



ELEMENT 9: IMPLEMENTATION

9.1 Introduction

The purpose of this element is to explain how this plan will be implemented to achieve the desired outcomes (goals, objectives, etc.) as set forth by the Town of Drummond. The Town of Drummond Comprehensive Plan addresses many important components critical to sustaining a healthy community while preserving the areas natural resources and history. As change is inevitable, the plan may need to be amended to appropriately reflect those changes. This element includes a table of all the goals, objectives, and actions for each element of the plan, with a timeframe for those actions. In this way, this element serves as the master “to do” list for implementing the plan.

9.2 HOW TO USE THE PLAN

This plan is intended to help guide growth and development decisions within the town. The plan is an expression of the town’s wishes and desires and provides a series of actions/policies for assisting the town in attaining its goals. The comprehensive plan is not an inflexible or static set of rules. The objectives and actions are intended to allow flexibility in light of new information or opportunities. The plan guides considerations regarding not only land use but also addresses community issues such as housing, transportation, and economic development.

The planning commission, town board, and citizens in reviewing all proposals pertaining to growth and development should utilize this document. Proposals should be examined to determine whether they are consistent with community wishes and desires as expressed in the plan. As part of the review, a thorough review of the plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the plan provides relevant direction and whether the requested action is in conformance with the plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

9.3 CONSISTENCY REVIEW DURING PLAN DEVELOPMENT

Within this Implementation Element, it is required to “describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan.” As a result of the comprehensive plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements.



In the future, as plan amendments occur, it is important that the Drummond Plan Commission and town board both conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated and forward approach to planning.

9.4 MEASURING PLAN PROGRESS

As part of the comprehensive planning process, a number of goals, objectives, and actions were developed that when implemented are intended to build stronger relationships and give direction to the town board and its residents, including year-round and seasonal. Many of the objectives and actions can be accomplished in the short term, while some will take longer to accomplish.

It is required to include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The task of developing a measurement tool to gauge the outcome of this plans objectives and actions will be accomplished by the development of a timeframe for the identified actions. These timeframes will provide guidance to the plan commission and town board on when specific actions should be initiated. Based on the timeframes, the plan commission can then measure the progress of achieving implementation of the comprehensive plan.

Table 9-1 outlines the goals, objectives and actions/policies/recommendations for each element of the comprehensive plan as outlined by the plan commission.



ECONOMIC DEVELOPMENT

GOAL 1: PROMOTE THE STABILIZATION AND EXPANSION OF THE ECONOMIC BASE AND QUALITY EMPLOYMENT OPPORTUNITIES.

GOAL 2: PROMOTE THE FOREST INDUSTRY AND RELATED BUSINESS AS AN IMPORTANT ECONOMIC BASE FOR THE FUTURE OF THE COMMUNITY.

Objectives

1. Encourage efforts that distinguish and promote features unique to the Town of Drummond in order to compete with neighboring communities.
2. Support environmentally sensitive and appropriately located and designed development in the town.
3. Promote and enhance year-round recreational opportunities.
4. Support efforts that maintain forestry as a component of the local economy, which helps provide the community with revenue at a minimal cost of service and supports related wood processing and service industries.
5. Discourage the fragmentation of continuous tracts of privately owned forestlands in order to maintain a critical mass of private lands as productive forests.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
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<ul style="list-style-type: none"> • <i>Continue to show local businesses that they are appreciated by continuing to provide free advertising on the town's website and by supporting their long-term goals when they are consistent with the Town of Drummond Comprehensive Plan.</i> 	<p>Town Board Comprehensive Plan Committee Bayfield County Economic Development Corp Northwoods Economic Development Council Drummond Pride Committee</p>	<p>Ongoing</p>
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HOUSING

GOAL 1: PROMOTE HOUSING DEVELOPMENTS THAT ARE SAFE, AFFORDABLE, AND THAT MEET THE NEEDS OF THE COMMUNITY.

GOAL 2: MAINTAIN AND REHABILITATE THE TOWN'S EXISTING HOUSING STOCK.

GOAL 3: STRIVE FOR HOUSING DEVELOPMENT THAT MAINTAINS THE RURAL NATURE OF THE TOWN AND THE TOWN'S FORESTED AND RECREATIONAL ATMOSPHERE.

Objectives

1. Support the provision of housing to meet the needs of all income levels, age groups and special needs.
2. Encourage housing that is constructed to state standards and that is consistent with the surrounding areas.
3. Plan for the housing needs of an aging population.
4. Encourage the rehabilitation of substandard homes where appropriate to provide clean and safe living conditions and prevent deterioration and blight.
5. Encourage the Town Board to enforce their authority under State Statute 66.0413 for the process of condemning and the removal of buildings that are old, dilapidated, unsafe, and unsanitary or otherwise unfit for human habitation.



