

## Chapter 1:

# INTRODUCTION

## 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.

## 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; and

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

## PLANNING PROCESS

This Comprehensive Plan updates Washburn’s 1996 Land Use and Economic Development Plans and it provides additional information to fulfill the requirements of Wisconsin’s comprehensive planning legislation. 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. Refer to Appendix C: Additional Planning Documents, for a list of Washburn’s previous planning documents. 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 monthly (and often more frequently) 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. **Community Open Houses.** The City held community open houses at key times throughout the planning process to seek public input.
3. **Key Person Interviews.** Steering committee members and the City’s planning consultant met with numerous residents to discuss their concerns, issues, and ideas relating to Washburn’s future.
4. **Community Survey.** The City mailed a community survey to all registered voters in Washburn and urged those who did not receive a survey in the mail to complete the survey at City Hall. 602 people completed the survey. The survey results are referred to throughout the Comprehensive Plan and can be found in Appendix A.



5. **First Impressions Project.** The University of Wisconsin Extension Office facilitated a First Impressions Project to help the City identify positive impressions and concerns people have of Washburn. The results of this project helped guide the City in the development of this Comprehensive Plan.
6. **Business Summit.** An Economic Development Committee held a business summit to identify issues and opportunities relating to economic development.
7. **Study of the Studies.** An ad hoc committee of the Common Council and citizens conducted a study of past studies that were conducted in Washburn. Refer to Appendix C: Additional Planning Documents for a listing of pertinent past studies.
8. **Visions 2025 Art Show.** The City held a Visions 2025 Art Show that displayed the illustrated vision that children and adults have for Washburn in 2025.
9. **Local News Media.** The City contacted the local news media to ensure media coverage at key times throughout the planning process.
10. **Website.** The City put draft plans on a website for public review and comment.
11. **Community Displays.** The City displayed draft plans at key locations in the city, including City Hall and the Washburn Public Library.
12. **Public Hearing and Plan Adoption.** On April 2, 2007, the Planning Commission held a public hearing and by a unanimous vote of the Planning Commission recommended approval of the Comprehensive Plan. On April 9, 2007, the Common Council enacted an ordinance that formally adopted the Comprehensive Plan.

## Chapter 2:

# ISSUES AND OPPORTUNITIES

## 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.

## 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. In 1960, only 1,896 people resided in Washburn. Washburn's population increased from 1960 to 1990 when 2,285 people resided in Washburn. However, from 1990 to 2000, Washburn once again saw a slight decrease in population. In 2000, 2,280 people lived in Washburn (see Table 2-A: Population Change 1970-2000). The Wisconsin Demographic Service estimated that population of Washburn in 2005 was 2,281.

**TABLE 2-A: POPULATION CHANGE 1970-2000**

Place	1970 Pop.	Change 1960-70	1980 Pop.	Change 1970-80	1990 Pop.	Change 1980-90	2000 Pop.	Change 1990-00
City of Washburn	1,957	3.2%	2,080	6.3%	2,285	9.9%	2,280	-0.35%
Town of Barksdale	574	-1.8%	762	32.8%	756	-0.8%	801	6.0%
Town of Bayview	297	0.3%	343	15.4%	402	17.2%	491	22.1%
Town of Washburn	282	-11.3%	386	36.8%	490	26.9%	541	10.4%
Bayfield County	11,683	-1.9%	13,822	18.3%	14,008	1.3%	15,013	7.2%
State of Wisconsin	4,413,300	11.7%	4,705,642	6.6%	4,891,769	4.0%	5,363,690	9.6%

*Wisconsin Demographic Service Center, 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 2025. In contrast, the Demographic Service Center projects that the population in the surrounding towns of Barksdale, Bayview, and Washburn will gradually increase through the year 2025. The projected 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 Demographic Service Center also projects that the population of Bayfield County will gradually increase through the year 2025, but the projected rate of growth for Bayfield County is roughly half of the projected rate of growth for the State of Wisconsin (see Table 2-B: Population Estimates and Projections).

**TABLE 2-B: POPULATION ESTIMATES AND PROJECTIONS**

Place	2005 Pop.	Change 00-05	2010 Pop.	Change 05-10	2015 Pop.	Change 10-15	2020 Pop.	Change 15-20	2025 Pop.	Change 20-25
City of Washburn	2,281	0%	2,275	-0.3%	2,259	-0.7%	2,229	-1.3%	2,178	-2.3%
Town of Barksdale	824	2.9%	845	2.5%	861	1.9%	871	1.2%	872	0.1%
Town of Bayview	525	6.9%	557	6.1%	586	5.2%	610	4.1%	627	2.8%
Town of Washburn	567	4.8%	592	4.4%	614	3.7%	631	2.8%	640	1.4%
Bayfield County	15,432	2.8%	15,830	2.6%	16,129	1.9%	16,315	1.2%	16,327	0.1%
Wisconsin	5,563,896	3.7%	5,751,470	3.4%	5,931,386	3.1%	6,110,878	3.0%	6,274,867	2.7%

*Demographic Services Center, Wisconsin Department of Administration, January 2004*

### Washburn’s Population Goal

The City can choose to respond to the projections from the Wisconsin Demographic Service Center in one of two ways. It can accept that a future decline in the City’s population is inevitable and it could 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 2005 and 2025, the Demographic Service Center has projected that the population of the State of Wisconsin will increase by 12.8%, Bayfield County will increase by 5.8%, the Town of Barksdale will increase by 5.8%, the Town of Bayview will increase by 19.4%, and the Town of Washburn will increase by 12.9%. The Demographic Service Center has also projected that the average city in Wisconsin will increase in population by 12.9% between 2005 and 2025. If Washburn were to grow at the projected rate of Bayfield County (5.8%), then Washburn in 2025 would have a population of 2,311 - 133 more people than what existed in 2005. If Washburn were to grow at the projected rate of the average city in Wisconsin (12.9%), then Washburn in 2025 would have a population of 2,575 – 294 more people than what existed in 2005.

This Comprehensive Plan sets a goal for the City of Washburn to grow to a population of 2,500 in 2025 – this equates to roughly 10% growth from 2005 to 2025. There is an adequate amount of land within the existing urban service area of the City to accommodate this growth through a logical and phased plan. Consequently, if Washburn does not meet its growth goal, it would not adversely affect the other goals, objectives, and policies of this Plan.

## **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 2025. Also, refer to Table 2-C: Age Composition – 2000.

### **Broad Age Groups**

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 2000, 26.6% of the population of Washburn was under the age of 18; 58.1% was between the ages of 18 and 65; and 15.3% was over the age of 65. In comparison, in 2000, 25.5% of the population of the State of Wisconsin was under the age of 18; 61.4% was between the ages of 18 and 65; and 13.1% was over the age of 65. 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. Over time, 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. 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 are generally having 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. Since 1997, enrollment in the Washburn School District has slowly been decreasing, and the School District is planning for continued decreasing enrollment at least through the year 2010.

**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 the Wisconsin Indianhead Technical Institute. However, Washburn, like most Wisconsin cities, 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 they 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 18 to 24 year olds.

**People between the Ages of 25 and 54**

If Washburn is to meet its goal of growing its population, and if Washburn is to 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 nears retirement age, the number and percentage of people over the age of 65 will increase dramatically. This has several implications for the future of Washburn. For example, Washburn will need to make sure that it has adequate housing for those over the age of 65. Washburn will need to attract people to take over the jobs of those who retire from their jobs in Washburn. It will need to 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-C: AGE COMPOSITION – 2000**

Age	City of Washburn		Bayfield County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
Under 5	94	4.1	794	5.3	342,340	6.4
5 to 9	168	7.4	979	6.5	379,484	7.1
10 to 14	215	9.4	1,196	8.0	403,074	7.5
15 to 19	183	8.0	1,037	6.9	407,195	7.6
20 to 24	88	3.9	490	3.3	357,292	6.7
25 to 34	190	8.3	1,401	9.3	706,168	13.2
35 to 44	399	17.5	2,379	15.8	875,522	16.3
45 to 54	383	16.8	2,452	16.3	732,306	13.7
55 to 59	106	4.6	994	6.6	252,742	4.7
60 to 64	86	3.8	827	5.5	204,999	3.8
65 to 74	134	5.9	1,341	8.9	355,307	6.6
75 to 84	139	6.1	836	5.6	251,621	4.7
85 and Over	95	4.2	287	1.9	95,625	1.8
Median Age	40.5	--	42.1	--	36.0	--

Source: US Census Bureau, 2000

## RACE AND ORIGIN

Approximately 68% of Washburn residents were born in Wisconsin. Ninety-three percent of Washburn's residents are white and almost 7% are American Indian (see Table 2-D: Race and Origin in 2000). 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-D: RACE AND ORIGIN IN 2000**

Race	City of Washburn		Bayfield County		Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
White	2,129	93.4	13,500	89.9	4,827,514	90.0
Black or African American	8	0.4	30	0.2	326,506	6.1
Am. Indian or Alaska Native	157	6.9	1,586	10.6	69,386	1.3
Asian	11	0.5	60	0.4	102,768	1.9
Native Hawaiian/Pacific	-	-	4	-	4,310	0.1
Other	11	0.5	64	0.4	104,662	2.0

Source: US Census Bureau, 2000

## EDUCATIONAL ATTAINMENT

The 2000 US Census reports that approximately 87% of Washburn residents over the age of 25 have a high school diploma or equivalency, and roughly 24% of Washburn residents over the age of 25 have a bachelor's degree or higher (see Table 2-E: Educational Attainment - 2000). The percentage of people in Washburn that have a graduate or professional degree is higher than that in Bayfield County or the State of Wisconsin. 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-E: EDUCATIONAL ATTAINMENT – 2000**

Characteristic	City of Washburn	Bayfield County	Wisconsin
Less than 9 <sup>th</sup> Grade		2.6%	3.9%
9 <sup>th</sup> to 12 <sup>th</sup> Grade – No Diploma		10.8%	9.2%
High School Graduate – Includes Equivalency		27.0%	34.6%
Some College – No Degree		22.9%	21.5%
Associate Degree		12.5%	9.6%
Bachelor's Degree		14.9%	14.7%
Graduate or Professional Degree		9.4%	6.9%

Source: US Census Bureau, 2000

## HOUSEHOLD CHARACTERISTICS AND FORECASTS

In 2000, the US Census reported 938 households in Washburn and 589 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 husband present accounted for approximately 13% of the family households in Washburn in 2000.

The median household in Washburn in 2000 was 2.33 persons per household, which was down from 2.46 in 1990 (see Table 2-F: Average Household Size). 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 2.2 in 2025.

**TABLE 2-F: AVERAGE HOUSEHOLD SIZE**

Location	1990	2000	2025 (Projection)
City of Washburn	2.46	2.33	2.2
Bayfield County	2.52	2.40	--
State of Wisconsin	2.61	2.50	--

Source: US Census Bureau, 2000 and Sanders Wacker Bergly, Inc.

## EMPLOYMENT AND INCOME

In 2000, Washburn's unemployment rate (4.0%) was somewhat lower than Bayfield County's (5.3%), but slightly higher than Wisconsin's unemployment rate (3.2%). The City's median household income is comparable to the County's but significantly lower than the State's (see Table 2-G: General Employment and Income Characteristics - 2000). Refer to the Economic Development Chapter for more detailed information.

**TABLE 2-G: GENERAL EMPLOYMENT AND INCOME CHARACTERISTICS – 2000**

Characteristic	City of Washburn	Bayfield County	Wisconsin
Employed in Labor Force	56.0%	57.1%	65.8%
Unemployed in Labor Force	4.0%	5.3%	3.2%
Not in Labor Force	40.0%	37.5%	30.9%
Median Household Income	\$33,257	\$33,390	\$43,791
Per Capita Income	\$15,331	\$16,407	\$21,271
Median Earnings, Male, Full-Time, Year-Round	\$31,875	\$31,699	\$37,062
Median Earning, Female, Full-Time, Year-Round	\$23,235	\$21,731	\$25,865
Individuals Below Poverty Level	10.3%	12.5%	8.7%

Source: US Census Bureau, 2000

### 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 to 3.5% or so by the year 2025 when Washburn's baby boom generation will be retired. Conceivably, Washburn may experience a labor shortage before 2025 and, therefore, will need to attract people from outside Washburn 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 will need to be filled. If Washburn is to reach its goal of growing to a population of 2,500 by the year 2025, then Washburn will need to create roughly 100 new jobs by the year 2025. The City should use this forecast as a general guide and update this forecast as conditions warrant.

## **SUMMARY OF THE PEOPLE OF WASHBURN AND THE DEMOGRAPHIC TRENDS THAT WILL AFFECT THE FUTURE OF WASHBURN**

The Wisconsin Demographic Service Center is projecting a slight decrease in population change through the year 2025. However, this Comprehensive Plan sets a goal for the City to grow its population from 2,281 in 2005 to 2,500 in 2025. This equates to growing by roughly 15 people per year from 2005 to 2025. To reach this goal, the City will need to place a special emphasis on attracting younger families to Washburn. This means Washburn will need to have ample economic opportunities, affordable housing, and a high quality of life that will retain and attract people. Washburn's school-aged population will likely decrease before 2010; however, if Washburn begins to provide more economic opportunities and attract younger families, the school-aged population may begin to gradually increase. Washburn's senior population will continue to grow noticeably, especially after 2010. 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.

## **KEY ISSUES AND OPPORTUNITIES AS REPORTED BY THE PEOPLE OF WASHBURN**

On May 2, 2005, the City of Washburn mailed all registered voters in Washburn a survey to gather their opinions about planning issues facing the City. 602 residents completed and returned the survey for a response rate of 37%, producing results that should be accurate to within plus or minus 3.2%. Survey respondents had a demographic profile similar to the overall population of Washburn in relation to age, years of being a resident of Washburn, home ownership, and employment status. The following provides a summary of the key survey results relating to planning issues and opportunities facing Washburn.

- 82% of respondents rated Washburn as a good (63%) or excellent (19%) place to live compared to 13% who said it is a fair (12%) or poor (1%) place to live.
- Respondents were asked their opinion about encouraging or discouraging a range of development and preservation options for the City. The following summarizes the results. If a respondent said a given action should be strongly encouraged, it was given a weight of 2, encouraged received a weight of 1, take no action a weight of 0, discourage a weight of -1, and strongly discourage a weight of -2. Consequently, the larger the number associated with the action, the more strongly the respondents felt about encouraging the action.
  - Public access to lakeshore (1.32)
  - Commercial development (1.31)
  - Lakeshore preservation (1.22)
  - Public recreation facilities (1.13)
  - Residential development (1.13)
  - Green space preservation (0.99)
  - Industrial development (0.78)
  - Waterfront development (0.37)
- Respondents were asked to identify from a list of issues, which two issues are the most important issues facing Washburn. The following lists the percentage of respondents that identified the issue as being one of the two most important issues facing Washburn:
  - Increase businesses/jobs (45%)
  - Preserve views/access to Superior (27%)

- Lakefront development (24%)
  - Preserve healthy environment (19%)
  - Increase tax base (19%)
  - Improve business district (19%)
  - Preserve natural areas (12%)
  - Increase population (10%)
  - Use of public lands (10%)
  - Infrastructure needs (7%)
  - Cultural activities (3%)
- Survey results show that respondents that are younger and newer to Washburn appear to have a stronger focus on the environmental issues facing the City, while respondents who are older and have lived in Washburn for a longer period are more focused on economic challenges facing Washburn. Respondents expressed strong support for the City to encourage preservation and provide public amenities.

Refer to other chapters of this Comprehensive Plan for additional survey results. Refer to Appendix A: City of Washburn Community Planning Survey - Spring 2005 for complete survey results.

## 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 (see Appendix B: City of Washburn Eco-municipality Resolution). 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 use 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; and
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. While the City may not fully realize these principles by the year 2027, 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 10: 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 8: 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 range of employment opportunities at the state, regional, and local levels (see Chapter 9: 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.

## A SHARED VISION OF WASHBURN IN 2027

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 2027. This vision will help guide the City in all of its planning and policymaking actions.

### **WASHBURN 2027**

*Washburn in 2027 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;*  
*and*
- *Fosters life-long cultural, artistic, educational, and recreational enrichment for all of its citizens*

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

## 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



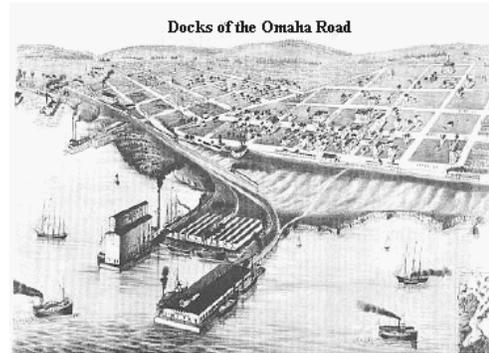
*Former A.A. Bigelow Sawmill at 6<sup>th</sup> Avenue West – 1886 (City of Washburn)*

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 4<sup>th</sup> Avenue West and 1<sup>st</sup> 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**

<b>Existing Land Use</b>	<b>Approximate Acres</b>	<b>Percent of City</b>
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
<b>Total</b>	<b>2,500 +/-</b>	<b>100.0</b>

## **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 1<sup>st</sup> 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 3<sup>rd</sup> Avenue West and 1<sup>st</sup> 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 2<sup>nd</sup> 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 8<sup>th</sup> 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.

<b>TABLE 3-B: PREFERRED USE OF FOUR PUBLICLY OWNED TRACTS OF LAND</b>				
<b>Area</b>	<b>W Holman Lakeview Dr.</b>	<b>Omaha St.</b>	<b>Central Ave.</b>	<b>West of West End Park</b>
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 5<sup>th</sup> 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 11<sup>th</sup> Avenue West to 8<sup>th</sup> 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 8<sup>th</sup> 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 1<sup>st</sup> 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.

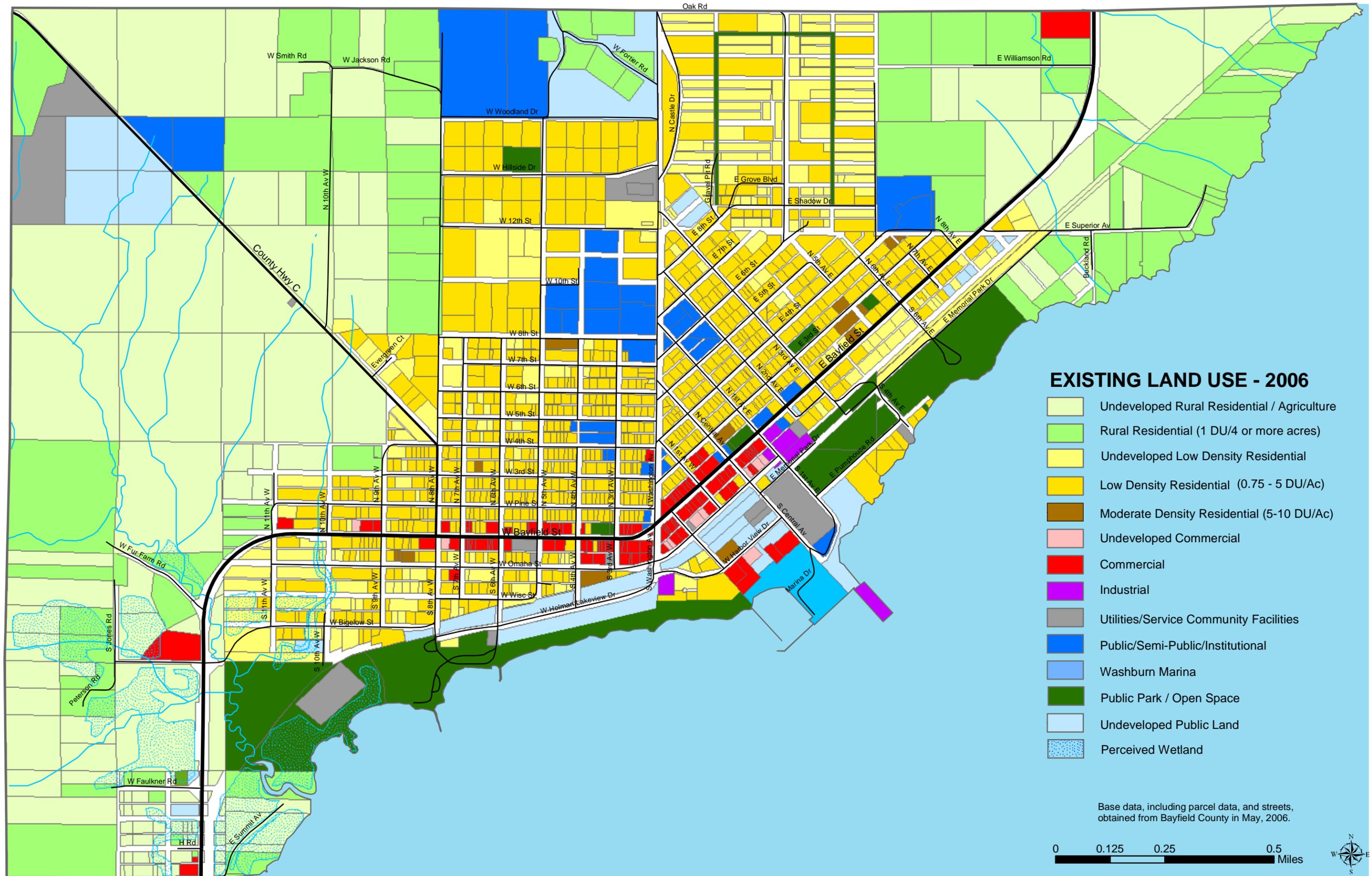
## **SUSTAINABILITY**

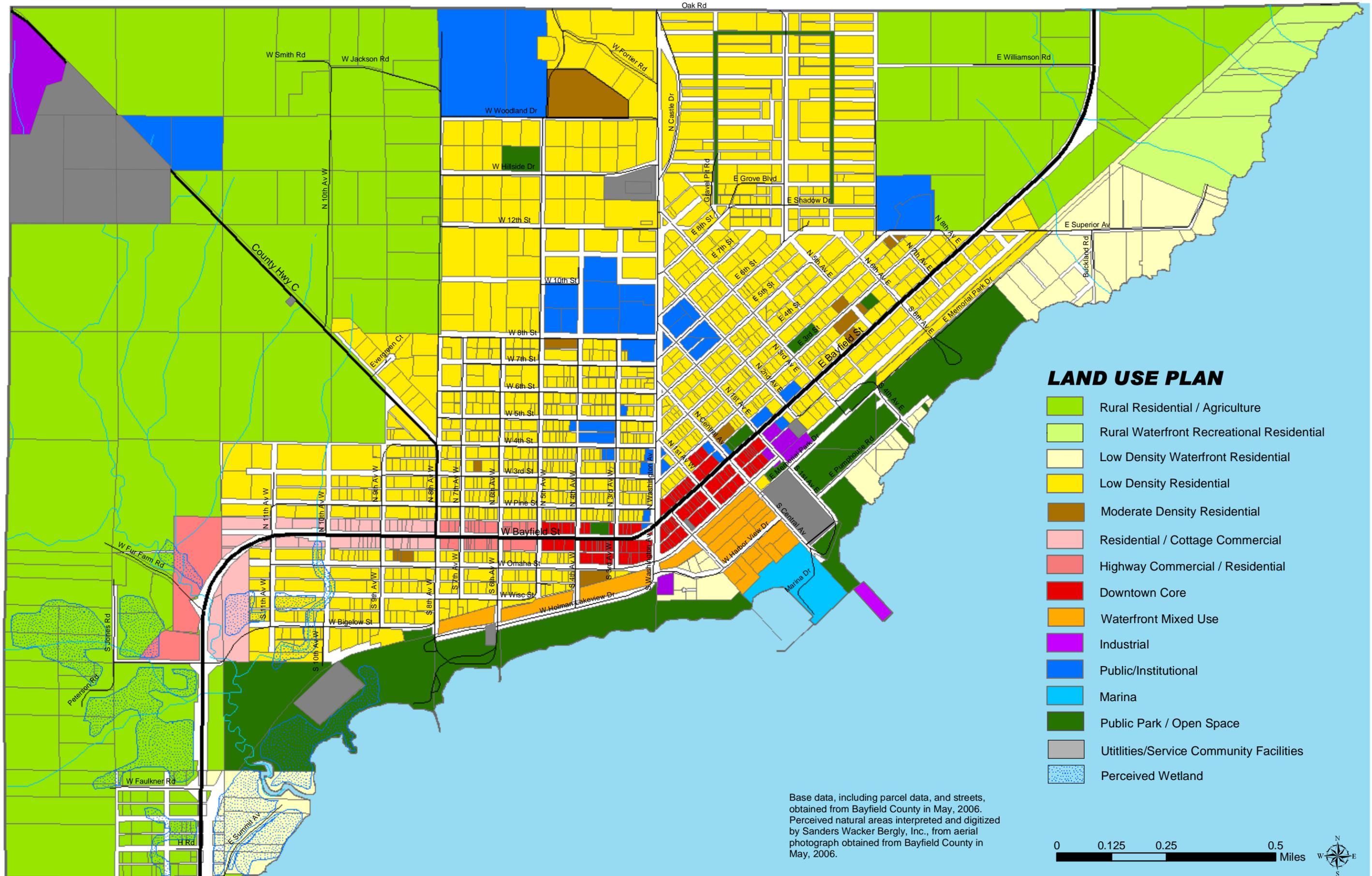
As discussed in Chapter 2: Issues and Opportunities, sustainability is an overarching principle of this Comprehensive Plan. The Land Use Plan helps set the framework for implementing sustainable concepts. For example, at one time the waterfront was viewed as an economic commodity whose primary purpose 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.





