



**CHAPTER #10**  
**FUTURE LAND USE**

## CHAPTER 10: FUTURE LAND USE

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## CHAPTER 10: FUTURE LAND USE

### INTRODUCTION

As mentioned in the previous chapter, land use is the central element of a comprehensive plan. Chapter 9 described the Town of Buchanan as it exists today. This chapter, through written narrative, digital images, and plan maps, provides a glimpse into Buchanan’s future...to the year 2040.

Buchanan’s residents value its small town charm and rural living. Belying the community’s proximity to the Fox Cities, the Town is characterized by a variety of differing landscapes including the urbanized southwest, the Fox River corridor, and the agricultural open spaces on the Town’s east side. Preserving these unique attributes has been a priority since the development of the comprehensive plan began in 2004. However, annexations to nearby incorporated communities continue to erode Buchanan’s land base. Maintaining the Town’s character over time is a primary challenge of the comprehensive planning process. In order to do so, the Town must consider actions aimed at maintaining its boundaries while recognizing the legitimate economic interests of landowners.

These issues are discussed throughout this chapter. The specific goals, objectives, and policies aimed at achieving Buchanan’s vision can be found at the end of this chapter.

## LAND USE VISION

### LAND USE VISION

*In 2040, Buchanan has successfully maintained its land base and continues to offer a mixture of suburban and rural residential living options in close proximity to the Fox Cities.*

*A network of pedestrian and bicycle trails link all parts of the community, providing the means for safe and efficient alternative transportation options for all Town residents. The natural beauty of the community has been maintained through the establishment of environmental corridors, parks, and preserved open spaces throughout the community's interior and along the Fox River shoreline.*

*Although single-family homes remain the primary housing type in the community, a variety of alternative housing choices are available for singles, young families, and seniors. Public sewer and water allows for a denser mixture of residential housing, commercial and retail developments, while the eastern part of the Town continues to be dominated by agricultural land uses, wooded stream banks, and scattered residential development.*

## BACKGROUND

A great deal of effort over the course of the planning effort went into the development of the Land Use Maps. The planning process was initiated with a public visioning process and review of population characteristics. This information is described in Chapters 2 and 3. From there, the Town studied current existing conditions and future needs related to housing (Chapter 4), transportation (Chapter 5), utilities and community facilities (Chapter 6), and economic development (Chapter 8). The Town also examined the environment, historical and cultural resources, and agricultural considerations in Chapter 7. Current land uses were considered in the previous chapter.

### Resident Opinions Regarding the Future of Buchanan

Public involvement was a critical component from the onset of the planning process. Through the use of a variety of participatory tools, including the Public Vision Workshop and the Public Visioning Portal residents provided direction to the Plan Commission and consultant in the drafting of this document.

### Community Visioning Results – Future Land Uses

A Public Visioning Workshop and Visioning Portal were used to gauge resident support for or opposition to a variety of different future land uses types (please refer to Chapter 2 and Appendix B for more information). Many of the exercises that residents provided input into relate

to future land use. Participants were asked to describe the Town of Buchanan of the future. Among other things, respondents mentioned that they are looking to increase the ability to safely walk and bike within the Town, outdoor recreation, town center/hub, cohesive development standards, and residential and commercial growth. Respondents were asked to identify where new growth and development priorities should be within the Town. Respondents identified the eastern undeveloped portion of the western area of the Town as the highest priority. Design Preference Surveys were used to gauge the type of residential, retail, employment and park development types respondents would like to see more of in the Town. People indicated that they would like to see more single-family development. Retail/Commercial types were mixed, respondents at the Public Visioning Workshop wanted to see more Free Standing Convenience Retail and Single Story Strip Commercial while those responding to the visioning portal wanted to see Street Oriented Commercial and Mixed Use. Larger Light Industrial Research Buildings was the preferred employment type, though people responding to the visioning portal also wanted to see Large Retail Developments. Mixed responses were also seen for the type of parks people wanted to see more of. Neighborhood Parks serving a one mile radius was preferred by participants at the public visioning workshop while people providing input at the public visioning portal wanted to see more linear parks.

## **COMMUNITY DESIGN CONSIDERATIONS AND TOOLS**

Community design is the process of providing a physical form to the landscape. It is understood to include directions for site organization and planning, landscape design, and building design. The physical form and appearance will establish, or expand upon, the character of the Town.

The unique design elements of a community are important aesthetic identifiers that aid in creating and enhancing a community's sense of place. Architectural standards must recognize existing themes and design features. They should enhance the community by harmoniously building upon existing character yet provide a fresh perspective on the area. The standards should be compatible with existing community character yet broad enough to include a variety of contextual relationships.

