



VILLAGE OF BALDWIN

COMPREHENSIVE PLAN 2006–2026



Planning Assistance Provided by:



Village of Baldwin Comprehensive Plan 2006 – 2026

Prepared by:
**Village of Baldwin
Plan Commission**

Adopted by:
**Village of Baldwin
Village Board
April 12, 2006**

Planning Assistance Provided by:

**Cedar Corporation
604 Wilson Avenue
Menomonie, WI 54751
(715) 235-9081**



**Village of Baldwin
Comprehensive Plan
2006– 2026**

Prepared Under the Direction of:

Village of Baldwin Plan Commission

Chairman: Don McGee
Members: Willard Zevenbergen
Jon Eggen
John Walker
Jamie Klund
Greg Larson
Nancy Hable
Sharon Griffin (former member)

Baldwin Village Board

President: Donald McGee
Trustees: Greg Larson
Doug Newton
Claire Stein
Willie Zevenbergen
Kevin Brathol
Duane Russett
Bob Traynor (former member)

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INTRODUCTION

Location

The Village of Baldwin is located in the eastern half of St. Croix County along the I-94 corridor (see *map INTRO-1*). It's small town atmosphere, friendly people, and proximity to the Twin Cities makes it an attractive place to live, work, and raise a family.

History

The Village of Baldwin was envisioned by Dana Reed Bailey who arrived in the area from Vermont to take over his father-in-law's interest in a small sawmill located approximately one mile south of the current Village. In 1871, the A. C. Ayerses family was one of the first to follow.

The railroad played a big part in the growth of this area. The local train depot was named Clarksville after the first railroad agent here but was later changed to Baldwin to honor the president of the West Wisconsin Railroad. Within a year, businesses and homes were being built at a rapid pace and the local population speculated that Baldwin would eventually become a large city.

The Village of Baldwin Today

Today, the Village of Baldwin is once again growing at a rapid pace. Between 1990 and 2000, the Village has grown by 31.9% (645 residents) to a population of 2,667 and there are no indications that this trend has abated. The largest influence on growth being migration, due to the proximity to the Twin Cities area, affordable housing, and being a pleasant place to live.

Rapid growth can have many implications. Demands for public utilities and facilities can increase significantly, causing stress on the local school district, wastewater treatment plant, hospital, library, and transportation network. A lack of land use controls, ordinances, and long-range planning can lead to uncontrolled and unfavorable development. The results can lead to higher costs to residents, deterioration of positive aspects that make Baldwin unique, and mistakes that would be difficult and expensive to correct.

Planning and Wisconsin's Comprehensive Planning Law

Under state statutes (Sec. 62.23 Wis. Stats.), municipalities have always had the right to plan. But in 1999, Wisconsin's Comprehensive Planning Law (often referred to as the "Smart Growth Law"), was passed as part of the State's 1999-2001 biennial budget. It requires that after January 1, 2010, all community

programs and actions that affect land use be guided by, and be consistent with, the community's Comprehensive Plan. This is to ensure that growth occurs in a more orderly and predictable manner and to prevent sprawl or low-density development.

Comprehensive planning is designed to act as a guideline to growth in the future. State statutes require these plans to address nine elements, each focusing on a unique sector of the community makeup. The elements required by the State of Wisconsin are:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Land Use
- Intergovernmental Cooperation
- Implementation

Each element is addressed in a manner that provides fluidity and consistency with the other elements, existing local and regional plans, and local and regional objectives.

With comprehensive planning, the Village of Baldwin will be able to rehabilitate existing buildings and land, preserve historical downtowns and neighborhoods, protect the environment, provide safe transportation, ensure public facilities, and create a place with a sense of community and pride.

Public Participation

One of the most important aspects of the new Comprehensive Planning Law is that public participation is required at every stage of planning. At a minimum, the law calls for the adoption of a Public Participation Plan to provide for a diverse range of opportunities for the public to help shape their community, making copies of the proposed Plan available for the public to review, and holding at least one public hearing prior to adopting the Comprehensive Plan.

Goals

On January 5, 2004, the Village of Baldwin Plan Commission invited a diverse group of citizens to form a Citizens Advisory Board (CAB). The CAB was involved in a brainstorming session that asked three questions:

1. What are the strengths of the Village of Baldwin?
2. What areas of the Village of Baldwin need improvement?
3. What should the Village look like in 20 years?

At the meeting, citizens were asked to divide into two separate groups, with each group addressing the questions independently. CAB members then ranked the responses, based on individual values and beliefs. The highest-ranking responses from each group were then presented to the entire citizen group, where the ranking process was repeated. The results of this process created the foundation for development of planning goals.

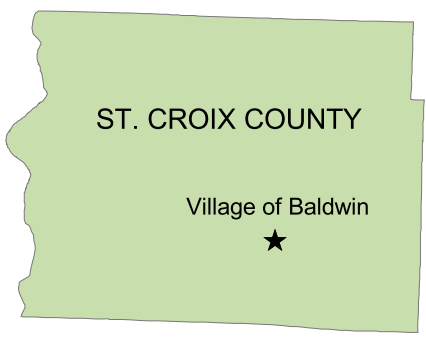
The goals agreed upon are as follows:

- To maintain the “small town” feel of the Village of Baldwin as the community grows.
- Develop a new industrial park to be able to accommodate new industries and help existing industries to expand.
- Explore opportunities of sharing public facilities with neighboring communities.
- Create a clean and aesthetically pleasing community that provides for a higher quality of life for Baldwin residents and the people who visit.
- To maintain and plan a local transportation system that allows for the smooth flow of traffic through the Village as well as safe transportation alternatives for Village residents.
- To increase and encourage commercial and retail opportunities within the Village by exploring Main Street revitalization and also plan for new commercial/residential development surrounding the future USH 63 bypass.

With these goals in mind, this Comprehensive Plan for the Village of Baldwin was developed to help guide and shape the Village for the next 20 years and beyond.

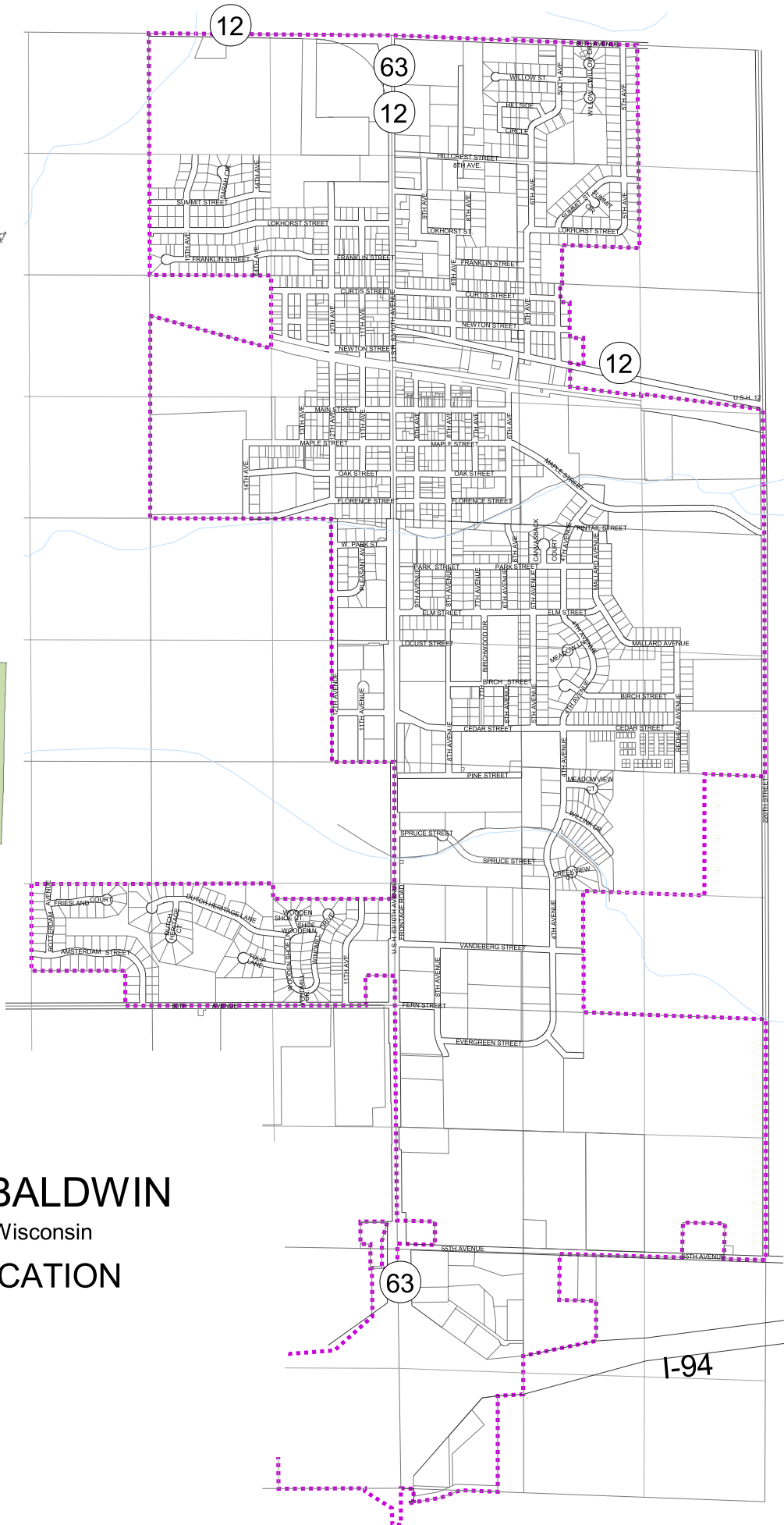


WISCONSIN



ST. CROIX COUNTY

Village of Baldwin



VILLAGE OF BALDWIN

St. Croix County, Wisconsin

PROJECT LOCATION

INTRO-1



CHAPTER 1

ISSUES AND OPPORTUNITIES

Introduction

The Issues and Opportunities Element collects and analyzes background information on the Village of Baldwin to help make educated decisions on its future. Age distribution, education levels, income levels, and employment characteristics will be evaluated to identify trends. Historical population, household, and employment projections will be made to formulate calculations to help guide the future growth of the Village of Baldwin.

Historical Population

Population can be described as the combination of natural increase and net migration. Though its definition is simple, its significance is much more complex.

Population is one of the most important components of planning. Its composition can be used to estimate future space needed for various land uses, the expansion of community facilities, transportation volumes, economic development, and housing needs.

Since 1950, the Village of Baldwin has experienced continual growth. Between 1980-1990 and 1990-2000, the Village of Baldwin experienced the largest amounts of growth posting almost 25% (402 people) and 32% (645 people) increases respectively (see *Table 1-1*). This trend is quite typical for communities in western Wisconsin and along the I-94 corridor. Most of this growth can be attributed to in-migration of Minnesota residents who seek less expensive housing and land at a reasonable commuting distance to higher paying jobs and more career options in the Twin Cities. Wisconsin residents that work in the Twin Cities but prefer a more rural lifestyle are also moving into the community.

Table 1-1 Historical Population – Village of Baldwin

Year	1950	1960	1970	1980	1990	2000
Population	1,100	1,184	1,399	1,620	2,022	2,667
% Change	-	7.6%	18.2%	15.8%	24.8%	31.9%

Source: West Central Wisconsin Regional Planning Commission

Population Forecasts

There are several factors that can affect the growth of population: birth/death rate, migration, capacity of public facilities, having land for expansion, and a community's attitude towards growth.

Future population can be calculated several different ways (see *Table 1-2 and Figure 1-1*).

The Wisconsin Department of Administration (DOA) uses the cohort-component method, which projects the population by updating the size of each age-sex group in the base population for births, deaths, and migration within each age-sex group during the period between the base date and a given date. Using this method, the DOA predicts that the Village of Baldwin's population will rise by 88.4% (2,357 people) by 2025.

If you look at average historical growth since 1950, the Village of Baldwin has grown by approximately 313 people every 10 years. This produces a "straight-line" growth projection which predicts a population of 3,499 residents by 2025 or an increase of 29.3% (832 people).

The exponential growth is based on the yearly growth between 1990 and 2000. We are assuming that the trends that led to this growth will continue. During this period, the Village of Baldwin grew by 2.8% a year. This would leave the Village of Baldwin with a population of 5,319 by 2025 resulting in an increase of 99.4% (2,652 people). By projecting growth exponentially, a line curving upward is produced.

The final population projection is based on the number of lots that are final/preliminary platted, the average persons per household, and the capacity of the wastewater treatment plant (WWTP). Currently there are 287 lots final platted and 159 preliminary platted for a total of 446 lots. The current capacity of the WWTP is the most significant factor in limiting the growth of the Village of Baldwin at this time. Expansion of the WWTP is in the design phase and work could begin by 2005.

If we take the 446 final/preliminary platted lots and divide them out until 2010, we get the construction of approximately 65 households a year. At the current average household size of 2.33 people, that would equate to the increase of population of 151 people per year.

After 2010, we looked at an additional 80 households per year based on WWTP capacity, but it was thought that the continual fast population growth will not be able to sustain itself. If the amount of new construction decreased to 55 households per year after 2010, the Village's population would increase by 128 residents per year at the same average household size. This shows a 2025 population of Baldwin of 6,050 or an increase of 126.8% (3,383 people) over the base year of 2000.

Table 1-2 Population Forecasts - Village of Baldwin

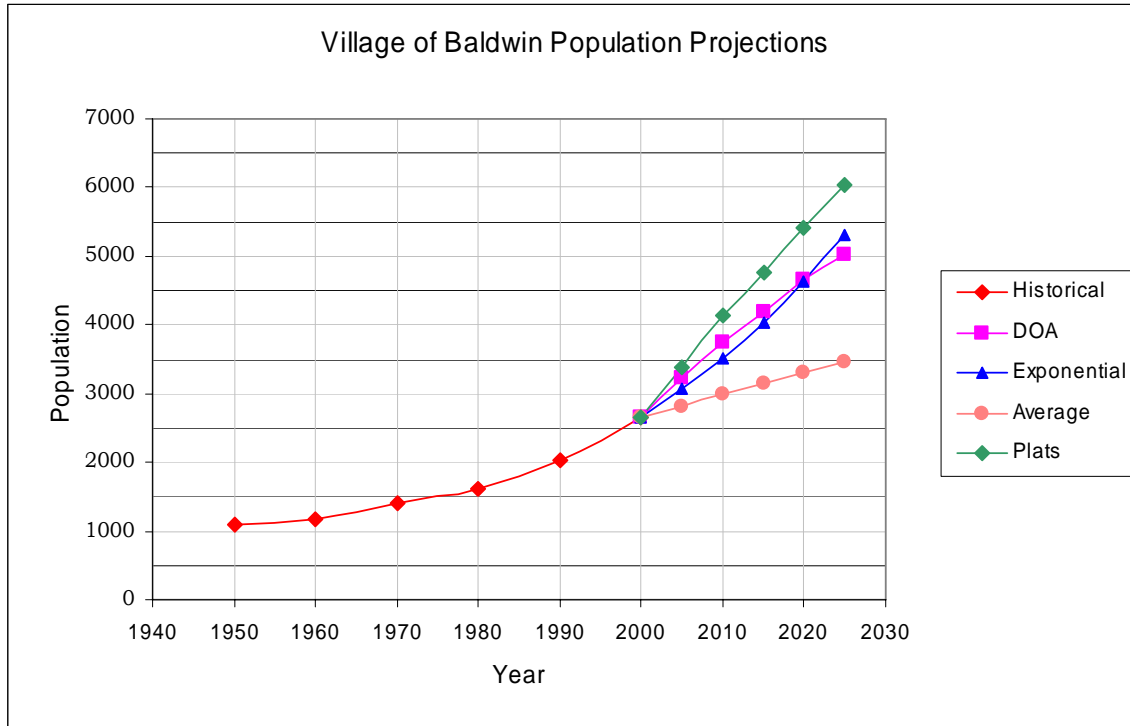
Year	2000*	2005	2010	2015	2020	2025
DOA	2,667	3,221	3,737	4,195	4,651	5,024
Average (313 people/10years)	2,667	2,823	2,980	3,136	3,293	3,449
Exponential (2.8%/year)	2,667	3,061	3,515	4,035	4,633	5,319
Platted Lands**	2,667	3,373	4,130	4,770	5,410	6,050

Source: Wisconsin Department of Administration and Cedar Corporation

*U.S. Census

** Platted land projections were added on to the 2003 estimated population of 3,071 by the DOA.

Figure 1-1 Population Forecasts - Village of Baldwin



Source: Wisconsin Department of Administration
U.S. Census
West Central Wisconsin Regional Planning Commission

It should be noted that the Wisconsin DOA has estimated the Village of Baldwin’s population to be 3,415 as of January 1, 2005. This equates to a 4.814% exponential yearly grow or an increase of 1599 people or 60.0% between 2000 and 2010 if this trend continues.

Table 1-3 reveals the percentage of growth between 2000-2010 and 2010-2020 in comparison to previous years showing that a high percentage of growth would continue through 2010 and then would slowly taper off. If this projection is accurate, the Village of Baldwin will double in size at some point in 2019 based on 2000’s population. It is recommended that the population forecasts be revisited after 2010 U.S. Census statistics are made available.

Table 1-3 Population Increases as a Percentage Based on Plat Estimates - Village of Baldwin

Year	1990*	2000*	2010	2020
Proposed Population	2,022	2,667	4,130	5,410
% Change	24.8%	31.9%	54.9%	31.0%

Source: Cedar Corporation
*1990 and 2000 U.S. Census

Household Forecasts

Rapid growth in population can cause a strain on local housing stock. A shortage of housing often leads to higher housing costs, the rise of property values, and increased property taxes as supply does not meet demand.

According to the U.S. Department of Housing and Urban Development (HUD), the vacancy rate is important in determining whether there is adequate housing supply to meet demand. An overall vacancy rate of 3.0% (1.5% owner-occupied and 5.0% renter-occupied) is considered best.

U.S. Census Bureau statistics show that in 1990 and 2000, owner-occupied and renter-occupied vacancy rates were lower than HUD recommendations signifying a shortage of housing (see Table 1-4).

Table 1-4 Housing Vacancy Rates - Village of Baldwin

Year	1990	2000
Homeowner Vacancy Rate	0.4%	0.9%
Rental Vacancy Rate	2.4%	3.0%

Source: 1990 and 2000 U.S. Census

Using the plat-based population projections, the number of housing units can be determined. Table 1-5 reveals the number of housing units needed if we are to meet the demand of the Village's growing population. The projected population was divided by the current household size of 2.33 people to arrive at the total housing units needed. The number of units from the previous five years was subtracted from the current number of units to arrive at our number of new units needed (2005 total units – 2000 total units = number of housing units needed). It is estimated that by 2025, the Village of Baldwin will need an additional 1,481 housing units.

Table 1-5 Housing Forecasts - Village of Baldwin

Year	2000	2005	2010	2015	2020	2025
Population	2,667	3,373	4,130	4,770	5,410	6,050
Persons Per Household	2.33	2.33	2.33	2.33	2.33	2.33
Total Occupied Housing Units	1,115	1,447	1,772	2,047	2,321	2,596
Additional Units Needed	-	332	325	275	274	275

Source: 2000 U.S. Census and Cedar Corporation

When calculating housing needs, the type of housing should also be considered. Between 1990-2000, the Village of Baldwin has seen a significant drop in owner-occupied housing (see Table 1-6). This may be due to rental properties being built more quickly to accommodate new growth. New residents may also be renting until they decide whether to build or purchase a home in Baldwin or move to a different area. In 2000, the State of Wisconsin had a 68.4% owner-occupied to 31.6% renter-occupied ratio. In that same year, Baldwin's owner-occupied housing accounted for only 58.7% of all occupied housing compared to 64.5% in 1990.

The benefits of a higher percentage of owner-occupied housing are often described as:

- ✓ homeowners are more likely to maintain their property
- ✓ homeowners are more likely to participate in community-sponsored activities
- ✓ stronger neighborhoods are built
- ✓ single family homes generate more economic growth

Table 1-6 Occupied vs. Renter Housing Percentages - Village of Baldwin

Year	1990	% of Total	2000	% of Total	Number and % Change
Owner-Occupied Housing Units	517	64.5%	655	58.7%	+138(26.7%)
Renter-Occupied Housing Units	284	35.5%	460	41.9%	+176(62.0%)
Total	801	100.0%	1,144	100.0%	-

Source: 1990 and 2000 U.S. Census

The percentage of owner-occupied housing has been increased throughout our housing forecasts to a goal of 66% owner-occupied housing by 2025 (see Table 1-7). Ways of attaining this will be addressed in the Housing Element.

Table 1-7 Occupied Housing

Year	2000*	2005	2010	2015	2020	2025
Total Projected Housing Units	1,115	1,447	1,772	2,047	2,321	2,596
Owner-Occupied Housing	655	868	1,098	1,310	1,508	1,713
Owner-Occupied Percentage	58.7%	60.0%	62.0%	64.0%	65.0%	66.0%
Renter-Occupied Housing	460	579	674	737	813	883
Renter-Occupied Percentage	41.3%	40.0%	38.0%	36.0%	35.0%	34.0%

Source: 2000 U.S. Census and Cedar Corporation

*2000 statistics are actual

Employment Forecasts

According to the U.S. Census Bureau, occupation describes the kind of work a person does on the job. The Village of Baldwin has seen the greatest increase in number and percentage of management, professional, and related occupations (see Table 1-8). This area has more than doubled in the past 10 years though many of these jobs are likely to be located in the Twin Cities area. The next largest gain was in the sales and office occupations sector. Two sectors decreased in number of employees: farming, fishing, forestry and production, transportation, material moving.

Table 1-8 Occupations - Employed Civilian Population 16 Years and Over - Village of Baldwin

Occupation	1990	% Of Total	2000	% Of Total	Number and % Change
Employed Civilian Population 16 Years and Over	947	100.0%	1,407	100.0%	+460 (+48.6%)
Management, Professional, and Related	155	16.4%	382	27.1%	+227 (+146.5%)
Service Occupations	174	18.4%	227	16.1%	+53 (+30.5%)
Sales and Office Occupations	224	23.6%	368	26.2%	+144 (+64.3%)
Farming, Fishing, and Forestry	23	2.4%	21	1.5%	-2 (-8.7%)
Construction, Extraction, and Maintenance	90	9.5%	143	10.2%	+53 (+58.9%)
Production, Transportation, and Material Moving	281	29.7%	266	18.9%	-15 (-5.3%)

Source: 1990 and 2000 U.S. Census

The percentage of employed civilian population 16 years and over compared to total population increased between 1990-2000 (46.8% and 52.8% respectively). This, along with age statistics, points to an increase in working adults (35-54 years of age) moving into the area.

To calculate employment forecasts, we will assume that the percentage of employed civilian population 16 years and over to total population will remain at the 2000 level of 52.8% and the occupations as a percent of total workforce will remain at 2000 levels also.

Table 1-9 Occupation Forecasts - Employed Civilian Population 16 Years and Over - Village of Baldwin

Occupation	2000 % of Total	2005	2010	2015	2020	2025
Projected Population	-	3,373	4,130	4,770	5,510	6,050
% of Employed Civilian Population 16 Years and Over	-	52.8%	52.8%	52.8%	52.8%	52.8%
Employed Civilian Population 16 Years and Over	-	1,780	2,180	2,518	2,909	3,194
Management, Professional, and Related	27.1%	482	591	682	788	866
Service Occupations	16.1%	287	351	405	468	514
Sales and Office Occupations	26.2%	466	571	660	762	837
Farming, Fishing, and Forestry	1.5%	27	33	38	44	48
Construction, Extraction, and Maintenance	10.2%	182	222	257	297	326
Production, Transportation, and Material Moving	18.9%	336	412	476	550	603

Source: 2000 U.S. Census and Cedar Corporation

A likely scenario not revealed in Table 1-9 is the amount of people employed in the farming, fishing, and forestry sector is more likely to decline than remain a constant 1.5% of the workforce for reasons listed above. Also, factors such as the economy and the demand for an occupation will affect these figures.

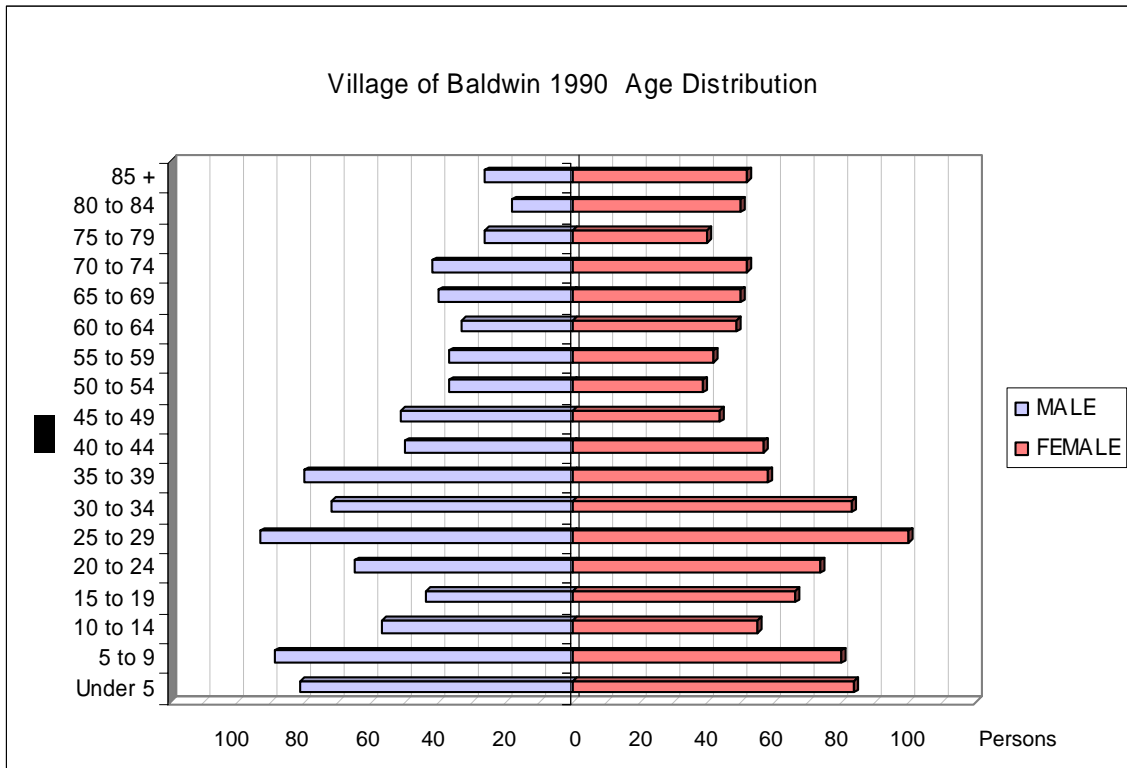
Age Distribution

Understanding the age distribution of the local population can be a valuable planning tool. Different age categories have different needs. A significant increase in school age children can mean overcrowding in local schools and higher busing costs. An increase in retired residents can result in a shortage of assisted living facilities, shuttle services, and a need for more specific health care needs.

