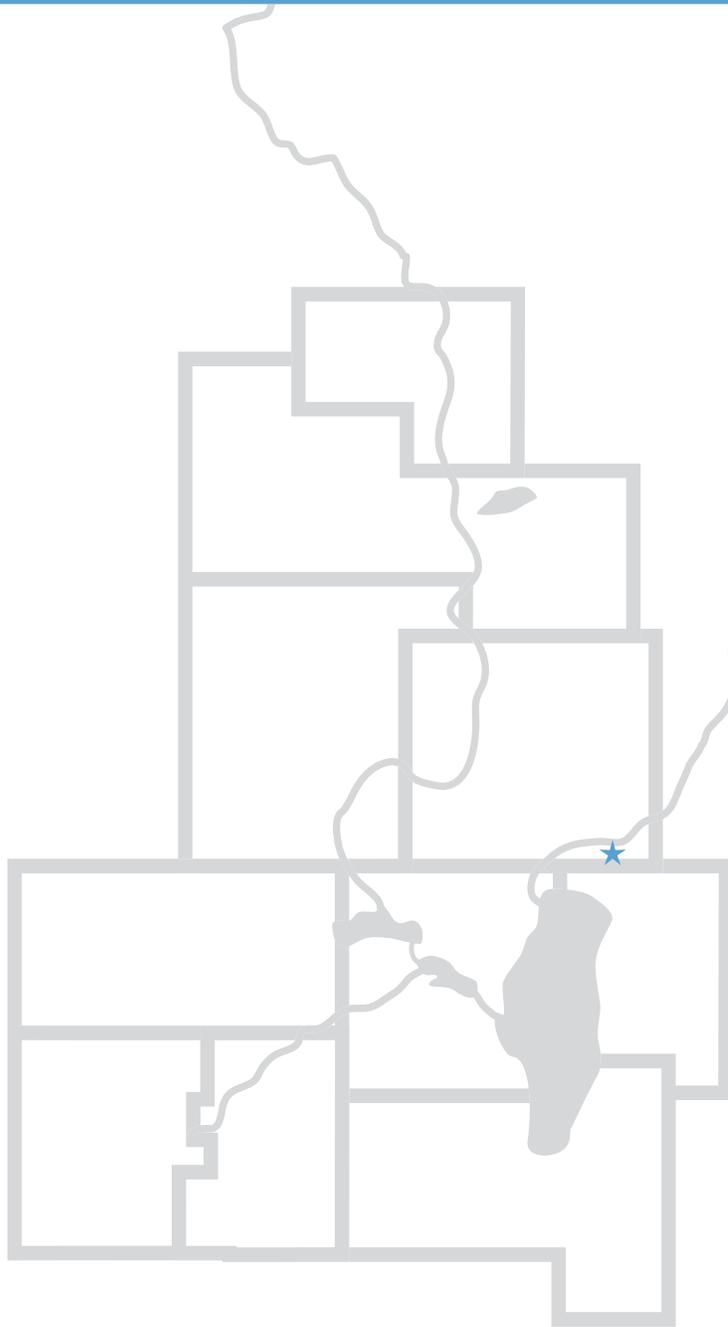


# Town of Buchanan Comprehensive Plan Update 2040



Adopted  
May 22, 2018

 East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**  
Calumet • Fond du Lac • Menominee • Outagamie  
Shawano • Waupaca • Waushara • Winnebago

# **Comprehensive Plan Update 2040**

**Town of Buchanan**

**Outagamie County, WI**

**Adopted May 22, 2018**

Prepared by the  
East Central Wisconsin Regional Planning Commission

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## ABSTRACT

TITLE: TOWN OF BUCHANANA COMPREHENSIVE PLAN UPDATE  
2040

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SUBJECT: Comprehensive Plan Update for the Town of Buchanan

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Town of Buchanan, Outagamie County, WI.

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**CHAPTER #1**  
INTRODUCTION

**CHAPTER 1: INTRODUCTION**

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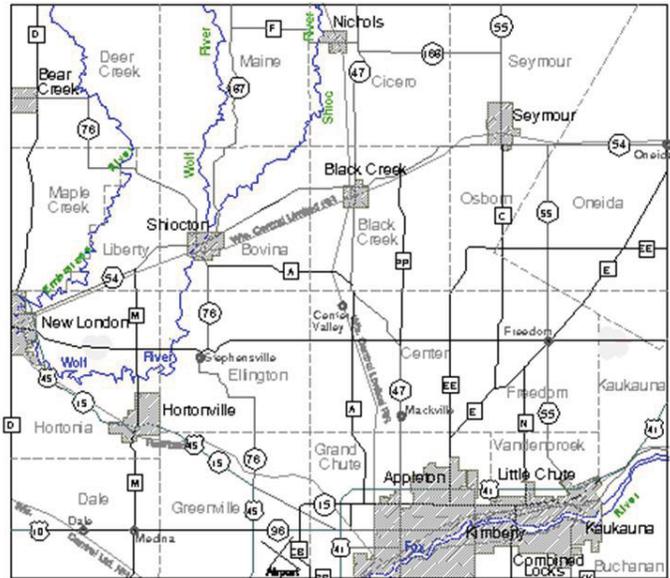
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## CHAPTER 1: INTRODUCTION

### 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.



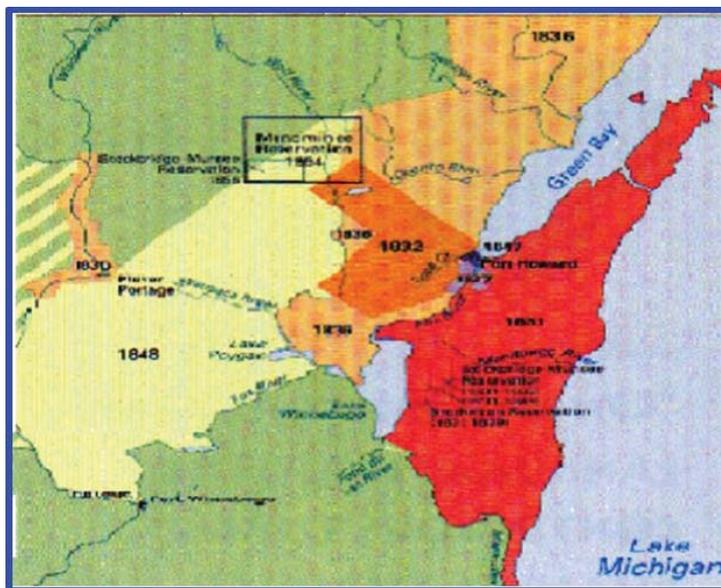
The Menominee are the only people indigenous to Wisconsin. Archaeological records trace their heritage in the state back more than 10,000 years. Prior to the relocation of the Ojibwa, Ho-Chunk, and Pottawatomi to the state (as a result of the Iroquois Wars in the 1600s), Menominee lands totaled more 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 water mains 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.



## **CHAPTER #2**

# VISIONING AND ISSUE IDENTIFICATION

## CHAPTER 2: VISIONING AND ISSUE IDENTIFICATION

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## CHAPTER 2: VISIONING AND ISSUE IDENTIFICATION

### INTRODUCTION

Two different visioning efforts were held at the onset of the comprehensive plan process in order to provide an opportunity for residents and others to provide input and direction into the comprehensive plan process. This chapter provides a summary of the input from both visioning opportunities. Detailed information is provided in Appendix B.

### PUBLIC VISIONING

A public visioning open house was held on Thursday March 9, 2017 at the Buchanan town hall (Poster and Press Release, Supporting Documents Visioning Open House). It was developed and held in consultation with Town staff/officials, as their cooperation and support was key to the effectiveness of the event. Due to the informal format, people were able to drop in anytime between the hours of 5:00 p.m. and 7:00 p.m. They were able to stay for a little or as long as they wanted. There was no set order to the six activities set up on the tables around the room, nor was there any requirement that people complete all activities. Staff from East Central was available to answer questions and to guide participants through activities. Six people participated in the public visioning open house (Sign in Sheets, Supporting Documents Visioning Open House). Four of the participants lived on the west side of the Town and two participants lived on the east side of the Town (Visioning Open House, Power Point Presentation).



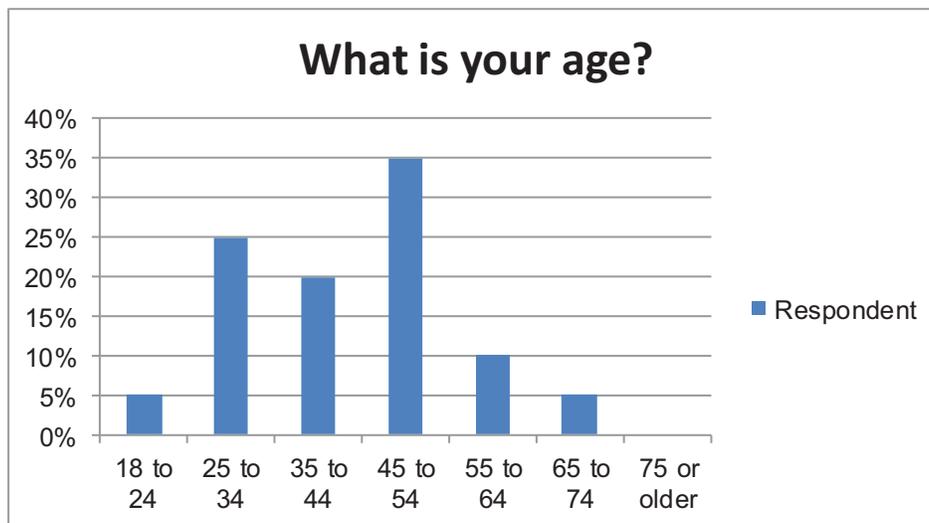
**Public Visioning Session**

To allow an opportunity for additional input, a web portal was created using ESRI's Story Map tool (<https://storymaps.arcgis.com/en/>) which allows for web-based GIS maps to integrate with other information and survey capabilities in a user friendly, highly graphical format. This technology allowed for a variety of input from a variety of users.

Individual Story Maps (or exercise tabs) were developed in a manner which allowed users to help identify key features and characteristics related what residents see, how they perceive the community, and how they use various aspects of the community (which is primarily dictated by land use and infrastructure). These broad questions help to provide context but also give insights to land use functions, connectivity, and the need for change. The web portal information is gathered and used to generate a better picture of what the future could be for the community.

The web-portal was publicized through various methods including the Town’s webpage, postcards and a press release (Postcard, Supporting Documents Visioning Portal). The web-portal was made available to the public between late April and June 2, 2017. All data was collected digitally. People were able to provide input through 9 separate tabs. A total of 20 separate people provided input into the on-line portal (Table 2-1). 17 or 85 percent lived in the Town. Slightly over half (55%) were male (9), while the remaining 9 (45%) were female. About half were between the ages of 35 to 54.

**Table 2-1: Age of Respondents**



### **Purpose and Goals**

The purpose of the public visioning exercises was to explore broad community level issues and opportunities in order to derive feedback from participants. Information gleaned from the visioning workshop and web-portal was used to help guide future development and redevelopment opportunities in a manner that is beneficial for residents, businesses, property owners and the Town of Buchanan.

### **Who Are We?**

The results of this exercise offer insights to the overall positive or negative impressions of the community and can provide ideas that can be explored and considered during the comprehensive plan update process. Participants were asked to define the identity of the Town of Buchanan from a variety of perspectives - past, present and future (Power Point Visioning Open House and Supporting Documents, and Power Point Visioning Portal and Supporting Documents). This question was asked in both the visioning open house and via the visioning portal.

Historic. Historically, participants generally described the Town as a rural agricultural community (6 responses). Darboy was named after a French Archbishop, and people commonly refer to the

community as Darboy (3 responses). The Darboy Club (3 responses – located in the Village of Harrison), Holy Spirit Catholic Church (3 responses), Wisconsin International Raceway (WIR) (2 responses) also received multiple responses.

**Current.** The “Current” or present category garnered a variety of responses regarding the current culture of the Town. Participants describe the Town as being a mix of residential and farms with strong schools and excellent emergency services and law enforcement. In addition, people defined the Town as having too many houses and being car centric, congested and not pedestrian friendly.

**Future.** Looking toward the future some people would like to see more bicycle and pedestrian infrastructure, community events, reasonable priced housing, recreational opportunities.

### **Hidden Gems**

Hidden Gems or community assets contribute to the Town’s identity (Visioning Open House, Power Point Presentation, and Visioning Portal Power Point Presentation). This information can be used to identify areas for preservation or enhancement, ideas for replication in other parts of the community, creation/reinforcement of community identity, guidance of overall development themes and relationship of property uses and amenities. While this question was asked in both the visioning open house and via the visioning portal, only one response was received from the visioning portal.



**Garners Creek**

People identified a mixture of community assets ranging from the CE Trail, Garners Creek, the Historic Bridge Park and a beautiful vista to the commercial/shopping area in the western part of the Town and Sprangers Orchard. Other things included Holy Spirit and the CTH CE viaduct by Buchanan Road.

### **Connect the Dots**

This exercise asked participants to identify routes and paths that they travel using a variety of means within or near the Town (Visioning Open House Power Point Presentation, and Visioning Portal Power Point Presentation). This information can be used to access the level of connectivity within the Town and its focus areas. This question was asked in both the visioning open house and via the visioning portal.

**Pedestrian Routes.** Participants indicated that they walked along the CE trail, Emons Road, Buchanan Road, DeBruin Road, Woodstock Lane – Pats Drive - Railroad Street (YMCA and Lowes destinations), Springfield Road, Eisenhower Drive, Block Road and routes to various

residences in the Town. In addition, the visioning portal asked people to identify routes that they would like to use in the future. Future routes included: CTH ZZ (Kaukauna to Outagamie Road), CTH N (Emons to CTH KK), CTH CE (Weiler Road to Outagamie Road), STH 55, DeBruin Road south to CTH KK, CTH KK (DeBruin Road to CTH N), Hopfensperger Road (CTH KK to Block Road). Finally one person would like to see trails that link existing trails together.

### Bicycle Routes.

Bicycle routes used by participants were similar to routes used for walking. Routes included: the CE trail, Emons Road / Buchanan Road, Woodstock Lane – Railroad Street – CTH CE/YMCA, CTH GG, Marion Avenue, Pinecrest Boulevard, Lodenbauer Road, CTH KK, DeBruin Road and Block Road. In addition, the visioning portal asked people to identify routes that they would like to see in the future. Future routes include: Block Road (Hopfensperger to Buchanan Road), Buchanan Road (Block Road to CTH N), Emons Road (CTH N to Westowne Court), Hopfensperger Road to CTH KK. Finally one person commented that they would like to see safe bike lanes or trails.



CE Trail

Besides bicycle and pedestrian routes, the public visioning workshop also asked participants to identify routes they regularly travel by car. Again, similar routes were identified and included: CTH CE, Emons / Buchanan Road, Block Road, Hopfensperger Road, CTH KK, CTH GG, CTH ZZ, CTH Z, Stoney Brook Road, Creekview Lane, DeBruin Road and Speel School Road.

### **Let's Fix This!**

This activity allowed participants to mark points on a map of the Town which they feel had some feature that needed improvement, fixing or repair (Visioning Open House Power Point Presentation, and Visioning Portal Power Point Presentation). This information can be used to consider physical and social improvements within the community. While this question was asked in both the visioning open house and via the visioning portal, only one response was received from the visioning portal.

Participants identified the following issues and wants:

- Ability to safely walk and bike to shopping near STH 441
- Main Street bike lane
- Addressing roundabout safety issues at CTH CE/Eisenhower Drive and at CTH N and Emons Road
- Congestion/speed/pedestrian-bicycling infrastructure on CTH N
- Extension of the CE trail east to Outagamie County line

- Address safety issues at the following intersections: CTH N and CTH KK, CTH KK and State Park Road, CTH CE and Buchanan Road
- Potential industrial/commercial uses near Stoney Brook Road
- Extension of public sewer to Killian Drive
- Focus on crumbling infrastructure on primary transportation routes

### **Where's Your "Hood"?**

This activity asked participants to delineate boundaries which they feel reflect their "neighborhood" (Visioning Open House Power Point Presentation, and Visioning Portal Power Point Presentation). This information can be used to better identify community identity, design themes, small-scale improvement programs and participatory budgeting. This question was asked in both the visioning open house and via the visioning portal.

The size of the neighborhoods varied to quite a degree, ranging from encompassing a few blocks to some encompassing the entire larger area. About 16 neighborhoods were identified; 14 in the western portion of the Town and 2 in the eastern part. In some instances it is difficult to determine exactly which neighborhoods were delineated, though generally 2 were identified in Breezewood Drive/Rogers Lane area, 8 neighborhoods were identified in the Buchanan Road area, 1 neighborhood in Kimberly, 1 in the Village of Combined Locks, 1 in the DeBruin Road area, 1 near State Park Road and 2 in the eastern part of the Town.

### **Priorities**

Participants were given a map with delineated growth areas and were asked to identify where new growth and development priorities should be (Visioning Open House Power Point Presentation, and Visioning Portal Power Point Presentation). This exercise included a series of visual preference surveys for different types of development styles, densities and intensities. Within the visioning portal, the visual preference surveys were a separate titled "Style is Everything". While this question was asked in both the visioning open house and via the visioning portal, only one response was received from the visioning portal for the priority mapping exercise.

Mapping Exercise. Participants were asked to indicate the timing of new development by labeling the areas using a ranking system of (1) High Priority (<5 years), (2) Medium Priority (5 – 10 years), (3) Low Priority (10 – 20 years) and (4) Not Important. Average rankings were calculated for each area based on the responses. The two remaining undeveloped areas in the western part of the Town near DeBruin Road received the highest priority (1.5 from the visioning workshop and 1 from the visioning portal). Lower priorities were given to areas in the northern part of the eastern portion of the Town.

Visual Preference Surveys. Using images and descriptions, this exercise asked participants to provide a preference ranking for different styles/intensities of development in four categories: housing, retail, employment and parks. The rankings were provided on a spectrum scale of zero (meaning none of this) to four (meaning more of this). As shown in Table 2-2, between 6 to 8 responses were received for each ranking question. For the purposes of illustrating the results shown in Appendix B (Visual Preference Survey Summary), the average was calculated based on a four point system.

Based on the rankings, it appears that single family development is still the strong preference at 2.73. However some relative interest in attached single family development is shown with a ranking of 1.75. This may be indicative of the growing need for differing housing types that cater to both the aging population and millennials. In the retail area, a desire for single story strip commercial (2.31) coincides with the more rural landscape, though large retail developments such as Kohls and Lowes were also desired (2.01). Larger employment accommodated by light industrial and research buildings was the favorite (2.17), though the other three categories also received relatively favorable rankings. For parks and recreation, respondents felt “neighborhood park” was the most important, though other park options were also very positively received.

**Table 2-2: Development Preference Summary and Rankings**

| Development Type | Option   | Description                                       | # Responses | Average Ranking (4 pt. System) |
|------------------|----------|---|-------------|--------------------------------|
| Housing          | <b>A</b> | <b>Single Family</b>                              | <b>8</b>    | <b>2.73</b>                    |
|                  | B        | Attached Single Family                            | 7           | 1.75                           |
|                  | C        | Small Multi Family                                | 7           | 1.58                           |
|                  | D        | Larger Multi-Family                               | 8           | 0.73                           |
| Retail           | A        | Free Standing Convenience Retail                  | 8           | 2.22                           |
|                  | <b>B</b> | <b>Single Story Strip Commercial</b>              | <b>8</b>    | <b>2.31</b>                    |
|                  | C        | Street Oriented Commercial & Mixed Use            | 8           | 1.98                           |
|                  | D        | Large Retail Developments                         | 8           | 2.01                           |
| Employment       | A        | Small Scale Flex Space/Business Condos            | 8           | 1.79                           |
|                  | B        | Medium Scale Business Offices & Incubators        | 8           | 1.84                           |
|                  | <b>C</b> | <b>Larger Light Industrial Research Buildings</b> | <b>8</b>    | <b>2.17</b>                    |
|                  | D        | Office Park                                       | 8           | 1.73                           |
| Parks            | A        | Community Park                                    | 6           | 2.97                           |
|                  | B        | Sports Complex or Other Specialty                 | 6           | 2.58                           |
|                  | <b>C</b> | <b>Neighborhood Park</b>                          | <b>6</b>    | <b>3.50</b>                    |
|                  | D        | Linear Park                                       | 7           | 2.76                           |

## KEY ISSUES

During the comprehensive planning process a number of issues were identified, below is a listing of some of the key issues that were identified.

### Issues and Opportunities

- Community Identity: Intertwined boundaries between the Town and its neighbors, the unincorporated community of Darboy, and a lack of consistent signage and community entrances have resulted in confusion and a need to establish a unique identity for the Town of Buchanan.
- Aging Population: Between 2000 and 2010, the median age of Buchanan residents increased from 32.5 years to 38.8 years. Population projections by age cohort for Outagamie County indicate that the population of the county will continue to age over the life of the plan. It is likely that the population of the Town will so continue to age. As the population ages, what services and amenities will be needed to accommodate an aging population?

### Housing

- Housing Choice: Single family, owner occupied homes are the main type of housing in the Town. However, some people are not able to own a home, prefer an alternative style of living or are not physically able to maintain a home and yard. Therefore the Town encourages alternative forms of housing to meet the needs of a growing and also aging population.
- Rural Residential Housing: Allow opportunities for rural residential housing, while protecting the right to farm and the rural character of the community.
- Residential Development: Provide opportunities for higher density residential development to occur on public sewer and water.

### Transportation

- Bicycle and Pedestrian Infrastructure: Enhance the ability to walk and bike within the Town by providing safe pedestrian and bike connections to residential neighborhoods; existing and proposed local and regional trails and bicycle routes; adjoining communities, and local and regional destinations.
- Safety and Congestion: Congestion along CTH KK and CTH N and safety at some intersections such as CTH CE and Eisenhower, CTH N and Emons Road /Buchanan Road, Buchanan Road and CTH CE and Eisenhower and Emons Road were identified during the visioning process.
- Road Network Connectivity: Increase road connectivity by ensuring that east-west and north-south road connections are maintained and created. Cul-de-sacs and dead end roads decrease connectivity.
- Public Transit: Public bus service is limited in the Town, though other public and private transportation options are available. The elderly and other transportation dependent rely on alternative transportation options.

### **Utilities and Community Facilities**

- Extension of Public Sewer and Water: Limited undeveloped areas exist within the Darboy Sanitary District and extension of public sewer and water to other areas of the Town are needed.
- Stormwater Management: The Town is required to have an MS4 permit and comply with the standards set by the Lower Fox TMDL (Total Maximum Daily Load). A stormwater utility provides funds for stormwater management. While a stormwater utility exists, it does not cover the entire Town.
- Deficiency in designated park and recreation areas. Based on population projections, the Town will face a deficiency of about 3 acres at the end of the planning period. If the Town no longer participates in funding for the Darboy Community Park, these needs will be higher.

### **Agricultural, Natural and Cultural Resources**

#### ***Agricultural Resources***

- Right to Farm: Viable farming operations exist in the eastern portion of the Town. Rural residential development threatens the continued viability of existing farm operations.
- Protection of Productive Farmland: Contiguous blocks of productive farmland exists the eastern part of the Town. However, fragmentation of these areas by rural residential development will decrease the viability of existing farming operations.

#### ***Natural Resources***

- Stormwater Management: Much work has been completed on the western part of the Town in terms of controlling storm water and streambank erosion. However, work still needs to be done, especially on the eastern portion of the Town.
- Protection of the Town's Natural Resource Base: Environmentally sensitive areas and corridors, including the adjoining ravines, riverbank and woodlands and wetlands associated with the Fox River, Garners Creek and Kankapot Creek corridors, other wetlands and floodplains should be protected from development.

#### ***Cultural Resources***

- Cultural Resources: Historical and cultural resources help define the community and provide an insight into the past. It is important to inventory these resources and utilize local expertise to protect these resources.
- Allison Drive Stone Arch Bridge: The Allison Drive Stone Arch Bridge is deteriorating as a result of stream bank erosion. Continued inaction will result in a loss of this historic resource.

### **Economic Development**

- Walkable Development Options: Getting to local businesses from Buchanan neighborhoods can be challenging for pedestrians and bikers. During visioning, residents expressed a desire to be able to safely bike and walk to business destinations.
- Economic viability of Existing Farming Operations: Residential encroachment and fragmentation of agricultural lands have a negative effect on the ability to continue to operate an economically viable farming operation.
- Business and Industrial Expansion: Ideally, business and industrial expansion should occur with access to public water and sewer. However limited access is affecting new business development in the Town.

### **Intergovernmental Cooperation**

- Annexation: One of the more pressing issues is annexation. Since 2001, the Town has lost about 806 acres due to annexations to the cities of Appleton and Kaukauna and the villages of Kimberly and Combined Locks. Without a boundary agreement, it is likely that erosion of Town lands will continue.



## **CHAPTER #3**

# COMMUNITY PROFILE

## CHAPTER 3: COMMUNITY PROFILE

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## CHAPTER 3: COMMUNITY PROFILE

### DEMOGRAPHIC PROFILE

The plan for Buchanan begins with a profile of the people who live, work, and own property in the Town. This chapter analyzes the size, composition and trends of the population. This information is critical to forecasting the need for community facilities and services, since it is people who will demand better schools, roads, parks, jobs, and other public services.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates, some areas and subjects must be compared with caution or not compared at all.

#### How Much Growth Is Too Much Growth?

Since 1980, the population of the Town of Buchanan has grown at a rate 7 times faster than that of Outagamie County as a whole.

A primary goal of the Town of Buchanan comprehensive plan will be to generate a vision for the future of Buchanan and develop a strategy to effectively prepare for the increased residential and commercial development pressures the community will experience in coming decades.

### ISSUES AND OPPORTUNITIES VISION STATEMENT

#### ISSUES AND OPPORTUNITIES VISION

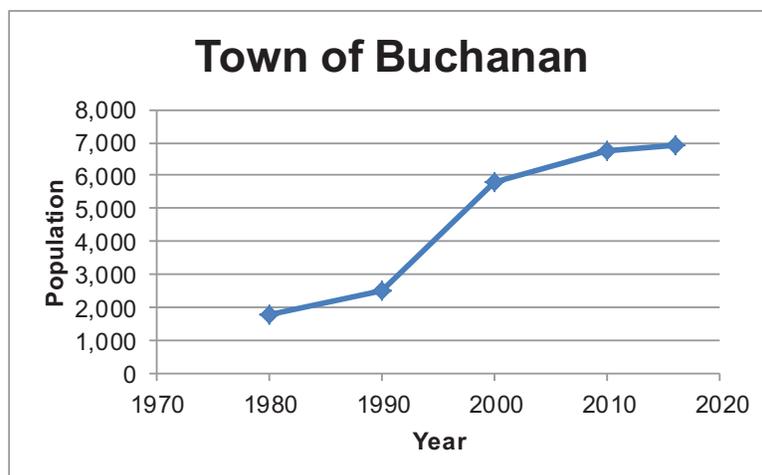
*By 2040, the Town of Buchanan has an established identity that is replicated throughout the Town. Town gateways, banners and wayfinding signage are distinctive and reflect the Town brand. Local festivals and strong neighborhood associations provide a welcoming experience for existing and new residents alike.*

## POPULATION TRENDS AND PROJECTIONS

The Town has experienced dramatic population gains over the last twenty years, growing by 42.6% between 1980 and 1990, and 134.6% between 1990 and 2000 (Table 3-1 and Figure 3-1). This growth can be directly attributed to two significant infrastructure improvements – construction of sewer and water mains for the Darboy Sanitary District (construction started in 1982) and USH 441 (opened 1993). Of particular significance is the fact that the Town’s share of the overall county population has more than doubled during this period. Buchanan’s population is growing at a rate more than 7 times faster than that of Outagamie County as a whole. Should this trend continue over the next two decades, Buchanan will experience increased residential and commercial development pressure that will consume significantly more of its rural farmlands in the eastern portions of the Town. Some members of the community will view additional residential and economic growth in the community as necessary and beneficial, while others may see growth as a threat to the small town character of Buchanan. Finding a balance between the “preservationists” and “pro-growth” advocates was a necessary requirement during the development of the Town of Buchanan Comprehensive Plan.

Although the population of the Town has ballooned over the last 36 years, annexations to adjacent cities and villages have resulted in major losses of additional potential growth areas. However, this trend slowed in the 2000’s. Most of the growth between 2000 and 2010, most likely occurred between the early and mid-decade. The economic downturn that began in 2008 further slowed growth in the Town. The Great Recession, as this is being referred to, brought new housing starts to a standstill in most communities. The state and area is slowly emerging from the recession and growth is again occurring, though at a slower rate.

**Figure 3-1: Historic Population Growth, 1980-2016**



Source: U.S. Census, 1980-2010, WDOA 2016 Estimate

**Table 3-1: Historic Population Growth, 1980-2016**

| Jurisdiction                          | 1980      | 1990                     | 2000                     | 2010                     | 2016                     |
|---------------------------------------|-----------|--------------------------|--------------------------|--------------------------|--------------------------|
| T. Buchanan                           | 1,742     | 2,484                    | 5,827                    | 6,755                    | 6,916                    |
| T. Harrison                           | 3,541     | 3,195                    | 5,756                    | 10,839                   | 1,188                    |
| V. Harrison                           | -         | -                        | -                        | -                        | 10,749                   |
| C. Appleton                           | 58,913    | 65,695                   | 70,087                   | 72,623                   | 74,286                   |
| V. Combined Locks                     | 2,573     | 2,190                    | 2,422                    | 3,328                    | 3,515                    |
| C. Kaukauna                           | 11,310    | 11,982                   | 12,983                   | 15,462                   | 15,894                   |
| V. Kimberly                           | 5,881     | 5,406                    | 6,146                    | 6,468                    | 6,679                    |
| Outagamie County                      | 128,799   | 140,510                  | 160,971                  | 176,695                  | 182,365                  |
| Buchanan Share of County Population   | 1.4%      | 1.8%                     | 3.6%                     | 3.8%                     | 3.8%                     |
| Wisconsin                             | 4,705,642 | 4,891,769                | 5,363,715                | 5,686,986                | 5,753,324                |
| Jurisdiction                          |           | Percent Change 1980-1990 | Percent Change 1990-2000 | Percent Change 2000-2010 | Percent Change 2010-2016 |
| T. Buchanan                           |           | 42.6%                    | 134.6%                   | 15.9%                    | 2.4%                     |
| T. Harrison (Calumet County)          |           | -9.8%                    | 80.2%                    | 88.3%                    | -89.0%                   |
| V. Harrison (Calumet County)          |           | -                        | -                        | -                        | -                        |
| C. Appleton (Out., Winn. Cal. County) |           | 11.5%                    | 6.7%                     | 3.6%                     | 2.3%                     |
| V. Combined Locks                     |           | -14.9%                   | 10.6%                    | 37.4%                    | 5.6%                     |
| C. Kaukauna                           |           | 5.9%                     | 8.4%                     | 19.1%                    | 2.8%                     |
| V. Kimberly                           |           | -8.1%                    | 13.7%                    | 5.2%                     | 3.3%                     |
| Outagamie County                      |           | 9.1%                     | 14.6%                    | 9.8%                     | 3.2%                     |
| Buchanan Share of County Population   |           | -                        | -                        | -                        | -                        |
| Wisconsin                             |           | 4.0%                     | 9.6%                     | 6.0%                     | 1.2%                     |

Source: U.S. Census, 1980-2010, WDOA 2016 Estimate

Table 3-2 provides an estimate of the population of Buchanan through 2040. Comparisons to surrounding communities are provided to understand Buchanan’s growth in a regional context. Based on the information provided in Table 3-1 and Table 3-2, the population of the Town is expected to continue to increase at a significant rate over the next 30<sup>1</sup> years (50.7%), but at a fraction of that experienced over the last 36 years (297.0%).<sup>2</sup>

<sup>1</sup> Projections were completed for a 30 year period, though 24 years remains until 2040.

<sup>2</sup> Based on the WDOA 2016 population estimate, the Town of Buchanan’s population is growing at a slower rate than these official projections.

**Table 3-2: Population Projections, 2010 – 2040**

| Municipality      | 2010      | 2015      | 2020      | 2025      | 2030      | 2035      | 2040      | Percent Change 2010-2040 |
|-------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|--------------------------|
| T. Buchanan       | 6,755     | 7,140     | 7,900     | 8,605     | 9,280     | 9,795     | 10,180    | 50.7%                    |
| T. Harrison       | 10,839    | 1,345     | 1,550     | 1,740     | 1,925     | 2,070     | 2,185     | -79.8%                   |
| V. Harrison       | -         | 10,200    | 11,760    | 13,190    | 14,600    | 15,700    | 16,550    | -                        |
| C. Appleton       | 72,623    | 73,330    | 76,370    | 78,680    | 80,570    | 81,165    | 80,605    | 11.0%                    |
| V. Combined Locks | 3,328     | 3,505     | 3,855     | 4,170     | 4,475     | 4,705     | 4,870     | 46.3%                    |
| C. Kaukauna       | 15,462    | 15,970    | 17,120    | 18,120    | 19,050    | 19,680    | 20,020    | 29.5%                    |
| V. Kimberly       | 6,468     | 6,650     | 7,025     | 7,335     | 7,610     | 7,760     | 7,815     | 20.8%                    |
| Outagamie County  | 176,695   | 180,995   | 191,635   | 200,630   | 208,730   | 213,500   | 215,290   | 21.8%                    |
| Wisconsin         | 5,686,986 | 5,783,015 | 6,005,080 | 6,203,850 | 6,375,910 | 6,476,270 | 6,491,635 | 14.1%                    |

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

Along with this projected population increase, it is also important to note that the number of persons per household in Buchanan is projected to decrease (Table 4-7). This is significant since an increase in total population in conjunction with decreased household size means that more housing units will be needed to support the population.

### Population Density

The Town of Buchanan covers approximately 15.3 square miles<sup>3</sup>. The population per square mile is approximately 441 persons. This is significantly denser than in 2000, when the population density was about 351 persons per square mile. Given the pattern of development, the density is much higher west of STH 55 - as this is where much of the subdivision development has occurred.

### Population Characteristics

Population figures and projections offer little insight into the characteristics of the residents of Buchanan. To learn more, information about the race, sex, and age of the population must be examined.

In 2010, there were 3,384 men and 3,371 women living in the Town. Nearly all Town residents reported their race as white (98.7%).<sup>4</sup> The balance between the sexes and race is comparable to figures from the 2000 census data.

Residents in the Town of Buchanan, Outagamie County and the area are aging and as a result, the median age is increasing. The median age of Buchanan's population in 2000 was 32.5 years, which was lower than the median age of 34.4 years in Outagamie County. According to the U.S. Census, between 2000 and 2010 the median age of the population in the Town

<sup>3</sup> Source: 2010 U.S. Census, Table GCT-PH1.

<sup>4</sup> Source: 2010 and 2000 U.S. Census, SF-1.

advanced by 6.3 years, which was more than twice as high as Outagamie County's corresponding increase of 2.7 years. The median age of a Town of Buchanan resident in 2010 was 38.8. This average was slightly higher than the median for Outagamie County (37.1), Town of Harrison (35.2), Kaukauna (34.6), and Appleton (35.3). The median age of the Village of Combined Locks was the same as the Town of Buchanan (38.8).

**Table 3-3: Population by Age Cohort, 2000 & 2010**

| Age          | 2000   |         | 2010   |         |
|--------------|--------|---------|--------|---------|
|              | Number | Percent | Number | Percent |
| Under 5      | 602    | 10.3%   | 365    | 5.4%    |
| 5 to 19      | 1,526  | 26.2%   | 1,774  | 26.3%   |
| 20 to 24     | 188    | 3.2%    | 260    | 3.8%    |
| 25 to 44     | 2,221  | 38.1%   | 1,744  | 25.8%   |
| 45 to 64     | 983    | 16.9%   | 2,041  | 30.2%   |
| 65 and Older | 307    | 5.3%    | 571    | 8.5%    |
| Total        | 5,827  | 100.0%  | 6,755  | 100.0%  |
| Median Age   | 32.5   |         | 38.8   |         |

*Source: U.S. Census 2000, 2010, DP-1*

Table 3-3 tracks the population of Town residents, by age, between 2000 and 2010. As can be seen, there is a significant reduction in the number and percentage of pre-school children (under 5) and those of childbearing years (25 to 44). At the same time, the Town is seeing a significant increase in the older age cohorts (45 to 64 and 65 and older).

### **GENERAL HOUSEHOLD TRENDS**

National and state trends have moved towards increases in the number of households with decreases in the average number of persons per household. Buchanan has not escaped from this trend. Table 3-4 documents its significance in Buchanan. The main reasons for this situation include:

- A decrease in birth rate;
- People waiting longer to get married;
- An increased divorce rate; and,
- An increase in the average life span (resulting in more elderly people living alone or with other family members).

**Table 3-4: Households and Persons per Household, 2000 & 2010**

|                  | 2000   |                | 2010   |                |
|------------------|--------|----------------|--------|----------------|
|                  | No. HH | Persons per HH | No. HH | Persons per HH |
| Town of Buchanan | 1,846  | 3.13           | 2,393  | 2.82           |
| Outagamie County | 60,530 | 2.61           | 69,648 | 2.49           |

Source: U.S. Census: 2000 & 2010, DP-1

According to the 2000 U.S. Census, there were 1,846 households in Buchanan. The vast majority of these (1,584 or 85.8%) were family households. Of these, 1,488 were married-couple family households (80.6%), nearly half of which (49.3%) had children under the age of 18. Female-headed households represented only 3.3% of the overall population. Non-family households represented 14.2% of all households in Buchanan in 2000. 186 households (10.1%) had individuals age 65 and over and 53.7 % of all households included children under the age of 18.

**What Is A Household?**

A “household” can be described as individual or a group of people living together in a single dwelling unit. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excluding those persons living in group quarters (i.e. nursing homes, halfway houses, dormitories, etc.).

By 2010, while the number of households increased to 2,393, the composition of the household changed. Family households decreased to 80.1%, married couple family households represented only 69.5% of all family households and the percent of female-headed households (6.8%) and male-headed households (3.7%) doubled. The percent of non-family households increased (19.9%), as a larger percentage of people were living alone (15.1%). In 2000, 2.6% of those ages 65 and older were living alone, by 2010; this percentage had increased to 4.2%. Households with individuals age 65 years and older increased to 15.4%, while households with children under the 18 decreased to 43.1%. This is important because the Town not only needs to provide a safe community setting and amenities for children but it also needs to consider the needs of its aging population.

**How Long Have Residents Lived Here?**

According to the 2011-2015 American Community Survey 5-Year Estimates about 93% of Town residents were living in the same house a year ago.<sup>5</sup> A quarter (26.1%) of Town residents moved to Buchanan since 2010, about a third moved in during the 2000’s and about 30% moved in between 1990 and 2000.

<sup>5</sup> Source: American Community Survey, 2011-2015 5-Year Estimates, B07413.

**Table 3-5: Year Householder Moved In, 2011 - 2015 ACS 5-Year Estimates**

| Year Moved In            | Estimate | MOE+/- | Percent | MOE+/- |
|--------------------------|----------|--------|---------|--------|
| Occupied Housing Units   | 2,579    | 152    | 100.0%  | -      |
| Moved in 2015 or later   | 15       | 23     | 0.6%    | 0.9%   |
| Moved in 2010 to 2014    | 657      | 141    | 25.5%   | 5.2%   |
| Moved in 2000 to 2009    | 850      | 151    | 33.0%   | 5.8%   |
| Moved in 1990 to 1999    | 767      | 152    | 29.7%   | 5.6%   |
| Moved in 1980 to 1989    | 186      | 81     | 7.2%    | 3.1%   |
| Moved in 1979 or earlier | 104      | 64     | 4.0%    | 2.4%   |

Source: 2011-2015 American Community Survey 5-Year Estimate, DP-04

## ECONOMIC PROFILE

Economic conditions have a direct impact on the supply, demand, and costs for housing, infrastructure, and services within a community. Therefore, it is necessary to examine the economic situation to predict additional housing, infrastructure, and service needs. This section profiles Buchanan’s economic environment by examining factors including per capita income, poverty rate, and unemployment rate. Additional economic information is provided in the Economic Development Element of this plan.

To understand and appreciate the local economic picture, it is necessary to look beyond the Town and examine characteristics in surrounding communities. These comparisons provide much more information about the local economic situation than would a simple look at conditions only in the Town. They also allow for a comparison of the economic environments between neighboring municipalities.

### Labor Force

In Buchanan, unemployment numbers have reflected the overall Outagamie County unemployment rate. Annual employment data is limited to county and metropolitan statistical areas. Unless communities conduct independent employment studies, individual community data is only released every 10 years in the census. Buchanan has no such data available. Table 3-6 highlights civilian labor force data for Outagamie County from 2008 to 2015. Higher unemployment rates starting in 2009 are a result of the economic downturn that began in 2008. As can be seen, unemployment rates have fallen below the unemployment rate of 2008.

#### Are You In the Labor Force?

The labor force is the sum of employed and unemployed persons who are 16 years of age and older, who are actively seeking work. Institutionalized populations are not included in the labor force.

For the purpose of this report, we are only looking at the civilian portion of the labor force.

**Table 3-6: Outagamie County Civilian Labor Force Data, 2008-2015**

| Year | Labor Force | Employed | Unemployed | Unemployment Rate |
|------|-------------|----------|------------|-------------------|
| 2008 | 97,875      | 93,307   | 4,568      | 4.7%              |
| 2009 | 99,345      | 91,091   | 8,254      | 8.3%              |
| 2010 | 100,595     | 92,453   | 8,142      | 8.1%              |
| 2011 | 100,373     | 93,281   | 7,092      | 7.1%              |
| 2012 | 100,337     | 93,891   | 6,446      | 6.4%              |
| 2013 | 100,640     | 94,500   | 6,140      | 6.1%              |
| 2014 | 101,429     | 96,587   | 4,842      | 4.8%              |
| 2015 | 101,958     | 97,877   | 4,081      | 4.0%              |

Source: WI DWD, Bureau of Workforce Training - Labor Market Information, Created on February 16, 2017. <http://WORKnet.Wisconsin.gov>

Table 3-7 provides a comparison of the labor force in Buchanan to neighboring communities and Outagamie County. This snapshot is based on a five year estimate that includes a time period where the economy is recovering from the economic downturn that began in 2008. Therefore higher employment rates in the earlier portion of the estimate are evident. As the economy continues to recover and as the 5-year estimates no longer include the years with higher unemployment rates, it is anticipated that the unemployment rate will drop in future 5-year estimates.

**Table 3-7: Total Civilian Labor Force, 2011-2015 ACS 5-Year Estimates**

| Jurisdiction      | Labor Force |        | Employed |        | Unemployed |        | Unemployment Rate |        |
|-------------------|-------------|--------|----------|--------|------------|--------|-------------------|--------|
|                   | Est.        | MOE+/- | Est.     | MOE+/- | Est.       | MOE+/- | Est.              | MOE+/- |
| T. Buchanan       | 3,930       | 282    | 3,805    | 297    | 125        | 72     | 3.2%              | 1.9%   |
| C. Appleton       | 40,133      | 719    | 38,503   | 771    | 1,630      | 262    | 4.1%              | 0.7%   |
| V. Combined Locks | 1,938       | 201    | 1,859    | 206    | 79         | 63     | 4.1%              | 3.3%   |
| T. Harrison       | 2,105       | 263    | 2,087    | 263    | 18         | 30     | 0.9%              | 1.4%   |
| V. Harrison       | 4,082       | 201    | 4,018    | 191    | 64         | 36     | 1.6%              | 0.8%   |
| C. Kaukauna       | 9,343       | 308    | 8,923    | 311    | 420        | 112    | 4.5%              | 1.2%   |
| V. Kimberly       | 3,514       | 226    | 3,335    | 225    | 179        | 107    | 5.1%              | 3.0%   |
| Outagamie County  | 100,443     | 768    | 96,532   | 853    | 3,911      | 438    | 3.9%              | 0.4%   |

Source: U.S. Census, 2011-2015 American Community Survey 5-Year Estimates

### Commuting Patterns

Analyzing journey to work data illustrates the interconnectedness of the Town’s economy with communities throughout the Fox Cities and beyond. It is obvious that Buchanan residents take advantage of convenient highway access to commute to nearby employment centers. Table 3-8 provides a detailed breakdown of top places of employment for Town of Buchanan residents.<sup>6</sup> The top places of employment for Town residents are the City of Appleton (19.2%), the City of

<sup>6</sup> The U.S. Census, Center for Economic Studies “On the Map” data provides an analysis of workplace destinations at the census block level.

Neenah (5.6%) and the City of Kaukauna (4.8%). Other Fox Cities communities in the top 10 included the Village of Kimberly (3.5%), Village of Little Chute (3.2%) and the City of Menasha (2.6%). This corresponds to the average commute time of 18.8 minutes.

**Table 3-8: Top Places of Employment for Town of Buchanan Residents, 2014**

| Rank | MCD             | No. Workers | Percent |
|------|-----------------|-------------|---------|
| 1    | C. Appleton     | 764         | 19.2%   |
| 2    | C. Neenah       | 225         | 5.6%    |
| 3    | C. Kaukauna     | 193         | 4.8%    |
| 4    | V. Kimberly     | 139         | 3.5%    |
| 5    | C. Oshkosh      | 134         | 3.4%    |
| 6    | C. Green Bay    | 130         | 3.3%    |
| 7    | V. Little Chute | 128         | 3.2%    |
| 8    | V. Ashwauben    | 112         | 2.8%    |
| 9    | C. Menasha      | 102         | 2.6%    |
| 10   | C. Milwaukee    | 96          | 2.4%    |
|      | Other           | 1,964       | 49.3%   |
|      | Total           | 3,987       | 100.0%  |

Source: <https://onthemap.ces.census.gov/>

Table 3-9 provides information on where people who work in the Town of Buchanan live. Similarly, people who work in the Town, also live in the Fox Cities. The top places of residence for Town of Buchanan employees are the City of Appleton (14.6%), the City of Kaukauna (5.7%) and the Village of Little Chute (4.7%). Other Fox Cities communities in the top 10 included the Village of Kimberly (4.0%), Village of Harrison (3.8%), City of Menasha (3.2%), City of Neenah (3.1%) and the Village of Combined Locks (2.5%).

**Table 3-9: Top Places of Residence for Town of Buchanan Employees, 2014**

| Rank | MCD               | No. Workers | Percent |
|------|-------------------|-------------|---------|
| 1    | C. Appleton       | 328         | 14.6%   |
| 2    | C. Kaukauna       | 128         | 5.7%    |
| 3    | V. Little Chute   | 105         | 4.7%    |
| 4    | V. Kimberly       | 90          | 4.0%    |
| 5    | V. Harrison       | 85          | 3.8%    |
| 6    | C. Menasha        | 71          | 3.2%    |
| 7    | C. Neenah         | 70          | 3.1%    |
| 8    | V. Combined Locks | 56          | 2.5%    |
| 9    | C. Oshkosh        | 56          | 2.5%    |
| 10   | C. Green Bay      | 49          | 2.2%    |
|      | Other             | 1,204       | 53.7%   |
|      | Total             | 2,242       | 100.0%  |

Source: <https://onthemap.ces.census.gov/>

## Major Town Employers

Major employers in the Town of Buchanan include Keller Inc. on STH 55, Kobussen Buses on CTH CE, retail businesses and restaurants near STH 441 and CTH KK / CTH CE (e.g. Lowe's, Kohl's, Festival Foods, Pick n' Save, Red Robin), small manufacturing operations (e.g. Baum Machine, Valley Roller Co., Valley Trusses). Recreational businesses are also important employers (e.g. Wisconsin International Raceway, Countryside Golf Club, Dave's Sport and Marine).

## Industry Sectors

Table 3-10 provides a breakdown of employment as reported by Buchanan residents in the 2011-2015 ACS 5-Year Estimates. Slightly less than a third (29.4%) of all residents was employed in manufacturing occupations. This is by far the single largest segment of the employment base. Other sectors of significance are the educational/health/social services (20.5%), retail trade (9.6%) and finance/insurance/real estate/leasing (9.8%).

**Table 3-10: Town of Buchanan Employment by Industry, 2011-2015 ACS 5-Year Estimates**

| Industry  | Estimate | MOE+/- | Percent |
|---|----------|--------|---------|
| Agriculture, forestry, fishing and hunting, and mining                              | 12       | 19     | 0.3%    |
| Construction  | 155      | 79     | 4.1%    |
| Manufacturing   | 1,117    | 198    | 29.4%   |
| Wholesale trade   | 92       | 61     | 2.4%    |
| Retail trade  | 365      | 134    | 9.6%    |
| Transportation and warehousing, and utilities                                       | 139      | 61     | 3.7%    |
| Information   | 49       | 37     | 1.3%    |
| Finance, insurance, real estate, and rental and leasing                             | 372      | 120    | 9.8%    |
| Professional, scientific, management, administrative, and waste management services | 212      | 85     | 5.6%    |
| Educational, health and social services   | 780      | 186    | 20.5%   |
| Arts, entertainment, recreation, accommodation and food services                    | 252      | 101    | 6.6%    |
| Other services (except public administration)                                       | 155      | 92     | 4.1%    |
| Public administration   | 105      | 55     | 2.8%    |
| Civilian employed population 16 years and over                                      | 3,805    | 297    | 100%    |

Source: U.S. Census 2011-2015 ACS 5-Year Estimates, DP03

## Income and Wages

There are many different breakdowns of income:

- **Per capita income** is total income divided by the total number of residents, including children and other groups of individuals who do not actually earn income.
- **Median household income** is the middle point of household incomes reported in a community (households include families, married couple households, and individual households).
- **Median family income** is the middle income reported by families.

### Median & Average Income What's the Difference?

The median is the middle point of all incomes reported, half the numbers are above and half are below. The average is calculated by adding all the numbers up, then dividing this number by the amount of numbers in the group.

Table 3-11 provides an income comparison between Buchanan, neighboring communities, Outagamie County, and the State of Wisconsin. According to the 2011-2015 ACS 5-Year Estimates, Buchanan's per capita income was the second highest when compared to the adjacent communities, but slightly behind that of the Town of Harrison. The same is true of the median household and family incomes, though the Village of Harrison has higher median household and family incomes.

**Table 3-11: Comparison Income Characteristics, 2011-2015 ACS 5-Year Estimates**

| Jurisdiction      | Per Capita Income |        | Median Household Income |        | Median Family Income |        |
|-------------------|-------------------|--------|-------------------------|--------|----------------------|--------|
|                   | Estimate          | MOE+/- | Estimate                | MOE+/- | Estimate             | MOE+/- |
| T. Buchanan       | 33,159            | 3,136  | 81,893                  | 11,666 | 89,688               | 9,962  |
| C. Appleton       | 27,405            | 829    | 53,588                  | 1,937  | 70,552               | 2,733  |
| V. Combined Locks | 27,477            | 3,001  | 61,034                  | 9,283  | 67,304               | 10,389 |
| T. Harrison       | 33,890            | 6,213  | 74,750                  | 9,071  | 80,375               | 8,346  |
| V. Harrison       | 32,758            | 2,317  | 94,799                  | 6,140  | 96,750               | 9,146  |
| C. Kaukauna       | 27,746            | 2,991  | 55,120                  | 1,984  | 67,069               | 6,135  |
| V. Kimberly       | 25,910            | 2,441  | 47,646                  | 3,085  | 60,125               | 13,285 |
| Outagamie County  | 28,679            | 486    | 58,765                  | 1,311  | 72,685               | 1,692  |
| Wisconsin         | 28,340            | 111    | 53,357                  | 195    | 68,064               | 298    |

Source: U.S. Census 2011-2015 ACS 5-Year Estimates, DP03

Table 3-12 compares average annual wages in Outagamie County with those throughout the State of Wisconsin. Wages in Outagamie County were very competitive with the state for each industry division in 2014 (most recent year comparison data available by industry).

