

# City of Baxter Comprehensive Plan Update



Long Range  
Planning  
Commission and  
Community Forum

COMPREHENSIVE PLAN UPDATE



Proposal

December 16, 2013

# Agenda

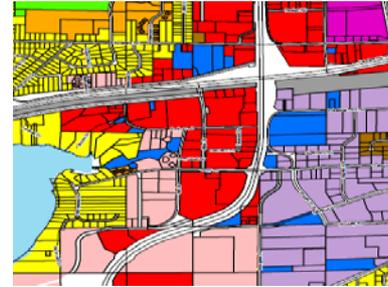
7:00-7:10- Gathering, welcome

7:10-7:30- Presentation

7:30-8:00-  
Questions/Concerns/Comments

8:00-8:50- Discussion Tables

9:00- Close



# Process: 5 Phases

1. Project Initiation
2. Vision, **Goals & Policies** AND
3. **Land Use, Growth, & Alternatives**
4. Plan Preparation
5. Implementation & Adoption

<b>1</b>		<b>Project Initiation, Inventory and Data Analysis</b>
	1.1	Kickoff Meeting
	1.2	Data Collection and Analysis
	1.3	Background of the Community
	1.4	LRPC Meeting
	1.5	Community Meeting
<b>2</b>		<b>Vision Goals and Policy Development</b>
	2.1	Public Participation/Visioning Sessions
	2.2	Prepare Vision and Goal Statements
	2.3	LRPC: Vision and Goals Meeting
	2.4	Community Forum #2: Goals and Policies
	2.5	CC Goals and Policies Review
<b>3</b>		<b>Land Use, Growth and Alternatives</b>
	3.1	Develop Alternatives
	3.2	LRPC Meeting: Alternatives
	3.3	Community Forum #3: Alternatives
	3.4	CC Meeting: Alternatives
<b>4</b>		<b>Plan Preparation</b>
	4.1	Draft Plan
	4.2	Review and Revise Draft Plan
	4.3	LRPC: Draft Plan Review
	4.4	CC: Draft Plan Review
	4.5	Review and Revise Draft Plan
	4.6	Comm. Forum #4: Draft Plan Open House
<b>5</b>		<b>Implementation and Adoption</b>
	5.1	LRPC: Final Plan
	5.2	CC Meeting: Final Plan
	5.3	Prepare Final Plan Document

# Community Forum Comments

**Baxter Community Meeting**  
10-28-13

## Managing Growth & Development:

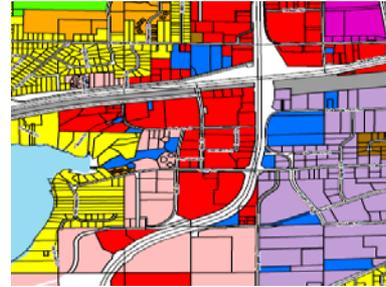
- More businesses in the far end of Edgewood Drive
- Not so many apartments – more "single" family houses
- I would like to see the empty in the Famous Dave's corner
- More neighborhoods here (South of College Road in Evergreen)
- We need more "neighborhoods" – easy access to grocery stores age. We need a car to do any shopping currently.
- Min 200,000 to 400,000 housing options
- Expand to County Road 77 (Growth area)
- Grow a little more here! Business development (State Hwy 371, north of Edgewood Drive)
- Golf Course Drive to Wise Road (Growth area?)
- Housing, apartments (Pine Meadows Golf Course area)
- Single Family dwellings – no apartments (North of Firewood Drive Drive)
- What are discussion/plans with County on this area? (north or area)
- Fiber connections (area east of Dellwood Drive and south of Wise Road)
- Existing water issues around ARB. Care needed in development



# Baxter Draft Goals and Policies

## Based on Key Planning Issues

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



## Baxter Key Issues

# Draft Goals and Policies

- Draft goals and polices were developed from input from LRPC, community meeting, and previous plans and studies.
- Goals are linked to one or more of the key planning themes.
- Goals are broad statements, while more specific actions to achieve the goals.
- In the review please consider if we have hit the right issues, or have anything to modify, add or remove.



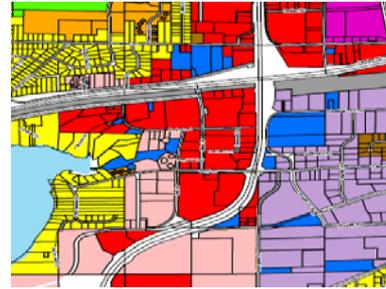
COMPREHENSIVE PLAN UPDATE



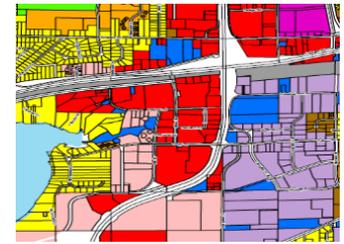
# Goals and Policies

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

- Key planning themes:
  - Managing growth and development, community character, maintaining infrastructure

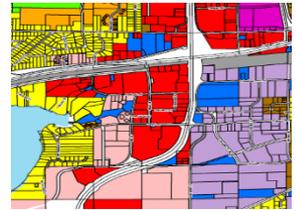


# Goal 1 Policies



- 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.
- 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.
- Continue to use the Areawide Urban Alternative Review (AUAR) process to evaluate impacts of new development; ensure updates are prepared to keep plans current.
- Require efficient use of the land with compact urban development standards in both new development and redevelopment.

