



COMPREHENSIVE PLAN 2006-2026

ADDENDUM

10-YEAR UPDATE

(Completed at 16 years)

2022

Adopted February 7, 2022

Village Board

Lance Van Damme, President
Kristine Forbes
Amy Jurgens
Matt Knegendorf
Doug Newton
Chad Wernlund
Austin Van Someren

PLANNING COMMISSION

Lance Van Damme
Amy Jurgens
Mark Donkersgoed
Caleb Oosten
Trent Yunker
Nate Palmer
Deb Hoy

VILLAGE OFFICIALS

Tracy Carlson, Administrator/Clerk-Treasurer
Brad Boldt, Director of Public Works

VILLAGE ENGINEER

Erik Henningsgard, SEH

VILLAGE OF BALDWIN, WISCONSIN

RESOLUTION 2022-03

RESOLUTION APPROVING AN AMENDMENT TO THE
COMPREHENSIVE PLAN FOR THE VILLAGE OF BALDWIN

WHEREAS, the Village of Baldwin, pursuant to Sections 62.23 and 61.35 of the Wisconsin Statutes, has established a Village Plan Commission; and

WHEREAS, the Village Board adopted a Comprehensive Plan on April 12, 2006, following extensive public participation; and

WHEREAS, the Village of Baldwin has proposed a comprehensive plan addendum that will 1) update basic demographic data per the 2010 and 2020 US Census; and 2) provide updated information regarding economic development, transportation, natural resources and agriculture; and

WHEREAS, the Plan Commission finds that the comprehensive plan, with the proposed amendments, contains all of the required elements specified in Section 66.1001(2) of the Wisconsin Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and

WHEREAS, the Village has duly noticed and held a public hearing on the proposed amendment, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes and the public participation procedures for comprehensive plan amendments adopted by the Village Board.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes, the Village of Baldwin Plan Commission hereby approves the attached amendment to the Village of Baldwin Comprehensive Plan (2006-2026) in the form of an addendum to said plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Village Board enact an Ordinance adopting the Comprehensive Plan amendment.

Adopted this 7 day of Feb, 2022.

Ayes 7

Noes 0

Absent 0


Chair, Village Plan Commission


Administrator/Clerk-Treasurer

**VILLAGE OF BALDWIN
RESOLUTION 2022-11**

RESOLUTION ADOPTING AN AMENDMENT TO THE

VILLAGE OF BALDWIN COMPREHENSIVE PLAN and UPDATING ORDINANCE CH. 590

The Village Board of the Village of Baldwin, St. Croix County, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to Section 62.23 and 61.35 of the Wisconsin Statutes, the Village of Baldwin is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Village Board, by the enactment of an ordinance, formally adopted the document titled "Village of Baldwin Comprehensive Plan, 2006-2026" on April 12, 2006.

SECTION 3. The Plan Commission, by a majority vote of the entire Commission at a meeting held on February 7, 2022 recommended to the Village Board the adoption of amendments to update the plan using more recent census data and amending goals met and future goals.

SECTION 4. The Village of Baldwin published and posted a Class 1 public notice and held a public hearing regarding the plan amendment.


SECTION 5. The Village Board of the Village of Baldwin hereby adopts the attached Amendment, dated February 7, 2022, to the Village of Baldwin Comprehensive Plan 2006-2026.

SECTION 6. The Village Board, by the enactment of this resolution, hereby amends Ordinance Chapter 590-1 "Comprehensive Plan Adoption" of the Code of Ordinances to reflect a Comprehensive Plan amendment date of March 9, 2022.

SECTION 7. The Village Clerk is directed to send a copy of the plan amendment to the parties listed in Section 66.1001(4)(b) of the Wisconsin Statutes.

SECTION 8. This Resolution shall take effect upon passage by a majority vote of the full membership of the Village Board and publication or posting as required by law.

ADOPTED this 7 day of March, 2022.



Village President

Attest: 
Village Administrator/Clerk-Treasurer

Ayes 7
Noes 0
Absent 0

Date Published/Posted: 3/9/2022

VILLAGE OF BALDWIN, WISCONSIN
ORDINANCE AMENDING CHAPTER 590-01 OF THE MUNICIPAL CODE
regarding Comprehensive Plan Adoption

The Village Board of the Village of Baldwin does ordain as follows:

(added language is underlined, deleted language is ~~struck through~~).

SECTION I. Amendment.

- C. The Plan Commission of the Village of Baldwin, by a majority vote recorded in its official minutes dated April 12, 2006, has adopted a resolution recommending to the Village Board the adoption of the document titled "Village of Baldwin 2006 - 2026 Comprehensive Plan" containing all of the elements specified in § 66.1001(2), Wis. Stats. and by a majority vote recorded in its official minutes dated Feb. 7, 2022, has adopted a resolution recommending to the Village Board the adoption of the document titled "Village of Baldwin Comprehensive Plan 2006-2026 Addendum" dated Feb. 7, 2022.
- D. The Village has held at least one public hearing on this section in compliance with the requirements of § 66.1001(4)(d), Wis. Stats.
- E. The Village Board of the Village of Baldwin, Wisconsin, does, by enactment of this section, formally adopt the document titled "Village of Baldwin 2006 - 2026 Comprehensive Plan" pursuant to § 66.1001(4)(c), Wis. Stats. and formally adopts the document titled "Village of Baldwin Comprehensive Plan 2006-2026 Addendum" dated Feb. 7, 2022.