**Table 3-12: Average Annual Wage by Industry Division in 2014**

| Industry                          | Wisconsin | Outagamie County | Percent of Wisconsin | 1-Year % Change |
|-----------------------------------|-----------|------------------|----------------------|-----------------|
| All Industries                    | \$43,856  | \$42,628         | 97.2%                | 2.9%            |
| Natural Resources                 | \$36,156  | \$33,144         | 91.7%                | 1.4%            |
| Construction                      | \$55,317  | \$56,870         | 102.8%               | 3.0%            |
| Manufacturing                     | \$54,365  | \$54,734         | 100.7%               | 1.7%            |
| Trade, Transportation & Utilities | \$37,362  | \$35,255         | 94.4%                | 4.0%            |
| Information                       | \$62,482  | Suppressed       | Not Avail.           | Not Avail.      |
| Financial Activities              | \$61,884  | \$57,627         | 93.1%                | 2.8%            |
| Professional & Business Services  | \$52,386  | \$44,211         | 84.4%                | 3.0%            |
| Education & Health                | \$44,829  | \$46,058         | 102.7%               | 2.8%            |
| Leisure & Hospitality             | \$16,055  | \$13,292         | 82.8%                | 3.1%            |
| Other Services                    | \$25,847  | \$24,092         | 93.2%                | 4.4%            |
| Public Administration             | \$44,462  | \$44,109         | 99.2%                | 1.3%            |

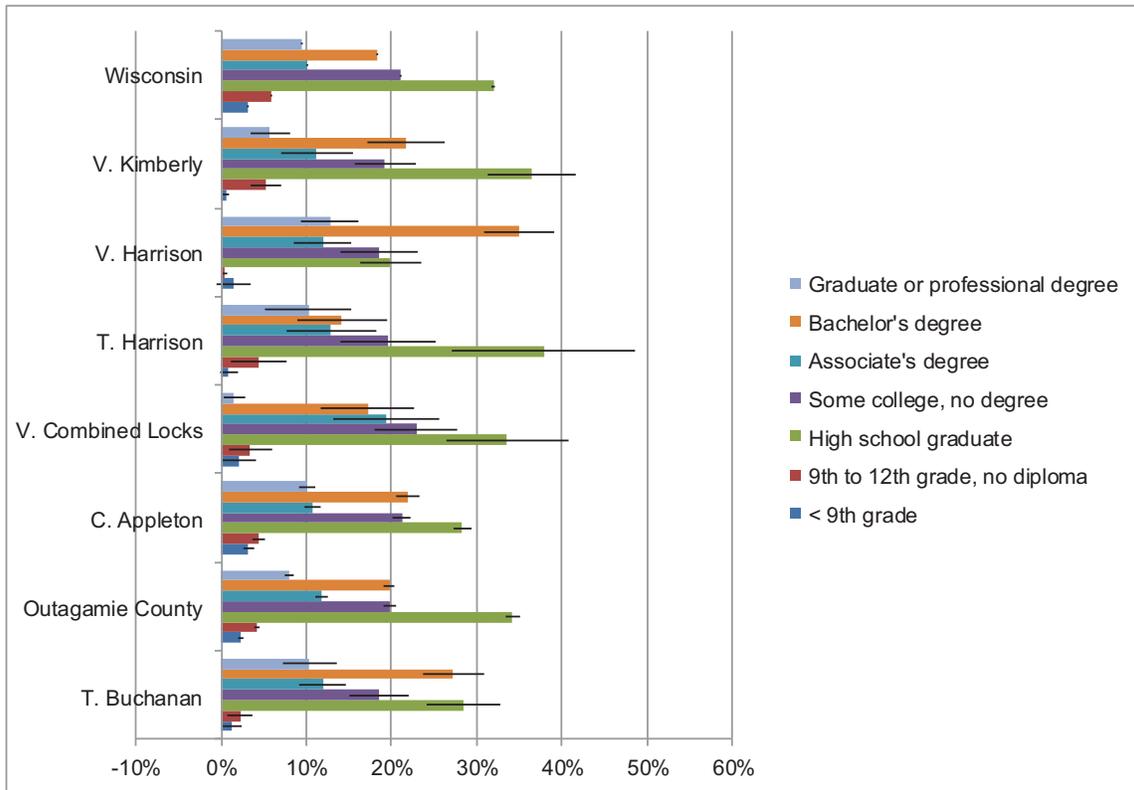
Source: WI DWD, Labor Market Information, QCEW, June 2015; 2015 Outagamie County Workforce Profile

### Educational Attainment

A good indicator of the quality of life in a community can be found in the levels of educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential. Wisconsin students ranked fourth with an American College Test (ATC) composite score of 20.5 out the 20 states that require all high school students graduating from a public high school in 2016 to take the ATC test. This was behind the national composite score of 20.8. Composite scores for Wisconsin and the nation were lower than in 2015, since this was the first year that Wisconsin required a 100 % participation rate. National composite scores also fell since Wisconsin was not the only new state to require 100% testing. The ACT is one of two major college entrance exams, along with the SAT.

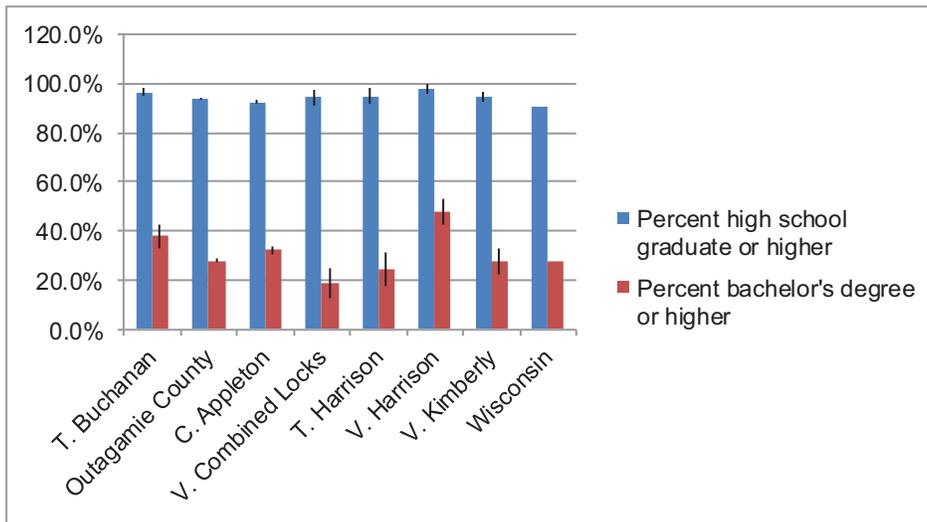
Figure 3-2 and Figure 3-3 illustrates the level of educational attainment for persons age 25 and over in Buchanan and surrounding communities according to the 2011-2015 ACS 5-Year Estimates. Buchanan residents, like those in surrounding communities are well educated, with a high percentage having earned advanced degrees. About 97% of Town residents graduated from high school and about 38% have a bachelor's degree or higher. This is slightly higher than residents in the state (91.0% high school graduate, 27.8% bachelor's degree or higher).

**Figure 3-2: Educational Attainment, 2011-2015 ACS 5-Year Estimates**



Source: U.S. Census, 2011-2015 American Community Survey 5-Year Estimates, DP02

**Figure 3-3: Graduation Rates, 2011-2015 ACS 5-Year Estimates**



Source: U.S. Census, 2011-2015 American Community Survey 5-Year Estimates, DP02

**Poverty Status**

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 2000, the poverty threshold for an individual was

\$8,794 and for a family of four with two children, a household income of \$17,463. By 2010, the poverty threshold for an individual was \$11,139, while the poverty threshold for a family of four with two children increased to \$22,113.<sup>7</sup> The most recent (2016) poverty threshold for an individual was \$12,486 for a person under 65 and \$11,511 for a person over 65. For a family of four with two children the poverty threshold was \$24,339.

In 1999, 1.2 percent of Buchanan’s residents, or 67 people, fell below the national poverty line. According to the 2011-2015 ACS 5-Year Estimates, 6.6 percent or 459 individuals are below the poverty level in the Town. In comparison, 4.7 percent of county residents and 8.7 percent of state residents were below the poverty level in 1999. By 2011-2015, this number had increased to 8.9 percent in the county and 13.0 percent in the state.

**Table 3-13: Poverty Status, Total Persons - 1999 and 2011-2015 ACS 5-Yr Estimates**

|                  | Total Persons |                     |         | Total Persons Below Poverty Level |         |                     |         |         |         |
|------------------|---------------|---------------------|---------|-----------------------------------|---------|---------------------|---------|---------|---------|
|                  | 1999          | 2011-2015 5-Yr Est. |         | 1999                              |         | 2011-2015 5-Yr Est. |         |         |         |
|                  | No.           | Estimate            | MOE +/- | No.                               | Percent | Estimate            | MOE +/- | Percent | MOE +/- |
| T. Buchanan      | 5,827         | 7,002               | 38      | 67                                | 1.2%    | 459                 | 352     | 6.6%    | 5.0%    |
| Outagamie County | 160,971       | 177,042             | 540     | 7,417                             | 4.7%    | 15,723              | 1,221   | 8.9%    | 0.7%    |
| Wisconsin        | 5,211,603     | 5,589,889           | 1,356   | 451,538                           | 8.7%    | 724,348             | 8,814   | 13.0%   | 0.2%    |

Source: U.S. Census 2000 QT-P34, SF 4, 2011-2015 American Community Survey 5-Yr Estimate, S1701

In 1999, 0.4 percent of all families in the Town lived below the poverty level in 1999. By 2011-2015 ACS 5-Year Estimates, the percent of families living below the poverty level had increased to 5.1 percent.

**Table 3-14: Poverty Status, Total Families – 1999 and 2011-2015 ACS 5-Yr Estimates**

|                  | Total Families |                     |         | Total Families Below Poverty Level |         |                     |         |
|------------------|----------------|---------------------|---------|------------------------------------|---------|---------------------|---------|
|                  | 1999           | 2011-2015 5-Yr Est. |         | 1999                               |         | 2011-2015 5-Yr Est. |         |
|                  | No.            | Estimate            | MOE +/- | No.                                | Percent | Percent             | MOE +/- |
| T. Buchanan      | 1,584          | 1,972               | 114     | 6                                  | 0.4%    | 5.1%                | 4.2%    |
| Outagamie County | 42,219         | 47,627              | 597     | 1,215                              | 2.9%    | 6.1%                | 0.7%    |
| Wisconsin        | 1,395,037      | 1,469,290           | 5,277   | 78,188                             | 5.6%    | 8.6%                | 0.1%    |

Source: U.S. Census, 2000 SF3; 2011-2015 ACS 5-Year Estimate, S1702

The 2011-2015 ACS 5-Year Estimates<sup>8</sup> provides poverty level statistics for a variety of household types in Buchanan:

- 5.1 percent of all families reported living below the poverty level;
- 9.7 percent of all families with children under the age of eighteen were living below the poverty level;
- 10.8 percent of all families with children under 5 years of age were living below the poverty level;

<sup>7</sup> U.S. Census Bureau, 2000 and 2010 Poverty Thresholds.

<sup>8</sup> U.S. Census Bureau, 2011-2015 ACS 5-Year Estimates, S1701 and S1702.

- 61.4 percent of all female-headed households (with no husband present) reported living below the poverty level; and,
- No persons over the age of 65 were living below the poverty level.

### **County and Regional Employment Economic Forecasts<sup>9</sup>**

Historically, Outagamie County has had a stable local economy with employment rates that were comparable to state and national figures.

Recovery following the recession that ended in 2009 has been slow, and wages and home values are finally getting back to prerecession levels. In Wisconsin, there has been talk about the skills gap and the inability of employers to find and keep skilled workers. While more people are employed and the unemployment rates are back to early 2000 levels, Wisconsin is facing a quantity challenge and a skills challenge. This is true in Outagamie as well and as a result, businesses in Outagamie County will be competing against each other for workers with similar skills. Today's labor force is older. Baby Boomers are leaving the labor force in large numbers, as the oldest turned 70 in 2016, and the youngest reached 52 years. Wisconsin's overall labor force peaked in the late 1990's and the employment to population ratio peaked in 1997 at 72.9 percent. As Baby Boomers continue to exit the labor force, the employment to population ratio will continue to decrease.

Outagamie County's population is growing at a faster rate than the state. Between 2010 and 2016, the population of Outagamie County increased by 3.2 percent, while the state's population increased by 1.6 percent.<sup>10</sup> However, this growth is significantly slower than the 9.8 percent seen during the 2000's or the 14.6 percent experienced during the 1990's. This suggests that population growth is slowing. Population growth is being fueled by a strong birth rate, while net migration remains low.

As Outagamie County's unemployment rate has decreased, employers are finding it more difficult to find skilled laborers. The county's unemployment rate is the lowest point in more than a decade. At the same time, the county's labor force has remained mostly unchanged. This suggests that individuals are finding employment at a faster rate than new workers are added.

Between 2014 and 2015, all industries employment in Outagamie County increased by 1.7 percent.<sup>11</sup> This growth rate is slightly higher than the state's employment growth rate of 1.3 percent during the same time period. Many industry sectors experienced little or no growth. The construction sector experienced significant growth in the county (6.2%) and the state (6.2%) as the residential and commercial sectors recovered to near pre-recession levels. Other sectors experiencing more significant growth included natural resources and mining (3.5% -

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<sup>9</sup> Outagamie County Workforce & Economic Profile, 2015, State of Wisconsin Department of Workforce Development.

<sup>10</sup> WDOA, Wisconsin Demographic Services Center, 2016 Estimates.

<sup>11</sup> Quarterly Census of Employment and Wages, Wisconsin Department of Workforce Development, Bureau of Workforce Training - Labor Market Information, 2014 and 2015.

county, 5.1% - state), leisure and hospitality (3.6% - county, 3.2% - state), and professional and business services (3.1% - county, 2.3% state). Employers in many of Outagamie County's industry sectors continue to pay wages that are below state averages. The county annual average wage of \$42,628 is 2.8% below the state average. While it increased by 2.9 percent over the past year, this is less than the inflation rate. Industry sectors paying more than the state annual average wages in Outagamie County include the construction sector (2.8%), manufacturing (0.7%), and education and health (2.7%).

Employment forecasts for the Appleton MSA were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. The projections indicate that the largest industry in 2016 will be Manufacturing, which is expected to increase by 8 percent between 2016 and 2026 (Table 3-15). The largest industry growth increase will occur within the Management of Companies and Enterprises (33%, 529 jobs), Utilities (20%, 30 jobs) and Health Care and Social Assistance (19%, 2,585 jobs).

**Table 3-15: Appleton MSA Industry Employment Projections, 2016-2026**

| NAICS | Description  | 2016 Jobs | 2026 Jobs | 2016 - 2026 Change | 2016 - 2026 % Change | 2016 Total Earnings |
|-------|--|-----------|-----------|--------------------|----------------------|---------------------|
| 11    | Crop and Animal Production   | 2,102     | 2,089     | (13)               | (1%)                 | \$35,429            |
| 21    | Mining, Quarrying, and Oil and Gas Extraction                            | 234       | 167       | (67)               | (29%)                | \$51,071            |
| 22    | Utilities  | 150       | 180       | 30                 | 20%                  | \$158,028           |
| 23    | Construction   | 8,604     | 8,296     | (308)              | (4%)                 | \$67,920            |
| 31    | Manufacturing  | 23,912    | 25,880    | 1,968              | 8%                   | \$68,044            |
| 42    | Wholesale Trade  | 5,564     | 6,217     | 653                | 12%                  | \$68,500            |
| 44    | Retail Trade   | 14,816    | 15,179    | 363                | 2%                   | \$30,639            |
| 48    | Transportation and Warehousing   | 3,324     | 3,230     | (94)               | (3%)                 | \$54,299            |
| 51    | Information  | 1,574     | 1,612     | 38                 | 2%                   | \$67,376            |
| 52    | Finance and Insurance  | 6,366     | 6,390     | 24                 | 0%                   | \$75,553            |
| 53    | Real Estate and Rental and Leasing                                       | 1,165     | 1,266     | 101                | 9%                   | \$41,665            |
| 54    | Professional, Scientific, and Technical Services                         | 3,904     | 3,774     | (130)              | (3%)                 | \$69,800            |
| 55    | Management of Companies and Enterprises                                  | 1,609     | 2,138     | 529                | 33%                  | \$99,191            |
| 56    | Administrative and Support and Waste Management and Remediation Services | 8,643     | 9,913     | 1,270              | 15%                  | \$37,658            |
| 61    | Educational Services   | 2,199     | 2,460     | 261                | 12%                  | \$28,691            |
| 62    | Health Care and Social Assistance  | 13,969    | 16,554    | 2,585              | 19%                  | \$59,427            |
| 71    | Arts, Entertainment, and Recreation                                      | 1,925     | 2,255     | 330                | 17%                  | \$16,576            |
| 72    | Accommodation and Food Services  | 10,534    | 10,990    | 456                | 4%                   | \$16,241            |
| 81    | Other Services (except Public Administration)                            | 6,514     | 7,065     | 551                | 8%                   | \$25,826            |
| 90    | Government   | 12,862    | 13,079    | 217                | 2%                   | \$62,431            |
| 99    | Unclassified Industry  | 0         | 0         | 0                  | 0%                   | \$0                 |
|       | Total  | 129,967   | 138,734   | 8,767              | 7%                   | \$52,302            |

Source: QCEW Employees, Non-QCEW Employees, and Self-Employed - Emsi Q1 2017 Data Set; Appleton MSA

## **Buchanan Employment and Economic Forecast**

For the Town of Buchanan, state and county economic indicators are important because they serve as a precursor to issues that may affect the local economy and quality of life. Over the 20-year planning period, new industrial and commercial expansion (and associated support infrastructure) is anticipated adjacent to the existing commercial uses located along CE and KK and STH 55. The types of new businesses established in Buchanan will likely mirror what is currently found within the Town. Therefore, much of the business growth will be in retail and service industries, as compared to industrial and manufacturing. This is consistent with business growth trends in the Fox Cities.

Economic prosperity in the Town of Buchanan will be closely linked to local demand, historic development patterns, and highway access. To retain the Town's residential character, the amount of new commercial and industrial development recommended in this plan will seek to maintain the balance between business and residential uses through 2040. This approach will help to ensure that business growth is in proportion to new residential growth. Business development and associated employment opportunities are expected to be strong given that residential development is projected to increase by more than 50% over the 20-year planning period. However, the majority of Town residents will work in other nearby communities that offer a greater diversity of employment choices, particularly within professional and technical industries. To support local economic success, implementation strategies are provided in the Economic Development Element of this Plan.



## **CHAPTER #4**

### **HOUSING**

## CHAPTER 4: HOUSING

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## CHAPTER 4: HOUSING

### INTRODUCTION

Well-designed, safe and affordable housing choices are important to healthy communities. Housing gives character to communities. It also establishes a connection between residents and their neighborhoods. Wisconsin's Comprehensive Planning Law includes 14 goals for local comprehensive planning. The Town of Buchanan believes that the goals listed below from the Comprehensive Planning Law specifically relate to planning for local housing:

- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential uses.
- Encouraging neighborhoods that incorporate a variety of housing types.
- Promoting the redevelopment of lands with existing infrastructure and public services.
- Encouraging the maintenance and rehabilitation of existing residential dwellings.
- Providing an adequate supply of affordable housing for individuals of various income levels.
- Providing local housing choices for all stages of life.

**To learn more about housing, see these chapters:**

- Information about zoning (included recommended changes) is provided in the Land Use Chapter.
- Information about the Darboy Sanitary District and alternative treatment systems is provided in the Utilities and Community Facilities Chapter.
- Information about the location and density of future housing is provided in the Future Land Use Chapter.

Earlier chapters in this document discuss population, household and economic characteristics and trends in the Town. This chapter profiles the existing housing stock and provides recommendations to meet future housing needs.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted

as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates, some areas and subjects must be compared with caution or not compared at all.

## HOUSING VISION

### HOUSING VISION

*In 2040, the Town of Buchanan offers a variety of housing types to meet the lifestyle, demographic and economic needs and desires of its residents. Housing developments, particularly those beyond the Darboy Sanitary District, are designed in harmony with local farms and natural green spaces. Housing west of STH 55 includes alternative housing choices like condominiums, apartments, townhouses, etc. These developments buffer nearby single family residential neighborhoods from business areas and offer a housing choice for residents who want to live in a development close enough to walk to stores, restaurants, services, and even local employers. Several senior housing developments have also been established in Buchanan. Town codes and ordinances promote attractive housing with abundant green spaces and trail access in accordance with the recommendations outlined in the Town of Buchanan comprehensive plan.*

## EXISTING HOUSING SUPPLY

In 2000<sup>1</sup>, there were 1,868 housing units in the Town of Buchanan. Based on 2010 U.S. Census information, the total number of housing units increased to 2,453<sup>2</sup>. This translates to a 31.3% percent increase in the total housing stock in the last 10 years. By comparison, over the same period, the supply of housing in Outagamie County increased by only 16.8%<sup>3</sup>. As discussed earlier in this plan, the completion of STH 441, the infrastructure available in the Darboy Sanitary District, and low mortgage rates are the primary factors responsible for this growth. Growth would probably have been higher, if not for the economic downturn that started in 2008.

Single-family homes are the predominate housing type in the Town, accounting for 84.8% of all housing units according to the 2011-2015 ACS 5-Year Estimates (Table 4-1). The balance of housing consists of duplex (4.3%) and multi-family units (10.9%). The Town realizes that single-family homes (and home ownership) are not suitable for everyone. Some people are not able to afford a single-family home. Others may not be able to physically handle the maintenance necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. As such, it is recommended that the Town encourage the development of

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<sup>1</sup> U.S. Census 2000, SF-1, DP-1.

<sup>2</sup> U.S. Census 2010, SF-1, DP-1.

<sup>3</sup> U.S. Census 2000 and 2010, SF-1, DP-1.

alternative forms of housing to meet the residential needs of a growing population. These alternatives may include condominiums, townhouses, senior housing and apartments.

**Table 4-1: Housing Units by Structure, 2011 - 2015 ACS 5-Year Estimates**

|                     | 2011-2015 ACS 5-Yr Est. |        |       |
|---------------------|-------------------------|--------|-------|
|                     | Est.                    | MOE+/- | %     |
| Total Units         | 2,679                   | 172    | 100%  |
| 1-unit, detached    | 2,114                   | 155    | 78.9% |
| 1-unit attached     | 158                     | 63     | 5.9%  |
| 2 units             | 115                     | 87     | 4.3%  |
| 3 or 4 units        | 56                      | 47     | 2.1%  |
| 5 to 9 units        | 210                     | 100    | 7.8%  |
| 10 to 19 units      | 11                      | 19     | 0.4%  |
| 20 or more units    | 15                      | 24     | 0.6%  |
| Mobile home         | 0                       | 12     | 0.0%  |
| Boat, RV, van, etc. | 0                       | 12     | 0.0%  |

Source: U.S. Census 2011-2015 ACS 5-Yr Estimates, DP04

### Senior Housing

Determining the need for senior housing in a community is not a simple task. Unfortunately, there is no clear formula or mathematical model available to determine need. This is largely due to the complexity of the marketplace. The majority of Wisconsin seniors (in all age groups), live in their own homes or in mixed family congregate housing (e.g. apartments that have residents of all age ranges). This is true for seniors living in Buchanan as well. The ability to remain in their own homes is enhanced by organizations and services that are becoming more common. Examples include: “meals on wheels,” parish nursing programs, home health care, etc. Likewise, building design for life (e.g. wider doorframes to accommodate future wheelchair access, first floor master, etc.) approaches also extend a seniors ability to live independently in their own home. On Buchanan’s west side, new developments containing split bedroom ranch style homes support independent living by seniors given their neighborhood setting (e.g. close to neighbors to call on for emergency assistance or weekly tasks such as lawn mowing) and efficient living layout as a single floor plan. However, for a variety of reasons some elderly cannot or will not live in a private home or apartment, and will instead need to live in some type of senior housing arrangement.

**Table 4-2: Assisted Living Options, 2017**

|   | Number   | Capacity  |
|---|----------|-----------|
| Adult Day Care Capacity                         | 0        | 0         |
| Adult Family Home Capacity                      | 3        | 12        |
| Community Based Residential Facilities Capacity | 3        | 40        |
| Residential Care Apartment Units                | 0        | 0         |
| <b>Total Units/Capacity</b>                     | <b>6</b> | <b>52</b> |

Source: Wisconsin Department of Health Services, *Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin*, Data compiled April 5, 2017

There are 6 Assisted Living Facilities in Buchanan with a capacity of 52 (Table 4-2): Bethesda Lutheran Communities Randy Lane, Ridgefield Home, Erv Court Adult Family Home, AGAPE 9 Kingfisher, Mathews of Appleton I and II.



**Mathews of Appleton I and II**

Residents in need of nursing care or assisted living environments have more options nearby in Appleton, Combined Locks, Kimberly and Kaukauna. Options include: independent living condominiums, subsidized and non-subsidized independent living apartments, assisted living facilities and nursing facilities.

With a growing population base and an ever-increasing life expectancy rate, the need for adult housing in Buchanan is expected to increase.

### **Age and Quality of Housing**

Understanding the relative age of the housing stock in a community is a good indicator of the quality of the available housing. Buchanan has 472 housing units that were built before 1980 (35 years old). While this does not necessarily mean that the units are in poor condition, it does indicate that the need for repairs and maintenance is somewhat greater. Table 4-3 lists the number of units and the corresponding percent of the Town’s total housing stock by year built. Examining the housing supply by decade, the largest growth period occurred in the 1990s. This is reflected in the Town’s strong population growth over the same period. As a result the Town has a newer housing supply built to modern code requirements.

**Table 4-3: Age of Structure by Year Built, 2011-2015 ACS  
5-Yr Estimate**

| Year            | Town of Buchanan |        |         |         |
|-----------------|------------------|--------|---------|---------|
|                 | Number           | MOE+/- | Percent | MOE +/- |
| 2014 or later   | 0                | 12     | 0.0%    | 0.6     |
| 2010 to 2013    | 109              | 56     | 4.1%    | 2.1     |
| 2000 to 2009    | 615              | 126    | 23.0%   | 4.8     |
| 1990 to 1999    | 1170             | 184    | 43.7%   | 6.1     |
| 1980 to 1989    | 313              | 105    | 11.7%   | 3.9     |
| 1970 to 1979    | 172              | 88     | 6.4%    | 3.2     |
| 1960 to 1969    | 99               | 58     | 3.7%    | 2.1     |
| 1950 to 1959    | 91               | 63     | 3.4%    | 2.3     |
| 1940 to 1949    | 24               | 29     | 0.9%    | 1.1     |
| 1939 or earlier | 86               | 85     | 3.2%    | 3.2     |
| Total           | 2,679            | 172    | 100%    |         |

Source: U.S. Census 2011-2015 ACS 5-Year Estimates, DP04

The information in Table 4-3 shows the history of how Buchanan has grown. Before 1980, the Town’s housing supply grew at a modest rate. New housing developments took off in the 1980s, as the Fox Valley began to grow and people discovered the Town was in close driving distance to work centers located in Appleton, Kaukauna and Green Bay. Residential building was strong through the 1990’s and through most of the 2000’s. As a result of the economic downturn that began in 2008, residential building has slowed, as has population growth.

Age alone is not the true measure of housing condition in a community. To achieve greater accuracy in evaluating a community, a visual assessment of the housing stock is helpful. Such an assessment is commonly referred to as a “windshield survey” because it entails driving and walking through the community and developing an assessment of housing based on visual appearance. The theory being the “windshield survey” approach is that the exterior appearance of a home generally correlates with interior conditions. Based on this assessment the following predominate types of homes were found:

- **Rural Subdivisions:** There are a several rural subdivisions in the Town. Generally, these subdivisions are concentrated east of Kaukauna and north of CTH CE. The homes in these subdivisions appear to be very well maintained. Homeowners in these neighborhoods seem to take great pride in their homes, as is demonstrated by their well-maintained appearance. During the 2000’s a few new subdivisions were developed in this area, one near the corner of CTH Z and Powers Road and the other south of CTH Z off of Outagamie Road.



**Rural Subdivision**

Limited infill occurred in existing subdivisions in this area as well. Since 2010, limited infill development has occurred.

- **Suburban Subdivisions:** There are numerous suburban subdivisions located in the Town. These subdivisions are located south of CE, west of Combined Locks, and north of CTH KK. The majority of these houses were built in the 1990's. Most of these subdivisions do not have sidewalks. Cul-de-sacs and homes with attached garages facing the street characterize these neighborhoods. Limited development occurred in this area during the 2000's and 2010's. These homes appear to be in good condition.



**Suburban Development**

- **Scattered, Rural Residences:** These homes are scattered throughout the Town, along county and Town roads. For the most part these homes appear to be in good condition with some need for minor improvements (e.g. paint, siding, roofing, etc.).
- **Farmhouses:** Older family farmhouses are scattered throughout the eastern part of the Town of Buchanan. Generally the condition of these homes appears to be good with a few noticeable repairs necessary.

## Occupancy

For a housing market to operate efficiently, it must possess an adequate supply of available housing units (units for sale or rent). A housing market's supply of available units must be sufficient to allow for the formation of new households by the existing population, to allow for in-migration, and to provide opportunities for households to change their housing because of a change in household size or status.

According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% (1.5% for the owned portion of a housing stock and 5.0% for the rented portion) is required to allow for an adequate housing choice among consumers. However, additional information such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers and renters. The vacancy rate for Wisconsin in 2010 was 8.0% for rentals and 2.2% for owner occupied housing.<sup>4</sup> Vacancy rates vary from one community to the next. High vacancy rates offer a degree of competition in terms of price. The available vacancy rate of a housing market is a good indication of the adequacy of the housing supply, which in turn helps dictate the cost of housing.

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<sup>4</sup> Source: U.S. Census 2010, SF-1, DP-1.

In 2010, Town of Buchanan occupied housing stock was composed primarily of owner occupied units. Owner occupied units (1,893) accounted for about 79.1% of the occupied units (2,393) in 2010, while rental made up the remaining 20.1 % housing units (500)<sup>5</sup>. The vacancy rate for owner-occupied housing units in the Town was 0.4% and the rental vacancy rate was 5.5%. By comparison, the owner-occupied housing unit vacancy rate in Outagamie County was 1.8% in 2010 and the rental vacancy rate was 6.1%. Based on these figures, there was a lack of housing choice for owner occupied homes and an adequate supply of rental properties in the Town. With such low homeowner vacancy rates, people seeking to move into the Town generally need to build a home to accommodate their desire to relocate. This situation is of concern because it makes entry into the community difficult. It also might make it difficult for people to move within the community to find different housing choices to fit their needs at different stages of their life (e.g. larger family home and smaller homes).

### **Cost of Housing**

The available supply, age and condition of the housing stock are the basis for determining the demand for and cost of housing. Table 4-4 compares the 2011-2015 (ACS 5-Year Estimates) median home values in nearby communities and Outagamie County. The 2000 U.S. Census indicated that the median value of an owner-occupied home in the Outagamie County was \$106,000 and the median value in the Town of Buchanan was \$149,400. Between 2011-2015 and 2000, the gap between the value of a median owner occupied home in Buchanan compared with Outagamie County decreased. In 2000, Buchanan was 41% above the county median owner occupied home value and by 2011-2015 the gap decreased to 18%.

In 2011-2015, the median housing value in Buchanan was \$190,700 – twenty-eight percent higher than the value in 2000. The Town of Buchanan’s median housing value remained greater than the Outagamie County median value and though it was slightly lower than the median home value in the Town and Village of Harrison. Table 4-5 provides a detailed breakdown of the 2011-2015 American Community Survey 5-Year Estimates information pertaining to the value of owner-occupied housing units in the Town of Buchanan. Approximately 46% of the owner occupied housing is valued between \$150,000 and \$199,999, while another 31% is valued at \$200,000 to \$299,999.

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<sup>5</sup> Source: U.S. Census 2010, SF-1, DP-1.

**Table 4-4: Median Value of Owner Occupied Homes, 2000 and 2011-2015 ACS 5-Yr Estimates**

| Jurisdiction      | 2000      | 2011-2015 ACS 5-Yr Est. |        |
|-------------------|-----------|-------------------------|--------|
|                   | Number    | Estimate                | MOE+/- |
| T. Buchanan       | \$149,400 | \$190,700               | 8,376  |
| T. Harrison       | \$144,000 | \$199,700               | 22,298 |
| V. Combined Locks | \$99,500  | \$155,200               | 10,046 |
| V. Harrison       | -         | \$201,600               | 6,620  |
| V. Kimberly       | \$90,500  | \$135,000               | 5,439  |
| C. Appleton       | \$91,200  | \$137,500               | 1,612  |
| C. Kaukauna       | \$97,900  | \$138,100               | 4,499  |
| Outagamie County  | \$106,000 | \$155,900               | 1,827  |

Source: U.S. Census 2000, 2011-2015 ACS 5-Yr Estimate, DP04

With respect to rental housing, in 2011-2015 (ACS 5-Year Estimates) there were 621 renter-occupied housing units in the Town. The median monthly contract rent rate in the Town was \$772 (MOE+/--\$121, based solely on 2011-2015 ACS 5-Year Estimates data). These rates do not include utilities. These rates are higher than the 2011-2015 median contract rent rates reported for Outagamie County (\$735+/--\$15). To some extent, this can be explained by the Town’s desirable location and the age of its housing. The Town is located between the steadily growing communities of Appleton and Kaukauna. This creates a high demand for housing and provides residents with an easy commute to work. Secondly, most of the housing in the Town is newer construction. Newer dwellings will usually have higher rent rates than older dwellings, which helps explain the higher median rental rate.

**Table 4-5: Value of Owner Occupied Housing, 2011-2015 ACS 5-Year Estimates**

|                        | Estimate | MOE+/- | Percent | MOE+/- |
|------------------------|----------|--------|---------|--------|
| Total                  | 1,931    | 160    | 100.0%  |        |
| Less than \$50,000     | 33       | 36     | 1.7%    | 1.9    |
| \$50,000 to \$99,999   | 0        | 12     | 0.0%    | 0.9    |
| \$100,000 to \$149,999 | 202      | 96     | 10.5%   | 4.6    |
| \$150,000 to \$199,999 | 881      | 175    | 45.6%   | 7      |
| \$200,000 to \$299,999 | 595      | 125    | 30.8%   | 6.7    |
| \$300,000 to \$499,999 | 220      | 81     | 11.4%   | 4.4    |
| \$500,000 to \$999,999 | 0        | 12     | 0.0%    | 0.9    |
| \$1,000,000 or more    | 0        | 12     | 0.0%    | 0.9    |

Source: US. Census 2011-2015 ACS 5-Year Estimates, DP04

### Housing Affordability Analysis

Understanding affordability requires more analysis than just looking at the cost of housing. The greater question is, “does the cost of housing match the ability of residents to pay for it?”

There are many ways to answer this question. One common technique comes from the U.S. Department of Housing and Urban Development (HUD). This method involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income. Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

**Table 4-6: Households Paying a Disproportionate Amount of Their Income for Housing, 2011-2015 ACS 5-Yr Estimates**

|                  | Households with Mortgage for Which Owner Costs are Not Affordable |     |         | Households without Mortgage for Which Owner Costs are Not Affordable |     |         | Households for Which Renter Costs are Not Affordable |     |         |
|------------------|---|-----|---------|--|-----|---------|--|-----|---------|
|                  | Estimate  | MOE | Percent | Estimate   | MOE | Percent | Estimate   | MOE | Percent |
| T. Buchanan      | 215   | 91  | 17.2%   | 27   | 33  | 4.2%    | 138  | 67  | 22.2%   |
| Outagamie County | 8,190   | 516 | 24.1%   | 2,115  | 267 | 13.3%   | 7601   | 527 | 39.2%   |

Source: U.S. Census, 2011-2015 ACS 5-Year Estimates, DP-4

Per the 2011-2015 ACS 5-Year Estimates, about 17% of households with a mortgage, 8% of households without a mortgage and about 22% of renters were paying more than 30% of their income on housing (Table 4-6). In comparison, housing was less affordable in Outagamie County. About a quarter (24.1%) of households with a mortgage, 13% of households without a mortgage and about 39% of renters were paying a disproportionate amount of their income on housing.

## OPPORTUNITIES FOR HOUSING CHOICE

Opportunities for elderly, disabled, and low- income housing are more limited in Buchanan than some of the surrounding larger communities. The existing housing supply consists primarily of single-family dwellings (84.8%) and duplex units (4.3%). Six assisted living facilities are available in the Town. With a combined capacity of only 52 and a senior population of 571 and climbing, seniors must be able to live independently, have assistance available to them, or seek residency in adjacent communities that can provide needed services. As new, single-family housing is built, the Town must remain aware of its balance of alternative choices.

At this time, the Town has the opportunity to provide more mixed housing types. Such housing could help buffer the commercial and residential developments. Undeveloped land near Eisenhower provides an ideal location for additional mixed development. A mixed development in this area, such as apartments or condominiums, would allow easy walking access to the commercial areas located along CTH KK and CE. This walkable area may extend independent living options for seniors, allowing them to walk to a shopping center or doctor. Mixed development located within and adjacent to the commercial areas of Darboy and STH 55, will allow safe/easy access to services.

There are many possible ways to incorporate additional housing styles (e.g., apartments, senior housing, and condominiums) in Buchanan.

- The first priority when considering such housing should be to ensure that units can be adequately served with water, sewer and other basic infrastructure needs.
- Whenever feasible, alternative housing types should be considered as an infill housing opportunity, or as an integral part of a mixed-use development. This strategy is encouraged to help create a walkable community by allowing individuals easy access to parks, schools, shopping and other amenities via sidewalks and biking lanes. This is particularly important for populations that cannot drive (e.g. youth and elderly).
- The Town could actually require a percentage of alternative units be developed as part of any new housing development. This is a very aggressive strategy, but the results are effective.
- Of course, any new alternative development should be compatible with surrounding housing. Therefore, special consideration should be given to parking, signage, landscaping and façade requirements. However, the Town must be careful to ensure that requirements do not prohibit the development of housing choices.

## FUTURE HOUSING NEED

The projected population by the Wisconsin Department of Administration for the Town of Buchanan is 10,180 residents by the year 2040. Based on recent growth trends, it is estimated that an additional 1,562 housing units will be needed by the year 2040 (See Table 4-7). Roughly 52 more housing units will need to be added annually. It is important to point out that total population figures include not only persons in households, but also persons in group quarters. As the population ages during the projection period, it is likely that persons in group quarters may also increase over time. This increase will come from not only the elderly component of the population, but also from the disabled component of the population as aging parents will no longer be able to care for disabled offspring.

**Table 4-7: Household Projections, 2010 to 2040**

| Year | Population | Households | Persons/<br>Household |
|------|------------|------------|-----------------------|
| 2010 | 6,755      | 2,393      | 2.82                  |
| 2015 | 7,140      | 2,593      | 2.75                  |
| 2020 | 7,900      | 2,915      | 2.70                  |
| 2025 | 8,605      | 3,216      | 2.67                  |
| 2030 | 9,280      | 3,514      | 2.64                  |
| 2035 | 9,795      | 3,759      | 2.60                  |
| 2040 | 10,180     | 3,955      | 2.57                  |

Source: U.S. Census 2010, WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

Additional housing units do not necessarily have to be single-family homes. Offering alternative housing choices can accommodate the needs of residents of varying ages and household types (e.g. young couples, seniors, single individuals, etc.) and also help to minimize land consumption given that townhomes, apartments and condominiums generally accommodate more housing units per acre than single family residential subdivisions.

## DESIRED HOUSING

As part of the public visioning exercise, people were asked if they preferred:

- Single family housing:
  - 1 or 2 stories;
  - attached or detached garages;
  - lot sizes compatible to surrounding neighborhood; and
  - limited amount of duplexes, or townhouses.
- Attached single family housing:
  - most buildings 2 to 3 stories;
  - includes duplexes and townhouses;
  - building and lot configuration may be clustered to promote open space;
  - buildings set closer to sidewalk;
  - may be mixed with single family or small multi-family housing; and
  - may be adjacent to commercial uses.
- Small multi-family housing:
  - 2 to 4 story buildings;
  - wide variety of building designs;
  - parking typically provided on surface lots, garage courts and underground;
  - may be mixed with townhouses or larger multi-family housing; and
  - some commercial uses may be found on the ground floor.
- Larger multi-family housing:
  - 3 to 8 story buildings;
  - large scale buildings on large lots may include large multi-building complexes;
  - parking typically provided on surface lots and underground parking;
  - may be mixed with small multi-family housing;
  - commercial and retail uses might be found on the ground floor; and
  - may be adjacent to and mixed with commercial and employment uses.

The results reveal that residents generally feel comfortable with single family housing, giving this ranking of 2.73 on a scale of 0 (none of this type) to 4 (more of this type) (Table 4-8).

**Table 4-8: Design Preference Survey, Residential Types**

| Development Type               | Ave. Ranking<br>(4 pt. system) |
|--------------------------------|--------------------------------|
| Single Family Housing          | 2.73                           |
| Attached Single Family Housing | 1.75                           |
| Small Multi-Family Housing     | 1.58                           |
| Larger Multi-Family Housing    | 0.73                           |

Source: Public Visioning Open House, 3/9/17; Public Visioning On-Line Portal

## HOUSING ISSUES AND CONCERNS

Issues and opportunities identified by Town residents included:

- Plan for future development, so it is not so scattered
- Provide direction to maintain agriculture in the eastern part of the Town
- No more development
- Maintain reasonably priced housing
- Maintain the split between urban and rural land uses
- Consider an organic farm development with housing, local food and a gathering place
- Maintain rural look
- Increase community identity

To keep Buchanan a rural and affordable community several strategies can be considered, including:

1. Retaining farmland and open/undeveloped lands (this topic is discussed more in the Agricultural, Natural and Cultural Resources Chapter). Strategies discussed in the chapter include land trust activities, zoning for agriculture, and supporting the farm economy.
2. Utilizing conservation subdivision design techniques effectively in the Town (discussed below).
3. Encourage the development of housing for the elderly (discussed earlier in this chapter).
4. Provide easy access to facilities by creating walking/biking trails, etc. (this topic is discussed more in the Transportation Element).
5. Coordinate with surrounding communities to jointly plan for development areas and prevent scattered “sprawl” development (addressed in the Intergovernmental Cooperation Element).

## Preservation of Rural Character – Conservation Subdivision Designs

Similar to when the last comprehensive plan was developed, residents expressed a desire to see a controlled/managed form of growth in the Town and more green spaces in subdivision developments. Residents do not want to see the Town overrun with houses and other types of

development. Rather, residents would prefer new housing development in harmony with the natural environment and remaining farm uses.

Chapter 460: Subdivision of Land allows for conservation subdivision designs that can encourage the preservation and protection of open space, natural areas and farmland resources. In conservation subdivisions, homes are “clustered” together on smaller lots so that a greater proportion of the land is protected from development. The Town’s conservation subdivision requires that a minimum of 40% of the gross tract area be preserved as open space. This requirement includes all secondary and primary conservation areas.

Protection and maintenance of the conserved area can be accomplished through a conservation easement with an appropriate conservation organization, land trust, homeowners association or government body, or through deed restrictions (e.g. covenants). The areas to be conserved must be protected indefinitely. A maximum of 30% of the land designated for protection can be used for active recreation, the remainder should either be left as natural wildlife habitat, open space, or farmland.

The development of walking and bicycle trails is encouraged and may be required, particularly to provide limited access to protected natural areas. Conservation subdivisions are a tool to balance the growth desires of landowners and retiring farmers with the rural character preservation desires of other residents. The financial benefits associated with conservation/cluster subdivisions make these types of development more desirable for landowners and developers. Cost benefits include:

- Reduced construction costs compared to traditional subdivisions because a reduced areas needs to be graded, fewer roads need to be constructed, and less supporting infrastructure (gas, electric, etc.) needs to be installed.
- Residents of conservation-based developments are willing to pay more for their lots than landowners in traditional subdivisions given the open, space amenities and security in the fact that no new homes will be built in their backyard.

When looking at the Town of Buchanan, the greatest potential for future residential development is east of STH 55. For the most part, farmland is the most common land use in this area. As housing demand continues to increase, more land will be needed for housing. Conservation subdivisions allow for expanded housing opportunities, but still set aside farmland and natural areas to retain rural character.

## **HOUSING PROGRAMS**

A number of federal and state housing programs are available to help the Town promote the development of housing for individuals with lower incomes, senior housing, and housing for people with special needs.

## **Federal Programs and Revenue Sources**

HUD is the federal agency primarily responsible for housing programs and community development. Though many of its programs are directed to larger cities and urban areas, the Town does qualify for some available funds. Specifically, HUD provides money to non-entitlement (e.g. communities with populations less than 50,000) communities through grants. In the State of Wisconsin, the Division of Housing within the Department of Administration is responsible for the distribution of federal funds. It awards these funds through a competitive proposal process. The United States Department of Agriculture-Rural Development (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available to communities with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development.

## **State Programs and Revenue Sources**

Beyond the funds distributed through HUD, the Division of Housing within the Department of Administration administers several state funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing development. However, funds can achieve the desired result by helping organizations develop the capacity to develop houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies. The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the Division of Housing, it receives no direct state-tax support. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

## **COORDINATION WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

Housing is the primary developed land use in the Town of Buchanan. As such, it directly affects most other elements of this comprehensive plan. Land Use, Utilities and Community Facilities, Transportation, Economic Development and Agricultural, Natural, and Cultural Resources are all elements directly affected by housing. The goals and policies set forth in this Housing Element will affect these elements and vice versa. Therefore, it is imperative that the elements are consistent and support one another.

### **Land Use**

Zoning and land division ordinances control the amount of land available for housing, as well as its location, type and density. The Future Land Use Map devotes acres to residential use over the next 20 years in accordance with desired density restrictions.

Location considerations are also an important aspect of land use planning. With respect to housing, resident needs should be an important consideration. For example, seniors who may not be able to drive, desire housing locations that are within a walkable distance (less than ¼ mile) to grocery stores, pharmacies, and restaurants. Walkable access to churches and libraries is also highly desirable. Similarly, children who are not able to drive, depend on safe areas to walk and bicycle. Safe access to shopping, schools, parks and libraries is also highly desirable. Providing sidewalk and trail connections to libraries, schools and parks from nearby neighborhoods is important. This is especially true for new development occurring on the outer limits of the Town.

### **Utilities and Community Facilities**

Improvements such as roads, sewers, parks, trails, schools and other infrastructure all need to be coordinated with the housing decisions and vice versa. The best method to coordinate improvements is to follow the land use pattern presented on the Future Land Use Map as closely as possible and plan for future improvements in a Capital Improvements Plan and Budget as recommended in the Utilities and Community Facilities Element. This approach will greatly enhance the efficiency of capital improvements and services.

In addition, Buchanan needs to be open to the use of alternative wastewater treatment systems and private community water systems as tools to efficiently and effectively accommodate Town development east of STH 55. This approach will help to offset annexation pressure associated with the extension of municipal water and sewer service.

### **Transportation**

The location of housing affects commuting patterns and transportation costs. The inverse is also true - the location and density of housing affects transportation needs. The location of housing influences on which roads people drive or whether they need to drive at all. These factors were carefully considered in the Transportation Element to ensure compatibility with projected residential development.

### **Economic Development**

Housing needs must be linked to a community's economic situation. Specifically, it is important to ensure that the local housing supply is affordable to residents. For this reason, an affordability analysis is presented in this chapter. Moreover, given that housing is the primary developed land use in the community, quality local housing directly impacts the Town's ability to finance needed improvements to support the local economy through receipt of property taxes.

### **Agricultural, Natural and Cultural Resources**

The desire to preserve agricultural and natural areas competes with the desire of others to build additional housing. These competing interests are balanced through the land suitability analysis

information presented in the Agricultural, Natural and Cultural Resources Element. This information helps to ensure that housing is located in areas that will have the least impact possible on existing farming areas and important natural resources, while still supporting additional residential development needs.

### **Intergovernmental Cooperation**

Intergovernmental cooperation is critical to the future of the Town of Buchanan. The Town already has boundary agreements in place with Kimberly and Combined Locks. A similar approach should be taken with Kaukauna to ensure the Town of Buchanan can retain land areas east of STH 55 and its overall community identity through 2025 and beyond. Likewise, the Town should continue to coordinate with neighboring communities, Outagamie County and the school districts to provide Town residents with efficient services through intergovernmental agreements.

### **HOUSING GOALS, POLICIES AND OBJECTIVES**

The goals, policies and objectives related to housing in the Town of Buchanan can be found in Chapter 12: Implementation.



## **CHAPTER #5**

# TRANSPORTATION

## CHAPTER 5: TRANSPORTATION

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## CHAPTER 5: TRANSPORTATION

### INTRODUCTION

A diversified, well-balanced transportation system is a major factor in the growth of a community. The transportation system exists to move people, goods and services both through and within the community. Planning for the various modes of transportation is one of the most important aspects of planning for the future of the Town.

Buchanan's transportation system consists of Town subdivision streets, Town arterial roads, county trunk highways and state highways. This chapter examines the transportation network, including a summary of existing transportation plans, studies, and assessments, as well as a series of recommendations to address future transportation needs and desires.



CTH CE

Wisconsin's Comprehensive Planning Law includes fourteen goals for local comprehensive planning. The Town of Buchanan believes that those goals listed below specifically relate to planning for transportation:

- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit dependent and disabled citizens.

### TRANSPORTATION VISION

#### TRANSPORTATION VISION

*In 2040, Buchanan has a well maintained and connected system of streets and highways that provide for the safe and efficient movement of people and goods. Residents take advantage of organized transit choices that connect Buchanan with neighboring communities and areas beyond. Trails and walkways are an integral part of the recreation and transportation network providing connections between neighborhoods, neighboring communities, schools, parks, retail businesses and services (doctor, dentist, hair dresser, travel agent) and the greater region. A trail network has been established in the Town linking Calumet and Outagamie County trails.*

## **INVENTORY OF EXISTING TRANSPORTATION FACILITIES**

This section profiles the different transportation choices available in Buchanan. Transportation facilities west of STH 55 provide a mix of choices for residents depending on their destination. Residents living east of STH 55 have limited transportation options and rely on their personal automobiles to meet the majority of their transportation needs.

### **Pedestrian Facilities**

Pedestrian movements and facilities are often overlooked in many plans, yet an essential part of most trips requires walking. Many of America's worst health problems, such as heart disease, high blood pressure and obesity, are tied directly to a sedentary lifestyle. Many people find it difficult to get exercise because their living situation requires them to drive almost everywhere.

Modern planning approaches recommend:

- Walkable neighborhoods to promote social interaction, community safety and physical fitness.
- Ideally, walkable neighborhoods should be within a quarter mile, or a 5- to 10-minute walk, of a destination point (e.g., school, shopping, park, church, etc.).
- Trail development to provide connection between neighborhoods, communities, and regional destinations.

Generally, there are two classifications of walkers: people who walk for recreation/exercise and people who walk for transportation purposes. People who walk as their primary transportation choice are usually without alternatives (e.g., seniors and youth who cannot drive). Most people walk when it is convenient. Generally, walking is considered to be a convenient choice when destinations are within 10-15 minutes (1/2 mile or less). In the Town of Buchanan, walking is a convenient option for residents living west of STH 55 because of their close proximity to commercial services.

Buchanan provides amenities to make walking a safe option for residents living west of STH 55. Sidewalks are located in some areas of the community, but are not required by the Town of Buchanan zoning ordinance. East of STH 55, there are no trails or walkways, with the only exception being the County Highway CE (College Avenue) multi-use trail which ends at Loderbauer Road. Few roads have paved shoulders for walker/cyclist, making walking/cycling difficult in some areas.

### **Cycling Opportunities**

Bicycle usage falls into two categories - utility and recreational. Utility biking (or biking as a form of transportation) is most common for children. Safe biking opportunities in Buchanan are limited at this time. Accordingly, residents indicated support for new bike/pedestrian lanes and trails.

## Multi-Use Trails and Bicycle Routes

A number of multi-use trails exist in Buchanan (Map 5-1) and the surrounding area:

- **CE Trail** - The CE Trail is a 5.3-mile<sup>1</sup> trail that starts in Appleton and ends at Loderbauer Road. Part of the Outagamie County Parks System, this 10-foot wide blacktop trail is one of the longest in the Fox Valley. The trail offers connections to Kimberly and Kaukauna High Schools, the Hearth of the Valley YMCA, restaurants, shopping and several other trails. A pedestrian underpass at Buchanan Road and CTH CE allows safe access from Buchanan Road to the CE Trail the trail / sidewalk along CTH HH. The trail allows for walking, biking, dog walking, skating, running, snowshoeing and cross country skiing.
- **CTH N Trail** – The CTH N Trail extends from the Village of Combined Locks to Emmons / Block Roads on the eastern side of CTH N.
- **Kankapot Creek Trail** – The Kankapot Creek Trail is approximately 1-1/4 miles long. It runs between the CE Trail and Dodge Street (CTH Z) in Kaukauna.
- **Main Street Pond Trail** – The Main Street Pond Trail is a gravel trail that circles the Main Street Pond.