# Goal 1 Policies



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

# Goals and Policies

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



# Goal 2 Policies

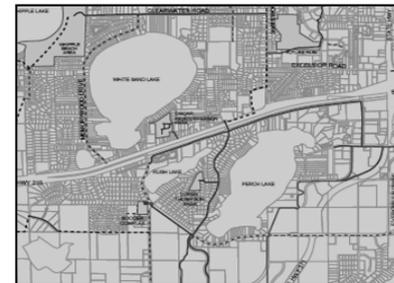


- Maintain a balance, through land use, in the types and densities of housing units available to meet the housing needs of Baxter.
- Promote infill residential development in appropriate areas where existing infrastructure may be utilized.
- Develop standards for conservation design principles that protect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

# Goals and Policies

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

- Key planning themes:
  - Managing growth and development



# Goal 3 Policies



- Continue promoting new businesses to help fill niches including diverse retail and restaurants to enhance choices within the City.
- 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.
- Promote available business assistance programs to bring new businesses to Baxter or support improving, maintaining and expanding existing businesses.

# Goals and Policies

Goal 4: Coordinate transportation with land use planning.

- Key planning themes:
  - Traffic and transportation, maintaining infrastructure



# Goal 4 Policies

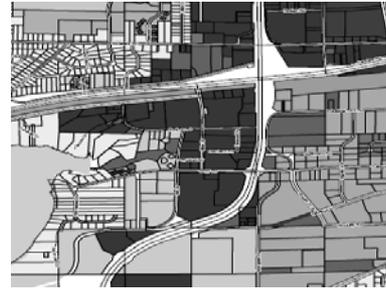


- Implement transportation system improvements according to existing (and future) studies that address congestion, improve access and connections and meet forecasted development demand and future traffic impacts.
- Work with neighboring communities, townships, and counties to develop an efficient, regional transportation system to minimize congestion.
- Require traffic impact studies for development that will affect collector or arterial roadways.
- 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.
- Identity and implement on-road bicycle corridors along major roadways.

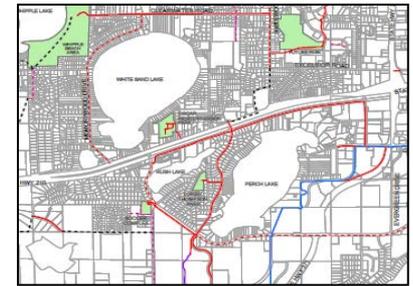
# Goals and Policies

Goal 5: Maintain and Improve the existing transportation system to provide safe and functional multi-modal roadways.

- Key planning themes:
  - Traffic and transportation

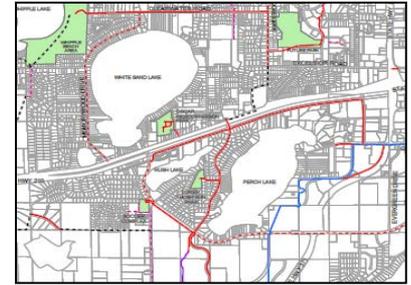


# Goal 5 Policies



- Develop and maintain a plan for existing roadway upgrades and maintenance.
- Continue to require sufficient right-of-way and easements on existing roadways in new development to ensure future traffic needs will be addressed.
- Integrate pedestrian and bicycle trails (on and off road) into the design of existing and new roadway facilities that provide links to existing trails and to key destinations such as existing neighborhoods, parks, schools, commercial areas, and public uses.

# Goal 5 Policies



- Design and identify a funding mechanism for construction of a grade separated crossing of Hwy. 371 that provides connection to the Paul Bunyan Trail.
- Provide safe pedestrian routes and crossings for schools.
- Maintain (or define) a truck route system to serve industrial uses and minimize impact on other parts of the roadway system.
- Use traffic management technology to improve the operations and pedestrian safety of the roadway system.
- Design and install appropriate traffic calming features to minimize speeds and discourage through traffic from intruding on residential areas.

# Goals and Policies

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

- Key planning themes:
  - Maintaining Infrastructure



# Goal 6 Policies



- Maintain the City-wide Capital Improvement Plan and map for water and sewer expansion so residents and businesses can set reasonable expectations for where services will be offered in the future.
- Continue to require that all commercial, industrial, office, and mixed use development is connected to City sewer and water services.
- Require all new residential development be connected to City sewer and water services.
- Promote energy efficient design in all developments to reduce electrical, heat and water needs.
- Plan for completion of water and sewer connections in developed areas.
- Create wellhead and water recharge area protection standards to ensure protection of water resources.

# Goals and Policies

Goal 7: 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



# Goal 7 Policies



- Study and inventory land uses within key corridors including State Hwys 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.
- Create a corridor plan for Hwy. 371 for commercial, and office development that includes land use, transportation, and design guidelines.
- Strengthen and enforce building, site design and signage standards to insure high quality development that enhances Baxter's identity and character.
- Implement a streetscaping plan for major roadways.

# Goals and Policies

Goal 8: 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 identify, maintaining infrastructure



# Goal 8 Policies



- Establish a community image theme steeped in Baxter's heritage with participation of residents, business owners and property owners.
- 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.
- Include improved signage in beautification efforts to direct residents and visitors to lakes/ beaches, river, parks, recreational activity areas, landmarks, and shopping.
- 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 to residential.
- Promote compliance with all building and zoning codes through effective enforcement strategies and follow through direction with property and or building owner.

# Goals and Policies

Goal 9: Continue to provide for the park, trails and open space needs of the Baxter Community.

