

CITY OF WASHBURN
119 Washington Avenue
P.O. Box 638
Washburn, WI 54891



715-373-6160
715-373-6161
FAX 715-373-6148

This meeting may have members participating via tele or web conferencing. Public participants can listen to the proceedings by utilizing a computer or smart phone and using the link <https://us02web.zoom.us/j/82043116434?pwd=WWlGalJqUXlYR0VtM2k3eHZRaGt1UT09> or by calling 1 (877) 853-5247 (Toll Free) and entering Webinar ID: **820 4311 6434** and entering passcode **062634** as opposed to being present for the meeting.

NOTICE COMMISSION MEETING

DATE: Thursday, November 17, 2022
TIME: 5:30 PM
PLACE: Washburn City Hall – 119 Washington Ave

AGENDA:

- Call to Order/Roll Call
- Approval of Minutes of October 24, 2022
- Discussion & Action on Reimbursement of Façade Loan Expenses at 328 W. Bayfield St., Superior Shores Properties (Patsys) – Robert Stadler, Petitioner
- Continued Discussion and Action on Comprehensive Plan Re-Write Project –Review of Land Use Maps and Policies
- Adjourn

October 24, 2022

CITY OF WASHBURN PLAN COMMISSION MEETING

5:30PM Washburn City Hall

COMMISSION MEMBERS: Dave Anderson, Leo Ketchum-Fish(5:31pm), Felix Kalinowski, Mary Motiff, Michael Malcheski(5:33pm), Matt Simoneau, Nicolas Suminski

ABSENT:

MUNICIPAL PERSONNEL: Scott Kluver-City Administrator, Tammy DeMars-Treasurer/Deputy Clerk, Max Lindsey-City Attorney

Meeting called to order at 5:30 pm by Motiff, attendance as recorded above.

Approval of Minutes – September 19 and October 13, 2022, Minutes – Motion by Anderson to approve the minutes of September 19 and October 13, 2022, second by Kalinowski. Motion carried 6-0.

Discussion & Action on Special Exception Request to Expand a Non-Conforming Structure, 320 W. Pine Street-Matt Schwantes Petitioner – Mr. Schwantes property does not meet current setback requirements, he is requesting a special exception to complete his three-season porch. Motion by Ketchum-Fish to approve the special exception request to enlarge the building, second by Anderson. Article 21-4 reviewed; 1) The size of the property in comparison to other properties in the area. *The Commission finds that the property is residential property and is of comparable size of other residential properties in the area.* 2) The extent to which the issuance of the special exception permit would be in keeping with the overall intent of this chapter. *The Commission finds that this exception has been approve in the past, and it will not make the setback violation any worse.* 3) Whether there are any unique circumstances and the nature of those circumstances that warrant the issuance of the special exception. *The Commission finds that house is already existing, and the footprint of the building will not be changed.* 4)The nature and extent of anticipated impacts to the natural environment that could potentially occur if the special exception were granted. *The Commission finds that there would be no negative impacts to the natural environment.* 5) The nature and extent of anticipated positive and negative effects on properties in the area. *The Commission finds that the there are no known negative effects. Once the project is completed it should be an improvement.* 6) Actions the applicant will undertake to mitigate the negative effects, if any, of the proposed special exception. *The Commission finds the since the applicant is not changing the footprint of the building, he will not exacerbate the setback.* 7) A factor specifically listed under a section of this chapter authorizing the issuance of a special exception. *No factors other than listed.* 8) Any other factor that relates to the purposes of this chapter set forth in s. 1-5 or as allowed by state law. *N/A. Motion carries 7 to 0*

Discussion & Action on Architectural and Downtown Design Review, for AC Unit, 3 W. Bayfield Street, Historic Civic Center Foundation – Applicant is placing an AC Unit on the lower roof of the west side of the building and would enclose it with a 4’x4’x3’ tall box and cover with siding to match the building. Moved by Ketchum-Fish to approve, second by Anderson. Ketchum-Fish asked to skip the review of items that don’t apply to this project, and skip to number 6 of the of the General Architectural standards; 6) Rooftop mechanical equipment shall be positioned so it is not readily visible from a public street or an abutting property in a residential Zoning district or in a planned development district that allows residential uses. Rooftop mechanical equipment may be placed in an enclosure or screened form view provided such enclosure or screening is used as an element of the building’s architecture. *The commission finds that the proposed encloser covered in the same material as the existing siding meets this requirement.* 10) HVAC equipment shall be screened from view. No HVAC shall create a noise level of more than 50 decibels as measured on a decibel scale at the nearest existing adjacent residence. *Commission finds the AC Unit will be covered from view and noise will not be an issue.* Of the Downtown Design Standards only 7 would apply;) 7) Building materials. Selected building materials shall be compatible with those of existing buildings in the immediate area which generally consist of natural materials such as stone, brick, and wood. Concrete masonry units, corrugated metal, half-log siding, and vinyl siding are prohibited. *Commission finds the materials used shall be wood and is acceptable. Motion carries 7 to 0.*

Discussion & Action on Site Plan Review and Plan of Operation for Outdoor Food and Beverage Service at 532 W. Bayfield Street, Crash & Burn LLC (South Shore Brewery) - Bo Belanger, Petitioner -Review of site plan; 1) Effects of the project on traffic safety and efficiency and pedestrian circulation, both on-site and off-site - *The open area will allow patrons to come and go freely through the service/seating area. Patrons will undoubtedly be parking next to the service area.* 2) Effects of the project on the natural environment – *No known detrimental effects.* 3) Effects of the project on surrounding properties – *Anticipate and increase in parking/traffic in the summer season but nothing beyond reason.* 4) Compliance with the site design principles enumerated in s. 8-163- S – *The outdoor service area is in the required setback area and will require a special exception, the rest of the area does not appear to be in conflict.* 5) Compliance with the design principles for parking lots enumerated in s. 17-3 – *The code requires space for each 3 patron seats or 1 space for each 300 square feet of area devoted to patron service, whichever is greater. The Plan Commission can consider the issuance of a special exception of this matter as allowed in s. 17-3(r)(3). Mr. Belanger is requesting this exception.* 6) Compliance with other applicable requirements contained in this chapter – *No other known.* 7) Any other factor that relates to the purposes of this chapter set forth in s.1.-5- *No other known factors.* Review of Plan of Operation; 1) The nature of the land use with regard to the number of employees, nature and extent of truck shipments to and from the site, hours of operation, use of hazardous substances, and other operational characteristics – *Plan Commission finds the viewing of the exterior is adequate.* 2) The nature and extent of anticipated positive and negative effects – *No known negative effects.* 3) Actions the applicant will undertake to mitigate the negative effects, if any, of the proposed land use – *None.* 4) Any other factor that relates to the purposes of this chapter set forth in s. 1-5 or allowed by state law – *No other know factors.*

Discussion & Action on Special Exception on Parking Operation for Outdoor Food and Beverage Service at 532 W. Bayfield Street, Crash & Burn LLC (South Shore Brewery) - Bo Belanger, Petitioner – Request is for parking and setback requirements. 1) The size of the property in comparison to other properties in the area – *property is comparable to other properties in the area.* 2) The extent to which the issuance of the special exception permit would be in keeping with the overall intent of this chapter- *The property is a block away from the downtown parking district where on-street parking is common. The setback encroachment is for a specialized overall use of the property.* 3) Whether there are any unique circumstances and the nature of those circumstances that warrant the issuance of the special exception – *The property does not have the space to add more impervious surface. In addition, the outdoor area is seasonal and on nice days there may be more people outside than inside, so the interior space is not utilized to full capacity on many occasions. Do to the limited open space on the property encroaching in the setback is needed to give overall use of the property and the planters are easily movable if needed.* 4) The nature and extent of anticipated impacts to the natural environment that could potentially occur if the special exceptions are granted – *No notable impacts on the natural environment if special exceptions are granted.* 5) The nature and extent of anticipated positive and negative effects on properties in the area – *No negatives as there are a fair amount of on-street parking available in the area. The current hours of operation do not lend to any known negative impacts to other properties.* 6) Action the applicant will undertake to mitigate the negative effects, if any, of the proposed special exception - *No know negative impacts.* 7) A Factor specifically listed under a section of this chapter authorizing the issuance of a special exception – *The demand for parking is generally less than what is required because of the seasonal nature of the use, and the general desire to be outside when conditions allow. The setback will not hinder any City operations.* 8) Any other factor that relates to the purposes of this chapter set forth in s. 1-5 or as allowed by state law – *No other factors known.* Motion by Ketchum-Fish to approve the site plan, plan of operation for outdoor service area and Special Exceptions for parking and setback requirements, second by Anderson. Motion carried 7 to 0.

Discussion & Action on Architectural and Downtown Design Review of Canopy at 328 W. Bayfield St., Superior Shores Properties (Patsy's) – Robert Stadler, Petitioner - Proposed Project: To install a 16 x 59 canopy attached to the building made of rough-cut timber and asphalt shingle roofing, and to have an addition of a cooler sided like the building with an additional canopy in the rear. General Architectural Standards: 1) Excluding residential buildings and Industrial Zoning Districts, all building exteriors facing a street, not including an alleyway, shall have at least 50 percent of the street face constructed with brick, decorative masonry, glass panel, or other appropriate similar finished façade as may be approved by the Plan Commission. Such brick, masonry, glass, or other decorative facing shall extend for a distance of at least 25 feet along the sides of the structure that do not face a street or at least 25 percent of the that side wall distance, whichever is greater. *The siding was previously approved to be LP smart siding with a decorative brick facade. The canopy will be supported by posts.* 2) Outside of Industrial Zoning Districts, the appearance of any buildings with a front elevation or any building elevation facing Bayfield Street of more than 750 square feet in area shall be divided into distinct planes of 500 square feet or less. The following design features can be used to meet this provision (1) canopies or awnings; (2) arcades; (3) porches; (4) vertical wall offsets having a minimum depth of 8 inches and a minimum width of 10 feet; (5) horizontal offsets having a minimum depth of 2 feet; (6) pilasters having a minimum depth of 8 inches, a minimum width of 12 inches, and a minimum height of 80 percent of the wall height; (7) recessed areas for entryways and the like having a minimum depth of 8 inches; and (8) other suitable multidimensional design features. *The canopy will be on the side, not the front of the building.* 3) On any building on Bayfield Street, the front entrance of a building shall be encouraged to face Bayfield Street. When that does not occur, the Bayfield Street Elevation shall have the same, or similar, materials and designs as the front entrance of the building. Except for one or two-family residential buildings, when a building rake elevation faces Bayfield Street the roof line must be hidden behind the façade facing Bayfield Street. *Main entrance does face Bayfield Street. As this is a canopy attached to the building, the Plan Commission determined that it would not need to be covered with a façade.*

4) Oversized fenestration elements which tend to create a monumental scale shall not be used unless specifically required by the type of building or relationship to its surroundings. *N/A.* 5) Building entrances must be clearly recognizable from parking lots and pedestrian circulation routes. *Entrances are clearly recognizable.* 6) Rooftop mechanical equipment shall be positioned so it is not readily visible from a public street or an abutting property in a residential zoning district or in a planned development district that allows residential uses. Rooftop mechanical equipment may be placed in an enclosure or screened from view provided such enclosure or screening is used as an element of the building's architecture. *There is no rooftop equipment.* 7) Fencing shall complement the appearance of buildings onsite. *No fencing proposed.* 8) The exterior building materials of an accessory building shall be the same as or similar to those used on the principal building. *No accessory building proposed.* 9) Overhead doors shall not face a public street. The Plan Commission may permit overhead doors to face a public street, but only when it has made a finding that there is no feasible alternative location for such doors. Consistent with the requirements in Article 7, the Plan Commission may approve a special exception to allow an overhead door to face a public street when there is no feasible alternative. *No overhead doors involved.* 10) HVAC (heating, ventilating, air conditioning) equipment shall be screened from view. No HVAC shall create a noise level of more than 50 decibels as measured on a dB(A) scale at the nearest existing adjacent residence. *No HVAC equipment proposed, but if added would need to screen from view.* 11) When trash, garbage and recyclable materials are stored out-of-doors, such materials shall be concealed or suitably screened from public view. A brick or stone wall, wood fence, chain-link fence with slats, and/or landscaping shall be used to totally obstruct vision into the storage areas. Any wall, fence and gate, and/or vegetative screening shall be installed or erected to a height at least 1'- 6" above the highest point of the dumpster as generally depicted below. *Complies.* Downtown Standards: 1) Building height. The height of a building shall not be more than one story taller or shorter than the height of the adjoining building. In no event, shall the height of a building exceed the maximum building height established for the base zoning district. *No change to the main structure is occurring.* 2) Special requirements for large buildings. A building façade fronting on a public street with a frontage of 75 feet or more shall be designed to look like two or more individual building fronts. This may be achieved by using different building materials, facade articulations, or other design approach that gives the appearance of separate but attached buildings. *N/A.* 3) Horizontal rhythms. The horizontal pattern of exterior building elements formed by patterns of building openings for windows and doors, and related elements such as piers and columns shall be spaced at regular intervals across all visible façades of the building. *Plan Commission finds the project to have acceptable horizontal rhythms.* 4) Vertical rhythms. The floor heights on main façades shall complement those of adjoining buildings. The rhythm of the ground floor shall harmonize with the rhythm of upper floors. The vertical pattern of exterior building elements formed by patterns of building openings for windows and doors, and related elements such as sills, headers,

finds that the project to have acceptable vertical rhythms. 5) Roof forms. Flat or gently sloping roofs which are not visible from the street grade shall generally be used. Mansards or other exotic roof shapes are not characteristic of the district's character and are prohibited. *The roof will be visible from the main street as it is on a corner lot. The Plan Commission finds the slope of the roof to be acceptable.* 6) Awnings. The size, color, placement, and design of an awning should be complementing the architectural character of the building on which it is located. Soft, weather-treated canvas or vinyl materials which allow for flexible or fixed installation shall be used. Awnings covered with shingles, metal roofing, or the like are prohibited. Backlit awnings are prohibited. *No awning proposed, this would be a canopy by definition.* 7) Building materials. Selected building materials shall be compatible with those of existing buildings in the immediate area which generally consist of natural materials such as stone, brick, and wood. Concrete masonry units, corrugated metal, half-log siding, and vinyl siding are prohibited. *The canopy would be a wood frame with and asphalt roof.* Anderson moves to approve the Architectural and downtown design for canopy attached to building and addition of cooler with canopy on rear of building, second by Malcheski. Motion carried 7 to 0.

Discussion & Action on Site Plan Review and Plan of Operation for Outdoor Food and Beverage Service 328 W. Bayfield St., Superior Shores Properties (Patsy's) – Robert Stadler, Petitioner – Site plan reviewed as follows; 1) Effects of the project on traffic safety and efficiency and pedestrian circulation, both on-site and off-site; *The open area will allow patrons to come and go freely through the service area. Patrons will be parking next to the service area.* 2) Effects of the project on the natural environment – *No know detrimental effects.* 3) Effects of the project on surrounding properties – *No known new impacts.* 4) Compliance with the site design principles enumerated in s. 8-163 – *Project does not appear to be in conflict.* 5) Compliance with the design principles for parking lots enumerated in s. 17-3 – *This property is in the downtown parking district and off-street parking requirements do not apply.* 6) Compliance with other applicable requirements contained in this chapter – *No other know requirements.* 7) Any other factor that relates to the purposes of this chapter set forth in s. 1-5 or as allowed by state law- *No other know factors.* Plan of operation review; 1) The nature of the land use with regard to the number of employees, nature, and extent of truck shipments to and from the site, hours of operation, use of hazardous substances and other operational characteristics – *The viewing of the exterior area is adequate. No other changes are anticipated with this additional accessory use.* 2) The nature and extent of anticipated positive and negative effects on properties in the area – *No know negative effects.* 3) Actions the applicant will undertake to mitigate the negative effects, if any, of the proposed land use – *None.* 4) Any other factor that relates to the purposes of this chapter set forth in s. 1-5 or as allowed by state law- *No other known factors.* Motion by Ketchum-Fish to approve the site plan and plan of operations for outdoor service area. second by Anderson. Motion carried 7 to 0.

Discussion & Action on Reimbursement of Façade Loan Expenses at 328 W. Bayfield St., Superior Shores Properties (Patsy's) – Robert Stadler, Petitioner – Mr. Stadler was not ready to submit for reimbursement yet. Motiff questioned the use of corrugated metal he installed in the entryway. Their response was that they were having a difficult time finding any other material that would adhere to that area. Commission discussed changing the ordinance to allow for a limited use of corrugated metal as accent pieces and told Mr. Stadler he could leave it up until we are able to come to a decision on how to handle the zoning change that would be discussed on another agenda item.

Conceptual Presentation and Discussion of Proposed Planned Development District - Lake Superior View Gulf Course, 950 County Hwy C – Derek and Dale Brevak, Petitioners – Derek Brevak gave a draft overview of what they are proposing, this would include a 42 to 66 Room Hotel/Lodge, 12 condo sites, 78 RV campsites and 5 cabins. Currently they are working on the Business Plan and utilities. Commission members saw no issues with any of this and were enthusiastic to see the project go forward.

Discussion on Conceptual Ordinance to Apply Current Downtown Design Standards to all Applicable Development in the City Where Architectural Review is Required – City Attorney Lindsey, reviewed various areas of the code that would be affected by the requested change, and asked the Commission to give him direction as to what they would like to see. The consensus was to merge the general architectural standard with downtown design standards, extend the downtown design standards to all properties on Bayfield Street, with some various changes to be made for what changes will require architectural review. They also reviewed the use of corrugated metal and decided no to make any change. From this discussion he will do a draft ordinance change for the next meeting.

Continued Discussion and Action on Comprehensive Plan Re-Write Project –Review of Land Use Maps and Policies – This was table for the next meeting.

Anderson moves to adjourn the meeting at 8: 31p.m, seconded by Ketchum-Fish. Motion carried.

Respectfully Submitted,
Tammy DeMars
City Treasurer/Deputy Clerk

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CITY OF WASHBURN
119 Washington Avenue
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Washburn, WI 54891



715-373-6160
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To: Plan Commission Members

From: Scott J. Kluver, ^{SK} Administrator

Re: Façade Loan Reimbursement – Superior Shores Properties LLC (Patsy's)

Date: November 10, 2022

Enclosed you will find an invoice for the work done so far on the façade of Patsy's. In June, the Plan Commission did approve a façade loan of up to \$30,400 for certain exterior improvements to the building at 328 W. Bayfield Street. While much of the work has been done, the project is not yet completed, and the issue of the corrugated metal remains. Mr. Stadler had indicated that it would be replaced; however, he has also inquired about what the process would be to change the ordinance. At this moment, I am unclear on his direction, but have requested clarification. I recommend not approving any reimbursement until the corrugated metal issue has a clear resolution.

Should a resolution occur prior to the meeting, the Plan Commission will need to decide if a full or partial payment will be provided. If a partial payment is provided, please provide direction if the Plan Commission will want to review prior to issuance of any final reimbursement or if staff will be able to process that request. A copy of the loan policies are included for your reference.

Please let me know if you have any questions related to these matters.

Invoice

Weimer Construction
4920 S Bear Paw Rd
Iron River, WI 54847

Phone: 715-292-9403

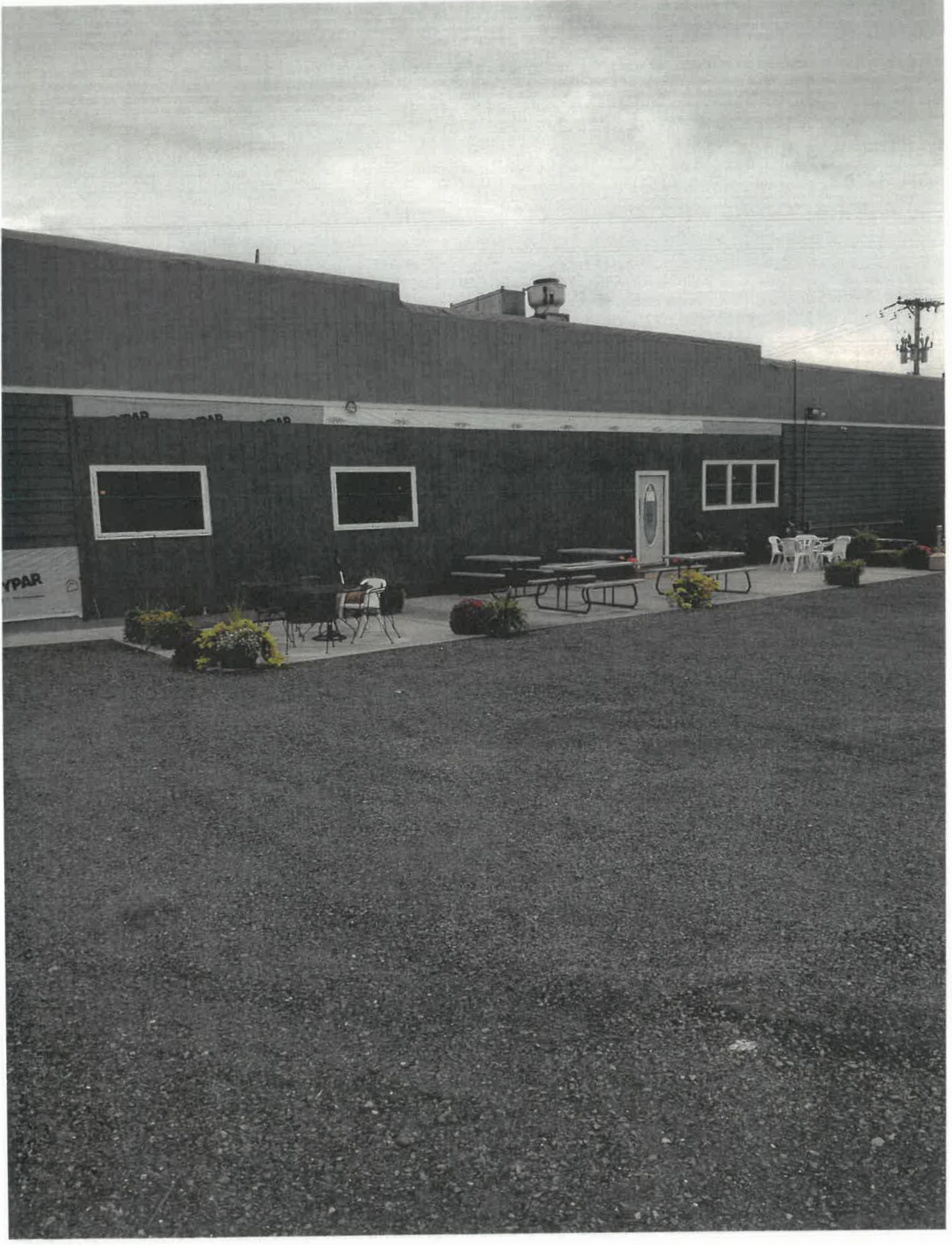
Email: WiemerConstruction@gmail.com

TO Patsy's Bar Washburn WI
Robbie Stadler
Cell: 715-292-2390

SALESPERSON	JOB	PAYMENT TERMS	DATE
Bryce	Siding and Concrete	On Receipt	08/16/22

QTY	DESCRIPTION	UNIT PRICE	LINE TOTAL
2450 SF	8" LP Smart Lap Siding and Trim on parking lot side and Front of building	\$8,000.00	\$8,000.00
2450 SF	LP Panel and Lap siding and Trim on the North Side and the back Alley	\$9,000.00	\$9,000.00
200 SF	Vinyl stone on Bottom 3' front and side of Building	\$2,000.00	0
1	Fasteners and Flashings,	\$1,500.00	\$1,500.00
2	New windows	\$1,500.00	\$3,000.00
4	Labor to remove and replace all the above	\$14,500.00	\$10,000.00
1	Concrete Patio area and related materials	\$15,000.00	0
1	Demolition and Material hauling	\$2,500.00	\$2,500.00
1	New gravel in parking lot	\$3,000.00	0
4	Dumpsters	\$1,200.00	\$1200.00
		SUBTOTAL	
		SALES TAX	
		TOTAL	\$35,200.00

THIS INVOICE IS A PROGRESS PAYMENT. REMAINING TO BE INVOICED AT LATER DATE





City of Washburn

Downtown Building Facade Renovation Loan Program Policy Guidelines

- I. **PURPOSE:** The City's intent in establishing this loan fund is to encourage downtown business owners to undertake business facade improvements. Physical improvements to structures downtown will assist in spurring economic vitality downtown. By improving the exteriors of commercial buildings downtown, the City will enhance the appearance of the downtown and the community as a whole overall. The resulting effect will be the attraction of new businesses to downtown and to the community as well as the retention and expansion of existing businesses.
- II. **OBJECTIVES:** The Building Facade Renovation Loan Program has the following objectives.
- A. To renovate or rehabilitate commercial properties so as to prevent or eliminate deteriorating conditions.
 - B. To attract and retain businesses downtown.
 - C. To retain jobs and bring additional employment opportunities to the City.
 - D. To make use of funds the City has set aside for the enhancement of the City's downtown, which is deemed an asset of the City.
 - E. To spur activity which will provide return to the City by way of physical improvements accomplished which may not otherwise have occurred.
- III. **PROJECT & APPLICANT ELIGIBILITY:**
- A. **General and Designated Area:**
The Façade Renovation Loan Program only applies to the exterior facades, signs and architectural features for properties on Bayfield Street between Fur Farm Road and 1st Avenue East that are 50 percent or more commercial and only to those exterior facades, signs and architectural features of such buildings that are visible from Bayfield Street.
 - B. **Minimum Requirements:**
 - 1. Projects shall occur within the established designated area.
 - 2. Projects must commence within six (6) months of approval and shall be completed within one (1) year of the grant approval date. In rare cases, likely due to extenuating circumstances, the Plan Commission may allow completion extensions upon request of the applicant. The Plan Commission/City of Washburn reserves the right to eliminate project funding if not completed within the specified time period and is not obligated to granting time extensions.
 - 3. Projects shall comply with all applicable City building and zoning standards and requirements.
 - 4. Concurrent applications from the same applicant, unless for separate properties, shall not be allowed. An applicant may apply for another

project after any existing project by the same applicant is completed to the satisfaction of the Plan Commission.

C. Eligible Activities Included but not limited to:

1. Repair/replacement of the original building's materials and decorative details.
2. Cleaning of exterior building surfaces.
3. Tuck pointing and masonry repair.
4. Painting of exterior building surfaces.
5. Repair/replacement or addition of entrances, doors, display windows, transoms, or windows.
6. Removal, repair/replacement of existing signs and awnings.
7. New signage and awnings.
8. Landscaping improvements.
9. Permanent exterior lighting.
10. Qualified professional design services.
11. Other activities as designated by the Plan Commission/City of Washburn.

D. Non-Eligible Activities Included but not limited to:

1. Interior improvements.
2. Purchase of property.
3. Construction of a new building.
4. Fixtures and equipment.
5. Removal without replacement of architecturally significant features and design elements.
6. Sidewalk repairs.
7. Correction of code violations.
8. Any roof repair or replacements, except in cases where a new roof "style" is a critical component of the façade restoration or replacement project.
9. Compensation for time and labor spent by applicant or members of applicant's immediate family. (*Note that one needn't be the building owner to apply.*)
10. Other activities as designated by the Plan Commission/City of Washburn.

IV. PROGRAM TERMS & CONDITIONS:

A. General Requirements

1. Applicants must include detailed drawings and specifications with application. Eight (8) copies of drawings/design plans must be submitted. The Plan Commission may require drawings to be submitted by an architect. The plans must include:
 - a. Detailed site plan using adequate scale to be easily and clearly understood. Ideally, said plan shall be drawn to a minimum scale of 1"= 100'.

- b. Elevations of any façade proposed to be altered, ideally drawn to scale at least 1/8"=1'; each elevation drawing should include notations of proposed materials, color, finishes and details. The drawing should clearly show proposed signage (if any). Perspective renderings of the proposed project and / or photos of similar structures may be submitted, but not in lieu of adequate drawings showing the actual intended appearance of the buildings.
 - c. Current condition photos to provide adequate "before and after" shots.
 - d. Construction / reconstruction time schedule, noting start and completion date.
2. Applicants must submit at least one contractor proposal or estimate from supplier; however, it is suggested that the applicant pursue multiple proposals for their own protection and peace of mind. The Plan Commission retains the right to request additional proposals. The property owner is not required to utilize a contractor to have the work completed. The Plan Commission/City of Washburn does not assume any liability to the work of any contractor that is chosen by the property owner.
 3. Applicants, if tenants, must have the written permission and approval from the respective property owner.
 4. Applicants must take out the appropriate building or sign permits. Fee waivers shall not be allowed, unless approved by the Common Council. Loan funds cannot be used to pay for permit fees.
 5. Applicants who are delinquent with their property or personal tax, utility payments, or have outstanding municipal code violations are not eligible until said issues are resolved.
 6. Payment shall be made on a reimbursement basis upon completion of construction/installation.
 7. Minor changes to the project will require submittal and approval by the City Administrator. Significant project changes, as determined by City Administrator, will require approval of the Plan Commission.
 8. The Plan Commission/City of Washburn reserves the right to cancel any loan agreement if any of the conditions of the program guidelines and agreement are not met.
 9. Applicants shall provide a Certificate of Insurance with their application showing proof of property insurance for fire and all hazards. The City shall be designated a loss payee up to the amount of the loan.

B. Approval Authority

1. The Plan Commission will have the ultimate authority to approve or deny applications on a case-by-case basis and may impose certain design conditions on approved projects.

C. Expiration

The façade loan improvement program will expire if one of the following occurs:

1. When the funds have been spent, unless additional funding has been authorized by the City Council.
2. When the Plan Commission and/or City Council chooses to eliminate or amend the program.

V. **LOAN TERMS:** All loans granted under this program shall be subject to the following terms and conditions:

- A. The minimum loan granted under this program shall be \$2,000 and the maximum loan shall be \$10,000 per building.
 1. The Plan Commission reserves the right under this program to exceed the maximum loan amount of \$10,000 per building on a case by case basis when: the size of the building coupled with the proposed project would result in a significant impact on the downtown that would exceed the typical project under the program, and the project proposed goes beyond maintenance to improving the architectural value of the building to the downtown as determined by the Plan Commission.
- C. The loan shall be at 0% interest.
- D. The full balance of the loan shall be due immediately upon sale of the property or within seven (7) years of the approval date, whichever event happens first. The loan may not be assigned without the express written consent of both parties. The loan may be prepaid in whole or in part at any time.
- E. Loan approval shall expire six months following the date the Plan Commission approves the loan unless the project has commenced.
- F. Projects must be completed within one year of Plan Commission approval.
- G. Project participation may be limited based on the availability of program funds.
- H. Applicants will be required to sign a note and a mortgage as a condition for receiving loan funds. The mortgage will be recorded against the property at the Office of the Register of Deeds.

VI. **FACADE RENOVATION LOAN PROGRAM PROCEDURES:**

- A. Applicant meets with City staff for initial project discussion.
- B. Applicant submits grant application to Plan Commission, and required contractor proposal/quote to staff (according to Sec. IV.A.2. in these guidelines), containing all of the requirements specified in these guidelines. Applications must include detailed drawings and specifications. Eight (8) copies of drawings and specifications must be submitted. The Plan Commission may require drawings to be prepared by an architect.

- C. Plan Commission reviews plans and approves or denies loan request. If approved, the Plan Commission may place conditions on the proposed project.
- D. If denied, applicant may submit a revised application and repeat process.
- E. Applicant submits building and/or sign permit with final design plans as required by City code.
- F. Building Inspector reviews and approves any required permits.
- G. A "loan document" is drafted by City staff that identifies the terms of the agreement. All parties execute said letter. A note and mortgage are drafted which the applicant signs.
- H. Construction/Installation begins. Applicant has six (6) months from the execution date of the loan to begin implementation of approved improvements. Any plan changes would require approval according to Sec. IV.A.8 in these guidelines.
- I. Construction/Installation is completed within one (1) year of loan agreement signed.
- J. Applicant contacts Building Inspector to request project review to see if all code requirements have been met.
- K. Applicant provides itemized paid invoices for the project, and any outstanding bills which are also eligible for payment under the loan agreement, to City staff, along with the completed "Project Close-Out" section on the application form. While a construction lien waiver is not required, it is recommended that the applicant consider obtaining appropriate construction lien waiver(s) from the contractor(s) for the project.
- L. Applicants are allowed one partial payment for loans \$10,000 or less, and up to two partial payments for any loan above \$10,000. Plan Commission shall review the first partial payment and decide if subsequent payments shall also be reviewed by the Plan Commission or by staff.
- M. After Plan Commission approves reimbursement claim, the City Clerk forwards payment directly to the applicant.

Approved 102109

Revised 03/12/2014 (Extended western eligibility boundary).

Revised 08/17/2016 (Change Terms of Loan)

Revised 09/13/2017 (Delete WDA and Change to Plan Commission)

Revised 03/21/2019 (Allow for partial payments)

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1. INTRODUCTION

1.1 WASHBURN – WHERE COMMUNITY MATTERS

The City of Washburn developed the slogan “Washburn – Where Community Matters” to help guide the preparation of this Comprehensive Plan. But what is “community” and why should it “matter”? The word “community” comes from two Latin words: “munus”, which means gift, and “cum”, which means with or together. Consequently, the Latin meaning of “community” suggests that there are gifts, or benefits, in working together. The adage: “The whole is greater than the sum of its parts” is another way of looking at community.

This Comprehensive Plan broadly classifies Washburn’s gifts as natural, social, and economic capital. Washburn’s natural capital includes its woodlands, wetlands, soils, waters, and other natural resources. Washburn’s social capital includes its residents, government, social organizations, cultural activities, and health and human services. Its economic capital includes jobs, goods, services, and infrastructure. In stating that “*community matters*”, Washburn is sending a clear message that strengthening and bringing together Washburn’s natural, social, and economic capital through this Comprehensive Plan, benefits all. This Plan envisions that the “*community*” of Washburn makes a positive difference in the everyday life of all Washburn residents.

1.2 PURPOSE OF THE PLAN

Washburn’s Comprehensive Plan is a vision of what the City wants to be. It is a guide to help the City preserve what it values, enhance what needs to be improved, and create what is missing. The Comprehensive Plan is a general, long-term plan that analyzes existing conditions, provides goals, objectives, policies, and plans, and brings together various elements of Washburn into a comprehensive, “big picture” plan. It provides a basic framework to guide the City’s other detailed planning efforts. It is a dynamic Plan that the City will review and refine as Washburn continues to change.

Several parties will find this Plan useful:

1. City Staff, the Planning Commission, and the Common Council will use the Plan to assist them with the following:
 - Development and infrastructure decisions
 - Acquisition and use of public land
 - Budgeting capital improvements
 - Establishing regulatory changes
 - Communicating Washburn’s vision to residents and others
2. Property owners and residents will use the Plan to assist them with the following tasks:
 - Determining potential property use
 - Understanding possible land use changes in the surrounding area
 - Understanding future infrastructure improvements
 - Making property improvements

3. Developers and entrepreneurs will use the Plan as a guide for the following:
 - Property acquisition
 - Coordinating development plans with City infrastructure plans
4. Neighboring and overlapping jurisdictions will use the Plan to help coordinate issues of mutual interest.

1.3 PLANNING PROCESS

The 2023 update of the City of Washburn Comprehensive Plan was a complete revision of the planning document with the inclusion of an Outdoor Recreation component, which will serve as the City's Comprehensive Outdoor Recreation Plan. In addition to all who participated in this planning process, the City gratefully acknowledges the efforts of those who participated in the development of Washburn's previous planning efforts. The City also gratefully acknowledges financial assistance from the State of Wisconsin in the form of a Coastal Management Program grant.

The City of Washburn depended heavily upon public participation throughout the planning process. The following provides an overview of Washburn's public participation plan:

1. **Steering Committee.** The City organized a broad-based steering committee to represent the community's diverse interests and to help guide the planning process. The steering committee met throughout the planning process. The City publicly noticed all steering committee meetings and encouraged residents and members of the media to attend the meetings.
2. **Website.** The City put the draft plan on a website for public review and comment.
3. **Community Displays.** The City displayed draft plans at key locations in the city, including City Hall and the Washburn Public Library.
4. **Public Hearing and Plan Adoption.** On Month, Day 2023 the Planning Commission held a public hearing and by a unanimous vote of the Planning Commission recommended approval of the Comprehensive Plan. On Month Day, 2023, the Common Council enacted an ordinance that formally adopted the Comprehensive Plan.

2. ISSUES AND OPPORTUNITIES

2.1 INTRODUCTION

This chapter lays the foundation of the Washburn Comprehensive Plan. It offers background on the residents of Washburn, describes overarching issues and opportunities facing the City, and portrays Washburn’s vision.

2.2 DEMOGRAPHIC CHARACTERISTICS OF WASHBURN

POPULATION CHANGE

Historically, Washburn has served as the resource hub for the population of the Bayfield Peninsula. Washburn has experienced significant increases and decreases in population since its incorporation in 1904. Washburn’s population peaked in 1918, when more than 9,000 people resided in the City. At that time, the DuPont plant in nearby Barksdale manufactured explosives for World War I. Following the war, employment at the DuPont plant leveled off, and logging, agricultural, and quarrying operations in the area declined sharply. World War II brought a slight upswing in employment and population in Washburn, but population levels remained well below the levels that existed during World War I. Following World War II, Washburn’s population again declined. The 1980 population of Washburn was only 2,080 people. From 1980 to 1990, Washburn’s population did experience a 9.9% increase with 2,285 people residing in Washburn in 1990. However, from 1990 to 2020, Washburn once again experienced a decrease in population, with 2,051 people residing in the City in 2020.

TABLE 2-1: POPULATION CHANGE 1990-2020

Location	1990 Pop.	Δ 1980-90	2000 Pop.	Δ1990-00	2010 Pop.	Δ 2000-10	2020 Pop.	Δ 2010-20
City of Washburn	2,285	9.9%	2,280	-0.4%	2,117	-7.1%	2,051	-3.2%
Town of Barksdale	756	-0.8%	801	6.0%	723	-9.7%	745	3.0%
Town of Bayview	402	17.2%	491	22.1%	487	-0.8%	512	4.9%
Town of Washburn	490	26.9%	541	10.4%	530	-2.0%	554	4.3%
Bayfield County	14,008	1.3%	15,013	7.2%	15,014	0.0%	16,220	7.4%
State of Wisconsin	4,891,769	4.0%	5,363,690	9.6%	5,686,986	6.0%	5,893,718	3.5%

Source: U.S. Census Bureau

POPULATION PROJECTIONS

Population projections are effective planning tools when used correctly. However, their accuracy is subject to several factors including assumptions for birth rates, death rates, migration, and economic conditions. Assumptions are based on past trends and the best information available at the time. However, assumptions do not always remain true, and unexpected changes can occur. For instance, existing industries may close or choose to expand. In a small community like Washburn, these changes can have a significant impact on the population. Therefore, Washburn should use the population projections presented in this Comprehensive Plan as a general guide and not as an absolute certainty. Moreover, the City should periodically review and update the population projections based on new conditions.

Wisconsin Demographic Service Center Population Projections

The Wisconsin Demographic Service Center projects that Washburn's population will gradually decrease through the year 2040. Similarly, the Demographic Service Center projects that the population in the surrounding Towns of Barksdale, Bayview, and Washburn will gradually decrease through the year 2040. The Demographic Service Center also projects that the population of Bayfield County will gradually decrease through the year 2040, but the State of Wisconsin as a whole is projected to increase in population.

TABLE 2-2: POPULATION PROJECTIONS 2010-2040

Location	2010 Census	2020 Proj.	2025 Proj.	2030 Proj.	2035 Proj.	2040 Proj.	%Δ 2010-2040
City of Washburn	2,117	1,995	1,920	1,820	1,690	1,560	-26.3%
Town of Barksdale	723	695	675	645	600	560	-22.5%
Town of Bayview	487	500	505	500	485	470	-3.5%
Town of Washburn	530	540	540	535	515	495	-6.6%
Bayfield County	15,014	15,105	15,100	14,860	14,330	13,725	-8.6%
State of Wisconsin	5,686,986	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	14.1%

Source: Wisconsin Department of Administration

Alternative Census-Derived Population Projections

Alternative population projections were developed based on historical population counts from the U.S. Census. These alternative projections also anticipate a gradual decrease in Washburn's population through the year 2040. Similarly, projections indicate a gradual population decrease in the surrounding Town of Barksdale, with gradual increases in the Towns of Bayview and Washburn through the year 2040. Projections also indicate an increasing population in Bayfield County and the State of Wisconsin as a whole through 2040.

