

MEMO

Date: May 25, 2026
To: Trevor Walter, P.E. - Public Works Director/City Engineer
City of Baxter
13190 Memorywood Drive
Baxter, Minnesota
From: Alex Bitter, P.E. - Contracted Project Engineer
Widseth
Subject: Road Evaluation - 2027 M&O and FDR Improvements Project

Dear Mr. Walter

On April 21, 2026, the City Council authorized Widseth to complete a roadway evaluation for the 2027 Mill & Overlay and Full Depth Reclamation Project. Based on the Pavement Management Plan (PMP) and draft Capital Improvement Plan (CIP), the below roadways and improvement type are up for review for the 2027 construction year.

Residential Mill & Overlay

- Baxter Lions Road
- Laverne Circle
- Art Ward Drive
- Perch Lake Drive

Residential Full Depth Reclamation

- Excelsior Road (Inglewood Drive to Cherrywood Drive)
- Jasperwood Drive (Mapleton Road to Marble Road)
- Knotty Pine Drive (south of Marble Road)
- Oakdale Road
- Ottertail Circle
- Red Pine Circle
- Berrywood Drive
- Hinckley Court
- Hinckley Road (Cypress Drive to Berrywood Drive)
- Cottage Grove Terrace
- Fox Road
- Forest Drive
- Fox Place
- Joler Road

Commercial Full Depth Reclamation

- Industrial Park Road (Goedderz Road to Widseth entrance)
- Edgewood Drive (Novotny Road to Pine Beach Road)

- Lake Forest Road
- Woida Road (Edgewood Drive to 700' west of Edgewood Drive)
- Fairview Road (Conservation Drive to west end)
- Clearwater Road (Cypress Drive to Golf Course Drive)

Commercial Mill & Overlay

- Timberwood Drive (TH 210 to south 425')
- Cypress Drive (475' north of Excelsior Road Roundabout to Clearwater Road)

Widseth completed the field review on May 18th and met with City staff on May 22nd. Based on the field review of the roads, our recommendation for the 2027 Mill & Overlay and Full Depth Reclamation Improvements Project are listed below along with a brief justification for the proposed improvement in 2027. Additional justification for these roadways being completed in 2027 will be provided in the Feasibility Report.

Residential Mill & Overlay

- The roadways below have areas of crack sealing and pavement wear. The pavement does not show signs of distress or subgrade failure. A mill & overlay is recommended to maintain the integrity of the underlying bituminous and subgrade.
 - Baxter Lions Road
 - Laverne Circle
 - Art Ward Drive
 - Perch Lake Drive
 - Excelsior Road

Residential Full Depth Reclamation

- The roadways below showed signs of complete bituminous and subgrade failure. A full depth reclamation (FDR) is recommended to improve the subgrade strength to repave the roads.
 - Jasperwood Drive
 - Joler Road

Commercial Mill & Overlay

- Timberwood Drive shows signs of pavement failure at the surface. It is anticipated to complete a full depth repair in select locations. A mill & overlay is recommended to maintain the subgrade and underlying pavement integrity.
- Cypress Drive was added to the evaluation because it has been identified as a potential detour route for the TH 371/TH 210 Interchange Project. Widseth completed a separate memo summarizing the findings and recommendation.

Commercial Full Depth Reclamation

- Edgewood Drive and Woida Road show signs of bituminous and subgrade failure. A majority of the failures are covered by numerous and large patching and some of the patching is starting to deteriorate and will need to be replaced again. These heavily used commercial roads also do not meet a 10-ton design standard. FDR is recommended to

improve the subgrade strength to repave the roads. Edgewood Drive also has inflow and infiltration (I&I) issues at multiple sanitary sewer service locations.

- Clearwater Road was added to the evaluation because it was identified as a potential detour route for the TH 371/TH 210 Interchange Project. The Widseth memo summarizes the findings and recommendation.

The following roadways are not recommended for improvements in 2027. These roads will be reevaluated in 2028 for the 2029 project. A brief justification of why these roadways are not being considered for the 2027 project is listed below.

Residential Mill & Overlay

- The roadways below are still in an acceptable condition with only minor areas of patching that are holding up well. The curb and gutter and catch basins on Berrywood Drive, Hickley Court and Hinckley Road are in good condition.
 - Red Pine Circle
 - Berrywood Drive
 - Hinckley Court
 - Hinckley Road

Residential Full Depth Reclamation

- The following roadways have a PASER rating of 4 and will require FDR. These roadways could deteriorate more before an FDR is completed.
 - Knotty Pine Drive
 - Oakdale Road
 - Ottertail Circle
- Cottage Grove Terrace – The pavement is in relatively good condition but there are significant drainage issues within the right-of-way. Based on pavement condition, mill and overlay would be the recommended but it would not address the drainage issues. The recommendation is to let the roadway deteriorate to the point where FDR is required and at that point, the drainage issues can be resolved.
- These roadways were identified in 2023 as requiring FDR. The roadways have many areas of complete failure, numerous patching and drainage issues. Settling of the roadway over the years has caused the roadway to undulate and ride rough. During the public improvement process, the residents had no problem with the condition of the road, and the project was put on hold. The City will not let this roadway become undriveable and will continue to monitor its condition.
 - Fox Road
 - Forest Drive
 - Fox Place

Commercial Full Depth Reclamation

- Industrial Park Road – This roadway was added to the project review list as it was being looked at for improvements to accommodate the TH210/371 Interchange Project. The pavement condition does not yet warrant an FDR at this point. It also does not meet the 10-ton design standard.

- Lake Forest Road – This roadway was evaluated in 2024, and an FDR was recommended. After evaluation in 2026, the roadway has continued to remain in a similar condition due to the light traffic loading on a majority of the roadway. Looking at only the surface of the roadway, more than 50% of the roadway would only require a Mill & Overlay and the curb and gutter are still in good condition. If there was a sudden increase in traffic loading, such as a new development on an empty lot that generated more traffic, the roadway could deteriorate quickly. If a flexible pavement is not driven on it can lose its flexibility and become brittle. The initial recommendation was based off the eastern portion of the roadway being in poor condition and the entire road not meeting the 10-ton design standard. With commercial development progressing as it is, it may be likely that Lake Forest Road could be extended to the south in the coming years. It is recommended at that time to improve roadway with an FDR to bring the roadway to a 10-ton design to withstand the additional traffic loading.

The following roadway will be evaluated in 2029 for consideration for the 2030 project.

- Fairview Road – This roadway shows signs of completed bituminous and subgrade failure. This area will require full reconstruction. With the low traffic loading and no active businesses in this area, this roadway will be evaluated in 2029 where at that time, commercial development may be changing on this roadway. This would allow the reconstruction to better suit the new businesses.

Widseth is happy to review the above information in more detail if requested. The goal of this memo is to create conversation on the 2027 project areas and identify the roadways included in the project. In July, Widseth will bring the resolution ordering the Feasibility Report based on the recommendations in this memo and conversations thereafter. It is important to note, Nelson sanitary has not yet completed their evaluation of the storm and sanitary sewer. Once that is completed, an update will be provided.

Sincerely,



Alex Bitter, PE
Contracted Project Engineer
Widseth, VP