Buchanan has developed and enforces its own zoning regulations. The Wisconsin Comprehensive Planning Law requires that each community, upon adoption of a newly developed comprehensive plan, revise its existing ordinances related to land use and design to ensure consistency with the plan. During the ordinance revision process, Buchanan will have the opportunity to expand upon existing community design requirements by incorporating guidelines aimed at preserving rural character. Some of the issues to be considered are highlighted below.

### **Preserving Rural Character**

What is "rural character"? Each community, each resident, may define rural character in a different manner. For most residents in the Town of Buchanan, the term describes a landscape dominated by:

- Open spaces and environmental corridors
- Farm fields
- Abundant natural resources and wildlife
- Low-density residential development
- Streams, creeks, and the Fox River
- Wooded areas

Within isolated rural communities, rural character is most often affected by unwanted or poorly designed suburban development. For communities located in close proximity to metropolitan areas, the primary challenge to maintaining rural character results from the continuing threat of annexation. In order to maintain Buchanan's rural landscapes, the Town must find ways to solidify its boundaries and protect its land base. This can be accomplished through both internal and external means. By revising ordinances to allow for economically feasible development patterns in areas close to incorporated communities, the Town may provide disincentives for landowners to petition for annexation (for more information please refer to Chapter 9 for more information). Buchanan may also consider meeting with its incorporated neighbors to establish

boundary agreements. Some combination of the two will most likely provide the best opportunity to retain the community's rural character into the foreseeable future.

### **Site Plan Review**

The Town of Buchanan has adopted a formal site plan review process for any proposed commercial uses. It requires individuals interested in developing a new commercial use provide a detailed drawing that indicates precisely what is planned. This requirement is part of the Buchanan Zoning Ordinance Chapter 525. The review helps to ensure that proposed uses comply with Town, county and state standards with respect to roadway design, stormwater management, wastewater treatment, planned sanitary systems, potable water, and other requirements.

### **Conservation Subdivisions**

Conservation subdivisions are a way in which Buchanan may accommodate residential development while maintaining the rural character of the community (for more information please refer to Chapters 4 and 7). Conservation Subdivisions could be processed as a Planned Unit Development (PUD) through the Town's zoning approval process in conjunction with its subdivision platting process; the PUD process allows for both control and flexibility in approving subdivision design. Planners in Wisconsin and throughout the country have found that this form of development is the most effective tool available to Towns intent upon preserving their character. Conservation subdivisions are housing developments that cluster homes together on part of the parcel while leaving the remainder of the land undeveloped. In addition, conservation design requirements provide another opportunity to create a buffer area between the agricultural lands of Buchanan and the incorporated communities in the west and southwest.

### **Landscaping**

Landscaping, particularly in commercial areas and along frequently traveled roads, provides an opportunity to create or enhance local identity, both on a site-by-site basis and community-wide. This may be particularly important in the boundary areas of the Town, where an identifiable landscape would aid in informing residents and visitors that they are entering a distinct community. A unifying landscape theme, based upon regionally native species or locally desired ornamentals, can serve as an identifiable gateway or wayfinding feature for the Town. It is important, however, that any local landscape ordinance have the flexibility to allow for creative interpretation on the part of the landowner and developers, while ensuring that community design guidelines are consistent.

### **Maintaining Dark Skies**

In recent years, a movement has spread across the country related to outdoor lighting. At the forefront of these efforts is the Society for Dark Sky Preservation. This organization's mission is to ensure that the night sky is visible by eliminating intrusive lighting. A significant component of

a community's rural character lies in the ability to enjoy the stars at night. To that end, Buchanan will seek to promote lighting choices that:

- keep glare to a minimum;
- discourage the use of direct up-lighting in any application;
- put outdoor lighting only where it is needed and when it is needed (i.e. use motion detectors);
- use alternatives to constant "dusk-to-dawn" lighting whenever possible; and
- eliminate light trespassing on neighboring properties and roadways.

These restrictions will be included within, and enforced through, the zoning and site plan review processes.

### **Traditional Neighborhood Development (TND)<sup>1</sup>**

The comprehensive planning law defines "traditional neighborhood development" (TND) to mean: compact, mixed-use neighborhood development where residential, commercial and civic buildings are in close proximity to each other. TND is a planning concept based on the principles of new urbanism to promote traditional small towns. TND is found in the older parts of Wisconsin's cities and villages. Principles of TND include:

- **Compact.** TND areas have a higher density than traditional single-family subdivision (i.e. duplexes, apartments, etc. as well as single-family homes in a single area). Compact development also means that the developed area is designed for human scale, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).
- **Mixed Use.** TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, are mixed with residential development. Mixing uses helps promote walking throughout the community. Mixing land uses can also broaden the tax base. Furthermore, mixed uses can mean that different means of transportation are promoted in the community (walking, bicycling and automobiles). Mixed use also means promoting varied housing types and sizes to accommodate households of all ages, sizes, and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, townhomes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses such as shops or offices. This environment provides housing for a lifetime.

