

## **CHAPTER ONE: INTRODUCTION**

### **Introduction**

The Town of Waubeek is in the beginning stages of developing a comprehensive plan.

### **Vision & Public Participation Plan**

The Town of Waubeek is a small rural community west of the City of Durand and Town of Durand and east of the Town of Waterville in Pepin County Wisconsin. The Town of Waubeek has been under a zoning ordinance since 1978. Significant residential, commercial and industrial growth has been seen in the past with a continued growth anticipated in the future. This comprehensive plan is being developed using the current zoning ordinances in place as a guide for the continuing development of the Town of Waubeek. The planning commission has adopted the following Vision Statement to guide them through this comprehensive planning process.

### **Vision Statement**

Town of Waubeek  
Vision Statement  
May 14, 2007

The vision of the planning commission is to plan for compatible future growth while maintaining the aesthetics and quality of life we have come to expect in the Town of Waubeek.

Our goal is to prepare for continued industrial, commercial and residential growth while keeping in mind the preservation of our historical heritage and preservation of our natural resources such as farmland, woodlands, wetlands and ground water.

For this vision to be successful it will require the active participation of all residents of the Town of Waubeek.

## **Public Participation Plan**

### **PUBLIC PARTICIPATION PLAN TOWN OF WAUBEEK PLAN COMMISSION**

Wisconsin's Comprehensive Planning law requires public participation throughout the comprehensive planning process. Specifically, Wisconsin Statutes 66.1001 (4)(a) states:

*The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every state of the preparation of a comprehensive plan. The written plan shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such comments.*

The Town of Waubeek Planning Commission will utilize a variety of methods to involve citizens at differing levels, from passive to active.

- **Public Awareness**

The Comprehensive Planning Commission will use local newspaper notices, (The Shopper / Courier Wedge), mass and selected mailings to Township residents and landowners which will provide opportunities to participate in the planning process.

- **Public Education**

Education of the public regarding the planning process will be accomplished through at least one community gathering and various mailings. Technical information necessary to understand the planning process and encouragement to participate in the process will be part of this public education.

## **Purpose of the Comprehensive Plan**

The purpose of the Town of Waubeek Comprehensive Plan is to promote an appropriate pattern of land use for the foreseeable future. The pattern of development proposed in this plan is based on the existing zoning ordinances, public input, the planning commissions Vision Statement, and intergovernmental requirements and

regulations. This plan is intended to serve as a guide for development in the Town of Waubeek for the next 20 years.

### **Comprehensive Plan Requirements**

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

Ch. 66.1001(4)(a) Wis. Stats.

Comprehensive Planning is an approach to land-use planning and growth management that recognizes connections between development, quality of life and environmental concerns. In general, Comprehensive Planning encourages a greater mix of housing, commercial, and retail uses. Comprehensive Planning approaches preserve open space and other environmental amenities.

### **Benefits to Comprehensive Planning**

There are a number of benefits to having a Comprehensive Plan for a given municipality. The following are benefits associated to adopting a Comprehensive Plan:

- Coordination of community activities by getting all agencies on the same page.
- Looking at the past and present to direct the vision for the future.
- Being proactive with planning to prevent future problems, rather than reactive and having to solve problems after they arise.
- Saving money by identifying duties within jurisdictions and not overlapping these duties through coordination.
- Preserves local control by having the local governmental body, approve and adopt the plan, rather than the State.
- Protects area resources by identifying those areas that are treasured and establishing rules to protect those areas.

## **The Town of Waubeek History (1849-1950)**

The word Waubeek came from the Ojibwa Indian language and means “big rock hill”. This area played a part in Native American History thousand of years before the Europeans came.

The Village of Waubeek was located on the west side of the Chippewa River, north of the Durand Rod and Gun Club. The Village, platted in 1854, served as a center for the early lumbering in the area.

In 1855, Cadwallader Washburn bought 12,000 acres of pine land along the Chippewa River. C. C. Washburn went on to serve as brigadier general in the Civil War, 3 terms as a member of the U.S. House of Representatives (1855-1861), Governor of Wisconsin (1872-1874), and started the General Mills Company in St. Paul/Minneapolis, MN. He hired Burrage Downs, founder of Downsville, to build a boom and sawmill at Waubeek. The mill was the largest steam operated mill in Wisconsin prior to the Civil War and it employed up to 100 men. The mill burned in 1871 and was never rebuilt. The Village of Waubeek, during its prime, consisted of a hotel big enough for 50 people, livery stable, store, Baptist Church and houses both in the river bottoms and on the hill. After the mill burned, Waubeek became more dependant on the river boat, the “Phil Sheckel” for its existence. The steamboat, designed by Phil Sheckel for shallow rivers would take lumber rafts down the Chippewa River to Readings Landing and bring supplies and lumbermen back to Waubeek. The supplies were then taken to Menomonie mills by wagon. Phil Sheckel, born in Luxemburg, Germany in 1834, became know as the “Mark Twain” of the Chippewa River. The steamboat made its last trip down the Chippewa River in 1896. It went down the Mississippi and was used to haul supplies in the Florida Keys. The anchor and bronze marker are in the park in Pepin, Wisconsin. A flood around 1900 brought an end to what remained of Waubeek. The 13 streets and Public Square, today consist of trees, brush, rocks and pilings.