SECTION II. SEVERABILITY

If any provisions of this ordinance amendment or any application of this ordinance amendment to any person or circumstance is found to be invalid or unconstitutional, such a finding shall not affect the other provisions or applications of this ordinance amendment which can be given effect without the invalid or unconstitutional provision or applications.

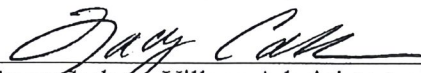
SECTION III. EFFECTIVE DATE

This Ordinance shall take effect as of the date following the date of publication.

Adopted this 9 day of March, 2022.



Lance Van Damme, Village President



Tracy Carlson, Village Administrator/Clerk-Treasurer

Voted for: 7
Voted against: 0
Abstained: 0
Absent: 0
Date enacted: 3/9/2022

TABLE OF CONTENTS

INTRODUCTION	5
AMENDMENT TO “INTRODUCTION”	7
CHAPTER 1 - ISSUES AND OPPORTUNITIES	8
CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES.....	8
CHAPTER 3 - HOUSING.....	9
CHAPTER 4 - ECONOMIC DEVELOPMENT.....	9
CHAPTER 5 - LAND USE	11
CHAPTER 6 - TRANSPORTATION	11
CHAPTER 7 - COMMUNITY FACILITIES AND UTILITIES	11
CHAPTER 8 - INTERGOVERNMENTAL COOPERATION	13
CHAPTER 9 - PLAN IMPLEMENTATION.....	13

INTRODUCTION

PURPOSE OF 10-YEAR UPDATE (COMPLETED IN 2021)

The Village of Baldwin Comprehensive Plan 2006-2026 was adopted as an ordinance on May 9, 2006 by the Village of Baldwin Board of Trustees. For the majority of the years since then, growth and development was slowed by the “Great Recession” of 2007-2011. Consequently, change in population and land use were minimal.

Since 2006, there have been two new US Census’ (2010 & 2020), improved parks and streets, additions and annexations and commercial/industrial growth. *It should be noted that release of the data for the 2020 census was delayed due to a global pandemic. Minimal 2020 Census data is referenced in this amendment document.*

The purpose of this update is to 1) incorporate new information related an increase in population and new infrastructure growth into the Plan document and 2) fulfill the statutory requirement stated below.

STATE PLANNING LAW

Wisconsin State Statute 66.1001(2)(i) states: Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plan and programs contained in pars (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. **A comprehensive plan under this subsection shall be updated no less than once every 10 years.**

Note: With the understanding that the Comprehensive Plan needed to be updated, in 2019, the Planning Commission and Village Board determined that staff should take on the task of updating the Plan and not use outside resources. The Village Administrator was responsible for researching information, creating a community survey, disseminating the results, creating reports, presenting updates on each chapter of the plan and creating this document as a summary of amendments. Due to staffing time constraints and the onset of a global pandemic during the research phase, this plan was reviewed, and amendments adopted well beyond the 10-year requirement.

WHY AN ADDENDUM FORMAT?

One of the standard methods of updating a plan involves updating the entire document, from the first page to the last. For the Village of Baldwin, that would entail making changes to dates, wording, typos and references within 100+ pages of narrative text. Approximately 30 tables would have to be updated with more recent Census data and other data. Roughly 7 maps would need review and possibly revised. Most notably, approximately 45 findings and recommendations; goal, objectives, and policies; and numerous programs would have to be reviewed to determine if they are still relevant.

Many of the items listed above were included in the Plan to satisfy statutory requirements rather than being related to critical issues. A substantial amount of time was spent compiling and reviewing this non-critical information. The Village believes its limited resources are better spent on focusing solely on critical updates such as mapping and data points.

A separate addendum accomplishes the goal of review better than trying to revise a large comprehensive plan document.

Further, a separate addendum allows interested parties to access updated information in a concise and stand-alone format.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

If any inconsistency between this Addendum and the Comprehensive Plan 2006-2026 is found, this Addendum shall take precedence.

THE VILLAGE OF BALDWIN TODAY

Between 1990 and 2000, the Village had grown by 31.9% (645 residents) to a population of 2,667. Between 2000 - 2010, the Village had grown by 1,290 residents (48% increase) to a population of 3,957.

According to the 2020 US Census Bureau report, the population of the Village of Baldwin is 4,291. This is a 61% increase from the population in 2000 (2,667).

Rapid growth has many implications which will be addressed in various amendments of this plan.

GOALS

Some of goals set in 2006 are still relevant today and some have been met. Goals no longer relevant have not been included in this amendment and should not be considered. It is the desire of the Village of Baldwin to recognize these goals:

- 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 to help existing industries expand. **(GOAL MET)**
- 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. **(ON-GOING)**

CHAPTER 1 - ISSUES AND OPPORTUNITIES

See Exhibit A for data updates/amendments to these sections:

Historical Population (Page 1-1)

Household Forecasts (Page 1-3)

Employment Forecasts (Page 1-5)

Age Distribution (Page 1-6)

Education Levels (Page 1-8)

Income Levels (Page 1-9)

Employment Characteristics (Page 1-11)

Demographic Trends (Page 1-12)

CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

Parks/Open Spaces

A Comprehensive Outdoor Recreation Plan was completed in 2019 by SEH which identified surpluses and deficiencies in outdoor recreation opportunities. The 2019 Community Survey was also beneficial in determining the needs of the community.

Improvements named as most critical by the public include a water feature (pool, splash pad), improved biking/trails/sidewalks and more park amenities. The Baldwin-Woodville School District has built a pool as part of their athletic campus updates. The Village Board has not been consistent to ensure the development of sidewalks/trails in new subdivisions.

