



ELEMENT 8: LAND USE

8.1 Introduction

Land use activity is the product of the natural (physical) and cultural (human activity) on the landscape. The analysis of land use serves as a fundamental element in comprehensive planning. A review and assessment of both the type and quantity of land uses in Drummond through time is an indication of the pace of community development. After mapping the existing conditions and examining growth trends, land use analysis may be used in conjunction with population and household projections to anticipate future physical growth potential. Growth potential could then be compared to the various community policies and programs to assess desired types, amounts, and directions of growth for the maximum benefit to the community.

8.2 Existing Land Use

The following examines the existing land use pattern for the Town of Drummond, based on visual interpretation of digital aerial photography and through a thorough consultation with the town planning commission. The mapped land use boundaries are approximations based on photo-identifiable features and are not based on parcel classification used for assessment and zoning purposes.

Table 8.1 – Existing Land Use		
Land Use Classification	Acres	Percent of Total
Residential	2,513.6	2.7%
Agriculture	985.0	1.1%
Commercial	123.5	0.1%
Manufacturing	35.0	0.0%
Forest	85,374.6	93.3%
Open Space	407.7	0.4%
Water	2,080.0	2.3%
Total	91,519.3	100.0%

The inventory of the Town’s existing land use pattern was differentiated into seven categories. These categories are depicted on Map 8.1 and broken down by approximate acreage in Table 8.1. The Town of Drummond is composed of approximately 91,519 acres, of which, approximately 2,672 acres, or 2.9% is considered developed to some extent. Developed land in the Town includes land in the following uses: residential (single-family, multi-family, and manufactured home), commercial and manufacturing.

Residential land use areas are found in the highest concentrations around the unincorporated village of Drummond and the developable lakeshore areas in the Town. Nearly all of the commercial and manufacturing development is also concentrated in the hamlet of Drummond. Forestry is the dominant land use as is evidenced by Table 8.1 and Map 8.1, most of which is found in the Chequamegon National Forest (Federal Land).



Residential

About three percent of the Town's total acreage is in residential use, most of which is single-family. Most single-family residential use is concentrated near the unincorporated village of Drummond and along major lakeshore areas including Drummond Lake, Lake Owen, Pigeon Lake, Hammill Lake and Samoset Lake. Multi-family housing makes up a very small portion of the residential development and all multi-family units are found in the vicinity of the hamlet of Drummond.

Agricultural

Approximately 985 acres of land within the Town of Drummond is in some type of agricultural use (most of which is in crop production). Most of the agricultural land is found west of STH 63 in the southern one-half of the town.

Commercial

Commercial land use consists of about 124 acres in the Town of Drummond. The main clusters of land in commercial use within the Town are located in the unincorporated area of Drummond, along the STH 63 corridor and some scattered developments on lakeshore properties.

Manufacturing

While manufacturing accounts for a very small portion of the total acreage in the Town of Drummond, it employs the second most people of any business/industry in the Town. The Drummond Lumber Company, a Division of Besse Wood Products runs a wood processing plant in the unincorporated village of Drummond. The modern band saw mill is located on 15 acres and supports a wood boiler, pre-dryer and dry kilns. The mill has the capacity to produce over 4.0 million board feet of green lumber and 4.2 million board feet of kiln dried hardwood lumber per year. The company specializes in the manufacture of high quality hardwood lumber for the furniture industry and export market.

Forest

In terms of total area, the existing land use category of forestry makes up the largest land use with over 93 percent of the total land area in forestry. This land is primarily made up of the Chequamegon National Forest (80%) and private parcels (13%) that are more than 50 percent covered by forest. Other smaller parcels of land existing as forestry include town, county and state owned lands in the Town of Drummond.

8.3 Land Use Assessments

The Wisconsin Department of Revenue real estate classes are used to determine land assessments and valuations. Because these data cover varied time periods, they can be useful in analyzing and showing simplified land use trends. The land use classes used for assessment purposes are: Residential, Commercial, Manufacturing, Agricultural, Undeveloped, Ag Forest and Forest. Figure 8.1 depicts the 2005 assessment for the Town of Drummond.