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<sup>1</sup> A *Model Traditional Neighborhood Development Ordinance* is available from the UW-Extension. This ordinance was developed in 2000 as a means to implement Smart Growth Comprehensive Plans.

- Street Patterns, Sidewalks, and Bikeways. TND provides for access through an interconnected network of streets that facilitate walking, bicycling and driving.
- Cultural and Environmental Sensitivity and Design. TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation, and the use of environmentally responsive stormwater management systems are equally important.

The adoption of TND principles in the Town of Buchanan would be most appropriate within the southwester, more developed portion of the community.

### **Land Division Ordinance<sup>2</sup>**

Land division (or subdivision) regulations provide the procedures and standards for dividing a large parcel of land into smaller parcels for sale and development. Subdivision regulations require a developer to meet certain conditions in order to record a plat. As with zoning, subdivision regulation is a land use control used to carry out a community's plan. However, the regulations governing the division of land are different from zoning regulations in two primary areas.

First, while zoning regulations are meant to control the use of property, subdivision regulations address the quality of development (the availability of public services, services the subdivider must provide, the layout of the site, etc.). The way in which lands are divided plays a key role in the orderly development of a community. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances. The impact of subdivision regulations is more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision control ordinances often give a community its only opportunity to ensure that new neighborhoods are properly designed. Failure to plan for the subdivision of land is felt in many areas such as tax burdens, the high cost of extending utilities, street and traffic problems, overcrowded schools, health hazards caused by wastewater treatment systems unsuited to a particular area, and a loss of a sense of community.

Second, the requirements and procedures for regulating subdivisions provided under the Wisconsin Statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for cities/villages, towns, and counties, Wisconsin has only one local enabling law for local subdivision regulation. That law is found in Chapter 236 of the Wisconsin Statutes. This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, towns do not require county approval to adopt subdivision regulations. Likewise, counties do not need town approval for the county subdivision regulations to apply within that town.

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<sup>2</sup>The first three paragraphs of this section were excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

The design standards included within a land division ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested parties with examples of the types of development and design acceptable to the community. At a minimum, a land division ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards, including but not limited to:

- **Protecting Open Space** – The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- **Roads and Streets** – The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- **Configuration of blocks and lots** – The ordinance may provide standards for the size and location of blocks and lots. Minimum and maximum lot sizes may be established regardless of existing county requirements.
- **Parks and Open Space** – The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.

### **Historic Preservation Ordinance<sup>3</sup>**

Many Wisconsin communities have a rich assortment of properties with architectural, historical, archeological, and/or cultural significance. These properties may include Indian burial mounds, residences, public or commercial buildings, barns, or bridges. A community may only have one property of historic significance or it may have several historic properties that together may constitute an historic district. The presence of historic or prehistoric properties in a community provides community identity and helps to foster a special sense of place and an association with the past. A growing number of communities have sought to protect and enhance historic structures in a variety of ways.

### **Sign Ordinance**

A sign ordinance is another design tool available to the Town to protect and preserve the rural character of the community. Sign ordinances provide the mechanism for regulating the size, color, style, location, and lighting for signs and billboards located within Buchanan.

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<sup>3</sup> This section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

## **YEAR 2040 FUTURE LAND USE MAP AND FRAMEWORK**

The proposed future land use is shown on Map 10-1 and is described below. The map represents the overall vision established by the Town of Buchanan based on visioning, data collection, analysis and discussions held throughout the planning process. Public, Plan Commission and Town staff comments, concerns and ideas were blended into vision statements and goals that are represented conceptually on the proposed future land use map.

Rather than follow a traditional method of identifying separate land uses such as residential, commercial, industrial, etc., the map is more generalized to better match the vision and provide flexibility when evaluating new development proposals against the plan for consistency purposes. A total of eight (8) different “districts”, or land classifications, have been developed. Map 10-1 can generally be described as conveying the “policy” of the Town in that new development proposals, or proposed changes to existing land use should ultimately be in conformance with the intent and vision of the community. The Town’s 2040 Future Land Use Map considers the “ultimate” use of land, which may not be realized until after the year 2040.

A general description of each District is contained below along with a short set of major land use objectives and recommendations that are critical to achieving the overall vision of the Town. A detailed list of the goals, objectives and recommendations are included in Chapter 12 Implementation and should be consulted and considered when reviewing development proposals.