## Chapter 4: WATERFRONT AND COASTAL RESOURCES

### 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.

### INVENTORY AND ANALYSIS

#### **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.

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.



*Washburn Waterfront (SWB, Inc.)*

On a regional level, improperly managed storm water 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. Storm water runoff also carries fertilizers, pesticides, oils, and other pollutants into the bay. Proper

storm water 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 storm water runoff.

Washburn's wetlands, creeks, and ravines contribute to the water quality of Chequamegon Bay. Wetlands, in particular, help filter runoff before it enters the lake. Refer to Chapter 7 of the Comprehensive Plan for a more detailed discussion of Washburn's wetlands, creeks, and ravines.

The water level of Lake Superior fluctuates. However, the water level has generally been declining since the early 1990s. In 2006, the lake was at its lowest recorded level. While Washburn has a relatively deep harbor compared to Ashland, dropping 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 occurs 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.



*Mouth of Thompson Creek (Bayfield County ShoreViewer)*

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. Storm water 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, the beginning signs of erosion are evident on some parts of these bluffs (see the photo on the following page).



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

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 Nature Conservancy identifies that the area is home to 137 plant and animal species and 33 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.

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 (see side photograph). However, the central coastal area from the commercial dock to the Thompson's West End Park is mostly devoid of significant stands of native trees (see side photograph). 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 exotic 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, exotic species are difficult to control and they are difficult to eliminate.



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



*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 ShoreViewer)*

Some common exotic species include purple loosestrife and zebra mussels. In early 2003, a White Perch, which is considered an exotic fish, was caught in Chequamegon Bay. Eurasian watermilfoil, an aquatic invasive plant, has been found in Washburn's harbor. Contact the Wisconsin DNR or the University of Wisconsin Extension Service for a more detailed description of exotic species in Washburn.

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



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

## **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 to 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.



*Native Plantings Could Help Enhance the View from Lake (SWB, Inc.)*

## ACCESS TO THE LAKE

Public access to Lake Superior is important to the residents of Washburn. Fortunately, Washburn owns roughly 1.5 miles of waterfront that is available for public use. Thompson's West End Park, Memorial Park, and Lakefront Parkway and Walking Trail (which runs through a 200-foot wide lakefront parkway buffer along Lake Superior south of West Holman Lakeview Drive) make up the bulk of the public land. 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 parks.



*Lakefront Parkway and Walking Trail (SWB, Inc.)*

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 the marina.



*Boat Ramp at the Marina (SWB, Inc.)*

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 waterfront.

## 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, like Book Across the Bay, the Inland Sea Kayak Society Symposium, Pumpkinfest, Superior Vistas Bike Tour, and Brownstone Days that take place in Thompson's West End Park and that have a tie to Lake Superior. Yet more can be done to bring people to the lake and connect them with this valuable resource. Refer to Chapter 6 and Chapter 7 for additional information regarding cultural resources.



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

## EXISTING WATERFRONT DEVELOPMENT

The following provides an overview of existing development in the waterfront area. Refer to Figure 4-1: Existing Waterfront Development for the locations of the uses described below. Also, 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.

### Washburn Marina

The City of Washburn owns the Washburn Marina, but leases the management of the marina to a private operator. The marina has 138 slips and four to eight transient moorings. The marina also has a maintenance building, a ship store with offices and a lounge, a fuel dock and pump out, a 150-ton travel lift, washrooms, picnic facilities, and other amenities.

The Harbor Commission prepared a strategic plan for the future of the marina that identifies the following proposed enhancements to the marina:

- Build a separate restroom/shower/laundry;
- Establish wireless Internet/broadband (planned to be installed March 2007);
- Attract vacation cruise boats;
- Explore long-range adequacy of marina buildings;
- Establish a marketing plan;
- Work with City in planning development of Central Avenue and Omaha Street;



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



*Boat Slips at the Washburn Marina (SWB, Inc.)*

Insert Figure 4-1: Existing Waterfront Development



- Provide boat washing and fish cleaning stations;
- Enhance the appearance of the marina with landscaping and boat storage improvements;
- Provide additional recreation facilities; and
- Explore the possibilities of developing camping and RV sites at the marina.

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 in the area. The City received a grant to improve the dock. Under the conditions of the grant, the City agreed to maintain the dock for commercial use for a set period. The dock serves an important function and provides economic benefits, but the dock is not very attractive and it could benefit from landscape screening.

### Old Pumphouse

The City no longer uses the old pumphouse to pump water. However, the building 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.

### County Facilities

The Bayfield County Highway Department and the Bayfield County Forestry Department have facilities on Central Avenue, which leads to the waterfront. While the 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. The City and Bayfield County have discussed relocating the Forestry Department facilities to the Highway Department site. This would free the Forestry Department site for redevelopment 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



*Existing Boat Repair Building and Outdoor Storage at the Washburn Marina (SWB, Inc.)*



*View of Commercial Dock from the Marina (SWB, Inc.)*



*Old Pumphouse (SWB, Inc.)*



*Bayfield County Highway Department Storage and Stockpiles (SWB, Inc.)*

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.

### **VFW Facilities**

The VFW (Veterans of Foreign Wars) has facilities south of the Bayfield County Highway Department and northeast of the marina. The existing facilities do not appear to create specific problems for the waterfront, but neither do they appear to take full advantage of their location near the waterfront. Consequently, the City and VFW should explore opportunities to relocate the VFW to a more suitable location and explore public use of this area in a manner that relates to the waterfront.



*VFW Facilities near the Waterfront (SWB, 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.



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

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.

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. Refer to Appendix A and the following section of this chapter for more information regarding public opinion on how to use these areas. Regardless of how they are used, these areas hold tremendous value for the future of Washburn.



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

## ISSUES, OPPORTUNITIES, AND PUBLIC INPUT

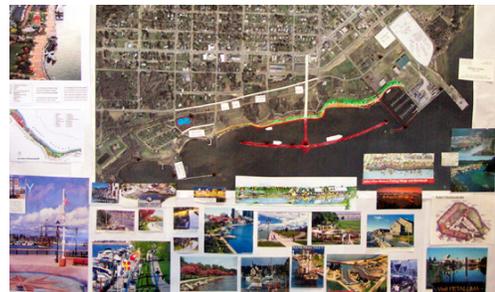
The City of Washburn developed and grew because of its waterfront. In the late 1800s and early 1900s, the value of the waterfront was tied to its ability to process and ship the area's natural resources. Although the waterfront industries of the past are no longer present, the waterfront is as important 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.

As part of this planning process, the City asked residents of all ages to illustrate their vision for Washburn. Many children and adults prepared wonderful illustrations and vision statements (see side photos for examples). A common theme among the expressed visions is that Washburn should have an attractive waterfront that residents and visitors can use and enjoy. Washburn residents agree that the waterfront is important to the future of Washburn. However, throughout this planning process, residents expressed a variety of opinions on how to balance and integrate the economic, natural, and social components of the waterfront. For example, some residents expressed a strong desire to grow Washburn's economy and attract more people to the waterfront by emphasizing commercial and/or residential development along the waterfront. Other residents also expressed a strong desire to grow Washburn's economy and attract more people to the waterfront by emphasizing preservation and enhancement of the natural qualities of the waterfront, rather than commercial and/or residential development.

Respondents to the community survey conducted as part of the comprehensive planning process identified the importance of the waterfront to the community.



*An Example of the Vision of Washburn and the Waterfront as expressed by Children (SWB, Inc.)*



*An Example of the Vision of Washburn and the Waterfront as Expressed by a Resident (SWB, Inc.)*

The following list summarizes key survey results as they relate to the waterfront. Refer to Appendix A for detailed survey results.

Residents were given a list of potential planning activities and asked if the City should encourage action on those activities. Of those activities directly related to the waterfront, respondents indicated that the City should either strongly encourage or encourage the following:

- Public access to the lakeshore (83.7%)
- Lakeshore preservation (80.5%)
- Waterfront development (53.9%)

When asked to rate the value of various natural, cultural, and historical resources in Washburn, the top three resources that had high value to respondents related to the waterfront:

- Surface water quality along the lakeshore (73.3%)
- Public access to Lake Superior (70.7%)
- Scenic views of Lake Superior (67.3%)

The survey also asked residents their opinion for the best use of four tracts of public land near the waterfront. Refer to Table 3-B in Chapter 3 for a detailed summary of the results. The survey results showed a range of opinions, but most respondents indicated a desire to include public recreational uses in all subject areas. Most also indicated that commercial, residential, or a mixture of commercial and public recreational uses are desirable uses particularly in the Omaha Street and Central Avenue areas. Roughly half of the respondents indicated that they would like to see the area around West Holman Lakeview Drive (49.4%) and the area west of West End Park (40.9%) used primarily for public recreational uses or left in an undeveloped state.

In conclusion, Washburn residents agree that the waterfront is important to the future of the city. They agree that the waterfront holds economic, natural, and social value. Most agree that public access to the lake, preservation of the lakeshore, and scenic views of the lake are important. However, there is less agreement regarding the type, extent, and location of commercial and/or residential development that would be desirable or acceptable in the waterfront. The Comprehensive Plan attempts to provide a “win-win-win” solution that balances the economic, natural, and social components of the waterfront.

## 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, protects and 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 4.1a: Support the efforts of the Harbor Commission to enhance the Washburn Marina and provide appropriate use of the commercial dock.

Policy 4.1.b: Promote economic development by providing land near the waterfront for a well-planned, mixed-use development that allows people to live, work, and shop in an area that has convenient access to the amenities of the waterfront.

Policy 4.1.c: Acknowledge that public access and use of the waterfront, as well as preservation of land in a natural state, are legitimate land uses that provide economic benefit to the community by enhancing Washburn's quality of life and sustaining the waterfront for future generations.

Policy 4.1.d: Promote tourism and enhance downtown businesses by strengthening the connection of the downtown area to the waterfront.

Policy 4.1.e: Prepare and implement design guidelines or standards that promote sustainable development consistent with the natural character of the waterfront.

Policy 4.1.f: Work with Bayfield County to relocate the existing Forestry Department facilities and enhance the function of the Highway Department facilities in order to promote redevelopment in the area that is consistent with the City's vision.

Objective 4.2: Protect 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 with government agencies to control exotic and invasive plant and animal species.

Policy 4.2.c: Enhance the natural landscape on public land in the waterfront while considering views to and from the lake.

Policy 4.2.d: Increase public awareness of the importance of the waterfront's natural resources by integrating interpretive nature signs and exhibits into the Lakefront Parkway and Walking Trail.

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: Develop and implement a plan for public use of the pumphouse in a manner that takes full advantage of its waterfront location.

Policy 4.3.c: 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.d: Develop and implement a plan to provide additional community meeting and events facilities along the waterfront.

Policy 4.3.e: Develop and implement a plan to provide a safe, clean, and cost-effective shuttle between the marina and downtown areas during peak times.

## 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. It is not intended to

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**

Figure 4-2 shows an illustrative concept plan for the overall Central Avenue/Omaha Street area. Enlarged plans of specific areas are shown later in this section. The following provides a general description of the concept for each of these areas.

#### **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 (see Figure 4-3).

Key elements of the Plan include the following:

- Promote the downtown area along Bayfield Street as the heart of the business community. Encourage enhancements 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 building 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 busses.



Figure 4-2: Conceptual Sketch Showing Preliminary Ideas for Redevelopment of the Central Avenue/Omaha Street Area

- 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 Forestry 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.



Figure 4-3: Conceptual Sketch Showing Preliminary Ideas for Redevelopment of Central Avenue from Bayfield Street to Omaha Street

#### 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 4-4). 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 storm water design techniques.
- Promote pedestrian oriented development. Provide parking behind buildings, rather than in front of 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 (see Figure 4-5).
- 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.



Figure 4-4: Conceptual Sketch Showing Preliminary Ideas for Redevelopment of Central Avenue from West Omaha Street to West Harbor Drive



Figure 4-5: Conceptual Sketch Showing Preliminary Ideas for Potential Mixed-Use Development looking South along Central Avenue



Figure 4-6: Section through Conceptual Public Pedestrian Mall associated with Potential Mixed-Use Development



Figure 4-7: Section through Central Avenue looking towards the Potential Mixed-Use Development

### South of West Harbor Drive and North of the Marina

The Plan envisions mixed-use development south of West Harbor View Drive (see Figure 4-8). 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 building 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 existing 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.



Figure 4-8: Conceptual Sketch Showing Preliminary Ideas for Area South of West Harbor View Drive

### 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 4-9). 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 Lakeshore Walking Trail.
- Provide landscaped screening of the outdoor storage areas and implement sustainable site design measures including low impact storm water 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.



Figure 4-9: Conceptual Sketch Showing Preliminary Ideas for Enhancement of the Marina and Commercial Dock Area

## MIXED-USE NORTH OF WEST HOLMAN LAKEVIEW DRIVE

The Plan envisions mixed-use development 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 sustainable building and site design guidelines or standards to guide future development in this area (see Figure 4-10).
- Consider views to and from the lake. In addition, consider the views of the existing properties north of the subject area (see Figure 4-11).



Figure 4-10: Concept Sketch of Potential Mixed-Use Development North of West Holman Lakeview Drive



Figure 4-11: Section thru Potential Mixed-Use Development North of West Holman Lakeview Drive

## 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 (see side photo). In addition, work with other government agencies to control exotic and invasive plant and animal species.
- Implement low impact storm water design techniques and other best management practices to treat storm water runoff and reduce soil erosion and sedimentation.
- Increase public awareness of the importance of waterfront's natural resources by integrating interpretive nature signs and displays into the City's waterfront parks and trails.



*Typical Area along the Lakefront Walking Trail that could benefit from Enhanced Native Plantings (SWB, Inc.)*

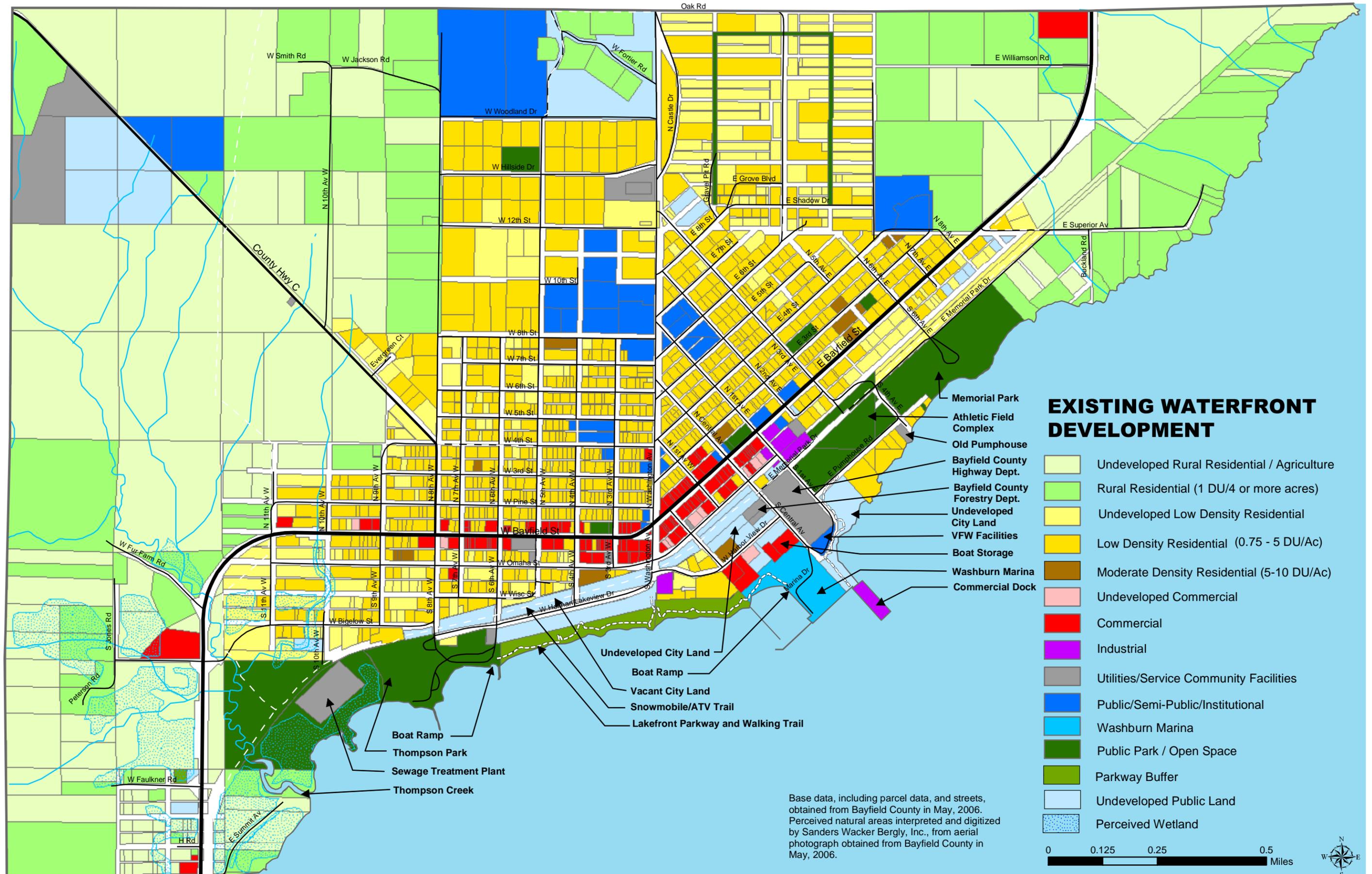
## PUBLIC RECREATION AND PUBLIC ACCESS TO THE LAKE

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.

## 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.



City of Washburn, WI Comprehensive Plan 2007-2027  
 Figure 4-1: Existing Waterfront Development Page 4-7

## Chapter 5: TRANSPORTATION

### INTRODUCTION

A well-designed and maintained transportation system provides safe, efficient, and reliable ways for people and products to get to where they need to go. Furthermore, it provides recreation opportunities and it contributes to the overall image of the community. This chapter provides an inventory and analysis of Washburn's transportation system and it describes goals, objectives, policies, maps, and programs to maintain and enhance the transportation system.

### INVENTORY AND ANALYSIS

#### 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 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. Refer to Figure 5-1: Existing Transportation System – 2007 for additional information.

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.)*

**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.



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

**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.



*Typical Local Street in Washburn (SWB, Inc.)*

### **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 5-A: Annual Average Daily Traffic for Key Locations by Year shows traffic counts from 1980 through 2003 for three key locations in Washburn. While the traffic counts vary from year to year, the data shows a general increase in traffic counts over the past twenty years. There are several likely reasons for this increase, including increased tourism in the area, increased automobile use in general, and increased single occupancy vehicle use. If current trends continue, the City can expect traffic counts to rise in the future. In 2006, WisDOT did not identify State Highway 13 (Bayfield Street) as a congested road. However, the Wisconsin State Highway Plan 2020, anticipates that State Highway 13 will have a moderate level of congestion in 2020, assuming no capacity expansion.

One could view increasing traffic counts with optimism or concern. Increasing traffic counts may indicate an increase in tourists and passersby, which, in turn, may help businesses on or near Bayfield Street. On other hand, increasing traffic counts may suggest that people are not carpooling or using alternative modes of transportation to the degree that they could. In addition, without appropriate mitigation, increasing traffic counts may potentially lead to negative side effects, including increased traffic accidents and increased difficulty in providing safe pedestrian crossings.

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.

Insert Figure 5-1: Existing Transportation System - 2007



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

Location	Annual Average Daily Traffic by Year							
	1980	1983	1986	1990	1994	1997	2000	2003
State Highway 13 between W. 8th Ave. and W. 7th Ave,	5,350	5,500	7,440	8,450	6,100	6,900	7,400	9,400
State Highway 13 between W. 2nd Ave. and W. 1st Ave.	5,340	4,960	7,850	6,130	7,300	8,100	6,300	5,800
W. 8th Ave. (County Road C) at Pine Street	1,680	1,280	1,410	1,670	740	2,000	2,000	3,100

Source: Wisconsin Department of Transportation and Chapter 6 of the Bayfield County Land Use Plan

### Commuting Patterns

The 2000 U.S. Census identified that of the 966 workers in Washburn 16 years of age or older, 74% drove alone to work, 10% carpooled, 10% walked, 4% worked at home, 1% used public transportation, and 1% used some other means of transportation. The Census also reported that the mean travel time to work was 13.8 minutes. This finding indicates a significant number of Washburn residents are commuting to work in other communities, most notably the City of Ashland. In fact, the Census found that 1,927 Bayfield County residents worked in Ashland County, whereas only 301 Ashland County residents worked in Bayfield County.