### What's the Difference?

**Trail:** Off-street paths that accommodate bicycles and pedestrians.

**Bicycle Route:** Facilities for bicycle travel associated with street right-of-way, including signed bicycle routes, striped and signed bicycle lanes and separate bicycle paths within a road right-of-way. Bicycle routes generally accommodate bicycle travel only. Pedestrian use of these areas is discouraged.

**Multi-Use Trail:** Designed for use by bicyclists and pedestrians. The CE Trail is a good example.

## Snowmobile Trails<sup>2</sup>

The Fox Valley Snow Riders maintain seasonal snowmobile trails through the Town of Buchanan. In 2009, the Fox Valley Snow Riders Club was formed and merged the Countryside Sno Trails (Kaukauna) with the Northshore Riders (Darboy). The trails are established through agreements between the club and private landowners that allow the group to groom and use their property. The club grooms and maintains approximately 40 miles of trails in southeast Outagamie, northwest Calumet and southern Brown Counties.<sup>3</sup>

<sup>1</sup> <http://www.outagamie.org/government/n-through-z/parks/directory-of-county-parks/ce-trail>.

<sup>2</sup> <http://www.outagamie.org/government/n-through-z/parks/snowmobile-trails-maps>.

<sup>3</sup> <http://www.foxvalleysnowriders.com/>.

## Railroad Corridors

There are no railroad lines in the Town of Buchanan. There are no plans to establish new rail corridors in the Town. The nearest rail lines are located in Kimberly, Combined Locks, Kaukauna and Appleton.

## Public Transit and ADA Paratransit



Valley Transit provides fixed route service in the Fox Valley area. The Valley Transit fleet

consists of 32 buses, operating on 20 routes. Weekday daytime route service operates from 6:15 am to 4:50 pm. Weekday evening route service operates from 5:20 pm to 9:50 pm. Saturday service begins at 8:15 am and ends at 9:50 pm. There is no service on Sunday. The western part of Buchanan has weekday route coverage by Valley Transit on Route #11 that was initiated in October of 2005 (Map 5-1). The “East College / Buchanan Route” serves portions of CTH KK, Eisenhower, Stoney Brook, and College Avenue. Weekday evening and Saturday route coverage is provided by Route #19 (Map 5-1), which is very similar to Route #11. Additional public transportation options include:



Bus Shelter

- **Connector Service:** Significant areas of the Town are also within the “call-a-ride zone” with service provided through Valley Transit’s Connector Service. The Connector provides transportation beyond the traditional bus route coverage area and service hours (service available 20 hours a day, six days a week). The Connector Service area extends into the Town. Along with Valley Transit, there are many taxicab companies providing service in and around Buchanan.<sup>4</sup>
- **ADA Paratransit (Valley Transit II):** Valley Transit II ADA Paratransit service for people with disabilities, who are unable to use the fixed route bus system. This service is provided under the requirements of the Americans with Disabilities Act. The Cities of Appleton, Kaukauna, Menasha, and Neenah; the Villages of Combined Locks, Fox Crossing, Kimberly, and Little Chute; and those parts of the Towns of Buchanan, Grand Chute, Harrison, Kaukauna, Neenah, and Vandenbroek that are within 3/4 mile of the fixed route system.<sup>5</sup>
- **Valley Transit II (Senior Services):** Seniors who are age 60 or over and who live in the Fox Cities portion of Outagamie or Calumet County are able to use Valley Transit II. The boundaries of Calumet and Outagamie Counties: Cities of Appleton, Kaukauna, Menasha, and Neenah; the Villages of Combined Locks, Fox Crossing, Kimberly, and

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<sup>4</sup> <http://www.appleton.org/residents/valley-transit/guides/the-connector>.

<sup>5</sup> <http://www.appleton.org/residents/valley-transit/guides/valley-transit-ii>.

Little Chute; and those parts of the Towns of Buchanan, Grand Chute, Harrison, Kaukauna, Neenah, and Vandebroek that are within 3/4 mile of the fixed route system.<sup>6</sup>

### **Carpooling**

The potential exists for increased use of park and ride lots for carpooling. Even though these lots are not located in the Town, residents do have convenient access to these locations. There are park and ride lots at the intersection of I-41 and CTH N (Little Chute), at I-41 and CTH E (Ballard Road in Appleton), at STH 55/STH 114 (Village of Sherwood) and on CTH N north of STH 10 (Appleton).

### **Streets and Highways**

The roadways that pass through Buchanan are and will continue to be the primary means of transportation in and through the community. Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urbanized boundary that has a population between 5,000 and 49,999. While urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Roads in rural areas are classified under the rural functional classification system. Within the Town of Buchanan, roads are classified under both the urban functional classification system and the rural functional classification system. A classification of the streets and highways in the Town of Buchanan is shown on Map 5-2 and described below<sup>7</sup>. In total there are approximately 79 miles of functionally classified roads in the Town.

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the Town were completed in 2016; counts for the year 2010 are provided to illustrate trends (Map 5-3).

### **Road Classifications**

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land (see box for definitions).

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<sup>6</sup> <http://www.appleton.org/residents/valley-transit/services-guides/senior-transportation-services>.

<sup>7</sup> Functional Classification for the Fox Cities was last updated in 2017.

### Road Classifications

- Principal Arterials – serve interstate and interregional trips.
- Minor Arterials –accommodate inter-regional and inter-area traffic movements, often in conjunction with principal arterials.
- Major Collectors – provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.
- Minor Collectors – these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.
- Local Roads – provide direct access to residential, commercial and industrial development.

Below is a listing of the functional classified roads and the AADT for 2016 (Map 5-2 and Map 5-3):

- Urban Principal Arterials:
  - STH 441 (adjacent to the Town), AADT 45,100;
  - CTH CE / E. College Avenue (east to STH 55), AADT varies from 23,100 east of Eisenhower, to 17,000 east of Buchanan Road to 13,600 east of CTH HH;
  - CTH N (north of CTH CE); and
  - STH 55, AADT 8,100 north of CTH KK.
- Urban Minor Arterials:
  - CTH N (south of CTH CE), AADT varies from 12,200 south of CTH CE to 9,400 north of CTH KK;
  - CTH KK (STH 441 and STH 55), AADT varies from 21,600 west of CTH N, to 12,100 east of CTH N to 5,400 east of DeBruin Road;
  - CTH CE (STH 55 to City of Kaukauna municipal boundary), AADT is 6,200 between CTH Q and Haas Road; and
  - CTH Q / Hillcrest Drive (north of CTH CE).
- Urban Collector:
  - Eisenhower Drive, AADT varies from 10,600 south of CTH CE to 10,300 north of CTH KK;
  - Emons Road, AADT 1,800 west of CTH N;
  - Creekview Lane (Eisenhower Drive and CTH CE);
  - Buchanan Road, AADT 1,200 south of CTH CE;
  - State Park Road (between CTH KK and Block Road);
  - Block Road, State Park Road and DeBruin Road;
  - Loderbauer Road (CTH KK to CTH CE);
  - Haas Road (CTH CE to CTH Z); and
  - CTH Z / Dodge Street (CTH ZZ to Hass Road).

- Rural Major Collector:
  - CTH KK (STH 55 to CTH GG), AADT is 3,900 east of STH 55;
  - CTH Z (Hass Road to Outagamie Road), AADT 1,400 east of CTH GG;
  - CTH CE (City of Kaukauna municipal boundary to Outagamie Road), AADT is 2,000 east of CTH GG; and
  - CTH GG / N. Military Road (CTH CE to CTH KK), AADT 890 north of CTH KK.
  
- Rural Minor Collector:
  - CTH ZZ (City of Kaukauna municipal boundary to Outagamie Road), AADT is 650 east of CTH Z; and
  - CTH KK (CTH GG to Outagamie County Road), AADT is 4,200 at Outagamie County Road.

Historically, traffic / transportations problems are assessed by the Town at an annual road inspection meeting. Prior to this meeting, Town officials and County Highway Department personnel drive the Town’s roads to determine roadway condition. Road repairs are dependent on the budget for that particular year. The Town considers long-range roadway maintenance, and annually updates it Capital Improvement Program.

The county’s highway department handles road maintenance problems. Reconstruction and resurfacing is contracted out on an annual basis.

### **Bridge Sufficiency Ratings**

A bridge is generally defined by WisDOT as any structure spanning 20 feet or more that carries motor vehicle traffic.<sup>8</sup> State and local bridges in Wisconsin are inspected at least once every two years. WisDOT is responsible for the inspection of all bridges along the state highway systems and municipalities handle the inspections for all bridges along the local road network. Inspected bridges are assigned a “sufficiency rating” number between 1 and 100. The ratings are used to help prioritize bridge improvements. Municipalities are eligible for rehabilitation funding for bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50. Eight bridges exist in the Town of Buchanan (Map 5-3); three are on local roads: Springfield Drive (sufficient) and Outagamie Road (2 bridges / eligible for rehabilitation funding).

### **Water Transportation**

The closest ports are located in Green Bay, approximately 25 miles to the northeast and in Milwaukee, approximately 100 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Regionally, the Fox River Navigational Authority maintains and operates seventeen locks on the Fox River from the City of

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<sup>8</sup> <http://wisconsindot.gov/Pages/safety/safety-eng/brdg.aspx>.

Menasha to the City of De Pere. The locks are a regional asset for recreational motor boaters, kayaks and canoes. The Fox River creates the northeast boundary for the Town.

### Truck Transportation

WisDOT officially designates state highways as truck routes, including STH 55 (75 foot trailer length restriction) and STH 441 (no trucking restrictions). This designation is based on the design of the roadway to withstand truck weight and traffic. Trucking terminals within the Town are clustered near the STH 441 corridor, east of Eisenhower Drive (Map 5-3).

The Wisconsin Statutes define standards for the length, width and weight of trucks allowed on certain roadways to prevent road degradation and untimely maintenance. On a Class B Highway (see box for definition), according to the State Statutes, no person, without a permit, shall operate any vehicle or combination of vehicle and imposing wheel, axle, group of axels, or gross weight exceeding 60 percent of the listed capacity weight of the roadway. Buchanan has not adopted an ordinance designating roadways as “Class B Highways”. Outagamie County designates CTH GG and CTH Z as Class B Highways.

#### Restricting Trucks

A Class B Highway includes county trunk highways, town highways and city and village streets, or portions thereof, which have been designated as class “B” highways by the local authority (Wisconsin State Statutes Chapter 348).

### Airports

There are no airports in the Town of Buchanan. The nearest airport to the Town of Buchanan is Appleton International Airport. Airport uses at Appleton



International Airport include: personal/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.<sup>9</sup> According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.<sup>10</sup> Appleton International Airport is approximately 20 miles west of the Town. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 25 miles north), Dane County Regional Airport in Madison (approximately 115 miles southwest) and General Mitchell International Airport in Milwaukee (approximately 110 miles southeast). All of these airports are also classified as Commercial Service airports.

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<sup>9</sup> <http://wisconsindot.gov/Documents/projects/multimodal/air/sasp5-ch3.pdf>. (Table 3-9)

<sup>10</sup> <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>.

## **SUMMARY OF EXISTING TRANSPORTATION PLANS, STUDIES AND PROJECTS<sup>11</sup>**

This summary is provided to understand how existing plans relate to the Town of Buchanan.

### **Federal Transportation Planning**

A number of federal and state policies guide the planning, development, maintenance, and operation of the transportation network. As tends to be the case with federal and state policies, their implementation is accomplished with the development of regulations, often with tight ties to funding. Federal regulations most closely related to this element include:

- Title VI, Civil Rights Act, and specifically the Americans with Disabilities Act of 1990 (ADA) and the Executive Order concerning Environmental Justice;
- Clean Air Act;
- Planning requirements under the Fixing America's Surface Transportation Act of 2015; and
- Federal historic preservation regulations also affect transportation planning, project development and construction.

The most recent federal transportation planning efforts are included within the Fixing America's Surface Transportation Act of 2015. This legislation sets out all federal transportation funding programs and the planning requirements of those programs for fiscal years 2016 through 2020. Requirements for transportation/land use plans for urbanized areas are also included in the FAST Act. The Town is part of the Appleton Urbanized Area and eligible for state and federal transportation funding through various programs. Administrative rules are used to flush out these and other federal program requirements.

### **Connections 2030 Long Range Transportation Plan**

The *Connections 2030 Long Range Transportation Plan* addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. This plan was officially adopted by WisDOT in October 2009.

### **Six Year Highway Improvement Program: 2017-2022**

Wisconsin's State Trunk Highway system consists of approximately 11,800 miles of roads, which are administered and maintained by the Wisconsin Department of Transportation (WisDOT). The state highway system consists of 875 miles of Interstate freeways and 10,871 miles of state and US-marked highways. While the 11,746 miles of state highways represent

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<sup>11</sup> This summary presents the major plans and projects. Additional studies were reviewed in preparation of this plan, including the *Wisconsin 2020 Bicycle Plan* and the *WDNR Trails Plan*.

only 10.2% of all public road mileage in Wisconsin, they carry over 36 billion vehicle miles of travel a year, or about 58.3 % of the total annual statewide highway travel.<sup>12</sup>

The six year capital improvement plan is updated annually to identify project priorities. WisDOT's 2017 – 2022 Highway Improvement Program does not include any scheduled projects in the Town of Buchanan.

### **Other WisDOT Statewide Plans**

- *Wisconsin Rail Plan 2030*
- *Wisconsin State Freight Plan, Final Draft December, 2016*

### **East Central Wisconsin Regional Planning Commission**

The East Central Wisconsin Regional Planning Commission (ECWRPC) has adopted transportation goals and supporting objectives, which it uses to evaluate transportation plans developed in the region. As part of the comprehensive planning process, these goals were reviewed to ensure consistency with the Town of Buchanan Comprehensive Plan. Many of the ECWRPC goals relate to services and facilities that are not available in the Town of Buchanan (i.e. airports, etc.).

The overall goal for the regional transportation program is “to provide a safe, efficient and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the region.” This statement is consistent with the vision and goals set forth by Buchanan. To support this overall goal, the ECWRPC has outlined a series of objectives pertaining to: integrated planning, maximum street effectiveness, an efficient street and highway system, safety, minimum environmental disruption, compatibility with land use patterns, conservation of energy, and multimodal interaction. Each of these objectives is addressed to the fullest extent practical in this plan.

As the designated Metropolitan Planning Organization (MPO) for the Fox Cities Urbanized Area, ECWRPC, in cooperation with the cities of Appleton, Neenah, Menasha, Kaukauna; the villages of Fox Crossing, Kimberly, Harrison, Sherwood, Little Chute and Combined Locks; the towns of Buchanan, Grand Chute, Greenville, Harrison, Kaukauna, Neenah, Vandebroek, Center, Freedom, Clayton and Vinland; Calumet, Outagamie, and Winnebago Counties; completed the *Long Range Transportation/Land Use Plan for the Fox Cities (Appleton) Urbanized Area* in 2015.

Under federal law each metropolitan area in the nation with a population greater than 50,000 must have a long range plan that considers at least a twenty year time frame to be eligible for federal transportation funds. The plan has a time horizon to the year 2050 so that the required

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<sup>12</sup> <http://wisconsin.gov/Pages/projects/6yr-hwy-impr/overview/default.aspx>.

twenty-year planning horizon can be maintained while the prescribed update is being completed every five years.

The Fox Cities Metropolitan Planning Organization staff works with all jurisdictions, operating agencies, and the public to carry out cooperative, continuing, and comprehensive transportation and land use planning. ECWRPC certified that the planning requirements have been met, which includes a unified Transportation Work Program, A Public Involvement Plan, and Transportation Improvement Program (TIP), and a Long Range Transportation Land Use Plan.

All jurisdictions that comprise the urbanized area worked together to compile and prepare a collective future land use plan. The planning process includes participation from the MPO Technical Advisory Committee (TAC), The Long Range Plan Committee, and the standing Transportation Committee of the Policy Board for the MPO. The MPO works closely with Federal Highway Administration and WisDOT staff, public and private transportation providers, and other stakeholders in the MPO area. The public was invited to participate in all facets of the process and were solicited to review and comment on key points including the analysis and draft recommendations. The TAC, Long Range Plan Committee, and Policy Board reviewed and discussed the alternative analysis used to identify future transportation needs. The plan represents a collective, long-term vision for the Fox Cities area based on local land use plans and policies. The Fox Cities MPO Policy Board adopted the Transportation Improvement Program and Long Range Transportation Land Use Plan in October 2015.

### **Outagamie County Capital Improvement Plan, 2017 - 2021**

Like WisDOT, Outagamie County plans for transportation improvements to county roads using a capital improvements plan. County highway projects and studies impacting the Town within this five year period include:

- CTH K (CTH CE to Park Street)
- CTH J (STH 55 to Lamplighter)
- CTH CE (STH 55 to Outagamie Road)
- CTH CE (CTH HH to STH 55)
- CTH CE and CTH N corridor study (intersection improvements)
- CTH KK Highway Study (John Street to CTH N)
- CTH KK (John Street to STH 441)
- CTH N (CTH KK to Emons/Buchanan)
- CTH Q (CTH CE to CTH Z)
- CTH ZZ (CTH Z-Haas Road to Nackers Road)
- CTH ZZ (Nackers Road to East County Line)

## **Town / Village of Harrison**

The Town / Village of Harrison adopted a comprehensive plan in 2004 with an update to the plan completed in 2010 and 2017. The Town / Village of Harrison believes a transportation network should be safe, efficient, and environmentally sound, it should provide multimodal personal mobility for all segments of the population as well as the movement of goods for business and industry. Some objectives for transportation in Harrison are developing a transportation system that's compatible with existing and future land use patterns, developing and maintaining infrastructure to support biking, walking and other modes of transportation throughout the village and the surrounding region. The Town / Village of Harrison Comprehensive Plan is consistent with this element.

## **City of Kaukauna**

In 2000, the City of Kaukauna adopted a comprehensive plan and updated in 2013. Kaukauna is looking for increased access to CTH KK and DeBruin Road. The City of Kaukauna envisions a bridge over Kankapot Creek between STH 55 and Kaukauna High School. Kaukauna wants to implement a future street plan and consider rail improvements for the future. Intergovernmental cooperation will be required for these visions to be realized as they relate to the Town of Buchanan.

## **Village of Combined Locks**

The Village of Combined Locks has had a comprehensive plan in place since 2001 and updated in 2010. The plan seeks to improve pedestrian movements across streets and facilitate the outward flow of traffic onto perimeter streets. Effective implementation of the Combined Locks plan will require coordination with the Town of Buchanan.

## **Midwest Regional Rail Initiative Plan**

Since 1996, the *Midwest Regional Rail Initiative* (MWRRI) advanced from a series of service concepts, including increased operating speeds, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21st century regional passenger rail system. This vision has been transformed into a transportation plan known as the Midwest Regional Rail Systems (MWRRS). The primary purpose of the MWRRS is to meet future regional travel needs through significant improvements to the level and quality of regional passenger rail service. The major MWRRS elements will improve Midwest travel. These elements include:

- Use of 3,000 miles of existing rail rights-of-way to connect rural, small urban and major metropolitan areas throughout Minnesota, Iowa, Missouri, Illinois, Indiana, Ohio, Michigan and Wisconsin.
- Operation of "hub-and-spoke" passenger rail system through Chicago to locations throughout the Midwest.

- Introduction of modern train equipment operating at speeds up to 110 mph.
- Provision of multimodal connections to improve system access.
- Improvements in reliability and on-time performance.

The cost to provide the improvements needed to facilitate a Chicago-Milwaukee-Minneapolis/Fond du Lac Route would be \$978 million, including rolling stock (e.g. passenger cars) and infrastructure improvements (e.g. track improvements). If the plan is carried out, residents of Buchanan will be able to access a train in Oshkosh to connect with Milwaukee to a high-speed rail line. The first phase of the MWRRS plan in Wisconsin calls for 110 mph rail service between Madison and Milwaukee, and continuing to Chicago.

The Midwest Regional Rail Initiative Plan shows a rail stop in the City of Appleton. Residents of Buchanan would have convenient access to this stop allowing them to travel to places such as Milwaukee, Madison and Chicago without having to drive. The Town of Buchanan will support rail transportation as an important form of transportation for Town residents. Currently, WisDOT's primary focus is on maintaining and improving current rail passenger lines and building new lines is yet to be determined.

### **Town of Buchanan Pavement Surface Evaluation and Rating (PASER)**

In 2015, Buchanan completed a Pavement Surface Evaluation and Rating (PASER) for all Buchanan roads. PASER is a visual inspection system to develop a condition rating for community roads. PASER is an important tool for planning because it gives a picture of road conditions on all roads and can identify candidates for maintenance and rehabilitation. Surface defects, cracking and potholes are all examined during a typical PASER evaluation. Paved roads are rated 1 – 10 based on their condition.

They include:

- 9 and 10 – No maintenance required
- 7 and 8 – Routine maintenance, crack sealing, and minor patching
- 5 and 6 – Preservative treatments (seal coating)
- 3 and 4 – Structural improvement and leveling (overlay or recycling)
- 1 and 2 – Reconstruction

Table 5-1 and Map 5-4 provides a summary of the PASER ratings in the Town. Roads rated good to fair account for 68 miles or 43 percent of the total within the Town. According to the PASER manual, it is recommended that communities strive to attain a rating of at least 7 for all roads. The Town Board should continue to use the PASER results during its annual update of any future Capital Improvement Plan and Budget to effectively plan for road improvements in relation to other Town spending needs.<sup>13</sup>

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<sup>13</sup> Note that PASER mileage is rated per each road lane; for example, a 2-lane road will have 2 ratings, a 4-lane road will have 4 ratings.

**Table 5-1: Roadways by PASER Ratings**

| 2015 PASER RATING             | Number of Miles | % of All Roads |
|-------------------------------|-----------------|----------------|
| 8-10 (Excellent to Very Good) | 30.4            | 19.1%          |
| 5-7 (Good to Fair)            | 67.5            | 42.5%          |
| 1-4 (Fair to Failed)          | 47.9            | 30.2%          |
| Not Rated                     | 13.0            | 8.2%           |
| Total                         | 158.8           | 100%           |

Source: 2015 PASER Rating System Report, Town of Buchanan

### Town of Buchanan Official Town Map

The Town of Buchanan has an official Town map showing current and planned future roads. The future roads shown on this map may not necessarily be constructed, but are still mapped with the Town having the option to develop them.<sup>14</sup>

**Official Map**

Official mapping allows communities, counties and the state to identify land areas that may be required for future right-of-ways. Mapping of corridors in advance of their need, can limit development in these corridors. Official mapping is provided in Wisconsin State Statutes 62.23(6).

### Comparison to State and Regional Plans

There is a division in jurisdiction related to transportation facilities and services (e.g., county roads, state highways, and town roads). The transportation network in the Town of Buchanan requires coordination between these jurisdictions to work efficiently. In developing this plan, Buchanan invested a significant amount of time researching and coordinating with regional and state transportation plans, policies and programs. As a result, Buchanan’s transportation goals, policies, objectives and programs seek to complement state and regional transportation goals, objectives, policies and programs by providing local transportation facilities and services that connect to county/regional and state facilities.

## TRANSPORTATION ISSUES, CONCERNS AND OPPORTUNITIES

### Pedestrian and Bike Connections<sup>15</sup>

The highways that traverse the community have traffic volumes that present a challenge to pedestrians and cyclists. As Buchanan continues to grow, considerations for safe pedestrian and bike access to local amenities must be considered, including proposed trails, bicycle routes, and sidewalks through the community, particularly to provide connections to local destinations (e.g. CE Trail, other trails, Appleton, Kimberly, Combined Locks, Kaukauna and the Town of Harrison). The Town of Buchanan trails will allow residents and visitors to connect with the CE Trail, High Cliff State Park and the proposed Manitowoc to Fremont trail (one piece of this proposed trail has already been approved – the “Friendship Trail” running from Brillion to Forest

<sup>14</sup> <http://www.townofbuchanan.org/media/1413/officialmaplegalsizerod2016.pdf>.

<sup>15</sup> Source: <http://www.bicyclinginfo.org/>.

Junction). An opportunity also exists to provide additional connections through future subdivisions. Conservation subdivisions allow for trail development.

In order to promote trail connections, the Town needs to consider increasing the number of walkways, paths and trails in the community. Areas west of STH 55 offer ideal locations for this type of development, and can be added on a neighborhood-by-neighborhood basis. In existing subdivisions, the cost of installation can be borne by property owners through special tax assessments to recover installation costs. The Town should also consider adding walkways or trails to existing Town roads and coordinate with the Outagamie County Highway Department to consider walkway installation along county trunk highways. In areas east of STH 55, trail development is encouraged in lieu of sidewalks to retain the rural character of this area. Trails will provide important linkages within the community. Development of trails, walkways, paths, or similar amenities is only part of the picture. While walkways, trails and bicycle path installation are important, maintenance is just as important. A comprehensive process, potentially using students, seniors and other volunteers is needed to assess walkway, trail, and bicycle path locations and maintenance priorities.

One of the most overlooked aspects of increased bicycle trails in a community is bicycle parking at commercial and community facilities. Many people are discouraged from biking fearing their bike will be stolen if they leave it. The Town needs to consider good locations for bicycle parking. Most businesses will encourage bicycle racks in front of their stores.

Racks should be located so they are:

- Clearly visible in high pedestrian traffic areas to discourage thieves
- Well distributed versus clustering all racks in one central area
- Accessible
- Not a nuisance to pedestrians

The design of bicycle racks is also an important consideration. Racks should:

- Support the frame of the bicycle
- Allow the frame and one wheel to be locked on to the rack when both wheels are left on the bike
- Allow for the use of either a cable or U-shaped lock
- Be securely anchored
- Be usable by bikes with no kickstand
- Be usable by bikes with water bottle cages
- Be usable by a wide variety of sizes and types of bicycles

It is also important to mark the location of bike racks with signs so bicyclists know where they are located and trails and bicycle routes are clearly marked.

- Future bicycle routes on roads are designated as bike lanes and are for bicycle traffic only (Map 5-1). Bike lanes are encouraged on both sides of the roads indicated on the map with lanes being a minimum of five feet wide. These routes need to be marked with signs, and proper road striping to show motorists and bikers where the designated lanes are located.
- A second recommended form of proposed pedestrian and bicycle connection is called multi-purpose trails (Map 5-1). These trails should be 10-foot wide, blacktop and located adjacent to the roads noted. Multi-purpose trails will be similar in appearance to the CE trail and will provide walking, biking and other transportation opportunities for residents.
- The third type of pedestrian and bicycle connection is sidewalk and bike lane routes. Roads indicated on Map 5-1 with this designation are encouraged to have a sidewalk on one side of the street and two bike lanes on the road. Each bike lane must be a minimum of four feet wide and properly located to allow for on-street parking.

The separation of bike routes and walkways provides the safest mode of transportation for bikers and walkers.<sup>16</sup> When bikers share small road spaces with cars and pedestrians, the risk of possible conflict and injury increases. If the Town desires shared on-street pedestrian/bike paths, paths need to be wide enough to safely accommodate both bikers and pedestrians. This could be in the form of widened shoulders on roadways. Shoulders must have a minimum paved area of three feet and have gravel for walkers.

The Town should consult with the Wisconsin Department of Transportation and Outagamie County prior to the construction of new trails, paths or other pedestrian transportation systems.

### **Walkable Community<sup>17</sup>**

The Town of Buchanan is fortunate to have the basic elements of a walkable community. To enhance the Town's "walkability" it can provide sidewalks and trail connections to schools, parks and shopping areas. The following actions are recommended:

#### **What is a Walkable Community??**

Walkable communities are desirable places to live, work, learn, worship and play, and therefore a key component of smart growth. Their desirability comes from two factors:

1. Walkable communities are located within an easy and safe walk to goods (such as housing, offices, and retail) and services (such as transportation, schools and libraries) that a community resident or employee needs on a regular basis.
2. By definition, walkable communities make pedestrian activity possible, thus expanding transportation options, and creating a streetscape that better serves a range of users -- pedestrians, bicyclists, transit riders, and automobiles.

*SOURCE: Smart Growth Network, 2004. Available on-line at [www.smartgrowth.org](http://www.smartgrowth.org)*

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<sup>16</sup> Source: <http://www.dot.wisconsin.gov/projects/state/docs/bike-facility.pdf>.

<sup>17</sup> Based on the information available from Walkable Communities, Inc., as prepared by Dan Burden, a nationally recognized authority on bicycle and pedestrian facilities and programs.

- 1. Maintaining the Town's network of neighborhood parks, open spaces and schools.**  
This effort must include a commitment to continuing to provide park and open spaces in new neighborhoods and access to existing facilities via trails and walkways.
- 2. Providing many linkages to neighborhoods (including walkways, trails and roadways).** People need to have choices for traveling. Offering well-maintained roads, walkways, and trails are important to provide access for residents (refer to the Transportation System Plan for recommended routes). Where recommended, sidewalks would be provided on both sides of neighborhood streets. Where sidewalks are not practical, trails and bike routes are encouraged.
- 3. Designing at a scale to allow residents to walk to local destinations (e.g. schools, shopping, parks, etc.).** Walkable communities are designed so most residents have the choice of walking ( $\frac{1}{4}$  to  $\frac{1}{2}$  mile) to arrive at a community destination. In Buchanan, the Town has experienced growth in the southwest corner of the Township. This growth is concentrated between STH 441, CTH CE, CTH KK and STH 55. High traffic volumes, along with few sidewalks, can make walking in this part of Buchanan difficult. Accordingly, many residents prefer to drive to destinations. To address this issue, sidewalks and trails must be provided in the areas west of STH 55.
- 4. Enforce low speed streets (in subdivisions and neighborhoods 20-25 mph common).**  
To promote a walkable community, motorists must respect speed limits in all areas, but particularly near schools, parks and other public areas, yielding to pedestrians.
- 5. Providing inspiring and well-maintained public streets.** Streets in a walkable community are attractive, colorful, with sidewalks/walkways, planter strips, and handle a diversity of needs. Homes and buildings are brought forward, relating to the street with a minimal setback area. These amenities and design elements provide an attractive, inviting place for walking.
- 6. Land use and transportation are integrated.** In walkable communities, residents understand and support compact development, infill, integral placement of mixed-use buildings, and mixed housing neighborhoods. People understand that small, local stores help create community as well as convenience. Residents feel they have choice of travel modes to most destinations. The Town of Buchanan will support infill development to help create a walkable community.
- 7. Providing convenient, safe and easy street crossings.** Successful urban areas and shopping districts have frequent, convenient, well-designed street crossings. Pedestrians using these areas rarely have to walk more than 150 feet to reach crossings. People crossing at intersections, whether signalized or not, rarely wait more than 30 seconds to start to cross. The primary challenge in Buchanan is not traffic speed, but rather the volume of traffic along CTH KK, CTH CE, and CTH N. These high traffic volumes can be intimidating to pedestrians. Improved crossings such as bump outs to reduce pedestrian crossing width,

mid-street crossings and surface treatments (e.g. colored/stamped concrete to clearly mark crossing locations, lighting, and paint striping) can help address this issue.

### **Public Transit-Choices and Access**

The Town of Buchanan is currently served by Valley Transit bus service for public transit. Some residents feel public transit is missing on a regular basis. Valley Transit currently has multiple stops located within the Town or in close proximity. The Town should continue to work with Valley Transit, Outagamie County, the City of Appleton and other surrounding communities to encourage public transit expansion in the Town and improve resident awareness of local transit access points.

### **Connectivity**

In reviewing the Transportation Map, the road network is not well connected in some areas. There are many cul-de-sacs and dead-end roads located in the southwestern part of the Town. To increase the Town's connectivity, the Town should:

- Encourage developers to consider connections to existing subdivisions and looping roads in new developments instead of cul-de-sac development.
- Monitor traffic patterns to consider long-term needs for future road connections. In the less developed eastern part of the Town, many roads are located along section lines (spaced approximately 1 mile apart). In the future, it may be necessary (in some locations) to consider internal connection roads. These internal connection roads are typically spaced at ½ mile interval. The Town should seek to limit development patterns that would prevent the construction of future internal roads by using an Official Map.

#### **What is Connectivity?**

The purpose of a street network is to connect spatially separated places and to enable movement from one place to another. With few exceptions, a local street network connects every place in a community to every other place in the community. But, depending on the design of the network, the quality of those connections will vary. A community with good connectivity will have many connections. A community with poor connectivity will have many dead-end roads.

### **Safety and Traffic**

During the planning process, residents raised concerns with respect to safety and congestion. Issues ranged from traffic backups on CTH N at Emmons Road, difficult intersections and to wanting the ability to safely walk and bike to key destinations in the Town. To address these concerns, this plan recommends bicycle and pedestrian improvements, and the establishment of more local and regional trails. Intersection improvements are identified in several locations in Buchanan. These activities must be coordinated with Outagamie County and WisDOT as necessary.

## RECOMMENDED TRANSPORTATION SYSTEM IMPROVEMENTS

The Town has increased its focus on constructing bike and pedestrian facilities. These facilities are desired by Town residents and provide healthy transportation options. The following routes had been identified. In some instances the recommendations below do not reflect the recommendations shown on the Town of Buchanan Official Map.<sup>18</sup> The Town's official map should be revised, if necessary, to reflect the proposed improvements listed below. Off-road facilities or trails should be designed to be 8 to 10 feet in width, while on-road facilities should be designed for five foot paved shoulders. Generally major collectors in the western portion of the Town, which get heavy use and connect residential to key destinations and retail areas, are targeted for either off-road or a combination of on-road bike lane and sidewalks. County roads, in the western part of the Town are targeted for on-road bike lanes / paved shoulder. Proposed bike and pedestrian facilities are shown on Map 5-1.

In addition to bike and pedestrian facilities, Town residents also identified areas with safety and congestion concerns. A few upgrades to intersections, streets and a number of corridor studies are being worked on. The Town should be involved in any future planning studies to ensure that its needs are being incorporated into the planning studies and /or design. Planned road are shown on Map 5-2. Most, but not all of the planned roads are indicated on the Town's Official Map. The Town's Official Map should be revised to reflect any additions that are not already included.

### Planned On-Road and Off-Road Facility (sidewalk and on-road bike lanes)

- Van Roy Road – Milky Way to Railroad Street / Town boundary
- Buchanan Road – CTH N to CTH CE
- Emons Road – Eisenhower Drive to CTH CE
- Main Street – Emons Road to CTH KK
- Block Road – Buchanan Road to DeBruin Road
- Creekview Lane – Pinecrest Boulevard to Railroad Street
- DeBruin Road – Block Road to CTH CE
- Pinecrest Boulevard – Emons Road to Creekview Lane

### Off-Road Facilities / Trails

- Eisenhower Drive – CTH KK to CTH CE
- Springfield Drive – Eisenhower Drive to Stoney Brook Road
- CTH KK – Eisenhower Drive to STH 55
- CTH N – CTH KK to Emons Road / Buchanan Road
- CTH KK to Block Road (Hickory Park)
- CTH CE – Loderbauer Road to Weiler Road
- Fox River – CTH ZZ to CTH ZZ

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<sup>18</sup> Adopted January, 2010.

- CTH ZZ – City of Kaukauna to termini

### **On-Road Facilities / 5 Foot Shoulder**

- Stoney Brook Road – CTH KK to Creekview Lane
- Creekview Lane – Stoney Brook Road to Pinecrest Boulevard
- Marion Avenue – Block Road to Buchanan Road
- State Park Road – CTH KK to Block Road
- DeBruin Road – Block Road to CTH KK
- STH 55 – CTH KK to CTH CE
- CTH KK – STH 55 to Outagamie Road
- CTH GG – CTH KK to CTH ZZ
- CTH CE – Weiler Road to Outagamie Road
- Weiler Road – CTH CE To CTH GG
- CTH ZZ – Termini to Outagamie Road
- CTH Z – CTH ZZ to Outagamie Road
- Loderbauer Road - CTH KK north

### **Future Roads**

Future roads are shown on Map 5-2. The following roads are proposed:

- DeBruin Road to Gentry Drive
- Speedway Lane extended to CTH CE
- Rolling Acres Court extended to Clune Road
- Gerrits Drive extended to Clancy Lamers Road
- Clancy Lamers Road extended to Clune Road
- CTH ZZ terminated west of Haas Road

### **Intersection / Roadway Improvements**

The following intersections and Roadways were identified during the visioning process:

- CTH N and Emons Road / Buchanan Road: Traffic backs up in the morning and afternoon and as a result of Kimberly High School students traveling to and from school. (Intersection improvements planned.)
- CTH N, south of CTH CE. Congestion during certain times of the day. (Consider during corridor study.)
- CTH CE and Buchanan Road: Dangerous intersection. (Intersection improvements planned.)
- CTH N and CTH KK: A concern was expressed that this intersection was difficult to cross. (Consider during corridor study.)

- Eisenhower Drive and Emons Road: Traffic on Eisenhower Drive makes it difficult to turn left from Emons Road to Eisenhower Drive. (Consider improvements when Emons Road is reconstructed.)
- CTH CE and Eisenhower Road: A concern was expressed that this intersection was dangerous and confusing.
- State Park Road and CTH KK: A concern was expressed that this intersection was difficult to cross.

## **COORDINATION WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Issues and Opportunities**

The Issues and Opportunities Element establishes the framework for planning – the overall future vision – the ideal from which this plan has been developed. That vision will impact the way Buchanan considers and approves changes to the transportation network. It will also guide Buchanan’s participation in activities sponsored by WisDOT and Outagamie County. To realize the vision, and support the transportation vision presented in this chapter, Buchanan will seek to maintain its quality roads and expand other transportation choices, including trails.

### **Housing**

Buchanan has a history requiring subdivision streets be built to minimum standards and requiring developers to comply with local requirements. Buchanan has also worked to provide street connections between neighborhoods and to provide safe points for subdivision street connection to town, county and state highways. These approaches are important to the success of the transportation network and the local quality of living. The opportunity exists to further improve connections between subdivisions by pursuing trail or path creation in the open spaces of adjoining subdivisions. Providing well-connected residential areas, including trails and some sidewalks, invites people to move into and through the community.

### **Agricultural, Natural and Cultural Resources**

Buchanan has abundant agricultural and natural areas, including forests, rolling topography, river corridors and wetlands. These features contribute to the character of the community and quality of living. To provide access to these areas and to enhance enjoyment for residents trail development is encouraged in this chapter.

### **Utilities and Community Facilities**

There is a close relationship between the Transportation Element and the Utilities and Community Facilities Element. This is due to the fact that transportation facilities are one type of community facility. Schools and parks are two important local community facilities. Access to these amenities is improved by providing choices beyond the automobile. This plan seeks to

encourage access via trails and sidewalks to link these important community features to nearby neighborhoods.

### **Economic Development**

Providing a quality transportation system is important to successful local economic development. A quality transportation system makes businesses accessible to customers and suppliers. This is especially true as it relates to quality highway access. Just as businesses need good access, employees also want to be able to efficiently access their places of employment. Lack of access to employment opportunities may affect individual decisions to seek employment or live in a community.

When trails and sidewalks are provided to link commercial areas to outlying neighborhoods, it offers the opportunity to allow customers to easily move from business to business. They also provide an opportunity for groups that may not have access to vehicles (e.g. elderly and youth populations) to safely access local businesses.

In Buchanan, these issues were carefully considered with respect to recommended transportation system improvements. In addition, when developing the economic development element, locations for new business development were evaluated based on their proximity and access to important transportation corridors.

### **Land Use**

Land use and transportation are significantly connected to each other and have an effect on virtually everyone in a community. Transportation choices provide connections between land uses. The density and intensity of land uses impacts the type and number of transportation choices needed. While land use decisions are generally considered local and regional issues, the transportation impacts that accompany land use decision can transcend the boundaries of communities and regions.

### **Intergovernmental Cooperation**

The transportation network in Buchanan consists of many elements that are not controlled locally. For example, county trunk highways, state highways, and air transportation choices are all provided by other agencies and organizations. Accordingly, intergovernmental cooperation is a critical component of this Transportation Element and the key to future transportation initiatives and goals. To ensure that transportation choices remain, Buchanan will continue to coordinate with these agencies and organizations. Coordination will help ensure that transportation improvements and maintenance is well planned and timely.

## **Implementation**

Using a capital improvements plan and budget, the costs of transportation improvements identified in this chapter can be addressed over time. The Town currently utilizes a capital improvement plan and budget. Another opportunity that can also be pursued to finance maintenance of the transportation network is a transportation utility.

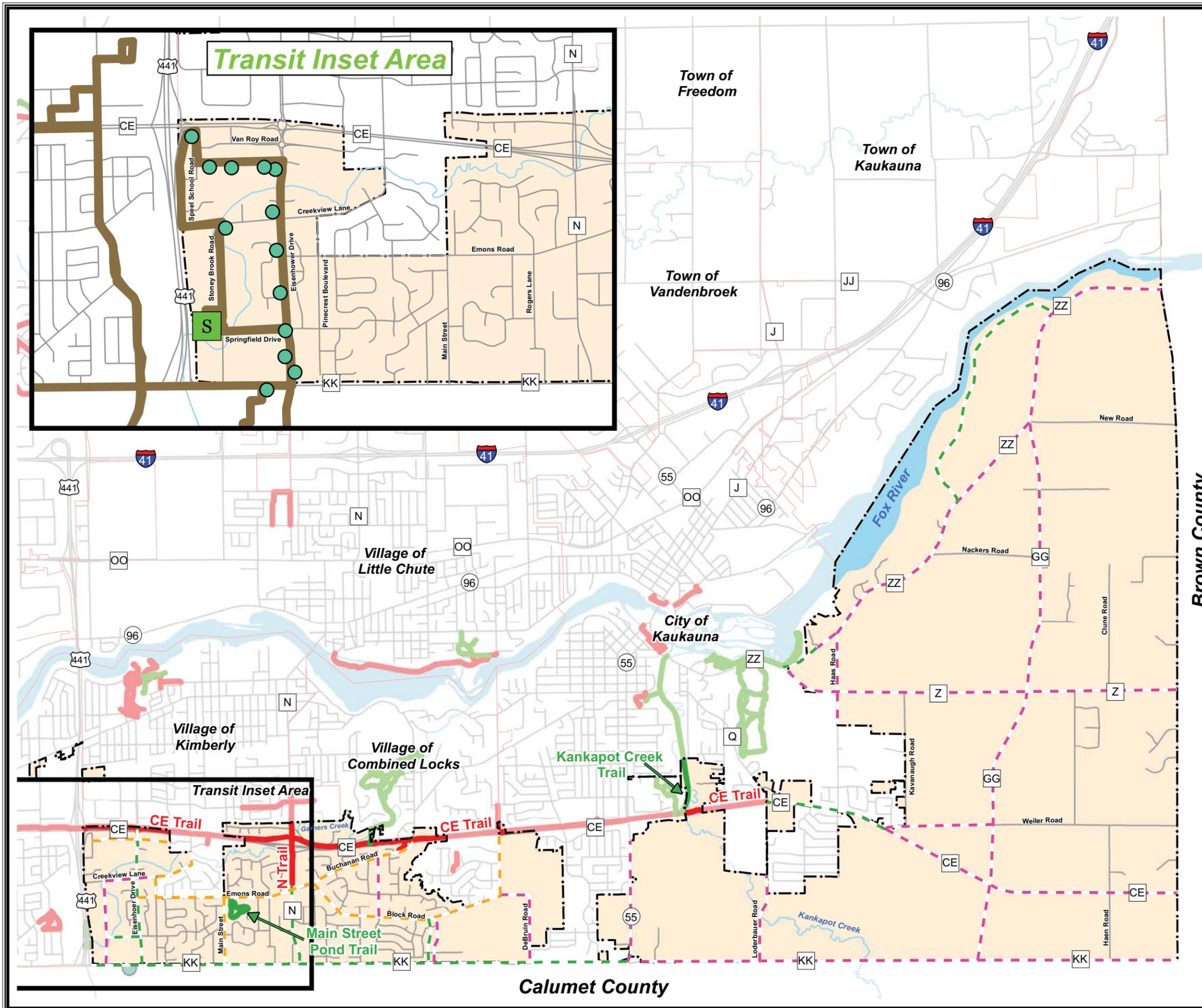
## **Transportation Goals, Objectives and Policies**

The Town of Buchanan transportation goals, objectives, and policies can be found in Chapter 12: Implementation.

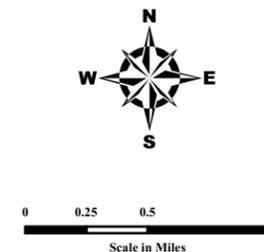
# Map 5-1 Town of Buchanan Comprehensive Plan Update Multi-Modal

## Legend

- Valley Transit Shelters
- Valley Transit Stops
- Paved Off Road Shared Use Path
- Unpaved Off Road Shared Use Path
- Planned On Road & Off Road Facility
- Planned Off Road Facility
- Planned On Road Facility
- Valley Transit Routes



Source:  
 Base data: Outagamie County, 2016  
 Bicycle & Pedestrian data: Town of Buchanan, 2017,  
 Outagamie County, 2015, & ECWRPC, 2015  
 Transit data: Valley Transit, 2017



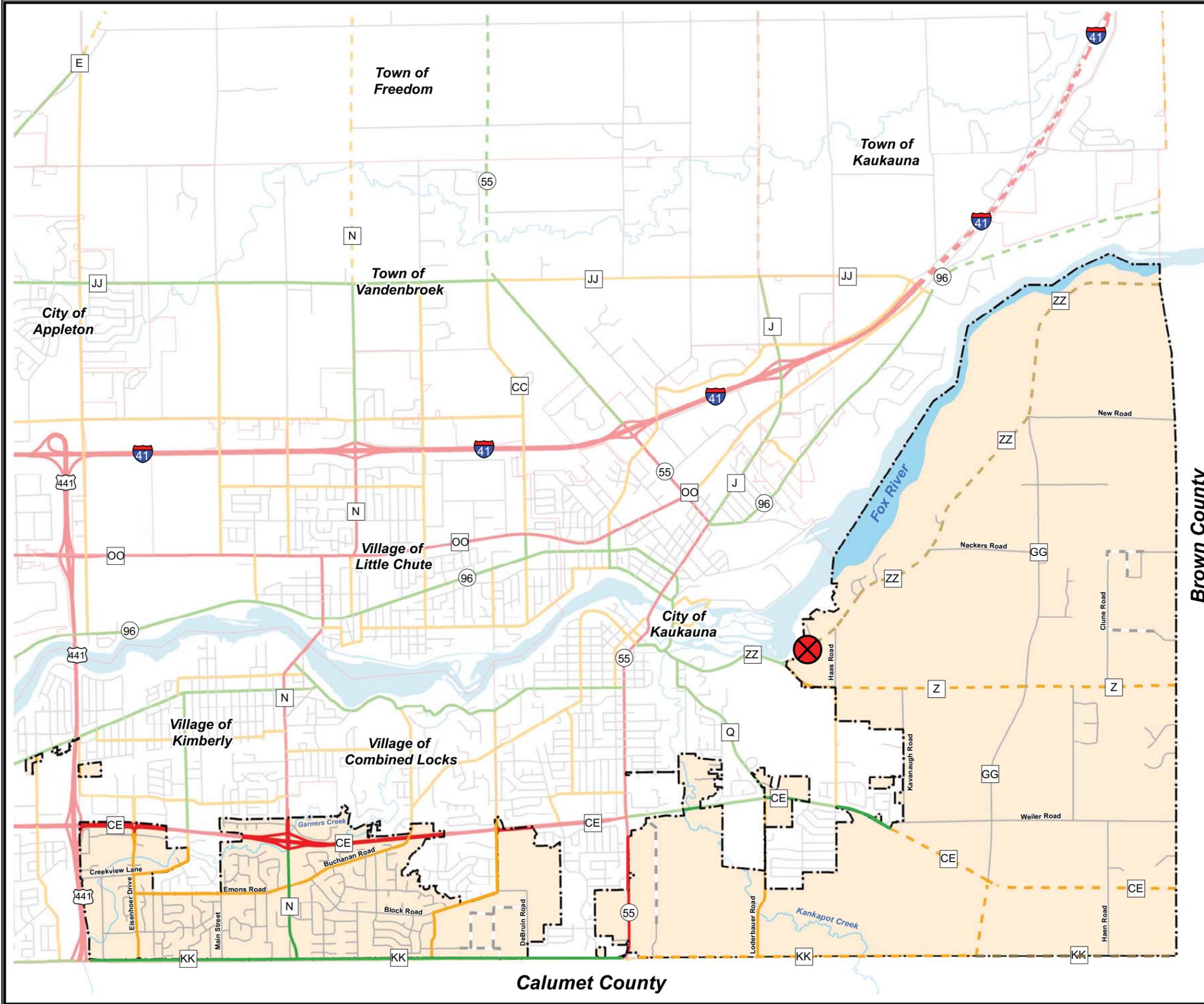
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# Map 5-2 Town of Buchanan Comprehensive Plan Update Functional Classification

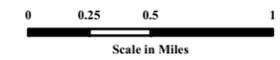
-  ZZ Vacated, Rerouted to Haas Road
-  Urban Principal Arterial
-  Urban Minor Arterial
-  Urban Collector
-  Rural Principal Arterial
-  Rural Minor Arterial
-  Rural Major Collector
-  Rural Minor Collector
-  Local Road
-  Planned Roads



Brown County

Calumet County

Source:  
Base data: Outagamie County, 2016  
Functional Classification: WisDOT, 2017



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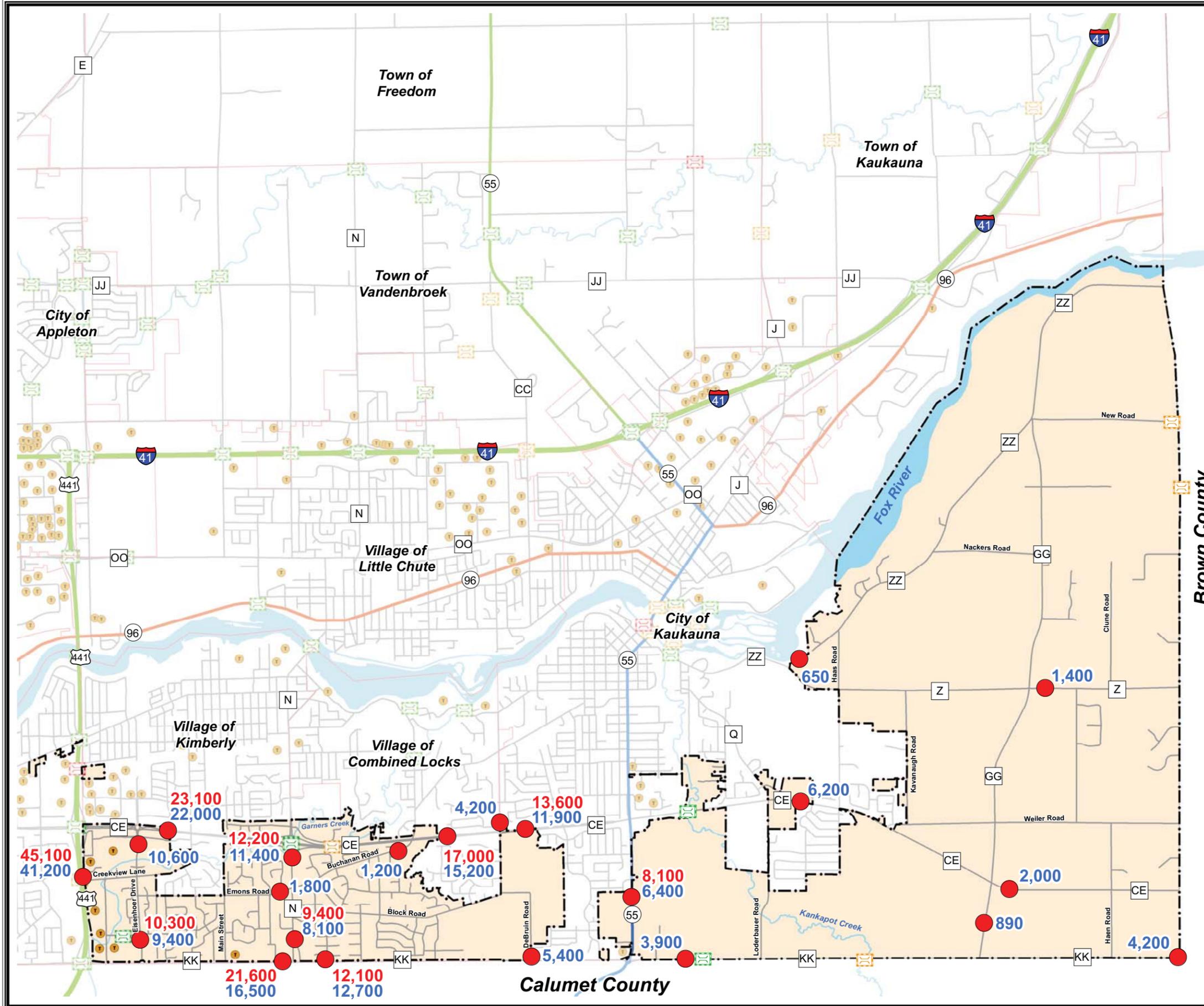
PREPARED JUNE 2018 BY:



KM: O:\2412\_BuchananCompPlan\Maps\Transportation\Draft\_MXD\5\_2\_Functional\_Class.mxd

# Map 5-3 Town of Buchanan Comprehensive Plan Update Average Annual Daily Traffic, Freight & Trucking Terminals, & Bridge Sufficiency Ratings

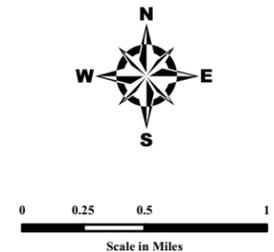
- AADT **2016**  
● **2010**
- Bridge Replacement Funding Eligible
- Bridge Rehabilitation Funding Eligible
- Sufficient Bridge
- No Trucking Limit
- 75 Foot Trailer Limit
- 65 Foot Trailer Limit
- Freight Terminals



Brown County

Calumet County

Source:  
Base data: Outagamie County, 2016  
AADT data: WIS DOT, 2010 & 2016  
Bridge data: WIS DOT, 2014  
Freight data: WIS DOT, 2015  
Freight Terminals: ECWRPC, 2015



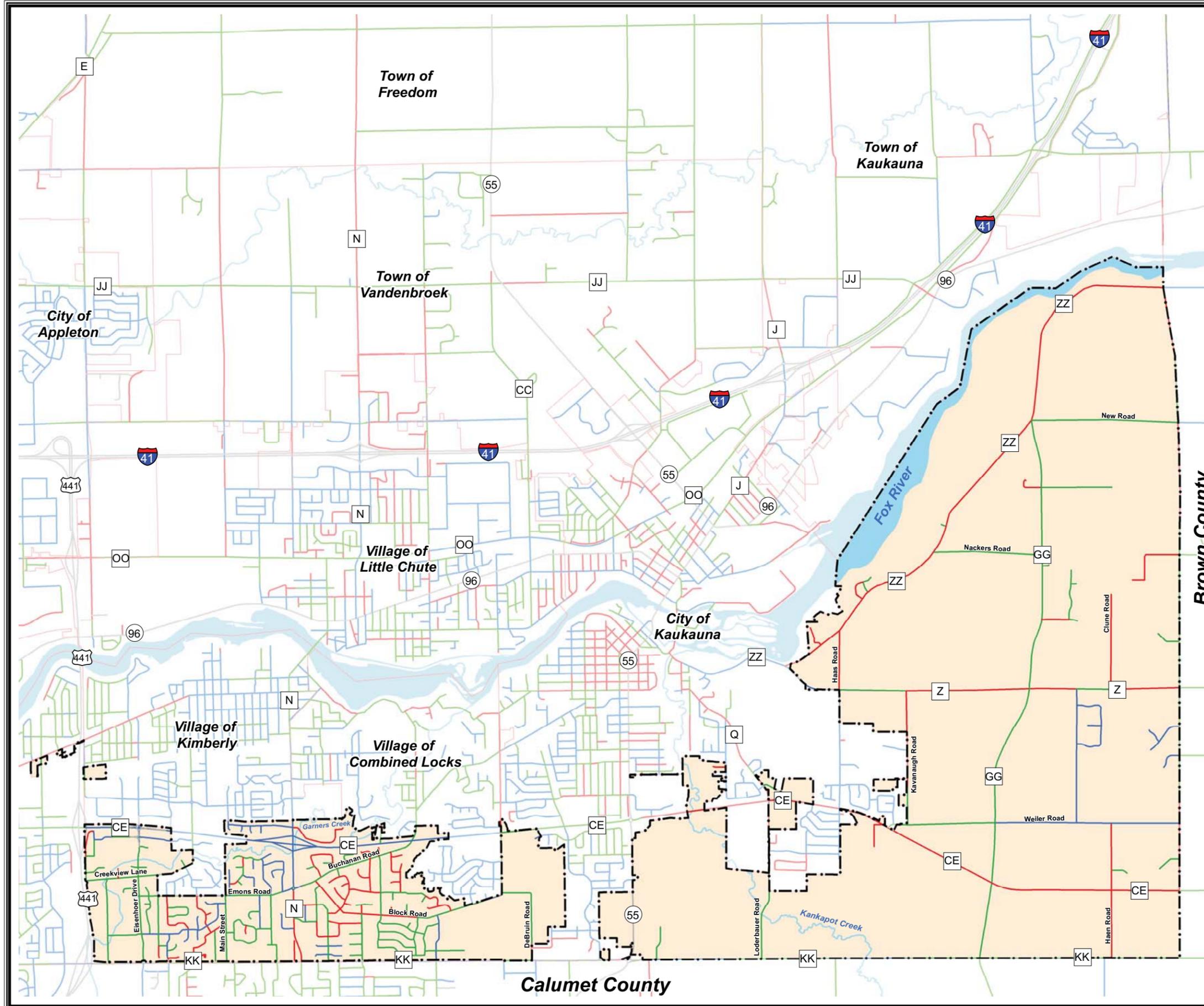
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# Map 5-4 Town of Buchanan Comprehensive Plan Update PASER Ratings 2015

- Excellent to Very Good
- Good to Fair
- Fair to Failed
- Not Rated



Source:  
Base data: Outagamie County, 2016  
PASER data: WIS DOT, 2015



0 0.25 0.5 1  
Scale in Miles

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

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## **CHAPTER #6**

# UTILITIES AND COMMUNITY FACILITIES

## CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

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## CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

### INTRODUCTION

Understanding the location, use, and capacity of utilities and community facilities is an important consideration when planning for the future. This information, coupled with demographic trends and projections, provides a realistic picture of service supply and demand. The community facilities and utilities discussed in this chapter were carefully considered in the development of the Future Land Use Map. Wisconsin's Comprehensive Law includes 14 goals for local comprehensive planning. The goals from the law listed below specifically relate to planning for utilities and community facilities:

- Promotion of the redevelopment of lands within existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Providing infrastructure and public service and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

As part of Exercise #1 – “Who are We?” participants during the visioning process identified the Town of Buchanan’s “excellent E.M.T. and Law Enforcement”. During Exercise #2 – Hidden Gems, participants acknowledged recreational resources Rapide Croche Dam Site and Park and Historic Bridge Park, and Holy Spirit Church and School. Participants were concerned about high capacity wells and groundwater quantity.