### **Environmentally Sensitive Areas**

Environmentally sensitive areas, or ESAs, are based on the definition used for NR-121 Sewer Service Area Planning are considered unsuitable for any proposed developed uses and are defined in the Town’s subdivision ordinance as the following:

- All areas mapped wetland by the Wisconsin Department of Natural Resources (WDNR) and depicted on the Wisconsin Wetlands Inventory Maps.
- Land within 50 feet of wetlands that are larger than two acres in size.
- All areas mapped as floodway by the Federal Emergency Management Agency (FEMA), WDNR or other public or private entity and incorporated into Outagamie County Floodplain Ordinance.
- Floodways plus 50 feet (but not beyond the floodplain boundary) or 75 feet beyond the ordinary high-water mark, whichever is greater.
- Land within 100 feet of navigable waters, if there is no (WDNR) approved flood study.
- Land within 25 feet of non-navigable waterways shown on the United States Geologic Society (USGS) topographic quadrangle maps (7.5-minutes series).
- All areas having slopes steeper than 12 percent or greater.

The purpose of designating environmentally sensitive areas is to preserve significant environmental features from development. Environmentally sensitive areas perform a variety of important environmental functions including stormwater drainage, flood water storage, pollutant entrapment, groundwater recharge, recreation and wildlife habitat. They also provide green space to enhance aesthetics and quality of life.

For the purposes of the Proposed Land Use Map, these areas have been combined into a single category and generally represent areas that should be preserved or protected from new development and other land use changes. This layer is not meant to be an exact representation of all environmentally sensitive areas within the Town.

### **Residential Land Uses**

Four (4) areas or districts have been identified for residential land uses. These districts are listed below and are described in more detail:

- Suburban Single Family Residential District
- Short-Term Mixed Use Residential District
- Long-Term Mixed Use Residential District
- Rural Infill Residential District

#### ***Suburban Single Family Residential District***

The bulk of this district lies in the western part of the Town and is mostly developed, though a few small areas are found in the northwestern (developed islands) and central part of the Town. This district is defined as being primarily single family homes on public sewer and water. Other uses such as commercial, higher density apartments are found along CTH KK and scattered duplexes are found within the Commercial and Retail Service Hub<sup>4</sup> area found within this district. Given its mostly developed state, it is expected that little land use change will occur within this district over the planning period, although some infill development may occur. Most undeveloped areas are found in the central part of the Town. Any new land use change or infill development should be consistent in terms of land use, density and design. New public or institutional uses should be considered within this district as long as negative impacts are addressed. Note that the Commercial and Retail Service Hub District encompasses an area centered on the intersection of CTH N and CTH KK and runs longitudinally along CTH KK. This district encompasses approximately 1,105 acres, of which approximately 227 acres are considered vacant and developable.

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<sup>4</sup> See Commercial and Retail Service Hub District for more information.

The objectives of this district are to:

- Protect and strengthen existing residential neighborhoods.
- Provide opportunities for new low density residential development on public sewer and water.
- Provide a variety of housing choices.

Appropriate land uses for the district include:

- Single family residential (attached and detached); two-family residential; public and semipublic nonprofit institutional uses, including churches, schools and libraries; parks; playgrounds; community centers; and local commercial when it fits within the context of the surrounding land uses.

Zoning Districts:

- Single Family Residential (RSF), Two-Family Residential (RTF), Single and Two-Family Residential (RSTF), Public and Institutional (PI), Local Commercial (CL), Conservancy Overlay (CON), Planned Unit Development (PUD).

Several basic strategies and recommendations for this district include:

- Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts.
- Encourage land use patterns that strengthen and promote community interaction and sense of community.
- Promote continuous improvement and preservation of the Town's established neighborhoods.
- Promote infill of existing subdivisions.
- Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities.
- Support proposals for additional disabled resident housing that would be within close proximity to transit and amenities.
- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the ability to safely walk and bike within the community and to create connections between residential developments and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors such as Garners Creek and the adjacent woodlands and wetlands.

### ***Short-Term Mixed Use Residential District***

This district is currently mostly undeveloped, though a mixture of commercial (mostly near CTH KK), multi-family (north of CTH KK) and scattered single family residential exists (primarily along

Debruin Road). A Commercial and Retail Service Hub District<sup>5</sup> encompasses the area running longitudinally along CTH KK. It is intended that development in this area would occur on public sewer and water. Ideally, these lands would develop first, prior to lands in the eastern portion of the Town. Though primarily residential, this area has the potential to become a number of different uses including commercial, higher density residential or low density residential, especially along CTH KK. Additional public recreation lands, trails and/or parks (“P” symbol) may also be needed to accommodate localized demands. Additional planning should occur to identify more detailed uses and development patterns within the District, although interim development proposals may ultimately dictate uses. In either case, appropriate transitions between mixed uses should be addressed as required. This district encompasses approximately 349 acres, of which approximately 284 acres are considered vacant and developable.

The objectives of this district are to:

- Ensure that an adequate amount of land is available for residential growth.
- Provide opportunities for denser residential and mixed use development on public sewer and water.
- Use of these areas should be complimentary to the surrounding land use patterns and should be transitioned appropriately.
- Allow for flexibility for a variety of land uses.

