

BAXTER



"A Growing Community"

LONG-RANGE PLANNING COMMISSION MEETING AGENDA

July 28, 2014

6:00 p.m.

1. Call to order
2. Approval of minutes from regular meeting on May 19, 2014
3. Review of Gateway Business District
4. Review of Comprehensive Plan – Final Amendments
5. Request for Additional Services
6. Other Business
7. Next Meeting August 25, 2014
8. Adjourn

LONG RANGE PLANNING COMMISSION MINUTES
May 19, 2014

The meeting of the City of Baxter Long Range Planning Commission was called to order at 6:00 p.m.

MEMBERS PRESENT: Mark Cross, Jim Kalkofen, Cathy Clark, Bob Ryan and Council Liaison Todd Holman

MEMBERS ABSENT: Chair Kevin Donnay, Rock Ylimeini and Lori Rubin

STAFF PRESENT: Community Development (CD) Director Josh Doty

OTHERS: Tom Rutske, Nathan Hall, Paul Paige, Bill Beard, Shawn Sunnarburg and Rod Osterloh

Approval of Minutes

Motion by Commissioner Cross, second by Commissioner Ryan to approve the minutes of the April 14 and 28, 2014 meeting. Motion carried unanimously.

Review of Draft Comprehensive Plan

Acting Chair Kolkofen asked those in the audience to introduce themselves.

CD Director Doty indicated that at the last meeting, the Commission was in the process of reviewing the draft comprehensive plan and stopped at the land use portion plan. CD Director Doty indicated that the goal this evening is to have the Commission complete their review of the draft plan and provide any comments that you have.

Mr. Bill Beard representing the owner of the northeast corner of 371/48. He said they are looking to sell all of their land as a whole and not break it up. He recapped a portion of the minutes as to what the Commission like and doesn't like north on Hwy. 371. They are looking at a mix of uses and or a development of that corner. The last piece has a wetland on it and it will always have a lot of green space on it. He stated that the property owner is not planning to construct a dealership but would like commercial use. He said he is concerned about the Business Campus district and would like see it further defined.

Mr. Paul Paige representing Potlatch had a few photos that he would like the Commission to review. He has a concern regarding the Gateway district. He spoke of the transportation and shoreland impacts west of the holdings that Potlatch has. The land use map was displayed and Mr. Paige also would like the Business Campus district defined. He also spoke of single family homes on Hwy 210 and the impact of noise impact and not enough vegetation. He asked the Commission to reconsider the property be zoned different other than single family as it may not work in their situation. Mr. Paige gave the Commission a history on previous conversations with the city regard the uses on the maps and collector roads. With the comp. plan being reviewed now is the time to work on a few things with the Commission/City on change. One idea they had is to leverage the Gateway designation from the south and the west. They would like to see a broader Gateway district. Basically all of the developers in this room want more flexibility in the Gateway and Business Campus districts.

Mr. Tom Rustke of Johnson Properties agreed with Mr. Paige that there needs to be more flexibility on their property. With the Isle Drive extension and the round-about, that area is going to get very busy and he sees that the northwest corner of their property as commercial and not R-3. CD Director Doty reminded the commission that at a previous meeting, staff had shared with the commission Mr. Rustke's request for this property to be R-

3 and Commercial in the northwest corner. At that time, the commission recommended R-3 for the entire property.

Acting Chair Kalkofen asked CD Director Doty to indicate where they should start tonight. CD Director Doty stated that they should start on page 16. CD Director Doty stated that there was a lot of discussion again tonight on Business Campus and the Gateway district and that will need to be re-reviewed at a later meeting.

Mr. Paige gave a definition of Gateway district on a slide. CD Director Doty stated that there does need to be more discussion on the definition. Council Liaison Holman stated that the Commission and staff will need to formalize this Gateway District prior to it going public and to the Council. His concern was the public asked questions of this district and it not being formalize yet. Council Liaison Holman also posed the question of what about a gateway district for the north and south, Acting Chair Kalkofen stated that was a good question.

The Commission reviewed page 18-27 with some minor language and punctuation changes. Council Liaison Holman questioned the sewer growth areas and stated that infill areas should be looked at as the priority area. Acting Chair Kalkofen asked for a designated time to finish the business campus/gateway districts. CD Director Doty indicated that the meeting could be held during their regular meeting or have a second meeting in June.

The Commission moved on to Chapter 3 Transportation page 1-2. Acting Chair Kalkofen asked if page 2 number 4 should have more detail as to location of the crossing. Commissioner Ryan stated that this document is meant to be broad so it doesn't tie the cities hand to specific verbiage. Commissioner Clark asked about the calming features on page 8, what calming features would be used in Baxter? CD Director Doty explained that road design, right of way, landscaping, signage are examples, but it can mean a lot of things. CD Director Doty added that the Cypress Drive traffic light did not get placed on the Functional Classification Street Map, he will get it resolved. Council Liaison Holman questioned if the Isle extension should be showed as current or future status. CD Director Doty stated that this is a very important question and that will have to be looked into. On page 7, Commissioner Ryan indicated that the verbiage needs to be changed regarding residential driveways have no direct access to any road, that may seem confusing. CD Director Doty will talk to Stantec to clean that up.

The Commission moved onto Chapter 4, Parks Trails and Open Space. CD Director Doty stated that there is an updated version at each seat, which has been reviewed by the Parks Commission. CD Director Doty indicated that the Parks & Trails Commission has been working on this chapter for the comprehensive plan update. There was discussion that perhaps, we don't want to be specific on the map to show the location of a Hwy 371 trail crossing. Staff noted that if that is not the intent, then it should be deleted off the map or expanded. CD Director Doty stated that the Parks Commission has identified that two of their top goals is 371 trail crossing and the other was to expand Mississippi Overlook Park to improve access, preserve additional river frontage, and to improve trails in and around park, connecting the park to Forestview Middle School.

Council Liaison Holman asked if a crossing County Rd. 48 was discussed at the Parks Commission for the Baxter Elementary School. Acting Chair Kalkofen stated that there has been a lot of discussion of safe routes to school from Memorywood to Ingelwood, but not across to 48. Council Liaison Holman stated that if there was a comp. plan showing a trail crossing to 48 a safe route to school grant could possibly be looked into when the grant money is available.

Council Liaison Holman asked if the ground water for Baxter was going to be incorporated into the plan being Perch Lake is linked to the water plant. CD Director Doty stated that the Well Head Protection Plan is going to be implemented into the plan. CD Director Doty is going to speak to Stantec about where it will be incorporated and have that information for the next meeting.

The Commission moved on to Chapter 5 Character & Identity/Maintaining Infrastructure. Acting Chair Kalkofen noted a lot of grammar errors and thought that Stantec had worked quickly to finish this section. Commissioner Ryan had no issue with the pictures; however he wished that the developers that were in the audience earlier would have stayed to hear his comments. Commissioner Ryan is not pleased with being presented a picture of a beautiful boulevard, as was presented to them tonight. He said that pictures like that do not mean that that is what the city will get. He also added that when they state that they can't build in Baxter without C-2 isn't true, as there are other options. He stated that the current regulations and architectural standards would allow for a lot of different situations, however developers have brought projects forward and then backed away from project upgrades after commissions and staff have given the go ahead. He expressed his frustration regarding developers and architectural bait and switch. Acting Chair Kalkofen noted on page 6 there was information on wellhead protection. Acting Chair Kalkofen stated that he is going to give CD Director Doty his comp. plan to review all the errors that he found.

Acting Chair Kalkofen asked about a special meeting on June 9, 2014. Would that meeting be primarily about land use? CD Director Doty stated he had two ideas for that meeting, being the Business Campus/Gateway district and the implementation plan for projects that would move forward at a later date. It's used for general time lines which can help guide a five-year CIP and helps define future projects are expected with this Comprehensive Plan. CD Director Doty stated that next step after that would be a joint meeting with all Commissions and Council to review the plan. Commissioner Clark asked if there is a definition of what short, medium, long and ongoing mean on the Parks Implementation Plan. CD Director Doty stated that there could be definitions, however you don't want to make it too specific as Commissioner Ryan stated earlier, because you don't want to be held to a specific time. Council Liaison Holman asked the Chair and CD Director Doty what the life span is of this comp. plan. CD Director Doty said that it is a 20 year plan. Council Liaison Holman asked this question because currently council is working on a 5 year capital improvement plan and that should be considered.

Acting Chair Kalkofen referred back to the special meeting. He asked if the Commissioners present would be available for the June 9th meeting. All present were, less Acting Chair Kalkofen. Commissioner Ryan suggested that the whole Commission should be available for the meeting, all members should be present to discuss the land use piece of the plan. Acting Chair Kalkofen asked if the June 9th meeting gave staff enough time to create a draft of the gateway/business district. Commissioner Cross did not like "higher and best use" verbiage and that there is a procedure and a way that will allow multi-uses and density. Let's make it how we want it and see if/when the comp. plan will get pushed to be changed. The Commission discussed what the developers were upset about it was determined mostly not allowing big box stores and a lot of outside storage. Commissioner Ryan stated that this Commission needs to make sure we get what we want for our City. Commissioner Cross stated that the Commission needs to be subjective. Council Liaison Holman asked CD Director Doty what type of tools staff would like because it starts with staff. The prescriptive or the planned unit development (PUD), which would CD Director Doty like to use. CD Director Doty stated that PUD's are a useful tool and you can negotiate projects within the scope of a PUD. However, if you know what you want, you have a much better chance of getting what you want if you are prescriptive enough to define the standards and uses in advance into a district.

The Commission discussed having pictures at the next meeting to be able to visualize what they may want. CD Director Doty stated that pictures were brought up at the previous meeting and we could request this of Stantec. Commissioner Ryan asked if there was a possibility of having the C2 regulations available for the Commission to review and determine what they would like in the gateway/business campus district. He further stated that the architectural regulations would also require some revisions.

The Commission discussed the meeting on June 9th and decided to just keep the regular scheduled meeting of June 23, 2014.

Council Liaison Holman stated that there is a good chance that a community meeting/town hall maybe needed with all that is going on such as the comp. plan and project that are going forward. Commissioner Cross stated he was very disappointed in the last town hall meeting; there was a lot of staff time and less than 20 people showed up.

Other Business

None

Next Meeting

The next meeting is scheduled for June 23, 2014 at 6:00 p.m.

Adjournment

Motion by Commissioner Cross, second by Commissioner Clerk to adjourn the meeting at 8:15 p.m.

Approved by:

Respectfully submitted,

Acting Chair Jim Kalkofen

Shanna Newman
CD Technical Clerk

MEMORANDUM

Date: July 23, 2014
To: Baxter Long Range Planning Commission
From: Phil Carlson, AICP, Consulting Planner
RE: Business Gateway Land Use and Zoning Recommendations

INTRODUCTION

As the update to the Baxter Comprehensive Plan has been discussed and developed an issue of keen interest is the future development of properties along the southeast and west entrances, or "gateways", to the City on Highways 371 and 210. This discussion has led City staff and consultants to develop the Business Gateway land use designation and zoning district. In previous discussions these areas were noted as Business Campus in the southeast area and Commercial with Gateway standards at the west gateway.

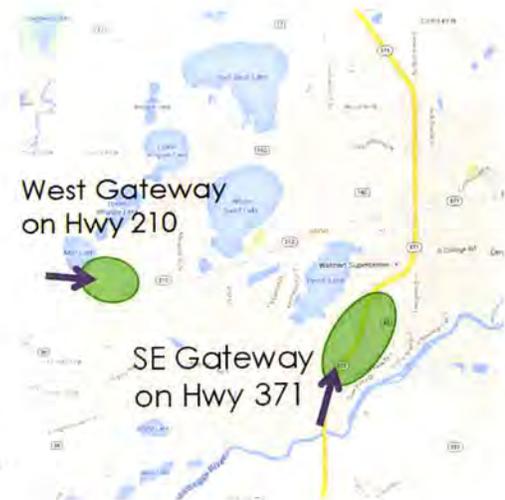
These two areas share many common characteristics and are now being considered for the same designation – Business Gateway.

The properties in the Southeast Gateway are currently zoned C-1 Neighborhood Commercial, OS Office Service and Industrial. The properties in the West Gateway are currently zoned Industrial and Commercial Forestry.

RATIONALE/ISSUES

The rationale for the new designation and district in the discussion so far is in part a reaction against the development of areas on north Highway 371 – large-scale, parking-intensive uses with large buildings, and retail or service oriented jobs, not head-of-household jobs. The discussion suggests several ways to go about creating the Gateway districts:

- Restrict certain uses mentioned in the discussion: big box retail and auto dealers, etc.
- Reduce or more carefully design large parking lots
- Restrict the size of uses themselves to more modest scale
- Preserve as much of the existing wooded character along the corridor as possible





Re: Business Gateway Land Use and Zoning

The basic issues involved in creating this new land use and zoning category are as follows:

- Purpose – Why?
- Location – Where?
- Uses – What?
- Design – How?
- Scale – How big?

Purpose – What?

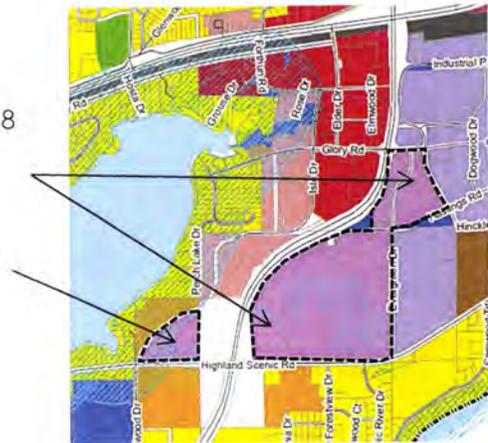
Based on the discussion among community members, property owners, decision makers, staff and consultants, the following main reasons have emerged for the Business Gateway area:

- Image:
 - Create an attractive, high quality image at the southeast and west gateways into Baxter
 - Avoid large, parking-intensive development like other areas on the Highway 371 corridor
 - Preserve the wooded character of the existing areas along the corridors
- Employment:
 - Create locations for high quality jobs
 - Avoid mostly retail or service jobs

Location – Where?

The two Gateway areas in Baxter are located as follows:

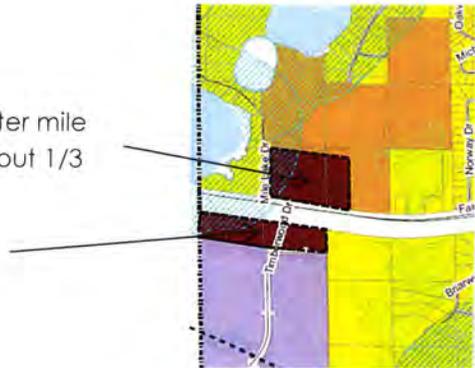
- Southeast Gateway:
 - East side of Highway 371 – between CSAH 48 and Glory Road, to Evergreen Drive and Douglas Fir Drive
 - West side of Highway 371 – northwest quadrant only of CSAH 48 and Highway 371, to future extension of Isle Drive





Re: Business Gateway Land Use and Zoning

- West Gateway:
 - North side of Highway 210 – about one-quarter mile deep on the east side of Mile Lake Drive, about 1/3 mile of frontage
 - South side of Highway 210 – about 1/8 mile deep for about one half mile of frontage



Uses – What?

The discussion about uses in the BG area has mainly been to encourage business and office uses that provide higher paying jobs and to avoid large retail uses such as have developed on the north Highway 371 corridor in Baxter. The properties are currently zoned C-1 Neighborhood Commercial, OS Office Service and Industrial. Since retail uses are downplayed in the new BG District, the list of uses in the draft Business Gateway ordinance starts with the C-1 uses and proposes changes as follows:

- Permitted Uses:
 - All uses with less than 30,000 sq ft footprint in C-1 District, except:
 - Hardware stores
 - Residential care facilities such as nursing homes, etc.
 - Added from OS District:
 - Clubs and lodges
 - Up to 125,000 sq ft:
 - Offices
 - Laboratory/research
 - Manufacturing/assembly
 - Radio/TV studios
 - Religious institutions
- Conditional Uses:
 - All uses in C-1, except:
 - Car washes
 - Motor fuel stations
 - Residential care facilities
 - Veterinary

Design – How?

A few significant elements are added to C-1 or other existing City standards in the BG District:

- 100-foot building setback in front yard from the Principal Arterial (Highway 371 or 210)
- No parking allowed in the first 50 feet of the front yard abutting Principal Arterial



Re: Business Gateway Land Use and Zoning

- At least 25% of the frontage on the Principal Arterial must include clusters of overstory tree – either existing or new

Scale – How Big?

The scale of uses follows a blend of C-1 and OS standards:

- Permitted uses that are retail or service in nature must be less than 30,000 square foot footprint (as in current C-1)
- Offices, laboratory/research, manufacturing/assembly, radio/TV studios and religious institutions may be up to 125,000 square feet in size (as in current OS)

RECOMMENDATION

We recommend the following land use description, ordinance standards, and location for the Business Gateway areas. A full draft ordinance is attached.

Business Gateway Land Use description

The Business Gateway land use is intended to provide for office, light industrial and limited retail uses that create a high quality, attractive image at the City's southeast and west gateways on Highways 317 and 210.

Business Gateway District ordinance

The elements of the new Business Gateway (BG) ordinance follow the format of other Baxter zoning districts, with a purpose statement earlier in the code, then a separate chapter with a list of uses – permitted, accessory, conditional and interim – followed by the lot, height and yard requirements. A full draft of the proposed ordinance is attached.

PURPOSE

- a. To promote business prosperity by creating an attractive and functional office and business center.
- b. To encourage grouping of uses that are mutually supportive and have similar requirements for vehicular and pedestrian accessibility and exposure.
- c. To minimize the effects of traffic congestion, noise, odor, glare and similar safety problems.
- d. To provide locations for uses that may be incompatible with retail centers, thereby keeping the retail centers compact and convenient.
- e. To produce a positive visual image by establishing a high standard of design and development.
- f. To preserve the wooded character of the highway gateways into Baxter.

ARTICLE X. BG BUSINESS GATEWAY DISTRICT

10-3X-1: PERMITTED USES:

[Red type = from C-1 District; blue type = from OS District; ~~strikeout~~ = deleted]

The following uses with a ground floor footprint of thirty thousand (30,000) square feet or less:

Bakeries; retail.

Banks, savings loans, credit unions and the like (without drive-through).

Barbershops, beauty shops; other personal service uses.

Civic buildings such as city halls, fire stations and the like (without outside storage).

Clinics including multispecialty outpatient clinic.

Convenience stores (without motor fuel stations).

Copy/printing services (excluding printing presses and publishing facilities).

Drugstores and pharmacies (without drive-through).

Dry cleaning and laundry pick ups, self-service laundromats, incidental pressing, tailoring, repair and the like (without dry cleaning processing).

Essential services.

Fitness centers and fitness related studios such as karate, yoga, dance and the like (~~less than 5,000 square feet in size~~).

Florists, hobby, craft or variety stores and the like.

~~Hardware stores.~~

~~Offices; professional and medical.~~ [see below]

Restaurants (without drive-through).

Studios; art related.

Retail goods and services of a similar nature, as determined by the zoning administrator.

Public and private clubs and lodges.

The following uses conducted in a building no greater than one hundred twenty five thousand (125,000) gross square feet:

Offices and complementary service uses of a general nature

Laboratories and research facilities.

Manufacturing or assembly of products that produce no exterior noise glare, fumes, byproducts or wastes or creates other objectionable impact on the environment.

Radio and television stations or studios.