### Traffic Accidents

The Wisconsin Department of Transportation (WisDOT) maintains a database of traffic accidents. According to the database, there were 338 accidents in Washburn between 1995 and 2005. Most accidents resulted in property damage only, but 17% of the accidents involved injuries. There were no fatal accidents during this period (see Table 5-B: Annual Number of Crashes by Type). The majority of accidents occurred along Bayfield Street, in particular at the intersection of Bayfield Street and West Fifth Avenue.

**TABLE 5-B: ANNUAL NUMBER OF CRASHES BY TYPE**

Type of Accident	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Property Damage	34	43	27	23	14	14	22	28	26	28	23
Injury	7	6	10	12	5	4	4	4	2	0	2
Fatality	0	0	0	0	0	0	0	0	0	0	0
Annual Total	41	49	37	35	19	18	26	32	28	28	25

Source: Wisconsin Department of Transportation, Superior District 8 Office

### 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 2006-2011 Highway Improvement Program identifies that State Highway 13 (Bayfield Street) will be milled and resurfaced sometime between 2009 and 2011. WisDOT is also planning to do maintenance work on the State Highway 13, Thompson Creek Bridge in 2008.

There has been an effort by some to designate State Highway 13 and part of US Highway 2 as a scenic byway. Such a designation could provide grant opportunities for resource protection, safety improvements, trails, and so on. Washburn should be an active participant in discussions relating to the scenic byways program or to any state or regional highway plans that may affect Washburn.

## 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 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 purchased the majority of the railroad right-of-way in the city and designated it for snowmobile and all-terrain vehicle use. The nearest working railroad to Washburn is located in the City of Ashland.



*Former Railroad Right-of-Way currently used as a Snowmobile and ATV Trail (SWB, Inc.)*

## 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.

## 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 138-slip marina includes a boat launch ramp, a support building with marina offices, indoor and outdoor boat storage, restrooms and showers, a boat maintenance shop, fueling and pump out stations, parking, a store, a lounge, and a lifting basin. Refer to Chapter 4: Waterfront Plan for additional information.

## 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 follows the former railroad right-of-way between Memorial Park and 10<sup>th</sup> Avenue West. The trail links to other snowmobile and ATV (all-terrain vehicle) trails in the city and the surrounding region. Signs direct trail users to nearby businesses and other connecting trails in the region.



*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 at the north end of 8<sup>th</sup> Avenue West has hiking, snowshoeing, and cross-country ski trails. The Mt. Valhalla Recreation Area, located in the Chequamegon National Forest roughly ten miles west of Washburn, has snowmobile trails, ATV trails, horseback riding trails, cross-country ski trails, and hiking trails. The Tri-County Corridor Trail is a multi-use trail that runs from Superior, Wisconsin to Ashland, Wisconsin. The trail is roughly 12 miles south of Washburn and can be accessed via existing snowmobile trails from Washburn.



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

### PUBLIC AND PRIVATE TRANSPORTATION SERVICES

The Bay Area Rural Transit (BART) system provides bus service to Washburn and the surrounding area. BART buses stop at the Washburn Civic Center and at the intersection of 5th Avenue West and Bayfield Street. All BART buses are equipped with wheelchair lifts and bike racks. The Blue Goose, a subsidiary of BART with financial support from the City of Washburn and Bayfield County Human Services, offers rides to anyone needing transportation within Washburn. The Blue Goose can be used to get to BART bus stops, stores, and other areas in the community. Bay Area Transport, LLC and Bay Area Taxi, LLC (private taxi services based in Ashland) also offer transportation services to Washburn and the surrounding area.



*BART Bus Stop at Washburn Civic Center (SWB, Inc.)*

### 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.

### PUBLIC INPUT

The following summarizes key transportation items from the community survey conducted as part of this planning process. Refer to Appendix A for detailed survey results.

- 7.4% of the survey respondents reported that they use public transportation, 92.6% stated they did not;
- 27.7% of respondents reported that public transportation services in the City are adequate to meet the needs of the general public, 28.4% felt that they were not adequate, and 43.9% did not know;

- 74.1% of respondents indicated that the City should encourage bicycle lanes and paths, 32.7% of respondents felt the City should encourage carpool parking; and
- 27.9% of respondents rated the overall condition of streets and highways in Washburn as good or very good, 47.9% rated them as average, and 23.9% rated them as poor.

## 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 has 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's residents, businesses, industries, and visitors.

Policy 5.1.a: Integrate transportation and land use planning to help reduce transportation costs associated with conventional automobile-based development. For example, promote mixed-use development that allows residents to live, work, shop, and recreate within walking distance, thereby reducing the need for more roads, automobiles, and associated parking. Also, integrate park and ride opportunities, trails, and walks into land use planning efforts, where appropriate.

Policy 5.1.b: Work with public, semi-public, and private transportation providers to ensure effective transportation services to businesses, residences, institutions, and other destinations.

Policy 5.1.c: Provide a functional and safe trail system in the City and to surrounding destinations, that provides a safe, cost-effective alternative to the road system.

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

Policy 5.1.e: Work closely with government agencies and others regarding key issues relating to Highway 13, including the need to provide safe pedestrian crossings.

Policy 5.1.f: Ensure that Washburn's multi-modal transportation system is safe by separating incompatible modes of transportation. For example, separate motorized trails from pedestrian trails. Also, ensure safe crossings where roads and trails intersect.

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

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

Policy 5.2.a: Seek highway beautification grants to provide enhanced entrance signs, informational/directional signs, landscaping, and streetscaping to beautify the Highway 13 corridor.

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 strong pedestrian links between the waterfront and the downtown core.

Policy 5.2.d: Address issues and concerns that may arise relating to snowmobiling and ATV use on trails and along the waterfront.

Policy 5.2.e: Expand Washburn's trail system and work with neighboring and overlapping jurisdictions to connect Washburn's trails and bicycle routes to surrounding communities and destinations. Support and promote the regional trail system as a tourist attraction.

Policy 5.2.f: Encourage the creation of private businesses that can benefit from Washburn's transportation system (for example, a bicycle rental shop that caters to trail use, an electric rental car business adjacent to the marina or a park and ride, and so on).

Policy 5.2.g: Study the possibility of creating a public transportation node in Washburn with links to major cities in the Midwest. Coordinate with neighboring and overlapping jurisdictions and the major event providers. Market the sustainable transportation options available to visitors.

Objective 5.3: Promote sustainable and healthy modes of transportation.

Policy 5.3.a: Work towards converting conventional fossil fuel burning City vehicles to cleaner, healthier, and more efficient vehicles that reduce the City's reliance on fossil fuels and that have minimal adverse affect on the natural environment. Make City government an outstanding example of how to convert to sustainable and healthy modes of transportation.

Policy 5.3.b: Promote 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, including walking and bicycling.

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

## 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 (see Figure 5-2: General Transportation Plan).

Insert Figure 5-2: General Transportation Plan



## ROAD SYSTEM PLAN

### State Highway 13 (Bayfield Street)

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. Parts of Bayfield Street have attractive banners, flower baskets, and street trees (see side photograph), but the City will develop and implement a more robust Streetscape Plan for State Highway 13 that includes energy efficient, ornamental street lighting, street trees and/or other plantings, street and sidewalk pavement patterns, seating, and signage. 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. Furthermore, the City and WisDOT will explore integrating bicycles lanes on State Highway 13, within the city and outside the city. Washburn will be an active participant in discussions relating to the possible designation of State Highway 13 as a scenic byway.

### 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.

### 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 storm water management issues and that provides attractive landscaping and screening. The City will also



*Existing Streetscape on Bayfield Street (SWB, Inc.)*



*Reconstruction of Existing Local Street (SWB, Inc.)*

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.

### **Street Lamps**

The City will replace existing, inefficient street lamps with energy efficient, city-owned street lamps. Lights will be located to promote safe pedestrian and vehicular circulation. The City will strive to reduce night sky light pollution.

## **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.



*Washburn Parkway and Lakefront Walking Trail (SWB, Inc.)*

## **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 develop a plan and 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.

## 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 affect 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.
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

**Washburn Area**  
Public Transportation  
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A subsidiary of Bay Area Rural Transit

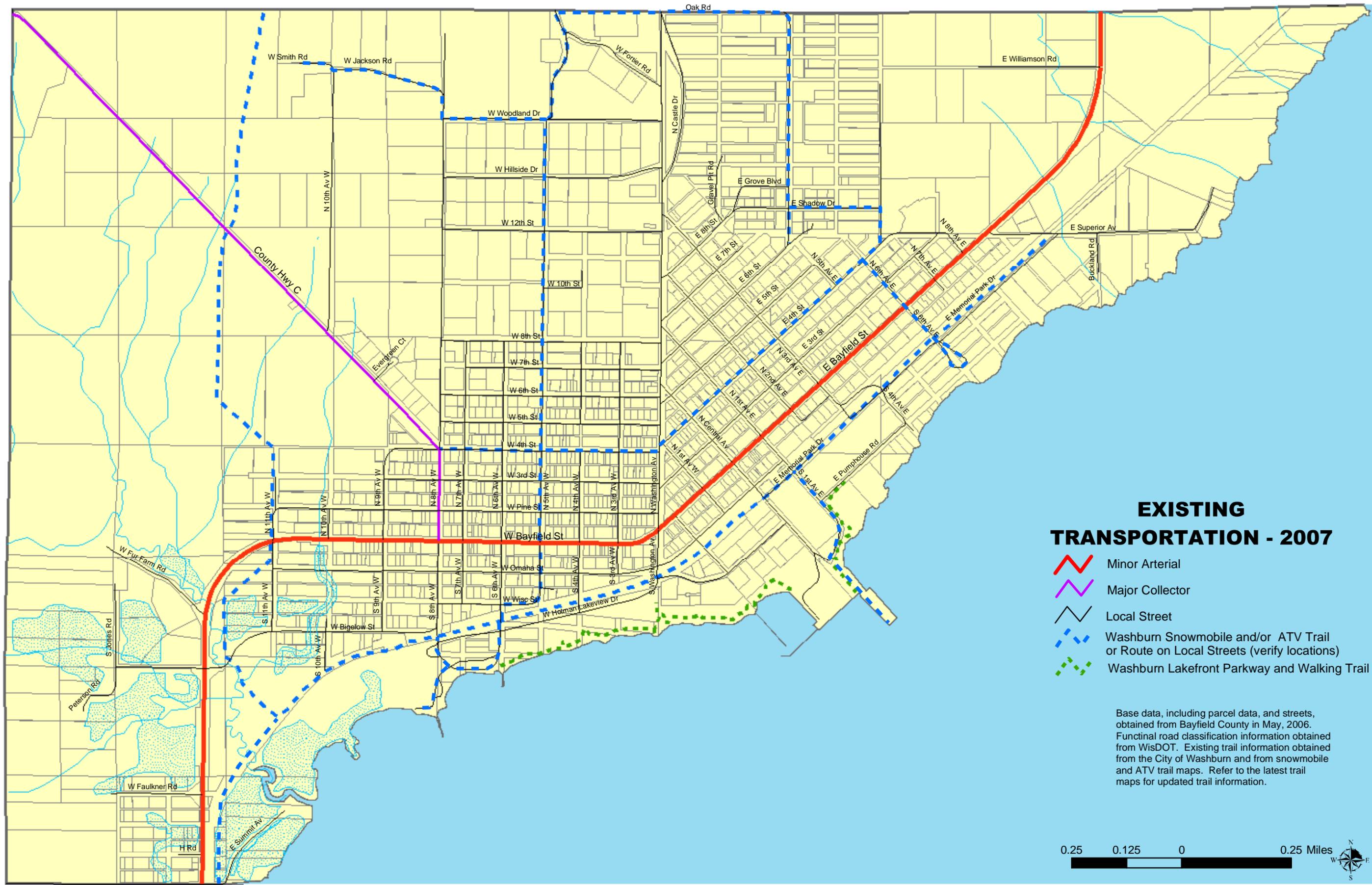
Public Transportation – The Blue Goose (City of Washburn Website)



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

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 manner that considers and optimizes economic, social, and environmental benefits.

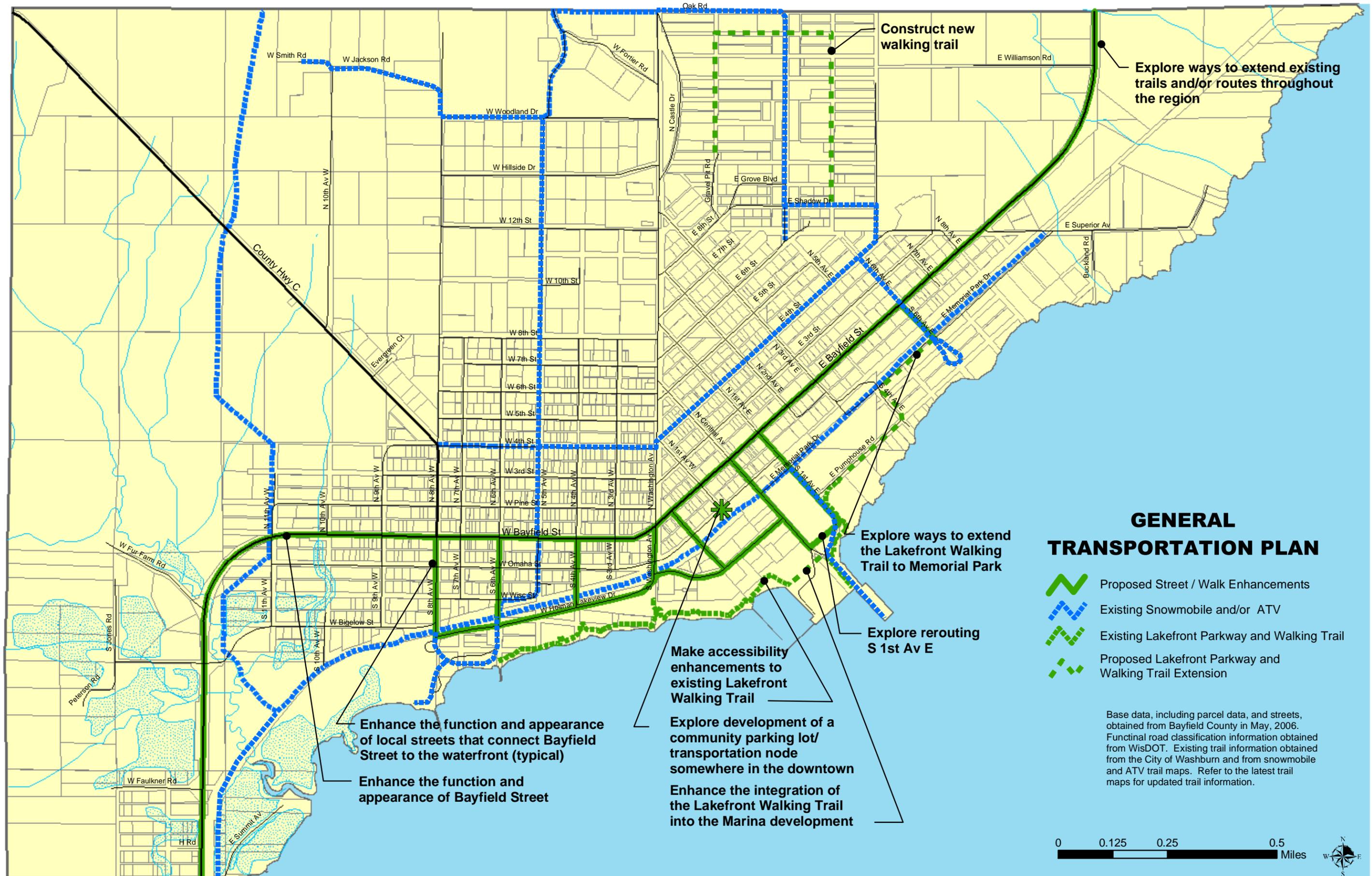


### EXISTING TRANSPORTATION - 2007

- Minor Arterial
- Major Collector
- Local Street
- Washburn Snowmobile and/or ATV Trail or Route on Local Streets (verify locations)
- Washburn Lakefront Parkway and Walking Trail

Base data, including parcel data, and streets, obtained from Bayfield County in May, 2006. Functional road classification information obtained from WisDOT. Existing trail information obtained from the City of Washburn and from snowmobile and ATV trail maps. Refer to the latest trail maps for updated trail information.





Construct new walking trail

Explore ways to extend existing trails and/or routes throughout the region

Explore ways to extend the Lakefront Walking Trail to Memorial Park

Explore rerouting S 1st Av E

Make accessibility enhancements to existing Lakefront Walking Trail

Explore development of a community parking lot/ transportation node somewhere in the downtown

Enhance the integration of the Lakefront Walking Trail into the Marina development

Enhance the function and appearance of local streets that connect Bayfield Street to the waterfront (typical)

Enhance the function and appearance of Bayfield Street

County Hwy C

W Smith Rd

W Jackson Rd

W Woodland Dr

W Hillside Dr

W 12th St

W 10th St

W 8th St

W 7th St

W 6th St

W 5th St

W 4th St

W 3rd St

W Pine St

W Bayfield St

W Omaha St

W Wisc St

W Holman

W Lakeview Dr

W Bigelow St

S 11th Av W

S 10th Av W

S 9th Av W

S 8th Av W

S 7th Av W

S 6th Av W

S 5th Av W

S 4th Av W

S 3rd Av W

S 2nd Av W

S 1st Av W

N 11th Av E

N 10th Av E

N 9th Av E

N 8th Av E

N 7th Av E

N 6th Av E

N 5th Av E

N 4th Av E

N 3rd Av E

N 2nd Av E

N 1st Av E

N Central Av

N Washington Av

N Castle Dr

E Grove Blvd

E Shadow Dr

E Memorial Park Dr

E Bayfield St

E Superior Av

Buckland Rd

W Fortier Rd

Oak Rd

E Williamson Rd

Evergreen Ct

W Fur Farm Rd

S Jones Rd

Peterson Rd

W Faulkner Rd

H Rd

E Summit Av

Washington Av

## Chapter 6:

# UTILITIES AND COMMUNITY FACILITIES

## 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.

## INVENTORY AND ANALYSIS

### 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. Figure 6-1: Existing Sewer and Water - 2006 shows the general service area of Washburn's sanitary sewer and water.

#### 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 design capacity of



*Aerial View of Washburn's Wastewater Treatment Plant (Aerial photo from Bayfield County GIS)*

380,000 gallons per day 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.

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 as may be desired to address health and safety issues.

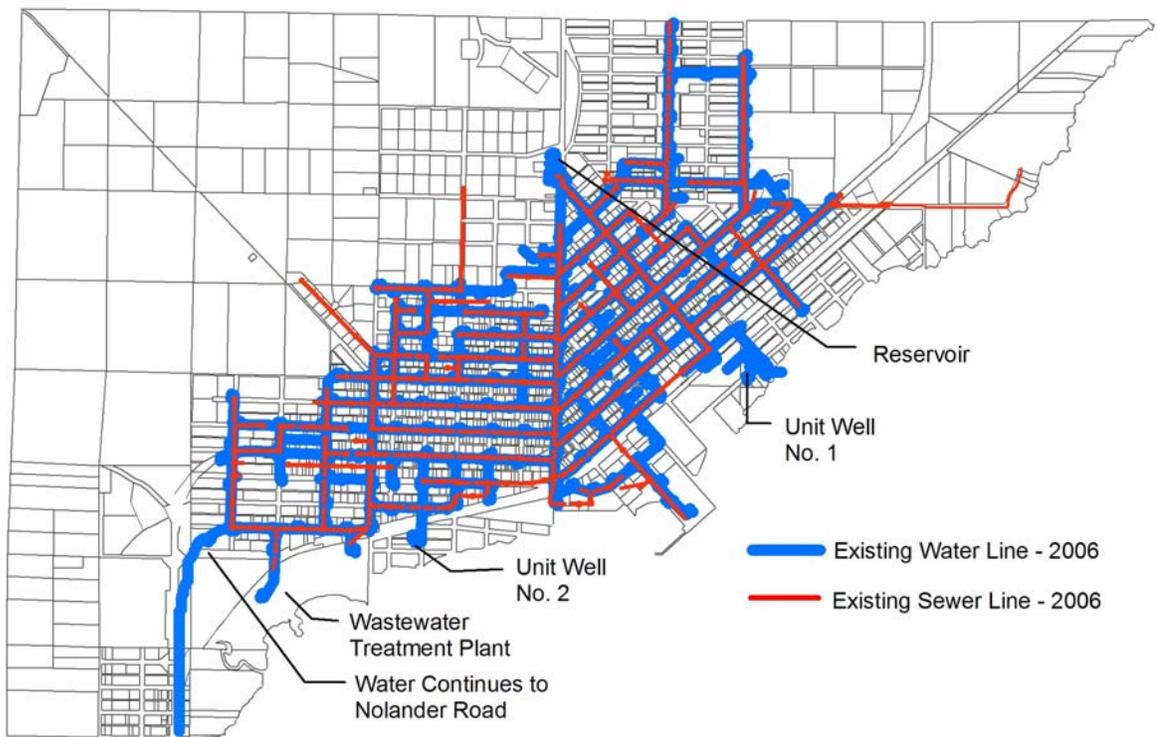


Figure 6-1: Existing Sewer and Water - 2006

### 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 in the city, but in 2006, there were 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, referred to as Well #1 and Well #2, pump water to the City's reservoir for treatment and distribution. Well #1 is the City's main



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

well with a pumping capacity of 450 gallons per minute. It is located on 4th Avenue East near the old pumphouse. 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.

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. The waterline does not have the capacity to address fire protection in that area.

### **Storm Water Management**

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

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

The majority of water usage in Washburn comes from residential customers. In 2005, approximately 760 residential customers, 87 commercial customers, and two industrial customers consumed approximately 40,035,000 gallons of water. The average consumption per capita based on water sold in 2005 was 48.4 gallons per day.

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.

## **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 waste-to-energy facilities in Minnesota and Wisconsin. The station can use coal, wood, shredded rubber, or natural gas to generate electricity.

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



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

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.

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. Refer to Figure 6-2: Existing Community Facilities for the location of the natural gas pipeline and the three-phase power line.

### **Telecommunication**

Telecommunication is becoming increasingly important to Washburn residents and businesses. Access to fast and reliable Internet service 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 the Wisconsin Indianhead Technical College has a technology center that offers residents and businesses training in the use of these technologies.

### **Solid Waste Disposal and Recycling**

All local landfills in Bayfield County have been closed. Solid waste and recyclables from the community are delivered to the transfer station where the materials are sorted then shipped to other sites in Wisconsin or Michigan. The City provides recycling containers in key public areas and encourages residents and businesses to recycle. The City also maintains a site off County Road C in the northwest part of the city for yard waste.