6. Maintain low-density single-family homes and the rural characteristics that go along with it as the preferred type of housing for the majority of the town’s land.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
<ul style="list-style-type: none"> <i>Maintain an inventory of historically significant homes.</i> 	Drummond Historical Society Bayfield County Historical Society	1 Year
<ul style="list-style-type: none"> <i>Encourage the use of voluntary maintenance and provide a list of state programs residents can utilize for home maintenance repairs.</i> 	Town Board Drummond Pride Committee	ASAP
<ul style="list-style-type: none"> <i>Work cooperatively with the county and neighboring communities to plan for the housing needs of its aging population, as the ability to meet these needs within the town is very limited by lack of access to medical facilities and other services.</i> 	Town Board Bayfield County- Department of Human Services	Ongoing
<ul style="list-style-type: none"> <i>Mobile homes and manufactured homes shall be constructed to meet federal, state and county standards and shall feature designs similar to UDC compliant stick-built homes.</i> 	Town Board Bayfield County- Zoning Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> <i>Mobile home parks shall not be permitted within the Town of Drummond.</i> 	Town Board Bayfield County- Zoning Comprehensive Plan Committee	1 Year
<ul style="list-style-type: none"> <i>New home construction on land zoned as forest or agriculture in the Town of Drummond shall be on not less than 10 acres as recommended in the Land Use Plan previously adopted by the Town of Drummond.</i> 	Town Board Bayfield County- Zoning Comprehensive Plan Committee	1 Year



<ul style="list-style-type: none"> • <i>Adopt a mobile home ordinance to include the following: All mobile homes to have pitched roofs. Those older than 10 years must be approved for use by the Town Board of Drummond (the owner will provide a title with photograph for assessment) and provisions will be made for the grandfathering of existing mobile homes.</i> 	<p style="text-align: center;">Town Board Bayfield County- Zoning Comprehensive Plan Committee</p>	<p style="text-align: center;">1 Year</p>
<ul style="list-style-type: none"> • <i>Consider adopting a property maintenance ordinance to establish basic property maintenance standards to prevent unsafe and unhealthy conditions on private properties in the town.</i> 	<p style="text-align: center;">Town Board Drummond Pride Committee</p>	<p style="text-align: center;">ASAP</p>

TRANSPORTATION

GOAL 1: PROVIDE A SAFE, EFFICIENT AND COST EFFECTIVE TRANSPORTATION SYSTEM FOR THE MOVEMENT OF PEOPLE AND GOODS THROUGHOUT THE TOWN.

Objectives

1. Consider adopting minimum design and construction standards for new roads.
2. Encourage the development of motorized and non-motorized forms of transportation throughout the Town of Drummond.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
<ul style="list-style-type: none"> • <i>Require developers to bear the costs for improvement or construction of roads needed to serve a new development.</i> 	<p style="text-align: center;">Town Board Comprehensive Plan Committee Town Roads Supervisor</p>	<p style="text-align: center;">Ongoing</p>



<ul style="list-style-type: none"> • <i>Continue to prepare and annually update a multi-year transportation improvement plan to identify and prioritize short-term needs, long-term needs and funding sources for road upgrades, new roads and other transportation facilities.</i> 	<p>Town Board Town Roads Supervisor</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Developers shall construct new roads to town standards.</i> 	<p>Town Board Town Roads Supervisor</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Continue to use the PASER method to evaluate town roads on a bi-annual basis.</i> 	<p>Town Board Town Roads Supervisor</p>	<p>Ongoing</p>

UTILITIES & COMMUNITY FACILITIES

GOAL 1: MAINTAIN THE HIGH QUALITY OF TOWN GOVERNMENT, FACILITIES, SERVICES AND UTILITIES.

GOAL 2: PROMOTE A VARIETY OF RECREATIONAL OPPORTUNITIES WITHIN THE COMMUNITY.

GOAL 3: ENSURE PROPER DISPOSAL OF WASTEWATER TO PROTECT GROUND AND SURFACE WATER RESOURCES.

GOAL 4: ENSURE THAT ROADS, STRUCTURES AND OTHER IMPROVEMENTS ARE REASONABLY PROTECTED FROM FLOODING.

GOAL 5: ENSURE THAT POLICE, FIRE AND EMERGENCY SERVICES ARE APPROPRIATE FOR THE EXISTING AND FUTURE NEEDS AND DEMANDS OF THE TOWN AND ITS LAND USES.