A population pyramid can provide a visual representation of the percentage or actual amount of population broken down by age and sex that is easy to understand (see *Figures 1-2 and 1-3*). Population growth can be divided into four categories:

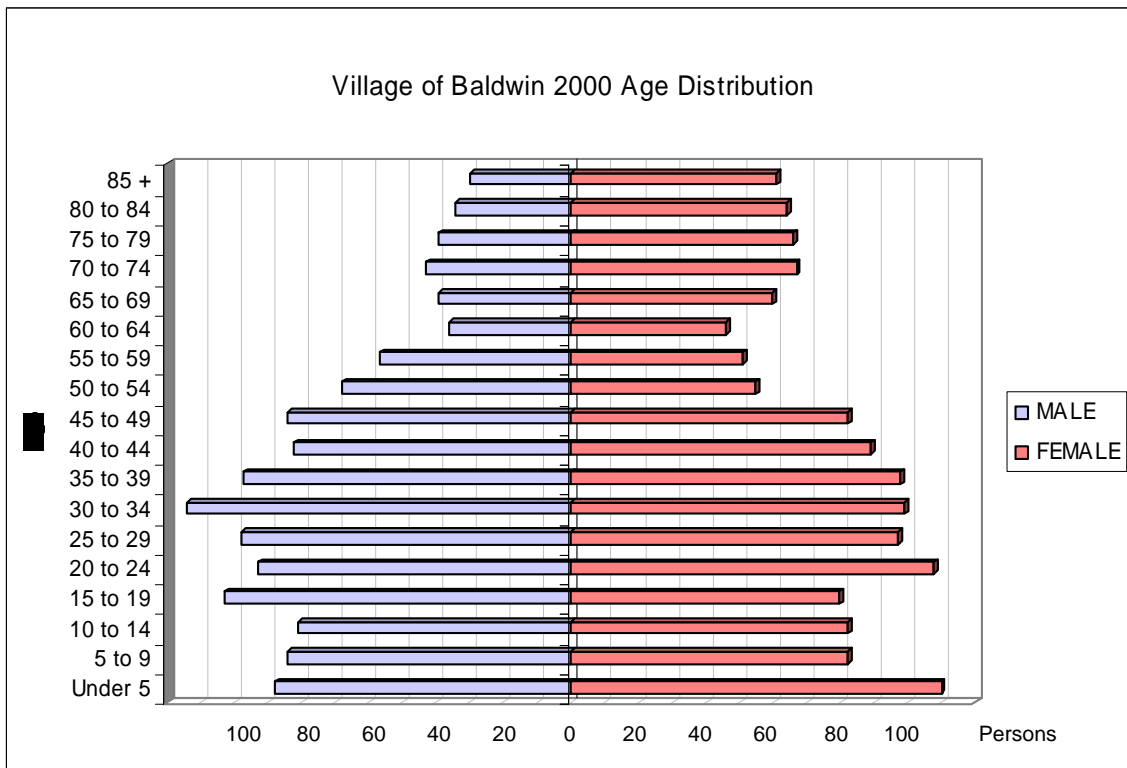
1. **Expansive:** larger numbers of the population in younger age groups and a lower proportion of older people. Usually each age group is smaller than the one before it. Many areas that have expansive population pyramids show a higher birth rate and lower life expectancies.
2. **Stable:** indentations in age group categories that even out and reflect a slow population growth.
3. **Stationary:** a narrow base and roughly equal numbers for all age groups with smaller figures to be expected in the older age groups.
4. **Declining:** higher numbers of aged persons and declining birth rates.

Figure 1-2 1990 Population Pyramid – Village of Baldwin



Source: 1990 U.S. Census

Figure 1-3 2000 Population Pyramid - Village of Baldwin



Source: 2000 U.S. Census

The Village of Baldwin has a very telling and interesting population pyramid. The structure would suggest stable/slow growth. This is true though the pyramid also reveals large population growth because of in-migration and not natural increase. Every age group except 5-9 years of age has seen an increase. The increase in younger age groups would normally signify higher birth rates but an overall increase in age groups is the result of in-migration.

Table 1-10 reveals that the 35 to 44 and 45 to 54 age groups have seen the largest increase in number. Many of these people are likely moving into the area with children. Any interesting observation to note is the increase in the older population, particularly the 75-84 age group which has increased by over 50%

Table 1-10 Age for the Total Population - Village of Baldwin

Year	1990	2000	Numerical Change	% Change
Under 5 years	165	198	+33	+20.0%
5 to 9 years	169	166	-3	-1.8%
10 to 14 years	112	163	+51	+45.5%
15 to 19 years	110	183	+73	+66.4%
20 to 24 years	139	201	+62	+44.6%
25 to 34 years	348	408	+60	+17.2%
35 to 44 years	245	366	+121	+49.4%
45 to 54 years	171	289	+118	+69.0%
55 to 64 years	167	190	+23	+13.8%
65 to 74 years	184	209	+25	+13.6%
75 to 84 years	134	203	+69	+51.4%
85 years and over	78	91	+13	+16.7%
Totals	2,022	2,667	+645	+31.9%

Source: 1990 and 2000 U.S. Census

Education Levels

A person's educational attainment will have a large influence on many aspects of their lives. Housing, entertainment, income, and employment opportunities will all be affected. In turn, these choices will help influence how a city will grow and prosper.

The Village of Baldwin has seen a decline in residents that have completed less than a 9th grade education or have completed 9th to 12th grade but have no diploma (see *Table 1-11*). This is presumably the result of a decrease in the older population which often left school early to begin work. Residents that have completed high school/or equivalency, some college/no degree, or a bachelor's degree have seen the greatest increases (159%, 158%, and 143% respectively).

Table 1-11 Education Attainment Population 25 and Older - Village of Baldwin

	1990	% Of Total	2000	% Of Total	Number and % Change
Population 25 Years and Over	1,327	100.0%	1,765	100.0%	+438(+33.0%)
Less than 9 th Grade	225	16.9%	119	6.7%	-106(-47.1%)
9 th to 12 th Grade (No Diploma)	141	10.6%	82	4.6%	-59(-41.8%)
High School Graduation (Includes Equivalency)	493	37.2%	652	36.9%	+159(+32.3%)
Some College, No Degree	197	14.8%	355	20.1%	+158(+80.2%)
Associate Degree	103	7.8%	179	10.1%	+76(+73.8%)
Bachelor's Degree	119	9.0%	262	14.8%	+143(+120.0%)
Graduate or Professional Degree	49	3.7%	116	6.6%	+67(+136.7%)

Source: 1990 and 2000 U.S. Census

Table 1-12 reveals a substantial jump in those who have achieved high school graduation or higher (62.7%) or have completed a bachelor's degree or higher (125.0%). During the same period, the number of the population 25 and older who have finished high school or higher has increased from 72.5% in 1990 to 88.7% in 2000.

Table 1-12 High School Graduate or Higher Attainment - Village of Baldwin

Year	1990	% Of Total	2000	% Of Total	Number and % Change
High School Graduate or Higher	961	72.5%	1,564	88.7%	+603 (+62.7%)
Bachelor's Degree or Higher	168	12.7%	378	21.4%	+210(+125.0%)

Source: 1990 and 2000 U.S. Census

Income Levels

Household income, as well as the number of households earning more money, has been on the rise between 1989 and 1999 (*see Table 1-13*). Most of this can be attributed to people earning higher wages and salaries from working in the Twin Cities area as well as having two wage earners in a household. Some telling statistics are in 1989, 98 households earned between \$50,000 and \$74,999. By 1999, that number had risen to 259 households. Also, in 1990, 31 households earned \$75,000 or more. In 2000, there were 170 households in that same income bracket.

Higher incomes can have several effects. A community may see a demand for larger homes, higher end goods, and more opportunities to spend disposable income.

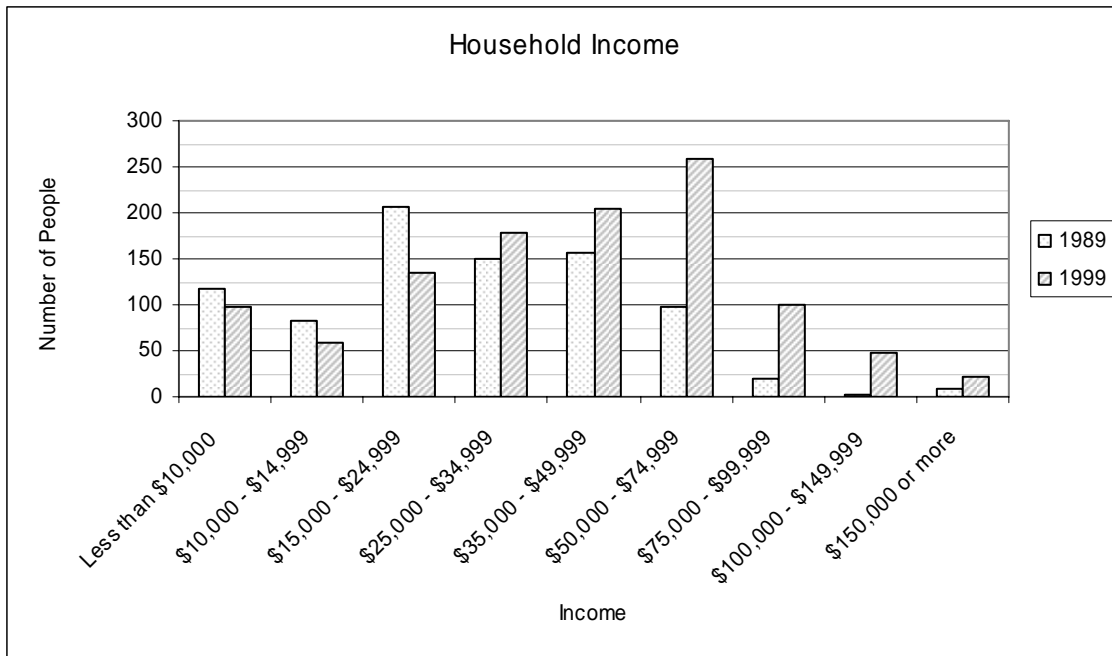
Figure 1-13 Household Income - Village of Baldwin

	1989	1999	Numerical Change	% Change
Less than \$10,000	118	97	-21	-17.8%
\$10,000 to \$14,999	82	59	-23	-28.0%
\$15,000 to \$24,999	165	134	-31	-18.8%
\$25,000 to \$34,999	151	178	+27	+17.9%
\$35,000 to \$49,999	157	205	+48	+30.6%
\$50,000 to \$74,999	98	259	+161	+164.3%
\$75,000 to \$99,999	20	101	+81	+405.0%
\$100,000 to \$149,999	2	47	+45	+2350.0%
\$150,000 or more	9	22	+13	+144.4%

Source: 1990 and 2000 U.S. Census

Figure 1-4 reveals that between 1990 and 2000, households earning \$24,999 or less have declined while households earning \$25,000 or more have seen a dramatic increase. A portion of this can be attributed to yearly increases in wages and salaries that may have been higher than normal due to the economic boom years of the 1990's. Also, new jobs created during that period likely required more education and skill.

Figure 1-4 Household Income - Village of Baldwin



Source: 1990 and 2000 U.S. Census

Between 1989 and 1999, median household income jumped 48.5% to \$40,313. In comparison, this is lower than St. Croix County (\$54,930) and the State of Wisconsin \$43,791 (see Table 1-14).

Table 1-14 Median Household Income - Village of Baldwin

Year	1989	1999	% Change
Median Household Income	\$27,143	\$40,313	+48.5%

Source: 1990 and 2000 U.S. Census

Employment Characteristics

According to the U.S. Census Bureau, industry relates to the kind of business conducted by a person's employing organization. The largest number of employees, (320 or 22.7% of the workforce), work in manufacturing related industries. The next largest number of employees, (297 or 21.1% of the workforce), are employed in education, health, and social services fields.

The industries or fields with the least amount of employees are agriculture, forestry, fishing, hunting, mining and the information field. Each has 26 and 25 employees, respectively, making up 1.8% of all employment (see Table 1-15).

Table 1-15 Industry - Village of Baldwin

Industry	Number of Employees	% of Total
Agriculture, Forestry, Fishing and Hunting, and Mining	26	1.8%
Construction	66	4.7%
Manufacturing	320	22.7%
Wholesale Trade	39	2.8%
Retail Trade	182	12.9%
Transportation and Warehousing, and Utilities	66	4.7%
Information	25	1.8%
Finance, Insurance, Real Estate, and Rental and Leasing	70	5.0%
Professional, Scientific, Management, Administrative, and Waste Management	72	5.1%
Educational, Health, and Social Services	297	21.1%
Arts, Entertainment, Recreation, Accommodation, and Food Services	114	8.1%
Other Services (except Public Administration)	77	5.5%
Public Administration	63	3.8%

Source: 2000 U.S. Census

Table 1-16 shows unemployment rates jumping, starting in 2002. This is likely due to the September 11, 2001, terrorist attacks and an overall decline in the world economy. These trends are not seen as reversing themselves in the near future.

Table 1-16 St. Croix County Unemployment Rates

	1997	1998	1999	2000	2001	2002	2003
Unemployment Rates	3.0%	2.7%	2.3%	2.5%	4.2%	6.7%	7.0%

Source: 2004 Department of Workforce Development

The January 2004 St. Croix County Economic Workforce Profile states the greatest demand for workers is in jobs considered first-time or temporary. Turnover in this area is high and wages are low. Most of these jobs are in the service industry: retail, cashiers, waiters/waitresses, bartenders, etc. A few notable exceptions are demands for nurses and truck drivers, which pay higher hourly wages.

Fastest growth occupations usually require more training and offer better wages. The significance is there are fewer openings because of low turnover. These jobs include computer software engineers, information systems managers, and computer support specialists.

Table 1-17 shows that wages made modest gains between 2001 and 2002. Jobs in the service industries were the only sector to see a wage decline during that same period. Overall, jobs in St. Croix County lag the average annual wage compared to the State of Wisconsin as a whole.

Table 1-17 St. Croix County Average Annual Wage

	Average Annual Wage		Percent of Wisconsin	1-year % change
	Wisconsin	St. Croix County		
All Industries	\$ 32,422	\$ 27,941	86%	4.4%
Natural resources	\$ 25,481	\$ 21,201	83%	5.8%
Construction	\$ 39,649	\$ 38,176	96%	3.0%
Manufacturing	\$ 40,584	\$ 35,540	88%	3.5%
Trade, Transportation, Utilities	\$ 28,422	\$ 25,357	89%	2.6%
Information	\$ 38,871	\$ 24,809	64%	5.5%
Financial activities	\$ 40,337	\$ 29,801	74%	5.8%
Professional & Business Services	\$ 36,324	\$ 35,934	99%	13.1%
Education & Health	\$ 33,768	\$ 29,533	87%	6.4%
Leisure & Hospitality	\$ 11,837	\$ 10,281	87%	4.3%
Other services	\$ 19,500	\$ 15,525	80%	-5.1%
Public Administration	\$ 33,769	\$ 23,547	70%	3.7%

Source: WI DWD, Bureau of Workforce Information, Covered Employment & Wages, August 2003

Demographic Trends

Trends in Baldwin point to a continued population growth though slowing down after 2010 with the possibility of a population just over 6,000 by 2025. To meet this demand, an estimated 1,481 additional households will have a variety of housing needs. As Baldwin's population grows, its percentage of owner-occupied households is decreasing. An effort will be made to increase home ownership.

For the most part, all age groups have increased in number since 1990. Most of this is due to in-migration. Many residents commute to the Twin Cities area for job opportunities and higher wages while finding more affordable housing in the Village of Baldwin. The Village also has a strong manufacturing base that employs workers throughout St. Croix County and beyond. This, as well as the proximity to the Twin Cities, has led to steady increases in median household income and a demand for a workforce that has attained an associates degree or better. We will keep these trends in mind as we move forward with the Comprehensive Plan.

CHAPTER 2

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Introduction

The Agricultural, Natural, and Cultural Resources Element is designed for the conservation and promotion of the effective management of our natural resources.

Groundwater

Map 2-1 shows groundwater elevations and directional flow within the Village of Baldwin planning area. The Groundwater Foundation describes groundwater as water found underground in the cracks and spaces in soil, sand, and rock. Groundwater is stored in aquifers. An aquifer typically consists of gravel, sand, sandstone, or fractured rock. These materials are permeable and allow water to flow through them.

Groundwater begins as precipitation which runs off into surface water and wetlands, is used by plants, or evaporates into the atmosphere. Groundwater is the water that makes it into the subsurface soil and rock. This process is called the hydrologic cycle and is powered by the sun and gravity.

Groundwater is a primary source for all water used for residential, industrial, and agricultural purposes. The need for clean, reliable water supplies is essential as a community expands. Groundwater is drawn out through wells that tap into aquifers. These water supplies are recharged through rainfall and melt water, which seeps through the porous soil under the force of gravity, settling at an impervious layer such as bedrock. Recharge areas are typically located in the upland areas, with the low-lying areas being discharge zones such as lakes, streams, and wetlands. Groundwater flow patterns typically follow the surface topography as the water slowly seeps to the discharge areas.

Groundwater contamination potential is influenced by soil characteristics such as chemistry, permeability, slope, and the ability of the unconsolidated materials overlying bedrock to filter contaminants (attenuation capacity). Groundwater quality is closely linked to land use practices. Substances deposited on the land surface are transported through the porous soil to the aquifer where they may contaminate the water supply. Fertilizers, oil, lead, gasoline, and pesticides can leach into the aquifer causing contamination

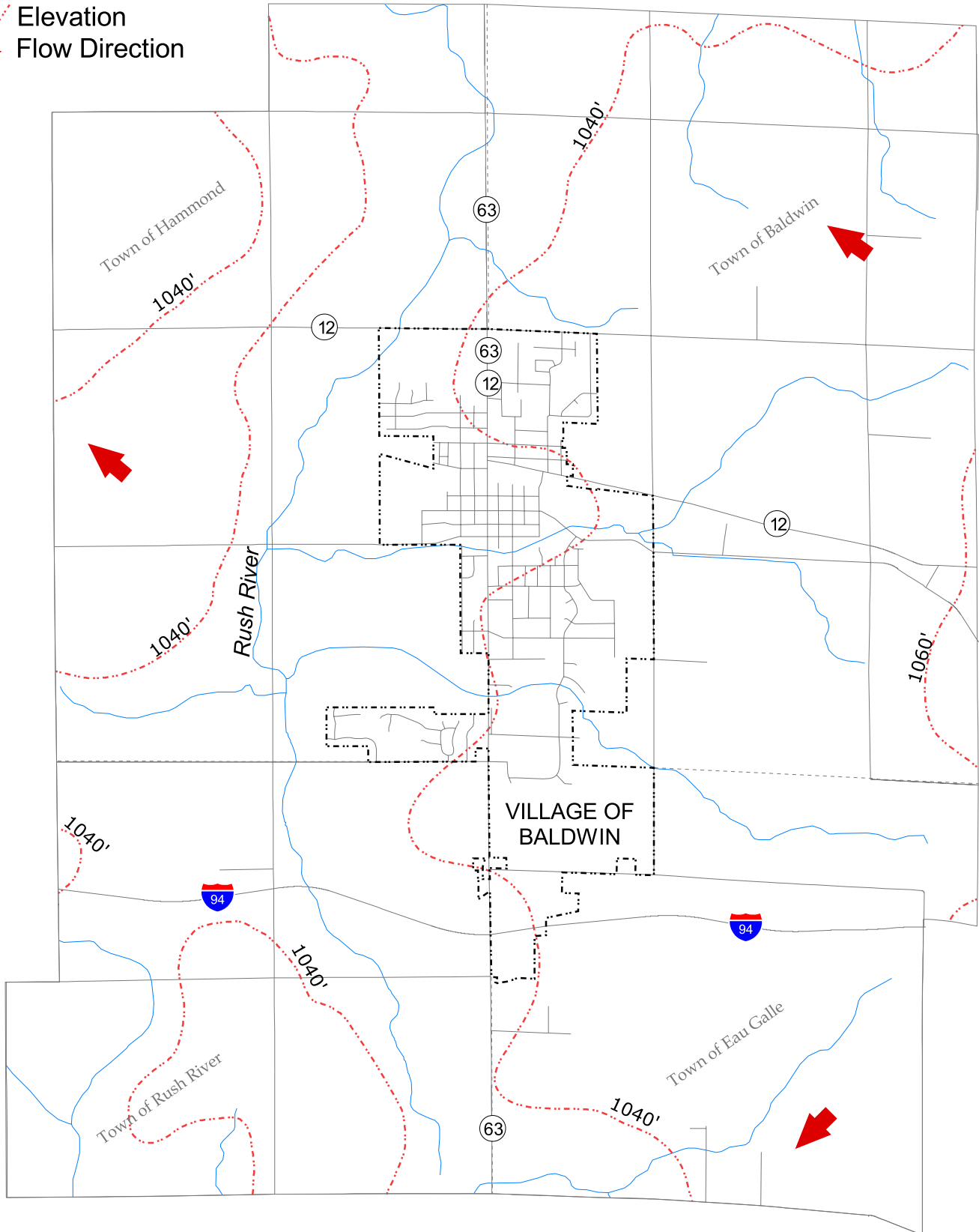
VILLAGE OF BALDWIN

St. Croix County, Wisconsin

GROUNDWATER ELEVATIONS

2-1

- Village Limits
- Townlines
- Highways
- River
- Elevation
- Flow Direction



0.5 0 0.5 1 Miles

Septic systems are also a serious contamination source. Septic systems serve homes, businesses, and other buildings that are not connected to a city sewer system. An improperly installed or maintained septic system can leak bacteria, household chemicals, and other contaminants, causing serious problems.

It is important to be aware of potential contamination risks when future land uses are considered as groundwater contamination can be very expensive and/or difficult to overcome.

The Village of Baldwin has several tools that can be used to protect local groundwater supplies. A wellhead protection, erosion control, and stormwater runoff ordinance helps care for groundwater and other water resources. In the future, a Stormwater Management Master Plan should be considered.

Forests

Over half of Wisconsin's 16 million acres of forest land is owned by private landowners. The importance of forests and trees is far reaching. State and local economies benefit greatly. According to the Wisconsin DNR, forest products and forest-based recreation account for about 12% of the Gross State Product and 18% of the jobs in Wisconsin.

Forests provide raw materials for manufacturing and building. They also create a setting for hunting, camping, hiking, and many other forms of recreation. Our forests also provide valuable wildlife habitat and are the homes for less visible threatened and endangered plant and wildlife. Forests and trees can help protect other resources too. They can reduce heating and cooling costs of homes and business. Forests and trees offer erosion control for river banks and steep slopes.

In urban areas, forests and trees are used for traffic calming, the creation of parks, and add overall aesthetics that enhance the quality of life for residents.

A contiguous forest is extremely important. The fragmentation of land can result in the disruption of habitat and can lead to problems between wildlife and humans.

The Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND) completed a statewide land classification system in 1993. Map 2-2 shows forested lands with a minimum area of five acres in and around the Village of Baldwin. WISCLAND defines a forest as "an upland area of land covered with woody perennial plants, the tree reaching a mature height of at least 6 feet tall with a definite crown."

Forests and trees can be protected through local groups and ordinances, county, state, and federal regulations.

VILLAGE OF BALDWIN

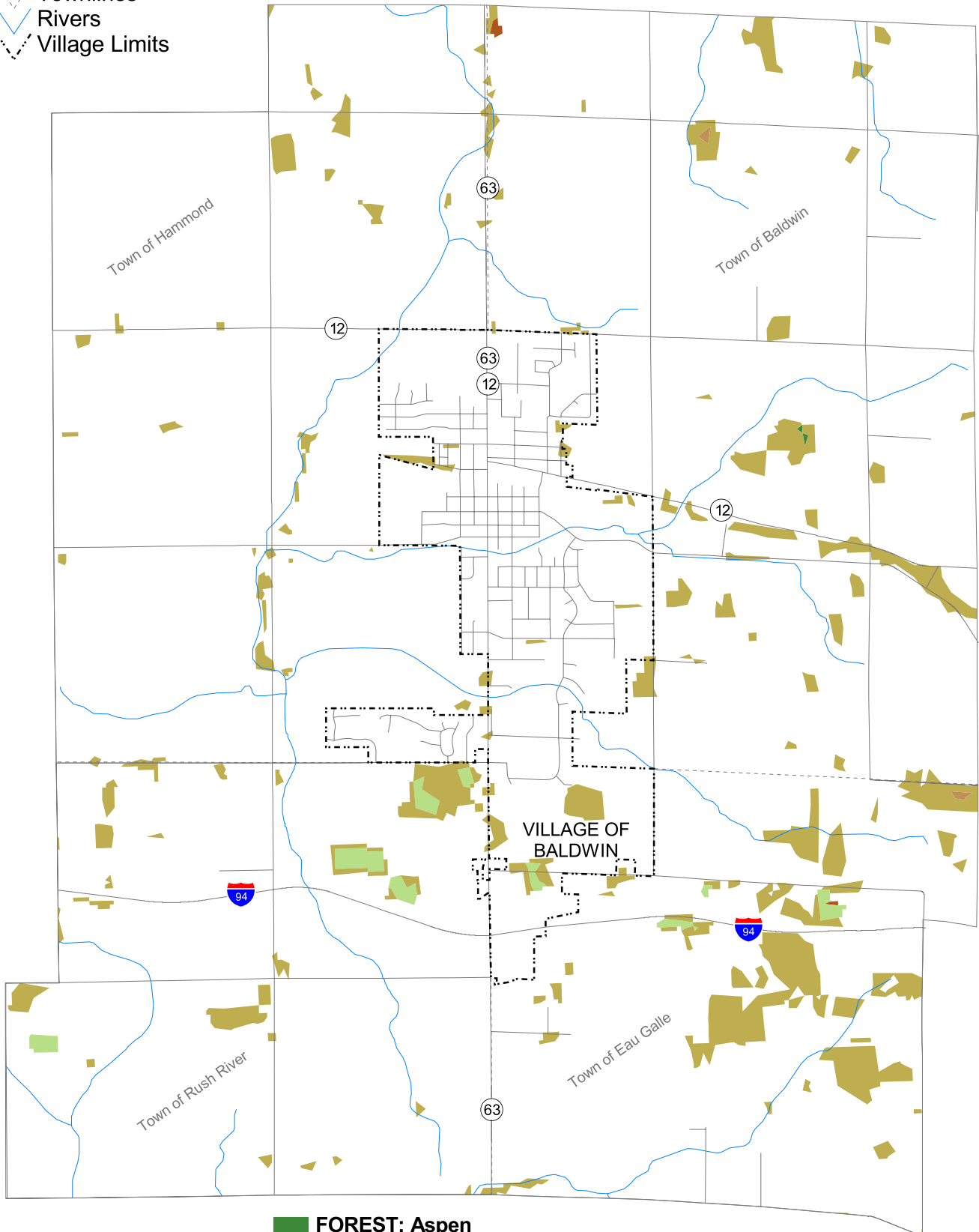
St. Croix County, Wisconsin

FORESTED LANDS

2-2



- Planning Boundary
- Townlines
- Rivers
- Village Limits



- FOREST: Aspen
- FOREST: Mixed/Other Broad-Leaved Deciduous
- FOREST: Mixed/Other Coniferous
- FOREST: Oak
- FOREST: Red Pine

To promote the planting of new trees, the Village of Baldwin requires new subdivisions to plant one tree of an approved species for every 50 feet of frontage.

The Village of Baldwin may want to consider the following measures to protect and promote trees and forested lands:

- ✓ preserve forested lands outside the Village limits that are annexed by requiring conservation subdivisions
- ✓ require new homeowners to plant trees as part of the Village's subdivision ordinance
- ✓ take action to meet requirements to be designated a Tree City, USA

Agricultural Areas

Prime agricultural lands provide economic benefit, as well as providing open space and aesthetic value. Planning is important so that we guarantee lands for the continued production of food and preservation of the rural landscape. Prime agricultural land that is developed usually causes remaining farmers to struggle to survive as land uses become incompatible.