TABLE 2-3: ALTERNATIVE CENSUS-DERIVED POPULATION PROJECTIONS

Location	1990 Census	2000 Census	2010 Census	2020 Census	2025 Proj.	2030 Proj.	2035 Proj.	2040 Proj.	%Δ 2010-2040
City of Washburn	2,285	2,280	2,117	2,051	2,010	1,945	1,916	1,863	-12.0%
Town of Barksdale	756	801	723	745	723	702	707	684	-9.5%
Town of Bayview	402	491	487	512	474	486	479	466	-4.3%
Town of Washburn	490	541	530	554	529	535	530	522	-1.5%
Bayfield County	14,008	15,013	15,014	16,220	15,078	15,168	15,027	14,648	-2.4%

Source: U.S. Census Bureau, Northwest Region Planning Commission Projections

2.3 WASHBURN'S POPULATION GOAL

The City can choose to respond to the population projections in one of two ways. It can accept that a future decline in the City's population is inevitable and plan accordingly. Or it can develop goals, objectives, policies, and plans to help stabilize or grow the population. This Comprehensive Plan reflects the City's desire to set realistic goals to grow the population of Washburn. Washburn believes that the high quality of life that it has to offer will help retain existing residents and businesses and it will attract new residents and businesses from elsewhere. Between 2010 and 2040, the Wisconsin Department of Administration has projected that the population of the State of Wisconsin will increase by 14.1%. If Washburn were to grow at the projected rate of the average city in Wisconsin (7.2%), then Washburn in 2040 would have a population of 2,269, which is 152 more people than in 2010.

2.4 AGE COMPOSITION

It is not only important to know how many people live in Washburn, but it is also important to know key characteristics of the people, such as their age, education, and employment status. The following provides an overview of the existing age composition of Washburn residents and the anticipated changes in age composition that will occur through the year 2040. All residents fit into one of three very broad age groups: 1) those under the age of 18, 2) those between the ages of 18 and 65, and 3) those over the age of 65. In 2019, 21.5% of the population of Washburn was under the age of 18; 56.7% was between the ages of 18 and 65; and 21.8% was age 65 or over.

Notably, Washburn, in comparison to the State of Wisconsin, has a smaller percentage of its population between the ages of 18 and 65, and a larger percentage of its population over the age 65. As the baby boom generation ages and as women have fewer children, the percentage of people over 65 will increase significantly in Washburn and throughout Wisconsin. For example, Wisconsin's fertility rate (births per 1,000 population) declined from a high of 23.9 in 1950 to 10.8 in 2019. Over the past 20 years, Bayfield County's fertility rate has declined from 9.9 in 2002 to 7.4 in 2019. Unless Washburn can attract younger families and retain or bring back young Washburn adults who have graduated from high school or college, the rate at which Washburn ages will accelerate. An aging population can significantly affect future jobs, services, and education in Washburn. The following provides a more detailed description of the issues and opportunities associated with various age groups in Washburn.

PEOPLE UNDER THE AGE OF 18

The number of people under the age of 18 will vary by year, but the number of people in this age group will generally decrease over time, even if the overall population increases. There are several reasons for this. The number of people of childbearing age in Washburn is decreasing. Consequently, the number of babies born in Washburn will continue to decrease. In addition, people today generally have fewer children than people of previous generations. Accordingly, unless Washburn attracts a significant number of younger families from other areas and retains its current population, the number of children in Washburn will decrease.

PEOPLE BETWEEN THE AGES OF 18 AND 24

Most people between the ages of 18 and 24 choose to pursue higher education or enter the workforce. Washburn is fortunate to have easy access to two quality schools of higher education in nearby Ashland: Northland College and Northwood Technical College. However, Washburn must strive to retain its 18 to 24 year old residents, or find a way to bring them back into the community once they have received a college degree. Generally, people in this age group are not married and they do not have children. Consequently, they may not feel significant ties to Washburn, and may be more willing to leave Washburn in search of other opportunities. So, in addition to jobs, Washburn will need to be able to provide amenities to retain and attract this age group.

PEOPLE BETWEEN THE AGES OF 25 AND 54

Bayfield County has 1,958 millennials (ages 25-39). The national average for an area this size is 3,141. If Washburn is to grow or sustain its population, then it will be especially important for Washburn to retain and attract people between the ages of 25 and 54. This is critical because people between the ages of 25 and 54 are at their prime working age. In addition, people in this age range tend to have children, so they are less apt to make impulsive moves elsewhere. Perhaps more than any other age group, those between the ages of 25 and 54 tend to have a strong commitment to the future of the community. Washburn will need to have ample economic opportunities and affordable housing, to retain and attract people between the ages of 25 and 54. Furthermore, Washburn will need to provide quality parks, services, and cultural activities to ensure a high quality of life that will retain and attract people.

PEOPLE OVER THE AGE OF 65

As life expectancy continues to increase and as the baby boom generation retires, the number and percentage of people over the age of 65 increases dramatically. This has several implications for the future of Washburn. For example, Washburn needs to make sure that it has adequate housing for those over the age of 65. Washburn will need to attract people to take over those who retire from their current jobs, as well as create new jobs to help care for seniors in need. Also, some people over the age of 65 will choose to live elsewhere for part of the calendar year, which can have an impact on local businesses.

TABLE 2-4: AGE COMPOSITION

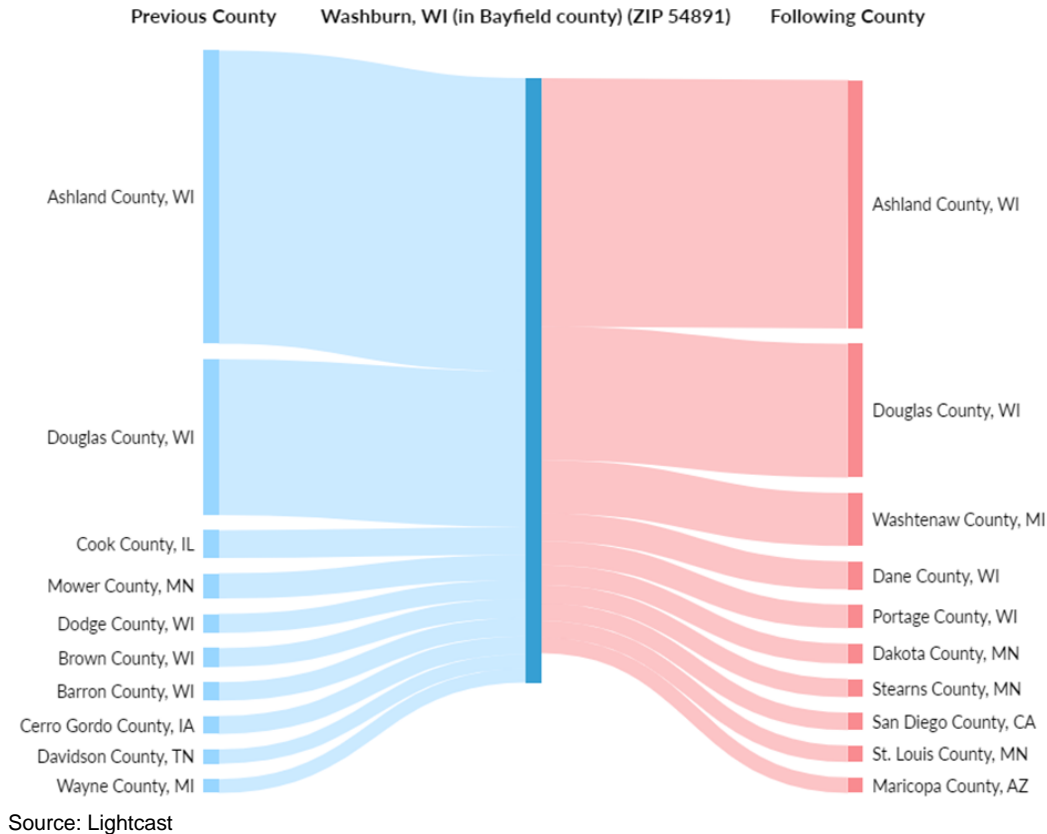
Age	City of Washburn		Bayfield County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
Under 5 years	134	6.8%	623	4.2%	333,184	5.8%
5 to 9 years	105	5.3%	793	5.3%	354,128	6.1%
10 to 14 years	123	6.2%	694	4.6%	369,044	6.4%
15 to 19 years	77	3.9%	739	4.9%	379,887	6.6%
20 to 24 years	54	2.7%	645	4.3%	398,768	6.9%
25 to 29 years	93	4.7%	542	3.6%	365,699	6.3%
30 to 34 years	171	8.6%	692	4.6%	365,785	6.3%
35 to 39 years	50	2.5%	717	4.8%	365,992	6.3%
40 to 44 years	99	5.0%	634	4.2%	333,817	5.8%
45 to 49 years	147	7.4%	885	5.9%	358,005	6.2%
50 to 54 years	135	6.8%	1,105	7.4%	399,592	6.9%
55 to 59 years	228	11.5%	1,295	8.6%	424,986	7.3%
60 to 64 years	131	6.6%	1,601	10.7%	388,258	6.7%
65 to 69 years	120	6.1%	1,437	9.6%	320,162	5.5%
70 to 74 years	121	6.1%	1,121	7.5%	229,988	4.0%
75 to 79 years	59	3.0%	692	4.6%	161,618	2.8%
80 to 84 years	68	3.4%	475	3.2%	116,308	2.0%
85 years and over	63	3.2%	303	2.0%	125,495	2.2%
Median Age	48.1		52.2		39.5	

Source: American Community Survey 5-Year Estimates 2015-2019

2.5 INBOUND AND OUTBOUND MIGRATION

In 2019, 153 people migrated from Ashland County to the City. In the same year, 130 people migrated from the City to Ashland County. The total net migration for Washburn was 100.

FIGURE 2-1: INBOUND AND OUTBOUND MIGRATION



2.6 RACE AND ORIGIN

Racial diversity is low in Bayfield County. Nearly 97% of Washburn’s residents are white and over 5% are American Indian. While these statistics will remain relatively stable in the near future, if Washburn is to realize its goal of growing its population, it will need to attract people from outside Washburn, from outside Wisconsin, and perhaps from outside the United States. Consequently, Washburn will gradually become a more diverse community in the future.

TABLE 2-5: RACE AND ORIGIN

Race	City of Washburn		Bayfield County		State of Wisconsin	
	#	%	#	%	#	%
White alone	12	96.7%	13,493	90.0%	4,737,545	81.8%
Black or African American alone	13	0.7%	59	0.4%	376,256	6.5%
American Indian and Alaska Native alone	107	5.4%	1,696	11.3%	60,428	1.0%
Asian alone	5	0.3%	36	0.2%	175,702	3.0%
Native Hawaiian and Other Pacific Islander alone	0	0.0%	2	0.0%	2,199	0.0%
Some other race alone	26	1.3%	94	0.6%	182,054	3.1%
Two or more races	139	7.0%	840	5.6%	359,534	6.2%

Source: U.S. Census 2020

2.7 EDUCATIONAL ATTAINMENT

The 2019 American Community Survey estimates that 25% of Washburn residents over the age of 25 have at least attained high school graduation or equivalency, and over 24% of Washburn residents over the age of 25 have a bachelor's degree. The percentage of people in Washburn that have a graduate or professional degree (16.6%) is higher than that in Bayfield County (11.3%) and the State of Wisconsin (10.4%). In recent years, there has been a rise in high school graduates that pursue a college degree. However, the general trend across Wisconsin is that young people with a college degree are leaving the area for employment opportunities elsewhere. A key goal of Wisconsin communities is to find opportunities for college graduates to stay in Wisconsin.

TABLE 2-6: EDUCATIONAL ATTAINMENT

Characteristic	City of Washburn	Bayfield County	State of Wisconsin
Less than high school graduate	3.5%	5.0%	7.8%
High School graduate (includes equivalency)	25.0%	29.1%	30.6%
Some college or associate's degree	30.7%	34.8%	31.5%
Bachelor's degree	24.2%	19.8%	19.7%
Graduate or professional degree	16.6%	11.3%	10.4%

Source: American Community Survey 5-Year Estimates 2015-2019

2.8 HOUSEHOLD CHARACTERISTICS AND FORECASTS

The 2019 American Community Survey estimates 902 households in Washburn and 484 families. A household refers to all persons who occupy a housing unit. So, a household could involve a family living in a house or it could involve unrelated people sharing an apartment. A family refers to a parent or grandparent living with at least one child. In Washburn, most families are comprised of married couples with children. Yet, in the future, it is likely that the percentage of married couples without children living with them will increase. The percentage of single parent households will also increase. Female households with no spouse present accounted for approximately 4.4% of the family households in Washburn in 2019.

The 2019 American Community Survey estimates the average household size in Washburn to be 2.08 persons per household. Given the trend for single person households and smaller family sizes, it follows that household size will also decrease. The Comprehensive Plan projects the average household size in Washburn will be approximately 1.85 in 2040.

TABLE 2-7: AVERAGE HOUSEHOLD SIZE

Location	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
City of Washburn	2.15	2.06	2.00	1.96	1.92	1.88	1.85
Bayfield County	2.23	2.14	2.08	2.03	1.99	1.96	1.93
State of Wisconsin	2.43	2.38	2.35	2.32	2.30	2.28	2.26

Source: Wisconsin Department of Administration

2.9 EMPLOYMENT AND INCOME

According to the 2019 American Community Survey, Washburn's unemployment rate (2.4%) was somewhat lower than the unemployment rates of Bayfield County (4.6%) and the State of Wisconsin (3.6%). The City's median household income of \$44,289 is comparable to the County's median household income of \$44,236, but significantly lower than the State's median household income of \$48,112. Refer to Chapter 10: Economic Development for more detailed information.

TABLE 2-8: EMPLOYMENT & INCOME CHARACTERISTICS

Characteristic	City of Washburn	Bayfield County	State of Wisconsin
Labor Force Participation Rate	59.8%	57.9%	66.5%
Employment/Population Ratio	58.3%	55.2%	64.0%
Unemployment Rate	2.4%	4.6%	3.6%
Median Household Income	\$48,250	\$56,096	\$61,747
Per Capita Income	\$28,132	\$31,825	\$34,568
Median Earnings for Full-Time, Year-Round Workers	\$44,289	\$44,236	\$48,112
Individuals Below Poverty Level	11.2%	11.0%	11.3%

Source: American Community Survey 5-Year Estimates 2015-2019

2.10 EMPLOYMENT FORECAST

In a small community like Washburn, it is difficult to project future employment with certainty. However, Washburn's unemployment rate will likely fall as Washburn's baby boom generation retires. Conceivably, Washburn may experience a labor shortage as this occurs and will need to attract people from outside the City to fill the jobs that the baby boom generation held. New jobs to care for the aging population of Washburn will also need to be created and filled.

2.11 CURRENT AND FUTURE DEMOGRAPHIC TRENDS

Population projections indicate a decreasing population in the City through the year 2040. Washburn's senior population will continue to grow noticeably. By 2030, all baby boomers will be age 65 or older. Unless Washburn can draw new people and retain its youth, the City will likely experience a labor shortage as Washburn's population continues to age. Due to these circumstances, the City will continue to place a special emphasis on attracting younger families to Washburn. This in turn means Washburn will need to have ample economic opportunities, affordable housing, and a high quality of life that will retain and attract people.

2.12 KEY ISSUES AND OPPORTUNITIES

The City of Washburn conducted an issues identification exercise to gather input on fundamental issues facing the City. Issues can be both positive and negative in nature and are factors to be explored, maximized, or mitigated in the Comprehensive Plan.

WHAT IS GREAT ABOUT WASHBURN?

1. No big box stores in the community
2. Lake Superior
3. Small town feel
4. Highly educated with a relaxed vibe
5. Brownstone buildings
6. Extremely supportive community
7. Outdoor recreation
8. Boomtown look (building facades, aesthetic)
9. Great school system
10. Arts community
11. Accessibility to a wide variety of family friendly activities
12. Low crime rate
13. Coal dock and marina
14. Friendly community
15. Cosmopolitan makeup – population (people from different places)
16. The waterfront
17. Two municipal campgrounds
18. Great water (quality, drinking water)
19. Bayfield county courthouse, county seat
20. Proximity to great orchards
21. Local farms, access to CSAs, farmers market, locally grown products
22. Events that highlight the natural amenities
23. Variety of businesses
24. Great Library
25. Most businesses are family owned
26. High speed Internet
27. Washburn Ranger District HQTRS
28. Coveted nursing home community
29. Proximity to county forest, national forest, national park
30. History
31. City that's moving to conserve utilities (eco-municipality)
32. Several event centers
33. Theater
34. Great fishing
35. Scenic byway (STH 13)
36. Easy access to the Chamber of Commerce

WHAT ARE WASHBURN'S GENERAL ISSUES AND CHALLENGES?

1. Housing (lack of)
2. Youth retention
3. Curb appeal (land use and development pattern, downtown not clearly defined, no defined theme)
4. Lack of organized youth-based activities
5. Difficulties maintaining EMS/Ambulance service
6. Limited financial capacity (levy limit)
7. Awareness of access to Lake Superior
8. Improved visual access to Lake Superior
9. Marketing the community. Lack of money and efforts.
10. Need to maintain and reasonably increase population and business.
11. Develop/expand meaningful employment
12. Drug abuse problem
13. Distance from transportation hubs
14. Condition of sidewalks
15. Lack of in-home caretakers
16. Property maintenance (maintaining the aesthetic)
17. Low wages & seasonal employment
18. Mental health concerns

WHAT IS WASHBURN MISSING?

1. Provide opportunity for people to sell crafts & artwork along Central Avenue
2. No gift store
3. Healthcare resources (addiction treatment & others)
4. Modern high school
5. Improved/enhanced waterfront
6. Community center/Youth center (city-supported)
7. Financial resources (no development fund, tax base is not growing)
8. Beautification/Public Art/Sculpture park and garden (downtown, waterfront area)
9. Catalyst to stimulate growth
10. Cohesion of civic groups
11. Bike trails
12. Stronger identity (theme, brand)
13. Community events that draw visitors
14. Ice fishing contest
15. Someone to coordinate activities
16. More public parking and public restrooms.
17. Pavilion, community fire pit (on waterfront)
18. More use of municipal campgrounds (other activities to generate revenue)
19. Youth fishing and swimming piers
20. Splash pad
21. Need to make artesian well more attractive
22. Attractive outdoor lighting

2.13 OVERARCHING PRINCIPLES AND GOALS

AN ECO-MUNICIPALITY

The City of Washburn became the nation's first eco-municipality on July 11, 2005. On that date, the Common Council of the City of Washburn adopted a Sustainable Community Development Policy. By adopting this resolution, the City of Washburn endorsed the principles of sustainable community development, as proposed in the "Natural Step" framework. Furthermore, the City agreed to apply the principles of the Natural Step framework in planning, policymaking, and providing City services. Washburn also committed to using a democratic process that involves residents and City Staff to plan for the City's future and to implement proposed changes that will strengthen the City's role as a sustainable community.

Washburn, as an eco-municipality that uses the Natural Step framework, developed policies and practices (reflected in this Comprehensive Plan) that strive to accomplish the following:

1. Eliminate Washburn's contribution to fossil fuel dependence and to wasteful use of scarce metals and minerals
2. Eliminate Washburn's contribution to dependence on persistent chemicals and wasteful use of synthetic substances
3. Eliminate Washburn's contribution to encroachment on nature
4. Meet human needs fairly and efficiently

These principles provide a practical set of planning criteria to guide natural, social, and economic actions in Washburn. The City is committed to making incremental progress in applying these principles in its planning, policymaking, and City services. The City will strive to improve the local economy, limit waste, promote energy conservation, protect its natural resources, promote efficiency, encourage intergovernmental cooperation, provide affordable housing, and encourage alternative modes of transportation. In summary, the City will seek to deliver a high quality of life for all residents in a manner that respects its social, economic, and natural capital.

A SMART GROWTH COMMUNITY

In addition to being an eco-municipality, Washburn is also committed to being a smart growth community. The principles and goals of smart growth communities and eco-municipalities are related, but they are expressed somewhat differently. This Comprehensive Plan incorporates the following overarching goals that Wisconsin Smart Growth Legislation requires Washburn to consider:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures (see Chapter 3: Land Use).
2. Encouragement of neighborhood designs that support a range of transportation choices (see Chapter 3: Land Use).
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources (see Chapter 7: Agriculture, Natural, Coastal, and Cultural Resources).

4. Protection of economically productive areas, including farmland and forests (see Chapter 3: Land Use).
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs (see Chapter 3: Land Use).
6. Preservation of cultural, historic, and archaeological sites (see Chapter 7: Natural, Cultural, and Agricultural Resources).
7. Encouragement and coordination and cooperation among nearby units of government (see Chapter 11: Intergovernmental Cooperation).
8. Building of community identity by revitalizing main streets and enforcing design standards (see Chapter 3: Land Use).
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community (see Chapter 9: Housing).
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses (see Chapter 6: Utilities and Community Facilities).
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels (see Chapter 10: Economic Development).
12. Balancing individual property rights with community interests and goals (see Chapter 3: Land Use).
13. Planning and development of land uses that create or preserve varied or unique urban and rural communities (see Chapter 3: Land Use).
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety, and that meets the needs of all citizens, including transit dependent and disabled citizens (see Chapter 5: Transportation).

Refer to the chapters that follow for corresponding objectives and policies.

2.14 A SHARED VISION OF WASHBURN IN 2043

While no community can predict its future with complete accuracy, communities that have a clear vision for what they want to be in the future are more likely to achieve their goals than those communities that merely address issues as they arise. The following reflects Washburn's vision for what it wants to be in the year 2043. This vision will help guide the City in all of its planning and policymaking actions.

WASHBURN 2043

Washburn in 2043 is a sustainable community, full of life, proud heritage, natural beauty, and economic viability.

The City of Washburn is a community that:

- Supports sustainable practices that help protect our valuable natural systems and resources
- Builds economic and environmental viability
- Appreciates, creates, and maintains an attractive design in architecture and landscape
- Is proud of its heritage and strives to promote and protect the history of the past
- Welcomes beneficial growth and change
- Values the residential foundation of the community and the quality of neighborhoods
- Supports and fosters superior schools
- Provides a safe, respectful, and caring environment for all residents and visitors
- Governs openly with integrity and builds community through communication and participation
- Fosters life-long cultural, artistic, educational, and recreational enrichment for all its citizens

The following chapters of this Comprehensive Plan provide goals, objectives, policies, and plans to help Washburn achieve its vision.

3. LAND USE

3.1 INTRODUCTION

This chapter describes existing land use patterns in Washburn, and it sets forth a plan for future land use that is consistent with the City's vision. The Land Use Plan guides City Staff, the Planning Commission, the Common Council, property owners, developers, and other interested parties in decisions relating to the type, location, and density of future development in the community. It also serves as the foundation for updating the City's Zoning Map, Zoning Ordinance, Subdivision Regulations, and other implementation tools.

3.2 HISTORIC DEVELOPMENT PATTERN

Natural resources, the railroad, and the rise and fall of major industries greatly influenced Washburn's pattern of development. This section briefly describes how each of these factors contributed to the pattern of development that exists in Washburn today.

INFLUENCE OF NATURAL RESOURCES

Natural resources have attracted people to the Washburn area for centuries. Over 600 years ago, wild rice and abundant fish and wildlife resources attracted the Anishinaabe people to the Washburn area. Later, French and British fur traders settled in the area and used Chequamegon Bay and Lake Superior to transport their furs. While traces of these former developments can still be found in the surrounding area, the development pattern that is most evident today originated in the late 1800s when industries began harvesting and extracting large quantities of lumber and brownstone in the area. Chequamegon Bay provided an excellent port to process and ship these resources. As a result, sawmills, lumberyards, and auxiliary industries (including a box factory and shingle factory) developed along Washburn's waterfront. The waterfront was Washburn's industrial park. Commercial and residential uses developed inland from the waterfront industries.



*Former A.A. Bigelow Sawmill at 6th Avenue West
(City of Washburn)*

By the early 1900s, the wood resources in the area were depleted and the demand for brownstone had waned. Existing industries on the waterfront folded and the value of the waterfront as a shipping port declined. This, in turn, adversely affected existing commercial and residential development. In the years that followed, the City of Washburn acquired former industrial waterfront sites for public use and potential redevelopment. Today the waterfront area accommodates parks, trails, a marina, homes, and some commercial uses.

In short, much of Washburn developed around industries that harvested and extracted the area's natural resources. The waterfront provided a setting for industries to process and ship those resources. Today, those industries no longer exist in Washburn, but as discussed throughout this Comprehensive Plan, the waterfront and the area's natural resources are still important to the future of Washburn.

INFLUENCE OF THE RAILROAD

Natural resources may have been the impetus to develop a city in the area, but the general layout of Washburn owes its existence to the Chicago, St. Paul, Minneapolis, and Omaha Railroad. The Bay Land Improvement Company, the land investment division of the railroad, platted and sold lots in Washburn in the spring of 1883. The original plat of the City included 366 acres of land divided into 1,230 lots.



*Waterfront and Railroad in the Late 1800s
(City of Washburn)*

The railroad established a lake port at Washburn to allow the interchange of goods between ships and rail. The port was comprised of a 1,000,000-bushel grain elevator, a merchandise dock and warehouse to receive freight bound for Minneapolis and St. Paul and a large coal dock that received hundreds of thousands of tons of coal during its existence. The folding of waterfront industries in Washburn, coupled with the development of the road system and trucking industry, eventually led to the abandonment of the railroad in Washburn. Although Washburn is no longer served by rail, the influence the railroad had on the layout and development of the city will always be evident.

INFLUENCE OF THE RISE AND FALL OF MAJOR INDUSTRIES

Natural resources attracted people to Washburn, and the railroad set the basic development framework of the City, but the development pattern that many people perceive today relates to the numerous vacant lots scattered throughout the City and the sporadic commercial development along Bayfield Street (State Highway 13). This development pattern has a great deal to do with the rise and fall of major industries within and near Washburn.

The DuPont Barksdale Explosive Plant operated in the Town of Barksdale, west of Washburn, between 1905 and 1971. The plant produced explosives for the military and mining industry. During World War I, the demand for explosives was on the rise, and the plant became the largest employer in the area. Washburn's population grew to roughly 9,000 people in 1918, in large part, to help meet the employment needs of the plant. To accommodate its employees, DuPont constructed housing and community facilities in the City of Washburn, some of which still exist today – most notably The Old DuPont Club (The Club)

In the early 1900s, the wood, mining, and shipping industries were peaking, and the DuPont Plant was growing. Washburn was a vibrant, bustling community with businesses lining Bayfield Street (State Highway 13). However, after World War I, the demand for explosives declined and, consequently, employment at the plant declined sharply too. Coupled with the demise of the wood, mining, and shipping industries earlier in the century, the loss of jobs at the DuPont Plant hurt the City of Washburn. By 1960, fewer than 2,000 people lived in the City. Many of the businesses that once thrived on Bayfield Street did not survive the drastic drop in population. As a result, abandoned buildings and vacant lots began to appear in a random manner over the length of Bayfield Street. This pattern of development still exists today. Unlike many communities where this development pattern is the result of sprawling growth, in Washburn, this pattern is the result of a significant decline in population.

3.3 EXISTING LAND USE INVENTORY

Map 3-1 shows the location, approximate amount, and types of existing land uses in Washburn in 2020. The Northwest Regional Planning Commission prepared the inventory based on interpretation of the City's most recent aerial photographs, parcel data from Bayfield County Land Records Department, and personal site visits. The inventory reflects general development patterns and should be used for general planning purposes only. Table 3-1 summarizes the approximate amount and type of existing land uses in Washburn. In comparison to most cities, Washburn has a significant amount of undeveloped, rural land and vacant land with access to City sewer and water.

UNDEVELOPED RURAL RESIDENTIAL/AGRICULTURE

Undeveloped rural residential/agriculture lands comprise roughly 674 acres or 31.0% of the community. This land use category refers to private, undeveloped lands that are not within the existing public sanitary sewer service area. The majority of this land is wooded. Although there is a small amount of land in the City that may be used for grazing or hay production, agriculture lands (as they are commonly thought of) do not exist in Washburn.



Hay Field in the NW Corner of the City (SWB, Inc.)

RURAL RESIDENTIAL

Rural residential use includes residential development outside the existing public sanitary sewer service area. This use comprises roughly 403 acres or 18.5% of the community. However, most existing rural residential uses are on ten-acre parcels or more.



Suburban Residential House (SWB, Inc)

UNDEVELOPED LOW-DENSITY RESIDENTIAL

Undeveloped low-density residential refers to undeveloped residential parcels that are within the existing public sanitary sewer service area or are within areas planned to be served by public sanitary sewer in the near future. Much of this land could be used for infill residential development, but a small percentage of the parcels associated with this land is too small to accommodate new development. Undeveloped low-density residential development accounts for 129 acres or 5.9% of the community.



Moderate Density Apartment (SWB, Inc.)

LOW-DENSITY RESIDENTIAL

Low-density residential comprises roughly 452 acres or roughly 20.8% of Washburn. This land use refers to parcels of developed residential land that is within the existing public sanitary sewer service area or is within areas planned to be served by public sanitary sewer in the near future.

MODERATE-DENSITY RESIDENTIAL

Moderate-density residential development refers to existing residential buildings with three or more units. It does not include residential apartments above existing commercial uses. This land use comprises roughly 8 acres or 0.3% of Washburn.

UNDEVELOPED COMMERCIAL

There are several undeveloped commercial properties on Bayfield Street and Omaha Street. This land use comprises roughly 2 acres or 0.1% of Washburn.

COMMERCIAL

Commercial uses compromise roughly 40 acres or 1.8% of the community. Commercial uses include retail, restaurants, motels, offices, and similar enterprises. Most existing commercial uses are concentrated along Bayfield Street between 4th Avenue West and 1st Avenue East. However, several existing commercial uses are scattered between existing single-family residences along the west end of Bayfield Street.



Bayfield Street Commercial Uses (SWB, Inc.)

INDUSTRIAL

In the late 1800s through the early 1900s, Washburn had numerous industries along the waterfront. Today, only a few industrial uses exist in Washburn, most notably Washburn Iron Works at 112 East Bayfield Street. Industrial uses comprise only 7 acres or 0.5% of the community. Washburn does not have an existing industrial park.



*Aerial View of Washburn Iron Works at
112 East Bayfield Street
(Washburn Iron Works Website)*

UTILITIES/SERVICE COMMUNITY FACILITIES

Utilities/service community facilities include public works facilities, the water reservoir, the sewage treatment plant, the composting site, and similar uses. Utilities/service community facilities comprise roughly 50 acres or 2.3% of Washburn.

PUBLIC/SEMI-PUBLIC/INSTITUTIONAL

Public/semi-public/institutional uses include City Hall, The Center, the Washburn Cultural Center, Bayfield County government facilities, the Washburn Ranger District office, schools, religious institutions, and cemeteries. It does not include public park, public open space, or the Washburn Marina. Public/semi-public/institutional uses comprise roughly 102 acres or 4.7% of the community. Because it is the County seat, Washburn has a slightly higher percentage of public uses than many other communities do.



Washburn Civic Center (SWB, Inc.)

MARINA

The Washburn Marina accounts for 18 acres or 0.8% of the community. The existing commercial boat storage buildings to the north of the marina are classified as a commercial use and are not included in the marina calculations.



Washburn Marina (SWB, Inc.)

GOLF COURSE

The Lake Superior View Golf Course accounts for 39 acres or 1.8% of the community.

PUBLIC PARK/OPEN SPACE

Public park/public open space, which includes the 200-foot lakefront parkway buffer, accounts for roughly 152 acres or 7.0% of the community. The general benchmark for parkland acreage is 10.5 acres per 1,000 residents. Based on that standard, Washburn has a relatively large amount of parkland for its population, even if one were to subtract the campgrounds in the public parks from the calculations.



Memorial Park (SWB, Inc.)

UNDEVELOPED PUBLIC LAND

Undeveloped public land is public land that is currently undeveloped but may be developed in the future. There are several areas of undeveloped public land in the community. The most significant areas include the land to the north and south of West Holman Lakeview Drive (beyond the 200-foot lakefront parkway buffer) and the area between West Harbor View Drive and West Omaha Street. Other significant areas of undeveloped public land include an area east of the existing cemeteries and an area east of the City's compost site. Undeveloped public land comprises roughly 100 acres or 4.6% of the community.

TABLE 3-1: SUMMARY OF EXISTING LAND USE - 2020

Existing Land Use	Approximate Acres	Percent
Undeveloped Rural Residential/Agriculture	674.01	30.97%
Rural Residential	403.43	18.54%
Undeveloped Low-Density Residential	129.33	5.94%
Low-Density Residential	452.11	20.78%
Moderate-Density Residential	7.52	0.35%
Undeveloped Commercial	2.38	0.11%
Commercial	39.65	1.82%
Industrial	6.58	0.30%
Utilities/Service Community Facilities	50.42	2.32%
Public/Semi-Public/Institutional	101.92	4.68%
Marina	18.49	0.85%
Golf Course	38.55	1.77%
Public Park/Public Open Space	152.03	6.99%
Undeveloped Public Land	99.72	4.58%
Total	2,176.13	100.00%

Source: Northwest Regional Planning Commission

3.4 EXISTING AND POTENTIAL LAND USE CONFLICTS

Residential, commercial, and industrial uses have coexisted for many years in Washburn with relatively little conflict. For example, Bayfield Street (Highway 13) has a mixture of single-family residences scattered among existing commercial uses. In addition, Washburn Iron Works, Inc. has coexisted with adjacent commercial uses on Bayfield Street with little conflict for many years.

Traditionally, communities experience land use conflicts when a more intense use (for example, a commercial or industrial use) produces excessive noise, traffic, odors, or other problems that

adversely affect a less intense use (for example, a residential use). These sorts of conflicts do not appear to be a major problem in Washburn. However, the following describes several land use concerns of note.

EXISTING AND POTENTIAL FUTURE DEVELOPMENT

The City of Washburn owns a significant amount of waterfront property, most of which is public open space. In past years, the City sold part of its land for commercial and residential development. While some in the community appreciate the existing development adjacent to the waterfront, others have expressed concern that the development detracts from the natural character of the area and that it blocks views and public access to the waterfront.

The idea of how to treat the remaining public open space adjacent to the waterfront is one of the most important planning issues facing Washburn. Some people feel that it is important for the City to promote new residential and/or commercial development adjacent to the waterfront as a means to help revitalize the City's economy. Others feel that the waterfront area should remain public open space as a means to protect significant natural resources and maintain the City's quality of life. Some feel that public open space along the waterfront would have an economic benefit for the City. Still others want to see a balance between preservation and future development. Regardless of the various opinions expressed, all agree that the waterfront is a very important part of Washburn. No matter how it is used, the waterfront area has the potential to create conflict or unity. With the development of this Comprehensive Plan update, the City intends to minimize conflicts and maximize the benefits associated with waterfront use.

Commercial Dock

The commercial dock is located at the south end of Central Avenue, three blocks from the City's central business district. The dock serves as one of the last working bulk cargo docks in the Chequamegon Bay. Businesses in the Town of La Pointe on Madeline Island and others in the surrounding community rely on the dock. While the commercial dock does not appear to create significant noise, traffic, or similar problems, the exterior storage associated with the dock visually detracts from the waterfront. To some extent, the existing use of the commercial dock takes away from the quiet character of the existing beach. The City will strive to provide a balance that allows commercial use of the dock but that also incorporates the City's vision for an attractive, public waterfront.



Commercial Dock from the South Central Avenue and South 1st Avenue East (SWB, Inc.)



Boat Storage from West Harbor View Drive (SWB, Inc.)

Existing Marina and Future Marina Enhancements

The Washburn Municipal Marina provides recreation and economic benefits to visitors and residents. However, for some, certain aspects of the marina, especially the existing outdoor boat storage and the existing privately owned boat storage buildings, contribute to an industrial appearance of the marina that is not particularly attractive, nor conducive to public views or access to the waterfront. As a result, the City tries to balance the functional needs of the marina with the public's desire for an attractive and accessible waterfront.

Bayfield County Highway Department Facility

The Bayfield County Highway Department has a facility along Central Avenue south of Bayfield Street. Central Avenue provides prime views and access to Lake Superior and to the Washburn Marina. While this facility does not create excessive noise, traffic, or similar problems, the exterior storage associated with this use visually detracts from the waterfront. In addition, the City believes that this area is more suited for a mixture of commercial, residential, and public open space use, than it is for public works or industrial type uses. The City of Washburn and Bayfield County have cooperatively explored options to address this situation. In spite of the County's investment in the existing Highway Department facility, there is strong community support for the County to move the facility. The City and County will work to resolve or improve this situation. For example, in the short term, the City and County will work together to explore ways to consolidate, relocate, or screen existing exterior storage.

Other Potential Conflicts

There are also existing and potential future conflicts between existing land uses and the transportation system. For example, motorized trail use adjacent to Holman Lakeview Drive may conflict with existing and potential future development adjacent to Holman Lakeview Drive. Also, potential land use conflicts might arise as infill development and redevelopment occurs, particularly in areas where there are existing or planned mixed uses.

3.5 LIMITATIONS FOR FUTURE DEVELOPMENT

Several factors may limit future development in Washburn. Natural features can, or at least should, limit where and how future development occurs. For example, new development should not adversely affect wetlands, floodplains, creeks, ravines, coastal areas, steep slopes, prime agricultural soils, and other significant natural resources. Refer to Chapter 7: Natural, Cultural, and Agricultural Resources for additional information. Future development may also be limited in areas where the City cannot readily or cost effectively provide community services and utilities. Refer to Chapter 6: Utilities and Community Facilities for additional information. Finally, the City's vision may guide the type and location of future development. For example, the City has expressed a desire to maintain public access and views to Lake Superior, thereby guiding the type and amount of development that could occur close to Lake Superior.

3.6 LAND SUPPLY, DEMAND, AND APPROXIMATE PRICE

Washburn has a relatively large amount of vacant or undeveloped land, much of which is located in the existing urban service area. As discussed earlier, some available land is not well suited for certain types of future development. In addition, some land is in higher demand, and consequently more valuable, than other land. For example, waterfront property, or property with good views of Lake Superior, is in high demand. Nevertheless, the supply of available residential, commercial, industrial, and agricultural land in Washburn far exceeds the anticipated demand for future general development, at least through the year 2041.

Many factors affect the price of land, including location, zoning, interest rates, and development constraints. At best, it is possible to give a general picture of land prices in Washburn by analyzing Bayfield County's assessed land values, and by reviewing recent real estate listings and transactions. In September 2021, there were 21 single-family residences on the market that had asking prices from \$65,600 to \$2.1 million.

In September 2021, there were also multi-family residential and commercial properties for sale. A duplex in Washburn had an asking price of \$199,900. A 0.4 acre commercial property with a building on Bayfield Street had an asking price of \$194,000. A similar commercial property on

had an asking price of \$189,000. A quarter-acre commercial property on Bayfield Street had an asking price of \$164,900.

Again, at best, it is possible to give a general picture of land prices in Washburn. One can also review Bayfield County records online to determine assessed land values in Washburn. However, it should be noted that the assessed value is generally considerably lower than the market value of land.

3.7 DEVELOPMENT AND REDEVELOPMENT OPPORTUNITIES

Many development and redevelopment opportunities exist in Washburn. The following provides a brief overview of the major opportunities. Refer to Chapter 4: Waterfront Plan for additional information.

BAYFIELD STREET REDEVELOPMENT AND INFILL DEVELOPMENT

Numerous vacant lots and sporadic, isolated, commercial uses are scattered along Bayfield Street. Some buildings are vacant, and some are in disrepair. However, there are significant opportunities to improve this situation by promoting a strong, vibrant commercial core along Bayfield Street between 3rd Avenue West and 1st Avenue East. Vacant lots in this area are prime candidates for infill development. Existing, isolated commercial developments on the outskirts of the City could potentially relocate to this downtown core, thereby promoting a strong synergy between businesses and providing a more compact, pedestrian-oriented downtown that is consistent with the City's vision.

Existing highway commercial uses in this area (for example, a building materials store and an auto repair shop), could potentially relocate adjacent to the downtown core. Bayfield Street is the primary commercial area in Washburn, and it is the most visible area in Washburn. Enhancing the appearance and function of the uses along Bayfield Street would have a significant, positive impact on Washburn.



Typical Infill Development Opportunity on Bayfield Street (SWB, Inc.)

OMAHA STREET EAST AND CENTRAL AVENUE SOUTH

There are roughly 15 acres of publicly owned land south of Omaha Street East between 2nd Avenue West and Central Avenue South that could be developed or redeveloped. The Bayfield County Forestry Department uses roughly 1.5 acres of this land for its facilities.

Check ownership status However, Bayfield County and the City have cooperatively discussed opportunities to relocate the Forestry Department facilities in order to open this area up to redevelopment. Because this area is adjacent to the downtown core discussed above, it presents a prime opportunity for a mixed use development that would give people the opportunity to live, work, and play in a relatively compact setting.



Development Opportunity adjacent to Omaha Street East (SWB, Inc.)