- Key planning themes:
  - Parks, trails and open space, maintaining infrastructure



# Goal 9 Policies



- 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 athletic, 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. Evaluate the park dedication ordinance to determine adequate fees are acquired to meet park and trail development needs.
  - e. Work with neighboring cities, townships, counties, and other relevant agencies to develop a coordinated and connected local, regional, and park/trail system.

# Goal 9 Policies



- 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.

# Goal 9 Policies

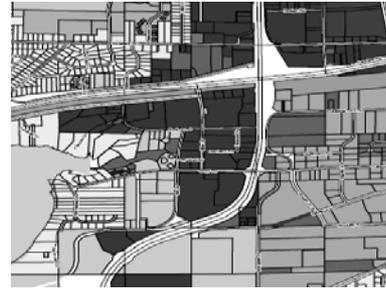


- Update the existing trail plans to connect parks, community facilities, shopping, school and regional trail systems:
  - a. Identify gaps in existing trail system within existing parks and open spaces as well as missing connections between destinations and commercial areas to create full loop trails 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 increased designated snowmobile trails with access to the Paul Bunyan Trail.
  - e. Design and pursue funding opportunities for construction of a grade separated crossing of Hwy. 371 that provides connection to the Paul Bunyan Trail.

# Goals and Policies

Goal 10: Create and maintain atmosphere of cooperative and effective local government.

- Key planning themes:
  - Supportive and productive local government.



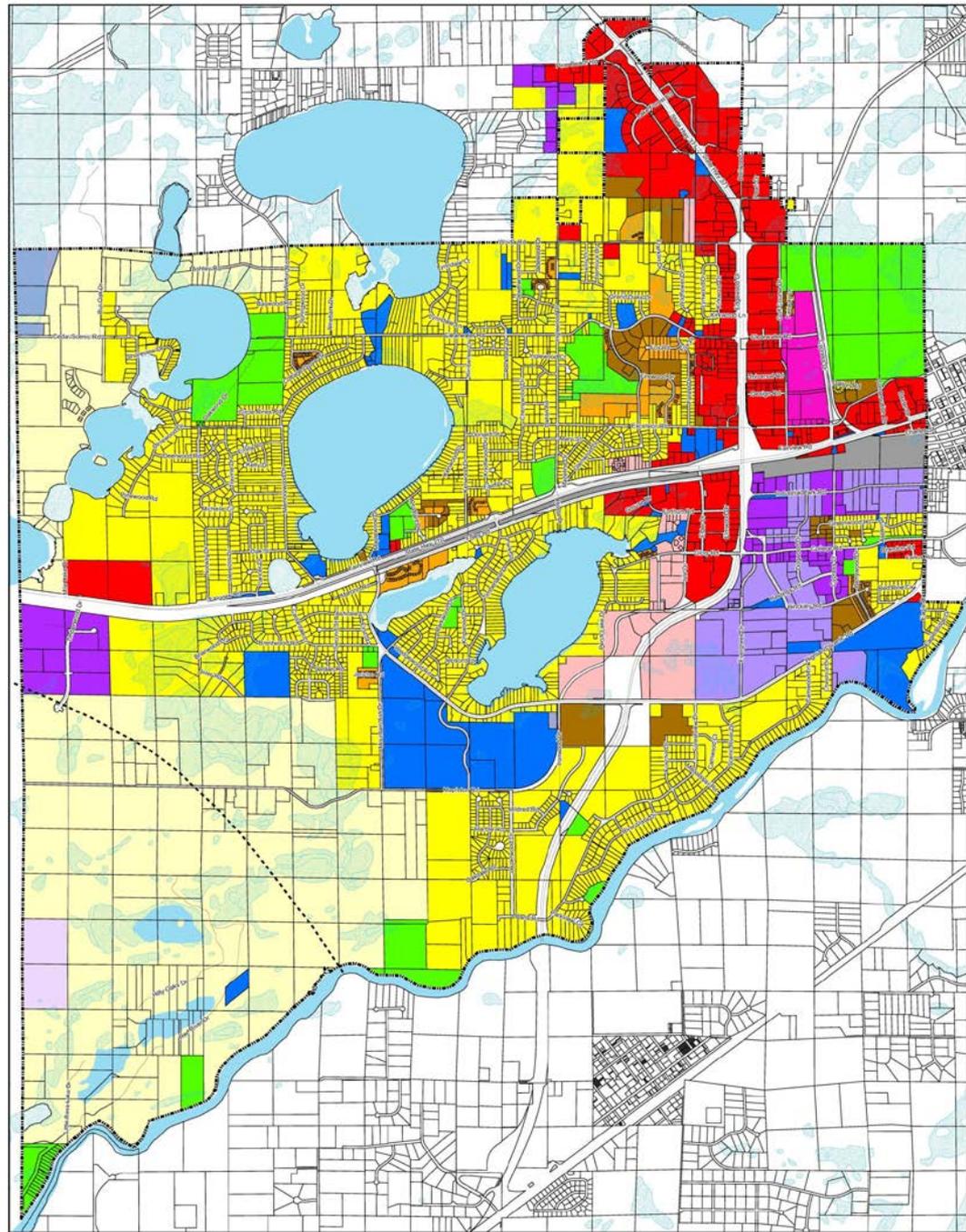
# Goal 10 Policies



- Create streamlined policies and procedures for development review and building permit issuance that provides efficient review while maintaining Baxter's standards for quality development.
- Continue to work cooperatively with all adjacent jurisdictions and agencies that can improve the quality of life for Baxter residents and businesses.
- Update the zoning ordinance and other regulatory tools to implement that Comprehensive Plan in a manner that supports the plan at appropriate levels of regulations to meet the vision.
- Explore options to make City Council meetings more transparent through televised meetings, website and other media options.