Wisconsin Real Estate Class Definitions

Residential: Any parcel or part of a parcel of untilled land that is not suitable for the production of row crops, on which a dwelling or other form of human abode is located.

Commercial: Includes properties where the predominant use is the selling of merchandise or a service. Apartment buildings of four or more units and office buildings

Manufacturing: Consists of all property used for manufacturing, assembling, processing, fabricating, making or milling tangible personal property for profit. It also includes establishments engaged in assembling component parts of manufactured products. All manufacturing property is assessed by the Wisconsin Department of Revenue.

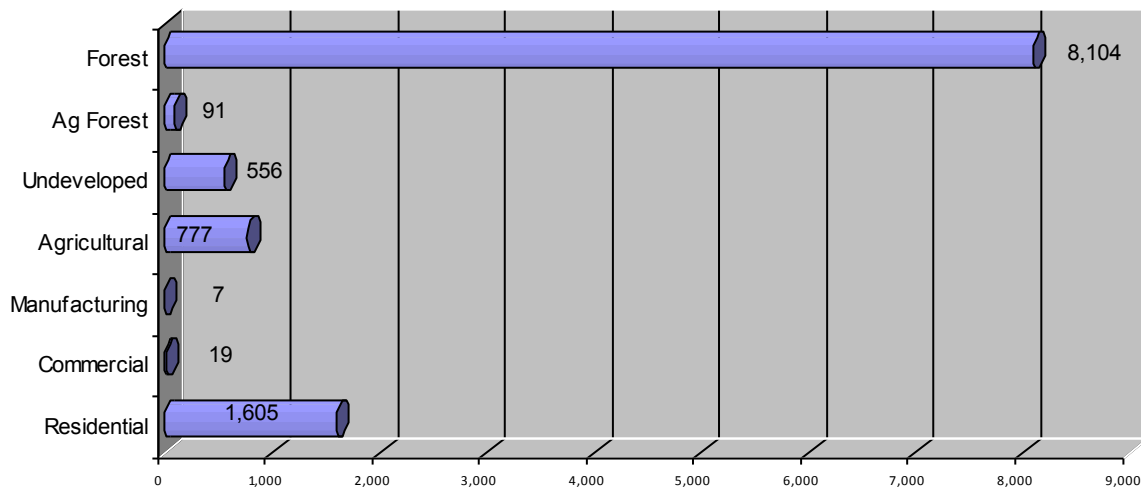
Agricultural: Land, exclusive of buildings and improvements, devoted primarily to agricultural use.

Forest: Land that is producing or is capable of producing commercial forest products.

Ag Forest: Land that is producing or capable of producing commercial forest products (certain conditions must be met).

Undeveloped: Includes bog, marsh, lowland brush, and uncultivated land zoned as shoreland under s. 59.692 and shown as a wetland on a final map under s. 23.32 or other nonproductive lands not otherwise classified.

