

Chapter 3: LAND USE

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.

INVENTORY AND ANALYSIS

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 Anishinabe 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.

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



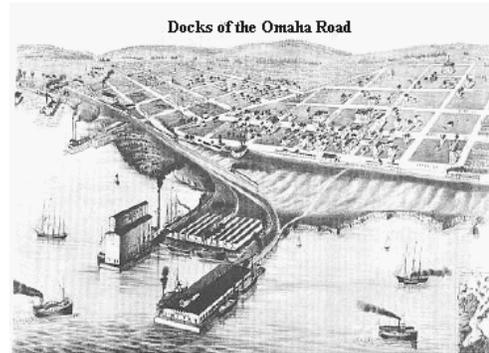
Former A.A. Bigelow Sawmill at 6th Avenue West – 1886 (City of Washburn)

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 Saint 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 DuPont Club (commonly known as the Washburn Civic Center).

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.

EXISTING LAND USE INVENTORY

Figure 3-1: Existing Land Use Inventory shows the location, approximate amount, and types of existing land uses that existed in Washburn in 2006. The City's Planning Consultant prepared the inventory based on interpretation of 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-A 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 727 acres or 29.1% 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.



Existing 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 440 acres or 17.6% of the community. However, most existing rural residential uses are on ten-acre parcels or more. Consequently, roughly 400 of the 440 acres are in a relatively undeveloped or undisturbed state.

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 171 acres or 6.9% of community.



Suburban Residential House (SWB, Inc.)

Low-Density Residential

Low-density residential comprises roughly 371 acres or roughly 14.9% 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 eight acres or 0.3% of Washburn.



Moderate Density Apartment (SWB, Inc.)

Undeveloped Commercial

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

Commercial

Commercial uses compromise roughly 39 acres or 1.5% 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 five acres or 0.2% 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% of Washburn.

Insert Figure 3-1: Existing Land Use – 2006

Public / Semi-Public / Institutional

Public / semi-public / institutional uses include City Hall, the Washburn Civic Center, the Washburn Historical Museum and Cultural Center, Bayfield County government facilities, the US Forest Service District Ranger 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 136 acres or 5.4% 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.)

Washburn Marina

The Washburn Marina accounts for 13 acres or 0.5% 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.)

Public Park / Public Open Space

Public park / public open space, which includes the 200-foot lakefront parkway buffer, accounts for roughly 134 acres or 5.3% of the community. Many communities strive to have at least ten acres of parkland for every 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 comprises roughly 76 acres or 3.1% of the community.

Transportation

Transportation refers to the developed and undeveloped road right-of-ways in the city. Transportation accounts for roughly 326 acres or 13.1% of the community.

Table 3-A: Summary of Existing Land Use – 2006

Existing Land Use	Approximate Acres	Percent of City
Undeveloped Rural Residential / Agriculture	727	29.1
Rural Residential	440	17.6
Undeveloped Low Density Residential	171	6.9
Low Density Residential	371	14.9
Moderate Density Residential	8	0.3
Undeveloped Commercial	3	0.1
Commercial	39	1.5
Industrial	5	0.2
Utilities / Service Community Facilities	50	2.0
Public / Semi-Public / Institutional	136	5.4
Washburn Marina	13	0.5
Public Park / Public Open Space	134	5.3
Undeveloped Public Land	76	3.1
Transportation (road right-of-ways)	327	13.1
Total	2,500 +/-	100.0

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 Adjacent to the Waterfront

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.

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

In recent years, the commercial dock at the south end of Central Avenue has been used primarily for holding and transporting aggregate and similar materials. The dock provides a means to transport materials to the nearby islands. In return for funding to improve the dock, the City agreed to maintain commercial use of the dock for a set period. While the commercial dock does not appear to create significant noise, traffic, or similar problems, the exterior storage associated with dock visually detracts from the waterfront. In addition, there is a secluded public beach adjacent to the dock that is highly valued by the public. 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.



View of the Commercial Dock from the South Central Avenue and South 1st Avenue East (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.



Boat Storage and the View of Lake Superior and the Marina from West Harbor View Drive (SWB, Inc.)