Appropriate land uses for the district include:

- Single family residential (attached and detached); two-family residential; multi-family residential; public and semipublic nonprofit institutional uses, including churches, schools and libraries; parks; playgrounds; community centers, business and professional offices.

Zoning Districts:

- Single Family Residential (RSF), Two-Family Residential (RTF), Single and Two-Family Residential (RSTF), Medium Density Residential (MDR), Multi-Family Residential District (RMF), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD), and Local Commercial District (CL).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the ability to safely walk and bike within the community and to create connections between residential developments and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.

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<sup>5</sup> See Commercial and Retail Service Hub for more information.

- Encourage cost-effective extension of public infrastructure.
- Provide adequate recreational opportunities and access for local neighborhoods and the Town as a whole.
- Ensure that adjacent land uses are compatible, both within the Town and near shared borders with adjoining communities.

### **Long-Term Mixed Use Residential District**

This district is currently mostly undeveloped, though a mixture of commercial, industrial and institutional facilities (near CTH KK and STH 55) and the Wisconsin International Raceway (off of CTH KK) exist. A Commercial and Retail Service Hub<sup>6</sup> encompasses the extended area near STH 55 and CTH KK and includes most of the existing commercial, industrial and institutional facilities development. Ideally, these lands would develop second, after lands in the eastern portion of the Town have already developed. Though primarily residential, this area has the potential to become a number of different uses including commercial, higher density residential or low density residential, especially along CTH KK, CTH CE and STH 55. Additional public recreation lands, trails and/or parks (“P” symbol) may be needed to accommodate localized demands. The future development of these lands will be dependent on the ability to extend public sewer and water from either the Darboy S.D. or City of Kaukauna system. Additional planning should occur to identify more detailed uses and development patterns, as well as public service provision, within the District prior to allowing development to occur. This district encompasses approximately 620 acres, of which approximately 464 acres are considered vacant and developable.

The objectives of this district are to:

- Ensure that an adequate amount of land is available for residential and commercial uses as well as for employment growth.
- Provide opportunities for denser residential and mixed use development on public sewer and water.
- Use of these areas should be complimentary to the surrounding land use patterns and allow for flexibility for a variety of land uses.

Appropriate land uses for the district include:

- Single family residential (attached and detached); two-family residential; multi-family residential; public and semipublic nonprofit institutional uses, including churches, schools and libraries; parks; commercial; retail; business offices; restaurants; motels; and service type businesses.

Zoning Districts:

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<sup>6</sup> See Commercial and Retail Service Hub for more information.

- Single Family Residential (RSF), Two – Family Residential (RTF), Single and Two-Family Residential (RSTF), Medium Density Residential (MDR), Multi-Family Residential District (RMF), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD), Local Commercial District (CL), Regional Commercial District (CR).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the ability to safely walk and bike within the community and to the regional trail system. Create connections between residential developments, the regional trail system and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.
- Explore opportunities to provide public sewer and water through intergovernmental agreements with the City of Kaukauna.
- Provide adequate recreational opportunities and access for local neighborhoods and the Town as a whole.
- Ensure that adjacent land uses are compatible, both within the Town and near shared borders with adjoining communities.

### ***Rural Infill Residential District***

This district is currently partially developed as rural residential development on larger lots. Public water and sewer are not available in this area. It is anticipated that this area will continue to develop as single-family residential development in a lower density fashion but may also develop as conservation subdivision development. This district encompasses approximately 1,174 acres, of which approximately 864 acres are considered vacant and developable.

The objectives of this district are to:

- Ensure that an adequate amount of land is available for residential growth.
- Provide opportunities for lower density residential development.

Appropriate land uses for the district include:

- Single family residential (attached and detached); two-family residential; public and semipublic nonprofit institutional uses, including churches; parks; golf courses and community centers.

Zoning Districts:

- Rural Residential (RR), Single Family Residential (RSF) and Two – Family Residential (RTF), Single and Two-Family Residential (RSTF), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the ability to safely walk and bike within the community and to the regional trail system. Create connections between residential developments, the regional trail system and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.
- Encourage “low impact” development, including conservation subdivisions.
- Promote infill development of existing subdivisions.
- Direct new development adjacent to existing development.

### **Employment-Based Land Uses**

Four (4) distinct areas of industrial, commercial, retail, service and office employment with the Town are categorized into two separate land use districts for the purposes of illustrating the Town of Buchanan’s vision. These districts are listed below and describe in more detail:

- Mixed Use Employment Intensification
- Commercial and Retail Service Hubs

#### ***Mixed Use Employment Intensification***

This district that includes the area bordered on the north by CTH CE, on the west by STH 441 and on the south by CTH KK. It houses a mixture of retail, restaurant, tavern, grocery store, larger box retail (Lowe’s), movie theater, daycare, automotive, manufacturing and some minor amounts of residential development. Public water and sewer is available. This district encompasses approximately 235 acres, of which approximately 52 acres are considered vacant and developable.