NORTH OF WEST HOLMAN LAKEVIEW DRIVE

The area north of West Holman Lakeview Drive from 8th Avenue West to South Washington Avenue may present some opportunities for development. In 2006, this land was public open space and the community expressed mixed opinions on the preferred future use of this land. The property has excellent views of and access to Lake Superior, but a three-phase power line that runs through the center of the property would have to be buried or relocated before this property could be developed. Refer to Chapter 4: Waterfront Plan for more information on this property.



Holman Lakeview Drive (SWB, Inc.)

3.8 GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for land use. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions intended to accomplish the stated objectives.

Goal: Washburn's land use pattern promotes a strong, sustainable economy; respects natural resources; and meets human needs fairly and efficiently.

Objective 3.1: Use land in a manner that promotes a strong, sustainable economy.

Policy 3.1.a: Minimize infrastructure and community services costs by encouraging development and redevelopment in areas currently served by municipal services.

Policy 3.1.b: Promote well-planned, mixed-use development in the downtown core.

Policy 3.1.c: Protect existing agricultural areas and other economically productive areas in the City.

Objective 3.2: Use land in a manner that represents and values our natural, cultural, coastal, and agricultural resources.

Policy 3.2.a: Recognize that significant natural, cultural, and agricultural resources (especially coastal resources) in Washburn contribute significantly to the City's high quality of life and to the economy of Washburn. Consequently, develop a plan to identify, protect, and enhance these resources.

Policy 3.2.b: Promote infill development and redevelopment on suitable land in the existing urban service area.

Policy 3.2.c: Encourage cluster development, conservation design, or other techniques that minimize adverse impacts on significant natural, cultural, and agricultural resources.

Policy 3.2.d: Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.

Policy 3.2.e: Minimize damage to life, property, and resources by prohibiting, avoiding, or limiting development on steep slopes.

Objective 3.3: Use land in a manner that meets human needs fairly and efficiently.

Policy 3.3.a: Continue to provide an opportunity for the public to be involved in land use decisions.

Policy 3.3.b: Ensure that the city has adequate and appropriate land to meet the city's housing needs, including affordable and temporary housing.

Policy 3.3.c: Balance the need to guide land for private development with the community's social and cultural needs for public open space, parks, community facilities, and other uses that are important for maintaining and enhancing a high quality of life in Washburn.

Policy 3.3.d: Promote compatible and harmonious land uses.

Policy 3.3.e: Require buffers (vegetation, fences, etc.) between certain land uses to minimize the impact of one use upon another, such as commercial adjacent to residences. These buffers shall not inhibit pedestrian circulation, connectivity, access, and wayfinding.

Policy 3.3.f: Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal and utility costs.

Policy 3.3.g: Require visual vegetative buffers between development and main entrance corridors into the City. These buffers shall not inhibit pedestrian circulation, connectivity, access, and wayfinding.

3.9 LAND USE PLAN

This section summarizes and expands on the concepts and actions discussed in the inventory and analysis section, and the goals, objectives, and policies section of this chapter. This Land Use Plan strongly promotes development and redevelopment in all areas of the City. The City may consider logical and reasonable extension of public sanitary sewer into any area if the City finds it is in the best interest of the community. Higher density developments not on City utilities will be required to connect to water and sewer utilities.

3.10 OVERVIEW OF FUTURE LAND USES

The following provides an overview of the future land uses designated on the Land Use Plan (Map 3-2).

RURAL RESIDENTIAL/AGRICULTURE

The rural residential/agriculture land use designation guides land for single-family residential use and limited agricultural use in the rural areas of the City not served by public sanitary sewer. To help preserve natural resources, rural character, and agricultural production (including grazing and forestry), rural residential/agriculture parcels will have an area of at least four acres. However, most existing parcels in this area are at least ten acres, which is more consistent with rural residential and agriculture uses. This land use designation provides an area for residents that wish to live in a rural, natural setting within the city limits of



Rural Residential / Agriculture Land Adjacent to County Highway C (SWB, Inc)

Washburn. It also provides an area for future growth that the City may not reasonably be able to accommodate within the existing urban areas of the community.

LOW-DENSITY RESIDENTIAL

The low-density residential land use category includes those areas of the City where single-family residences are the predominate land use, along with compatible uses including parks, worship facilities, schools, nursing homes, and other similar public or semi-public uses that can be sensitively integrated into residential neighborhoods. Most new development in this area will be served by public sanitary sewer. Those uses not on public sanitary sewer will be at least 1.5 acres.



Existing Low Density Urban Residential (SWB, Inc.)

MODERATE-DENSITY RESIDENTIAL

The moderate density residential land use category includes a variety of housing types including single-family residences, duplexes and twin homes, and multi-family housing. Other compatible land uses include parks, worship facilities, schools, nursing homes, and other similar public or semi-public uses that can be sensitively integrated into residential neighborhoods.



Existing Moderate Density Housing (SWB, Inc.)

WATERFRONT RESIDENTIAL

The waterfront residential land use designation is found exclusively along Lake Superior. Given the proximity of the district to the lake. It is especially important that the City protect shoreline vegetation within 35 feet of the lakefront. Land uses in this area will consist of resorts, single-family homes, duplexes and twin homes, and multi-family projects. Because public sanitary sewer is not currently available throughout the entire area, extensions will be needed to accommodate higher density projects. As a general rule, new multi-family projects will not exceed 5 dwelling units per acre. The City may on a case-by-case basis consider higher densities when the developer presents an exceptional project that exceeds minimum requirements for protecting natural resources. New lots that are not served by public sanitary sewer will have a minimum lot size of 1.5 acres.

COMMUNITY GATEWAY

The community gateway land use designation includes the area along Bayfield Street. Single-family residences are the predominant existing use in this area, but there are several existing commercial uses interspersed among the single-family residences. The comprehensive plan envisions that this area will continue to provide predominantly single-family residential uses, but it also envisions low-intensity commercial uses that are visually and functionally compatible with the existing neighborhood character. This designation encourages high-quality design for the land uses surrounding the Bayfield Street (STH 13) corridor to create a gateway that presents a positive image of the community for residents, businesses, and visitors.

HIGHWAY COMMERCIAL/RESIDENTIAL MIX

The highway commercial/residential mix land use designation includes the area along Bayfield Street from 4th Avenue to 8th. This designation is intended to accommodate primarily highway commercial uses including auto repair shops, car washes, gas stations, grocery stores, building materials stores, and other commercial uses that in increased numbers, are inconsistent with the intent of the downtown core. Although this land use designation can also accommodate uses like offices, restaurants, and galleries, where feasible, those uses will ideally be located in the downtown core. Existing single-family residences are acceptable uses in this area. However, care will be taken to ensure the compatibility of highway commercial uses with existing single-family residential uses.

DOWNTOWN CORE

The Land Use Plan promotes the “downtown core” area as the heart (or core) of Washburn. It includes shopping, restaurants, entertainment, offices, museums, services, and government facilities. The upper levels of commercial uses may include residential uses. It is intended to be an attractive, compact, pedestrian-oriented area. This area will have pedestrian and visual connections to the waterfront where feasible. Infill development and building and streetscape enhancements are encouraged in this area. Existing uses including filling station, auto repair shops, funeral homes, lumber yards, grocery stores, and industrial uses which in larger numbers would be contrary to the intent of the downtown core, in their current numbers contribute to the economic vitality of the area and should be retained.



Downtown Core (SWB, Inc.)

WATERFRONT MIXED USE

The comprehensive plan recognizes Washburn’s desire to reinforce the waterfront character of the community and to provide a vibrant economic environment. The waterfront area connecting East Omaha Street/Harbor View Drive is currently underutilized and represents a significant opportunity for community revitalization due to the available developable parcels of land, direct water access and exceptional views of Chequamegon Bay. This designation seeks to maintain existing water-related uses along the lakeshore while promoting mixed-use development which encourages private investment, promotes tourism, and increases the community tax base. Mixed-use is defined as a creative and cohesive blend of varied residential and non-residential land uses which are highly compatible with the existing character of the waterfront area. Mixed-use development proposals which integrate creative public use are strongly encouraged.

INDUSTRIAL

The industrial land use designation identifies those areas where manufacturing and similar uses are acceptable. Industries that exhibit a high degree of environmental responsibility are preferred. All new industrial uses must be served by sanitary sewer.



Washburn Iron Works, Inc. – Existing Industrial Use (SWB, Inc.)

WATERFRONT OPEN SPACE

The waterfront open space land use designation exclusively includes lands in public ownership along Lake Superior. These lands are reserved for open space purposes and may include public facilities for recreation and utilities.



Public Open Space along the Waterfront (SWB, Inc.)

MARINA

The Land Use Plan guides the existing marina for continued marina use with expansion. Refer to Chapter 4: Waterfront and Coastal Resources and Chapter 6: Utilities and Community Facilities for additional information.

3.11 STAGED GROWTH

The Land Use Plan strongly promotes private development and redevelopment in all areas of the City with the exception of lands currently designated as waterfront space along Lake Superior. The City may consider logical and reasonable extension of public sanitary sewer into any area if the City finds it is in the best interest of the community.

WASHINGTON AVENUE OVERLAY DISTRICT

The future land use map (Map 3-2) identifies an area along Washington Avenue that is currently dominated by single-family residences and a variety of public and semi-public uses including worship facilities, schools, and government offices, but which in the future could include professional offices and similar uses. This area is seen as the logical growth area for future business growth (but not retail businesses), after the existing commercial land use areas are developed. All future development in this area will need to be consistent with the established residential character. This area is shown on the future land use map as a placeholder and will only go into effect when this plan is amended to formally establish the land use designation.

3.12 SUSTAINABILITY

As discussed in Chapter 2: Issues and Opportunities, sustainability is an overarching principle of this Comprehensive Plan. The Land Use Plan helps set the framework for implementing sustainable concepts. For example, at one time the waterfront was viewed as an economic commodity whose primary purpose was to support industry. Little thought was given to the impact such development would have on the waterfront's natural and cultural resources. This sole economic view of the waterfront did not prove to be sustainable. Most industries on the waterfront folded.

The Land Use Plan, in contrast, acknowledges that the waterfront holds economic value, but that the social and natural resources components of the waterfront are equally as important. It promotes parks and open space, trails, a marina, and other water-oriented uses that respond to the social needs and desires of the community. It also promotes development that respects natural resources and processes. It recognizes that if the natural resources component of the waterfront is damaged, the cultural and economic components of the waterfront (and the City as a whole) will be negatively affected.

Sustainable development does not preclude commercial or industrial uses. Rather, it requires that all types of development be carried out in a way that minimizes harm to the natural environment, and if possible, improves ecological conditions. Sustainability extends beyond land

use itself and guides decisions such as construction practices, building materials, and energy consumption. Thus, sustainability applies to all types of land use. Sustainability also refers to the social environment. A sustainable community is one that meets the social needs of its population. It encompasses social supports such as health care, life-long educational resources, appropriate housing, and livable wage employment opportunities.

The Comprehensive Plan is only a beginning step for implementing sustainable concepts. The City will continue to expand and refine the sustainable concepts discussed throughout this Plan.

Map 3-1: Existing Land Use

Map 3-2 Future Land Use

4. WATERFRONT AND COASTAL RESOURCES

4.1 INTRODUCTION

Washburn's waterfront is perhaps the City's most defining quality. This chapter provides an analysis of Washburn's waterfront and coastal resources. It also describes goals, objectives, policies, maps, and programs that will help Washburn enhance and sustain its waterfront and coastal resources.

4.2 Natural Resources

LAKE SUPERIOR

The clean and clear water of Lake Superior is one of the region's most important natural resources. Residents and visitors enjoy the beauty and recreation opportunities that the lake offers. Yet, the City of Washburn and other government agencies must address several lake related issues to ensure Lake Superior remains a strong asset to Washburn and the region.



Washburn Waterfront (SWB, Inc.)

Lake Superior's water is relatively clean and clear, yet high levels of PCBs and mercury have prompted fish consumption advisories. PCB levels in the lake have been dropping since they were banned in 1976, but PCBs are still found in the lake and care must be taken to ensure that no new PCBs make their way into the lake. Most of the mercury deposited in Lake Superior likely comes from coal burning power plants and mining operations. Reducing mercury levels involves a strong international effort. In recent years, good progress has been made in reducing mercury levels, but much work still needs to be done.

On a regional level, improperly managed stormwater runoff adversely affects the water quality of Lake Superior and Chequamegon Bay in particular. The red clay soils in the region are highly susceptible to erosion. During the spring thaw and heavy rains, runoff washes these soils into the bay causing the water to be turbid and adversely affecting coastal plants, fish, and water quality. Stormwater runoff also carries fertilizers, pesticides, oils, and other pollutants into the bay. Proper stormwater management reduces and treats runoff so that the water entering the bay is cleaner. If pollution from runoff is to be reduced, Washburn and neighboring jurisdictions in the Chequamegon Bay Watershed must be diligent in preparing and implementing best management practices for stormwater runoff.

Washburn's wetlands, creeks, and ravines contribute to the water quality of Chequamegon Bay. In particular, wetlands help filter runoff before it enters the lake. Refer to Chapter 7: Natural, Cultural, and Agricultural Resources for a more detailed discussion of Washburn's wetlands, creeks, and ravines.

The water level of Lake Superior fluctuates naturally due to rain and snowfall, which varies widely from season to season and year to year. In 2007, lower water levels were recorded, and in 2019 recorded high water levels were recorded. While Washburn has a relatively deep harbor compared to Ashland, extremely high or extremely low water levels could potentially hurt Washburn's commercial dock and the marina.

COASTAL EROSION AND SEDIMENTATION

Coastal areas are susceptible to erosion and sedimentation, which can adversely affect plants, fish, water quality, recreation activities, and the stability of structures near coastal bluffs. Some erosion and sedimentation occur naturally, but poor development practices can magnify erosion and sedimentation problems. Consequently, Washburn should coordinate with other government agencies to implement measures to reduce erosion and sedimentation hazards in the City and region.

The mouth of Thompson Creek can fill with sediments. While some sedimentation is natural, the City, landowners, and developers in the Thompson Creek watershed should strive to implement measures that will reduce sedimentation where possible.

Bluffs are also susceptible to erosion. Stormwater runoff and/or structures too close to the edge of a bluff can potentially destabilize a bluff and cause massive slumps. For the most part, structures in Washburn appear to be setback a reasonable distance from the edge of bluffs. Bluffs in the northeast coastal area of the City tend to have rock outcroppings and a good covering of native vegetation that help stabilize the bluffs (see side photo). However, bluffs in the central coastal area tend to have clay soils with very little native vegetation at the top of the bluffs. As a result, signs of erosion are evident on some parts of these bluffs, including along the shoreline at the City's Memorial Park.

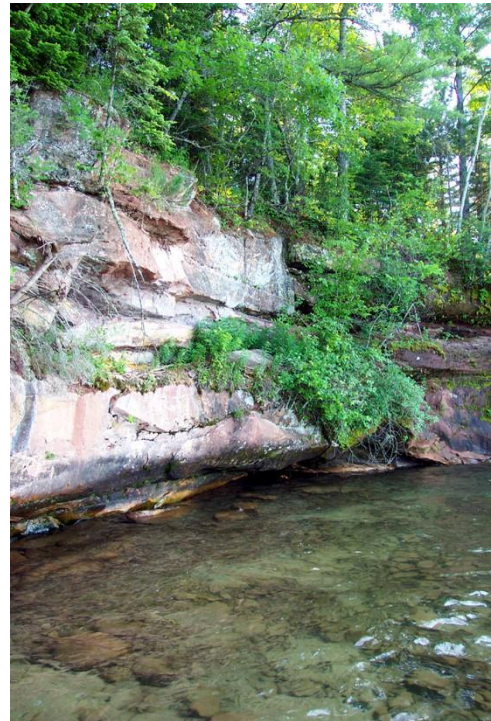
Again, some degree of erosion and sedimentation occurs naturally. However, where possible, the City, landowner, and developers should implement measures that will reduce erosion and sedimentation.

COASTAL PLANTS AND ANIMALS

The Chequamegon Bay area contains natural features that are unique to the Great Lakes region. The Natural Heritage Inventory identifies that Bayfield County is home to 119 plant and animal species and 39 natural communities of special concern. While not all of these species and natural communities are present in Washburn, Washburn's land use decisions can enhance or adversely affect existing and future plant and animal communities within Washburn and the surrounding area.



Mouth of Thompson Creek (Bayfield County ShoreViewer)



Vegetated Bluff in Northeast Coastal Area of Washburn (SWB, Inc.)



Top of Bluff in the Central Coastal Area of Washburn next to the Marina showing Signs of Erosion (SWB, Inc.)

In the early 1800s, a mixture of white pine, white spruce, balsam fir, paper birch, poplar, quaking aspen, and white cedar dominated Washburn's coastal area. Today, native plant species still dominate the northeast and southwest coastal areas in Washburn. However, the central coastal area from the commercial dock to Thompson's West End Park is mostly devoid of significant stands of native trees. The central coastal area was originally cleared in the 1800s for industrial development and the railroad. Presumably, parts of this area remain relatively open to accommodate redevelopment and to maximize views of the lake. However, signs of succession are beginning to occur as quaking aspens and other trees are slowly establishing themselves in parts of the area that are not mowed or maintained.

Native coastal vegetation provides many benefits. Vegetative buffers along the shoreline and adjacent to creeks and ravines help reduce erosion and filter sediments and pollutants. Vegetation also helps maintain the integrity of the bluffs along the waterfront. While non-invasive, non-native plant species may be used in coastal areas, native vegetation has the advantage of being well adapted to the soils, climate, and other local conditions. Native plant species typically require less maintenance than non-native species. Vegetation, particularly native vegetation, provides important habitat for coastal animal species. Vegetation also helps screen and enhance views. Enhancing and maintaining coastal vegetation is a very important part of a coastal management plan.

Plants and animals that are not native to the habitat they are found in are considered invasive species. Because they are not native, they have little or no predators or competition to keep their numbers in check. As a result, they often flourish to the extent that they severely damage or destroy native species. Once established, invasive species are difficult to control and eliminate.

In the City, Eurasian watermilfoil has been found in Washburn's harbor and in Chequamegon Bay. Eurasian ruffe, an invasive fish, has been found at the coal dock. In 2018, non-native phragmites was located in the sludge reed bed system at the City Wastewater Treatment Plant, but all non-native plants have since been eradicated and replaced by a native species. Invasive plants targeted for removal and control in Washburn's Lakeshore Parkway include common buckthorn, common tansy, Eurasian honeysuckle, garden valerian, ornamental silvergrass, and purple loosestrife. Populations of Japanese and giant knotweeds have been located along Highway 13. In the summer of 2021, creeping jenny was located along the Waterfront Trail.

Besides adversely affecting native species, invasive species can severely damage the economic and recreational value of the City's coastal resources. As invasive species become more established, the cost of controlling them becomes greater. Once established, invasive



Native Vegetation in the Northeast Coastal Area of Washburn (Bayfield County ShoreViewer)



Lack of Native Vegetation in the Central Coastal Area of Washburn (Bayfield County Shore Viewer)



Purple loosestrife growing in Washburn's Coastal Area (SWB, Inc.)

species can have a devastating effect on recreation and tourism, including fishing and boating. Therefore, the City should work diligently with appropriate agencies to reduce invasive plant and animal species.

VIEWS TO AND FROM THE LAKE

Several areas in Washburn provide good views of Lake Superior. Perhaps the best public views of the lake are from the Lakefront Parkway and Walking Trail, Thompson's West End Park, Memorial Park, and the marina. West Holman Lakeview Drive and West Harbor View Drive run parallel to the lake and provide good views in several (but not all) locations. In addition, many of the roads that run perpendicular to the lake (most notably Washington Avenue and Central Avenue) provide nice glimpses of the lake. Several private properties, including properties near the waterfront and properties in the higher elevations of the city, also have excellent views of the lake.



Good View of the Lake and Marina from the Lakefront Parkway and Walking Trail (SWB, Inc.)

Unfortunately, in certain areas of the city, existing development blocks views (or diminishes the quality of views) of Lake Superior. For example, the commercial dock, the Bayfield County Highway Department stockpiles, and the boat storage facilities near Central Avenue give the waterfront in this area an industrial appearance. Native plantings and other landscaping in this area could enhance views of lake while screening unattractive uses. To some extent, trees can block views of the lake, but tree branches can be selectively pruned in areas where views of the lake are desired.



View from Harbor View Drive of the Back of the Boat Storage Buildings with a Glimpse of the Lake in the Background (SWB, Inc.)

Most people that come to Washburn do so via Bayfield Street. However, it is virtually impossible to see the lake from Bayfield Street (State Highway 13).

Furthermore, few cues direct people to the lake from Bayfield Street. As a result, the lake is hidden from tourists and passersby that may be unfamiliar with Washburn. Washburn would benefit by providing better visual and functional connections to the lake from Bayfield Street.

Although people often emphasize the need to provide good views of the lake, people should also recognize that views from the lake are important too. Building height and style, utility towers, and vegetation greatly affect the appearance of Washburn from the lake. As stated earlier, there is a lack of trees in the central coastal area of Washburn. While some may feel the lack of trees promotes views of the lake, others may feel the lack of trees in this area adversely affects the views from the lake and from the Lakefront Parkway and Walking Trail. The City should implement strategies to protect and enhance views to and from Lake Superior.

ACCESS TO THE LAKE

Public access to Lake Superior is important to the residents of Washburn. Fortunately, the City of Washburn comprises nearly 4 square miles of the Lake Superior Basin, including 4 miles of Chequamegon Bay lakeshore. Making up the bulk of the public lands are Thompson's West End Park, Memorial Park, and Lakefront Parkway and Walking Trail (which extends from Thompson's West End Park and Campground to the City's Athletic Fields). These parks and trails provide numerous recreation and cultural opportunities for residents and visitors. Refer to Chapters 5 and 6 for additional information about the waterfront trails and park. Access to the waterfront is relatively easy. Parking areas exist in the parks and key locations along the walking trail. Much of the walking trail is ADA accessible. Parts of the trail branch off and bring people to beaches that line the waterfront. A snowmobile/ATV trail runs along the former railroad right-of-way and provides access to the waterfront. Washburn's waterfront can also be accessed by boat. Public boat ramps exist at Thompson's West End Park and Washburn Marina.

Although Washburn has a relatively large amount of public waterfront property, there is little connection or synergy between the waterfront and the downtown businesses on Bayfield Street. Again, Washburn would benefit by providing better connections between the downtown and the water.

4.3 CULTURAL RESOURCES

The Lakefront Parkway and Walking Trail does an excellent job of preserving and telling the history of the waterfront. Remnants and interpretive signs help residents and visitors learn about Washburn's past. Washburn also has numerous events including Book Across the Bay, Superior Vistas Bike Tour, and the Brownstone Community Block Party. Yet more can be done to bring people to the lake and connect them to this valuable resource. Refer to Chapter 6 and 7 for additional information regarding cultural resources.



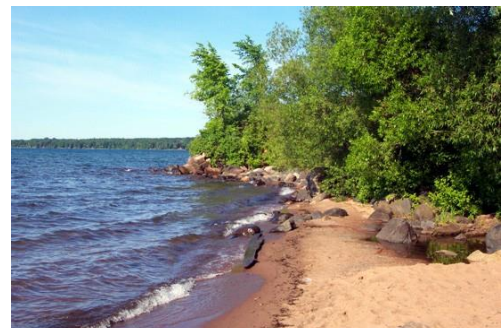
Interpretive Sign along the Lakefront Parkway and Walking Trail (SWB, Inc.)

4.4 EXISTING WATERFRONT DEVELOPMENT

The following provides an overview of existing development in the waterfront area. Refer to other chapters in the Comprehensive Plan for additional information.

PUBLIC PARKS AND OPEN SPACES

Memorial Park, Thompson's West End Park, and the Lakefront Parkway and Walking Trail make up the bulk of Washburn's waterfront. These parks and open spaces provide tremendous recreation opportunities for residents and visitors. Refer to Chapter 6 for additional information.



One of Several Secluded Public Beaches along Washburn's Waterfront (SWB, Inc.)

WASHBURN MARINA

The Marina is located three blocks from the City's commercial district at the foot of Central Avenue, just west of the commercial dock. The Marina is full-service, with 138 slips and 5 transient slips, dockage with electric and water hook-up, boat launch, outdoor boat storage, store, petroleum sales, 150-ton travel lift, fish cleaning station, covered picnic shelter, restrooms and shower facilities, lounge, and repair facilities for most pleasure and smaller commercial craft.

The Harbor Commission identifies the following proposed enhancements to the marina:

- Landscaping/aesthetic improvements as practical for operations, improve appearance of main entrance area
- Build enhancements to/better delineate lakefront trail
- Relocation of lakefront trail
- Construction of additional 5-8 transient slips on pier 4
- Repair and expansion of parking areas
- Asphalt Central Avenue down to beginning of Coal Dock; delineate parking in that area; add riprap along shoreline
- Provide ADA compliant dock/lift facilities to pier(s)
- Expand boat storage facilities

Refer to the Harbor Commission's Strategic Plan for additional information.

COMMERCIAL DOCK

The City's commercial dock is one of the last working bulk cargo docks on Chequamegon Bay. The dock serves an important function and provides economic benefits.

COUNTY FACILITIES

The Bayfield County Highway Department has a facility on Central Avenue, which leads to the waterfront. While the facility does not create excessive noise, traffic, or similar problems, the exterior storage associated with these uses visually detracts from the waterfront. In addition, the City believes that this area is more suited for a mixture of commercial, residential, and public open space use, than it is for public works or industrial type uses. In spite of the County's investment in the existing Highway Department facility, there is strong community support for the County to move the facility. The City and County will work to resolve or improve this situation. For example, in the short term, the City and County will work together to explore ways to consolidate, relocate, or screen existing exterior storage.



Bayfield County Highway Department Storage and Stockiles (SWV, Inc.)

RESIDENTIAL AND COMMERCIAL DEVELOPMENT

Lakeshore residential development exists in the northeast and southwest corners of Washburn. A few lakeshore residential properties exist just south of the Athletic Fields Complex. Most existing residential development near the waterfront is adjacent to the Lakefront Parkway and Walking Trail. These residences do not have private access to the lake, but they have good views of the lake and good access to the Lakefront Parkway and Walking Trail. Several commercial uses exist near the waterfront. A motel and a restaurant overlook the marina and the Lakefront Parkway and Walking Trail. Commercial boat storage facilities are located adjacent to the marina.



Residences adjacent to the Lakefront Parkway and Walking Trail (SWB, Inc.)

The existing residential and commercial developments near the Lakefront Parkway and Walking Trail, as well as the commercial boat storage facilities, do not appear to create excessive noise, traffic, or similar problems. However, some argue that the building and site design of these developments should relate better to the waterfront. This suggests that site and building design guidelines may be beneficial for properties near the waterfront.



Commercial Development adjacent to the Lakefront Parkway and Walking Trail (SWB, Inc.)

VACANT CITY LAND

The City of Washburn owns four tracts of vacant land near the waterfront. These areas have the potential for commercial and/or residential use as well as public recreation use. Alternatively, some or all of these tracts could be left in an undeveloped state. Residents have expressed a variety of opinions on the best use of these areas. Regardless of how they are used, these areas hold tremendous value for the future of Washburn.

4.5 WATERFRONT ISSUES AND OPPORTUNITIES

The City of Washburn developed and grew because of its waterfront. In the late 1800s and early 1900s, the value of the waterfront was tied to its ability to process and ship the area's natural resources. Although the waterfront industries of the past are no longer present, the waterfront is as important to Washburn today as it was in the late 1800s and early 1900s. Today, the waterfront holds tremendous economic value, but its economic value is now closely integrated with the natural and social values of the waterfront.



Vacant City Land North of Harbor View Drive (SWB, Inc.)

4.6 GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for its waterfront. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions intended to accomplish the stated objectives.

Goal: Washburn's waterfront promotes a strong and sustainable economy, preserve, protect, and/or enhances natural resources, and provides public access and recreation opportunities to residents and visitors.

Objective 4.1: Use land in the waterfront in a manner that promotes a strong and sustainable economy.

Policy 4.1.a: Enhance and continue to develop the Washburn Marina and the commercial dock.

Policy 4.1.b: Promote economic development near the waterfront for a well-planned, mixed-use development.

Policy 4.1.c: Promote and enhance public access and use of the waterfront.

Policy 4.1.d: Promote tourism and strengthen the connection of the downtown area to the waterfront.

Policy 4.1.e: Encourage Bayfield County to enhance the function of the Highway Department facilities

Objective 4.2: Preserve and enhance the waterfront's natural resources.

Policy 4.2.a: Implement best management practices to reduce erosion and sedimentation.

Policy 4.2.b: Work to control invasive plant and animal species.

Policy 4.2.c: Manage the landscape along the waterfront to preserve, protect and/or enhance the viewshed.

Policy 4.2.d: Establish performance standards to manage urban runoff.

Policy 4.2.e: Ensure that all city-owned properties and city-operated facilities meet or exceed current environmental standards regarding erosion control, shoreline protection, and pollution prevention.

Objective 4.3: Provide public recreation opportunities and public access to the waterfront.

Policy 4.3.a: Develop and implement a plan for the public open space next to the commercial dock. Explore ways to link the public open space to the Athletic Fields Complex.

Policy 4.3.b: Work with various organizations and government agencies to promote waterfront events that meet the needs of residents and that help promote economic development.

Policy 4.3.c: Explore opportunities to provide additional community gathering space and events facilities along the waterfront.

4.7 WATERFRONT AND COASTAL RESOURCES PLAN

This section summarizes and expands on the concepts and actions discussed in the inventory and analysis section, and the goals, objectives, and policies section of this chapter. It presents an illustrative concept of the waterfront area that includes a mixture of commercial and residential development, preservation and enhancement of significant natural resources, and promotion of social and cultural activities.

The Waterfront and Coastal Resources Plan is a general plan that conveys the City's vision for the waterfront. The City will prepare detailed plans before implementing specific parts of this Plan. For example, the Plan shows proposed enhancements to the marina, but the City will need to prepare detailed plans for the proposed enhancements. The Waterfront and Coastal Resources Plan presents a framework that will guide future planning efforts.

In general, the Plan promotes mixed-use development in the Central Avenue/Omaha Street area and it considers possible mixed-use development north of West Holman Lakeview Drive. The Plan also strongly promotes protecting and enhancing the natural resources associated with the waterfront, and it promotes public recreation opportunities and public access to the waterfront. The following sections describe each of these aspects of the Plan in more detail.

MIXED-USE DEVELOPMENT IN THE CENTRAL AVENUE/OMAHA STREET AREA



Central Avenue from Bayfield Street to West Omaha Street

Although Bayfield Street and West Omaha Street are nearly one-half mile from the shore of Lake Superior, the Plan emphasizes the need to improve the connection between the downtown area and the waterfront. The overall objective is to provide an attractive downtown business district that relates to the waterfront.

Key elements of the Plan include the following:

- Promote the downtown area along Bayfield Street as the heart of the business community. Encourage enhancement to existing buildings, infill development that relates to the existing character of the downtown, and streetscape enhancements that improve the function and appearance of the downtown. Develop attractive directional signs that guide people to the waterfront.
- Develop Central Avenue into a parkway with pedestrian walks and plantings to beautify the area and frame views of the lake. Enhance other streets that lead from Bayfield Street to the lake with pedestrian walks and plantings as well.
- Explore opportunities to provide additional public parking and potentially a transit center (or node) that would help encourage infill development along Bayfield Street. The transit center (or node) could also be used as a park and ride lot and could provide an area for charter buses.
- Provide attractive and functional pedestrian walks that lead south from Bayfield Street to the waterfront. In addition, provide connections to an enhanced multi-modal trail and parkway that runs along the former railroad right-of-way.
- Strive to bury the existing three-phase power line in the former railroad right-of-way. However, the Plan can be implemented without burying the power line.
- Work with Bayfield County to relocate the existing Forest Department facilities.
- Promote commercial development at the intersection of West Omaha Street and Central Avenue and the intersection of West Omaha Street and Second Avenue West.



Central Avenue from West Omaha Street to West Harbor View Drive

The Plan envisions mixed-use development south of West Omaha Street and north of West Harbor View Drive (see Figure X). This would give people an opportunity to live, work, and shop in an area that has convenient access to the amenities of the waterfront. Key elements of the Plan include the following:

- Promote mixed-use development that provides commercial uses at the street level with residential uses above. Typical commercial uses could include artist studios, graphic designers, architects, attorneys, dentists, gift shops, and coffee shops.
- Promote design guidelines or standards to guide development in a manner consistent with the vernacular architecture of Washburn. Promote sustainable building designs. Figure 4-5 shows an illustrative concept of how the buildings may appear.
- Promote sustainable site design that incorporates native plantings and low impact stormwater design techniques.
- Promote pedestrian-oriented development. Provide parking behind buildings, rather than in front of the buildings.
- Explore the possibility of developing a public pedestrian mall that would help connect Bayfield Street to the waterfront. The pedestrian mall could be used for art shows, displays, and community events.
- Work with Bayfield County to provide an attractive and effective landscaped screen between the Highway Department facilities and Central Avenue.
- Encourage development of this area as a master planned neighborhood, rather than allowing the area to develop piecemeal without a coordinated master plan.



South of West Harbor Drive and North of the Marina

The Plan envisions mixed-use development south of West Harbor View Drive (see Figure X). It also envisions the expansion and enhancement of the commercial boat storage facilities associated with the marina. Key elements of the Plan include the following:

- Promote mixed-use development on the south side of West Harbor View Drive, similar to the proposed mixed-use on the north side.
- Continue the public pedestrian mall from the north side of West Harbor View Drive to the Lakefront Parkway and Walking Trail. Provide a public pavilion at the intersection of the pedestrian mall and the walking trail. Enhance the native plantings along the trail and lakeshore.
- Construct a municipal boat storage building, possibly west of the existing privately owned boat storage buildings. Develop and implement design guidelines and standards for the storage buildings and surrounding site.
- Work with Bayfield County to provide an attractive and effective landscaped screen between the Highway Department facilities and Central Avenue.
- Work with Bayfield County and the VFW to relocate the VFW facilities to another area. Shift First Avenue East to the north to allow development of a public park on the waterfront. Develop a pavilion and passive recreation facilities that will serve the residents of Washburn and those who use the marina. Link the new park to the existing Athletic Field Complex.
- Provide an attractive, landscaped center island at the base of Central Avenue. This island will be designed to provide an attractive terminus to Central Avenue and entrance to the marina. It will also help screen the commercial dock.



Marina and Commercial Dock Area

The Plan supports the efforts of the Harbor Commission to enhance the Washburn Marina and provide appropriate use of the commercial dock (see Figure X). Key elements of the Plan include the following:

- Provide a new or enhanced marina building. Develop and implement sustainable design guidelines or standards for the building.
- Enhance site organization to provide better definition and separation of the various uses and to improve the functionality of the site.
- Provide an attractive and safe route for the Lakefront Walking Trail
- Provide landscaped screening of the outdoor storage areas and implement sustainable site design measures including low impact stormwater design techniques.
- Maintain commercial use of the commercial dock but shift the dock's access drive to the west to provide additional parkland and additional landscaped screening of the dock.



North of West Holman Lakeview Drive

The Plan envisions public uses in the former railroad right-of-way north of West Holman Lakeview Drive. However, the City recognizes that it will be necessary to bury or relocate the existing three-phase power line in this area before mixed-use development could take place. Key elements of the Plan include the following:

- Work with Xcel Energy and developers to bury or relocate the existing three-phase power line.
- Maintain the existing multi-modal trail that runs through this area. Provide screening as needed.
- Maintain the Lakefront Parkway and Walking Trail south of West Holman Lakeview Drive for public use.

- Promote the development of public facilities and buildings that are compatible with their setting.
- Consider views to and from the lake. In addition, consider the views of the existing properties north of the subject area.

4.8 NATURAL RESOURCE PROTECTION AND ENHANCEMENT

The Plan strongly promotes protection and enhancement of natural resources. Key elements of the Plan include the following:

- Enhance native vegetation in the waterfront while considering views to and from the lake. Key areas that could benefit from native plantings include the area between existing residential and commercial development and the Lakefront Parkway and Walking Trail, the area surrounding the Bayfield County Highway Department, and the area surrounding the outdoor storage associated with the Washburn Marina. In addition work with other government agencies to control invasive species.
- Implement low impact stormwater design techniques and other best management practices to treat stormwater runoff and reduce soil erosion and sedimentation.
- Increase public awareness of the importance of the waterfront's natural resources by integrating interpretive nature signs and displays into the City's waterfront parks and trails.

4.9 PUBLIC RECREATION AND PUBLIC ACCESS TO THE LAKE

The Plan acknowledges that Washburn residents highly value public recreation opportunities and public access to the lake. Key elements of the Plan to enhance recreation opportunities and lake access include the following:

- Develop and implement a plan to create a public waterfront park north of the commercial dock. The park will include recreation opportunities that would serve Washburn residents and visitors, as well as those who use the marina. The park could include a multi-use shelter or pavilion that could house community events including outdoor concerts.
- Develop a plan for public use of the City's old pumphouse. This pumphouse is an attractive brownstone building on the waterfront that has great potential for public use. For example, it could potentially house community art classes, a small nature center, or similar uses.
- Develop and implement a plan to provide additional community meeting and events facilities near the waterfront. For example, explore the possibility of developing a community center at Thompson's West End Park that could house events like the Inland Sea Kayak Symposium or provide a warming house for outdoor winter activities that take place in the park.
- Enhance pedestrian connections and streetscapes as described in the mixed-use development section earlier in this chapter.

4.10 CONCLUSIONS

Washburn's waterfront is important to the future of City. The Comprehensive Plan attempts to provide a "win-win-win" solution that balances the economic, natural, and social components of the waterfront.

5. TRANSPORTATION

5.1 INTRODUCTION

A comprehensive-designed, proactively-planned, and well-maintained multi-modal transportation system ensures efficient, reliable, and safe mobility options for people and movement of goods. Furthermore, it can create and enhance recreational opportunities while improving the overall community image. Establishing a “proactive-ready” position that is prepared to respond to prior dis-investments is key should the city desire to continue being viably competitive, both economically and socially.

This chapter provides an inventory and analysis of the City of Washburn’s multi-modal transportation system. Furthermore, it identifies and describes the goals, objectives, policies, maps, and programs that reflect the consensus of the community and the steering committee, collectively. Chapter 5 also identifies and describes the necessary and relevant improvements and modifications that must be implemented in order to execute an enhanced multi-modal transportation system that will result in welcoming a feasible and competitive economy and social improvements to the City of Washburn.

5.2 ROAD SYSTEM

The road system is the most important component of Washburn’s transportation system. It provides the primary links within the community and to surrounding areas. The following provides an overview of the key components of Washburn’s rural road system.

FUNCTIONAL ROAD CLASSIFICATION

The Wisconsin Department of Transportation (WisDOT) classifies roads as principal and minor arterials, major and minor collectors, and local streets. The following provides a brief description of the classification system as it applies to Washburn.

Principal Arterials. Principal arterials provide connections between cities or regions. They move large volumes of traffic along reasonably direct routes. Consequently, private property access, parking, street intersections, and traffic signals are often limited to help facilitate smooth traffic flow. There are no principal arterials in Washburn. However, WisDOT identifies US Highway 2, south of Washburn, as a principal arterial road.

Minor Arterials. Minor arterials connect to principal arterial roads. Like principal arterials, minor arterials carry large volumes of traffic, but unlike principal arterials, minor arterials generally allow more access to private property, and they may allow on street parking. WisDOT identifies Bayfield Street (State Highway 13) as a minor arterial road.



State Highway 13 (Bayfield Street) – Minor Arterial (SWB, Inc)



County Road C – Major Collector Road (SWB, Inc.)



Typical Local Street in Washburn (SWB, Inc.)

Collectors. Collectors generally provide major connections within a community or region. They link local streets to arterial roads and allow on street parking and access to private property. WisDOT identifies Bayfield County Road C as the only major collector road in Washburn.

Local Streets. Local streets handle the least amount of traffic volume but provide direct access to private property. They are generally the narrowest roads in the road system, and they usually allow on-street parking.

ROAD JURISDICTION AND MAINTENANCE RESPONSIBILITIES

State Highway 13 (Bayfield Street) is under the jurisdiction of the State of Wisconsin, but Bayfield County maintains the highway. Bayfield County has jurisdiction of, and maintenance responsibilities for, County Road C. The City of Washburn has jurisdiction of, and maintenance responsibilities for, all local streets in Washburn. The City is also responsible for maintaining the parking lanes on Bayfield Street.