Truman Curtis first settled in the Township in 1849. The Township officially formed in 1857, but also included the Township of Waterville. Waterville separated in March 1860 and the first Waubeek Township election was held in April, 1860 on the Holbrook property.

The Burke School was organized in 1861 and 15 year old Alice Drake was the first teacher. The school was located just north of the present day Pepin County Recycling Center. Some of the family names that attended were Burkes, Bradshaw, Kirke, Goodrich, Fish, Abels, Thompson and Buchanan. Children used slate boards for all their written work until tablets came in 1875.

At the corner of State Highway 25 and County Road D, across the road from (Konsela’s Northside Auto Service Shop,) lived a well known and respected pioneer lady, Mate Fish. She taught in the school at the age of 15, but also wrote articles for the local

newspaper for 32 years. After her husband, George, died in 1942, she continued to live in her little house with no electricity or running water. Mate was known as the "flag lady" by many locals because she always had her flag out. People would often stop and salute the flag. She was also known as the "Annie Oakley" of the area since she was known to be an excellent shot. Dick Schlosser, "I remember visiting Mate with my Dad as a child and I thought Mate was such a special person".

The Durand Rod and Gun Club was established in 1925. Throughout the years it has played a large part in the social functions of the area including trap shooting, weddings, reunions, parties, business gatherings, Town Board meetings, election voting site, and Jack Harmon chicken dinners.

Kirk's Dance Pavilion was started by Jake Kirk and sons Harry and Russell, in the 1930's about 100 yards south of the intersection on Hwy 10 and South Kirk Road. The Pavilion provided entertainment for the area as a dance hall with music by bands from all over, even the famous Whoopee John's Polka Band. The closing of this landmark came in the mid 1950's.

The Civilian Conservation Corps, (CCC) camp was built in 1933 along Highway 25, east of the present day Eau Galle Cheese Factory, providing young men between the ages of 18 and 26 work during the depression area. The workers were paid \$30 per month, but were only allowed to keep \$5 while \$25 was sent home to their families providing income to local communities all over the County. Their work consisted of conservation work such as erosion control structures, dams, flumes, diversions, terraces and tree planting. We still enjoy the benefits from much of their hard work today in Waubeek Township and all over the County. The camp closed at the onset of World War II.

Clarence Schlosser established the Schlosser Airport in 1945 at the corner of Highway 25 and County Road C. Clarence was a civilian flight instructor during W.W. II in Texas. After that, he returned to the Township where he continued giving flight training to local residents. He held occasional air shows and later sky diving at his airport. In 1978, Clarence and his wife Irene, moved to Tainter Lake near Menomonie, WI and the airport was closed. The hangers are being used today for farm machinery storage.

The Waubeek Willing Workers 4-H Club was started and lead by Mildred Thompson in 1950. Mrs. Hazel (Art) Schlosser became the leader later on. Roberta Stuart and Dick Schlosser were early members and still live in the Township today. The 4-H Club still continues in the Township today under the leadership of Dave and Laurie Klein.

The Town Hall was located across the road from the Cemetery on County Road D, but later sold and moved. Town Board meetings were held for a time at the Rod and Gun Club on Highway 25, but now are held at the Pepin County Government Center in Durand.

It is fitting to conclude this history with the Waubeek Cemetery which was established in 1881 on County Road D. A walk through the cemetery is a walk through our past

history. Many of the early settlers will be found there. There are 30 Civil War Veterans buried in the Cemetery plus many later vets. There is a Potter's Field area in the back.

### **Waubeek Township Population**

1870 – 360	1910 – 150	1970 - 217
1880 – 197	1920 – 146	1980 - 239
1980 – 164	1930 – 125	1990 - 316
1895 – 160	1940 – 130	2000 - 364
1900 – 168	1950 – 115	2005 - 404
1905 – 145	1960 – 149	

### **Summary of the Planning Process**

#### **Town of Waubeek Planning Commission**

In February 2007, the Waubeek Town Board appointed the Planning Commission that prepared this plan. The Board established a number of objectives when selecting members for the commission. One objective was to select members from the greatest geographical distribution as possible. Another objective was to select some individuals who were long-standing or lifelong residents, as well as others who were relatively new citizens in the town. The Board was also interested in selecting individuals for the commission with different occupational backgrounds. All of the commission members are citizens who live in Waubeek. A list of members of the Town of Waubeek Planning Commission is provided below:

#### **Town of Waubeek Planning Commission Members**

Chairman: Tim Auth

Secretary: Roberta Stuart

Commission Members:

Don Anibas  
Dick Schlosser  
Dave Linderud  
Arnie Weisenbeck

Alternate Commission Members:

Shelly Anibas  
Dave Klein  
Don Konsela  
Glen Zierl

Once appointed the Town of Waubeek Planning Commission followed a process while developing this plan, and the steps in this process are described below. By following this process the commission tried to ensure factors pertinent to the future development of Waubeek were addressed and the interests of its citizens were also addressed.