Figure 8.1: WI Department of Revenue 2005 Tax Class Acres

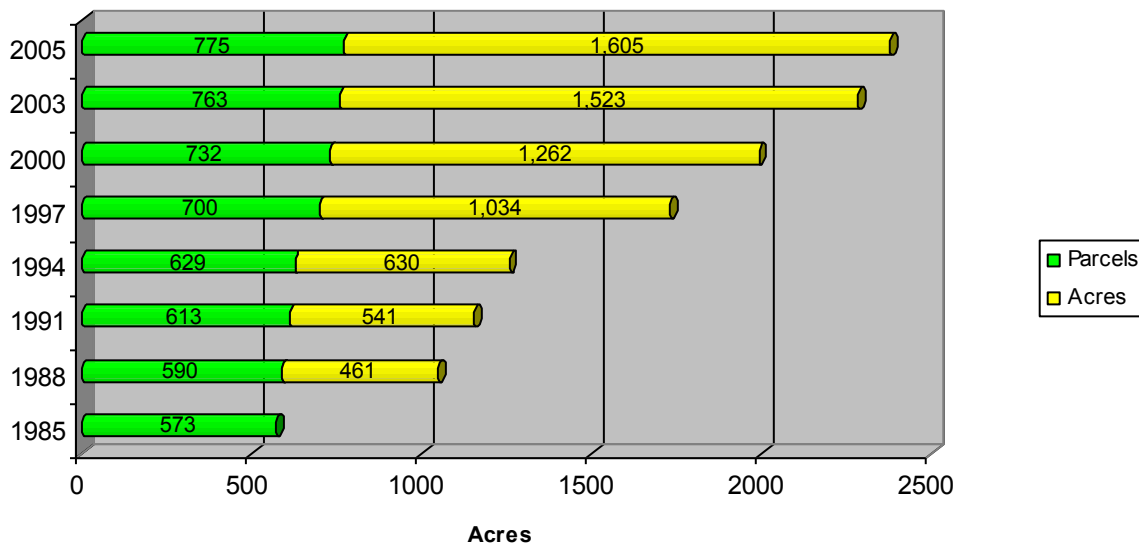




8.4 Assessments Trends

Residential. As indicated by Figure 8-2, the number of residential parcels and total acreage of lands assessed for residential use has increased in the last 20 years. The total number of parcels increasing by 202 and total acreage has increased by 1,144 acres in the last 20 years. The average size of residential parcels has remained relatively constant.

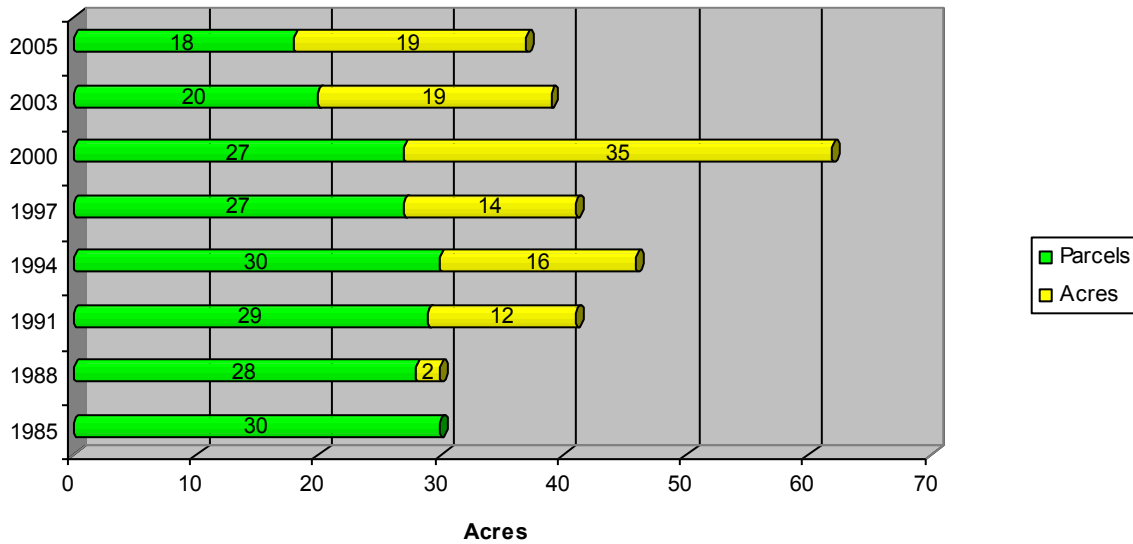
Figure 8.2: Residential Assessments 1985-2005



Commercial. Commercial acreage in the Town of Drummond increased slightly in the past 20 years (+17 acres), while parcel size decreased slightly (-12).