Religious institutions (limited to worship and directly related social events).

10-3X-2: ACCESSORY USES:

Accessory uses incidental and customary to uses allowed in section 10-3X-1, "Permitted Uses", of this article shall not occupy more than thirty percent (30%) of the gross floor area of the principal building.

Accessory structures as regulated by section [10-5-11](#), "Accessory Structures", of this title.

Adult use, accessory pursuant to [title 3, chapter 4](#) of this code.

Off street parking, loading and service entrances as regulated in sections [10-5-2](#), "Off Street Parking", and [10-5-3](#), "Loading Spaces", of this title.

Signs as regulated by section [10-5-1](#), "Signs", of this title.

Wireless communication towers as accessory to a permitted principal use subject to [title 9, chapter 4](#) and section [9-4-3](#) of this code. (Ord. 2013-20, 11-19-2013)

10-3X-3: CONDITIONAL USES:

The following are conditional uses, subject to the conditions outlined in section [10-7-4](#) of this title conditional use permit and the specific standards and criteria that may be cited for a specific use:

Adult use, principal, pursuant to [title 3, chapter 4](#) of this code.

~~Car washes:~~

~~A. The site shall provide stacking space for the car wash. The amount of stacking space shall take into account the type of car wash and the amount of time it takes to wash a vehicle. Stacking spaces shall not interfere with parking spaces or traffic circulation.~~

~~B. The exit from the car wash shall have a drainage system which is subject to the approval of the city and gives special consideration to the prevention of ice build-up during winter months.~~

~~C. Hours of operation shall be limited to between seven o'clock (7:00) A.M. and ten o'clock (10:00) P.M. daily.~~

~~D. A bypass lane shall be provided for each drive-through use, allowing cars to leave the drive-through lane from the stacking area.~~

Daycare facility provided:

A. Unless exempted by the zoning administrator, where an outdoor play area of a daycare facility abuts any commercial or industrial use or zone, or public right of way, the daycare facility shall provide screening along the shared boundary of such uses, zones or public rights of way. All of the required fencing and screening shall comply with section 10-4-4, "Visual Standards", of this title.

B. There shall be adequate off street parking which shall be located separately from any outdoor play area. Parking areas shall be screened from view of surrounding and adjoining residential uses in compliance with section 10-5-2, "Off Street Parking", of this title.

C. When a daycare facility is an accessory use within a structure containing another principal use, parking for each use shall be calculated separately for determining the total off street parking spaces required. An exception to this requirement may be granted by the zoning administrator in instances where no increase in off street parking demand will result.

D. Off street loading space in compliance with section 10-5-3, "Loading Spaces", of this title.

E. All signing and informational or visual communication devices shall be in compliance with section 10-5-1, "Signs", of this title.

F. The structure and operation shall be in compliance with state of Minnesota department of human services regulations and shall be licensed accordingly.

Funeral homes and mortuaries.

~~Motor fuel stations in compliance with section 10-5-6, "Motor Fuel Stations", of this title and the following:~~

~~A. Application Requirements: That the area and location of space devoted to nonautomotive merchandise sales shall be specified in the application and in the conditional use permit. Exterior sales or storage shall be only as allowed by the conditional use permit and shall be limited to ten percent (10%) of the gross floor area of its associated principal use.~~

~~B. Separation Of Spaces: The off street loading space(s) and building access for delivery of goods shall be separate from customer parking and entrances and shall not cause conflicts with customer vehicles and pedestrian movements.~~

~~C. Installations: Motor fuel facilities shall be installed in accordance with state and city standards. Additionally, adequate space shall be provided to access gas pumps and to~~

~~allow maneuverability around the pumps. Underground fuel storage tanks are to be positioned to allow adequate access by motor fuel transports and unloading operations which do not conflict with circulation, access and other activities on the site. Fuel pumps shall be installed on pump islands.~~

~~D. Compliance: All buildings, canopies, and pump islands shall be located to comply with the minimum setback requirements of the C1 district.~~

~~E. Canopy Lighting: All canopy lighting for motor fuel station pump islands shall be recessed or shielded to provide a ninety degree (90°) cutoff. Illumination levels for pump islands shall not exceed thirty (30) foot-candles.~~

~~F. Litter Control: The operation shall be responsible for litter control within three hundred feet (300') of the premises and litter control is to occur on a daily basis. Trash receptacles must be provided at a convenient location on site to facilitate litter control.~~

Multi-business signs, as regulated in section [10-5-1](#), "Signs", of this title.

Planned unit development (PUD) pursuant to [chapter 6](#) of this title.

~~Residential care facilities such as nursing homes, assisted living facilities including community behavioral health hospital and similar facilities (excludes hospitals or similar institutions):~~

~~A. That no building be located less than thirty feet (30') from the side lot line and are screened in compliance with section [10-4-4](#), "Visual Standards", of this title.~~

~~B. An off street rider drop off and pick up drive is provided.~~

~~C. There is an additional ten feet (10') of setback for all parking areas if abutting or adjacent to a residential district and adequate off street parking and access is provided in compliance with section [10-5-2](#), "Off Street Parking", of this title.~~

~~D. Adequate off street loading and service entrances are provided in compliance with section [10-5-3](#), "Loading Spaces", of this title.~~

~~E. The site and related parking and service shall be served by an arterial or collector street of sufficient capacity.~~

~~F. On site services shall be for residents of the facility only.~~

~~G. The site shall contain not less than six hundred (600) square feet of lot area for each person to be accommodated.~~

~~H. All signing and informational or visual communication devices shall be in compliance with section [10-5-1](#), "Signs", of this title and shall not impact surrounding and abutting residential.~~

~~Veterinary; related indoor kennels provided:~~

~~A. All pens or cages must be completely enclosed within a building with the exception of incidental run areas that shall be limited to ten percent (10%) of the gross floor area of~~

~~its associated principal use, to a maximum of five thousand (5,000) square feet.~~

~~B. All indoor activities shall include soundproofing and odor control.~~

~~C. When abutting a residential use or district, the property shall be screened and landscaped in accordance with section [10-4-4](#), "Visual Standards", of this title.~~

Wireless communication towers as accessory to a permitted principal use subject to [title 9, chapter 4](#) of this code. (Ord. 2013-20, 11-19-2013)

10-3X-4: INTERIM USES:

The following are interim uses, subject to the conditions outlined in [chapter 7](#), interim uses and the specific standards and criteria that may be cited for a specific use:

Buildings temporarily located for purposes of construction on the premises for a period not to exceed time necessary to complete said construction.

A. All building and safety codes are met.

10-3X-5: LOT AREA, HEIGHT, LOT WIDTH AND YARD REQUIREMENTS:

A. Area Requirements: The following requirements shall be met in the BG district. New development shall only be allowed when a full range of municipal services and facilities are available to serve the site. Properties may be subject to special requirements as noted in article L, "SL Shore Land Overlay District", of this chapter.

	With Public Sewer And Water
Minimum lot size	20,000 square feet
Minimum lot width	100 feet interior 120 feet corner
Minimum principal structure setbacks:	
Front yard	30 feet
Abutting or Facing Principal Arterial Roadway	100 feet
Side yard	10 feet interior 30 feet abutting corner
Rear yard	30 feet
Minimum accessory structures setback	10 feet 100 feet abutting Principal Arterial
Maximum building height	45 feet
Maximum lot coverage	50 percent
Maximum impervious surface (other than shoreland overlay district)	88 percent
Maximum impervious surface (shoreland overlay district)	25 percent

B. Fence, Screen Required: Wherever a BG district abuts or is across the street from an R district, a fence or compact evergreen screen is required pursuant to section [10-4-4](#), "Visual Standards", of this title. (Ord. 2013-20, 11-19-2013)

C. Parking in front yard abutting Principal Arterial roadway. No parking is allowed within the first 50 feet of the front yard abutting or facing a Principal Arterial Roadway. Such yard area shall be landscaped with approved ground cover, shrubbery or trees.

D. Landscaping along Principal Arterial. Clusters of overstory trees amounting to at least 25% of the site frontage shall be provided in the front yard abutting or facing a Principal Arterial roadway. Where there are existing mature trees, these can be counted in the calculation, otherwise new trees will be provided in a landscaped plan of materials approved by this Title.

City of Baxter

Comprehensive Plan Update

Chapter 1 – Introduction



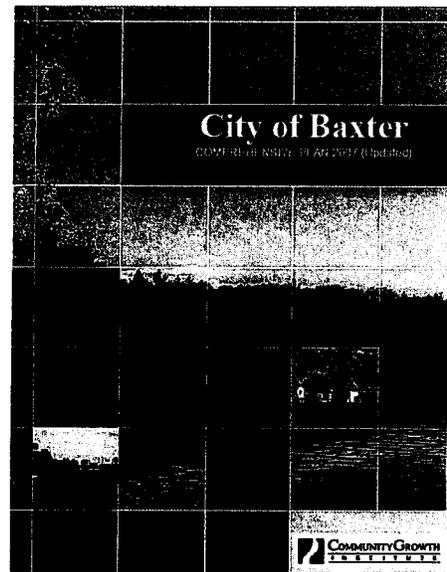
Introduction

The City of Baxter began the process of updating its Comprehensive Plan in June 2013. The Baxter Long Range Planning Commission (LRPC), working with consultants from Stantec, oversaw the process, reviewed information and made recommendations to the City Council on the Plan. The Plan is intended to guide the City's development for the next 20-plus years.

Baxter's Previous Comprehensive Plan

Baxter prepared a comprehensive plan in 2005 that was substantially updated again in 2007. The Plan has sections with policies on:

- Economic Growth
- Utilities & City Services
- Maintenance
- Public Land & Open Space
- Outdoor Recreation
- Climate Fluctuation
- Hazard & Emergency Management
- Groundwater Resource & Environmental Protection
- Residential Development
- Commercial & Industrial Development
- Transportation
- Orderly Growth & Redevelopment
- Long Range Boundary Adjustment
- Public Communication
- Conservation Overlay District Establishment



Role of the Comprehensive Plan

A community or comprehensive plan fulfills at least three roles. It is a:

- Long-range vision, guide and design for the community's future
- Guide for elected officials to use when making decisions
- Legal foundation for rules and regulations adopted by the community – zoning ordinance, subdivision regulations, etc.

This Comprehensive Plan Update is organized into the following chapters, corresponding to the themes that have emerged from the planning process.

Chapter 1. Introduction

Chapter 2. Managing growth and development

- Existing and future land use
- Growth areas
- Rural development/standards
- Redevelopment sites/infill
- Housing
- Economic development – potential redevelopment and new development

Chapter 3. Maintaining Infrastructure

- General infrastructure existing systems and plans and future considerations: water, sewer, storm water, roads

Chapter 4. Baxter's Character and Identity

- More specific land use discussion related to gateways, corridors, design standards within land use categories
- Opportunity for mixed use areas

Chapter 5. Traffic and Transportation

- Updated transportation plan (in coordination with City Engineer)
- Identify/discuss necessary transportation improvements
- Intersection study/improvements

Chapter 6. Parks, Trails and Open Space areas

- Park plan (inventory)
- Trail plan – on and off road, bicycle corridors
- Future park and trail needs
- Community facilities (inventory)

Chapter 7. Implementation

- Local government improvements, processes and efficiency
- Implementation (goals with priority timing)
- Recommended improvements to the zoning ordinance to implement the plan

History

The Brainerd-Baxter area was originally Ojibwe territory and was first noted by Zebulon Pike, an explorer searching for the headwaters of the Mississippi River in late 1805. Europeans didn't settle the area however until the mid-19th-century when a fur and logging community near Fort Ripley (about 15 miles south of Baxter) was established. Accounts of settler-Native American interactions indicate a mixed relationship of trade and occasional fatal conflict.

Both Brainerd and Baxter owe their existence to Northern Pacific Railroad. Brainerd was founded by Northern Pacific Railroad president John Gregory Smith in 1870 as the town to house a locomotive service shop; Baxter became home to a Northern Pacific tie-treating plant fifty years later (1920s).

Baxter was incorporated in 1939, and was named after Luther Baxter, a railroad attorney who served in the Minnesota Legislature and as colonel in the Civil War.



Issues Discussion

At its initial meeting the Long Range Planning Commission (LRPC) discussed and prioritizes the main issues Baxter faces. In this SWOT exercise (for strengths, weaknesses, opportunities, threats) strengths are the things in the community you like, that add value, or you are proud of now; weaknesses are things you don't like, should be corrected, detract from the community, opportunities are good things that could happen but haven't happened yet; threats are bad things that could happen but haven't happened yet. All issues are listed in *Appendix A – LRPC SWOT Summary*.

Each category has a "word cloud" that shows the most common terms in that list of issues – the larger the word, the more common. This is another way to visualize the terms that were used most often in the process.

Taken together the LRPC issues can be summarized in six main topics:

- Managing growth and development
- Maintaining infrastructure
- Baxter's character and identity
- Traffic and transportation
- Parks, trails and open space (including pedestrian crossings)
- Effective local government

A goal of this Plan is to address the weaknesses and threats raised in the process.

The LRPC ranked the key Strengths as:

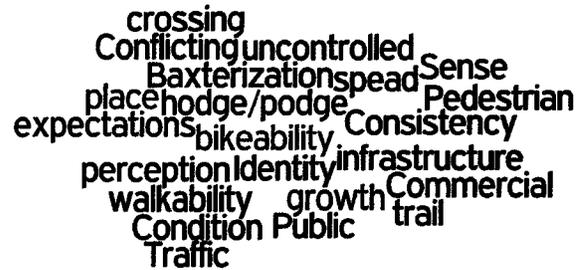
- Baxter's location and proximity to surrounding natural amenities
- Trail system
- Unique and wide variety of residential neighborhoods
- Easy access into Baxter (regionally)
- Regional hub for retail and tourism



Other issues noted were strong variety of retail, strong schools, available land for development and expansion of medical services.

The LRPC saw the key Weaknesses as:

- Public perception of the City (difficult processes and procedures)
- Conflicting expectations between residents and tourists as related to customer service and types of services, retail offerings, etc.
- Age and condition of infrastructure including roads, sewer and water systems
- Lack of a safe pedestrian crossing over Highway 371 that can provide connection to the Paul Bunyan Trail.
- Lack of head of household jobs.



Other issues further down the list were things that detract from Baxter: lack of unique sense of place or identity, division of the city by highways, lack of interconnected land use and transportation.

The LRPC saw the key Opportunities as:

- Creation of a connected trail system including hiking, biking and snowmobile.
- Planning for growth based on demographics
- Get ahead of growth with planning and visioning
- Rebuilding the local economy



Other issues focused on joint projects with regional partners and decision makers, balancing growth with provision of recreation opportunities, and industrial growth with available land.

Summary The issues affecting business in and around Baxter are many and complex. The Business Council Baxter gathering offered a snapshot of what was on people's minds, but some common ideas were gleaned from the discussion. The words used in all the comments are illustrated in the word cloud above—a graphic display of the conversation, with more frequent words in larger type.

1) *Location*

The participants understand the importance of Baxter's location in the region and its importance in key regional business segments: retail, tourism, health care, industrial, etc. Location is a given, the result of natural features (lakes and woods) and manmade infrastructure (Highway 371). Taking full advantage of the opportunities offered by Baxter's location is the job of all segments of the community: business, government, non-profits, and individuals.

2) *Highway 371*

Highway 371 is the transportation and business artery of the Baxter region. It is seen as both a blessing and a curse: its traffic ensures a steady stream of customers and patrons, and it creates congestion and a barrier to connections across the community. Improvements to Highway 371 could have significant benefits to business and the community as a whole.

3) *City government*

There was considerable discussion of the impact of local government attitude, regulations and processes on business. Participants were eager to have clear, consistent dealings with the city and cooperation on development projects. The cost and scope of regulations were a concern, but participants also noted that recent changes in city staff were a welcome, positive change from past experience.

4) *Connect with larger community*

Participants wanted to see the Baxter/Brainerd/Crow Wing County/Lakes area as one community working together, rather than competing entities.

Community Comments

A community meeting on the comprehensive plan was held in October, 2013 where attendees were asked to offer comments on the six main topics that came from the LRPC Issues Discussion above. The most comments were made on the topics of *Traffic & Transportation* and *Parks & Trails*. Commenters noted traffic problems in specific areas, but in both topics there were numerous comments wanting better bike and pedestrian connections in the community. The full comments are included in the Appendix.

City of Baxter Comprehensive Plan Update Chapter 2- Managing Growth and Development

Introduction

A comprehensive plan is important not only because it helps city decision makers and citizens to articulate a city's vision and direction, but because it is the legal foundation for official regulations like the zoning

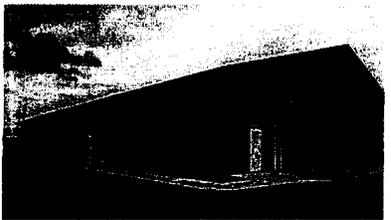
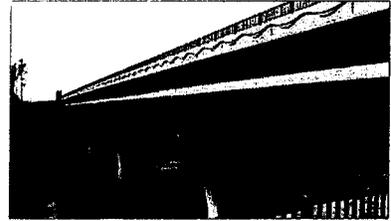
ordinance and subdivision ordinance. The U.S. Supreme Court, in ruling on zoning cases that have been appealed all the way through the judicial process, has said they are looking for "a rational basis in a comprehensive plan".

The Land Use Plan illustrates the intended use of land within the City of Baxter and its potential growth areas. Ideally, development in a city follows a simple, straightforward process:

- Discuss vision and goals
- Research and analyze various issues
- Prepare and adopt a Plan
- Adopt zoning codes and other tools to implement the Plan
- Approve projects that follow the Plan and zoning
- Enforce Plan policies, zoning standards and conditions of approval as projects are built

The City's land use plan plays a key role in guiding growth and development, or redevelopment, in Baxter. The Future Land Use Plan identifies the location and intensity of future development and redevelopment in the City. It also establishes a framework in which future development will occur.

This plan is intended to guide future development and growth to achieve the community's objectives for balanced and efficient growth.

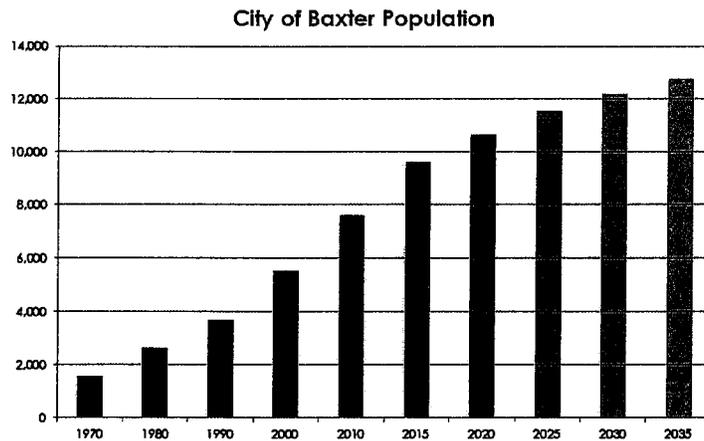


Demographic Trends

Baxter is expected to continue growing significantly for the next twenty-plus years. The graph below shows Baxter's historic and projected population from 1970 through 2035, according to the Minnesota State Demographer. The graph and table on the next page illustrate historic and projected population in and around Baxter – Crow Wing County, Brainerd, Crow Wing Township and the Unorganized area.