### **Issue Identification**

The Town of Waubeek Planning Commission participated in an issue identification discussion when they first convened for this project. The purpose of this discussion was threefold: 1) to identify problems and/or concerns about existing development that commission members thought should be addressed in the plan; 2) to identify problems and/or concerns about development that might occur in the future, 3) to identify possibilities and/or opportunities for development that they wanted addressed in the plan. A preliminary list of issues was drawn up, and these and numerous other issues that came up later were carefully thought about throughout the entire process of developing the plan. Knowing that they needed to address these issues gave the committee a sense of direction for the planning process.

### **Information Gathering and Analysis**

Information was gathered and presented to the commission to facilitate the development of the plan and to address the issues identified in the first step of the process. Information on the physical features of the Town such as topography, soils and water resources was collected and presented to the commission with an analysis of how these features pose limitations for development. Historical population growth and past economic trends were evaluated to project future population and economic growth. The existing zoning ordinances and land use patterns were identified and studied, to ensure that the plan developed would promote land use that would be compatible with existing development.

### **Citizen/Public Involvement**

The public and citizens of the Town of Waubeek were encouraged to participate in development of this plan in several ways. First, all members of the town of Waubeek Planning Commission were citizens of the town, and therefore the entire process of developing the plan was directed by a representative group from the community. Second, a letter was sent out to all of the property owners in the Town informing them of the planning process. Third, a public opinion survey was also sent to every property owner in the Town. The public was encouraged to submit comments and attend the

planning commission meetings. Fourth, a public information meeting was held discussing the following:

- Overview of the comprehensive plan process and development.
- Land use community survey results.
- Future meeting and topics regarding the Comprehensive Plan.
- Questions and answers.

### **Public Opinion Survey**

After identifying issues and gathering and analyzing information for the plan, a survey was distributed to provide citizens of Waubeek with an opportunity to submit their opinions to the committee. Property owners in Waubeek were sent a copy for their input. A copy of the survey is included in Appendix A; the survey results are discussed in Chapter Two and a tabulation of the results is included in Appendix B.

### **Plan Preparation**

During this step in the process, the commission reviewed the existing zoning ordinances and planning area descriptions for Waubeek taking into consideration all of the findings from the previous steps in the process. The Land Use Plan is found in Chapter Eleven. The land use plan map in Chapter Eleven delineates planning areas that are suitable for various types of development. The goals and policies are also included in Chapter Eleven; again, they establish guidelines for the future development of the Town. In Chapter Twelve guidelines are also established for implementing the plan as well as a routine procedure for monitoring and revising the plan to keep it up to date.

### **Public Review of Draft Comprehensive Plan**

The Comprehensive Plan final draft was issued for public review and comments. This review process culminated in a public informational meeting held at the Pepin County Government Center. Comments received were considered for inclusion in the final comprehensive plan.

### **Plan Adoption**

Upon completing the plan, the Waubeek Planning Commission presented the plan to the Town Board for their consideration and adoption.

### **Elements of a Comprehensive Plan**

According to Wisconsin Statute 66.1001 (2), the contents of a comprehensive plan must include the following elements:

(a) Issues and opportunities element. Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit is used to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

(b) Housing Element. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and personas with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

(c) Transportation element. A compilation of objectives, policies, goals, maps and programs are used to guide the future development of the various modes of transportation, including highways, transit, and transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to State and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate State, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

(d) Utilities and community facilities element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools, and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create

new utilities and facilities and shall assess future needs for government services in the local governmental unit that related to such utilities and facilities.

(e) Agricultural, natural and cultural resources element. A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

(f) Economic development element. A compilation of objectives, policies, goals, maps and programs are used to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local government unit.

(g) Intergovernmental cooperation element. A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the State and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

(h) Land-use element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land

uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par.(d) and the general location of future land uses by net density or other classifications.

(i) Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in paragraphs (a) to (h). the element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plans, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

In addition, the State requires that these elements be developed in concert with Wisconsin's 14 goals for local planning which are:

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.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.

8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
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.
11. Promoting the expansion of stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
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.

### **General Terms**

The following terms used in this document to describe certain aspects in the plan:

**Vision:** An overall statement related to each of the nine required elements expressing the town's expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

**Goal:** A statement that describes, usually in general terms, a desired future condition. Goals will usually only address one specific aspect of the vision.

**Objective:** A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinance changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

**Policy:** A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.