Objectives



1. Monitor the adequacy of public utilities to accommodate anticipated future growth and economic development through periodic communications with and reports from the town’s service providers.		
2. Evaluate impacts to community facilities and community services when reviewing development proposals.		
3. Support land use decisions that will improve access to wireless phone and high speed internet service that are consistent with other comprehensive plan goals and objectives.		
4. Recognize the need to accommodate all age groups and abilities in recreational pursuits as well as treat all forms of recreational sports with equal merit.		
5. Continue to work with service clubs and organizations related to the maintenance and development of recreational facilities and activities.		
6. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.		
7. Oppose the development of parcels without adequate space for private onsite waste treatment systems and replacement areas.		
8. Evaluate the possibility and need for the creation of a stormwater management plan.		
9. Evaluate the adequacy of existing and proposed culverts.		
10. Prevent increased runoff from new developments to reduce potential flooding and flood damage.		
11. Maintain a working relationship with law enforcement to insure a safe community.		
Policy/Action/Recommendation	Partners in Implementation	Timeframe
<ul style="list-style-type: none"> • <i>Continue to look into new ways to dispose of wastewater.</i> 	Sanitary Board WDNR	Ongoing



<ul style="list-style-type: none"> • <i>Monitor and evaluate town service agreements annually.</i> 	<p>Town Board Service Providers</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Explore alternative onsite waste treatment options where appropriate.</i> 	<p>Wisconsin Department of Commerce WDNR</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Encourage the use of shoreland buffers and vegetative planting to reduce the impact of surface water runoff.</i> 	<p>WDNR Bayfield County Zoning ABDI-Land and Water Conservation Department</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Do periodic maintenance checks on culvert.</i> 	<p>Town Board US Forest Service Town Roads Supervisor</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Developers will be responsible for the planning and construction of any runoff containment necessary for new development.</i> 	<p>Town Board</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Prepare a long-term plan regarding the maintenance and acquisition of emergency services and equipment.</i> 	<p>Town Board Drummond Fire & Rescue Great Divide Ambulance</p>	<p>2 Years</p>



INTERGOVERNMENTAL COOPERATION

GOAL 1: ESTABLISH AND IMPROVE MUTUALLY BENEFICIAL RELATIONSHIPS WITH OTHER UNITS OF GOVERNMENT.

GOAL 2: IMPROVE RELATIONSHIPS WITH STATE AND FEDERAL AGENCIES WITH A MAJOR PRESENCE IN OUR TOWN.

Objectives

1. Seek opportunities to enhance the provision of coordinated public services and facilities such as police, fire, emergency rescue, waste management, transportation systems, parks and recreation with other units of government.
2. Achieve cooperation and coordination with adjacent towns with respect to comprehensive planning and land use controls.
3. Maintain town involvement in county planning efforts and policy development.
4. Coordinate implementation of the town comprehensive plan with Bayfield County to avoid conflicting regulations, duplication of regulatory and review processes and public confusion on applicable regulations.
5. Work toward improving the completeness of Bayfield County’s decision record regarding land use decisions that effect the Town of Drummond.
6. Support the WDNR lake and river protective programs in the town when they are consistent with the Town of Drummond Comprehensive Plan.
7. Continue and improve regular communications with the U.S. Forrest Service regarding issues of mutual concern such as forest management and road maintenance.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
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<ul style="list-style-type: none"> • <i>Promote communications and cooperation by providing neighboring towns and overlapping authorities' opportunities to comment on the town comprehensive plan, implementing land use controls and future development proposals.</i> 	<p>Town Board Comprehensive Plan Committee</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Seek county technical assistance to support town planning efforts and implementation of land use controls.</i> 	<p>Town Board Comprehensive Plan Committee</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Establish regular, two-way communications between Drummond and the WDNR regarding natural resource issues in the town.</i> 	<p>Town Board</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Lobby to have someone from WDNR and the U.S. Forest Service to attend one town board meeting yearly to update town on current issues and plans.</i> 	<p>Town Board</p>	<p>Ongoing</p>

CULTURAL RESOURCES

GOAL 1: PRESERVE SIGNIFICANT HISTORIC AND CULTURAL LANDS AND STRUCTURES THAT CONTRIBUTE TO COMMUNITY IDENTITY AND CHARACTER.

Objectives

1. Promote the history of Drummond and aspects of the town that have helped to define its culture and heritage.
2. Encourage the adaptive re-use of historic structures and record their history.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
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<ul style="list-style-type: none"> • <i>Work cooperatively with property owners, Bayfield County, local historical societies and other appropriate organizations to identify, record and protect lands, sites, rustic roads and structures with historical or cultural significance.</i> 	<p>Town Board Bayfield County Historical Society</p>	<p>Ongoing</p>
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NATURAL AND AGRICULTURAL RESOURCES