Since the 2006-2026 Plan was approved, a 10-acre park was created where the Baldwin Creamery once stood (Creamery Park) at the end of Main St. It should be noted that Wintergreen Park is located in the Town of Rush River but owned and maintained by the Village of Baldwin.

Historical/Cultural Resources

The 2019 Community Survey indicated that the public enjoys community events. They ranked the newly formed Windmill Days celebration and the Main St. Farmers Market as important aspects of the community.

A newly formed Historical Preservation Committee has been appointed by the Village Board to continue efforts to maintain and manage historical documents, photos and information for generations to come.

GOALS

The goals in this section remain relevant with some of the goals met. The Village of Baldwin is a tree city and has created a grant program for maintaining Main St. building façades.

CHAPTER 3 - HOUSING

As noted from the US Census Bureau data, housing needs have fluctuated greatly since 2006. Affordable housing is lacking throughout Western WI. As noted in the community survey, affordable housing is top on the list of concerns along with housing for seniors and retirees and additional rental housing.

GOALS

The goals in this section remain largely unchanged or met. There is a desire to pursue more environmentally friendly ordinances to allow for solar panels/green energy options for property owners. Allowing affordable housing to be developed in the Village of Baldwin should be a high consideration.

CHAPTER 4 - ECONOMIC DEVELOPMENT

Commercial Areas

The commercial districts of the Village of Baldwin have grown to include, not only Main St., but various businesses at all corners of the I94/Hwy. 63 intersection.

Industrial Park

A new tax incremental district was created to form the I94 Industrial Park south of I94 (TIF 7). While the district was created in 2008, it suffered from a lack of development due to the downturn in the economy in 2009-2011. While most of the park is privately owned and not developed, the village-owned parcels have been purchased and developed by a cold-storage warehousing facility, trucking repair company, recycling company and St. Croix County Highway Dept. There is a travel plaza being built with an anticipated open date by early 2022.

Baldwin Area Chamber of Commerce

The Baldwin-Woodville Chamber of Commerce is responsible for a large community event (Chili Fest) which draws in 3000-4000 visitors each Sept. They are no longer responsible for an annual festival held in June.

Business Improvement District

The Business Improvement district is no longer in existence.

Economic Development Group

The Economic Development Group is no longer in existence.

The community survey shows that there is strong interest in a bringing more restaurants to the community, retaining current businesses, and bringing more retail establishments as well.

GOALS

The goals listed in this chapter remain largely unchanged or have been met. Any economic development questions or concerns are directed to the Village Administrator/Clerk-Treasurer/Zoning Administrator.

CHAPTER 5 - LAND USE

Existing Land Use Map

See Exhibit B for an updated land-use map.

Future Land Use Map

See Exhibit C for an updated future land-use map.

GOALS

The goals in this section are on-going with focus on development and growth of all zoning districts as appropriate.

CHAPTER 6 - TRANSPORTATION

Main Traffic Corridors

The proposed future bypass of Hwy. 63 has been removed from the official map of the Village of Baldwin. The Village Board approved the official map in 2021 and determined that the proposed future bypass was inhibiting growth east of the village.

Future Street Improvements

The street projects listed in this section have either been completed or will be completed. More street projects have been added to the future street improvement list for future planning.

CHAPTER 7 - COMMUNITY FACILITIES AND UTILITIES

COMMUNITY FACILITIES

Health Care Facilities

In 2017, the Baldwin Area Medical Center rebranded itself and is now Western WI Health. They moved from the 10th Ave. location to Bergslien St, which is located at the northwest corner of Hwy. 63 and I94. They have purchased over 50 acres of land on this corner to reserve for future development dedicated to health and wellness. They sold their land on Hwy. 12. After they moved, they demolished the old hospital and are currently trying to find the right buyer for the original 3-acre campus.

Baldwin Police Department/United Fire & Rescue and Baldwin EMS

These departments have grown since the 2006-2026 Comprehensive Plan was approved. Due to degrading buildings and space constraints, the Village of Baldwin has hired Brunton Architects to design a new emergency services building. Meetings with all the service territory towns/villages will be held late in 2021 to address the needs of these departments and discuss financing a \$10 million project to house all three departments together.

Baldwin-Woodville School District

The school district continues to grow as the Village grows. The school district has added on to Greenfield Elementary School to incorporate the 5th grade class. This alleviated space needs at Viking Middle School in Woodville. The school will continue to face space needs as the community grows.

Cemetery

The Baldwin Cemetery is no longer operated by the Cemetery Association. The Administrative office handles all data keeping, receipting, and issuing of deeds. The cemetery sexton manages the sales of the graves.

Recycling Facilities and Solid Waste Disposal

The Village currently contracts with Murtha Disposal for recycling and solid waste disposal.

COMMUNITY FACILITIES GOALS

The goals listed in this chapter are consistent with current goals.

COMMUNITY UTILITIES

Wastewater Treatment Plant (WWTP)

In 2020, it was determined that a new WWTP was necessary to accommodate future growth of the village. A \$13 million plant was designed by SEH and funding obtained through USDA Rural Development. Payments on the loan will be made through user fees. Construction of the plant began in July, 2021 and is expected to be completed in May, 2023.

Stormwater Management

The stormwater management plan ordinance is outdated and should be reviewed and revised to reference current state statutes and rules.

Future Projects - Sanitary Sewer

The projects listed in this section remain on the list of future projects except the wastewater treatment plant upgrades.

Future Projects - Water System

As street projects are completed, some of these projects listed in this section have been completed. Remaining items are still planned for future projects.