The objectives of this district are to:

- Strengthen/enhance community identity.
- Maintain and redevelop properties in order to increase economic activity.
- Intensify uses/activities into mixed use development.
- Support and retain existing businesses.

Appropriate land uses for the district include:

- Single family residential (attached); multi-family; daycare; retail; service; business and professional offices, taverns, restaurants, indoor commercial recreational

establishments, light manufacturing, wholesale, printing and publishing and manufacturing.

Zoning Districts:

- Medium Density Residential (MDR), Multifamily Residential District (RMF), Local Commercial District (CL), Regional Commercial District (CR), Planned Commercial District (CP), Industrial District (IND), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the ability to safely walk and bike within the community and to the regional trail system. Create connections between residential developments, the regional trail system and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.
- Allow for the gradual transition of certain areas to transform into pedestrian scale mixed use town center projects.

### **Commercial and Retail Service Hubs**

This district encompasses three general locations along CTH KK that are currently seeing commercial and related land uses. The districts do not have distinct boundaries but are considered overlay districts where commercial and retail development is desired.

**Commercial and Retail Service Hub (west).** The western area designated as “Commercial and Retail Service Hub” is centered along CTH KK and CTH N. This area intersects with the Suburban Single Family Residential District and currently includes a mixture of commercial, institutional facilities, service, daycare, senior living, multi-family and single-family residential. This area is essentially totally developed and little land use change will occur within this district. This district encompasses approximately 54 acres, of which approximately 3 acres are considered vacant and developable.

**Commercial and Retail Service Hub (middle).** The middle area designated as “Commercial and Retail Service Hub” is centered along CTH KK. This area overlaps part of the Short-Term Mixed Use Residential District and currently includes an orchard, mini-storage, multi-family and farmland. This district encompasses approximately 68 acres, of which approximately 48 acres are considered vacant and developable.

**Commercial and Retail Service Hub (east).** The eastern area designated as “Commercial and Retail Service Hub” is centered on STH 55 and CTH KK. This area overlaps the Long-Term Mixed Use Residential and currently includes a mixture of commercial, retail, manufacturing,

institutional facilities and professional office. This district encompasses approximately 236 acres, of which approximately 154 acres are considered vacant and developable.

The objectives of this district are to:

- Provide opportunities for a mixture of commercial, business and industrial land uses.
- Provide opportunities for commercial, business and industrial expansion and development.
- Maintain and redevelop properties in order to increase economic activity.
- Support and retain existing businesses.

Appropriate land uses for the district include:

- Retail; commercial; service; business offices, restaurants, light manufacturing, wholesale trade and manufacturing.

Zoning Districts:

- Local Commercial District (CL), Regional Commercial District (CR), Planned Commercial District (CP), Industrial District (IND), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the ability to safely walk and bike within the community and to the regional trail system. Create connections between residential developments, the regional trail system and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.
- Ensure that adjacent land uses are compatible, both within the Town and near shared borders with adjoining communities.
- Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities, if appropriate.
- Support proposals for additional disabled resident housing that would be within close proximity to transit and amenities, if appropriate.

### **Working Lands District**

This district encompasses undeveloped, mostly agricultural uses land in the Town. The purpose of this district is to protect contiguous and larger areas of existing farmland for the continued agricultural use. This district encompasses approximately 4,241 acres, of which approximately 3,136 acres are currently being used for agricultural purposes.

The objectives of this district are to:

- Protect the Town's viable farming operations and the "Right to Farm".
- Protect contiguous blocks of productive farmland for agricultural purposes.
- Support local family farm operations and small specialty farms.
- Support alternative farming operations, i.e. equestrian facilities, orchards, vineyards, nurseries, etc.
- Support residential development that will protect the Town from annexation or provide more benefit than the existing agricultural land use.
- Support commercial development that is compatible with the surrounding land uses on a very limited basis that will protect the Town from annexations or provide more benefit than the existing agricultural land use.

Appropriate land uses for the district include:

- Agricultural uses; dwellings existing prior to the adoption of the comprehensive plan; parks, preserves and golf courses; rural residential development on single lots.
- Residential development that will protect the Town from annexation or provide more benefit than the existing agricultural land use.
- Commercial development that is compatible with the surrounding land uses on a very limited basis that will protect the Town from annexations or provide more benefit than the existing agricultural land use.

Zoning Districts:

- General Agricultural District (AGD). The following should only be considered when protecting the Town from annexation or provides more benefit than the existing agricultural land use: Rural Residential (RR), Single Family Residential (RSF) and Two – Family Residential (RTF), Single and Two-Family Residential (RSTF), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD), Local Commercial (CL).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. on-road, trails, etc.) to improve the ability to safely walk and bike within the community and to the regional trail system. Create connections between residential developments, the regional trail system and between residential and employment/retail areas.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.
- Promote infill and /or direct development to areas within the existing sanitary district or adjacent to existing development.