# Draft Future Land Use Plan

A draft plan was prepared based on draft goals and policies and input at the community forum. It is a work in progress for discussion





# Land Use Categories

## City of Baxter- Future Land Use Categories

LAND USE CATEGORY	DESCRIPTION	ZONING DISTRICT COMPARISON
<b>Commercial</b>	This category is intended to accommodate local and regional shopping needs for general commercial and highway-oriented businesses such as fast food restaurants, convenience stores, gas stations, big box retail, and other auto-oriented businesses.	C-1, Neighborhood Commercial and C-2 Regional Commercial
<b>Office Service</b>	This category is intended to accommodate a variety of professional office development with compatible service based retail users.	OS, Office Service
<b>Mixed Use</b>	This category is intended to provide a mix of residential and commercial uses. Typically, mixed-use development will include townhomes, low- and high-rise apartments, retail buildings, and offices. Development can consist be vertical or horizontal mixed use. Residential density shall occur at a maximum of 20 units/acre. Transitions shall be considered to be compatible with the average density of abutting property at development edges.	Will need a new mixed use zoning district
<b>Industrial Business Park</b>	This category is intended to accommodate larger office building development as well as light-industrial and office-warehouse development that require larger sites. Higher level of design standards.	I-Industry Office- may need to review and edits to make more specific to business park
<b>General Industrial</b>	This category is intended to provide areas for industrial related businesses including manufacturing, warehousing, automotive, trucking, wholesaling, and other related industrial uses. Medium and heavy industrial uses.	Will need a specific zoning district for medium and heavy industrial uses.
<b>Industrial Mining</b>	This category is limited to mining and related activities.	Will need a specific zoning district that allows only mining

# Land Use Categories

<b>Rural Residential</b>	This category is intended to provide for large lot rural residential in areas that will <b>not</b> be served with municipal sewer and water.	RS-Special Residential
<b>Low Density Residential</b>	This category identifies areas for single-family detached and two-family unit residential development at a maximum density of 3 units/acre.	R-1, Low Density residential district
<b>Medium Density Residential</b>	This category is intended to provide for twin/townhome development, multiplex development, and row-homes at densities of 7 units/acre.	R-2, Medium Density residential district
<b>High Density Residential</b>	This category is intended to accommodate the development of 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
<b>Public/Semi-Public/Institutional</b>	This category is primarily intended to provide religious, governmental, education and other institutional facilities.	PU, Public Use
<b>Parks</b>	This category is intended to provide areas of public park, open space and recreational uses.	CP, Community Park and PU, Public Use
<b>Utilities</b>	This category area is intended to identify areas of existing utilities or utility owned land.	
<b>Open Water</b>	This category provides permanently flooded open water, rivers and streams and wetlands.	
<b>Railroad</b>	This category is intended to identify railroad tracks and adjacent railroad owned property.	

# Land Use Descriptions

- Residential
- Commercial
- Mixed Use
- Industrial Business Park
- General Industrial
- Public/Semi-Public/Institutional

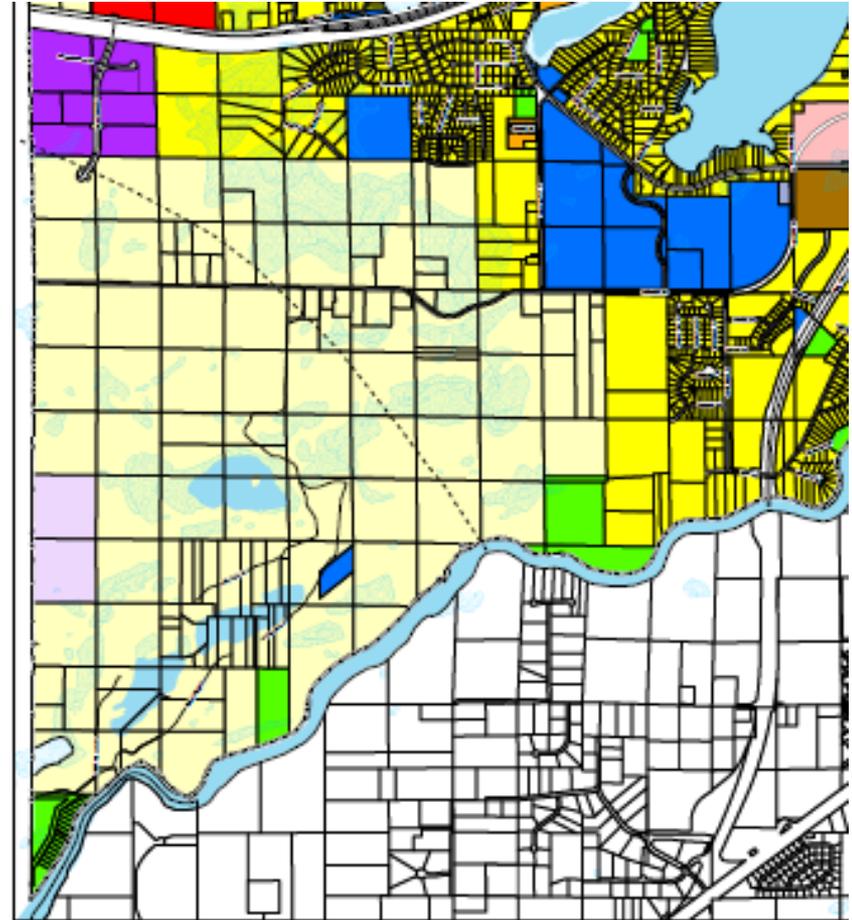


# Land Use Description: Residential

- Residential Density types:
  - Rural Residential
  - Low Density Residential
  - Medium Density Residential
  - High Density Residential
- A mix of housing types and densities is important to provide housing options for all residents
- A community should consider landscape features, surrounding uses, and housing needs to ensure that densities are located appropriately.