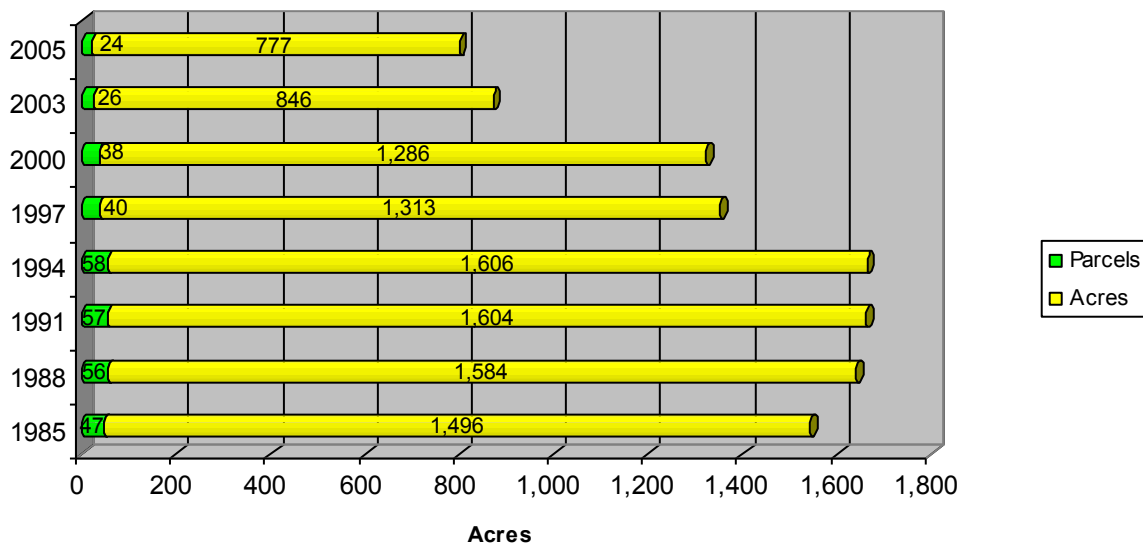


Figure 8.3: Commercial Assessments 1985-2005



Agricultural. Land assessed for agricultural purposes have declined noticeably in the last 20 years in both parcel size and overall acreage, a trend that is occurring at both the county and state levels. Much of this decrease has contributed to the increase in residential development in the town.

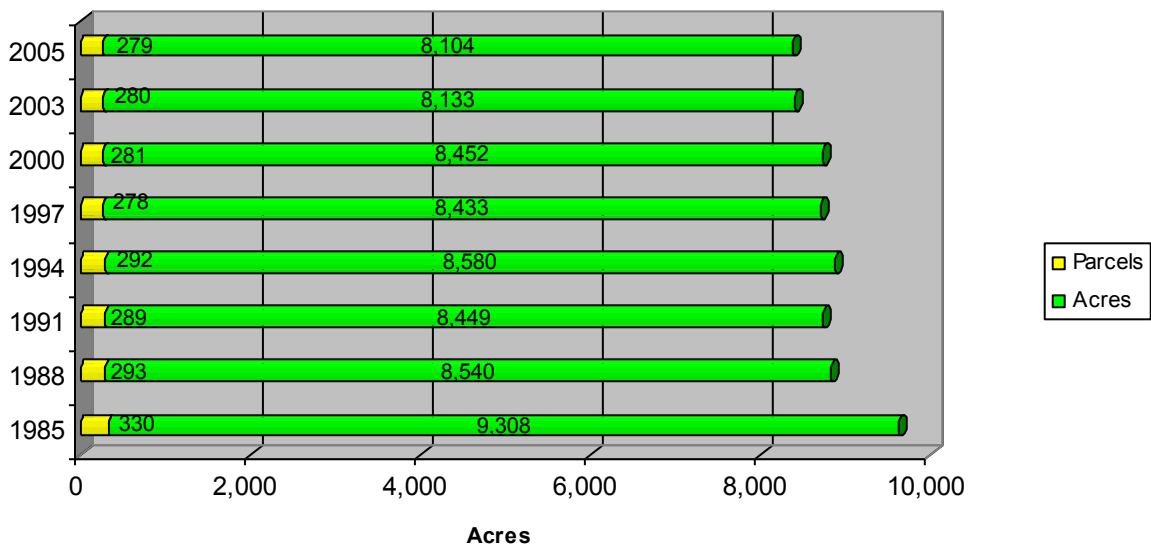
Figure 8-4: Agricultural Assessments 1985-2005



Forestry. Over the past 20 years, acreage of land assessed as forest has decreased by 1,204 total acres.