*Existing Recycling Container at Memorial Park (SWB, Inc.)*

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

## **COMMUNITY FACILITIES**

Washburn is the County Seat and largest city in Bayfield County. Consequently, it offers a wide range of community facilities and services that greatly contribute to the economy and to the quality of life in Washburn and the region. The following section describes significant community facilities in Washburn. Refer to Figure 6-2: Existing Community Facilities for a map showing the location of these facilities.

Insert Figure 6-2: Existing Community Facilities



### 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.

Washburn has many different commissions, committees, and boards including the Planning Commission, Economic Development Committee, Housing Authority, the Library Board, the Harbor Commission, the Public Works and Utilities Committee, the Recreation and Leisure Programs Committee, and the Public Health and Safety Committee, to name a few. The City strongly encourages citizen involvement in city government and in all decisions affecting the future of Washburn.

The City Hall is located in a brownstone and brick building at 119 Washington Avenue. It houses the City Administrator, City Clerk, City Treasurer, Police Department, City Assessor, Zoning and Building Code Enforcement Officer, and City Council chambers.

Public Works Department. The Public Works Department is responsible for constructing and maintaining much of the City's infrastructure and community facilities including sewer and water, local streets, and parks. It is located at 502 West Bayfield Street. 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 Safety. The Washburn Police 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. The Police Department is housed in City Hall.



Washburn City Hall (SWB, Inc.)



Public Works Department at 502 West Bayfield Street (SWB, Inc.)



Washburn Fire Department on the 700 Block of North Washington Avenue (SWB, Inc.)



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

The Washburn Fire Department is a volunteer-driven organization that provides fire suppression and related services to the City of Washburn and the surrounding Towns of Washburn and Bayview. The Fire Department stores its equipment in a building on the 700 block of North Washington Avenue.

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 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 Library serves the informational, educational, and recreational needs of the residents of Washburn and the surrounding area. The library is located in a fully accessible, historic brownstone building at 307 Washington Avenue. Its collection consists of books, audio and visual materials, and serial subscriptions. In addition, the library participates in the Northern Waters Library Service, which provides inter-library loan services and other shared resources. The library also provides programs and events for children and adults. Residents and organizations can use the library meeting rooms for events and they can use the library's wireless Internet access.



*Washburn Library at 307 Washington Avenue (SWB, Inc.)*

DuPont Civic Center. The DuPont Civic Center, also known as the Washburn Civic Center, was originally constructed by the DuPont Corporation for the employees of its Barksdale Plant. However, in 1964, the DuPont Corporation gave the center to Washburn as a gift. The center is located at 3 West Bayfield Street. It houses the City's Recreation Department and Teen Center. It also has a gymnasium and it provides meeting space for senior citizens and civic groups. While the center has served Washburn well for many years, some residents have questioned if the existing center can continue to meet the needs of the community in the future. The City will need to analyze this situation in more detail and develop a plan to ensure that the needs of the community are met.



*DuPont Civic Center at 3 Bayfield Street (SWB, Inc.)*

Washburn Marina and Port. The Washburn Marina is located at the base of Central Avenue, just west of the City's Commercial Dock. Although the City owns the marina, it leases the management of the marina to a private operator. The marina has 138 slips (38 managed by the marina operator and 100 under long-term lease with the Washburn Harbor Commission) and it has four to eight transient, short-term moorings.



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

The marina also has a maintenance building, a ship store with offices and a lounge, a fuel dock and pump out, a 150-ton travel lift, washrooms, picnic facilities, and other amenities. Commercial, heated indoor boat storage buildings are available just to the north of the marina. In 2006, the Harbor Commission prepared a Strategic Plan to guide future Marina improvements. Refer to Chapter 4: Waterfront Plan for additional information.



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

The City's Commercial Dock, just east of the Washburn Marina, is one of the last working bulk cargo docks in the area. The City received a grant to improve the dock. Under the conditions of the grant, the City agreed to maintain the dock for commercial use for a set period.

Washburn Parks and Recreation. Washburn has eight parks that offer a variety of recreation 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 51 campsites (the majority of which have electrical service). The park is heavily wooded and offers excellent views of Lake Superior.
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, and 51 recreational vehicle and tent camping sites with electrical service. In comparison to Memorial Park, which is more heavily wooded and secluded, Thompson's West End Park hosts many community events and activities.
3. The Washburn Athletic Field Complex is located at 3rd Avenue East and Memorial Park Drive. It has a little league baseball field, a high school baseball field, a softball field, two outdoor skating rinks, a skateboard park, a pavilion with a covered picnic area, concessions, restrooms, and warming house.
4. The Eastside Tennis Courts include two lighted courts that are used by residents and the Washburn Tennis Association. The park



*Secluded Campsites at Memorial Park (SWB, Inc.)*



*Swimming Beach at Thompson's West End Park (SWB, Inc.)*



*Washburn Athletic Field Complex (SWB, Inc.)*

is located on East Third Street next to Autumn Manner.

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.



*Wikdal Park (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.



*Bayfield County Courthouse (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.



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

### US Forest Service

The district headquarters of the Chequamegon National Forest are located at the intersection of Bayfield Street and 1st Avenue East. 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.

### Washburn Cultural Center

The Washburn Cultural Center is located in a historic brownstone structure at the intersection of Bayfield Street and Central Avenue. The building, also known as the “old bank building” is listed on the State and National Registers of Historic Places. The museum is located on the second floor and includes displays and exhibits that interpret and preserve Washburn’s history. The first floor of the building hosts a gallery with a variety of exhibits.



Washburn Cultural Center (SWB, Inc.)

### Schools

The Washburn School District has three schools; all are located in the City of Washburn. The Washburn Elementary School, located at 411 West 8th Street, developed a plan to be a “green and healthy” school. The DuPont Middle School, the Washburn High School, as well as the District Offices are located at 305 West 4th Street. In 2006, roughly 650 students were enrolled in the Washburn School District. Washburn has one private school. The St. Louis School is a Roman Catholic, pre-kindergarten through 6th grade school, that had an enrollment of roughly 90 students in 2006. In addition, some children in Washburn are home schooled. Washburn’s schools, both public and private, contribute to the community in many positive ways.



Washburn Elementary School (SWB, Inc.)

In general, enrollment in the school district has been slowly declining, and the School District expects it will continue to decline in the future. The City of Washburn and the Washburn School District should continue to coordinate on the enrollment issue 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. The Wisconsin Indianhead Technical College (WITC) is a two-year technical college that offers students career training in many different fields, including business, health care, computer technology, and marine repair to name a



St. Louis School (SWB, Inc.)

few. WITC recently built a technology center that houses two state-of-the-art electronic labs, and a computer lab. The center provides computer and technology training to meet the growing demand for employees with those skills. WITC also offers customized training courses for area businesses. Approximately 900 students a year enroll in classes at the WITC campus in Ashland.

Northland College is a private, four-year, environmental liberal arts college. It attracts students that want a broad liberal arts education with an emphasis on environmental studies. Approximately 750 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. Northern Lights Health Care Center is a not-for-profit health care center that offers long-term care and short-term skilled nursing and rehabilitation services. The center has 77 beds and is located at 706 Bratley Drive in Washburn. The Kreuser Clinic and Chequamegon Assisted Living Facility are located at 320 Superior Avenue, next to the Northern Lights Health Care Center. Community Support Services through New Horizons North provides services, including assistance for mental health and substance abuse. 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.



*Northern Lights Health Care Center (SWB, Inc.)*

Memorial Medical Center, located in nearby Ashland, is the primary health care facility in the region. The hospital has 47 full-time physicians and offers a full range of services including surgery, diagnostic services, rehabilitation services, obstetrics, and behavioral health services to name a few.

### 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.

### 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.



*St. Louis Church (SWB, Inc.)*

### 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, the Inland Sea Kayak Symposium,

Brownstone Days, the Superior Vistas Bike Tour, and Pumpkinfest. Several of these events are held at Thompson's West End Park. Washburn also has StageNorth, a professional theater that produces events featuring international, national, regional, and local artists in an intimate theater setting. The Washburn Historical Museum and 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 year round, 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.

## **PUBLIC INPUT**

The community survey conducted as part of this planning process provided residents with a list of 18 community facilities and services. Residents were asked to rate how satisfied they were with the facility or service. Respondents indicated that they were most satisfied with garbage collection, the public library, and fire and ambulance services. Respondents also indicated that sidewalk maintenance, street maintenance, and storm water drainage needed the most improvement. 61.9% of respondents rated the quality of education in Washburn as excellent or good.

Residents were also given a list of 11 possible capital improvement projects and asked to rate the priority of implementing each project. The projects that received the most number of high priority responses included street maintenance, civic center renovation, sewer system improvements, and storm drainage improvements. When asked if the City of Washburn should support the Bayfield Recreation Center, 32.7% of respondents strongly agreed or agreed that Washburn should support the Bayfield Recreation Center and 49.2% disagreed or strongly disagreed. Refer to Appendix A for detailed survey results.

## **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: Washburn provides cost effective, efficient delivery of community services and facilities that meet the needs of the community.**

Objective 6.1: Plan and implement infrastructure extension, development, and renovations in a cost-effective manner that increases property values, enhances livability, improves community attractiveness, and supports community public health.

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

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

Policy 6.1.c: Explore the possibility of burying existing above ground utilities (especially the three-phase power line adjacent to Holman Drive) and requiring new utilities in new developments to be placed underground.

Policy 6.1.d: Work with telecommunication providers and others to ensure that Washburn has the necessary telecommunication infrastructure to support the needs of current and future businesses, industries, schools, institutions, and homeowners.

Policy 6.1.e: Implement measures to retain and detain storm water onsite where feasible.

Objective 6.2: Promote energy conservation measures and cleaner forms of energy that reduce the City's dependence on imported energy.

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 as a means 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.

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: Study the possibility of replacing the existing Public Works building on Highway 13 with a new Public Works building on existing City property adjacent to County Highway C in northwest Washburn. Explore the possibility of developing a joint facility with Bayfield County and/or surrounding towns. Incorporate green building techniques in any new development.

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

Policy 6.4.c: Plan and budget for City equipment replacement and repair as needed to provide the community with safe and efficient services. Consider energy efficiency and environmental responsibility when upgrading equipment.

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

Policy 6.4.e: 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 by meeting the needs of residents and visitors in a fair and efficient manner.**

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

Policy 6.5.a: Protect and enhance public open space along the waterfront.

Policy 6.5.b: Develop master plans to enhance Thompson's West End Park and Memorial Park.

Policy 6.5.c: Study the feasibility of creating a park on City land southeast of the athletic fields and northeast of the commercial dock.

Policy 6.5.d: Work with the School District, overlapping and neighboring jurisdictions, and others to coordinate and share recreation facilities.

Policy 6.5.e: Provide a variety of summer and winter recreational activities in the park system.

Policy 6.5.f: 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 and educational opportunities and facilities that meet the needs of residents and visitors.

Policy 6.6.a: Ensure that the Washburn Library remains a vital and dynamic 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 the existing museum and interpretive trails in the downtown and waterfront areas.

Policy 6.6.d: Ensure that the Washburn Civic Center continues to be a vital community center. Explore opportunities to enhance the existing center or build a new center, possibly near Thompson's West End Park.

Policy 6.6.e: Explore opportunities to provide additional gathering spaces for community events like outdoor weddings, outdoor concerts, symposiums, and so on. Consider providing a community shelter/building near the marina and/or Thompson's West End Park.

Objective 6.7: Encourage citizen involvement and responsibility in community affairs.

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

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.

## 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 (see Figure 6-3: Utilities and Community Facilities Plan).

### UTILITIES PLAN

As an eco-municipality that promotes sustainability through the Natural Step framework, Washburn will strive to limit encroachment on natural areas by encouraging development and redevelopment within the City's planned 2007 – 2027 sewer and water service boundary. However, the City may consider allowing limited extension of public sewer and water (after analyzing the economic, environmental, and social consequences of such a proposal) if the City finds it is in the best interest of the overall 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 storm water 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.

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

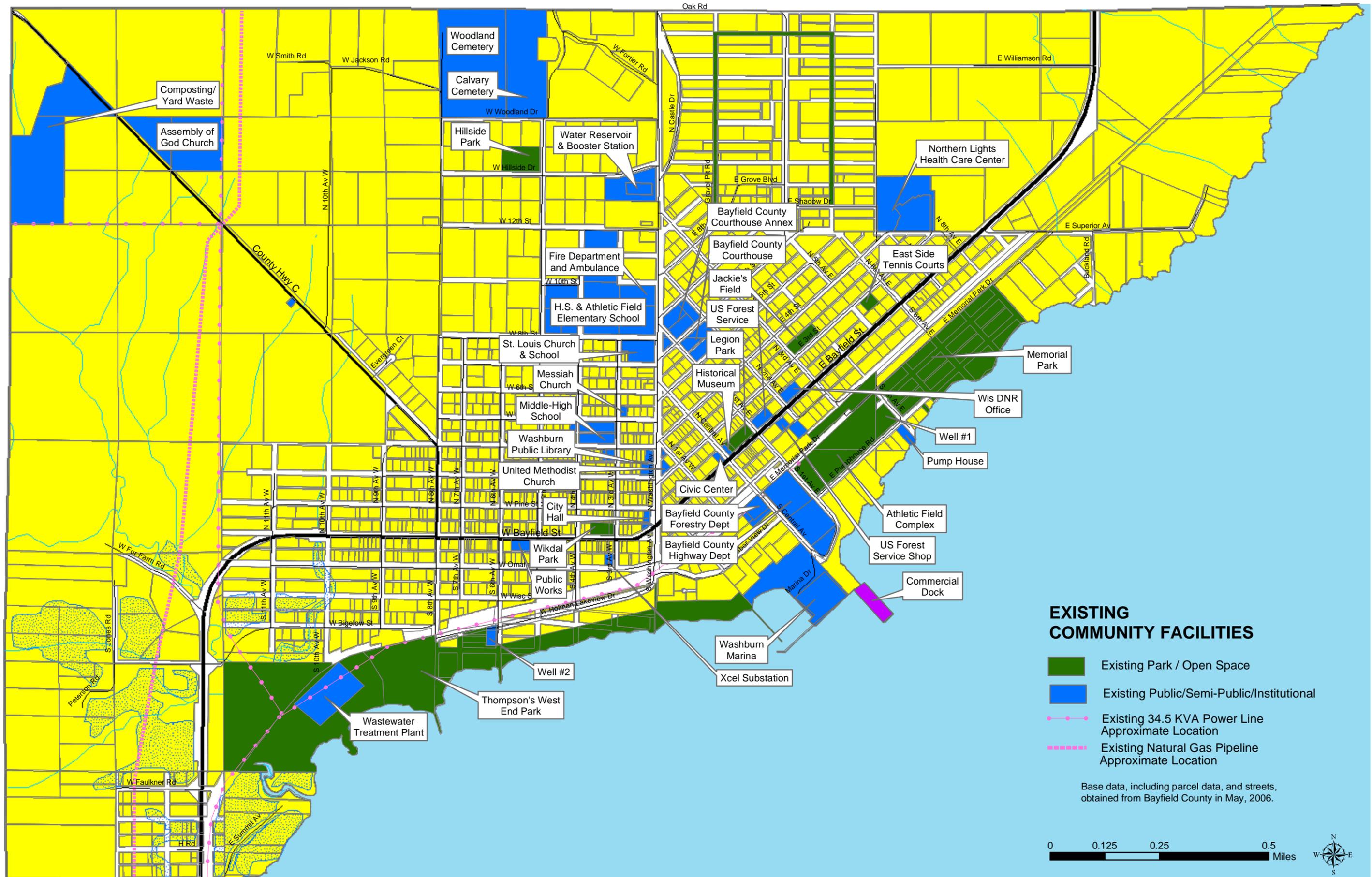
As an eco-municipality that promotes sustainability through the Natural Step framework, the City of Washburn is committed to meeting human needs fairly and efficiently. As such, Washburn will ensure that its community facilities meet the needs of its residents. Parks, schools, community events, and public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

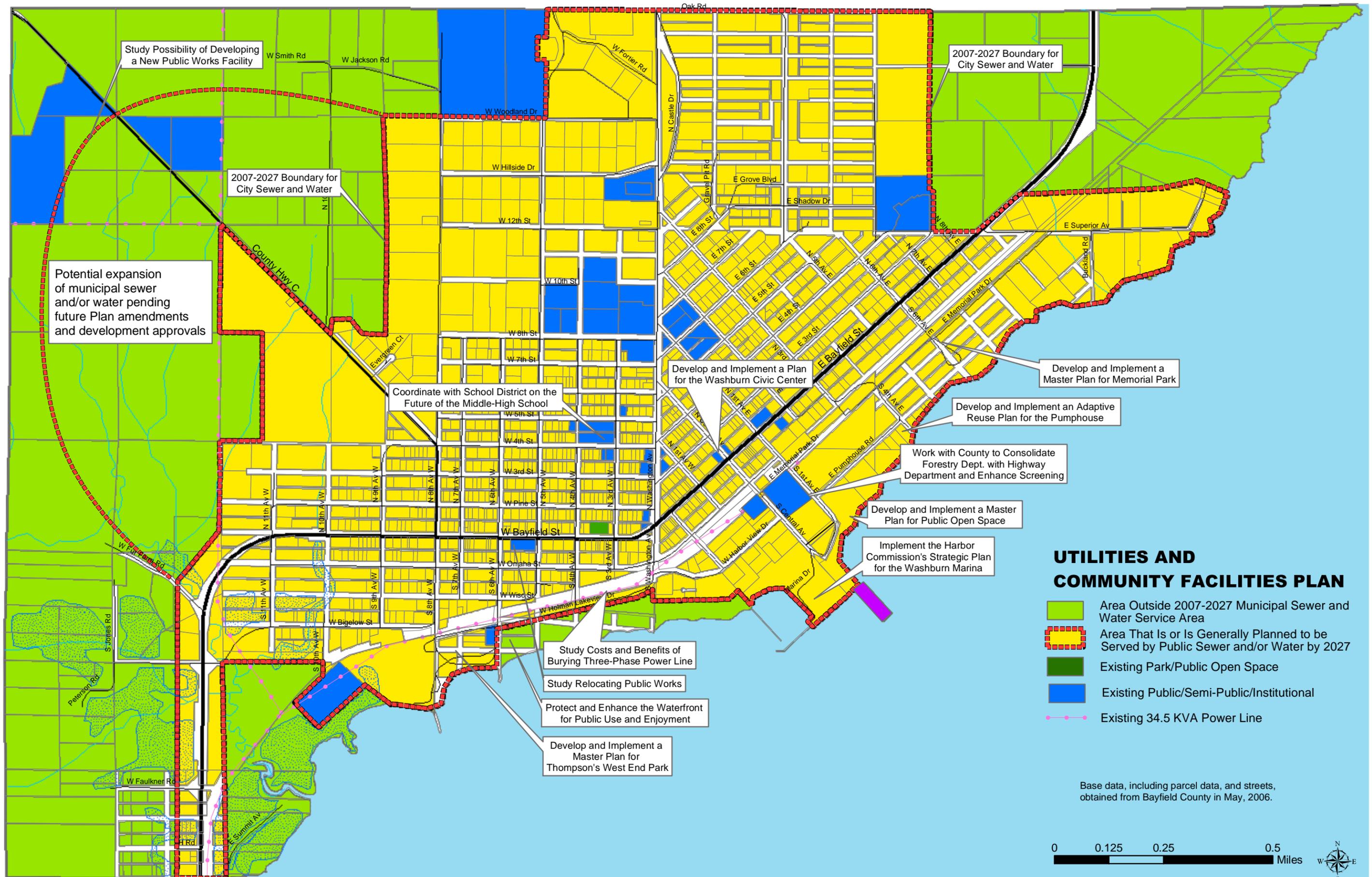
The Plan recognizes that Washburn's parks, open spaces, and waterfront contribute greatly to the quality of life in Washburn. In particular, the City will protect and enhance public open space along the waterfront. The City will also develop and implement a master plan for Thompson's West End Park, Memorial 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. Washburn will also develop and implement a plan to address the needs of the Washburn Civic Center. 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.



City of Washburn, WI Comprehensive Plan 2007-2027  
 Figure 6-2: Existing Community Facilities  
 Page 6-5



## Chapter 7:

# NATURAL, CULTURAL, AND AGRICULTURAL RESOURCES

## 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.

## INVENTORY AND ANALYSIS

### NATURAL RESOURCES

As discussed in Chapter 3 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 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. 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.



*Chequamegon Bay (SWB, Inc.)*

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.

The topography of Washburn was formed about 10,000 years ago, when the last of four glaciers that the 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 (see Figure 7-1: Shaded Relief Map). 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.

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).



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



*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.)*

Insert Figure 7-1: Shaded Relief Map



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 (see Figure 7-2: Representative Slopes for additional information).

### **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 (see Figure 7-3: 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 (see Figure 7-4: Potential Erosion Hazard). 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 affects 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 (see Figure 7-5: Infiltration). High runoff can contribute to erosion, sedimentation, damage to personal property, and so on. Therefore, it is important that Washburn implement best management techniques to handle storm water 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



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

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.

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 (see Figure 7-6: Existing Natural Features). 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 (see Figure 7-6: Existing Natural Features). 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 Wisconsin Department of Natural Resources (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. 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 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.



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

Insert Figure 7-2: Representative Slopes



Insert Figure 7-3: Soils of Statewide Importance for Farmland



Insert Figure 7-4: Potential Erosion Hazard



Insert Figure 7-5: Infiltration



Insert Figure 7-6: Existing Natural Features



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 affects of development such as increased runoff, erosion, pesticides, and fertilizers.



*Mouth of Unnamed Stream in the Northeast Corner of Washburn (SWB, Inc.)*

**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. Refer to Figure 7-6: Existing Natural Features for additional information.

**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 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.

### **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 that consist of 40% 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.



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

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 (see Figure 7-6: Natural Features). 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. Refer to the City of Washburn's Urban Forestry Plan and Tree Inventory Summary completed in 2006 for more detailed information about the City's trees.

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 beginning to spread out from the ravines and shoreline into the open meadows (see side photograph).

### Threatened Species

The United States Fish and Wildlife Service identifies several federal threatened species in Bayfield County including the bald eagle, Canada lynx, gray wolf, and Fassett's locoweed. 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.

### 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.



*White Pine in Memorial Park (SWB, Inc.)*



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

## Air Quality

Air quality in the Washburn area is excellent. According to the University of Wisconsin Population Health Institute, in 2005 Bayfield County was ranked the 20th healthiest county out of the 72 Wisconsin counties in health outcomes. This is partly due to its low air quality cancer risk at 21 incidences per 1,000,000, and the low air quality hazard index at 0.3.

## 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.

## 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 3 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. Over 600 years ago, wild rice and abundant fish and wildlife resources attracted the Anishinabe 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.



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

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 (see Figure 7-7: Cultural Features). It traverses along side so many significant artifacts that the Wisconsin Historical Society designated the Lakefront Walking Trail as part of the Wisconsin Maritime Trail System. Maritime interpretive signs and accessibility improvements were added to the trail. The trail is a unique, cultural amenity that is valued by the community.

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:

1. 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.
2. 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



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



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



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

Insert Figure 7-7: Existing Cultural Features



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.