# Land Use Description: Rural Residential

- **Building type:** Large lot detached single-family homes; **unsewered areas**
- **Density (or net density):** 5 unit acre minimum
- Displays three-mile Camp Ripley buffer line
- **Discussion:** Where should the dividing line be for rural residential (unsewered) versus single family (sewered development)?



# Land Use Description: Low Density Residential

- **Building type:** Primarily single family detached housing with some two family attached/detached.
- **Density (or net density):** maximum density of 5 units/acre
- **Urban Design Considerations:** character of neighborhood, clustering to preserve open space



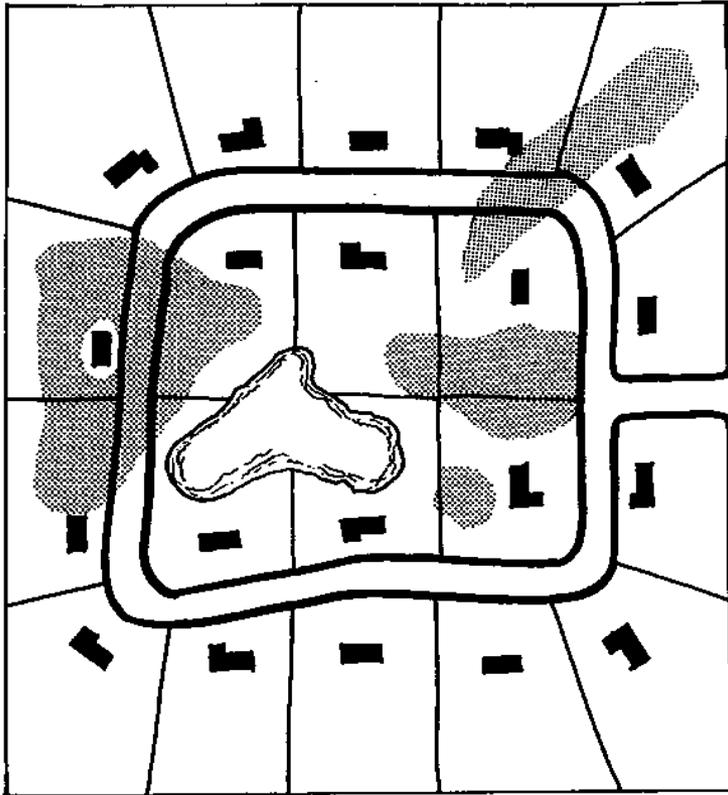


# Low Density Cluster Development

- Development is placed in less sensitive areas while forests, steep slopes, wetlands, prairies and other ecological or landscape features are preserved
- 50 to 90 percent of site area is preserved in its existing natural or farmed state, with individual house lots occupying the remaining acreage.
- Clustering can be used in sewerred and unsewerred areas.

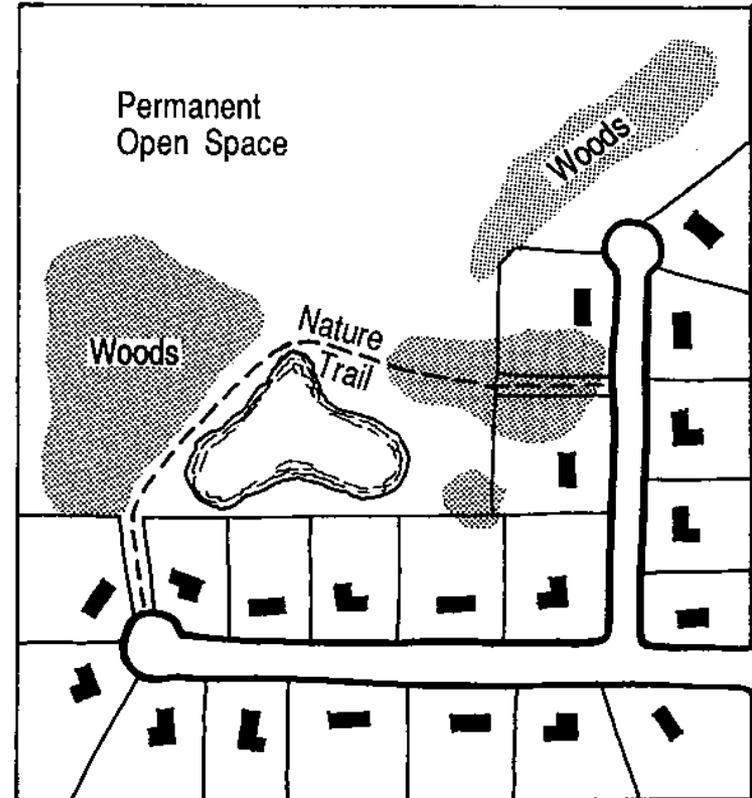


# Conventional vs. Cluster Subdivision



**Figure A** (rated by 25% as "rural")

44 acre parcel  
20 lots (2 acres each)  
No open space  
No pond access except from four lots



**Figure B** (rated by 75% as "rural")

44 acre parcel  
20 lots (3/4 acre each)  
25 acres of open space  
Pond access for all residents

# Land Use Description: Medium Density Residential

- **Building type:** Primarily twin/townhome development, multiplex and rowhomes
- **Density (or net density):** 7 units per acre. This density corresponds to R-2 Medium Density Residential *zoning district*.
- **Discussion:** consider increasing density to 10-12 units per acre to allow for townhome development?
- **Urban Design Considerations:** Can be used to provide transition between lower density uses land uses.