Bayfield County Highway Department and Forestry Department Facilities

The Bayfield County Highway Department and the Bayfield County Forestry Department have existing facilities along Central Avenue south of Bayfield Street. Central Avenue provides prime views and access to Lake Superior and to the Washburn Marina. While these County facilities do not appear to create excessive noise, traffic, or similar problems, the exterior storage associated with these uses visually detract 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.



View of the Bayfield County Forestry Building from West Harbor View Drive (SWB, Inc.)

The City of Washburn and Bayfield County have cooperatively explored options to address this situation. The City and County have agreed in principle to study the possibility of consolidating the Forestry Department facility with the Highway Department facility. This would allow the County property on the west side of Central Avenue to be redeveloped in a manner more consistent with the City's vision for the area. 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.

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.

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 land in Washburn far exceeds the anticipated demand for future general development, at least through the year 2027.

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 late 2006, there were 26 single-family residences on the market that had asking prices from \$49,900 to \$590,000. There were also several undeveloped, rural residential properties (not served by City sewer and water) that had asking prices of roughly \$4,000 to \$5,000 per acre. One property near existing City sewer and water had an asking price of \$10,000 per acre. Undeveloped lake frontage near the City of Washburn had an asking price of roughly \$1,300 per lineal foot of lake frontage. Within the urban area of the city, several undeveloped lots were available. A one-half acre lot near Memorial Park had an asking price of \$20,000. A four-acre lot with woods and a creek had an asking price of \$57,000.

In late 2006, there were also several multi-family residential and commercial properties for sale. A lake view, eight-unit apartment building in Washburn had an asking price of \$349,000. A quarter-acre commercial property with a small building on Bayfield Street had an asking price of \$86,000. A similar commercial property had an asking price of \$100,000. A half-acre commercial property with a 5,000 square foot building had an asking price of \$239,000.

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.

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

development that would give people the opportunity to live, work, and play in relatively compact setting.

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 10: Waterfront Plan for more information on this property.



Development Opportunity north of West Holman Lakeview Drive (SWB, Inc.)

PUBLIC INPUT ON LAND USE ISSUES

The community survey conducted as part of this planning process asked residents to identify the preferred future use of the following public areas:

- The West Holman Lakeview Drive area from IGA to West End Park (South Washington Avenue to West End Park)
- The Omaha Street area from the IGA to the Coal (Commercial) Dock (South Washington Avenue to South Central Avenue)
- The South Central Avenue area from the Museum to the Coal (Commercial) Dock
- The area west of West End Park

Table 3-B summarizes respondents' views with respect to the desired future land use in these four areas.

TABLE 3-B: PREFERRED USE OF FOUR PUBLICLY OWNED TRACTS OF LAND				
Area	W Holman Lakeview Dr.	Omaha St.	Central Ave.	West of West End Park
Commercial Development	2.8%	9.8%	24.3%	4.0%
Mixed Commercial/Public Recreational	11.2%	27.9%	34.3%	8.1%
Mixed Residential/Public Recreational	20.3%	19.3%	12.5%	20.1%
Public Recreational Development	28.1%	13.9%	8.5%	18.4%
Residential	9.8%	8.6%	4.9%	16.5%
No Development	21.3%	12.5%	7.7%	22.5%
Other	5.1%	5.6%	2.8%	4.5%
No Opinion	1.4%	2.5%	5.0%	5.9%

The survey results show a range of opinions. However, most respondents indicated a desire to include public recreational uses in the four subject areas. Nearly half of the respondents indicated that they would like to see the area around West Holman Lakeview Drive and the area west of West End Park used exclusively for public recreational uses or left in an undeveloped state. Most also

indicated that it would be desirable to have some amount of commercial or residential development, with or without public recreational uses, in the Omaha Street and Central Avenue areas.

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 as a means to allow people to live, work, shop, and recreate in a relatively compact area, thereby creating a strong synergy between businesses and residents, minimizing public and private development and maintenance costs, and affording a high quality of life for those in the area.

Policy 3.1.c: Protect existing agricultural areas from development that would hinder their economic productivity.