3. 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 (see Figure 7-7: Cultural Features). 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.

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



*Bayfield County Courthouse (SWB, Inc.)*



*Washburn Library (SWB, Inc.)*



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



*Washburn (DuPont) Civic Center (SWB, Inc.)*

### 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.

### 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, in 2006, some hayfields existed in the northeast corner of the city. Agriculture continues to be an important part of the surrounding towns.

### PUBLIC INPUT

The community survey conducted as part of this planning process provided residents with a list of nine existing natural, cultural, and historical resources in the city. Residents were asked to rate the value of each item in the list as either high, moderate, or low.



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



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



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

At least half of the participants identified the following items as having high value to them:

- Surface water quality along the lakeshore (73.3%);
- Public access to Lake Superior (70.7%);
- Scenic views of Lake Superior (67.3%);
- Outdoor recreation and education (51.7%); and
- Historical structures and artifacts (50.5%).

The survey shows that residents highly value Lake Superior and the waterfront. Refer to Appendix A for detailed survey results.

## 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: Work with government agencies and other stakeholders to develop a natural resource plan to identify, preserve, restore, and manage natural and coastal resources in the city.

Policy 7.1.b: Maintain and enhance the water quality of creeks and drainage corridors within the City to prevent floods and erosion, and to preserve and protect the floodplain.

Policy 7.1.c: Discourage development (public or private) along Lake Superior that would cause erosion, endanger water quality, or otherwise adversely affect coastal resources.

Policy 7.1.d: Work with government agencies, schools, and others to provide and/or promote educational opportunities regarding the protection and enhancement of coastal areas.

Policy 7.1.e: Coordinate with government agencies and stakeholders to implement a boat washing program and facilities at public launch sites in order to minimize the spread of exotic aquatic species.

Policy 7.1.f: Promote sustainable development and preservation of natural resources in public and private developments.

Policy 7.1.g: Recognize Chequamegon Bay and the waterfront as unique resources and plan for, encourage, and manage development and redevelopment activities in coastal areas to maximize aesthetic, environmental, recreational, and economic values.

Policy 7.1.h: Develop and implement performance standards for all development in coastal areas. Address the need to provide public access to Lake Superior and to preserve views of and from Lake Superior.

Objective 7.2: Protect existing agricultural resources in the city.

Policy 7.2.a: Promote the preservation of productive agricultural land holdings.

Policy 7.2.b: Study the feasibility of developing a City tree nursery as part of an urban forestry program.

Policy 7.2.c: Explore the development of community produce gardens.

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

Objective 7.3: Identify and preserve sites, features, structures, access points or routes having unique local historical, archaeological, aesthetic, scenic or natural value for present and future enjoyment. Protect, preserve or use them in such a manner that will assure their continued existence.

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.

Policy 7.3.d: Explore the preservation and/or restoration of the Washburn Civic Center (DuPont Club Building) and the old pumphouse. Consider designating the pumphouse as a building with special significance.

## 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 (see Figure 7-8: Natural and Agricultural 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. The results of the community survey show that residents highly value the water quality of the lake, public access to the lake, and views of the lake. 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.)*

Insert Figure 7-8: Natural and Agricultural Resources Plan



### **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 storm water 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.



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

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 in Washburn 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 reuse the existing buildings. The publication "Caring for Historic Houses and Buildings in Washburn" by the Washburn Historic Preservation Commission (2006) is an excellent resource for property owners. Several economic incentives, including federal and state investment tax credits, may be available to owners of historically significant property. Property owners can also apply for financial assistance from the Wisconsin Heritage Trust Program. More information about financial assistance is available from the National Trust for Historic Preservation, the State Historical Society, and the State's Division of Historic Preservation.



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

### 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 buildings relate to each other and to the overall community.



*An Example of an Existing Building on Bayfield Street and Central Avenue that is Inconsistent with the Historic Character of the Area (SWB, Inc.)*

### The Arts and Other Creative Professions

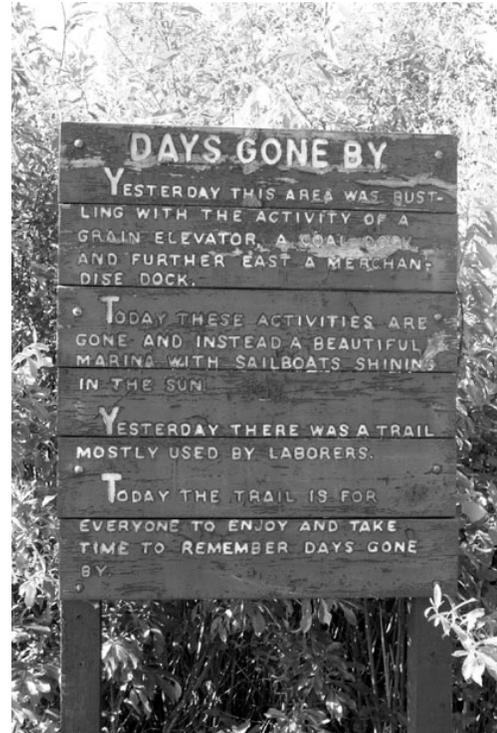
Washburn has a relatively high percentage of creative professionals including visual and performing artists, artisans, craftsmen, musicians, and writers that could potentially work in any city, but who have chosen to live in Washburn because of the amenities and quality of life associated with the community 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:

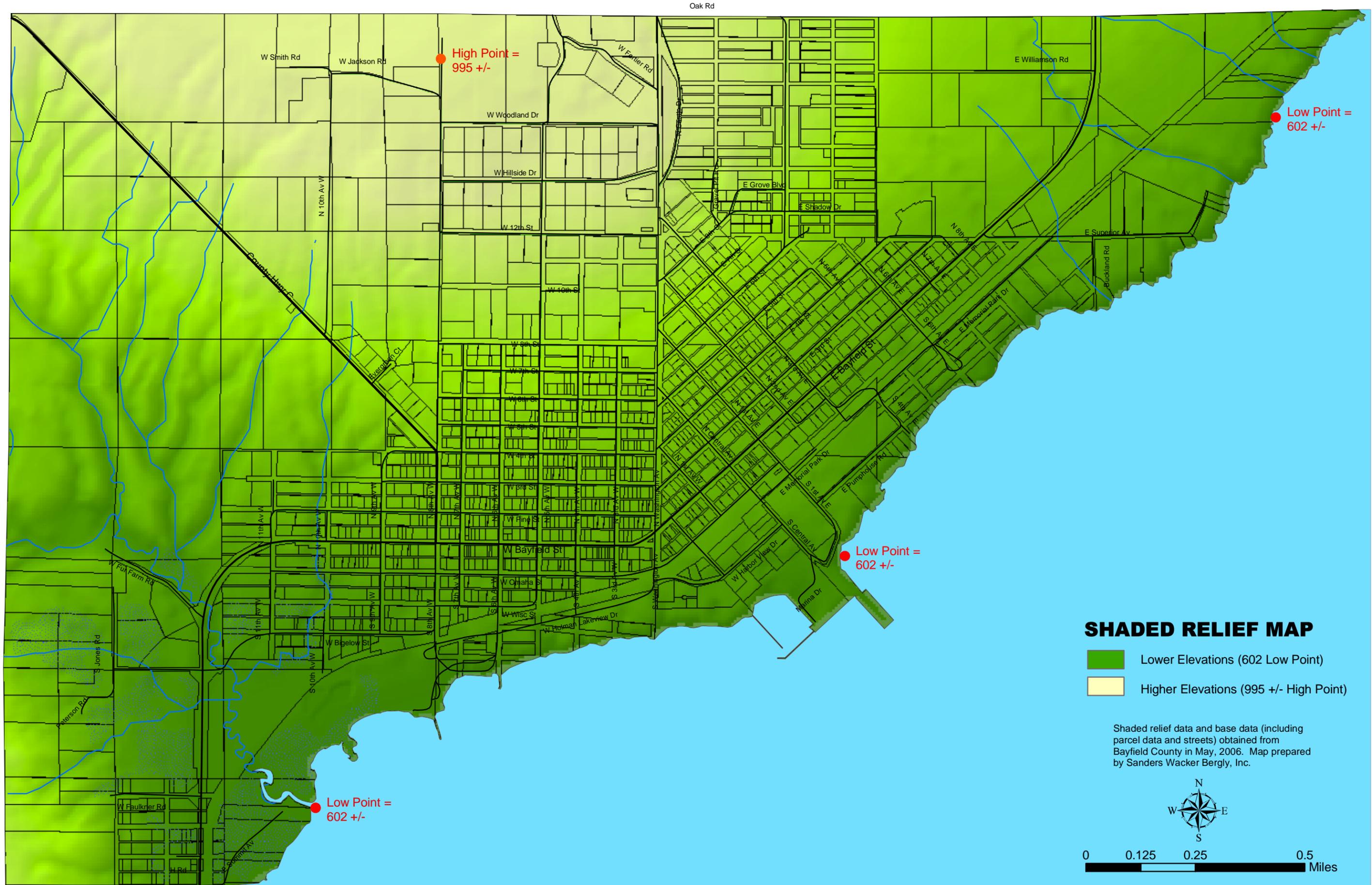
1. Use print, broadcast, and website media to promote an understanding of the value of open spaces. Promote publications like "Wood, Stone and Water – Washburn Waking Tour" and "Caring for Historic Houses and Buildings in Washburn" to help raise awareness of these historic resources.
2. Work with the 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.



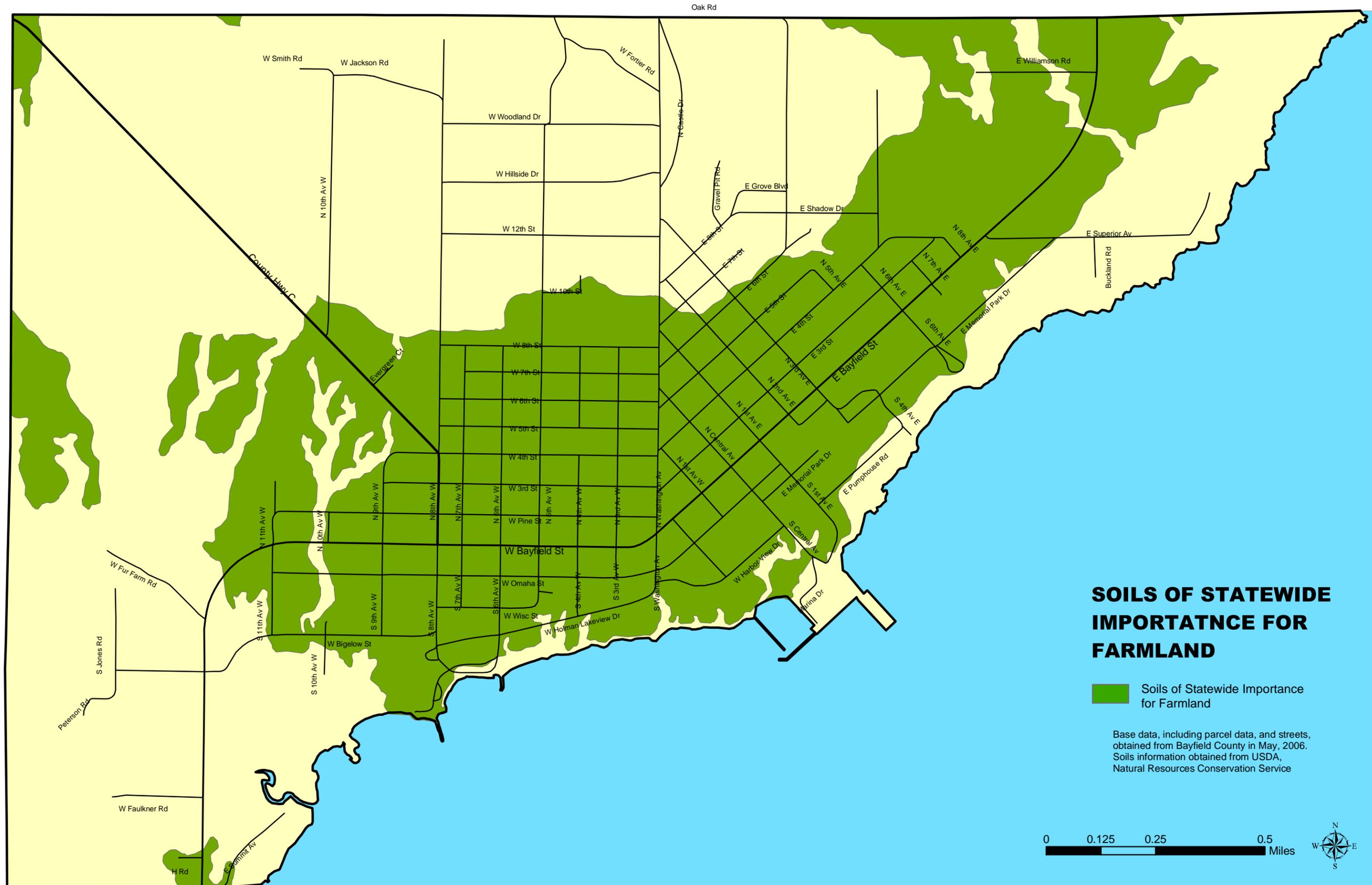
*Interpretive Sign along the Lakefront Walking Trail (SWB, Inc.)*

## AGRICULTURAL RESOURCES PLAN

Conventional farms do not exist within the city limits, but several hayfields in the northeast corner of the city are located on soils of statewide importance for farmland (see Figure 7-8: Natural and Agricultural Resources Plan). The Comprehensive Plan guides these areas for rural or agricultural use at least through the year 2027. 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.





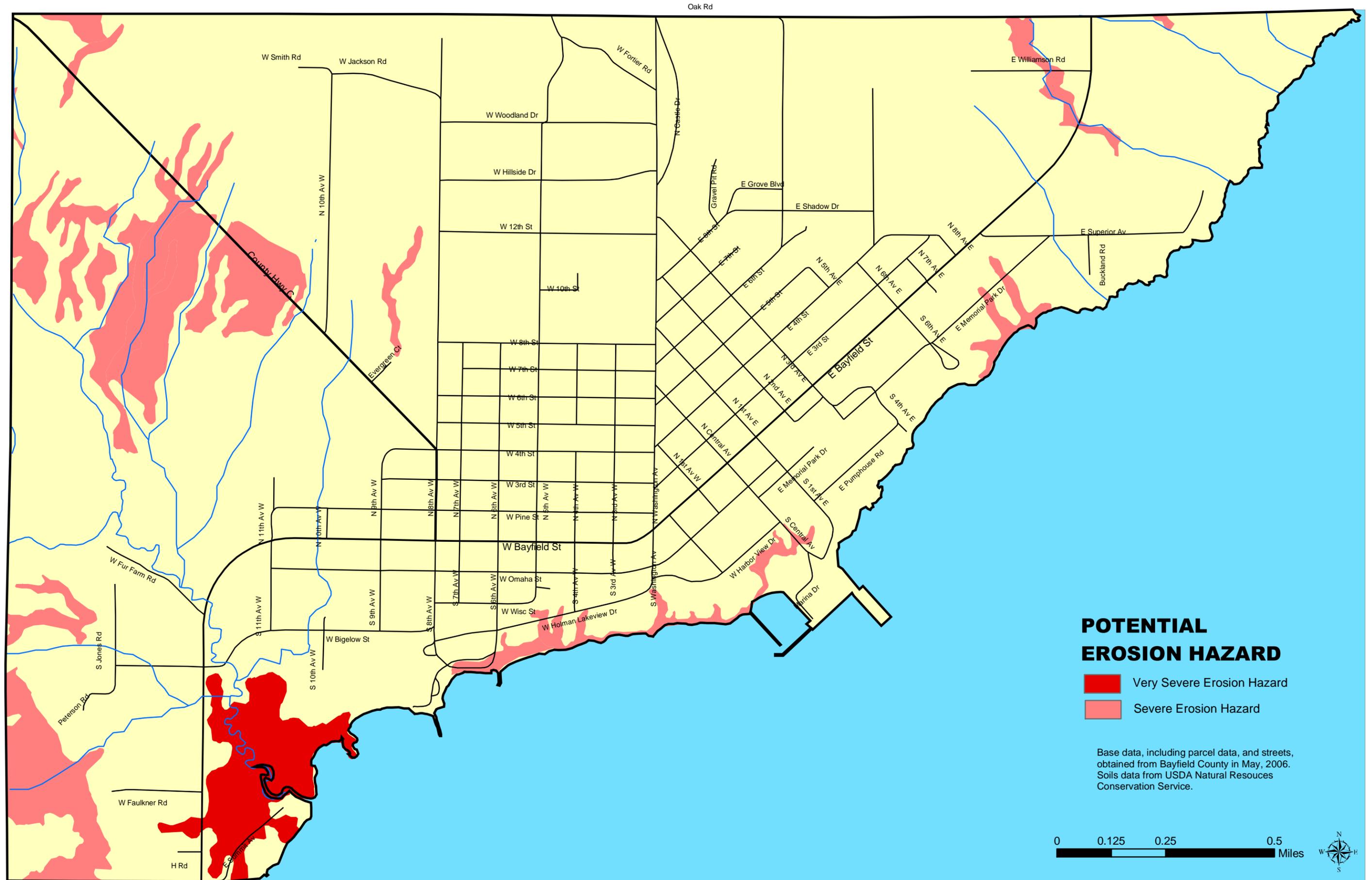


### SOILS OF STATEWIDE IMPORTATNCE FOR FARMLAND

Soils of Statewide Importance for Farmland

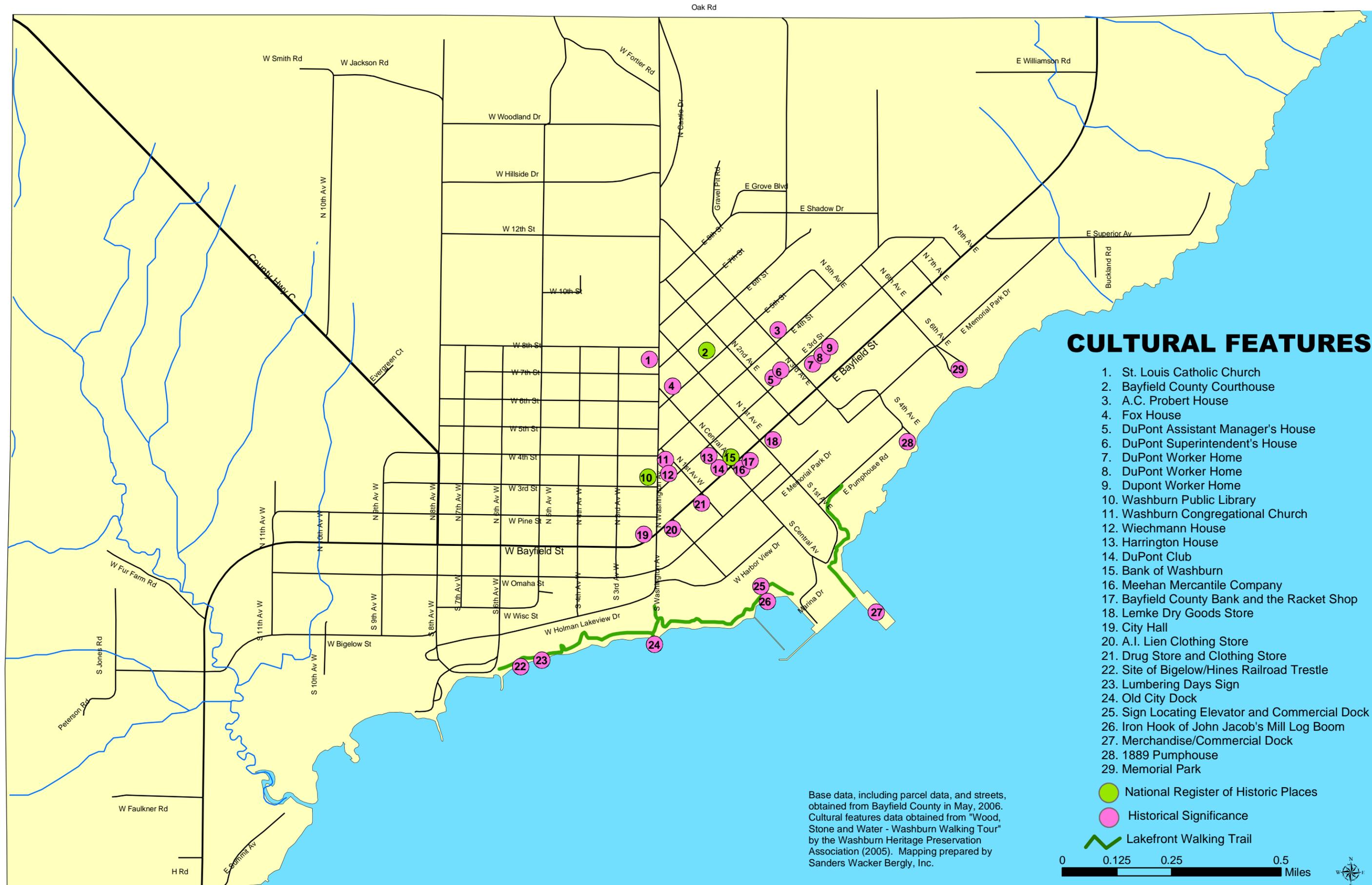
Base data, including parcel data, and streets, obtained from Bayfield County in May, 2006. Soils information obtained from USDA, Natural Resources Conservation Service