- Carefully consider rezoning requests that would fragment and isolate existing farming operations.
- Encourage farmers to explore niche farming activities that would provide specialty produce and value added products.
- Encourage residential development that will protect the Town from annexation or provide more benefit than the existing agricultural land use.

### **Long Term Urban Growth Area (Services Encouraged)**

This mostly undeveloped district is divided into two distinct areas; a northern and a southern area.

**Northern Long-Term Growth Area.** The northern area borders the Fox River and abuts the City of Kaukauna on the west and south. Residential development is found mainly near the Fox River and Haas Road. Ideally, these lands would develop on public sewer and water toward the end of the planning period or beyond. It is likely that this area will develop primarily as residential. However the use of this district will be determined by the surrounding dominant land uses. Additional public recreation lands, trails and/or parks (“P” symbol) may be needed to accommodate localized demands. This district encompasses approximately 499 acres, of which approximately 399 acres are considered vacant and developable.

**Southern Long-Term Growth Area.** The southern area is a mixture of commercial (near CTH KK and CTH CE), scattered residential, recreational land (Countryside Golf Course) and agricultural land uses. Ideally, these lands would develop on public sewer and water toward the end of the planning period or beyond. It is likely that this area will develop primarily as residential, though commercial and industrial uses currently exist and may continue along CTH CE and CTH KK. However the use of this district will be determined by the surrounding dominant land uses. Additional public recreation lands, trails and/or parks (“P” symbol) may be needed to accommodate localized demands. This district encompasses approximately 1,074 acres, of which approximately 838 acres are considered vacant and developable.

The objectives of this district are to:

- Protect undeveloped land from premature development, prior to determining the ability to efficiently serve these areas with sewer and water.
- Allow for the continued use of land in its current state.
- Support residential development that will protect the Town from annexation or provide more benefit than the existing agricultural land use.
- Support commercial development that is compatible with the surrounding land uses on a very limited basis that will protect the Town from annexations or provide more benefit than the existing agricultural land use.

Appropriate land uses for the district include:

- Agricultural uses associated with agriculture and farming, and low-density residential when associated with an agricultural use.
- Residential development that will protect the Town from annexation or provide more benefit than the existing agricultural land use.
- Commercial development that is compatible with the surrounding land uses on a very limited basis that will protect the Town from annexations or provide more benefit than the existing agricultural land use.

Zoning Districts:

- General Agricultural District (AGD). The following should only be considered when protecting the Town from annexation or provides more benefit than the existing agricultural land use: Rural Residential (RR), Single Family Residential (RSF) and Two – Family Residential (RTF), Single and Two-Family Residential (RSTF), Public and Institutional (PI), Conservancy Overlay (CON), Planned Unit Development (PUD), Local Commercial (CL).

Several basic strategies and recommendations for this district include:

- Support infrastructure improvements (i.e. on-road, trails, etc.) to improve the ability to safely walk and bike within the community and to the regional trail system.
- Protect major environmentally sensitive areas and environmental corridors and the adjacent woodlands and wetlands.
- Promote infill and /or direct development to areas within the existing sanitary district or the Short-Term Mixed Use Residential or Rural Infill Residential adjacent to existing development.
- Residential development that will protect the Town from annexation or provide more benefit than the existing agricultural land use.
- Commercial development that is compatible with the surrounding land uses on a very limited basis that will protect the Town from annexations or provide more benefit than the existing agricultural land use.

## **FUTURE LAND USE PROJECTIONS**

Wisconsin Statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.<sup>7</sup> The projections for the Town of Buchanan can be seen in Table 10-1.

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<sup>7</sup> Wisconsin State Statutes 66.1001.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2010, the Town of Buchanan had a total of 2,393 housing units<sup>8</sup>. Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 4,111 housing units<sup>9</sup> or about 1,718 additional housing units in the Town. Maintaining the current split<sup>10</sup> between single family, two-family and multi-family units, and subtracting the number of single family, two-family and multi-family units built between 2010 and 2015,<sup>11</sup> there will need to be an additional 1,410 single family units, 66 duplexes and 129 multi-family units. Based on the current zoning,<sup>12</sup> the Town will need 472 acres for single family and two-family, and 9 acres for multi-family development<sup>13</sup> or a total of 481 acres for residential development.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the Town of Buchanan was 6,935 people. Therefore the ratio of acres of commercial land use to population in 2015 is 0.03 acres per person, while the ratio of acres of industrial land use to population was also 0.01 acres per person. Multiplying the ratio of commercial and industrial acres per person by the 2040 population<sup>14</sup> and adding a 15 percent infrastructure factor and 20

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<sup>8</sup> U.S. Census 2010.