### UTILITIES AND COMMUNITY FACILITIES VISION

#### UTILITIES AND COMMUNITY FACILITIES VISION

*In 2040, the Town of Buchanan coordinates with neighboring municipalities and Outagamie County to ensure that Town residents have convenient access to quality services and facilities. More specifically, Outagamie County, Appleton, Kimberly, Combined Locks, Kaukauna, Wrightstown and Harrison collaborate with Buchanan to improve response times for emergency personnel and provide residents quality public safety services. Buchanan has utilized a mixture of general funds, state and federal grants, and volunteer labor to maintain an extensive local park and trail system. The Town's property taxes have been maintained at a stable level by controlling debt, maintaining Town equipment, and carefully planning expenditures. The Town has been able to reduce costs and improve efficiencies in services by entering into shared service agreements with neighboring communities.*

## **UTILITIES AND SERVICES INVENTORY– LOCATION, USE, CAPACITY**

The following sections describe existing utilities and services available within Buchanan. This section documents those utilities and services provided by the Town, private providers and others.

### **Wastewater Collection and Treatment**

Rural development in Buchanan (beyond the Darboy Sanitary District) is accommodated with private, onsite sanitary wastewater treatment systems. These systems must comply Chapter SPS 383; Private Onsite Wastewater Treatment Systems. Moreover, these individual systems must be properly permitted by Outagamie County and maintained as required by county ordinances. Soils in the Town vary in terms of their suitability for onsite wastewater treatment (see soil information in Agricultural, Natural and Cultural Resources Chapter for more information).

Soil permeability is generally very limited for septic tank absorption fields per data provided by the NRCS-USDA. Alternatives to individual, onsite treatment include clustered systems, re-circulating sand/gravel filters, Living Machines®, and municipal systems. Each alternative has their strengths and weaknesses when compared to conventional systems.

#### ***Clustered Systems***

Clustered treatment systems provide an economical alternative to individual systems, particularly in areas with space limitations. Like septic tanks and mounds, shared systems are infiltration systems. They differ from the former two in that multiple homes “feed” into one treatment and discharge unit. Although economies of scale are created when multiple units utilize a shared drain field, issues related to soil permeability remain. The advantage of a clustered system from the perspective of soil inundation is that, since the system is located off-site, the site can be selected based upon ideal performance criteria. Onsite systems are limited to the best location available within that particular home site.

#### ***Re-Circulating Sand/Gravel Filters***

Re-circulating sand/gravel filters (RS/GF) offer an economically viable, environmentally benign alternative to conventional drain field-based treatment systems. The basic components of a RS/GF system include a septic tank, recirculation tank, and sand or gravel filter. Water discharged from the system far exceeds the quality of a conventional system, and at a fraction of the price. RS/GFs have been in use for more than a century and are a WDNR permitted alternative to septic tanks and mound systems. The primary challenge to installation of this type of system, like the other alternative systems, is a lack of awareness of their availability on the part of landowners and developers.

### **Infiltration Wetlands**

Infiltration wetlands have been used as effective wastewater treatment systems for more than thirty years. They have become the dominant treatment system for communities in the Minneapolis metropolitan region not served by municipal wastewater treatment. Although there are a variety of wetland-based systems used to treat effluent, the most common is a sub-surface flow wetland. Sub-surface flow wetlands utilize an anaerobic reactor (septic tank) for pretreatment followed by a forced-bed aeration system and wetland treatment cells. Infiltration wetlands are designed to achieve tertiary treatment at a fraction of the cost of a municipal system. They become cost-effective at the small scale when treating effluent from eight or more homes.

### **Living Machines®**

Living Machines are a patented wastewater treatment system that is growing in popularity around the world. They entail a series of tanks teeming with live plants, trees, grasses algae, fish, shrimp, snails and a diversity of microorganisms and bacteria. Each tank is a mini-ecosystem designed to eat or break down waste. The process takes about four days to turn wastewater crystal clear. It is chemical-free, odor-free, and, compared to conventional wastewater treatment, costs less financially and ecologically.<sup>1</sup> Living Machines are WDNR permitted systems and are currently in use at the Conserve School in Land O' Lakes, at Cedar Grove Cheese Factory in Cedar Grove, and at Edgewood College in Madison.

### **Heart of the Valley Sewer Service Area**

Located in southeastern Outagamie County and northern Calumet County the Heart of the Valley SSA Planning Area covers approximately 39.0 square miles (Map 6-1).<sup>2</sup> The 2050 planning area boundary represents the "ultimate service" area of the wastewater treatment plant based on capacity; the extent of planned service areas for individual lift stations or interceptor sewers, and/or; the proximity of nearby clusters of development currently using onsite systems which may have long-term (20+ years) needs for sanitary sewer.

According to Heart of the Valley 2030 SSA Plan Update, while lands south of the Fox River and east of the City of Kaukauna are within the planning area, service to this area will require a major new lift station. Therefore the plan recommends that other readily available lands, with the ability to provide service using more cost-effective gravity sewers, be developed prior to extending infrastructure into this area. In addition, based on topography and sewer depth, the Darboy Sanitary District interceptor sewer is designed to carry flows west of the sanitary sewer interceptor divide, while the City of Kaukauna's Kankapot Creek interceptor sewer is designed to carry flows east of the sanitary sewer interceptor divide.

---

<sup>1</sup> Excerpt from *The Living Machine*, Jeff Wolovitz, Penn State Department of Research and Policy, 2000.

<sup>2</sup> *Fox Cities 2030 Sewer Service Area (SSA) Plan Update*, approved by WDNR 2/13/2006.

## **Darboy Sanitary District**

The one sanitary system located within the Town of Buchanan is the Darboy Sanitary District that provides sanitary sewer and public water supplies to the most developed portions of Buchanan. The sanitary district includes land in the western part of the Town, including the area north of CTH KK and west of DeBruin Road<sup>3</sup> (Map 6-1).



**Darboy Joint Sanitary District No. 1**

The Darboy Sanitary District has facilities located at two separate sites. The administrative offices; Well Number 1 and 2, and a utility garage are located on CTH N. A water reservoir, equipment storage garage and Well Number 3 are located on Pinecrest Boulevard. The elevated water tower is located on the south side of CTH KK in the Town of Harrison.

The Darboy Sanitary District was formed in the early 1970's to deal with problems of malfunctioning septic systems. In addition, problems with individual wells, which included a falling water table (requiring deeper area wells), high iron, hardness and manganese content and a hydrogen sulfide odor, all led to the development of a public water supply system.

The sanitary sewer collection system for the Darboy Joint Sanitary District was put into operation in 1984. The system consists of primarily 8-inch PVC gravity sewer pipe. A larger gravity interceptor using 10, 12 and 15-inch pipes extends generally from south to north through the current service area. Darboy's main interceptor extends to a metering system in Combined Locks where the wastewater is discharged to the Heart of the Valley Metropolitan Sewerage Commission system.

## **Storm Water Management<sup>4</sup>**

### **Town of Buchanan and Outagamie County**

The Town of Buchanan is located in the Lower Fox Basin Watershed (for additional information on the Lower Fox Basin Watershed refer to Chapter 7: Agricultural, Natural, and Cultural Resources). Under Wisconsin Administrative Code NR216, the Town of Buchanan is required to have an MS4 permit. The permit requires the Town to perform certain activities, including (1) public education and outreach, (2) public involvement and participation, (3) illicit discharge detection and elimination, (4) pollution control, (5) post construction management, (6) pollution prevention, and (7) stormwater quality. The Town also has to comply with the standards set by the Lower Fox TMDL (Total Maximum Daily Load).

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<sup>3</sup> DeBruin Road is to be served by the City of Kaukauna.

<sup>4</sup> Refer to Chapter 7: Agricultural, Natural, and Cultural Resources for more information about the Town's water resources.

To comply with the MS4 and TMDL requirements, the Town has adopted a stormwater management ordinance (Chapter 504: Waters, Sewers and Stormwater Management). This ordinance adopts the stormwater management services ordinance of the Garners Creek Communities Stormwater Utility and Outagamie County. Stormwater runoff standards help protect property and structures from damage caused by increased surface water runoff due to commercial, industrial and residential developments. Within the Town, shoreland protection is enforced by Outagamie County; while the Town enforces stormwater management and construction site erosion control. Although Garners Creek Stormwater Utility helps the Town comply with meeting the MS4 and TMDL requirements in the Garners Creek area, there is not a similar mechanism for meeting these requirements in other areas of the Town.

### **Garners Creek Stormwater Utility**

The Garners Creek Stormwater Utility is a public entity created by the Village of Combined Locks, Town of Buchanan and Town of Harrison (now Village of Harrison) in 1998. It covers approximately 9.2 square miles and about 4.5 miles of stream corridors. The utility essentially includes the entire western portion of the Town. Garner Creek flows in a northeasterly direction and ultimately discharges into the Fox River. The purpose of the Utility is to reduce flooding, improve stream bank erosion and enhance water quality along Garners Creek and its tributary streams.<sup>5</sup> The stormwater utility has control over streams within the utility district. Stream buffers within the “Area of Control” vary from 30 feet to 75 feet. Property owners are strongly encouraged to leave a buffer zone of natural vegetation along the creek bed in order to reduce erosion, improve water quality, and provide habitat for wildlife.



**Main Street Pond**

Properties within the Garners Creek Stormwater Utility receive a utility charge, based on equivalent runoff unit (ERU). Money generated by the Garners Creek Stormwater Utility is used to fulfill the objectives of the utility mentioned above. To assist with stormwater management, the Garners Creek Stormwater Utility maintains 8 detention ponds, 4 which are located in Buchanan: Heartland Pond, Main Street Pond, Regal Pond, and Springfield Pond (Map 6-1).

### **Water Supply**

The water supply for the Darboy Joint Sanitary district was put into operation in 1984. The water system consists of two wells<sup>6</sup> (500 gpm and 725 gpm) located adjacent to each other with water softening and chemical additions for disinfection at the district’s administration building on CTH N; a third well<sup>7</sup> (735 gpm) and a 480,000 gallon reservoir located on Pinecrest Boulevard; a

<sup>5</sup> Town of Buchanan website.

<sup>6</sup> Well # 1 and Well #2.

<sup>7</sup> Well #3.

300,000 gallon 165' elevated storage tank; and water distribution system<sup>8</sup> (Map 6-1). Purchased water from the Village of Kimberly is mixed with water from the third well in the reservoir on Pinecrest Boulevard. The Darboy Sanitary owns a 1.25 acre parcel near Gentry Drive. Sometime in the future, the sanitary district plans on constructing a new water tower in this location.<sup>9</sup>

Private wells currently serve the eastern portion of the Town. Although private wells offer a low-cost source of potable water, they do not provide the level of testing typical of a municipal water supply. Contamination of groundwater is a serious issue for many rural communities. Sources of groundwater contamination include leaking fuel tanks, surface discharges, and natural substances present in the subsurface geology. A common naturally occurring contaminant of groundwater in the Fox/Wolf Basin is arsenic. Although no private wells in Buchanan have yet tested positive for arsenic, it is important to note that arsenic has been detected in amounts greater than 10 parts/billion in Outagamie, Shawano, Winnebago, Brown and Manitowoc Counties (for additional information on groundwater and arsenic contamination, refer to Chapter 7: Agricultural, Natural and Cultural Resources). Due to the incidence of naturally occurring arsenic, all private wells in Outagamie County are subject to special casement standards.

## **Electricity and Natural Gas**

### ***Electric***

WE Energies,<sup>10</sup> Wisconsin Public Service Corporation (WPS)<sup>11</sup> and Kaukauna Electric provide electric power in Buchanan (Map 6-2). Kaukauna Utilities, a community owned electric utility serves a portion of the eastern part of the Town near Kaukauna. Wisconsin Public Service Corporation covers a small portion of the Town along the eastern border (north of CTH Z). The remainder of the Town is served by WE Energies.

American Transmission Company (ATC) owns and maintains a number of transmission lines in the area (Map 6-1). A 345 Kv transmission line intersects the northeast corner of the Town from a substation on the north side of the Fox River east towards Point Beach. Smaller 138 Kv lines are located in various locations in the western portion of the Town. According to ATC's 2016 10 Year Assessment, no major upgrades are planned for the Buchanan area.

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<sup>8</sup> Water, Electric, or Joint Utility Annual Report for year ended: December 31, 2016.

<sup>9</sup> Darboy Sanitary District, March 5, 2018.

<sup>10</sup> We Energies is the trade name of Wisconsin Electric Power Co. and Wisconsin Gas LLC, utility subsidiaries of WEC Energy Group.

<sup>11</sup> Wisconsin Public Service Corporation is part of the WEC Energy Group.

## **Natural Gas**

Natural gas is provided by WE Energies and WPS (Map 6-2). All but the northeast corner of the Town is within the WE Energies service area. Two gas transmission companies own and maintain natural gas pipelines in the Town of Buchanan. Guardian Pipeline owns and operates a natural gas pipeline west of and parallel to the Town's eastern boundary. ANR Pipeline owns and operates a pipeline that generally is located east of STH 55, then west along CTH CE and north along Main Street extended. According to the Town, while the eastern edge of the Town is within a natural gas service area, natural gas has not been extended to this area.

## **Power Generating Facilities**

Fox Energy Center is located north of the Town of Buchanan in the Village of Wrightstown. This natural gas fueled electric generating facility produces electricity for WPS customers. The plant is a combined-cycle generating facility and is capable of producing 620 megawatts. Other power generating facilities near the Fox River and north of the Town include: Combined Locks Energy Center (owned by WPSR, natural gas fuel), Island Street Peaking Plant (owned by WPPI, natural gas fuel), Kaukauna Gas & Diesel (owned by Kaukauna Electric & Water Utilities, natural gas fuel), Kaukauna Paper Mill (owner International Paper Co., coal fuel). There a number of hydroelectric dams located along the Fox River, none are within the Town. FERC licensed hydroelectric dams include: the Cedars (Kimberly), Little Chute, Badger Rapids (Middle Kaukauna), Combined Locks, City Plant (Lower Kaukauna) and Rapide Croche.

Current electric and gas facilities are adequate to provide continued service into the foreseeable future. Moreover, these companies gauge demand to consider long-range changes in supply.

## **Solid Waste Disposal and Recycling**

Advance Disposal Services provides weekly garbage and recycling pick-up for residents in Buchanan. Businesses and multi-family properties with more than 4 units contract separately for waste and recycling collection. The Town provides detailed information on recycling on its website. Once per month, the Town provides curbside pickup for appliances and other large items. Property owners need to purchase a sticker for each appliance prior to pickup. The Town also provides Christmas tree pickup after the holiday season. Residents can place their tree by the road and the Town will pickup the tree and dispose of it. The Town collects yard waste (Leaves, grass clippings, garden debris, brush and small twigs) monthly April through September and more frequently during the fall.

The Outagamie County Department of Solid Waste provides services for recycling, yard waste, electronics, appliances, construction waste, solid waste and hazardous waste<sup>12</sup>. These waste disposal services are provided at the Outagamie County landfill, located north of Buchanan on Holland Rd. Materials may be dropped off at the landfill site. Hazardous waste disposal is by

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<sup>12</sup> <http://www.recyclemoreoutagamie.org/>.

appointment only. In 2018, the Town of Buchanan will begin automated collection of garbage and recyclables, when the new contract with Advance Disposal goes into effect. There has been discussion in the past about the development of a Town yard waste disposal center in the eastern part of the Town. A yard waste disposal center would provide residents with a location to dispose of leaves, branches, and other yard waste.

A concern with respect to solid waste disposal around apartment buildings and commercial establishments was identified during the last update of the comprehensive plan. To address this problem the Town has adopted an ordinance that requires dumpsters to be properly screened.

### **Police Protection**

The Outagamie County Sheriff's Department provides nearly 24 hour/7 days per week police protection services to the Town of Buchanan. The Town contracts for police protection with the Outagamie County Sheriff's Department. The County Department headquarters is located at 320 S. Walnut Street in Appleton. Buchanan also provides office space in the Town Hall for officers assigned to patrol the Town. In 2018, the Town of Buchanan and the Village of Combined Locks will enter into a contract with Outagamie County for joint police protection. As a result, officers will no longer working solely in the Town, but will also be working in the village. This will increase the number of officers working in the Town from the current 4.

The Outagamie County Sheriff's Department has 73 sworn officers working in the Law Enforcement Division as uninformed patrol, investigations and civil process. Buchanan has four (4) sworn officers assigned to it. These officers are not Town employees, but they only work in Buchanan. Deputies are involved with school programs, the drug unit, snow/boat patrol, emergency response team and the dive team. Squad cars used by Town deputies are marked for the Town of Buchanan.<sup>13</sup>

Specific statistics for the four (4) Town officers is not available; however data is available for the collective Outagamie County Sheriff's Department. In addition to the Town patrol officers, Outagamie County at any given time will have as many as ten (10), but no fewer than six (6), patrol cars are on duty. The number of officers on patrol duty varies by the time of day and overlaps during shift changes. The Department serves approximately 182,365<sup>14</sup> residents of Outagamie County. The Sheriff Department patrols Outagamie County in four sections, divided by STH 47 and CTH S. Patrol Officers are assigned to each section.

The Outagamie County Sheriff's Department has 911 emergency-based dispatching for nearly all municipal police departments in the county, including the City of Appleton. The Outagamie County Sheriff's Department also dispatches for a majority of the fire departments in the county as well.

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<sup>13</sup> <http://www.townofbuchanan.org/town-services/public-safety/law-enforcement/>.

<sup>14</sup> Wisconsin Department of Administration, 2016 Final Estimate.

The Outagamie County Sheriff Department is currently in the process of conducting active recruitment and testing for the Patrol Division. In January of 2018 the Outagamie County Sheriff's Department will begin patrol responsibilities for the Village of Combined Locks, adding three (3) officers to the Department's Table of Organization. In addition, the Department will be adding six (6) part-time officers, responsible for campus security at the Outagamie County Justice Center.

The Outagamie County Sheriff's Department annually reviews equipment and vehicle needs as part of the Outagamie County Capital Improvements Program. Regular vehicle replacement is important to ensure that a dependable vehicle is available to respond to public safety needs. The Sheriff's Department has a "1-to-1" program in place which ensures that a squad car is only driven by 1 officer and kept at the home of that officer. That program results in a 3-year vehicle replacement schedule. Other available cruisers are replaced annually based on mileage.

The Outagamie County Sheriff's Department operates a jail facility at 320 S. Walnut Street in Appleton. The jail has a capacity of 556 inmates. A special area has been set aside in the former juvenile detention facility to house inmates needing special attention. The jail accommodates a work-release population who work 40-50 hours each week outside of the jail and then return to the facility each night and weekend. In 2016, the average daily inmate population was 408<sup>15</sup>.

Generally the Town is satisfied with the level of police protection it receives from Outagamie County.

### **Fire Protection and Rescue Services**

Fire protection services in Buchanan are provided by a paid on call 35-member Buchanan Volunteer Fire Department. The fire chief is employed part-time by the Town. Fire protection east of Loderbauer Road is provided by the Hollandtown, Wrightstown and Buchanan fire departments (Map 6-3). The Town contracts with the Hollandtown and Wrightstown fire departments each year to assist with fire protection for areas in the eastern portion of Buchanan (east of Lodebauer Road. In the western part of the Town, the Town contracts with the Combined Locks Fire Department to assist with fire protection for areas west of DeBruin Road. An automatic aid agreement is in place with the Harrison and Combined Locks fire departments. Response times in the Town average about 8 minutes. Concerns have been raised about volunteer response during daytime hours. The Insurance Services Office (ISO) Incorporated collects information on municipal fire protection efforts throughout the United States.<sup>16</sup> Using the Fire Suppression Rating Schedule (FSRS), ISO assigns a Public Protection Classification (PPS) from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire suppression program doesn't meet ISO's minimum criteria. The Town has a PPS rating of 4 within the Darboy Sanitary District and a PPS of 9 in other areas.

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<sup>15</sup> This includes inmates locked up, in Huber, GPS and Day Report. *2016 Annual Report, Outagamie County Sheriff's Department.*

<sup>16</sup> <http://www.isomitigation.com>.

The Buchanan Fire Department has four (4) fire vehicles: 2011 tender, a 1989 Chevy equipment van, a 1993 Seagrave engine and a 2007 Pierce engine. The Town Board provides the Fire Department with a “Fire Truck Fund”. Additional Money is designated for the Fire Truck Fund in annual and is to be spent on the purchase of future fire vehicles. Within the next year, the Fire Department plans on purchasing a new engine. Along with the Fire Department, there are also twelve (12) volunteer First Responders providing medical services to the Town.

Gold Cross Ambulance Service Inc. and the City of Kaukauna Fire Department provide rescue service to the Town. Gold Cross provides service to the western (west of DeBruin Road) part of the Town. The City of Kaukauna Fire Department provides service to the remainder.

## COMMUNITY FACILITIES INVENTORY

This portion of the chapter profiles the community facilities available to Buchanan residents.

### Park and Recreation Facilities

Current park and recreational facilities provide Buchanan residents with places to enjoy leisure activities and the outdoors. Approximately 67 acres of public parks and 278 of special facilities are available to Town of Buchanan residents. This acreage includes four parks maintained by the Town of Buchanan or jointly maintained with a neighboring community. School yard acreage comprises about 24.5 acres.<sup>17</sup> The current recreational facilities available to Town residents are listed below (Map 6-4):

#### *Neighborhood Parks*

##### **Town Hall Park**

Town Hall Park is located on a 3.13-acre site adjacent to the Town Hall on CTH N. The facility shares parking with the Town Hall and is designed to utilize restrooms in the Town Hall during special park events. Facilities include a variety of play apparatus, picnic facilities, a basketball court, tennis court and a grass volleyball court. A small open play area is situated on the eastern portion of the park. A paved walkway provides access to the park from the neighborhood to the east. An unpaved walkway provides access to the park and there are many trees along the banks.



**Town Hall Park**

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<sup>17</sup> *Town of Buchanan Comprehensive Outdoor Recreation Plan 2018-2022.*

### **Hickory Park**

Hickory Park is a 5.02-acre neighborhood park was dedicated to the Town of Buchanan in 1995 as part of the Hickory Estates Subdivision. The park serves the 195 lot subdivision, as well as, neighboring residential areas. This park is located between Briarwood Drive and State Park Rd., just north of CTH KK. Facilities at the park include a basketball court, two tennis courts, a volleyball court, two sets of playground equipment, soccer field, sand box, picnic tables and portable toilets from May through October. A gravel trail is provided through the park with access to both Gentry Drive and Briarwood Drive. Off-street parking stalls are available.



**Hickory Park**

### **Springfield Park**

This small 2-acre neighborhood park is located on Springfield Drive near Just About Lane in the west central portion of the Town. The park was developed in 1997 with Town funds. Facilities located at this park include a basketball court, two tennis courts, sand box, picnic tables, benches, playground equipment and portable toilets from May through October. There is also a grass trail access from the neighborhood to the north. A light is provided over the play area.

### **Fox River – Rapide Croche Dam Site and Park**

The Rapide Croche Dam Park Site is located between CTH ZZ and the Fox River in the northeastern portion of the Town. The dam, hydro-plant and park site comprise approximately 38-acres, and are owned and operated by the City of Kaukauna Electric and Water Department. The actual park area comprises 5.65 acres and is used on a seasonal basis, providing picnic facilities, restrooms, parking for a dozen vehicles and a scenic overview of the Fox River along the south bank.



**Rapide Croche Dam Site and Park**

The park, as well as the Town, is within the Fox-Wisconsin Heritage Parkway. This location offers an attractive view of the river, and opportunity for fishing as one of many recreational attractions along the river. The path leading down through the woods to the waterway gives the onlooker a nice view point for wildlife, and the dam.

## **Community Parks**

### **Darboy Community Park**

This 17.6 acre park was a jointly built and is mutually maintained by the Town of Buchanan and the Village of Harrison. Facilities available include wooded trails, an asphalt walking trail, soccer fields, 2 playground areas and 2 basketball courts. There is also a park shelter that is available to the community that can be rented out. In the winter, an ice rink is created for skating. The Towns of Buchanan and Harrison share costs for equipment (basketball, soccer, playground facilities, etc.), the park shelter, and maintenance of the park and restrooms.



**Darboy Community Park**

### **Main Street Pond Site**

This pond was completed by the Garners Creek Stormwater Utility. It is located south of Emons Road and just east of Main Street. The site includes an unpaved trail that circles the pond. Approximately 37 acres are included in this site.

## **Mini-Parks**

### **Allison Drive Bridge**

The Town of Buchanan dedicated a small site off Allison Drive. The unimproved site contains a small historic stone bridge and is overgrown and not available for public use. Originally this site was planned for a small parking lot and picnic area.



**Allison Drive Bridge**

### **Special Use Facilities**

There are no boat launches, conservancy areas or other special use facilities in the Town of Buchanan, except for local trails.

## **Trails**

### **CE Trail**

The CE Trail is partially located in the Town of Buchanan and runs parallel and on the north side of CTH CE. This asphalt paved trail is part of the Outagamie County Parks System and totals approximately 6.7 miles. Recently the Town constructed a new connection to the trail beginning from



**CE Trail**

the new roundabout which was constructed in 2007 at CTH N, Emons Road and Buchanan Road.

### ***Public and Private School Recreational Facilities***

#### **Holy Spirit Catholic School**

Holy Spirit Catholic School is located on CTH KK, just west of CTH N. The site provides a 4.5-acre playground area that includes swings, slides and climbers. A large hard surface area is stripped for a variety of children's court games including basketball hoops and a backstop area.

### ***Neighboring Community Parks and Facilities***

The Town of Buchanan and several other jurisdictions share an interlocking boundary and thus many Town residents find it convenient to utilize parks and other recreational facilities in neighboring communities. A variety of these facilities are found in the villages of Kimberly and Combined Locks and the City of Kaukauna. The Kimberly YMCA, the Kimberly High School Athletic Fields, the Doty Bayorgeon Recreation Area and the 1,000 Islands area in the City of Kaukauna are examples of population recreation facilities and natural area used by Buchanan residents.

### ***For Profit Recreational Facilities***

#### **Countryside Golf Club**

Countryside Golf Club is a private 18-hole golf course located near the intersection of CTH CE and CTH GG in the southeastern portion of the Town. The course is open to the public and provides challenging golfing for golfers of all ages. The Countryside Golf Club is the largest recreational facility in the Town of Buchanan (based on acreage).



**Countryside Golf Club**



**Wisconsin International Raceway**

#### **Wisconsin International Raceway (WIR)**

Wisconsin International Raceway is located on CTH KK, about one half miles east of STH 55. The speedway includes a half-mile D-shaped asphalt oval track and a quarter-mile paved oval track. WIR also has a quarter-mile drag strip. The facility has concession stands, bleacher seating, restrooms, and a pavilion which can be rented out (capacity of pavilion is 208 people seated at banquet tables).

### **Soccer Heaven and Sports Center**

This recreation center is located on Stoney Brook Road near STH 441. The 50,000 square foot complex includes three indoor soccer fields with artificial turf, four indoor batting cages, a video arcade, sports shop, mini-golf, private rooms for coaches and players, as well as a private party room.

### **Communication Facilities**

Access to communication facilities is very important in a modern economy. The quality of communication services depends on the capacity of the lines, towers and supporting infrastructure serving a community. What follows is a description of the communication facilities and providers serving Buchanan.

#### ***Television and Radio***

There are no television or radio stations located in Buchanan. Residents receive radio and television station coverage from Green Bay, the Fox Cities, and other areas in Northeast Wisconsin.

Spectrum provides cable television service to the Town. The company offers cable and digital packages. Satellite service is also available from Direct TV and Dish TV.<sup>18</sup> Television and radio coverage from the greater region will continue to meet resident needs over the life of this plan.

#### **Telephone Service**

Multiple providers offer local and long distance telephone services in Buchanan and are expected to do so in the foreseeable future. These companies offer a wide variety of packages and service plans. Moreover, they make decisions regarding service upgrades based on consumer demand.

#### ***Internet***

Access to the Internet in Buchanan is available through a variety of companies and at a variety of speeds.

The Town of Buchanan website is an important informational tool for residents and Town officials. This website provides meeting notices, building information, and other important information about the Town. The Town plans to continue to use this website to provide residents online access to Town information.

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<sup>18</sup> <https://www.cabletv.com>.

## **Newspapers**

Buchanan does not publish its own newspaper, but rather uses The Villager to publish all legal notices. The Appleton Post Crescent and Appleton Post Crescent – Wrightstown are the most widely read newspapers in Buchanan, followed by the Green Bay Press Gazette. The Town publishes a newsletter quarterly. The newsletter highlights local events and happenings. The e-newsletter goes out monthly.

## **Cellular/PCS Towers**

Multiple providers offer cellular service in Buchanan and are expected to do so in the future. These companies offer a wide variety of packages and plans. They make decisions regarding service upgrades based on consumer demand.

Towers are located on Weiler Road, Block Road and Speel School Road. At this time, there are no pending tower applications before the Town (Map 6-3). The Darboy water tower also has cellular antennas mounted on it to provide service to area residents. The Darboy Sanitary District has control of the water tower and controls what antennas are placed on it.

## **Postal Service**

The Town of Buchanan is served by U.S. Post Offices located in Appleton and Kaukauna.

## **Health Care Facilities**

Health care services for Buchanan residents are provided by multiple medical facilities located in Appleton including the ThedaCare Regional Medical Center-Appleton and St. Elizabeth Hospital. These facilities provide extensive medical services for Town residences.

ThedaCare Regional Medical Center-Appleton is: “an area leader in cardiac, cancer and orthopedic care. Specialty services include: cancer center support services, cardiovascular care, family birth care, orthopedic care, and 24 hour emergency services.”<sup>19</sup>

St. Elizabeth Hospital is the other nearest medical hospital to Buchanan. St. Elizabeth hospital, operated by Ascension, a faith based healthcare organization. St. Elizabeth Hospital meets a broad variety of patient needs through general care, surgical services and numerous medical specialties including cardiology, oncology, pediatrics, emergency, intensive care and obstetrics. For more than 100 years, St. Elizabeth Hospital has been a leader in providing quality care to Fox Valley residents, and will continue to do so in the future.

Health facilities including clinics and dental offices are located on Van Roy Road. In addition, Aurora Health has a facility at the corner of CTH CE and CTH KK in the City of Kaukauna.

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<sup>19</sup> ThedaCare website: [www.thedacare.org](http://www.thedacare.org).

There may be a potential for more health care facilities in Buchanan. The Town should continue to support these types of establishments. At this time, existing facilities meet the current health care demands of residents, though the Town should continue to regularly monitor needs to maintain quality health care choices in the future.

### **Cemeteries**

Holy Angels Cemetery located on CTH KK is the only cemetery in Buchanan. Holy Angels Cemetery was established in the 1850's and mainly serves members of Holy Angels Church. At this time, the 4- acre cemetery has approximately 550 burial sites available, with no plans for any expansion.<sup>20</sup> Town residents are able to obtain available cemetery space in public and private cemeteries located throughout the Fox Valley area.



**Holy Angels Cemetery**

### **Childcare Facilities**

There are two childcare facilities located in Buchanan: Kids Kingdom and Little Heart Daycare.

- Kids Kingdom, located on Stoney Brook Road, opened in 1997. They currently have 25 employees who provide general daycare services to 112 children. At this time, there are no plans for any expansion.
- Little Hearts Daycare, located on Barney Court, opened in 1992. It currently has 28 employees and provides daycare services to approximately 95 children. A special program offered at Little Hearts is community touring. This program allows children go on field trips around the area to visit places in and around Buchanan. At this time there are no plans for expansion of this daycare facility.



**Little Hearts Daycare**

Along with these two facilities, there are private in-home daycare businesses in Buchanan.

### **Educational Facilities**

Portions of the Town of Buchanan are located in the Appleton, Kimberly, Kaukauna and Wrightstown school districts. There is one school building located in the Town: Holy Angels School. There no plans by any district to build additional schools in Buchanan in the foreseeable future. Below is a brief profile of each district serving the community.

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<sup>20</sup> Holy Angels – Holy Spirit Parish, personal conversation, 8/28/17.

### **Appleton Area School District**



**Appleton Area School District**  
Preparing Our Students for Their Future

The Appleton School District serves the City of Appleton and is located in three counties. The district serves approximately 16,281 students (preschool – grade 12) - making it one of the sixth largest school district in the state. Only a small area of the Town of Buchanan along Newberry Street is part of the Appleton Area School District (Map 6-4). Students in this area attend Johnston Elementary School, Madison Middle School and East High School.<sup>21</sup>



### **Kimberly Area School District**

The Kimberly Area School District covers approximately 17 miles stretching over multiple communities.<sup>22</sup> The district serves over 5,000 students in grades pre-Kindergarten through 12. The Kimberly Area School District covers the western portion of the Town; west of State Park Road (Map 6-4). Students in the Town attend Woodland and Maplewood Intermediate schools, Janssen, Sunrise Westside and Woodland elementary schools, and Kimberly High School.



### **Kaukauna Area School District**

The Kaukauna Area School District has a teaching staff of approximately 450 serving 4,000 students in early childhood through grade 12.<sup>23</sup> The Kaukauna Area School District covers the eastern part of the Town from State Park Road west, except for the northeast corner (Map 6-4). Students in the Town attend Quinney and New Directions Schools, Park Community Charter School, Fox River School and the Kaukauna High School.



### **Wrightstown Community School District**

The Wrightstown Community School District educates over 1,300 students.<sup>24</sup> The district consists of three school buildings on approximately 80 acres of land. District offices are located at 351 High Street in Wrightstown. The Wrightstown Community School District covers the northeast portion of the Town (Map 6-4).

<sup>21</sup> Appleton Area School District, <http://www.aasd.k12.wi.us/>.

<sup>22</sup> Kimberly Area School District, <http://www.kimberly.k12.wi.us/departments/about>.

<sup>23</sup> Kaukauna Area School District, <http://www.kaukauna.k12.wi.us/district/>.

<sup>24</sup> Wrightstown Community School District, <http://www.wrightstown.k12.wi.us/district/superintendent.cfm>.

### **Holy Spirit Catholic School**

Holy Spirit Catholic School is located at W2796 County Road KK and is within the Kimberly School District (Map 6-4).<sup>25</sup> The school serves about 250 students in 3 year old pre-kindergarten through 8<sup>th</sup> grade. It functions as a feeder for local high schools including St. Francis Xavier, St. Mary Catholic School and Kimberly High School.

### **Open Enrollment**

Under the full-time inter-district open enrollment program, Wisconsin students may apply to attend school in any K-12 public school district in the state, regardless of whether or not they live in the district. Families of students who transfer from their local district do not pay tuition. However, a local district loses state aid for each student who transfers to another district and gains state aid for each student who transfers from another district. The program first took effect in the 1998-99 school year. It was designed to encourage competition among districts as a means of fostering improvement in public schools and to provide families with increased flexibility in their educational choices. Participation has increased each year since the program's inception.

### **Higher Education**

Nearby college choices include: Lawrence University (Appleton), University of Wisconsin Fox Valley (Menasha), Fox Valley Technical College (Appleton), the University of Wisconsin – Green Bay (Green Bay), St. Norbert College (De Pere), Concordia University Center (Green Bay); UW Oshkosh (Oshkosh), College of the Menominee Nation (Green Bay); Northeast Wisconsin Technical College (Green Bay), Bellin College of Nursing (Green Bay), and the University of Wisconsin – Stevens Point (Stevens Point).

### **Library Services**

Library service for Buchanan residents can be found at the James J. Siebers Memorial Library at 515 W. Kimberly Ave. in Kimberly, the Kaukauna Public Library at 207 Thilmany Rd #200 in Kaukauna, the Gerard H. Van Hoof Memorial Library at 625 Grand Ave. in Little Chute, and the Appleton Public Library at 225 N. Oneida Street in Appleton. These four libraries participate in a regional consortium providing combined catalogs, Internet catalog, and other services designed to improve resident access to library services. These four public libraries, combined with the public school

#### **What is a Little Free Library**

The Little Free Library is a nonprofit organization. The Little Free Library is a take a book; return a book, free book exchange.

Source: <https://littlefreelibrary.org/>

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<sup>25</sup> Holy Spirit, <http://holyspirit-parish.org/>.

libraries (catering to district school children), are expected to continue to meet resident needs. While there are no plans to locate a library in the Town of Buchanan, a book mobile or a Little Free Library might be a nice addition.

### **Senior Services**

Buchanan's senior population is a small but growing segment of the community. Services to seniors are available through a variety of organizations in Appleton, and by local churches, the American Red Cross, and volunteer groups. The population of persons at 65 years or older is expected to increase as a percentage of the total population. The Town must continue to collaborate with neighboring municipalities to ensure that the services necessary to support an aging population are sufficient to meet future needs. Moreover, the Town can use its quarterly newsletter and website as a tool to educate its seniors about available services.

### **Additional Town Facilities and Equipment**

The Town Hall and Garage are located at N178 CTH N in Buchanan. The Town is currently remodeling the Town Hall to add security and access control. The administrative area will be renovated so that all the administrative offices are in close proximity to one another. The Town does not anticipate any other changes to the Town Hall in the near future. The Town Hall is available to rent by Town residents.

The Town does not have separate garage space; instead garage space in the town hall is shared with the Town's Fire Department. A ½ ton pickup truck and lawn mower are used for various projects in the Town and are stored in the garage space. In the winter a plow is added to the pickup truck so that snow can be cleared at the town hall. A small storage shed is located behind the Town Hall and is used to store smaller items. The Town plans on constructing a separate garage behind the town hall. Construction on the garage should happen later this year or early next year. No other upgrades are planned.

## **UTILITIES AND COMMUNITY FACILITIES ISSUES AND CONCERNS**

### **Park Facilities**

The need for park and recreation facilities grows with the population of a community. Today, Buchanan has approximately 67 acres of public parks<sup>26</sup>. This acreage includes four parks maintained by the Town of Buchanan or jointly maintained with a neighboring community. School yard acreage comprises about 24.5 acres.

East Central Wisconsin Regional Planning Commission (ECWRPC), as part of its Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh, and Fond du Lac Urban Areas

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<sup>26</sup> *Town of Buchanan Comprehensive Outdoor Recreation Plan 2018 and 2022.*

(October 2010), has identified a level of service standard for parks, which is 10 acres for every 1,000 residents. ECWRPC created residential standards based on density for various services such as sanitary sewer, water supply, street network, and parks. The high density category is defined as 3 or more residential units per acre.

Based on WDOA population estimates and looking solely at the total recreational acreage currently owned by the Town, Buchanan should consider purchasing additional park land in the future as a significant increase in population pushes up the demand for major types of active recreational facilities. Currently the Town is within the standards for total recreational acreage. However, by 2020, it is estimated that the Town will need to increase acreage to stay within the standards and by 2040; the Town will need an additional 3 acres.<sup>27</sup> This is based upon the overall 10 acres of parks per 1,000 person rule required for green space versus the jurisdictional standards specified by park type of what is needed. For more information, please see the Town of Buchanan Comprehensive Outdoor Recreation Plan 2018 and 2022.

Potential partnerships with Outagamie County, Appleton and Kaukauna may provide opportunities to address some park and recreation needs in Buchanan. This partnership could provide a park with softball and/or soccer fields for residents. There is also the opportunity to provide the community with a dog park; this was identified during the last update of the comprehensive plan and again during the recent update of the Town's outdoor recreation plan. The nearest dog park is located off CTH 00 and French Road, several miles north of the Town of Buchanan. This area would allow residents and their pets to enjoy an outdoor recreation space without having to worry about pet rules when in other parks. As part of the development of the Town's outdoor recreation plan, 63% of respondents felt the Town should invest in the development of more natural areas.

## **Public Safety**

The Outagamie County Sheriff's Department will continue to be the primary law enforcement agency in Buchanan. Starting in 2018, the Town will be entering into a contract with the Village of Combined Locks and the Sheriff's department for joint coverage. In addition, the Town must work closely with Appleton, Kimberly, Kaukauna, Wrightstown and Harrison to ensure quick fire and rescue response times, particularly in areas east of STH 55.

## **Community Services**

In many ways, Appleton, Kaukauna, Kimberly, and Combined Locks serve as the "downtown" for Buchanan residents (depending on where they live in the Town). Libraries, health care facilities, senior and youth programs, churches, and other services typically provided by a municipality are conveniently accessed and accessible in these surrounding communities. It is unlikely that the Town's expected population growth will warrant changes to this existing arrangement. However, this situation does require that the Town work closely with surrounding

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<sup>27</sup> *Town of Buchanan Comprehensive Outdoor Recreation Plan 2018 and 2022.*

communities to make certain that these necessary services can be adequately provided in the future.

## **UTILITIES AND COMMUNITY FACILITIES FUNDING OPTIONS**

Grant and loan programs are available from a variety of state and federal sources. The following section provides a brief description of some of the programs that may be available to the Town.

### **Water and Wastewater Grant and Loan Program**

The United States Department of Agriculture Rural Development Section (Rural Utility Service) has a water and wastewater grant and loan program to assist cities, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal and recycling facilities.

### **State Trust Fund Loan Program**

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including road improvements, community centers/halls, economic development, school repairs and improvements, trail development, public safety vehicles, road and snow removal equipment and property acquisition. Available funding is determined on an annual basis. The State Trust Fund Loan Program may provide the Town with opportunities to fund the development of park facilities and trails.

### **Rural Community Development Grants**

A variety of grants are available from various federal agencies to aid the Town in implementing its development and preservation goals. A partial list of programs includes:

- Rural Housing Preservation Grant
- Rural Community Development Initiative
- Rural Development, Forestry, and Communities
- Community Facilities Loans and Grants
- Rural Business Development Grants
- Rural Business Enterprise and Opportunity Grants
- Outdoor Recreation Acquisition, Development, and Planning

The majority of these grants are awarded to communities with a population up to 10,000 based on a competitive application process.

### **Fire Administration Grants**

The Federal Emergency Management Administration (FEMA) offers over \$100,000,000 in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants from communities that serve a population of less than 50,000 must provide a 10% match. If the need warrants, Buchanan may collaborate with surrounding communities to apply for grants to improve response times, expand equipment inventories, or enhance fire prevention programs.

### **State Stewardship Fund**

The Stewardship Fund is the State of Wisconsin's land acquisition program for public outdoor recreation and habitat protection. The fund is administered by WDNR and provides grants for land purchase, park and trail development, habitat protection, expansion of hunting/fishing opportunities, and other outdoor recreational opportunities. Available funding is determined on an annual basis as part of the Governor's budget.

## **COORDINATION WITH OTHER COMPREHENSIVE PLAN CHAPTERS**

The ability of a community to grow is directly tied to its infrastructure capacity. The preceding sections of this chapter have inventoried existing community facilities, identified current deficiencies, and provided achievable goals for future implementation. This section will focus upon the ways in which the Utilities and Community Facilities Chapter is related to, and will be integrated with, the other chapters of the comprehensive plan.

### **Housing**

As the population of Buchanan grows, additional demands will be placed upon the Town's infrastructure. New housing will require the extension of utilities like gas and electricity, as well as services such as fire protection, garbage collection, and snow plowing. It is important to ensure that housing is built in areas capable of satisfying the requirements of onsite or alternative treatment systems or be located within the sanitary district. This requires that the Town consider costs of services as part of the review process for proposed residential subdivisions. Moreover, these considerations were also part of the process of delineating new area for residential development on the Future Land Use Map presented later in this plan.

### **Transportation**

Planning for transportation infrastructure and utilities and community facilities are often tied together. New roads in the Town will undoubtedly result from transportation needs associated with new residential development projects. Utilities are most frequently located in road rights-of-way. Therefore, it is imperative that the Town coordinate planning and construction activities related to the transportation network and future utilities and community facilities.

## **Agricultural, Natural and Cultural Resources**

The ability to accommodate growth while protecting the natural environment is essential if quality of life is to be maintained and improved. The quality of surface and groundwater resources is linked to the proper siting, installation and maintenance of individual on-site systems. In addition, the Town has a rich agricultural history and viable farms still exist in the eastern portion. While cultural and historical resources often help determine and define a community's identity. Agricultural land along with the Fox River and tributaries, wooded areas and open spaces provide and the Town's historical and cultural resources define the Town.

## **Economic Development**

The availability of utilities and community facilities like electricity, police protection, and communication services are critical to economic development. Therefore, the goals and objectives of this chapter seek to maintain, and where feasible, improve local utilities and community facilities to allow for economic development opportunities in the Town where they are desired.

## **Land Use**

Development brings more people and businesses to a community. Accordingly, the need for associated utilities and facilities increases with development. As such, there is a very close relationship between the land use and utilities and community facilities elements of this plan. The Future Land Use Map was developed after careful consideration of where utilities and community facilities are now available, or will be available, over the next 20 years. Development is discouraged in those areas where wastewater treatment systems, communication services, power supplies, or other infrastructure costs are prohibitive.