TRAFFIC COUNTS AND CONGESTION

The Wisconsin Department of Transportation (WisDOT) defines the “annual average daily traffic” (AADT) as the number of vehicles that are expected to pass a given location on an average day of the year. Table X shows traffic counts from 2006 through 2018 for three key locations in Washburn. The City should also keep in mind that traffic counts reflect anticipated traffic on an “average” day of the year. However, the traffic on State Highway 13 increases during the tourist season (most notably on summer weekends). The City of Washburn, Bayfield County, and WisDOT should coordinate monitoring and addressing issues associated with traffic counts and traffic congestion

TABLE 5-1: ANNUAL AVERAGE DAILY TRAFFIC FOR KEY LOCATIONS BY YEAR

Location	2006	2009	2012	2015	2018
STH 13 between 7th Ave W & 8th Ave W	7,300	11,800	6,500	6,400	7,100
STH 13 between Central & 1st Ave E	-	10,800	-	5,900	5,800
STH 13 between Washington & 2nd Ave W	-	9,900	6,000	7,100	7,200
CTH C 8th Ave W between Pine St & STH 13	-	2,300	1,500	-	-

Source: Wisconsin Department of Transportation

COMMUTING PATTERNS

The 2019 American Community Survey identified that of the 913 workers in Washburn 16 years of age or older, 75.4% drove alone to work and 7.0% carpooled, 8.4% worked from home, 3.9% walked, 2.2% took public transportation, 2.2% bicycled, and 0.9% used some other means of transportation. The mean travel time to work was 16.8 minutes. This finding indicates a significant number of Washburn residents are commuting to work in other communities, most notably the City of Ashland.

TRAFFIC ACCIDENTS

The Wisconsin Department of Transportation (WisDOT) maintains a database of traffic accidents. According to the database, there were 169 accidents in Washburn between 2010 and 2020. Most accidents resulted in property damage only, but 27.8% of the accidents involved injuries. There was one fatal accident during this period. The majority of accidents occurred along Bayfield Street, in particular at the intersection of Bayfield Street and West Fifth Avenue.

TABLE 5-2: ANNUAL NUMBER OF TRAFFIC ACCIDENTS

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Grand Total
Total Accidents	12	21	9	19	19	20	14	14	18	12	11	169
Total Vehicles	23	38	15	36	36	33	26	22	35	22	18	304
Injury	4	4	2	7	5	4	8	3	9	1	0	47
Fatality	0	0	0	0	0	1	0	0	0	0	0	1

Source: WisTransPortal

STATE AND REGIONAL HIGHWAY PLANS

The Wisconsin Department of Transportation (WisDOT) has not adopted state or regional highway plans that will have a significant effect on Washburn. However, WisDOT’s 2021-2026 Highway Improvement Program identifies that between 2024 and 2026, State Highway 13 (Bayfield Street) will have pavement and culvert replacement work done.



Former Railroad Right-of-Way (SWB, Inc)

Washburn is the first city along the Wisconsin Lake Superior Scenic Byway which begins at the roundabout junction of US Highway 2 and State Highway 13 in the Town of Barksdale. The Byway continues 70 miles on State Highway 13 up and around the Bayfield Peninsula and ends at the intersection of County Highway H and State Highway 13 in the Town of Cloverland in Douglas County. In February 2021, the Wisconsin Lake Superior Scenic Byway received designation as a National Scenic Byway in recognition of the high quality natural, cultural, historical, and recreational features along the route.

5.3 RAILROAD

From an historical point of view, the railroad greatly influenced the growth and development of Washburn. In the late 1800s through the early 1900s, the Chicago and Northwestern Railroad was one of the primary means of transporting raw materials and manufactured goods to and from Washburn. However, by the mid-1900s, rail service to Washburn was no longer feasible given the demise of the industries that used the railroad and given the growth of the road system and trucking industry. The railroad abandoned service to Washburn in 1983. The City has since purchased the majority of the railroad right-of-way and has converted it into an off-road snowmobile and ATV trail. The nearest working railroad to Washburn is located in the City of Ashland.

5.4 AIRPORT

Although the City of Washburn does not have an airport, Washburn has easy access to John F. Kennedy Memorial Airport in Ashland, Wisconsin. The City of Ashland and Ashland County jointly operate the airport, but because the airport is important to the region, not just Ashland, Bayfield County helps fund airport operations. The airport has two paved runways. The primary runway is 5,200 feet long by 100 feet wide, and the secondary runway is 3,400 feet long by 75 feet wide. Both runways are adequate for twin-engine aircraft. The airport has a log cabin style terminal building, 21 hangars, and a full-time airport manager.

5.5 HARBOR

The harbor and shipping industries flourished in Washburn from the late 1800s to the early 1900s. The City's port facilities included a coal dock, a merchandise dock, and a grain elevator dock.

Sawmills also lined the waterfront. During this period, large quantities of lumber, brownstone, and grain were shipped from Washburn and large quantities of merchandise were shipped to Washburn from eastern states. But by the early 1900s, much of the forests in the region had been depleted, the demand for brownstone had diminished, and the grain elevator moved to Duluth, Minnesota. Consequently, harbor shipments declined dramatically. The merchandise dock and the grain elevator dock no longer exist, but the coal dock (also known as the commercial dock) still exists and is used to transport and store bulk materials, including aggregate.



Washburn Marina (SWB, Inc.)

Although the harbor no longer functions as a thriving industrial port, it does support a thriving marina. The Washburn Marina was built in 1982 on the remnants of the commercial waterfront just west of the City's commercial dock. The Marina is full-service, with 143 slips, dockage, boat launch, indoor and outdoor boat storage, a 150-ton travel lift, and repair facilities for most pleasure and smaller commercial craft. Refer to Chapter 4: Waterfront Plan for additional information.

5.6 TRAILS

The City of Washburn and the surrounding region has numerous trails to accommodate a variety of users. The following provides an overview of the key trails in Washburn.

WASHBURN LAKEFRONT PARKWAY AND WALKING TRAIL

The Washburn Lakefront Parkway and Walking Trail follows the Lake Superior shoreline from Thompson's West End Park to the City's Athletic Fields. The trail surface consists of limestone screenings. The western portion of the trail is consistent with the standards of the Americans with Disabilities Act (ADA), but the eastern portion is not. The trail provides good views of Lake Superior and includes interpretive signs and benches. Refer to Chapter 4: Waterfront Plan for additional information.



Lakefront Parkway and Walking Trail (SWB, Inc.)

WASHBURN SNOWMOBILE AND ATV TRAIL

The Washburn Snowmobile and ATV Trail extends from the vicinity of Memorial Park to the 10th Avenue West and provides a link between the City's hospitality industry (lodging, restaurants, and gas stations) and the Tri-Corridor Trail to the south and the 13 Corridor Trail to the west. The trail also connects with the several snowmobile and ATV routes along municipal streets that provide residents access to the larger regional trail system.



Washburn Snowmobile and ATV Trail (SWB, Inc.)

OTHER TRAILS AND ROUTES IN THE CITY

Several streets in Washburn are designated as snowmobile and ATV routes. The Bayfield Snowmobile Alliance also maintains snowmobile trails on private property in and around Washburn. Refer to trail maps from snowmobile and ATV organizations for more detailed and current information.

Bicycling is also popular in Washburn and the surrounding area. The Superior Vistas Bike Tour is an annual bike tour event that starts at Thompson's West End Park in Washburn, goes through the surrounding region, and returns to Washburn. In Washburn, the routes generally follow County Road C and State Highway 13.



*Typical Snowmobile/ATV Route on a City Street
(SWB, Inc.)*

SURROUNDING TRAILS

There are many trails in the surrounding area. The Washburn School Forest and Environmental Education Center adjoins the Washburn City limits at the north end of 8th Avenue West. The property is heavily wooded, contains a classroom building along with hiking, snow shoeing and Nordic ski trails. The Valhalla Recreation Area is located about 10 miles west of Washburn and is within the Chequamegon-Nicolet National Forest. This recreation area encompasses both motorized and non-motorized trail systems meandering through hardwood and pine forests. The Valkyrie and Teuton Trails are primarily managed for cross-country skiing, fat-tire biking and snowshoeing during the winter months. During the rest of the year, hiking, mountain biking, horseback riding and picnicking are popular activities. The Tri-County Corridor Trail is a 62-mile, improved railbed multi- use trail that connects Ashland to Superior. The trail is about 12 miles south of Washburn and can be accessed via existing snowmobile trails from Washburn.

5.7 PUBLIC AND PRIVATE TRANSPORTATION SERVICES

The Bay Area Rural Transit (BART) has routes that operate in eleven communities, within Ashland, Bayfield, and Iron Counties. All BART buses are equipped with wheelchair lifts and bike racks. A jointly sponsored project of the City of Washburn and Bayfield County Human Services, 'Blue Goose' is managed as a subsidiary of BART. The 'Blue Goose' is a demand public transportation service that provides rides within the Washburn area and can get passengers to the BART bus stop for travel to other Chequamegon Bay Communities.



*Snowmobile Trail west of Thompson's West
End Park showing connections to
Surrounding Trails (SWB, Inc.)*

5.8 ACCESSIBILITY

The City has strived to make Washburn fully accessible to those with disabilities by providing accommodations such as curb cuts and ramps. However, parts of the City are not fully accessible. For example, some existing sidewalks are in poor shape and present access challenges. Also, portions of the trail system are inaccessible to those with physical disabilities. Nevertheless, the City has addressed and will continue to address accessibility issues in Washburn.



BART Bus Stop (SWB, Inc.)

5.9 GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for land use. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions intended to accomplish the stated objectives.

Goal: Provide an integrated, multi-modal transportation system that provides healthy, safe, efficient, environmentally sensitive, and economical movement of people and goods.

Objective 5.1: Provide a functional, safe, accessible, and economical transportation system that meets the transportation needs of Washburn.

Policy 5.1.a: Integrate transportation and land use planning to help reduce transportation costs associated with conventional automobile-based development.

Policy 5.1.b: Ensure effective transportation services to the City at large.

Policy 5.1.c: Provide appropriate infrastructure in Washburn for a more convenient and safe transportation alternative.

Policy 5.1.d: Ensure continued use of the commercial dock to transport goods to and from Washburn via watercraft

Policy 5.1.e: Work with government agencies regarding key issues relating to State Highway 13.

Policy 5.1.f: Ensure that Washburn's multi-modal transportation system is safe by separating incompatible modes of transportation.

Policy 5.1.g: Ensure that Washburn's multi modal-transportation system is consistent with the provisions of the Americans with Disabilities Act (ADA).

Policy 5.1.h: Encourage the creation of private businesses that can benefit from Washburn's transportation system.

Objective 5.2: Provide an aesthetically pleasing transportation system that offers recreation and economic benefits.

Policy 5.2.a: Seek grants to provide enhanced beautification.

Policy 5.2.b: Consider the unique character of a neighborhood and the environmental conditions of an area when planning, constructing, and maintaining transportation routes and facilities.

Policy 5.2.c: Provide active transportation links between the waterfront and the downtown core.

Policy 5.2.d: Expand Washburn's trail system to connect Washburn multi-modal trail system to surrounding communities.

Policy 5.2.e: Support and promote the regional trail system as a tourist attraction.

Objective 5.3: Promote sustainable and healthy modes of transportation.

Policy 5.3.a: Work towards incorporating alternative energy in City vehicles.

Policy 5.3.b: Make efforts to reduce the use of single-occupancy, fossil fuel burning vehicles by promoting public transportation, carpooling, and non-motorized modes of transportation.

Policy 5.3.c: Promote land use planning that encourages healthy modes of transportation.

Policy 5.3.d: Cooperate with Bay Area Rural Transit (BART) to provide healthy, sustainable, transportation options.

5.10 TRANSPORTATION PLAN

This section summarizes and expands on the key concepts and actions discussed in the inventory and analysis section, and the goals, objectives, and policies section of this chapter.

ROAD SYSTEM PLAN

Bayfield Street (State Highway 13)

The first impression that most people have of Washburn is from State Highway 13 (Bayfield Street). Consequently, it is important that this road be attractive and functional. The City will actively seek highway beautification grants, grants from energy providers and energy programs, and other grants to help fund streetscape planning and construction efforts. Washburn and WisDOT will coordinate planning efforts to ensure safe intersections and pedestrian crossings.

WisDOT and the City are combining efforts to reconstruct Bayfield Street from Thompson Creek to Superior Avenue. The anticipated construction will occur in two phases between 2024-2027. The phase 1 portion of reconstruction will be from Thompson Creek to Washington Avenue, and the phase 2 portion will be from Washington Avenue to Superior Avenue. During reconstruction WisDOT will reconstruct the roadbed and place new pavement, along with new curb and gutter where needed. During reconstruction the City will upgrade utilities, including the water main, sanitary sewer, and stormwater sewer, as well as add turn lanes and decorative street lighting in the downtown area.



Local Streets

The Plan promotes functional, attractive, cost effective, and environmentally sensitive local streets. The City will study the appropriate width and design of local streets and adjust the design standards if necessary. The City will also periodically review its standards for sidewalks and street tree plantings to ensure that local streets are attractive and functional. Washburn will apply design standards to new streets and to major reconstruction of existing local streets. The Transportation Plan strongly promotes that the City enhance the appearance and function of the local streets that lead to Lake Superior from Bayfield Street. Refer to Chapter 4: Waterfront and Coastal Resources for additional information.



Reconstruction of Existing Local Street (SWB, Inc.)

Parking

The City will continue to ensure adequate parking for all land uses, while encouraging ways to reduce the total area needed for parking through shared and joint parking agreements and carpooling programs. Washburn will promote environmentally friendly parking that addresses stormwater management issues and that provides attractive landscaping and screening. The City will also explore developing a community parking lot in the downtown area to serve existing downtown businesses and to help promote infill development that might not otherwise have adequate onsite parking. The community parking lot could also support a park and ride program.

Streetlamps

The Public Works Department has replaced incandescent bulbs in City facilities with compact fluorescent bulbs and it has replaced inefficient streetlamps with City-owned, energy efficient, dark sky compliant lamps. Lights are located to promote safe pedestrian and vehicular circulation.

HARBOR PLAN

Although the harbor does not function as the commercial and industrial port that it once was, it still holds tremendous value for recreational transportation, as well as limited commercial transportation. The Transportation Plan envisions that the Washburn Marina will continue to serve as a strong asset to the community and that the commercial dock will continue to function as a commercial dock. However, future maintenance and improvements of these facilities will balance economic, environmental, and social considerations in a manner consistent with the vision of this Comprehensive Plan. Refer to Chapter 4: Waterfront and Coastal Resources, and the Harbor Commission's Strategic Plan for additional information.



Washburn Marina (SWB, Inc.)



TRAIL SYSTEM PLAN

The City of Washburn will continue to enhance its trail system to provide recreation opportunities and alternative modes of transportation to residents and

visitors. More specifically, the City will develop a detailed Trail System Plan that links existing trails and that provides new trails to key destinations throughout the City. In particular, the City will work with neighboring and overlapping jurisdictions to develop an integrated regional trail system plan that provides links to Washburn's trails. Washburn will also plan and develop trails or walks that provide pedestrian links from Bayfield Street to the Washburn Parkway and Lakefront Walking Trail. The City will address conflicts relating to motorized trail use in the City.

ACCESSIBILITY

The City of Washburn will continue to plan and budget for improvements that will help make the transportation system accessible to all people regardless of their physical abilities. In particular, the City will continue to apply for grants to make accessibility improvements to the eastern portion of the Washburn Parkway and Lakefront Walking Trail. Washburn will also regularly maintain and repair existing walks and provide new, accessible walks so that all people can travel throughout the city without impediments.

PUBLIC TRANSPORTATION

The City will continue to support the Bay Area Rural Transit (BART) system in providing bus service to Washburn and the surrounding area. The City will also continue to support the Blue Goose, a subsidiary of BART with financial support from the City of Washburn and Bayfield County Human Services, in providing rides to anyone needing transportation in Washburn. The City of Washburn will coordinate with BART and the Blue Goose to enhance fuel efficiency, reduce costs, and ensure convenient access to residents.



The Blue Goose (BART Website)

SUSTAINABLE MODES OF TRANSPORTATION

Washburn's existing transportation system (like most transportation systems) is heavily dependent on fossil fuels. However, as an eco-municipality that promotes sustainability through the Natural Step framework, Washburn will strive to eliminate its dependence on fossil fuels. This Comprehensive Plan promotes several ways for Washburn to move towards more sustainable modes of transportation, including, but not limited to the following:

1. The Plan promotes converting the City's conventional fossil fuel burning vehicles to cleaner, healthier, and more efficient vehicles that reduce the City's reliance on fossil fuels and that have minimal adverse effects on the natural environment.
2. The Plan promotes public transportation and carpooling as a means to reduce the use of single-occupancy, fossil fuel burning vehicles.
3. The Plan promotes the creation of pedestrian and bicycle trails that not only reduce the community's dependence on fossil fuels for transportation, but that also enhance opportunities for social interaction and recreation, and that help promote a healthier lifestyle for residents.



Eco- Art Exhibit at Thompson's West End Park that Illustrates the Ecological Values of Bicycling (SWB, Inc.)

4. The Plan promotes the economic benefits of having a compact, pedestrian-oriented community where people can live, work, and play within walking distance, thereby reducing the need to construct and maintain new roads, and thereby reducing the need to use fossil fuel vehicles. The Planned Waterfront Mixed-Use area is a prime example of this. The Plan also promotes potential economic benefits of new businesses that would capitalize on promoting alternative modes of transportation, for example, the creation of a bicycle rental shop or an electric rental car business for visitors to the marina or visitors that arrive via public transportation.

The Plan does not expect to eliminate fossil fuel use in Washburn during the scope of this Plan. However, the Plan recognizes that moving towards more sustainable modes of transportation is in the best interest of the community. The Plan promotes the above actions (and other actions) that will enhance Washburn's transportation system in a manner that considers and optimizes economic, social, and environmental benefits.

Map 5-1: Existing Transportation

6. UTILITIES AND COMMUNITY FACILITIES

6.1 INTRODUCTION

Utilities and community facilities provide the foundation on which a city is built and maintained. Utilities include the City's sanitary sewer, storm sewer, and water distribution systems as well as electrical, natural gas, telecommunication, and solid waste disposal systems. Community facilities include parks, schools, museums, health and safety services, and so on. Utilities and community facilities greatly contribute to the quality of life in Washburn, and they affect the City's ability to maintain and attract residents, visitors, businesses, and industries.

The extent to which the City of Washburn provides utilities and community facilities is based in part on the public's perception of the need for those services and willingness to invest in them. Economic conditions, political inclinations, population changes, and perceived threats to health, safety, and welfare influence the public's perception of utilities and community facilities. Consequently, the City must be in tune with public sentiment and public response to the services it offers. This chapter provides an inventory and analysis of existing utilities and community facilities in Washburn. It also describes goals, objectives, policies, maps, and programs for maintaining and enhancing those facilities and services.

6.2 CITY UTILITIES

City utilities include the sanitary sewer, storm sewer, and water distribution systems. These utilities directly affect the health, safety, and welfare of the residents of Washburn.

SANITARY SEWER

The City built its first primary sewage treatment plant in 1958, upgraded it in 1973, and replaced it with a state of the art treatment facility in 1997. The facility is located on the waterfront, just west of Thompson's West End Park. The facility has a current capacity of 600,000 gallons per day (gpd) plus overflow capacity of 600,000 gpd. The facility treats an average of 170,000 gpd and can comfortably accommodate Washburn's current and projected population.

In addition to the treatment facility, Washburn's sanitary sewer system includes four lift stations and over 66,000 lineal feet of pipe. In recent years, the City has undertaken major sanitary sewer and water reconstruction projects to bring the system up to current standards and ensure that it functions properly for years to come. In 2019-2020, the City installed 939 new Kamstrup AMI radio read water meters along with cross control inspections in private homes. The system provides notifications of potential leaks, burst pipes, and low temperature conditions at private homes on a daily basis.

The Natural Resources Conservation Service rates all soils in Washburn as being very limited for septic tank absorption fields. Consequently, it is beneficial to provide public sanitary sewer service to all developed properties that can be served reasonably and logically. Most developed properties in Washburn are served by public sanitary sewer or they could easily be served by public sanitary sewer. The City should periodically evaluate the costs and benefits of extending public sanitary sewer service to the rural areas of the City to accommodate new development and as may be desired, to address health and safety issues.

WATER SUPPLY

The City of Washburn is fortunate to have consistently high quality drinking water that is among the best municipal drinking water in the country. The Washburn water system serves most properties, but there are still roughly 125 private wells in the City. The City is in the process of extending water service to all properties that it can reasonably serve. Two wells, Well #1 and Well #2, pump water to the City's reservoir for treatment and distribution. Well #1 is the City's main well and is located on 4th Avenue East near the old pumphouse. It has a pumping capacity of 450 gallons per minute. Well #2 has a capacity of 375 gallons per minute and is located near Thompson's West End Park. The City's 250,000-gallon reservoir is located on Washington Avenue, south of Hillside. The City's current average daily water usage is 135,000 gallons.



Water Reservoir on Washington Avenue south of Hillside (SWB, Inc.)

Washburn extended its municipal water system to the site of the former DuPont Plant in Barksdale, as per an agreement between the City of Washburn, the Town of Barksdale, and the DuPont Company. The Barksdale waterline serves properties in the area that have contaminated wells. In 2021, the Barksdale waterline served a total of 55 properties. The waterline does not have the capacity to address fire protection in that area.

STORMWATER MANAGEMENT

In 2000 and 2001, stormwater runoff from heavy rains caused considerable damage to property in Washburn. The damage clearly demonstrated the need for a comprehensive stormwater management plan. While part of Washburn's stormwater management system involves conventional piping of stormwater to creeks, ravines, and eventually to Lake Superior, the City also promotes detention and retention best management practices that handle stormwater runoff onsite.

In 2005, the Washburn Common Council adopted an ordinance creating a stormwater utility. Like the City's water and wastewater utilities, the stormwater utility is self-financing. Monthly utility fees pay for the operation, maintenance, and capital improvements of the City's stormwater system. The utility helps solve and prevent drainage issues.

The majority of water usage in Washburn comes from residential customers. In 2020, approximately 838 residential customers, 83 commercial customers, and 4 industrial customers consumed approximately 29,299,500 gallons of water. There were also 4 multi-family (apartments) customers and 33 Public Authority (government building and the housing authority) customers, with a grand total approximate consumption of 36,430,800 gallons.

In 2006, the City adopted a Wellhead Protection Plan that identifies wellhead protection areas and potential contaminant sources for the City's wells. It also promotes a management strategy for protecting the wells. The plan notes that Washburn's water system is susceptible to some types of contamination, primarily from sanitary sewers and other wells near the City's wells. The City of Washburn also has well-abandonment and cross-connection ordinances.

6.3 OTHER UTILITIES AND SERVICES

The following provides an overview of other utilities and services that the City should consider in its planning efforts.

ELECTRICAL AND NATURAL GAS SERVICE

Xcel Energy provides electrical and natural gas service to Washburn. Xcel's Bay Front Station, which is located on Ashland's waterfront, is one of four Xcel biomass energy facilities in Minnesota and Wisconsin. The station can use wood, shredded rubber, or natural gas to generate electricity.



Existing Three-Phase Power line in the former Railroad Right-of-Way (SWB, Inc.)

Although Washburn has adequate electrical and natural gas service, the City should address several concerns in consultation with the energy providers. Perhaps the most significant concern relates to an above ground, three-phase power line that runs along the former railroad right-of-way from the western part of Washburn to the Washburn Iron Works facility at 112 East Bayfield Street. Three-phase service is necessary for many types of industrial development. Unfortunately, this above ground power line visually detracts from the views to and from Lake Superior. Moreover, it provides a barrier for future development that could potentially otherwise occur in the former railroad right-of-way where the power line runs. The City and Xcel Energy should work together to explore the possibility of burying or relocating the three-phase power line.

In 2021, an electric vehicle charging station was installed in Washburn, located just off Washington Avenue and 6th Street near the Bayfield County Courthouse. The 50kW DC fast charger was possible through a partnership between Bayfield County, Bay Area Rural Transit (BART), and Xcel Energy. The charger was installed by Cheq Bay Renewables to serve all electric BART buses which are slated to begin service in late 2021. The charging station is available for public use 24 hours a day when not in use by BART.

A major natural gas pipeline runs north and south across the western portion of Washburn. While the pipeline does not create major concerns, potential future development in the area will need to respect the pipeline easement.

TELECOMMUNICATION

Telecommunication is becoming increasingly important to Washburn residents and businesses. Access to fast and reliable broadband internet and a skilled workforce to use the service is becoming a particularly important factor in economic development. Several companies provide telephone, cellular, and internet service in Washburn. Also, several businesses provide wireless internet access to their customers. The Ashland campus of Northwood Technical College has a technology center that offers residents and businesses training in the use of these technologies.

WASTE DISPOSAL AND RECYCLING

Republic Services (formerly Eagle Waste & Recycling) provides curbside solid waste and recycling pick up for City residents. Local businesses must provide their own garbage and recycling, although some businesses may choose to utilize Republic Services. The City provides recycling containers in key public areas and encourages residents and businesses to recycle. All local landfills in Bayfield County have been closed.

The City of Washburn provides a controlled drop-off site for disposal of yard waste materials for City residents only. This site is located on County Highway C, approximately 1.5 miles north of State Highway 13. Acceptable yard waste materials include lawn and garden clippings, leaves, brush and small branches.

A household hazardous waste collection event occurs annually at the Bayfield County Highway Garage in Washburn. The collection event is a part of the Northwest Cleansweep Program, which is a permanent hazardous waste collection program that serves the geographic region of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties.

6.4 ENERGY EFFICIENCY

The City of Washburn has done much to become more energy efficient. In 2006, Mayor Blakely signed the US Mayors Climate Protection Agreement that, among other things, promotes energy efficiency. The Public Works Department has replaced incandescent bulbs in City facilities with compact fluorescent bulbs and it has replaced inefficient street lamps with City-owned, energy efficient lamps. It also replaced a conventional water heater with a more energy efficient, tankless, on-demand water heater.

As part of a larger solar energy effort by Cheq Bay Renewables, in 2019 the City of Washburn installed a 124 kW solar photovoltaic (PV) at the Washburn Wastewater Treatment Plant. This investment lowers costs, supplements electrical usage at the plant, and reduces the City's carbon footprint. As part of this same Cheq Bay Renewables effort, solar panels were also installed at the Bayfield County Jail and the Bayfield County Highway Garage in Washburn in 2019. To conclude this collaboration effort, solar panels were installed at the Washburn Elementary School in 2020.

While the City has done much to become more energy efficient, there is much more the City can and will do.

6.5 COMMUNITY FACILITIES

Washburn is the County Seat and largest city in Bayfield County. It offers a wide range of community facilities and services that contribute to the economy and quality of life in Washburn and the region. The following section describes significant community facilities in Washburn.

CITY FACILITIES AND SERVICES

City Government and Administration

Washburn has a Mayor-Council form of government. As the elected officials of the community, the Mayor and Council receive input from the City's various committees, commissions, City Staff, the public, and others. However, the Council is ultimately responsible for adopting and implementing the City's visions, goals, objectives, policies, plans, and annual budget. The City

Administrator receives direction from the Mayor and the Council and is responsible for the overall administration of the City.

The City encourages citizen participation in government through the means of a variety of committees, boards, and commissions. Some serve to provide advice to the City Council, while others are delegated decision-making authority. City of Washburn committees, boards, and commissions include the Bay Area Regional Trust Authority, Board of Review, Election Board, Finance and Personnel Committee, Harbor Commission, Historic Preservation Commission, Lake Superior Scenic By-Way Council, Library Board, Plan Commission, and the Zoning Board of Appeals. Any information on vacancies can be obtained at City Hall.



Washburn City Hall (SWB, Inc.)

The City Hall is located in a brownstone and brick building at 119 Washington Avenue. It houses the City Administrator, Assistant City Administrator, City Treasurer, Zoning Administrator, Deputy Zoning Administrator and Code Enforcer, Police Department, and City Council chambers.

Public Works Department

The Public Works Department is located at 502 West Bayfield Street. The Department is responsible for constructing and maintaining much of the City's infrastructure and community facilities including sewer and water, local streets, and parks. However, the Department would like to study the possibility of constructing a new facility (that better meets their needs) on City land in the northwest corner of Washburn. The existing Bayfield Street facility could then be available for commercial redevelopment.



Public Works Department (SWB, Inc.)

Public Safety

The Washburn Police Department is housed in City Hall which is located at 119 Washington Avenue. The Department provides the City of Washburn with police protection. The Department is connected to the Bayfield County Sheriff Department's communication system, which links Washburn Police with the Bayfield County Sheriff and State Highway Patrol units.



Washburn Fire Department (SWB, Inc.)

The Washburn Fire Department is located at 1021 Washington Avenue. It is a volunteer-driven organization that provides fire suppression and related services to the City of Washburn, the Towns surrounding Washburn as well as the Towns of Bayview and Barksdale.

The Washburn Area Ambulance Service is a City-owned and operated ambulance service that serves the City of Washburn and several surrounding towns. Volunteer licensed emergency medical technicians provide emergency medical services. Ambulance equipment is stored in a building

Washburn Area Ambulance on the 700 Block of North Washington Avenue (SWB, Inc.)

on the 700 block of North Washington Avenue next to the Fire Department. The City should periodically review public safety needs and plan and budget for the necessary facilities, equipment, training, and personnel to ensure Washburn is a safe community.

Washburn Public Library

The Washburn Public Library is located in a historic brownstone building at 307 Washington Avenue. In the summer of 2021, façade improvements were completed, which included any necessary stone replacement and repair, tuckpointing and cleaning the entire building exterior. The library serves residents of the City and its surrounding communities by providing quality books, media, and programs. Its collection consists of books, audio books, magazines, and DVDs. In addition, the library is a member of the Northern Waters Library Service, providing a wide variety of inter-library loan services and other resources. The library also provides programs and events for children and adults. Residents and organizations can reserve the library meeting rooms utilize free high speed and wireless internet access. Located in the library basement is the Washburn Seed Bank, a central place where seeds (often locally grown) are stored and shared with local growers.



Washburn Public Library

Washburn Marina and Port

The Marina is located three blocks from the City's commercial district at the foot of Central Avenue, just west of the commercial dock. The Marina is full-service, with 143 slips, dockage, boat launch, indoor and outdoor boat storage, a 150-ton travel lift, and repair facilities for most pleasure and smaller commercial craft.

The commercial port of Washburn is located three blocks from the City's central business district. The City offers commercial boaters a variety of services including dockage, bulk cargo storage areas, boat ramps, a 150 ton boat lift, indoor and outdoor vessel storage, and vessel repair. The City of Washburn contains one of the last working bulk cargo docks on Chequamegon Bay. Refer to Chapter 4: Waterfront Plan for additional information.



Washburn Commercial Dock at the foot of Central Avenue (SWB, Inc.)



Washburn Marina Ship Store and Maintenance Facility (SWB, Inc.)

Washburn Parks and Recreation

Washburn has eight parks that offer a variety of recreational experiences:

1. Memorial Park is at the east end of the City's waterfront. The park was originally a recreation area for the employees of the DuPont Corporation Barksdale Plant. However, the DuPont Corporation gave the park to the City as a gift. Park facilities include picnic areas, a picnic shelter, a playground, flush toilets, and 50 campsites (4 premium) The majority of sites have electrical service, some have TV hookup and WI-FI is available throughout the park. The park is heavily wooded and offers excellent views of Lake Superior.

Secluded Campsites at Memorial Park (SWB, Inc.)
2. Thompson's West End Park is a 27-acre park at the west end of the City's waterfront. Park facilities include an unsupervised swimming beach, a playground, a fishing pier, a boat launch, a play area, a covered picnic shelter, group camping area and 50 recreational vehicle and tent camping sites (6 premium sites) with electrical service. Seventeen seasonal camping sites are also permitted at West End Park. In comparison to Memorial Park, which is more heavily wooded and secluded, Thompson's West End Park hosts many community events and activities.

Swimming Beach at Thompson's West End Park (SWB, Inc.)
3. The Washburn Athletic Field Complex is located at 3rd Avenue East and Memorial Park Drive. It has a pavilion building with a covered picnic area, concession stand and restrooms, three ball fields, two winter skating rinks and a warming house.

Washburn Athletic Field Complex (SWB, Inc.)
4. The Eastside Tennis Courts include two lighted courts that are used by residents and the Washburn Tennis Association. The park is located on East Third Street next to Autumn Manner.

Wikdal Park (SWB, Inc.)
5. Hillside Court is located at the intersection of Hillside Drive and 5th Avenue West. The park has two lighted tennis courts, a basketball court, play equipment, and a sandlot for informal baseball, football, and soccer games.
6. Jackie's Park is a 2.5-acre park located at the intersection of 3rd Avenue East and East 3rd Street. The park has an open play area, a sandlot ball diamond, and play equipment.

7. Wikdal Park is located at the intersection of Bayfield Street and 3rd Avenue West. It has flowers gardens and shade trees that provide an attractive amenity for the downtown area.
8. Legion Park is adjacent to the Washburn Museum and Cultural Center and the U.S. Forest Washburn District Ranger Station. The park provides a display of flags that acknowledges the service of those who have served or are serving in the military.



Bayfield County Courthouse (SWB, Inc.)

Washburn also has public conservancy areas and several trails, most notably the Washburn Lakefront Parkway and Walking Trail and the Washburn Snowmobile/ATV Trail. Refer to Chapter 5: Transportation for additional information regarding the trails.

Bayfield County

As the County Seat, Washburn hosts several key Bayfield County facilities including the Bayfield County Courthouse, which serves as the central operations center for county government; the Bayfield County Courthouse Annex and Law Enforcement Center, which serves as the operations center for the Bayfield County Sheriff and County Jail; the Central Office of the Bayfield County Highway Department; and the Bayfield County Forestry Department Garage.



District Headquarters of the Chequamegon National Forest (SWB, Inc)

Having the Bayfield County facilities in Washburn benefits the community. However, as discussed in Chapter 3 of this Comprehensive Plan, the Highway Department and Forestry Department facilities are in an area that the City would like to redevelop and/or enhance. Consequently, the City and County have begun cooperatively exploring ways to accommodate the City's vision while ensuring that the County departments continue to function efficiently. One possible solution is to consolidate the Forestry Department facilities with the Highway Department facilities and to enhance the landscaping around the Highway Department facilities.



Washburn Cultural Center (SWB, Inc.)

US Forest Service

The Washburn Ranger District is located at 113 East Bayfield Street. It is one of five Chequamegon-Nicolet National Forest Ranger Districts. Thousands of acres of national forest are located near Washburn. The national forest provides a managed timber source for the forestry industry, and it provides numerous recreation opportunities for Washburn residents and visitors, which in turn benefits the Washburn economy.

The Club

The Club was built by the DuPont Company in 1918 as a YMCA, to serve as a cultural and recreational center for its Barksdale Works employees and the Washburn community. After only a year, the building became known as The DuPont Club. The Club housed a gymnasium which

offered a basketball and shuffleboard court, as well as gathering spaces for social functions, and a four-lane bowling alley. With operations at Barksdale Works winding down, the City of Washburn accepted DuPont's offer of the building in 1961 to continue to serve as a community center. The Club housed numerous entities and activities including the 1980 USA Ski Jumping Team, temporary high school facilities, multiple concerts, public dances, and holiday events, just to name a few. In 2007, the City of Washburn conducted a condition assessment of the building. The inspection report noted that, "With adequate renovations and remodeling, the Washburn Civic Center can once again become a functional asset to the community." Citing dwindling financial resources, the Washburn City Council voted to close The Club for good in 2009. A grassroots effort saved The Club from an ill-fated vote to demolish the building, rich in historical significance and community pride. The building was privately purchased in 2010, which protected The Club from demolition until adequate support and funding could be assured. In 2013 to ensure its future, the Historic Civic Center Foundation was formed, and the building was donated to the Foundation. 2019 marked the beginning of the newest era for The Club. A group of strong-willed Washburnites, along with many local volunteers, began working on restoring and updating the facility. The Club reopened its doors to the public in 2021 and will continue to be renovated to provide increasing levels of space, programming, and opportunities to gather together as funding is secured.

Washburn Cultural Center

The Washburn Cultural Center is located in a historic brownstone at 1 East Bayfield Street. The building, also known as the "old bank building" is listed on the State and National Registers of Historic Places. The first floor of the Center is home to a large, two-room gallery space, which hosts monthly art exhibits, art and craft fairs, receptions, and civic meetings. The second floor of the Center houses the local history museum, which includes dioramas, photographs, and artifacts which depict the people and industries that shaped Washburn.

Schools

The Washburn School District has three schools; all are located in the City of Washburn. The Washburn Elementary School is located at 411 West 8th Street. The DuPont Middle School, the Washburn High School, as well as the District Offices are located at 305 West 4th Street. In the 2020-21 school year, the Washburn School District enrolled 582 students. In addition, some children in Washburn are home schooled. In the 2020-21 school year, there were 40 home-based enrollment students within the Washburn School District.



Washburn Elementary School (SWB, Inc.)

In general, enrollment in the Washburn School District slowly declined in the early 2000s, but over the last 10 years, the School District has experienced a nearly 8% increase in enrollment, with 541 students enrolled in the District during the 2010-11 school year and 582 students enrolled in the 2020-21 school year. The City of Washburn and the Washburn School District should continue to coordinate overall student enrollment and its effect on the community, as well as other issues of mutual concern.

Nearby Ashland, Wisconsin is home to two institutes of higher education. Northwood Technical College is a public technical college that offers more than 100 degrees, diplomas, and certificates, customized training for businesses and a wide array of personal and career enrichment courses.

Northland College is a private, environmental, liberal arts college. It attracts students that want a broad liberal arts education with an emphasis on environmental studies. Approximately 600 full-time students are enrolled at the college. Northland College is also home to the Sigurd Olson Environmental Institute, the environmental outreach arm of the college. The Institute works with citizens and communities to develop sustainable practices that are socially and environmentally healthy.

Health Care Facilities

Quality health care facilities exist in and near Washburn. The NorthLakes Community Clinic is located at 300 West Main Street. Offered services include behavioral health, chiropractic, dental, health & wellness supports, medical, nutrition therapy, optometry, pediatric therapies, prescription services, and recovery. The Kreuser Clinic is located at 320 Superior Avenue in The Birch Haven Assisted Living Building and offers primary care physician services. Birch Haven Senior Living has four separate facilities located on an upper and lower campus. The upper campus has the capacity to house as many as 29 residents between the two buildings, and the lower campus has the capacity to house as many as 22 residents between their two buildings. Currently, between the upper and lower campus, Birch Haven Senior Living has room for 51 residents. Services provided include 24-hour supervision and care and assistance with activities of daily living. Northern Lights Services Inc. is a not-for-profit health care center located at 706 Bratley Drive. The center offers a skilled nursing facility with 65 beds, an assisted living facility with 17 beds, and a rehabilitation clinic. The Bayfield County Health Department also provides Bayfield County residents with public health services, including immunizations and prenatal care coordination. Other counseling, dentist, and chiropractic clinics, as well as a pharmacy, also exist in Washburn.

Memorial Medical Center, located in nearby Ashland, is the primary health care facility in the region. The hospital has more than 60 full-time physicians and specialists on staff and over 400 employees. Specialties include orthopedics, general surgery, OB/GYN, urology, colorectal, cancer care, 24/7 emergency care, ophthalmology, and surgical services.

Religious Institutions

Washburn has four churches: Messiah Lutheran Church; St. Louis Catholic Church; Washburn United Methodist Church; and Washburn Assembly of God Church. These churches contribute to the social fabric of the City.



St. Louis Church (SWB, Inc.)

Cemeteries

There are two cemeteries in the City. Woodland Cemetery is a municipal cemetery overlooking Lake Superior from West Woodland Drive. Calvary Cemetery is owned by the St. Louis Church and located directly east of Woodland Cemetery on West Woodland Drive.

Community Events

Washburn has many celebrations and events throughout the year, some of which attract people from far away. The City's biggest events include Book Across the Bay, Brownstone Days, and the Superior Vistas Bike Tour. Washburn also has StageNorth Theater, an intimate 142 seat state of the art theatrical facility. Shows are produced and presented year-round by the StageNorth Groundlings, which mines local talent to bring the best of amateur theatre to the Chequamegon Bay area. The Washburn Cultural Center hosts exhibits and events that attract

residents and visitors. The Harmony School of Music is a professional music school located on Highway 13 north of the downtown. In addition to providing music classes, the school has concerts that attract people from across the region.

Many other events in the region also draw people to Washburn. Lake Superior Big Top Chautauqua is a nonprofit performing arts organization that hosts concerts, historical musicals, variety shows, and lectures in a 900-seat, state-of-the-art, tent-theater. The tent-theater is located between Washburn and Bayfield, but the offices are headquartered in Washburn. The Bayfield Apple Festival also draws many people to the region in early October.

6.6 GOALS, OBJECTIVES, AND POLICIES

The following goals are broad statements that reflect the City's vision for land use. They represent the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goals. The following policies are key actions intended to accomplish the stated objectives.

Goal 1: Provide cost effective, efficient delivery of community services and infrastructure that meet the needs of the community.

Objective 6.1: Plan and implement infrastructure extension and development in a cost-effective manner.

Policy 6.1.a: Work with property owners to provide sewer and water service to those areas in the city that can be served.

Policy 6.1.b: Discourage development that would require premature extension of services to areas that cannot be logically and sequentially served.