Figure 8-5: Forestry Assessments 1985-2005



8.5 Land Use Regulations

For the most part, zoning is a locally enacted law that regulates the use of land and property. It usually involves dividing land into districts and/or zones for different uses such as residential, commercial, manufacturing, industrial, agricultural, public purposes and any other special districts that may apply. The text, which accompanies the maps, describes what specific uses are permitted in each district, and defines the requirements and/or conditions for those uses. This tool provides for orderly growth by minimizing conflicts in land uses and by protecting properties from incompatible uses.

Zoning is the primary tool regulating land use in the Town of Drummond. The town adopted the Bayfield County Zoning Code on July 14, 1976 in order to provide a level of equitable land use control and a public hearing process for proposed land use changes. As illustrated in Table 8-2 and Map 8.2, the majority (91%) of the town falls into the F-1 (Forestry) designation, as most of the town (80%) is in Federal holdings as part of the Chequamegon-Nicolet National Forest.



Zoning District	Total Acres	% of Total Area
Agriculture	1912.77	2.09%
Commercial	56.8	0.06%
Forestry - 1	83,326.74	91.1%
Industrial	62.81	0.07%
Residential - 1	1,245.56	1.36%
Residential - 2	487.59	0.53
Residential - 3	39.58	0.04%
Residential - 4	131.42	0.14%
Residential - Recreational Business	1,113.44	1.22%
Water	3,180.62	3.47%
Total	91,557.33	100.0%

Source: NWRPC

Zoning District Definitions

R-1 Residential. This district provides for permanent residential developments in unsewered neighborhood environments capable of being served with required services and utilities while, at the same time, being protected from traffic hazards and the intrusion of incompatible land uses.

R-2 Residential-2. This district is to require large lot residential development as a means of preserving the space characteristics of country living.

R-3 Residential-3. This district is to provide medium size lots for residential development as a means of preserving estate living.

R-4 Residential-4. (1) This district provides for permanent residential developments in neighborhood environments with water and/or sewer as well as other services and utilities. Such developments should be protected from traffic hazards and the intrusion of incompatible land uses. (2) Upon the installation of public sewer and/or water supply facilities in an existing unincorporated village, the area may be rezoned to the Residential-4 District. (3) The Residential-4 District is not intended for and shall not be applied to areas outside existing unincorporated villages.

R-RB Residential-Recreational Business. This district is intended to provide for permanent or seasonal residential development and associated recreational value.

A-1 Agriculture. This district is designed to provide areas for general agricultural and to prevent the encroachment of scattered commercial and industrial enterprises, and small lot residential development.

C-1 Commercial. This district is intended to provide for the orderly and attractive grouping, at convenient locations, of retail stores, shops, offices, and establishments serving the daily needs of the area.



I-1 Industrial. This district is intended to provide for any manufacturing or industrial operation, which on the basis of actual physical and operational characteristics, would not be detrimental to the surrounding area or to the County as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance, or other similar factors, and subject to such regulatory controls as will reasonably insure compatibility in this respect.

F-1 Forestry-1. This district is to provide continuation for forestry programs and to permit compatible recreational development.

F-2 Forestry-2. This district is to provide for large contiguous tracts that may be used primarily forestry programs; no residential structures allowed.

Table 8-3: Bayfield County Zoning District Dimensional Requirements				
For the Zoning Department To Issue a Land Use Permit The Following Dimensions are Required.			Minimum Side and Rear Yard Setbacks	
Zoning District(s)	Minimum Area	Minimum Average Width	Principal Building	Accessory Building
R-RB, R-1	30,000 sq. ft.	150'	10'	10'
F-1, R-2, A-1	4 ½ acres	300'	75'	30'
R-3	2 acres	200'	20'	20'
F-2, A-2	35 acres	1,200'	75'	30'
I, C	20,000 sq. ft.	100'	5'	5'
R-4 (a) Sewer/water	10,000 sq. ft.	75'	10'	10'
R-4 (b) Sewer only	15,000 sq. ft.	75'	10'	10'
R-4 (c) Water only	20,000 sq. ft.	100'	10'	10'