The Village of Baldwin and its planning area contain large tracts of land which have soils considered prime for farming (see *Map 2-3*). Unfortunately, as development occurs, these lands are built upon and will never revert back to agricultural use.

Threatened or Endangered Species

According to the U.S. Fish and Wildlife Service, an “endangered” species is one that is in danger of extinction throughout all or a significant portion of its range. A “threatened” species is one that is likely to become endangered in the foreseeable future. These species are protected because of their scientific, educational, aesthetic, and ecological importance.

The Wisconsin Natural Heritage Inventory Program maintains data on the location and status of natural features, rare species, and natural communities in Wisconsin. These sites are broad in nature and provide a general location for rare, threatened, or endangered species as well as high-quality natural communities.

In order to preserve these areas, it is recommended that the Wisconsin DNR be contacted for the exact location of these areas so they are not disturbed or destroyed by human use of the landscape and natural resources. Such areas may be incorporated into an environmental corridor or preserved for educational purposes. The Village of Baldwin has no known occurrences of rare species or natural communities to date.

VILLAGE OF BALDWIN

St. Croix County, Wisconsin

PRIME FARMLAND

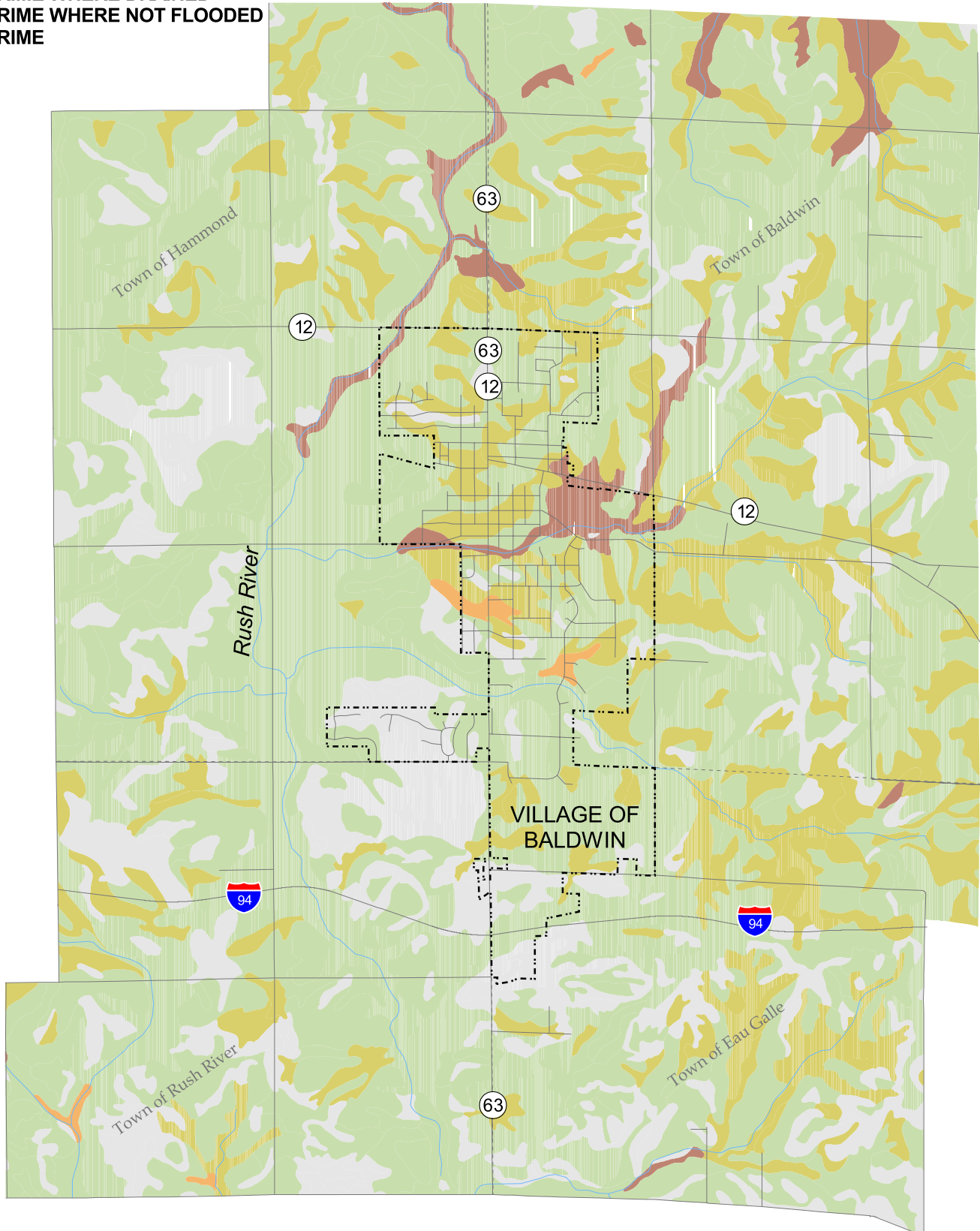
2-3



- River
- Village Limits
- Townlines
- Highways

Prime Farmland

- NOT PRIME
- PRIME WHERE DRAINED - NOT FLOODED
- PRIME WHERE DRAINED
- PRIME WHERE NOT FLOODED
- PRIME



Watersheds

The Village of Baldwin lies within the Rush River watershed (see *Map 2-4*). The planning area includes small portions of the Eau Galle River and Kinnickinnic River watersheds as well.

Watersheds are land areas, where all water that is under it or drains off of it goes into a nearby lake or stream. Land uses within a watershed can dramatically affect water quality in that watershed. As rain or melt water flows across roads, parking lots or agricultural fields, chemicals and sediment are transported to lakes and rivers where they are deposited, disrupting the natural system. Contamination at one point within the watershed can have lasting effects 50 miles away or further.

Ways of protecting water resources within watersheds are addressed throughout this chapter.

Surface Water / Water Resources

Lakes, rivers, and streams are among the greatest natural resources in Wisconsin. We depend on water for many aspects of our daily routines, recreation, and industry. Plants, wildlife, and fish depend on water for life and habitat.

Wisconsin's Public Trust Doctrine states that the waters of Wisconsin are held in trust by the state for the benefit of all. The Wisconsin DNR is assigned with the task of protecting our water resources.

Surface waters provide habitat for a wide variety of animals and plants, which also serve to attract tourism and recreation. Protection of surface water resources is critical to maintaining the water quality, and diversity of life, which attracts people to these resources. Development in the watershed should take into account the impact on the function of natural systems, and address potential pollution problems through the use of best management practices such as shoreland buffers, erosion control, and the preservation of natural environmental corridors. Best Management Practices (BMP) designed to control stormwater runoff rates, volumes, and discharge quality can be used to protect water resources in developed areas.

There are limited water resources in the Village of Baldwin. The Rush River flows to the west of the Village (see *Map 2-5*). Small creeks within the Village drain into the river and many of them are dry for portions of the year. The water resources in the area offer no real opportunity for recreational purposes.

VILLAGE OF BALDWIN

St. Croix County, Wisconsin

WATERSHEDS

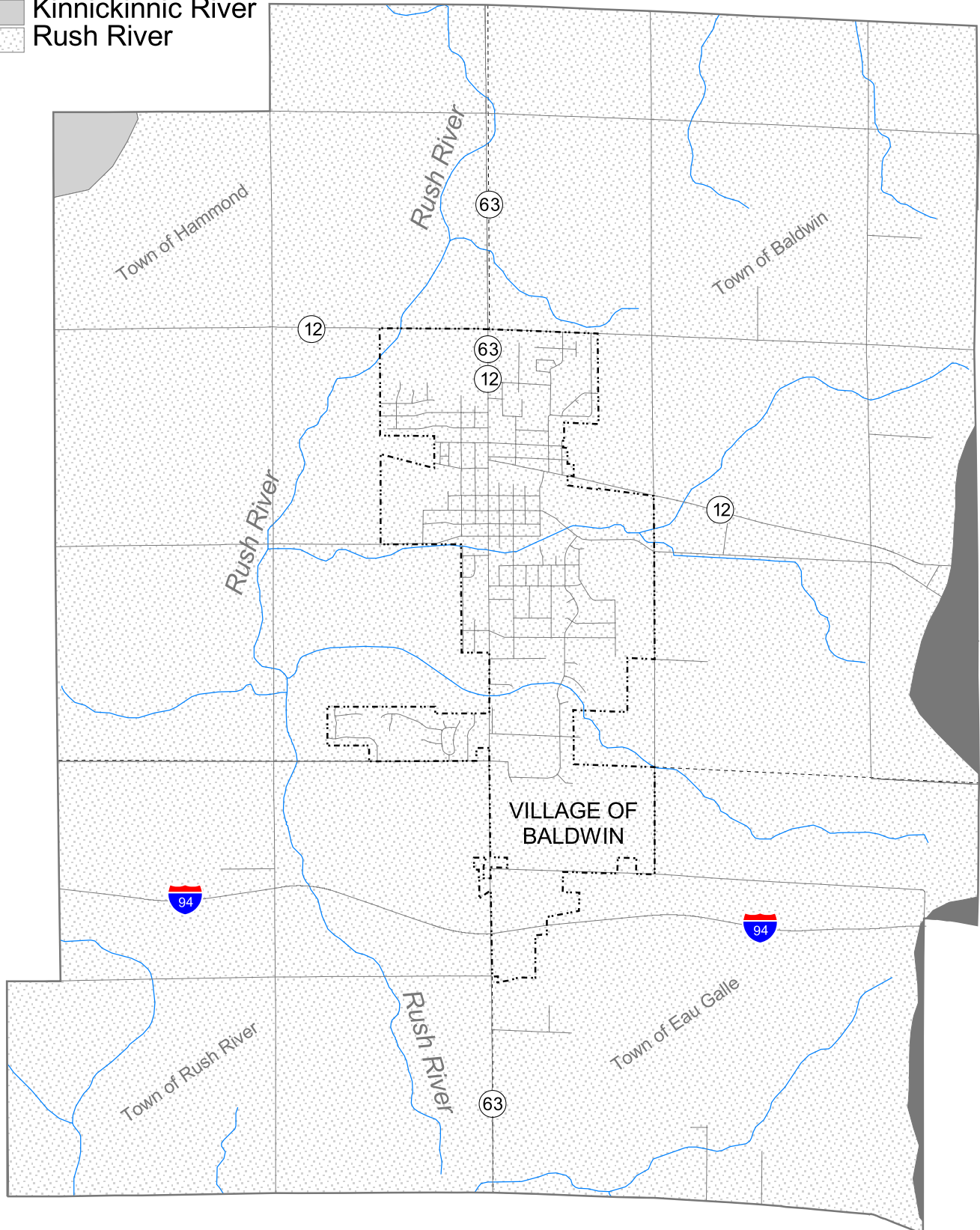
2-4



 Townlines

Watersheds

-  Eau Galle River
-  Kinnickinnic River
-  Rush River






VILLAGE OF BALDWIN

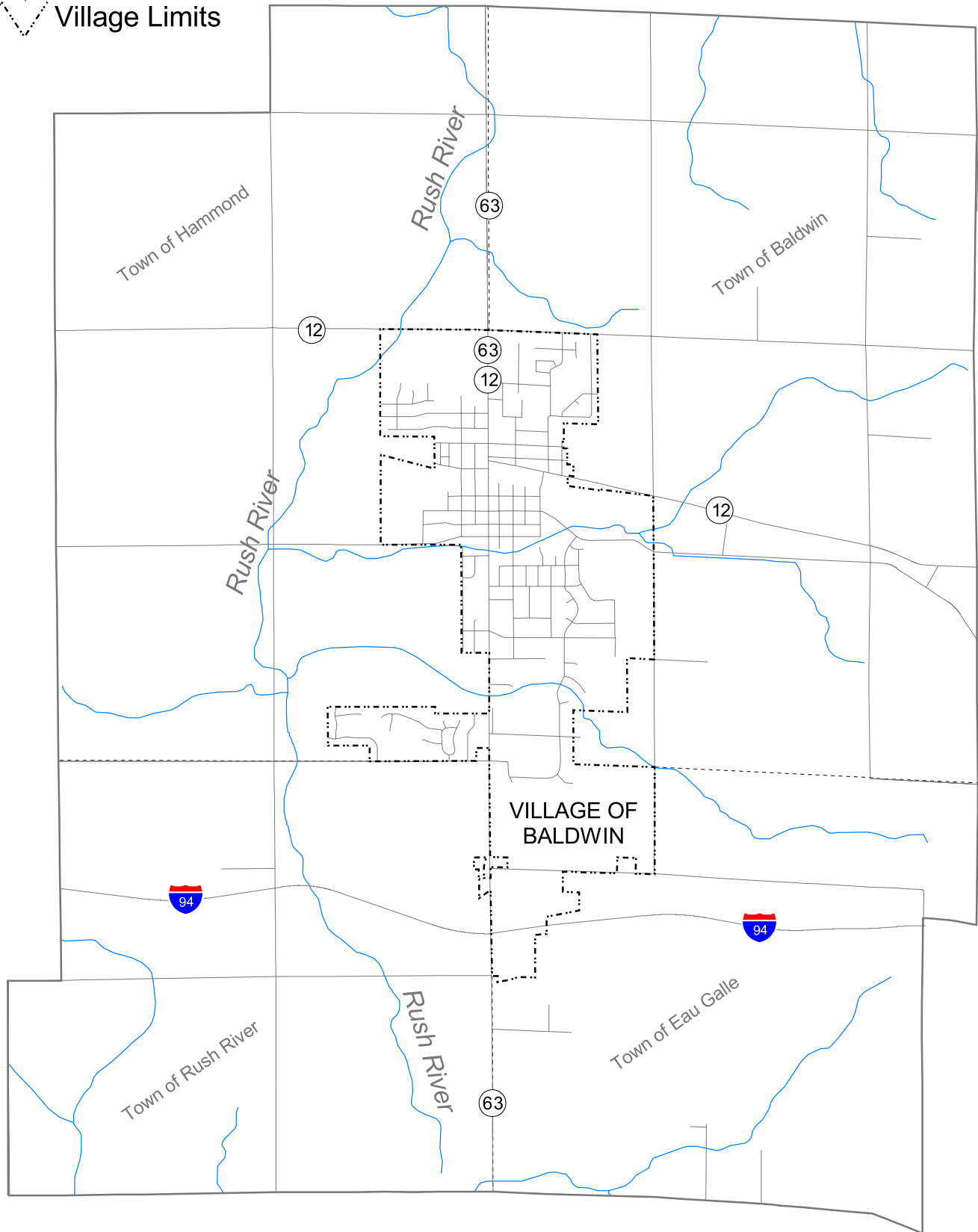
St. Croix County, Wisconsin

SURFACE WATER

2-5



-  Rivers
-  Townlines
-  Village Limits



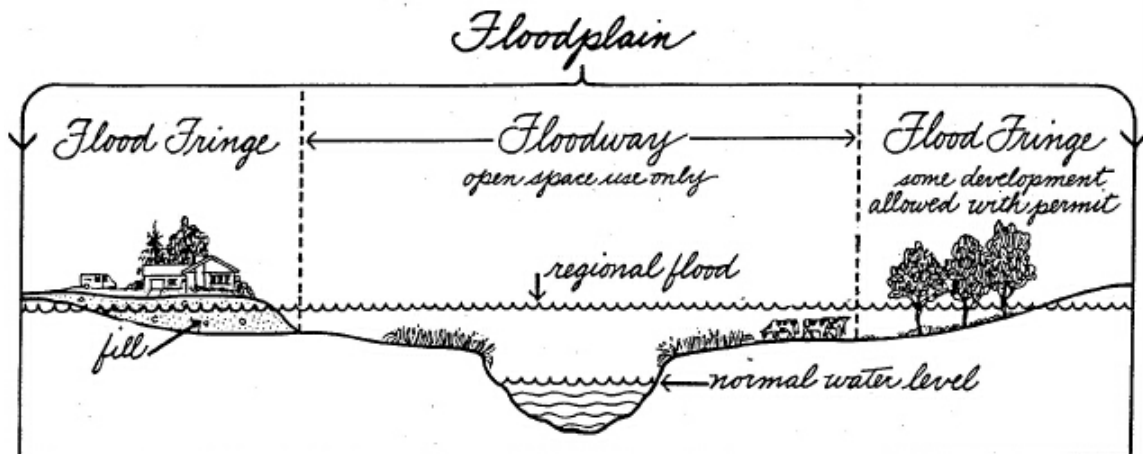
Environmentally Sensitive Areas / Wildlife Habitat

Environmentally sensitive areas and wildlife habitat are extremely important for the protection of aquatic and terrestrial wildlife and plants. The preservation and possible expansion of these areas is vital to maintain a diverse ecosystem. Areas that may be considered environmentally sensitive or wildlife habitat are forests, lakes, streams, rivers, wetlands, steep slopes, and highly permeable soils. Descriptions and locations of these areas may be found throughout this Comprehensive Plan.

Floodplains

Floodplains are areas which have been, or may become inundated with water during a regional flood. A regional flood is often referred to as a 100-year flood or having a 1% chance of occurring in any given year. Flood plains are comprised of two components, the floodway and flood fringe. Floodways are areas which directly adjoin the channel of a stream and are characterized by deep, fast moving water. The floodway is typically the most dangerous part of a floodplain, and uses in this area should be limited to conservation areas or open space. The flood fringe is associated with standing or slow flowing water adjacent to the floodway (see Figure 2-1).

Figure 2-1 Floodplain Components



Source: Wisconsin Department of Natural Resources.

There are several tools a community can use to protect and regulate floodplains:

- ✓ Section 87.30, Wisconsin statutes direct all Wisconsin counties, cities, and villages to adopt floodplain zoning ordinances.
- ✓ The Department of Natural Resources Chapter 216 Floodplain Management Program provides a uniform basis for the preparation and implementation of sound floodplain regulations.
- ✓ The Federal Emergency Management Agency (FEMA) has mapped floodplains. These maps delineate the entire floodplain boundary, but do not distinguish between floodway and flood fringe.

Floods are the most frequent and costly natural disaster in the United States. In 2003, Wisconsin ranked tenth in the nation over the previous 14 years in flood damages, totaling \$1.5 billion. According to the Department of Natural Resources, floodplains provide natural flood and erosion control, water quality maintenance, ground water recharge, and fish and wildlife habitat. Their protection and management can reduce direct costs of clean-up, rebuilding uninsured homes and businesses, rescue and relief efforts, and temporary housing. Indirect costs include a tax base decline due to flood blighted areas, business interruptions, and loan costs for reconstruction.

Buildings within the floodplain reduce its storage capacity causing the next flood of equal intensity and volume to crest at an even higher elevation. Because of the serious danger posed during a flood event, most structural development within a floodway is not allowed. Certain uses are permitted if they meet strict criteria. Development within the flood fringe is generally accepted, provided adequate flood proofing measures are in place.

The Village of Baldwin experiences some flooding along the northern most creek within the Village limits and has a Floodplain Zoning Ordinance that restricts development within the floodway and floodfringe of this area (*see Map 2-6*).

Wetlands

Wisconsin statutes define a wetland as "an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions."

Wetlands act as natural filters, removing sediments and contaminants from water. Wetlands also regulate water levels by containing water during periods of excessive rain or snow melt. These unique environments are host to a wide variety of plant and animal communities, including some threatened and endangered species. Wetlands also serve as rest areas for migratory waterfowl during the fall and spring months.


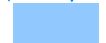


VILLAGE OF BALDWIN

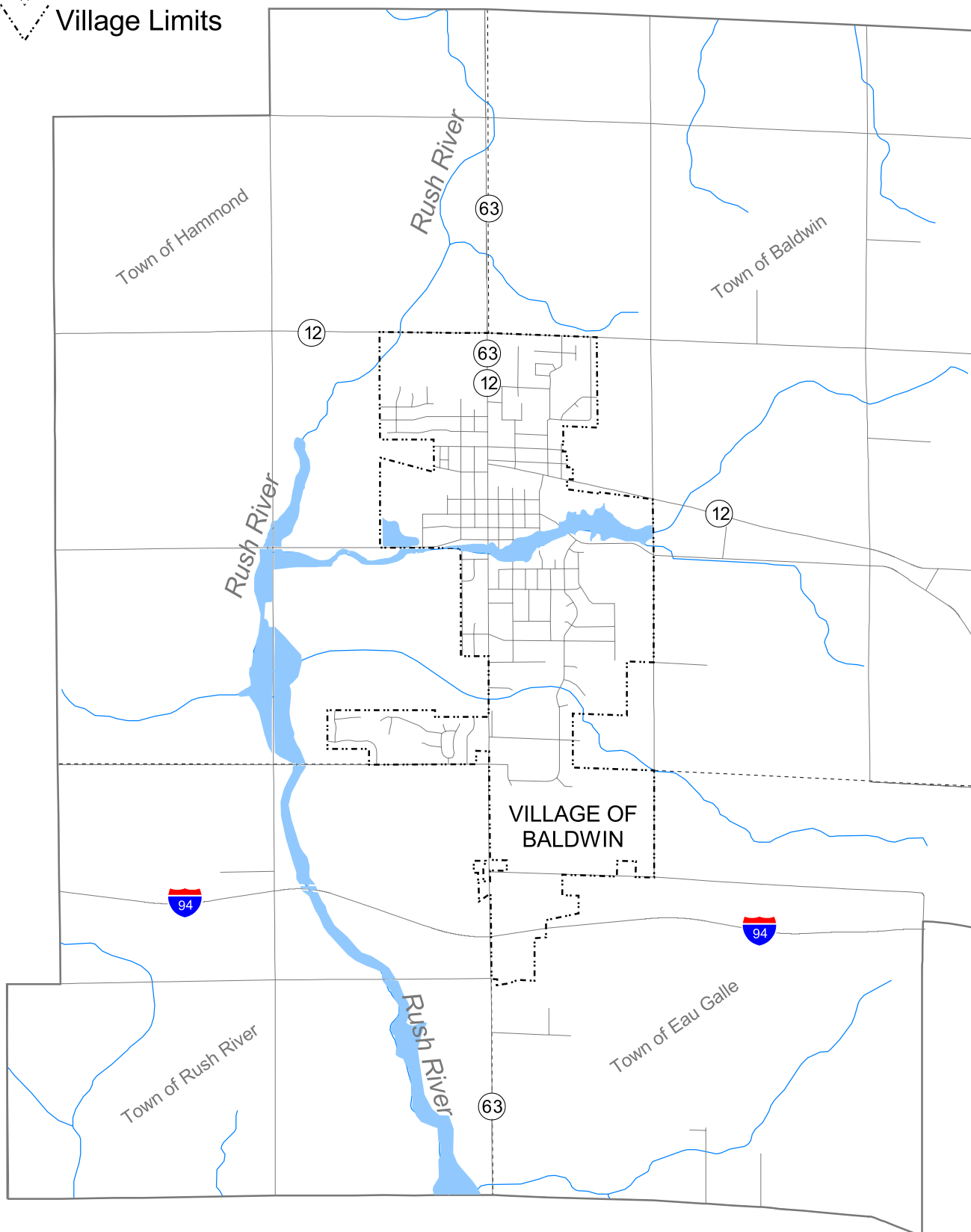
St. Croix County, Wisconsin

FLOODPLAINS

2-6



-  Rivers
-  Floodplain
-  Townlines
-  Village Limits



Wetlands vary widely because of regional and local differences in soils, topography, climate, hydrology, water chemistry, vegetation, and human disturbance. They can be divided into coastal and inland wetlands. Coastal wetlands are found along our coasts and are located along our estuaries where sea water mixes with fresh water. Inland wetlands are most common on floodplains along rivers and streams, in depressions, along the margins of lakes and ponds, and in other low-lying areas where groundwater intercepts the soil surface.

A lack of understanding has led to the destruction of almost 50% of all wetlands in Wisconsin between 1866 and 1985. They were viewed as land that needed to be drained and filled in order to be useful. Today, we realize the benefits of wetlands to people and nature. Wetlands provide floral diversity, fish and wildlife habitat, flood protection, water quality protection, shoreland protection, and groundwater recharge and discharge areas. The most immediate impact on humans is the aesthetic qualities and recreational opportunities we enjoy everyday. They also offer educational opportunities for both students and the general public.

In 1978, the State of Wisconsin established the Wisconsin Wetland Inventory (WWI) to help protect our wetlands. These efforts were directed by the DNR. The wetlands were identified from aerial photos and the project was completed in 1985. The WWI is not perfect. Some photography was taken during the summer and wetland detection was difficult due to leaf cover.

The Legislature authorized the DNR to update these maps on a 10-year cycle. Budget constraints and a lack of staff have increased the cycle to 24 years. Though the WWI maps provide useful background information for planning purposes, the exact location and extent of wetlands cannot be know without field verification.

There are small quantities of wetlands within the Village of Baldwin and its planning area. Most of these are described as scrub/shrub and emergent/wet meadow (see *Map 2-7*). The Village of Baldwin has a Shoreland/Wetland Ordinance that is described in more detail in the shorelands section below.

Shorelands

Shorelands are vital components to the relationship between the land and the water. Shoreland areas serve as environmental buffer zones, serving to catch potential pollutants and filter runoff before it enters the waterway. These buffer zones also provide habitat for a wide range of plant and animal species and would be considered environmentally sensitive areas. Shoreland areas are also very attractive as housing sites, and the demand for waterfront property is placing evermore pressure on these fragile areas.