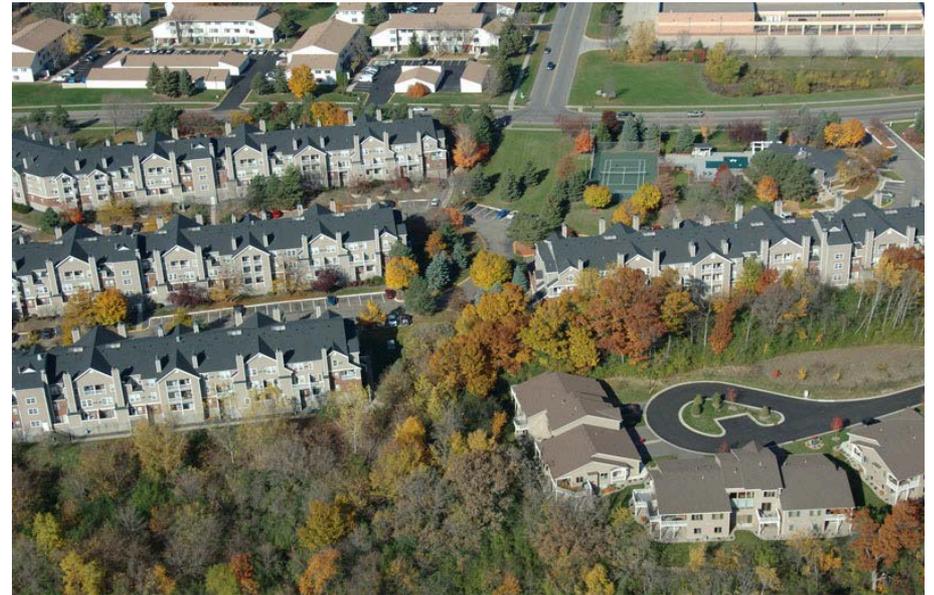
# Medium Residential Development



# Land Use Description: High Density Residential

- **Building type:** Multi-family- Townhome, Apartment Building, Condominium
- **Density (or net density):** 20 units per net acre
- **Urban Design Considerations:**
  - Architecture and landscaping is important
  - Streets and buildings should be designed around the pedestrian
  - Important to consider scale of development (height and density) relative to surrounding development

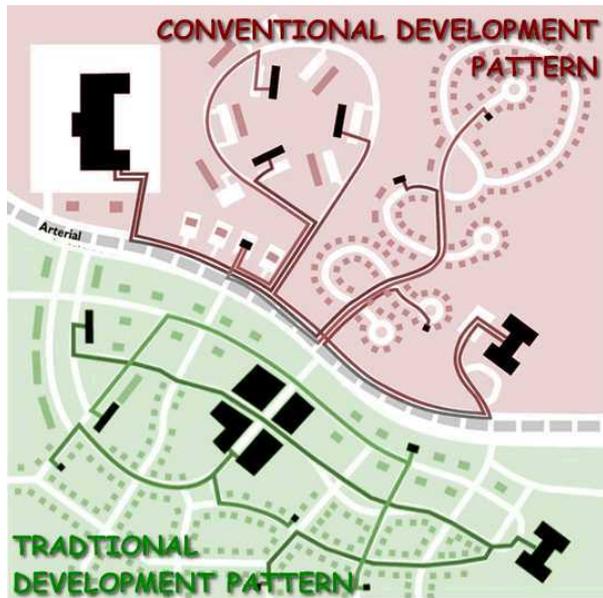
# High Density Residential



# Land Use Description: Mixed Use

- **Building type:** Townhome, Low- and High-rise Apartments, Retail buildings, Office
- Can include a mix of retail/commercial/office with or without residential. Vertical (retail, residential in single building) or horizontal design.
- **Density (or net density):** 20 units per acre and up
- **Urban design description:**
  - Architecture and landscaping is important
  - Streets and buildings should be designed around the pedestrian
  - How developments will fit into the community?
  - Form-based rather than use-based regulations

# Mixed Use



# Land Use Description: Commercial

- Includes highway-oriented businesses such as fast food restaurants, convenience stores, gas stations, big box retail, and other auto-oriented businesses. Most uses have a regional draw
- Limited office and service uses are also appropriate.



# Commercial



# Land Use Description: Office Service

- This category is intended to accommodate a variety of professional office development with compatible service based retail users.
- Corresponds with existing Office Service *zoning district*.