Source: Bayfield County Zoning Code (Sec. 13-1-60)

Shorelands and Wetlands

The Bayfield County Shoreland-Wetland Overlay District is created to accomplish the objectives contained in Ch. NR 115, Adm. Code, and Title 13 of the Bayfield County Code of Ordinances. This district, delineated on the final Wisconsin Wetlands Inventory Maps for Bayfield County, shall supersede all zoning districts previously mapped prior to the adoption of Title 13, Chapter 3.

Land Prices & Valuation

The price of land depends upon many factors, which can vary significantly by location. It is difficult to generalize the market price of property within a given municipality due to the ‘location specific’ factors that dictate the price and by the fact that a limited number of properties are on the market at any given time. By examining the entire local market over a period of time, we can draw some conclusions about the general land prices within the local area.

The following represents a generalized view of real estate prices in **Bayfield County** based on real estate listings and consultation with local real estate professionals. *This information is meant to provide a general “snapshot in time” of the land market, and is not considered comprehensive.*



Rural Vacant Land

- ◆ Listings generally range from about \$1,000 to \$3,000 per acre, with some listings as high as \$10,000
- ◆ Tracts with available waterfront generally sold for much higher
- ◆ Wooded lots generally were more expensive than open lands

Land Values

Assessed property values are established by local assessors and represent estimates of the value of real property including land, buildings, and improvements. The values shown in Table 8.4 are land values alone, and do not include improvements or personal property items. The table depicts the 1988-2005 property tax assessment for land in the Town of Drummond. Figures for all real estate classes remained relatively stable from 1988 to 2000. Between 2000 and 2003 all real classes increased except for Agricultural lands, which decreased by only 6 percent. The largest land value increase was for forest and residential properties, where they grew by 155 percent.

Table 8.4: Town of Drummond Land Values in Dollars

	1988	1991	1994	1997	2000	2003	2005
Residential	13,050,300	13,386,900	13,462,700	20,371,300	21,248,100	54,268,000	55,375,700
Commercial	969,100	957,400	934,300	1,279,700	840,800	1,935,700	1,662,000
Manufacturing	30,000	36,700	33,600	55,200	19,900	44,800	16,200
Agricultural	473,800	476,800	477,800	299,000	293,900	276,300	226,700
Forest	2,273,400	2,264,000	2,288,100	3,400,600	3,428,800	8,724,900	8,567,600

Source: WI Dept. of Revenue

Land Supply

Providing an adequate supply of land that's available and suitable to meet long-term residential, agriculture, commercial and industrial land use is the basis of comprehensive planning. All vacant land is not suitable and available for development due to environmental factors such as steep slope, wetlands, floodplains, public lands, and existing developments are all impediments to the development of land. These environmental factors are often referred to as development constraints. These development constraints are depicted in Element 5, Natural, Agricultural, and Cultural Resources.

Opportunities for Redevelopment

Sound planning seeks to identify community redevelopment options and potential "smart growth areas" or areas with existing infrastructure and services in place, where development and redevelopment can be directed. These areas may also be recently developing land contiguous to existing development that will be developed at densities that will have relatively low public service costs. The town has determined that most opportunities for redevelopment are either in or adjacent to the village area of Drummond.



Due to the largely rural characteristics of the town, significant large-scale development is not likely to occur. If moderate development were to occur, it would likely occur in the unincorporated village area of Drummond where utilities and community facilities are more readily available. One potential 44-acre land development is currently underway on land the town acquired in the unincorporated village area of Drummond. The project will consist of new, affordable residential lots on Drummond Lake, condos or townhouses, walking trail along lake that connects to Drummond Park and commercial and light manufacturing industries. Map 8.3 illustrates the proposed project area.