<p>GOAL 1: PRESERVE THE PRISTINE QUALITY OF SURFACE WATER AND GROUNDWATER RESOURCES FOR CURRENT AND FUTURE GENERATIONS IN THE TOWN OF DRUMMOND.</p> <p>GOAL 2: MAXIMIZE THE USE OF OUR RESOURCES WHILE MINIMIZING POTENTIAL NEGATIVE IMPACTS AND MAINTAINING CONSISTENCY WITH THE CHARACTER OF THE TOWN OF DRUMMOND.</p> <p>GOAL 3: MAINTAIN, PRESERVE AND ENHANCE THE TOWN’S NATURAL ENVIRONMENT, FORESTED AND AGRICULTURAL LANDS, OPEN SPACES AND WILD LANDS.</p>
<p>Objectives</p>
<p>1. Evaluate the potential impact of development proposals on groundwater quality and quantity.</p>
<p>2. Evaluate the potential impact of development proposals on surface water quality.</p>
<p>3. Support efforts to identify features in the town that are critical to the quality of natural resources including: groundwater recharge areas, exceptional resource waters and their watershed, trout streams and their watershed, steep slopes and areas that are highly susceptible to groundwater contamination.</p>
<p>4. Support requests for properly located and responsibly operated non-metallic mines in the town.</p>
<p>5. Support efforts to enhance recreation uses that are compatible with existing recreational uses on public and private lands within the Town of Drummond.</p>



- 6. Encourage the continuation and expansion of the forest products industry in the local and regional economy.
- 7. Support forest management practices that ensure a balance between timber harvest and recreational uses.
- 8. Support continued and expanded agricultural uses in the Town of Drummond by preventing fragmentation of open spaces and maintaining agricultural zoning.
- 9. Promote the history of Drummond and aspects of the town that have helped to define its culture and heritage.
- 10. Encourage the adaptive re-use of historic structures and record their history.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
<ul style="list-style-type: none"> • <i>Encourage the development of comprehensive lake management plans, which include surveys, assessment and monitoring and recommendations for restoration and improvement.</i> 	Town Board WDNR Bayfield County- Zoning	Ongoing
<ul style="list-style-type: none"> • <i>Support data collection and monitoring of surface water quality in the town by lake organizations, citizen volunteers and appropriate regulatory agencies.</i> 	Town Board Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> • <i>Consider coordinating town-wide efforts to identify and address ongoing water quality and water recreational use issues.</i> 	Town Board WDNR Lake Associations	Ongoing
<ul style="list-style-type: none"> • <i>Consider coordinating efforts to identify potential aquatic habitat areas for WDNR sensitive areas designations.</i> 	Town Board WDNR	1 Year
<ul style="list-style-type: none"> • <i>Maintain involvement with publicly owned forestlands and provide input to the WDNR and U.S. Forest Service regarding forest management decisions on public lands within the town.</i> 	Town Board	Ongoing



<ul style="list-style-type: none"> • <i>Work cooperatively with the WDNR and U.S. Forest Service in sponsoring workshops and educational materials regarding sound forest management practices and programs.</i> 	<p>Town Board</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Work cooperatively with property owners, Bayfield County, local historical societies and other appropriate organizations to identify, record and protect lands, sites, rustic roads and structures with historical or cultural significance.</i> 	<p>Town Board Comprehensive Plan Committee</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Work with the Bayfield County Economic Development Corporation on issues of mutual concern.</i> 	<p>Town Board Comprehensive Plan Committee</p>	<p>Ongoing</p>

LAND USE



GOAL 1: PROVIDE FOR A BALANCED MIX OF LAND USES AND DEVELOPMENT OF THE LAND IN A WELL-PLANNED AND CONSISTENT MANNER.

GOAL 2: PROTECT AND MAINTAIN THE ENVIRONMENTAL QUALITY AND SCENIC BEAUTY OF THE TOWN OF DRUMMOND.

GOAL 3: PROVIDE BETTER PUBLIC COMMUNICATION ON TOWN ISSUES.

GOAL 4: MAINTAIN AND IMPROVE THE VISUAL AESTHETICS AND RURAL “NORTHWOODS” CHARACTER OF THE TOWN OF DRUMMOND.

GOAL 5: PROMOTE INTERACTION AND COOPERATION WITH ADJOINING AND CONCURRENT GOVERNMENTAL JURISDICTIONS FOR SHORT-TERM AND LONG-TERM LAND USE PLANNING.

GOAL 6: ENSURE AN EFFECTIVE AND CONTINUED PUBLIC-INPUT BASED LAND USE PLANNING PROCESS.

Objectives

1. Guide residential, commercial, industrial and other development into appropriate areas of the town.

2. Balance the needs of ~~the~~ environmental protection and stewardship with reasonable and appropriate use of private property.

3. Keep property owners informed about town resources, services and best use practices for maintaining the Town of Drummond’s character.

4. Work to avoid the visual discord that results from the poor design, management and maintenance of buildings, structures and other developments in the town.

