



**CHAPTER #1**  
INTRODUCTION

**CHAPTER 1: INTRODUCTION**

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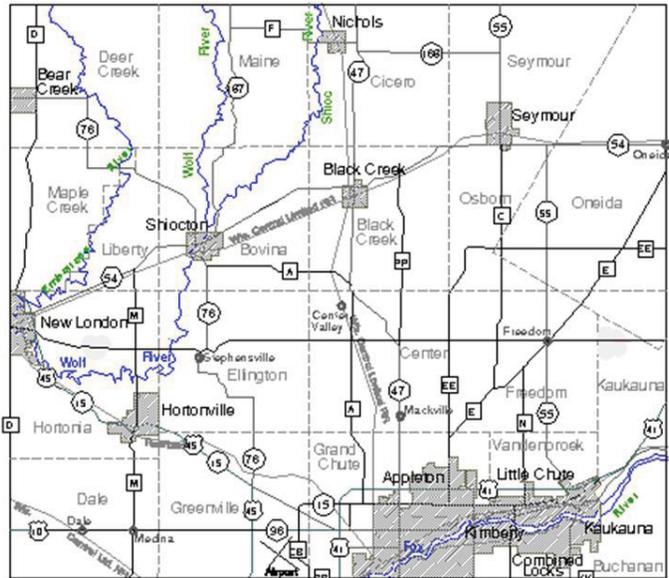
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## CHAPTER 1: INTRODUCTION

### WHERE IS THE TOWN OF BUCHANAN?

The Town of Buchanan, which is located in the southeastern portion of Outagamie County, Wisconsin, is a unique blend of rural and urban development. The Town encompasses a land area of approximately 15.68<sup>1</sup> square miles or nearly 10,035 acres. Buchanan shares a common boundary with the communities of Appleton, Kimberly, Kaukauna, Combined Locks, Harrison (Calumet County), the Town of Holland (Brown County), and the Town of Woodville (Calumet County).



Source: Outagamie County Government, [www.co.outagamie.wi.us](http://www.co.outagamie.wi.us)

### THE PRE-SETTLEMENT ERA<sup>2</sup>

At the time of European settlement, what is now the State of Wisconsin was inhabited by native peoples. Although tribal boundaries often fluctuated, with agreements between tribes made and broken over time, most of the state fell under the domain of four Indian Nations. The Ojibwa (or Chippewa) people gathered rice, fished, and hunted game in the Upper Peninsula of Michigan and across northern Wisconsin. The Ho-Chunk (or Winnebago) lived primarily west of the Wisconsin River with a large settlement near Wisconsin Dells. Southeastern Wisconsin was home to the Pottawatomi. The remainder of the state, including all of what is now Outagamie County, was the land of the Menominee.



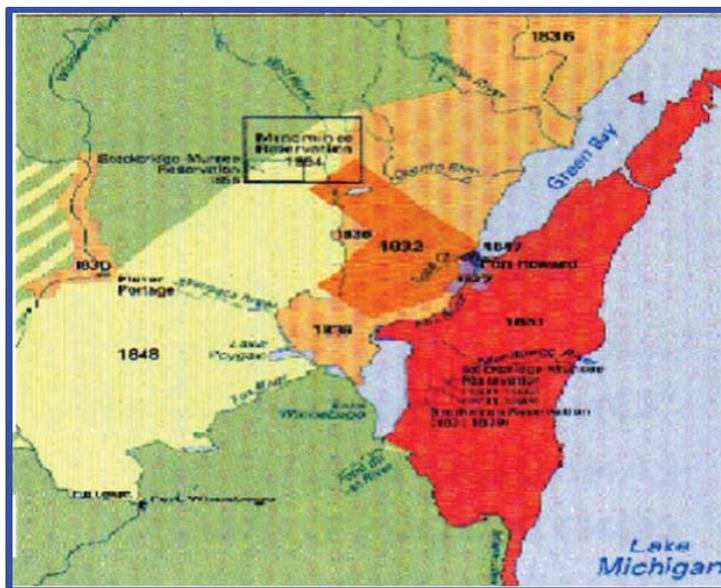
The Menominee are the only people indigenous to Wisconsin. Archaeological records trace their heritage in the state back more than 10,000 years. Prior to the relocation of the Ojibwa, Ho-Chunk, and Pottawatomi to the state (as a result of the Iroquois Wars in the 1600s), Menominee lands totaled more than ten million acres and included much of the Upper Peninsula and western parts of lower Michigan, eastern portions of Minnesota, and the vast majority of Wisconsin. In fact, Michigan, Minnesota, and Wisconsin are all European phonetic translations of Menominee words, as are many of the community names in our state (Milwaukee, Oshkosh, Shawano, Waupaca, and Wausau, to name a few).