Policy 3.1.d: Respect the rights of existing property owners to continue to use their property in a manner consistent with Washburn's ordinances. But at the same time, identify the needs of existing businesses and industries in relation to the needs of the overall community and develop plans and/or tools to help them succeed. This may include developing a plan to enhance the appearance of the downtown area and developing a plan to help existing businesses relocate or expand within the City.

Policy 3.1.e: Develop a plan and performance standards to allow limited, light industry to develop in the area guided for mixed-use development.

Objective 3.2: Use land in a manner that is sensitive to the protection of natural, cultural, and agricultural resources.

Policy 3.2.a: Recognize that significant natural (especially coastal resources), cultural, and agricultural 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: Seek to preserve significant natural, cultural, and agricultural resources in Washburn by promoting infill development and redevelopment on suitable land in the existing urban service area.

Policy 3.2.c: Allow limited, planned development outside the urban service area consistent with the City Ordinances. Encourage cluster development, conservation design, or other techniques that minimize adverse impacts on significant natural, cultural, and agricultural resources.

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

Policy 3.3.a: Ensure public involvement in all significant land use decisions. Relate land use decisions to the needs and desires of the community.

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 land use that does not negatively affect adjacent land uses.

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.

OVERVIEW OF FUTURE LAND USES

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

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 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. Consequently, the City may consider logical and reasonable extension of public sanitary sewer into this area if the City finds it is in the best interest of the community.

Rural Waterfront Recreational Residential

The Land Use Plan guides land in the northeast corner of the city for rural waterfront recreational residential land use. This land use designation accommodates rural, single-family residences and limited resort or tourist lodging that is consistent with



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



Existing Single-Family Residence in the Rural Waterfront Recreational Residential Area (SWB, Inc.)

the natural, waterfront setting of this area. Parcels will have an area of at least 1.5 acres to accommodate onsite sanitary sewer and to help maintain the natural character of the area. In 2006, this area included single-family residences and a resort with individual cabins set sensitively into their natural surroundings.

Low-Density Waterfront Residential

The low-density waterfront residential designation guides land on or near the waterfront for suburban or low-density single-family residences, twinhomes, and townhomes at a density not to exceed five dwelling units per acre. Parcels in this area that are not served by public sanitary sewer, will have an area of at least 1.5 acres to accommodate onsite sanitary sewer. Development in this area will be consistent with the goals, objectives, and policies of the City's Waterfront Plan (see Chapter 4: Waterfront and Coastal Resources for additional information).



Existing Low-Density Waterfront Residential near the Marina (SWB, Inc.)

Low Density Residential

The Land Use Plan guides most of the residential land in the City for low-density residential use. Most of this area is served by public sanitary sewer and can accommodate single-family residences, twinhomes, and townhomes at a density not to exceed five dwelling units per acre. Some land guided for low-density residential use may not be served by public sanitary sewer and will have parcels of at least 1.5 acres to accommodate onsite sanitary sewer until the area can be served by public sanitary sewer. Other acceptable uses in this area include religious institutions, parks, schools, and other public or semi-public uses that can be sensitively integrated into residential neighborhoods.



Existing Low Density Urban Residential (SWB, Inc.)

Moderate-Density Residential

Existing apartments, senior housing, and other residential uses in Washburn have a density of roughly six to ten dwelling units per acre. The Land Use Plan continues to guide these existing developments for moderate-density residential use. The Plan also guides undeveloped, publicly owned land north of West Woodland Drive and east of North 5th Avenue West for moderate-density residential use (see Chapter 7: Housing, for additional information). Several of the mixed-use designations described below also allow development of moderate-density residential uses.



Existing Moderate Density Housing (SWB, Inc.)

Residential / Cottage Commercial Mix

The residential / cottage commercial mix land use designation includes the area along Bayfield Street from 11th Avenue West to 8th Avenue West. 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 Land Use Plan envisions that this area will continue to provide predominantly single-family residential uses, but it also envisions limited commercial uses that are visually and functionally compatible with the surrounding single-family residences. Cottage commercial uses could include businesses such as a hair salon, coffee house, artist studio, or a real estate office that would not require significant parking and that could be integrated into the first floor with a residence on the second floor.