COMMUNITY FACILITY GOALS

The goals in this section are unchanged and remain a focus for future planning.

CHAPTER 8 - INTERGOVERNMENTAL COOPERATION

Intergovernmental cooperation continues to be an important aspect of working with neighboring communities, counties and state agencies.

INTERGOVERNMENTAL COOPERATION GOALS

The goals stated are consistent with current goals.

There is a desire to use extraterritorial review for all developments within adjoining territory. The official map/zoning map should be updated and approved to implement the extraterritorial review.

CHAPTER 9 - PLAN IMPLEMENTATION

Potential Plan Implementation Tools

Most of the tools in this section have been implemented or investigated for implementation. The Village of Baldwin will continue to update ordinances and agreements and will continue to explore funding options for various projects.

Prioritization

The Village Board and Planning Commission should prioritize actions or policies within these amendments that they feel are achievable. The list should be broken down into short-term and long-term priorities. The priority list should be reviewed at the end of every year to determine the success of implementation as well as any further updates that could be made. A new comprehensive plan will need to be created by 2027.

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.

2000-2010
Increase of 1,290
(48% increase)

2010-2018
Increase of 104
(2.6% increase)

Table 1-1 Historical Population – Village of Baldwin

Year	1950	1960	1970	1980	1990	2000	2010	2018
Population	1,100	1,184	1,399	1,620	2,022	2,667	3,957	4,061
% Change	-	7.6%	18.2%	15.8%	24.8%	31.9%	48%	2.6%

Source: West Central Wisconsin Regional Planning Commission

US Census Bureau (7/2019) (Estimated for 2018)

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.

Using this method to calculate population estimates, we find the potential for 160 lots to be developed.

Divide by 8 years (2019-2026), we get the construction of approximately 20 households per year.

At the current average household size of 2.48, this would equate to the increase of 50 people annually.

Estimates would indicate (based off the 2018 DOA estimated population) that the 2020 population would be 4,038. The 2025 population estimate is 4,286.

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.

Wastewater Treatment Plant (2019)

The Village Board has contracted SEH Engineering to do a facilities study on the sewer plant. Improvements will be necessary within 5 years (2025).

Table 1-2 Population Forecasts - Village of Baldwin

Year	2000*	2005	2010	2015	2020	2025	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	4,038	4,286

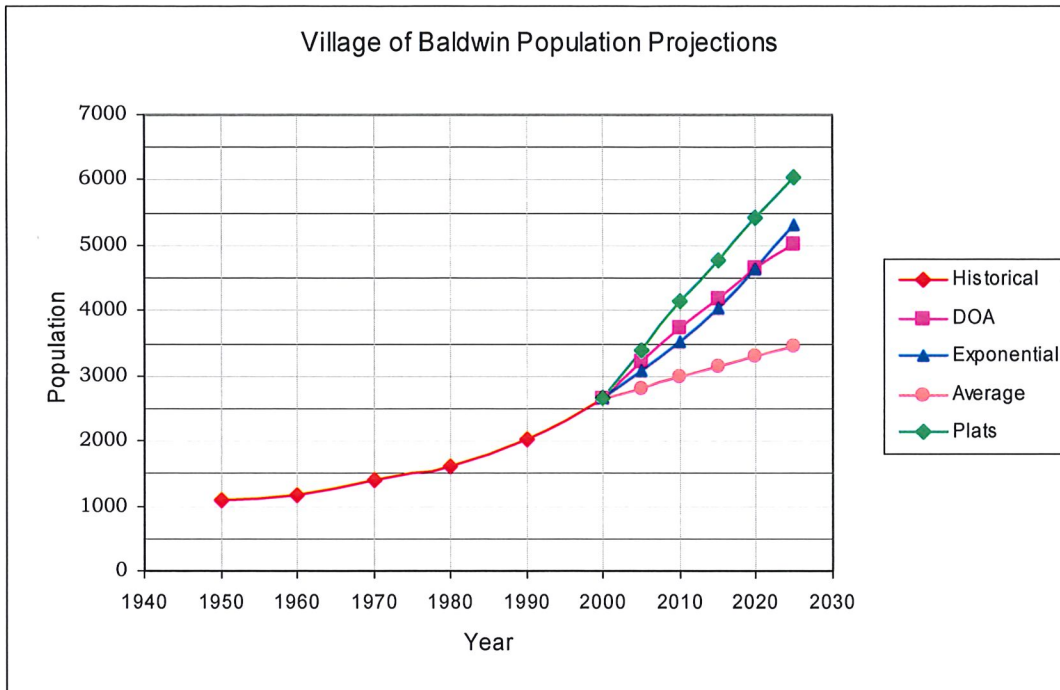
Source: Wisconsin Department of Administration and Cedar Corporation

*U.S. Census

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

* Platted land updates were added based on the 2018 DOA estimated population of 3,988

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 growth 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

See Table 1-2 for updated information.

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.

2018 WI Vacancy Rates
 Homeowner vacancy rate - 1.4%
 Rental vacancy rate - 4.6%
 Overall vacancy rate - 6%

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 6.5% (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	2010
Homeowner Vacancy Rate	0.4%	0.9%	3.8%
Rental Vacancy Rate	2.4%	3.0%	11%

Source: 1990 and 2000 U.S. Census
 2010 Conclusion: Abundance of housing available.
 2019: Current housing trends appear to show a shortage of housing.

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.