<sup>1</sup> U.S. Census, 2010, GCT-PH1.

<sup>2</sup> Excerpts from Menominee History, David "Nahwahquaw" Grignon, Menominee Historic Preservation Department, 2003.

The Treaty with the Menominee of February 1831 (7 Stat. 342, February 8, 1931, Proclaimed July 9, 1832) recognized the Menominee territory as:

*On the east side of Green Bay, Fox river, and Winnebago lake; beginning at the south end of Winnebago lake; thence southeastwardly to the Milwaukee or Manawauky river; thence down said river to its mouth at lake Michigan; thence north, along the shore of Lake Michigan, to the mouth of Green Bay thence up Green Bay Fox river and Winnebago lake, to the place of beginning. And on the east*



*side of Fox river as follows: beginning at the mouth of Fox river, thence down the east shore of Green bay, and across its mouth, so as to include all the islands of the "Grand Traverse;" thence westerly, on the highlands between the lake Superior and Green bay, to the upper forks of the Menominee river; thence to the Plover portage of the Wisconsin river; thence up the Wisconsin river, to the Soft Maple river; thence to the source of the Soft Maple river; thence west to the Plume river, which falls into the Chippeway river; thence down said Plume river to its mouth; thence down the Chippeway river thirty miles; thence easterly to the forks of the Manoy river, which falls into the Wisconsin river; thence down the said Manoy river to its mouth; thence down the Wisconsin river to the Wisconsin portage; thence across the said portage to the Fox river; thence down Fox river to its mouth at Green bay, or the place of beginning.*

In November of 1854, the United States and the Menominee Nation signed the Treaty of Keshena Falls (10 Stat. 1064-1068) establishing the Menominee Reservation North of Shawano.

## EARLY TOWN SETTLERS

To trace the history of the Town of Buchanan, it is necessary to look at the larger area that once was the Town of Buchanan - before Kimberly, Combined Locks, and Kaukauna were incorporated. According to the earliest records, in the 1830's and 1840's French from Canada were establishing homesteads in the Town of Buchanan. These early fur traders-turned-farmers were Joseph, Charles and William LaMure, the Beaulieus and Porliers.

In 1842, ten German families plus a few bachelors came to the area to settle as a group. They were the families of John Dietzler, Peter Dietrich, Jacob Pauly, Michael Klein (or Kline), John P Heinz, PH Rausch, JP Schumacher, John Kloepfel, Anton Heuser, and the three young men, Mathias Klein, John Snyder and Jacob Snyder. Other Germans settling in the area as pioneers

had the family names of Rademacher, Jonen, Heinz, Brill, Renn, Palm, Haupt, Hopfensperger, Strause, Weiler, Stroup, Zink, Kohler, Orth, Zeigbein, Wiedenhaupt, Surges, Uitenbrook, Wundrow, Mau, and Schubring, among others.