Crow Wing County is projected to increase by about 29% to over 80,000 by 2035 (more than the State of Minnesota's 20% increase in the same time period). Brainerd is due to increase less than 8% to about 14,613 population, whereas Baxter with all of its available land, is due to inherit much of Crow Wing County's increased population, growing by 68% to 12,814, approaching Brainerd's size. Brainerd is actually projected to decrease slightly in population between 2030 and 2035, according to the State Demographer. If these trends continue, by the middle of the century Baxter would have a larger population than Brainerd.

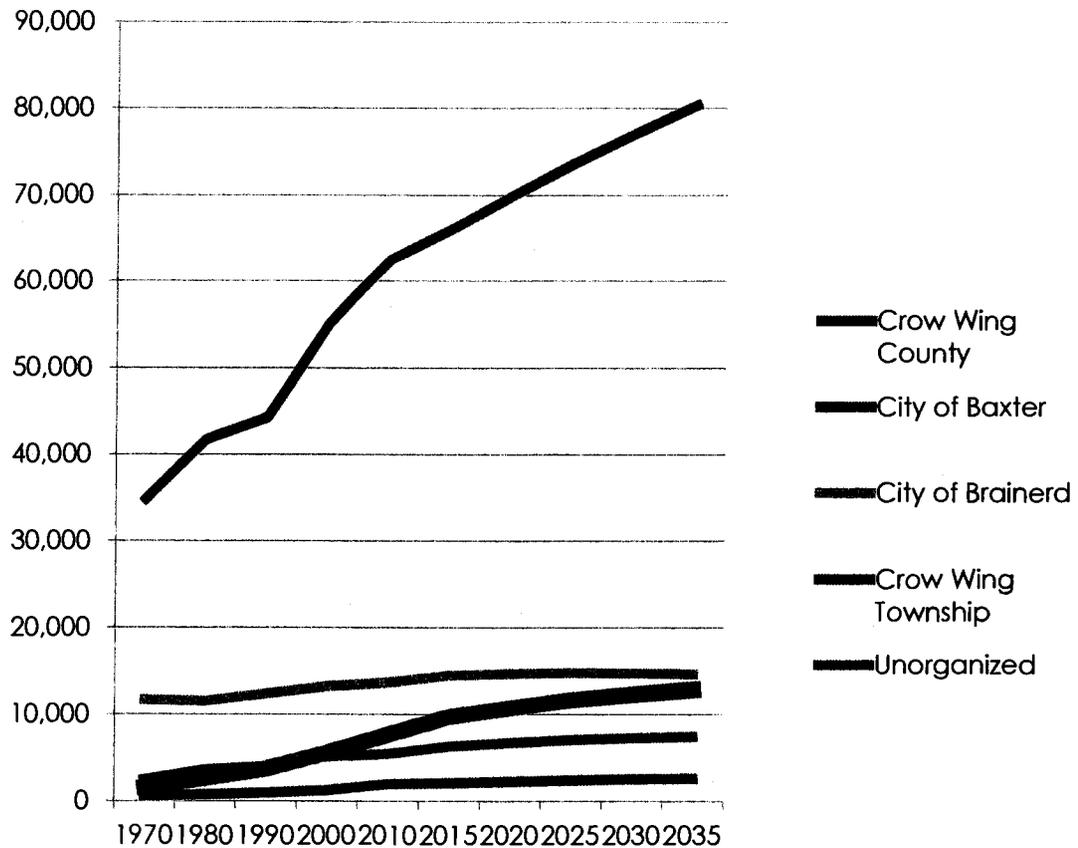
Baxter Population 1970 - 2035 (projected)



Historic and Projected Population 2010-2035 – Minnesota, Baxter & Vicinity

Geography	2010	2015	2020	2025	2030	2035
Minnesota	5,278,190	5,537,385	5,772,258	5,987,609	6,182,306	6,363,010
Crow Wing County	62,500	66,067	69,995	73,687	77,114	80,350
City of Baxter	7,610	9,678	10,701	11,607	12,251	12,814
City of Brainerd	13,590	14,406	14,578	14,689	14,661	14,613
Crow Wing Township	1,966	2,051	2,245	2,416	2,536	2,640
Unorganized	5,424	6,321	6,720	7,064	7,285	7,473

Figure 1. Historic and Projected Municipality Populations (1970-2035)



Baxter's average household size has decreased the last several decades from 3.14 (1990) to 2.87 (2000) to 2.55 (2010) - a rate of about 10% per decade - but the average American household size has been plateauing in the mid two's since the 1980s. Thus it is likely the rate of average household size decrease will slow. By 2035, at decrease rates of 6% and 3% per decade, the average Baxter household will be about 2.3. Using an estimated 2035 estimated household size of 2.3, we can start with the projected 2035 Baxter population and work backward to estimate the growth in the number of households in Baxter between now and 2035:

Baxter Households

Projected 2035: 12,814 Baxter residents ÷ 2.3 people/HH = 5,399 households
 Current 2010: 3,176 households

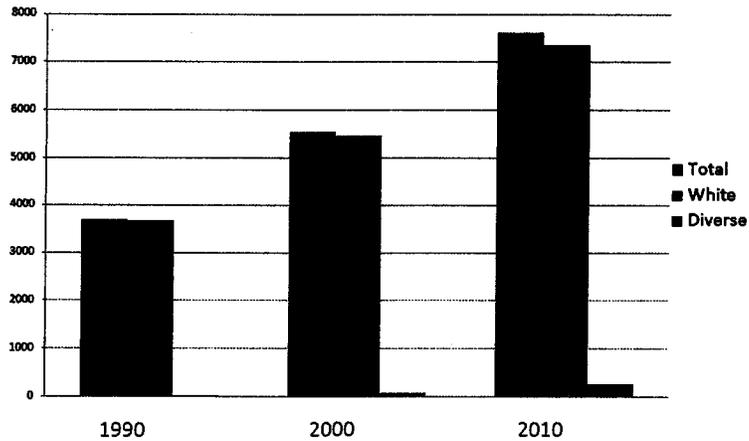
Growth in households 2010-2035: **= 2,223 households**

This number - about 2,200 households - will be used in this Plan for residential growth in Baxter in the next twenty years and more.

Racial Profile

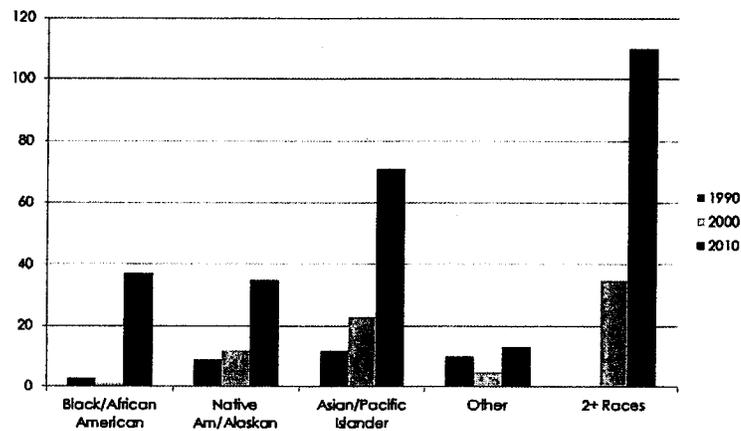
Baxter is and will remain a largely white community for the foreseeable future, but the percent of non-white (diverse) residents is increasing, as illustrated in the chart below. In 1990, less than 1% of Baxter's residents were non-white; in 2000 the share had risen to 1.4%; and in the 2010 census the proportion grew to 3.5%. Non-white populations, including significant immigrant groups, are growing in the State and nation, and we can expect this to continue in Baxter as well.

Baxter Population – Racial Breakdown



The racial identity of non-white Baxter residents is changing too. Those identifying themselves as two or more races are the largest group, followed by Asian/Pacific Islanders, but the number of Black/African Americans has increased by the largest proportion in the last 20 years.

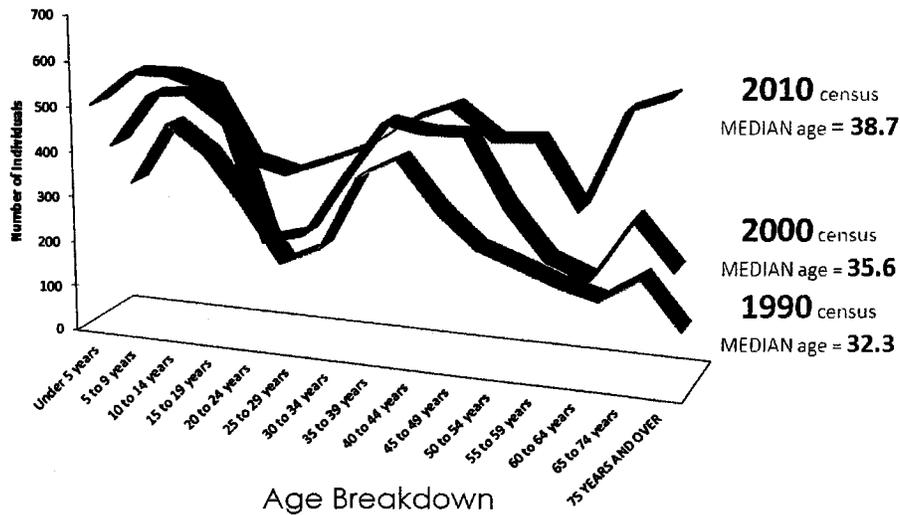
Racial Identity



Age Characteristics

Baxter's population has shown interesting shifts in the last two decades. As the graph below shows, the number of young adults (ages 20-39) in the community dropped considerably compared to lower age cohorts – in other words, young people were leaving Baxter as soon as they were old enough to go to college and get a job. But that trend changed significantly in the 2010 census – the dip was not nearly as dramatic, meaning there was more opportunity for jobs and young families in Baxter.

Age Breakdown

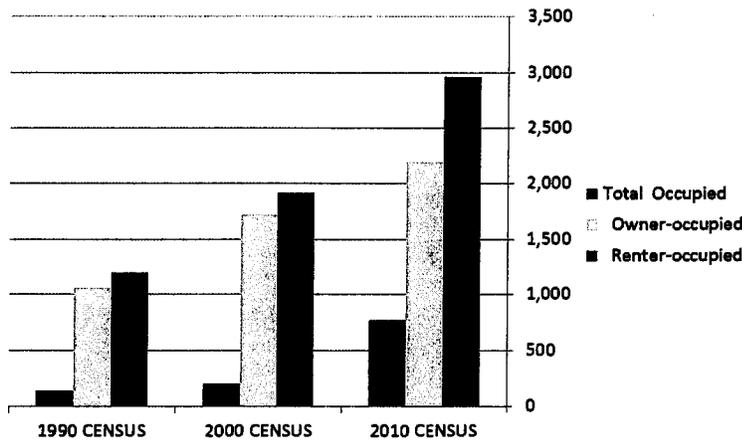


At the other end of age spectrum, in the 1990 and 2000 Censuses there was a dramatic drop as people aged into their 50s and 60s, with a slight uptick at retirement age – 65 and older. In 2010, there was no significant drop in the aging population and in fact, there is growth in the population 60 and older. This shows Baxter as an attractive place for retirees, but also reflects growing opportunities in housing for the elderly to age in place.

These age trends are seen in median age statistics as well. Comparing the State of Minnesota to Baxter, we see almost identical median age in 1990 and 2000, but Baxter starts to pull away in 2010 – by more than a year over the State's median:

Median Age	1990	2000	2010
Minnesota	32.4	35.4	37.4
Baxter	32.3	35.6	38.7

Where you live

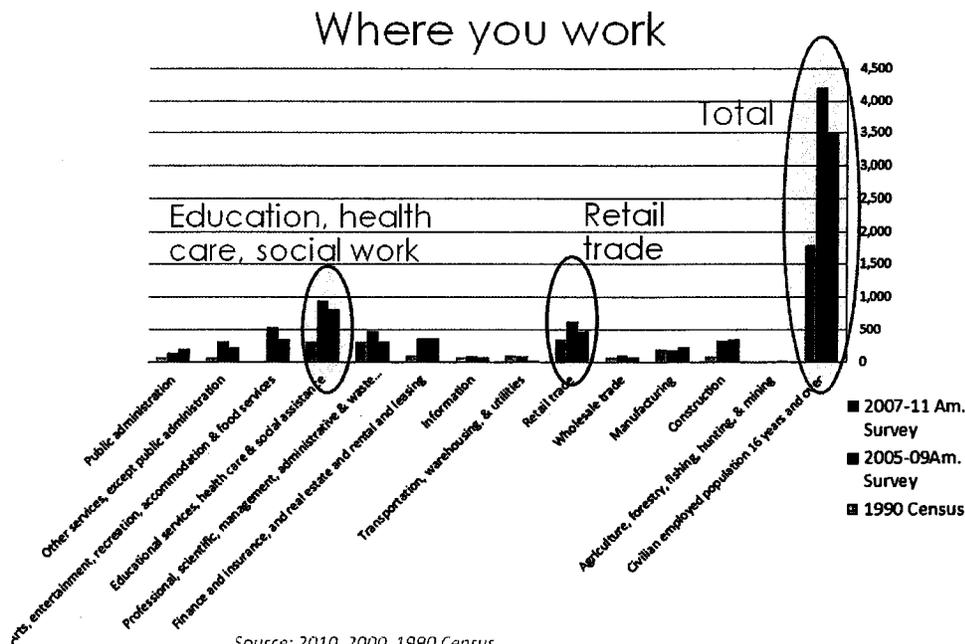


Housing Tenure

The share of renter-occupied vs. owner-occupied housing units has increased in the last decade as well. In 1990 and 2000, about 10% of Baxter's housing was rented; by 2010, this had increased to over 25%. This likely represents a number of factors – a larger number of young people, more renters during the recession, and a trend to more multi-family vs. single family homes.

Employment

Employment statistics from the last two decades reveal a significant increase in employment in Baxter from the 1990 census to the 2005-2009 American Community Survey, but then a drop in the 2007-2011 Survey, due to the recession, as illustrated in the graph below. Total employment is highlighted (right side of the graph), plus the two largest clusters: education, health care and social work; and retail trade.

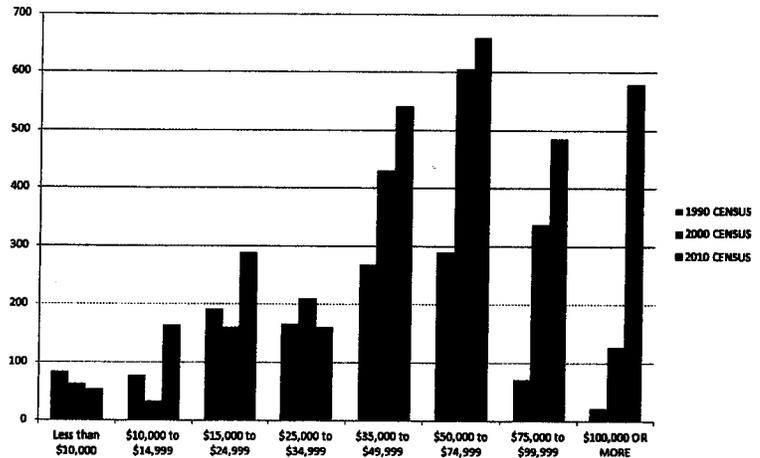


Source: 2010, 2000, 1990 Census

Income

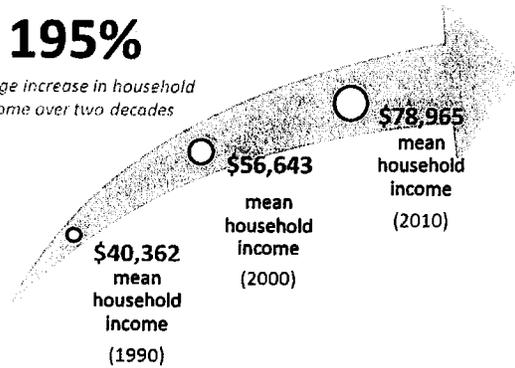
Household income in Baxter has risen steadily in the last two decades, almost doubling between 1990 and 2010, from about \$40,000 to almost \$80,000. While these numbers are not adjusted for inflation they still show a significant increase.

How much you take home



195%

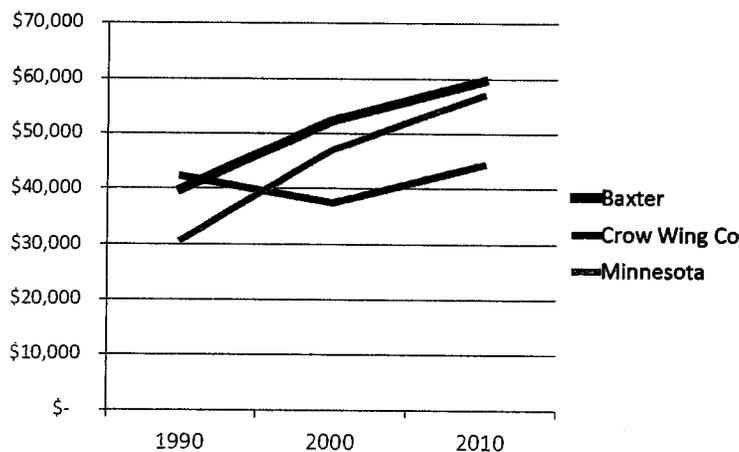
average increase in household income over two decades



Of special note is the increase at the higher end of the income range: the number of households with over \$100,000 income more than quadrupled between 2000 and 2010.

Baxter has also outpaced Crow Wing County in household income in the same time period as shown in the lower graph on this page. In 1990, the County's median income was slightly higher than Baxter's. Crow Wing County income actually declined 1990-2000, then rose slightly to 2010, getting back to where it had been twenty years earlier. Baxter's median income, meanwhile, has grown steadily and is higher than Minnesota's median, climbing more or less in step with State income growth.

Median HH Income 1990-2010



Residential Land Needs

To see how much land will be needed for these 2,200 new households we need to make some assumptions about residential density. Single family homes can be built in a wide range, from large lots of 3-5 acres each, down to lots as small as 15,000 square feet in the R-1 district, which would translate to a net density of about 2.9 units per acre. Multi-family dwellings can be twin homes, townhouses, or apartments ranging in density from as low as 4 units/acre to over 20 units/acre. Within any piece of property being developed there must be accommodation for future road right-of-way, park land, inefficiencies in lot layout and other factors, amounting to 25%-50% of the land. This must be taken into account when we discuss density – is it gross acreage before any of these things are taken out, or net acreage, after street right-of-way, park land and other things are taken care of?

For our purposes in this Plan we will assume single family development at 2 units/acre and multi-family development at 10 units/acre on a gross land area basis.

The share of single family and multi-family development can also vary greatly. In the 1990 U.S.

Census the share of multi-family was only 2.4%; by 2000 it was over 10%; in the 2008-2012 American Community Survey it was 19.2%. Based on these historical trends in Baxter, which are consistent with trends in the State and nationwide, we estimate that by 2030 and beyond about 40% of the dwelling units in Baxter will be multi-family (MF).

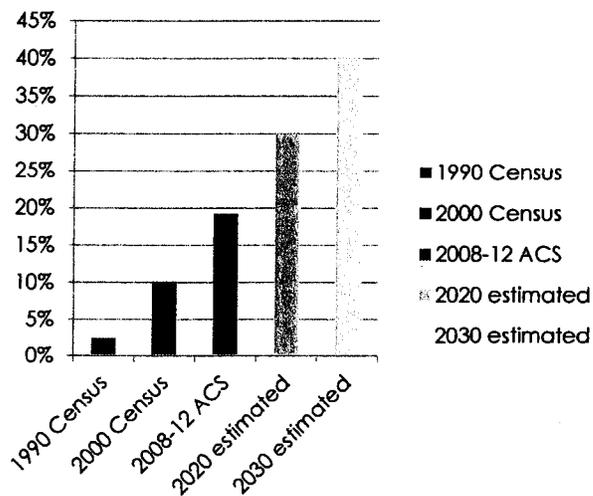
City staff estimates there are about 600 vacant single family (SF) lots platted in the City in 2014. This number can be subtracted from the total future need, assuming these lots will be occupied and absorbed as demand requires.