2010
 Household size =
 2.48 persons

Table 1-5 Housing Forecasts - Village of Baldwin

2019 Projection

Year	2000	2005	2010	2015	2020	2025	2025
Population	2,667	3,373	4,130	4,770	5,410	6,050	4,218
Persons Per Household	2.33	2.33	2.33	2.33	2.33	2.33	2.48
Total Occupied Housing Units	1,115	1,447	1,772	2,047	2,321	2,596	1,572
Additional Units Needed	-	332	325	275	274	275	238

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.

2017 - Baldwin
 Owner-occupied - 66%
 Renter-occupied - 34%

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	2010	Change
Owner-Occupied Housing Units	517	64.5%	655	58.7%	+138(26.7%)	1,018	+363
Renter-Occupied Housing Units	284	35.5%	460	41.9%	+176(62.0%)	554	+94
Total	801	100.0%	1,144	100.0%	-	1572	

Source: 1990 and 2000 U.S. Census

2010 - 64% of total housing is owner-occupied
2010 - 36% of total housing is renter occupied

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.

GOAL MET - 2017

Owner-occupied - 66%; Renter-occupied - 34%

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

As stated in the above paragraph, the goal is to have 66% owner-occupied housing by 2025.
2010 - 64% of total housing is owner-occupied; 2010 - 36% of total housing is renter occupied

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.

Same in 2017

2017
Next largest gain
Service Occupations

Two sectors decreased between 2013-2017 - Farming, Fishing and Forestry and Construction, Extraction and Maintenance

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

Occupation	1990	% Of Total	2000	% Of Total	Number and % Change	2013-2017
Employed Civilian Population 16 Years and Over	947	100.0%	1,407	100.0%	+460 (+48.6%)	2,208 (+801)
Management, Professional, and Related	155	16.4%	382	27.1%	+227 (+146.5%)	668 (+286)
Service Occupations	174	18.4%	227	16.1%	+53 (+30.5%)	453 (+226)
Sales and Office Occupations	224	23.6%	368	26.2%	+144 (+64.3%)	473 (+105)
Farming, Fishing, and Forestry	23	2.4%	21	1.5%	-2 (-8.7%)	14 (-7)
Construction, Extraction, and Maintenance	90	9.5%	143	10.2%	+53 (+58.9%)	87 (-56)
Production, Transportation, and Material Moving	281	29.7%	266	18.9%	-15 (-5.3%)	435 (+169)

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.

2018
Percentage of
employed civilian
population 16 years
and over = 54.3%

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

Occupation	2000 % of Total	2005	2010	2015	2020	2025	2019 Estimates
Projected Population	-	3,373	4,130	4,770	5,510	6,050	2025 4,286
% of Employed Civilian Population 16 Years and Over	-	52.8%	52.8%	52.8%	52.8%	52.8%	54.3%
Employed Civilian Population 16 Years and Over	-	1,780	2,180	2,518	2,909	3,194	2,327
Management, Professional, and Related	27.1%	482	591	682	788	866	698
Service Occupations	16.1%	287	351	405	468	514	477
Sales and Office Occupations	26.2%	466	571	660	762	837	498
Farming, Fishing, and Forestry	1.5%	27	33	38	44	48	14
Construction, Extraction, and Maintenance	10.2%	182	222	257	297	326	91
Production, Transportation, and Material Moving	18.9%	336	412	476	550	603	458

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.

Per the Census
Bureau data,
this has proven
to be true.

Age Distribution

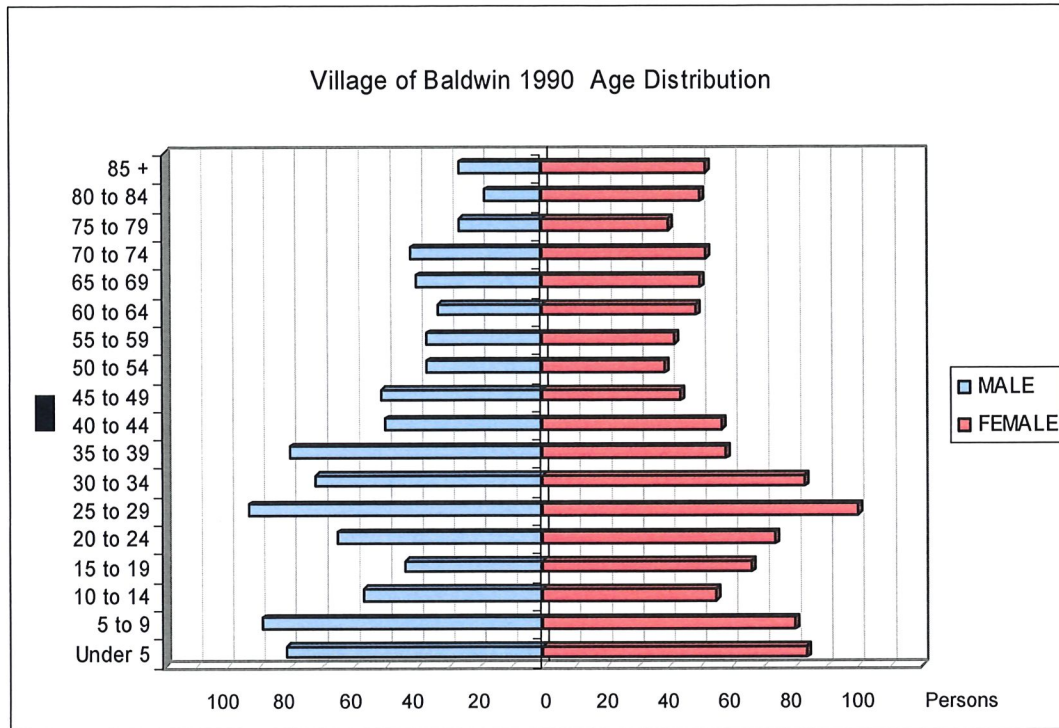
Understanding the age distribution of the local population can be a valuable planning tool. Different age categories have different needs. A significant increase in school age children can mean overcrowding in local schools and higher busing costs. An increase in retired residents can result in a shortage 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.