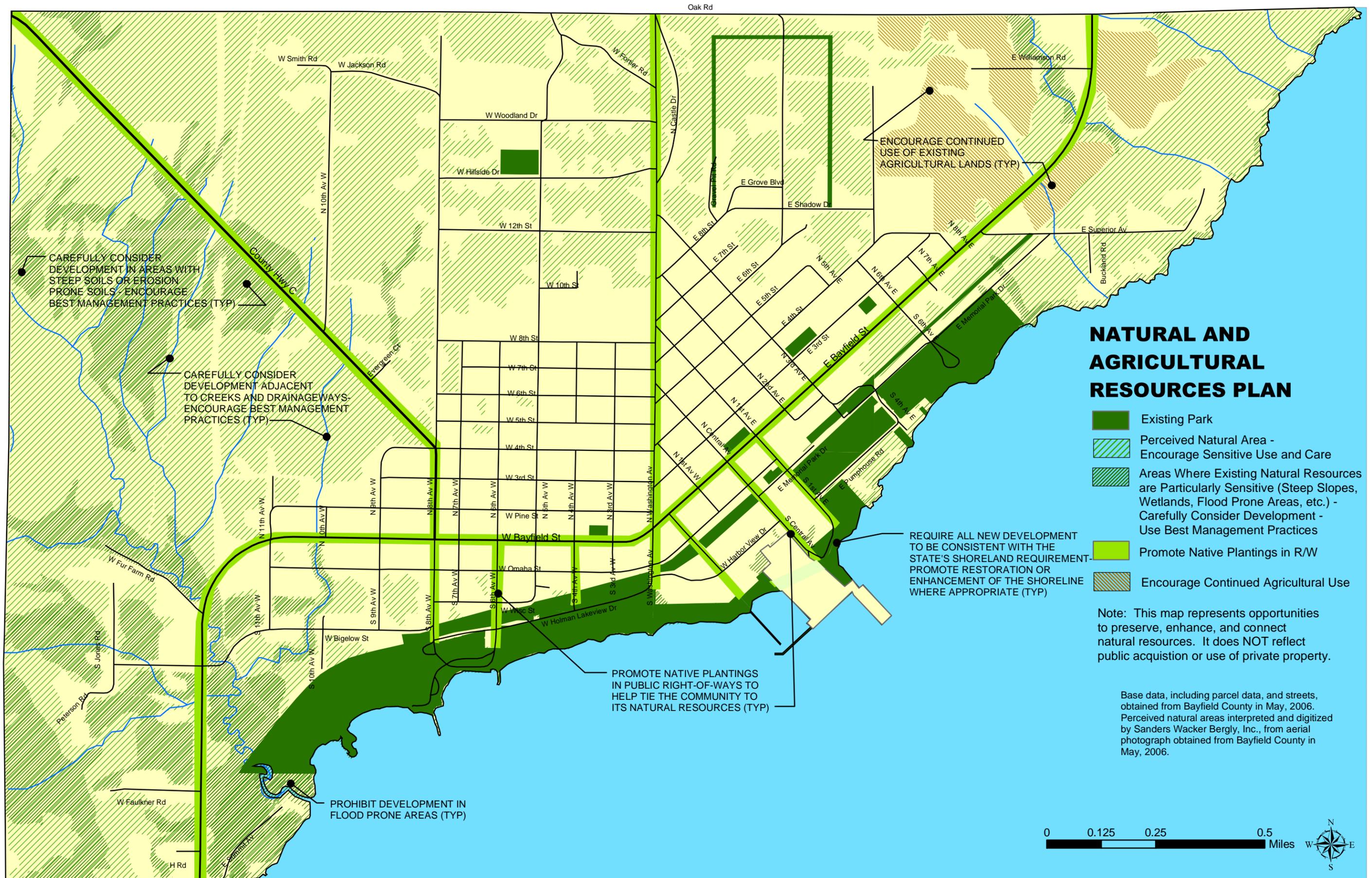
# CULTURAL FEATURES

1. St. Louis Catholic Church
2. Bayfield County Courthouse
3. A.C. Probert House
4. Fox House
5. DuPont Assistant Manager's House
6. DuPont Superintendent's House
7. DuPont Worker Home
8. DuPont Worker Home
9. Dupont Worker Home
10. Washburn Public Library
11. Washburn Congregational Church
12. Wiechmann House
13. Harrington House
14. DuPont Club
15. Bank of Washburn
16. Meehan Mercantile Company
17. Bayfield County Bank and the Racket Shop
18. Lemke Dry Goods Store
19. City Hall
20. A.I. Lien Clothing Store
21. Drug Store and Clothing Store
22. Site of Bigelow/Hines Railroad Trestle
23. Lumbering Days Sign
24. Old City Dock
25. Sign Locating Elevator and Commercial Dock
26. Iron Hook of John Jacob's Mill Log Boom
27. Merchandise/Commercial Dock
28. 1889 Pumphouse
29. Memorial Park

- National Register of Historic Places
- Historical Significance
- Lakefront Walking Trail



Base data, including parcel data, and streets, obtained from Bayfield County in May, 2006. Cultural features data obtained from "Wood, Stone and Water - Washburn Walking Tour" by the Washburn Heritage Preservation Association (2005). Mapping prepared by Sanders Wacker Bergly, Inc.



# Chapter 8: HOUSING

## 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.

## INVENTORY AND ANALYSIS

### HOUSING SUPPLY

#### Number and Types of Housing Units

Table 8-A lists the number of housing units in Washburn by housing type (for example, single-family, multi-family, etc.). The U.S. Census indicates that there were 1,000 housing units in Washburn in 2000 – six more units than identified in the 1990 Census. Roughly, 78% of the housing units in Washburn are single-family detached houses – this is higher than the State average of 65.5%. However, less than 1% of the housing units in Washburn are single-family attached units (townhouses) – this is considerably lower than the State average of 3.3%. The City also has a significantly lower percentage of 2 to 4 unit multi-family housing than the State average.



*Single Family Residence (SWB, Inc.)*

**TABLE 8-A: HOUSING SUPPLY BY TYPE – 1990 AND 2000**

<b>Units per Structure</b>	<b>1990 Units</b>	<b>1990 Percent</b>	<b>2000 Units</b>	<b>2000 Percent</b>	<b>State Average</b>
Single-Family	703	70.7%	783	78.3%	66.5%
Single-Family Attached	14	1.4%	8	0.8%	3.3%
2-4 Unit Multi-Family	119	12%	105	10.5%	12.0%
5+ Unit Multi-Family	31	3.1%	71	7.1%	14.0%
Mobile Home	70	7%	33	3.3%	4.2%
Other	57	5.7%	-	-	--
<b>Total Units</b>	<b>994</b>	<b>100%</b>	<b>1000</b>	<b>100%</b>	<b>100%</b>

*Source: US Census Bureau, 1990 and 2000 Census*

### Comparison of Owner-Occupied and Renter-Occupied Units

Communities need owner-occupied and renter-occupied units. In general, many communities strive to have roughly 65 to 70% of their housing units owner-occupied. Approximately 72.3% of the housing units in Washburn are owner-occupied - this is higher than the State average 68.5%. The majority of the owner occupied units in Washburn are single-family detached homes (see Table 8-B: Housing Tenure by Type – 2000).

<b>Units per Structure</b>	<b>Owner Occupied Units</b>	<b>Percent Owner Occupied</b>	<b>State Average</b>	<b>Renter Occupied Units</b>	<b>Percent Renter Occupied</b>	<b>State Average</b>
Single-Family	629	66.8%	60.3%	109	11.6%	5.9%
Single-Family Attached	8	0.9%	1.7%	0	0%	1.7%
2-4 Unit Multi-Family	21	2.3%	2.5%	70	7.4%	9.9%
5+ Unit Multi-Family	0	0%	0.8%	71	7.5%	13.4%
Mobile Home	22	2.3%	3.2%	11	1.2%	0.6%
<b>Total Units</b>	<b>680</b>	<b>72.3%</b>	<b>68.5%</b>	<b>261</b>	<b>27.7%</b>	<b>31.5%</b>

Source: US Census Bureau, 2000 Census

### 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. 6.3% of Washburn's housing units were vacant in 2000 (see Table 7-C: Vacant Housing by Type – 2000). The vacancy rate of single-family units in Washburn is relatively low compared to the State average of 10.1%.

<b>Units per Structure</b>	<b>Vacant Units</b>	<b>Percent Vacant of Total Units</b>	<b>State Average Percent Vacant of Total Units</b>
Single-Family	45	4.8%	6.6%
Single-Family Attached	0	0%	0.3%
2-4 Unit Multi-Family	14	1.5%	0.9%
5+ Unit Multi-Family	0	0%	1.2%
Mobile Home	0	0%	1.0%
<b>Total Vacant Units</b>	<b>59</b>	<b>6.3%</b>	<b>10.1%</b>

Source: US Census Bureau, 2000 Census

### Value of Housing

The median value of owner-occupied housing units in Washburn in 2000 was \$80,900 – up 49% (or \$39,700) from the median value in 1990. Most housing in Washburn is valued in the range of \$50,000 to \$100,000. 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 \$112,200. Refer to Table 8-D for additional information.

**TABLE 8-D: OWNER-OCCUPIED HOUSING BY VALUE - 2000**

<b>Value</b>	<b>Units</b>	<b>Percent of Specified Units</b>	<b>State Average of Specified Units</b>
Less than \$50,000	519	27.9%	6.5%
\$50,000 - \$99,999	1,038	55.8%	35.4%
\$100,000 - \$149,999	177	9.5%	30.6%
\$150,000 - \$199,999	85	4.6%	15.5%
\$200,000 or More	42	2.2%	12.0%
<b>Total Specified Units</b>	<b>1,861</b>	<b>100%</b>	<b>100%</b>

Source: US Census Bureau, 2000 Census

Housing decisions should not be based only on the value of housing, but also on the cost of housing in relation to household income. In general, housing costs (taxes, insurance, principal, interest, etc.) should not exceed 30% of total household income. In 1999, roughly 20% of homeowners in Washburn had monthly costs that were more than 30% of their household income, whereas in 1989, that number was only 16%. This trend suggests that housing is becoming less affordable in Washburn. Refer to Table 9-E for additional information.

**TABLE 8-E: MONTHLY OWNER COSTS AS PERCENTAGE OF HOUSEHOLD INCOME - 1999**

<b>Percent of HH Income</b>	<b>Units</b>	<b>Percent</b>	<b>State Average</b>
Less than 15%	201	33.8%	36.8%
15-19%	111	18.7%	19.7%
20-24%	104	17.5%	15.5%
25-29%	62	10.4%	9.8%
30-34%	45	7.6%	5.8%
35% or More	72	12.1%	12.0%
Not Computed	-	-	0.4%
<b>Total Specified Units</b>	<b>261</b>	<b>100%</b>	<b>100%</b>

Source: US Census Bureau, 2000 Census

### Contract Rent

Rental housing units account for nearly 28% of the occupied housing units in Washburn. Roughly, 45% of the renter-occupied units had a monthly rent of \$300 or more in 1990. In 2000, nearly 70% had a monthly rent of \$300 or more. See Table 8-F for additional information.

**TABLE 8-F: RENTER-OCCUPIED HOUSING UNITS BY GROSS RENT -2000**

<b>Monthly Rent</b>	<b>Units</b>	<b>Percent of Specified Units</b>	<b>State Average of Specified Units</b>
Less than \$200	48	18.4%	4.8%
\$200 - \$299	16	6.1%	5.7%
\$300 - \$499	92	35.2%	29.5%
\$500 or More	90	34.5%	56.3%
No Cash Rent	15	5.7%	3.7%
<b>Total Specified Units</b>	<b>261</b>	<b>100%</b>	<b>100%</b>

Source: US Census Bureau, 2000 Census

In 1999, 40% of renters paid over 30% of their household income in rent (see Table 8-G). This number is higher than the State average and suggests that there is a need for more affordable rental units in Washburn.

**TABLE 8-G: GROSS RENT AS PERCENTAGE OF HOUSEHOLD INCOME – 1999**

Percent of HH Income	Units	Percent	State Average
Less than 15%	20	7.7%	21.1%
15-19%	41	15.7%	16.7%
20-24%	39	14.9%	14.2%
25-29%	33	12.6%	10.6%
30-34%	21	8%	6.9%
35% or More	84	32.2%	25.4%
Not Computed	23	8.8%	5.2%
<b>Total Specified Units</b>	<b>261</b>	<b>100%</b>	<b>100%</b>

Source: US Census Bureau, 2000 Census

### Age and Maintenance of Housing Stock

Nearly half (45%) of the housing units in Washburn were built before 1939. Most existing housing is at least 50 years old (see Table 8-H). Consequently, maintenance, energy efficiency, and safety concerns are becoming more prevalent in Washburn as the housing stock continues to age.

**TABLE 8-H: YEAR STRUCTURE BUILT**

Year Structure Built	Units	Percent	State Average
1999 to March 2000	4	0.4	2.2%
1995 to 1998	29	2.9	7.3%
1990 to 1994	38	3.8	7.3%
1980 to 1989	117	11.7	10.8%
1970 to 1979	173	17.3	16.9%
1960 to 1969	81	8.1	11.9%
1949 to 1959	109	10.9	20.3%
1939 or Earlier	449	44.9	23.4%
<b>Total Specified Units</b>	<b>1000</b>	<b>100%</b>	<b>100%</b>

Source: US Census Bureau, 2000 Census

### Plumbing, Kitchen, and Telephone

The U.S. Census identified that of the 941 occupied housing units in Washburn in 2000, four (0.4%) lacked complete plumbing facilities, six (0.6%) lacked complete kitchen facilities, and 21 (2.2%) lacked telephone service.

### Subsidized Housing

According to the 2000 U.S. Census, 10.3% of all people in Washburn (for whom poverty status is determined) are below the poverty level. This is higher than the State average of 8.7%. 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.

### **Housing for those with Disabilities**

According to the 2000 US Census, 261 people (21.5%) between 21 and 64 years old had some form of disability. Of those, 66.3% were employed. Roughly, 5.5% of the population in Washburn between 16 and 64 years of age had a mobility or self-care limitation in 2000. 41.6% of people over 65 years of age who had some form of disability. Roughly, 20.5% of those people had a mobility or self-care limitation in 2000. Furthermore, as Washburn's population continues to age, the housing need for those with disabilities and special needs will also increase.

## **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.

### **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.



*Bay Ridge Villa (SWB, Inc.)*

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 move up housing that will satisfy their needs until they are in their late 50s and beyond.



*Move-Up Residence (SWB, Inc.)*

### **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, that has less maintenance. As the baby boom generation moves into this age group, this population will likely increase 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.



*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.)*

## **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 remained relatively stagnant 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.

## **PUBLIC INPUT**

Respondents to the community survey conducted as part of this planning process identified the importance well-maintained housing. The following list summarizes key survey results. Refer to Appendix A for more detailed survey results.

- 70.1% of respondents agreed that the City of Washburn should adopt and enforce a property maintenance ordinance requiring owners to maintain their properties to predetermined standards.
- 83% of Washburn residents felt that at least some additions to the stock of moderately priced homes are needed, and a majority felt that no more mobile homes or high-priced homes are needed.
- 54% rated the overall appearance of housing in the city as average, 27% rated the appearance as good or very good, and 19% said it was poor.
- Moderate increases in the supply of single- family homes, rental units, and elderly/assisted living housing was favored by nearly half of all respondents.

## 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: Washburn provides diverse and attractive housing to meet the needs of residents.**

Objective 8.1: Encourage the preservation and enhancement of the existing housing stock to provide for the needs of current residents and to accommodate anticipated future population growth.

Policy 8.1.a: Work with public and private agencies and programs to help rehabilitate owner-occupied and rental units.

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

Policy 8.1.c: Explore developing and making available a handbook to guide homeowners in rehabilitation of their property.

Policy 8.1.d: Promote green building/sustainable design concepts (including energy efficient construction) for new housing and housing renovations.

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

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

Policy 8.1.g: Establish a community assistance program to encourage property maintenance.

Policy 8.1.h: Review, amend, and enforce property maintenance ordinances.

Objective 1.2: Encourage the development or redevelopment of housing for all income levels, special needs, and stages of life.

Policy 8.2.a: Develop incentives 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 in a compact, pedestrian setting.

Policy 8.2.d: Use and/or promote programs to assist with the development of multi-family rental housing.

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

Policy 8.2.f: Develop housing linkage programs to construct or make financial contributions towards the development of affordable rental and ownership housing. These programs can include tools such as density bonuses, reduced setbacks, and reduced parking requirements.

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

Policy 8.2.h: Encourage the development of transitional housing to meet the community's housing needs.

Policy 8.2.i: Encourage multi-family, rental housing development for all income levels and for those with special needs.

Policy 8.2.j: Ensure that housing addresses the standards set in the American's with Disabilities Act.

Policy 8.2.k: Explore the idea of creating an architectural review board to guide builders toward compatible architectural design.

## 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. Refer to Figure 8-1: Housing Plan for a map that illustrates key areas for housing development and redevelopment.

### **MAINTENANCE OF EXISTING HOUSING**

Roughly 45% of the housing in Washburn was built before 1939. 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**

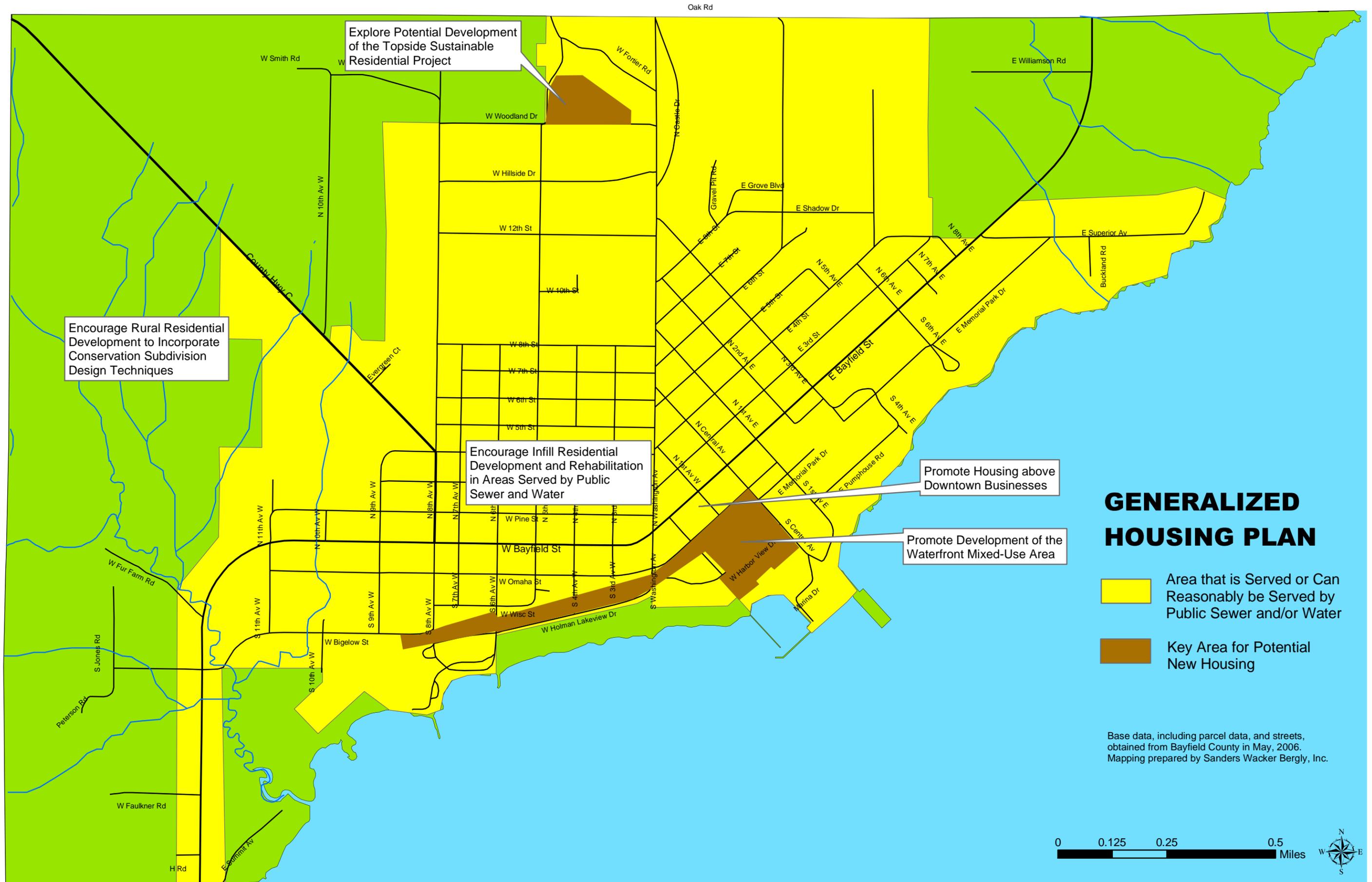
A strong link exists between housing and economic development. The Housing Plan promotes housing choices that reflect existing and planned economic conditions. For example, it promotes the Waterfront Mixed-Use Area as an area where artists, writers, and others can live, work, and play within a compact, 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.

Refer to Figure 8-1: Generalized Housing Plan for a graphical representation of the key concepts of the Housing Plan.

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## GENERALIZED HOUSING PLAN

- Area that is Served or Can Reasonably be Served by Public Sewer and/or Water
- Key Area for Potential New Housing

Base data, including parcel data, and streets, obtained from Bayfield County in May, 2006. Mapping prepared by Sanders Wacker Bergly, Inc.



## Chapter 9: ECONOMIC DEVELOPMENT

### 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.

### INVENTORY AND ANALYSIS

#### LABOR FORCE

##### General Characteristics

The labor force is that portion of the population, 16 years or older, that is employed, unemployed, or actively seeking employment. Refer to Table 9-A for an overview of the general characteristics of Washburn’s labor force. The City of Washburn’s labor force is similar to the Bayfield County’s labor force, but different from the State’s labor force. In particular, Washburn has a lower percentage of people in the labor force than the State, and it has a higher unemployment rate. The median household income in Washburn in 2000 was \$33,257, compared to the State’s median household income of \$43,791. Of the City’s population, 10.3% lived below the poverty level in 2000, whereas 8.7% of the State’s population lived below the poverty level. The education level of the City’s population, however, was comparable to the education level of the State’s population.

##### 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 raise again. This fluctuation affects housing, community services, and the economy of the City.

**TABLE 9-A: GENERAL CHARACTERISTICS OF THE LABOR FORCE – 2000**

<b>Characteristic</b>	<b>City of Washburn</b>	<b>Bayfield County</b>	<b>State of Wisconsin</b>
Employed in Labor Force	56.0%	57.1%	65.8%
Unemployed in Labor Force	4.0%	5.3%	3.2%
Not in Labor Force	40.0%	37.5%	30.9%
Median Household Income	\$33,257	\$33,390	\$43,791
Per Capita Income	\$15,331	\$16,407	\$21,271
Median Earnings, Male, Full-Time, Year-Round	\$31,875	\$31,699	\$37,062
Median Earning, Female, Full-Time, Year-Round	\$23,235	\$21,731	\$25,865
Individuals Below Poverty Level	10.3%	12.5%	8.7%
High School Education or Higher (25 or Older)	86.6%	86.9%	85.1%
Bachelor's Degree of Higher (25 or Older)	24.2%	21.2%	22.4%
Walk to Work	10.1%	7.5%	3.7%
Mean Travel Time to Work	13.8 minutes	20.9 minutes	20.8 minutes

Source: US Census Bureau, 2000

### **Commute to Work**

The Wisconsin Department of Workforce Development estimated that in 2000, 3,718 people lived and worked in Bayfield County. 2,824 people lived in Bayfield County, but worked elsewhere - mostly in Ashland County (1,927) and Douglas County (365). Conversely, 655 people lived in other counties - most notably Ashland County (301), but worked in Bayfield County. In other words, Bayfield County's labor force is greater than its employment base.

According to the 2000 US Census, the mean travel time for the Washburn labor force to get to their place of employment was 13.8 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 20.8 minutes. Of Washburn's labor force, 10.1% walks to work, whereas only 3.7% of the State's labor force walks to work.

### **Impending Decline of the Labor Force**

Washburn, like the 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.

## **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 Health Care Center, Washburn IGA, and the City of Washburn. Washburn Ironworks, Inc. is the major basic employer in Washburn.

Table 9-B illustrates that Washburn's economy is primarily a service-based economy. In 2000, 30.5% of Washburn residents 16 years old and over were employed in the education, health, and social service jobs, which is considerably higher than the State average of 20.0%. Conversely, only 7.9% of Washburn residents were employed in manufacturing jobs, which is considerably lower than the State average of 22.2%. Washburn also had a 20% of its workforce employed in government jobs, whereas statewide 12.5% of workers were employed in government jobs.