5. Insure the town’s goals for land use are adhered to when working with other government agencies.



6. Provide the means for informed decisions to be made regarding the best interest and will of the people.

7. Work to limit federal, state or county land ownership in the town.

Policy/Action/Recommendation	Partners in Implementation	Timeframe
<ul style="list-style-type: none"> • <i>Keep new commercial developments centralized in or near existing retail core to create a distinct community rather than conventional strip development.</i> 	Town Board Comprehensive Plan Committee Bayfield County – Zoning	Ongoing
<ul style="list-style-type: none"> • <i>Encourage clustered developments to conserve land and efficiently provide public services and accessibility.</i> 	Comprehensive Plan Committee Bayfield County- Zoning	Ongoing
<ul style="list-style-type: none"> • <i>Encourage residential development in the existing sanitary district service area.</i> 	Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> • <i>Address lakeshore development issues with an emphasis on preventing overcrowding which could diminish property values and the environmental quality of the town’s surface water resources to afford the highest possible protection to sensitive lakeshore, river and wetlands areas.</i> 	Comprehensive Plan Committee Bayfield County- Zoning	Ongoing
<ul style="list-style-type: none"> • <i>Protect the town’s surface water quality by working to restrict the siting of commercial and residential developments in areas which would adversely affect the water resources, contribute to nutrient loading, damage spawning grounds and nesting areas or diminish natural shoreline cover.</i> 	Town Board Bayfield County- Zoning WDNR Lake Associations	Ongoing



<ul style="list-style-type: none"> • <i>Develop an informational pamphlet as an introductory summary of town resources, services and policies as well as listing relevant contacts and agencies to answer specific landowner and homeowner questions.</i> 	<p>Town Board Comprehensive Plan Committee</p>	<p>2 Years</p>
<ul style="list-style-type: none"> • <i>Establish a link on the Town of Drummond website to the town’s informational pamphlet in order to provide easy access to town information.</i> 	<p>Town Board Town Webmaster</p>	<p>2Years</p>
<ul style="list-style-type: none"> • <i>The town board will coordinate with the managers of utilities, Forest Service and other agencies to provide information concerning town issues.</i> 	<p>Town Board</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Establish a set of recommended design standards for commercial signage, lighting and building developments that fit the desired aesthetic goals of the town.</i> 	<p>Town Board Bayfield County- Zoning Comprehensive Plan Committee</p>	<p>2 Years</p>
<ul style="list-style-type: none"> • <i>Encourage the use of landscaping and screening to reduce the visual impacts of conflicting land uses in proximity to one another.</i> 	<p>Comprehensive Plan Committee Drummond Pride Committee</p>	<p>Ongoing</p>
<ul style="list-style-type: none"> • <i>Establish regulations and guidelines for Planned Unit Developments, subdivisions, condominiums, clustered developments and apartments so that demand for the housing can be met without diminishing the quality and character of the town.</i> 	<p>Town Board Bayfield County- Zoning Comprehensive Plan Committee</p>	<p>2 Years</p>
<ul style="list-style-type: none"> • <i>Use the site plan review process to educate builders and developers and provide recommendations for blending new structures with the surrounding environment.</i> 	<p>Town Board Comprehensive Plan Committee Bayfield County- Zoning</p>	<p>Ongoing</p>



<ul style="list-style-type: none"> • <i>Coordinate with Bayfield County Zoning for enforcement of local and county regulations within the town and participate in conditional use permit reviews.</i> 	Town Board	Ongoing
<ul style="list-style-type: none"> • <i>Increase cooperation in planning for facilities, services and land use policies with adjoining towns for maximum efficiency, cost reduction and regional development consistency.</i> 	Town Board Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> • <i>Encourage development and expansion of community organizations for beautifications and community-based projects.</i> 	Town Board Comprehensive Plan Committee Town Park Board Drummond Pride Committee	Ongoing
<ul style="list-style-type: none"> • <i>Encourage public participation in land use planning and decision making in the Town of Drummond.</i> 	Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> • <i>Provide public forums, input sessions and informational sessions on land use planning and land use decisions.</i> 	Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> • <i>Provide continual public review and public based amendatory process to the comprehensive plan.</i> 	Town Board Comprehensive Plan Committee	Ongoing
<ul style="list-style-type: none"> • <i>Provide a link to the Drummond Comprehensive Plan on the Drummond website and provide a copy of the plan to the library.</i> 	Town Webmaster	1 Year

Source: Town of Drummond



9.4 FUTURE LAND USE

As part of the overall comprehensive planning process, the identification of issues and opportunities presented by citizens and property owners of the town assisted in developing a future land use scenario. The future land use map is intended to assist the town in directing land use activities to areas best suited for such development and is based on background data, future projections, local issues and opportunities, natural resource constraints, and public input.

The Future Land Use Map (Map 8.X) incorporates the realities, ideas, goals, and visions described throughout the plan. The Future Land Use Map is one of the most important features of the Town of Drummond Comprehensive Plan as it represents the town's vision for growth and development over the next 20 years. When making land use recommendations and decisions, the town planning commission and town board will use it extensively.