Using these numbers we estimate the land area needed for residential uses by 2035:

$$\begin{array}{r}
 2,200 \text{ new households} \times 60\% \text{ SF} = 1,320 \text{ SF units} \\
 \underline{- 600 \text{ SF lots existing}} \\
 720 \text{ SF units new} \div 2 \text{ un/ac} = \mathbf{360 \text{ acres}}
 \end{array}$$

$$2,200 \text{ new households} \times 40\% \text{ MF} = 880 \text{ MF units} \div 10 \text{ un/ac} = \mathbf{88 \text{ acres}}$$

Multi-Family Share of Residential Households



Housing



Baxter's residential growth will be accommodated where there are vacant acres zoned for single family, medium and high density residential, including the approximately 600 existing vacant platted single family lots noted earlier.



An impact to Baxter's housing needs will be the aging population and how that will translate into the different types of housing demands. The majority of residents now live in owner occupied housing versus rental, which will continue for the foreseeable future even as the share of multi-family housing increases.



As Baxter's economy is heavily retail, affordable housing is and will continue to be a need. Affordable housing is often more easily accommodated through multiple family units (rental or owner-occupied) where increased density can off-set the land cost. Likewise, Baxter and the lakes region are attractive for retirees to relocate. As retirees continue to age, their housing needs will change pointing to a need for more independent and assisted living.



Guiding vacant land in a range of residential land use types and densities allows the City to respond to these changing trends and needs in housing. The City's best tool to support the development of affordable and senior housing is having land guided for the higher densities.

The goals of providing a wide variety of housing to meet the needs of all current and future Baxter residents is further discussed in the Goals later in this chapter.

Existing Land Use

By “existing land use” we mean how the land is actually being used, not how it is planned or zoned for future use. In some cases the existing land use may be different from the official zoning for the land. For example, a residential area near a highway may have been planned and zoned for commercial uses, long after the homes were built, but homes still exist there and can stay. Over time, the intent is that the community’s vision – expressed through the land use plan and zoning – will be developed.

Baxter's existing land use map has a variety of uses including residential, predominately single family, commercial with an extensive and growing corridor along Highway 371, industrial, rural residential and forest or agriculture. Development of some land use types, such as residential, has been slowed by the recession over the past few years leaving opportunity to utilize existing development single family lots. Commercial development has remained constant as a result of Baxter's location as a hub for visitors and cabin residents frequenting the variety of shopping and restaurants.

The City’s existing land use is defined by the following categories:

Forest/Agriculture – forest, farming and related activities and accessory uses including farmstead or rural residence.

Rural Residential – unsewered single family large lot (5 acres) residential and hobby farm residences.

Single Family Residential – sewerred low density single family development.

Medium Density Residential – dwellings including single family, two- family and/or townhouses.

High Density Residential – dwellings including two-family (duplexes), townhouses and stacked multiple-family residential developments.

Commercial – provision of goods, or services, may also include office, (predominately administrative, professional or clerical services).

Industrial – primarily manufacturing and/or processing of products; could include light or heavy industrial land use or warehouse facilities.

Institutional and Public/Semi-Public – primarily places of worship, governmental, educational or social.

Golf Course – parcels identify for existing or planned golf course facilities.

Parks – facilities for public active and passive recreation activities with improvements such as playfields, playgrounds, beaches, etc.

Vacant – undeveloped parcels.

Open Water – permanently flooded open water, rivers, streams, not including periodically flooded areas.

Existing land use and acreages are presented in Table 1 and Figure xx on the following page.

Table 1: Existing Land Use

Existing Land Use	Gross Acres	Net (of NWI) Acres	% Gross	% Net
Rural Residential	1,318.30	1,144.86	10.1%	9.7%
Low Density Residential	1,661.38	1,639.37	12.7%	13.8%
Medium Density Residential	84.02	77.24	0.6%	0.7%
High Density Residential	69.59	69.51	0.5%	0.6%
Manufactured Home Park	1.31	1.31	0.0%	0.0%
Commercial	585.67	561.48	4.5%	4.7%
Industrial	316.88	309.47	2.4%	2.6%
Public/Semi-Public	649.79	596.30	5.0%	5.0%
Utilities	55.75	14.04	0.4%	0.1%
Parks	657.98	555.04	5.0%	4.7%
Forest/Agricultural	2,908.10	2,348.95	22.3%	19.8%
Railroad	115.62	114.36	0.9%	1.0%
Road Right-of-Way	1,226.16	1,220.94	9.4%	10.3%
Vacant	2,081.47	1,897.46	16.0%	16.0%
Open Water	1,305.10	1,305.10	10.0%	11.0%
NWI Wetland		1,181.68		
Total City	13,037.11	13,037.11	100.0%	100.0%

[insert existing land use map]

Goals

The entire set of City goals for the Comprehensive Plan is included in the Appendix. The following goals and policies from that set are applicable to the discussion of land use and managing growth and development.

Goal 1: Promote a well-planned community balancing land uses and expansion of services.

Key planning themes:

Managing growth and development, community character and identity, maintaining infrastructure

Rationale: A carefully created comprehensive plan will ensure the community's ability to grow in a rational and responsible manner that promotes efficient investment in present and future infrastructure.

Policies:

1. Create a land use plan that defines the types and locations of residential, commercial, industrial and public uses required to meet the community's projected needs, and zone property consistent with the land use plan.
2. Identify growth areas within the city limits and potential urban expansion areas and include these areas in land use planning to guide the orderly and cost effective provision of infrastructure at a rate consistent with anticipated growth.
3. Continue to use the Areawide Urban Alternative Review (AUAR) process to evaluate impacts of new development; ensure updates are prepared to keep plans current.
4. Require efficient use of the land with compact urban development standards in both new development and redevelopment.
5. Identify, prioritize and protect sensitive natural features, such as source water, ground water, wellhead protection, the lakes, rivers, streams, wetlands, natural open space, and local parks, and trails as development proceeds. Employ conservation design principles in areas of environmentally sensitive land areas.
6. Provide for commercial and industrial land uses at locations where adequate municipal services are available, that serve market demand, and with access to major roadways, especially State Highways 371 and 210.
7. Create a Hwy 371 Corridor plan that provides guidance and specific plans for land use, infill and redevelopment opportunities, bicycle/pedestrian elements (including safety) and public spaces.

8. Create and enforce building, site/landscaping design and signage standards to insure high quality development that enhances Baxter's identity and character.

Goal 2: Provide a variety of housing types, densities and choices to meet the life cycle housing needs of residents.

Key planning themes:

Managing growth and development, maintaining infrastructure

Rationale: A variety of residential densities supports a range in housing styles for home ownership and rental in attached and detached formats and increases opportunity for meeting life-cycle housing needs.

Policies:

1. Maintain a balance, through land use, in the types and densities of housing units available to meet the housing needs of Baxter.
2. Promote infill residential development in appropriate areas where existing infrastructure may be utilized.
3. Develop standards for conservation design principles that protect Baxter's sensitive or unique land and water features in new residential development.
4. Assess the need for additional workforce and affordable senior housing needs in the community.
5. Promote the improvement of the existing housing stock, and encourage the rehabilitation or redevelopment of substandard housing.

Goal 3: Support, enhance and expand existing businesses and promote new businesses to Baxter.

Key planning theme:

Managing growth and development

Rationale: Existing local businesses understand the issues and advantages to Baxter and the larger Baxter/Brainerd location and most job creation occurs from existing businesses. By working closely with the local business community, the City will be able to understand and respond to changes in the market place quickly and effectively.

Policies:

1. Continue promoting new businesses to help fill niches and to enhance choices within the City.

2. Through land use, create opportunities to meet market demand for industrial, business park, medical service and professional office development to expand the number of livable wage jobs in Baxter.
3. Promote programs and efforts to bring new businesses to Baxter ~~or~~ and support improving, maintaining and expanding existing ~~businesses~~ jobs.

Future Land Use Categories

Future land use is broken down into various categories as described in the table on the next page. These descriptions and colors correspond to the colors on Figure xx, the Future Land Use Plan map on the page following the table.

The Future Land Use Plan was prepared based on many discussions and meetings with the Long Range Planning Commission, business representatives, and community members. The intent is that all land covered by the Plan will be zoned to comply with this Land Use Plan, and that all future development will follow the Plan and zoning, as infrastructure becomes available to serve these areas. Any changes that are different from this Plan would need to go through both an official amendment to the Land Use Plan and a rezoning.

[[GT]]

City of Baxter- Future Land Use Categories

LAND USE CATEGORY	DESCRIPTION	ZONING DISTRICT COMPARISON
	Local and regional shopping, general commercial and highway-oriented businesses such as fast food restaurants, gas/convenience, big box retail, hotels, other auto-oriented uses .	C-1, Neighborhood Commercial and C-2 Regional Commercial
	Commercial at West Highway 210 gateway; attractive uses in this visible location, with less prominent parking, less signage, attractive building and landscaping standards	C-1 or C-2 with Gateway standards
	Variety of professional office development with compatible service based retail users.	OS, Office Service
	Mix of residential and commercial uses. Included townhomes, low- and high-rise apartments, retail, and offices. Development can be vertical or horizontal mixed use. Maximum density 20 units/acre. Transitions will be compatible with the average density of abutting property at development edges.	Will need a new mixed use zoning district
	Office, limited commercial uses, business park and light industrial uses on the Highway 371 corridor in SE Baxter and Highway 210 corridor in West Baxter consistent with an attractive, high visibility business campus setting. Higher level of design standards than C-1, C-2 or Industrial.	Will need a new Business Campus Gateway zoning district
	Industrial related businesses including manufacturing, warehousing, automotive, trucking, wholesaling, and other related industrial uses. Medium and heavy industrial uses.	District has two tiers of design standards.
Industrial Mining	Limited to mining and related activities.	Will need a specific zoning district that allows only mining
Rural Residential	Large-lot rural residential in areas that will not be served with municipal sewer and water.	RS-Special Residential
Low Density Residential	Single-family detached and two-family unit residential development at a maximum density of 3 units/acre net, if sewerred.	R-1, Low Density residential district
	Twin and townhome development, multiplex development, and row-homes at densities of 7 units/acre net. Architecture and landscaping is important in high density residential areas to ensure that development is appropriate and consistent with the community's character.	R-2, Medium Density residential district
	Multiple family dwelling structures including townhomes, apartment buildings and condominiums. Development may occur at a maximum density of 20 units/acre (net). Architecture and landscaping is important in high density residential areas to ensure that development is appropriate and consistent with the community's character.	R-3, High Density residential district
	Primarily intended to provide governmental, education and other institutional facilities.	PU, Public Use
	Public park, open space and recreational uses.	PB Public Benefit or within other zoning districts
	Permanently flooded open water, rivers and streams and wetlands.	
	Railroad tracks and adjacent railroad owned property.	

[insert Future Land Use map]

Table 2: Future Land Use

Planned Future Land Use	Gross	Net (of NWI)	% Gross	% Net
	Acres	Acres		
Rural Residential	1,593.64	1,319.33	12.2%	11.1%
Single Family Residential	4,749.08	4,202.64	36.4%	35.4%
Medium Density Residential	517.75	469.92	4.0%	4.0%
High Density Residential	200.28	196.40	1.5%	1.7%
Commercial	837.95	786.38	6.4%	6.6%
Commercial - Gateway	69.91	69.91	0.5%	0.6%
Office Service	112.31	110.70	0.9%	0.9%
Mixed Use	219.43	200.39	1.7%	1.7%
Business Campus	199.04	160.31	1.5%	1.4%
General Industrial	582.46	552.72	4.5%	4.7%
Industrial (Mining)	80.28	79.73	0.6%	0.7%
Public/Semi-Public/Institutional	552.09	489.05	4.2%	4.1%
Parks	626.86	528.42	4.8%	4.5%
Railroad	115.62	114.36	0.9%	1.0%
Road Right-of-Way	1,275.31	1,270.06	9.8%	10.7%
Open Water	1,305.10	1,305.10	10.0%	11.0%
NWI Wetland		1,181.68		
Total City	13,037.11	13,037.11	100.0%	100.0%

Future Land Use

Future land use is tallied by acreage in Table 2 above. Residential growth is a key issue, to see how the City might grow into the available land. In the background information future demand for residential dwelling was calculated at about 2,200 households through 2035. This was broken down into a need for about 360 acres additional for single family development and about 88 acres for multi-family development. The map on the following page, Figure XX, shows all the land in the City on the Existing Land Use Map that is currently Vacant, Forest/Agriculture or Rural Residential – and what its designation is on the Future Land Use map. This shows the land that is potentially available for future residential development. These areas were calculated as follows:

[insert Residential Land use over Vacant, etc. map]

[insert Residential Land use over Vacant, etc. map]

Table 3: Residential Land Potentially Available

Planned Future Land Use	Gross Acres	Net Acres
High Density Residential	119.89	116.50
Medium Density Residential	400.14	358.68
Single Family Residential	3,007.82	2,525.96
Rural Residential	1,592.84	1,318.53

The land shown as potentially available on the map on the previous page may include existing homes on lots that are too small for redevelopment to future single family use or properties that will not be available for development for a variety of reasons. But even if we take out a significant number of the properties shown there is still significantly more property available than will be needed in the next 20-plus years.

What the map and table above show is that:

- There is about 2,500 acres of land guided for future single family development that is potentially available, compared to a need of less than 400 acres.
- There are about 475 acres of land available for Medium Density and High Density Residential combined, compared to a need of less than 100 acres.

Expansion into Growth Areas Development Approach

The city anticipates gradual urbanization of vacant property over time. In order to provide public services in a cost effective manner, the city recognizes that a first priority is promote infill development of vacant property within the existing urban area of the city. The Future Land Use/Growth Areas Plan shows areas for future development outside the portions of the city currently served by City sewer and water. The city's secondary priority may be to allow development into the Growth Areas when the development is next to an existing urban area with city services, provided that there is an orderly and efficient staging of public infrastructure. Developments with public improvements that are beyond the urban edge that include a non-sequential and inefficient extension of infrastructure may be considered premature by the City; even with full development commitments to pay for infrastructure.

The Land Use Plan shows areas for future development in a Growth Area outside the portions of the city currently served by City sewer and water. The intent of the Plan is to encourage infill of areas with the served areas first and provide city services only as such services can be extended to properties contiguous to areas already served, and at a density or intensity that makes efficient use of the new infrastructure.

Residential development must be on lots of a minimum size determined by the City Council in order to be rezoned R-1 or higher from RS Rural Service. If a new home is Development of a new home with well and septic on a lot 5 acres or larger or home development is proposed with well

and septic in the Growth Area, it must meet minimum lot size requirements of the zoning district and will require a ghost plat showing how the property could be subdivided in the future to urban density.

Focus Areas

Most land in the city will remain as planned and zoned. Previous discussions and decisions will keep the vast majority of the community moving in the direction that people have come to understand and anticipate. Certain areas of the city are either undeveloped, underdeveloped or in the process of discussion and change and are therefore the subject of the following land use focus areas.

Northeast Area

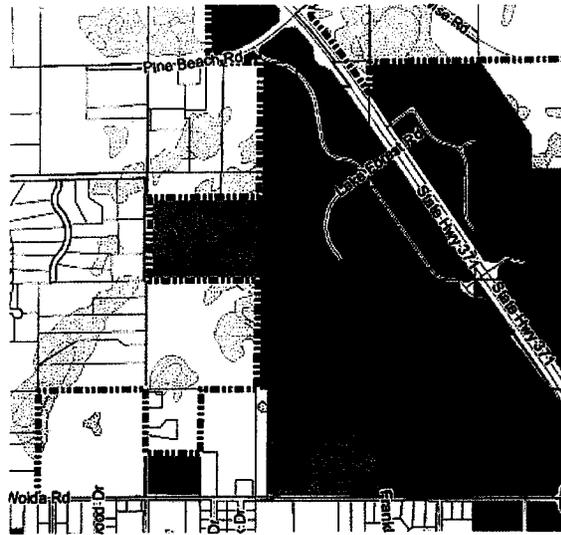
In 2007 an Alternative Urban Areawide Assessment (AUAR) study was prepared for a large area in NE Baxter west of Highway 371, south of Pine Beach Road/CSAH 77 and north of Wolda Road.

A map from the AUAR is included below to the right. This North Baxter AUAR extended commercial uses along Highway 371 and then reduced land intensity with higher density into lower density residential areas extending west towards Inglewood Drive. The plan included areas both within and outside Baxter city limits, and indicated the requested zoning in various areas, including C-1 and C-2 commercial zoning; R-1, R-2 and R-3 residential zoning; and areas of OS, Office Service zoning.

The AUAR, which has a 5-year time limit, has lapsed and the owners are not pursuing development in line with the AUAR. Some ideas in that plan however are incorporated into the current proposed Baxter Land Use Plan for this area, but includes only parcels inside the city limits.



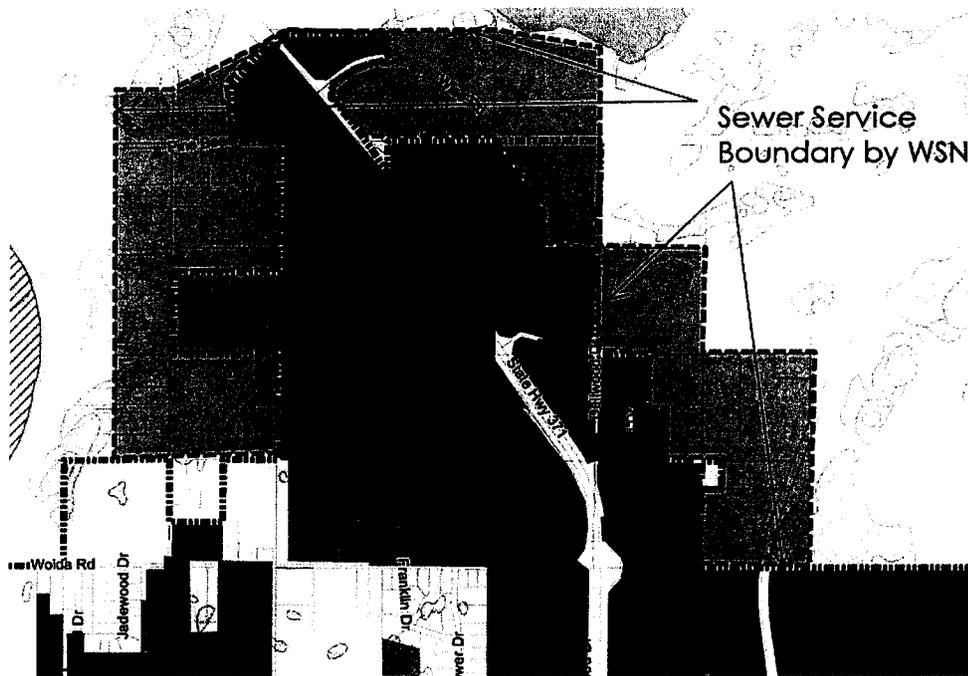
The proposed Land Use Plan (a portion is included above for the same areas as AUAR map) shows commercial land uses next to Highway 371, with an area of Mixed Use covering the central portion of the area – intended for a mix of commercial, office, and higher and medium density residential uses. Land uses then transition to residential uses to the west and south.