## **Intergovernmental Cooperation**

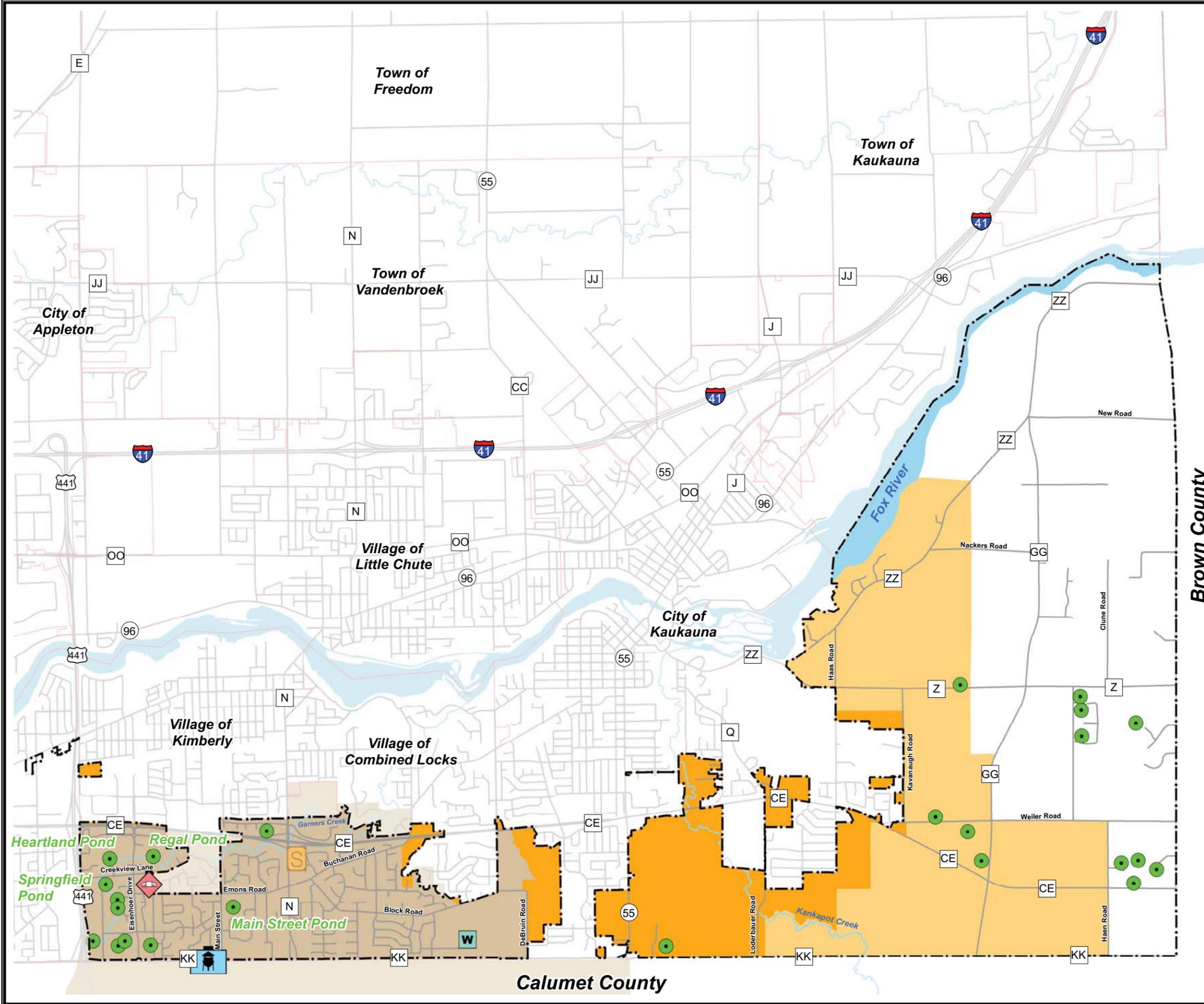
Due to the close proximity to the cities of Appleton and Kaukauna and the villages of, Combined Locks, Kimberly and Harrison, the Town benefits from the services and facilities these communities provide to Buchanan residents. The Town will continue to depend upon its neighbors and Outagamie County to meet the needs of its growing population. Therefore, coordination with neighboring governments is essential to ensure that development in the Town is compatible with local utility and community facility capacities. Goals and objectives included in this plan, support continued coordination to efficiently provide needed utilities and community facilities to the Town.

## **UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES**

The Utilities and Community Facilities goals, objectives and policies for the Town of Buchanan can be found in Chapter 12: Implementation.

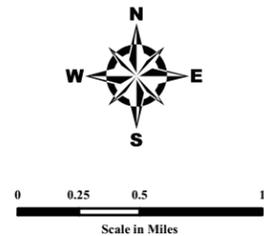
# Map 6-1 Town of Buchanan Comprehensive Plan Update Utilities

-  Future Water Tower
-  Reservoir & Well
-  Darboy Sanitary District Office & Wells
-  Water Tower
-  Detention Ponds
-  Darboy Sanitary District #1
-  Heart of the Valley Sewer Service Area 2030
-  Heart of the Valley Planning Area 2050



Brown County

Source:  
Base data: Outagamie County, 2016  
SSA data: ECWRPC, 2017



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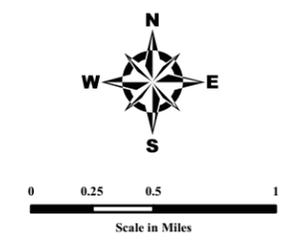
PREPARED JUNE 2018 BY:



# Map 6-2 Town of Buchanan Comprehensive Plan Update Energy Infrastructure

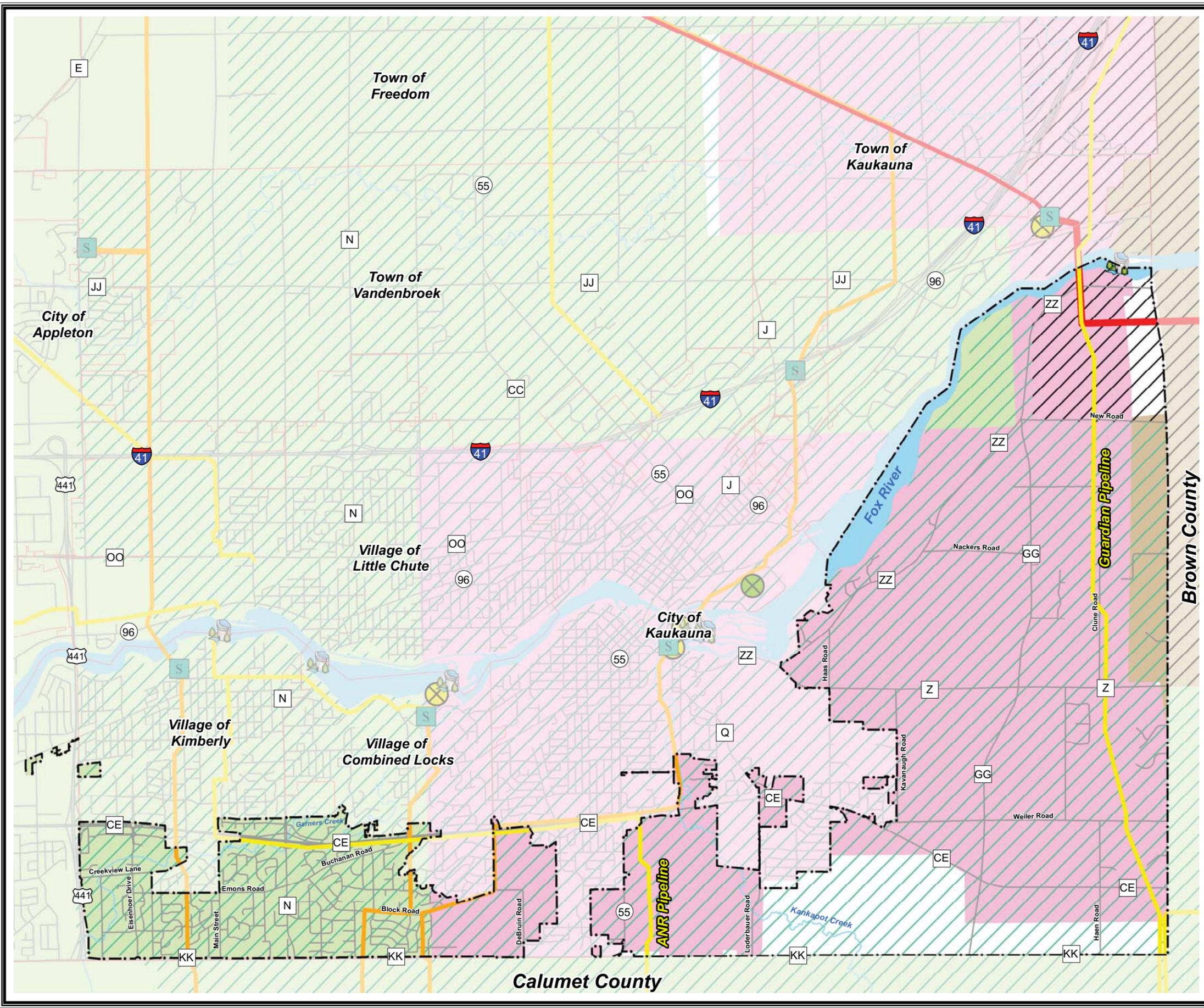
- Substation
  - Hydro Electric Dams
  - Coal Power Generating Site
  - Natural Gas Power Generating Site
  - Gas Pipeline
  - 345 Kilovolt Transmission Line
  - 138 Kilovolt Transmission Line
- Gas Utility Service**
- We Energies
  - Wisconsin Public Service Corporation
- Electric Utility Service**
- WE Energies
  - Wisconsin Public Service Corporation
  - Kaukauna Electric & Water Utility

Source:  
Base data: Outagamie County, 2016  
Utility data: ATC & Public Service Commission, 2016



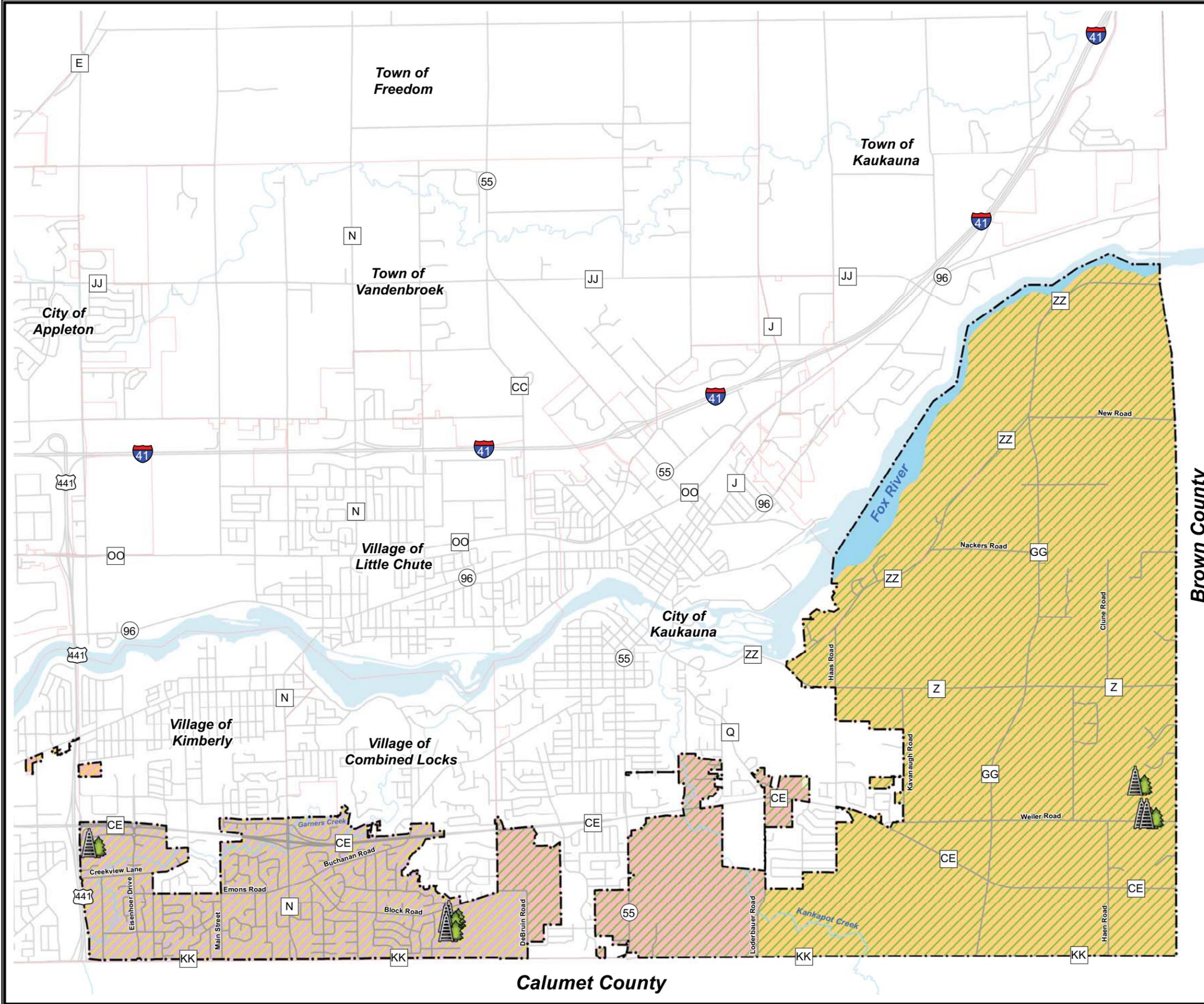
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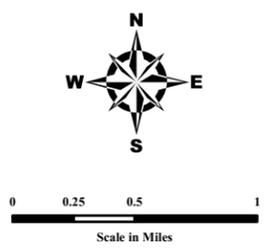


# Map 6-3 Town of Buchanan Comprehensive Plan Update Emergency Services

-  FCC
-  Gold Cross EMS
-  Kaukauna EMS
-  Buchanan Fire Department
-  Buchanan & Combined Locks Fire Department
-  Buchanan/Wrightstown/Hollandtown Fire Departments



Source:  
Base data: Outagamie County, 2016  
FCC Towers: FCC, 2017  
Fire/Ambulance Districts: Outagamie County, 2017



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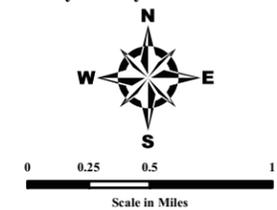
PREPARED JUNE 2018 BY:



# Map 6-4 Town of Buchanan Comprehensive Plan Update Community Facilities

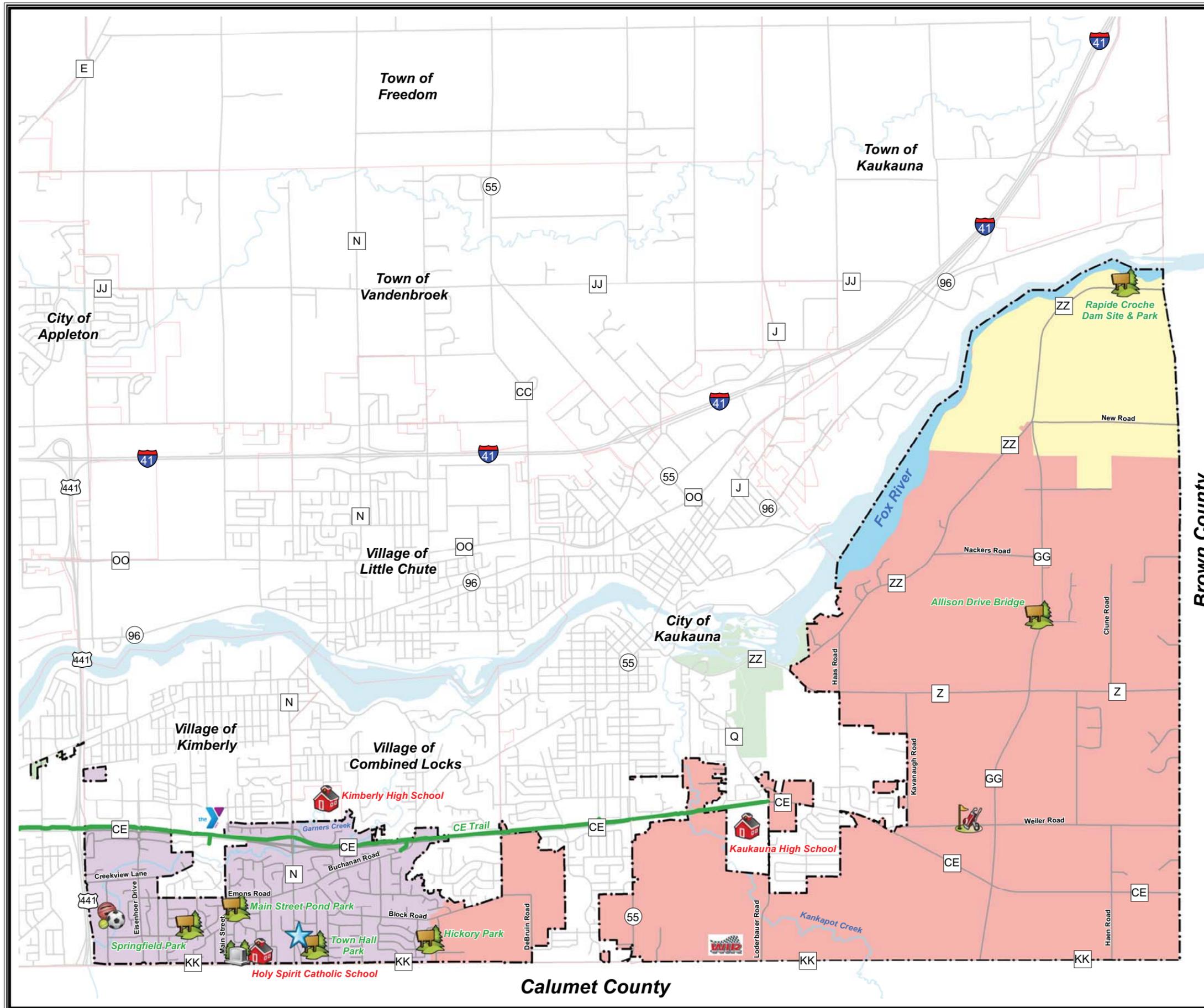
-  Buchanan Town Hall & Fire Station
-  Countryside Golf Course
-  Park Location
-  Holy Angels Cemetery
-  School Location
-  Soccer Heaven
-  WIR
-  YMCA
-  Off Road Shared Use Path
-  1,000 Islands/Doty Bayorgeon Recreation Area
-  Appleton Area School District
-  Kaukauna Area School District
-  Kimberly Area School District
-  Wrightstown Community School District

Source:  
Base data: Outagamie County, 2016  
School District data: Outagamie County, 2016  
Community Facility data: ECWRPC, 2017



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PREPARED JUNE 2018 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**



Brown County

Calumet County



## **CHAPTER #7**

# **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

## CHAPTER 7: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

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## CHAPTER 7: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

### INTRODUCTION

This chapter provides an inventory of existing agricultural, natural, and cultural resources in the Town of Buchanan. Issues associated with these resources are discussed and a vision, with supporting goals and objectives, is presented.

Wisconsin's Comprehensive Planning Law includes 14 goals for local comprehensive planning. The goals listed below specifically relate to planning for agricultural and natural resources:



Landl Farms, CTH GG

- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and environmental corridors.
- Protection of economically productive agricultural areas.
- Protection of agricultural lands for agricultural purposes.

### AGRICULTURAL, NATURAL AND CULTURAL RESOURCES VISION

#### AGRICULTURAL, NATURAL AND CULTURAL RESOURCES VISION

*In 2040, throughout Buchanan, natural areas, farmland, and open spaces enhance quality of life for residents and provide habitat for wildlife. Woodlands, wetlands, prime agricultural lands, and the Fox River remain the landscape features in the eastern part of Buchanan. In the western part of the Town, residential and commercial areas have been developed with protected open spaces and abundant landscaping. Residents and visitors enjoy access to the natural environment via a network of local and county trails connecting neighborhoods to the CE Trail, the Fox River, High Cliff State Park and surrounding communities.*

*Community-based organizations continue to provide leadership in developing educational and cultural activities for the residents of Buchanan.*

## AGRICULTURAL RESOURCES

Agriculture is the primary land use in Buchanan - accounting for about fifty-three percent of the Town's land base (2015). However, it is also among the most threatened use because in Buchanan, residential and commercial growth typically has occurred on land that was once farmed. Accordingly, development pressures decrease available agricultural acreage and threaten the viability of farming.

### Farmland Soils

Productive farm soils are located throughout the Town (Map 7-1, Table 7-1). Existing agricultural lands are most concentrated in the eastern part of the community. A classification system rating the suitability of a specific area based on soil type and condition was developed by the U.S. Department of Agriculture.<sup>1</sup> Prime farmland are generally defined as "land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods".<sup>2</sup> This includes the following classifications (1) All areas are prime farmland; (2) Prime farmland, if drained; (3) Prime farmland if protected from flooding or not frequently flooded during the growing season, and (4) Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season.<sup>3</sup> Farmlands of Statewide Importance, is land, in addition to prime and unique farmlands, that is of statewide importance for the production of food, feed, fiber, forage, and oil seed crops. Farmlands of Statewide Importance are not prime farmland. Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2015, was used to determine prime farmland.

Overall about 89% (8,836 acres, 88.8%) of the land within the Town is considered prime farmland with the majority classified as "All Areas Prime Farmland" (Map 7-1, Table 7-1).

---

<sup>1</sup> USDA 1993. USDA Handbook 18: Soil Survey Manual.

<sup>2</sup> United States Department of Agriculture, Natural Resource Conservation Service. NSSH Part 622 I NRCS. [http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/survey/?cid=nrcs142p2\\_054226](http://www.nrcs.usda.gov/wps/portal/nrcs/detail/soils/survey/?cid=nrcs142p2_054226).

<sup>3</sup> Prime farmland also includes areas that are irrigated. However, within Town of Buchanan this classification does not exist and was therefore omitted from the text.

**Table 7-1: Farmland Classifications**

| Soil Classification  | Acres | Percent |
|--|-------|---------|
| All Areas Prime Farmland   | 6,860 | 69.0%   |
| Prime Farmland, if Drained                                       | 1,576 | 15.8%   |
| Prime Farmland if Protected from Flooding/Not Frequently Flooded | 400   | 4.0%    |
| Farmland of Statewide Importance                                 | 170   | 1.7%    |
| Not Prime Farmland or Statewide Importance                       | 942   | 9.5%    |
| Total  | 9,948 | 100.0%  |

Source: NRCS - USDA 2015

### Farm and Farmland Losses

According to the 2012 Census of Agriculture, Outagamie County lost 192 farms between 2007 and 2012 (Table 7-2). However, while the number of farms decreased, the average size of a farm and the farm acreage increased during this time period. Within the Town of Buchanan, about 612<sup>4</sup> acres of farmland was lost in the Town of Buchanan between 2000 and 2015.

**Table 7-2: Outagamie County Farm Land, 2007 to 2012**

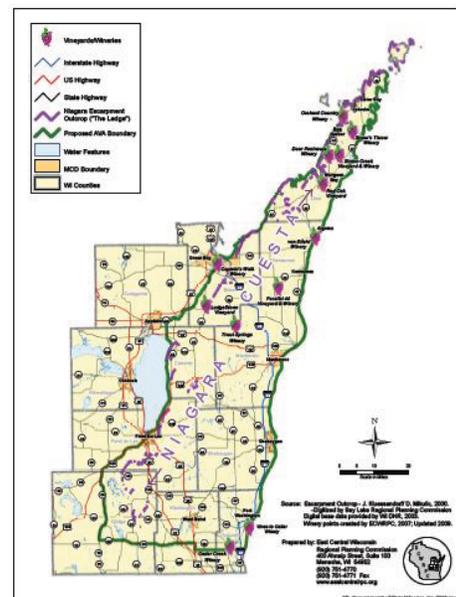
|                   | 2007    | 2012    | Change 2007-2012 | % Change |
|-------------------|---------|---------|------------------|----------|
| Number of Farms   | 1,362   | 1,170   | -192             | -14.1%   |
| Farm Acreage      | 247,482 | 250,748 | 3,266            | 1.3%     |
| Average Farm Size | 182     | 214     | 32               | 17.6%    |

Source: 2012 Census of Agriculture, USDA, National Agricultural Services

### Wisconsin Ledge American Viticultural Area (AVA)

American Viticultural Areas (AVA) are federally recognized growing areas. An AVA recognizes unique qualities of a landscape for its ability to grow grapes. The Wisconsin Ledge AVA, once finalized, will recognize the Niagara Cuesta for its unique ability to grow grapes.

The eastern part of the Town is included in the Wisconsin Ledge AVA.



Source: Niagara Escarpment Resource Network

<sup>4</sup> ECWRPC land use, 2000 and 2015.

A variety of factors threaten the long-term viability of farming in Buchanan. They include:

- a projected population of 10,180 by the year 2040;
- potential future annexation of land by the City of Kaukauna and the Village of Kimberly;
- the desire for large-lot residential development that takes farmland out of production;
- the increasing median age of farm operators combined with fewer young people interested in farming; and
- the high demand for residential housing in Buchanan and the Fox Valley.

To ensure that farming remains an important ongoing land use in Buchanan, this comprehensive plan seeks to identify prime agricultural areas to be protected from residential and commercial development. The location of these farming areas was selected based upon their long-term suitability for agricultural uses and the willingness of landowners to continue farming.

A variety of tools are available to local governments and farmers to preserve prime agricultural lands. These include Wisconsin's Farmland Preservation Program, various Natural Resource Conservation Service programs, and the purchase or transfer of development rights, among others. These programs are most effective in communities where farming will remain a primary land use over time. Successful farmland preservation efforts are dependent upon the support of local farmers and their ability to pursue new markets to sustain operations over time.

### **Long Term Sustainability of Farming in Buchanan**

This section provides options available to the Town and local farmers to preserve locally owned agricultural operations. Strategies to protect farmland include:

- conservation-based subdivision designs;
- land trusts and conservation easements;
- specialty farming;
- Agriculture Protection Zones;
- Incentive Zoning; and
- Overlay Districts.

The Economic Development Element of this plan also discusses more options for protecting viable farm operations including: permitting value-added operations such as cheese making and on- and off-farm direct retailing (roadside farm stands) and transitioning from conventional to organic farming techniques.

## Farmland and Open Space Preservation Tools<sup>5</sup>

### ***Conservation–Based Development***

Conservation-based development techniques may involve the establishment of a conservation easement. In a conservation subdivision, homes are “clustered” together so that a greater proportion of the land is protected from development.

- A typical conservation subdivision will require that 40% of a site be set aside and preserved as undevelopable open space.
- Protection and maintenance of the conserved area can be accomplished through a conservation easement held by a land trust, homeowners association, government body, or through deed covenants.
- The areas to be conserved must be protected indefinitely.
- The land designated for protection will be preserved as natural habitat, open space, or farmland. If it is farmland, special consideration should be given to where residential development is located (e.g. prevailing winds, buffers, etc.) to allow farm uses to coexist harmoniously with residential uses.
- In conservation subdivisions, the development of walking and bicycle trails is encouraged, particularly to provide limited access to protected natural areas.

In some situations, it is not feasible to reduce the lot size to develop a conservation subdivision. In these situations, lot lines can be extended so that there is no commonly owned open space, but rather private open space. Areas beyond the home sites can then be deed-restricted against further development, keeping the property open without creating a “common” open space. If viewed from above there is no difference in the resulting development. In Buchanan, the Rueden Ridge development is a great example of this situation. Private easements were used to create open space within the confines of a traditional ordinance. This approach is more cumbersome to approve, but the preservation result is the same.

### ***Land Trusts and Conservation Easements***

Land trusts provide another option to landowners seeking to protect natural areas and farmland. Land trusts provide landowners with advice on protection strategies that best meet the landowner’s conservation and financial needs. Land trusts accept lands donated by landowners for conservation purposes. Land trusts can also work with landowners to establish conservation easements.

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<sup>5</sup> *Washington County, Farmland & Open Space Preservation Tools, June 22, 2005.*

### What is a Conservation Easement?

A conservation easement is a **voluntary legal agreement** between a landowner and a land trust or government agency that limits present and future development of a parcel.

Under a conservation easement, the **landowner retains ownership** of the land (within the terms of the easement – e.g. only for farmland or natural space, not for development) and the land trust takes the responsibility for protecting the land's conservation values.

Donated conservation easements that meet federal tax code requirements can provide significant **tax advantages** to landowners because their land will be taxed as undevelopable land, which is a much lower rate than developable land. Qualified easements may also generate charitable contribution deductions for income and transfer tax purposes.

### **Specialty Farming**

Specialty or niche farming provides an alternative to conventional agricultural production, particularly for smaller farms attempting to compete with large agricultural operations. Buchanan's location and ready highway access provides an opportunity to market directly to the larger population centers of Northeastern Wisconsin and the Fox River Valley. Marketable agricultural products may include:

- Organic milk and cheese from local dairy operations.
- Organic vegetables and produce (sold locally at a collective farmers' market in Buchanan or in nearby cities).
- Aquaculture products.
- Pumpkin patches, berry farms, and orchards that allow visitors to pick their own produce.
- Walnuts, maple syrup, and pine trees (for landscaping or holidays) from local tree farms.
- Horse farms (offering boarding and potential future trail access).

Organic food is a fast-growing industry in the United States. Products that once occupied a boutique marketplace niche are becoming mainstream, as consumers seek healthier alternatives to conventional farm produce. Organic and specialty farming counter the notion that farms must become very big or be lost to development. They provide a profitable choice for small, local farmers. In addition, the Future Land Use Chapter identifies agricultural districts to target farm preservation.

### **Agriculture Protection Zoning (Exclusive Agriculture Zoning)**

Agriculture protection zoning is intended to preserve agriculture as a permanent land use. The most important characteristic of an agriculture protection zoning ordinance is the extent to which it limits the intrusion of new, nonagricultural uses (usually non-farm dwellings). Implementation

of an agricultural protection zoning ordinance depends on farmers and other rural residents to be open, agreeable, and supportive of a regulation that limits the amount of non-farming development that is permitted in the agricultural areas of the community. This tool helps maintain a sense of “rural character” by restricting non-farm-related development and requiring relatively large minimum parcel sizes (35 acres or more). In addition, agricultural zoning benefits farmers by providing them protection from large-scale urban development whose residents might find their farming practices a nuisance. The Town of Buchanan has an Exclusive Agricultural District.

However, there is no Exclusive Agricultural Zoning in Buchanan at this time. In the past, there has been no interest among landowners to establish such a district. This type of zoning does exist in Calumet County and in other areas of Outagamie County.

| <b>Agricultural Protection Zoning</b>   |   |
|---|---|
| <b>Benefit</b>  | <b>Limitation</b>   |
| <ul style="list-style-type: none"> <li>• Helps prevent agricultural land from becoming fragmented by residential development</li> <li>• Clearly identifies agriculture as primary land use</li> <li>• Easily implemented by municipalities</li> <li>• Able to protect large areas of agricultural land</li> </ul> | <ul style="list-style-type: none"> <li>• Does not permanently preserve agricultural land</li> <li>• Does not protect agricultural land from annexation</li> </ul> |

***Incentive Zoning (Density Bonus Incentives)***

Local units of government may use density bonuses as part of their development review and/or subdivision approval process. This approach assumes that if specified criteria are met, then a proposed development would be approved with more use of a site (such as more dwelling units per acre) than would otherwise be permitted by the community. That is, greater development density would be allowed if certain conditions are met. These “density bonuses” are a form of incentive that a community can offer to a developer who does the kind of development that a community seeks.

Density bonuses may be used to achieve a wide array of community objectives, such as preservation of agriculture land, open space, and conservation of wetlands, water bodies, forests, meadows and other natural features that the community values. A list of density bonus criteria would need to be incorporated into Buchanan’s subdivision, zoning, or other development review regulations.

| Incentive Zoning (Density Bonus Incentives)  |   |
|--|---|
| Benefits   | Limitations   |
| <ul style="list-style-type: none"> <li>Allows for the protection of environmentally sensitive areas while providing development to occur on the property.</li> <li>Does not impose any direct costs on the landowners and developers.</li> </ul> | <ul style="list-style-type: none"> <li>Neighbors may oppose due to concerns of increased density of development.</li> <li>May not be mandatory tool; thus there is little assurance that desired project designs will be implemented by developers.</li> <li>Can be difficult for local officials to enforce unless bonus criteria are clearly spelled out in an ordinance or policy document.</li> </ul> |

### **Overlay District**

An overlay district is used to establish alternative land development requirements within a specific area of a community that requires special attention, such as an environmentally sensitive area or rapidly developing highway corridor. The overlay is superimposed over conventional zoning districts. It consists of a physical area with mapped boundaries and an ordinance detailing requirements that are either added to, or in place of, those of the regulations. Overlay districts specify requirements that take precedence over those of the underlying districts they cover.

| Overlay Districts   |  |
|---|--|
| Benefits  | Limitations  |
| <ul style="list-style-type: none"> <li>Help protect natural resources in desired areas in the community</li> <li>Easily implemented</li> <li>Recognizes land dedicated to agriculture or other specific use</li> <li>Help protect large blocks of land</li> </ul> | <ul style="list-style-type: none"> <li>Additional zoning requirements</li> <li>Not a permanent solution to protect land from development pressures</li> <li>Sanctions for withdrawing from district may not be strong enough to discourage conversion out a specific land use</li> </ul> |

### **“Options Review” for Developers**

This tool requires developers to consult with public agencies and local non-profit organizations working on farmland/open space preservation prior to coming forward with subdivision or site plan applications. This creates the opportunity to explore ways to protect portions of the site for preservation for the purpose of farmland use and/or natural resource conservation. One major limitation to this type of tool is that a community utilizing this tool may find that developers may choose not to implement any of the preservation options proposed since they are not mandatory.

| <b>“Options Review” for Developers</b>  |  |
|---|--|
| <b>Benefits</b>   | <b>Limitations</b>   |
| <ul style="list-style-type: none"> <li>Opportunity for developers to consult with public agencies and local organizations to explore farmland and open space preservation areas of developments.</li> </ul> | <ul style="list-style-type: none"> <li>Staff resources needed to implement program</li> <li>Not mandatory, therefore developers may choose not to participate</li> </ul> |

## **NATURAL RESOURCES<sup>6</sup>**

A correlation often exists between the presence and prevalence of open space and the positive feelings people have about their community. In this way, maintaining the natural environment is a key factor in enhancing positive “quality of life” attitudes among local residents.

In many respects, the natural landscape determines where development can and can’t happen. Diverse topography limits the type and density of development that can occur. Certain soils types have limitations that preclude development upon them. Preservation of natural resources (wetlands, surface and groundwater, woodlands, shorelines) is an important priority in Buchanan. Local residents value the benefits provided by a healthy and diverse natural environment. Many of Buchanan’s natural assets are shown on the natural resources maps in this chapter.

This portion of the chapter seeks to provide the natural resources found in Buchanan. The topics addressed here correspond to those topics required under the Wisconsin Comprehensive Planning Law. Additional sources providing more information, including regulatory requirements, are highlighted, where possible

### **Glaciation, Topography, and Geology**

Buchanan, like most of Wisconsin, owes its unique landscape to the cumulative effects of past ice ages. More than 95% of Wisconsin’s natural lakes and many of its major rivers (including the Fox and Wisconsin Rivers) were formed during the last glacial recession. The Wisconsin Glacial stage began approximately 65,000 years ago and lasted about 54,000 years. The ice that covered most of the state was up to one mile thick in places and extended in five lobes: the Superior, Chippewa, Wisconsin Valley, Green Bay, and Lake Michigan lobes. The Green Bay lobe extended along the eastern part of the state carving out Green Bay, the Fox River, and Lake Winnebago and reaching as far south as the City of Madison. As these lobes receded, they left glacial lakes in their path. The last glacier in Wisconsin began receding about 11,000 years ago.

<sup>6</sup> Portions excerpted from the Town of Buchanan Comprehensive Plan, January 1998.

The Town of Buchanan is part of the Eastern Ridges and Lowlands geographic province of Wisconsin<sup>7</sup>. Topography in the Town is characterized by flat to gently rolling, interrupted only by the ravines cut out by Garners Creek, Kankapot Creek and other streams and tributaries. Elevation in the Town varies from 600 to 800 feet above sea level. The lowest elevation in the Town as well as Outagamie County is about 600 feet where the Fox River enters Brown County in the northeast corner of the Town. The highest elevation in the Town is about 800 feet and is found in the southeastern corner of the Town. Approximately 482 acres of steep slopes exist within the Town, occurring along Garners Creek, Kankapot Creek and the Fox River corridors (Map 7-2, Table 7-3).

**Table 7-3: Steep Slopes, High Bedrock, High Groundwater**

| Soil Classification          | Acres | Percent |
|------------------------------|-------|---------|
| Slope Greater than 12%       | 482   | 4.8%    |
| Bedrock Less than 5 Feet     | 41    | 0.4%    |
| Groundwater Less than 2 Feet | 1,735 | 17.4%   |
| Total                        | 9,948 | 100.0%  |

Source: NRCS-USDA Web Soil Survey (WSS), Accessed 2015

## Soils

Soils provide the physical base for agriculture and development within the Town. Knowledge of the limitations and potentials of the soil types is important in evaluating crop production capabilities or when considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, erosion, and/or high water tables which place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but rather indicate that more extensive construction measures may need to be taken to prevent environmental and/or property damage. Such construction techniques generally increase the cost of development and the utilities needed to service the development.

All of the soils within the Town of Buchanan belong to the Winneconne-Manawa Association (Map 7-3). The Winneconne-Manawa Association is well drained to somewhat poorly drained, nearly level to sloping, medium textured and moderately fine textured, slowly permeable or very slowly permeable soils that are underlain by silty clay glacial till or clay lacustrine sediments.

## Watersheds and Drainage

The surface water drainage system for the Town of Buchanan is located in the Lower Fox River drainage basin. The area is covered by the Plum and Kankapot Creeks (LF03) sub-watershed and is a WDNR Priority Watershed for nonpoint pollution (Map 7-4). In recent years the Fox-Wolf Watershed Alliance<sup>8</sup> has been coordinating with various partners to establish watershed recovery efforts throughout Plum and Kankapot Creeks watershed. The stream and tributaries

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<sup>7</sup> <http://www.wisconsin.com/wisconsin/geoprovinces/easternridges.html>.

<sup>8</sup> Fox-Wolf Watershed Alliance; <http://fwwa.org/our-work/watershed-recovery/lower-fox-river-recovery>.

in the Town are generally oriented toward the north and east, toward the Fox River. Several streams and tributaries, that are part of the Garners Creek drainage basin, drain the western portion of the Town, west of STH 55. Garners Creek discharges into the Fox River in Combined Locks. The area immediately east of the Garners Creek drainage basin drains into Kankapot Creek, a perennial stream which empties into the Fox River in Kaukauna. Except for the area adjacent to the Fox River, as previously described, the eastern part of the Town is located in the Plum Creek drainage basin. Plum Creek empties into the Fox River just west of Wrightstown.

## Lakes

The Town of Buchanan does not have any named lakes. The nearest lake to the Town of Buchanan is Lake Winnebago.

## Groundwater and Aquifers

Groundwater is the primary source of potable water for the residents in the eastern part of Buchanan. (More information about drinking water in Buchanan is provided in the Utilities and Community Facilities Element.) The ground beneath Buchanan is comprised of glacial outwash and till. These deposits rest upon a layer of dolomite limestone, which itself sits upon a layer of granite. It is from the aquifer formed by these glacial deposits that the majority of Buchanan's eastern residents draw their potable water.

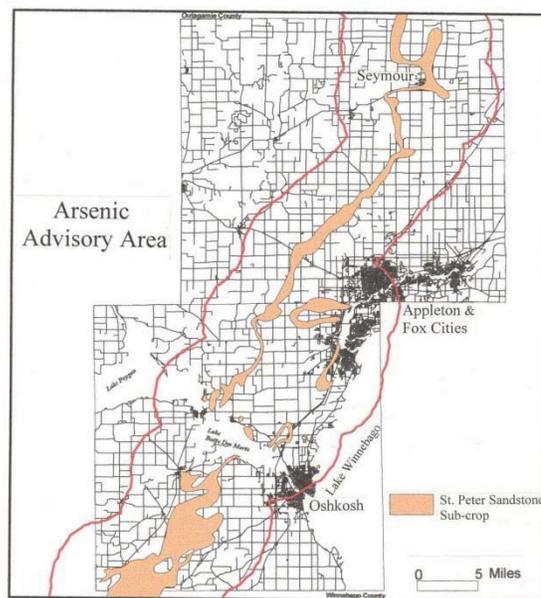
Aquifers are stratum, or layers, of gravel, sand, or porous, fractured, or cavernous rock capable of holding and/or conducting water. When fully charged, an aquifer is saturated with water. Water collects in the recharge area and flows, or percolates, to the lowest point of the aquifer. Recharge areas serve a function similar to that of headwaters for a river. They are the entry point for rainwater and snow melt into the aquifer. As the entry point, recharge areas are one of the most likely venues for contamination of groundwater.

### What is an Aquifer?

An aquifer is a layer of gravel, sand, or porous, fractured, rock capable of holding or conducting water. When fully charged, an aquifer is saturated with water. Most, if not all, private wells in Buchanan draw water from an aquifer made up of glacial outwash very near the surface.

In communities without municipal water supplies, people get their water from private wells. In most cases these wells draw water from aquifers with recharge areas located outside of the community. In many instances, the recharge area may be located in another county altogether. How fast the water percolates depends upon the type of aquifer. Those comprised of sand and gravel are highly permeable. Limestone aquifers are less so. In slowly percolating aquifers the water from a faucet may have fallen as rain hundreds, or thousands, of years ago.

The distance and rate that water percolates through, and the depth from the surface of, an aquifer play key roles in the determining the purity of water drawn from it. The farther the distance and slower the percolation rate, the greater the level of purification that occurs. Aquifers located deep underground, particularly those covered by an impervious layer of deep clays or shale, are less susceptible to ground water contamination. Land uses related to residential, commercial, industrial, and agricultural development all pose a risk to groundwater resources. Failing septic systems, unregulated landfills, leaking underground storage tanks, the uncontrolled application of fertilizers and pesticides, and road salt are all sources of contamination. Water quantity is another area of potential concern. As the population of the community continues to grow, more strain will be placed upon the aquifer. The long-term viability of the sand and gravel aquifer as a potable water source is not yet known.



Source: Wisconsin Department of Natural Resources

Map 7-5 and Table 7-4 highlight areas with a higher susceptibility of groundwater contamination. Approximately 59% of the Town has a low susceptibility to groundwater contamination. These areas correlate with areas of high bedrock (within 5 feet) where overlying soils are thin and areas of high groundwater (within 2 feet) (Map 7-2 and Table 7-3).

**Table 7-4: Groundwater Contamination Susceptibility**

| Classification | Acres | Percent |
|----------------|-------|---------|
| Lowest         | 5,851 | 58.8%   |
| Moderate       | 3,827 | 38.5%   |
| Highest        | 269   | 2.7%    |
| Total          | 9,948 | 100.0%  |

Source: UW-Extension 2014

The WDNR has identified portions of the central part of the region in Winnebago, Outagamie, and Shawano counties as an “Arsenic Advisory Area”. This area coincides with the sub-crop of the St. Peter Sandstone and has one of the primary sulfide mineral bearing zones lying just below the glacial sediments. These sulfides breakdown when exposed to oxygen to create arsenic.

## **Wetlands and Floodplains**

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks from erosion. Protection of wetlands in the Town is important since they serve vital environmental functions including flood control, water quality improvement, groundwater recharge and wildlife habitat.

A complex set of regulations by various local, state, and federal agencies places numerous limitations on the development and use of wetlands and shorelands. The Shoreland-Floodplain-Wetland Ordinance adopted by Outagamie County regulates shoreland use and development within 300 feet of the ordinary high watermark of navigable rivers or streams or to the “landward side of the floodplain, whichever distance is greater” and shoreland use and development within 1,000 feet of the ordinary high watermark if navigable lakes, ponds or flowages. The Department of Natural Resources regulates the placement of structures and other alterations below the ordinary high watermark of navigable streams and lakes. The United States Army Corps of Engineers has authority over the placement of fill in many wetlands. Wetland preservation criteria are incorporated by the U.S. Department of Agriculture into its crop price support program. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization.

Wetland areas in Buchanan are limited due to the rolling topography and the well-established drainage ways that are found in the Town (Map 7-4). Within the Town, wetlands exhibit a diversity of hydrologic and vegetative characteristics. Some of the wetlands have areas with wet soils which are forested with broad leaved deciduous trees, some have areas with either wet soil or standing water which support broad leaved deciduous scrub-shrub, others have areas with either persistent or narrow-leaved persistent emergent/wet meadow vegetation types, and still others are either grazed or farmed in dry years. There are approximately 58 acres of wetland in the Town (Table 7-5) and about 17 acres of wetlands that are found in a floodplain.

Floodplains serve many important functions related to flood and erosion control, water quality, groundwater recharge and fish and wildlife habitats. Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property (Map 7-4 and Table 7-5). Approximately 8.6% of the Town is found within a wetland, while another 0.2% of the Town is floodplain and wetland combined. Regulations place limitations on the development and use of wetlands and floodplains. A municipality has the authority to accord greater protection to wetlands, shoreland and floodplain areas under the state statutes.

Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property. The FIRM Flood Insurance Rate Map identifies some areas along the Fox River in the northern part of the Town as areas subject to flooding. In addition, one small area along the ravine of an unnamed tributary to Garners Creek adjacent to the Village of Combined Locks within the Town is also subject to flooding. The golf course located on Weiler Road helps

provide flood protection to surrounding farmland areas through a series of drainage ways and ponds that provide surface water storage capacity.

Outagamie County has adopted Chapter 44, Shoreland Protection Ordinance, regulating development in designated flood hazard areas. Within the adopted zone, residents of the Town are eligible to participate in the federal Flood Insurance Administration's insurance program. The flood insurance program requires all structures constructed or purchased in designated flood hazard areas, with loans from federally insured banks, be covered by a flood insurance policy.

**Table 7-5: Wetlands and Floodplains**

| Type                         | Acres | Percent |
|------------------------------|-------|---------|
| Wetlands Larger than 5 Acres | 58    | 0.6%    |
| Floodplains                  | 857   | 8.6%    |
| Floodplains & Wetlands       | 17    | 0.2%    |
| Total                        | 9,948 | 100.0%  |

Source: WDNR, 2015

## Woodlands

The first record of vegetation in Wisconsin occurred in the 1800's, when the U.S. General Land Office completed a land survey of the entire state. In the Town of Buchanan, the native vegetation was composed primarily of deciduous forest (sugar maple, basswood, elm, yellow birch). During the last half of the nineteenth century much pre-settlement forestland was cut and cleared for agriculture.

Presently, woodland areas in the Town of Buchanan are scattered throughout the community (Map 9-1). Some of the most densely wooded areas are found along established drainage ways in the Town such as Garners Creek, Kankapot Creek and the Fox River. Areas along the Fox River are heavily wooded due to steep banks which limit development. It is encouraged that these banks remain wooded to prevent erosion and protect water quality.

## Wildlife Habitat

The primary threats to wildlife in Buchanan, as elsewhere, are habitat loss and habitat fragmentation. Habitat loss typically occurs through the destruction of natural and agricultural lands during the commercial or residential development process. Fragmentation occurs when large contiguous areas of wildlife habitat are broken apart during commercial and residential development and new road construction. When fragmentation occurs, the remaining wildlife areas are known as habitat islands. Reconnecting fragmented habitat islands is the most effective way of increasing wildlife diversity. Preservation of continuous areas of open space, environmental corridor protection (see below), trail network development, and the use of conservation-based subdivision designs will protect wildlife habitat.

## Environmental Corridors

Environmental corridors are components of the landscape connecting natural areas, open space, and wildlife habitat. They provide physical linkages between fragmented habitat areas and provide animals and insects a means of travel to and from feeding and breeding places. Fish and wildlife populations, native plant distribution, and even clean water all depend upon movement through corridors. Most native species decline when habitat areas are fragmented due to agricultural operations or residential and commercial development. Wildlife populations isolated in one location, like a stand of trees or a secluded wetland, can overpopulate or die out without adequate corridors that allow free and unimpeded movement.

The functional effectiveness of a corridor depends on the type of species that use it, its size and shape, and its edge effects. Larger corridors offer greater habitat diversity. Linear corridors tend to be less diverse but offer important migration routes. Edge effects include the penetration of wind, light, and sound, as well as visibility beyond and into surrounding areas. They are crucial in determining the type of habitat a corridor will provide.

One way to think of environmental corridors is to compare them to hallways. A building contains hallways, which are places of concentrated movement back and forth; and rooms, which are destination points where people eat, work, play, and sleep. The hallways serve to link places of activity. Just as hallways enhance the operation of a building, environmental corridors increase the value of natural resource areas. Areas of concentrated natural resource activity (“rooms”), such as wetlands, woodlands, prairies, lakes, and other features, become more functional when linked by environmental corridors (“hallways”).<sup>9</sup>

In suburban environments, corridors often lie along stream and riverbanks. More than seventy-percent of all terrestrial wildlife species use riparian corridors. In farming areas, fencerows provide important habitat links for songbirds and other wildlife. In Wisconsin, fencerows were used to mark-off ownership of farm fields. Stones and stumps cleared from cultivated areas were laid along property lines or to separate “forties,” the common forty-acre field. During the 1920’s the federal government advocated tree-lined fencerows as a means of reducing topsoil loss. Nation-wide, farmers began planting trees along fence lines to reduce wind erosion. Over time, these fence lines became more complex, providing habitat for a variety of plant and animal species. As more of Wisconsin’s farms are converted to subdivisions, these important areas wildlife habitat are lost.

## Threatened and Endangered Species

WDNR defines an endangered species as any species whose continued existence as a viable component of this state’s wild animals or wild plants is determined by the Department to be in jeopardy on the basis of scientific evidence. Threatened species are defined as any species which appears likely, within the foreseeable future, on the basis of scientific evidence to become

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<sup>9</sup> Source: Environmental Corridors: “*Lifelines for Living*”; University of Illinois Extension; Fact Sheet Series, 2001-013.

endangered. The United States Fish and Wildlife Service (USFWS), maintains a listing of all threatened and endangered species in the nation. A search of this data base found two species listed for Outagamie County. The Snuffbox mussel (*Epioblasma triquetra*) is listed as endangered and the Northern Long-Eared Bat (*Myotis septentrionalis*) is listed as threatened.<sup>10</sup> WDNR maintains a similar listing of all endangered and threatened species for the State of Wisconsin. It is against the policy of the USFWS to identify specific areas where species may exist. However, WDNR does provide list of rare plant and animal species on a Township basis. Table 7-6 provides the WDNR NHI Township listings. Generalized versions of the databases are included on Map 7-4.

**Table 7-6: Town of Buchanan Threatened/Endangered Species**

| Scientific Name                   | Common Name                       | WI     | Federal | Group     |
|-----------------------------------|-----------------------------------|--------|---------|-----------|
|                                   |                                   | Status | Status  |           |
| <i>Falco peregrinus</i>           | Peregrine Falcon                  | END    |         | Bird      |
| Migratory Bird Concentration Site | Migratory Bird Concentration Site | SC     |         | Other~    |
| Northern mesic forest             | Northern Mesic Forest             | NA     |         | Community |
| <i>Ruellia humilis</i>            | Hairy Wild Petunia                | END    |         | Plant     |
| Southern dry-mesic forest         | Southern Dry-mesic Forest         | NA     |         | Community |

Source: WDNR NHI Township Search Tool, <http://dnr.wi.gov/topic/NHI/Data.asp?tool=township&mode=detail>

Note: WI Status, END = endangered; THR = threatened; SC = special concern

### Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckthorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The invasive species rule (Wis. Adm. Code Ch. NR40) makes it illegal to possess, transport, transfer, or introduce certain invasive species in Wisconsin without a permit.

### Metallic and Non-Metallic Mining Resources

As part of NR 135, Wisconsin Administrative Code, adopted in December 2000, any community in Wisconsin may adopt an ordinance to establish requirements for reclamation of non-metallic mines, such as gravel pits and rock quarries. If a town decides not to develop its own ordinance, a county may develop an ordinance for the area in its stead. Likewise, regional planning agencies may develop ordinances for counties within their region. The ordinances must establish reclamation requirements to prevent owners and operators of quarries and gravel pits from abandoning their operations without proper reclamation of the mine or quarry.

<sup>10</sup> US Fish and Wildlife Service, Environmental Conservation Online System; <https://ecos.fws.gov/ecp0/reports/species-by-current-range-county?fips=55087>.

The process of siting a mine continues to be a local matter governed under existing zoning procedures by local authorities. The new reclamation requirements through NR 135 add to the status quo, but do not replace or remove any other current means of regulation. The requirements neither regulate active mining processes nor have any effect upon local zoning decisions like those related to the approval of new mine sites.

Under the law, any landowner of a demonstrated “marketable non-metallic deposit” may register the site for mining. The local zoning authority may object to the application if the zone does not permit non-metallic mining as a use. Registration expires after a 10-year period and may be extended for a single 10-year period if it is demonstrated that commercially feasible quantities continue to exist at the property. Towns rezoning property in a manner consistent with a comprehensive plan are not required to permit non-metallic mining operations that are inconsistent with the plan.