VILLAGE OF BALDWIN





St. Croix County, Wisconsin

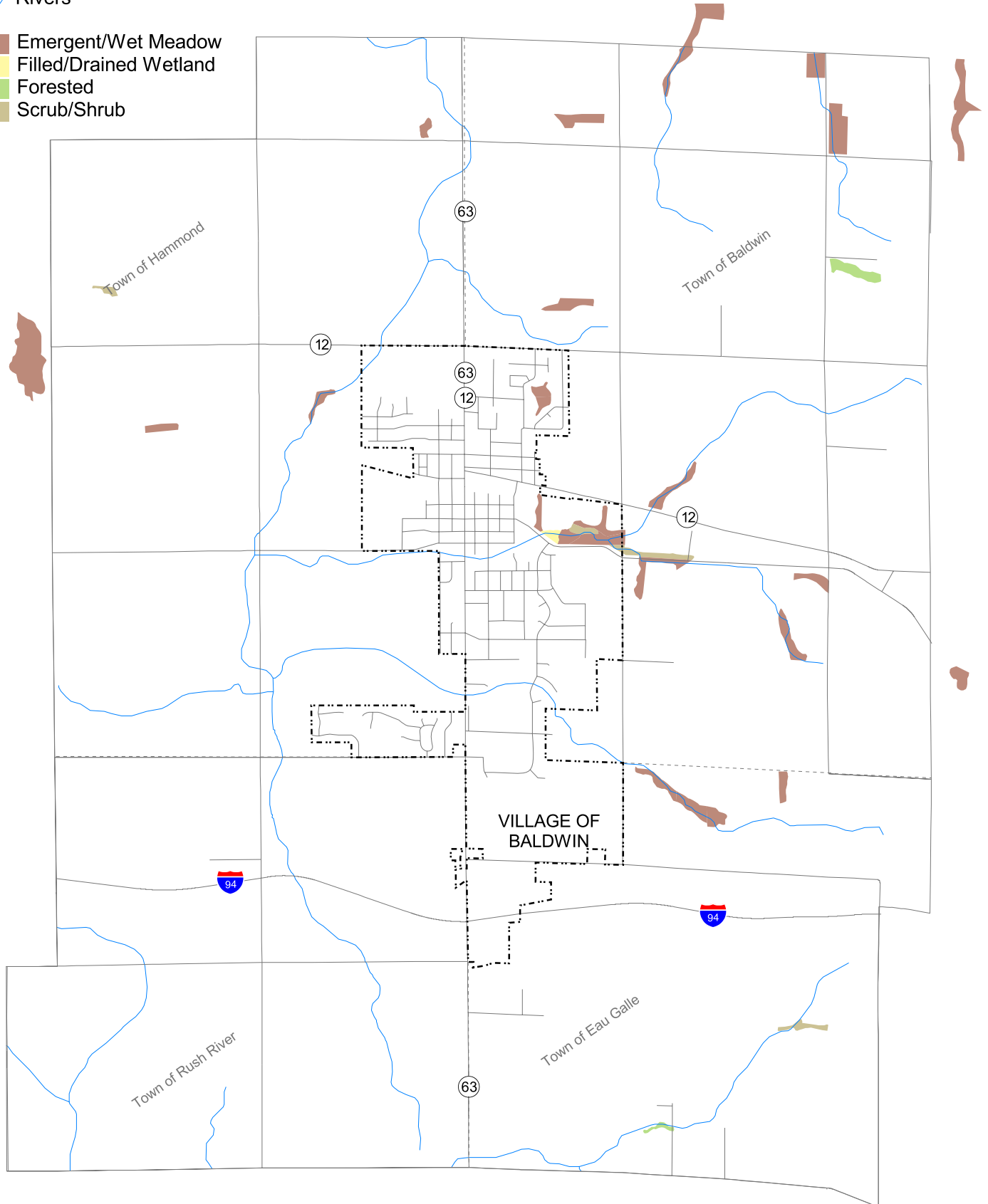
WETLANDS

2-7



-  Village Limits
-  Planning Boundary
-  Townlines
-  Rivers

-  Emergent/Wet Meadow
-  Filled/Drained Wetland
-  Forested
-  Scrub/Shrub



The Village of Baldwin has a Shoreland/Wetland Ordinance that restricts uses within the Shoreland/Wetland Zoning District. This District includes all wetlands that are five acres or more and are shown on the final Wisconsin Wetland Inventory Map, lands within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, or flowages, and lands within 300 feet of the ordinary high-water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever is greater.

Parks / Open Space

Parks and open space are vital to the quality of our lives. They provide many benefits to individuals, communities, the environment, and the local economy.

First, individuals benefit by having opportunities for active and passive recreation. People use these spaces for exercise, relaxation, and play. Their lives are enhanced by bird watching, a pick-up game of football, quiet contemplation, and educational opportunities.

Second, a community benefits by providing a place for people to meet and interact with other members of the community. Parks and open spaces are inclusive. The use of these spaces is not based on economic background or physical limitations. The beauty of our communities is increased and families that recreate together report greater stability and satisfaction. Green infrastructure can link parks and open spaces together providing a continuous network for people to enjoy.

Third, the environment benefits by improving air and water quality through the removal of carbon dioxide and reducing sedimentation. The effects of flooding and erosion are reduced and bio-diversity is improved.

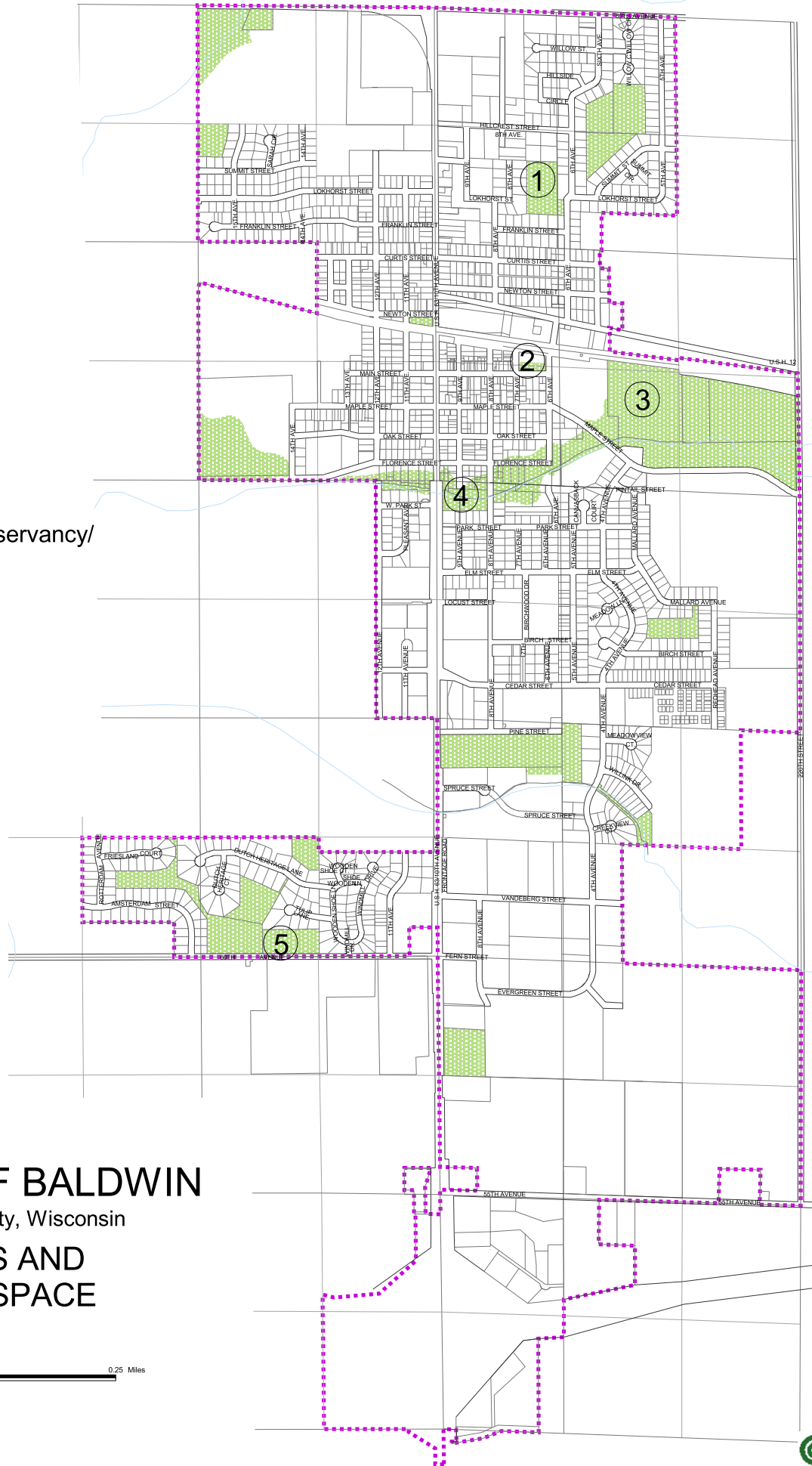
Finally, the economy benefits by attracting businesses. Open spaces and parks have a positive effect on property values and increase tourism.

The Village of Baldwin has five parks within its Village limits (*see Map 2-8*). In 1999, the Village completed the *Baldwin Outdoor Recreation Plan* to identify surpluses and deficiencies in outdoor recreation opportunities. The Plan provides an inventory of existing parks and recommendations for improvements. It also lists goals and objectives to help guide future planning decisions.

The *Baldwin Outdoor Recreation Plan* was prepared to cover a five-year period (1999-2004). The population projections in the Plan do not match the projections in this Comprehensive Plan. It is recommended that the Village of Baldwin, along with the Village's Parks and Recreation Department, revise and update the existing document.



- ① Little Creek Park
- ② Bailey Park
- ③ Mill Pond Park
- ④ Windmill Park
- ⑤ Heritage Park
-  Open Space / Conservancy/
Parks



VILLAGE OF BALDWIN

St. Croix County, Wisconsin

PARKS AND OPEN SPACE

2-8

0.25 0 0.25 Miles

The Village has general park and public land dedication requirements within its Subdivision Ordinance that provides for future space or monies. Impact fees collected on new development also contribute money for parks.

Historical / Cultural Resources

Historical and archeological sites can tell us many things about our past. They can add value to the community by providing educational, aesthetic, and even commercial value. The Wisconsin Historical Society estimates that 80% of our State's archeological sites have been severely damaged or destroyed.

Currently, projects that are state or federally funded must go through a review process to ensure that these sites are not disturbed. The location of these sites can only be known at this time by visiting the State Historical Society in Madison. The locations are general in nature as to not encourage disturbance.

The State Historical Society's website also hosts the Wisconsin Architecture & History Inventory (AHI). The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history.

An architectural inventory was done in communities beginning in the mid-1970s until 1980 with the help of State grant money. Reconnaissance surveys were conducted by summer students and then intensive surveys were conducted by professional historic preservation consultants. These buildings and details may be viewed at www.wisconsinhistory.org. Follow the historical sites link.

Table 2-1 shows an example of the information you will find for properties at the web site. The AHI has information on 19 properties in the Village of Baldwin.

Table 2-1 Detailed Record – Village of Baldwin

County: ST. CROIX	Record #: 23802	Location: 1080 11TH ST (AT MAPLE ST, NW C2)	
City or Village: BALDWIN		Town, Range, Section:	Quarter Sections:
Civil Town:	National Register Date:	State Register Date:	
Unincorporated Community:			District:
Current Name:		2 Multiple Property Name:	
Survey Map: BALDWIN DOT	Historic Name:	Wall Material: Clapboard	
Map Code: 51/13	Construction Date:	Structural System:	
Survey Date: 1983	Designer Name:	Other Buildings on Site?:	
Style or Form: Bungalow		Cultural Affiliation:	
Resource Type: house		Demolished Date:	

Source: Wisconsin Historical Society.

The Wisconsin Historical Society also provides an extensive list of Wisconsin’s major historic preservation statutes.

The Village of Baldwin has created a Historic Preservation Ordinance that allows a Historic Preservation Committee to inventory cultural resources and can solicit and receive funds for the purpose of preservation within the Village.

Agricultural, Natural, and Cultural Resources Goals, Objectives, Programs and Policies

Goal 1

- Protect the Village’s water resources (watersheds, ground and surface water).

Objectives

- Ensure quality water resources for Village and area residents.

Programs and Policies

- Create a Stormwater Management Master Plan
- Create ordinance banning phosphorous based fertilizers for lawns.

Goal 2

- Maintain and protect trees and forested areas in the Village of Baldwin.

Objectives

- Preserve natural areas.
- Enhance the aesthetics of the Village.

Programs and Policies

- Create a tree maintenance program.
- Require new subdivisions to preserve as many trees as possible.
- Pursue the requirements to be designated a Tree City USA.

Goal 3

- Preserve historical structures.

Objectives

- Protect the Village's history.
- Promote the revitalization of Main Street.

Programs and Policies

- Use TIF Districts to encourage façade improvements on Main Street.
- Establish design guidelines and recommendations for historical buildings.
- Promote historical areas by creating a walking tour pamphlet.

CHAPTER 3 HOUSING

Introduction

Understanding the types, amounts, and demands of housing within your community is vital when planning for the needs of the Village of Baldwin's current and future residents. Planning for housing is important for three very different reasons. First, it is probably the single largest expenditure for local residents. According to the *Consumer Expenditure Survey* prepared by the Bureau of Labor Statistics, U.S. Department of Labor, midwest households spend an average of 31% of their income on housing, compared with 19% for transportation and 14% for food. Second, housing is probably the largest land use in a given community. One of the biggest concerns behind the Wisconsin Comprehensive Planning Law is the issue of sprawl or low-density development which many see as an inefficient use of our land. Sprawl not only develops land in large pieces, but is more expensive to provide services for. Third, housing provides a major source of revenue through property taxes. These taxes go towards your school district, vocational technical college, county and city.

There are several benefits to a community that can be found through the Housing Element.

- ✓ Deficiencies in housing options can be addressed.
- ✓ More control can be exercised over future housing developments.
- ✓ Citizens will have a better understanding of the local housing situation.

Housing Needs

Generalizations can be made concerning the state of housing in the Village of Baldwin by analyzing U.S. Census Bureau statistics without doing an extensive housing survey.

- ✓ A growing population with increased buying power is driving property values up.
- ✓ The cost of single-family housing has jumped significantly.
- ✓ The existing housing stock is relatively new.
- ✓ Residents need to be aware of programs that assist in housing/rental costs and repairs.
- ✓ There is a growing elderly population.

Age Characteristics

The age characteristics of structures in the Village of Baldwin are very interesting. Almost one quarter of the current structures were built in 1939 or

earlier. During the next 29 years, only 15.2% of current structures were added. Starting in 1970, a significant surge in building can be seen. By March of 2000, over 60% of the Village's structures were less than 30 years old (see *Table 3-1*).

Table 3-1 Year Structure Constructed – Village of Baldwin

Year Built	Homes	Percent of Total
1999 to March 2000	88	7.7%
1995 to 1999	187	16.4%
1990 to 1994	64	5.6%
1980 to 1989	161	14.1%
1970 to 1979	188	16.5%
1960 to 1969	80	7.0%
1940 to 1959	94	8.2%
1939 or earlier	278	24.4%

Source: US Census Bureau 2000

If you look at building permits issued since 2000, a large number of structures in the form of dwelling units are still being built at a consistent rate (see *Table 3-2*).

Table 3-2 Building Permits - Village of Baldwin

	New Homes	Twin Homes	Duplexes	3-Plexes	4-Plexes	6-Plexes
2000*	45	0	13	0	0	1
2001	45	0	24	0	0	0
2002	45	4	5	0	0	0
2003	46	16	2	10	0	0
2004	53	12	0	1	1	0

Source: Brian Wert Inspection Agency

* Figures for 2000 are not for full year.

Structural Characteristics

The structural characteristics of housing in the Village of Baldwin are difficult to assess. The age of structures cannot be used alone since this does not reflect whether a property has been abandoned, remodeled, or is still in its original state. To do an accurate needs assessment of local housing conditions, a survey, visual inspection, or at minimum, comparison of age and assessed value would have to be done. Doing an inspection of a building's structure would help determine possible areas of the Village that may be a candidate for rehabilitation or redevelopment, though this would be time consuming and expensive.

As mentioned earlier, a majority of structures in the Village of Baldwin were constructed in the last 35 years. Any maintenance that is needed will most likely be routine in nature; new siding, shingles, windows, paint, etc.

Most homes within the Village use utility gas as their main heating source (61.3%). Electricity makes up the next most common way of heating (30.5) followed by smaller amounts of homes that use fuel oil, wood, solar energy, or coal (see *Table 3-3*).

Table 3-3 Housing Characteristics-House Heating Fuel - Village of Baldwin

Fuel Type	Number	Percent
Utility Gas	679	61.3%
Bottled, Tank, or LP Gas	3	0.3%
Electricity	338	30.5%
Fuel Oil, Kerosene, Etc.	70	6.3%
Coal or Coke	2	0.2%
Wood	8	0.7%
Solar Energy	0	0.0%
Other Fuel	4	0.4%
No Fuel	4	0.4%

Source: US Census Bureau 2000

In the Village of Baldwin, single-family homes are still the predominant type of dwelling unit being built. These account for over 57.4% of all housing units. Two unit structures and 20 or more unit structures follow, accounting for 10.2% and 9.6% respectively (see Table 3-4).

Table 3-4 Housing Units in Structure - Village of Baldwin

	2000	Percent of Total
Total Housing Units	1,140	100.0%
1 Unit, detached	601	52.7%
1 Unit, attached	54	4.7%
2 Units	116	10.2%
3 or 4 Units	59	5.2%
5 to 9 Units	84	7.4%
10 to 19 Units	51	4.5%
20 or more Units	110	9.6%
Mobile Home	65	5.7%

Source: US Census Bureau 2000

Home Values

The Village of Baldwin has seen a significant increase in home values of almost 92% between 1990 and 2000 (see Table 3-5 and Figure 3-1). This is due to three main factors. First, a majority of housing is new construction. Second, the demand for housing in, not only the Village, but western Wisconsin in general, has pushed up housing prices, and finally, the natural appreciation of housing values.

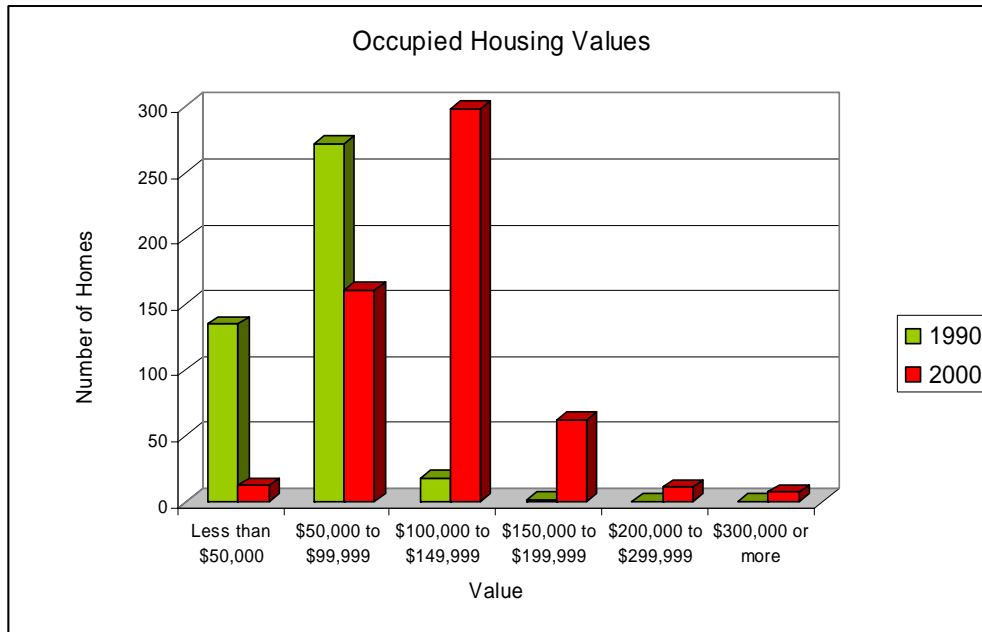
Table 3-5 Median Owner-Occupied Housing Value - Village of Baldwin

	1990	2000	% Change
Median Owner-Occupied Housing Value	\$59,400	\$114,000	91.9%

Source: US Census Bureau 1990, 2000

A recent search of the Multiple Listings Service of properties sold in the Village of Baldwin since 2004, shows the median value is now closer to \$160,000.

Figure 3-1 Occupied Home Values - Village of Baldwin



Source: US Census Bureau 1990, 2000

Table 3-6 shows the dramatic shift in owner occupied housing values. There were 407 homes valued under \$100,000 in 1990. By 2000, that number had been reduced to 173 homes. In contrast, there were 19 homes valued \$100,000 or more in 1990. That number had risen to 379 homes in 2000.

Table 3-6 Median Owner-Occupied Housing Value - Village of Baldwin

Value	1990	2000	Number and % Increase/Decrease
Less than \$50,000	135	12	-124 (91.1%)
\$50,000 to \$99,999	272	161	-111 (40.8%)
\$100,000 to \$149,999	18	299	+281 (1611.1%)
\$150,000 to \$199,999	1	62	+61 (6200.0%)
\$200,000 to \$299,999	0	11	+11 (-%)
\$300,000 or more	0	7	+7 (-%)

Source: US Census Bureau 1990, 2000

As property values increase, the City must make sure that the needs of low-moderate income, elderly, and disabled citizens are able to rent or buy affordable housing.

Occupancy Characteristics

All housing units are classified as either owner-occupied or renter-occupied. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. All occupied housing units, which are not owner-occupied, whether they are rented for cash rent or occupied without payment of cash rent, are classified as renter-occupied.

Owner-occupied housing percentages have dropped between 1990 and 2000 (*Table H-2*). In comparison, the State of Wisconsin has an owner-occupied housing rate of 68.4% as of 2000.

Table 3-7 Occupied vs. Renter Housing Percentages - Village of Baldwin

Year	1990	% of Total	2000	% of Total	Number and % Change
Owner-Occupied Housing Units	517	64.5%	655	58.7%	+138(26.7%)
Renter-Occupied Housing Units	284	35.5%	460	41.9%	+176(62.0%)
Total	801	100.0%	1,144	100.0%	-

Source: 1990 and 2000 U.S. Census

The falling rate of owner-occupied housing is common in growing communities in western Wisconsin. This may be due to developers building more rental units to meet the influx of new residents as they decide whether to make the Village of Baldwin their permanent home or to provide them with more time to look at local housing before purchasing. They are also less expensive to build than single family homes and offer long term financial returns for the owner. The Village may want to consider trying to raise their percentage of owner-occupied housing as part of their Comprehensive Plan.

Housing Affordability Analysis

According to the U.S. Department of Housing and Urban Development (HUD), the vacancy rate is important in determining whether there is adequate housing supply to meet demand. An overall vacancy rate of 3.0% (1.5% owner-occupied and 5.0% renter-occupied) is considered best.

Table 3-8 shows vacancy rates for homes and rental properties in the Village of Baldwin. The Village had lower vacancy rates for 1990 and 2000 than recommended HUD levels. This would indicate an inadequate housing supply which may be resulting in higher home costs.

Table 3-8 Housing and Rental Vacancy Rate - Village of Baldwin

	1990	2000
Homeowner Vacancy Rate	0.4%	0.9%
Rental Vacancy Rate	2.4%	3.0%

Source: US Census Bureau 1990, 2000

Many government agencies define excessive housing costs as that which exceed 30 percent of household income. According to the U.S. Census Bureau, selected monthly owner costs are calculated from the sum of payment for mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees. This can be used to measure housing affordability and shelter costs.

A majority of homeowners in the Village of Baldwin (83.6%) are paying less than 30% of their household income towards homeowner costs. This could mean that

owners have a smaller mortgage due to a larger down payment or that housing costs are not rising as fast as wages and salaries in the area. It could also mean that housing is affordable (see Table 3-9).

Table 3-9 Selected Monthly Owner Costs as a Percentage of Household Income in 1999 - Village of Baldwin

	Number	Percent
Less than 15%	209	37.9%
15 to 19%	113	20.5%
20 to 24%	87	15.8%
25 to 29%	52	9.4%
30 to 34%	49	8.9%
35% or more	42	7.6%

Source: US Census Bureau 2000

Table 3-10 reveals gross rent in relation to household income. Gross rent is the amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels if these are paid for by the renter (or paid for the renter by someone else). Once again, a majority of renters (69.2%) are paying less than 30% of their household income towards renting costs.

Table 3-10 Gross Rent as a Percentage of Household Income in 1999 - Village of Baldwin

	Number	Percent
Less than 15%	99	22.2%
15 to 19%	75	16.9%
20 to 24%	58	13.0%
25 to 29%	76	17.1%
30 to 34%	22	4.9%
35% or more	111	24.9%
Not Computed	4	0.9%

Source: US Census Bureau 2000

Another way of calculating home affordability is to do a housing-to-income analysis. We have based this analysis on the 2000 median occupied housing value of \$114,000 and have taken in several factors related to home ownership that are listed below.

Median Home Price	\$114,000
Down Payment (Assumed 20%)	\$22,800
Mortgage Principal	\$91,200
30 Year Fixed Rate	6.5%
Principal and Interest Payment	576.45/month
Homeowners Insurance	\$400
Property Taxes	\$2576.78 (2003 Mill Rate of .022603318)
Maintenance and Repairs	\$500 (Estimated Per Year)
Total Annual Housing Costs (HC)	\$10,394.18
Income Needed (HC=30% of Income)	\$34,647.26

The housing-to-income analysis shows that Village of Baldwin median household income of \$40,313, would be more than enough to purchase a home at the 2000 median home price. Unfortunately, a search for homes for sale in June, 2004, resulted in only three homes for sale under \$125,000. The same search found over 100 properties for sale between \$125,000 and \$175,000 and most of those were priced over \$150,000.

If we raise the median home price to \$150,000 in our housing-to-income analysis, we get the following income needed.

Median Home Price	\$150,000
Down Payment (Assumed 20%)	\$30,000
Mortgage Principal	\$120,000
30 Year Fixed Rate	6.5%
Principal and Interest Payment	\$758.48/month
Homeowners Insurance	\$400
Property Taxes	\$3390.50 (2003 Mill Rate of .022603318)
Maintenance and Repairs	\$500 (Estimated Per Year)
Total Annual Housing Costs (HC)	\$13,392.26
Income Needed (HC=30% of Income)	\$44,640.86

This income needed is approximately 10% higher than the Village's 2000 median household income of \$40,313, but would indicate that it seems that housing is generally affordable.

Table 3-11 reveals the income levels of low-moderate income for St. Croix County as determined by HUD. The affordability classes include:

Table 3-11 Income Levels for LMI (Low-Moderate Income) Classification for St. Croix County

CMI%	1Person	2 person	3 person	4 person	5 person	6 person	7 person	8 person
30%	\$16,100	\$18,400	\$20,700	\$23,000	\$24,850	\$26,700	\$28,550	\$30,350
50%	\$26,850	\$30,700	\$34,500	\$38,350	\$41,400	\$44,500	\$47,550	\$50,600
80%	\$40,250	\$46,000	\$51,750	\$57,500	\$62,100	\$66,700	\$71,300	\$75,900

Source: Department of Housing and Urban Development 1/28/2004

<p>Extremely Low: A household earning a gross yearly income equal to 30% or less of the County Median Income, adjusted for household size.</p> <p>Very Low: A household earning a gross yearly income between 31%-50% of the County Median Income, adjusted for household size.</p> <p>Low: A household earning a gross yearly income of more than 50% but not to exceed 80% of the County Median Income, adjusted for household size.</p> <p>Moderate: A household earning a gross yearly income of more than 80%, but less than 95% of the County Median Income.</p> <p>Middle: A household earning a gross yearly income of 95% to 120% of the County Median Income.</p>
--

These levels are used to determine if individuals or households meet requirements for financial assistance in purchasing a new home or improving an existing home.

Housing Assistance Programs and Agencies

There are several State and Federal programs and agencies that assist first time homebuyers, disabled and elderly residents, and low-medium income citizens meet rental/home ownership needs. Many of the most often used are listed below.

HUD

The U.S. Department of Housing and Urban Development provides subsidized housing through low-income public housing and the Section 8 Program. Under the Section 8 Program, rental subsidies are given to low-income households, including households renting private apartments. HUD is also responsible for providing funds to communities through various grant programs.

Rural Development –United States Department of Agriculture

Provides housing opportunities for individuals living in predominantly rural areas (population <10,000). The Rural Development Program provides support for rental housing, mortgage loans for homebuyers, and support for cooperative housing development.

Wisconsin Housing and Economic Development Authority (WHEDA)

This agency finances housing development through the sale of bonds. WHEDA provides mortgage financing to first-time homebuyers, and financing for multi-family housing.

West CAP

West CAP is a non-profit corporation that works in partnership with local communities to plan and develop good quality, affordable housing for low and moderate-income families and individuals.

Their HomeWorks program constructs and manages new housing, and provides a variety of renovation, weatherization, and energy efficiency services for existing homes and apartments. West CAP also administers HUD's Section 8 program in St. Croix County.