Sewer Service Boundary – NE Baxter

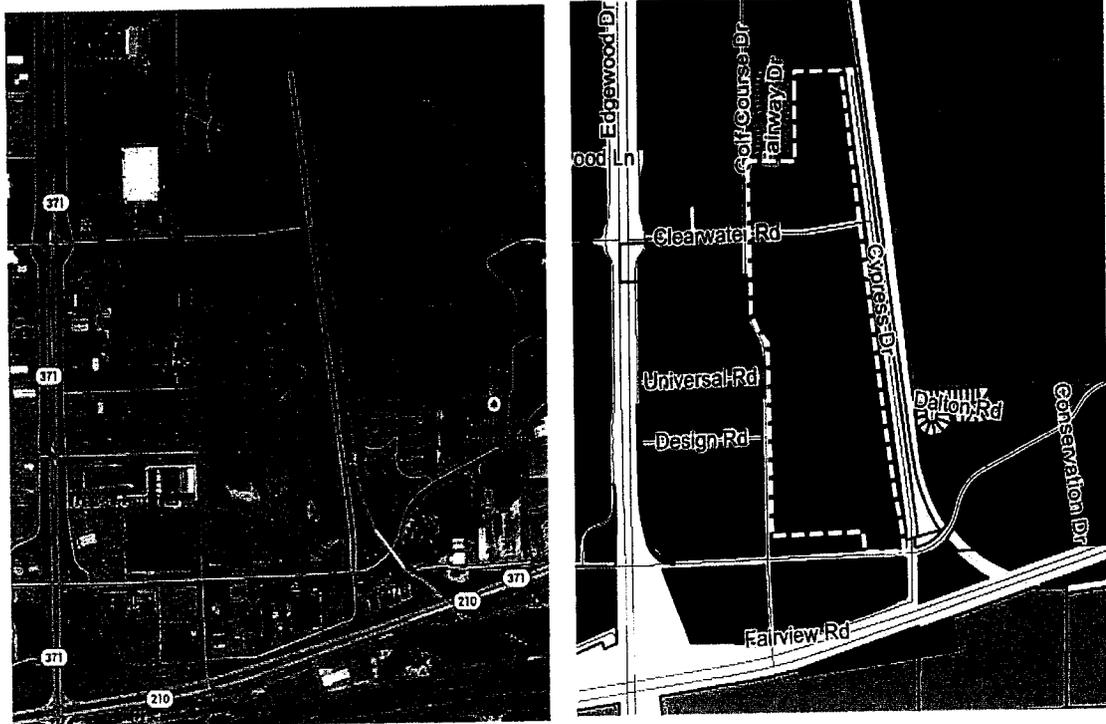
Beyond the northeast corner of Baxter the City's consulting engineer has determined areas that can be feasibly served by city sewer, as shown in the map below, but no plan for their land use is included in this Plan. If and when the City might grow to include those areas a land use and zoning plan would be discussed and adopted.

These areas are outside the current city of Baxter, in unorganized, unincorporated part of Crow Wing County. During the planning process City staff and consultants met with Crow Wing County staff to discuss this and other issues. The City will work with Crow Wing County to ensure the county has appropriate zoning in areas that may at some point come into the City.



Former Pine Meadows Golf Course

The former Pine Meadows Golf Course located north of Excelsior Road between Golf Course Drive and Cypress Drive and extending a quarter mile north of Clearwater Road, closed in 2004 and has been sold to a private developer for redevelopment. The property is located in the heart of Baxter's commercial area, just off the intersection of Highways 371 and 210, adjacent to the commercial uses fronting those two highways, but also to higher density residential uses, the Paul Bunyan Trail, and the Northland Arboretum. The property is over 80 acres in size and, as such, it offers great possibilities for redevelopment to a variety of uses.



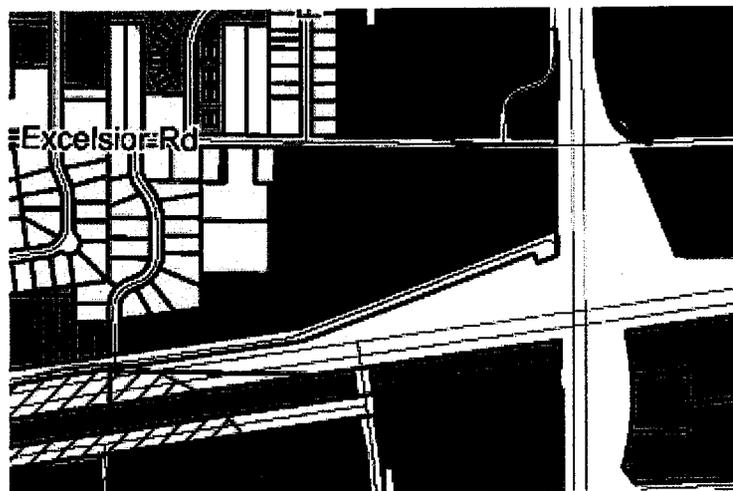
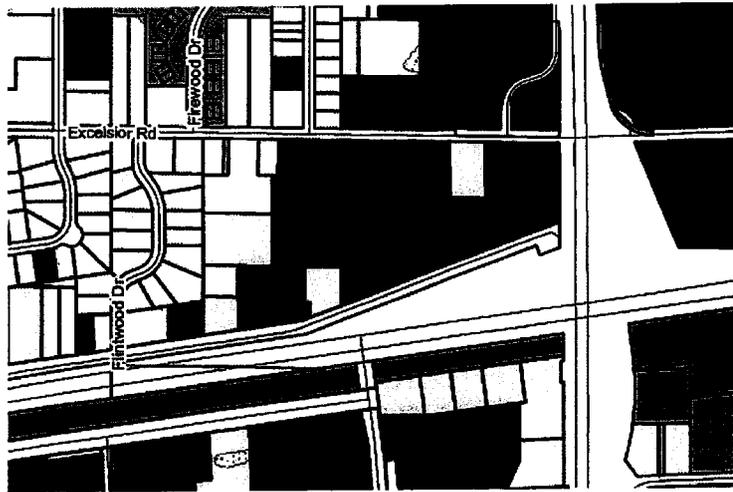
With adjacency to a variety of intense uses, but also access to a major trail and open space, the site is ideal for an intense Mixed Use designation in the Land Use Plan. The Mixed Use designation would define an appropriate combination of commercial, residential and other uses, but would also be sensitive to transitions and buffers at its edges. The intent is to make an attractive, accessible, walkable blend of uses where residents and patrons could take maximum advantage of the location, amenities and connections to other parts of Baxter and beyond.

NW Quadrant – Highways 210 & 371

The existing uses in the NW quadrant of Highways 210 and 371 consist of a mix of commercial and institutional uses, transitioning to residential uses to the west. A portion of the existing land use map is shown to the right, with an aerial photo below that.

There is a bank, an industrial building, a church, a hotel and an office building, plus several vacant parcels. The uses on the north side of this area have access to Highway 371 at Excelsior Road, but the uses on the south side of this area have direct access to the frontage road, Fairview Road, and only partial access to Highway 210.

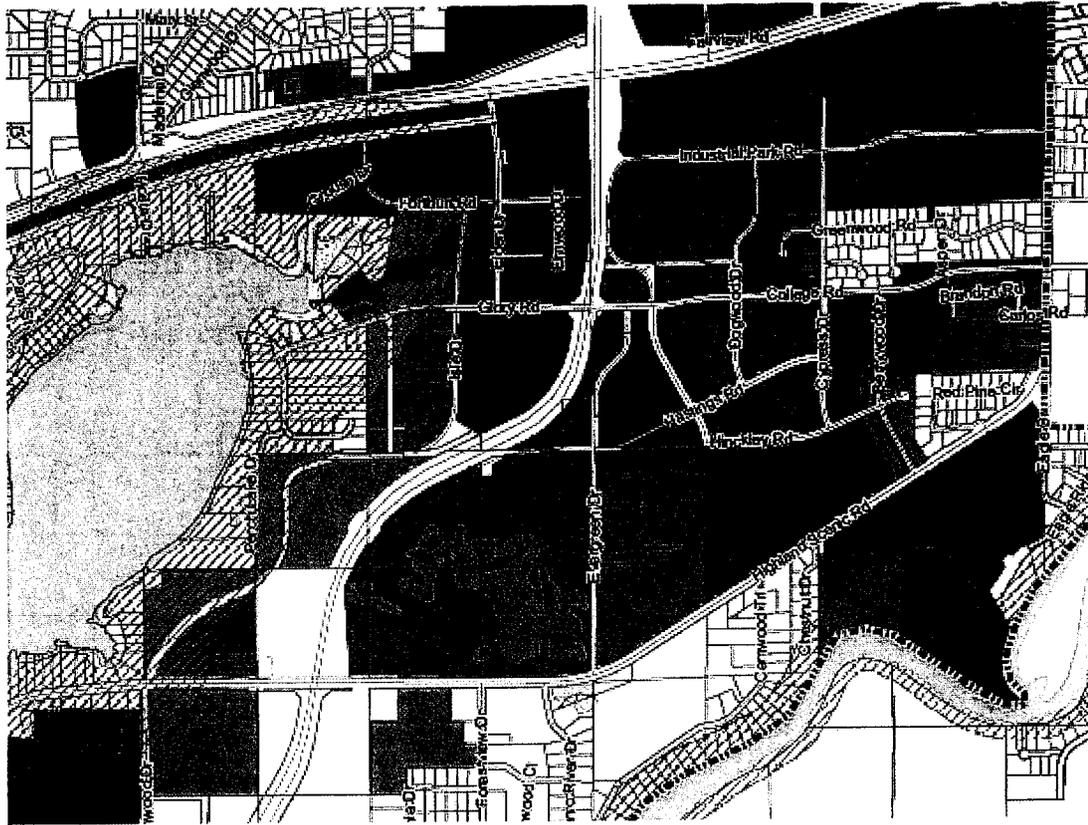
Given its location along Highway 210, guiding most of the area for commercial uses is appropriate, as illustrated in the portion of the Land Use Plan map to the right.



Southeast Baxter Highway 371 Corridor

The property along Highway 371 in southeast Baxter poses a number of important land use issues for the City, involving the character of commercial and industrial areas, design issues in the high visibility corridor, and the transition to residential uses.

In the industrial areas along Industrial Park Road, College Road, Dogwood Drive and Cypress Drive, there has been considerable discussion about how best to address the character of the area, including land use and design issues. The Land Use Plan suggests industrial uses remain in the purple areas – shown on a portion of the map below – but keeping the two-tier architectural standards that are in place now in the Zoning Code.



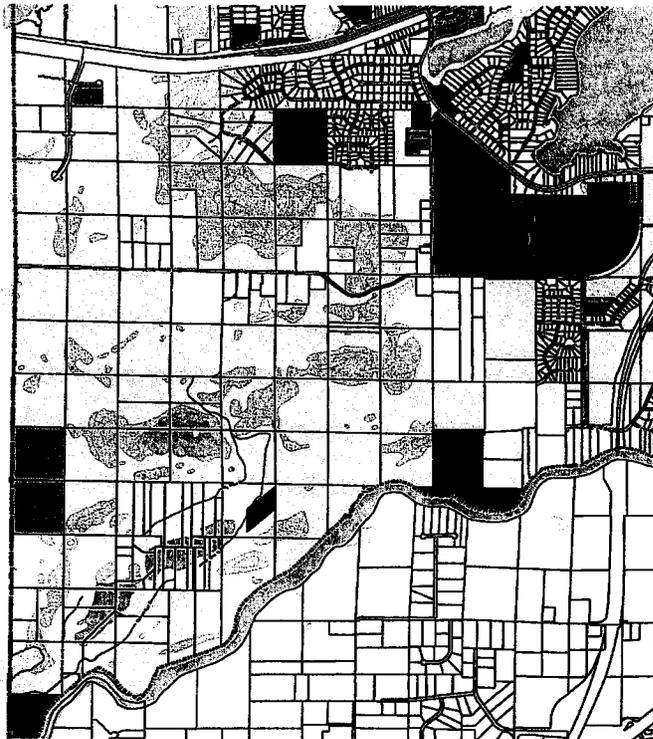
A large portion of the SE Baxter area north of County Road 48 is guided in this Plan to Business Campus – the pink area in the map above. This new designation would extend some of the less intense industrial uses allowed in the industrial park, with some commercial uses allowed, but not continue the large-scale intense commercial characterizing the Highway 371 corridor further north. County Road 48 is the first intersection on northbound Highway 371 in Baxter and as such the community wants to maintain a visual character associated more with a business campus than a shopping center.

The Business Campus designation includes both sides of Highway 371 north of County Road 48. On the east side, this extends east to Evergreen Drive, at which point the guiding reverts to Industrial. On the west side, Business Campus is guided in the NW quadrant of Highway 371 and County Road 48, but west of the future extension of Isle Drive the guiding is for Medium Density Residential uses, due to its location near Perch Lake.

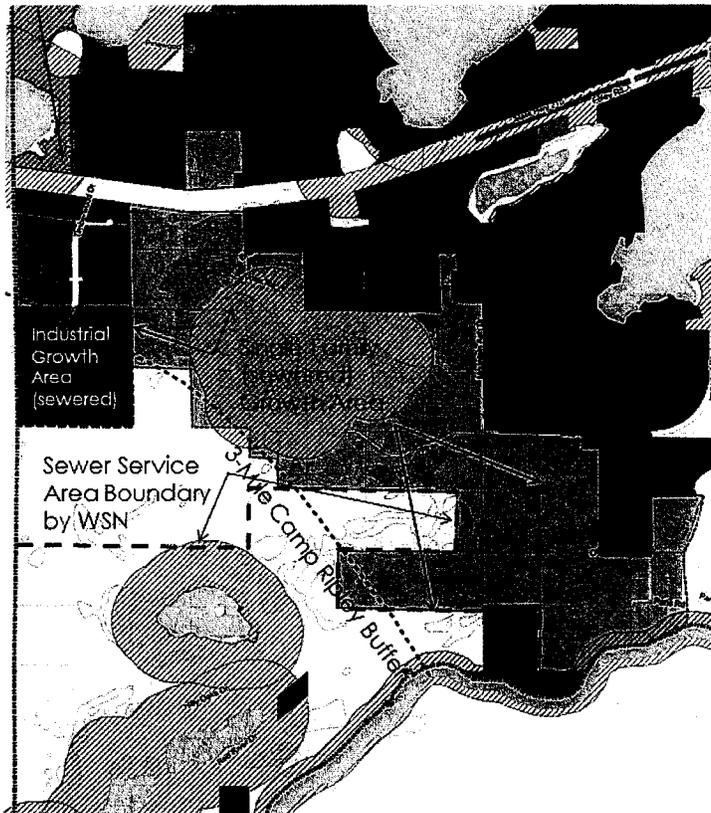
South of County Road 48 on both sides of Highway 371 the Land Use Plan calls for Medium Density Residential, with all Low Density Residential south of that to the Mississippi River. This preserves the residential character of Baxter from its southern gateway at the river to County Road 48.

Southwest Baxter

The southwest corner of Baxter is the most rural and least developed in the City. There are many reasons for this – it is farther from major highways, large lakes that attract lakeshore homes, and from city sewer and water infrastructure. It has numerous large wetland areas which inhibit dense development, and it is closest to the NE edge of Camp Ripley which has requested a buffer, owing to noise and safety concerns. The existing land use in the southwest area is shown on the map to the right. It features mostly Agricultural, some Rural Residential, and small areas of Industrial uses.



The city's consulting engineer has also determined a Sewer Service Areas (SSA) Boundary in southwest Baxter where sewer service could reasonably be provided, as illustrated on the map on the following page. The boundary follows existing parcel lines, which in most cases are quarter-quarter section lines. Due to the topography and wetlands, over two square miles in southwest Baxter are considered outside the Sewer Service Area boundary for the foreseeable future.



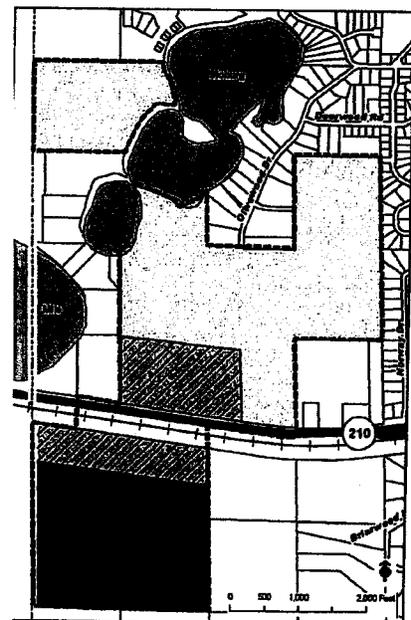
Camp Ripley also hopes to limit development within a 3-mile buffer from the camp, called the Army Compatible Use Buffer (ACUB). The ACUB line is also shown on the map to the right as well. Within this area, the Army has an ongoing effort to buy development rights and urges limited residential development to avoid conflicts with activities at Camp Ripley. The ACUB is intended to limit residential, but not industrial development.

The Land Use Plan in the southwest area shows most of the area as Rural

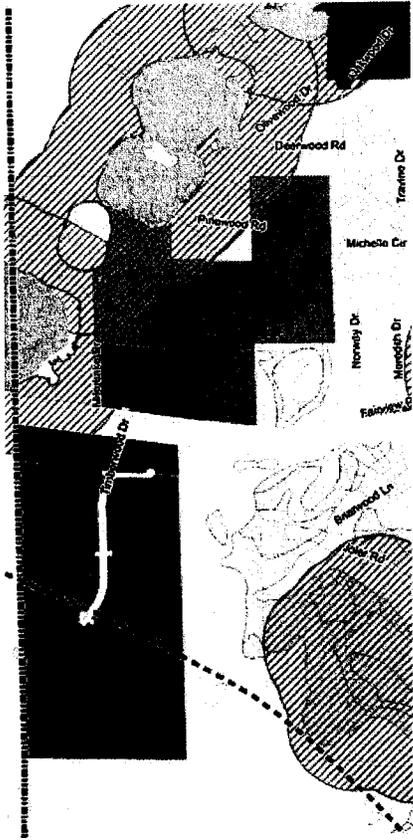
Residential in keeping with its status outside the SSA and inside the ACUB. But the areas within the SSA are shown as future Low Density Residential. In addition in the area closer to Highway 210 at the west edge of the City, an extension of the Industrial land use designation is shown on the Pottlatch property. This is discussed further below.

Pottlatch West Baxter AUAR

The Pottlatch West Baxter AUAR was completed in 2008 and the property owners are considering alternative land uses to better respond to future development. The area includes 465 acres in which they propose a mixture of residential (shown as yellow, Mixed Residential in the map to the right), commercial (shown as pink with slashed lines) and Industrial (shown as purple) located south of Hwy. 210. The intent of the proposed Mixed Residential is to provide greater flexibility in site design and movement of density within the site to better preserve the area's ecologically and aesthetic values.