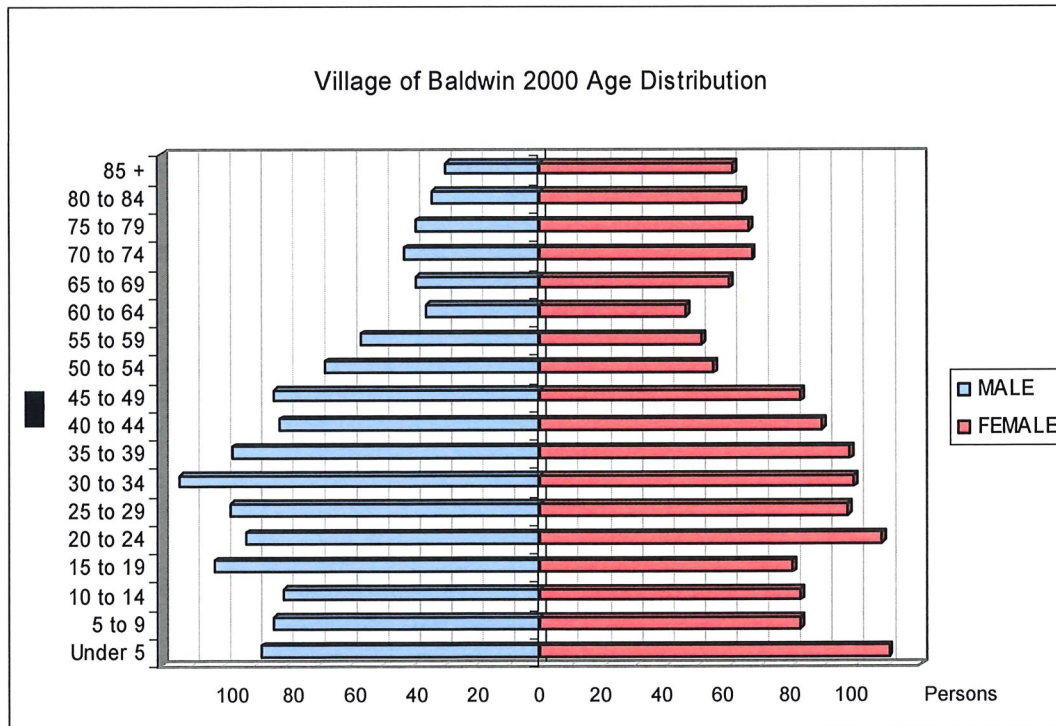
See updated table for 2010.

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	2010		
					Numbers	Changes	Changes
Under 5 years	165	198	+33	+20.0%	382	+184	93%
5 to 9 years	169	166	-3	-1.8%	306	+140	84%
10 to 14 years	112	163	+51	+45.5%	278	+115	71%
15 to 19 years	110	183	+73	+66.4%	210	+27	15%
20 to 24 years	139	201	+62	+44.6%	228	+27	13%
25 to 34 years	348	408	+60	+17.2%	752	+344	84%
35 to 44 years	245	366	+121	+49.4%	526	+160	44%
45 to 54 years	171	289	+118	+69.0%	444	+155	54%
55 to 64 years	167	190	+23	+13.8%	341	+151	80%
65 to 74 years	184	209	+25	+13.6%	167	-42	-20%
75 to 84 years	134	203	+69	+51.4%	209	+6	3%
85 years and over	78	91	+13	+16.7%	114	+24	26%
Totals	2,022	2,667	+645	+31.9%	3957	+1290	49%

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).

2010

There has been a substantial decline in the number of residents with a less than 9th grade education. The largest increase is seen with residents obtaining some college education, an associates degree or bachelors degree. (See Table 1-11).

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

	1990	% Of Total	2000	% Of Total	Number and % Change	2013-2017 Numbers/changes		
Population 25 Years and Over	1,327	100.0%	1,765	100.0%	+438(+33.0%)	2,657	+892	+50%
Less than 9 th Grade	225	16.9%	119	6.7%	-106(-47.1%)	60	-59	-50%
9 th to 12 th Grade (No Diploma)	141	10.6%	82	4.6%	-59(-41.8%)	120	+38	+46%
High School Graduation (Includes Equivalency)	493	37.2%	652	36.9%	+159(+32.3%)	845	+193	+30%
Some College, No Degree	197	14.8%	355	20.1%	+158(+80.2%)	643	+288	+81%
Associate Degree	103	7.8%	179	10.1%	+76(+73.8%)	529	+350	+196%
Bachelor's Degree	119	9.0%	262	14.8%	+143(+120.0%)	334	+72	+62%
Graduate or Professional Degree	49	3.7%	116	6.6%	+67(+136.7%)	126	+10	+9%

Source: 1990 and 2000 U.S. Census

2013-2017 U. S. Census Bureau American Community Survey 5-year estimates

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	2013-2017 Numbers/changes		
High School Graduate or Higher	961	72.5%	1,564	88.7%	+603 (+62.7%)	2477	+913	+58%
Bachelor's Degree or Higher	168	12.7%	378	21.4%	+210(+125.0%)	460	+82	+22%