Existing / Potential Land Use Conflicts

One of the primary goals of comprehensive planning is to reduce the potential for land use conflicts. In a rural setting, such as that found in the Town of Drummond, land use conflicts generally are either conflicts with the individual landowners or uses, which are undesirable to the community as a whole.

Land use conflicts may arise through sights, sounds, smells, or other activities on the landscape. This type of conflict is relatively common in cases where residential land use infringes upon areas of agricultural use. Typically, these types of conflict represent conflicts with individual landowners as both agricultural and residential uses are generally considered “desirable” land uses by the community.

The second type of land use conflict arises when a use conflicts with the wishes of the larger community. For example, a proposed electrical transmission line or large-scale landfill may be widely opposed by the community as a whole. These types of conflict can sometimes be difficult to avoid completely due to existing regulations and the fact that these conflicts may involve many independent jurisdictions.

A primary tool for reducing the potential for conflict is by establishing clear growth and development policies and by providing for a thorough review of development proposals. Plan policies should establish the framework for evaluating future development proposals and establish the criteria or performance standards required.

Land Use Projections

According to Wisconsin’s Comprehensive Planning Legislation, the land use element of a comprehensive plan shall contain projections for 20 years, in 5-year increments, of future residential, agricultural, commercial, and industrial/manufacturing land uses. Future land use acres in the Town of Drummond for the aforementioned land use categories were estimated using past assessment acreages through a linear regression analysis.



Residential

Table 8.5 Projected Residential Acreage						
	2005	2010	2015	2020	2025	2030
Residential Acres Needed	1,605	1,986	2,359	2,731	3,103	3,476

Commercial

Table 8.6 Projected Commercial Acreage						
	2005	2010	2015	2020	2025	2030
Commercial Acres Needed	19	31	36	41	47	52

Manufacturing

Table 8.6 Projected Manufacturing Acreage						
	2005	2010	2015	2020	2025	2030
Manufacturing Acres Needed	7	26	23	21	19	16

Agricultural

Table 8.8 Projected Agricultural Acreage						
	2005	2010	2015	2020	2025	2030
Agricultural Acres Needed	777	725	523	322	120	81

Forest

Table 8.9 Projected Forest Acreage						
	2005	2010	2015	2020	2025	2030
Forest Acres Needed	8,104	7,866	7,650	7,433	7,216	7,000

Anticipated Future Trends in the Town of Drummond

Knowledge of the existing land use conditions and anticipation of future land use trends are correlated with predictions based on population and economic trends to define future land use needs. Some of these anticipated future trends in the Town of Drummond may include:

- A) The year-round population of the Town of Drummond will continue to rise.
- B) The number of seasonal residents and tourists is expected to increase over the next 20 years.
- C) Demands for rural housing will continue to increase, coupled with increased demand for larger parcels of land.
- D) Demand for waterfront property will continue to be high, with increased pressure to develop smaller lake and riverfront properties.
- E) Modest commercial growth.
- F) Increased traffic on town, county and state roads to accommodate more residents and visitors.
- G) Land prices and taxes will continue to rise.



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- H) Home-based businesses and telecommuting will become more prevalent allowing more people the flexibility to live in rural areas and work such as the Town of Drummond.

Future Land Use

The future land use strategy for the Town of Drummond Comprehensive Plan is based on several components. First, the Drummond Land Use Plan contained a survey and a future land use map that aided the planning commission in developing a new future land use strategy for the town. Also, the land use planning process assisted the town in developing a series of goals and objectives that helped provide direction for the development of a preferred future land use scenario. As part of the planning process, the Town of Drummond Planning Commission was provided an existing land use map, demographic and other background data. The result of the input provided created perspective on future land use direction for the town. The direction towards the future is portrayed in Map 8.4.1. In most cases, land uses are identified to take advantage of cost effective extension of public infrastructure, where available. The map is intended to serve as a general guide for future growth and development in the Town of Drummond over a 20-year planning horizon. It is important to note the future land use map is not an official map nor is it a zoning map.

Future Land Use Categories

A total of twelve (12) future land use categories were identified to assist in developing a future land use map. These categories along with a description and intended use are shown in Table 8-10 on the following page.