Clinic on Bayfield Street in Area Guided for Residential / Cottage Commercial Mix (SWB, Inc.)

Highway Commercial / Residential Mix

The highway commercial / residential mix land use designation includes the area along Bayfield Street from 8th Avenue West to Washington Avenue. 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 may be 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. Likewise, light industrial uses that are compatible with commercial and single-family uses may also be acceptable.



Grocery Store and Gas Station – Existing Highway Commercial Uses (SWB, Inc.)

Downtown Core

The Land Use Plan promotes the “downtown core” area as the heart (or core) of Washburn. This area can generally be described as the area along Bayfield Street from Washington Avenue to 1st Avenue East. 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



Downtown Core (SWB, Inc.)

Insert Figure 3-2: Land Use Plan

have pedestrian and visual connections to the waterfront where feasible. Infill development and building and streetscape enhancements are encouraged in this area.

Planned Waterfront Mixed-Use

Land guided for planned waterfront mixed-use is intended to provide a mixture of commercial, residential, light industrial, and public recreational uses in a master planned setting. The City envisions that the planned waterfront mixed-use area will be an attractive, pedestrian-oriented area where people can live, work, and play. New buildings in this area will have a residential appearance consistent with the vernacular architecture of Washburn. In general, uses along the street level could include uses like 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.

Industrial

The Land Use Plan guides existing industrial uses in the city for continued industrial use. The Plan does not identify an area for a future industrial park. If opportunities to attract conventional, industrial uses present themselves in the future, the City will then determine the best location for additional industry, and amend this Plan accordingly. The City envisions that sustainable industries and industries that relate to the “creative economy” will be integrated into the planned waterfront mixed-use area, if those sustainable industries are compatible with surrounding uses.

Public / Semi-Public / Institutional

Public / semi-public / institutional uses include schools, religious institutions, museums, and government facilities. These uses are scattered throughout the city. The Land Use Plan continues to guide these areas for public / semi-public / institutional use. Future public / semi-public / institutional uses may be sensitively integrated into other land use designations as well.

Public Park / Open Space

The Land Use Plan guides existing parks and public waterfront land for park and open space. In addition, the City intends that park and public open space will be integrated into the planned waterfront mixed-use area and other significant areas of the city where subdivisions



Illustrative Concept of Planned Waterfront Mixed-Use (SWB, Inc.)



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



City Hall – Existing Public / Semi-Public / Institutional Use (SWB, Inc.)



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

occur. Refer to Chapter 6: Utilities and Community Facilities for additional information.

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.

Utilities / Service Community Facilities

The Land Use Plan envisions that the existing Bayfield County Forestry facility will be integrated with the existing Bayfield County Highway Department site. It also envisions that the City Public Works Department will be relocated to City land in the northwest corner of the city.

STAGED GROWTH

The Land Use Plan strongly promotes development and redevelopment in areas currently served by City sewer and water. Adequate land exists within the City's existing utility service boundary to accommodate the City's goal to increase its population to roughly 2,500 people by the year 2027. The City does not anticipate the need to extend City sewer and water to areas outside the 2007 urban sanitary sewer service boundary. Consequently, the Comprehensive Plan does not include a detailed Staged Growth Plan. However, the City will allow growth in the rural residential / agriculture areas in manner consistent with the Comprehensive Plan and the Zoning Ordinance. In addition, the City may consider allowing the extension of public sewer and water to areas guided for rural residential / agriculture, if after analyzing the economic, environmental, and social consequences of such a proposal, the City finds it is in the best interest of the overall community to allow such growth to occur.

REQUIRED ZONING CHANGES

The City must update its Zoning Ordinance and Zoning Map to be consistent with this Comprehensive Plan. More specifically, the City must create new zoning districts that reflect the Land Use Plan. For example, the City must create a planned waterfront mixed-use district (or districts). Furthermore, the City must develop standards for each district that reflect the goals, objectives, and policies of the Land Use Plan. For example, the City must develop standards that address sustainability concepts. The City will set a budget and schedule to update the Zoning Ordinance. It will also develop a public participation plan to involve property owners in this planning process.

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 solely 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.