Policy 6.1.c: Require utilities in new developments to be placed underground.

Policy 6.1.d: Work with telecommunication providers to ensure that Washburn has the necessary telecommunication and broadband infrastructure to support current and future demands.

Policy 6.1.e: Development shall only be approved where the necessary infrastructure can accommodate the proposed development or where there is a feasible way to install the necessary infrastructure.

Policy 6.1.f: Locate public facilities and utilities so that they maximize efficiency, minimize costs, and minimize their impacts on the environment.

Objective 6.2: Continue promoting and implementing energy conservation measures and cleaner forms of energy that reduce the City's dependence on imported energy and extractive resources.

Policy 6.2.a: Support the efforts of energy providers, government agencies and programs, and others to inform residents about energy conservation measures.

Policy 6.2.b: Implement energy conservation measures in all City community facilities to showcase energy conservation measures and to set a positive example for residential, commercial, and industrial uses.

Policy 6.2.c: Encourage energy providers and others to provide financial incentives for businesses and homeowners to conserve energy.

Policy 6.2.d: Work with energy providers, neighboring and overlapping jurisdictions, and others to explore options to provide clean, safe, and sustainable energy production in the Chequamegon Bay area.

Objective 6.3: Ensure that the community continues to be served by adequate waste disposal and recycling facilities.

Policy 6.3.a: Work with waste disposal providers to ensure that waste disposal needs throughout the City are met.

Policy 6.3.b: Promote and encourage residents, businesses, industries, and institutions to reduce, reuse, and recycle products.

Policy 6.3.c: Encourage new business and industry endeavors that can recycle and use waste products in Washburn, rather than shipping all waste products out of the City.

Policy 6.3.d: Promote a community-wide compost site.

Objective 6.4: Ensure that the buildings, equipment, and staff associated with community services and facilities in Washburn are adequate to meet the needs of the community.

Policy 6.4.a: Evaluate the building and space needs associated with Washburn's community facilities. Develop plans to address concerns.

Policy 6.4.b: Plan and budget for City equipment replacement and repair as needed.

Policy 6.4.c: Work with neighboring and overlapping jurisdictions to explore the feasibility and efficiency of jointly purchasing and/or sharing equipment.

Policy 6.4.d: Evaluate staffing needs and plan accordingly to ensure the safe and efficient delivery of community services.

Goal 2: Washburn's community facilities and services contribute to the City's high quality of life.

Objective 6.5: Provide high quality recreational opportunities and facilities that meet the needs and desires of residents and visitors.

Policy 6.5.a: Manage and enhance public and/or open space along the waterfront.

Policy 6.5.b: Continue to enhance Thompson's West End Park and Memorial Park.

Policy 6.5.c: Work with the School District and others to coordinate and share recreation facilities.

Policy 6.5.d: Maintain the viability of the City's marina and explore ways to expand the marina as per the recommendations of the City's Waterfront Development Plan and the Harbor Commission's Strategic Plan.

Objective 6.6: Provide high quality cultural opportunities and facilities that meet the needs of residents and visitors.

Policy 6.6.a: Ensure that the Washburn Library remains a valuable community resource.

Policy 6.6.b: Encourage and support additional day care centers and activity centers for people of all ages as per the needs of the community.

Policy 6.6.c: Promote the use of existing museums and interpretive trails in the downtown and waterfront areas.

Policy 6.6.d: Explore opportunities to provide additional gathering spaces for community events.

Objective 6.7: Encourage citizen involvement in community affairs.

Policy 6.7.a: Actively solicit citizen participation in City affairs including committees, community events, public meetings, etc.

Policy 6.7.b: Work with schools and education programs to promote opportunities for youth to be involved in government committees, to attend Planning Commission and City Council meetings, and to participate in mentorship and civic opportunities that develop character and leadership skills.

Policy 6.7.c: Offer internships to area students interested in City government.

Policy 6.7.d: Work to improve community outreach and relations.

Policy 6.7.e: Enhance the City of Washburn's web site and social media platforms and promote as primary sources for general information about citizen engagement opportunities in Washburn.

6.7 UTILITIES AND COMMUNITY FACILITIES PLAN

This section summarizes and expands on the key concepts and actions discussed in the inventory and analysis section, and the goals, objectives, and policies section of this chapter.

UTILITIES PLAN

The City will provide water and sewer to areas outside of the current service area after considering the economic, environmental, and social effects and whether expansion would be in the best interest of the community. It should be noted that the City had approved a planned unit development (which subsequently expired) and amended its tax increment financing district for a golf course and housing development along County Highway C. Should that development be completed as originally proposed, utility connections would be required and the sewer and water service boundary would have to be amended. In addition, if the City should ultimately choose to construct a new public works facility in the northwest corner of the city adjacent to County Highway C, the new facility would likely require public sewer and water, which would also require the sewer and water service boundary to be amended.

Washburn will work to protect the natural environment by implementing best management practices for stormwater runoff. For example, the City, in consultation with others, may develop and implement plans for regional treatment of runoff that cannot otherwise be treated onsite. Washburn will work to ensure that existing septic systems in the city are safe and environmentally sound. In consultation with Xcel Energy, the City will explore the costs and benefits of burying or relocating the existing three-phase power line. Xcel installing temporary lines along prior to upgrading current lines

The City will work to reduce the use of scarce natural resources by promoting energy and water conservation measures. The City will also be an active participant in discussions with energy providers, neighboring and overlapping jurisdictions, and others to explore options to provide clean, safe, and sustainable energy production in the region. Washburn will also promote and implement measures to reduce, reuse, recycle, and share materials and equipment.

COMMUNITY FACILITIES PLAN

As an eco-municipality that promotes sustainability through the Natural Step framework, the City of Washburn is committed to meeting human needs fairly and efficiently. As such, Washburn will ensure that its community facilities meet the needs of its residents. Parks, schools, community

events, and public participation in civic affairs, help make Washburn a city “where community matters.” Washburn recognizes it cannot survive if it does not adequately coordinate and balance the social, economic, and environmental components of the community.

The Community Facilities Plan strongly promotes broad-based citizen involvement in the planning process as a way to understand and respond to the needs of the community. For example, the Plan encourages residents to participate on planning committees and at public meetings. The Plan suggests that the City offer internships to students interested in City government and civic affairs, and that City leaders proactively meet with residents and businesses to listen to concerns and suggestions.

The Plan recognizes that Washburn’s parks, open spaces, and waterfront contribute greatly to the quality of life in Washburn. In particular, the City will protect and enhance public open space along the waterfront. The City will also develop and implement a master plan for Thompson’s West End Park, Memorial Park, and the public open space adjacent to the commercial dock. It will promote trails, interpretive exhibits, and community facilities that celebrate the waterfront. It will also implement the recommendations of the Harbor Commission’s Strategic Plan for the Washburn Marina. The City will develop a plan for adaptive reuse of the old pumphouse for public use. Refer to Chapter 4: Waterfront and Coastal Resources for additional information.

Washburn will study the costs and benefits of developing a new public works facility on City land adjacent to County Road C in the northwest corner of the City. The City will explore opportunities to share the facility and/or equipment with neighboring and overlapping jurisdictions. The City of Washburn will work with Bayfield County to discuss options for consolidating the County Forestry Department with the County Highway Department facilities. The Washburn School District, the City of Washburn, and neighboring communities will continue to discuss the needs of the School District and the future of the Middle School and High School in Washburn.

Washburn accepts its obligation to protect the health, safety, and welfare of its residents. Consequently, it will ensure that its police, fire, and emergency medical services are properly staffed and equipped. In addition, the City of Washburn will provide quality of life facilities and services (including parks, libraries, and community events) based on public need and desire. Therefore, the City will involve the public in refining plans and setting priorities for maintaining and enhancing community facilities and services in Washburn.

Map 6-1 Existing Sewer & Water

Map 6-2 Existing Community Facilities

7. NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES

7.1 INTRODUCTION

Washburn's past, present, and future are strongly tied to its natural, cultural, and agricultural resources. This chapter provides an inventory and analysis of these resources, and it describes goals, objectives, policies, maps, and programs to manage these resources.

7.2 NATURAL RESOURCES

As discussed in Chapter 4 of this Plan, natural resources have attracted people to the Washburn area for centuries. Over 600 years ago, wild rice and abundant fish and wildlife resources attracted the Anishinaabe people to the Washburn area. Later, French and British fur traders settled in the area and used Chequamegon Bay and Lake Superior to transport their furs. Then in the late 1800s through the early 1900s, Washburn's industries harvested and extracted large quantities of lumber and brownstone in the area. Chequamegon Bay provided an excellent port to process and transport these resources. During this period, many people viewed the area's natural resources as a commodity to be bought, sold, and used. By the early 1900s, wood resources in the area were depleted and the demand for brownstone had waned. Consequently, natural resource-based industries folded or downsized and the value of Chequamegon Bay as a shipping port declined.

Today, natural resources cannot be viewed simply as a commodity. There must be recognition that natural resources are of great value in and of themselves. They also contribute greatly to Washburn's quality of life and provide opportunities for recreation and tourism, which in turn help Washburn's economy. Natural resources help make Washburn a desirable and healthy community to live in. Therefore, conservation and effective management of these natural resources are critical to Washburn's future. This section provides an overview of key natural resources in Washburn.

GEOGRAPHICAL PROVINCE AND TOPOGRAPHY

The City of Washburn is located in a geographical province known as the Lake Superior Lowland, which encompasses a relatively small area of land directly adjacent to Lake Superior in Bayfield, Douglas, and Ashland Counties. The province ranges in altitude from roughly 300 feet below sea level to roughly 1,000 feet above sea level. Lake Superior is about 602 feet above sea level.

The hills of the Northern Highland Province surround the Lake Superior Lowland and encroach into the north central part of Washburn. These surrounding hills formed the shoreline of glacial Lake Duluth, a predecessor of Lake Superior. Many years ago, Washburn was submerged under glacial Lake Duluth, which was estimated to be roughly 500 feet higher than present day Lake Superior.



View of Lake Superior from Washington Avenue roughly 400 feet above Lake Superior (SWB, Inc.)

The topography of Washburn was formed about 10,000 years ago, when the last of four glaciers that once covered the area retreated. Red clay, which is the characteristic soil type in the area, is a result of deposition of materials during the last glacial retreat. Washburn's topography ranges from roughly 602 feet above sea level along the Lake Superior shoreline to roughly 995 feet above sea level at Woodland Cemetery in the north-central part of the City. This change in elevation allows for good views of the lake, especially in the north-central part of the City where the topography change is the most dramatic. Most of the City has moderate, south-facing slopes of five to ten percent that do not present major development issues, and in fact, may present opportunities to integrate solar energy design into existing and future development.



Lakeshore in Thompson's West End Park in the Southwest Part of the City (SWB, Inc.)



Lakeshore in the Northeast Part of the City (SWB, Inc.)

The area surrounding Thompson Creek in the southwest corner of the City is a low-lying area with little relief. This area has numerous wetlands and is prone to flooding. Consequently, the topography in this area may present some development constraints. The lakeshore in the southwest part of the city has little relief, which allows for good beaches and easy access to the lake (see side photo). In contrast, the lakeshore in the northeast part of the city is more rugged with small cliffs that provide scenic overlooks of the lake (see side photo). In general, Washburn's topography is an amenity. The primary areas where the existing topography could present a development concern are steep areas near the lake and along creeks and ravines.

SOILS

The United States Department of Agriculture Natural Resources Conservation Service prepared a soil survey for Bayfield County that provides valuable information regarding potential development constraints, suitability for vegetation, and so on. However, detailed soil borings should always be taken and carefully analyzed before any site development takes place. The following summarizes key findings of the soil survey as they relate to Washburn. Refer to the soil survey for more information.

Soils of Statewide Importance for Farmland

The soil survey shows a relatively large portion of Washburn consists of soils of statewide importance for farmland. However, with the exception of a few hayfields in the northeast corner of the city, existing urban development covers most of these soils. No conventional farms exist within the city limits.

Soils with Potential Erosion Hazard

Certain soil types are susceptible to erosion. In Washburn, soils with a potential for very severe erosion are located around the mouth of Thompson Creek. This area is also prone to flooding. Soils with a potential for severe erosion are located in areas of highly variable relief, including ravines and stream corridors. Development in these areas (including buildings, trails, and roads) must be carefully constructed and managed to minimize the adverse effects of erosion.

Infiltration

Most soils in Washburn consist of clays that have a slow to very slow rate of infiltration, which means they have a high runoff potential. High runoff can contribute to erosion, sedimentation, damage to personal property, and so on. Therefore, it is important that Washburn implements best management techniques to handle stormwater runoff effectively and to maximize infiltration.

Constraints for Septic Systems

The soil survey rates all soils in Washburn as having severe constraints for septic systems. This does not mean that septic systems cannot function appropriately in Washburn, but it does suggest that extra care must be taken to ensure that new and existing septic systems work properly and that they do not adversely affect the natural environment or health of the public. Refer to the Bayfield County Soil Survey for more detailed information about Washburn's soils.

SURFACE WATER AND GROUNDWATER

Washburn has abundant and outstanding water resources that contribute to the economy, health, and identity of Washburn. Washburn's water resources also provide tremendous recreation opportunities for residents and visitors. The following provides a brief description of water resources in Washburn. Refer to Chapter 4 of this Plan for additional information.

Chequamegon Bay, Lake Superior

Chequamegon Bay is a relatively shallow and protected bay on the south shore of Lake Superior. It encompasses an area of roughly 53 square miles, has an average depth of 28 feet, and a maximum depth of 67 feet. The watershed that drains to Chequamegon Bay covers an area of 1,440 square miles. Throughout the history of Washburn, people have been attracted to the bay. During the late 1800s through the early 1900s, Washburn's waterfront was lined with sawmills and docks. At that time, the bay was valued as an industrial port. Today, the bay no longer functions as an industrial port, but it supports a marina, a commercial dock, recreation activities, and numerous plants and animals.



*Chequamegon Bay by the Commercial Dock
(SWB, Inc.)*

Watersheds

Washburn is located in the Bayfield Peninsula Southeast Watershed, one of Wisconsin's 16 watersheds that drain into the Lake Superior Basin. This watershed includes the eastern half of Bayfield Peninsula and most of the Apostle Islands. Because a watershed does not follow political boundaries, it is critical that neighboring and overlapping jurisdictions in the watershed cooperate on all matters affecting the watershed. The Bayfield Peninsula Southeast Watershed is particularly sensitive because the watershed consists of highly erodible, red clay soils that could eventually make their way to Chequamegon Bay where they could degrade water quality and plant and animal habitats. Poor land and water management anywhere in the watershed can adversely affect areas downstream and ultimately Chequamegon Bay. Washburn is at the lower end of the watershed, so it is the recipient of whatever occurs at the upper end of the watershed. This means Washburn also has the opportunity and/or responsibility to help address runoff problems in the City before they cause damage to Chequamegon Bay and other water resources in the City.

Wetlands

The Wisconsin Wetland Inventory generated by the WDNR identifies 80,252 acres or about 8.5% of Bayfield County as wetlands based on 1991 aerial photography. In Washburn, the majority of wetlands occur along and at the mouth of Thompson Creek. The Wisconsin Wetland Inventory is useful for general planning purposes, but it does not reflect the exact boundaries of all wetlands in the City. Consequently, it is important to delineate and evaluate all wetlands on a property before considering development. Wetlands are not wasted lands that constrain development. On the contrary, wetlands provide many benefits, including water quality protection, groundwater recharge and discharge, flood protection, and wildlife habitat. To that end, the City should continue to ensure their protection.

Streams and Ravines

Thompson Creek is the most significant stream in the City. It is a cold-water stream classified as supporting a Class I brook, brown, and rainbow trout fishery, and runs of migratory trout and salmon species. The WDNR lists Thompson Creek as an outstanding water resource. The stream has deep pools and undercut banks, with a gravel, sand, and clay bottom. It empties into Vanderverter Bay on Washburn's southwest edge.



Thompson Creek near State Highway 13 (SWB, Inc.)

WDNR studies have found that streambank erosion, silt, and low flows are adversely affecting the habitat quality of the stream, and that livestock, barnyards; and cropland in the watershed contribute pollutants that adversely affect the stream. WDNR surveys of the creek have not any found rare species, or a rich diversity of species associated with Thompson Creek. Although Thompson Creek is not pristine, it is an important natural amenity that is highly valued by the community. Changes in land management can improve the quality of the creek's water and habitat. The City should be particularly careful about future development in the Thompson Creek watershed.



Mouth of Unnamed Stream in the NE corner of Washburn (SWB, Inc.)

Numerous smaller streams and ravines also run through Washburn. Because the streams empty into Lake Superior, they affect the water quality of the lake. Careful planning and design are necessary to protect these streams and ravines, and ultimately Lake Superior, from potential adverse effects of development such as increased runoff, erosion, pesticides, and fertilizers.

Floodplain

Areas susceptible to flooding are unsuitable for development because of risks to lives and property. Any proposed development or redevelopment in or near the floodplain should be surveyed to ascertain the precise boundary of the floodplain. Most of the 100-year floodplain has a base elevation of 605 feet above sea level and lies in a relatively narrow band along Lake Superior. The floodplain widens and deepens around Thompson Creek.

Flood Resiliency

The Flood Resiliency Scorecard, developed by the Wisconsin Department of Health Services in collaboration with Wisconsin Sea Grant, is a comprehensive flood planning tool which can help communities evaluate past, current, and projected flood risks through three distinct lenses:

- **Module 1** assesses natural and physical landscape characteristics, such as soil types, slope, and impervious surfaces.
- **Module 2** evaluates community policies and plans, such as existing flood mitigation and comprehensive plans, and local policies, practices, and regulations that can support or hinder flood resiliency.
- **Module 3** examines cultural and socioeconomic sources of vulnerability and partnerships, such as understanding flood impact on health and the needs of vulnerable residents.

In the summer of 2020, the City of Washburn participated in a test pilot of the Flood Resiliency Scorecard. In summary, the main findings from the pilot study were that in terms of flood resilience, Washburn may benefit the most from updated flood maps, cohesive and explicit flood language and resilience goals in city plans, and an increase in community outreach, coordination, and support around flood risk and mitigation.

Groundwater

Washburn's drinking water comes from deep well sources. Although Washburn's drinking water quality is exceptional, the City will need to be diligent in ensuring that drinking water remains safe for future generations. Refer to Chapter 6: Utilities and Community Facilities for additional information.

Impaired Waters

There are no impaired waters in Washburn as defined by Section 303(d) of the Clean Water Act. Nevertheless, Washburn and neighboring and overlapping jurisdictions should work to maintain and/or improve surface water quality in the region.



*Mixed Conifer and Deciduous Forest in
Northeast Washburn (SWB, Inc.)*

ECOLOGICAL LANDSCAPE AND VEGETATION

Washburn is located in the ecological landscape known as the Superior Coastal Plain. This area encompasses the region along the southwest coast of Lake Superior stretching from Superior to the eastern edge of Ashland County. Lake Superior strongly influences the climate of the region by providing cooler summers, warmer winters, and more precipitation compared to inland locations. In the 1800s, a mixture of white pine, white spruce, balsam fir, paper birch, poplar, quaking aspen, and white cedar dominated most of the landscape, but by the 1900s, most of the forested areas were harvested. Today, second- growth forests of aspen and birch dominate the region. In Washburn, white pine is still prevalent in areas. Roughly one-third of the area in the Superior Coastal Plain is open and used for pasture and agricultural use.

Wetlands and woodlands make up much of the undeveloped areas of Washburn and contribute to Washburn's sense of place. Most wetlands are in the southwest part of the city. Wetlands provide many benefits including water quality protection, groundwater recharge and discharge, flood protection, and wildlife habitat. To that end, the City should continue to ensure their protection.

Woodlands, consisting of a mixture of conifers and deciduous trees, cover most of the rural areas of the city. Some urban areas, particularly City parks, have significant stands of trees. For example, Memorial Park has many white pines that tower above the park and provide the park with a strong identity (see side photograph). Street trees also contribute greatly to the identity of the City.



White Pine in Memorial Park (SWB, Inc.)

Many former agricultural lands and former waterfront industrial lands in Washburn have been converted to open meadows. If left alone, these areas will begin to transition to shrublands and forests. This transition is already occurring along the waterfront where aspens and willows are spreading out from the ravines and shoreline into the open meadows (see side photograph).

THREATENED AND ENDANGERED SPECIES

The United States Fish and Wildlife Service identifies several federal threatened and endangered species in Bayfield County including the Canada lynx, gray wolf, and Fassett's locoweed (threatened), and the Kirtland's warbler (endangered). These species may or may not be found within the City limits. In addition, the Wisconsin Natural Heritage Inventory identifies many rare plant and animal species and rare natural communities in Bayfield County. However, to protect these species, their specific locations are not readily available to the public. The City should coordinate with the US Fish and Wildlife Service to ensure that future development in Washburn does not adversely affect threatened or rare species.



Waterfront Meadow transitioning to Shrubland/Forest (SWB, Inc.)

ENVIRONMENTALLY SENSITIVE AREAS

The Wisconsin Department of Natural Resources does not identify State Natural Areas within the City of Washburn. However, Thompson Creek and wetlands in southwest Washburn are important natural features that should be protected. Other areas in the city where the City should take special care to protect and enhance include the coastal area, bluffs, creeks, ravines, wetlands, and woodlands.

AIR QUALITY

Air quality in the Washburn area is good (air quality index 0-50). Air quality advisories are issued when the air quality index exceeds (or is expected to exceed) a value of 100. According to the University of Wisconsin Population Health Institute, in 2021 Bayfield County ranked as the 33rd overall healthiest county out of the 72 Wisconsin counties in health outcomes. This is partly due to its average air quality index of 5.2 in 2021.

MINERAL RESOURCES

Mineral resources played an important role in the history of Washburn and the surrounding area. Brownstone was mined in the region from the late 1800s to the early 1900s. A relatively small amount of sand and gravel mining occurred in the City of Washburn and still occurs in the surrounding region. These mines help supply base material for road and building construction in the area. It is important that these mines be properly managed and reclaimed.

7.3 CULTURAL RESOURCES

Washburn has a rich history characterized by tremendous growth and prosperity as well as significant losses. Washburn's history is an important part of its current culture and identity. The publications "Wood, Stone and Water – Washburn Walking Tour" by the Washburn Heritage Preservation Association (2005), "Caring for Historic Houses and Buildings in Washburn" by the Washburn Historic Preservation Commission (2006), "Washburn Memories" by the Washburn Women's Civic Club (1983), "Washburn Pioneers" by the Washburn Area Historical Society (1986) and several other books, newsletters, and research articles provide excellent resources for understanding and experiencing Washburn's past. The following provides an overview of the history of Washburn followed by an overview of its current culture.

WASHBURN'S PAST

As discussed in Chapter 4 of this Plan, the historic development of Washburn is tied to the area's natural resources – in particular, Chequamegon Bay. Although the railroad and major industries were critical to the historic physical development of Washburn, the City of Washburn exists because of the area's natural resources. The railroad and major industries came and went, but the area's natural resources remain and continue to be an important part of Washburn's economy and culture.



Washburn's Waterfront in 1890 (Washburn Historic Preservation Commission)

Washburn's Waterfront

Over 600 years ago, wild rice and abundant fish and wildlife resources attracted the Anishinaabe people to Chequamegon Bay. Later, French and British fur traders settled in the area and used Chequamegon Bay and Lake Superior to transport their furs. While traces of these former developments can still be found in the Chequamegon Bay area, the development pattern that is most evident today originated in the late 1800s when industries began harvesting and extracting large quantities of lumber and brownstone in the area.

Chequamegon Bay provided an excellent port to process and transport these resources. As a result, sawmills, lumberyards, and auxiliary industries developed along Washburn's waterfront. The waterfront was Washburn's industrial park. Commercial and residential uses developed inland from the waterfront industries, and a railroad was constructed to transport goods to and from the waterfront.

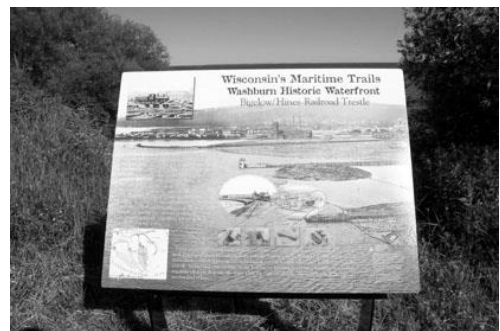
However, by the early 1900s, the wood resources in the area were depleted and the demand for brownstone had waned. Existing industries on the waterfront folded and the value of the waterfront as a shipping port declined. The City of Washburn eventually acquired former industrial waterfront sites for public use and potential redevelopment. Today, the waterfront area accommodates parks, a marina, homes, some commercial uses, and the Lakefront Walking Trail.

Lakefront Walking Trail

The demise of the waterfront industries did not lessen the value of the waterfront to the residents of Washburn. Washburn rallied around the efforts of William (Bud) Robinson, Jan Nordlin, and Harold Moe to construct a public lakefront walking trail that tells the story of Washburn's past. The trail follows the Lake Superior shoreline from Thompson's West End Park to the City's Athletic Fields. Visitors to the trail will be taken on a trip into Washburn's past with numerous informational signs describing the community's former waterfront industries and activities. In 2002, the City participated with the Wisconsin Historical Society in a Maritime Trails program. The result being additional signage placed along the pathway describing the City's association with maritime industries. In 2019, the City Council designated the Lakeshore Walking Trail a historical site.



An Original Sign along the Lakefront Walking Trail (SWB, Inc.)



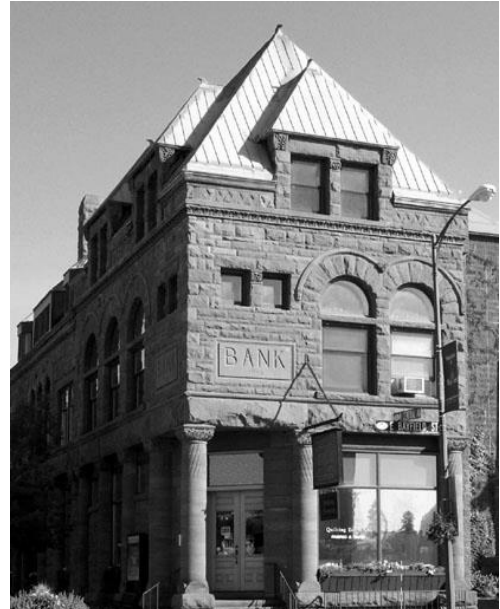
Newer Maritime Interpretive Sign along the Lakefront Walking Trail (SWB, Inc.)

Washburn's Architectural Resources

Washburn has many historically significant buildings, most of which were constructed in the late 1800s or early 1900s. Fortunately, many of these buildings are in relatively good shape today. Three buildings are on the National Historic Register of Historic Places:

- The Bank of Washburn (also known as the Washburn Historical Museum and Cultural Center). This brownstone, Romanesque building was constructed in 1890 and is located at the intersection of Bayfield Street and Central Avenue. It currently houses the Washburn Historical Museum and Cultural Center.
- The Bayfield County Courthouse. This brownstone, classical revival building was constructed in 1896 and is located at 117 East 5th Street. There was an attempt to demolish the building in 1974 to allow for construction of a new courthouse. However, residents rejected the idea and the County opted to renovate the building instead. In 1975, it became the first Washburn building added to the National Register of Historic Places. The building still functions as the County Courthouse.
- The Washburn Public Library. This brownstone, classical revival building was constructed in 1905 and is located at 307 Washington Avenue. The building was built with funding from Andrew Carnegie. The library has always been an important part of Washburn.

Dozens of other historically significant commercial and residential buildings that are not on the National Register still exist in Washburn. Unfortunately, some historically significant buildings (for example, the Sheriff's Office and Jail) were demolished or destroyed. Others were renovated in a manner inconsistent with the original character of the building. This loss of significant buildings reinforces the importance of protecting the City's remaining historically significant buildings and structures. Refer to the publication "Wood, Stone and Water – Washburn Walking Tour" by the Washburn Heritage Preservation Association (2005) for additional information.



Bank of Washburn (Washburn Historical Museum and Cultural Center) (SWB, Inc.)



Bayfield County Courthouse (SWB, Inc.)



*Washburn (DuPont) Civic Center (SWB, Inc.)
DuPont Superintendent's House – A Historically Significant House (SWB, Inc.)*

The rise and fall of major industries in and around Washburn also affected the culture of Washburn. The DuPont Barksdale Explosive Plant operated in the Town of Barksdale west of Washburn between 1905 and 1971. Washburn's population grew to roughly 9,000 people in 1918, in large part to help meet the employment needs of the plant. To accommodate its employees, DuPont constructed housing and community facilities in the City of Washburn, some of which still exist today – most notably Memorial Park and The Club. Though the DuPont Plant, sawmills, grain elevator, and other industries no longer exist in or near Washburn, many of the grand buildings and places spawned by these industries still exist and are an important part of the culture of Washburn.

WASHBURN'S PRESENT

At its core, Washburn's cultural identity is tied to Chequamegon Bay and the area's natural resources. Washburn's waterfront was bustling with activity in the late 1800s through the early 1900s as industries processed and shipped natural resources that helped the country grow. While these early industries no longer exist in Washburn, the community still identifies itself with that era. Washburn has done a good job of preserving and celebrating its historically significant buildings and places from the late 1800s and early 1900s. For example, Washburn's annual Brownstone Days Festival celebrates and honors the city's historic brownstone buildings. Likewise, the Lakefront Walking Trail tells the history of Washburn's waterfront.

Although Washburn's cultural identity is tied to its industrial past, it is also tied to a new era that supports creative professionals, recreation, and tourism. Unlike the late 1800s and early 1900s when the area's natural resources were a commodity to be bought, sold, and shipped out of the area, Washburn today is seen as a community that respects and celebrates nature. People live and work in Washburn, in part, because Washburn has outstanding natural amenities, recreation opportunities, and cultural resources. Washburn's identity is also strongly tied to the creative professions (including visual and performing artists). Numerous creative professionals have chosen to live and work in Washburn because of Washburn's high quality of life.



Washburn Library (SWB, Inc.)



Wood Statue on Bayfield Street that reflects Washburn's Past (SWB, Inc.)



View of Chequamegon Bay from Thompson's West End Park (SWB, Inc.)

7.4 AGRICULTURAL RESOURCES

As stated earlier in this chapter, soils of statewide importance for farmland exist in Washburn, but there are no conventional farms within the City limits. However, some forage crop lands do exist along the city's periphery. Agriculture continues to be an important part of the surrounding towns.



*Hayfield in Northeast Corner of Washburn
(SWB, Inc.)*

7.5 GOALS, OBJECTIVES, AND POLICIES

Goal 1: Washburn protects and enhances its natural and agricultural areas.

Objective 7.1: Protect and enhance natural habitats including creeks, wetlands, coastal resources, and forests to provide habitat for plant and animal species and to allow for sensitive use and enjoyment by humans.

Policy 7.1.a: Develop a plan to manage natural and coastal resources in the City.

Policy 7.1.b: Maintain and enhance the water quality of riparian corridors.

Policy 7.1.c: Development shall be sited and designed to avoid impacts from coastal hazards over the life of the development.

Policy 7.1.d: Promote educational opportunities regarding the protection and enhancement of coastal areas.

Policy 7.1.e: Facilitate boat washing at all public launch sites in order to minimize the spread of aquatic invasive species.

Policy 7.1.f: Maintain standards for all development in coastal areas.

Policy 7.1.g: Provide and maintain public access to Lake Superior.

Policy 7.1.h: Preserve views of and from Lake Superior.

Objective 7.2: Support agricultural opportunities in the City.

Policy 7.2.a: Allow for agricultural uses.

Policy 7.2.b: Consider the development of community gardens.

Policy 7.2.c: Support the local farmer's market.

Goal 2: Washburn protects and promotes its historic, archaeological, and cultural resources.

Objective 7.3: Identify and preserve sites and features having unique historical, archaeological, aesthetic, scenic or cultural value.

Policy 7.3.a: Identify, preserve, and protect resources and structures that contribute to Washburn's architectural, historic, and cultural heritage.

Policy 7.3.b: Support community events and programs that celebrate the history and culture of Washburn.

Policy 7.3.c: Encourage restoration and adaptive re-use of historic buildings.

7.6 NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES PLAN

This section summarizes and expands on the key concepts and actions discussed in the inventory and analysis section, and the goals, objectives, and policies section of this chapter.

NATURAL RESOURCES PLAN

Natural resources brought people to Washburn, they helped build the City of Washburn, and they will help sustain the City of Washburn. The following describes key concepts of the Natural Resources Plan. However, this is a general plan that provides a starting point for protection, enhancement, and management of Washburn's natural resources. In consultation with others, the City should prepare a more detailed plan for Washburn's natural resources.

Lake Superior and the Waterfront

The Plan recognizes Lake Superior as Washburn's greatest natural amenity. Fortunately, the City owns most of the waterfront in Washburn. This gives the City a unique opportunity to preserve, enhance, and manage the natural resources associated with the waterfront. The City has done much to enhance the waterfront, but it can do more, especially in regard to native plantings. Refer to Chapter 4 for a more detailed discussion of the waterfront.



Opportunity to Enhance the Natural Landscape along the Waterfront (SWB, Inc.)

Integrate Natural Features into the Existing Built Environment

As discussed earlier in this chapter, Washburn's cultural identity is tied to its natural resources. Therefore, as a means to preserve and enhance its identity, Washburn should develop and implement a plan to integrate natural areas and native plantings into the built environment, where appropriate. For example, street corridors, parking lots, public plazas, and parks may include native plantings. In particular, the street corridors leading to the lake (like Central Avenue) could benefit from strategically placed native plants that provide a tie to nature, but that also allow views of the lake. Bayfield Street could also benefit from native plantings that are conducive to an urban streetscape (see side photograph).



Opportunity on Bayfield Street to Integrate Natural Features into the Built Environment (SWB, Inc.)

Sustainable, Environmentally Sensitive Development

The Comprehensive Plan promotes development and redevelopment within the existing urban areas of the city served by public sewer and water. It discourages encroachment into natural areas, but in accordance with the City's Ordinances, it does not prohibit development on private or public land.

The Plan encourages all development to implement sustainable, environmentally friendly development techniques. Possible techniques include cluster development (or conservation subdivision design) in rural areas of the city, native landscaping to reduce maintenance and energy costs and reduce stormwater runoff, and so on.

Awareness and Education

Awareness and education are critical components of Washburn's efforts to protect and enhance its natural resources. Washburn's quality of life is not only tied to social and economic issues, but also to environmental issues. If Washburn's natural resources are adversely affected, the social and economic components of the City will also be adversely affected. The following describes a few of many things the City can do to strengthen awareness and education of natural resources in Washburn:

1. Use print, broadcast, and website media to promote an understanding of the value of open spaces.
2. Work with the other government jurisdictions, environmental organizations, educational institutions, and others to promote and facilitate community presentations dealing with natural resources in Washburn.
3. Install interpretive signs that help people understand the natural resources in the area. Develop demonstration areas to help communicate open space protection and enhancement techniques.

Many residents choose to live in Washburn because of its natural resources. However, residents, developers, and others are not always aware of things they can and should do to protect and enhance natural resources. Aware residents that are equipped with pertinent information are perhaps the most important resource the City has in protecting and enhancing its natural resources.

CULTURAL RESOURCES PLAN

The following describes key concepts of the Cultural Resources Plan. However, this is a general plan that provides a starting point for protection and enhancement of Washburn's cultural resources. In consultation with others, the City may prepare a more detailed plan for Washburn's cultural resources.

Preservation and Restoration of Historic Structures and Sites

Overall, the City and property owners have done a good job of preserving and restoring many of Washburn's historic structures and sites. However, several historic structures are in need of repair. In some cases, structures may be in such poor condition that property owners may be tempted to demolish the structures rather than repair and restore them. However, wherever possible property owners should be encouraged to preserve or repurpose the existing buildings. Several economic incentives, including federal and state investment tax credits, may be available to owners of historically significant property. More information about



Native Plantings with an Interpretive Sign at the US Forest Service District Headquarters on Bayfield Street (SWB, Inc.)



Opportunity for Building Restoration or Enhancements on Bayfield Street (SWB, Inc.)



financial assistance is available from the National Trust for Historic Preservation, the State Historical Society, and the State's Division of Historic Preservation.

New Development

Bayfield Street has many vacant lots that could provide good opportunities for infill development. However, it is important that new and infill development relate to the historic character of the city and surrounding development. Unfortunately, many of the buildings in Washburn are inconsistent with the historic character of Washburn (see side photograph). The City should prepare design guidelines or design standards to help outbuildings relate to each other

The Arts and Other Creative Professions

Washburn has a relatively high percentage of creative professionals including visual and performing artists, artisans, craftsmen, musicians, and writers that could potentially work in any city, but who have chosen to live in Washburn because of the amenities and quality of life associated with the community and the surrounding region. The City is committed to working with the Chamber of Commerce and other community organizations to promote the arts in Washburn and the surrounding region.

Awareness and Education

Awareness and education are critical components of Washburn's efforts to protect and enhance its cultural resources. Washburn has a reasonably good supply of historic structures and places. However, without an understanding of why these structures are important to the cultural identity of the community, many of these buildings may eventually be demolished or insensitively altered. The following describes a few of many things the City can do to strengthen awareness and education of cultural resources in Washburn:

1. Use print, broadcast, and website media to promote an understanding of the value of open spaces. Promote publications like "Wood, Stone, and Water – Washburn Walking Tour" and "Caring for Historic Houses and Buildings in Washburn" to help raise awareness of these historic resources.
2. Work with other government jurisdictions, historical and cultural organizations, educational institutions, and others to promote and facilitate community presentations dealing with cultural resources in Washburn.
3. Install interpretive signs that help people understand the cultural resources in the area. Develop brochures and place them in key areas around the City.
4. Promote celebrations, like Brownstone Days and Book Across the Bay that celebrate and honor Washburn's culture.



Interpretive Sign along the Lakefront Walking Trail (SWB, Inc.)

AGRICULTURAL RESOURCES PLAN

Conventional farms do not exist within the City limits, but forage crop lands along the city's periphery are located on soils of statewide importance for farmland. The Comprehensive Plan guides these areas for rural or agricultural use at least through the year 2041. While the Plan does not dictate continued agricultural use of the land, the Plan suggests that these lands provide an opportunity to help Washburn become more self-sustaining. The agricultural lands could potentially be converted to vegetable gardens that could help feed Washburn and contribute to the local economy. Conversely, these agricultural lands could be used to establish a nursery of native plants that could be transplanted elsewhere in the City. The existing agricultural lands in Washburn are an important resource that should be used wisely.

Map 7-1: Shaded Relief Map

Map 7-2 Representative Slopes

Map 7-3: Soils of Statewide Importance

Map 7-4: Potential Erosion Hazard

Map 7-5: Infiltration

Map 7-6: Natural Features

Map 7-7: Cultural Features

8. OUTDOOR RECREATION


8.1 INTRODUCTION




The City of Washburn recognizes that parks, recreation, and open space are essential to the quality of life for community residents. These resources provide an environment and setting where residents can engage in passive or active recreational pursuits. Parks and open space provide gathering spaces for families, social groups, and individuals, regardless of ability to pay. Recreational resources and programming; including community events hosted in public parks, are accessible by persons of all ages and abilities. These spaces also provide opportunities to engage in healthy activities in a relaxed, natural setting which contributes to overall community wellness. Parks and open space also play an important role in protecting both ground and surface water, provide flood control functions and serve as critical habitat for plants and animals. Parks, outdoor recreation, and open space are also important economic resources to the City of Washburn. In addition to generating revenue from user fees, indirect spending within the community and economic activity generated is greatly important to local businesses.




8.2 PURPOSE OF THE OUTDOOR RECREATION ELEMENT



This City of Washburn Outdoor Recreation Element of the comprehensive plan reviews and updates information on the physical infrastructure and lands that make up the City's parks, recreation, and open space system, and it provides guidance for future enhancement and expansion of the system. This element addresses Washburn's long-range park, recreation and open space needs but focuses primarily on needs over the next 5-year period (2021-2026). Submission of this element to the Wisconsin Department of Natural Resources (WDNR) maintains eligibility for a variety of Federal and State Aids to purchase land and to add facilities to existing outdoor recreation lands. Preparation of this element was conducted in accordance with guidance found in Wisconsin Statutes 23.30, Outdoor Recreation Program, and the Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP).