In order for the Future Land Use Map to be an effective tool for local decision-making, it is important that it be regarded as general in nature and should not be used for site-specific decisions. It is for this reason that only general locations for various land uses are shown on the map. The Future Land Use Map was built from the Existing Land Use Map, background data, and the community's desires for future development trends. Therefore, the Existing Land Use Map is the foundation of the plan. It represents the beginning point from which to build the future. As a result, areas that are not proposed for future development are represented by their existing land use in order to promote constancy in Drummond. In the future, as developer proposals are presented, amendments may be necessary to reflect forces that change or shift local land use patterns and demand.

9.5 IMPLEMENTATION TOOLS

The following is a partial list and description of additional plan implementation tools available to local governments to assist in following through on specific actions and to achieve the goals and objectives of a comprehensive plan.

Purchase of Development Rights Program (PDR)

The purchase of development rights is a *voluntary* protection technique that compensates the landowner for limiting future development on their land. The programs are primarily used for retention of agricultural lands, but the concept can be applied to all types of land use scenarios. Under a PDR program, an entity such as a town, county, or private conservation organization purchases the development rights to a designated piece of property. The land remains in private ownership, and the landowner retains all the other rights and responsibilities associated with the property.

Transfer of Development Rights (TDR) Program

The TDR program is a non-regulatory (voluntary) approach that allows the right to develop property to be transferred from one parcel (or zoning district) to another. Under a TDR program,



development rights to a parcel of land are transferred from a “sending area” to another parcel referred to as the “receiving area”. Sending areas are typically those areas where development is discouraged or limited, and receiving areas are areas where growth and development are encouraged. Under some TDR programs, local government awards development rights to each parcel of developable land in the community or in selected districts on the basis of the land's acreage or value. Landowners can then sell the development rights on the open market. The TDR program has been widely implemented at the local level due to the fact that it requires no major financial contribution by local government.

Benefits of the TDR program include:

- ▶ The public benefits from the conservation easements, which protect and preserve sensitive natural features and wildlife habitat.
- ▶ Owners of sending area properties receive economic compensation for their properties where development would normally be precluded due to sensitive natural features or zoning restrictions.
- ▶ Owners of receiving area properties can increase their development density, accommodating a greater number of uses or tenants.
- ▶ Little financial contribution on behalf of local government.

Acquisition

This type of land preservation tool involves the direct purchase of land for the purposes of preservation and protection. This tool should be used in cases where other protective mechanisms fail to meet objectives and/or in cases of high-priority acquisition lands. Acquisition efforts should be coordinated with other local, state, and national acquisition initiatives (lake associations, environmental groups, USFS, WDNR, etc.). Depending on the acquisition, funding assistance from federal, state, or not-for-profit groups may be found.

Conservation Easements

When a landowner sells their development rights, a legal document known as a conservation easement is drafted. The easement restricts the use of the land to agricultural use, open space, or other desired use in perpetuity. A conservation easement permanently limits residential, commercial, or industrial development to protect its natural attributes or agricultural value. The conservation easement becomes a part of the landowner's deed and remains on the deed even if the land is sold or passed through inheritance thereby ensuring the development will not occur on the property.

The conservation easement does not automatically allow public access to the land; the land remains in the hands of the owner, as only the right to develop it has been purchased. All remaining rights of property ownership remain with the landowner including the right to transfer ownership, swap, deed, or sell the land. A purchase of development rights program works to ensure that incompatible development will not take place; the PDR becomes a part of the deed and keeps the land in its agricultural or natural state in perpetuity. An effective purchase of development rights program requires initial financial support and on-going administration.



Additionally, the program requires a review board to assess the lands of landowners requesting entry of their parcel into the PDR program.

Land Trusts

Land trusts are non-profit voluntary organizations that work with landowners to use a variety of tools to help them protect their land. Such organizations are formed with the purpose of protecting open space, scenic views, wildlife, etc.; and they use a variety of techniques to raise money for operating expenses and the acquisition of easements. Land trusts also provide adequate monitoring and stewardship. In the United States, land trusts can hold conservation easements which means that the organization has the right to enforce the restrictions placed on the land.

Land Protection Tool	Pro	Con
Donated Conservation Easements	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowners may receive income, estate, and property tax benefits. • No or low cost to local unit of government. • Land remains in private ownership and on the tax rolls. 	<ul style="list-style-type: none"> • Tax incentives may not provide enough compensation for many landowners • Little local government control over which areas are protected.
Purchase of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowner is paid to protect their land. • Landowners may receive estate and property tax benefits. • Local government can target locations effectively. • Land remains in private ownership and on the tax rolls. 	<ul style="list-style-type: none"> • Can be costly for local unit of government.
Transfer of Development Rights	<ul style="list-style-type: none"> • Permanently protects land from development pressures. • Landowner is paid to protect their land. • Landowners may receive estate and property tax benefits. • Local government can target locations effectively. • Low cost to local unit of government. • Utilizes free market mechanisms. • Land remains in private ownership and on tax roll 	<ul style="list-style-type: none"> • Can be complex to manage • Receiving area must be willing to accept higher densities.