New Development

With rapid development, it is sometimes difficult to be familiar with the work of the many developers that are in the area. In some communities, residents have been unhappy with the aesthetics of new subdivisions and the repetitious patterns and colors of many of the houses. To remedy this, the Village of Baldwin may want to consider not allowing developers to construct the same house footprint side by side unless there is a significant difference between them.

The difference could be requiring different styles of windows, entrances, siding color, or even the addition of a porch. Staggering setbacks can also be an effective tool for breaking up monotonous housing patterns. In some cases, communities have even requested actual drawings of the homes that will be built. These requests can be specified in your Subdivision Ordinance or in the Developers Agreement.

Soil Characteristics

Soil types play an important role when planning for the future of a community. The location and type of soil assists in the evaluation of a community's potential for accommodating growth and development. Limitations in soil capacity for drainage, strength, compaction, and attenuation capability can pose potentially costly problems to remediate. Soils may be unsuitable for specific land uses due to the presence of rock, depth to bedrock, saturation or shrink-swell potential. Some of the soil limitations can be overcome through engineering and site planning practices, but this is often very costly or impractical. In order to prevent soil limitations from becoming a problem, early identification of soil types, capabilities, and limitations will allow growth and development to be allocated to the most suitable areas.

Soil types within the planning area were determined using the St. Croix County Soil Survey, published by the Natural Resource Conservation Service. Each individual soil type has specific characteristics and limitations based on the chemical and structural composition of the soil. Soils are assigned ratings for specific common uses, such as dwellings with basements, septic tank absorption fields, and construction of local roads and streets. Soil types are also classified on their ability to support agricultural crops, recreational uses, and suitability for wildlife habitat.

Restrictive properties of particular soils type are conveyed through the soil ratings *slight*, *moderate*, and *severe*. Restrictive features identify the soil property that creates the limitation for the specified use. The extent to which the restriction will limit a soil's use will depend on the severity of the limiting factor and/or cost incurred to correct the limitation.

A rating of *slight* indicates: the soil properties are generally favorable for the specified use. The limitations are generally minor and may be easily overcome. Soils that exhibit slight limitations can be developed for almost any urban use with few, if any, difficulties.

A rating of *moderate* indicates: some properties of the soil are generally unfavorable for the specified use. These properties may be overcome or modified by special planning or site design. A soil may be classified as having a moderate limitation for a variety of reasons, including excessive slope (8-15%), depth to bedrock, and shrink-swell qualities that may cause uneven settling.

A rating of *severe* indicates: soil properties are unfavorable for a specified use and present difficulty to overcome. Such soils require major soil reclamation, special designs, or intensive maintenance. Reasons for a soil being assessed a severe limitation include: flooding, excessive slope (<15%), shrink-swell potential, low soil strength, and a seasonal high water table. Soils with severe limitations should generally be regarded as unsuitable for urban uses and alternative sites should be examined.

Septic Tank Absorption Fields

Septic tank absorption fields are subsurface systems of tile or perforated pipe, which distribute effluent from a septic tank into the soil. Soil properties are evaluated for both construction of the system and the absorption of effluent. Soil suitability ratings for septic tank absorption fields are generally moderate to severe in the area (*See Map 3-1*).

Due to the problems associated with septic tank absorption fields, it is recommended that those soils exhibiting severe limitations not be opened up to development until municipal sewers can be extended to provide service. It should be noted that special site planning and/or system design can accommodate development, but this is often very costly.

Dwellings with Basements

Soils are rated for the construction of dwellings fewer than three stories in height, which are supported by footings placed in undisturbed soil. Factors such as soil capacity to support load, resistance to settling, and ease of excavation is examined to assess soil suitability. Soil ratings range from slight to severe in the Village of Baldwin, depending on location. Limiting factors for this particular use include slope, wetness, low strength soils, and shrink-swell potential of the soil. As seen on Map 3-2, much of the Village lies within the moderate to severe range.

The purpose of analyzing soil is not to restrict development, but to inform residents of potential problems. Limitations can be overcome, in some cases, through proper measures such as site planning and engineering. Extra cost can be expected, though, in constructing proper streets, foundations and stormwater drainage systems, and minimizing erosion. Care should be taken when development is considered in the areas with severe rated soils.

VILLAGE OF BALDWIN





St. Croix County, Wisconsin

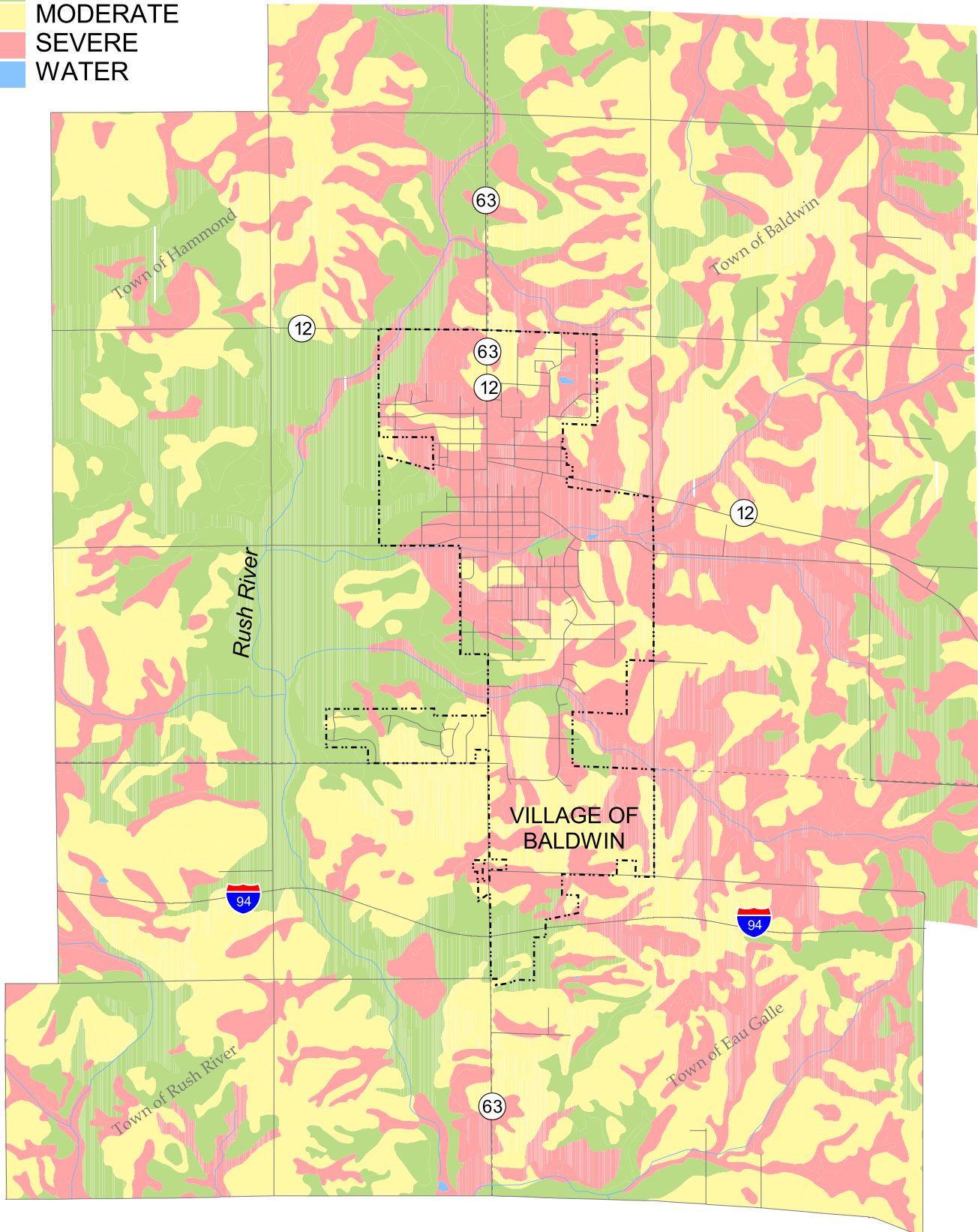
LIMITATIONS ON SEPTIC ABSORPTION

3-1



-  Rivers
-  Village Limits
-  Townlines

- Soil Limitations
-  SLIGHT
 -  MODERATE
 -  SEVERE
 -  WATER







VILLAGE OF BALDWIN

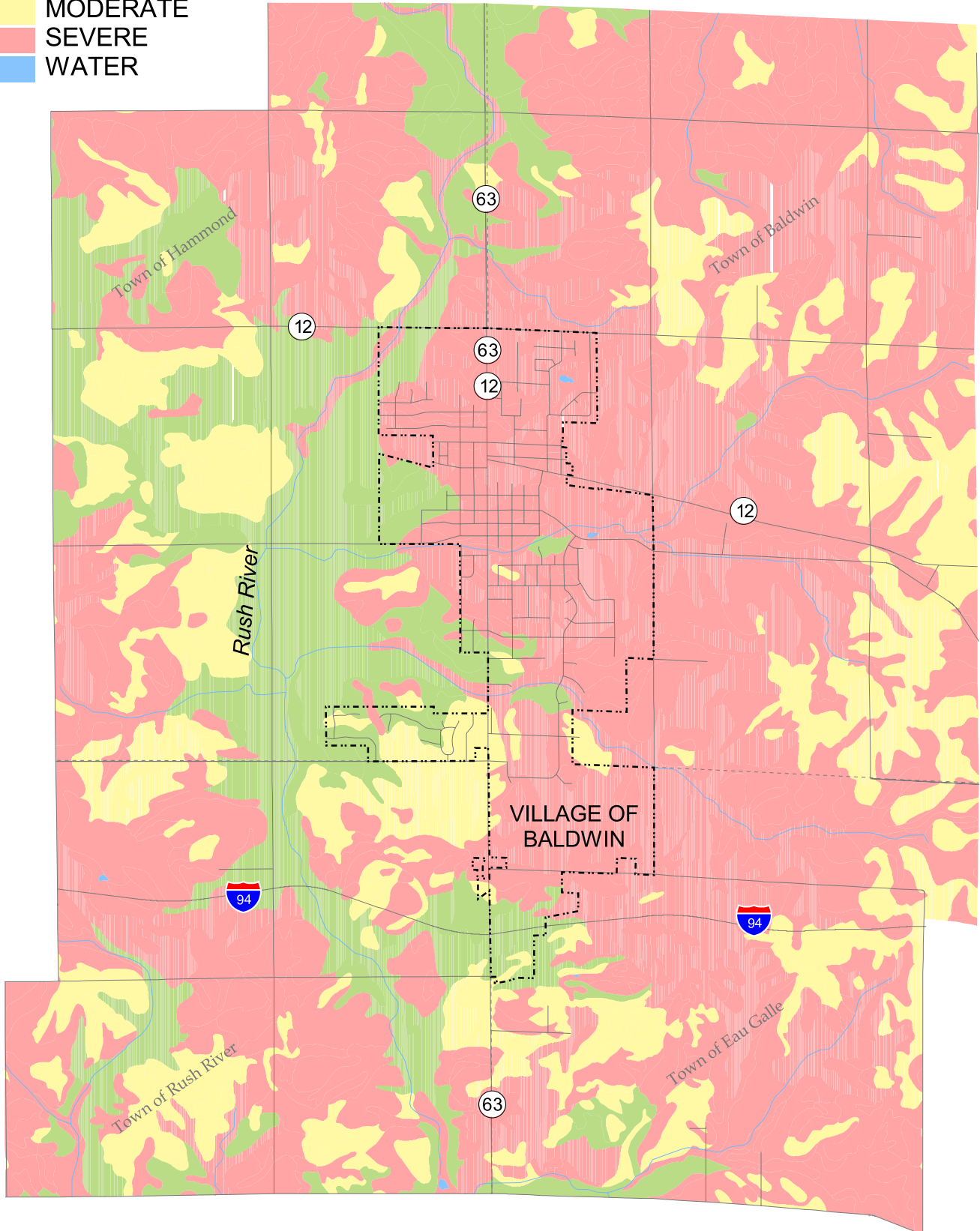
St. Croix County, Wisconsin

LIMITATIONS ON DWELLINGS WITH BASEMENTS

3-2

-  Rivers
-  Village Limits
-  Townlines

- Soil Limitations
-  SLIGHT
 -  MODERATE
 -  SEVERE
 -  WATER



Housing Goals, Objectives, Programs and Policies

Goal 1

- Ensure land is available for future housing needs.

Objectives

- Maintain steady and planned growth in the Village of Baldwin.

Programs and Policies

- Use proposed land use map to direct growth.
- Explore the possibilities of infilling and redevelopment within the Village.

Goal 2

- Provide a balance between single family and multi-family housing.

Objectives

- Increase owner-occupied home ownership.
- Protect property values.

Programs and Policies

- Help residents locate housing programs and agencies that will help them achieve home ownership.
- Encourage developers to provide a variety of housing sizes and styles to meet the needs of all residents.

Goal 3

- Address the aesthetics of new developments and housing.

Objectives

- Discourage repetitive housing styles and colors.
- Encourage developments with a variety of building footprints, colors, windows, etc.

Programs and Policies

- Specify housing aesthetics in the Developer's Agreement.

CHAPTER 4

ECONOMIC DEVELOPMENT

Introduction

The Economic Development Element outlines the goals, policies, objectives, plans, and programs for economic decisions and future planning. The element will analyze recent economic trends and identify ways of promoting economic growth in the Village of Baldwin.

Labor Force

Labor force is defined by the U.S. Census Bureau as all people classified in the civilian labor force, plus members of the U.S. Armed Forces (people on active duty with the United States Army, Air Force, Navy, Marine Corps, or Coast Guard). The civilian labor force consists of people classified as employed or unemployed. The labor force participation rate is the labor force as a percentage of the noninstitutional population age 16 or older. The Village of Baldwin has approximately 55.2% of the total population considered part of the labor force.

Educational Attainment

The Village of Baldwin has a considerably higher educational attainment level in the year 2000 than in 1990. For those residents 25 years of age and older, the number of people with some form of higher education (some college to graduate and professional degrees) has doubled. Not only has the number increased, but the percent has increased, meaning a greater percentage of people (34.3% in 1990 compared to 51.6% in 2000) are completing a higher level of education (see *Table 4-1*).

The large drop in residents receiving less than a 9th grade education and 9th to 12th grade education, but no diploma is usually associated with a decrease in elderly residents who may have quit school to work on the family farm or pursue other types of employment long ago.

Table 4-1 Education Attainment-Persons 25 Years And Over – Village of Baldwin

	1990	% Of Total	2000	% Of Total	Number and % Change
Less than 9 th Grade	225	16.90%	119	6.70%	-106(-47.1%)
9 th to 12 th Grade (No Diploma)	141	10.60%	82	4.60%	-59(-41.8%)
High School Graduation (Includes Equivalency)	493	37.20%	652	36.90%	+159(+32.3%)
Some College, No Degree	197	14.80%	355	20.10%	+158(+80.2%)
Associate Degree	103	7.80%	179	10.10%	+76(+73.8%)
Bachelor's Degree	119	9.00%	262	14.80%	+143(+120.0%)
Graduate or Professional Degree	49	3.70%	116	6.60%	+67(+136.7%)
Totals	1,327	100.00%	1,765	100.00%	+438(+33%)

Source: 1990 and 2000 U.S. Census

Employment Status

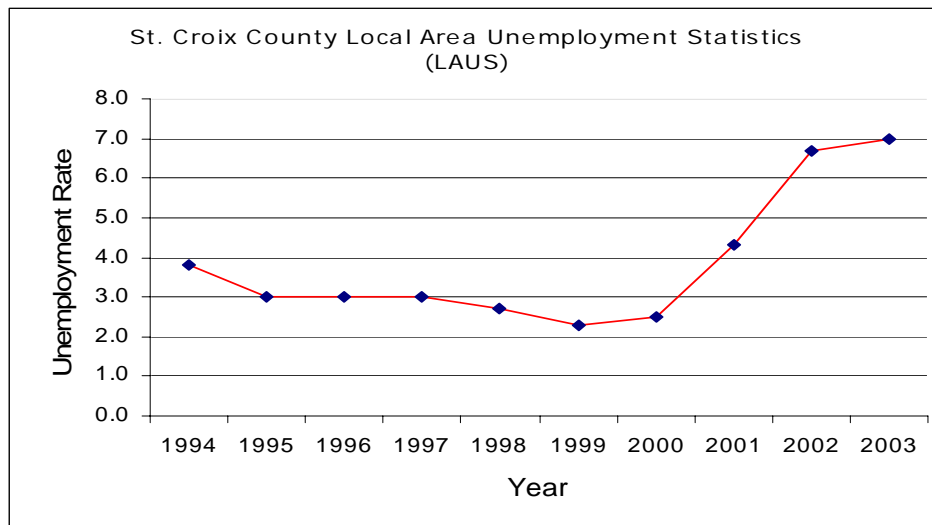
The chart below compares the number of people in the labor force between 1990 and 2000. From 1990 to 2000 the unemployment rate dropped from 5.27% to 4.01% (see Table 4-2). Figure 4-1 shows a different picture when looking at St. Croix County the past three years. From the year 2000 until the end of 2003, as a whole, the County's unemployment has increased to 7%.

Table 4-2 Employment Status Village of Baldwin Residents

	1990	% Of Labor Force	2000	% Of Labor Force
In Labor Force	1005	100.00%	1,472	100.00%
Employed	947	94.23%	1,407	95.58%
Unemployed	53	5.27%	59	4.01%
Armed Forces	5	0.50%	6	0.41%

Source: 1990 and 2000 U.S. Census

Figure 4-1 St. Croix County Unemployment Statistics



Source: 2004 Wisconsin Department of Workforce Development

Occupations

With the number of residents increasing, we would expect the number of people employed to also increase. One interesting aspect is how the workforce has shifted. There are significantly fewer people employed in construction, extraction, or maintenance operations jobs than in 1990 (see *Table 4-3*). Also, the percentage of management, professional and related occupations has increased its share of the total labor force by over 8% from 1990 to 2000. This data should give us an indication of the trends for the jobs that are likely to be in demand in the present and in the future.

Based on the information above, it is likely that management, professional, and related occupations will continue to increase in number and as a percentage of employed population. It should be noted that these figures do not tell us where these jobs are located. Many of them may be outside of the Village of Baldwin, St. Croix County, or the State of Wisconsin.

Table 4-3 Employed Civilian Population 16 Years and Older - Village of Baldwin

Occupation	1990	Percent	2000	Percent
Management, Professional, and Related Occupations	180	19.01%	382	27.15%
Service Occupations	174	18.37%	227	16.13%
Sales and Office occupations	199	21.01%	368	26.15%
Farming, Fishing, and Forestry Occupations	23	2.43%	21	1.49%
Construction, Extraction, and Maintenance Occupations	233	24.60%	143	10.16%
Production, Transportation, and Material Moving Occupations	138	14.57%	266	18.91%
Employed Civilian Population 16 Years and Older Totals	947	100.00%	1,407	100.00%

Source: 1990 and 2000 U.S. Census

Wages

Not only are the number of jobs important to look at, but the wages of the jobs are also important in determining the area's economic development. The following chart shows a list of various jobs in St. Croix County that were included in a wage survey in the year 2003. Results of the survey show that General Managers have the highest median hourly wage of \$48.99. Compare that with a waiter or waitress who makes a median hourly wage of \$6.40.

It should be noted that a considerable number of residents are working in the Twin Cities Metropolitan Area where wages tend to be higher.

Table 4-4 2003 Wage Survey of St. Croix County Jobs

Position	2003 Median Hourly Wage	Position	2003 Median Hourly Wage
Accountants & Auditors	\$25.02	Moldmakers (Metal & Plastic)	\$21.74
Assemblers & Fabricators	\$12.97	Plumbers & Pipefitters	\$28.30
Cabinetmakers	\$15.46	Precision Inspectors	\$15.64
Computer Support Specialists	\$19.71	Printing Machine Operators	\$17.10
Construction Laborers	\$19.84	Payroll Clerks	\$16.72
Electricians	\$30.54	Registered Nurses	\$26.87
Electronic Assemblers	\$13.68	Secretaries	\$15.09
General Managers	\$48.99	Security Guards	\$10.63
Industrial Production Mgr.	\$37.22	Sheet Metal Workers	\$22.10
Machinists	\$19.16	Shipping & Receiving Clerks	\$13.21
Mechanical Engineers	\$29.61	Tool & Die Makers	\$24.20
Metal & Plastic Workers	\$13.77	Waiters & Waitresses	\$6.40
Millwrights	\$24.63	Welding Machine Setters / Operators	\$17.68

Source: Wisconsin Department of Workforce Development 2003

Income

Comparing median household incomes from 1990 with those of 2000, we can see the dramatic increase in income. In that 10 year period, the median household income increased 47.47% (see Table 4-5). Because of the increase in income, people are likely to have more disposable income to spend at local businesses.

Table 4-5 Median Household Income: Village of Baldwin

Village of Baldwin	1990	2000	%+/-
Median Household Income	\$27,143	\$40,029	+ 47.47%

Source: 1990 and 2000 Census

Work Travel Time

Due to Baldwin's close proximity to the Twin Cities area, we would expect many residents travel a significant distance to their jobs. Table 4-6 shows residents of the Village have a mean travel time of almost 23 minutes. Nearly 35% of employed people in Baldwin spend 30 minutes or more in a vehicle to get to work. Because most people work within a 20 minute drive of Baldwin, they are more likely to spend the money locally.

Table 4-6 Travel Time to Work: Village of Baldwin

	Number	Percent
Workers Not Working At Home	1,329	100.0
Less than 10 minutes	471	35.4
10 to 14 Minutes	137	10.3
15 to 19 Minutes	65	4.9
20 to 24 Minutes	120	9
25 to 29 Minutes	91	6.8
30 to 34 Minutes	118	8.9
35 to 44 Minutes	104	7.8
45 to 59 Minutes	147	11.1
60 to 89 Minutes	57	4.3
90 or More Minutes	19	1.4
Mean Travel Time To Work	22.9	(x)

Source: 2000 U.S. Census

Surrounding Population

The surrounding area plays an important role when looking at economic development. Below is a list of surrounding municipalities recent population and future projections (*see Table 4-7*). These numbers are added to calculate the total population of the Baldwin area and number of potential customers to local businesses.

Table 4-7 Village of Baldwin and Surrounding Area Population

	1980	1987	1990	2000	2005	2010	2015	2020
Village of Baldwin	1,620	1,824	2,022	2,667	3,373	4,130	4,770	5,410
Town of Baldwin	943	912	911	903	937	959	969	981
Town of Eau Galle	897	889	756	882	963	1,050	1,123	1,196
Town of Hammond	822	812	819	947	1,171	1,384	1,575	1,764
Town of Pleasant Valley	360	327	384	430	476	516	548	581
Town of Rush River	476	421	419	498	551	598	636	675
Baldwin Total Area	5,118	5,185	5,311	6,327	7,319	8,637	9,046	10,607
St. Croix County	43,262	47,911	50,251	63,155	72,377	80,779	87,967	95,202

Source: West Central Wisconsin Regional Planning Commission and Cedar Corporation/Village of Baldwin Plan Commission.

Economic Base

The economic base of Baldwin mainly consists of industry and highway commercial. There are a number of large industrial businesses in the area that provide a significant proportion of the local jobs. Most of the growth occurring is around the U.S.H. 63 and Interstate 94 interchange.

Commercial Areas

Baldwin has two distinct types of commercial areas. One is a Central Business District (CBD), and the other is commercial businesses near the S.T.H 63 and Interstate 94 Interchange.

The CBD along Main Street consists of mostly smaller, independent businesses. Like most communities today, the traditional Main Street is not the center of economic activity any more. High volume transportation routes attract new businesses.

The Village supports the revitalization of the Main Street and surrounding area with the hope of becoming a home for long-term businesses. Financial incentives, such as Tax Incremental Financing and Business Improvement Districts, should be explored to help fund improvements.

The Interchange commercial area contains fast-food restaurants, a bank, hotel, fireworks store, and gas stations. The latest traffic count shows up to 9,000 cars a day take Exit 19 and travel north on U.S.H. 63 towards Baldwin. This amount of traffic, as well as local patrons, should keep this area thriving for years to come.

Industrial Park

Baldwin's Industrial Park has little, if any, room for potential development. Due to the Industrial Park's close proximity to Interstate 94, it is ideal and easily accessible to suit most industry's transportation needs. Baldwin also has other industrial locations throughout the Village besides the existing Industrial Park. In the Land Use Element, (Chapter 5) future industrial growth is proposed near the proposed U.S.H. 63 bypass and south of the Interchange.

Baldwin Area Chamber of Commerce

The Village of Baldwin Chamber of Commerce is responsible for promoting Baldwin and its Chamber members. They have recently given the responsibility of Baldwin's annual festivals to an independent group. This will allow them to focus on local Chamber matters. After a period of inactivity, the Chamber now has a functioning board and has created by-laws. They would like to focus on networking and visible activities such as new business ribbon cuttings. Future endeavors include the possibility of locating a building to house the Chamber and identifying important issues to Chamber members.

The Chamber meets the third Thursday of each month and encourages new members to come. For more information call (715)-684-2221.

Economic Development Discussion

The April 4, 2005, Plan Commission meeting was devoted to the discussion of economic development in the Village of Baldwin. Four individuals were invited to speak and answer questions. They were:

- ✓ Bill Rubin St. Croix County Economic Development Corporation
- ✓ Dale Fern Economic Development
- ✓ Jon Mentink First Bank of Baldwin
- ✓ James Karlson Baldwin Chamber of Commerce

Roles of each organization in the Village of Baldwin/St. Croix County were discussed as well as ways of funding economic development, past efforts related to the Industrial Park, and strengths and weaknesses of doing business in the Village of Baldwin.

Out of the discussion, several issues were identified:

1. Potential businesses like to know exactly what they are getting if they would locate in any community. The better prepared you are, the better your chances of landing that business.
2. The Village of Baldwin should be proactive and look into purchasing and developing another Industrial Park.
3. The former Baldwin Improvement Corporation, which helped develop the first Industrial Park, should be revived in one form or another.
4. Cooperation between the Village, any Economic Development Committee, the Chamber, local banking institutions, and St. Croix County Economic Development Corporation would be beneficial.
5. The Village/Chamber of Commerce/any form of an Economic Development Committee should develop promotional materials to give to potential businesses or industries.

Towards the end of the discussion, everyone was asked to identify strengths and weaknesses of doing business in the Village of Baldwin. The responses are listed below.

Strengths

1. Location to employment opportunities
2. Continued growth
3. Good housing choices
4. Good utilities
5. Good schools, hospital, banking
6. I-94/U.S.H. 63 corridor

Weaknesses

1. Lack of fully improved business or Industrial Park
2. Perception of small community
3. Lack of direction for Industrial/Business park
4. Weak retail climate

Businesses Desired

The Village of Baldwin welcomes all new retail and commercial businesses, and industries. The limiting factor would be taken into consideration would be the taxation a business would have on the wastewater treatment plant.

Economic Development Programs and Assistance

Industrial Revenue Bond

All Wisconsin municipalities—cities, villages, and towns—are authorized to issue Industrial Revenue Bonds (IRBs). IRBs are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. The Industrial Revenue Bonds are exempt from federal tax and therefore are at a low interest rate. The entire project including land, buildings and equipment can all be paid for via IRBs. Communities that issue these bonds, either to retain businesses or to encourage the expansion of new businesses, generally do so to build their economic base and add jobs.