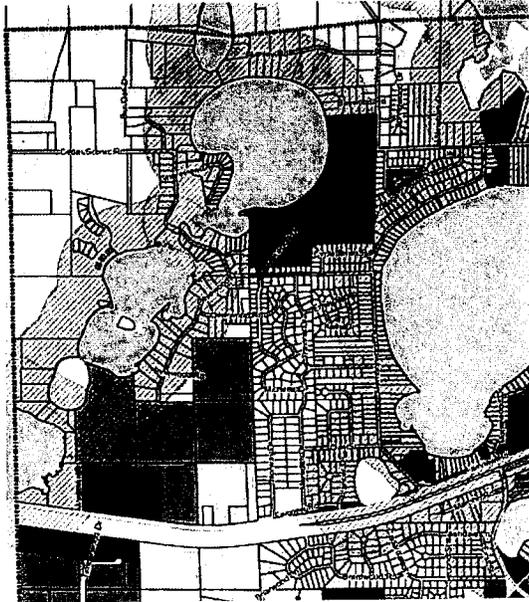
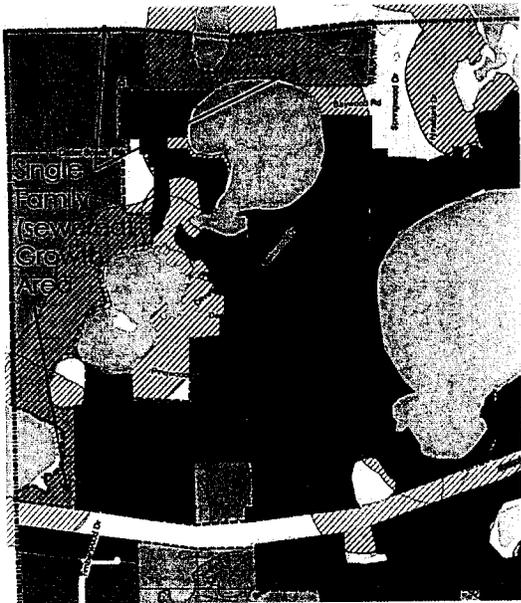


The Baxter proposed Land Use Plan follows closely the Pottlatch plan, with a few modifications. In discussions on this area, the LRPC recommended that the basic land use pattern be followed, but that any Commercial uses in this area should not be a repeat of the intense commercial development on north Highway 371. The intent is that there would be a "gateway" designation for these parcels that would require more attractive uses in this visible location, with less prominent parking, less signage, attractive building and landscaping, and other specific standards to be developed in the zoning code for this area. The Industrial designation south of Highway 210 is agreed to and extended further south beyond the Pottlatch property to Mapleton Road. These land use designations are illustrated on the map excerpt to the right.



Northwest Baxter

The northwest portion of Baxter is also sparsely developed and mostly not served by City sewer and water. The Sewer Service Area Boundary does extend to the full city limits in the northwest corner of the City, as shown in the map below left. The existing land uses in this part of the City are Forest/Agriculture, Rural Residential, and Vacant. The Future Land Use Map, below right, shows the entire northwest corner of Baxter designated at Low Density Residential.



[insert WSN Sewer]

[insert WSN Water]

[insert PPT sewer service areas]

CHAPTER 2 - MANAGING GROWTH AND DEVELOPMENT IMPLEMENTATION PLAN

DESCRIPTION	TIMING: Short	Medium	Long	Ongoing
1. Highway 371 Corridor Plan	Create a Highway 371 corridor plan that provides guidance and plans/design guidelines for land use, infill and redevelopment opportunities, transportation, safe bicycle/pedestrian elements, landscaping and public spaces.	X		
2. Conservation Design Standards	A) Develop standards for conservation design principles that protect Baxter's sensitive or unique land and water features.	X		
	B) Develop conservation overlay district standards including but not limited to: 1) Lighter footprint on the land; 2) Cluster development; 3) Smaller roadway requirements; and 4) Other types of conservation design principles.			
3. Zoning Districts	Create new residential zoning districts to replace the F, Commercial Forestry and RS, Special Residential/Cluster districts. Zoning districts expected may include: 1) A Rural District - Land expected to stay rural 2) An Existing Large Lot, Future Urban Residential District - Land that is rural today but is planned for future urban development. This district should include larger minimum lot size requirements to prevent large lot subdivisions on well and septic that prevent future urban development with city services. 3) An Existing Small Lot, Future Urban Residential District - Land that is on subdivided on smaller lots with well and septic but is planned for future urban development.	X		
4. Zoning Map Amendments	Review the city's zoning map compared to the Future Land Use Plan and consider zoning map amendments as appropriate for the zoning map to be consistent with the Future Land Use Plan	X		
5. City Code Review	Review City Code and revise any inconsistencies from the Comprehensive Plan.			X

City of Baxter

Comprehensive Plan Update

Chapter 3 – Transportation

Introduction



Baxter is served by two major State highways, 371 and 210, which cross the community north-south and east-west, respectively. From the standpoint of many visitors and tourists, Baxter is defined by the Highway 371 corridor. To residents and businesspeople there is much more to transportation and Baxter generally, than the two highways. The Transportation chapter will review transportation related goals, analyze basic traffic data, discuss the function of the major roadways in Baxter, and look at the large issue of multiple modes of transportation, including bicycle and pedestrian routes; sidewalks and trails.

The Baxter/Brainerd Lakes area is considered the heart of Minnesota's north woods country tourism industry, and the Highway ~~317~~371 corridor is the center of commerce for the area.

The full set of Goals for the 2014 Comprehensive Plan is included in the appendix, but two of those goals concern transportation issues:

Goal: Coordinate transportation with land use planning.

Key planning theme:

Traffic and transportation, maintaining infrastructure.

Rationale: The transportation system and land use are closely linked. Each has a direct impact on the other.

Policies:

1. Implement transportation system improvements according to existing (and future) studies that address congestion, improve access and connections and meet forecasted development demand and future traffic impacts.
2. Work with neighboring communities, townships, and counties to develop an efficient, regional transportation system to minimize congestion.

3. Require traffic impact studies for development that will affect collector or arterial roadways.
4. Continue creating a positive image along the city's corridors and gateways through building, site design, and signage standards and the development of gateway features.
5. Identify and implement on-road bicycle corridors along major roadways where feasible.

Goal: Maintain and improve the existing transportation system to provide safe and functional multi-modal roadways.

*Key planning theme:
Traffic and transportation*

Rationale: The existing roadway system is vital piece of the city's infrastructure system requiring regular maintenance and management to control congestion, maintain safety and provide a variety of multi-modal opportunities throughout the community.

Policies:

1. Develop and maintain a plan for existing roadway upgrades and maintenance.
2. Continue to require sufficient right-of-way and easements on existing roadways in new development to ensure future traffic needs will be addressed.
3. Integrate pedestrian and bicycle trails (on and off road) where feasible into the design of existing and new roadway facilities that provide links to existing trails and to key destinations such as neighborhoods, parks, schools, commercial areas, and public uses.
4. Design and identify a funding mechanism for construction of grade separated crossing of Hwy. 371 that provides connection to the Paul Bunyan Trail.
5. Provide safe pedestrian routes and crossings for schools.
6. Maintain (or define) a truck route system to serve industrial uses and minimize impact on other parts of the roadway system.
7. Use traffic management technology to improve the operations and pedestrian safety of the roadway system.

8. Design and install appropriate traffic calming features to minimize speeds and discourage through traffic from intruding on residential areas.

In addition, two policies under other goals have a strong connection to transportation issues.

Policy: Create a corridor plan for Hwy. 371 for commercial, and office development that includes land use, transportation, and design guidelines.

Policy: Create a Hwy. 371 Corridor plan that provides guidance and specific plans for land use, infill and redevelopment opportunities, bicycle/pedestrian elements (including safety) and public spaces.

Traffic and Roadways

Traffic numbers on Highways 371 and 210 have changed in recent years, and they tell a story about an evolving Baxter community. The graph below summarizes average annual daily traffic (AADT) on the two highways in Baxter at four points in time: 2000, 2005, 2007, and 2009. The blue lines track Highway 371 AADT at five points:

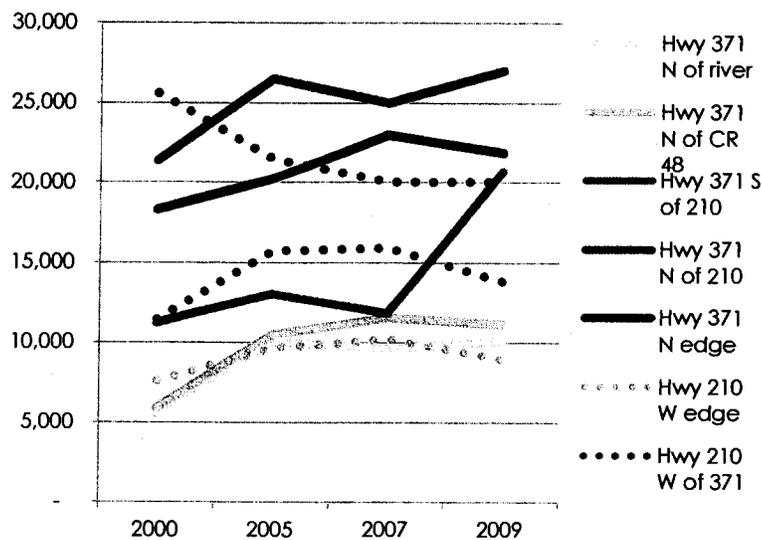
- North of the Mississippi River in southern Baxter
- North of CR 48, also in southern Baxter
- South of the Highway 210 intersection
- North of the Highway 210 intersection
- At the north edge of Baxter

Similarly, the red and orange dotted lines show AADT on Highway 210 at three points:

- At the west edge of Baxter
- West of the Highway 371 intersection
- East of the Highway 371 intersection, toward Brainerd

AADT – Highways 371 & 210, Baxter

The numbers show that traffic has been steady or increased dramatically in places on Highway 371, but has stayed steady or decreased on Highway 210. It is reasonable to assume that some of the decreases in traffic could be due to the recession in 2008-2012, and that traffic will increase in coming years. But the increases



in traffic on Highway 371 south of Highway 210 and at the north edge of the City are likely due to new businesses in both those locations, attracting significant business traffic on the highway. This is evidence of an increasingly busy Highway 371 commercial corridor, something residents and businesses discussed often in the conversations on the Comprehensive Plan. The highway is seen as both "blessing and curse" opportunity and challenge, bringing customers and business, but creating congestion and a barrier to community life.

The AADT numbers are adjusted to take into account seasonal fluctuations and represent an annual average. Summer traffic in Baxter increases significantly and is major issue in the community, the source of much of the frustration with Highway 371.

Parallel Corridors to Highway 371

Due to the seasonal fluctuations of traffic on Highway 371, Baxter's transportation plan promotes the improvement of existing and proposed parallel corridors to Highway 371. Improvements to parallel corridor roadways will increase traffic efficiency in Baxter by offering alternative roadways that would be chosen/preferred by local traffic over Highway 371. With roadway improvements, the following roadways would serve as parallel corridors to Highway 371:

West of Highway 371

- Future Isle Drive
- Forthun Road
- Foley Road
- Inglewood Drive
- Fairview Road
- Edgewood Drive

East of Highway 371

- Future Cypress Drive
- Dellwood Drive

Future Roadway Classification

The roadways in Baxter are classified according to a functional classification system based on a hierarchy of major roadways. The attached Figure XX, Future roadway Classification, shows the roadways in Baxter and their classification, including planned future roadways. The major roadways and their classifications are as follows. Note that some roadways do not carry the designation for their full length in Baxter:

Principal Arterial:

- MN Highway 371
- MN Highway 210

Minor Arterial:

- Ingelwood Drive
- Excelsior Road
- College Road
- *Highland Scenic Drive/CSH 48 (future connection, south of Hwy 210)*
- *Cypress Drive (future)*

Urban Collector:

- Pine Beach Road
- Woida Road
- Clearwater Road
- Edgewood Drive (west Highway 371 frontage road)
- Dellwood Drive (east Highway 371 frontage road)

- Golf Course Drive
- Memorywood Drive
- Industrial Park Road
- Highland Scenic Road/CSAH 48
- Knollwood Drive
- Mountain Ash Drive
- Mapleton Road/CR 170
- Cypress Drive (future)
- Isle Drive (future)
- Elder Drive (future)
- Forthun Road (future)
- Foley Road (future)
- Timberwood Drive (future)
- Mile Lake Drive (future)

Rural Minor Collector:

- Crystal Road (future)
- Cedar Scenic Road (future)

[insert Future Roadway Functional Classification map]

Access Management

Access management is a principle of providing adequate access from roadways to other roadways and properties, while maintaining traffic flow and safety on higher level roadways. Access management guidelines protect the public investment in the roadway system and provide guidance for private property developers. Generally, lower volume roadways can provide access at more frequent locations and higher volumes roadways need to restrict access to much longer intervals. Minimum guidelines for access control will be established by the City Council in consultation with City staff, but the following table represents a typical industry standard.

Type of Access	Principal Arterial	Minor Arterial	Urban Collector	Rural Minor Collector	Local Street
Residential Driveways	No direct access	No direct access	No direct access 1/8 Mile	No direct access 1/8 Mile	No direct access Min. 30 Feet
Commercial Driveways	No direct access	Based on Speed, Traffic Volume, Site Distance, etc. (1/4 - 1/8 Mile)	Based on Speed, Traffic Volume, Site Distance, etc. (Min. 500') (1/8 - 1/16 Mile)	Based on Speed, Traffic Volume, Site Distance, etc. (Min. 200') (1/8 - 1/16 Mile)	Based on Speed, Traffic Volume, Site Distance, etc. (Min. 100 Feet)
Low volume (Local) Streets	1/8 Mile	1/8 Mile	1/8 Mile	1/8 Mile	1/16 Mile
Rural Minor Collector Streets	1/2 Mile	1/2 Mile	1/4 Mile	1/8 Mile	1/16 Mile
Urban Collector Streets	1/2 Mile	1/4 Mile	1/4 Mile	1/4 Mile	1/8 Mile

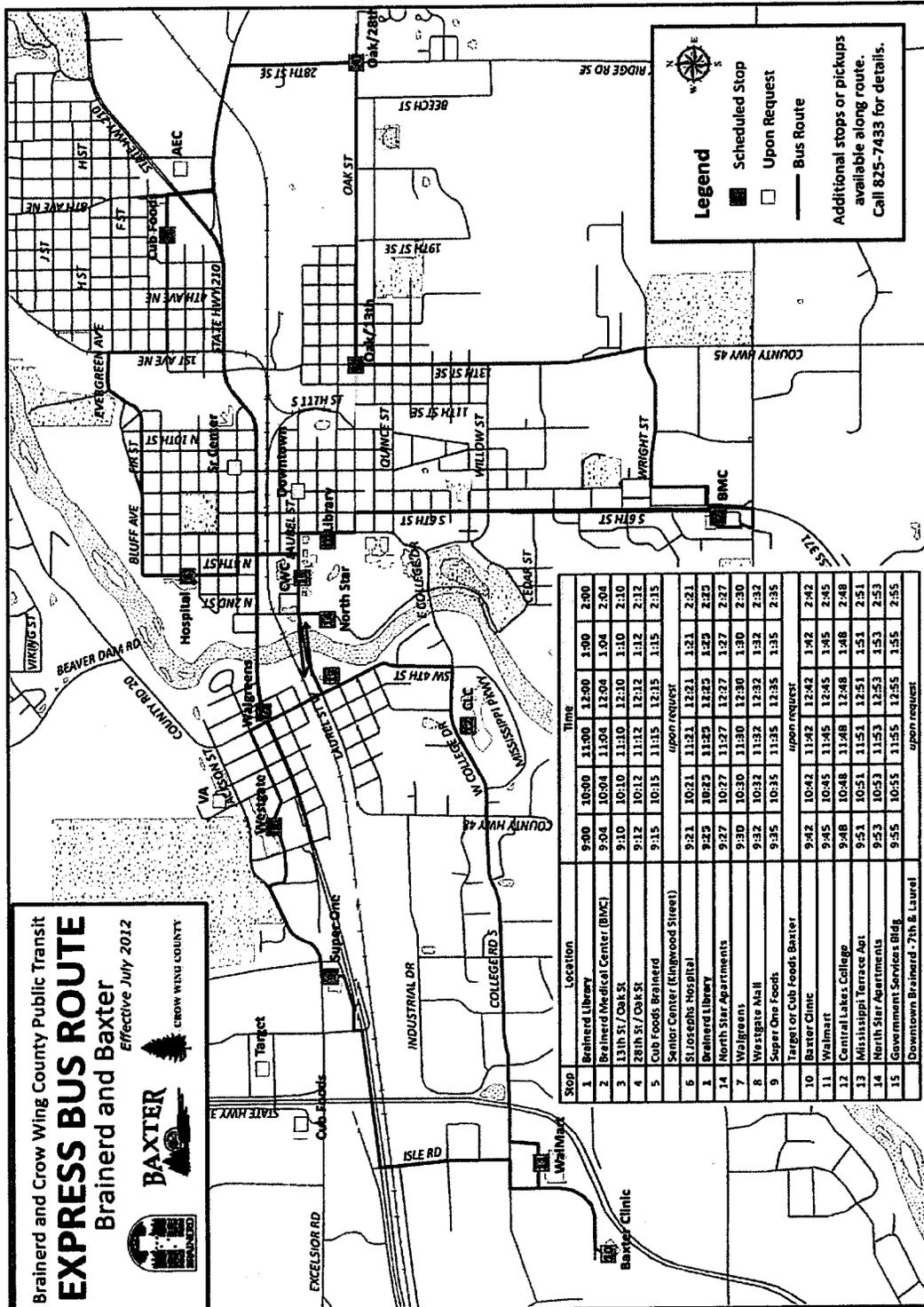
Trail Connections

The Parks, Trails and Open Space chapter has a full discussion of trail planning and connections in Baxter. Bike lanes and trails are becoming an integral part of the transportation system and not just a recreational tool. The goal is to provide safe, efficient connections to important destinations and neighborhoods through an integrated system. Not only are trails functional from a transportation standpoint, but they contribute to an active lifestyle and healthier communities.

Baxter currently has an infrastructure system of trails and bike lanes throughout the city. The vast majority of trails are located in roadway right-of-way or parallel to the street. In future planning, advocating for off-road trail systems or pedestrian paths that are parallel to the street will enhance the community. These types of trails are used more extensively and can be less expensive to build and maintain, as they require less material than on road bike lanes.

Public Transit

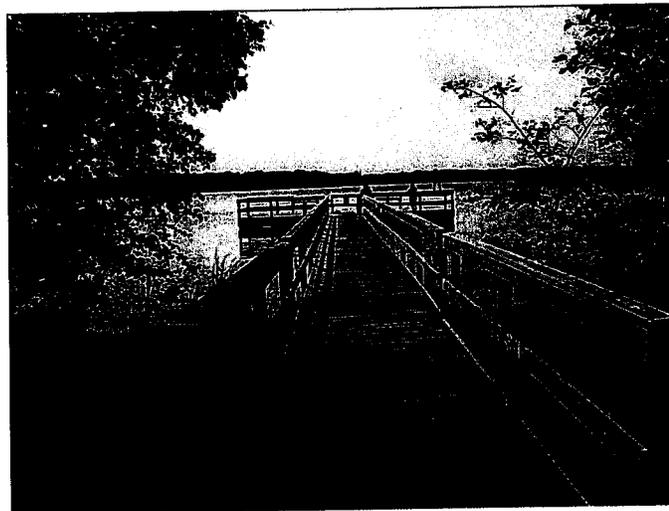
Baxter is served by Brainerd and Crow Wing County Public Transit, offering express bus and dial-a-ride service in Brainerd and Baxter. The Express route and schedule are below. dial-a-ride service is by request within the two cities.