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 9-B: EMPLOYMENT OF  
CIVILIAN POPULATION 16 YEARS AND OVER BY INDUSTRY**

Industry	City of Washburn	Bayfield County	Wisconsin
Educational, health, and social services	30.5%	22.4%	20.0%
Arts, entertainment, accommodation, food	11.8%	12.8%	7.3%
Retail Trade	11.2%	10.6%	11.6%
Finance, insurance, real estate, rental, leasing	8.2%	4.5%	6.1%
Manufacturing	7.9%	9.1%	22.2%
Construction	7.1%	10.3%	5.9%
Public Administration	5.8%	7.7%	3.5%
Transportation and warehousing, and utilities	3.9%	4.7%	4.5%
Other services (except public administration)	3.8%	3.6%	4.1%
Information	3.7%	2.0%	2.2%
Professional, scientific, management	3.0%	4.3%	6.6%
Wholesale Trade	1.5%	2.1%	3.2%
Agriculture, forestry, fishing, mining	1.4%	6.0%	2.8%

Source: US Census Bureau, 2000

### Area Wages

According to the Wisconsin Department of Workforce Development, the average weekly wage for all workers in Bayfield County in 2005 was \$406, which is only 59% of the average wage for all workers in Wisconsin. 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 \$490, which is still below the state average for all workers, but considerably higher than the leisure and hospitality workers in Bayfield County, which averaged \$259 per week in 2005.

## 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) provides incentives and support for qualifying new business ventures and existing businesses. BCEDC participates with five other Northwest Wisconsin counties in the SuperiorLife Technology Zone making funds available as tax credits for businesses that use new technology to expand jobs. Early Planning Grants are also available to help new and existing small businesses prepare detailed business plans.

### **University of Wisconsin Extension Office – Bayfield County**

The University of Wisconsin Extension Office brings the education programs and resources of the University of Wisconsin to people and businesses throughout Wisconsin. 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. Its purpose is to improve the quality of life of the residents of the region by increasing the number of jobs and wages paid, while recognizing the importance of planning for balanced use of natural resources.

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, encourages development of technology-based companies in rural Wisconsin. The WBIC created its own subsidiary, Badger Oil Company, in 1999.

### **The Chequamegon Group**

The Chequamegon Group is a regional economic development partnership formed in 1999 to develop the technology-based segment of the Chequamegon Bay economy. It has undertaken a range of efforts to encourage, promote, and identify sources of capital or other resources to technology companies and improve technology education in the region. The Chequamegon Group lobbied the State to designate the region as a "Technology Zone" to confer tax benefits and other incentives to technology startups or expansions.

### **Northwest Concentrated Employment Program, Inc.**

The Northwest Concentrated Employment Program, Inc. (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.

### Wisconsin Indianhead Technical College

Wisconsin Indianhead Technical College has four campuses in northern Wisconsin, including one in nearby Ashland. WITC provides a wide variety of classes and training as well as associate and technical degree programs. WITC works with area employers providing customized training consisting of specific courses that are developed and taught by WITC instructors at an employer's work site. WITC 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 upgrade 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.

### Joint Economic Development in Ashland, Bayfield, and Iron Counties

The Northwest Regional Planning Commission (NWRPC), in conjunction with Ashland, Bayfield, and Iron Counties, created a Tri-County Economic Development Plan in 1998. The Economic Development Plan includes background information on each county, a series of goals and objectives that resulted from each county's economic prioritization process, and a series of strategic recommendations. Considerable progress has been made on implementing the plan. Refer to the Tri-County Economic Development Plan for more information.

### Financing Opportunities

Several programs can help attract new investment, retain existing businesses, and enhance the opportunities of existing businesses to expand in Washburn. Table 9-C provides a partial list financing and technical assistance programs available to area businesses and investors.

**Table 9-C: Partial List of Washburn Area Financing Opportunities**

Entity	Program Name	Finance Type
Northwest Wisconsin Business Development Corporation (NWWBDC)	Northwest Wisconsin Business Development Fund and Intermediary Relending Program	Loan Program
Xcel Energy – Wisconsin	Economic Development Loan Program	Loan Program
Bayfield County	Economic Devel. Revolving Loan Fund	Direct Loan Program
Wisconsin Department of Commerce (WDOC)	CDBG-ED Program; Rural Economic Development Program; Community Development Zone Program; Recycling Loan Program	Loan Programs
Wisconsin Housing and Economic Development Authority (WHEDA)	Small Business Guarantee; Linked Deposit Loan (LiDL) Subsidy	Loan Guarantee Program; Loan subsidy at reduced interest rate
Small Business Administration (SBA)	Business Loan Program – 7(A) Loan Guarantee Program, Certified Develop. Co (504)	Loan Guarantee
Impact Seven	Micro-Loan Program Intermediary Relending Program	Amortizing loans (monthly payment of principal, interest)
USDA Rural Development	Rural Economic Development Loan & Grant Program	Maximum size: Loan \$450,000 Minimum size: Loan \$10,000
City of Washburn	Revolving Loan Fund Program	Loan Program

## 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, that may or may not have documented contamination.

The Washburn Public Works Garage had a leaking underground tank remediated in 2006. The Washburn Marina has a leaking underground tank that will be remediated in 2007. Five other sites in Washburn have a leaking underground tank or some sort of ground or groundwater contamination. Refer to the Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS) for current information.

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's Remediation and Redevelopment Department has several publications with information pertaining to local governments about brownfields remediation.

1. **Brownfields Site Assessment Grant.** This Department of Natural Resources (DNR) program is available to local governments to fund investigation, demolition, and other specific preliminary activities at brownfields.
2. **Land Recycling Loan.** The DNR administers this 0% interest loan program for remediation of landfills and brownfields owned by local governments.
3. **Stewardship.** Grants for urban green space, urban river, and recreational trail projects are possible through Stewardship funds at the DNR. Money can be used for land acquisitions or easements.
4. **Environmental Remediation Tax Incremental Financing (ER TIF) & Tax Incremental Financing (TIF).** These Department of Revenue financing tools are available to local governments to reimburse eligible environmental remediation expenses.
5. **Commerce Brownfields Grants.** Local officials with remediation and redevelopment projects that have economic development potential may want to consider these Department of Commerce grants.

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 cleanup the country's worst waste disposal and hazardous substances spill sites that endanger human health and/or the environment. The Wisconsin Department of Natural Resources compiles a list of Wisconsin Superfund sites based on the federal National Priority List. There are no Superfund sites in Washburn.

## 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.

## **PUBLIC INPUT**

Respondents to the community survey conducted as part of the comprehensive planning process identified the importance of economic development to the community. The following list summarizes key survey results as they relate to economic development. Refer to Appendix A for detailed survey results.

When asked to rate how important it was for the City of Washburn to promote various types of businesses, the following percentage of respondents indicated that it was either very important or important:

- Commercial/retail businesses (93.2%)
- Service businesses (88.3%)
- Recreation based businesses (86.9%)
- Technology based businesses (83.1%)
- Tourist based industries (81.6%)
- Eco-tourism based industries (77.9%)
- Light manufacturing (74.6%)
- Home based businesses (69.6%)

Most respondents indicated it was either very important or important for the City of Washburn to support all of the business types listed in the survey.

93.7% of respondents indicated that they strongly agree or agree that the City of Washburn should pursue ways to enhance the downtown business district, whereas 50.2% indicated that they strongly agree or agree that the City of Washburn should develop a business park. 52.5% strongly agreed or agreed that the City should develop a business building with shared services to house new start-up businesses.

## **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: Washburn retains, expands, recruits, and diversifies local businesses and industries to provide adequate jobs, meet the retail and service needs of residents and visitors, provide a strong municipal tax base, and enhance the quality of life in Washburn.**

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

Policy 9.1.a: Set retention of existing businesses and industries as a top priority of the City's economic development plan.

Policy 9.1.b: Develop and implement a program where the Mayor (or the Mayor's representative) meets periodically on an individual basis with businesses and industries to listen to concerns and discuss opportunities for growth.

Policy 9.1.c: Work with government agencies, organizations, and others to promote training opportunities to help businesses and industries prosper. Co-sponsor and/or offer City facilities for employee training programs and help coordinate existing resources to present training seminars.

Policy 9.1.d: Promote the downtown business district and enhance the capability of downtown businesses to meet the daily needs of local, regional, and tourist customers.

Policy 9.1.e: Use physical design, investments in the public realm, appropriate signage, and coordinated promotions to 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 to businesses, industries, and residents.

Policy 9.1.g: Explore participating in the Main Street Program as a way to help revitalize downtown businesses.

Objective 9.2: Recruit 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. Promote the City's high quality of life to help attract new businesses.

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" by marketing Washburn to artists, writers, crafts persons, entertainers, musicians, and others.

Policy 9.2.d: Develop and maintain an inventory of public and private lands and buildings that are suitable for development or redevelopment of businesses and industries and that are consistent with the City's natural and social policies.

Policy 9.2.e: Identify blighted or potentially contaminated sites. Provide technical, financial, or administrative assistance for brownfields mitigation. Identify resources, promote state and federal programs, and invest in vacant sites to remediate risk and blight in the community.

Policy 9.2.f: Encourage new businesses and industries that can help serve the area's growing population of elderly residents.

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 self-supportive revenue generators.

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

Policy 9.2.j: Promote a range of business types to help diversify Washburn's economy and enhance employment opportunities for its residents.

Policy 9.2.k: Identify under-utilized local resources and develop programs that create or encourage investment in these resources. Assist businesses to create new markets for products and services.

Policy 9.2.l: Identify under-utilized or under-served local and regional markets and encourage local business development to service these markets.

Policy 9.2.m: Encourage entrepreneurs who are developing new products and new markets to locate in Washburn.

Policy 9.2.n: Identify new economically and environmentally sustainable uses for the City's and the region's natural resources.

Objective 9.3: Encourage the formation of new businesses.

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

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

Policy 9.3.c: Promote the establishment of an 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 the schools.

## 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. Refer to Figure 9-1: Generalized Economic Development Plan for a map that illustrates key areas relating to economic development in Washburn.

## **RETAIN AND SUPPORT THE 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 allows 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 (like the Wisconsin Indianhead 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 INDUSTRIES**

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.

Insert Figure 9-1: Generalized Economic Development Plan



### **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 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 high-speed 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 mixed use 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 mixed use areas. However, if opportunities come forward to recruit or develop conventional industries that would not be compatible with the downtown or waterfront mixed use 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

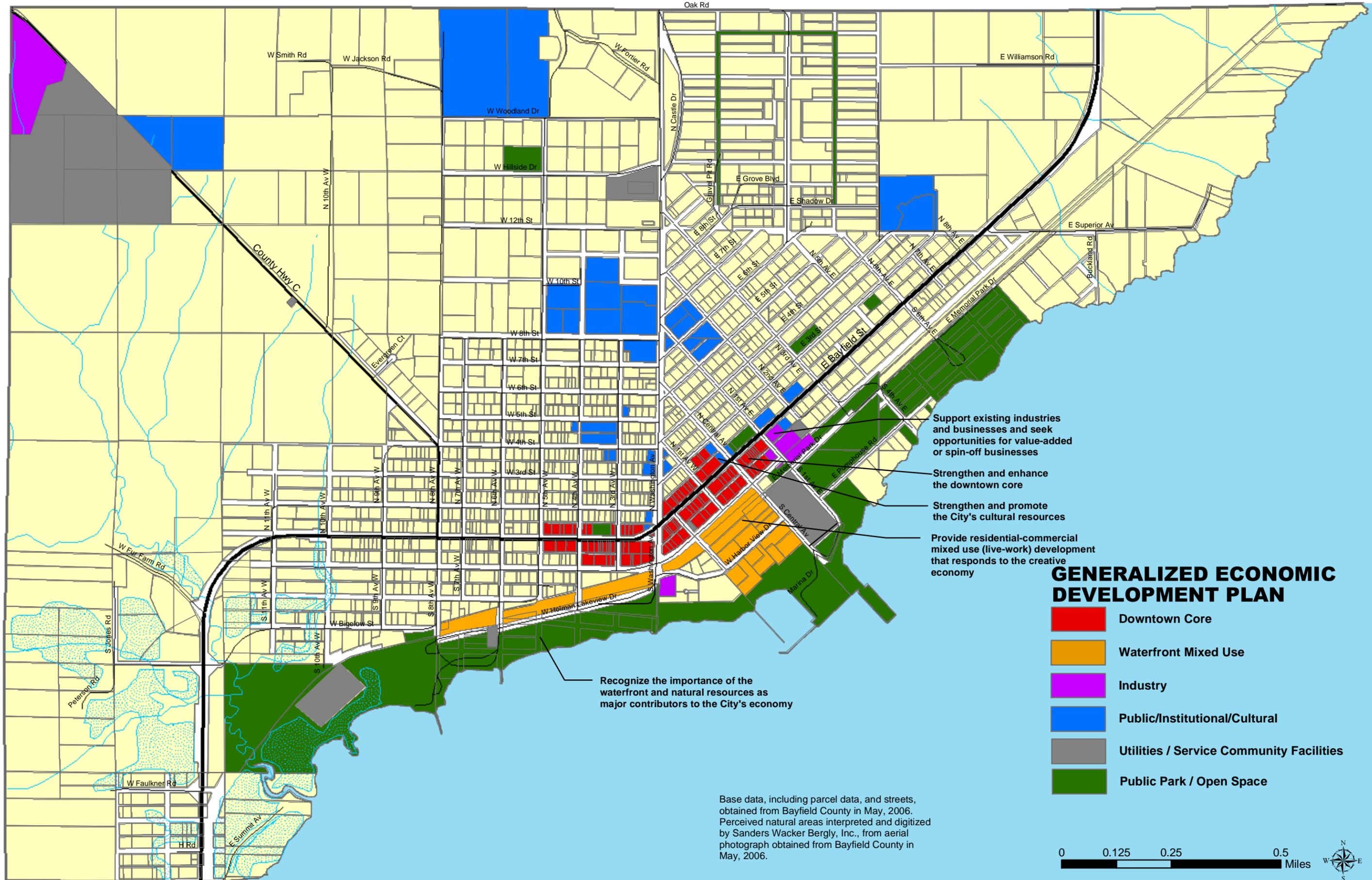
promotes programs that can provide training and support for those interested in starting a business in Washburn. These strategies may be particularly helpful in retaining Washburn's young people.

## **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.



Support existing industries and businesses and seek opportunities for value-added or spin-off businesses

Strengthen and enhance the downtown core

Strengthen and promote the City's cultural resources

Provide residential-commercial mixed use (live-work) development that responds to the creative economy

Recognize the importance of the waterfront and natural resources as major contributors to the City's economy

### GENERALIZED ECONOMIC DEVELOPMENT PLAN

- Downtown Core
- Waterfront Mixed Use
- Industry
- Public/Institutional/Cultural
- Utilities / Service Community Facilities
- Public Park / Open Space

Base data, including parcel data, and streets, obtained from Bayfield County in May, 2006. Perceived natural areas interpreted and digitized by Sanders Wacker Bergly, Inc., from aerial photograph obtained from Bayfield County in May, 2006.



## Chapter 10:

# INTERGOVERNMENTAL COOPERATION

## 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.

## INVENTORY AND ANALYSIS

### 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 Chamber of Commerce, the Alliance for Sustainability, the Wisconsin Indianhead Technical Center, 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. Also, the City, the Bayfield County Snowmobile Alliance, and the Wisconsin Department of Natural Resources have worked together to explore options for constructing a trail bridge over Thompson Creek in Washburn. Many other examples exist as well.

The City of Washburn invited representatives from all neighboring and overlapping governments to participate in four intergovernmental cooperation meetings that the City facilitated as part of this comprehensive planning process. Representatives from all neighboring and overlapping governments attended the meetings. The meetings provided an excellent forum for the various governments to discuss opportunities to work together. In addition to the intergovernmental cooperation meetings, the City of Washburn and surrounding and overlapping governments also cooperated in reviewing and commenting on each other's Comprehensive Plans or Land Use Plans. 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 the County and State for road maintenance and repair. In addition, the City and the Washburn School District cooperate on numerous issues.

## **ISSUES, OPPORTUNITIES, AND POTENTIAL CONFLICTS**

The following summarizes key intergovernmental cooperation issues and opportunities that came out of the four intergovernmental cooperation meetings that the City facilitated as part of this comprehensive planning process. 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 discussed among governments include the following:

- 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.
- Continue to explore opportunities to move the Bayfield County Forestry Department and the Bayfield County Highway Department facilities located on Central Avenue in Washburn.

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 affects of the development on other communities and the region. Currently, the City does not anticipate the need to annex neighboring land before 2027.

### **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 affects 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 State Highway 13 as a scenic byway. Also, 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, fuel stations, 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.
- Work together to address the concerns of area school districts regarding declining enrollment and the need to upgrade facilities. Coordinate with the Washburn School District to explore the possibility of replacing the Washburn Middle/High School with a new school. Consider integrating regional recreation facilities with the creation of a new school.
- 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.
- Explore opportunities to use the Ashland Agricultural Research Station in a manner that continues to benefit the region.
- 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.

## PUBLIC INPUT

The results of the survey conducted as part of this planning process generally indicate that many residents do not have an opinion on whether Washburn cooperates and works well with other governments. However, 56.9% of respondents indicated that Washburn works well with Bayfield County and 55% indicated that Washburn works well with the Washburn School District.

## 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: Provide open communication and good working relationships between the City of Washburn and neighboring and overlapping jurisdictions.

Policy 10.1.a: Lead efforts to organize intergovernmental workshops involving representatives from neighboring and overlapping jurisdictions.

Policy 10.1.b: Encourage neighboring and overlapping jurisdictions to review and comment on amendments and updates to Washburn's Comprehensive Plan and other pertinent plans in Washburn. Request that neighboring and overlapping jurisdictions allow the City of Washburn to review planning efforts that may affect the City of Washburn.

Policy 10.1.c: Openly share information that may be beneficial to neighboring and overlapping jurisdictions.

Policy 10.1.d: Coordinate education efforts that may be beneficial to neighboring and overlapping jurisdictions.

Policy 10.1.e: Collaborate with the Alliance for Sustainability.

Objective 10.2: Partner with neighboring and overlapping jurisdictions to provide efficient, cost effective, high-quality services, where practical or mutually beneficial.

Policy 10.2.a: Share services and facilities with neighboring and overlapping jurisdictions, where practical or mutually beneficial.

Policy 10.2.b: Support regional facilities and services that benefit Washburn and the region.

Policy 10.2.c: Work with neighboring and overlapping jurisdictions to coordinate shared purchases of bulk items and special equipment, where practical or mutually beneficial.

Policy 10.2.d: Work with the Washburn School District and neighboring communities to coordinate efforts to provide quality recreation programs and facilities for area residents.

Objective 10.3: Work proactively and cooperatively on planning issues that affect neighboring and overlapping jurisdictions.

Policy 10.3.a: Work with neighboring and overlapping jurisdictions on land use decisions that may affect the other jurisdictions.

Policy 10.3.b: 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 10.3.c: Work with the Bay Area Rural Transit (BART) system and neighboring and overlapping governments to promote the use of the public transportation system. Work to make the public transportation system more energy efficient and cost effective.

Policy 10.3.d: Work with neighboring and overlapping jurisdictions to preserve and enhance natural, coastal, cultural, and agricultural resources in the region.

Policy 10.3.e: Work with neighboring and overlapping jurisdictions to coordinate development and improvements of utilities and community facilities that meet the needs of area residents.

Policy 10.3.f: 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 10.3.g: Work with neighboring and overlapping jurisdictions on economic development issues and planning that will strengthen the economy of the region.

Policy 10.3.h: Partner with neighboring and overlapping jurisdictions to establish alternative energy programs that will provide sustainable, efficient, cost effective energy that is practical and mutually beneficial.

## 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 Bayfield County Forestry Department and 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.

## Chapter 11: IMPLEMENTATION

### 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.

### 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.

### 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 will prepare a Downtown Enhancement Plan that includes streetscape improvements, building improvements, and site improvements.

#### **DETAILED WATERFRONT PLAN**

The City will prepare detailed plans relating to specific parts of the Waterfront 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 the Forestry Department facilities and 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.

## **COMMUNITY CENTER**

The City will prepare a study that examines the costs and benefits of enhancing its existing community center or developing a new one.

## **OTHER PLANS**

The City may also prepare other more detailed plans as conditions warrant. For example, it may prepare a more detailed Housing Plan or an Economic Development Plan that addresses specific issues.

## **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.

## 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.

## 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	2007 - ongoing	
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.	CA, PC, M, CC,, ZA	2007 – ongoing	

3.1.c	Protect existing agricultural areas and other economically productive areas in the City from development that would hinder their economic productivity.	CA, PC, M, CC	2007 – ongoing	
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.	CA, PC, M, CC, CE, ZA	2007 – ongoing	
3.1.e	Develop a plan and performance standards to allow limited, light industry to develop in the area guided for mixed-use development.	CA, PC, M, CC, ZA,	2007 – 2009	

Objective 3.2: Use land in a manner that is sensitive to the protection of natural, cultural, 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, PPPS, ZA	2007 - ongoing	
3.2.b	Seek to preserve significant agricultural, natural, and cultural resources, in Washburn by promoting infill development and redevelopment on suitable land in the existing urban service area.	CA, PC, M, CC, ZA	2007 - ongoing	
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.	CA, PC, M, CC, CE, ZA	2007 - ongoing	

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	Ensure public involvement in all significant land use decisions. Relate land use decisions to the needs and desires of the community.	CA, PC, M, CC, ZA	2007 - 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	2007 - ongoing	
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, PPPS, ZA	2007 - ongoing	

3.3.d	Promote compatible land uses that respect the rights of adjacent land uses.	CA, PC, M, CC, ZA	2007 - ongoing	
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## WATERFRONT AND COASTAL RESOURCES

**Goal: Washburn’s waterfront promotes a strong and sustainable economy, protects and 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	Support the efforts of the Harbor Commission to enhance the Washburn Marina and provide appropriate use of the commercial dock.	CA, PC, M, CC, HC, ZA	2007 - ongoing	
4.1.b	Promote economic development by providing land near the waterfront for a well-planned, mixed-use development that allows people to live, work, and shop in an area that has convenient access to the amenities of the waterfront.	CA, PC, M, CC, CRC, HA, ZA	2007 - ongoing	
4.1.c	Acknowledge that public access and use of the waterfront, as well as preservation of land in a natural state, are legitimate land uses that provide economic benefit to the community by enhancing Washburn’s quality of life and sustaining the waterfront for future generations.	CA, PC, CC, M, PPPS, ZA	2007 - ongoing	
4.1.d	Promote tourism and enhance downtown businesses by strengthening the connection of the downtown area to the waterfront.	CA, PC, M, CC, PPPS	2007 - ongoing	
4.1.e	Prepare and implement design guidelines or standards that promote sustainable development consistent with the natural character of the waterfront.	CA, PC, M, CC, CE, ZA	2007 – 2009	
4.1.f	Work with Bayfield County to relocate the existing Forestry Department facilities and enhance the function of the Highway Department facilities in order to promote redevelopment in the area that is consistent with the City’s vision.	CA, PC, MM, CC, ZA	2007 - 2009	

Objective 4.2: Protect 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, PPPS, PW, ZA	2007 - ongoing	
4.2.b	Work with government agencies to control exotic and invasive plant and animal species.	CA, PC, M, CC, PPPS, CE, ZA	2007 - ongoing	
4.2.c	Enhance the natural landscape on public land in the waterfront while considering views to and from the lake.	CA, PPPS, PC, M, CC, ZA	2007 - ongoing	
4.2.d	Increase public awareness of the importance of the waterfront’s natural resources by integrating nature interpretation signs and exhibits into the Lakefront Parkway and Walking Trail.	CA, PPPS	2008 - 2012	

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, PPPS, ZA	2008 – 2010	
4.3.b	Develop and implement a plan for public use of the pumphouse in a manner that takes full advantage of its waterfront location.	CA, PC, M, CC, CE	2007 – 2008	
4.3.c	Work with various organizations and government agencies to promote waterfront events that meet the needs of residents and that help promote economic development.	CA, PPPS, M, CC	2007 - ongoing	
4.3.d	Develop and implement a plan to provide additional community meeting and events facilities along the waterfront.	CA, PPPS, PC, M, CC	2008 – 2010	
4.3.e	Develop and implement a plan to provide a safe, clean, and cost-effective shuttle between the marina and downtown areas during peak times.	CA, HC, M, CC	2007-2008	

## TRANSPORTATION

**Goal: Washburn has 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’s residents, businesses, industries, and visitors.