Community Development Block Grant-for Economic Development (CDBG-ED) – Department of Commerce

Any city, village or town with a population of less than 50,000 and located outside Milwaukee or Waukesha Counties, is eligible for this program. CDBG-ED awards have been given out by the Department of Commerce since 1982 in excess of \$113 million. These grants are to be used to assist businesses that will invest private funds and create jobs as they expand or relocate into the state.

Revolving Loan Fund (RLF)

St. Croix County has a revolving loan fund where monies are obtained by a CDBG program and borrowed to local businesses at a low interest rate. As the loan is being paid back, the fund is built up again and other new or expanding businesses will be able to borrow from the fund.

Tax Incremental Financing (TIF)

The Baldwin Industrial Park is in a Tax Increment Financing (TIF) district. These areas are established to improve and revitalize blighted areas or extend new development for industrial purposes. Taxes on the improved value of the land because of redevelopment pay for the extension of the infrastructure and raise the Village's tax base on an area that would otherwise stay undeveloped.

Business Improvement District (BID)

A Business Improvement District (BID) allows business owners to create a BID, develop an Operating Plan, and assess fees to businesses within the District to implement this Plan. At least 61% of the assessed business value within the District must agree to be part of the BID. Operating plans can be the creation of promotional materials or making aesthetic improvements. The fees that are collected to implement the Operating Plan can be assessed per business or as a percentage of assessed value.

Economic Development Group

Baldwin has an active Development Group to assist new and existing businesses. For more information regarding economic development in the Baldwin Area please contact Dale Fern by mail: 2071 117th Avenue, Baldwin, Wisconsin 54002, or by phone at (715)684-3412.

St. Croix County Economic Development Corporation

The St. Croix County Economic Development Corporation is a private non-profit organization which operates exclusively for the economic development of St. Croix County, Wisconsin, and its respective cities, villages, and towns. SCEDC actively promotes and solicits the location of industry and business to St. Croix County. At the same time, the organization works to foster the expansion of existing companies and the successful start-up of newly formed ones.

For more information about St. Croix County Economic Development Corp., please call (715)381-4383.

Others mentioned were WDOT "T" grants for infrastructure improvements, partnerships with local utility companies, and conventional financing.

Local and State Agencies

The following is a list of state agencies that are set up to support and encourage economic development:

- UW-Extension Office provides educational tools in land use matters for residents and businesses. They custom fit their knowledge and research to the community they are assisting.
<http://www.uwex.edu/ces/cty/stcroix/>
- Western Wisconsin Regional Planning Commission - The local regional planning commission that is responsible for planning the physical, social, and economic development of the region.
<http://www.wwrpc.org>
- Wisconsin Small Business Centers - An organization dedicated to assisting businesses in education, training and other initiatives.
<http://www.uwex.edu/sbdc>

- Forward Wisconsin - The State of Wisconsin offers a wide array of financial resources available to businesses.
<http://www.forwardwi.com/assist/>
- The Wisconsin Department of Workforce Development
Department of Workforce Development (DWD) is the state agency charged with building and strengthening Wisconsin's workforce.
<http://www.dwd.state.wi.us>
- Wisconsin Department of Commerce- A number of grants and assistance is available through this state agency.
<http://www.commerce.state.wi.us/MT/MT-COM-2000.html>
- Wisconsin Department of Transportation- The Disadvantaged Business Enterprise (DBE) Program's goal is to increase participation of firms owned by disadvantaged individuals in all federal aid and state transportation facility contracts.
<http://www.dot.wisconsin.gov/business/engrserv/dbe-main.htm>

Federal Agencies

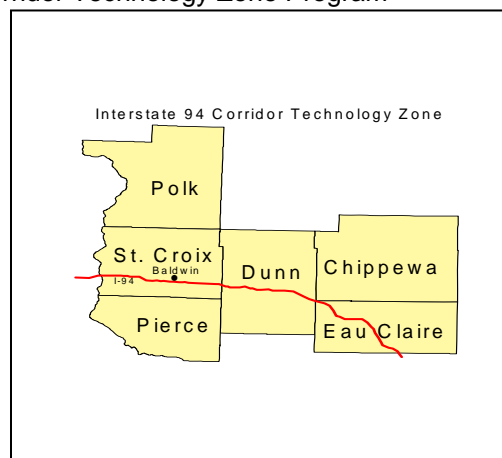
The following is a list of federal agencies that assist businesses and encourage local economic development:

- Department of Agriculture Rural Development Administration
<http://www.rurdev.usda.gov>
- U.S. Small Business Administration- <http://www.sba.gov>
- U.S. Department of Commerce- <http://www.doc.gov>
- U.S. Department of Transportation- <http://www.dot.gov>

Interstate 94 Corridor Technology Zone Program

The State of Wisconsin has designated a tax credit zone along Interstate 94. The counties included in this zone are: Chippewa, Dunn, Eau Claire, Pierce, Polk, and St. Croix. Eligible businesses within the zone must have the ability to create new jobs and be a new or expanding technology firm. The State has allowed \$5 million in tax cuts for these businesses.

Figure 4-2 I-94 Corridor Technology Zone Program



Source: Cedar Corporation

Economic Development Goals, Objectives, Programs and Policies

Goal 1

- Promote and encourage economic development within the Village of Baldwin.

Objectives

- Strengthen existing businesses.
- Support new businesses.

Programs and Policies

- Use the resources of the Economic Development Group, St. Croix County Economic Development Corporation, and the Baldwin Chamber of Commerce to help existing and recruit new businesses in the Village.
- Continue to use financial incentives such as TIF Districts and revolving loan funds to promote economic development.

Goal 2

- Locate industrial and commercial growth in appropriate areas.

Objectives

- Reduce potential land use conflicts.
- Locate businesses and industries in areas where good transportation routes exist.

Programs and Policies

- Encourage business and industrial growth in areas designated on the Village of Baldwin Future Land Use map.

Goal 3

- Develop promotional materials to enhance local economic development.

Objectives

- Present potential businesses with materials promoting the Village and positive business climate.

Programs and Policies

- Put together packet that promotes the community, local organizations, Chamber of Commerce, local industries and business to be made available to the public and/or potential new businesses.
- Support permanent location for the Village of Baldwin Chamber of Commerce.
- Display materials on the Village's website.

Goal 4

- Support the development of a new industrial/business park.

Objectives

- Strengthen the Village's position to attract new industries/businesses.
- Encourage continued economic growth.

Programs and Policies

- Identify specific parcels of land for new industrial/business park.
- Conduct feasibility study to estimate costs of new industrial/business park.

Goal 5

- Support the revitalization of Main Street and surrounding area.

Objectives

- Make Main Street an attractive place that draws businesses and customers.
- Strengthen the Main Street area as a viable commercial area that compliments the S.T.H. 63 corridor and interchange area.

Programs and Policies

- Use financial tools such as Tax Incremental Financing Districts and Business Improvement Districts to fund and promote revitalization and growth.
- Encourage and assist Main Street businesses to develop an overall plan for the downtown.
- Investigate the possibilities of historical preservation of Main Street buildings.

Goal 6

- Review all commercial and industrial zoning ordinances.

Objectives

- Ensure zoning classifications and conditional uses match the vision of the Comprehensive Plan.
- Update zoning code if necessary.

Programs and Policies

- Review commercial and industrial zoning ordinances and make recommendations for revisions to Village Board.

CHAPTER 5 LAND USE

Introduction

The land use analysis will encompass the Village of Baldwin along with the surrounding area. It is appropriate to consider this larger area when land use is analyzed due to the interconnectedness of land uses between communities. This also helps form a vision on how land will be used that may one day be annexed. The land use map for the Village of Baldwin was completed in July of 2004.

Population and Land Use

As population changes, so do land uses and development within a community. Population increases and housing needs tend to be the single most influential factor driving growth and development. A larger population typically demands a more diversified housing base, which reflects incomes, desires, and needs. Also, larger populations will require more commercial and industrial development to serve the larger citizen base with jobs, goods, and services. Demand for recreational/park land and other public facilities can also be expected as the community grows.

As the Village of Baldwin continues to grow, pressures to develop vacant and agricultural lands will undoubtedly become evident. Through the planning process, early identification of suitable development zones and restrictive natural features can guide future development into the most suitable areas.

Analysis

Land uses within the Village of Baldwin were derived through a visual survey ("windshield survey"), conducted by driving Village streets (*see Map 5-1, Table 5-1, and Figure 5-1*). Classifications were assigned based on interpretation of existing land use. Analysis of the existing land use within the planning area will provide insight into development patterns, identify existing and potential land use conflicts, and determine future development scenarios. The classification of land uses is divided into nine categories.

Residential Single-family: All lands for single-family residential uses and related structures, including rural non-farm.

Residential Multi-family: All lands used for multiple-family dwellings. These typically include apartment complexes and elderly apartments, but also include twin homes, which can be owned.

Mobile Home Park: All lands for mobile homes and their structures within the Village of Baldwin.

Commercial: All lands used for commercial purposes and related structures. Commercial development includes retail establishments, personal service businesses, restaurants, banks, taverns, and other service businesses.

Industrial: All lands used for industrial purposes and their structures. These include factories, warehouses, and distribution facilities.

Institutional: All lands used for quasi-public and instituted use such as churches, schools, hospitals, libraries, and cemeteries.

Public: All lands used for government services. The lands include wastewater treatment facilities, police, fire, and other government services.

Park: All lands used for normal park uses including: playgrounds, ball fields, passive open space, and boat landings.

Vacant: All lands, which are primarily undeveloped.

Existing Land Use

Residential Single Family / Multi-Family / Mobile Home Park: Single-family housing is usually the largest land use within most communities. In the Village of Baldwin, approximately 270 acres (17.8% of Village land) is used for single-family dwellings. Most of these homes are located north and south of the railroad tracks in the northern half of the Village, but there has been new residential development in the southwest part in recent years.

Multi-family housing in the Village of Baldwin uses approximately 66 acres (4.3% of Village land). Though occupying a much smaller space than single-family homes, almost 42% of Village residents rent dwelling units.

There is a small trailer court located just southeast of the Main Street area and occupies only 10 acres of land. The trailer court provides opportunities for first time home buyers and retired residents who want to downsize their homes or are looking for second homes if they winter in the southern U.S.

Residential properties generate a significant amount of tax money for the Village but are also expensive to serve with public services and facilities.

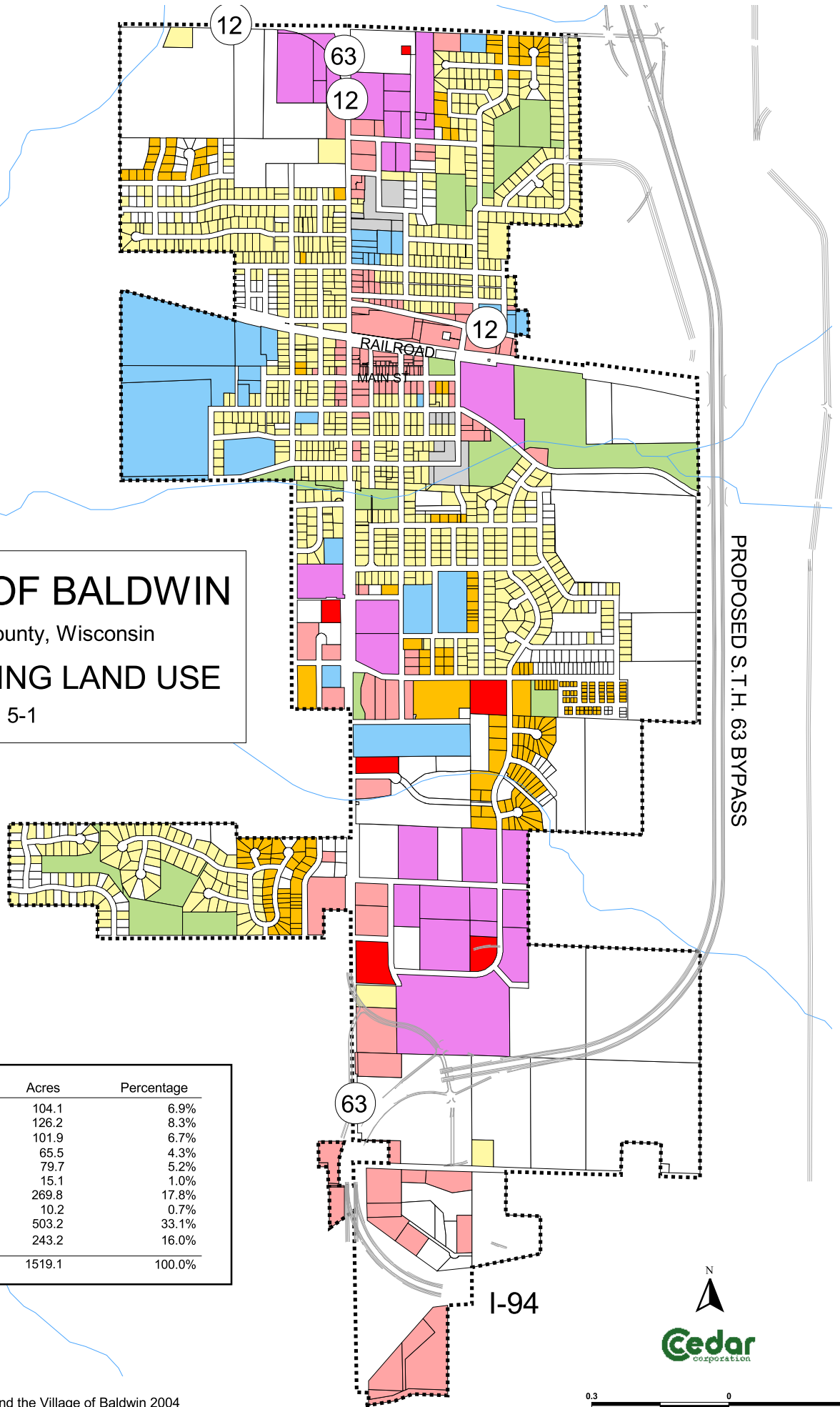
VILLAGE OF BALDWIN

St. Croix County, Wisconsin

2004 EXISTING LAND USE

5-1

Land Use	Acres	Percentage
COMMERCIAL	104.1	6.9%
INDUSTRIAL	126.2	8.3%
INSTITUTIONAL	101.9	6.7%
MULTI FAMILY	65.5	4.3%
PARKS	79.7	5.2%
PUBLIC	15.1	1.0%
SINGLE FAMILY	269.8	17.8%
TRAILER COURT	10.2	0.7%
VACANT	503.2	33.1%
RIGHT OF WAYS	243.2	16.0%
Totals	1519.1	100.0%



PROPOSED S.T.H. 63 BYPASS



0.3 0 0.3 Miles

Commercial: The Village of Baldwin has three distinct areas of commercial development. The first is the Main Street and railroad area which was the original business district of the Village.

The second is the U.S.H. 63 corridor running north and south through the Village. This area has seen the biggest growth due to its higher traffic volumes.

The third is the I-94 Interchange. This area is location to hotels, fast food, and gas station type businesses catering to travelers along the interstate.

Overall, the commercial areas use approximately 104 acres (6.9% of Village land). Commercial areas provide employment opportunities for Village residents and are less expensive to provide public services for.

Industrial: Industrial land uses are generally located at the northern and southern ends of the Village and occupy approximately 126 acres (8.3% of Village land). Traditionally, industrial opportunities offer more long-term employment opportunities and significant amount of tax revenue. The Village has an Industrial Park north and east of the I-94 Interchange. Industrial properties have the largest potential of having potential conflicts with residential land uses.

Institutional: Institutional land uses such as churches, schools, hospitals, libraries, and cemeteries are scattered throughout the Village (approximately 101 acres/6.7% of land use). Institutional land uses can be intermixed with almost any other land use. Institutional areas can generate a large amount of pedestrian and vehicle traffic and consideration should be given to making these areas safe to access for Village residents.

Public: Public lands are used for government services and account for only 15 acres (8.3%) of Village land. These lands include wastewater treatment facilities, police, fire, and other government services.

Parks/Conservancy: Approximately 80 acres of Village land is used for parks, conservancy, or open space. These areas provide opportunities for Village and area residents to enjoy outdoor activities that are both active and passive. Conservancy and open space areas protect natural resources and are beneficial to the community.

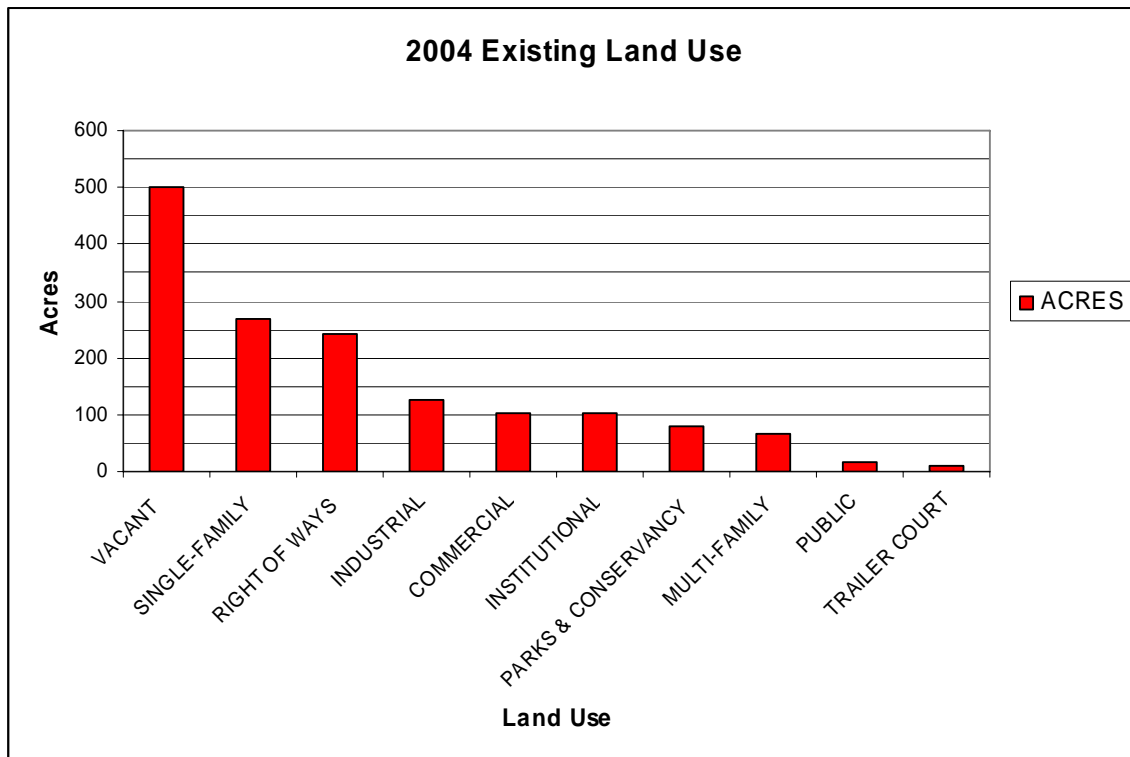
Vacant: Vacant lands make up the largest land use in the Village of Baldwin. Approximately one third (502 acres) of Village land is vacant. Vacant lands are extremely valuable because they provide space for future development and growth.

Table 5-1 Village of Baldwin Existing Land Use

LAND USE	ACRES	PERCENT
VACANT	502	33.1%
SINGLE-FAMILY	270	17.8%
RIGHT OF WAYS	243	16.0%
INDUSTRIAL	126	8.3%
COMMERCIAL	104	6.9%
INSTITUTIONAL	102	6.7%
PARKS & CONSERVANCY	80	5.3%
MULTI-FAMILY	66	4.3%
PUBLIC	15	1.0%
TRAILER COURT	10	0.7%
TOTAL	1518	100.0%

Source: Village of Baldwin, Cedar Corporation

Figure 5-1 Village of Baldwin Existing Land Use



Source: Village of Baldwin, Cedar Corporation

Potential Land Use Conflicts

Land use conflicts arise when incompatible land uses are located next to each other. An example would be a factory that runs 24 hours a day and creates a lot of noise and truck traffic located across the street from a residential area. The Village will try to avoid creating land use conflicts as the Future Land Use Map is created.

Future Land Needs Analysis

The future land needs analysis for the Village of Baldwin will attempt to display a general overall look to the Village by projecting general locations of land use patterns out to the year 2025. The final map should not be used as a strict end all, but rather as a tool to help shape the community's growth (see *Map 5-2*).

The future land use patterns are general in nature and are not meant as a strict end all. The intent is to form a vision on how the Village of Baldwin should look in the next 20 years and beyond.

Residential

Current Residential Density

The existing land use survey done in 2004 shows that there are approximately 345 acres used for residential purposes within the Village of Baldwin. The Wisconsin Department of Administration listed the Village's estimated population on January 1, 2005, as 3,415. This equates to a population density of 9.9 people per acre of residential land.

Additional Residential Acreage Needed

With the current population density for residential land use at 9.9 persons per acre, we can estimate the acreage needed to meet our projected population growth. By taking the population growth for every five years and dividing it by 9.9 persons per acre, we will arrive at the additional acreage needed.

In 2004, the Village of Baldwin had 345 acres being used for residential purposes. By 2025, a total 647 acres will be needed to meet projected population growth (see *Table 5-2*). This is an increase of 302 acres over the next 21 years, which averages out to just over 15 acres per year.

Table 5-2 Village of Baldwin Residential Acreage Needed - Method 1

Year	2000	2003	2005	2010	2015	2020	2025
Projected Population	2,667	3,071	3,373*	4,130	4,770	5,410	6,050
Additional Population	-	-	302	757	640	640	640
People Per Acre	-	-	9.9	9.9	9.9	9.9	9.9
Additional Acreage Needed	-	-	31	76	65	65	65
Total Acreage For Residential	-	345	376	452	517	582	647

* The WDOA estimated the Village of Baldwin's population to be 3,415 in 2005. This number was used to calculate additional acreage needed for 2005.

This acreage calculation assumes the residential density remains the same. The population density of 9.9 persons per acre reflects the higher number of renter-occupied dwellings in the Village.

VILLAGE OF BALDWIN

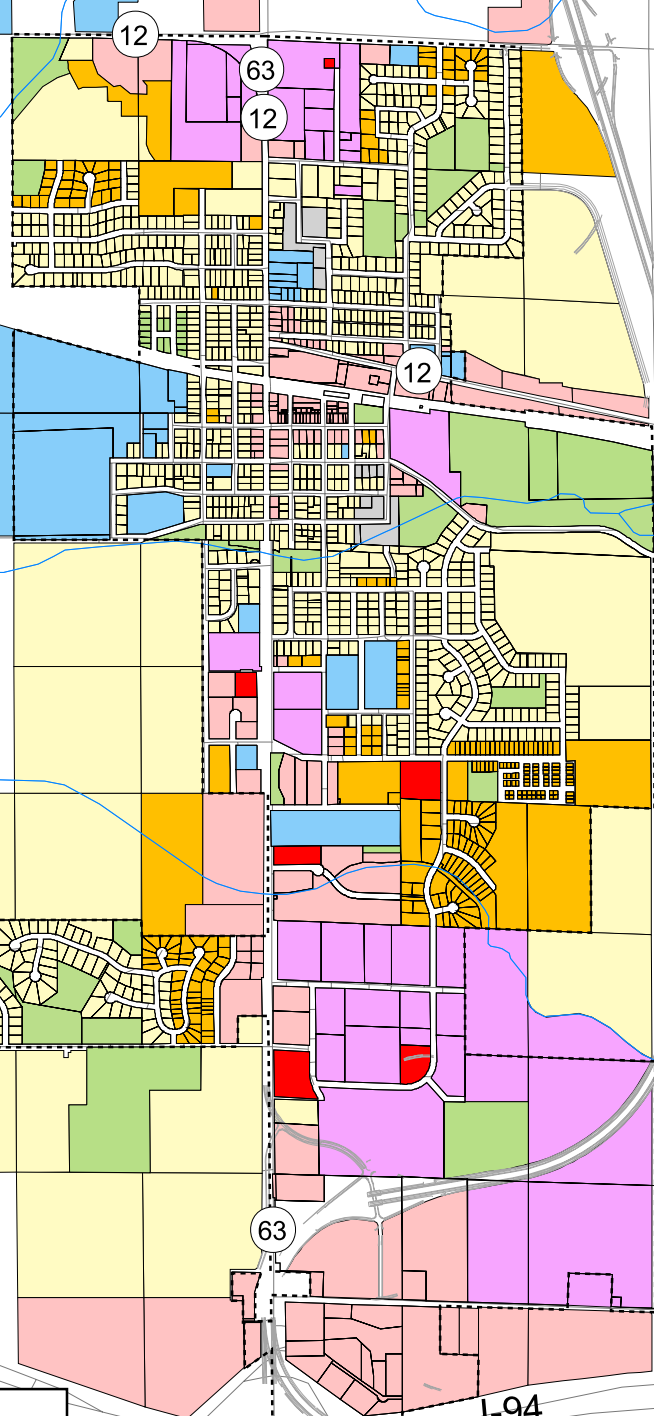
St. Croix County, Wisconsin

FUTURE LAND USE

5-2

0.2 0 0.2 0.4 Miles

Existing Village Limits



PROPOSED U.S.H. 63 BYPASS

I-94

Land Use	Existing Acreage	Additional Acreage	Total Acreage
COMMERCIAL	104	304	408
INDUSTRIAL	126	264	390
INSTITUTIONAL	101	117	218
MULTI FAMILY	65	119	184
PARKS	79	81	160
PUBLIC	15	0	15
SINGLE FAMILY	269	560	829
TRAILER COURT	10	0	10
VACANT	503	-503	0
Totals	1272	841	2113



SOURCE: Cedar Corporation and the Village of Baldwin 2004

Table 5-3 reveals a second method for calculating future residential land needed. For the projected number of housing units needed, we will assume that 75% of them will be single-family and 25% multi-family. We will also assume single-family dwellings occupy three units per acre and multi-family 10 units per acre. This equates into 371 additional single-family acres and 37 additional multi-family acres for a total of 408 acres by 2025.

Using the second method for calculating residential land use needs, an additional 69 acres will be needed over method one. This is because single-family homes require more land than multi-family units.

Table 5-3 Village of Baldwin Residential Acreage Needed - Method 2

Year	2000	2005	2010	2015	2020	2025
Population	2,667	3,373	4,130	4,770	5,410	6,050
Persons Per Household	2.33	2.33	2.33	2.33	2.33	2.33
Total Occupied Housing Units	1,115	1,447	1,772	2,047	2,321	2,596
Additional Units Needed	-	332	325	275	274	275
Amount Owner-Occupied Housing		249	244	206	206	206
Acres (Assuming 3 Units per Acre)		83	81	69	69	69
Amount Renter-Occupied Housing		83	81	69	68	68
Acres (Assuming 10 Units per Acre)		8	8	7	7	7

Source: 2000 U.S. Census and Cedar Corporation

The Future Land Use Map shows new residential lands adjoining existing residential properties and institutional areas (mainly school areas). Existing residential developments with vacant lots are assumed to be fully developed. The largesy area for residential development is on the west side of the Village with lesser areas located in the north and east. There is enough land designated as residential to meet the projected needs.