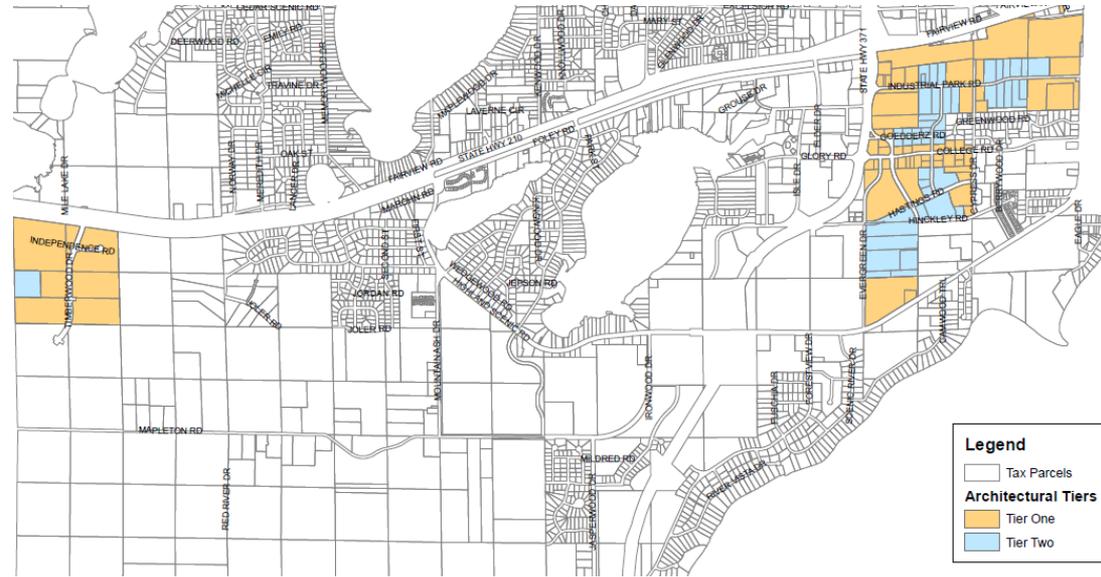


# Office Service



# Land Use Description: Industrial Business Park

- More specific land use category for larger office building development, clean manufacturing and light industrial.
- Provide an area for medical offices, research
- High tech, clean manufacturing
- No outdoor storage
- **Discussion:** Location of this land use category related to existing and planned industrial areas.
  - Currently following Tier One design guideline locations



# Industrial Business Park



# Land Use Description: General Industrial

- Provides areas for industrial related businesses including manufacturing, warehousing, automotive, office and other related industrial uses. Could include outdoor storage. Dock doors are usually screened from public view.
- Due to potential impacts such as traffic, noise, and dust; uses typically are not as compatible with residential uses or some commercial uses.
- **Discussion:** need to define areas of General Industrial versus Industrial Business Park.

# General Industrial



# Public/Semi-Public/Institutional

- Areas used for the benefit of the public:
  - Schools
  - City and County Government buildings,
  - Utility/infrastructure related uses such as sewage treatment plants, power plants, etc..
- Also includes semi-public use/private institutional uses:
  - Hospitals
  - Colleges
  - Religious institutions and cemeteries