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. For example, promote mixed-use development that allows residents to live, work, shop, and recreate within walking distance, thereby reducing the need for more roads, automobiles, and associated parking. Also, integrate park and ride opportunities, trails, walks, and the like into land use planning efforts, where appropriate.	CA, PC, BA, M, CC, ZA	2007 - ongoing	
5.1.b	Work with public, semi-public, and private transportation providers to ensure effective transportation services to businesses, residences, institutions, and other key areas in the City.	CA, BA, M, CC	2007 - ongoing	
5.1.c	Provide a functional and safe trail system in the City and to surrounding destinations, that provides a safe, cost, effective alternative to the road system.	CA, PPPS	2007 - ongoing	
5.1.d	Ensure continued use of the commercial dock as a means to transport goods to and from Washburn via watercraft.	HC, M, CC	2007 - ongoing	
5.1.e	Work closely with the government agencies and others regarding key issues relating to Highway 13, including the need to provide safe pedestrian crossings.	CA, PW	2007 - ongoing	

5.1.f	Ensure that Washburn's multi-modal transportation system is safe by separating incompatible modes of transportation. For example, separate motorized trails from pedestrian trails. Also, ensure safe crossings where roads and trails intersect.	CA, PW	2007 - ongoing	
5.1.g	Ensure that Washburn's multi modal-transportation system is consistent with the provisions of the American's with Disabilities Act (ADA).	CA, PW	2007 - ongoing	

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

Policy No.	Policy	Responsible Entities	Date	Comments
5.2.a	Seek highway beautification grants to provide enhanced entrance signs, informational/directional signs, landscaping, and streetscaping to beautify the Highway 13 corridor.	CA, M, CC	2007 - 2010	
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, PW	2007 - ongoing	
5.2.c	Provide strong pedestrian links between the waterfront and the downtown core.	CA, PC, M, CC, PPS, PW	2007 - ongoing	
5.2.d	Address issues and concerns that may arise relating to snowmobiling and ATV use on trails and along the waterfront.	CA, M, CC, PPS	2007 - ongoing	
5.2.e	Expand Washburn's trail system and work with neighboring and overlapping jurisdictions to connect Washburn's trails and bicycle routes to surrounding communities and destinations. Support and promote the regional trail system as a tourist attraction.	PPPS, ZA	2007 - ongoing	
5.2.f	Encourage the creation of private businesses that can benefit from Washburn's transportation system (for example, a bicycle rental shop that caters to trail use, an electric rental car business adjacent to the marina or a park and ride, and so on).	BRLC, M, CC, ZA	2007 - ongoing	
5.2.g	Study the possibility of creating a public transportation node in Washburn with links to major cities in the Midwest. Coordinate with neighboring and overlapping jurisdictions and the major event providers. Market the sustainable transportation options available to visitors.	PC, CA, BA	2007 - ongoing	

Objective 5.3: Promote sustainable and healthy modes of transportation.

Policy No.	Policy	Responsible Entities	Date	Comments
5.3.a	Work towards converting conventional fossil fuel burning City vehicles to cleaner, healthier, and more efficient vehicles that reduce our reliance on fossil fuels and that have minimal adverse affect on the natural environment. Make City government an outstanding example of how to convert to sustainable and healthy modes of transportation.	CA, PW, M, CC	2007 - ongoing	
5.3.b	Promote efforts to reduce the use of single-occupancy, fossil fuel burning vehicles by promoting public transportation, carpooling, and non-motorized modes of transportation.	BA, M, CC	2007 - ongoing	
5.3.c	Promote land use planning that reduces our reliance on motorized modes of transportation and that encourages healthy modes of transportation including walking and bicycling.	PC, M, CC, ZA	2007 - ongoing	
5.3.d	Cooperate with Bay Area Rural Transit (BART) to provide local, regional, and national healthy, sustainable, transportation options.	BA, M, CC	2007 – ongoing	

## UTILITIES AND COMMUNITY FACILITIES

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

Objective 6.1: Plan and implement infrastructure extension, development, and renovations in a cost-effective manner that increases property values, enhances livability, improves community attractiveness, and supports community public health.

Policy No.	Policy	Responsible Entities	Date	Comments
6.1.a	Work with property owners to provide public sewer and water service to those areas in the city that can be logically and sequentially served.	PW, CA, PC, M, CC	2007 – ongoing	
6.1.b	Discourage “leap-frog” development that would require premature extension of services to areas that cannot be logically and sequentially served.	PC, M, CC, ZA	2007 - ongoing	
6.1.c	Explore the possibility of burying existing above ground utilities (especially the three-phase power line adjacent to Holman Drive) and requiring new utilities in new developments to be placed underground.	PW, CA, PC, M, CC	2007 - ongoing	
6.1.d	Work with telecommunication providers and others to ensure that Washburn has the necessary telecommunication infrastructure to support the needs of current and future businesses, industries, schools, institutions, and homeowners.	PW, CA	2007 - ongoing	
6.1.e	Implement measures to retain and detain storm water onsite where feasible.	PW, CA, ZA	2007 – ongoing	

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	2007 - ongoing	
6.2.b	Implement energy conservation measures in all City community facilities as a means to showcase energy conservation measures and to set a positive example for residential, commercial, and industrial uses.	PW, CA	2007 - ongoing	
6.2.c	Encourage energy providers and others to provide financial incentives for businesses and homeowners to conserve energy.	CA, M	2007 - ongoing	
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	2007 - ongoing	

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	2007 - ongoing	
6.3.b	Promote and encourage residents, businesses, industries, and institutions to reduce, reuse, and recycle products.	CA, M, CC, PW	2007 - ongoing	
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.	BRLC, CA, ZA	2007 - ongoing	

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
6.4.a	Study the possibility of replacing the existing Public Works building on Highway 13 with a new Public Works building on existing City property adjacent to County Highway C in northwest Washburn. Explore the possibility of developing a joint facility with Bayfield County and/or surrounding towns. Incorporate green building techniques in any new development.	PW, CA, M, CC, CE, ZA	2007 - ongoing	
6.4.b	Evaluate the building and space needs associated with Washburn's community facilities. Develop plans to address concerns.	PW, CA, M, CC, CE	2007 - ongoing	
6.4.c	Plan and budget for City equipment replacement and repair as needed to provide the community with safe and efficient services. Consider energy efficiency and environmental responsibility when upgrading equipment.	PW, CA, CC	2007 - ongoing	

Policy No.	Policy	Responsible Entities	Date	Comments
6.4.d	Work with neighboring and overlapping jurisdictions to explore the feasibility and efficiency of jointly purchasing and sharing equipment.	CA	2007 - ongoing	
6.4.e	Evaluate staffing needs and plan accordingly to ensure the safe and efficient delivery of community services.	CA	2007 - ongoing	

**Goal 2: Washburn’s community facilities and services contribute to the City’s high quality of life by meeting the needs of residents in a fair and efficient manner.**

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

Policy No.	Policy	Responsible Entities	Date	Comments
6.5.a	Protect and enhance public open space along the waterfront.	PPPS	2007 - ongoing	
6.5.b	Develop master plans to enhance Thompson’s West End Park and Memorial Park.	PPPS, PC, M, CC, ZA	2007 - ongoing	
6.5.c	Study the feasibility of creating a park on City land southeast of the athletic fields and northeast of the commercial dock.	PPPS, PC, CC, ZA	2007 - ongoing	
6.5.d	Work with the School District, overlapping and neighboring jurisdictions, and others to coordinate and share recreation facilities.	PPPS, CA, M, CC, RD	2007 - ongoing	
6.5.e	Provide a variety of summer and winter recreational activities in the park system.	PPPS, RD	2007 - ongoing	
6.5.f	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	2007 - ongoing	

Objective 6.6: Provide high quality cultural and educational 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 vital and dynamic community resource.	LB, M, CC	2007 - ongoing	
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	2007 - ongoing	
6.6.c	Promote the use of existing museums and interpretive trails in the downtown and waterfront areas.	CA, M, CC	2007 - ongoing	
6.6.d	Ensure that the Washburn Civic Center continues to be a vital community center. Explore opportunities to enhance the existing center or build a new center, possibly near Thompson’s West End Park.	CA, PC, M, CC, PPPS	2007 - ongoing	

6.6.e	Explore opportunities to provide additional gathering spaces for community events like outdoor weddings, outdoor concerts, symposiums, and so on. Consider providing a community shelter/building near the marina and/or Thompson's West End Park.	PPPS, CA, ZA	2007 - ongoing	
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Objective 6.7: Encourage citizen involvement and responsibility 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, and the like.	M, CC	2007 - ongoing	
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	2007 - ongoing	
6.7.c	Offer internships to area students interested in City government.	CA, M, CC	2007 - ongoing	

## 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	Work with government agencies and other stakeholders to develop a natural resource plan to identify, preserve, restore, and manage natural and coastal resources in the city.	PPPS, PC, M, CC, ZA	2007 - ongoing	
7.1.b	Maintain and enhance the water quality of creeks and drainage corridors within the City to prevent floods and erosion, and to preserve and protect the floodplain.	CA, PC, M, CC, ZA	2007 - ongoing	
7.1.c	Prohibit development (public or private) along Lake Superior that would cause erosion, endanger water quality, or otherwise adversely affect coastal resources.	CA, PC, M, CC, ZA	2007 - ongoing	
7.1.d	Work with government agencies, schools, and others to provide and/or promote educational opportunities regarding the protection and enhancement of coastal areas.	CA, M, ZA	2007 - ongoing	
7.1.e	Coordinate with government agencies and stakeholders to install boat washing facilities at all public launch sites in order to minimize the spread of exotic aquatic species.	HC, CA, CE	2007 - ongoing	
7.1.f	Promote sustainable development and preservation of natural resources in public and private developments.	CA, PC, M, CC, ZA	2007 - ongoing	

7.1g	Recognize Chequamegon Bay and the waterfront as unique resources and plan for, encourage, and manage development and redevelopment activities in coastal areas to maximize aesthetic, environmental, recreational, and economic values.	HC, PPPS, PC, M, CC, ZA	2007 - ongoing	
7.1.h	Develop and implement performance standards for all development in coastal areas. Address the need to provide public access to Lake Superior and to preserve views of and from Lake Superior.	PC, M, CC, ZA	2008-2009	

Objective 7.2: Protect existing agricultural resources in the city.

Policy No.	Policy	Responsible Entities	Date	Comments
7.2.a	Promote the preservation of productive agricultural land holdings by encouraging best management practices.	CA, PC, M, CC, ZA	2007 - ongoing	
7.2.b	Study the feasibility of developing a City tree nursery as part of an urban forestry program.	PPPS, PC, CA, ZA	2007 - ongoing	
7.2.c	Explore the development of community produce gardens.	PPPS, PC, CA	2007 - ongoing	

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

Objective 7.3: Identify and preserve sites, features, structures, access points or routes having unique local historical, archaeological, aesthetic, scenic or natural value for present and future enjoyment. Protect, preserve or use them in such a manner that will assure their continued existence.

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.	PC, HPC, ZA	2007 - ongoing	
7.3.b	Support community events and programs that celebrate the history and culture of Washburn.	M, CC, HPC, ZA	2007 - ongoing	
7.3.c	Encourage restoration and adaptive re-use of historic buildings.	PC, M, CC, HPC, ZA	2007 - ongoing	
7.3.d	Explore the preservation and/or restoration of the Washburn Civic Center (DuPont Club Building) and the old pumphouse. Consider designating the pumphouse as a building with special significance.	PC, M, CC, HPC, ZA	2007 - ongoing	

## HOUSING

**Goal: Washburn provides diverse and attractive housing to meet the needs of residents.**

Objective 8.1: Encourage the preservation and enhancement of the existing housing stock to provide for the needs of current residents and to accommodate anticipated future population growth.

Policy No.	Policy	Responsible Entities	Date	Comments
8.1.a	Work with public and private agencies and programs to help rehabilitate owner-occupied and rental units	HA, HPC, CE, ZA	2007 - ongoing	
8.1.b	Identify housing needs and amend the Zoning Ordinance to address those needs.	HA, ZA	2007 - ongoing	
8.1.c	Explore developing and making available a handbook to guide homeowners in rehabilitation of their property.	CA, HPC, CE	2007 - ongoing	
8.1.d	Promote green building/sustainable design concepts (including energy efficient construction) for new housing and housing renovations.	CA, PC, M, CC, CE	2007 - ongoing	
8.1.e	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, CE	2007 - ongoing	
8.1.f	Initiate and/or promote neighborhood cleanup programs. Conduct clean up/pick up days for appliances, furniture, and general neighborhood cleanup.	CA, PW, CE, PHS	2007 - ongoing	
8.1.g	Establish a community assistance program to encourage property maintenance.	CA, M, CC, BRLC, HPC, CE	2007 - ongoing	
8.1.h	Review, amend, and enforce property maintenance ordinances	CA, PC, M, CC, CE	2007 – 2009	

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

Policy No.	Policy	Responsible Entities	Date	Comments
8.2.a	Develop incentives to encourage development of low and moderate-income housing, as well as housing for those with special needs.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.b	Encourage infill housing in areas currently served by public utilities.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.c	Encourage the creation of mixed-use developments that include housing, employment, shopping, and recreation opportunities in a compact, pedestrian setting.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.d	Use and/or promote programs to assist with the development of multi-family rental housing.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.e	Use and promote programs that provide incentives to support the financing and marketing of a first-time homebuyer program.	CA, PC, M, ZA, CE	2007 - ongoing	

8.2.f	Develop housing linkage programs to construct or make financial contributions towards the development of affordable rental and ownership housing. These programs can include tools such as density bonuses, reduced setbacks, and reduced parking requirements.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.g	Support public and private programs that help address housing needs in Washburn.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.h	Encourage the development of transitional housing to meet the community's housing needs.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.i	Encourage multi-family, rental housing development for all income levels and for those with special needs.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.j	Ensure that housing addresses the standards set in the American's with Disabilities Act.	CA, PC, M, ZA, CE	2007 - ongoing	
8.2.k	Explore the idea of creating an architectural review board to guide builders toward compatible architectural design.	CA, PC, M, ZA, CE	2008	

## ECONOMIC DEVELOPMENT

**Goal: Washburn retains, expands, recruits, and diversifies local businesses and industries to provide adequate jobs, meet the retail and service needs of residents and visitors, provide a strong municipal tax base, and enhance the quality of life in Washburn.**

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

Policy No.	Policy	Responsible Entities	Date	Comments
9.1.a	Set retention of existing businesses and industries as a top priority of the City's economic development plan.	M, CA, PC	2007 - ongoing	
9.1.b	Develop and implement a program where the Mayor (or the Mayor's representative) meets periodically on an individual basis with businesses and industries to listen to concerns and discuss opportunities for growth.	M, CA, PC	2007 - ongoing	
9.1.c	Work with government agencies and others to promote training opportunities to help businesses and industries prosper. Co-sponsor and/or offer City facilities for employee training programs and help coordinate existing resources to present training seminars.	M, CA, PC	2007 - ongoing	
9.1.d	Promote the downtown business district and enhance the capability of downtown businesses to meet the daily needs of local, regional, and tourist customers.	M, CA, PC	2007 - ongoing	
9.1.e	Use physical design, investments in the public realm, appropriate signage, and coordinated promotions to strengthen the link between the City's downtown business district and the City's waterfront.	M, CA, PC	2007 - ongoing	
9.1.f	Work to implement programs that conserve energy resources and reduce energy costs to businesses, industries, and residences.	M, CA, PC, PW, CE	2007 - ongoing	
9.1.g	Explore participating in the Main Street Program as a way to help revitalize downtown businesses.	M, CA, CC	2008	

Objective 9.2: Recruit 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. Promote the City's high quality of life to help attract new businesses.	M, PC, CA	2007 - ongoing	
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	2007 - ongoing	
9.2.c	Enhance Washburn's existing "creative economy" by marketing Washburn to artists, writers, and others.	M, PC, CA	2007 - ongoing	
9.2.d	Develop and maintain an inventory of public and private lands and buildings that are suitable for development or redevelopment of businesses and industries and that are consistent with the City's natural and social policies.	PC, CA, ZA	2007 - ongoing	
9.2.e	Identify blighted or potentially contaminated sites. Provide technical, financial, or administrative assistance for brownfields mitigation. Identify resources, promote state and federal programs, and invest in vacant sites to remediate risk and blight in the community.	BRLC, CE, PC, CA, ZA	2007 - ongoing	
9.2.f	Encourage new businesses and industries that can help serve the area's growing population of elderly residents.	M, PC, CA	2007 - ongoing	
9.2.g	Develop new opportunities for the City to stand out as a leader in sustainable business and community development.	M, PC, CA	2007 - ongoing	
9.2.h	Support eco-tourism and other tourism opportunities that are self-supportive revenue generators.	M, PC, CA	2007 - ongoing	
9.2.i	Partner with Chambers of Commerce, neighboring and overlapping jurisdictions, and others to promote tourism.	PC, CA, CAC	2007 - ongoing	
9.2.j	Promote a range of business types to help diversify Washburn's economy and enhance employment opportunities for its residents.	M, PC, CA	2007 - ongoing	
9.2.k	Identify under-utilized local resources and develop programs that create or encourage investment in these resources. Assist businesses to create new markets for products and services.	PC, CA	2007 - ongoing	
9.2.l	Identify under-utilized or under-served local and regional markets and encourage local business development to service these markets.	PC, CA	2007 - ongoing	
9.2.m	Encourage entrepreneurs who are developing new products and new markets to locate in Washburn.	PC, CA, M	2007 - ongoing	
9.2.n	Identify new economically and environmentally sustainable uses for the City's and the region's natural resources.	PC, CA	2007 - ongoing	

Objective 9.3: Encourage the formation of new businesses.

Policy No.	Policy	Responsible Entities	Date	Comments
9.3.a	Inform those interested in starting a new business about available business counseling programs.	PC, CA	2007 - ongoing	
9.3.b	Support and promote business management education and training programs.	M, PC, CA	2007 - ongoing	
9.3.c	Promote the establishment of and organized business support network for new startup businesses.	M, PC, CA	2007 - ongoing	
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	2007 - ongoing	
9.3.e	Identify and provide information on available business financing programs.	BRLC, CA, PC	2007 - ongoing	
9.3.f	Support the establishment of entrepreneurship education programs in schools.	M, CA, PC	2007 - ongoing	

## 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: Provide open communication and good working relationships between the City of Washburn and neighboring and overlapping jurisdictions.

Policy No.	Policy	Responsible Entities	Date	Comments
10.1.a	Lead efforts to organize intergovernmental workshops involving representatives from neighboring and overlapping jurisdictions.	M, CA	2007 - ongoing	
10.1.b	Encourage neighboring and overlapping jurisdictions to review and comment on amendments and updates to Washburn's Comprehensive Plan and other pertinent plans in Washburn. Request that neighboring and overlapping jurisdictions allow the City of Washburn to review planning efforts that may affect the City of Washburn.	M, CA, ZA	2007 - ongoing	
10.1.c	Openly share information that may be beneficial to neighboring and overlapping jurisdictions.	M, CA	2007 - ongoing	
10.1.d	Coordinate education efforts that may be beneficial to neighboring and overlapping jurisdictions.	M, CA	2007 - ongoing	
10.1.e	Collaborate with the Alliance for Sustainability.	M, CA	2007 - ongoing	

Objective 10.2: 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
10.2.a	Share services and facilities with neighboring and overlapping jurisdictions, where practical or mutually beneficial.	M, CA	2007 - ongoing	
10.2.b	Support regional facilities and services that benefit Washburn and the region.	M, CA	2007 - ongoing	
10.2.c	Work with neighboring and overlapping jurisdictions to coordinate shared purchases of bulk items and special equipment, where practical or mutually beneficial.	M, CA	2007 - ongoing	
10.2.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, RAC, RD	2007 - ongoing	

Objective 10.3: Work proactively and cooperatively on planning issues that may affect neighboring and overlapping jurisdictions.

Policy No.	Policy	Responsible Entities	Date	Comments
10.3.a	Work with neighboring and overlapping jurisdictions on all land use decisions that may affect the other jurisdictions.	M, CA, PC, ZA	2007 - ongoing	
10.3.b	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	2007 - ongoing	
10.3.c	Work with the Bay Area Rural Transit (BART) system and neighboring and overlapping governments to promote the use of the public transportation system. Work to make the public transportation system more energy efficient and cost effective.	BA, M, CA	2007 - ongoing	
10.3.d	Work with neighboring and overlapping jurisdictions to preserve and enhance natural, coastal, cultural, and agricultural resources in the region.	PPPS, M, CA, PC, ZA	2007 - ongoing	
10.3.e	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	2007 - ongoing	
10.2.f	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, CE	2007 - ongoing	
10.2.g	Work with neighboring and overlapping jurisdictions on economic development issues and planning that will strengthen the economy of the region.	M, CA, PC	2007 - ongoing	
10.2.h	Partner with neighboring and overlapping jurisdictions to establish alternative energy programs that will provide sustainable, efficient, cost effective energy that is practical and mutually beneficial.	M, CA	2007 - ongoing	

## 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.

## 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 progress of the Plan and make changes accordingly.

## 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.
5. The City must publicly notice the proposed amendment. Notices must be sent to all adjacent property owners and to neighboring and overlapping jurisdictions.

6. Planning Commission must hold a public hearing to review the request and the City Council must take action on the request.
7. 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.

## 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.

## 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.