8.3 PARKS, RECREATION, AND OPEN SPACE PROFILE


Mini Parks		
	<u>Existing Facilities</u>	<u>Recommended Improvements</u>
 <p>Triangle Park 0.12 Acres</p> <p>Irregular pocket park at the intersection of N. Washington Ave/N. Central Ave and W. 5th Street. This small park space provides minimal amenities and has no facilities.</p>	<ul style="list-style-type: none"> • Flower gardens • Benches 	<ul style="list-style-type: none"> • Replace/upgrade benches • Landscaping as necessary • Provide space for public art • Improve current sidewalk, ADA compliant



 <p>City Hall Plaza <i>0.25 Acres</i></p> <p>Small plaza fronting City Hall along Bayfield St/Washington Ave. Features include a fountain, walkway, flag poles, flower gardens, and benches.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Fountain • Lighting • Walkways • Flag poles • Flower gardens • Benches & picnic tables 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Replace/upgrade plaza lights • Replace/upgrade plaza walkways • Replace/upgrade benches & picnic tables • Install interpretive signage, including a map with city parks • Landscaping as necessary
Neighborhood Parks		
 <p>East Side Tennis Courts <i>0.60 Acres</i></p> <p>Public recreation area between E. Bayfield St. and E. 3rd St. Features fenced in tennis courts (asphalt), 1/2 court basketball, tennis backboard, and benches.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Tennis courts • Benches • Fencing • 1/2 court basketball court • Tennis backboard 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Re-envision public or community space • Improve stormwater handling
 <p>Wikdal Park <i>0.88 Acres</i></p> <p>Community gateway park at the intersection of W. Bayfield St and N. 3rd Ave W. Features benches, lighting, informational kiosk, picnic tables, and flower gardens. This park hosts a number of community events during the year.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Benches • Lighting • Picnic tables • Flower gardens • Informational Kiosk 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Prepare park development plan • Renovate flower gardens and landscaping as needed • Construct gazebo or band stage • Upgrade/Install utilities for outdoor lighting and restrooms • Construct ADA compliant walkways • Install drinking fountain • Place benches and picnic tables

 <p>Legion Park 1.12 Acres</p> <p>Park and public open space along E. Bayfield St and N. 1st Ave E. This site houses the Veterans Memorial and features flag poles, flower gardens, pathways, and benches.</p>	<p>Existing Facilities</p> <ul style="list-style-type: none"> • Veteran’s Memorial • Flag poles • Flower gardens • Pathways • Benches & picnic tables • Bus stop shelter 	<p>Recommended Improvements</p> <ul style="list-style-type: none"> • Prepare park development plan • Extend utilities to park, with potable water • Replace pathways with ADA compliant walkways • Renovate and expand flower gardens and landscaping as needed • Upgrade/replace benches and picnic tables • Reimagine Veteran’s Memorial • Provide space for public art
 <p>Jackie’s Field 1.28 Acres</p> <p>Neighborhood park at the intersection of E. 3rd St and N 3rd Ave E. Features playground equipment, benches, picnic tables, and a sandlot ball field with backstop. The open area also serves as a soccer field.</p>	<p>Existing Facilities</p> <ul style="list-style-type: none"> • Playground set, swings and slide • Benches • Exercise equipment • Free Little Library • Sandlot ball field • Picnic tables • Gravel parking lot 	<p>Recommended Improvements</p> <ul style="list-style-type: none"> • Construct covered picnic shelter • ADA compliant pathways throughout park • New backstop and fencing at ball field • Construction of soccer field • Extend utilities to park • Construction of restrooms; potable water • Add more picnic tables • Landscaping as necessary • Improve storm water handling • Explore feasibility of splash pad
 <p>Hillside Park 3.11 Acres</p> <p>Neighborhood park located at N. 3rd Ave W. and W. Hillside Dr. Features tennis courts (asphalt), 1/2 basketball court, sandlot ball diamond, tennis backstop, benches, and picnic tables.</p>	<p>Existing Facilities</p> <ul style="list-style-type: none"> • Playground • 1/2 court basketball court • Benches & picnic tables • Tennis courts • Sand lot ball diamond • Tennis backstop 	<p>Recommended Improvements</p> <ul style="list-style-type: none"> • Resurface tennis courts • Expand tennis courts • Construct pickleball courts • Renovate, upgrade, and expand playground • Extend utilities and potable water • Construct covered picnic shelter • Landscaping as necessary • Construct ADA complaint pathways and access • Renovate tennis court lighting • Replace/upgrade benches and picnic tables • Construct parking lot • Install signage as necessary

Community Parks		
 <p>Athletic Field & Skate Rinks <i>13.31 Acres</i></p> <p>Located between E. Memorial Park Dr. and E. Pumphouse Rd. Features regulation softball, baseball, and Little League fields, two ice skating rinks, warming house, restrooms, and a concession stand. A groomed snowmobile trail also bisects the property.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Regulation softball field with dugouts • Regulation baseball field with dugouts and scoreboard • Regulation little league field with dugouts • Two ice rinks • Restrooms, concession stand, warming building • Parking and access road 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Prepare park development management & usage plan for Athletic Fields Park • Tree planting & landscaping • Install electronic scoreboards at all fields • Install lighting at fields • Connect lakefront parkway walking trail through park • Reconstruct east skating rink (hockey) • Improve waterlines for ice rink flooding • Extend waterlines to ballfields for irrigation & potable water • Install bleachers at all fields • Construct covered picnic pavilion(s) • Develop/construct pump track • Develop/construct curling rink • Install basketball hoops on blacktop at ice rink area • Update warming shed to be all year-round bathroom/concession usage • Improve stormwater handling
Waterfront Recreation		
 <p>West End Park Boat Landing <i>0.38 Acres</i></p> <p>Public boat launch on Chequamegon Bay located east of the campgrounds at Lake Dr and S 6th Ave W. Renovated in 2020 and features boat ramps, docks, and parking areas. Adjacent features include trailhead, fitness equipment, overflow camping, and beach.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Boat Docks • Boat Launch • Picnic Point • Beach • Overflow Camping Area • Paved & Grass Parking Area • Lakeshore Parkway Trailhead • Fitness Equipment • North Coast Community Sailing Instruction Storage Sheds 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Improve infrastructure (restrooms, parking, landscaping) • Expand parking to accommodate larger boat trailers • Stormwater management improvements • Construct community center or pavilion (determine need and/or desire) • Expand Maritime Trail signage • Add picnic tables and benches


 <p>Coal Dock Beach & Trail/Parkway Extension 0.52 Acres</p> <p>Public beach located next to the Coal Dock with access to a gravel trail and parkway extension. Provides parking amenities as well as benches that overlook Lake Superior.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Beach • Parking • Gravel trail • Overlooks with benches 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Upgrade parking at beach area • Install stairway access from picnic area • Install signage, interpretive and directional • Replace/upgrade benches • Install picnic tables • Improve stormwater management and erosion • Identify and install kayak launch area • Develop yurt camping along overlook
 <p>Commercial Dock 2.04 Acres</p> <p>Public access site at one of the last working bulk cargo docks on Chequamegon Bay. Features a mooring bollard for commercial boats, fishing area, and small beach. A popular winter access to Chequamegon Bay.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Mooring bollard for commercial boats • Transloading and storage space available • Fishing area • Parking area for winter activities 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Install better signage of area rules
 <p>Washburn Marina 18.74 Acres</p> <p>Full-service marina 3 blocks from the City's commercial district, just west of the Commercial Dock. Services include dockage, bulk cargo storage areas, boat ramps, a 150-ton boat lift, indoor and outdoor vessel storage, and vessel repair.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • 138 boat slips, plus 5 transient slips • Piers & docks with electric and water hook-up • Outdoor boat storage • Boat lift • Covered picnic shelter • Store • Petroleum sales • Boat launch • Fish cleaning station 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Landscaping/aesthetic improvements as practical for operations, improve appearance of main entrance area • Build enhancements to/better delineate lakefront trail • Relocate lakefront trail • Construct additional 5-8 transient slips on Pier 4 • Repair and expand parking areas • Asphalt Central Avenue down to beginning of Coal Dock; delineate parking in that area; add riprap along shoreline

	<ul style="list-style-type: none"> • Paved and unpaved parking areas • Restrooms & shower facilities • Office building and repair building • Lounge 	<ul style="list-style-type: none"> • Provide ADA dock/lift facilities to pier(s) • Expand boat storage facilities
 <p>Thompson's West End Park 22.02 Acres</p> <p>Park and campground located at the foot of 8th Ave W. Site features include 50 campsites with utility hookups, showers, restrooms, dump station, two artesian wells, festival area, picnic area and shelter, swimming beach, playground, fishing pier, boat launch and docks.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Campground • Campsite cable hook-ups/electrical sites and WIFI. • Shower & restroom facilities in ADA compliance. • Information kiosk and payment pipe • Sewage dump station. • Two flowing wells. • Festival area – across from pavilion. • Covered picnic shelter. • Picnic area. • Swimming beach. • Playground area. • Boat launch & docks. • Storm water conveyance pond. • Volleyball sand area/pit 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Revisit expansion of West End Park Master Plan for future improvements • Improve park infrastructure (i.e., water & sewer, roads & parking, trails, signage, kiosk, hardscape, public facilities) • Replace playground equipment. • Add full-service picnic shelter/cabin • Extend Lakefront Trail through park • Construct year-round ADA compliant restrooms • Develop better access to lake by pavilion (i.e., rollout dock, fishing pier) • Construct roof structure over artesian wells and upgrade piping • Construct waterfront gazebo • Establish ADA compliant pathways and access trails, including a walkway from the playground/pavilion area to the bathrooms • Erosion control along lakefront • Improve existing campfire area by pavilion • Develop additional campsites/camping areas • Improve beach volleyball court • Invasive plant control as needed

	<p>Existing Facilities</p> <ul style="list-style-type: none"> • Gravel trail from 6th Avenue West to 1st Avenue East • Maritimes Trail & Historical signage • Picnic tables and benches • Parking & trail heads at 6th Avenue West, Washington Ave. & Marina. • Bridges over ravines • Fitness Area and Equipment • Natural habitat • 6th Avenue West to Washington Avenue is ADA accessible • Beaches, at 6th Ave and Washington Ave. trailheads 	<p>Recommended Improvements</p> <ul style="list-style-type: none"> • Review and update management plan every three years. • Improve trailheads and parking lots. • Improve trails and bridges according to ADA standards. • Improve trail erosion, sedimentation, and native plantings, factoring climate change. • Install additional benches and picnic tables • Relocate trail within Washburn Marina • Expand trail from 1st Ave E. to Memorial Park • Renovate trail between Washington Ave and Marina with switchbacks and bridges across ravines according to ADA standards • Expand picnic or pet exercising areas • Install pet waste stations at trailheads • Expand & improve Maritime Trails, historical and informational signage within parkway • Construct picnic pavilion & restroom at Washington Ave Trailhead
 <p>Memorial Park 25.85 Acres</p> <p>Park and campground on E. Memorial Park Dr, overlooking Chequamegon Bay. Features 50 campsites, dump station, playground, picnic areas, shower, and restrooms. Electric, cable TV</p>	<p>Existing Facilities</p> <ul style="list-style-type: none"> • Campground • Covered picnic shelter • Dump station • Electric, Cable, & Wi-Fi service • Playground • Historic kitchen building (no water, plumbing) • Picnic areas • Pathways & bridges across ravines • Restrooms & shower building 	<p>Recommended Improvements</p> <ul style="list-style-type: none"> • Prepare campground development plan • Improve park infrastructure (i.e., water & sewer, roads & parking, trails, signage, kiosk, land/hardscape, public facilities) • Replace playground equipment • Replace full-service picnic shelter/cabin • Update/remodel restrooms to meet ADA compliance • Pathways and access trails that comply with ADA • Erosion control along lakefront • Create/improve existing campfire area by pavilion

<p>and Wi-fi access is available at some sites.</p>	<ul style="list-style-type: none"> • Information kiosk and payment pipe • Parking area • Archway Entrance (South 6th Ave East) • Trail to lake access • Firewood shed 	<ul style="list-style-type: none"> • Develop additional campsites/camping areas (yurt, primitive, glamping) • Install beach volleyball /multi-purpose rec area • Invasive plant control as needed • Expand/connect park trail and old railroad to create inner city trail loop • Rebuild caretaker's house for historic purposes • Seek opportunities to acquire adjacent lands to expand Memorial Park
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Recreation Trail

 <p>Recreation Trail 5.34 Miles</p> <p>The City of Washburn purchased the majority of the former Chicago and Northwestern Railroad right-of-way when the railroad abandoned service to the area in 1983. The right-of-way under municipal ownership has been converted into an off-road snowmobile and ATV trail.</p>	<p>Existing Facilities</p> <ul style="list-style-type: none"> • Multi-Use Recreation Trail (ATV, snowmobile, bike, walk) 	<p>Recommended Improvements</p> <ul style="list-style-type: none"> • Install signage as required • Landscaping as necessary • Purchase or easement railroad right-of-way in private hands between Superior Ave. and Gary Road • Construct silent sports trail between 4th Ave E. and Superior Ave • Improve existing railroad grade to multipurpose trail to include walking, biking, skiing
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Public Open Space

 <p>Public Open Space 83.42 Acres</p> <p>All of the undeveloped publicly owned land (non-park) that is primarily for outdoor recreation, passive outdoor enjoyment, and natural resource conservation.</p>	<p>Existing Facilities</p>	<p>Recommended Improvements</p>
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<p>Public Lands - Thompson West End Park to South City Limits <i>37.40 Acres</i></p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Multi-Use Recreation Trail (ATV, snowmobile, bike, walk) 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Extend Lakefront Trail from Thompson’s West End Park westward along lakefront to the south City limits (Summit Avenue) • Construct pedestrian bridge across Thompson Creek • Install signage along trails • Construct boardwalks over marshy areas of pedestrian trail
<p>School & Private Recreation Facilities</p>		
<p>Washburn Elementary School <i>16.65 Acres</i></p> <p>Athletic fields, basketball courts and playground equipment located on the Washburn Elementary School property along W. 8th St.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Athletic Fields • Basketball Courts • Playground 	<p><u>Recommended Improvements</u></p> <ul style="list-style-type: none"> • Construct ADA compliant walkways. • Construct parking lot. • Install an outside drinking water fountain. • Add landscaping and tree planting. • Construct ADA compliant restrooms. • Install fencing. • Implement stormwater best management practices. • Construct additional field sports facilities. • Install additional signage.
<p>Lake Superior View Golf Course <i>56.49 Acres</i></p> <p>Private 18-hole, par-66 golf course located on County Highway C in Washburn. Fee required.</p>	<p><u>Existing Facilities</u></p> <ul style="list-style-type: none"> • Clubhouse with deck. • Golf course & disc golf • Cross-county skiing • Winter fat-tire biking 	<p><u>Recommended Improvements</u></p>

8.4 ANALYSIS OF DEMAND AND NEED

An analysis of existing parks, recreational lands and open space is provided to determine whether the needs of city residents are being met. The City of Washburn currently provides about 215.2 acres of parkland, excluding open space. Considering the City's population of 2,051 residents (U.S. Census 2020), there are 0.10 acres of parkland per person, or 100 acres per 1,000 population. Inclusion of open space (83.4 acres) increases per capita parkland to 0.15 acres of parkland per person, or 150 acres per 1,000 population. According to the National Parks and Recreation Area (NPRA), typically there are 9.9 acres of parkland per 1,000 residents in the United States, and the general benchmark for parkland acreage is 10.5 acres per 1,000 population.

TABLE 8-1: PARK ACREAGE OVERALL SUPPLY/DEMAND

	2020	2025	2030	2035	2040
Population	2,051	2,010	1,945	1,916	1,863
Supply	299	299	299	299	299
Supply (Per Capita)	0.146	0.149	0.154	0.156	0.160
Demand (10.5 Ac/1,000 Pop)	22	21	20	20	20
Surplus/Deficiency	+277	+278	+279	+279	+279

TABLE 8-2: PARK ACREAGE PROJECTED SUPPLY/DEFICIT (FORMER NPRA STANDARDS)

	2020	2025	2030	2035	2040
Population	2,051	2,010	1,945	1,916	1,863
Mini-Parks					
<i>Low Standard (0.25 Ac/1,000 Pop)</i>	-0.1	-0.1	-0.1	-0.08	-0.07
<i>High Standard (0.5 Ac/1,000 Pop)</i>	-0.6	-0.6	-0.6	-0.6	-0.5
Neighborhood Parks					
<i>Low Standard (1.0 Ac/1,000 Pop)</i>	+4.9	+5.0	+5.1	+5.1	+5.1
<i>High Standard (2.0 Ac/1,000 Pop)</i>	+2.9	+3.0	+3.1	+3.2	+3.3
Community Parks					
<i>Low Standard (5.0 Ac/1,000 Pop)</i>	+3.0	+3.3	+3.6	+3.7	+4.0
<i>High Standard (8.0 Ac/1,000 Pop)</i>	-3.1	-2.8	-2.3	-2.0	-1.6
Special Use Areas (No Standard Applicable)					
Open Space (No Standard Applicable)					

Determining if a community's park and open space needs are being met can be difficult. The process is often not methodical and depends heavily on input from community residents, park and open space users, officials, and staff. Formerly, the National Recreation and Park Association published standards for park acreage per 1,000 population (Table X). This measurement shows the relationship between the City of Washburn population and available parkland. Current methodology calls on each community to determine its own standard, or Level of Service (LOS), tailored to an appropriate range, quantity, and quality of recreational site, facilities, and amenities within its budgetary constraints.

TABLE 8-3: PARK ACREAGE PER 1,000 POPULATION

	Total Acreage	Acreage Per 1,000
Mini-Parks	0.4	0.2
Neighborhood Parks	7.0	3.4
Community Parks	13.3	6.5

GEOGRAPHIC ANALYSIS

The geographic location of parks, recreation, and open space facilities in relation to the community's population is an indicator of how well existing resources are distributed throughout the community. NRPA guidelines suggest that city residents should reside within 1/4 to 1/2 mile of some type of park or open space.

TABLE 8-4:CITY RESIDENTS WITHIN 1/4 TO 1/2 MILE OF PARK OR OPEN SPACE

C. Washburn Population 2,051 (2020 Census)	Residents	Percent
Estimated Population within 1/4 mile of a Park	1,523	74.3%
Estimated Population within 1/2 mile of a Park	2,051	100.0%
Estimated Population within 1/4 mile of Open Space	1,000	48.8%
Estimated Population within 1/2 mile of Open Space	1,951	95.1%
Estimated Population within Mini Park Service Area (1/4 mile)	763	37.2%
Estimated Population within Neighborhood Park Service Area (1/2 mile)	1,980	96.6%
Estimated Population within Community Park Service Area (1/2 mile)	2,051	100.0%

TABLE 8-5:CITY RESIDENTS WITHIN 1/4 TO 1/2 MILE OF PARK OR OPEN SPACE BY PARK

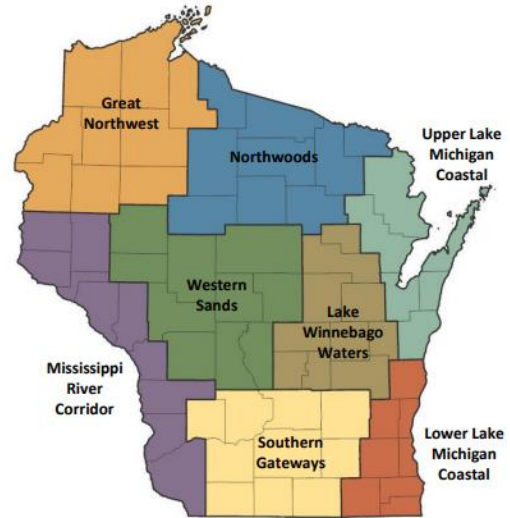
Park	Class	Estimated Population within 1/4 mile Radius	Estimated Population within 1/2 mile Radius
Small Triangle Park	Mini Park	527	337
City Hall Plaza	Mini Park	351	1,063
Hillside Park	Neighborhood Park	102	1,336
Jackie's Field	Neighborhood Park	349	832
East Side Tennis Courts	Neighborhood Park	265	802
Legion Park	Neighborhood Park	333	322
Wikdal Park	Neighborhood Park	403	94
Athletic Fields & Skating Rinks	Community Parks	62	555
West End Park Boat Landing	Waterfront Recreation	45	379
Washburn Marina	Waterfront Recreation	11	345
Commercial Dock & Beach	Waterfront Recreation	2	756
Thompsons West End Park	Waterfront Recreation	44	1,084
Memorial Park	Waterfront Recreation	62	1,083

Overall, park and recreation system resources are generally well distributed throughout the City of Washburn. Most City residents (74.3%) live within 1/4 mile of a park, while 100% reside within 1/2 mile of a park. Of the 2,051 City residents, nearly half (48.8%) live within 1/4 mile of public open space, while most (95.1%) reside within 1/2 mile of the City's open space resources, much of which is located along the City's waterfront.

8.5 REGIONAL AND STATE RECREATIONAL TRENDS

STATEWIDE COMPREHENSIVE RECREATION PLAN

The Wisconsin Statewide Recreation Plan (SCORP) evaluates outdoor recreation supply, demand, trends, and issues in Wisconsin. The 2019-2023 SCORP included a Recreation Opportunities Analysis conducted by the Wisconsin Department of Natural Resources to identify recreation needs for each of the 8 recreational regions in Wisconsin. The City of Washburn is within the 9-county Great Northwest Region of the state. High needs identified in the Recreational Opportunities Analysis for the Great Northwest Region include:



- ATV/UTV riding
- Bicycling - bicycle touring/road riding and mountain biking/off-road biking
- Bird or wildlife watching
- Camping - developed and primitive
- Canoeing or kayaking
- Fishing
- Four-wheel vehicle driving
- Hiking, walking, trail running, backpacking
- Hunting -big game
- Motor boating (including waterski/tubing, personal watercraft)
- Off-highway motorcycle riding
- Swimming in lakes and rivers

BAYFIELD COUNTY COMPREHENSIVE OUTDOOR RECREATION PLAN

The Bayfield County Outdoor Recreation Plan 2020-2024 is a cooperative effort between Bayfield County and its many municipalities, which includes 25 towns, 2 cities (including the City of Washburn), as well as the Red Cliff Chippewa Indians of Wisconsin, and several non-profits in the county. The plan identifies existing outdoor recreation-based infrastructure in Bayfield County while also listing foreseeable recreation facility needs.

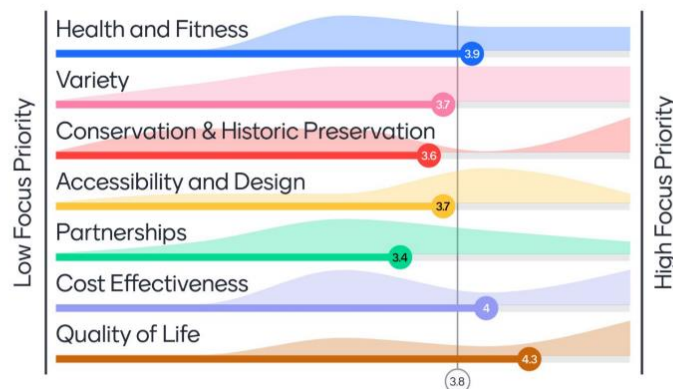
8.6 VISIONING

The vision framework for the Outdoor Recreation Element, prepared by the Washburn Parks Committee, was guided by the following basic principles.

- Plan should provide a guide for the sustainable development of outdoor recreation areas and facilities (sustainability related to economic and environment) things that are important include: maintenance, sustainability, balance place to live with place to come to visit, cost effectiveness, partnerships, conservation-minded, provide amenities that enhance the quality of life, people are drawn here because of nature and what we have.
- We need to continually engage and seek partners and we should be cautious about relying on partners too much. We should also create a partner list and communicate with partners as we develop a plan.
- We need to engage local residents; we need to determine what that engagement should look like (speak with people; page on City website; survey, etc.). We need to get lots of people's feedback, particularly from a diversity of generations and age groups.
- We also want to know what our visitors think/desire too as we develop the plan; we should make sure objectives and activities/projects are realistic and attainable. We also need to think about short-term and long-term maintenance. The plan should be a living document that can be updated.
- We could probably learn from other communities in our area related to how they created an outdoor recreation plan and engaged residents. Maybe we could have a presentation or meeting with them.
- Continue to visit and inventory City parks

These principles helped establish the core outdoor recreation planning focus topics, which were prioritized by the Parks Committee in March 2020.

Outdoor Recreation Planning Focus Topics



8.7 WASHBURN OUTDOOR RECREATION PLAN GOALS AND OBJECTIVES

Overarching Goal: *Provide a partnership-driven, cost-effective, conservation-based multi-purpose outdoor evolving recreation system that enhances the quality of life and sustainability for its infrastructure, residents, and visitors alike.*

Focus Priority: Health and Fitness

Objective 1.1. Ensure healthy living activities and opportunities are easily accessible to residents and visitors through outdoor and indoor facility spaces.

Focus Priority: Variety

Objective 2.1. Offer various options and equitable opportunities for the public to participate in outdoor recreation experiences.

Focus Priority: Conservation & Historic Preservation

Objective 3.1 Invest in protecting outdoor and natural environments through historic preservation programming and conservation strategies.

Objective 3.2 Leverage the conservation and historic preservation investments through offering outdoor and recreation opportunities for residents and visitors alike.

Focus Priority: Accessibility and Design

Objective 4.1 Focus on creating and maintaining accessible outdoor recreation options and opportunities to facilitate a welcoming environment for locals and visitors balances healthy blend of natural and built environments for all to enjoy.

Focus Priority: Partnerships

Objective 5.1 Leverage and establishing new partnerships that provide representation in public, private, and non-profit sector collaboration that focuses on outdoor recreation.

Objective 5.2 Enable residents to provide feedback to enhance outdoor and recreational opportunities.

Focus Priority: Cost Effectiveness

Objective 6.1 Ensure that outdoor and recreation investments balance cost-effectiveness while leveraging opportunities that can benefit the community.

Focus Priority: Quality of Life

Objective 7.1 Promote lifestyle physical changes through investing in new and enjoyable outdoor recreational opportunities that encourage and challenge positive quality of life changes for residents and visitors.

Outdoor Recreation Development Policies

The City of Washburn's Outdoor Recreation Plan's needs were identified through a careful review of previous outdoor recreation assets and plans, on-site visits, and supported by the City of Washburn's Parks Committee and the city's administrative leadership, along with Northwest Regional Planning Commission staff's guidance of the process.

The following policies reflect and support the City of Washburn's Parks Committee's identified short-term project priorities and the necessary action steps towards implementing these policies accordingly.

1. Provide residents with opportunities to engage in recreational experiences throughout the city.
2. Evaluate potential recreation service gaps, emerging trends, and interests in outdoor recreation.
3. Collaborate with governmental, non-profit, and private entities to develop, maintain, and improve recreational facilities and resources for the benefit of the public.
4. Formalize user agreements with public, private, and non-profit partners for use and/or maintenance of city parks and recreational facilities.
5. Coordinate long range planning of parks and recreational resources with land use and the City's future land use map.
6. Manage parks and recreational facilities in a sustainable manner that promotes natural conditions, accessibility, safety standards, user needs, and emerging trends.
7. Maintain the Park Designated Fund as a means to support future park and recreational facility development and capital improvements.
8. Strive to balance city investments in parks and recreation development improvements between revenue generating facilities and other city parks and recreational assets.
9. Promote public awareness of the City's parks and recreational facilities through public meetings, wayfinding signage, maps, and other digital and print media.
10. Update the City's Comprehensive Outdoor Recreation Plan on a five-year cycle to maintain eligibility for state and federal grant programs.

Future Conceptual Improvements & Projects

The following is a list of conceptual outdoor recreational projects.

Inter-Community Trail

- Prepare recreational trail plan over abandoned railroad corridor between Washburn and Ashland for mixed use activities.
- Prepare recreational trail plan over abandoned railroad or existing highway corridors between Washburn and Bayfield for silent sports.
- Legal work to purchase lands and acquire easements as necessary.
- Surface trail with gravel or asphalt as warranted.
- Provide trailheads and parking as needed.
- Prepare maps and trail brochures.
- Undertake clearing and grade trail as necessary.
- Install bridges as necessary.
- Install signage as necessary.

Dupont Linear Park

- Prepare park development plan.
- Provide clearing and grading of silent sports trail.
- Install benches.
- Surface trail with gravel.
- Prepare and publish maps and brochures of the park.
- Purchase additional lands and easements as necessary to provide access to the park, extend park, and establish trailheads.
- Provide signage as necessary.
- Install gates at access points to limit motorized vehicles.

Washburn Green Circle Trail

- Prepare trail development plan.
- Provide clearing and grading of silent sports trail.
- Install benches.
- Purchase trail maintenance equipment including ATV, trailers, and accessories.
- Surface trail with gravel.
- Install gates as necessary to limit motorized vehicles.
- Purchase additional lands and easements as necessary to provide access to the park, extend park, and establish trailheads.
- Provide signage as necessary.
- Prepare and publish maps and brochures of the park.
- Purchase of snowmobile and cross-country skiing trail grooming equipment.
- Bridge ravines and streams as necessary.

8.8 OUTDOOR RECREATION MAPS

MAP 8-1: Parks and Open Space Map

MAP 8-2: Park Accessibility Map (Walking)

MAP 8-3: Mini Park Service Area Map (1/8 Mile Buffer)

MAP 8-4: Neighborhood Park Service Area Map (1/4 Mile Buffer)

MAP 8-5: Community Park Schools Service Areas (1/4 Mile Buffer)

MAP 8-6: Waterfront Recreation Service Area Map (1/4 Mile Buffer)

9. HOUSING

9.1 INTRODUCTION

Housing is an important component of all communities. High quality, available, and affordable housing enhances quality of life and supports economic development. This chapter provides an analysis of Washburn’s existing housing. It also describes goals, objectives, policies, maps, and programs that will help Washburn meet the housing needs of its residents.

9.2 HOUSING SUPPLY

NUMBER AND TYPES OF HOUSING UNITS

Table 9-1 lists the number of housing units in Washburn by housing occupancy. According to 2019 American Community Survey estimates, 92.1% of the housing units in the City are occupied housing units, while 7.9% are vacant housing units.

TABLE 9-1: HOUSING SUPPLY

	Number	Percent
Occupied Housing Units	902	92.1%
Owner-Occupied Housing Units	679	75.3%
Renter-Occupied Housing Units	223	24.7%
Vacant Housing Units	77	7.9%
Season, Recreational, or Occasional Use	14	18.2%
“True” Vacant	63	81.8%
Total Housing Units	979	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

Table 8-2 lists the number of housing units in Washburn by housing type (single-family, multi-family, etc.). According to the 2019 American Community Survey, 80.4% of the housing units in Washburn are single-family detached houses, while 66.5 of housing units in the State of Wisconsin as a whole are single-family detached units. However, just 1.1% of the housing units in Washburn are single-family attached units (townhouses), while 4.2% of housing units in the State of Wisconsin as a whole are single-family attached units.

TABLE 9-2: HOUSING SUPPLY BY TYPE

Units in Structure	City of Washburn	Percent	Bayfield County	Percent	State of Wisconsin	Percent
1 Unit, Detached	787	80.4%	11,580	86.8%	1,792,563	66.5%
1 Unit, Attached	11	1.1%	136	1.0%	112,861	4.2%
2 Units	48	4.9%	230	1.7%	173,453	6.4%
3 or 4 Units	24	2.5%	128	1.0%	99,396	3.7%
5 to 9 Units	9	0.9%	134	1.0%	132,199	4.9%
10 or More Units	81	8.3%	199	1.5%	290,846	10.8%
Mobile Home	19	1.9%	915	6.9%	92,487	3.4%
Boat, RV, Van, Etc.	0	0.0%	13	0.1%	722	0.0%
Total Units	979	100.0%	13,335	100.0%	2,694,527	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

COMPARISON OF OWNER-OCCUPIED AND RENTER-OCCUPIED UNITS

Communities need owner-occupied and renter-occupied housing units. In general, many communities strive to have roughly 65 to 70% of their housing units owner-occupied. Approximately 75.3% of the housing units in Washburn are owner-occupied, while 24.7% are renter-occupied. The majority of the owner-occupied units in Washburn are single-family detached homes.

TABLE 9-3: HOUSING TENURE BY TYPE

Units in Structure	City of Washburn Owner-Occupied Units	City of Washburn Percent	Wisconsin Percent	City of Washburn Renter-Occupied Units	City of Washburn Percent	Wisconsin Percent
1 Unit, Detached	653	96.2%	88.7%	74.0	33.2%	26.5%
1 Unit, Attached	7	1.0%	3.6%	4.0	1.8%	6.2%
2 Units	13	1.9%	2.0%	35.0	15.7%	10.0%
3 or 4 Units	6	0.9%	0.6%	18.0	8.1%	10.0%
5 to 9 Units	0	0.0%	0.7%	9.0	4.0%	14.1%
10 or More Units	0	0.0%	1.1%	64.0	28.7%	31.6%
Mobile Home	0	0.0%	3.3%	19.0	8.5%	1.6%
Boat, RV, Van, Etc.	0	0.0%	0.0%	0.0	0.0%	0.0%
Total Units	679	100.0%	100.0%	223	100.0%	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

VACANCIES

An appropriate percentage of vacancies in the housing market is necessary if those looking to purchase or rent property are going to have adequate housing choices. Vacancies also help keep the cost of housing in balance.

TABLE 9-4: VACANCY STATUS

Status	City of Washburn Vacant Units	Percent Vacant	Wisconsin Percent Vacant
For rent	17	22.1%	12.2%
Rented, not occupied	0	0.0%	2.5%
For sale only	25	32.5%	5.8%
Sold, not occupied	0	0.0%	1.8%
For seasonal, recreational, or occasional use	14	18.2%	57.1%
For migrant workers	0	0.0%	0.1%
Other vacant	21	27.3%	20.5%
Total Vacant Units	77	100.0%	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

VALUE OF HOUSING

The median value of owner-occupied housing units in Washburn in 2019 was \$142,600. Most housing in Washburn is valued in the range of \$50,000 to \$299,999. In comparison to low and moderate valued housing, there is a relatively small choice of high valued housing units in Washburn. The median value of owner-occupied housing in the State was \$180,600.

TABLE 9-5: OWNER-OCCUPIED HOUSING BY VALUE

Value	City of Washburn Number	City of Washburn Percent	Wisconsin Percent
Less than \$50,000	36	5.3%	4.6%
\$50,000 to \$99,999	154	22.7%	12.6%
\$100,000 to \$149,999	181	26.7%	19.6%
\$150,000 to \$199,999	127	18.7%	19.6%
\$200,000 to \$299,999	153	22.5%	23.9%
\$300,000 to \$499,999	9	1.3%	14.8%
\$500,000 to \$999,999	16	2.4%	4.1%
\$1,000,000 or more	3	0.4%	0.8%
Total Units	679	100.0%	100.0%
Median (Dollars)	\$142,600		\$180,600

Source: American Community Survey 5-Year Estimates 2015-2019

Housing decisions should not be based only on the value of housing, but also on the cost in relation to household income. In general, housing costs (taxes, insurance, principal, interest, etc.) should not exceed 30% of total household income. According to the 2019 American Community Survey, about 18.2% of homeowners in Washburn had monthly costs that were 30% or more of their household income.

TABLE 9-6: MONTHLY HOMEOWNER COSTS

Percent of Household Income	City of Washburn Number	City of Washburn Percent	Wisconsin Percent
Less than 20.0%	196	50.3%	49.9%
20.0 to 24.9%	65	16.7%	16.9%
25.0 to 29.9%	58	14.9%	10.4%
30.0 to 34.9%	25	6.4%	6.2%
35.0% or more	46	11.8%	16.6%
Not computed	0	-	-
Total Units	390	100.0%	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

CONTRACT RENT

Rental housing units account for nearly 25% of the occupied housing units in Washburn. In 2019, the median monthly rent was \$658, with 54.7% of renters in the City paying between \$500 to \$999 in monthly rent.

TABLE 9-7: GROSS RENT

Monthly Rent	City of Washburn Number	City of Washburn Percent	Wisconsin Percent
Less than \$500	56	25.1%	10.2%
\$500 to \$999	122	54.7%	53.0%
\$1,000 to \$1,499	30	13.5%	25.3%
\$1,500 to \$1,999	0	0.0%	5.2%
\$2,000 to \$2,499	0	0.0%	1.2%
\$2,500 to \$2,999	0	0.0%	0.4%
\$3,000 or more	0	0.0%	0.4%
No rent paid	15	6.7%	4.3%
Total Units	223	100.0%	100.0%
Median (Dollars)	\$658		\$856

Source: American Community Survey 5-Year Estimates 2015-2019

In 2019, 45.8% of renters in the City of Washburn paid over 30% of their household income on rent. In comparison, 44.0 percent of renters in the State of Wisconsin as a whole paid over 30% of their household income on rent.

TABLE 9-8: GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME

Occupied Units Paying Rent	City of Washburn Number	City of Washburn Percent	Wisconsin Percent
Less than 15.0 percent	20	9.0%	16.3%
15.0 to 19.9 percent	15	6.7%	14.8%
20.0 to 24.9 percent	8	3.6%	13.5%
25.0 to 29.9 percent	39	17.5%	11.4%
30.0 to 34.9 percent	45	20.2%	8.5%
35.0 percent or more	57	25.6%	35.5%
Not computed	39	17.5%	6.2%
Total Units	223	100.0%	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

AGE AND MAINTENANCE OF HOUSING STOCK

Nearly 40% of the housing units in Washburn were built in 1939 or earlier. Most existing housing is at least 50 years old. Consequently, maintenance, energy efficiency, and safety concerns are becoming more prevalent in Washburn as the housing stock continues to age.

TABLE 9-9: YEAR STRUCTURE BUILT

Year Structure Built	City of Washburn Number	City of Washburn Percent	Wisconsin Percent
Built 2014 or later	17	1.7%	1.8%
Built 2010 to 2013	4	0.4%	2.0%
Built 2000 to 2009	31	3.2%	12.5%
Built 1990 to 1999	84	8.6%	13.9%
Built 1980 to 1989	75	7.7%	9.9%
Built 1970 to 1979	154	15.7%	14.6%
Built 1960 to 1969	94	9.6%	9.7%
Built 1950 to 1959	78	8.0%	10.8%
Built 1940 to 1949	83	8.5%	5.5%
Built 1939 or earlier	359	36.7%	19.3%
Total Units	979	100.0%	100.0%

Source: American Community Survey 5-Year Estimates 2015-2019

PLUMBING, KITCHEN, AND TELEPHONE

According to the 2019 American Community Survey, of the 902 occupied housing units, 5 (0.5%) lacked complete plumbing facilities, 5 (0.5%) lacked complete kitchen facilities, and 5 (0.5%) lacked telephone service.

SUBSIDIZED HOUSING

According to the 2019 American Community Survey, 11.2% of people in Washburn (for whom poverty status is determined) are below the poverty level. This is comparable to the 11.3% of people in the State of Wisconsin below the poverty level. Consequently, there is a need to provide housing for those who cannot afford it. The Washburn Housing Authority (WHA) helps address the need for subsidized and special needs housing in Washburn. The WHA administers both Section-8 and low-rent programs to Washburn residents who qualify for assistance.

9.3 PROFILE OF HOUSEHOLDS

The housing needs of a community relate to the demographic profile of the households. Typically, households move through several life-cycle stages, including entry-level households, first time homeowners, move-up buyers, empty nesters/young seniors, and older seniors. The following describes each of these household types and the effect that they have on housing demands in Washburn.



Bay Ridge Villa (SWB, Inc.)

ENTRY LEVEL HOUSEHOLDS

People in the 18 to 24 year old age group typically leave their childhood home and establish their own household. They often rent a house or an apartment because they generally do not have the income and savings needed to buy a home. In addition, many people in this age group move frequently, so they are hesitant to buy a house. They are also more apt to share housing with other unrelated people of similar age.

The entry-level household population in Washburn will fluctuate annually. Many Washburn residents who graduate from high school move to other communities to pursue job opportunities or enroll in institutes of higher education. In the long term, unless current conditions and trends change, Washburn will not see an increase in the 18 to 24 year old age group. Nevertheless, there will always be a strong need to provide affordable, entry level housing choices for people of all ages.

FIRST TIME HOMEOWNERS

First time homeowners are typically in their 20s and 30s. They are usually “move up” renters, meaning they are moving from an apartment to a home. They are often married, with young children, yet increasingly, first time homeowners are single. They are prone to moving within several years of buying their first home for several reasons including: increased salaries allow them to move up to more expensive housing, the addition of children to the household may require larger housing, and job opportunities may require that they move to another community.

Like the 18 to 24 year old age group, Washburn will likely not see a significant increase in the population of typical first time homeowners unless current conditions and trends change. However, the Comprehensive Plan sets expectations for population growth, and the City recognizes that it will need to maintain and attract people in their 20s and 30s if they are going to grow the population and economy of Washburn. Consequently, the City must plan for future growth in the first time homeowner’s market.

MOVE UP BUYERS

Move up buyers are typically in their 30s and 40s. They move up from the smaller, less expensive house that they had purchased earlier. From an economic growth perspective, this is an important group of people. Typically, move up buyers have children in school, and they have established jobs. They are less apt to move to another community and start over.

Also, professionals who are moving to a community to advance their career are generally looking to move up to a more expensive house than what they had in their previous community. Washburn must ensure that it has adequate choices for those who are looking for housing that will satisfy their needs until they are in their late 50s and beyond.