Source: 1990 and 2000 U.S. Census

2013-2017 U.S. Census Bureau American Community Survey 5-year Estimates

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

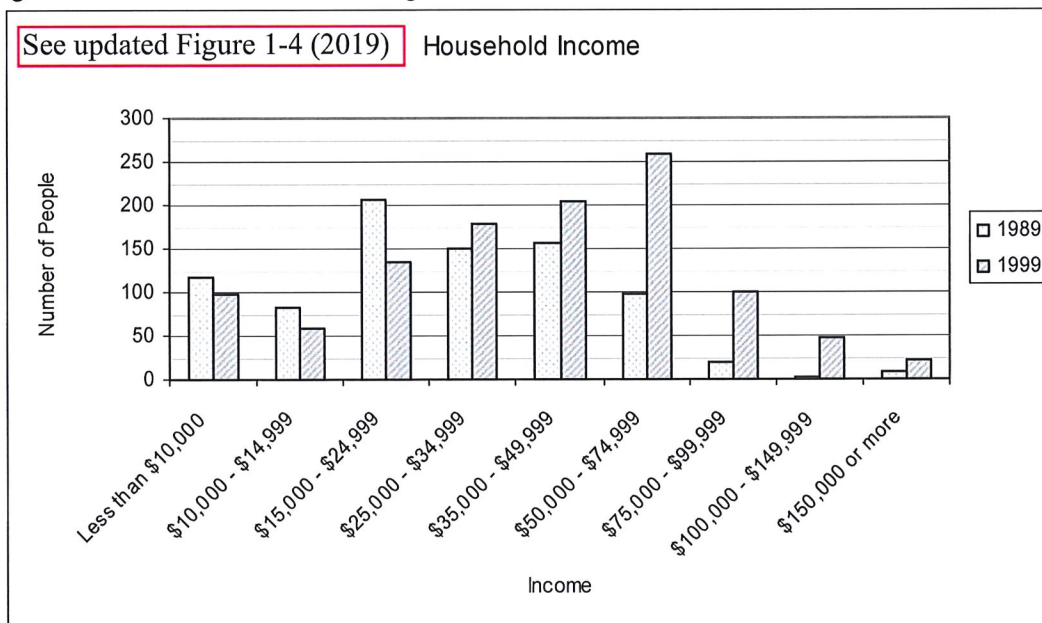
	1989	1999	Numerical Change	% Change	2017 Numbers/Changes		
Less than \$10,000	118	97	-21	-17.8%	14	-83	-85%
\$10,000 to \$14,999	82	59	-23	-28.0%	118	+59	100%
\$15,000 to \$24,999	165	134	-31	-18.8%	154	+20	15%
\$25,000 to \$34,999	151	178	+27	+17.9%	245	+67	38%
\$35,000 to \$49,999	157	205	+48	+30.6%	189	-16	-8%
\$50,000 to \$74,999	98	259	+161	+164.3%	436	+177	68%
\$75,000 to \$99,999	20	101	+81	+405.0%	279	+178	176%
\$100,000 to \$149,999	2	47	+45	+2350.0%	203	+156	331%
\$150,000 or more	9	22	+13	+144.4%	76	+54	245%

Source: 1990 and 2000 U.S. Census

2013-2017 U.S. Census Bureau American Community Survey 5-year Estimates, page 2 of 5 (2017 inflation adjusted dollars)

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).

Between 1999 and 2017, median household income jumped 41.7% to \$57,134. This is lower than St. Croix County (\$77,786) and slightly higher than the State of WI (\$56,759).

Table 1-14 Median Household Income - Village of Baldwin

Year	1989	1999	% Change	2017	% change
Median Household Income	\$27,143	\$40,313	+48.5%	\$57,134	+41.7%

Source: 1990 and 2000 U.S. Census

2013-2017 American Community Survey 5-Year Estimates - US Census Bureau

Employment Characteristics

2017
Largest number of employees work in education/health.

The next largest number of employees work in manufacturing.

2017
Least amount of employees work in Information and Agriculture, Forestry, Fishing and Hunting.

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	2017	% of total
Agriculture, Forestry, Fishing and Hunting, and Mining	26	1.8%	33	1.5%
Construction	66	4.7%	116	5.2%
Manufacturing	320	22.7%	435	19.7%
Wholesale Trade	39	2.8%	49	2.2%
Retail Trade	182	12.9%	199	9%
Transportation and Warehousing, and Utilities	66	4.7%	101	4.6%
Information	25	1.8%	8	0.3%
Finance, Insurance, Real Estate, and Rental and Leasing	70	5.0%	270	12.2%
Professional, Scientific, Management, Administrative, and Waste Management	72	5.1%	99	4.5%
Educational, Health, and Social Services	297	21.1%	503	22.8%
Arts, Entertainment, Recreation, Accommodation, and Food Services	114	8.1%	158	7.1%
Other Services (except Public Administration)	77	5.5%	150	6.8%
Public Administration	63	3.8%	87	3.9%

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	2010	2015	2018
Unemployment Rates	3.0%	2.7%	2.3%	2.5%	4.2%	6.7%	7.0%	7.6%	3.8%	3%

Source: 2004 Department of Workforce Development

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 by Industry Division in 2002

	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

See updated attached report - "2017 Economic and Workforce Profile - St. Croix County"

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.