There are no non-metallic mining (quarries) in the Town of Buchanan at this time. No applications for new non-metallic mining areas are pending.

### **Solid and Hazardous Waste Sites**

The Solid and Hazardous Waste Information Management System (SHWIMS) provides access to information on sites, and facilities operating at sites, that are regulated by the Wisconsin Department of Natural Resources’ (WDNR) Waste Management program. Activities that occur at facilities include landfill operation, waste transportation, hazardous waste generation, wood burning, waste processing, sharps collection and many more. A search of the database for solid waste landfills/disposal facilities indicates that there are five landfills/disposal facilities within the Town of Buchanan (Map 7-2):

- CE Land LLC LF (FKA Kaukauna Land Inc.), N9302 STH 55, NE 1/4 of the SW 1/4 of Section 25, T21N, R18E (Status: Closed)
- City of Kaukauna Landfill, CTH Z, NW 1/4 of the NW 1/4 of Section 30, T21N, R19E (Status: Closed)
- Kenneth Schmalz Property, Adjacent to CTH KK and Main Street, SW 1/4 of the SW 1/4 of Section 33, T21N, R18E (Status: Unknown)
- Ehrer Sanitary Service - Midwest Disposal, 600 Block CTH CE (south), NE 1/4 of the NW 1/4 of Sec 36, T21N, R18E (Status: Unknown)
- Vandaalwyk Landfill, North of CTH KK, SE 1/4 of the SE 1/4 of Section 36, T21N, R18E (Status: Unknown)

In addition, there is one landfill facility in the City of Kaukauna that is adjacent to the Town:

- Red Hills Landfill - Phases 5 and 6, 1701 CTH Z, SW 1/4 of the NW 1/4 of Section 30, T21N, R19E (Status: Active)

## **Air Quality**

A few common air pollutants are found throughout the United States. These pollutants can impair human health, harm the environment and cause property damage. The United States Environmental Protection Agency (USEPA) calls these criteria air pollutants because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. One set of limits (primary standard) protects health; another set of limits (secondary standard) is intended to prevent environmental and property damage. A geographic area that meets or exceeds the primary standard is called an attainment area; areas that don't meet the primary standard are called non-attainment areas.

Since alternative modes of transportation are, at present day, less viable or unavailable in some instances, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County). The primary and secondary National Ambient Air Quality standard for ozone is 0.075 ppm.<sup>11</sup> Monitored values of ozone represent ground level ozone, which is not directly emitted into the air. Ozone concentrations typically reach higher levels on hot sunny days in urban environments; it can be transported long distances by wind. The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.<sup>12</sup> Particulate matter (PM) is a mixture of solid particles and liquid droplets. It includes acids, organic chemicals, metals, soil or dust, and allergens. According to the Wisconsin Air Quality Trends, 2014, Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2012.

## **Building and Sanitary Suitability Maps**

Maps 7-6 and 7-7 illustrate the suitability for development in the Town of Buchanan based on local soil types found in Buchanan. Knowledge of soil limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives, such as residential development. Soil problems that limit development potential include: slumping, compaction, erosion and high water tables. Severe soil limitations do not always mean a site cannot be developed, but rather that more extensive construction measures may have to be taken to prevent damage to the land or structures.

Map 7-6 and Table 7-7 reveals that some of the better lands for building suitability (with basements) are located on the easternmost end of the township. About 40.3% of the Town has soils that area considered somewhat limited for building site development (with basements).

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<sup>11</sup> Primary standard limits are set to protect public health, while secondary standards are set to protect public welfare.

<sup>12</sup> Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends*, April 2014.

**Table 7-7: Soil Potential for Building Site Development**

| Rating           | Acres | Percent |
|------------------|-------|---------|
| Very Limited     | 5,871 | 59.0%   |
| Somewhat Limited | 4,011 | 40.3%   |
| Not Rated        | 63    | 0.6%    |
| Total            | 9,946 | 100.0%  |

Source: NRCS-USDA Web Soil Survey (WSS),  
Accessed 2015

However, these lands are not particularly suited for traditional on-site sewage disposal systems (Map 7-7 and Table 7-8), are beyond the Darboy Sanitary District, and are some of the most productive agricultural lands in the Town.

**Table 7-8: Soil Limitations for Septic Tank Absorption Fields**

| Rating       | Acres | Percent |
|--------------|-------|---------|
| Very Limited | 9,882 | 99.4%   |
| Not Rated    | 63    | 0.6%    |
| Total        | 9,946 | 100.0%  |

Source: NRCS-USDA Web Soil Survey (WSS),  
Accessed 2015

Development in this portion of the Town should either be served by the sanitary district or utilize innovative sewage treatment technologies permissible under SPS 383. Soil limitations for septic tank absorption fields exist throughout the Town. This map is not intended to serve as a substitute for on-site soil investigations, but rather as an indicator or reasonable expectations for soils underlying a site.

## **CULTURAL RESOURCES<sup>13</sup>**

Historical and cultural resources, like natural resources, are valuable community assets warranting preservation. Town governments, like other governments in Wisconsin, have the authority to preserve their historical heritage (Wisconsin Statutes §60.64). One of the most effective ways to do so is through a local historic preservation ordinance. The historic preservation ordinance can establish procedures to designate historically and culturally sensitive properties and places and to review projects that have the potential to negatively affect these important places.

<sup>13</sup> Much of the text included in the following paragraphs was excerpted from Town Governments and Historic Preservation, Wisconsin Historical Society, 2004.

## State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historic Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state or local history. Sites are based on the architectural, archaeological, cultural or engineering significance. In Wisconsin, if a property is listed on one then it is typically listed on the other.

Presently there is one property listed on the National Register:

- Rapide Croche Lock and Dam Historic District.

The National Register is not a static inventory. Properties are constantly being added, and less frequently, removed. It is therefore important to access the most recent updated version of the National Register properties.

## Architectural and Historic Inventory (AHI)

The Wisconsin Historical Society has created the Architecture and History Inventory (AHI), an internet-based search engine that provides architectural and historical information on approximately 140,000 properties in Wisconsin. The AHI contains information on historic buildings, structures and objects throughout Wisconsin. Each property has a digital record providing basic information about the property and most include exterior images. The Wisconsin Historical Society lists 17<sup>14</sup> historical listings in Buchanan on its AHI<sup>15</sup>:

15 Buildings:

- House - County Highway K, 1/2 mile east of County Highway HH, Reference Number: 68220
- House - Railroad St, W Side, 200' south of College Ave, Reference Number: 68222
- Nytes Barn - County Highway ZZ, Reference Number: 68228
- Nytes Residence - County Highway ZZ, Reference Number: 68229
- House - 4026 County Highway ZZ, Reference Number: 73817
- House - North of Debruin Rd, 1/2 mile west of HH, Reference Number: 73365

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<sup>14</sup> <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:20,Nrc:id-4-dynrank-disabled%7cid-4294961467-dynrank-disabled,N:4294961440-4294963741&dsNavOnly=Ntk:All%7cBuchanan%7c3%7c.Ny:True,Ro:0>.

<sup>15</sup> The Rapid Croche Lock and Historic District includes the locks and buildings that are located on the north side of the river and not in the Town of Buchanan.

- Dave Feldkamp Garage - 5781 County Highway ZZ, Reference Number: 73819
- Lamers - 6455 County Highway ZZ, Reference Number: 73821
- House - 5378 County Highway ZZ, Reference Number: 73816
- Dercks House- 3731 County Highway ZZ, Reference Number: 73818
- Holy Angel Church, County Highway KK, north side, 1/4 mile west of County Highway N, Reference Number: 68226
- Feldknap House - County Highway ZZ, Reference Number: 47161
- House – North side of KK, 1/4 mile west of N, Reference Number: 73366
- Bill Feldknap Barn - 6186 County Highway ZZ, Reference Number: 73820
- House - Weiler Rd, north side, 50' west of Haen Rd, Reference Number: 68231

2 Structures:

- Rapide Croche Dam - Rapide Croche Lock and Dam, Reference Number: 27752
- Allison Dr Stone Arch Bridge, Reference Number: 101904 (Note: less than 20 such bridges remain in Wisconsin)

### **Archaeological Sites Inventory**

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date information on sites within the Town of Buchanan, contact the State Historic Preservation Officer at the Wisconsin State Historical Society.

### **Locally Significant Historic Places**

Locally significant historic places are historic structures, historic sites, or historic districts which have a distinctive historic, architectural or cultural significance to a community. According to the Town of Buchanan the Allison Drive Stone Arch Bridge is considered to be locally significant.

### **Preservation Tax Incentives**

The Federal government encourages the preservation of historic buildings through various means. One of these is the program of Federal tax incentives to support the rehabilitation of historic and older buildings. The Federal Historic Preservation Tax Incentives program is one of the Federal governments most successful and cost-effective community revitalization programs. The Preservation Tax Incentives reward private investment in rehabilitating historic properties such as offices, rental housing, and retail stores. Current tax incentives for preservation, established by the Tax Reform Act of 1986 (PL 99-514: Internal Revenue Code section 47 [formerly Section 48(g)]) include:

- A 20% tax credit for the certified rehabilitation of certified historic structures; and,
- A 10% tax credit for the rehabilitation of non-historic, non-residential buildings constructed before 1936.

If an owner qualifies for a 20% federal tax credit and receives approval before beginning a project, the owner will automatically receive a 5% Wisconsin tax credit. More information on this and other programs to protect and restore historic structures is available from the Wisconsin State Historical Preservation Officer. These programs may be particularly useful in preserving the historic stone arch bridge in Buchanan.

## **COMPARISON TO SURROUNDING PLANS**

To ensure consistency with surrounding communities, existing plans from adjacent municipalities were reviewed. Through intergovernmental cooperation, Buchanan will work with surrounding communities to realize the visions of Buchanan and the other municipality. Outagamie County, Calumet County and East Central Wisconsin Regional Planning Commissions plans are consistent with the desire to retain productive farmland, preserve natural resources, and protect important historical resources. What follows is some more specific information as it relates to the completed Kaukauna and Harrison plans.

### **City of Kaukauna**

The *City of Kaukauna Comprehensive Plan*<sup>16</sup> Environmental Chapter discusses natural features shared by Buchanan and Kaukauna. The *City of Kaukauna Comprehensive Plan* states: “the City of Kaukauna should into consideration future land use plans of surrounding towns and villages and any other comprehensive planning efforts in relation to agriculture in order to promote sustainable development practices on best suited lands to avoid conflicting land uses.” The Konkapot Creek and the Fox River are identified as a water resource that should be protected through the establishment of vegetative buffers or other best management practices. Buchanan is encouraged to work with Kaukauna to protect these valuable natural resource corridors.

### **Village of Harrison**

The *Village of Harrison Comprehensive Plan Update*<sup>17</sup> does not address specific natural/cultural resources directly associated with Buchanan. A goal of the plan is to “protect the productive agricultural lands in the Village for long-term farm use and maintain agriculture as a major economic activity and way of life outside the sewer service area; to conserve, protect, and enhance the natural resources and environmentally sensitive areas that exist in the Village”; and to balance responsible growth with protection of natural resources in the village based on

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<sup>16</sup> City of Kaukauna Comprehensive Plan, Adopted January, 2013.

<sup>17</sup> Village of Harrison Comprehensive Plan Update, Draft, February, 2017.

community needs. Buchanan should continue to work with the Village of Harrison to protect and preserve natural and agriculture areas along common boundaries as desired by local landowners.

The Town of Harrison plan also states “the Village should not support the creation of any new landfill or quarry/gravel pit operations within the Village boundaries”. This objective has the potential to impact the Town of Buchanan. If Harrison refuses to accept the creation of new landfills or non-metallic mining operations, the Town of Buchanan could potentially see an increase in the requests. Buchanan is encouraged to work with the Village of Harrison and surrounding communities to ensure the proper placement of landfills and non-metallic operations to ensure the land is being used to the greatest extent practicable.

## **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES ISSUES AND CONCERNS**

This section describes the major concerns expressed during the development of the Town’s 2007 comprehensive planning process that are still relevant, those revealed as part of this planning process and those revealed in the inventory portion of this chapter. Strategies to address these concerns are included in the Goals, Objectives, and Policies section at the end of this chapter.

### **Sustaining Farmlands and Natural Areas in a Growing Community**

Given the projected growth rate in the Town and surrounding area, there is a real concern about the impact development will have on natural areas and farmland. Preservation of natural resources and farmland is important to preserving the rural character of the area, maintaining wildlife habitat, and the providing green infrastructure (e.g. wetlands and floodplains for storm water management, scenic areas, etc.) needed to sustain Buchanan’s high quality of living.

In addition to the conservation subdivisions discussed earlier in this chapter, another means of preserving important landscapes, both natural and agricultural, is to establish a purchase and/or transfer of development rights (PDR/TDR) program. A PDR or TDR program would allow Buchanan to “send” development from farmland and natural resource areas to designated “receiving” areas. Advantages of these approaches include:

- Compensation for landowners;
- Permanent protection of farmland and natural resources; and
- Voluntary use of the program (landowners are not forced to participate).

In a PDR program, a land trust, local government, or some other agency (usually linked to local government), makes an offer to a landowner to buy the development rights on the parcel. The landowner is free to turn down the offer, or to try to negotiate a higher price. When the development rights to a farm are sold, the farmer receives payment equal to the difference between the fair market value of the land a developer would pay if it could be developed and the price the land would command for agricultural use. In return for this payment, a conservation

easement is recorded on the deed to the property. The easement stays with the land in perpetuity. The private landowner still retains the right to occupy and make economic use of the land for agricultural purposes. The landowner gives up the right to develop the property for some other use in the future. Farmers are not compelled to sell their development rights. The main disadvantage of PDR is cost. Development rights can be expensive to purchase, so funding for PDR needs to be selectively targeted to preserve and protect agricultural land that is most worthy of preservation. As a result, not every farmer who wants to sell his or her development rights will be able to do so.

| <b>Purchase of Development Rights</b>   |   |
|---|---|
| <b>Benefits</b>   | <b>Limitations</b>  |
| <ul style="list-style-type: none"> <li>• Permanently protects land from development</li> <li>• Landowner is paid to protect their land</li> <li>• Local governments can target locations effectively</li> <li>• Land remains in private ownership and on the tax rolls</li> <li>• Program is voluntary</li> </ul> | <ul style="list-style-type: none"> <li>• Can be costly for local unit of government, therefore land is protected at a slower rate</li> <li>• Land remains in private ownership – typically no public access</li> <li>• Since program is voluntary, it can be challenging to preserve large tracts of contiguous land</li> </ul> |

| <b>Transfer of Development Rights</b>   |   |
|---|---|
| <b>Benefits</b>   | <b>Limitations</b>  |
| <ul style="list-style-type: none"> <li>• Permanently protects land from development</li> <li>• Landowner is paid to protect their land</li> <li>• Local governments can target locations effectively</li> <li>• Low cost to local unit of government</li> <li>• Utilizes free market mechanisms</li> <li>• Land remains in private ownership and on tax roll</li> </ul> | <ul style="list-style-type: none"> <li>• Can be complex to manage</li> <li>• Receiving area must be willing to accept higher densities</li> <li>• Difficult program to establish</li> <li>• Program will not work in rural areas where there is little to no development pressure on the area to be preserved</li> <li>• Limited to Cities/Villages/Towns, no statutory authorization in Wisconsin for countywide program</li> <li>• May require cooperative agreements among several local governments to establish sending and receiving zones</li> </ul> |

TDR involves transferring development rights from one piece of property to another. In this approach, a landowner is compensated for selling his/her development rights. However, rather than simply eliminating these rights, they are transferred to another property in the Town that is planned for development. That landowner has the right to develop his/her property and also use the transferred rights they purchased from the other landowner to develop at a greater density or intensity (e.g. smaller lot sizes to locate more homes in a single area). This approach results in the preservation of farmland and natural areas in designated “sending” zones,” and more intensive development in the designated “receiving” zones.

## Preservation of Surface Water Quality

Development in a watershed has direct and predictable effects on the lakes, streams, and wetlands within the watershed. Historically, water quality was degraded by point sources, or direct discharges to lakes and rivers from industry, municipal sewerage districts, and the like. Since the passage of the Federal Water Pollution Control Act of 1972 (the Clean Water Act), the United States has taken dramatic steps to improve the quality of our water resources.

Today, the greatest threat, from a cumulative standpoint, to streams and lakes comes through nonpoint source water pollution. Nonpoint source water pollution, or runoff, cannot easily be traced to a single point of origin. It occurs when rainwater or snowmelt flows across the land and picks up soil particles, organic wastes, fertilizers, and other contaminants that become pollution when carried to surface and/or groundwater. Nonpoint pollution, in the form of nitrogen, phosphorus, and total suspended solids (soil particles), contaminate streams and lakes, increase the growth of algae and harmful aquatic weeds, cover spawning beds and feeding areas, and turn blue rivers into conveyances of stormwater. The sources of nonpoint pollution include<sup>18</sup>:

- **Urban.** Impervious surfaces such as roads, building roofs, driveways and parking lots runoff instead of soaking into the ground. This causes water and anything else such as gasoline, road salt, leaves, grass clipping, sediment and fertilizers to runoff into local storm drains, streams, rivers, lakes and wetlands. This runoff has a negative effect on surface waters. As the percentage of impervious surfaces increases in a watershed, lakes and streams experience greater degradation from stormwater runoff. According to the Center for Watershed Protection (CWP) in Ellicott City, Maryland, "More than 30 different scientific studies have documented that stream, lake, and wetland quality declines sharply when impervious cover in upstream watersheds exceeds 10%." Buchanan residents can lessen the impact of urban nonpoint runoff by reducing the toxicity and quantity of fertilizers, herbicides and pesticides they use; protect and enhance wetlands on their property, plant a rain garden, use rain barrels, etc.
- **Agriculture.** Nonpoint source pollution (or "runoff pollution") includes runoff from agricultural operations and croplands. Plowed fields, row crops, winter manure spreading, lack of riparian buffers, wetland conversion, and the over use of commercial pesticides and fertilizers all intensify nonpoint source pollution loading to surface waters. By utilizing techniques such as conservation tillage, nutrient management planning, wetland restoration, grazing management, cover crops, manure confinement, and agricultural buffers, farmers can dramatically reduce nonpoint source pollution as well as the cost of farming.

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<sup>18</sup> <http://dnr.wi.gov/topic/nonpoint/>.

## **Protection of Groundwater**

With all of Buchanan's supply of potable water coming from groundwater sources, susceptibility to contamination remains a concern. As discussed in Chapter 6: Utilities and Community Facilities, sources of groundwater contamination include leaking fuel tanks, surface discharges, and natural substances present in the subsurface geology. A common naturally occurring contaminant of groundwater in the Fox basin is arsenic. Although no private wells in Buchanan have yet tested positive for arsenic, it is important to note that arsenic has been detected in amounts greater than 10 parts/billion in Outagamie, Brown, Shawano, Manitowoc, and Winnebago Counties. To protect residents for potential arsenic exposure, all wells in the Town of Buchanan are required to be cased by order of the WDNR. This requirement has increased the cost of drilling wells in the Town of Buchanan.

Homeowners can protect groundwater quality by properly sealing abandoned wells and using "best management practices" on lawns and farm fields. Best management practices include improving roadway and property drainage, minimizing pesticide and fertilizer use, and following application guidelines when pesticides or fertilizers are necessary to decrease the risk of contaminating potable water supplies. Recycling programs that reduce the solid waste stream and proper disposal of hazardous household wastes also reduces the risks of contamination to nearby residential wells.

## **ATCP 51 - Livestock Siting Law**

On September 16, 2005, the Wisconsin Department of Agriculture's Board gave final approval of ATCP 51 to establish standards for the siting of livestock operations. In its approval, the Board added an amendment to have the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) annually review ATCP 51 to see if any modifications are needed.

ATCP 51, implements Wisconsin's Livestock Facility Siting Law (s. 93.90, Stats.). The law does not require local approval of new and expanding livestock operations, but if local approval is required by a community, the local government must grant or deny approval according to this rule. A local government may not consider other siting criteria, or apply standards that differ from this rule, except as specifically authorized in the law. This rule applies to new or expanded facilities that keep cattle, swine, poultry, sheep or goats. Under the law, a local government may not deny or prohibit the siting or expansion of a livestock facility of any size unless one of the following applies:

- The site is located in a non-agricultural zoning district.
- The site is located in an agricultural zoning district where the livestock facility is prohibited. The zoning prohibition, if any, must be clearly justified on the basis of public health or safety. The law limits exclusionary local zoning based solely on livestock facility size.

- The proposed livestock facility violates a valid local ordinance adopted under certain state laws related to shoreland zoning, floodplain zoning, and construction site erosion control or stormwater management.
- The proposed livestock facility violates a state building, electrical or plumbing code for that type of facility.
- The proposed livestock facility will have 500 or more “animal units” (or will exceed a lower threshold incorporated in a local zoning ordinance prior to July 19, 2003), and the proposed livestock facility violates either 1) the standards in the rule or, 2) a stricter local standard by ordinance. Those standards must be based on scientifically defensible findings of fact that clearly show the standards are necessary to protect public health or safety.

## **COORDINATION WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

The development of the Agricultural, Natural and Cultural Resources Element requires coordination with all of the required plan elements. For example, when considering economic development strategies, the limitations presented by natural resources (e.g. wetlands, floodplains) was important to consider as were the benefits natural areas provide to the local quality of life. Below is a description of the critical issues addressed with respect to the Land Use and Housing Elements. These elements are profiled because their coordination with the Agricultural, Natural and Cultural Resources Element is critical to the success of the plan.

### **Economic Development**

Agriculture, natural and cultural resources should be considered with developing an economic development plan. Farming is still viable in the eastern portion of the Town. There may be specific economic development recommendations that could improve the well-being of local farmers; as long as financial conditions remain difficult, farmers will continue to find alternative uses for their land. Natural resources can provide a positive economic benefit to the Town, through recreational and overall aesthetics. However, protection and impact to the area’s natural resources should be considered whenever a new business or development occurs.

Cultural and natural elements provide opportunities for enhance quality of life for current residents and can be a valuable tool to bring new workers and employers to the area. Historic preservation can be used to enhance unique qualities.

### **Land Use**

Land use is an integral component of all the elements of the plan. Residents value the preservation of natural resources. There is a need to protect the rural atmosphere while allowing for controlled orderly growth. Opportunities for historical preservation should be considered in all future planning, zoning and development decisions. In addition, the goals, objectives, and

policies in this chapter include provisions to protect floodplains, wetlands, streams, lakes, and other natural resources.

### **Housing**

Housing if not carefully located and planned for, can result in negative effects upon farming and the natural environment. Housing development can fragment farming operations and wildlife habitat areas. The additional traffic, people, and services associated with residential development can quickly impact rural character. Scattered housing patterns have resulted in high costs in terms of lost farmland, increased demand for public services, and conflicts between homeowners, farmers, environmentalists and recreationists.

### **Transportation**

Transportation is critical to the agricultural community because it provides access to suppliers, processors, haulers, and other support industries. The transportation network allows goods to be brought to local, regional, national and international markets. When planning for transportation, it is important to consider how rural residential developments and expanding agricultural operations will affect the transportation infrastructure. It is equally important to consider how transportation improvements may impact the natural resources, wetland areas and agricultural land.

When expanding transportation corridors, care should be taken to minimize the effects on historical and cultural resources. Sensitivity should be shown for historic buildings and markers as well as archeological sites and objects. The integrity and identity of a community is dependent on the preservation of its historic character and distinctive natural features.

### **Utilities and Community Facilities**

Planned development leads to an efficient use of public infrastructure and reduces the amount of sprawl, which leads to the consumption of the rural landscape and other natural resources. Educating local officials and citizens about how local land use decisions impact the agricultural industry is important if the ability to grow and raise food is to be preserved. Similar to farmland our natural resources are limited and are being consumed at an alarming rate. Fossil fuel emissions lead to persistent health and environmental problems, regional haze, acidification of surface waters and forests, mercury in fish and other wildlife, acidic damage and erosion to buildings and other materials, ozone damage to forests, and eutrophication of water bodies.

To maintain quality of life, it is essential that not only is growth accommodated but that it be done while protecting our natural environment. The quality of surface and groundwater resources is linked to the proper siting, installation maintenance of individual on-site wastewater systems. The impact of increased development and associated impervious areas can adversely affect groundwater quality and quantity.

## **Intergovernmental Cooperation**

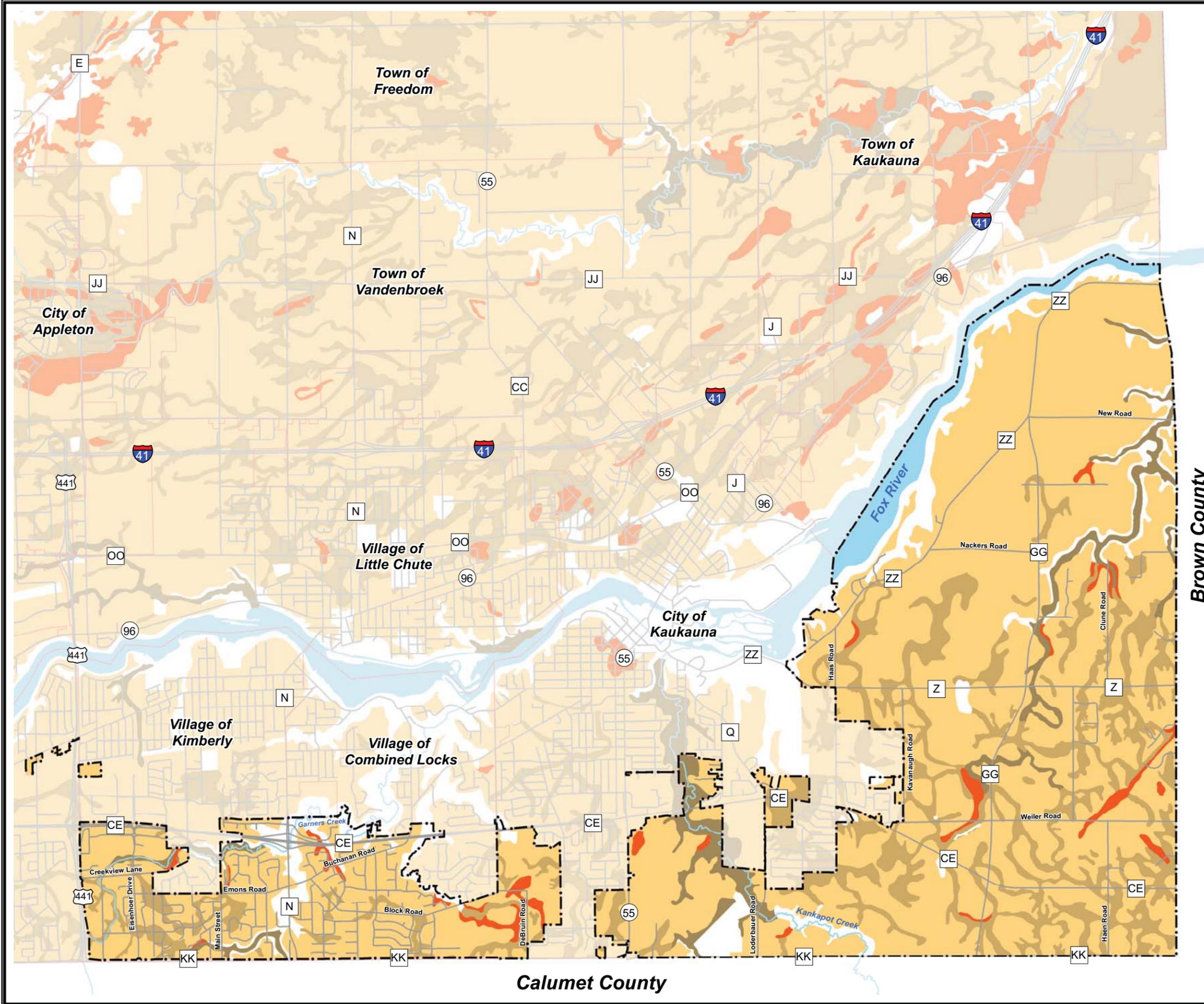
Many agricultural and natural resources go beyond local boundaries. Watersheds and other ecosystems, economic conditions, transportation patterns, and housing can impact regions as a whole. Air and water pass over the landscape so that one jurisdiction's activities can affect the other jurisdiction located downwind or downstream. Regional development patterns and neighboring municipal land use policies affect land price, availability of land, and the economic performance of local farms in adjoining communities.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, AND POLICIES**

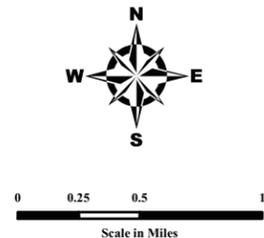
The goals, objectives, and policies for the Agricultural, Natural, and Cultural resources chapter can be found in Chapter 12: Implementation.

# Map 7-1 Town of Buchanan Comprehensive Plan Update Farmland Classification

-  All Areas are Prime Farmland
-  Prime Farmland if Protected from Flooding or not Frequently Flooded During the Growing Season
-  Prime Farmland if Drained
-  Farmland of Statewide Importance
-  Not Prime Farmland



Source:  
Base data: Outagamie County, 2016.  
Farmland data: NRCS - USDA, 2015



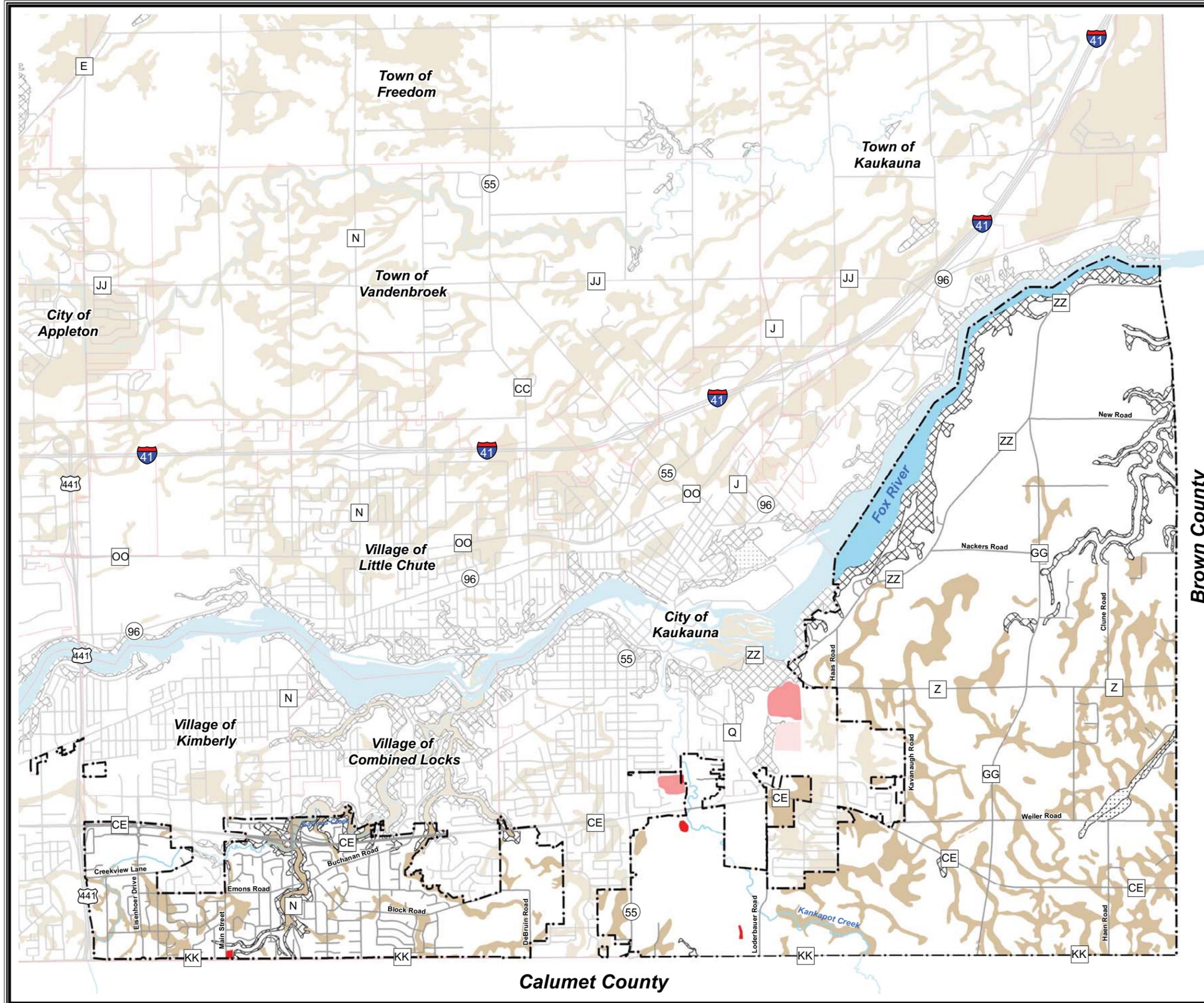
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PREPARED JUNE 2018 BY:



# Map 7-2 Town of Buchanan Comprehensive Plan Update Environmental - Soils

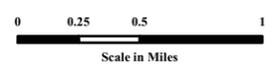
- Active Landfill
- Abandoned Landfills
- Slope Greater than 12%
- Bedrock Less than 5 Feet
- Groundwater Less than 2 Feet



Brown County

Calumet County

Source:  
Base data: Outagamie County, 2016  
Soil data: NRCS - USDA, 2015  
Landfill data: WDRN SHWIMS, 2017



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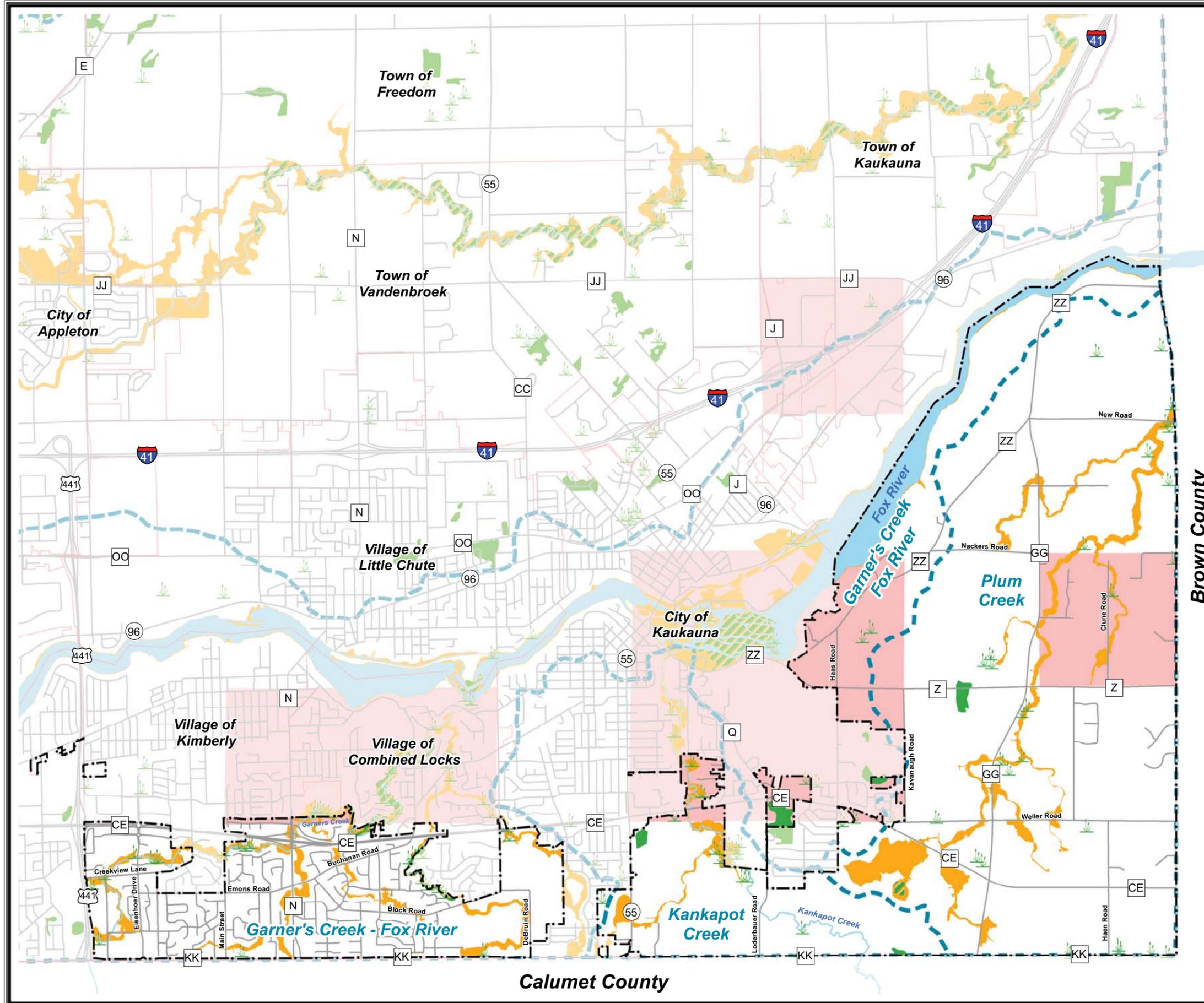


KM: O:\2412\_BuchananCompPlan\Maps\Environmental\DRAFT\_MXD\7\_2\_Soils.mxd



# Map 7-4 Town of Buchanan Comprehensive Plan Update Environmental - Water & Conservation

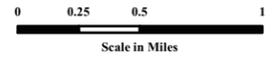
-  Wetlands Smaller than 5 Acres
-  Sub-Watersheds
-  Wetlands & Floodplains
-  Wetland
-  100 Year Floodplains
-  NHI Endangered Species Section



Brown County

Calumet County

Source:  
Base data: Outagamie County, 2016  
Floodplain & Wetland data: WIS DNR, 2015  
Endangered Species data: WIS DNR, 2014  
Sub-Watershed data: WIS DNR, 2015



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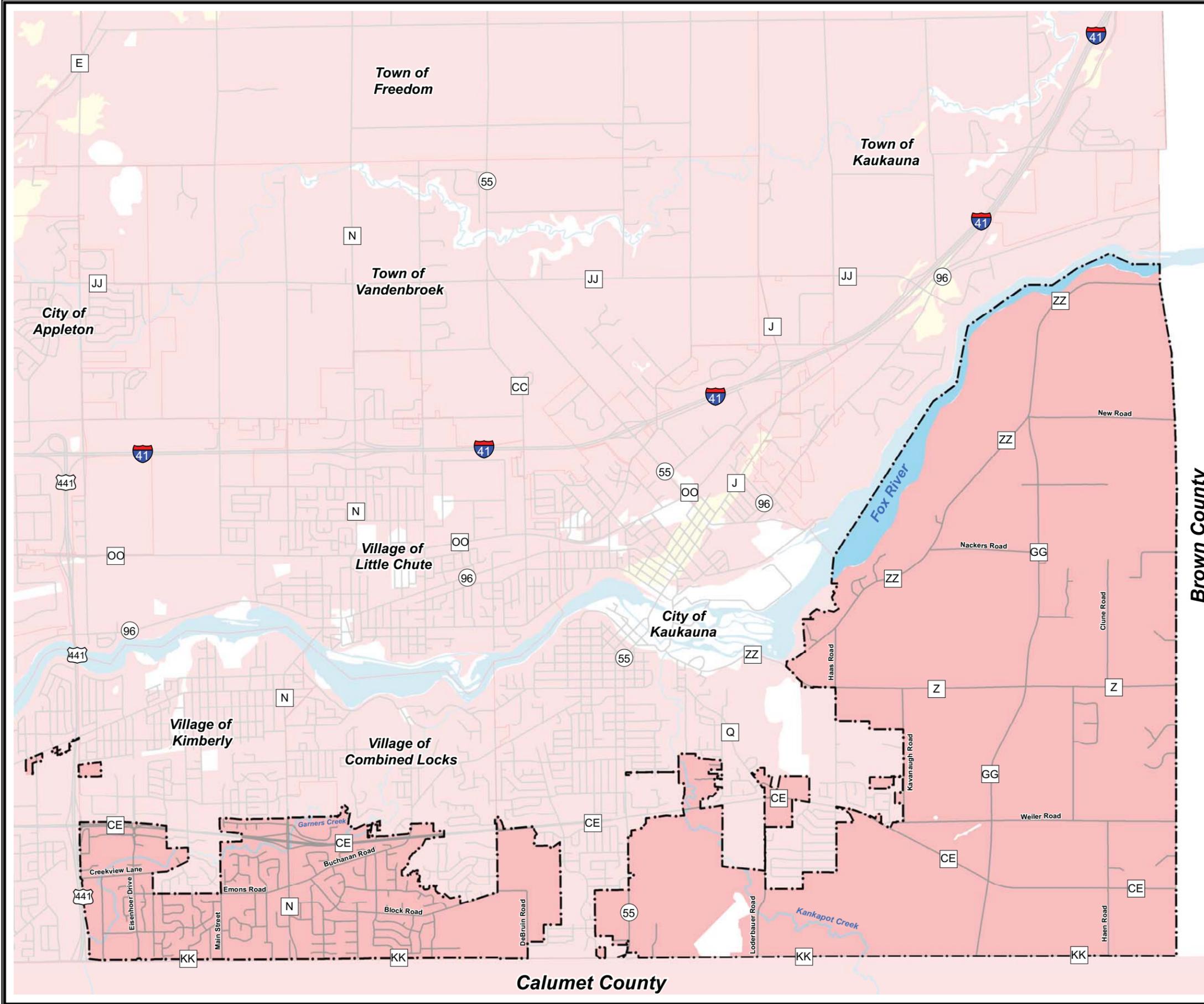






# Map 7-7 Town of Buchanan Comprehensive Plan Update Soil Limitations for Septic Tank Absorption Fields

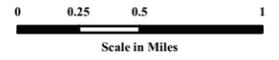
- Very limited
- Somewhat limited
- Not rated



Brown County

Calumet County

Source:  
Base data: Outagamie County, 2016  
Soil Limitations for Septic Tank  
Absorption Fields data: NRCS - USDA, 2015



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PREPARED JUNE 2018 BY:



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## **CHAPTER #8**

# **ECONOMIC DEVELOPMENT**

## CHAPTER 8: ECONOMIC DEVELOPMENT

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## CHAPTER 8: ECONOMIC DEVELOPMENT

### INTRODUCTION

According to the Comprehensive Planning Law, the purpose of the Economic Development Element is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. To address this element, this chapter includes:

- highlights of the labor force information from Chapter 3;
- an assessment of strengths and weaknesses with respect to attracting and retaining business and industry;
- an overview of programs that deal with environmentally contaminated sites for commercial or industrial uses; and
- a list of organizations (and contact information) providing economic development programs at the county, regional, state and federal levels.

**To learn more about economic development, see these chapters:**

- The Utilities and Community Facilities Chapter discusses water and wastewater issues.
- The Future Land Use Chapter identifies locations for business development and discusses development regulations like zoning and community design.
- The Agricultural, Natural & Cultural Resources Element includes information about the soils and development limitations in the area. This chapter also describes the importance of groundwater considerations in development approvals.

With respect to the 14 state comprehensive planning goals, those listed below relate specifically to planning for Buchanan's economic development:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- 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.
- 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.

## ECONOMIC DEVELOPMENT VISION

### ECONOMIC DEVELOPMENT VISION

*In 2040, Buchanan is suburban residential community offering a variety of shopping, restaurant, and entertainment choices for its many residents. Retail areas situated near STH 441 serve local residents, as well as, residents living in outlying areas of Brown, Calumet, and Winnebago Counties.*

*In addition to its great variety of commercial uses and residential neighborhoods, a few light industrial businesses have established near STH 55 in Buchanan. These locally owned businesses offer quality employment opportunities and are an important asset to the Town's tax base. Most residents continue to also find a great variety of employment opportunities in nearby communities that are easily accessible via regional highway corridors.*

*The Town's bicycle and pedestrian facilities allow residents to safely walk and bike between residential and business areas. This has increased opportunities for interaction between residents.*

*Overall, economic development in Buchanan is in harmony with the Town's natural environment and residential areas. Viable agricultural operations are flourishing and concentrated in the easternmost portion of the community. They are helping to retain the Town's historic rural character, open spaces and aesthetic views.*

## LABOR FORCE AND ECONOMIC BASE

Chapter 3: Community Profile provides a detailed analysis of the local and county economy and labor force. Highlights from that chapter include:

- Local workers are very mobile. Residents take advantage of highway access to commute to nearby employment centers.
- Manufacturing related occupations employed 29.4% of Town residents according to 2011-2015 ACS 5-Year Estimates.
- More than 20% of the Town's residents held educational, health or social services employment according to the 2011-2015 ACS 5-Year Estimates.
- 37.7% of Buchanan residents have earned advanced (Bachelor, Associate, Graduate) degrees, this is a higher percentage of residents when compared to Outagamie County,

City of Appleton, Village of Combined Locks, Town of Harrison, Village of Kimberly and Wisconsin<sup>1</sup>.

To support local economic activity, areas of commercial and industrial development are identified on the Future Land Use Map provided in Chapter 10 of this plan.

## **CURRENT BUSINESS INVENTORY AND BUSINESS ENVIRONMENT**

In order to prevent the plan from becoming quickly outdated, an all-inclusive list of existing businesses is not provided. Rather, businesses are profiled in more general terms.

Historically, commercial and industrial development in Buchanan occurred on scattered sites around the community. However, with the availability of public sewer and water through the Darboy Sanitary District and the opening of STH Highway 441 in the fall of 1994, historically development trends in the Town changed. Today, most business uses are concentrated primarily along CTH CE (and Van Roy Road) and CTH KK within close proximity to STH 441. These parcels enjoy visibility and accessibility from the highway. This area is a central shopping area, not only for Town residents, but for residents of nearby communities and outlying rural areas. It also provides entertainment and recreational uses (e.g. health clubs, movie theater, restaurants, etc.). Major employers in this area include Lowe's, Festival Foods, Pick n' Save and Red Robin.

Some business uses are also situated near STH 55, particularly near the intersection with CTH KK. The area has a mixture of contractor and service businesses that serve the surrounding area and Fox Cities. Future development in this area is contingent upon public infrastructure being provided in the form of sanitary sewers, public water, stormwater facilities and new streets. If infrastructure needs can be met, this area would be a realistic area to accommodate future commercial development. Keller Inc. a major employer in the Town is located in this area.

There is some industrial development in Buchanan as well. Several sites exist near STH 441 and along STH 55.

Other major employers in the Town include Kobussen Buses, Wisconsin International Raceway, Countryside Golf Club and Dave's Sport and Marine.

Smaller businesses, serving local residents are concentrated along CTH KK and near the intersection of CTH KK and CTH N. In some instances, businesses in Appleton, Harrison and Kimberly are immediately adjacent to those located in the Town of Buchanan. This sometimes creates an interesting situation when adjacent businesses are located in different communities.

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<sup>1</sup> Source: 2011-2015 ACS 5-Year Estimates, DP02.

## **EMPLOYMENT AND ECONOMIC FORECAST**

Employment projections for the Appleton MSA are provided in Chapter 3. It is assumed that employment projections for the Town of Buchanan will mirror projections for the Appleton MSA (Table 3-15). The largest industry in 2026 is projected to be Manufacturing, which is expected to grow by 8% (1,968 jobs). Other industries expected to add the largest number of jobs includes: Health Care and Social Services (2,585) and Administration and Support and Waste Management and Remediation Services (1,270). The increase in the Health and Social Services industry sector is most likely reflective of the aging population. Losses are expected to occur in the Construction industry (loss of 308 jobs) and Professional, Scientific, and Technical Services (130 jobs).

Local demand, historic development patterns, and highway access will continue to impact economic prosperity in the Town. Care will need to be taken to insure that the balance between new commercial and industrial development and residential uses will retain the Town's residential character. Since the population is expected to increase by over 50% during the planning period, it is anticipated that business development and employment opportunities will also be strong.

## **COSTS AND BENEFITS OF ECONOMIC DEVELOPMENT**

The Town of Buchanan has several positive attributes to offer potential businesses:

- a great location that is part of the Fox Cities and accessible throughout the I-41 corridor;
- properties with highway frontage and visibility from the highway;
- an attractive and safe community atmosphere that provides for a high quality of living;
- quality school districts that serve the area;
- reasonable tax rates;
- high education attainment compared to surrounding communities;
- proximity to UW-Oshkosh, Lawrence University, UW-Fox Valley and Fox Valley Technical College;
- low cost of living;
- low crime rate;
- low utilities rates (electric, water and sewer);
- natural areas and open spaces;
- high income averages compared to surrounding communities – suggesting disposable income to support non-essential businesses (e.g. entertainment, restaurants, and specialty shops); and
- extensive Town population growth is projected for Buchanan (refer to Chapter 3). This will ensure that the market base continues to expand over the planning period, which will support additional business growth.

While the Town of Buchanan enjoys advantages, there are several challenges that must be addressed if seeking to attract new businesses and industry. In particular:

- most residents travel outside of the Town to work and find shopping, dining and entertainment choices conveniently located near their place of employment;
- safe pedestrian and bicycle infrastructure that allows access between home, work, shopping and entertainment;
- accessibility of public transportation;
- sewer infrastructure is only available within the sanitary district and its capacity to serve business development is limited; and
- opposition to development from Town residents who perceive business uses as a threat to the Town's rural character and quality of living.

## **DESIRED FUTURE ECONOMIC DEVELOPMENT**

Input as to what type and where business (commercial and /or industrial) develop are desired was obtained using (1) a public visioning session, (2) an on-line visioning portal and (3) through input from the Town Plan Commission, Board and staff.

### **Public Visioning**

Residents were asked to rank two design preference surveys "Retail / Commercial Types" and "Employment Types" pertaining to economic development from 0 none of this type to 4 more of this type. A summary of the results from the two visioning session are provided in Chapter 2 and Appendix B.

### ***Retail / Commercial Types***

Residents equally preferred "Single Story Strip Commercial" (Rank 2.31) and "Free Standing Convenience Retail" (Rank: 2.22). These retail / commercial types are further described below:

Single Story Strip Commercial:

- one story strip commercial development of adjoining stores;
  - parking placed between building and street;
  - usually located on heavily traveled streets;
  - often next to free standing commercial uses;
  - auto-oriented development pattern with emphasis on convenience; and
  - some landscaping around perimeter, in parking lots and next to building.
- Examples include: Strip mall containing Runaway Shoes and The Barbershop a Hair Salon for Men.

#### Free Standing Convenience Commercial:

- corporate and franchise architecture;
- one-acre lots unrelated to surroundings
- parking often on all sides of the building;
- buildings often include a “drive-thru”;
- often next to strip commercial retail;
- usually located on heavily traveled streets;
- auto-oriented development pattern with emphasis on convenience; and
- some landscaping around perimeter, in parking lots and next to building.
- Examples include: Dunkin Donuts, Panda Express, Culvers and McDonalds.

In addition, residents were also somewhat supportive of “Large Retail Developments” (Rank: 2.01) and “Street Oriented Commercial & Mixed Use” (Rank 1.98). Large Retail Developments include large single story buildings on large lots (“Big Box” retail stores like Walmart), corporate architecture and design; building oriented towards large surface parking lot for maximum visibility from street; auto-oriented; serves community-wide market; and some landscaping around perimeter, in parking lot and adjacent to building. Street Oriented Commercial & Mixed Use include buildings that are usually 2-3 stories, more “urban” architecture, building materials along with landscaping, sidewalks and signage contribute to a strong sense of plan, easy pedestrian/bicycle/transit riders and automobile passenger accessibility, development may include seating areas, plazas and other community features and small office space and residential uses may be on the second floor.

#### **Employment Types**

Residents were somewhat supportive of Larger Light Industrial Research Buildings (Rank: 2.17). This type of employment includes 1 to 3 story buildings; may contain a variety of uses such as research, production, office, technology, warehouse and incubator business; may have a high level of character and design; pedestrian streetscape may be emphasized in building and site design; a mix of surface parking lots and on-street parking is typical; and may be adjacent to residential or other commercial uses.

#### **Priorities**

Residents were asked to label timing of new development. Vacant areas in the Town were highlighted and residents were asked to indicate if they felt the areas should be developed (1) High Priority (less than 5 years); (2) Medium Priority (5 to 10 years); Low Priority (10 to 20 years) and (4) Not Important / Never.