EMPTY NESTERS AND YOUNG SENIORS

Empty nesters and young seniors are generally in their 50s and 60s. Often, their children have moved out of their house and left them with a larger house than needed or desired. Empty nesters and young seniors often want to live in a smaller house, such as a townhouse, which has less maintenance. As the baby boom generation has moved into this age group, the population of this age group has increased in Washburn. Unfortunately, Washburn has very few townhouses and condominiums that empty nesters and young seniors typically seek. Washburn will need to work to increase housing choices for empty nesters and young seniors. If there are not adequate housing choices for this age group, young seniors may be apt to leave the City after they retire.



Move-Up Residence (SWB, Inc.)



Townhome/Twinhome (SWB, Inc.)

OLDER SENIORS

Those in their 80s and older are often looking for low maintenance or assisted living housing. As the population ages, Washburn must continually ensure that it has adequate housing to meet the needs of seniors. Washburn will continue to be a senior- friendly community that values the contributions of seniors to the community.



Lakeview Terrace (SWB, Inc.)

9.4 OTHER HOUSING CONSIDERATIONS

HOUSING IN RELATION TO THE REGION

It may be ideal for people to live and work in the same community, but for various reasons, many people choose to live in one community and work in another. Washburn is in close proximity to the City of Ashland, which serves as the regional hub for the area. Ashland has medical facilities, institutes of higher education, and regional commercial uses that Washburn does not have or cannot support. Yet, some who work in Ashland (or other surrounding communities like Bayfield) may find that Washburn is a more suitable community for them to live in. Consequently, Washburn's housing needs should also be considered within the regional context. For example, the growth of Ashland's Memorial Medical Center may spur the need for additional higher-priced housing. While Ashland may be able to provide that housing need, some medical center employees may prefer to live in Washburn, if the right housing choices are available.

Washburn's population has declined slightly in recent years, but the population of the surrounding towns has increased. Growth in the surrounding towns likely relates to a desire of some people to live in a rural setting (as opposed to an urban setting) and to a perception of some people that it costs less to live in the surrounding towns than it costs to live in the City of Washburn. The City of Washburn may want to explore housing options that address the needs of those who would like to live in the City of Washburn but feel that their only feasible option is to live in the surrounding towns. For example, the City could promote a limited amount of conservation subdivision design that could reduce the costs of housing as well as help preserve natural areas and rural character.

SEASONAL HOUSING

Washburn and the surrounding area have many amenities that attract people from far away. Consequently, some people may have their primary home in a place like Minneapolis, but they may have a second home in Washburn or the surrounding area. Conversely, some people may have their primary home in Washburn, but live in the southern United States for part of the year. Seasonal housing can have positive and negative consequences in a community. Washburn will monitor the effects of seasonal housing in the city and address concerns accordingly.

HOME OCCUPATIONS AND RESIDENCES ABOVE BUSINESSES

Washburn has a growing number of artists, writers, and others who can potentially live and work in their homes. Likewise, several commercial buildings in Washburn provide housing above businesses. Mixed residential and commercial uses can help make housing more affordable and can help enhance the economy of the city. However, the City needs to ensure that the commercial uses do not adversely affect surrounding residential uses.

9.5 GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for housing. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions intended to accomplish the stated objectives.

Goal: Diverse and attractive housing is available in the community to meet the needs of residents.

Objective 8.1: Encourage the rehabilitation and maintenance of the existing housing stock.

Policy 8.1.a: Encourage rehabilitation of owner-occupied and rental units.

Policy 8.1.b: Periodically evaluate housing needs and amend the Zoning Ordinance to address those needs.

Policy 8.1.c: Promote energy efficient construction for new housing and housing renovations.

Policy 8.1.d: Identify blighted properties that are vacant or for sale; consider acquiring them and improving them or seek private rehabilitation support.

Policy 8.1.e: Initiate and/or promote neighborhood cleanup programs. Conduct cleanup/pick up days for appliances, furniture, and general neighborhood cleanup.

Policy 8.1.f: Support a volunteer community assistance program to assist property maintenance.

Policy 8.1.g: Review, amend, and enforce property maintenance ordinances. Educate the public on those ordinances.

Objective 8.2: Encourage the development or redevelopment of housing for all income levels, special needs, stages of life.

Policy 8.2.a: Develop incentives and support innovative strategies to encourage development of low and moderate-income housing, as well as housing for those with special needs.

Policy 8.2.b: Encourage infill housing in areas currently served by public utilities.

Policy 8.2.c: Encourage the creation of mixed-use developments that include housing, employment, shopping, and recreation opportunities.

Policy 8.2.d: Promote programs to assist with the development of multi-family housing.

Policy 8.2.e: Promote programs that provide incentives to support the financing of a first-time homebuyer program.

Policy 8.2.f: Support public and private programs that help address housing needs in Washburn.

Policy 8.2.g: Create an architectural review board.

Policy 8.2.h: Collaborate with Bayfield County, other neighboring jurisdictions, and the City of Washburn and Bayfield County Housing Authority to assess housing needs, create affordable housing opportunities, and coordinate funding.

Policy 8.2.i: Support the maintenance, weatherization, rehabilitation, and long-term preservation of existing housing for citizens of low and moderate income.

9.6 HOUSING PLAN

This section expands on the key concepts and actions described in the inventory and analysis section and the goals, objectives, and policies section of this chapter. In general, the City can help guide housing in Washburn by regulating existing and proposed housing and by promoting and offering programs that help people acquire and maintain housing. General steps that the City can take to address housing issues include the following actions.

- Guide and zone property to address housing needs;
- Develop and enforce subdivision regulations and housing standards that result in well-maintained, yet affordable housing;
- Promote assistance programs; and
- Promote private/public partnerships to assist first-time homebuyers and those with special needs.

A more detailed description of the Housing Plan follows.

MAINTENANCE OF EXISTING HOUSING

Roughly 45% of the housing in Washburn was built before 1970. Maintenance, energy efficiency, and safety concerns are becoming more prevalent in Washburn as the housing stock continues to age. Consequently, the City will prepare a housing study that evaluates the existing condition of the City's older housing stock. The study will recommend strategies to address

priority needs, rehabilitate or remove existing problem housing, fund maintenance efforts, and develop more effective maintenance codes and enforcement.

The City will work with energy providers and energy conservation programs to help housing become more energy efficient. Reduced energy consumption can help make housing more affordable and it can help protect the natural environment. The City will also promote well-planned rehabilitation projects that enhance or restore the historic character of existing housing. Refer to “Caring for Historic Houses and Buildings in Washburn” by the Washburn Historic Preservation Commission (2006) for specific rehabilitation recommendations.

HOUSING OPPORTUNITIES

Infill Opportunities

Housing infill is a cost-effective way of providing new housing, since much of the existing infrastructure (streets and utilities) already exist in infill areas. Washburn has a significant amount of land available for infill development. To help encourage infill housing, the City and neighborhood property owners will commit to maintaining and/or improving the quality of the surrounding neighborhoods. The City will make available the publication “Caring for Historic Houses and Buildings in Washburn” by the Washburn Historic Preservation Commission (2006) and the City will develop guidelines or standards for housing that enhances the character of the existing neighborhood.

In addition to vacant residential lots, there are many large residential lots scattered throughout the City that could conceivably be subdivided for future housing development. There are also opportunities to provide living units above existing businesses in the commercial districts. Problems commonly encountered in developing living units above a business (including building code issues, parking, and handicapped accessibility) can generally be resolved.

Waterfront Mixed-Use

The Comprehensive Plan guides an area of land near the waterfront for mixed-use. This area provides Washburn with a unique opportunity to provide an attractive area where people can live, work, and play. New buildings in this area could have a residential appearance consistent with the vernacular architecture of Washburn. In general, uses along the street level could include galleries, studios, offices, and boutiques. Upper levels could accommodate residential uses. Refer to Chapter 4: Waterfront and Coastal Resources, for a detailed description of the planned waterfront mixed-use area.

Topside Sustainable Residential Development

The City of Washburn owns approximately 9.5 acres of undeveloped land near the intersection of North 5th Avenue West and Woodland Drive. The City is exploring the possibility of developing a sustainable, affordable housing project on this site. Conceptually, the development would cluster housing to preserve open space, use green building techniques, incorporate alternative energy sources, and provide a mixture of single-family and multi-family units. This project would help fill a housing need in Washburn, but it would also help display sustainable development techniques.

Rural Residential Subdivisions that Minimize Encroachment on Nature

The Comprehensive Plan encourages new housing in areas served by public sewer and water. However, the Plan recognizes that all property owners, even those without access to public

sewer and water, have the right to develop their property in a manner consistent with the City's Comprehensive Plan and Zoning Ordinance. Furthermore, the Plan recognizes that rural residential development can help broaden housing options in the city. But as an eco-municipality that strives to reduce encroachment on nature, Washburn will promote conservation subdivisions, clustering, and other techniques that will allow new residential development, but encourage the preservation of significant natural areas.

HOUSING MIX

The Housing Plan promotes an appropriate mix of housing types intended to serve the diverse needs of the community. It promotes life-cycle housing that allows a young resident to start out in Washburn by renting an apartment, then move to a starter house, then to a move-up house, and finally to senior housing or assisted living. The goal is to provide adequate housing at all stages of a person's life.

The Plan also recognizes that Washburn's demographic characteristics are changing. More people are choosing to remain single, people are living longer, and there are more single parent families. Although these demographic changes may occur gradually, the City must be sensitive to the fact that housing needs are beginning to change, and that the City will need to provide the appropriate mix of housing to meet those needs. **To that end, the City will conduct an analysis of the rental needs of the community.**

The Plan encourages sensitive integration of low, moderate, and high-income housing into new development and redevelopment. For example, the Waterfront Mixed-Use Area and the Topside Sustainable Residential Area will incorporate a mixture of housing that meets the City's diverse needs.

HOUSING THAT RESPECTS ECONOMIC, SOCIAL, AND NATURAL RESOURCES

A strong link exists between housing and economic development. The Housing Plan promotes housing choices that reflect existing and planned economic conditions. For example, it promotes the Waterfront Mixed-Use Area as an area where artists, writers, and others can live, work, and play within a compact, pedestrian-oriented setting. The Plan also promotes sustainable development techniques that include green architecture, reduced street widths, reduced lot size, and clustering. Implementing these sustainable techniques can help reduce development costs and make housing more affordable.

The Plan promotes a sensitive mixture of housing that allows people of all ages and incomes to interact. For example, seniors can help care for youth while a single parent is working, and youth can help seniors with housing maintenance. The Plan also promotes the integration of trails, parks, neighborhood greens, limited commercial nodes, and traditional neighborhood design principles that strengthen the social fabric of the neighborhood.

The Plan respects Washburn's natural features. It promotes housing development and redevelopment in areas already served by public sewer and water, thereby preserving existing open space. It allows rural residential development, but it encourages development to respect natural features.

Map 9-1 Generalized Housing Plan

10. ECONOMIC DEVELOPMENT

10.1 INTRODUCTION

Communities with strong economies have the financial resources necessary to support the services that their residents need and desire. However, sustainable communities recognize that economic development is not simply about increasing the financial resources of the community. It is not simply about promoting businesses and industries that will create more products and deliver more services without regard to the natural or social environment. Nor is it simply about increasing the financial wealth of individuals. Economic development in a sustainable community is about balancing and bringing together social, natural, and financial resources to sustain the “whole” community, including the natural environment and all people in the community. This chapter provides an analysis of Washburn’s existing economy. It also describes goals, objectives, policies, maps, and programs that will help Washburn enhance and sustain its economy.

10.2 LABOR FORCE

The labor force is that portion of the population, 16 years or older, that is employed, unemployed, or actively seeking employment. Table 9-1 describes Washburn’s general labor characteristics in comparison with Bayfield County and the State of Wisconsin. In Washburn, 59.8% of the population is employed in the labor force, while 66.5% of the population in the State of Wisconsin is employed in the labor force. The median household income in Washburn was \$48,250, compared to the State’s median household income of \$61,747. Of the City’s population, 11.2% lived below the poverty level, whereas 11.3% of the State’s population lived below the poverty level.

SEASONAL EMPLOYMENT

The unemployment rate in Washburn typically decreases starting in May of each year as construction and tourism employers begin hiring for the summer months. After the construction and tourism season ends unemployment rates typically rise again. This fluctuation affects housing, community services, and the economy of the City.

TABLE 10-1: GENERAL CHARACTERISTICS OF LABOR FORCE

Characteristics	City of Washburn	Bayfield County	State of Wisconsin
Employed in Labor Force	59.8%	57.9%	66.5%
Unemployed in Labor Force	1.4%	2.7%	2.4%
Not in Labor Force	40.2%	42.1%	33.5%
Median Household Income	\$48,250	\$56,096	\$61,747
Per Capita Income	\$28,132	\$31,825	\$33,375
Median Earnings, Male, Full-Time, Year-Round	\$44,943	\$49,783	\$52,905
Median Earnings, Female, Full-Time, Year-Round	\$42,125	\$38,728	\$42,043
Below Poverty Level (In the Past 12 Months)	11.2%	11.0%	11.3%
High School Education or Higher (25 and Over)	96.5%	95.1%	92.2%
Bachelor’s Degree or Higher (25 and Over)	40.8%	31.1%	30.1%
Graduate or Professional Degree (25 and Over)	16.6%	11.3%	10.4%
Walk to Work	4.1%	4.3%	3.4%
Mean Travel Time to Work	16.8 minutes	22.9 minutes	22.2 minutes

American Community Survey 5-Year Estimates 2015-2019

COMMUTE TO WORK

According to the 2019 American Community Survey, of the estimated 913 workers age 16 years and over, 44.1% of workers lived and worked in the City of Washburn, while 55.9% of workers resided in Washburn but worked elsewhere. Of the 913 workers, 62.5% worked in Bayfield County, and 34.1% worked outside of Bayfield County. The mean travel time to work was 16.8 minutes, which suggests that a number of Washburn's residents commute to the City of Ashland. This compares to the State mean travel time of 22.2 minutes. Of Washburn's labor force, 4.1% walks to work, whereas 3.4% of the State's labor force walks to work.

IMPENDING DECLINE OF THE LABOR FORCE

Washburn, like much of the country, has a relatively high percentage of aging residents that are nearing retirement. In addition, many of Washburn's young people are leaving for employment opportunities elsewhere. Unless the City can retain its youth and attract new people to the labor force, Washburn will experience a labor shortage in the future, which will have a negative impact on Washburn's economy.

10.3 WASHBURN'S ECONOMIC BASE AND MAJOR EMPLOYERS

Industries that make up a community's economic base can be broadly classified as basic or non-basic industries. Basic industries include manufacturers that export products and bring dollars into a community. Washburn Ironworks, Inc. is an example of a basic industry. Non-basic industries provide services to basic industries and to local residents. They circulate dollars within a community. Education, healthcare, and social services, as well as retail and entertainment businesses are examples of non-basic industries.

Although basic industries (also referred to as goods producing industries) dominated Washburn's economy in the late 1800s and early 1900s, non-basic industries (service industries) dominate Washburn's current economy. Major non-basic employers in Washburn include Bayfield County government, Washburn School District, Northern Lights Healthcare Center, Hansen's IGA, and the City of Washburn. Washburn Ironworks, Inc. is the major basic employer in Washburn.

Table 9-2 illustrates that Washburn's economy is primarily a service-based economy. In 2019, 27.9% of Washburn residents 16 years old and over were employed in education, health, and social service jobs, which is higher than the State of Wisconsin at 23.4%. Conversely, 13.7% of Washburn residents were employed in manufacturing jobs, which is lower than the State of Wisconsin at 18.2%. Most communities seek a diverse economic base that includes a good balance of basic and non-basic industries. This suggests that Washburn may want to seek ways to bring new dollars to the community.

TABLE 10-2: EMPLOYMENT BY INDUSTRY

Industry	City of Washburn	Bayfield County	State of Wisconsin
Agriculture, forestry, fishing and hunting, and mining	3.2%	4.2%	2.2%
Construction	7.7%	9.6%	5.8%
Manufacturing	13.7%	10.1%	18.2%
Wholesale Trade	3.9%	1.4%	2.7%
Retail Trade	6.6%	8.3%	11.0%
Transportation and warehousing, and utilities	6.0%	6.4%	4.5%
Information	0.5%	1.0%	1.6%
Finance and insurance, and real estate and rental and leasing	4.1%	3.8%	6.1%
Professional, scientific, and management, and administrative and waste management services	4.6%	5.6%	8.4%
Educational services, and health care and social assistance	27.9%	23.0%	23.4%
Arts, entertainment, and recreation, and accommodation and food services	8.0%	14.8%	8.5%
Other services, except public administration	4.8%	4.7%	4.2%
Public Administration	8.9%	7.1%	3.4%

Source: American Community Survey 5-Year Estimates 2015-2019

AREA WAGES

According to the Wisconsin Department of Workforce Development, the average weekly wage for all workers in Bayfield County in 2020 was \$668, while the average weekly wage for all workers in Wisconsin was \$1,035. Government workers make up a significant part of the labor force in Bayfield County and Washburn. The average weekly wage of government workers in Bayfield County was \$684, which is still below the state average for all workers, but considerably higher than the leisure and hospitality workers in Bayfield County, which averaged \$414 per week in 2020.

10.4 LOCAL, REGIONAL, AND STATE ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS

Many organizations promote economic development or provide assistance to Washburn businesses. The following describes key organizations that provide economic development assistance.

WASHBURN AREA CHAMBER OF COMMERCE

The Washburn Area Chamber of Commerce provides services to its business members, promotes economic development initiatives in Washburn, and promotes tourism, recreation, and events in and around Washburn.

BAYFIELD COUNTY ECONOMIC DEVELOPMENT CORPORATION

The Bayfield County Economic Development Corporation (BCEDC) promotes economic development within Bayfield County by providing business planning, site selection, funding assistance, business advocacy, coaching and mentoring, management and staff training, marketing assistance, and workforce development training for new and existing businesses.

UNIVERSITY OF WISCONSIN-MADISON EXTENSION BAYFIELD COUNTY

The University of Wisconsin-Madison Extension Bayfield County Office brings education programs and resources of the University of Wisconsin-Madison to the people and businesses of Bayfield County. The Community Development Program provides seminars, programs, and

expert advice to area businesses and those interested in starting businesses. The Community Development Program also provides assistance with land use planning and natural resource planning, which can benefit economic development.

NORTHWEST REGIONAL PLANNING COMMISSION

The Northwest Regional Planning Commission (NWRPC) was created in 1959 by local units of government in Northwest Wisconsin. The Commission is a cooperative venture of Ashland, Bayfield, Burnett, Douglas, Iron, Price, Rusk, Sawyer, Taylor, and Washburn Counties and the tribal nations of Bad River, Red Cliff, Lac du Flambeau, Lac Courte Oreilles, and St. Croix. The NWRPC has three affiliated corporations that focus on economic development issues. Northwest Wisconsin Business Development Corporation, created in 1984, manages NWRPC's loan funds. Northwest Affordable Housing Inc., established in 1996, coordinates the Commission's creation of affordable housing. Wisconsin Business Innovation Corporation (WBIC), created in 1996 to foster economic development of new technology business startups and expansions in Wisconsin.

NORTHWEST CONCENTRATED EMPLOYMENT PROGRAM, INC.

The Northwest Concentrated Employment Program, (NWCEP) is a private, non-profit corporation dedicated to meeting the workforce development needs of businesses, job seekers, incumbent workers, and students. The NWCEP has been in existence since 1968. It administers programs that help Northwest Wisconsin youth and adults gain marketable skills and obtain better jobs. It also provides a variety of services for businesses and business development. The NWCEP covers a ten-county region in northwest Wisconsin.

NORTHWOOD TECHNICAL COLLEGE

Northwood Technical College (NTC) is a public technical college with four campuses in northern Wisconsin, including one in nearby Ashland. NTC provides a wide variety of classes and training as well as associate and technical degree programs. NTC works with area employers providing customized training consisting of specific courses that are developed and taught by NTC instructors at an employer's work site. NTC provides instruction for apprentices in cooperation with employees, employers, and the State of Wisconsin.

WISCONSIN JOB CENTER

A Wisconsin Job Center is located in nearby Ashland. The center assists employers who want to improve their workforce. It also helps individuals who want to improve their job skills. It links people looking for a job with employers looking for employees. The center serves the region and is a good resource for Washburn businesses.

FINANCING OPPORTUNITIES

Several programs can help attract new investment, retain existing businesses, and enhance the opportunities for existing businesses to expand in Washburn. Table 10-3 provides a partial list of financing and technical assistance programs available to area businesses and investors.

TABLE 10-3: PARTIAL LIST OF WASHBURN AREA FINANCING OPPORTUNITIES

Entity	Program Name	Finance Type
Northwest Wisconsin Business Development Corporation (NWBDC)	Northwest Wisconsin Regional Economic Development Fund and Wisconsin Rural Enterprise Fund	Loan Programs
Wisconsin Economic Development Corporation (WEDC)	Brownfields Grant Program, Brownfields Site Assessment Grant, Community Development Investment Grant, Business Development Loan Program, and many others	Grant and Loan Programs
Wisconsin Housing and Economic Development Authority (WHEDA)	Small Business Guarantee, Neighborhood Business Revitalization Guarantee, Contractors Loan Guarantee	Loan Programs
Small Business Administration (SBA)	7(a) Loans, 504 Loans, and Microloans	Loan Programs
Impact Seven	Revolving Loan Fund	Loan Program
USDA Rural Development	Business & Industry Loan Guarantees, Rural Business Development Grants, Energy Efficiency Loans and Grants	Grant and Loan Programs
City of Washburn	Downtown Building Façade Renovation Loan Program	Loan Program

10.5 BROWNFIELDS AND CONTAMINATED SITES

Brownfields are locations in the community that are contaminated (or believed to be contaminated), limiting the potential for development, redevelopment, or expansion of otherwise viable businesses on the site. Brownfields can limit economic activity, affect the viability of surrounding sites or businesses, and may pose a threat to human health or natural resources. Brownfields include sites with known contamination, but also include old gas stations, dumps, industrial facilities, and other potentially contaminated sites.

According to the Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS), there are 10 closed leaking underground storage tank (LUST) sites within the City. This includes the Washburn Public Works LUST site, which was remediated in 2008, and the Washburn Marina LUST site which was remediated in 2018. Both sites require ongoing monitoring.

Refer to the Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS) for current information:
dnr.wisconsin.gov/topic/Brownfields/botw.html

Many agencies provide technical and financial tools for brownfields cleanup and redevelopment. Check with the appropriate agency listed below for further information. In addition, the WDNR has several publications with information pertaining to local governments about brownfields remediation.

- **Brownfields Grant Program.** This Wisconsin Economic Development Corporation (WEDC) program grants funds to local governments, businesses, nonprofits, and individuals for redeveloping commercial and industrial sites that have been adversely impacted by environmental contamination.
- **Brownfield Site Assessment Grant Program.** This WEDC program grants funds to local governments seeking to redevelop sites impacted by environmental contamination.

- **Wisconsin Assessment Monies.** This program administered by the WDNR provides funding to address specific brownfields sites where closed or closing industrial plants are acting as impediments to economic redevelopment.
- **Ready for Reuse Loan and Grant Program.** This program administered by the WDNR provides loans and grants for environmental cleanup of hazardous substances or petroleum at brownfields throughout Wisconsin.
- **Knowles-Nelson Stewardship Program.** This program administered by the WDNR provides grants for urban green space, urban river, and recreational trail projects. Money can be used for land acquisition or easements. This funding may be used at brownfields, but not for those which have been condemned.
- **Environmental Remediation Tax Incremental Financing (ER TIF) & Tax Increment Financing (TIF).** These Wisconsin Department of Revenue financing tools are available to local governments to reimburse eligible environmental remediation expenses.

The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), also known as the Superfund Law, is a national program enacted by Congress in 1980. Superfund was created to help clean up the country's worst waste disposal and hazardous substances spill sites that endanger human health and/or the environment. The WDNR compiles a list of Wisconsin Superfund sites based on the federal National Priority List. There are no Superfund sites in Washburn.

10.6 ISSUES, OPPORTUNITIES, AND FUTURE ECONOMIC TRENDS

Washburn has transitioned from predominantly basic industries (manufacturing) to non-basic industries (services). While Washburn would welcome new basic industries to the community (especially ones that relate to Washburn's sustainable vision), the City recognizes that the traditional manufacturing sector is generally declining throughout the country and region, and that the future economy of Washburn will continue to be dominated by non-basic industries (services).

Nevertheless, many organizations in the Chequamegon Bay area are working to diversify the economy and promote quality jobs that bring new dollars into the area. This new economy could involve information technology businesses (like software companies) and creative economy businesses (like artists, writers, and graphic designers) that do not require high start-up and infrastructure costs, and that do not produce large amounts of waste nor use large amounts of natural resources. Washburn's high quality of life provides a strong foundation to attract and grow businesses relating to this new economy.

10.7 GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for economic development. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions intended to accomplish the stated objectives.

Goal: Create a progressive economic climate that provides adequate jobs, meets retail and service needs, provides a strong municipal tax base, and enhances the quality of life.

Objective 9.1: Retain, encourage, and support the expansion of local business and industry.

Policy 9.1.a: Create an economic development plan.

Policy 9.1.b: Develop and implement a business retention plan.

Policy 9.1.c: Work with agencies and organizations to promote employee training opportunities.

Policy 9.1.d: Promote the downtown business district.

Policy 9.1.e: Strengthen the link between the City's downtown business district and the City's waterfront.

Policy 9.1.f: Work to implement programs that conserve energy resources and reduce energy costs.

Policy 9.1.g: Explore participating in the Main Street/Connect Communities Program to help revitalize downtown businesses.

Objective 9.2: Welcome industries and businesses that have a synergistic relationship with existing industries, businesses, and institutions, and those that help diversify Washburn's economic base.

Policy 9.2.a: Recognize and promote the arts, recreation, and natural resources as major contributors to Washburn's high quality of life and as major economic forces in the community.

Policy 9.2.b: Recruit value-added industries and businesses that can take advantage of the City's and the region's amenities and natural resources.

Policy 9.2.c: Enhance Washburn's existing "creative economy".

Policy 9.2.d: Develop and maintain an inventory of public and private lands and buildings that are suitable for development or redevelopment.

Policy 9.2.e: Identify blighted or potentially contaminated sites.

Policy 9.2.f: Encourage new businesses and industries that can help serve the area's aging population.

Policy 9.2.g: Develop new opportunities for the city to stand out as a leader in sustainable business and community development.

Policy 9.2.h: Support eco-tourism and other tourism opportunities that are revenue generators.

Policy 9.2.i: Partner with Chambers of Commerce, neighboring and overlapping jurisdictions, and others to promote tourism.

Policy 9.2.j: Work to diversify Washburn's economy and enhance employment opportunities.

Policy 9.2.k: Assist businesses to create new markets for products and services.

Policy 9.2.l: Encourage local business development to service under-utilized markets.

Policy 9.2.m: Encourage entrepreneurs to locate in Washburn.

Objective 9.3: Support and encourage entrepreneurship.

Policy 9.3.a: Inform those interested in starting a new business about available business counseling and incubation programs.

Policy 9.3.b: Support and promote business management education and training programs.

Policy 9.3.c: Promote the establishment of and organized business support network for new startup businesses.

Policy 9.3.d: Encourage local economic development organizations to study and make available information on Washburn's market potential for new retail, wholesale, service, and manufacturing businesses.

Policy 9.3.e: Identify and provide information on available business financing programs.

Policy 9.3.f: Support the establishment of entrepreneurship education programs in schools.

10.8 ECONOMIC DEVELOPMENT PLAN

Washburn's economy thrived in the late 1800s and early 1900s based on a linear model of processing and shipping the area's natural resources as quickly and as cheaply as possible. Once the resources were exhausted or it was no longer profitable to process or ship the resources to or from Washburn, the economy of Washburn and the surrounding region began to decline. This linear model was not sustainable.

In contrast, Washburn's Comprehensive Plan promotes a sustainable community that balances and brings together social, natural, and financial resources to sustain the "whole" community, including the natural environment and all people in the community. The following summarizes and builds on the goals, objectives, and policies described in this Plan.

EXPANSION OF EXISTING BUSINESSES AND INDUSTRIES

Although recruitment of new businesses and industries is an important component of Washburn's Economic Development Plan, it is equally as important to retain and support the expansion of existing businesses and industries. The following describes key strategies to retain and support local businesses and industries.

Promote Communication and Coordination

A simple strategy of this Plan is to promote communication and coordination between existing businesses, the City, and economic development organizations. Listening to and then addressing the hopes and concerns of existing businesses and industries can help ensure the success of existing businesses. The Mayor (or the Mayor's representative) will meet periodically with businesses and industries to listen to concerns and discuss opportunities for growth. For example, existing businesses might be concerned about the lack of convenient parking, or they may be concerned about the overall image of the downtown. Good communication and coordination allow all parties to be proactive in ensuring existing businesses and industries have the foundation and the tools to succeed.

Promote and Support Training Efforts

The training and skills necessary to succeed in business are changing. For example, computer technology has become an important part of most businesses. If Washburn's businesses and industries are to thrive, they need to have a workforce with the skills necessary to succeed in today's economy. Washburn and the surrounding region are fortunate to have access to many entities (Northwood Technical College and Northland College in nearby Ashland) that can help provide training. The City can help promote these training efforts by facilitating communication

between businesses and training providers and by offering facilities and resources to help in the training efforts.

Promote Physical Planning Efforts that Enhance Existing Businesses and Industries

The Comprehensive Plan promotes the downtown area as the heart of the business community. It supports investment in the downtown area that will enhance its appearance and function. For example, the Plan promotes enhancements to existing buildings, infill development that relates to the existing character of the downtown, streetscape enhancements, and strong connections between the downtown area and the waterfront. In addition, the Plan promotes a mixture of new housing and businesses in the downtown area that can help support and complement existing businesses.

Promote Energy Conservation and Sustainable Practices

The Plan promotes and supports the efforts of energy providers and government agencies to help businesses, industries, and residences conserve energy and develop sustainable practices. These efforts will not only provide economic benefits for businesses and industries, but they will also provide natural and social benefits for the community and region.

RECRUIT BUSINESSES AND INDUSTRY

The Comprehensive Plan acknowledges that Washburn's economy is predominantly a service-based economy. However, the Plan also recognizes that Washburn should diversify its economy and attract new businesses and industries that bring dollars into the community and help sustain the community. The following describes key strategies to recruit new businesses and industries.

Promote and Enhance Washburn's High Quality of Life

Washburn has many qualities that make it an attractive community to live, work, and play in. It is located in a scenic natural setting on the shores of Lake Superior. Numerous recreation opportunities exist in Washburn and the surrounding area. It offers a variety of housing, cultural activities, interesting shops, and small town charm. Washburn has a high quality of life that many cities cannot offer.

The Comprehensive Plan recognizes a strong relationship between Washburn's quality of life and Washburn's ability to recruit new businesses and industries. For example, it acknowledges that views and access to Lake Superior contribute greatly to Washburn's quality of life. Therefore, if Washburn hopes to attract businesses and workers to the community, it needs to protect and enhance views and access to the lake. Likewise, enhancing the appearance and function of businesses on Bayfield Street can help improve the image of Washburn and make it more attractive for new businesses and people to come to Washburn. Washburn's economy is linked to the social and natural aspects of the community. Therefore, Washburn must view the community as a whole if it is to succeed in recruiting new businesses and industries.

Promote the Creative Economy in Washburn

Numerous artists, writers, graphic designers, crafts persons, software writers, and other creative professionals live in Washburn and the surrounding area. Many of these people could work anywhere in the country, but they choose to work in the area, in part, because of the area's quality of life. Consequently, Washburn will help support and expand the creative economy by promoting and enhancing Washburn's quality of life. For example, the City will ensure public

access to Lake Superior, enhance the appearance and function of the downtown, and so on. The City will also help ensure that creative professionals have adequate facilities and services to conduct their work. For example, the City can help make sure creative professionals have access to broadband internet.

The City could also help create synergy between professionals by promoting clusters of artist studios that share basic services, like administrative help, equipment, and so on. The proposed waterfront open space area provides an excellent opportunity to promote the creative economy in Washburn.

Recruit Value-Added, Start-Up, and Sustainable Businesses and Industries

The Comprehensive Plan supports the creation of value-added industries that can use the area's resources or by-products in a sustainable manner. For example, the Plan supports opportunities to create a new industry that would build off products that Washburn Ironworks could produce.

Likewise, the Plan supports new industries that could recycle or reuse waste products that would otherwise be shipped out of the community for disposal or reuse. The Plan also supports new industries that would offer sustainable sources of energy for the region. The Plan does not guide land in Washburn for development of a conventional industrial park. Instead, the Plan promotes a mixture of businesses and light industries in the downtown and waterfront open space areas. However, if opportunities come forward to recruit or develop conventional industries that would not be compatible with the downtown or waterfront open space area, the City would consider guiding and rezoning land for additional industrial development.

ENCOURAGE THE FORMATION OF NEW BUSINESSES

In addition to retaining existing businesses and recruiting businesses, the Comprehensive Plan presents several strategies to encourage the formation of new businesses. For example, the Plan promotes programs that can provide training and support for those interested in starting a business in Washburn. These strategies may be particularly helpful in retaining Washburn's young people.

INTEGRATION OF ECONOMIC, NATURAL, AND SOCIAL ISSUES

The Comprehensive Plan strongly promotes economic development, but not at the expense of natural and social issues. The Plan stresses the need to consider economic, natural, and social issues simultaneously. For example, the Plan promotes industries that do not deplete or damage natural resources. It also promotes efforts to reduce, reuse, and recycle products. This approach makes good economic sense, but it also helps address natural and social issues.

The Plan identifies areas where economic development can best happen in the City so that it does not adversely affect the natural or social environment. For example, it promotes mixed-use development in the downtown area that will allow people to live, work, and play within a relatively compact area served by existing urban services. It also sets policies for developing sustainable development standards.

The Plan recognizes the impending loss of its labor force and provides strategies to help retain its youth and attract additional people. To that end, it recognizes that quality of life issues like promoting views and access to Lake Superior and having an attractive and functional downtown are important components of economic development.

Map 10-1: Generalized Economic Development Plan

11. INTERGOVERNMENTAL COOPERATION

11.1 INTRODUCTION

The adage: “The whole is greater than the sum of its parts,” speaks to the value of intergovernmental cooperation. Washburn is an integral part of a broader region (or community) that includes neighboring and overlapping governments. Many issues that affect Washburn also affect other governments in the region. By cooperating with each other, all units of government can benefit.

Intergovernmental cooperation is a “win-win” proposition for all involved. This chapter provides a plan for Washburn to strengthen its relationship with other units of government. It provides an analysis of existing areas of cooperation and potential conflicts between governments, and it describes strategies to resolve the conflicts. It also includes goals, objectives, policies, and programs for joint planning and decision-making that affect Washburn and the region.

11.2 OVERVIEW

DESCRIPTION OF NEIGHBORING AND OVERLAPPING GOVERNMENTS

Neighboring governments include the Town of Bayview, the Town of Barksdale, and the Town of Washburn. The City of Bayfield and the City of Ashland, although they do not directly border Washburn, are also important neighbors. In addition, other towns and cities in the region, as well as the Red Cliff Reservation and the Bad River Reservation, provide opportunities for intergovernmental cooperation. Overlapping governments and governmental agencies include Bayfield County, the Wisconsin Department of Transportation, the Wisconsin Department of Natural Resources, the Washburn School District, and others.

The City of Washburn can also benefit by cooperating with various organizations including the Washburn Area Chamber of Commerce, The Alliance for Sustainability, Northwood Technical College, Northland College, the Bayfield County Economic Development Corporation, the Bayfield County Extension Office, and others.

EXISTING COOPERATION

The City of Washburn proactively cooperates with neighboring and overlapping governments on numerous issues. For example, the City of Washburn and Bayfield County have discussed opportunities to relocate the Bayfield County Forestry Department building on Central Avenue, thereby freeing up land for potential redevelopment in the city.

Strong cooperative relationships exist between the City of Washburn and neighboring and overlapping governments.

EXISTING INTERGOVERNMENTAL AGREEMENTS

Washburn has several agreements with other governments. For example, the City has agreements to provide fire protection and emergency medical services to neighboring communities, an agreement to provide drinking water to the Town of Barksdale, and agreements with Bayfield County and the State of Wisconsin for road maintenance and repair. In addition, the City and the Washburn School District cooperate on numerous issues.

11.3 ISSUES, OPPORTUNITIES, AND POTENTIAL CONFLICTS

The following summarizes key intergovernmental cooperation issues and opportunities. The following also describes potential conflicts that may arise between Washburn and neighboring and overlapping governments. Refer to corresponding chapters of the Comprehensive Plan for additional information.

LAND USE

Land use issues and opportunities:

- Explore opportunities to work together on land use planning issues in the Chequamegon Bay watershed. Recognize that land use decisions throughout the watershed affect Chequamegon Bay and all communities within the watershed.
- Address land use practices that allow sprawling, poorly planned development in the rural areas of the region.
- Explore the possibility of working together to develop a regional or joint industrial park that would benefit the region, not just one community.
- Work together to preserve productive farmland in the region.
- Work together to address the long-term maintenance of closed landfills in the region.

Although the City of Washburn and its neighbors respect each other's land use decisions. Potential conflicts could arise if any community unilaterally approves extensive or sprawling development in rural areas without discussing the effects of the development on other communities and the region. Currently, the City does not anticipate the need to annex neighboring land before 2041.

WATERFRONT AND COASTAL RESOURCES

Waterfront and coastal resource issues and opportunities discussed among governments include the following:

- Recognize that Lake Superior is a regional resource that people throughout the area enjoy and depend on. Explore ways to ensure that all residents in the region have adequate access to Lake Superior.
- Work together to protect Chequamegon Bay's plants, animals, and water resources.
- Explore ways to use the waterfront in a manner that protects coastal resources, allows carefully planned sustainable economic uses, and provides for sensitive public and private use of waterfront property.

Although all governments in the region recognize the importance of the waterfront and coastal resources, potential conflicts could arise if a community were to allow development or land use practices that adversely affect coastal resources.

TRANSPORTATION

Transportation issues and opportunities discussed among governments include the following:

- Work together to enhance the Bay Area Rural Transit (BART) system. Explore ways to encourage use of the public transportation system. Work to make the public transportation system more energy efficient and cost effective.

- Explore the creation of a bus and/or rail transportation hub that could serve residents in the region as well as visitors from other areas of the country including Madison, Milwaukee, Chicago, and Minneapolis-St. Paul.
- Explore opportunities to provide public parking and park and ride facilities that benefit the region. Promote carpooling opportunities.
- Encourage additional bicycle and pedestrian trails that connect communities and key destinations throughout the region. Address street crossing and safety issues, especially those associated with Highway 13 (Bayfield Street).
- Enhance regional snowmobile and ATV trails and the connections between communities and key destinations including the Chequamegon National Forest. Address concerns relating to use of the trails.
- Work together to explore designating pertinent roads as rustic roads.

It is imperative that governments cooperate on transportation issues. Potential conflicts could arise if one community does not see the value of working together on regional trails, or if some communities do not contribute their fair share to addressing and supporting public transportation efforts.

UTILITIES AND COMMUNITY FACILITIES

Washburn has cooperated with neighboring and overlapping governments on many issues relating to utilities and community facilities. For example, Washburn has an agreement with the DuPont Company and the Town of Barksdale to provide drinking water to residents that have contaminated wells. In addition, Washburn and the City of Bayfield have explored the possibility of working together to support the Bayfield Recreation Center. Yet with all the cooperation that exists, governments can do more. Issues and opportunities discussed among governments include the following:

- Explore options to develop joint facilities for stockpiling road salt and sand, and other public works facilities.
- Explore opportunities to work together on parks and recreation facilities that benefit the region.
- Continue to share and operate police, fire, and emergency medical services in a manner that provides quality, cost effective service.
- Promote recycling, reduction, and reuse of materials.
- Promote energy conservation programs and explore opportunities to develop sustainable energy production in the region, including wind and solar energy.
- Identify opportunities to share or trade equipment and services.

Potential conflicts could arise if communities do not contribute their fair share to supporting the area's community facilities. For example, if the population of a neighboring town grows significantly, but the neighboring town does not provide additional park or recreation opportunities for its residents, Washburn may see increased pressure on its parks and other community facilities without increased revenues to address the pressures. However, by working together, these types of issues can be successfully addressed.

NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES

Washburn can do its part to address issues relating to natural, cultural, and agricultural resources, yet the region as a whole must cooperate to ensure the protection and enhancement of these resources. Natural, cultural, and agricultural resources issues discussed among governments include the following:

- Recognize that the enhancement and protection of natural resources is strongly tied to the region's economy and its quality of life.
- Work to connect fragmented ecosystems.
- Explore opportunities to strengthen food production in the region, including aquaculture.
- Promote the region's historic and cultural resources.
- Continue to cooperate on regional events like Book Across the Bay and Superior Vistas Bike Tour.
- Work together to enhance and promote the creative professions in the region.