The first Hollanders arrived in 1848, brought to the new country by the Reverend Theodore VandenBroek, a missionary priest at La Petite Chute (Little Chute). He had worked among the Menominee people since 1836 and returned to his native land to recruit workers for the building of the canals on the river. He also saw in his journey a chance to offer freedom and the promise of a future to his fellow countrymen with the Fox River Development Company assuming all the expenses of the long journey. While in Holland, the priest wrote so eloquently of his wilderness home in Brabant parish circulars that instead of one boatload of families ready to emigrate he found he had recruited two. This is how it happened that many Dutch families settled in Buchanan and the Town of Holland (Brown County) as an overflow to the original Little Chute settlement. Letters sent back home by the pioneers themselves brought even more settlers. Among the earliest Netherlanders in Buchanan were the families named Berghuis, Hammen, Welhuis, DeBruin, Speel, Hartjes, Sanders, Kemkes, Williams, Beelen, Jansen, Van Ooyen, Coonen, Van Domelin, Timmers, Menting, Van WYST, Smits, and Tillman.

The third large group of settlers, most of who came as canal workers, was the Irish. Some married and settled in the area; others sent for the families they had left back east while they worked to earn enough for a homestead and a new start. Records show the surnames of Ryan, Glasheen, Finnigan, Ringrose, Moffet, Collighan, Henchy, Hinchey, Luftus, Condon, Farry, Powers, Keating, Clune, Maroney and Maloney, Slattery, Leddy, Rohan, Davy, McGrath, Heardon, and Cooney.

Together these settlers of French Canadian, German, Dutch and Irish descent worked to build a strong community. As more people moved to the area, the communities of Kimberly (est. 1889 as a company settlement for Kimberly, Clark & Co.), Combined Locks (est. 1920 around the Combined Locks Paper Company) and Kaukauna (est. 1885) were incorporated. These communities continued to grow and expand – consuming land that once was the Town of Buchanan. Descendants of these original pioneers still live in the area today.

### **Interesting Facts about the History of Buchanan and the Darboy Area**

- **1831:** The federal government designates land now located in the Town of Buchanan as property of the Menominee Indians. The government provides domestic animals and farming tools for the tribe, which retains the right to hunt and fish on both sides of the Fox River.
- **1858:** The Outagamie County Board establishes the Town of Buchanan.
- **1877:** A post office is established and takes the name Darboy. The postmaster is Henry Van Vorst. The post office is discontinued in 1901.
- **1899:** The Darboy Butter and Cheese Co. is started as a cooperative venture by local farmers. The factory closes around 1940 due to insufficient patronage.
- **1921:** John Stumpf and John Hartzheim form a car sales and service business, *The Stumpf Motor Co.* They move the business to Sherwood in 1922.

- **1930s-40s:** Henry and Olive Hupfauf operate a grocery store and bar that are the social center of Darboy. Dances are held weekly in the upstairs dance hall. The hall is the site of local talent shows and an annual poultry fair.
- **1933:** Andrew Sprangers purchases the Wet Your Whistle Saloon, located next to Holy Angels School. The tavern was demolished in 2000.
- **1962:** The Darboy Club opens. The supper club is known for its chicken dinners and as a popular wedding hall.
- **1972:** Local farmers concerned about future growth in Darboy organize the Darboy Sanitary District with Jim Salm as president. In **1982**, the district begins construction of sewer and watermains to homes and businesses. The utility service helps fuel population growth throughout the 1990s.
- **1980:** Buchanan's population numbers 1,742.
- **1990:** Buchanan's population numbers 2,484.
- **1991:** The present Buchanan Town Hall is built at N178 County N.
- **1993:** STH 441 opens as a key highway route on the eastern edge of Appleton.
- **1998:** Buchanan adopts its first comprehensive plan.
- **2000:** Buchanan's population numbers 5,827.
- **2007:** Buchanan adopts its first Smart Growth Comprehensive Plan.
- **2010:** Buchanan's population numbers 6,755.

### WHAT IS PLANNING?<sup>3</sup>

- Planning is an orderly, open approach to determining local needs, goals and priorities, and developing a guide for action.
- Planning is a concentrated effort by a community to reach a balance between the natural environment and residential, commercial, industrial and agricultural development.
- A plan is a guide for public officials and private citizens to use in making informed decisions that will affect their community.
- Planning is a process that helps a community prepare for change rather than react to it.