Residents gave highest priority to the undeveloped areas west of STH 55 (Rank: 1.5/1.0). Areas in the southeastern and southern part of Town (east half of the Town) received slightly lower priority rankings (2.2 to 2.6). Areas in the northeast part of the Town, by the Fox River, received the lowest priority rankings (3.2).

## **Other**

Residents indicated that they would like to have the ability to safely walk and bike to retail establishments, especially near STH 441 and CTH KK and STH 441 and CTH CE.

## **ECONOMIC DEVELOPMENT OPPORTUNITIES**

During the development of the last comprehensive plan, several economic development opportunities were identified. These primary opportunities are still relevant today. Supporting goals, objectives and policies are provided in Chapter 12, Implementation, to help the Town capitalize on these opportunities.

### **Capitalize On Highway Corridors**

The Town already has seen the effect a well-traveled highway corridor can have on retail development. Limited opportunities exist for continued development of vacant parcels and along connecting corridors (e.g. Eisenhower) near the STH 441 corridor. Another area along the CTH KK corridor between Spranger's Orchard and DeBruin Road would be well suited for commercial development.

### **Promote Community Identity in Business Districts**

To promote Town identity and awareness, it is recommended that the Town utilize a consistent sign style and perhaps incorporate a logo (like the logo on the Town website) to help make these signs more noticeable. Other strategies to promote community awareness could include:

- Require repeated use of certain landscape elements in Buchanan's commercial areas. By repeating the use of a certain flower, shrub or tree species, Buchanan's business areas can be easily distinguished from its neighbors.

### **Agriculture and Economic Development**

The Agricultural, Natural and Cultural Resources Chapter of this plan discussed several strategies for sustaining agriculture in the Town over the next 20 years and beyond. In addition to the program / policy initiatives indicated the Town can take other actions to support the local agricultural economy, including:

- Encourage local farmers to utilize area farmers markets as a centralized marketplace to sell produce. This large market serves the entire region and provides a fantastic opportunity to sell directly to the local population.
- Organize educational seminars for farmers about the tools the Town can provide to accommodate development requests (e.g. transfer and purchase of development rights, zoning ordinance tools) and other opportunities they may want to consider in their

farming practice (e.g. the sale of farm by-products for energy generation, organic farming opportunities, niche farming opportunities, etc.).

- Ensure that zoning allows for value-added operations on local farms to provide supplemental income without having to divide land.

## **ECONOMIC DEVELOPMENT TOOLS AND PROGRAMS**

### **Industrial Revenue Bond**

The Wisconsin Economic Development Corporation's (WEDC) Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale can be used to stimulate capital investments and job creation by providing private borrowers with access to financing at interest rates that are lower than conventional bank loans.

### **Town Internet Marketing**

The Town of Buchanan should consider utilizing its website to list local businesses in the Town. This could also be expanded to showcase a special business of the month. A business directory would allow citizens easy access to important information about local contractors, restaurants, and recreational facilities.

### **Town Capital Improvements Program (CIP)**

Through a CIP, communities are able to responsibly plan for future improvements. The Town of Buchanan does utilize this tool.

### **Outagamie County Revolving Loan Program & FCEDP**

Outagamie County has two revolving loan fund (RLF) programs. The RLF programs provide gap financing for new or expanding businesses in partnership with lending institutions. The purpose is to encourage private investment, create employment opportunities, and increase the overall health of Outagamie County's economy.

**Prosperity Fund:** Businesses in all of Outagamie County are eligible for loans up to \$70,000. Eligible uses include real estate, equipment, inventory, or working capital.

**Community Development Fund:** Businesses in all of Outagamie except the City of Appleton are eligible for loans up to \$300,000. Eligible uses include: real estate, equipment, inventory and working capital

The county is also working to support economic development through the Fox Cities Regional Partnership. This organization covers Outagamie, Calumet and the northern part of Winnebago Counties and is committed to helping businesses locate and expand in the Fox Cities.

### **State Agencies/Programs**

- Wisconsin Department of Administration (WDOA), Division of Housing (DOH) Bureau of Community Development - <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development>. The bureau is one of three bureaus falling under the DOH. It is responsible for public infrastructure, blight elimination and business development activities.
- Wisconsin Economic Development Corporation (WEDC) – <http://inwisconsin.com/>. WEDC provides assistance for business and community development, start-up and business growth, industrial advancement, minority business development and LocateInWisconsin
- Wisconsin Department of Transportation (WisDOT) – <http://wisconsindot.gov>. The Office of Disadvantaged Business Enterprise (DBE) Program encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- Wisconsin Economic Development Institute, Inc. (WEDI) - <http://forwardwi.com/>. WEDI maintains the data portions of the former Forward Wisconsin’s website. It provides resources for businesses looking to either open a new location, to expand an existing business in Wisconsin or to start a new business.
- Department of Workforce Development (DWD) – <http://dwd.wisconsin.gov/>. This department builds and strengthens Wisconsin’s workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- Wisconsin Small Business Development Centers (SBDC) – <http://www.wisconsinsbdc.org/>. These centers help ensure the state’s economic health and stability. They offer formative business education, counseling, and technology training.
- UW-Extension – <http://www.uwex.edu/>. Provides small business management assistance workshops, one-on-one counseling, information on county revolving loan funds and other sources of financing, research into available government loans, and local demographic information.
- Wisconsin Division of Safety and Professional Services - <http://dsps.wi.gov/Programs/Industry-Services/Industry-Services-Programs/Wisconsin-Fund/>. The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems.
- Wisconsin Department of Natural Resources (WDNR) - <http://dnr.wi.gov/topic/Brownfields/RRProgram.html>. The WDNR Remediation and Redevelopment program oversees the investigation and cleanup of environmentally contaminated sites.

## **Federal Agencies/Programs**

- Department of Agriculture Rural Development Administration – <https://www.rd.usda.gov/>. Rural Business Opportunity and Rural Economic Development Loans and Grants.
- Occupation Safety and Health Administration (OSHA) - <https://www.osha.gov/dte/sharwood/>. The Susan Harwood Training Grants Program is awarded to nonprofit organizations for training and education. These grants can be used to develop training materials for employers and workers on the recognition, avoidance and prevention of safety and health hazards in the workplace.
- US Small Business Administration (SBA) – <https://www.sba.gov/>. SBA provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- US Department of Commerce – <https://www.commerce.gov/>
- US Department of Transportation – <https://www.transportation.gov/>

## **ECONOMIC DEVELOPMENT ISSUES AND CONCERNS**

### **Residential Development as Economic Development – Keeping Taxes Competitive**

Presently, residential development is an important source of the local tax base income. In fact, it accounts for about three-quarters (73.6%) of the total assessed value in the Town. Accordingly, to some economic development in Buchanan is often seen AS residential development. Fortunately, from an economic standpoint, residential development is growing in the Town. Moreover, the housing being developed is of significant value. As such, it continues to provide an increasing share of the Town’s tax base. Therefore, residential development does provide economic development gains for the Town.

However, to a much greater degree than commercial and industrial development, housing requires extensive services to accommodate resident needs. These services include schools, parks, trails, public safety, roads and associated maintenance (including snowplowing), and other amenities.

A number of community studies have been completed across the country to compare tax revenue generated by different land uses (e.g. commercial, industrial, single family residential, multiple family residential, etc.) to the municipal services they require. Study after study demonstrates that single-family residential development often increases public costs by a larger amount than it increases tax revenue for local governments that must provide those services. Commercial and industrial development has a much more positive balance relative to tax dollars paid and dollars expended on services.

The premier example of such a study in Wisconsin was completed by the Town of Dunn (Dane County) in 1994. Subsequent studies rely on the Town of Dunn as a model in their efforts.<sup>2</sup> The study revealed that for every dollar in tax revenue collected by the Town of Dunn, \$1.24 cents in services was required in local services (including schools). The ratios for commercial and industrial uses were far more favorable (e.g. for every \$1 in tax revenues collected significantly less than \$1 of services is required). Not surprisingly, the ratio is most favorable for farmland and natural areas.

Fortunately, for Buchanan, the Town has a thriving business sector that contributes a significant share of income to the local tax base (See Table 8-1). In fact, Buchanan enjoys a much more significant business sector than many towns in Wisconsin.

It is important to ensure that local residential tax dollars cover the costs to provide needed services. Therefore, the Town supports new residential development paying a fair and proportionate share of service costs. Impact fees can be used to further ensure that new development is paying a fair and equitable share of road improvement and park costs. It should be noted that this fee income only is available as long as new development occurs.

**Table 8-1: Assessed Value, 2016**

| Real Estate         | Acres        | Land Value           | Improvement Value    | Total Value          | Percent of Total Assessed Valuation | Assessed Value Per Acre |
|---------------------|--------------|----------------------|----------------------|----------------------|-------------------------------------|-------------------------|
| Residential         | 1,777        | \$76,652,300         | \$350,478,700        | \$427,131,000        | 73.6%                               | \$240,366.35            |
| Commercial          | 596          | \$42,710,000         | \$91,920,800         | \$134,630,800        | 23.2%                               | \$225,890.60            |
| Manufacturing       | 17           | \$893,600            | \$4,728,400          | \$5,622,000          | 1.0%                                | \$330,705.88            |
| Agricultural        | 5,332        | \$968,000            | -                    | \$968,000            | 0.2%                                | \$181.55                |
| Undeveloped         | 474          | \$261,000            | -                    | \$261,000            | 0.0%                                | \$550.63                |
| Agricultural Forest | 301          | \$421,800            | -                    | \$421,800            | 0.1%                                | \$1,401.33              |
| Forest Lands        | 98           | \$272,900            | -                    | \$272,900            | 0.0%                                | \$2,784.69              |
| Other               | 137          | \$1,802,700          | \$9,357,000          | \$11,159,700         | 1.9%                                | \$81,457.66             |
| <b>Total</b>        | <b>8,732</b> | <b>\$123,982,300</b> | <b>\$456,484,900</b> | <b>\$580,467,200</b> | <b>100.0%</b>                       | <b>\$66,475.86</b>      |

*Source: State of Wisconsin Department of Revenue, Division of State and Local Finance, Local Government Services Bureau, Final Statement of Assessments, 2016 <https://www.revenue.wi.gov/DORReports/2016SOAOutagamie.PDF>*

### Providing Walkable Development Options

To go shopping in Buchanan today, most residents need to get into their cars. There are not complete walkway routes between business environments and there are only limited walkway connections between businesses. While the CE trail does provide access to some local business areas, getting to the CE Trail safely from Buchanan’s neighborhoods can be challenging. As a result, when shopping in Buchanan, patrons drive to one business and then choose to get back into their car and drive to the next business. During the visioning exercise,

<sup>2</sup> Additional Information about the Town of Dunn Community Services Study is available on-line at [www.town.dunn.wi.us](http://www.town.dunn.wi.us).

residents expressed a desire to be able to walk and / bike safely to retail areas near the STH 441 corridor. Moreover, there is very limited street lighting in Buchanan. For these reasons, those who walk to businesses in the evening carry flashlights.

### **Harmony between Business Growth and Rural Character**

As residential and commercial growth continues in Buchanan, it becomes more and more important that the Town have effective sign, exterior lighting, and landscape ordinances in place to promote compatibility among land uses and provide an attractive community-setting. Without effective ordinances, light from commercial areas can “trespass” into residential areas creating nuisances for some. Similarly, signage can overwhelm corridors and even individual business signs if too large, too tall, or overly repetitive can be an issue. Large signs situated nearer to residential neighborhoods will be visible from those homes at night, creating concern amongst residents. Likewise, the effective use of landscaping can establish sound, wind, and light buffers between neighborhoods and residential districts, help to beautify commercial areas, and provide stormwater benefits.

### **Environmentally Contaminated Sites**

Development efforts can sometimes encounter the challenge of potentially contaminated properties, which are commonly referred to as brownfield sites (see box at right). Brownfield sites vary in size, location, age, and past use. A brownfield site can be a former corner gas station or an empty manufacturing plant. There are an estimated 10,000 brownfields across Wisconsin<sup>3</sup>. These sites pose a number of problems for communities, including:

- Neighborhood deterioration and community blight.
- Potential harm to human health and the environment.
- Reduced tax revenue and economic growth.
- Attraction for vandalism, open dumping and other illegal activity.

#### **Brownfield Sites**

The United States Protection Agency (EPA) defines Brownfields as “A brownfield is a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

*Source: United States Environmental Protection Agency.*

The term "brownfield" was first used to distinguish developed land from unused suburban and rural land, referred to as "greenfield" sites. The EPA, states, and municipalities believe that choosing brownfield redevelopment over greenfield development yields several benefits for communities and for commerce. Brownfield redevelopment encourages the cleanup of contaminated sites. This is the major goal of most modern environmental regulations. The fewer

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<sup>3</sup> Wisconsin Department of Natural Resources, <http://dnr.wi.gov/topic/Brownfields/Brownfields.html>. Accessed 4/20/17.

the number of contaminated sites, the less the cumulative impact to the environment. Another benefit of brownfield redevelopment is that it revitalizes urban areas. (Many brownfields are centrally located in urban areas.) This leads to another perceived benefit -- the minimization of green space development. When brownfields are redeveloped or revitalized in urban areas, less farmland on the urban fringe is developed, maintaining green space and reducing the need for expanding infrastructure and utilities. Finally, when brownfields are redeveloped and new businesses begin operating, these properties return tax base and provide jobs. This is a major financial incentive for municipalities to develop and encourage programs for brownfield redevelopment.

Using one of several databases, interested residents can search for properties in Buchanan that have been affected by environmental contamination (and have been reported). The WDNR Bureau for Remediation and Redevelopment Internet website tracking list is one such database. This database is available at: <http://dnr.wi.gov/topic/Brownfields/clean.html>. This database (and new map feature) tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned.

The WDNR database currently lists 24 sites when searching for "Buchanan". Three (3) of the sites are for are for leaking underground storage tanks (all closed) and 16 are for spills (all closed). The WDNR defines spills as "a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment". Spills are usually cleaned up quickly. Two sites are listed as No Action Required by RR Program (NAR), one of these sites (Lehrer Sanitary Service - Midwest Disposal, on Block Road) has been transferred to the WDNR's Waste and Materials Management (WMM) program, while the other one is listed as No Action Needed. Information on the Lehrer site is available on the Solid and Hazardous Waste Information System (SHWIMS) database. There was, or may have been, a discharge to the environment and, based on the known information, DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge. The remaining 3 sites are listed as general property (GP). This means that the activity type consists of records of various milestones related to liability exemptions, liability clarification, and cleanup agreements that have been approved by DNR to clarify the legal status of the property. A listing of GP designated properties include: (a) Fox Valley Greenway Expansion Redevelopment at the intersection of STH 55 and CTH CE; (b) the property at W3178 Van Roy Road; and (c) Quick Fuel NE LLC at 554 Carter Court.

Governments at all levels have recognized that brownfield redevelopment is an important issue. Numerous programs have been created to encourage brownfield redevelopment including grants, loans, and tax incentives. In the future, the Town should encourage landowners to pursue the cleanup and redevelopment of any contaminated or brownfield site. Likewise, to minimize future environmental impacts, the Town will encourage environmentally friendly business development that is properly permitted and regulated to protect the Town's natural environment, particularly its groundwater resources.

## **COORDINATION WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

Economic development in Buchanan directly affects all other elements of this comprehensive plan. Specifically, the Economic Development Element impacts the Land Use, Transportation, Housing, and Utilities and Community Facilities Elements. Therefore, it is important that the elements are consistent and support one another.

### **Land Use Element**

New commercial and industrial development must be located in areas that the market will support. Furthermore, new commercial and industrial development should not create a nuisance for neighboring properties or natural resources. As such, new development should have a minimal environmental impact and be located in areas that have access to needed infrastructure. These concerns were carefully considered during the development of the Future Land Use Map.

### **Transportation Element**

Additional economic development may result in increased truck traffic for deliveries and more local traffic from customers frequenting businesses. The Town must work with the county and WisDOT to monitor traffic flows to ensure that new development is appropriately planned and sited to minimize its impact on adjacent roadways. This may periodically require traffic studies to understand the impacts of proposed developments. Pedestrian and bicycle access must also be considered.

### **Housing Element**

New economic development will bring visitors to the community. Economic development can also result in jobs that bring people to the community looking for places to live near their place of employment. Areas for additional housing development are provided on the Future Land Use Map.

### **Utilities and Community Facilities**

To support economic development, infrastructure (transportation, electricity, communication, public safety) must be available to meet the needs of business. The Utilities and Community Facilities Element discusses several planned capacity improvements to better serve the needs of the community, including the economic interests.

### **Agricultural, Natural and Cultural Resources**

Agricultural and agricultural related industries have been and are still important to the economy of Outagamie County. However as more and more rural residential development occurs in the eastern part of the Town, it will become increasing more difficult for viable farming operations to

exist due to fragmentation of agricultural lands and conflicts between agricultural and residential development.

Balancing the demands of economic development with the preservation of natural resources is a challenge. Conserving these resources is necessary to maintain and in some instances improve the quality of life for residents while providing an attraction tool for new businesses and workers.

Historic buildings and structures tell the story of the history of the Town. While promotion of economic development is important, special care must be taken to preserve not only the character but also the historical and cultural elements that remain.

### **Intergovernmental Cooperation**

Economic development goes beyond municipal and county boundaries. The Town does not exist in isolation but must work with others to promote economic development in the Town and the area.

## **ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES**

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



## **CHAPTER #9**

### **EXISTING LAND USE**

## CHAPTER 9: EXISTING LAND USE

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## CHAPTER 9: EXISTING LAND USE

### INTRODUCTION

Land use is the central element of a comprehensive plan. Previous elements have discussed:

- projected population growth;
- the quality housing available in the Town and potential future housing needs;
- transportation network challenges with increasing population growth;
- available utilities and community facilities;
- local business choices and economic growth opportunities; and
- Buchanan's abundant natural resources.

This element assesses land use trends by pulling together the recommendations from the previous chapters. The Land Use Element is divided into two chapters in this plan. This chapter discusses existing land uses, regulations, trends and opportunities. The next chapter discusses desired development patterns, community design standards and coordination with other required plan elements. Chapter 10 ends with the Future Land Use Map and a discussion of the future land use categories and future land use projections.

Of the 14 local planning goals provided in the Comprehensive Planning Law, Buchanan believes that the goals listed below specifically relate to planning for land use:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open space and ground water resources.
- Protection of environmentally productive areas.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Preservation of cultural, historical and archaeological sites.
- 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.
- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

## EXISTING LAND USE INVENTORY

The Existing Land Use Map was interpreted using 2015 aeriels. In order to analyze land use trends, historic land use data derived from 2004 and 2010 aeriels were used as a comparison. Land use information was compiled into general land use categories (Table 9-1) and is further described below.

**Agricultural.** Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation). There is no irrigated cropland in the Town of Buchanan.

**Residential.** Residential land is classified as land that is used primarily for human inhabitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential. There are no mobile home parks in the Town of Buchanan.

**Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

**Industrial.** Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial

uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

**Institutional Facilities.** Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

**Recreational Facilities.** Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

**Woodlands.** Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

**Utilities/Communications.** Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

**Water Features.** Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

**Open Other Land.** This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

**Transportation.** Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

The Town of Buchanan encompasses approximately 9,947 acres. Over 28 percent (2,802.3 acres, 28.2%) of the land within the Town is developed (Table 9-1, Figure 9-1 and Map 9-1). About three-quarters of the developed uses in the Town include single-family residential (1,385.5 acres, 49.4%) and transportation (627.4 acres, 22.4%).

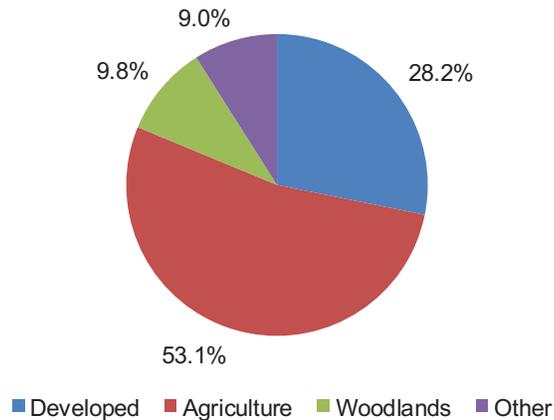
**Table 9-1: Existing Land Use, 2015**

| Land Use                   | Total Acres    | Percent of Developed Land | Percent of Total |
|----------------------------|----------------|---------------------------|------------------|
| Single Family Residential  | 1,385.5        | 49.4%                     | 13.9%            |
| Farmsteads                 | 194.1          | 6.9%                      | 2.0%             |
| Multi-Family               | 23.4           | 0.8%                      | 0.2%             |
| Mobile Home Parks          | 0.0            | 0.0%                      | 0.0%             |
| Commercial                 | 236.0          | 8.4%                      | 2.4%             |
| Industrial                 | 60.6           | 2.2%                      | 0.6%             |
| Recreational Facilities    | 249.2          | 8.9%                      | 2.5%             |
| Institutional Facilities   | 16.9           | 0.6%                      | 0.2%             |
| Utilities / Communications | 9.1            | 0.3%                      | 0.1%             |
| Transportation             | 627.4          | 22.4%                     | 6.3%             |
| <b>Total Developed</b>     | <b>2,802.3</b> | <b>100.0%</b>             | <b>28.2%</b>     |
| Non-Irrigated Farmland     | 5,279.8        |                           | 53.1%            |
| Planted Woodlands          | 46.6           |                           | 0.5%             |
| General Woodlands          | 924.3          |                           | 9.3%             |
| Quarries                   | 0.0            |                           | 0.0%             |
| Other Open Land            | 562.9          |                           | 5.7%             |
| Water Features             | 331.7          |                           | 3.3%             |
| <b>Total Acres</b>         | <b>9,947.4</b> |                           | <b>100.0%</b>    |

Source: East Central Wisconsin Regional Planning Commission, 2015

**Figure 9-1: Existing Land Use, 2015**

Other residential uses (farmstead and multi-family; 217.5 acres, 7.7%), commercial (236.0 acres, 8.4%), industrial (60.6 acres, 2.2%), recreational facilities (249.2 acres, 8.9%), institutional facilities (16.9 acres, 0.6%) and utilities/communications (9.1 acres, 0.3%) make up the remaining developed land uses.



Source: East Central Wisconsin Regional Planning Commission, 2015

Cropland (5,279.8 acres, 53.1%), residential (1,603.0 acres, 16.1%) and woodlands (970.9 acres, 9.8%) make up about 79 percent of the overall land use in the Town. Over developed uses, other open land and water features make up the remaining 30 percent.

### Land Use Trends

Land Use and the Town's borders have changed over time (Appendix E, Table E-1). Between 2004<sup>1</sup> and 2015, the Town of Buchanan lost about 367 acres or about 3.6 percent of its land through annexations. Parcels of land were lost to the Village of Combined Locks (Kimberly High School and area south and near the Coonen Subdivision) and the City of Kaukauna.

The largest losses were seen in the farmland (479 acres), other open land (137 acres), transportation (68 acres) and industrial (45 acres). Gains were seen in single-family residential (215 acres), commercial (103 acres) and recreational (36 acres). A comparison of the 2004 and 2015 land use map shows that residential development has mainly been occurring in the eastern part of the Town. While commercial development has occurred near the northeast corner of CTH KK and STH 55. One reason for the change in industrial land use may be due to a reclassification of a parcel used by KK Auto Salvage & Parts and Theimer's Auto from industrial to commercial.

<sup>1</sup> 2004 land use taken from the Town of Buchanan Comprehensive Plan 2025. It was assumed that the land use categories could be broken down into the same categories that are used for this comprehensive plan. Therefore, Race Track (WIR) was included under Recreational Facilities, Cemeteries were included under Institutional Facilities, Roads were assumed to be equal, and woodlands are lumped under general since no distinction was made between planted and general.

## Land Use Density and Intensity

Density is broadly defined as a “number of units in a given area<sup>2</sup>”. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. Between 2000 (112.6 units/sq. mile) and 2010 (160.0 units/sq. mile), residential densities increased in the Town of Buchanan, Town of Harrison, City of Kaukauna, Village of Combined Locks and Outagamie County. While at the same time, residential densities decreased in the Village of Kimberly. The reason that the density in Kimberly could have decreased is because the village was annexing undeveloped land from the Town of Buchanan and that residential development may not have occurred yet.

**Table 9-2: Residential Density, 2000 and 2010**

| MCD               | 2000                   |             |                | 2010                   |             |                |
|-------------------|------------------------|-------------|----------------|------------------------|-------------|----------------|
|                   | Land Area in Sq. Miles | Total Units | Units/Sq. Mile | Land Area in Sq. Miles | Total Units | Units/Sq. Mile |
| T. Buchanan       | 16.59                  | 1,868       | 112.6          | 15.34                  | 2,453       | 160            |
| T. Harrison       | 33.51                  | 2,139       | 63.8           | 31.93                  | 3,801       | 119            |
| V. Combined Locks | 1.52                   | 903         | 593.3          | 1.7                    | 1,263       | 741            |
| V. Kimberly       | 1.88                   | 2,593       | 1,377.90       | 2.26                   | 2,871       | 1,268.70       |
| C. Kaukauna       | 6.2                    | 5,142       | 828.8          | 7.66                   | 6,596       | 860.8          |
| Outagamie County  | 640.34                 | 62,614      | 97.8           | 637.52                 | 73,149      | 114.7          |

Source: U.S. Census 2000 & 2010, SF1 GCT-PH1

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the Town of Buchanan. To calculate land intensities, the categories (as defined by East Central) of single and two-family (duplexes) residential, farmsteads, and mobile homes were all classified as “single-family.” Buildings consisting of three or more units were classified as “multi-family.”

**Table 9-3: Residential Intensity, 2000 and 2015**

|               | 2000  |         |            | 2015  |         |            |
|---------------|-------|---------|------------|-------|---------|------------|
|               | Units | Acres   | Units/Acre | Units | Acres   | Units/Acre |
| Single-Family | 1,832 | 1,593.8 | 1.1        | 2,387 | 1,579.6 | 1.5        |
| Multi-Family  | 22    | 26.5    | 0.8        | 292   | 23.4    | 12.5       |

Source: U.S. Census 2000, SF 3; ACS 5-Yr. Estimates, 2011-2015, DP04; ECWRPC 2017

Note: ACS 2011-2015 estimates used for 2015, therefore accuracy and reliability decrease, MOE not included

<sup>2</sup> Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

Between 2000 and 2015, residential single-family land use intensities are estimated to have increased from about 1.1 units/acre to 1.5 units/acre. Multi-family land use intensities are also estimated to have increased from 0.8 units/acre to 12.5 units/acre. It is important to note that while the 2000 land use intensity is based on a single point in time, the 2015 land use intensities are based instead on a five year estimate.

## **LAND USE REGULATIONS**

### **Town Of Buchanan Zoning Ordinance**

The Town of Buchanan has adopted and enforces its own local zoning ordinance. The zoning ordinance organizes the community into different districts. Within each district specific uses are permitted subject to certain requirements.

The Town of Buchanan is fortunate to have its own zoning code to use as a tool to permit development in a fashion that is compatible with the local rural setting. Not all towns in Wisconsin have their own zoning ordinance. In many towns, the only zoning regulations available are adopted and enforced by the county. This limits local autonomy. The Town of Buchanan is free to update and modify its local zoning ordinance as it deems necessary to promote public health, safety and community welfare.

Buchanan's zoning ordinance follows a traditional Euclidean<sup>3</sup> model that seeks to segregates uses by type and establishes dimensional requirements related to lot size, setbacks and building height. As new uses are created over time, they are listed specifically in the zones in which they are permitted. To be most effective, this type of ordinance must list every possible use and establish a zone in which that use would be appropriate. Euclidean ordinances are based on a philosophy that separation of uses will create a safer, healthier environment. In recent years, the planning profession has developed alternative zoning models based on performance standards and building form.

Form-based zoning codes regulate a community based on the appearance (e.g. building line, landscaping, lighting, signage, building size, building materials, building design) rather than the type of use. Ordinances based on performance standards seek to regulate based on a particular set of operation standards rather than on particular type of use.

Performance standards provide specific criteria for limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts and visual impacts of a use. In this approach, the proposed use is not a factor in development. If all operation standards can be met, any use can be permitted adjacent to another. Some communities are also using

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<sup>3</sup> Reference to Euclid vs. Amber Realty Company, 1926 U.S. Supreme Court Decision, which serves as the foundation for zoning practice in the United States.

hybrid-zoning codes that combine performance and form-based zoning criteria to regulate land use.

These two new approaches (form and performance) offer the advantage of regulating the impact and design characteristics of different uses, rather than limiting the types of uses allowed in a community. As a result, communities relying on these newer models are creating mixed-use communities with a variety of different land uses established in close proximity. This pattern of development provides a walkable environment in which a person can walk to neighborhood shopping, school, and employment destinations as opposed to a Euclidian model that either separates uses and results in the need to drive to different destinations, or requires multiple variances to gain approval. More information about walkable communities is provided in Chapter 5.

A summary of the zoning districts and purposes are provided below. A more detailed breakdown of the zoning districts are found in Appendix E, Table E-2.

**Exclusive Agricultural District (AED).** Maintain highly productive agricultural lands in agricultural production by effectively limiting encroachment of nonagricultural development; by minimizing land use conflicts between agricultural and nonagricultural uses; and by minimizing public service and facility costs associated with nonagricultural development.

**General Agricultural District (AGD).** Maintain open land areas predominantly devoted to farming and agricultural related uses.

**Single-Family Residential District (RSF).** Provide for single-family detached residential development.

**Residential Two-Family District (RTF).** Provide for medium density residential development with emphasis on two-family and single-family attached residential uses.

**Multi-Family Residential District (RMF).** Provide for medium- to high-density residential areas with emphasis on multifamily or apartment development. Requires access to public sewer.

**Local Commercial District (CL).** Applies to commercial establishments located to serve primarily localized commercial markets throughout the Town. It is the intent of this district to encourage grouping of such commercial establishments. The district is not intended to apply to major or large-scale commercial establishments of a regional character.

**Regional Commercial District (CR).** Applies to areas which are now intensely developed or are expected to be intensely developed for commercial uses serving a regional commercial market.

**Planned Commercial District (CP).** Applies to large-scale commercial developments with either single or multiple buildings on a single lot or parcel designed and managed as a single entity.

**Industrial District (IND).** Primarily for manufacturing and closely related uses. It is intended to preserve such lands for the functions of industrial activity, wholesaling, warehousing and distribution.

Table 9-4 (Map 9-2) provides a breakdown of the different zoning districts found in the Town of Buchanan. The predominant zoning district in the Town is General Agricultural. This category comprised 84.1 percent of the area in the Town of Buchanan. Single-family residential was the next largest area in the Town (8.4%), followed by industrial (2.8%) and local commercial (2.3%).

**Table 9-4: Zoning Classifications**

| Zoning Classification                    | Acres   | Percent |
|--|---------|---------|
| Exclusive Agricultural District (AED)    | 0.0     | 0.0%    |
| General Agricultural District (AGD)      | 7,622.6 | 84.1%   |
| Single-Family Residential District (RSF) | 804.0   | 8.9%    |
| Two-Family Residential District (RTF)    | 81.9    | 0.9%    |
| Multi-Family Residential District (RMF)  | 28.3    | 0.3%    |
| Local Commercial District (CL)           | 206.7   | 2.3%    |
| Regional Commercial District (CR)        | 0.0     | 0.0%    |
| Planned Commercial District (CP)         | 65.1    | 0.7%    |
| Industrial District (IND)                | 251.1   | 2.8%    |
| Total                                    | 9,059.7 | 100.0%  |

Source: Outagamie County, 2016

### Extraterritorial Zoning and Plat Review

Currently, none of the surrounding communities have extraterritorial plat review authority. If any of these communities decides to adopt extraterritorial plat review powers, the village or city would have the right to make recommendations for or against development proposals within the extraterritorial limits. To develop an extraterritorial zoning ordinance with jurisdiction in the Town of Buchanan, a Joint Extraterritorial Zoning Committee would be established to develop zoning for the area. This committee would include 3 members from Buchanan and 3 members from the community.

#### What is Extraterritorial Zoning?

An extraterritorial zoning ordinance adopted by a municipality may regulate the subdivision of land within the extraterritorial jurisdiction of that municipality (e.g. within 1.5 miles of a village and 3 miles of a city boundary). The objective of extraterritorial jurisdiction is to review land divisions that are proposed beyond the municipality to ensure street extensions, environmental corridors, and parks are preserved to provide efficient municipal growth without having to annex extensive rural development.

Kimberly, Combined Locks, Kaukauna and Harrison do not have extraterritorial zoning ordinances. The Town will continue to work with surrounding communities to ensure development patterns within the Town are consistent with the surrounding areas.

### **Outagamie County Flood and Shoreland-Protection Ordinance (Chapters 24 and 44)**

The Outagamie County Flood Ordinance and Shoreland Protection Ordinance most recent amendments respectively were adopted on July 18, 2010 and December 13, 2016. The floodplain and “shoreland” areas in all towns surrounding Buchanan are regulated by Outagamie, Brown, or Calumet County ordinances. The Outagamie County Flood and Shoreland Protection ordinances are characterized by the provision of a floodway district, a flood fringe district, and general floodplain district which protect floodplain areas by regulating proposed developments within the 100-year recurrence interval floodplains as delineated in the Outagamie County Flood Insurance Study dated July 22, 2010.

The Shoreland Protection Ordinance of Outagamie County regulates “shoreland” areas, defined as those lands lying within 1,000 feet of the ordinary high-water mark of natural lakes, ponds, or flowages, or 300 feet of the ordinary high-water mark of navigable rivers or streams or to the landward side of the floodplain, whichever distance is greater. Lakes, ponds, flowages, rivers, and streams are presumed to be navigable if they are listed in the Wisconsin Department of Natural Resources publication FH-800 2009 "Wisconsin Lakes" book.

### **Subdivision Regulations**

The purpose of a subdivision ordinance is to regulate and control the division of land to:

- Further the orderly layout and use of land;
- Prevent the overcrowding of land;
- Lesson the congestions on streets and highways; and
- Facilitate adequate provision for water, sewage and other public improvements.

A subdivision ordinance includes technical requirements, design standards for plats and certified survey maps, and required improvements (e.g. stormwater detention, public and private sewage, land dedication).

The Town of Buchanan has a separate subdivision ordinance. This ordinance outlines procedures for land division, technical requirements, design standards for plats and certified survey maps, and outlines required improvements (e.g. stormwater detention, public and private sewage, land dedication). The Town ordinance also includes provisions for cluster developments (e.g. conservation subdivisions).

## TRENDS IN SUPPLY, DEMAND, AND PRICE OF LAND

Buchanan covers approximately 15.68 square miles<sup>4</sup> or 9,947 acres<sup>5</sup> of land. Presently, a significant portion of the community west of STH 55 has been developed, leaving the eastern half with the greatest potential for future development. Potential areas for development include all lands, beyond wetland and floodplain areas, that are currently either undeveloped (but not part of a residential subdivision or park area), and lands that are being used as cropland.

According to the Outagamie County Annual Growth Reports, 141 permits for new residential construction were issued in the Town of Buchanan between 2004 and 2015 (Table 9-5). On average 11.8 building permits were issued per year. The majority of permits were issued for single family construction. During the time period 112 permits were issued for commercial construction. On an average 9.3 permits for year were issued for commercial construction. By far, 2015 experienced the largest number of new commercial building permits (63), than any other year.

**Table 9-5: Building Permits (New Construction), 2004-2015**

| Year | SF (Bldg.) | 2F (Bldg.) | MF (Bldg./Units) | Total Residential (Bldg./Units) | Commercial |
|------|------------|------------|------------------|---------------------------------|------------|
| 2004 | 17         | 1          | 0                | 18(19)                          | 2          |
| 2005 | 11         | 1          | 0                | 12(13)                          | 4          |
| 2006 | 10         | 1          | 0                | 11(12)                          | 8          |
| 2007 | 10         | 0          | 0                | 10                              | 7          |
| 2008 | 8          | 0          | 0                | 8                               | 0          |
| 2009 | 9          | 0          | 0                | 9                               | 8          |
| 2010 | 12         | 0          | 9 (66)           | 21(99)                          | 1          |
| 2011 | 7          | 0          | 0                | 7                               | 4          |
| 2012 | 11         | 2          | 0                | 13(15)                          | 6          |
| 2013 | 11         | 1          | 0                | 12(13)                          | 9          |
| 2014 | 15         | 0          | 1(?)             | 16(?)                           | 0          |
| 2015 | 4          | 0          | 0                | 4                               | 63         |

Source: Outagamie County Annual Growth Report, 2005 - 2016

### Residential Development

Residential development accounts for more than 13.9% of the land in the Town. By far, most of the nearly 6,916<sup>6</sup> people who live in the Town are very happy with the quality residential neighborhoods being developed and want to see the current residential housing trends continue.

<sup>4</sup> U.S. Census, 2010, SF 1, Table GCT-PH1.

<sup>5</sup> ECWRPC 2015 Land Use.

<sup>6</sup> WDOA, 2016 Estimate.

Official WDOA household projections through 2040 estimate the number of households in the Town will increase to 3,965. That translates into roughly 52 new housing units being constructed each year.

The majority of the local housing supply is single-family detached homes (78.9%)<sup>7</sup>. People who live in these homes do not want to see the Town overdevelop with multiple family housing (e.g. rental properties, high-density developments, and other “urban” developments found in nearby cities and villages). However, there is a growing realization that residents living in Buchanan must be able to live and maintain a single family home on a sizeable lot. If they are not able to handle this responsibility, or if they desire some other type of living (e.g. townhomes, condos, etc.) they have to move to another community unless some new alternative units are built. This situation particularly challenges the elderly.

### **Supply/Trends in Farming**

The value of farmland in the Town of Buchanan is much less than the value of land sold for residential development. This gap in land values provides a significant incentive for farmers, seeking retirement, to pursue the sale of their land for development rather than try to sell the land for farmland.

At one time, Buchanan was a farming community. A few large, continuous areas of farmland are still available, but are difficult to obtain. Farmland is quickly being converted into residential developments.

It is anticipated over the next 20 years, farmland will remain in the Town, but the number of acres will decrease. The farming that does remain will consist of some rented cropland, hobby farms, and larger corporate farms on the eastern most end of the Town. Opportunities are available to include farming areas into conservation subdivisions.

### **Commercial and Industrial Development**

As has been demonstrated throughout this plan, commercial and industrial development represents a small portion of the community. Local resident sentiment would like to see this continue in the future.

Many residents work and shop outside of the Town. However, as the population of Buchanan has increased, a number of new businesses have opened to provide goods and services to local residents (e.g. Pick n’ Save, Kohl’s, Goodwill, etc.). Commercial areas are concentrated in the western portion of the Town. This pattern is expected to continue, though there is some opportunity for neighborhood services developed along CTH KK.

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<sup>7</sup> U.S. Census 2011-2015 ACS 5-Year Estimates, DP04.

Buchanan’s industrial/manufacturing development has been primarily concentrated near STH 55 and Stoney Brook Road. There is additional land zoned to accommodate future industrial development requests within the STH 55 area.

### Demand

Given the Town’s desirable subdivisions and location in close proximity to nearby employment centers and commercial areas, the demand for additional housing is expected to increase in the future. Official state population projections support this fact. Land remains available to accommodate new development. As the population of the community increases, the potential also exists for more investment in the commercial areas of the Town. Such areas are located around STH 55 and CTH KK.

### Trends in Land and Housing Prices

The Town of Buchanan is considered by many residents to be an ideal place to live. The Town provides convenient highway access for commuters, while still providing attractive commercial areas in the Town. Residents feel Buchanan is a safe, friendly and convenient place to live. These positive attributes create a demand for housing in Buchanan. Land prices in the Town are expected to steadily rise in value as more and more people continue to move to the community to take advantage of its great location, natural resources, and other amenities.

## ANNEXATION

In Wisconsin, cities and villages cannot instigate annexations. Town landowners have to petition for annexation; then cities and villages have to determine whether or not they are willing to annex those parcels.

On April 22, 2004, the Governor signed SB 87 (2003 Wisconsin Act 317), which prohibits a city or village from annexing any Town territory unless the city or village agrees to pay the Town, for five years, an amount equal to the property taxes that the Town imposed on that land in the year in which the annexation was finalized.

Since 2001, the Town has lost about 806 acres (Table 9-6) due to annexations to the cities of Appleton and Kaukauna and the Villages of Kimberly and Combined Locks. While some of these annexations have been for larger parcels, some have

**Table 9-6: Annexations**

| Year  | Acres |
|-------|-------|
| 2016  | 30.0  |
| 2015  | 12.9  |
| 2014  | 0.0   |
| 2013  | 2.9   |
| 2012  | 0.0   |
| 2011  | 59.2  |
| 2010  | 0.0   |
| 2009  | 16.5  |
| 2008  | 8.4   |
| 2007  | 1.9   |
| 2006  | 117.3 |
| 2005  | 30.0  |
| 2004  | 82.1  |
| 2003  | 247.2 |
| 2002  | 110.5 |
| 2001  | 86.8  |
| Total | 805.6 |

Source: WDOA,  
Accessed 11/13/17

been for smaller, probably individual lots. Currently the Town has boundary agreements with the Villages of Combined Locks and Harrison.

If the Town of Buchanan is concerned about annexations, the Town should study why residents decide to petition for annexation:

- Do residents want services the Town is unable to provide?
- Does annexation increase the marketability and value of their property?
- Is the annexing municipality more willing than the Town to address their concerns?
- What other issues are involved?

## **BOUNDARY AGREEMENTS**

Growth boundaries between Buchanan and Appleton, Kimberly, Combined Locks and Kaukauna should be first verbally agreed to and then mapped. A growth boundary represents the planned limit of urban growth for a 10 and 20- year period. These growth lines help the Town to plan for its own growth and development, and help limit conflicts between Buchanan, Appleton, Kimberly, Combined Locks and Kaukauna. Currently the Town has boundary agreements with the Villages of Kimberly, Combined Locks and Harrison.

Once the issues have been identified, the Town needs to determine what measures it can, and is willing to take to address those issues. To minimize the potential for annexation, several solutions exist, including:

- Educating landowners about advantages to remaining in the Town in order to prevent annexation.
- Utilizing innovative water and sewer technologies, to ensure that Town development can be served with alternative systems, rather than requiring annexation by adjacent municipalities to extend municipal water and sewer.
- The creative use of a Purchase of Development Rights (PDR) Program. By purchasing the development rights of land adjacent to the Town's common boundaries with Kimberly, Combined Locks and Kaukauna, the bordering land will be less desirable for annexation because its development potential will be gone.
- Obtaining Charter Township status (if this becomes an option in Wisconsin) as a means to protect the Town's boundaries from annexation. As recommended by the Wisconsin Towns Association (and periodically presented to the WI Legislature for consideration), charter townships have their boundaries protected from annexation. Annexation requests would need to be approved by both the Town and the annexing community (i.e. Kimberly, Combined Locks or Kaukauna) before it could be finalized.
- Approval of boundary agreements with Appleton and Kaukauna.

## **INCORPORATION<sup>8</sup>**

From time to time the concept of incorporation has been raised as a means to prevent annexation. Sections 66.0201 through 66.0211 of the Wisconsin Statutes regulate municipal incorporation -the process of creating new villages and cities from Town territory. The Department of Administration (DOA) is the administrative agency charged with facilitating the incorporation process. The DOA determines the ability of the territory petitioning for incorporation to meet certain minimum statutory standards and advises the circuit court to either accept or reject the incorporation petition.

Deciding whether or not to attempt incorporation is a decision to be collectively undertaken and financed by citizens residing in the territory under consideration. Citizens need to consider not only whether or not the standards to be initially reviewed by the circuit court can be met, but also whether the territory, level of proposed services and budget, and other relevant issues meet the more difficult statutory standards required to be evaluated by the DOA.

### **Requirements for Incorporation<sup>9</sup>**

- Characteristics of the Territory. The entire territory of the proposed village or city shall be reasonably homogenous and compact, taking into consideration natural boundaries, natural drainage basins, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs.
- An isolated municipality shall have a reasonably developed community center, including some or all of such features as retail stores, churches, post office, telecommunications exchange and similar centers of activity.
- For the Town of Buchanan, these amenities are concentrated in the western half of the Town. The western half of the Town meets these requirements, but the eastern half does not. Accordingly, it is difficult for the Town to meet these criteria at this time.
- Territory Beyond the Core. The territory beyond the most densely populated one-half square mile specified in s. 66.0205 (1), or the most densely populated square mile specified in s. 66.0205 (2) shall have an average of more than 30 housing units per quarter section or an assessed value, as defined in s. 66.0217 (1)(a) for real estate purposes, more than 25% of which is attributable to existing or potential mercantile, manufacturing or public utility uses.
- The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) shall have the potential for residential or other urban land use development on a substantial scale within the next 3 years. The Board may waive these requirements to the extent that water, terrain or geography prevents such development.

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<sup>8</sup> Text from this section taken from the Wisconsin Department of Administration Web Site, [www.doa.state.wi.us](http://www.doa.state.wi.us).

<sup>9</sup> Wisconsin State Statutes 66.207.

- If the Town were to make its most developed area (e.g. Area west of STH 55) a village, the outlying areas of the Town would not be able to meet these criteria. The overall development density is too low, and there is no desire to change this pattern.
- Beyond these two basic criteria, any application submitted to the DOA will also be evaluated based on:
  - Tax Revenue. The present and potential sources of future tax revenue must appear sufficient to defray the anticipated cost of governmental services at a local tax rate that compares favorably with the tax rate in a similar area for the same level of services.
  - Level of Services. The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city is also considered.
  - Impact on the Remainder of the Town. The impact, financial and otherwise, upon the remainder of the Town from which the territory is to be incorporated is considered in the application.
  - Impact on the Metropolitan Community. The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community is a factor to determine incorporation. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

Based on these standards it is not a realistic option for the Town of Buchanan to become a village. The underlying problem is that if the Town were to see a portion of the community incorporate, outlying areas would not meet the DOA criteria. Moreover, there is not a desire on the part of residents to see the density and type of development needed to meet the DOA criteria in outlying areas.

## **OPPORTUNITIES FOR REDEVELOPMENT**

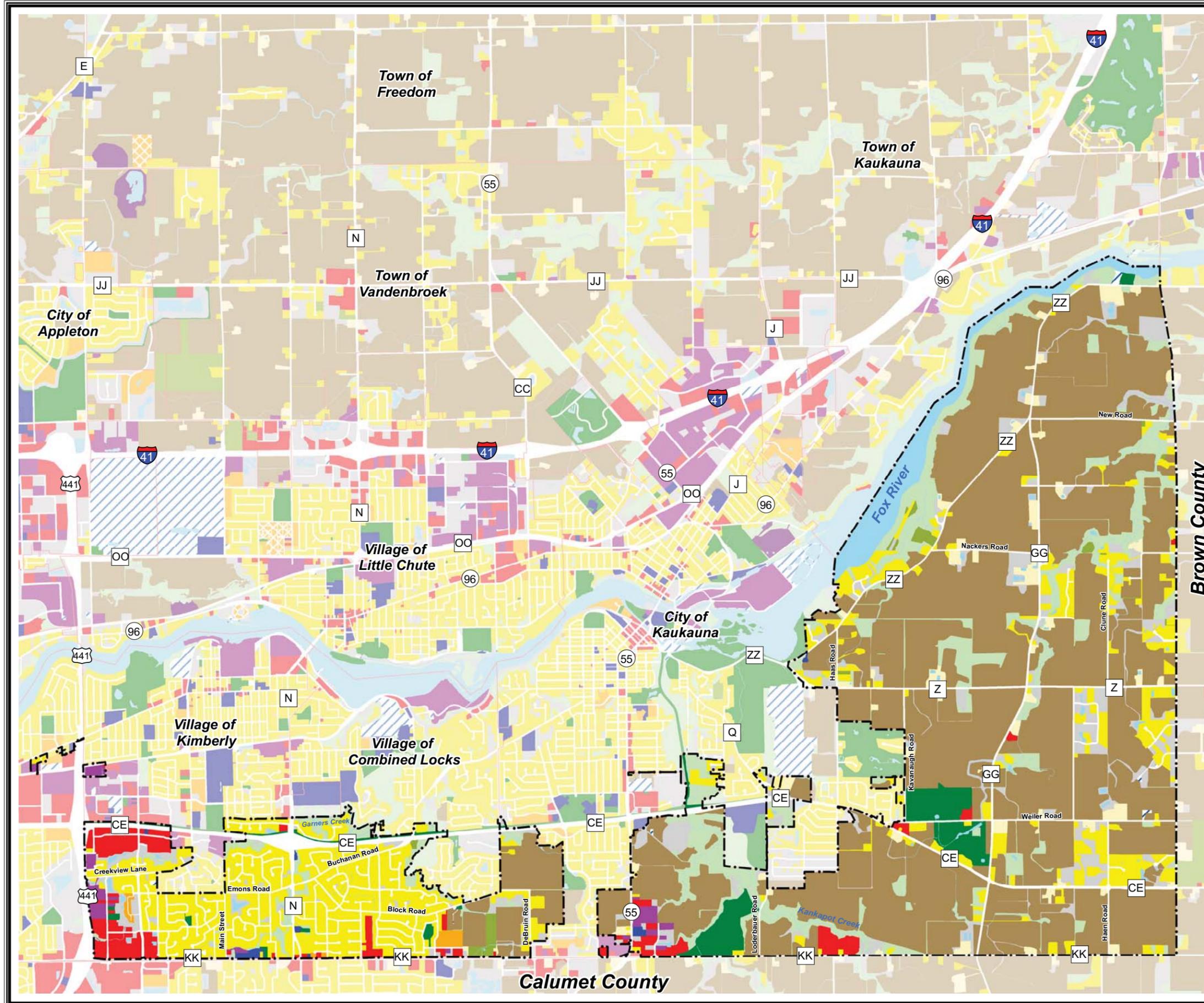
The Smart Growth Law requires that communities examine opportunities for redevelopment of blighted, underdeveloped, or other areas of a community. This is different from opportunities for new development on farm fields or lands that have never been built upon. This would involve the revitalization of commercial areas, redevelopment of areas to accommodate different (or more) types of development. In the Town of Buchanan there are limited opportunities for redevelopment. This is due to the fact that most of the development in the Town is new. There are no blighted areas due to the large population increase during the 1990's and the expansion of STH 441.

In general terms, most areas of the Town have experienced relatively new development, making it difficult to determine exact locations for redevelopment. The Town's commercial areas are thriving due to their close proximity to major roadways such as STH 441 and the expanding population of the Fox Valley. Over time, properties will become blighted, with areas of

underdevelopment. The Town will encourage the redevelopment of these areas, and will support mixed uses in these areas of redevelopment.

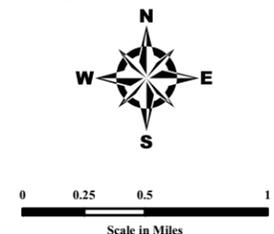
When any redevelopment opportunity arises, the Town will rely on zoning requirements, site plan review, and this plan as tools to oversee these activities.

# Map 9-1 Town of Buchanan Comprehensive Plan Update Land Use 2015



- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

Source:  
Base data: Outagamie County, 2016  
Existing Land Use: ECWRPC, 2015



This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

PREPARED JUNE 2018 BY:







## **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 525.81. 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). Town Ordinance Chapter 460: Subdivision of Land allows for conservation subdivision designs. 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.

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

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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.

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; and community centers.

Zoning Districts:

- Single Family Residential (RSF) and Two-Family Residential (RTF).

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

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

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), Multi-Family Residential District (RMF), 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.
- 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:

- Single Family Residential (RSF), Two – Family Residential (RTF), Multi-Family Residential District (RMF), Local Commercial District (CL), Regional Commercial District (CR).

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

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. 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:

- Single Family Residential (RSF) and Two – Family Residential (RTF).

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:

- Multifamily Residential District (RMF), Local Commercial District (CL), Retail Commercial District (CR), Planned Commercial District (CP), Industrial District (IND)

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), Retail Commercial District (CR), Planned Commercial District (CP), Industrial District (IND)

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.

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.

Zoning Districts:

- Exclusive Agricultural District (AED) and General Agricultural District (AGD).

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.

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

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.

Appropriate land uses for the district include:

- Agricultural uses associated with agriculture and farming, and low-density residential when associated with an agricultural use.

Zoning Districts:

- General Agricultural District (AGD).

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.

## **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.

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,

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

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 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

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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.

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.