City of Baxter Comprehensive Plan Update Chapter 4 – Parks, Trails and Open Space

Introduction

The City of Baxter has acknowledged the importance of providing park, trail, and open space opportunities that enhance the quality of life for its residents and visitors. Parks and Recreation are essential in promoting community wellness, connecting the individual to ecological value and stewardship, promoting cultural understanding, and fostering economic viability.



The City has reflected these principles through the goals listed below to continue the successes of park development and offer a framework for future growth and renovation.

Parks give communities an essential identity and appeal. Well-maintained, accessible parks and recreation facilities are key elements of strong, safe, family-friendly communities. The park system provides places for learning, fun, and relaxation no matter what the age or ability.

Parks play a key role in preserving water and air quality, providing visual relief, and protecting wildlife. People learn about ecological processes and interrelationships firsthand in parks and open space. Parks and trails offer an attractive quality for new residents, visitors, and prospective developers. Community gatherings and youth events are held in the park system that brings people together to create a sense of belonging. Civic identity and pride result from a well-maintained, diverse park, trail, and open space system. Open space preservation also promotes communities to grow in a sustainable manner that limits unplanned and incompatible land use growth.

The following goal and policies related to parks, trails and open space are from the full set of Goals that are included in the appendix to this Plan.

Goal: Continue to provide for the park, recreation, trail and open space needs of the Baxter community.

Key planning theme: Parks, trails and open space, maintaining infrastructure

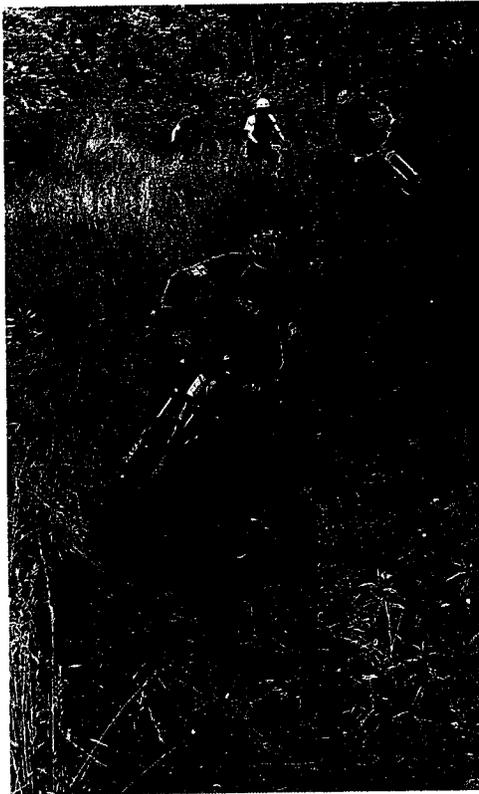
Rationale: Areas for active and passive recreation and open space enjoyment are essential to maintaining the character of Baxter and to quality of life. Given Baxter's location in the Heart of the Lakes region, the City of Baxter places a strong emphasis on providing a quality parks, trails and open space system for residents and visitors to the community.

1. Update the existing Baxter Park and Recreation Plan to meet current and future park, trail, and open space needs:
 - a. Define current and future needs for passive and active parks, trails and open spaces to provide a full range of recreational opportunities
 - b. Determine current and future community and event facility space needs (including potential shared facilities with the school district)
 - c. Determine the need for additional or improved maintenance facilities
 - d. Determine adequate fees are acquired to meet park and trail development needs.
 - e. Work with neighboring cities, townships, counties, DNR, State of Minnesota, Federal, military and other relevant agencies to develop a coordinated and connected local and regional park/trail system.



2. Acquire sufficient park and open space to meet to meet current and future needs.
 - a. Define acquisition search areas based on a prioritized master plan.
 - b. Pursue public and private funding opportunities for land acquisition for preserving open space within the city.
 - c. Maintain current parks, beaches, trails and recreational areas to highest standards for Baxter residents and visitors to enjoy.

3. Update the existing trail plans to connect parks, community facilities, shopping, school and regional trail systems.
 - a. Identify gaps in existing trail system within existing parks and open spaces as well as missing connections between destinations and commercial areas to create full loop trails benefiting all neighborhoods in Baxter.
 - b. Create designated on-road cycling lanes with signage, striping on major roadways.
 - c. Require sidewalks and/or trails in new development and redevelopment projects.
 - d. Create opportunities for safe designated snowmobile trails with access to the Paul Bunyan Trail.
 - e. Design and identify a funding mechanism for construction of a bike and pedestrian bridge over or under Highway 371 that provides connection to the Paul Bunyan Trail.



Park Planning

Baxter benefits from having a variety of parks within its boundaries ranging from neighborhood parks such as Loren Thompson and Southdale Parks to community parks such as Whipple Beach and Oscar Kristofferson Parks. Other recreation, park and natural areas within the city limits and nearby include the Northland Arboretum and the numerous lakes and biking and walking trails that provide important passive and active recreation to residents. Baxter's park system includes seven parks with the amenities summarized in the table below.

Park Name	Park Classification	Basketball Court	Ball Fields	Boating Cages	Canoe Access	Drinking Fountain	Fishing Pier	Hockey Rink	Kitchen Facilities	Picnic Shelter or Benches	Playground	Parking	Public Beach	Soccer Fields	Tennis Courts	Trails	Restrooms (including portable)	Volleyball Court	Warming house
Berrywood Park	Neighborhood																		
Loren Thompson Park	Neighborhood																		
Mississippi Overlook Park	Passive-open space																		
Oscar Kristofferson Park	Community Park																		
Riverview Park	Passive-open space																		
Southdale Park	Neighborhood																		
Whipple Beach Recr'l Area	Community Park																		

Park Classifications

Baxter's parks can be classified according to their use and function. This section defines those classifications and typical standards for parks and trails. These can be used as the city explores upgrades to existing parks or development of new parks. Standards are designed to assure that residents have convenient access to parks and that the community has a range of active and passive recreation facilities to meet current and future needs.

Active - Community Parks: These parks provide for more community-scale recreational activities with a wider variety of facilities such as tennis courts, ball fields, swimming, and ice skating rinks. Community parks serve a 1-2 mile service radius or more and are 30-60 acres in size.

Active - Neighborhood Parks: These parks provide residents with places for active recreation close to home and designed to provide day to day recreation facilities for residents within a ½-¾ mile or a 10 to 15 minute walk from home. Neighborhood parks usually range in size from 7-10 acres and may include playgrounds, picnic areas, basketball court, trails and connection to the trail system. Other playfields may be provided.

Active – Trails: Baxter has an existing infrastructure of trails and bike lanes throughout the city. Most are located in roadway right-of-ways and parallel to the local street. Active trails are paved surfaced trails used for biking, rollerblading, strollers, jogging, and walking.

Passive - Open Space: Open Space areas have been designated throughout the City in order to preserve significant natural features such as wetlands, wildlife habitat, and wooded areas. This land use is not utilized for recreational purposes but provides aesthetic beauty and protects important natural systems that benefit the City in numerous ways.

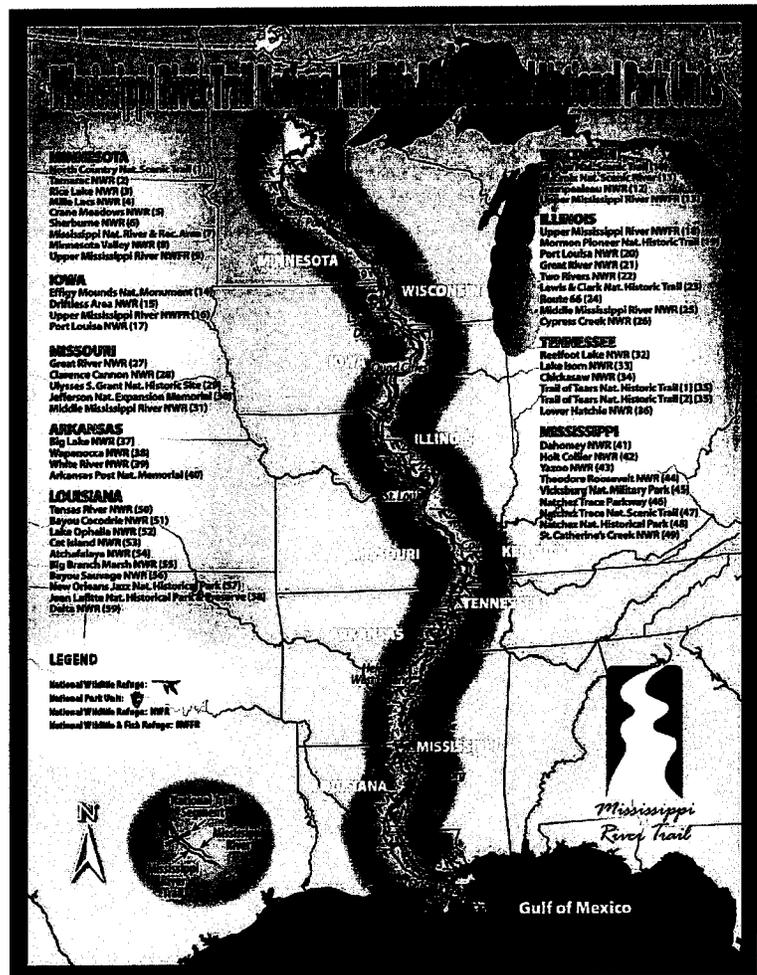
Passive – Trails: Nature preserves and wooded areas have passive trails that are less invasive on the surrounding environment. These soft surface trails utilize natural materials such as wood chips or mulch that typically need to be maintained each year.

State and National Connections

Baxter is a link in a state and national system of roadways and trails – the Great River Road and the Mississippi River Trail, the Paul Bunyan State Trail, and the authorized Camp Ripley/Veterans State Trail.

Established in 1938, the Great River Road travels nearly 3,000 miles through 10 states. In Minnesota, it runs for 575 miles along the Mississippi River, through 11 state parks, state historic sites, Chippewa National Forest, Mississippi National River and Recreation Area, Upper Mississippi River National Wildlife and Fish Refuge, 21 counties and 60 communities.

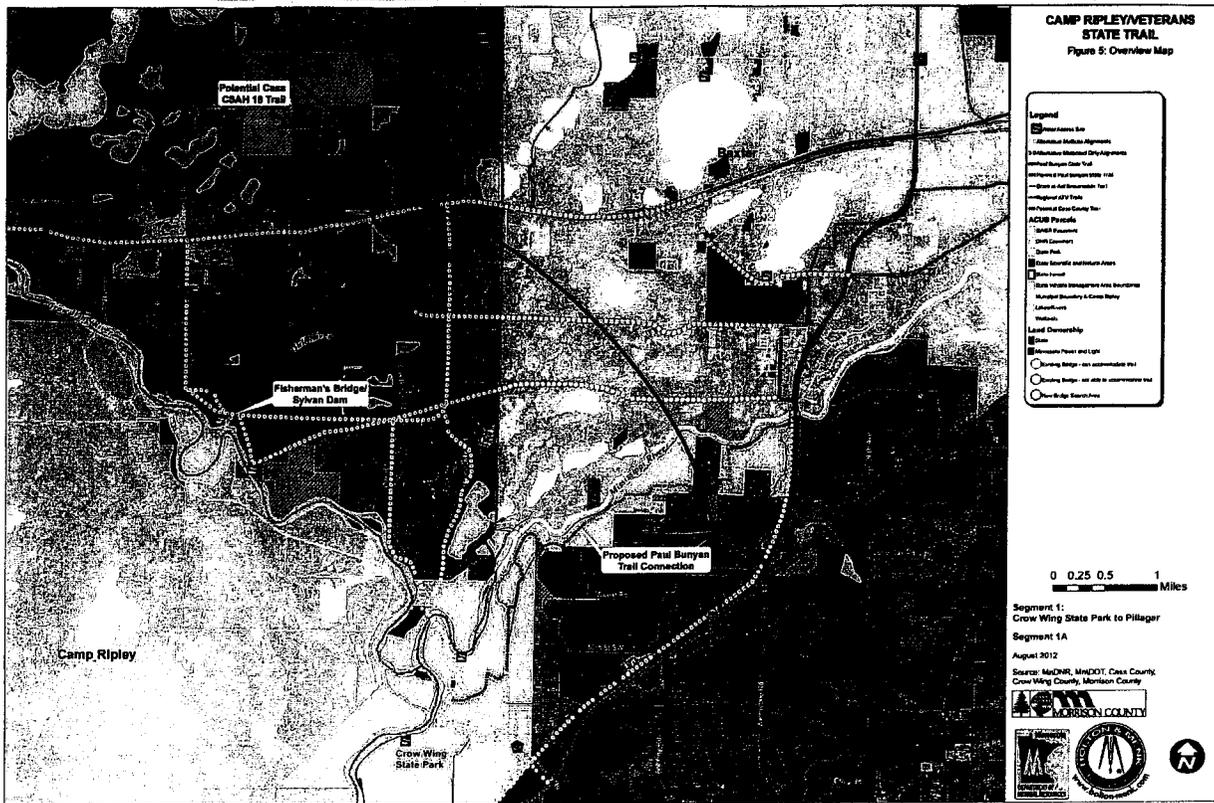
The Mississippi River Trail



(MRT), courses the Mississippi River, from its headwaters in Itasca, Minnesota to the Gulf of Mexico, offering approximately 3,000 miles of on-road bikeways and pedestrian and bicycle pathways for the recreational enjoyment, health, conservation and tourism development of river communities, river states, and the nation

The Minnesota portion of the MRT winds roughly 620 miles from Itasca State Park to the Iowa border. Located largely on the shoulders of paved roads and on low-traffic roads, the route also includes relatively long segments of scenic state and regional trails. In the Baxter area this segment of MRT is call Crossings, extending from Little Falls to Grand Rapids.

The Camp Ripley/Veterans State Trail is a newly authorized trail. The trail would link the Soo Line Trail south of Little Falls to Crow Wing State Park and to the Paul Bunyan State Trail in Baxter. There are also possible east/west trail connections that could be constructed through Baxter.



~~Insert existing park & trail map~~



Future Parks

A map of future park needs is found on the attached map. The map illustrates areas that are served within a half-mile radius of existing parks. The City may use this to identify areas where additional park facilities could be provided. As evident from the map, the majority of developed areas of Baxter are served by parks using this half-mile radius except for undeveloped areas of southwest Baxter.

In addition, maps for several city parks are attached with generalized plans for their expansion or improvement. These are:

- Riverview Park
- Oscar Kristofferson Park
- Southdale Park & Soccer Complex
- Loren Thompson Park
- Berrywood Park
- Whipple Beach Recreational Area

Park Funding

The City requires land dedication at the time land is platted in the amount of 10 % (gross) for residential and 5% for commercial/industrial or PUD. Alternative land dedication in lieu of cash may be considered by the City based on an annual fee schedule. This dedication is meant to provide funds for further development and improvement of the park system. Other funding or partnership options exist to help meet local park, trail and recreation needs including the following:

- Public and private partnerships such as sharing the development of facilities with churches and schools
- Sales or property tax for specific facilities
- State or Federal grants
- Association/ park user fees

Trail Planning

Communities across the country have worked hard to improve their quality of life through developing trail systems – connecting individual trail segments to form larger recreation and transportation networks. Creating more trail connections among existing trails multiplies their effect and usage. Trails provide opportunities for people of all ages to walk to local destinations, bike to work, exercise, meet neighbors, observe local wildlife, and experience the outdoors with their families in an efficient and safe manner.

A newer trend in trail planning has emerged that engages transportation engineers, water resource specialists, ecologists, planners, and open space advocates. Today, trails have become part of greenway corridors that provide wildlife habitat and movement corridors, open space vistas, water treatment benefits, opportunities to interpret local history and culture, among other benefits.

In future planning, advocating for off- and on-road trail systems or pedestrian paths that are parallel to the street will enhance the community.

In both regional and local surveys, when given a choice, the majority of people would choose to walk or hike through a natural setting rather than along a busy roadway. Again, focusing on developing trails in these types of settings rather than along a busy roadway should be a high priority for the City of Baxter.

Baxter can begin to promote a systems approach to trail development utilizing parks and open space whenever possible instead of on-road connections. The City can also be strategic in planning connections that link to other communities and destinations such as schools, parks, natural areas, and retail. As redevelopment occurs throughout the City, Baxter can use trails and greenways to impact this development and continue making off-road scenic trail connections.

The Parks & Trails map shows existing and proposed trails. The proposed trail segments were mapped based on input from the community and Parks and Trails Commission. This map includes future segments and defines the type of trail necessary for each segment. The map also illustrates bike corridors which are on-road, signed corridors aimed at providing bicycle commuting routes along major roads reaching all destinations in Baxter.

The Paul Bunyan Trail is an extensive trail originating in Baxter that stretches to north of Bemidji. This trail is located on the abandoned Burlington Northern Railroad right-of-way. This regional trail is a big asset to Baxter and serves as a great local as well as tourist attraction.



A southern leg of the Paul Bunyan Trail ~~will be~~ was constructed in 2014 ~~in~~ from Crow Wing State Park ~~which will connect~~ connecting to the south side of Baxter at the Highway 371 Mississippi River bridge.

A goal of the City of Baxter is to improve the location of the Paul Bunyan Trail in the southern part of Baxter from Highway 210 south to the Highway 371 bridge.

Insert park & trail plan here

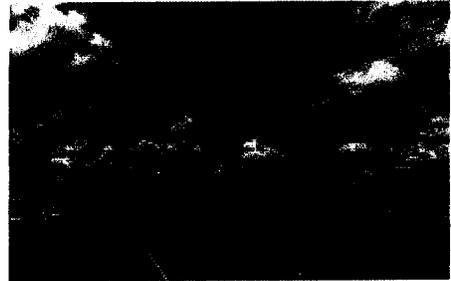
CHAPTER 4 - PARKS TRAILS AND OPEN SPACE IMPLEMENTATION PLAN

DESCRIPTION	TIMING:			
	Short	Medium	Long	Ongoing
Trails				
1. Maintain Existing Trails	Maintain the quality of existing trails through annual Capital Improvements Program (CIP)			X
2. Pedestrian Study Area				
A. Highway 371 Trail Crossing	Complete a feasibility study to determine the location, type of crossing and cost. Develop a Highway 371 trail crossing. Construct east/west trail connections out from the 371 crossing location	X		X X
B. Edgewood Drive	Excelsior Rd. to Wolda Rd. - Prepare a feasibility study for a sidewalk corridor. Study should consider Commercial/Residential (backage trail) connectivity and trail system connectivity.	X		
C. Dellwood Drive	Universal Rd. to Wolda Rd. - Prepare a feasibility study for a sidewalk corridor. Study should consider Commercial/Residential (backage trail) connectivity and trail system connectivity.	X		
D. Excelsior Road	Inglewood Dr. to Cypress Dr. - Prepare a feasibility study for a sidewalk/trail corridor. Study should consider connection of pedestrian ramps at the Excelsior Rd. Paul Bunyan Trail Bridge.	X		
D. Clearwater Road	Inglewood Dr. to Cypress Dr. - Prepare a feasibility study for a sidewalk/trail corridor. If Clearwater is the optimal 371 Trail Crossing, then the study should consider a complete street design for this segment of Clearwater Road.	X		
3. Paul Bunyan Trail Re-route	Study land south of 210 to determine the optimal safety re-route for the Paul Bunyan Trail. Relocate trail route south of Highway 210		X X	
4. Snowmobile/ATV	Develop safe trail routes		X	
5. Golf Course Trails	Golf Course Dr. and through Golf Course Property at approximately Design Rd.		X	X
6. Fairview Trail	Inglewood Dr. to Memorywood Dr.		X	
7. Safe Trail Crossing	Excelsior Rd. & Conservation Dr.	X		

City of Baxter Comprehensive Plan Update Chapter 5 – Character & Identity/ Maintaining Infrastructure

Introduction

~~Residents and visitors appreciate the appearance and aesthetic quality of Baxter, the community are of interest to many residents of Baxter.~~ Maintaining infrastructure is often closely tied to this character and identify. Early in the Comp Plan process, the LRPC discussed the image of Baxter and the need to take care of its most visible gateways and corridors. The full set of Goals for the Comprehensive Plan is included in the appendix, but the following goals relate directly to character and identity.