### PLANNING IS NOT...

- An attempt to replace market forces of supply and demand. It helps shape and channel market forces by establishing certain guidelines to manage development.
- Action. A plan is only a guide for action and implementation.
- An instrument for immediate change. Change will occur incrementally as the plan is implemented.
- Static. Good planning requires continual review of implementation successes and failures, citizen desires, and the surrounding environment so that the plan can be adjusted as needed.

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<sup>3</sup> Mike Koles, Comprehensive Planning Fundamentals, UW-Extension, 2000.

- Zoning. A comprehensive plan is a foundation and guide for many tools that may be used to implement the plan. Zoning is one of these tools. Utilities, capital improvements planning, and subdivision regulations are examples of other tools.

## **PURPOSE AND SCOPE OF THE PLAN**

This plan is being made with the general purpose of guiding and accomplishing coordinated and harmonious development of the Town of Buchanan that will, in accordance with existing and future needs, promote public health, safety, morals, order, convenience, prosperity, and the general welfare, as well as efficiency and economy in the process of development. Developing a plan provides an opportunity for residents, landowners, business owners and other stakeholders to come together and define the desired future of the Town.

### **Plan Components**

This 20-year Comprehensive Plan for the Town of Buchanan includes four major components:

1. A profile of the demographic, economic and housing characteristics of the Town.
2. An inventory and assessment of the environment, community facilities, and natural resources.
3. Visions, goals, objectives, policies and recommendations.
4. A series of maps that depict existing and future land use patterns in the Town.

This plan was developed under the authority of Wisconsin Statutes 66.1001. It includes nine (9) required elements. These are:

1. Issues and Opportunities (Chapters 3)
2. Housing (Chapter 4)
3. Transportation (Chapter 5)
4. Utilities and Community Facilities (Chapter 6)
5. Agricultural, Natural and Cultural Resources (Chapter 7)
6. Economic Development (Chapter 8)
7. Intergovernmental Cooperation (Chapter 9)
8. Land Use (Chapters 10 and 11)
9. Implementation (Chapter 12)

### **State of Wisconsin “Smart Growth” Comprehensive Planning Goals**

In addition to the goals, strategies and recommendations outlined in this plan, the plan also addresses the 14 goals for comprehensive planning established by the State of Wisconsin Act 9 in 1999. The 14 goals include:

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 archeological 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 each 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 or 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 that meets the needs of all citizens, including transit-dependent and disabled citizens.

### **Interrelationships between Plan Elements**

Although all required elements are presented as separate chapters, it is important to recognize that they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use and zoning affects the types of housing that can be built within the Town, thus affecting the affordability of housing.

Chapter 12: Implementation integrates the goals, objectives and recommendations into one location, Map 10-1 Year 2040 Future Land Use Map, which not only depicts future land use but also illustrates key items that affect land use, as identified in other elements. These include, but are not limited to, natural resources, growth areas, potential upgrades to transportation infrastructure (trails, roads, transit) and public infrastructure (wells).

## **PLANNING PROCESS**

The Town of Buchanan's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization; Plan Kickoff and Visioning; Inventory/Analysis and Issue Identification/Vision and Goal Development; Plan Alternative, Strategies and Recommendations; Plan Implementation; and Plan Review, Public Hearing and Adoption. The Town's Plan Commission worked with East Central staff on the development of the plan.

The first phase (Organization) involved the creation and development of the public participation plan. Preliminary demographic information was prepared and presented at the kickoff meeting. An article appeared in the Town's Spring 2017 newsletter and February E-Newsletter.

During the second phase (Plan Kickoff and Visioning), a news article appeared in the March E-Newsletter letting community members know about the upcoming visioning session. Articles also appeared in the Times Villager regarding the visioning session and later letting people know about the on-line visioning portal. General information about comprehensive planning and the process were discussed at an initial meeting with the planning commission. A community visioning session was held to identify key issues and opportunities that should be considered during the planning effort. In addition, a public on-line visioning portal was launched to solicit additional comments.

