: PURPOSE: The purpose of the R2 district is to provide for locations for rural residential development and related compatible uses on platted lots without public sewer or water utilities for areas

in accordance with the Comprehensive Plan.

900-52-2: PERMITTED USES: In addition to other uses specifically identified elsewhere in this Ordinance, the following are permitted uses in a R2 district:

- A. Essential services
- B. Government building, structure, or use; city of Baldwin only
- C. Public parks, playgrounds, and recreation areas; city of Baldwin only
- D. Residential care facility serving six or fewer persons in a single-family detached dwelling.
- E. Single-family dwellings

900-52-3: CONDITIONAL USES: In addition to other uses specifically identified elsewhere in this ordinance, the following are conditional uses in a R2 district and require a conditional use permit based upon procedures set forth in and regulated by chapter 4 of this ordinance. Additionally, besides the specific standards and criteria provided for in section 900-4-4 of this ordinance, for respective conditional uses, each request for a conditional use permit shall be evaluated based upon the standards and criteria set forth in section 900-4-2 and section 900-4-3 of this ordinance.

- A. Communication tower as regulated by Chapter 27
- B. Golf course
- C. Historical site
- D. Permanent government building, structure or use; other than City of Baldwin
- E. Personal storage structure
- F. Public parks, playgrounds, and recreation areas; other than city of Baldwin
- G. Riding academies, stables

900-52-4: INTERIM USES: In addition to other uses specifically identified elsewhere in this ordinance, and subject to applicable provisions of this ordinance, the following are interim uses in a R2 district and are governed by chapter 5 of this ordinance. Additionally, besides the specific standards and criteria which may be provided for in section 900-5-4 of this ordinance, each request for an interim use permit shall be evaluated based upon the standards and criteria set forth in section 900-5-2 and section 900-5-3 of this ordinance, with termination as specified by section 900-5-6 of this ordinance.

- A. Any existing interim use legally established within the R1 District prior to [EFFECTIVE DATE] shall not be terminated upon being zoned R2 District, but may be continued in accordance with the regulations and conditions of the approved interim use permit as a legal non-conforming use regulated by Chapter 15.
- B. Bed and breakfast
- B. Home business in a detached accessory building
- C. Private kennel for keeping more than 10 dogs over six months of age
- D. Temporary use by government entities; other than city of Baldwin

900-52-5: USES BY ADMINISTRATIVE PERMIT: In addition to other uses specifically identified elsewhere in this ordinance, and subject to applicable provisions of this section, performance standards established by this ordinance, and processing requirements of chapter 8 of this ordinance, the following are uses allowed in a R2 district by administrative permit:

- A. Fences as regulated by chapter 19

- B. Model homes
- C. Side Yard Setback Reduction. The side yard setback required by Section 900-52-8 of this ordinance may be reduced to 10 feet provided that a certificate of survey is submitted to verify the required minimum width of the yard.
- D. Signs as regulated by chapter 23
- E. Swimming pools as regulated by chapter 18
- F. Windpower management (Hobbyist) as regulated by Chapter 29

900-52-6: PERMITTED ACCESSORY USES: In addition to other uses specifically identified elsewhere in this ordinance, the following are permitted accessory uses in a R2 district:

- A. Daycare facilities serving 14 or fewer persons in a single-family dwelling.
- B. Detached accessory buildings, structures, and private garages as regulated by Chapter 18
- C. Docks, temporary as regulated by chapter 90
- D. Farm animals as regulated by chapter 24
- C. Home occupations as regulated by chapter 26
- X. On-site parking as regulated by chapter 21
- E. Private kennel with fewer than 10 dogs
- F. Solar (Accessory) energy system as regulated by chapter 29

900-52-7: LOT REQUIREMENTS: The following minimum lot requirements shall be observed in a R2 district subject to additional requirements, exceptions, and modifications set forth in this ordinance:

<u>A. Lot Area:</u>		=
=	<u>Unplatted Parcel:</u>	<u>20.0 acres</u>
=	<u>Platted Lot:</u>	<u>2.5 acres</u>
	<u>Buildable Area Within Parcel or Lot:</u>	<u>40,000 square feet</u>
<u>B. Lot Width:</u>		<u>200 feet</u>
<u>C. Lot Depth</u>		<u>300 feet</u>