<sup>9</sup> A 10% increase was added to the difference between the WDOA estimated number of housing units in 2040 minus the number of units in 2010.

<sup>10</sup> The current split between single family, duplexes and multi-family determined by the ACS 2011-2015 5-Yr Estimates.

<sup>11</sup> The net units (units built – units demolished) added was obtained from the WDOA Annual Survey, 2010 – 2015.

<sup>12</sup> Minimum lot size for RSF (Single-Family Detached), RTF (Residential Two-Family District) and RMF (Residential Multifamily District) used to determine residential land use consumption.

<sup>13</sup> This includes a 15% infrastructure factor and a 20% market factor.

<sup>14</sup> A 10% increase was added to the difference between the WDOA population estimate in 2040 minus the population estimate in 2010.

percent market factor, it is determined that an additional 165 acres of commercial and an addition 42 acres of industrial acreage will be needed by 2040.

Growth within the Town of Buchanan is expected to primarily occur over the planning period within the eastern part of the Town (first priority) and in the long-term mixed use residential district and rural infill areas (Map 10-1). Table 10-1 provides five year land consumption estimates for residential, commercial and industrial land uses and the resulting depletion of agricultural land. Based on these assumptions approximately 331 acres of agricultural land will be lost over the life of the plan.

**Table 10-1: Future Land Consumption (Acres)**

Land Use	2015	2020	2025	2030	2035	2040
S.F. Residential	1,580	1,674	1,769	1,863	1,958	2,052
M.F. Residential	23	25	27	29	30	32
Commercial	236	269	302	335	368	401
Industrial	61	69	78	86	95	103
Agricultural	5,280	5,214	5,147	5,081	5,015	4,948

Source: ECWRPC, 2018

## HOW IS THE FUTURE LAND USE MAP TO BE USED?

The Future Land Use Map is a planning tool for the Town of Buchanan. In accordance with the Comprehensive Planning Law, the map will be used to develop or revise:

- Local Subdivision Regulations
- Official Mapping
- Zoning Ordinance
- Other applicable ordinances

Town appointed and elected officials will use the plan map as a guide for making future land use decisions. Developers and residents should understand that the plan map is intended to direct development to certain areas where facilities and services are currently available. It is important to remember that a plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time.

Applications for rezoning and development that are inconsistent with the plan and plan map must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a compatible, but previously unplanned use. Likewise, a change in county or regional policy, technological advances, or environmental changes may also impact the plan. Any change to the plan (including the plan map) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Law. Any amendment must

be recommended by the Town and approved by the Town Board before development is permitted.

## **WHAT'S THE DIFFERENCE BETWEEN THE ZONING MAP AND PLANNING MAP?**

The Buchanan Zoning Map is provided before the Future Land Use Map. The map reflects the zoning regulations and classifications currently in effect in Buchanan. Zoning is a regulatory tool established to control land uses. It lists permitted uses, minimum lots sizes, required setbacks, etc. It is a very specific document.

Planning provides the process to develop a vision for a community. A comprehensive plan is a guide for future development. As such, a plan will not necessarily mirror existing zoning patterns. This may be because some areas of the Town are not expected to develop over the planning period (though they may be zoned for residential development) and others may be planned for uses different than current zoning. The Future Land Use Map provided at the conclusion of this chapter is a planning map. This map presents a vision for future development patterns. The map should serve as a guide for addressing rezoning requests.

A simple way to think about the difference between planning and zoning is to think of the construction of a house. A blueprint would be the plan for the home. The zoning ordinance (as well as a subdivision ordinance, historic preservation ordinance, etc.) function as tools, like a hammer or nails, used to build the house. In this way, zoning and subdivision regulations are tools to encourage desired development patterns in Buchanan consistent with the comprehensive plan and plan map.

## **RELATIONSHIP TO OTHER REQUIRED PLAN ELEMENTS**

Discussion of the ways in which each element of this comprehensive plan related to the Future Land Use Chapter has been included throughout the document. As described below, the Future Land Use Chapter will have a significant role in the two remaining elements of this plan.

### **Intergovernmental Cooperation**

Intergovernmental activities have the potential to impact Buchanan in many ways. Transportation projects implemented by the county or the Wisconsin Department of Transportation can affect accessibility in the Town and create development pressures. The Town's incorporated neighbors may desire to expand their land bases through annexation of Town parcels. These issues are discussed fully in the Intergovernmental Element of this plan.

### **Implementation**

The Implementation Element outlines the goals and objectives from all required elements with milestone dates for achieving each item. In addition, the Implementation Element discusses potential zoning changes to achieve the visions expressed in this chapter and the plan as a whole.

## **LAND USE GOALS, OBJECTIVES AND POLICIES**

The Town's Land Use goals, objectives, and policies can be found in Chapter 12: Implementation.