Commercial

Most commercial expansion is seen happening in the southern edge of the Village centered around the I-94 Interchange and following the proposed U.S.H. 63 bypass. This area has the most vacant land available to accommodate commercial development. There are possible locations along U.S.H. 63 within the Village and U.S.H. 12 east of the Village limits. Map 5-2 shows an additional 300 acres of commercial land for future needs.

Industrial

With the current Industrial Park full, future industrial land will be a priority for the Village. Map 5-2 shows future industrial areas south of the I-94 Interchange and near the existing industrial park just north of the Interchange and near the proposed bypass. A small amount of infill industrial development is shown near existing industrial properties along U.S.H. 63 and U.S.H. 12 on the north edge of the Village. The Future Land Use Map shows an additional 264 acres of industrial land.

Institutional

Map 5-2 shows an additional 117 acres of institutional land. This is attributed to the hospital purchasing land in the northwest for a new hospital and preserving land near the existing schools to accommodate growth.

Land Use Goals, Objectives, Programs & Policies

Goal 1

- Encourage the continuous and contiguous growth of the Village of Baldwin.

Objectives

- Minimize the costs of extending public utilities and long-term maintenance associated with development.
- Reduce the likelihood of sprawl and the costs associated with it.

Programs and Policies

- Use Future Land Use Map to direct growth.
- Explore the possibilities of infilling and redevelopment within the Village.

Goal 2

- Avoid land use conflicts.

Objectives

- Maintain a good quality of life for Village residents.

Programs and Policies

- Identify potential conflicts during review stage of plats and rezoning.
- Require developers to address and present options to buffer potential land use conflicts.
- Continually update the Future Land Use Map so it reflects actual conditions in the Village of Baldwin.

CHAPTER 6

TRANSPORTATION

Introduction

A well-planned transportation system provides for the efficient and safe movement of people and goods through various means and lays the foundation for growth and economic success while improving the quality of life in the Village of Baldwin. Though the best possible multi-modal transportation system is desired, it does not come without a price.

Construction of new roads, bridges, and trails is expensive and can have negative environmental impacts. After these are built, they have to be maintained on a regular basis.

As a guide for the design and construction of future transportation facilities, the Transportation Planning Element will examine existing transportation corridors with respect to land use while examining alternative forms of transportation within the Village. This will ensure the adequacy of the network to support future growth while minimizing costs. It will allow the Village to provide a safe transportation network and increase the quality of life for the residents of the Village of Baldwin and the surrounding area.

Modes of Transportation

The movement of people and goods is accomplished through a variety of transportation modes. These modes include car, truck, rail, public transportation, ship, air, bicycle and pedestrian. For the most part, each mode fits a particular need. Automobiles function as the dominant mode for the movement of people. Trucking provides for the rapid movement of goods and products over the highway network. Air travel helps to move people and lightweight products quickly over long distances. The railroad functions primarily for the movement of bulk commodities over long distances while bicycle paths and sidewalks provide for the movement of people. The most dominant mode of transportation in Baldwin (and nearly all communities) is the automobile.

Main Traffic Corridors

There are several main north/south and east/west corridors that carry traffic through and around the Village of Baldwin (see *Map 6-1*). A proposed future bypass of U.S.H. 63 to the east of the Village will impact these corridors.




VILLAGE OF BALDWIN

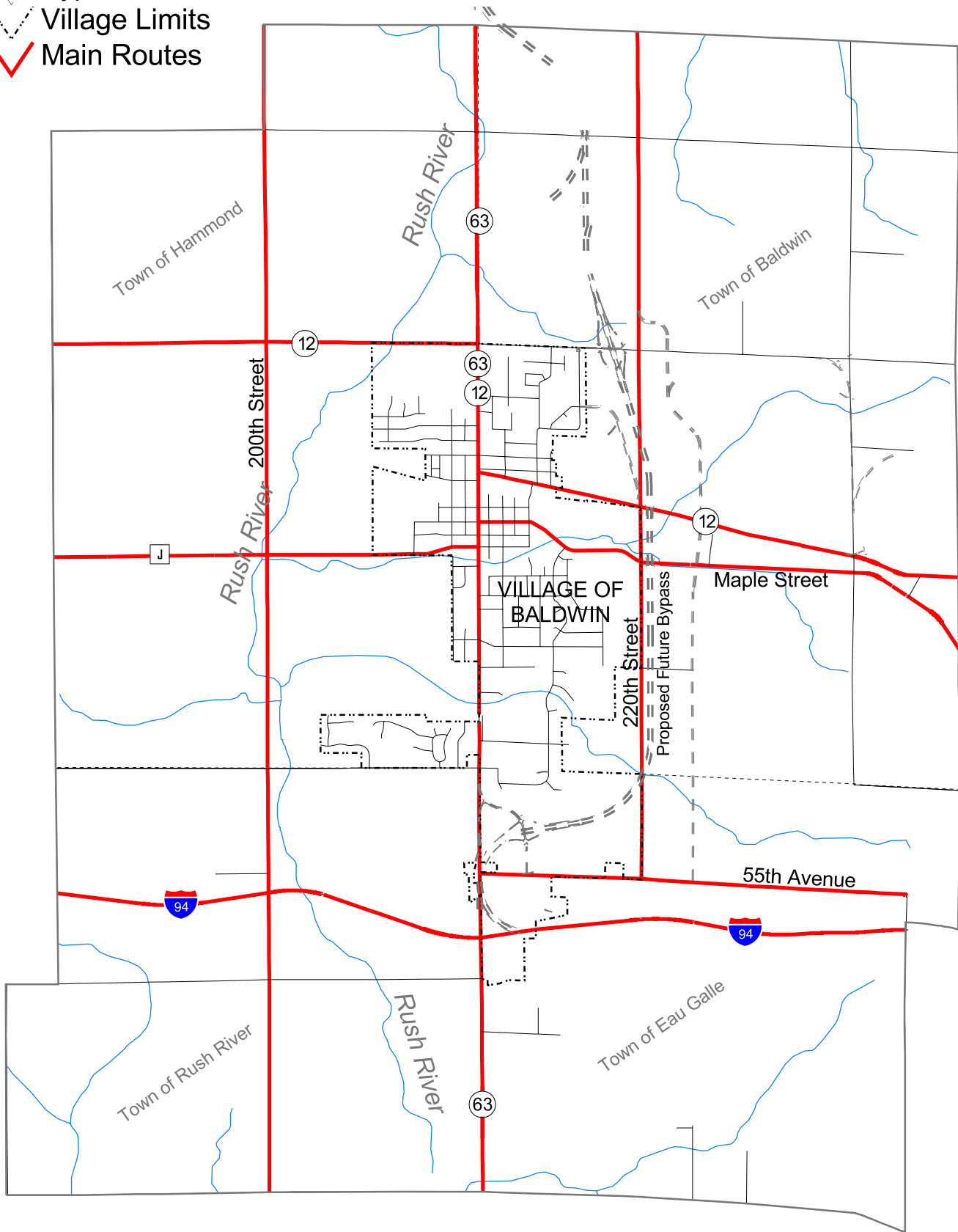
St. Croix County, Wisconsin

MAIN TRAFFIC ROUTES

6-1



-  Bypass
-  Village Limits
-  Main Routes



Traffic Volumes

Growing population brings increased traffic. Traffic volumes within the planning area are determined by the Wisconsin Department of Transportation. This data is collected every three years based on traffic counts at a specific location (*Figure 6-1*). These data represent 1997, 2000, and 2003 Average Daily Traffic Counts for the specified roadway.

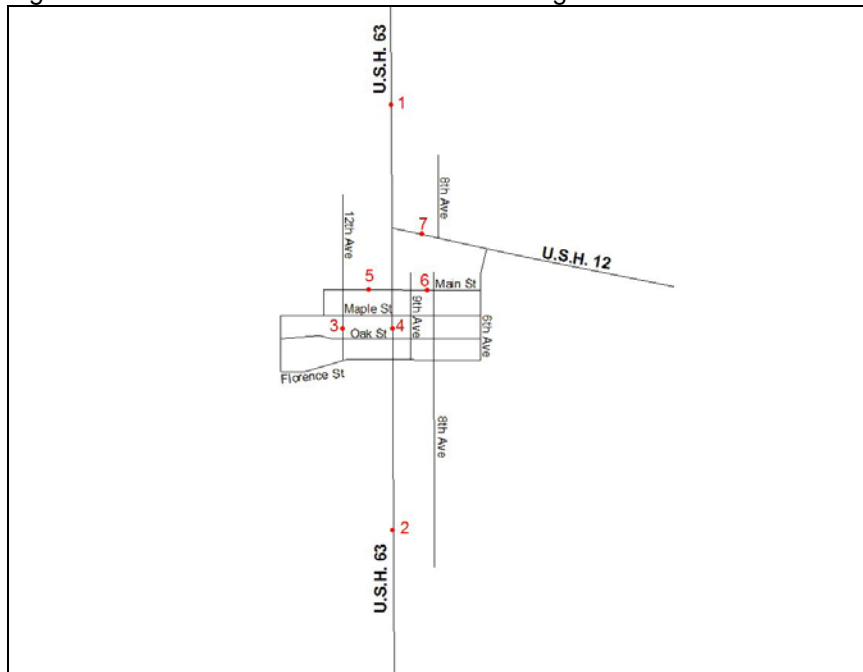
Table 6-1 shows volume increases from 1997 to 2003 at points 1, 3, 4, 5 and 7. Points 2 and 6 saw a decrease in the amount of traffic.

Table 6-1 Village of Baldwin Traffic Volumes

Year	1997	2000	2003
Point 1	5,400	6,100	6,200
Point 2	11,000	12,000	10,000
Point 3	590	620	620
Point 4	10,900	12,000	11,200
Point 5	1,200	1,400	1,800
Point 6	4,100	2,600	2,500
Point 7	3,900	3,300	4,100

Source: WisDOT Wisconsin Highway Traffic Volume Data

Figure 6-1 Traffic Data Collection Points Village of Baldwin



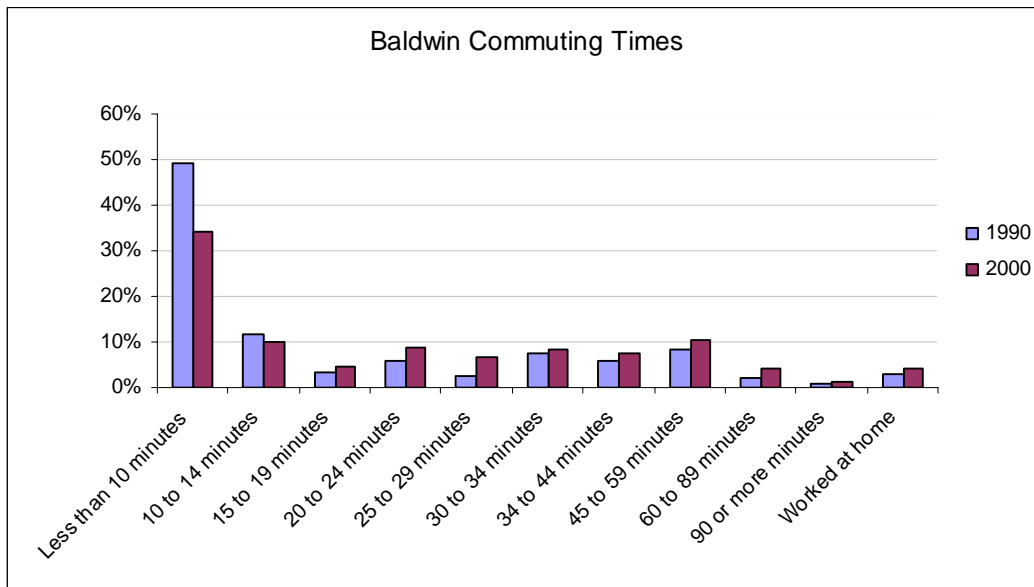
Source: WisDOT Wisconsin Highway Traffic Volume Data

Commuting Patterns

Commuting patterns in the Village of Baldwin mirror the patterns of many communities in St. Croix County. According to the Wisconsin Department of Work Force Development, many of the residents living in St. Croix County are increasingly commuting to the Minneapolis-St. Paul Metropolitan Area and its surrounding

communities for work. Although Baldwin lies on the eastern edge of the county, Figure 6-2 illustrates that many residents are still willing to commute longer distances to the Twin Cities Metropolitan Area for work, though there are still large numbers of workers who are employed in Baldwin and nearby surrounding areas. It also shows that a large amount of workers are employed nearby since almost 35% commute less than 10 minutes.

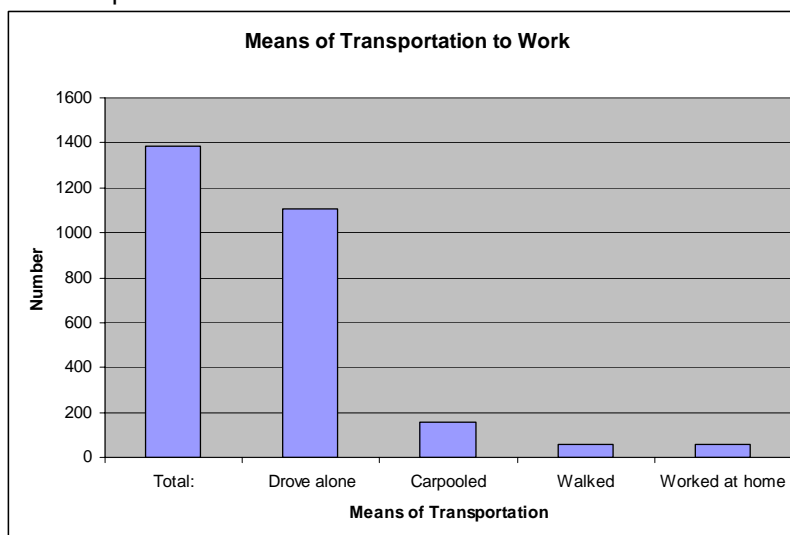
Figure 6-2 Commuting Times for Workers 16 Years and Older Village of Baldwin



Source: US Census Bureau 2000

A majority of residents commuting to work are driving alone, though there are noticeable amounts that are carpooling. (see Figure 6-3 and Table 6-2).

Figure 6-3 Means of Transportation to Work for Workers 16 Years and Older



Source: US Census Bureau 2000

Table 6-2 Workers Who Drove Car, Truck, or Van to Work

	Number	Percentage of Total
Drove Alone	1,105	87.4%
Carpooled	160	12.6%
Total	1,265	100.0%

Source: US Census Bureau, 2000

Criteria for Future Road Corridors

One of the biggest challenges of transportation planning is providing a connected and varied system. When planning, the Village should try to ensure smooth traffic flow within and through the community. To do this, these factors will be considered when planning future road corridors:

- Connect existing dead ends and stub roads where possible.
- Multiple access points for certain developments.
- Increase/improve east-west, north-south corridors.
- Follow natural features and topography of the land.

Proposed Future Roads

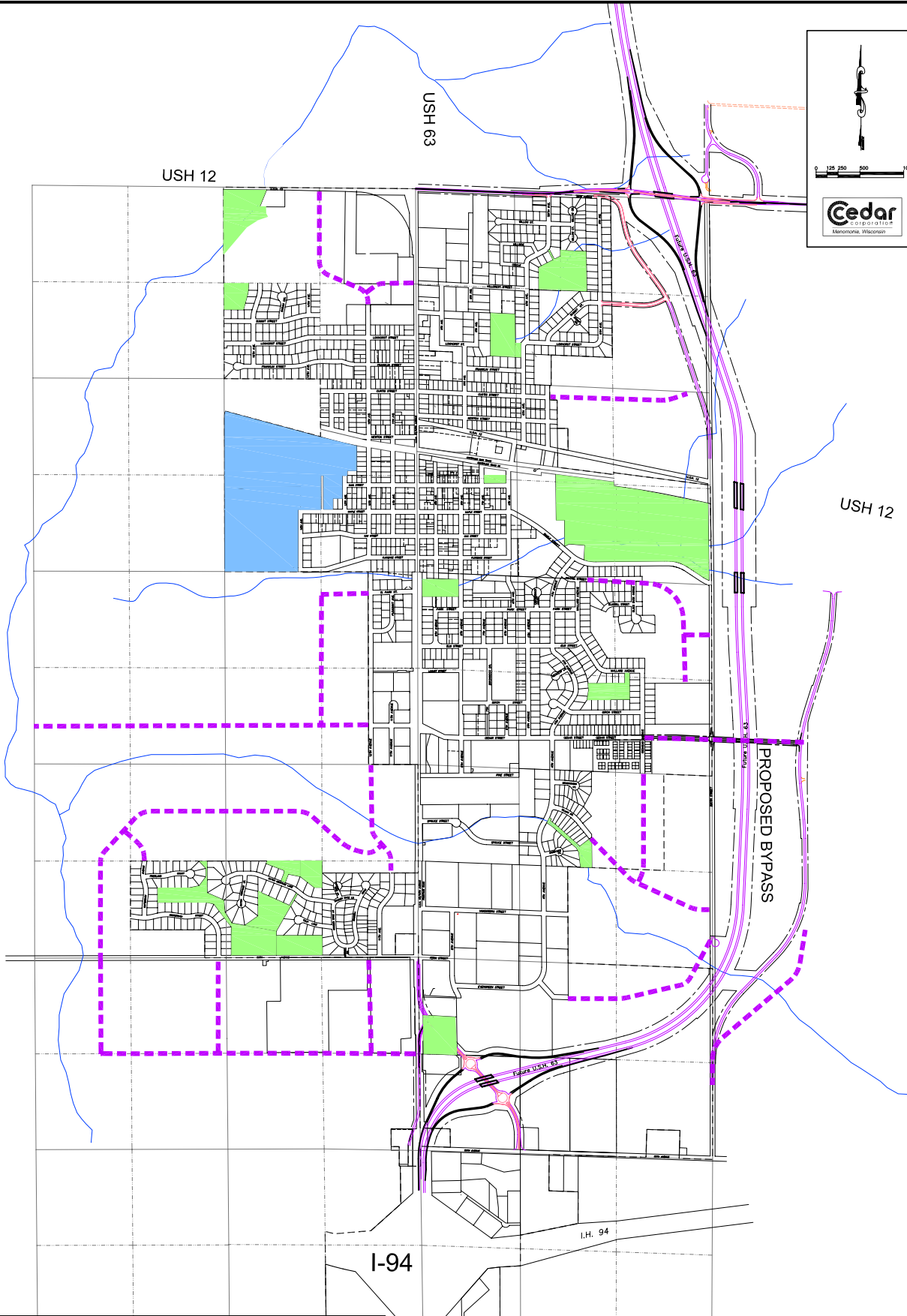
Map 6-2 shows the existing and proposed roads within the Village of Baldwin and surrounding area. The future roads were designed using the criteria for future road corridors listed above. It should also be said that these locations are generalized and could be moved several hundred feet if necessary after serious consideration and further investigation is taken. Future development and land uses were also taken into account.

Road Expenditure Planning

With infrastructure comes maintenance. A sound Transportation Plan should be able to foresee and responsibly plan for upcoming expenses. Two ways of doing this is by participating in the Pavement Surface Evaluation and Rating or PASER program and devising a Capital Improvements Plan (CIP). Baldwin does both.

Pavement ratings can be used for planning maintenance and budgets for local roadways. In 2001, a state statute was passed that requires municipalities and counties to assess the physical pavement condition of their local roads. A common method of doing this is referred to as PASER rating. PASER rates roadways from Failed (needs total reconstruction) to Excellent (no visible stress). PASER allows for better allocation of resources, a better understanding of pavement conditions, and allows for long term planning.

The Village also uses a Capital Improvements Plan (CIP) to identify future street projects. The current Plan runs from 2001-2006 and will have to be updated in the near future.



VILLAGE OF BALDWIN
 St. Croix County, Wisconsin
PROPOSED ROADS

----- Proposed Roads

6-2

Future Street Improvements

The following is a list of road projects listed in the 2001 CIP that have not been completed:

1. Florence Street - 8th Avenue to 6th Avenue
2. Main Street – 10th Avenue to 9th Avenue
3. 12th Avenue – Main Street to Rail Road tracks
4. 9th Avenue – Summit Street to Hillcrest
5. 9th Avenue – Summit Street to Lokhorst Street
6. Newton Street – 6th Avenue to 5th Avenue
7. East Park Street – 6th Avenue to 7th Avenue
8. East Park Street – 7th Avenue to 8th Avenue
9. 6th Avenue – U.S. Highway 12 to Hillcrest
10. 220th Avenue
11. 60th Avenue

Bicycle / Walking Trails

Today, more people are interested in physical fitness than ever before. Besides basic transportation, biking and walking are increasingly popular ways to exercise regardless of age. Besides health benefits, sidewalks provide a safe way for pedestrians to move throughout the Village while bike trails can offer an aesthetic and relaxing way to enjoy the area.

The future sidewalk/bike trail plan will take these factors into consideration:

- Providing safe passage to generators of traffic including parks, schools, and the downtown area.
- Locate sidewalks or trails along roads with heavy traffic such as arterials and collectors.
- Build sidewalks that provide connectivity to other sidewalks.

Proposed Future Sidewalks / Trails

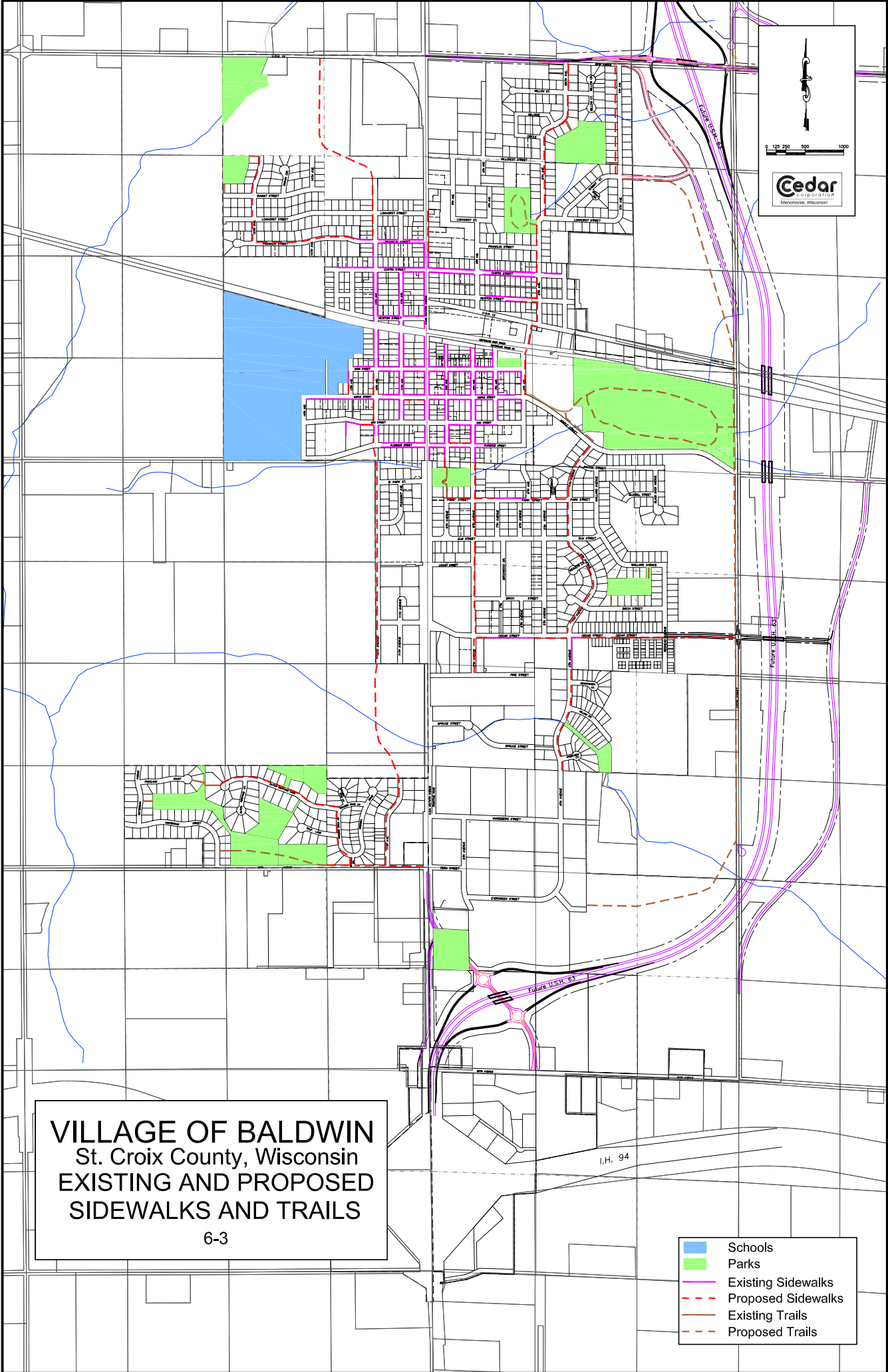
Map 6-3 shows existing and proposed sidewalks and pedestrian trails for the Village of Baldwin. The majority of the existing sidewalks are located in the Central Business District.

When looking at possible locations for future sidewalks and pedestrian trails, we first identify local traffic generators. Traffic generators are locations within the Village that generate large amounts of traffic. In the Village of Baldwin, these are identified as the parks, Baldwin Area Schools, and newly developed neighborhoods. The goal is to connect these locations through a series of sidewalks and trails. This gives residents opportunities to travel to these locations by means other than a motor vehicle and provides them with safe routes.

Cedar
SURVEYING
Menomonie, Wisconsin

VILLAGE OF BALDWIN
St. Croix County, Wisconsin
**EXISTING AND PROPOSED
SIDEWALKS AND TRAILS**
6-3

- Schools
- Parks
- Existing Sidewalks
- Proposed Sidewalks
- Existing Trails
- Proposed Trails



Air Transportation

The Village of Baldwin has one privately owned airport located on the west side to the Village. Access to commercial air service is provided through the Minneapolis-St. Paul International Airport (MSP). MSP provides direct access to 175 domestic destinations, as well as many international access points and furnishes the primary air transportation needs for Village residents.

Ride Share Lots

Residents who commute to other communities along I-94 use the park and ride share lot located near the interchange of I-94 and U.S.H. 63.

Transportation for the Disabled and Aging

The St. Croix County Department of Aging provides two different services for the elderly. First, seniors can get rides to the Senior Center or to a clinic appointment if they are in the Baldwin area. They can also be transported to shopping or recreational opportunities in the area. This service is offered Monday through Thursday from 8:00 am to 5:00 pm. Second, they also offer a service to people 60 years of age and older who need to go out of town for medical appointments. This service is performed through volunteers.

St. Croix County Disabled Transportation is a non-profit volunteer organization that offers transportation opportunities to the disabled and elderly. Most services are offered during daytime hours, but nighttime and Saturday service is sometimes available. There is no charge for their services but donations are accepted. Rides can be given almost anywhere as long as there is a volunteer willing to provide transportation. St. Croix County Disabled Transportation is funded through donations from the Anderson Foundation, United Way St. Croix County, Baldwin Area Community Foundation, and the Office of the Aging, which receives funds through the Wisconsin Department of Transportation.

Rail Transportation

There are no opportunities for passenger service or freight transport within the Village of Baldwin. The Union Pacific main line runs through the heart of the Village along U.S.H. 12. Passenger service is available through Amtrak in St. Paul, Minnesota.