Data from the previous comprehensive plan was used as a starting point for the third phase (Inventory/Analysis and Issue Identification/Vision and Goal Development) of the planning effort. Background information was revised to reflect new U.S. Census data and updated to reflect changes to the physical, social and economic resources of the Town. This data was analyzed to identify existing and potential issues. Using results from the Community Visioning Session and on-line visioning portal, feedback from the Buchanan Plan Commission and Town staff, as well as background data compiled during the inventory stage, key issues and opportunities were identified.

A draft framework plan that included goals, objectives and recommendations was developed for each of the comprehensive planning elements as part of the fourth phase (Plan Alternative, Strategies and Recommendations). Utilizing the background plan, input from the Plan Commission, the community visioning session and visioning portal, and Town staff, a draft future land use map (Map 10-1) was created. An intergovernmental meeting was held in March, 2018 to obtain input from neighboring jurisdictions, county departments, local governmental units and state agencies.

The fifth phase (Plan Implementation) established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning and an action plan with an accompanying timeline were developed to ensure that the intent of the plan is achieved.

The final phase (Plan Review, Public Hearing and Adoption) of the planning process culminates in the adoption of the comprehensive plan update by the Town Board. Draft plans were provided at the Town Hall, and local library, as well as on the Town's website. Following the publication of a 30 day notice in the local newspaper and a public hearing, the Plan Commission recommended that the Town Board adopt the plan by ordinance.

## **Public Participation**

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines “Procedures for Adopting Comprehensive Plans”, the Town of Fond du Lac actively sought public participation from its citizens. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. This plan laid out the goals of the public participation plan; public participation strategy, methods and plan adoption procedures.

Public input was encouraged through meetings and activities. ECWRPC staff conducted approximately eleven (11) public meetings with the Town of Buchanan Plan Commission, as well as one community vision session and one public information meeting at the end of the planning effort. All meetings were open to the general public; notices were posted at predetermined public areas. Periodically, articles were included in the Town newsletter. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the Kimberly and Kaukauna Public Libraries, the Town Hall, and the Town’s website. A website specific to the planning effort was developed for the planning effort. To facilitate public knowledge and involvement in the comprehensive planning process, the plan identified four major goals, provided a timeline, outlined notification methods and identified how to submit written comments.

## **Community and Neighborhood Visioning Workshop and On-Line Visioning Portal**

A Community Visioning Workshop was held on Wednesday, March 16, 2017 at the Town Hall. Seven people participated in the open house style workshop which included a series of six exercises. To obtain additional input an on-line visioning portal was launched. 20 people provided input on the visioning portal which was active until June 2, 2017. People identified the Town as a pleasant mix of urban and farm, residential, sprawling, car centric and traffic congestion, not enough parks and green space and a good place to live. In the future participants would like to see the ability to walk, bike or drive safely anywhere, outdoor recreation, great schools, commercial growth, reasonably priced housing, more greenspace and a great place to live. Hidden assets included Garners Creek, the CE Trail, the Historic Bridge Park, shopping and the commercial area, and Holy Spirit Church and School.

Barriers to connectivity/mobility, community improvements, and new development were also addressed. People identified areas of congestion and safety concerns, and accessibility issues, as well as a desire to see the ability to safely walk and bike to shopping near STH 441. People identified the area on the eastern edge of the western part of the Town as the highest priority for development.

Input from this workshop and visioning portal were used to identify key issues and opportunities (See Chapter 2: Visioning and Issue Identification and Appendix B).

## **Intergovernmental Meeting**

An intergovernmental meeting was held on March 5, 2018 at the Buchanan Town Hall. Invitations were emailed to neighboring jurisdictions, county departments, local governmental units and state agencies.

The purpose of the meeting was to solicit input into the development of the comprehensive plan update. A list of attendees is included in Appendix C.

## **WORDS TO KNOW**

**Vision:** An overall statement related to each of the nine required Smart Growth 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 long-range statement which describes a desired future condition. Goals will address one specific aspect of the vision.

**Objective:** A statement that describes a specific action or condition which will help attain the stated goals.

**Policy:** A statement which identify a position and a definitive course of action.

**Recommendation:** Specific actions which must be performed to implement the goals and objectives.

In the next chapter of the plan, a summary of the visioning exercises and key issues are presented.