Goal: Promote new development and redevelopment of existing corridors to enhance Baxter's character and identity.

Key planning themes:

Traffic and transportation, community character and identity, maintaining infrastructure

Rationale: Baxter's corridors and redevelopment sites are important to the growth of the city's tax base and local jobs while also providing unique settings and opportunities to enhance business and the community's identity.

Policies:

1. Study and inventory land uses within key corridors including State Highways 371 and 210; former Pine Meadows Golf Course, North Baxter AUAR area, vacant parcels south of College Road and scattered infill sites to determine appropriate land uses and redevelopment sites that support and expand the economic vitality of the corridors.
2. Create a corridor plan for Hwy. 371 for commercial, and office development that includes land use, transportation, and design guidelines.
3. Strengthen and enforce building, site design and signage standards to insure high quality development that enhances Baxter's identity and character.
4. Implement a streetscaping and lighting plan for major roadways.

Goal: Ensure that the City's aesthetic character for residents, visitors and business patrons is enhanced through high quality development and infrastructure and the visual attractiveness of key corridors.

Key planning themes:

Community Character and Identity, maintaining infrastructure

Rationale: Physical character and identity affects quality of life and business success. At entrances and key corridors in Baxter, it is important to create an attractive setting.

Policies:

1. Establish a community image theme steeped in Baxter's heritage with participation of residents, business owners and property owners.
2. Develop and enforce a plan to keep the City's gateways attractive by maintaining and enhancing signage, landscaping, or other features at key City entrances.
3. Include improved signage in beautification efforts to direct residents and visitors to lakes/ beaches, river, parks, recreational activity areas, landmarks, and shopping.
4. Encourage business owners to use and increase landscaping and other design aesthetics to beautify their buildings, entrances and parking lots. Create buffer standards to provide natural screening separation between commercial and industrial uses and residential.
5. Promote compliance with all building and zoning codes through effective enforcement strategies and ~~follow through~~ direction with property and/or building owners.

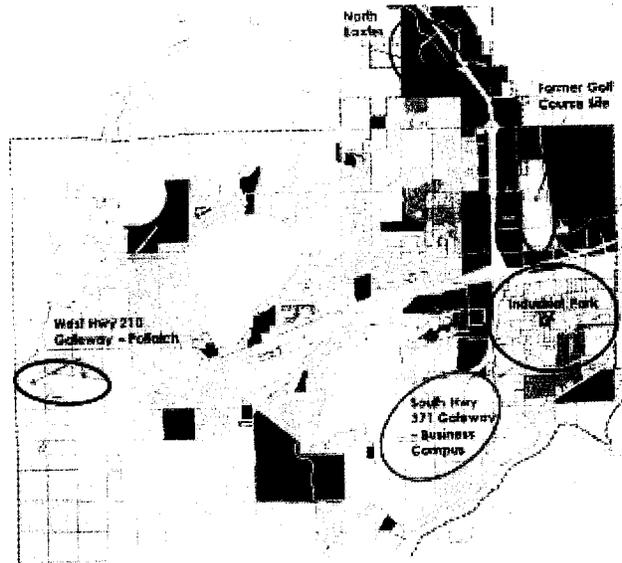
In addition, there are other policies in this Plan that relate to Baxter's character and identify:

Policy: Identify, prioritize and protect sensitive natural features, such as the lakes, rivers, streams, wetlands, natural open space and local parks, as development proceeds. Employ conservation design principles in ~~areas of~~ environmentally sensitive land areas.

Policy: Create and enforce building, site/landscaping design and signage standards to insure high quality development that enhances Baxter's identity and character.

Focus Areas

Community character and identity issues cut across almost all locations and uses in Baxter, but five specific areas have been discussed as warranting attention, due to the opportunity for significant development or redevelopment, noted on the map to the right:



North Baxter. This area includes most of what was studied in the North Baxter AUAR, but those previous plans are no longer being pursued. The area is guided for Mixed Use and represents a significant addition to the commercial/residential mix of the City, which could alter the character of that part of the City.

Former Golf Course Site. The former Pine Meadows Golf Course offers an 80-acre opportunity for new intense development in Baxter. It is also guided Mixed Use on the Future Land Use Plan, and dDesign and aesthetic issues will be important to its successful development. The intent is to create an attractive, integrated, pedestrian-friendly development with access to retail services and the Paul Bunyan State Trail.

This site has been identified in the Whiskey Creek Subwatershed Study as a primary site for regional ponding. The city will work with the property owner to develop a plan. The ponding should be used as a site amenity in addition to its benefit to the watershed and Mississippi River. The site offers an opportunity for a gathering space, restaurant, interpretive center, and residential uses planned an integrated whole.

Industrial Park. There is currently a two-tier system of design standards in the Baxter zoning code in the Industrial District. There was discussion about creating a new Industrial zoning district for these higher profile areas but ultimately it was decided to keep ~~en with~~ the existing two-tier standards.

South Highway 371 Gateway – Business Campus. In southeast Baxter along Highway 371 either side of the intersection with CSAH 48 there is considerable vacant land, much of it currently zoned Office Service. A request was made to zone it C-2, which would allow the largest and most intense auto-oriented commercial uses in the City, similar to what is developed on the north segment of Highway 371. The LRPC recommended that the character of this area be different from north 371 and the Land Use Plan proposes a new land use here – Business Campus – which would allow

office, light industrial and some commercial uses in keeping with a business campus setting.

West Highway 210 Gateway – Potlatch. At the city's west edge on Highway 210 the Land Use Plan guides the frontage for commercial uses in keeping with the plans prepared by Potlatch, the property owners. But this designation is tempered with a similar concern for character and aesthetics and the Land Use Plan calls for a set of gateway standards on these parcels to protect and enhance the character of the corridor.

Implementation Steps

This Plan offers the following practical implementation steps to create a more beautiful Baxter for its residents and visitors alike:

- Public Character/Public Realm
- Green Character
- Design Character

These facets of the built environment each have an effect on the character and aesthetic quality of the city and embrace both public and private responsibilities.

Public Character/Public Realm

The public realm can strongly influence the city's character and aesthetics. The public realm consists of the city's streets, sidewalks, parks, trails, plazas, urban spaces and gateways. The public realm includes a large portion of Baxter's land area and represents a substantial public investment. The design of these elements plays a major role in defining the character of Baxter, and the overall aesthetic quality of the neighborhoods and city overall.

The public realm also includes ~~places~~examples in the city that are important contributors to the city's overall character. These are important due to their role in the city, their visibility and their role in the everyday life of residents.

Major commercial corridors and gateways play a contributing role in the City's character. Having well-defined edges and gateways into a city are important because they communicate the city's image and create a clear sense of arrival and departure. Baxter's edges and entryways are defined by roadways and as such demand attention to design and aesthetics. Baxter's major commercial corridors are highly visible – highways 371 and 210 are not only the major gateways to the city, they are the commercial corridors connecting shopping, business, schools, surrounding communities, and the larger region. The character of these corridors can benefit from improved architectural standards for new development, refined signage

standards, and gateways signage and landscaping features welcoming visitors to Baxter from all directions.

Green Character

A city's green character is defined by its natural, open space and park and recreational elements. There is an opportunity to enhance these elements in Baxter. There is renewed interest in the city for planned greenways and their uses as active recreation areas and trail linkages along with their primary role as flood control.

Parks, trails and open spaces are essential components of the infrastructure of the City. The parks, trails, and recreation areas are just as important as transportation, water and sewer systems. The Park and Trail Plan lays out a network for an expanded park and trail system that will grow as the city expands providing ~~the necessary~~ quality park and recreation needs for existing and future residents of Baxter.

Design Character

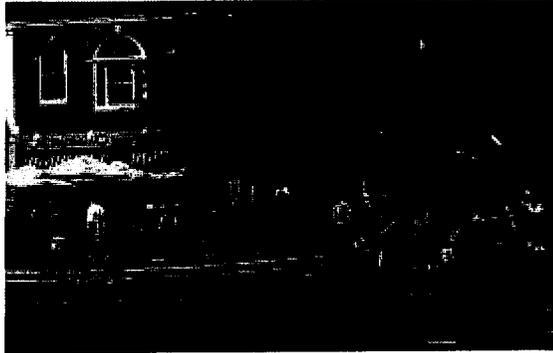
Residents of Baxter are interested in quality of life, including the quality of design that surrounds their lives. High quality design and materials create lasting value for property owners and the community. The zoning code and other regulatory tools will be prepared upon completion of this plan to implement the ideas presented here. Design standards are one such tool to carry out the city's vision. Design standards influence the public realm (streets, sidewalks, plazas, streetscaping) and private (building architecture). Design standards apply to more than just the building architecture but to the site, street, parking, amenities, signage, open space and stormwater treatment. Each land use and subsequent zoning district is unique so the standards will be created to respond to the needs of that district.

Guiding Design Principles that should be considered for ~~any~~all districts:

- Create a compact and diverse critical mass of activity
- Create an identifiable symbol for the City, and focus for civic and cultural activities
- Create a focus for civic and cultural activities
- Define a framework of open spaces and linkages
- Balance the need to move vehicles safely with aesthetics and the needs of pedestrians and bicycles
- Promote high quality architecture

Design Guideline Elements

Streetscapes - usually include streets, sidewalks, street furniture, lighting and decorative elements to lighting. It might include provision for outdoor seating and other elements that attract people and activity.



Street Types - Treat Streets as Part of the Open Space System, not as Barriers.

- Accommodate Alternative Forms of Transportation
- Define a Hierarchy of Treatments for Approach Routes
- Commercial and Residential Streets
- Balance Vehicular and Pedestrian Needs



Entrance Monuments - gateways to the community are important locations for entry monuments.



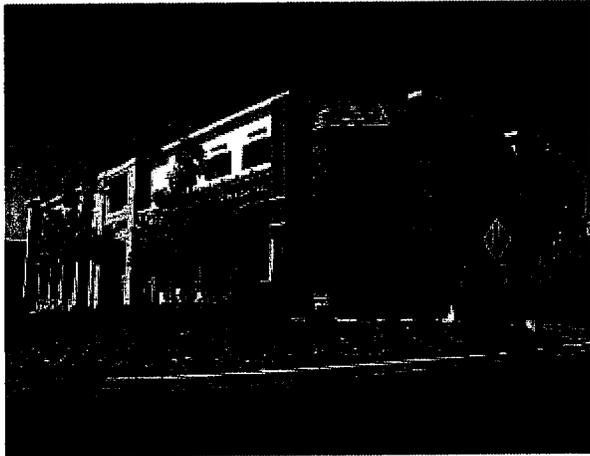
Parking - Need and Design - depending on the district or area parking needs and location may be an important consideration. Are ~~the~~there opportunities for shared parking or a need for a ramp to serve multiple uses? Design of parking lots is also critical to minimize the presence of parked vehicles. Appropriately screening the areas, use of landscape islands to break up the expanse of parking areas can improve the appearance of parking lots.



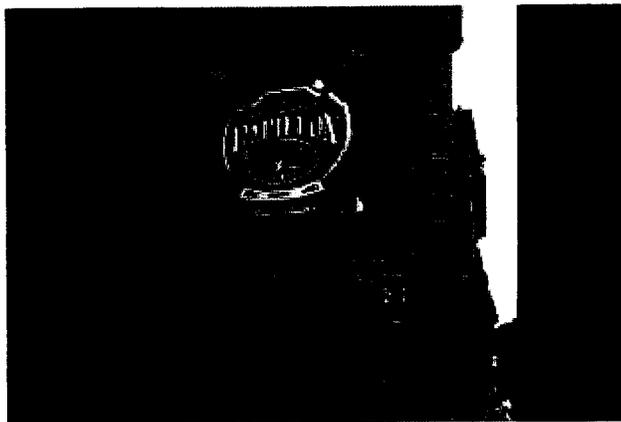
Setbacks - depending on the location, setbacks or build to lines can be an important tool in creating a more traditional or compact mixed use design. Allowing setbacks to be tighter and buildings constructed up to the sidewalk reinforces the pedestrian scale of the design.



Building Architecture and Design - it is essential to encourage high quality architecture. Promote visual interest through proper alignment, proportion, and materials. Place buildings to reinforce streetscapes and open spaces. Design requirements may differ between districts or areas. High quality design can be required of any use in any location.



Signage - building signage provides a great way to be creative and distinctive. Signs are also an important architectural element for any business. However, since signs influence the overall character and appearance of the streetscape, they should be designed to complement the architecture. Signs that are overhanging or projecting signs are very pedestrian friendly.



Open Space - Public Spaces and Amenities - often pockets of open space within developments or redevelopment areas can be used for public gathering areas to relax, enjoy the outdoors or even hold small gatherings. These areas should be designed to support this goal with minimal amenities necessary.



Stormwater Treatment - there are many innovations for new storm water treatment that provide design amenities. Many of these include improved ponds or rain gardens. These can be used in multiple locations and types of developments.



Maintaining infrastructure

The issue of maintaining infrastructure in the community is closely tied in many ways to the character and identity of the community. The following goals and policies relate directly to maintaining infrastructure and are included in the full set of Goals in the appendix to this Plan.

Goal 6: Maintain existing infrastructure and cost effectively manage expansion of municipal utilities and services to meet demand.

Key planning theme: Maintaining infrastructure

Rationale: The municipal utilities and city facilities are a vital piece of the city's services to residents as well as their impact on the city's ability to grow and meet demand cost efficiently and effectively.

Policies:

1. Maintain the City-wide Capital Improvement Plan and map for water and sewer expansion so residents and businesses can set reasonable expectations for future services.
2. Continue to require that all commercial, industrial, office, and mixed use development is connected to City sewer and water services.
3. Require all new residential developments to be connected to City sewer and water services.
4. Promote energy efficient and sustainable design best management practices in all developments.
5. Plan for completion of water and sewer connections in developed areas.
6. Create wellhead and water recharge area protection standards to ensure protection of water resources.

Policy: Promote the improvement of the existing housing stock, and encourage the rehabilitation or redevelopment of substandard housing.



TO: Baxter Long Range Planning and Zoning Commission
FROM: Joshua Doty, Community Development Director
DATE: July 25, 2014 for the 28, 2014 Long Range Planning Commission Meeting
REQUEST: Request for additional services to complete Comprehensive Plan Update
APPLICANT: City of Baxter

1. Background

The city is requesting approval of additional services under the July 16, 2013 contract for Stantec to complete the comprehensive plan update for the City of Baxter. The original contract included a work plan to complete the comprehensive plan update for the city based on a contract amount of \$52,500. Through the update process, the city has added meetings from the original contract, such as a Town Hall Meeting, Chamber Meeting, and additional LRPC meetings. As a result, additional services are required to complete the comprehensive plan update

2. Additional Services Request

Staff finds that four additional meetings (including the July 28th meeting) are required for Stantec to complete the Comprehensive Plan Update process as follows:

- 1) July 28th LRPC Meeting
- 2) All Commission and City Council Meeting
- 3) Public Hearing with the LRPC
- 4) City Council for Adoption

Attached is a specific description of the additional services provided. A breakdown of the costs is as follows:

Invoices to Date	\$55,243.
Four Additional Meetings	\$13,500.
Original Contract Amount	<u>\$52,500.</u>
Additional Services	\$16,243.

3. Recommendation

Staff recommends that the Long Range Planning Commission recommend additional services for Stantec to complete the Comprehensive Plan Amendment Update process.

Attachment

Stantec Description of Services for Four Meetings

Josh Doty

From: Carlson, Phil <Phil.Carlson@stantec.com>
Sent: Thursday, July 24, 2014 9:48 AM
To: Josh Doty
Cc: Gordon Heitke
Subject: RE: Baxter Comprehensive Plan - additional services

Josh,

We discussed the additional work that Stantec has been asked to perform for the Baxter comprehensive plan. We propose the following as additional services under the July 16, 2013 agreement between Stantec and the City of Baxter:

- 1) Business Gateway Zoning.
 - a. Stantec will prepare language for a new land use designation and a corresponding new zoning district in the City to be called Business Gateway, or similar. The intent of this designation is to provide for areas along and near Highway 371 and Highway 210 in the southeast and west edges of the city, respectively, that:
 - i. Are visible from the roadways and for which some but not all commercial, industrial or other higher intensity uses might be appropriate. Development under this new designation will result in more attractive development than would otherwise be allowed by the city's current zoning districts;
 - ii. Provide areas for significant employment other than typical lower paying retail or service type jobs;
 - iii. Avoid the least desirable features of existing development along these highway corridors, which may include increased setbacks, enhanced landscaping standards, building placement, building size, signage or other features to be discussed and decided by the Long Range Planning Commission and ultimately the City Council;
 - iv. Preserve as much as is practical the existing wooded character of the corridors.
 - b. Stantec will support the recommended land use and zoning district language with photos or graphics illustrating examples of the various elements to be included.
 - c. Stantec will present the recommended language and examples at a meeting of the Long Range Planning Commission (LRPC).
 - d. To accomplish the above tasks Stantec will:
 - i. Research examples of gateway or business park zoning districts that embody the desired elements;
 - ii. Review notes and minutes of previous LRPC meetings and discuss with city staff in developing the standards to be included;
 - iii. Prepare a presentation outlining the features and rationale for the new Business Gateway standards, including options for modifying various features;
 - iv. Review and discuss the proposed land and zoning language with city staff.
- 2) Additional Meetings. Stantec will prepare for and attend the following meetings beyond the number of meetings anticipated in the original contract:
 - a. LRPC meeting to discuss Business Gateway issues described above;
 - b. Joint meeting of city commissions. The city will convene various city commissions in one joint meeting for review of the final draft of the comprehensive plan;
 - c. Public hearing at the LRPC, to review and recommend approval of the final draft of the comprehensive plan;
 - d. City Council meeting to review and adopt the final comprehensive plan.
 - e. These meetings will be scheduled in discussions with city staff.

- 3) The time and cost to prepare and revise the draft comprehensive plan document and maps to include the elements described in our original contract will be performed by Stantec at no cost to the City under the original contract amount. The work described in the tasks above is only for tasks and meetings described above that are beyond that original contract.
- 4) Cost. Stantec will perform the services described above on a time-plus-materials basis with a cost-not-to-exceed in accordance with the Hourly Rate Table in our July 16, 2013 agreement, plus reimbursable expenses. The cost of these services will not exceed \$12,600 in labor and \$900 in reimbursable expenses, for a total of \$13,500 (Thirteen Thousand Five Hundred Dollars). If the time and effort required is less than anticipated, the cost will be lower; if additional research, meetings or other work is requested by the city beyond the tasks described above, we will seek specific authorization for the cost of such additional services before proceeding.

We will proceed with these additional services on your approval by email.

We look forward to continuing our work with you.

Phil Carlson, AICP

Senior Planner

Stantec

2335 Highway 36 West St. Paul MN 55113

Phone: (651) 967-4555

Cell: (612) 202-6474

Phil.Carlson@stantec.com



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