Potential conflicts between governments could arise if a jurisdiction allows insensitive land use practices that adversely affect the region's resources or another community. For example, a neighboring town that allows a major residential subdivision on prime agricultural land would conflict with the City's vision to reduce sprawl and preserve existing natural and agricultural resources.

HOUSING

Housing issues and opportunities discussed among governments include the following:

- Recognize that economic development is tied to the region's ability to provide diverse housing options that meet the needs of the region.
- Promote quality, affordable rental options and provide transitional housing as needed.
- Address concerns over the proliferation of seasonal (second) homes in the region.
- Work to enhance property maintenance throughout the region.
- Work together as a region to discuss an appropriate balance of new housing between rural and urban areas.

Potential disagreements between governments could arise if, for example, a government promotes a high-density housing development in a rural area that cannot be adequately served by community facilities and services.

ECONOMIC

Washburn's economy and the regional economy are connected. Consequently, Washburn and its neighboring and overlapping jurisdictions must cooperate to ensure that the regional economy is healthy. Economic issues and opportunities discussed among governments include the following:

- Continue to promote tourism as a means to grow the economy, but also explore other options that produce higher paying jobs.

- Explore technological innovations that can grow the regional economy in a healthy and sustainable manner. For example, explore the possibility of producing wind and solar energy, biodiesel fuels, and telecommuting hubs.
- Capitalize on the tremendous number of public sector jobs and services in the region by exploring potential spin-off opportunities that would provide synergistic relationships between the public and private sectors.
- Work together to promote value-added industries that incorporate regional resources.
- Continue to coordinate regional events and festivals that draw people from across the country.

Potential conflicts could arise between governments if a government chooses to allow economic development that adversely affects the region's natural and social resources.

11.4 GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for intergovernmental cooperation. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions intended to accomplish the stated objectives.

Goal: The City of Washburn and all neighboring and overlapping governmental jurisdictions work proactively and cooperatively to ensure that the Chequamegon Bay region has a strong, sustainable economy; respects natural resources; and meets human needs fairly and efficiently.

Objective 10.1: Communicate and partner with neighboring and overlapping jurisdictions to provide efficient, cost-effective, high-quality services, where practical or mutually beneficial.

Policy 10.1.a: Share information, services, and facilities with neighboring and overlapping jurisdictions, where practical or mutually beneficial.

Policy 10.1.b: Support regional facilities and services that benefit Washburn and the region.

Policy 10.1.c: Work with neighboring and overlapping jurisdictions to coordinate shared purchases of bulk items and special equipment, where practical or mutually beneficial.

Policy 10.1.d: Work with the Washburn School District and neighboring communities to coordinate efforts to provide quality recreation programs and facilities for area residents.

Policy 10.1.e: Work with neighboring and overlapping jurisdictions to ensure that Washburn and the surrounding area have a safe, efficient, well maintained, and connected multi-modal transportation system.

Policy 10.1.f: Promote the use of public transportation.

Policy 10.1.g: Work with neighboring and overlapping jurisdictions to manage and enhance natural, coastal, cultural, and agricultural resources in the region.

Policy 10.1.h: Work with neighboring and overlapping jurisdictions to coordinate development and improvements of utilities and community facilities that meet the needs of area residents.

Policy 10.1.i: Work with neighboring and overlapping jurisdictions to ensure that there is a full range of housing to meet the diverse needs of the area.

Policy 10.1.j: Work with neighboring and overlapping jurisdictions on economic development issues and planning that will strengthen the economy of the region.

Policy 10.1.k: Partner with neighboring and overlapping jurisdictions to establish alternative energy programs that will provide sustainable, efficient, cost-effective energy.

11.5 INTERGOVERNMENTAL COOPERATION PLAN

Key concepts of the Intergovernmental Cooperation Plan include the following:

- Periodically meet with neighboring and overlapping jurisdictions to identify issues and opportunities for cooperation.
- Openly share information that may be of interest to neighboring and overlapping jurisdictions, for example, distribute planning reports to neighboring communities and invite others to attend City meetings and seminars when appropriate.
- Help organize joint planning committees to address regional issues.
- Share purchases of bulk items and special equipment.
- Continue to share services, such as fire protection and emergency medical services. Trade services where practical and beneficial.
- Continue to share facilities, equipment, and services where practical and mutually beneficial.
- Communicate and coordinate all components of Washburn's Comprehensive Plan with other jurisdictions.
- Explore opportunities for alternative energy programs.
- Work together to address the concerns of area school districts.
- Cooperate on developing and maintaining parks and recreation facilities that benefit the region.
- Work with Bayfield County to address the City of Washburn's concerns with the existing Highway Department facilities.

Washburn will cooperate with neighboring and overlapping jurisdictions to ensure that the Chequamegon Bay region has a strong, sustainable economy, respects natural resources; and meets human needs fairly and efficiently.

12. IMPLEMENTATION

12.1 INTRODUCTION

The Comprehensive Plan presents a bold vision for Washburn. However, to realize this vision, the City, neighboring and overlapping jurisdictions, the private sector, and residents must take specific actions. This chapter provides an overview of the primary actions necessary to implement the Plan. Refer to the other chapters of the Plan for additional information regarding implementation of the Plan.

12.2 INTEGRATION OF ELEMENTS

As an eco-municipality that has incorporated sustainable principles in its Comprehensive Plan, Washburn is committed to simultaneously considering economic, environmental, and social principles in all of its planning related decisions. Consequently, each element of this Comprehensive Plan is integrated and consistent with each other. City Staff, the Planning Commission, and the Common Council will consider all elements of the Comprehensive Plan as a whole while implementing this Plan.

12.3 FUTURE PLANNING EFFORTS

This Comprehensive Plan is a general plan that provides the framework for more detailed planning efforts. The following provides an overview of future planning efforts that the City will conduct in response to the vision, goals, objectives, and policies of the Comprehensive Plan:

ENHANCEMENTS TO THE DOWNTOWN AREA

The Comprehensive Plan describes the importance of enhancing the appearance and function of the downtown area. The City of Washburn has established the Downtown Building Façade Renovation Loan Program to encourage downtown business owners to undertake business façade improvements. By improving the exteriors of commercial buildings downtown, the City will enhance the appearance of the downtown and the community as a whole. The program only applies to the exterior facades, signs, and architectural features for properties on Bayfield Street between Fur Farm Road and 1st Avenue East that are 50 percent or more commercial and only to those exterior facades, signs and architectural features of such buildings that are visible from Bayfield Street.

DETAILED WATERFRONT AND COASTAL RESOURCES PLAN

The City will prepare detailed plans relating to specific parts of the Waterfront and Coastal Resources Plan identified in Chapter 4 of this Comprehensive Plan. For example, the City will prepare a detailed plan to enhance the Washburn Marina. The City, in coordination with Bayfield County, will prepare a plan to relocate or screen the Highway Department stockpiles. The City will also develop a detailed plan to enhance Central Avenue. In addition, the City will prepare design guidelines or design standards for the proposed mixed-use development associated with the waterfront.

PARKS, TRAILS, AND OPEN SPACES PLAN

The City will prepare or update its Parks, Trails, and Open Spaces Plan. In particular, the City will prepare a master plan for the proposed new park north of the commercial dock. The City will also consider preparing a master plan for Thompson's West End Park. In addition, the City will

coordinate with neighboring and overlapping jurisdictions to enhance the local and regional trail system.

OTHER PLANS AND STUDIES

The City may also prepare and participate in other more detailed plans and studies as conditions warrant. For example, the City recently participated in the Chequamegon Bay Regional Housing Survey

12.4 OVERVIEW OF REGULATIONS

The City can use various tools to achieve the vision, goals, objectives, and policies of the Plan; however, the most common tools are regulatory. This section provides a description of existing regulations in Washburn, and it provides an overview of the key changes that the City will make to ensure implementation of the Plan.

ZONING ORDINANCE AND RELATED ORDINANCES

The City must revise its existing Zoning Ordinance to reflect the goals, objectives, and policies of the Comprehensive Plan. Updating the Zoning Ordinance is an important task that will require considerable public participation. The City will begin the process of updating the Zoning Ordinance in 2007 or 2008 and complete the process in 2008 or 2009.

ZONING MAP

The City of Washburn must revise its Zoning Map to be consistent with the Comprehensive Plan. Updating the Zoning Map, like updating the Zoning Ordinance, is an important task that will require considerable public participation. The City must create new zoning districts for mixed-use areas shown on the Land Use Plan.

SUBDIVISION REGULATIONS

The City will update its Subdivision Regulations to be consistent with the Comprehensive Plan. In particular, the City will update regulations relating to street widths, sidewalks, trails, park dedication and the like as they relate to sustainable design principles.

BUILDING CODES AND RELATED CODES

The City will consider supplementing its building code with provisions that relate to sustainable development principles.

12.5 CAPITAL IMPROVEMENTS PROGRAM

A Capital Improvements Program organizes City expenditures for capital improvements, some of which are proposed in the Comprehensive Plan, including street improvements, parks, beautification projects, and street lighting). A Capital Improvements Program links development policies established in the Comprehensive Plan to future receipt and expenditure of funds and construction of capital improvements. The City will systematically review all capital projects for consistency with the adopted goals, objectives, and policies established in this Plan. A Capital Improvements Program was not part of this comprehensive planning process.

12.6 IMPLEMENTATION RESPONSIBILITIES AND TIMELINES

This section lists the policies described earlier in the Plan and it identifies implementation responsibilities and timelines. The City will use this information as a general guide to implement the Plan. Areas of responsibility may overlap beyond the listing. All entities should be prepared to help implement this Plan as needed.

Responsible Entities			
BA	BART Authority	HA	Housing Authority
BRLC	Business Revolving Loan Committee	LB	Library Board
CA	City Administrator	M	Mayor
CE	Code Enforcement Officer	PC	Planning Commission
CC	Common Council	PPPS	Parks, Path, & Public Spaces Committee
CAC	Communications Advisory Committee	PHS	Public Health & Safety Advisory Committee
CRC	Community Redevelopment Committee	PW	Public Works & Utilities Advisory Committee
FPC	Finance and Personnel Committee	RAC	Recreation Advisory Committee
HC	Harbor Commission	RD	Recreation Director
HPC	Historical Preservation Commission	ZA	Zoning Administrator

LAND USE

Goal: Washburn's land use pattern promotes a strong, sustainable economy; respects natural resources; and meets human needs fairly and efficiently.

Objective 3.1: Use land in a manner that promotes a strong, sustainable economy.

Policy No.	Policy	Responsible Entities	Date	Comments
3.1.a	Minimize infrastructure and community services costs by encouraging development and redevelopment in areas currently served by municipal services.	CA, PC, M, CC, ZA	2022-Ongoing	
3.1.b	Promote well-planned, mixed-use development in the downtown core	CA, PC, M, CC, ZA	2022-Ongoing	downtown area and MU waterfront - ID general location, text or map C3, MUW ZD's
3.1.c	Protect existing agricultural areas and other economically productive areas in the city	CA, PC, M, CC	2022-Ongoing	

Objective 3.2: Use land in a manner that represents and values our natural, cultural, coastal, and agricultural resources.

Policy No.	Policy	Responsible Entities	Date	Comments
3.2.a	Recognize that significant natural, cultural, and agricultural resources (especially coastal resources) in Washburn contribute significantly to the City's high quality of life and to the economy of Washburn. Consequently, develop a plan to identify, protect, and enhance these resources.	CA, PC, M, CC, ZA	2022-Ongoing	
3.2.b	Promote infill development and redevelopment on suitable land in the existing urban service area.	CA, PC, M, CC, ZA	2022-Ongoing	Define service area - extent of services

3.2.c	Encourage cluster development, conservation design, or other techniques that minimize adverse impacts on significant natural, cultural, and agricultural resources.	CA, PC, M, CC, ZA	2022-Ongoing	
3.2.d	Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses			
3.2.e	Minimize damage to life, property, and resources by prohibiting, avoiding, or limiting development on steep slopes.			

Objective 3.3: Use land in a manner that meets human needs fairly and efficiently.

Policy No.	Policy	Responsible Entities	Date	Comments
3.3.a	Continue to provide an opportunity for the public to be involved in land use decisions.	CA, PC, M, CC, ZA	2022-Ongoing	
3.3.b	Ensure that the city has adequate and appropriate land to meet the city's housing needs, including affordable and temporary housing.	CA, PC, M, CC, HA, ZA	2022-Ongoing	Relate to Housing
3.3.c	Balance the need to guide land for private development with the community's social and cultural needs for public open space, parks, community facilities, and other uses that are important for maintaining and enhancing a high quality of life in Washburn.	CA, PC, M, CC, ZA	2022-Ongoing	
3.3.d	Promote compatible and harmonious land uses.	CA, PC, M, CC, ZA	2022-Ongoing	
3.3.e	Require buffers (vegetation, fences, etc.) between certain land uses to minimize the impact of one use upon another, such as commercial adjacent to residences. These buffers shall not inhibit pedestrian circulation, connectivity, access, and wayfinding			
3.3.f	Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, and utility costs			
3.3.g	Require visual vegetative buffers between development and main entrance corridors into the city. These buffers shall not inhibit pedestrian circulation, connectivity, access, and wayfinding.			

WATERFRONT AND COASTAL RESOURCES

Goal: Washburn’s waterfront promotes a strong and sustainable economy, preserve, protect, and/or enhances natural resources, and provides public access and recreation opportunities to residents and visitors.

Objective 4.1: Use land in the waterfront in a manner that promotes a strong and sustainable economy.

Policy No.	Policy	Responsible Entities	Date	Comments
4.1.a	Enhance and continue to develop the Washburn Marina and the commercial dock.	CA, PC, M, CC, HC, ZA	2022-Ongoing	
4.1.b	Promote economic development near the waterfront for a well-planned, mixed-use development.	CA, PC, M, CC, HA, ZA	2022-Ongoing	Revisit
4.1.c	Promote and enhance public access and use of the waterfront.	CA, PC, CC, M, ZA	2022-Ongoing	
4.1.d	Promote tourism and strengthen the connection of the downtown area to the waterfront.	CA, PC, M, CC	2022-Ongoing	
4.1.e	Encourage Bayfield County to enhance the function of the Highway Department facilities	CA, PC, M, CC, ZA	2007-2009	

Objective 4.2: Preserve and enhance the waterfront’s natural resources.

Policy No.	Policy	Responsible Entities	Date	Comments
4.2.a	Implement best management practices to reduce erosion and sedimentation.	CA, PC, M, CC, ZA	2022-Ongoing	
4.2.b	Work to control invasive plant and animal species.	CA, PC, M, CC, CE, ZA	2022-Ongoing	
4.2.c	Manage the landscape along the waterfront to preserve, protect and/or enhance the viewshed.	CA, PC, M, CC, ZA	2022-Ongoing	
4.2.d	Establish performance standards to manage urban runoff.			
4.2.e	Ensure that all city-owned and properties and city-operated facilities meet or exceed current environmental standards regarding erosion control, shoreline protection, and pollution prevention.			

Objective 4.3: Provide public recreation opportunities and public access to the waterfront.

Policy No.	Policy	Responsible Entities	Date	Comments
4.3.a	Develop and implement a plan for the public open space next to the commercial dock. Explore ways to link the public open space to the Athletic Fields Complex.	CA, CS, ZA	2008-2010	Parks Commission
4.3.b	Work with various organizations and government agencies to promote waterfront events that meet the needs of residents and that help promote economic development.	CA, M, CC	2022-Ongoing	
4.3.c	Explore opportunities to provide additional community gathering space and events facilities along the waterfront.	CA, PC, M, CC	2008-2010	

OUTDOOR RECREATION

Goal: Provide a partnership-driven, cost-effective, conservation-based multi-purpose outdoor evolving recreation system that enhances the quality of life and sustainability for its infrastructure, residents, and visitors alike.

Obj1.1	Ensure healthy living activities and opportunities are easily accessible to residents and visitors through outdoor and indoor facility spaces.			
Obj2.1	Offer various options and equitable opportunities for the public to participate in outdoor recreation experiences.			
Obj3.1	Invest in protecting outdoor and natural environments through historic preservation programming and conservation strategies.			
Obj3.2	Leverage the conservation and historic preservation investments through offering outdoor and recreation opportunities for residents and visitors alike.			
Obj4.1	Focus on creating and maintaining accessible outdoor recreation options and opportunities to facilitate a welcoming environment for locals and visitors balances healthy blend of natural and built environments for all to enjoy.			
Obj5.1	Leverage and establishing new partnerships that provide representation in public, private, and non-profit sector collaboration that focuses on outdoor recreation.			

Obj5.2	Enable residents to provide feedback to enhance outdoor and recreational opportunities.			
Obj6.1	Ensure that outdoor and recreation investments balance cost-effectiveness while leveraging opportunities that can benefit the community.			
Obj7.1	Promote lifestyle physical changes through investing in new and enjoyable outdoor recreational opportunities that encourage and challenge positive quality of life changes for residents and visitors.			

Policies

X.1a	Provide residents with opportunities to engage in recreational experiences throughout the city.			
X.1b	Evaluate potential recreation service gaps, emerging trends, and interests in outdoor recreation.			
X.1c	Collaborate with governmental, non-profit, and private entities to develop, maintain, and improve recreational facilities and resources for the benefit of the public.			
X.1d	Formalize user agreements with public, private, and non-profit partners for use and/or maintenance of city parks and recreational facilities.			
X.1e	Coordinate long range planning of parks and recreational resource with land use and the City's future land use map.			
X.1f	Manage parks and recreational facilities in a sustainable manner that promotes natural conditions, accessibility, safety standards, user needs, and emerging trends.			
X.1g	Maintain the Park Designated Fund as a means to support future park and recreational facility development and capital improvements.			
X.1h	Strive to balance city investments in parks and recreation development improvements between revenue generating facilities and other city parks and recreational assets.			
X.1i	Promote public awareness of the City's parks and recreational facilities through public meetings, wayfinding signage, maps, and other digital and print media.			

X.1j	Update the City's Comprehensive Outdoor Recreation Plan on a five-year cycle to maintain eligibility for state and federal grant programs.			
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TRANSPORTATION

Goal: Provide an integrated, multi-modal transportation system that provides healthy, safe, efficient, environmentally sensitive, and economical movement of people and goods.

Objective 5.1: Provide a functional, safe, accessible, and economical transportation system that meets the transportation needs of Washburn.

Policy No.	Policy	Responsible Entities	Date	Comments
5.1.a	Integrate transportation and land use planning to help reduce transportation costs associated with conventional automobile-based development.	CA, PC, BA, M, CC, ZA	2022-Ongoing	Policy
5.1.b	To ensure effective transportation services to the city at large.	CA, BA, M, CC	2022-Ongoing	Policy
5.1.c	Provide appropriate infrastructure in Washburn for a more convenient and safe transportation alternative.	CA	2022-Ongoing	Policy
5.1.d	Ensure continued use of the commercial dock to transport goods to and from Washburn via watercraft.	HC, M, CC	2022-Ongoing	Policy
5.1.e	Work with government agencies regarding key issues relating to State Highway 13.	CA, PW	2022-Ongoing	Policy
5.1.f	Ensure that Washburn's multi-modal transportation system is safe by separating incompatible modes of transportation.	CA, PW	2022-Ongoing	Policy
5.1.g	Ensure that Washburn's multi modal-transportation system is consistent with the provisions of the Americans with Disabilities Act (ADA).	PC, CA, BA	2022-Ongoing	Policy
5.2.h	Encourage the creation of private businesses that can benefit from Washburn's transportation system	M, CC, ZA	2022-Ongoing	Policy

Objective 5.2: Provide an aesthetically pleasing transportation system that offers recreation and economic benefits.

Policy No.	Policy	Responsible Entities	Date	Comments
5.2.a	Seek grants to provide enhanced beautification.	CA, M, CC	2022-Ongoing	Action
5.2.b	Consider the unique character of a neighborhood and the environmental conditions of an area when planning, constructing, and maintaining transportation routes and facilities.	CA, M, CC	2022-Ongoing	Policy

5.2.c	Provide active transportation links between the waterfront and the downtown core.	CA, PC, M, CC, PPS, PW	2022-Ongoing	Policy
5.2.d	Expand Washburn's trail system to connect Washburn multi-modal trail system to surrounding communities.	ZA	2022-Ongoing	Policy
5.2.e	Support and promote the regional trail system as a tourist attraction.			

Objective 5.3: Promote sustainable and healthy modes of transportation.

Policy No.	Policy	Responsible Entities	Date	Comments
5.3.a	Work towards incorporating alternative energy in City vehicles.	CA, M, CC	2022-Ongoing	Policy
5.3.b	Make efforts to reduce the use of single-occupancy, fossil fuel burning vehicles by promoting public transportation, carpooling, and non-motorized modes of transportation.	M, CC	2022-Ongoing	Policy
5.3.c	Promote land use planning that encourages healthy modes of transportation.	PC, M, CC, ZA	2022-Ongoing	Policy
5.3.d	Cooperate with Bay Area Rural Transit (BART) to provide healthy, sustainable, transportation options.	M, CC	2022-Ongoing	Policy

UTILITIES AND FACILITIES

Goal 1: Provide cost effective, efficient delivery of community services and infrastructure that meet the needs of the community.

Objective 6.1: Plan and implement infrastructure extension and development in a cost-effective manner.

Policy No.	Policy	Responsible Entities	Date	Comments
6.1.a	Work with property owners to provide sewer and water service to those areas in the city that can be served.	CA, PC, M, CC	2022-Ongoing	Policy
6.1.b	Discourage development that would require premature extension of services to areas that cannot be logically and sequentially served.	PC, M, CC, ZA	2022-Ongoing	Policy
6.1.c	Require utilities in new developments to be placed underground.	CA, PC, M, CC	2022-Ongoing	Policy
6.1.d	Work with telecommunication providers to ensure that Washburn has the necessary telecommunication and broadband infrastructure to support current and future demands.	CA	2022-Ongoing	Policy
6.1.e	Development shall only be approved where the necessary infrastructure can accommodate the proposed development or where there is a feasible way to install the necessary infrastructure.			Policy

6.1.f	Locate public facilities and utilities so that they maximize the efficiency, minimize costs, and minimize their impacts on the environment.			Policy
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Objective 6.2: Promote energy conservation measures and cleaner forms of energy that reduce the City's dependence on imported energy.

Policy No.	Policy	Responsible Entities	Date	Comments
6.2.a	Support the efforts of energy providers, government agencies and programs, and others to inform residents about energy conservation measures.	M, CA	2022-Ongoing	Policy
6.2.b	Implement energy conservation measures in all City community facilities to showcase energy conservation measures and to set a positive example for residential, commercial, and industrial uses.	CA	2022-Ongoing	Policy
6.2.c	Encourage energy providers and others to provide financial incentives for businesses and homeowners to conserve energy.	CA, M	2022-Ongoing	Policy
6.2.d	Work with energy providers, neighboring and overlapping jurisdictions, and others to explore options to provide clean, safe, and sustainable energy production in the Chequamegon Bay area.	CA, M	2022-Ongoing	Policy

Objective 6.3: Ensure that the community continues to be served by adequate waste disposal and recycling facilities.

Policy No.	Policy	Responsible Entities	Date	Comments
6.3.a	Work with waste disposal providers to ensure that waste disposal needs throughout the City are met.	CA	2022-Ongoing	Policy
6.3.b	Promote and encourage residents, businesses, industries, and institutions to reduce, reuse, and recycle products.	CA, M, CC	2022-Ongoing	Policy
6.3.c	Encourage new business and industry endeavors that can recycle and use waste products in Washburn, rather than shipping all waste products out of the city.	CA, ZA	2022-Ongoing	Policy
6.3.d	Promote a community-wide compost site.			Policy

Objective 6.4: Ensure that the buildings, equipment, and staff associated with community services and facilities in Washburn are adequate to meet the needs of the community.

Policy No.	Policy	Responsible Entities	Date	Comments
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6.4.a	Evaluate the building and space needs associated with Washburn's community facilities. Develop plans to address concerns.	PW, CA, M, CC	2022-Ongoing	Policy
6.4.b	Plan and budget for City equipment replacement and repair as needed.	PW, CA, CC	2022-Ongoing	Policy
6.4.c	Work with neighboring and overlapping jurisdictions to explore the feasibility and efficiency of jointly purchasing and/or sharing equipment.	CA	2022-Ongoing	Policy
6.4.d	Evaluate staffing needs and plan accordingly to ensure the safe and efficient delivery of community services.	CA	2022-Ongoing	Policy

Goal 2: Washburn's community facilities and services contribute to the City's high quality of life.

Objective 6.5: Provide high quality recreational opportunities and facilities that meet the needs and desires of residents and visitors.

Policy No.	Policy	Responsible Entities	Date	Comments
6.5.a	Manage and enhance public and/or open space along the waterfront.	-	2022-Ongoing	Policy
6.5.b	Continue to enhance Thompson's West End Park and Memorial Park.	PC, M, CC, ZA	2022-Ongoing	Policy
6.5.c	Work with the School District and others to coordinate and share recreation facilities.	CA, M, CC, RD	2022-Ongoing	Policy
6.5.d	Maintain the viability of the City's marina and explore ways to expand the marina as per the recommendations of the City's Waterfront Development Plan and the Harbor Commission's Strategic Plan.	HC, CA, PC, M, CC	2022-Ongoing	Policy

Objective 6.6: Provide high quality cultural opportunities and facilities that meet the needs of residents and visitors.

Policy No.	Policy	Responsible Entities	Date	Comments
6.6.a	Ensure that the Washburn Library remains a valuable community resource.	LB, M, CC	2022-Ongoing	Policy
6.6.b	Encourage and support additional day care centers and activity centers for people of all ages as per the needs of the community.	CA, M, CC	2022-Ongoing	Policy
6.6.c	Promote the use of existing museums and interpretive trails in the downtown and waterfront areas.	CA, M, CC	2022-Ongoing	Policy
6.6.d	Explore opportunities to provide additional gathering spaces for community events	CA, ZA	2022-Ongoing	Policy

Objective 6.7: Encourage citizen involvement in community affairs.

Policy No.	Policy	Responsible Entities	Date	Comments
6.7.a	Actively solicit citizen participation in City affairs including committees, community events, public meetings, etc.	M, CC	2022-Ongoing	Policy
6.7.b	Work with schools and education programs to promote opportunities for youth to be involved in government committees, to attend Planning Commission and City Council meetings, and to participate in mentorship and civic opportunities that develop character and leadership skills.	CA, PC, M, CC	2022-Ongoing	Policy
6.7.c	Offer internships to area students interested in City government.	CA, M, CC	2022-Ongoing	Action
6.7.d	Work to improve community outreach and relations.			Policy
6.8.e	Enhance the City of Washburn's web site and social media platforms and promote as primary sources for general information about citizen engagement opportunities in Washburn.			Policy

NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES

Goal 1: Washburn protects and enhances its natural, coastal, and agricultural areas.

Objective 7.1: Protect and enhance natural habitats including creeks, wetlands, coastal resources, and forests to provide habitat for plant and animal species and to allow for sensitive use and enjoyment by humans.

Policy No.	Policy	Responsible Entities	Date	Comments
7.1.a	Develop a plan to manage natural and coastal resources in the City.	PC, M, CC, ZA	2022-Ongoing	Action
7.1.b	Maintain and enhance the water quality of riparian corridors.	CA, PC, M, CC, ZA	2022-Ongoing	Policy
7.1.c	Development shall be sited and designed to avoid impacts from coastal hazards over the life of the development.	CA, PC, M, CC, ZA	2022-Ongoing	Policy
7.1.d	Promote educational opportunities regarding the protection and enhancement of coastal areas.	CA, M, ZA	2022-Ongoing	Policy
7.1.e	Facilitate boat washing at all public launch sites in order to minimize the spread of aquatic invasive species.	HC, CA, CE	2022-Ongoing	Policy
7.1.f	Maintain standards for all development in coastal areas.	HC, PC, M, CC, ZA	2022-Ongoing	Policy
7.1.g	Provide and maintain public access to Lake Superior.	PC, M, CC, ZA	2008-2009	Action
7.1.h	Preserve views of and from Lake Superior.			

Objective 7.2: Support agricultural opportunities in the City.

Policy No.	Policy	Responsible Entities	Date	Comments
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7.2.a	Allow for agricultural uses.	CA, PC, M, CC, ZA	2022-Ongoing	Policy
7.2.b	Consider the development of community gardens.	PC, CA	2022-Ongoing	Policy
7.2.c	Support the local farmer's market.			

Goal 2: Washburn protects and promotes its historic, archaeological, and cultural resources.

Objective 7.3: Identify and preserve sites and features having unique historical, archaeological, aesthetic, scenic or cultural value.

Policy No.	Policy	Responsible Entities	Date	Comments
7.3.a	Identify, preserve, and protect resources and structures that contribute to Washburn's architectural, historic, and cultural heritage.		2022-Ongoing	Policy
7.3.b	Support community events and programs that celebrate the history and culture of Washburn.		2022-Ongoing	Policy
7.3.c	Encourage restoration and adaptive re-use of historic buildings.		2022-Ongoing	Policy

HOUSING

Goal: Diverse and attractive housing is available in the community to meet the needs of residents.

Objective 8.1: Encourage the rehabilitation and maintenance of the existing housing stock.

Policy No.	Policy	Responsible Entities	Date	Comments
8.1.a	Encourage rehabilitation of owner-occupied and rental units.	HA, HPC, ZA	2022-Ongoing	Policy
8.1.b	Periodically evaluate housing needs and amend the Zoning Ordinance to address those needs.	HA, ZA	2022-Ongoing	Policy
8.1.c	Promote energy efficient construction for new housing and housing renovations.	CA, PC, M, CC	2022-Ongoing	Policy
8.1.d	Identify blighted properties that are vacant or for sale; consider acquiring them and improving them or seek private rehabilitation support.	CA, PC, M, CC, HA, HPC, ZA	2022-Ongoing	Action
8.1.e	Initiate and/or promote neighborhood cleanup programs. Conduct cleanup/pick up days for appliances, furniture, and general neighborhood cleanup.	CA	2022-Ongoing	Action
8.1.f	Support a volunteer community assistance program to assist property maintenance.	CA, M, CC, HPC	2022-Ongoing	Action
8.1.g	Review, amend, and enforce property maintenance ordinances. Educate the public on those ordinances.	CA, PC, M, CC	2007-2009	Action

Objective 8.2: Encourage the development or redevelopment of housing for all income levels, special needs, stages of life.

Policy No.	Policy	Responsible Entities	Date	Comments
8.2.a	Develop incentives and support innovative strategies to encourage development of low and moderate-income housing, as well as housing for those with special needs.	CA, PC, M, ZA	2022-Ongoing	Action
8.2.b	Encourage infill housing in areas currently served by public utilities.	CA, PC, M, ZA	2022-Ongoing	Policy
8.2.c	Encourage the creation of mixed-use developments that include housing, employment, shopping, and recreation opportunities.	CA, PC, M, ZA	2022-Ongoing	Policy
8.2.d	Promote programs to assist with the development of multi-family housing.	CA, PC, M, ZA	2022-Ongoing	Policy
8.2.e	Promote programs that provide incentives to support the financing of a first-time homebuyer program.	CA, PC, M, ZA	2022-Ongoing	Policy
8.2.f	Support public and private programs that help address housing needs in Washburn.	CA, PC, M, ZA, CE	2022-Ongoing	Policy
8.2.g	Create an architectural review board.	CA, PC, M, ZA	2008	Policy
8.2.h	Collaborate with Bayfield County, other neighboring jurisdictions, and the City of Washburn and Bayfield County Housing Authority to assess housing needs, create affordable housing opportunities, and coordinate funding.			Policy
8.2.i	Support the maintenance, weatherization, rehabilitation, and long-term preservation of existing housing for citizens of low and moderate income			Policy

ECONOMIC DEVELOPMENT

Goal: Create a progressive economic climate that provides adequate jobs, meets retail and service needs, provides a strong municipal tax base, and enhances the quality of life.

Objective 9.1: Retain, encourage, and support the expansion of local business and industry.

Policy No.	Policy	Responsible Entities	Date	Comments
9.1.a	Create an economic development plan.	M, CA, PC	2022-Ongoing	Policy
9.1.b	Develop and implement a business retention plan.	M, CA, PC	2022-Ongoing	Action
9.1.c	Work with agencies and organizations to promote employee training opportunities.	M, CA, PC	2022-Ongoing	Policy
9.1.d	Promote the downtown business district.	M, CA, PC	2022-Ongoing	Policy
9.1.e	Strengthen the link between the City's downtown business district and the City's waterfront.	M, CA, PC	2022-Ongoing	Policy

9.1.f	Work to implement programs that conserve energy resources and reduce energy costs.	M, CA, PC	2022-Ongoing	Policy
9.1.g	Explore participating in the Main Street/Connect Communities Program to help revitalize downtown businesses.	M, CA, CC	2008	Policy

Objective 9.2: Welcome industries and businesses that have a synergistic relationship with existing industries, businesses, and institutions, and those that help diversify Washburn's economic base.

Policy No.	Policy	Responsible Entities	Date	Comments
9.2.a	Recognize and promote the arts, recreation, and natural resources as major contributors to Washburn's high quality of life and as major economic forces in the community.	M, PC, CA	2022-Ongoing	Policy
9.2.b	Recruit value-added industries and businesses that can take advantage of the City's and the region's amenities and natural resources.	M, PC, CA	2022-Ongoing	Policy
9.2.c	Enhance Washburn's existing "creative economy"	M, PC, CA	2022-Ongoing	Policy
9.2.d	Develop and maintain an inventory of public and private lands and buildings that are suitable for development or redevelopment.	PC, CA, ZA	2022-Ongoing	Action
9.2.e	Identify blighted or potentially contaminated sites.	PC, CA, ZA	2022-Ongoing	Action/Policy
9.2.f	Encourage new businesses and industries that can help serve the area's aging population.	M, PC, CA	2022-Ongoing	Policy
9.2.g	Develop new opportunities for the city to stand out as a leader in sustainable business and community development.	M, PC, CA	2022-Ongoing	Policy
9.2.h	Support eco-tourism and other tourism opportunities that are revenue generators.	M, PC, CA	2022-Ongoing	Policy
9.2.i	Partner with Chambers of Commerce, neighboring and overlapping jurisdictions, and others to promote tourism.	PC, CA	2022-Ongoing	Policy
9.2.j	Work to diversify Washburn's economy and enhance employment opportunities.	M, PC, CA	2022-Ongoing	Policy
9.2.k	Assist businesses to create new markets for products and services.	PC, CA	2022-Ongoing	Policy
9.2.l	Encourage local business development to service under-utilized markets.	PC, CA	2022-Ongoing	Policy

9.2.m	Encourage entrepreneurs to locate in Washburn.	PC, CA, M	2022-Ongoing	Policy
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Objective 9.3: Support and encourage entrepreneurship.

Policy No.	Policy	Responsible Entities	Date	Comments
9.3.a	Inform those interested in starting a new business about available business counseling and incubation programs.	PC, CA	2022-Ongoing	Policy
9.3.b	Support and promote business management education and training programs.	M, PC, CA	2022-Ongoing	Policy
9.3.c	Promote the establishment of and organized business support network for new startup businesses.	M, PC, CA	2022-Ongoing	Policy
9.3.d	Encourage local economic development organizations to study and make available information on Washburn's market potential for new retail, wholesale, service, and manufacturing businesses.	M, PC, CA	2022-Ongoing	Policy
9.3.e	Identify and provide information on available business financing programs.	CA, PC	2022-Ongoing	Policy
9.3.f	Support the establishment of entrepreneurship education programs in schools.	M, CA, PC	2022-Ongoing	Policy

INTERGOVERNMENTAL COOPERATION

Goal: The City of Washburn and all neighboring and overlapping governmental jurisdictions work proactively and cooperatively to ensure that the Chequamegon Bay region has a strong, sustainable economy; respects natural resources; and meets human needs fairly and efficiently.

Objective 10.1: Communicate and partner with neighboring and overlapping jurisdictions to provide efficient, cost-effective, high-quality services, where practical or mutually beneficial.

Policy No.	Policy	Responsible Entities	Date	Comments
10.1.a	Share information, services, and facilities with neighboring and overlapping jurisdictions, where practical or mutually beneficial.	M, CA	2022-Ongoing	Policy
10.1.b	Support regional facilities and services that benefit Washburn and the region.	M, CA, ZA	2022-Ongoing	Policy
10.1.c	Work with neighboring and overlapping jurisdictions to coordinate shared purchases of bulk items and special equipment, where practical or mutually beneficial.	M, CA	2022-Ongoing	Policy
10.1.d	Work with the Washburn School District and neighboring communities to coordinate efforts to provide quality recreation programs and facilities for area residents.	M, CA	2022-Ongoing	Policy

10.1.e	Work with neighboring and overlapping jurisdictions to ensure that Washburn and the surrounding area have a safe, efficient, well maintained, and connected multi-modal transportation system.	M, CA	2022-Ongoing	Policy
10.1.f	Promote the use of the public transportation.	BA, M, CA	2022-Ongoing	Policy
10.1.g	Work with neighboring and overlapping jurisdictions to manage and enhance natural, coastal, cultural, and agricultural resources in the region.	M, CA, PC, ZA	2022-Ongoing	Policy
10.3.h	Work with neighboring and overlapping jurisdictions to coordinate development and improvements of utilities and community facilities that meet the needs of area residents.	M, CA, PW	2022-Ongoing	Policy
10.3.i	Work with neighboring and overlapping jurisdictions to ensure that there is a full range of housing to meet the diverse needs of the area.	M, CA, PC	2022-Ongoing	Policy
10.3.j	Work with neighboring and overlapping jurisdictions on economic development issues and planning that will strengthen the economy of the region.	M, CA, PC	2022-Ongoing	Policy
10.3.k	Partner with neighboring and overlapping jurisdictions to establish alternative energy programs that will provide sustainable, efficient, cost-effective energy.	M, CA	2022-Ongoing	Policy

12.7 GENERAL PRIORITIES

The City cannot implement all of the policies and actions of the Comprehensive Plan in the short term. However, the City will set the following as top implementation priorities:

- Update the Zoning Ordinance and Zoning Map to be consistent with the Comprehensive Plan. The City will strive to start this process in 2007 and complete it by 2009.
- Prepare and implement a Downtown Enhancement Plan that includes streetscape improvements, building improvements, and site improvements.
- Develop detailed plans relating to specific parts of the Waterfront Plan.

The City will periodically review progress on implementing the Comprehensive Plan and set or adjust priorities as necessary.

12.8 MEASUREMENT OF PROGRESS

The City can use the implementation charts presented above as a tool for measuring progress. Responsible entities can simply highlight or place checks next to policies as they are addressed. The City may also want to develop a set of indicators to help measure the progress of the Plan. Examples of indicators include the unemployment rate, median household income, community survey results, and other indicators that can help measure progress towards the goals of the Plan. The City Staff, Planning Commission, and Common Council will periodically review the progress of the Plan and make changes accordingly.

12.9 PROCESS FOR AMENDING THE PLAN

Future development must occur in a manner consistent with the Comprehensive Plan and Zoning Ordinance. If a proposed development is inconsistent with the Comprehensive Plan, the City must evaluate whether or not it should amend the Comprehensive Plan to allow the development to occur. Applications to amend the Comprehensive Plan should generally include the following information:

1. Description of request.
2. Location and map of the proposed development and surrounding properties.
3. Map of any other properties impacted.
4. Explanation of the request including:
 - Reasons for the request.
 - Overall impact on the community.
 - Impact on the goals, objectives, and policies of the Comprehensive Plan.
 - Impact on adjacent lands.
 - Impact on transportation, sewer, water, and other City services.
 - Impact on water bodies and other natural features.

The City must publicly notice the proposed amendment. Notices must be sent to all adjacent property owners and to neighboring and overlapping jurisdictions

1. Planning Commission must hold a public hearing to review the request and the City Council must take action on the request.
2. If the amendment request is approved, the City must make the approved changes to the Plan and concurrently amend the Zoning Ordinance and/or Zoning Map.

12.10 PROCESS FOR UPDATING THE PLAN

Washburn will periodically review this Comprehensive Plan. If there are significant physical, economic, or demographic changes; significant changes in attitudes, priorities, community standards or trends; or significant regulatory changes by overlapping jurisdictions, then the City will update the Plan accordingly. At a minimum, the City will update this Plan every ten years. The process for updating the Plan will be similar to the process used to develop this Plan. For example, the process will include a strong public participation component.

12.11 CONCLUSION

This Comprehensive Plan presents a bold vision of Washburn. Regardless of the specific actions that the City will take to implement the Plan, the City must always keep in mind the vision of the Plan and make decisions accordingly. A strong commitment to implementing the Plan will ensure that Washburn's future will be consistent with the expressed vision of the community.