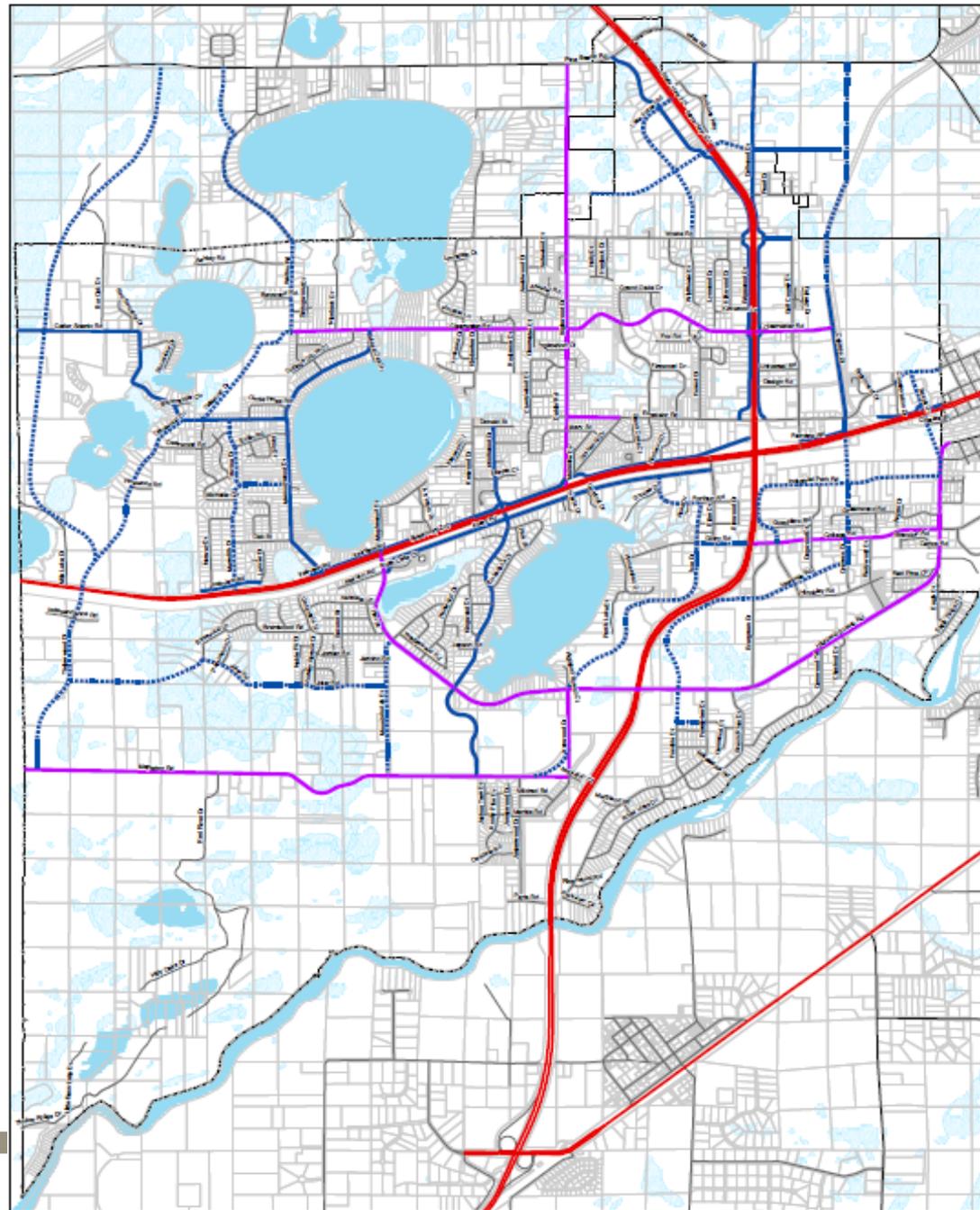


# Other Land Uses

- Park
- Open Water-lakes, streams
- Wetlands
- Railway

# Draft Transportation Plan

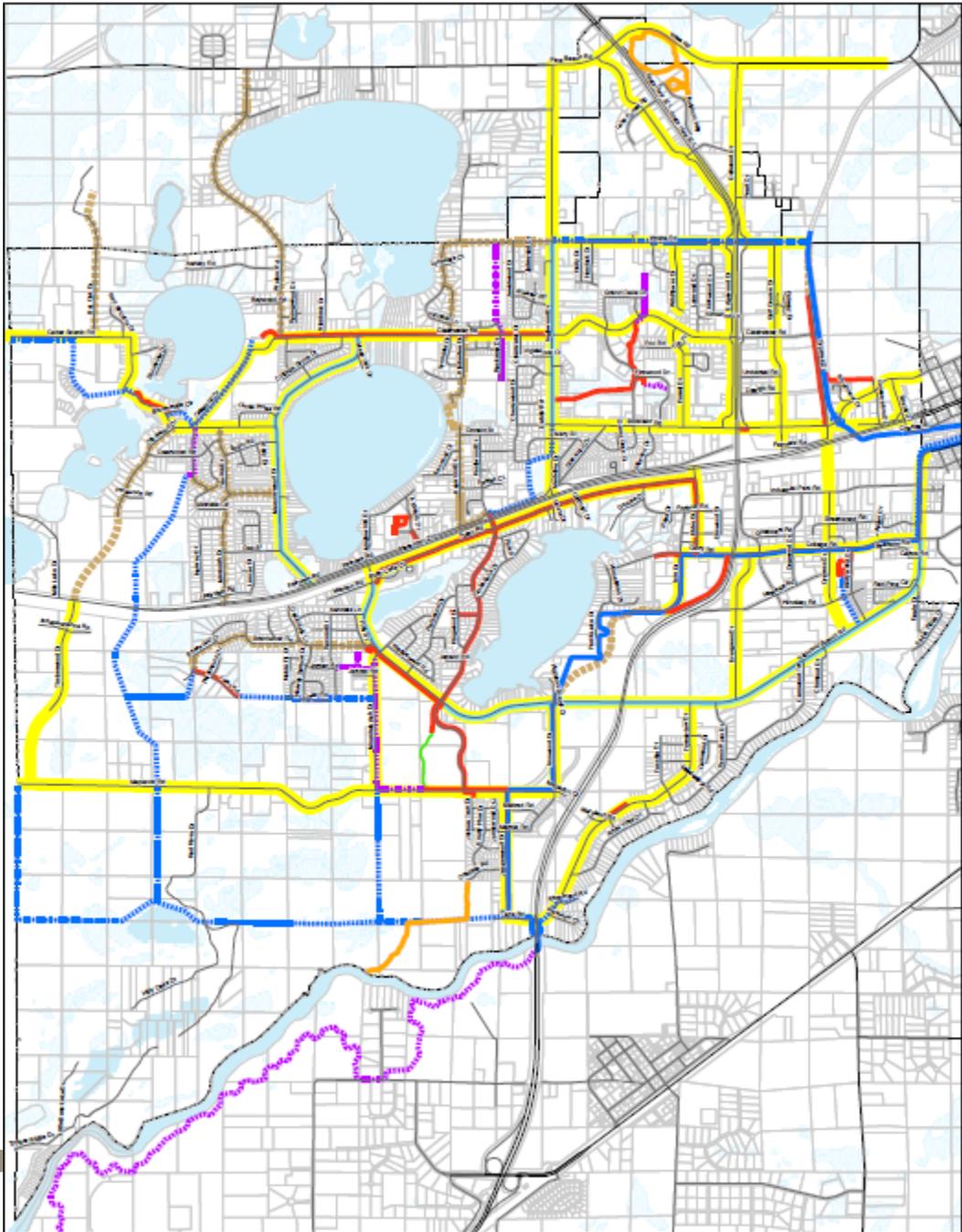
- Identifies existing and proposed roadways:
- Existing Hwy
- Existing Major Arterials
- Existing Collector
- Future or re-designated Collector
- More discussion needed on classifications



Preliminary Draft Future Roadway Classifications

# Draft Future Trails Plan

- Identifies existing trails, bike corridor and potential missing links



Preliminary Draft Future Trails System

# City of Baxter Comprehensive Plan Update



Long Range  
Planning  
Commission and  
Community Forum

COMPREHENSIVE PLAN UPDATE



Proposal

December 16, 2013