Town Subdivision Ordinance

The development of a subdivision (land division) ordinance is intended to control the division of land within the town in order to promote public health, safety, and welfare by regulating the division and re-division of land. The ordinance must be at least as restrictive as the county ordinance but can be more restrictive. The Wisconsin Towns Association has developed a model Subdivision Ordinance for consideration by towns in Wisconsin.



Conservation Design Subdivisions

The conservation design subdivision concept is an alternative development design to the conventional residential subdivision. Conventionally designed subdivisions are typically characterized by land divided into house lots and streets, with minimal (if any) open space. Usually, the remaining open space lands consist of the undevelopable portion of the subdivision (steep slopes, wetlands, floodplain, etc.). The conventional subdivision lacks communal open space, community woodlands, or other open areas where people can meet and interact.

The purpose of a conservation design subdivision is to provide opportunity for development while maintaining open space characteristics, encouraging interaction among residents through site design, and protection of habitat and environmental features. A typical conservation design subdivision contains the same number of lots that would be permitted under a conventional design. The lots are typically smaller than conventional lots and are designed for single-family homes reminiscent of traditional neighborhoods found in small towns throughout America.

The compact design of a conservation subdivision allows for the creation of permanent open space (typically 50 percent or more of the buildable area). This undeveloped land typically serves as community open space land and provides recreational, aesthetic, and social benefits to subdivision residents.

The conservation design subdivision has proven economic, environmental, and social advantages over conventionally designed subdivisions¹ including:

Economic Advantages

- ▶ Lower infrastructure and design (engineering) costs
- ▶ Attractiveness of lots for home development
- ▶ Reduction in demand for public parklands

Environmental Advantages

- ▶ Protection of conservation areas and upland buffers (which would normally be developed)
- ▶ Reduced runoff due to less impervious surface cover
- ▶ Improved water filtration due to presence of vegetation and buffers
- ▶ Opportunities for non-conventional septic system design

Social Advantages

- ▶ Opportunities for interaction among residents (common open space)
- ▶ Pedestrian friendly
- ▶ Greater opportunity for community activities

Best Management Practices (BMP)

Best management practices describe voluntary procedures and activities aimed at protection of natural resources. BMP's are described in detail in the Wisconsin Department of Natural

¹ Randall Arendt, *Conservation Design for Subdivisions*, (Island Press, Washington D.C., 1996), pp 3-16.



Resources publications titled “Wisconsin Construction Site Best Management Practice Handbook”, and “Wisconsin’s Forestry Best Management Practices for Water Quality”. Shoreland BMP’s are a set of specific actions that landowners can take to help protect and preserve water quality. Detailed information on the use and implementation of shoreland BMP’s is available from the University of Minnesota Extension (UM-EX).

Special Plans

Special plans may arise through the planning process to address other specific issues. These plans often supplement the master plan and are important implementation tools. Some examples might include a downtown design plan, neighborhood plans or waterfront development plans.

Eminent Domain

Eminent domain allows government to take private land for public purposes, even if the owner does not consent, as long as the government compensates the landowner for their loss. The legislature has delegated the power of eminent domain to the local government for specific purposes.

Building Codes

Municipalities may choose to enact building codes as part of their ordinances. Building codes are sets of regulations that set standards for the construction and maintenance of buildings in a community, which ensures that these buildings are safe. The codes are usually concerned with maintaining buildings in order to keep them from becoming dilapidated and/or rundown.

Moratoria

Then enactment of a moratorium temporarily stops all development in a specified area in order to plan for growth. This includes identifying and protecting sensitive lands and other community resources. Local units of government can enact this tool.

General Zoning

Zoning is a tool that gives governmental bodies the power to intervene in the lives of private citizens for the protection of public health, safety, and welfare. Zoning separates conflicting land uses and ensures that development is directed in certain areas that can accommodate that particular land use. Several different types of specialized zoning exist.

- **Floodplain Zoning** - Floodplain zoning ordinances are required by Wisconsin law and pertain to cities, villages, and towns. The Wisconsin DNR specifies minimum standards for development in floodplains, but local ordinances may be more restrictive than these rules.

- **Shoreland Zoning** - Wisconsin law requires that counties adopt zoning regulations in shoreline areas that are within 1,000 feet of a navigable lake, pond, or flowage or 300 feet of a navigable stream or the landward side of the floodplain, whichever distance is greater. Minimum standards for shoreland zoning ordinances are specified in rules developed by the Wisconsin DNR, while local standards may be more restrictive than these rules.