Possible Funding Sources

Local multi-modal transportation projects can be funded through different sources. Some of the most common sources that are or could be used are:

- State Shared Revenue
- Local General Funds
- Community Development Block Grants
- DNR Stewardship Grants
- Enhancement Grants
- Private Foundations
- Corporate Foundations

Transportation Goals, Objectives, Programs and Policies

Goal 1

- Provide for safe pedestrian and bicycle movement within the Village of Baldwin.

Objectives:

- To allow Village residents to travel throughout the area by means other than motor vehicle.

Policies and Programs

- Require new developments to add trails or sidewalks that connect to existing sidewalks or bike trails or will lead to proposed trails and sidewalks designated on the Proposed Sidewalk and Trail Map.
- Provide safe road crossings for pedestrians and bicyclists by utilizing signs, lights, striping and eliminating view obstructions.

Goal 2

- Ensure a street system that promotes connectivity and traffic flow.

Objectives

- To provide a transportation system that disperses traffic and provides safe routes for pedestrian and bicycle traffic.

Policies and Programs

- Require new development to provide future access for through streets.
- Limit the number of cul-de-sacs in new subdivisions.

CHAPTER 7

COMMUNITY FACILITIES AND UTILITIES

Introduction

The services a community provides is one way of gauging the quality of life within that community. The best community facilities and utilities are desired, but can be very expensive to provide and can be strained due to fast growth.

COMMUNITY FACILITIES

Village Hall

The Village Hall is located at 400 Cedar Street and is part of the Community Center. Village Administrative offices moved into the new center in 1997. Currently, the Village Hall is in need of more personnel and storage space. The need for expansion has been discussed though no timetable or plans have been made. On-site expansion is likely for the short term.

Health Care Facilities

The Baldwin Area Medical Center is located at 730 10th Avenue. It has been part of the community since 1939. The Baldwin Area Medical Center is a full service facility.

The Medical Center recently purchased land on the northwest side of the Village. At its current location, expansion is difficult and there is a lack of parking space. The purchased land will be used for a new medical center in the future.

The Baldwin Care Center was established in 1972 and is located at 640 Elm Street. It is a long-term care facility. The Center provides nursing, dietary, social services, activities, and restorative services.

As of July 2005, the Center had 65 beds with 60 being occupied. It also had 21 apartments with 20 of them being occupied. One of the biggest increases in services has been for rehabilitation after surgery. Many of these patients are new to the area, following their children who have moved here from the Twin Cities. The patients care is short term and is not posing a strain on the facility at this time.

Police

The Baldwin Police Department is located at 400 Cedar Street and is also part of the Community Center. In July of 2005, the Department had seven patrol

officers (including the Chief) and two office staff. All are full-time with the exception of one office staff.

The Baldwin Police Department has been affected by the growth of the Village of Baldwin. The Department has doubled in the last four years. The additional staff has greatly reduced the amount of available office space the Department has to use. In addition, the Department does not have room for added equipment. Currently, the Baldwin Police Department rents indoor parking space from United Fire and Rescue. It is likely that the Baldwin Police Department will require additional room or a new building in the near future.

United Fire and Rescue

In January 1994, the Villages of Baldwin, Hammond and Woodville consolidated to form United Fire and Rescue. The District Office is located at 1580 10th Avenue in the Village of Baldwin. Thirteen municipalities in the area, including the Village of Wilson, and the Townships of Baldwin, Springfield, Hammond, Emerald, Pleasant Valley, Rush River, Eau Galle, Erin Prairie and Cady also are included. United Fire and Rescue has approximately 70 volunteer members and 13 trucks.

Baldwin United Fire and Rescue recently moved into their current building and have enough room for the needs of the Department.

Baldwin EMS

Baldwin EMS is located at 630 Highway 12. It has recently moved into this larger existing building. The growth of Baldwin EMS has corresponded with the growth of the Village. Over the past five years, the amount of runs has increased by almost 100 per year from 300 runs a year to up to 800 today. This increase has caused the EMS to hire two full-time staff. Baldwin EMS is currently run by another 20 volunteers. The EMS has public service agreements with the Village of Hammond and the Towns of Baldwin, Hammond, Eau Galle, Pleasant Valley, Erin Prairie, Rush River, Emerald, and Warren covering about 8,700 residents. They also offer mutual assistance to Pierce, Polk, and St. Croix Counties.

It is estimated that the current building should meet their needs for the next 10 years. The building has some maintenance needs such as a parking lot resurfacing and a new roof.

Senior Center

The Baldwin-Hammond Senior Center started in 1992. It moved into the Municipal Center, at 400 Cedar Street, in 1997. The Senior Center is open to anyone 60 years of age or older and their spouse. The Senior Center offers hot

meals Monday through Thursday for no charge but a donation is appreciated. Entertainment is also provided.

The Baldwin-Hammond Senior Center serves meals to up to 45 people a day. When the Senior Center provides music, 60-65 people will attend. The growing number of townhomes and expanded services has contributed to the growth in number of people using the facility.

Informal talks have been held with the Department of Aging regarding the eventual need for more space. Currently, the Village Board room can be used if needed.

Telecommunications

Baldwin Telecom provides area residents with their telecommunication needs. The business is located at 930 Maple Street and has been in existence since 1900.

Baldwin Telecom offers a wide range of telecommunication needs including a wide variety of phone, cable, and internet services.

Baldwin School District

The Baldwin-Woodville schools are comprised of the Greenfield Elementary School (Baldwin), Viking Middle School (Woodville), and the Baldwin-Woodville High School (Baldwin). Greenfield Elementary has students from preschool to 4th grade. Viking Middle School teaches students from 5th through 8th grade. Ninth through 12th grades attend Baldwin-Woodville High School.

Each school has a computer lab. A certified librarian and librarian aide manage each of the computer libraries. The schools have expanded their student services to meet the needs of today's students.

Student population is growing. During the 2004-2005 school year, Greenfield Elementary had 555 students, Viking Middle School had 442, and Baldwin-Woodville High School had 452. Since 2000, the school district has averaged 22 new students a year. Currently, the High School is designed for 600 students, Viking Middle School is designed for future expansion, and Greenfield elementary is near full capacity. There is a Long Range Planning Committee that is looking into the future of the Baldwin-Woodville schools.

A few of the issues the school district is looking into is the effects of increased home schooling, setbacks due to the proximity to the airport, and possible intermediate grades.

Cemeteries

The Baldwin Cemetery has been in existence since approximately 1865. The cemetery is run by the Baldwin Cemetery Association which acts in an advisory role. Costs for running the cemetery are split between the Village of Baldwin and the Cemetery's Perpetual Care Fund which is financed through plot sales. The cemetery purchased two parcels of land for growth and have almost doubled the size. No new land is needed in the foreseeable future.

Library

The Baldwin Public Library moved into the Municipal Center at 400 Cedar Street in 1997. The library has a special children's room for story time programs. In June, a special summer reading program is held to encourage reading for pleasure and exploring the library's resources.

The library offers books, videos, periodicals, and services. It also holds a history room and a microfilm collection of the Baldwin Bulletin starting in 1874. Historical township maps are also on display. The Baldwin Public Library is part of the Inter-Library Loan program, allowing members to borrow material from surrounding communities.

The library has a reading area and computers for use by the public. The recent growth in area population has resulted in the library issuing five to 15 new library cards a week.

Child Care Facilities

There are no private licensed day care facilities in the Village of Baldwin. The Greenfield Elementary School offers the Junior Hawks Program which provides child care before and after school and for kindergarten children on days when they are not scheduled for class.

Recycling Facilities and Solid Waste Disposal

Recycling and solid waste disposal is currently contracted through Waste Management of River Falls, Wisconsin. Solid waste is transferred to River Falls where it is compacted and trucked to the Timberland Trail Landfill in Bruce, Wisconsin. The landfill has capacity for approximately 30 more years. Waste Management also owns all of the land surrounding the landfill ensuring expansion when needed.

Considerations

When community facilities need to relocate, careful thought must be given to their new location. The Village should consider who will be using these facilities and ways to visit them without traveling by car. Also, offsetting costs for these through grants, foundations, and in-kind services should be explored.

Community Facilities and Utilities Goals, Objectives, Programs and Policies

Goal 1

- Provide quality community facilities and services for the residents of the Village of Baldwin.

Objectives

- To maintain and improve the quality of life residents currently enjoy.

Programs and Policies

- Pursue grants and other alternative ways of funding these facilities and services.
- Identify future locations for new community facilities that will be convenient for residents to use.
- Encourage design that enhances community facilities and the community's image.

COMMUNITY UTILITIES

Wastewater Treatment Plant (WWTP)

The Village of Baldwin's WWTP was built in 1961 and was expanded in 1985. The 1985 expansion was completed to meet an estimated population of 2,800 which the Village exceeds. Currently, a Wastewater Facilities Plan is being drafted to address future capacity needs.

The existing WWTP is an oxidation ditch which is a type of extended aeration, activated sludge system. Preliminary treatment includes flow measurement through a 6" parshall flume, a comminutor with coarse screen bypass, and a vortex grit removal system. Sludge handling is provided by two aerobic digesters. One digester is used for sludge storage prior to delivery to the biosolids facility. The other digester is used to store and equalize centrate returned from the biosolids facility for treatment at the Village.

After considering several options, the Wastewater Facilities Plan recommends expanding the existing WWTP and adding another oxidation ditch to meet the

growing population. This would allow the existing plant to remain intact and meet the requirements to maintain treatment levels during construction.

Sanitary Sewer System

The Village of Baldwin's sanitary sewer system is comprised of approximately 80,000 feet of gravity sewer ranging in size from 8" to 15" in diameter. Inflow/infiltration studies were conducted in the 1970's and early 1980's to address stormwater runoff affecting the capacity of the sanitary system and WWTP. As a result, all known roof drains were disconnected from the sanitary sewer. The Wastewater Facilities Plan looked at inflow/infiltration again and noted that new development was not contributing stormwater runoff to the WWTP and that earlier measures to reduce stormwater runoff have been effective.

Progress in stormwater control has reduced the amount of inflow into the WWTP. Because of this, the main 15" diameter interceptor, from 12th Street to the WWTP, has reduced its surcharge frequency and level in the interceptor. The rerouting of utilities as part of a 2001 Community Development Block Grant (CDBG) reduce the ponding of stormwater in the northeast portion of the Village. Replacement of the interceptor to accommodate Village growth may be needed in the future.

The Village currently has six lift stations and they are all relatively new or rehabilitated.

New sewer and sewer replacements are made with PVC pipe as opposed to the original clay pipe, which still exists in some areas.

Water Supply

The Village conducted a water storage and supply analysis in 1999 and revised it in 2001. The report summarized the existing water supply and distribution system, identified current limitations, and provided recommendations for improvements.

Storage

The State of Wisconsin Administrative Code for Water Supply states in NR 811.56(1) a municipal water supply system must provide a minimum storage capacity equal to an average daily demand.

The Village of Baldwin is served by two elevated storage towers. The first tower is a 300,000 gallon elevated storage tower and has a base elevation of 1180 feet and is 125 feet in height. The overflow elevation is 1305 feet. The tower provides static pressures of 40 to 80 psi.

The second tower is located on 55th Avenue and was constructed in 2004. The elevated tower is 88 feet in height and has an overflow elevation of 1305 feet. The tower provides static pressures of 38 psi.

Wells

The Village of Baldwin has two municipal wells. Well No. 2 is located on the corner of Newton Street and 12th Avenue. This well was drilled to a depth of 410 feet in 1957. The pump and motor were modified around 1985. This well now produces 600 gallons per minute (gpm), or 0.864 million gallons per day (mgd).

Well No. 3 is located at the east end of Pine Street. This well was drilled to a depth of 417 feet in 1985 and produces 1,000 gpm, or 1.440 mgd

Average Daily Demand

The average daily demand for water is as follows:

Table 7-1 Village of Baldwin Average Daily Demand for Water

Year	Average Daily Demand
1997	262,000 Gallons
1998	260,000 Gallons
1999	258,000 Gallons
2000	267,000 Gallons
2001	285,000 Gallons
2002	287,000 Gallons
2003	342,000 Gallons
2004	344,000 Gallons

Source: Village of Baldwin Public Works Department

Dividing the average daily demand by the Village's population, results in an average gpd per capita usage. This usage can then be multiplied by the estimated future population to determine future average daily demand. Doing this, results in an average per capita usage of 100 gallons per person per day. This is based on the January 1, 2005 projected population of 3,415.

Applying the average per capita usage to the future population estimate, results in an average daily demand of about 413,000 gallons per day for 2010 and 541,000 gallons per day for 2020.

Table 7-2 Village of Baldwin Population Forecasts

Year	2000*	2005	2010	2015	2020	2025
Population Forecasts	2,667	3,373	4,130	4,770	5,410	6,050

Source: Village of Baldwin Comprehensive Plan

Maximum Day Demand

The Village recorded the following maximum day demands over the last 10 years (see Table 7-3).

Table 7-3 Village of Baldwin Maximum Day Usage

Year	Maximum Day Usage
1996	512,000 Gallons
1997	632,000 Gallons
1998	683,000 Gallons
1999	396,000 Gallons
2000	421,000 Gallons
2001	496,000 Gallons
2002	497,000 Gallons
2003	564,000 Gallons
2004	860,000 Gallons
2005	641,000 Gallons

Source: Village of Baldwin Public Works Department

Most of these peaks have occurred in the month of July when people tend to water their lawns and gardens more often.

The spike in 2004 is related to the new water tower being constructed. Existing wells in the Village have been able to meet these demands.

Future Well Improvements

The Village currently has adequate water supply capacity in their two existing wells for at least the next 10 years. Another 1,000 gpm well might be considered near 2020 that would provide adequate fire flow with maximum day demands should Well No. 3 be out of service. This also assumes nothing happens to the wells themselves or contamination to the aquifer (groundwater) that would force the Village to abandon one of its wells.

Well No. 2 and Well No. 3 combine to provide a pumping capacity of 1,600 gpm, or 2.3 million gallons per day. The average daily use is about 261,000 gallons/day. To meet the average day demand Well No. 2 needs to pump 7.25 hours per day, or 30% of the time. Likewise, Well No. 3 alone would need to pump 4.35 hours per day, or 18% of the time to keep up with the average daily demand. Neither of these run-time figures approaches the need for a new well.

If needed, a possible location for a new well would be south and east of the existing I-94 Interchange. This would provide distance from the Rush River and sink holes in the area reducing the chance for contamination.

Stormwater Management

Stormwater in the Village of Baldwin makes its way to the Rush River, Baldwin Creek, and an unnamed creek running east and west in the bottom third of the Village. Rush River and Baldwin Creek have a 100-year floodplain. The Rush River floodplain is located on the western side of the Village while the Baldwin Creek floodplain runs east and west in the northern half of the Village. There is little development near the unnamed tributary, therefore, stormwater runoff is minimal.

The Wisconsin DOT is replacing the bridge on U.S.H. 63 that crosses Baldwin Creek. The new bridge, with box culverts, will increase the amount of water that can flow under the bridge, reducing water backup and flooding.

As mentioned earlier, stormwater improvements, which were part of the 2001 Community Development Block Grant (CDBG) utility improvement project, have greatly reduced flooding north and south of the railroad tracks on the western side of the Village.

Developments within the Village have been responsible for their own on-site stormwater control. Dry ponds are preferred over wet ponds because of the possibility of creating breeding grounds for mosquitoes. Maintenance of these ponds will require periodic dredging.

The Village has stormwater management ordinances that address pre- and post-construction stormwater runoff and erosion control. The DNR has their own regulations that also address stormwater. NR 151 is for stormwater runoff quantity and quality control while NR 216 addresses stormwater permitting of any project that disturbs one acre of land or more.

Future Projects - Stormwater

Future utility projects were listed in the 2004 Impact Fee Public Facilities Needs Assessment (IFPFNA). All of these projects include storm sewer improvements, except 6th Avenue from U.S.H. 12 to Curtis Street. The estimated costs associated with stormwater projects range from a low of \$5,340 for Franklin Street to a high of \$216,960 for 220th Street. New developments address stormwater on an individual project basis. The Village may want to consider a regional Stormwater Plan in the future.

Future Projects – Sanitary Sewer

The IFPFNA identified seven projects related to sanitary sewer and the WWTP. Two have been completed. The remaining five are:

- ✓ Florence (J) Interceptor Upgrade
- ✓ WWTP Expansion
- ✓ 10th Avenue (Newton West to Curtis)
- ✓ C.T.H. J (WWTP to School)
- ✓ West Park Street (12th Ave. to 9th Ave.)

Future Projects – Water System

Two of the seven projects identified in the IFPFNA related to the water system are remaining. They are:

- ✓ Water Looping which includes:
 - 220th Ave. (Maple to USH 12)
 - 60th Ave. (Amsterdam to 8th Avenue)
 - CTH J (200th St. to 12th Ave.)
 - West Loop (Dutch Heritage to CTH J)
- ✓ Watermain Oversizing which includes:
 - 220th Ave. (55th to Maple)
 - Hillcrest (USH 63 to USH 12)
 - Maple St. (4th to 220th)
 - West Loop (CTH J to Hillcrest)
 - West Loop (I-94 to Dutch Heritage)
 - 220th Ave. (USH 12 to 80th)
 - 80th Ave. (5th to 220th)
 - Cedar St. (Redhead to 220th)

Community Utilities Goals, Objectives, Programs and Policies

Goal 1

- Conduct long-range planning for utility projects and expenditures.

Objectives

- To meet the needs of current and projected residential, commercial, and industrial growth.
- Provide quality utilities to the Village at a reasonable cost

Programs, Policies, and Actions

- Continue to fund improvements through the use of utility and impact fees.
- Regularly update utility needs assessments.
- Utilize TIF Districts to fund new improvements.
- Coordinate utility improvements with road reconstruction to reduce costs.
- Create a Stormwater Management Master Plan to address regional stormwater issues.
- Create a stormwater utility to fund dredging and stormwater improvements.

CHAPTER 8

INTERGOVERNMENTAL COOPERATION

Introduction

The Intergovernmental Cooperation Element allows the Village of Baldwin to examine existing relationships with neighboring communities and government agencies. Good communication and the coordination of planning efforts can lead to benefits such as cost savings, mutual trust and respect, identification of issues important to everyone, and consistency in planning efforts.

Existing Agreements

Intergovernmental cooperation can be as simple as sharing information to more involved ventures such as joint planning, sharing public services, and cooperative boundary agreements.

The Village of Baldwin recognizes the benefits of intergovernmental cooperation and is currently engaged in the following agreements.

- **Fire:** United Fire and Rescue has mutual aid agreements with the Cities of Menomonie and River Falls and the Village of Spring Valley. The Department also provides contracted services to the Village of Wilson, and Townships of Baldwin, Springfield, Hammond, Emerald, Pleasant Valley, Rush River, Eau Galle, Erin Prairie, and Cady.

United Fire and Rescue is a consolidation of the Villages of Baldwin, Hammond, and Woodville Fire Departments.

- **EMS:** Baldwin EMS has public service agreements with the Village of Hammond and the Towns of Baldwin, Hammond, Eau Galle, Pleasant Valley, Erin Prairie, Rush River, Emerald, and Warren. They also offer mutual assistance to Pierce, Polk, and St. Croix Counties.
- **Police Protection:** The Village of Baldwin Police Department assists the St. Croix County Sheriff's Department, State Patrol, and Villages of Hammond and Woodville Police Department's upon request. The Department also provides disaster assistance upon request.
- **Emergency Communications Center 911.**
- **St. Croix County Emergency Management:** The Village's primary responsibilities in a non-emergency situation is to develop a Municipal Emergency Operations plan, participate in County developed exercises and training, and participate in joint meetings and programs. Each municipality, in St. Croix County, signed an Intergovernmental Cooperation Agreement with the

County. One part of the agreement is adopting the County EM Director as their Municipal Director.

- **Annexation:** Any land owner that requests annexation is directed to inform their Town first.

Potential Intergovernmental Opportunities

As the Village of Baldwin grows, opportunities may arise for cooperation that may currently not exist at this time. Below are opportunities that may present themselves in the future.

Housing

- Needs for area residents (assisted living, elderly apartments, etc.).

Land Use

- Conflicting land uses at borders.
- Opposing visions of acceptable land use practices.

Economic Development

- Location of future industrial or commercial areas.

Community Utilities and Facilities

- Stormwater management.
- Parks and amenities.
- Location of future schools.
- Public works.

Transportation

- Bike and walking paths.
- Regional transit systems.

Resolving Disputes

In time, the Village may find that its ideas and visions may not be shared by neighboring communities or individuals. This does not have to be a bad thing. A successful ending to a disagreement creates respect and a better understanding of each other. It is recommended that any dispute first be brought before the Plan Commission to gather information and determine the best way to proceed.

Contacts

Listed below are neighboring community and governmental agency contacts. These may be used as starting points when a possible action by the Village may affect neighboring communities and agencies.

WisDOT-Eau Claire

District Planning Projects Engineer
Transportation District 6
718 Clairemont Ave.
Eau Claire, WI 54701
O: 800 991-5285

WDNR-West Central Region Headquarters

1300 W Clairemont Box 4001
Eau Claire, WI 54702-4001
O: 715 839-3700

St. Croix Highway Department

Commissioner
1150 Davis Street
Hammond, WI 54015
O: 715 796-2227
O: 715 425-3725

St. Croix County Land and Water Conservation

County Conservationist
1960 8th Ave. Suite 141
Baldwin, WI 54002
O: 715 684-2874 Ext. 3

West Central Wisconsin Regional Planning Commission

Director.
800 Wisconsin Street
Mail Box 9
Eau Claire, WI 54703
O: 715 836-2918

Baldwin-Woodville School District

Superintendent
550 Highway 12
Village of Baldwin, WI 54002
O: 715 684-3411

Town of Baldwin

Chair
2399 90th Ave.
Baldwin, WI 54002
O: 715 684-2187

Town of Eau Galle

Chair

287 C.T.H. BB

Village of Woodville, WI 54028

O: 715 684-5210

Town of Hammond

Chair

1816 C.T.H. E

Hammond, WI 54015

*No number listed

Town of Rush River

Chair

2008 C.T.H. N

Baldwin, Wisconsin 54002

O: 715 684-3070

Village of Hammond

Village President

455 Davis Street

P.O. Box 337

Hammond, Wisconsin 54015

O: 715 796-2727

Village of Woodville

Village President

102 S. Main Street

P.O. Box 205

Woodville, Wisconsin 54028

O: 715 698-2355

Intergovernmental Cooperation Goals, Objectives, Programs and Policies

Goal 1: Continue current intergovernmental cooperation and explore new opportunities.

Objectives:

- Reduce costs for services and equipment; create understanding with neighboring communities.
- Identify issues where joint planning may be appropriate.

Policies:

- Continue to evaluate existing and future projects and services to identify opportunities for intergovernmental cooperation.

CHAPTER 9

PLAN IMPLEMENTATION

Introduction

The Village of Baldwin Comprehensive Plan is designed to function as a guide for future land use decisions. It is to be used by local government to ensure consistency in decision making and to provide timely and uniform information to residents, business owners, and developers.

The Comprehensive Plan is the accumulation of the goals, objectives, policies, and wishes of the citizens in their common goal of creating a better community. After the Comprehensive Plan is formally adopted, tools have to be in place to carry out the Plan.

The planning process does not end with the adoption of the Comprehensive Plan and will require reviews and adjustments along the way accompanied with a long-term commitment to the vision by Village officials who will oversee the implementation and recommend revisions and updates.

Plan implementation can be accomplished through what are often referred to as tools. Tools can be newsletters, ordinances, volunteer groups, financial incentives, or anything else the Village can use to achieve the Plan's goals. The Village of Baldwin has several implementation and financial tools that are in place and can be utilized.

Existing Plan Implementation Tools

Some of the more common implementation tools used in the Village of Baldwin are as follows:

Impact Fees: Impact fees are used to offset the cost of infrastructure needs in a community. Impact fees are charged per building permit. That money is used to upgrade wastewater treatment plants, libraries, parks, public facilities, utilities, and roads.

Zoning: Zoning defines classifications for permitted uses of land and standards for lot width and area, building height, setbacks, minimum floor area, lot coverage, and conditional uses.

Floodplain Zoning: Floodplain Zoning controls the use of land within a floodplain. This type of ordinance is used to minimize expenditures for flood control projects, business interruptions, and damage to public facilities.

Subdivision Regulations: Subdivision Regulations control the development of land. They allow the Village to control the subdivision of land by a developer. The Village can specify lot sizes, density, design features, infrastructure, sidewalks, and green space.

Signs and Billboards: A Sign and Billboard Ordinance controls the placement of these within the Village and contributes to the community's aesthetics and character. The ordinance restricts the size, location, and types of signs and billboards as well as the material they can be made of.

Historic Preservation: Historic Preservation Ordinances are used to protect and preserve buildings and structures that have historical, community, and aesthetic value.

Site Plan Review: Site Plan Review is concerned with residential, commercial, and industrial properties. It is in place to make sure storm drainage, parking, and setback requirements are met as well as review layouts of subdivisions.

Stormwater Runoff Management: Stormwater Management is used to protect the Village from the effects of soil erosion from land disturbing activities.

Tax Incremental Financing (TIF): A TIF program allows the Village to use the taxes collected on the increase in the value of taxable property for financing additional property improvements. Often used in industrial parks, the taxes collected from new business go towards the improvements needed to draw them there.

Community Development Block Grants (CDBG): CDBGs are state monies awarded to municipalities to improve local housing and public buildings. The Village has received monies for public facilities but not housing.

Potential Plan Implementation Tools

- ✓ Extraterritorial Zoning
- ✓ Sidewalk Ordinance
- ✓ Cooperative Boundary Agreements
- ✓ Official Map
- ✓ Volunteer Groups
- ✓ Capital Improvement Plan
- ✓ Community Development Block Grants for Housing
- ✓ DNR Stewardship Grants

Roles of Residents and Local Government

Local Citizens: The Village of Baldwin encourages continuous input from its citizens. Throughout the planning process, public participation has been encouraged through the Citizen Advisory Board and monthly Plan Commission meetings. This process does not end with the adoption of the Comprehensive Plan. Views change and new ideas evolve and with this, the Comprehensive Plan will need to be updated. Therefore, public participation will always be needed and encouraged.

Planning Commission: The Village of Baldwin Plan Commission's role in the planning process is to review all pertinent information, give input, and act as advisory to the Village Board. The Plan Commission will use the Comprehensive Plan as a guide for making decisions and will recommend revisions and updates as needed.

Village Board: In order for the Comprehensive Plan to be implemented, the Village Board must formally adopt the Plan. Upon this happening, the Comprehensive Plan becomes the official guide for decision-making by Village officials. As chief policy makers, the Board is also responsible for establishing and actively supporting a continuing planning program.

Plan Updates

On-going evaluation and monitoring is important to maintain the integrity of the Comprehensive Plan. The needs of the community today may not match the needs 20 years from now. Therefore, the Plan Commission will need to monitor the progress of the Plan implementation. Revisions or amendments to the Plan can be addressed at any time by following the procedures for adopting a Comprehensive Plan under Wisconsin Statutes and the adopted public participation procedures. It is recommended that the Comprehensive Plan be reviewed yearly. A potentially large update may be needed after reviewing 2010 census data. The state statute requires updates no less than every 10 years.

Prioritization

It is recommended that the Plan Commission and Village Board prioritize actions or policies within the Comprehensive Plan that they feel are achievable. This list should be broken down into short-term and long-term priorities. This priority list will be reviewed at the end of the year to determine the success of implementing the Plan as well discuss any changes or updates that could be made.