Update - 2019
Demographic Trends

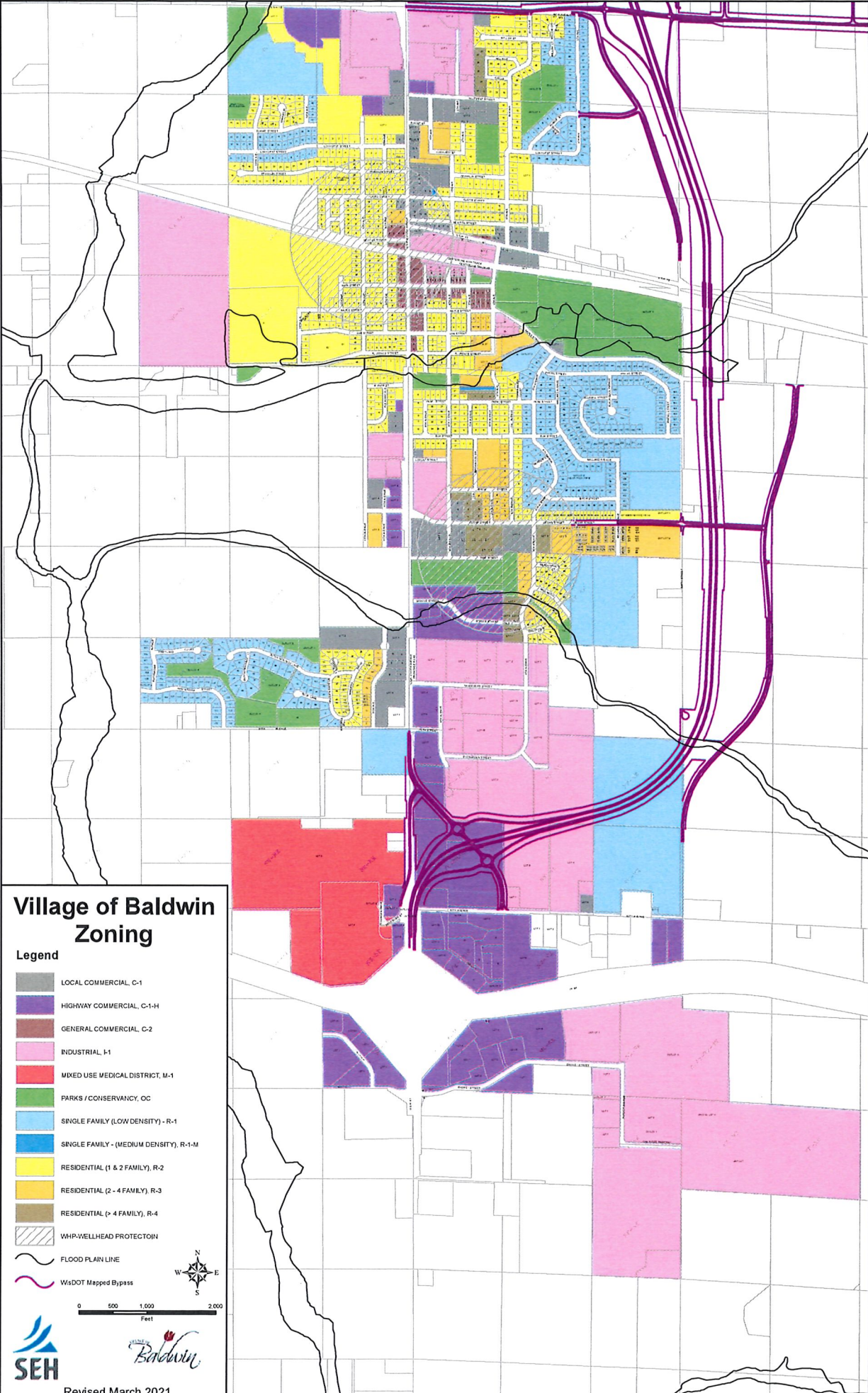
Trends in Baldwin point to continued population growth; although not as fast as predicted in 2006.

There will be a need for affordable single-family housing which will drive home-ownership.

Many residents continue to commute to the Twin Cities area for job opportunities and higher wages.

The Village continues to have a strong manufacturing base and employs workers from within the community and as far away as Rice Lake and Eau Claire.

Keeping these trends in mind along with the results of the community survey completed in Sept. 2019 will assist in review of the Comprehensive Plan.




Village of Baldwin Zoning

Legend

- LOCAL COMMERCIAL, C-1
- HIGHWAY COMMERCIAL, C-1-H
- GENERAL COMMERCIAL, C-2
- INDUSTRIAL, I-1
- MIXED USE MEDICAL DISTRICT, M-1
- PARKS / CONSERVANCY, OC
- SINGLE FAMILY (LOW DENSITY) - R-1
- SINGLE FAMILY - (MEDIUM DENSITY) - R-1-M
- RESIDENTIAL (1 & 2 FAMILY), R-2
- RESIDENTIAL (2 - 4 FAMILY), R-3
- RESIDENTIAL (> 4 FAMILY), R-4
- WHP-WELLHEAD PROTECTION

FLOOD PLAIN LINE
 WisDOT Mapped Bypass

0 500 1,000 2,000
 Feet




Revised March 2021

C

VILLAGE OF BALDWIN

St. Croix County, Wisconsin

FUTURE LAND USE

5-2

0.2 0 0.2 0.4 Miles

Existing Village Limits

This property to be deleted from map.

This property to be deleted from map.

This property to be deleted from map.

This property to be deleted from map.

This property to be deleted from map.

Bypass has been removed from map.

PROPOSED U.S.H. 63 BYPASS

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