900-52-8: SETBACKS: The following minimum setback requirements shall be observed in a R2 district subject to additional requirements, exceptions, and modifications set forth in this ordinance:

<u>A. Front Yard or Side Yard Abutting a Public Road:</u>		=
=	<u>Unplatted parcel (from centerline):</u>	
	<u>City Street:</u>	<u>100 feet</u>
	<u>County Road:</u>	<u>100 feet</u>
	<u>County State Aid Highway:</u>	<u>130 feet</u>
	<u>US Highway 169:</u>	<u>200 feet of closest traveled lane or 80 feet from centerline</u>

			<u>of service road</u>
=		<u>Platted lot (from right-of-way):</u>	
		<u>City Street:</u>	<u>50 feet</u>
		<u>County Road:</u>	<u>67 feet</u>
		<u>County State Aid Highway:</u>	<u>70 feet</u>
		<u>US Highway 169:</u>	<u>100 feet</u>
		<u>B. Side Yard (except as allowed by Section 900-52-5.A):</u>	<u>20 feet</u>
		<u>C. Rear Yard:</u>	<u>25 feet</u>
		<u>D. From Sherburne National Wildlife Refuge:</u>	<u>100 feet</u>
		<u>E. County Ditch (from top of bank):</u>	<u>50 feet</u>
		<u>F. Pipeline Easement/Right-of-Way:</u>	<u>50 feet</u>
		<u>G. Feedlot or manure storage areas in accordance with chapter 24 of this ordinance.</u>	
		<u>H. A residence established after November 8, 2014 not located on the same property as a feed lot or manure storage area shall comply with the minimum setbacks from a feedlot and manure storage area as set forth by section 900-24-2.E of this ordinance.</u>	

²⁴
900-52-9: BUILDING HEIGHT: No structure within a R2 district shall exceed the following height, except as provided for by section 900-17-5 of this ordinance or other requirements, exceptions, and modifications set forth in this ordinance:

<u>A. Principal Building:</u>	<u>35 feet</u>
<u>B. Accessory Structure:</u>	
<u>On parcel or lot less than 5 acres:</u>	<u>25 feet</u>
<u>On parcel or lot 5 acres or greater:</u>	<u>35 feet</u>
<u>C. Agricultural Buildings:</u>	<u>No Limit</u>
<u>D. Shoreland Overlay District or Wild and Scenic District:</u>	<u>25 feet</u>

Section 6. This ordinance shall be in full effect upon adoption and publication.

(remainder of page intentionally blank signatures follow)

ADOPTED by the Baldwin City Council this ____ day of _____, 2026.

MOTION BY:
SECONDED BY:
IN FAVOR:
OPPOSED:

CITY OF BALDWIN

Jay Swanson, Mayor

ATTEST:

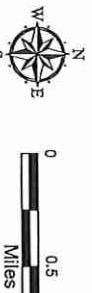
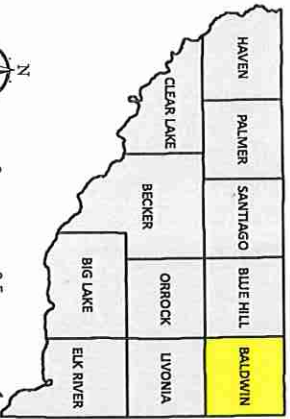
Joan Heinen, City Clerk/Treasurer



CITY OF BALDWIN

2026 Baldwin Comprehensive Plan

Proposed Zoning Map



Zoning Districts

- R1, Rural Residential District - 11697ac (49.8%)
- R2, Rural Residential District - 8000ac (34.1%)
- C1 District - 742ac (3.3%)
- C2 District - 1,439ac (6.1%)
- POS, Public Open District - 41ac (0.2%)
- Parks and Open Space - 233ac (1.1%)
- Wild and Scenic - 1,339ac (6.0%)
- Shoreland Overlay District

Roads

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



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 Baldwin Township be liable for any damages, including loss of business, loss of 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.

K:\GIS\Project\Municipal\2026\2026Proposed Zoning Map.mxd