- **Exclusive Agricultural Zoning** - Municipalities may adopt exclusive agricultural zoning for farmland under the Farmland Preservation Program. For farmers to be eligible for income tax credits, they must meet standards that require a minimum parcel size of 35 acres and limit the use of the land to those that are agriculturally related. The ordinance must comply with the county farmland preservation plan.
- **Extraterritorial Zoning** - Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within 1 ½ miles of a fourth class city or village.
- **Performance Zoning** - Performance zoning uses performance standards to regulate development. Performance standards are zoning controls that regulate the effects or impacts of a proposed development, instead of separating uses into various zones. The standards often relate to a sites development capability. For example, in agricultural areas, performance zoning could be used to limit development on prime agricultural soils and allow development on lower quality soils.
- **Bonus and Incentive Zoning** - Bonus or incentive zoning allows local governments to grant a bonus, usually in the form of density or the size of the development, in exchange for amenities such as parks or walking paths for example.
- **Overlay Zoning** - Overlay zones are designed to protect important resources and sensitive areas. The underlying zoning regulates the type of uses permitted, while the overlay zone imposes specific requirements to provide additional protection.
- **Mixed-Use Zoning** - Mixed-use zoning is an effective way to enhance existing urban and suburban areas and encourage infill development. Mixed-use zoning recognizes the existing mixture and encourages its continuance and may offer an alternative to struggling with nonconforming use complexities.
- **Inclusionary Zoning** - Inclusionary zoning provides incentives to developers to provide affordable housing as part of a proposed development project. For example, in exchange for higher density, a developer would have to build a specified number of low and moderate income dwelling units.

Planned Unit Developments (PUD's)

Planned Unit Developments (PUD's) are planned and built developments that create a variety of compatible land uses. These developments vary in densities and are subject to more flexible setbacks, design, and open space requirements than are afforded by traditional or general zoning.



Reserved Life Estates

This is a tool in which a landowner has the opportunity to sell or donate his or her land to a conservation organization but is able to continue living on and managing the property until their death.

Capital Improvement Program (CIP)

Capital Improvement Programs are a fiscal tool that can help communities plan for the timing and location of community facilities and utilities (such as municipal sewer and water service, parks or schools). CIP's ensure that proper budgets are allocated for future developments or improvements to community infrastructure.

Impact Fees

Impact fees are financial contributions imposed on new developments to help pay for capital improvements needed to serve the development. Local governments can impose impact fees to finance highways, other transportation facilities, storm water facilities, solid waste and recycling facilities, fire and police facilities, etc.

Tax Increment Financing (TIF)

Cities and villages may designate tax increment financing districts to finance public improvements through the property taxes generated on future increases in the value of taxable properties in the district. Under TIF, the overlying taxing jurisdictions do not receive any tax revenues based on the increase in property valuation in a district until all improvement costs are paid. In this way, the TIF district assures that all taxing jurisdictions benefiting from development pay a share of the costs.

Other Adjoining and Overlapping Jurisdiction Comprehensive Planning Processes

The Town of Drummond encourages early dialog between all adjoining and overlapping jurisdictions (towns and counties) as they update or revise their comprehensive plan. This dialog will ensure that local input and consistency between comprehensive plans is reached. Where inconsistencies are identified and a resolution cannot be reached, future actions can be developed to bring the parties together to address their concerns.

9.6 PLAN UPDATES AND REVISIONS

The Town of Drummond Comprehensive Plan is intended to be a living document. Over time, social and economic conditions and values tend to change. The comprehensive plan should be updated periodically to reflect these changes. Systematic, periodic updates will ensure that not only the statistical data is current but also the plan's goals, objectives, and actions reflect the current situation and modern needs. Under current law, it is required that an update of the plan be undertaken every ten years. However, it is recommended the plan be reviewed for consistency at least once every five years. This will ensure that any changes in the social and economic conditions or community values are reflected within the plan.



To ensure that both year-round and seasonal residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Town of Drummond Plan Commission shall undertake a review of the plan at five-year increments from the time of formal adoption by the town board and shall consider necessary amendment(s) to the plan resulting from property owner requests and changes to social and economic conditions. Upon Plan Commission review, recommended changes to the plan shall be forwarded to the town board. The Drummond town board shall call a public hearing to afford property owners time to review and comment on recommended plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, Plan Commission recommendations, and other facts, the town board will then formally act on the recommended amendment(s). During plan amendments, it is important that the Public Participation Plan be utilized to ensure public input.

9.7 CONCLUSION

The Town of Drummond Comprehensive Plan is intended to be a dynamic and evolving document. Periodic revision and update of the plan will ensure that it is accurate and consistent with the wishes and desires the community. Plan recommendations in this document provide the basis for evaluation of development proposals and give the community a means for achieving their desired goals and objectives. The specific action statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately the success of the planning process will be measured by the future quality of life experienced by both residents and visitors. Overall, the comprehensive plan provides a guide and framework for development of the Town of Drummond that reflects the vision as set forth by the community.