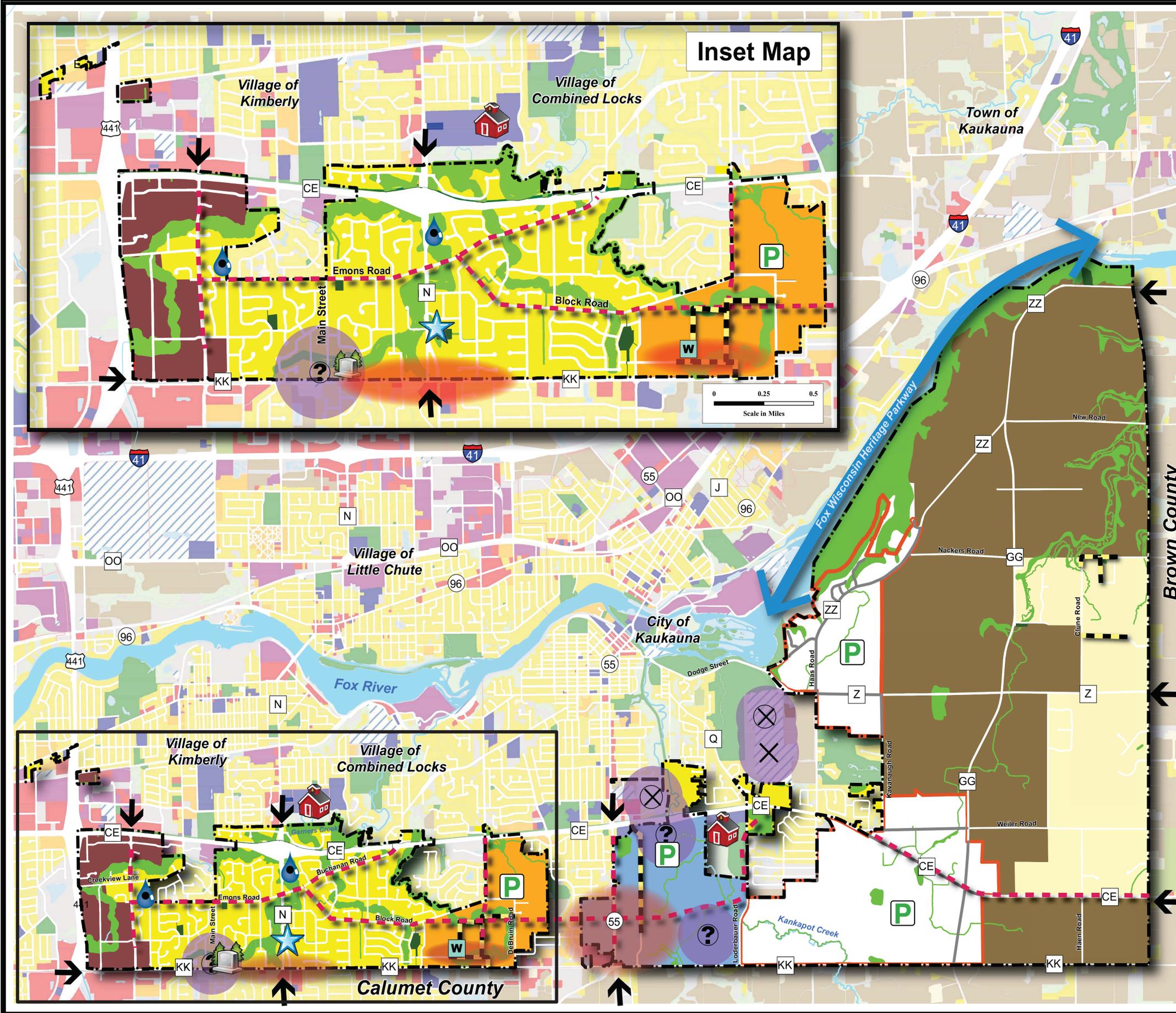
### **Implementation**

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.

# Map 10-1 Town of Buchanan Comprehensive Plan Update Year 2040 Future Land Use

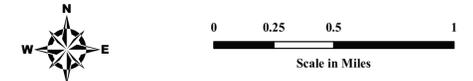


## Existing Future/Conceptual

- Town Hall & Fire Dept
- Cemetary
- School
- Active Landfills
- Closed Landfills
- Landfill - Status Unknown
- Wells
- 1200' Landfill Buffer
- Existing Parks
- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water
- Future Water Tower
- Conceptual Park Locations
- Community Gateways
- Trails
- Planned Roads
- Mixed Use Employment Intensification Area
- Commercial & Retail Service Hubs
- Suburban Single Family Residential
- Rural Infill Residential
- Short-Term Mixed Use Residential
- Long-Term Mixed Use Residential
- Working Lands District
- Long-Term Urban Growth Areas (Services Required)
- Environmental Sensitive Areas (+SSA)\*\*\*

Source:  
Base data: Outagamie County, 2016  
Existing Land Use: ECWRPC, 2015  
Future Land Use: ECWRPC, 2018

\*\*\*Wetlands plus 50 foot buffer. Floodways with 75 foot buffer. Land within 100 feet of navigable waters. Land within 25 feet of non-navigable waters. Steep slopes of 12% or greater.



PREPARED JUNE 2018 BY:

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## **CHAPTER #11**

# INTERGOVERNMENTAL COOPERATION

## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

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## CHAPTER 11: INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

Intergovernmental cooperation involves working with neighboring communities and agencies to understand how their future planning activities will impact the Town of Buchanan. At a minimum, this involves sharing information about Buchanan's plan with neighboring communities and agencies and vice versa. However, Buchanan believes intergovernmental cooperation should not end with the sharing of plans. Instead, this process should be the beginning for joint planning and decision-making, conflict resolution, and other strategies to promote regional coordination.

The Comprehensive Planning Law requires that the Town of Buchanan coordinate its planning effort with:

- Town of Woodville (Calumet County); and the Towns of Holland and Wrightstown (Brown County)
- Villages of Combined Locks, Kimberly and Harrison
- Cities of Appleton and Kaukauna
- Brown, Calumet, and Outagamie Counties
- East Central Wisconsin Regional Planning Commission
- Appleton, Kaukauna, Kimberly, and Wrightstown School Districts
- Darboy Sanitary District
- Garners Creek Stormwater Utility
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Wisconsin Department of Administration
- Wisconsin Land Council

### INTERGOVERNMENTAL COOPERATION VISION

#### INTERGOVERNMENTAL COOPERATION VISION

*By 2040, intergovernmental cooperation efforts have enabled Buchanan to establish partnerships with neighboring communities, state agencies, Outagamie, Calumet, and Brown counties, and the school districts to provide coordinated, cost-effective services. Through cooperation with adjacent communities, the Town has preserved its rural lifestyle and maintained its land base while providing a unique blend of commercial and residential development.*

### INTERGOVERNMENTAL PARTNERS, ACTIVITIES AND CONFLICTS

Actions undertaken by the Town of Buchanan have the potential to affect neighboring communities. Likewise, the actions of its neighbors can affect Buchanan. Maintaining channels

of communication and identifying opportunities for cooperation can ease intergovernmental tensions and provide the means to achieve shared goals. This section highlights some of the intergovernmental issues and challenges facing the Town and discusses those programs currently in place. The maps provided throughout this plan indicate the proximity of adjacent communities to Buchanan.

### **The Towns of Holland, Woodville, and Wrightstown**

Buchanan's relationship with the neighboring towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. These communities share a common rural character with Buchanan. Since Towns cannot annex land from one another, boundary disputes are non-existent. Public services such as road maintenance and construction are often cooperative efforts. Furthermore, as mutually beneficial opportunities for shared services arise, the Towns are open to considering additional shared services options.

### **The Cities of Appleton and Kaukauna and the Villages of Combined Locks, Kimberly and Harrison**

Buchanan shares its north-central and northwestern boundary with the City of Kaukauna and Villages of Combined Locks and Kimberly. In addition, the Town shares common boundaries with the City of Appleton and the Village of Harrison. The Town's residents enjoy access to the businesses and services provided by these communities. As a result, they are an important local destination point. However, as incorporated communities with growing populations and limited available undeveloped land, they also provide opportunities for potential conflict with the Town. Over the years, Buchanan has lost a significant amount of its land base through the process of annexation. Annexation occurs at the behest of Town residents or landowners. Petitions for annexation typically result from a desire for improved services or because the city or villages offer opportunities for greater development densities. The Town of Buchanan is committed to providing quality development choices within its boundaries and believes that, with proper planning and zoning, this will be possible without or without municipal water or sewer systems.

### **School Districts**

The Town's relationship with the school districts can be characterized as cooperative. The Town appreciates the quality service provided by the school districts and the fact that the schools are a major draw to the area for new residents. Regular and open communication is critical to ensure that this cooperative relationship will continue and be strengthened as growth continues.

### **County and Regional Governments**

The Town of Buchanan is located in Outagamie County, which provides many programs, services, and facilities that are available to Buchanan residents. County programs that most directly impact Buchanan include:

- Zoning
- County highway maintenance and improvement programs
- County park maintenance
- County police protection

- Land and Water Conservation efforts for permitted sanitary systems and maintaining wetland areas and lake quality
- Economic development assistance
- Social services
- Emergency Management

In those areas where Outagamie County has jurisdiction, the county solicits input from the Town before making decisions affecting Buchanan. Likewise, the Town has maintained communication with Outagamie County by providing recommendations regarding transportation, economic growth, and residential development. Future communication will also be especially important as it relates to:

- Zoning
- Stormwater management
- Coordination with the Outagamie County Planning
- Economic development
- Emergency management
- Courts
- Health department
- Public safety

Outagamie County and the Town of Buchanan are part of the East Central Wisconsin Regional Planning Commission (ECWRPC). The Town receives assistance from both of these organizations over the year.

### **State Agencies**

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)
- Wisconsin State Historical Society
- Wisconsin Department of Administration (WDOA)
- Department of Agriculture, Trade and Consumer Protection (DATCP)

WDNR and WisDOT are the primary state agencies with which Buchanan must coordinate to achieve the goals and objectives of this plan. WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands, and other natural wildlife habitat areas.

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the region.

The mission of DATCP is to serve Wisconsin citizens by ensuring:

The safety and quality of food

- Fair business practices for the buyer and seller
- Efficient use of agricultural resources in a quality environment
- Consumer protection
- Healthy animals and plants
- The vitality of Wisconsin agriculture and commerce

Open communication and participation in historic, natural, land use, and transportation decisions that impact the Town will remain important priorities for intergovernmental cooperation with state agencies.

## **EXISTING INTERGOVERNMENTAL AGREEMENTS**

The Town of Buchanan has a number of intergovernmental and mutual aid agreements in place with its neighbors. These include, but are not limited to:

- community park with the Village of Harrison;
- the Darboy Sanitary District;
- Garners Creek Stormwater Utility;
- Outagamie County Sheriff's Department for police protection and the Village of Combined Locks for shared police protection;
- Outagamie County Highway Department for road maintenance;
- agreements with the City of Appleton for transit services;
- boundary agreements with the Combined Locks and Harrison; and
- Villages of Wrightstown, Harrison, Combined Locks and Hollandtown Fire Departments for fire service automatic aid agreements.

## **INTERGOVERNMENTAL COMPREHENSIVE PLANNING PROCESS**

To facilitate a planning environment open to intergovernmental cooperation, Buchanan sent its intergovernmental partners an invitation to participate in an intergovernmental meeting to solicit input prior to beginning the formal adoption procedure. On March 5, 2018 the Town of Buchanan hosted an intergovernmental meeting. A total of 10 people representing the Town of Buchanan, the Kimberly School District, the City of Appleton, the Darboy Sanitary District, Valley Transit and the Outagamie County Sheriff's department were in attendance.

All plan documents, including text and maps, were available throughout the planning process on the project website for review and comment to ensure the widest range of public participation and input from overlapping and neighboring jurisdictions as well as any other interested entity or individual.

Thirty days prior to the public hearing, neighboring communities were notified of the hearing and advised to where copies of the draft comprehensive plan could be attained for review and recommendations to the Town. Comments received were addressed at the Public Hearing and in the final adopted plan.

## **EXISTING AND PROPOSED COMPREHENSIVE PLANS**

### **Outagamie County Comprehensive Plan**

Outagamie County Board adopted a comprehensive plan on March 25, 2008. Additions and updates have been occurring since the plan was adopted. A Farmland Preservation Plan dated 2011 and amended in 2012 and is included as Appendix F. The Outagamie County Comprehensive Plan Outdoor Recreation and Open Space Plan 2014-2018 (Appendix E) is

updated every 5 years and is part of the comprehensive plan. The latest revision of the future land use map was done on February 22, 2017.

### **Adjacent/Nearby Governmental Units**

The City of Appleton adopted a comprehensive plan in March of 2010. On March 15, 2017, the city completed a five year update. The update included text amendments to a number of the background chapters and the Parks and Recreation Master Plan (Chapter 18), a full re-write of the city's downtown plan (Chapter 14) and a revised future land use map. The City of Kaukauna (January 2013), the villages of Combined Locks (February 2, 2010), Kimberly (January 4, 2010) and Harrison (February 17, 2017), and the Towns of Holland (April 7, 2005) and Wrightstown<sup>1</sup> (September 22, 2005) have completed and adopted comprehensive plans. The Town of Woodville was part of a countywide comprehensive planning effort. The Town of Woodville adopted Calumet County's comprehensive plan, and then developed a town specific land use chapter. The individual town level land use chapters were adopted by the county and incorporated into the county's overall comprehensive plan in February 2008. These chapters were updated and subsequently adopted by the county as part of the February 2012 comprehensive amendments.<sup>2</sup>

## **OTHER PLANS**

### **School Districts**

At this time, no school district has plans to construct new facilities within the Town of Buchanan. In order to facilitate future school district planning efforts, the Utilities and Community Facilities chapter of this plan recommends the Town continue to work with the schools districts on future facilities and studies.

The four school districts serving the Town have a long history of planning for improvements and expansion in response to population growth rates. The districts' facilities can accommodate a significant number of new students. Since school district boundaries extend well beyond the Town, it is likely that new schools, if constructed, will be located outside of Buchanan. To further facilitate school district planning and intergovernmental cooperation, this plan is available to the districts.

### **State Agencies**

WDNR is a major agency involved in the acquisition and development of recreational/pedestrian trails – an important component of this plan. Furthermore, the WDNR takes a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands and other natural wildlife habitat areas. These priorities are reflected in the environmental corridors shown on the Future Land Use Map, as well as the groundwater protection and other natural resource goals, objectives and policies outlined in the Agricultural, Natural and Cultural Resources Element.

WisDOT has completed a series of statewide planning documents for use in the development of local comprehensive plans. These documents include plans for the state highway corridors,

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<sup>1</sup> The Town of Wrightstown is currently in the process of updating its comprehensive plan.

<sup>2</sup> Calumet County website, accessed 9/27/17.

bicycle corridors, rail corridors, and air transportation. The plans were used as a starting point when preparing the Transportation Element Chapter of this plan. Recommendations from these plans are addressed in the Transportation Element.

## **HUMAN INFRASTRUCTURE TO SUPPORT TOWN SUCCESS**

To date, Buchanan has functioned well with minimal staff. However, as the Town's population expands and as the community evolves in to a more developed landscape, additional staff may be needed to meet the demands of a growing community. The addition of staff should be carefully considered as part of a larger organization structure designed to meet resident, economic, and intergovernmental challenges. The comprehensive plan does not call for specific additions in terms of staff capabilities. Future expansion decisions should be based on periodic reviews of the Town undertaken by the Plan Commission.

The provision of adequate space for government to function is also an issue that will impact the Town's ability to coordinate well with neighboring communities and provide needed services for residents. This issue is addressed in the Utilities and Community Facilities Chapter with information provided regarding local facilities assessments.

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

Intergovernmental Cooperation weaves its way into every element of this plan. Regional housing demand and supplies determine the market for housing in the Town of Buchanan. Transportation improvements made to county and state highways have the potential to affect land use and development patterns in the Town. Likewise, the Town's ability to expand economically depends on quality services being provided, not only by the Town but also by its intergovernmental partners (e.g. schools, police, fire, etc.). Moreover, the Town's ability to support development opportunities at its perimeter must be coordinated with neighboring communities to ensure compatibility with adjacent land uses.

## **INTERGOVERNMENTAL GOALS, OBJECTIVES AND POLICIES**

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



## **CHAPTER #12**

## **IMPLEMENTATION**

## CHAPTER 12: IMPLEMENTATION

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## CHAPTER 12: IMPLEMENTATION

### INTRODUCTION

The Implementation Element is the “how to” portion of the plan. It describes those actions necessary to realize the visions, including proposed changes to any applicable zoning ordinances, sign regulations, site plan regulations, design review ordinances, and subdivision ordinances. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan, it is necessary to implement the goals, objectives and recommendations as outlined on a continual basis. If the plan is to be successful it must be implemented meaningfully and aggressively.

This chapter includes the goals, objectives, and policies developed to support the elements of this plan. Goals are defined as broad, long-range statements which describe a desired future condition. Objectives are statements which describe specific conditions which will help attain the stated goals. Finally recommendations are specific actions which must be performed to implement the goals and objectives.

Implementation tables at the end of the chapter prescribe a series of actions and ongoing efforts to be completed by the Town of Buchanan. Ongoing efforts are presented as a list and are assigned primary responsibility. Recommendations provide specific action steps, such as regulations, ordinances, incentives, expenditures; information and education need to fulfill a specific objective. Actions are presented in table format by primary responsibility and priority/timeline. In this way, this chapter serves as the master “to do” list for implementing the plan.

### ROLE OF THE PLAN

All land controls governing the Town of Buchanan must be consistent with the adopted comprehensive plan.<sup>1</sup> The Town’s Plan Commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the Plan Commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives and recommendations and the proposed land use patterns within this plan. If the Plan Commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

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<sup>1</sup> Wisconsin State Statutes 66.1001.

## **RELATIONSHIP BETWEEN ELEMENTS**

Throughout the plan, coordination between the nine required elements has been highlighted as a special section of each element chapter. In several instances, a single objective and theme applies to more than one element of the plan and was reprinted in several chapters. To further highlight the interconnected nature of the elements, within the tables provided a column titled “Related Recommendation” is included.

## **MONITORING PROGRESS**

It is the responsibility of the Plan Commission to monitor the progress of implementation utilizing Implementation Tables found at the end of this chapter. The progress of plan implementation should periodically be reported to the Town Board. Additionally the Plan Commission should annually review the goals, objectives and recommendations and address any conflicts which may arise between the elements of the plan. While it is the responsibility of the Plan Commission to monitor progress, others may also check progress including community members, Town staff and citizen groups.

To track planning progress and help to ensure that the plan is implemented, milestone dates are provided for each recommendation. Special attention has been given to the milestone dates to ensure that individual recommendations act in harmony with other stated goals, objectives and recommendations and are feasible expectations for the Town.

To assist the Plan Commission with monitoring the plan, it may be necessary to develop and implement a variety of informal tools and techniques. Items for consideration may include:

- creation of development review ‘checklists’ to assist with determining a proposal’s consistency with the comprehensive plan;
- integration of plan recommendations into a ‘performance-based budgeting’ initiative;
- development of an annual ‘work plan’ for the Plan Commission;
- placing the comprehensive plan as an item on every Plan Commission meeting agenda so that either the public and/or Plan Commission members can discuss items related to the plan, or to use the time to evaluate implementation progress;
- developing articles for the Town newsletter which focus on certain recommendations or objectives within the plan and calling for public input or volunteers to work on an item; and
- designation of an official “Comprehensive Planning Day” within the Town and have activities or workshops related to this subject so as to build awareness (perhaps associated with the month of October which is the American Planning Association’s formal “Community Planning Month.”

## **RESPONSIBILITIES**

### **Elected Officials**

Elected officials must make their decisions on criteria regarding how development will affect the entire community, as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to ensure the plan remains viable.

### **Plan Commission**

The powers and duties of planning commissions have been established by Wisconsin Statutes. The Town of Buchanan Plan Commission is the primary entity responsible for implementing and updating this comprehensive plan. As such, the Plan Commission must promote good planning practices within the Town. Commission members should be knowledgeable about the contents, visions, goals, objectives and recommendations of the comprehensive plan. Moreover, the Plan Commission must promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any technical issues and proceedings regarding current planning issues. The Plan Commission is responsible for periodic amendments to the comprehensive plan so that regulations and ordinances are in compliance with the plan. Likewise, the Plan Commission must review all new ordinances to verify they are compliant with the goals, objectives and recommendations of the comprehensive plan.

## **UPDATING THE COMPREHENSIVE PLAN**

A comprehensive plan must be updated at least once every ten years<sup>2</sup>. However, it is strongly recommended that the Plan Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the Town may experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives and recommendations may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation.

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<sup>2</sup> Wisconsin State Statutes 66.1001(2)(i).

The Town of Buchanan will initiate its next comprehensive update of this plan by 2028. This update will also involve a comprehensive review of the inventory information presented in each chapter. Furthermore, the Town will coordinate with all partners identified in the Intergovernmental Element to understand any external changes that may impact the plan. Finally, the Town will complete a comprehensive review of all visions/policies, goals, objectives, recommendations and programs outlined in this plan to evaluate progress and consider additional opportunities. Given the anticipated growth rates in the Town, comprehensive updates should be scheduled on a ten-year basis to ensure that this plan remains an up-to-date and effective tool for decision-making.

## **IMPLEMENTATION**

The following policies, goals, objectives, and recommendations provide an overall framework for the development of the Town of Buchanan over the next twenty years. This framework is meant to guide the development of future land use policies, regulations, and individual decisions and should be considered somewhat flexible in nature. The plan policies, goals, objectives, and recommendations are arranged by the nine elements of the comprehensive plan: Issues and Opportunities, Housing, Transportation, Utilities and Community Facilities, Agricultural, Natural and Cultural Resources, Economic Development, Land Use, Intergovernmental Cooperation and Implementation.

## **ISSUES AND OPPORTUNITIES GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

Intertwined boundaries between the Town and its neighbors, the unincorporated community of Darboy, and a lack of consistent signage and community entrances have resulted in confusion and a need to establish a unique identity for the Town of Buchanan. Darboy, as an unincorporated community, predates the formation of the sanitary district, and goes back to 1848 when the area was first settled by the Dutch. As a result, the name and resulting identity of Darboy has been ingrained in the fabric of the local area. Since the unincorporated community of Darboy encompassed areas within both Buchanan and Harrison, some residents from both communities associate themselves with Darboy, and not necessarily Buchanan or Harrison.

### **“Sense of Community”**

Sense of Community is a feeling that members have of belonging, a feeling that members matter to one another and to the group, and a shared faith that members' needs will be met through their commitment to be together.  
(McMillan, 1976)

To strengthen community identity the Town should be looking at ways to increase community interactions that will result in an enhancement of “sense of community”. This could include utilizing “placemaking” concepts to develop temporary and/or permanent public spaces, encouraging neighborhood interactions and relationship building, and increasing internal

### **“Placemaking”**

Placemaking’ is a multi-faceted approach to the planning, design and management of public spaces. Put simply, it involves looking at, listening to, and asking questions of the people who live, work and play in a particular space, to discover their needs and aspirations. – Project for Public Spaces  
[http://www.pps.org/reference/what\\_is\\_placemaking/](http://www.pps.org/reference/what_is_placemaking/)

communication and walkability. The Town should be identifying unique features that can be incorporated into the Town’s identity. Some of examples of unique features include promoting the Town as a “river community” due to its location along the Fox River; or using the Town’s inclusion in the Wisconsin Ledge

AVA to encourage wineries to locate in the Town. Finally, the Town will need to establish a unique image or brand that is recognizable throughout the Town.

The issues and opportunities goals and objectives were developed to ensure that Buchanan:

- strengthens community identity;
- increases community interactions; and
- increases “sense of community”.

### **Issues and Opportunities Policies**

- Provide distinctive signage, banners and other amenities that are unique and provide identity to the Town.
- Encourage activities that promote community and neighborhood interactions.

### **Issues and Opportunities Goals, Objectives and Recommendations**

#### **Goal IO 1: Enhance the Town’s quality of life and sense of community.**

Objective IO 1.1: Encourage activities and land use patterns that strengthen and promotes community interaction and sense of community.

- *Recommendation IO 1.1.1: Work with local residents and businesses to develop an annual or ongoing event. The event could be organized and sponsored by local civic organizations and businesses, as a way to promote community interaction. Events that could be considered may include Music in the Park, Taste of Buchanan, Make a Difference Day, etc.*
- *Recommendation IO 1.1.2: Utilize “Placemaking” to create temporary and permanent public and quasi-public spaces for the community to come together. Utilize empty parking lots, public parks, and the Town Hall site for community gatherings. (Town of Buchanan Economic Development Strategy)*
- *Recommendation IO 1.1.3: Contact the Department of Landscape Architecture at UW-Madison and apply for their Graduate Community Design Assistance Program to create*

*a town center development plan and design recommendations for the Town that focus on the built and natural environment, including streetscaping improvements. (Town of Buchanan Economic Development Strategy)*

- *Recommendation IO 1.1.4: Consider establishing distinctive signage and amenities for the Town of Buchanan as a way to establish community identity and a community brand. This could include distinctive streetlights, banners, wayfinding signage, park signage, street signs, etc. (Recommendation ED 1.3.4)*
- *Recommendation IO 1.1.5: Create welcoming and aesthetically pleasing entry points into the Town. Identify areas for key entry points into the Town.*
- *Recommendation IO 1.1.6: Support efforts by others to utilize the undeveloped Fox River shoreline for a future trail / park system that would tie in with the Fox Wisconsin Heritage Parkway. A trail along the Fox River could be used to strengthen the Town's identity as a "river community". (Recommendation ED 3.1.2)*
- *Recommendation IO 1.1.7: Utilize "Placemaking" and the "Main Street Mall" concept to create a gradual development plan to transform the Kohl's shopping center and Appleton East Cinema areas into more pedestrian scaled town center projects. This plan could include housing. (Town of Buchanan Economic Development Strategy)*
- *Recommendation IO 1.1.8: Market the Town as a Viticulture Area, and encourage the development of local vineyards by utilizing the Town's location as part of the Wisconsin Ledge AVA. (Recommendation ED 3.1.1)*

**"Main Street Mall" Concept**

The conversion of former shopping malls and strip centers into town centers and main streets. –  
Charles C. Bohl, Place Making

Objective IO 1.2: Enhance and strengthen neighborhoods to increase a sense of place and belonging.

- *Recommendation IO 1.2.1: Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts. (Recommendation H 2.1.2)*

## **HOUSING GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

Based on population projections and the predicted reduction in household size over that same period, it is estimated that approximately 1,562 housing units will be needed by the year 2040. To ensure that these units are of a high quality, goals, objectives and recommendations are included in Chapter 12 based on the information gained from community visioning and input from the Town Plan Commission.

The housing goals, objectives and recommendations were developed to ensure that Buchanan:

- remains a community with a variety of housing opportunities;
- limits new development to options that retain the Town’s rural character, particularly in the easternmost areas;
- protects existing agricultural operations; and
- enhances community identity.

### **Housing Policies**

- Enforce Town ordinance and the Uniform Building Code to ensure that properties are in good condition.
- Utilize the patterns presented on the Future Land Use Map as a guide for development approvals.
- Require new subdivision developments to provide abundant green space and access to planned trails.
- Provide a range of housing styles, types and price ranges to support lifestyle needs and preferences.
- Preserve prime farmland and wildlife habitat.
- Limit residential development in floodplains, wetlands, and environmentally sensitive areas.
- Encourage “low impact” development, including conservation subdivisions, within the eastern portion of the Town to reduce stormwater runoff and flooding.
- Require pedestrian and bicycle access and amenities (e.g., trails and sidewalks) to be considered as part of all residential development projects. This includes considering location choices for developments catering to individuals of all ages that provide opportunities to walk or bike to important destinations like schools, parks, and shopping.
- Promote infill development of existing subdivisions.
- Encourage investment in existing neighborhoods.

### **Housing Goals, Objectives and Recommendations**

**Goal H 1: Maintain the environmental assets and rural character of the community so that it continues to be an attractive place to live.**

Objective H 1.1: Protect the rural character and ability to farm.

- *Recommendation H 1.1.1: Encourage the development of conservation subdivisions instead of conventional subdivisions in the eastern portion of the Town. (Recommendation LU 1.1.1)*
- *Recommendation H 1.1.2: Educate potential developers and residents about the benefits of conservation subdivisions.*

- *Recommendation H 1.1.3: Promote infill development of existing subdivisions. (Recommendations LU 1.1.3, CF 1.2.1 and AG 1.1.1)*

**Goal H 2: Preserve and / or improve the quality and integrity of the existing housing stock and the cultural identity and history of the area.**

Objective H 2.1: Promote continuous improvement and preservation of the Town's established neighborhoods.

- *Recommendation H 2.1.1: Coordinate with the area school districts, local churches and community service organizations to provide volunteer services on "Make A Difference Day" as well as a regular program to assist seniors and disabled residents in need of home maintenance services.*
- *Recommendation H 2.1.2: Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts. (Recommendation IO 1.2.1)*

Objective H 2.2: Promote the benefits of remaining in the Town.

- *Recommendation H 2.2.1: Develop articles for the Town newsletter / website that highlight the benefits of remaining in the Town versus annexation.*

Objective H 2.3: Encourage preservation and renovation of historic homes.

- *Recommendation H 2.3.1: Develop an inventory of historical and architecturally significant homes in the Town.*
- *Recommendation H 2.3.2: Encourage eligible homeowners to seek federal and state tax credits that can be used for preservation and renovation activities.*

**Goal H 3: Provide housing choices, which reflect the needs of individual households.**

Objective H 3.1: Support existing efforts, consider new programs and support proposals that will provide additional elderly and disabled resident housing opportunities and services in Buchanan.

- *Recommendation H 3.1.1: Coordinate with Outagamie County to encourage surveys of area seniors to understand needed services.*
- *Recommendation H 3.1.2: Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities.*

- *Recommendation H 3.1.3: Support proposals for additional disabled resident housing that would be within close proximity to transit and amenities.*

Objective H 3.2: Support collaboration between governmental, private and non-profit sectors to encourage opportunities around affordable housing.

- *Recommendation H 3.2.1: Encourage existing non-profits to work closely together and with the private sector to meet community needs.*

Objective H 3.3: Encourage residential developments that promote a variety of different housing types.

- *Recommendation H 3.3.1: Investigate new emerging trends in housing such as tiny houses, granny flats and cohousing and revise zoning ordinance, if necessary.*

Objective H 3.4: Maintain the ability to build varied types and sizes housing in the Town.

- *Recommendation H 3.4.1: Conduct an internal review of Town codes and ordinances every five years to consider amendments to address housing concerns as it relates to the economy.*
- *Recommendation H 3.4.2: Conduct a housing study that includes a housing market analysis. The plan should:*
  - *determine gaps in the housing market;*
  - *identify demand for additional housing units by type, price, and amenities; and*
  - *include an analysis of gaps in the senior housing market (independent and assisted living facilities).*

## **TRANSPORTATION GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

It is Buchanan's vision that residents will enjoy safe roads with minimal traffic congestion and safe bike/pedestrian routes and trails. Since the Town has limited control over county and state highways, the goals, objectives and policies in this plan are related to actions that the Town can control. The Town of Buchanan will work, in accordance with the Intergovernmental Cooperation Element, with Outagamie County and WisDOT to ensure that adequate community transportation facilities are available to serve the area.

The transportation goals, objectives and recommendations were developed to ensure that Buchanan:

- Provides safe pedestrian and bike connections to residential neighborhoods; existing and proposed local and regional trails and bicycle routes; adjoining communities, local

(parks, schools, YMCA, churches, retail businesses, town hall, doctors, etc.) and regional destinations (High Cliff State Park, WIR, etc.).

- Enhance “walkability” within the community by providing sidewalks and trail connections to schools, parks, shopping areas, services, churches, etc.
- Continue and enhance public transit options.
- Increase overall road network connectivity.
- Increase safety at specific intersections and reduce congestion on major roadways.

### **Transportation Policies**

- Provide a broad range of transportation choices; including well maintained local roads, county, state and federal highways, sidewalks, bike lanes, trails, and public transportation to meet the diverse needs of residents.
- Support ADA and elderly transportation options.
- Provide a safe and efficient transportation network that will increase accessibility between interdependent land uses such as commercial, industrial, residential, and recreational.
- Improve connectivity through the Town by planning for a system of evenly spaced minor collectors that will collect traffic from local roads. Encourage more of a grid-like street pattern, as opposed to multiple cul-de-sacs and dead end roads, which will allow for better connectivity within and between neighborhoods.
- Consider roundabouts, where appropriate and if space allows, as an alternative to stop lights.
- Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, and on soils with severe engineering limitations.
- Encourage communication and coordination between the Town, Outagamie and Calumet County Highway Departments and WisDOT on transportation improvements and plans.
- Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits.

### **Transportation Goals, Objectives and Recommendations**

**Goal T 1: Ensure that the Town’s road system is well maintained, safe and operates efficiently.**

Objective T 1.1: Address identified safety and congestion concerns.

- *Recommendation T 1.1.1: Work with Outagamie and Calumet County, WisDOT, ECWRPC, the Fox Cities MPO to address safety and congestion concerns. (Recommendation LU 1.5.3)*
  - *Intersection Improvements:*

- CTH N and Emons/Buchanan Road. Intersection improvements are planned.
- CTH CE and Buchanan Road. Intersection improvements are planned.
- CTH N and CTH KK. Address pedestrian/bikes during CTH KK Highway Study.
- Eisenhower Drive and Emons Road. Address when Emons Road is reconstructed.
- CTH KK and State Park Road. Contact Outagamie and Calumet County Highway Departments to discuss difficulty in crossing CTH KK at certain times of the day.
- CTH CE and Eisenhower Drive. Multi-lane roundabout is confusing for motorists. Pedestrians and bikes have difficulty crossing. (Provide education materials for safely navigating roundabouts on the Town's website. Encourage Outagamie County Highway Department to look at ways to raise awareness of pedestrian crosswalks.)
- CTH CE and CTH N. CTH CE and CTH N Corridor Study – Intersection Improvements are being looked at to address difficulty turning left from the off ramp. A temporary traffic signal has been installed on the south side of CTH CE and CTH N and will become permanent. While a traffic signal on the north side is being considered.
- Congestion
  - CTH N. CTH N, CTH KK to Emons Road project is being done to address congestion.
  - CTH KK. Address during CTH KK, John Street to CTH N Traffic Study is being done to address traffic congestion.

Objective T 1.2: Provide a well maintained transportation network.

- *Recommendation T 1.2.1: Continue to update road ratings using PASER evaluations, every 2 years.*
- *Recommendation T 1.2.2: Use a Capital Improvement Plan (CIP), PASER results, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance as well as other capital projects (e.g. municipal building upgrades, equipment purchases, etc.).*
- *Recommendation T 1.2.3: Update the street sign inventory.*

Objective T 1.3: Ensure that the road network operates as an efficient system.

- *Recommendation T 1.3.1: Annually review and update the Town's Official Map to ensure that it is current and reflects ongoing changes and future improvements to the Town's*

transportation system. The Town's Official Map should reflect the recommendations contained within this plan.

- Recommendation T 1.3.2: Determine locations for future major rural collectors in the eastern portion of the Town; revise the Official Map.
- Recommendation T 1.3.3: Revise the Chapter 460: Subdivision of Land to require that residential developers complete a traffic impact analysis for new subdivisions to ensure that the road network can accommodate the additional traffic volumes resulting from the proposed development.
- Recommendation T 1.3.4: Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along area roads.
- Recommendation T 1.3.5: Create design standards and sections for different functionally classified local roads.
  - Urban Collector
    - Bike / Pedestrian On and Off-Road Facilities
      - Sidewalk and on-road bike lanes
      - Multi-use trail
  - Rural Major Collector
    - Bike On-Road or Multi-use trail
      - On-road bike lanes
      - Multi-use trail
  - Urban Local Street
    - Some local streets such as Springfield Drive, Block Road and Main Street may potentially function more like a collector. The Town may want to consider providing bike and pedestrian standards similar to "urban collector" for identified roads.
    - Sidewalks, as noted on the bike / pedestrian plan.
  - Rural Local Street
- Recommendation T 1.3.6: Work with Outagamie and Calumet County, WisDOT, ECWRPC, the Fox Cities MPO to review the road classification system, as needed, so that the most important roads are eligible for federal funding.
- Recommendation T 1.3.7: Add directional signage to key Town destinations to improve wayfinding.

**Goal T 2: Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services.**

Objective T 2.1: Provide opportunities for active lifestyles.

- *Recommendation T 2.1.1: Develop a bike and pedestrian plan. Consider connections between residential, retail, parks, schools and major destinations in the Town as well as links to existing and proposed regional trails. Trails could also be proposed through undeveloped areas and incorporated into new subdivisions as they are developed. Utilize information depicted on Map 5-1. (Recommendation CF 2.1.5)*
- *Recommendation T 2.1.2: Using the bike and pedestrian plan, prioritize bike and pedestrian infrastructure needs. Incorporate recommendations into the Town's 5 Year Capital Improvement Plan and implement as budgets allow. Revise the Official Map, as needed.*
- *Recommendation T 2.1.3: Pursue grant funds to develop the recommended trail and bicycle infrastructure through federal, state and local funding sources.*
- *Recommendation T 2.1.4: Utilizing the bike and pedestrian plan, consider that in certain areas, new subdivisions incorporate planned trails into their design.*
- *Recommendation T 2.1.5: Periodically update the bike and pedestrian plan as new areas are developed.*
- *Recommendation T 2.1.6: Consider adopting a "Complete Street" policy and process to better guide infrastructure decisions.*
- *Recommendation T 2.1.7: Consider adopting a sidewalk policy.*

#### **What are Complete Streets?**

Complete Streets enable safe access for all users. Pedestrians, bicyclists, motorists and public transportation users of all ages and abilities can safely move along and/or cross the street.

Objective T 2.2: Encourage the availability of public and private transportation services.

- *Recommendation T 2.2.1: Work with Valley Transit to survey residents regarding transit needs.*
- *Recommendation T 2.2.2: Work with Valley Transit to monitor existing routes and expand or revise scheduled bus service as needed.*
- *Recommendation T 2.2.3: Support the continuation of ADA and Senior Transportation services within the Town.*

### **Goal T 3: Promote communication and coordination on transportation improvements and planning efforts.**

Objective T 3.1: Keep residents informed of pending transportation improvements.

- *Recommendation T 3.1.1: Continue to provide information about road improvements at public meetings.*
- *Recommendation T 3.1.2: Continue to provide information about transportation improvements on the Town website, via newsletters, and other media sources, as needed.*

Objective T 3.2: Partner with the Calumet and Outagamie counties, ECWRPC, the Fox Cities MPO, WisDOT and the WDNR to plan and coordinate transportation improvements.

- *Recommendation T 3.2.1: Work with Calumet and Outagamie county highway departments, ECWRPC, the Fox Cities MPO and WisDOT on the various transportation studies and projects that are currently being worked on in the Town.*
- *Recommendation T 3.2.2: Maintain contact with the Calumet and Outagamie county highway departments, ECWRPC, the Fox Cities MPO and WisDOT to ensure coordination on area, regional and statewide transportation projects and plans that may impact the Town.*

## **UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

It is the primary goal of the Town that future utility and community facilities needs be met. Buchanan will also encourage the continued efforts of neighboring communities, school districts, Outagamie County, and private companies, all of which provide community facilities and utilities which can be used by residents.

The utilities and community facilities goals and objectives are related to actions that the Town can control. Other agencies, private companies and Outagamie County will establish their own objectives and priorities for the future. The Town will work, in accordance with the Intergovernmental Cooperation Element of the Wisconsin Comprehensive Planning Law, with neighboring communities and school district to ensure that adequate community and utilities facilities are available to serve the area.

The utilities and community facilities goals and objectives were developed to ensure that Buchanan:

- provides quality cost-effective public facilities and services;
- encourages cost-effective extension of public infrastructure; and
- coordinates with neighboring communities and Outagamie County to efficiently provide needed utilities and community facilities.

## Utilities and Community Facilities Policies

- Pursue shared service opportunities when mutually beneficial (e.g. cost savings) to improve the efficiency and quality of utilities and community facilities.
- Locate park, trail and open space areas throughout the community to ensure all neighborhoods have access to recreational choices.
- Encourage the involvement of citizens in the planning and improvement of Town parks.
- Ensure that all Town residents are provided with necessary utilities and community facilities.
- Seek to inform Town residents about available community facilities and services.
- Require developers to pay their “fair share” for improvements needed to support new development requests.

## Utilities and Community Facilities Goals, Objectives and Recommendations

### **Goal CF 1: Provide high quality and efficient facilities and services to serve the needs of the current and future Buchanan community.**

Objective CF 1.1: Provide adequate services and facilities in a fiscally responsible manner.

- *Recommendation CF 1.1.1: Use a Capital Improvements Program to address the Town’s future needs and implement this comprehensive plan. The CIP should help the Town plan for needed utilities and community facilities improvements, drainage basin issues, as well as transportation, and other improvements.*
- *Recommendation CF 1.1.2: Construct a garage behind the Town Hall so that Town equipment does not have to share space with the fire department.*
- *Recommendation CF 1.1.3: Investigate establishing a Town yard waste disposal site to allow residents to dispose of yard waste.*
- *Recommendation CF 1.1.4: Establish a method of communication with local school districts. The Town should be aware of any improvements and/or new facilities that the school district may be undertaking so the Town can plan for appropriate facilities and services. In addition the school districts may be willing to partner with the Town to encourage students to volunteer on community beautification projects, share current facilities (recreational facilities, meeting space, etc.) or encourage residents to volunteer within the school. (Recommendation IC 1.1.2)*
- *Recommendation CF 1.1.5: Consider adopting a stormwater management ordinance that would establish a stormwater utility for portions of the Town outside of the Garners Creek Stormwater Utility District. The Town is required to reduce stormwater runoff. A*

*stormwater utility for the remaining portion of the Town would provide revenue to address stormwater management in the entire Town.*

Objective CF 1.2: Promote the orderly extension of public sewer and water.

- *Recommendation CF 1.2.1: Encourage infill and new development to occur within the Darboy Sanitary District. (Recommendation AG 1.1.1, H 1.1.1 and LU 1.1.3)*
- *Recommendation CF 1.2.2: Explore opportunities to provide public sewer and water to parts of the eastern portion of the Town that are currently outside of the Darboy Sanitary District service area.*

Objective CF 1.3: Continue to ensure that Buchanan is a safe community by meeting or exceeding recognized standards for public safety.

- *Recommendation CF 1.3.1: Continue to work with Outagamie County and neighboring jurisdictions to provide police, fire and emergency protection. (Recommendation IC 1.2.1)*
- *Recommendation CF 1.3.2: Periodically review police, fire and emergency services response times and levels of service.*
- *Recommendation CF 1.3.3: When new subdivisions, commercial, or industrial development requests are submitted to the Town, submit the requests to the Buchanan Fire Department, Police and Emergency Response for review and recommendation.*

**Goal CF 2: Establish a nature based park system to increase educational and recreational opportunities for Town residents and visitors.**

Objective CF 2.1: Provide adequate active and passive recreational opportunities for local residents.

- *Recommendation CF 2.1.1: Address maintenance, upgrades and current needs identified in the recent Town of Buchanan Comprehensive Outdoor Recreation Plan.*
- *Recommendation CF 2.1.2: Pursue state and federal grant funds and loans to offset Town costs for park establishment.*
- *Recommendation CF 2.1.3: Preserve especially suitable areas for future parks, trails and utility purposes on an Official Map. (Recommendation CF 2.1.6 and LU 3.1.1)*
- *Recommendation CF 2.1.4: Coordinate with neighboring communities, Outagamie and Calumet counties, local environmental groups, civic organizations, youth groups, senior*

organizations, and other interested parties to aid in the planning, design, construction and maintenance of park and trail facilities. (Recommendation IC 1.1.1)

- *Recommendation CF 2.1.5: Develop a bike and pedestrian plan to increase opportunities for safe biking and walking in the Town. According to the survey conducted during the development of the Town's outdoor recreation plan, 71% of respondents felt that the Town should invest in off road paved trails, 61% felt the Town should invest in bike lanes and 55% felt the Town should invest in off road unpaved trails. (Recommendation T 2.1.1)*
- *Recommendation CF 2.1.6: Identify areas for future parks. According to the Town of Buchanan Comprehensive Outdoor Recreation Plan, an additional 3 acres of recreational land will be needed over the life of the plan. According to the survey conducted during the development of the Town's outdoor recreation plan, 63% of the respondents felt that the Town should invest in more natural areas. (Recommendation LCF 2.1.3 and LU 3.1.1)*
- *Recommendation CF 2.1.7: Consider improving the small park area near the Allison Drive bridge.*

## **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

The residents of Buchanan value the community's rural character, scenic landscape, and natural environment. It is important that the community protect its woodland, wetlands, lakes, and streams so that they may continue to provide a high quality of life for residents and viable habitat for flora and fauna. Residential and commercial development will occur in harmony with the Town's natural environment. The Town will also work with neighboring communities, the school districts, Outagamie County, and the State of Wisconsin to ensure that natural resources are adequately protected for future generations.

The agricultural, natural and cultural resource goals and objectives were developed to ensure that Buchanan:

### Agricultural Resources

- Protect the Town's viable farming operations and the Right to Farm; and
- Protect contiguous blocks of productive farmland for agricultural purposes.

### Natural Resources

- Protect and preserve the Town's natural resource base: wetlands, floodplains, woodlands, groundwater, streams, and primary environmental corridors; and
- Control stormwater runoff.

### Cultural Resources

- Preserves and protects the Town's historical and cultural resources.

## **Agricultural, Natural and Cultural Resource Policies**

### Agricultural Resources

- Preserve and protect the Town's viable farming operations and the "Right to Farm".
- Support local family farm operations, small specialty farms and maintain agriculture as a productive rural landscape.
- Preserve farmland and open spaces in the Town's eastern portion.
  - Encourage farmland preservation.

### Natural Resources

- Limit or prevent development of wetlands, woodlands, and wildlife areas.
- Protect major environmentally sensitive areas including the Fox River corridor and the adjoining wooded ravines and riverbank area; and the Garners Creek and Kankapot Creek corridors as well as the woodlands and wetlands that can be found along these waterways.
- Preserve the natural resource base, primary environmental corridors, and surrounding agricultural lands, which contribute to the maintenance of the ecological balance, natural beauty, and economic wellbeing of the Town.
- Protect floodplains and other areas having severe soil restrictions, from development, through local ordinances.
- Protect groundwater and develop programs to ensure the long-term viability of the aquifer as a source of potable water.
- Encourage the proper handling of wastes and chemicals so that they produce a minimum effect upon ground and surface water quality.
- Regulate the type of commercial and industrial development in the Town to minimize the chances of groundwater contamination.
- Discourage development that will interfere with important natural resources, including area rivers.
- Maintain the Town's rural character by:
  - Limiting residential development to areas with soils to support foundations and septic systems, or areas located within the sanitary district.
  - Communicating with local farmers who want to sell their property about options available through land trusts and conservation development design techniques.
  - Encouraging landowners to apply for grants and official historic site designation through the State of Wisconsin.

- Planning for and supporting the extension of public services in an orderly manner to discourage scattered rural development.

### Cultural Resources

- Preserve and protect historical sites and structures, important and unique architecture and other significant cultural features.

## **Agricultural, Natural and Cultural Goals, Objectives and Recommendations**

### Agricultural Resources

#### **Goal AG 1: Maintain the viability of the Town's agricultural community.**

Objective AG 1.1: Preserve the Town's most productive farmland for continued agricultural activities.

- *Recommendation AG 1.1.1: Promote infill and / or direct development to areas within the existing sanitary district or adjacent to existing development. (Recommendations CF 1.2.1 and LU 1.1.3)*
- *Recommendation AG 1.1.2: Carefully consider rezoning requests in areas identified for agricultural preservation that would fragment and isolate existing farming operations. (Recommendation ED 4.1.2 and LU 1.1.4)*

Objective AG 1.2: Preserve the "Right to Farm" in the Town.

- *Recommendation AG 1.2.1: Invite farmers to an annual Town board meeting to keep communication open and to share ideas.*
- *Recommendation AG 1.2.2: Develop an informational fact sheet that acknowledges that farming operations may exhibit noise, odor, dust and that the hours of operation may begin before dawn and extend well past dusk, including weekends.*
- *Recommendation AG 1.2.3: Require that all new subdivisions that are developed adjacent to active farm properties contain a statement regarding the "Right to Farm". Revise the subdivision ordinance to include language regarding this statement. (Recommendation ED 4.1.1)*

Objective AG 1.3: Support opportunities for viable agricultural operations that minimize potential conflict with rural non-farm residential development.

- *Recommendation AG 1.3.1: Support alternative farming operations. Alternative farming operations could include equestrian facilities, orchards, vineyards, nurseries, etc.*

- *Recommendation AG 1.3.2: Encourage farmers to explore niche farming activities that provide specialty produce and value added products. Examples could include grapes, wheat for a local baker, hops and or barley for a local brewer, straw for local landscapers, organic vegetables and produce, pasture raised beef, honey, maple syrup, berry farm's etc.*
- *Recommendation AG 1.3.3: Review and revise the zoning ordinance to permit additional accessory uses in agricultural areas to help sustain local farming operations (e.g. farmers markets, horse boarding, bed and breakfast establishments, etc.) and allow for adequate on-site and directional signage for these uses.*

### Natural Resources

#### **Goal NR 1: Preserve and protect Buchanan's groundwater and surface water resources.**

Objective NR 1.1: Ensure that adequate amounts of safe drinking water are available to area residents.

- *Recommendation NR 1.1.1: Coordinate with Outagamie County to encourage landowners to test private wells each year for coliform bacteria and nitrates.*
- *Recommendation NR 1.1.2: Ensure that land uses within high groundwater susceptibility areas occurs in a manner consistent with protecting groundwater.*
- *Recommendation NR 1.1.3: Work with Outagamie County, UW-Extension and the WDNR to provide educational material to residents regarding private well testing, maintenance and protection.*

Objective NR 1.2: Create, maintain and enhance natural buffers along stream banks.

- *Recommendation NR 1.2.1: Support the efforts of Outagamie County to enforce stream setback requirements by enforcing local zoning requirements and policies established by the Outagamie County Land and Water Conservation Board (OCLWCB).*
- *Recommendation NR 1.2.2: Work with Outagamie County Land and Water Conservation Board (OCLWCB), Outagamie County, WDNR and the Wisconsin Department of Agriculture Trade and Consumer Protection to promote and help fund riparian buffers along streams and rivers. (Recommendation LU 2.1.2)*
- *Recommendation NR 1.2.3: Educate residents about the importance of environmental corridors.*

Objective NR 1.3: Reduce non-point nutrient runoff into streams and rivers. (Recommendation IC 1.4.2)

- *Recommendation NR 1.3.1: Coordinate with the Outagamie County Land and Water Conservation Board (OCLWCB) and WDNR to implement agricultural and residential best management practices to reduce nonpoint source water pollution.*
- *Recommendation NR 1.3.2: Encourage residents to plant native species and install rain gardens to encourage infiltration of stormwater and recharge to groundwater.*
- *Recommendation NR 1.3.3: Review development standards in terms of reducing impervious areas. Consider revising parking standards and/or allowing pervious surfaces for parking. (Recommendation LU 1.3.5)*
- *Recommendation NR 1.3.4: Encourage and provide educational materials to residents regarding simple water conservation efforts that they can do to reduce water use within their homes and yard.*
- *Recommendation NR 1.3.5: Develop and adopt policies for low impact development to assist in stormwater management.*
- *Recommendation NR 1.3.6: Continue to work with the WDNR to comply with the requirements of the Town's MS4 permit.*
- *Recommendation NR 1.3.7: Continue to work with the Garners Creek Stormwater Utility to reduce peak flow rates, reduce stream bank erosion, and improve water quality within the Garners Creek watershed.*
- *Recommendation NR 1.3.8: Continue to work with the Northeastern Wisconsin Stormwater Consortium (NEWSC) and the Fox-Wolf Watershed Alliance to address stormwater runoff and water quality issues.*

#### Why plant native vegetation?

Native plants are adapted to local environmental conditions. They require less water and provide valuable habitat for birds, butterflies and other species.

#### What is low-impact design?

Low impact development (LID) refers to systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration or use of stormwater in order to protect water quality and associated aquatic habitat. Examples of LID include: rain gardens, pervious or porous pavement, rain barrels, bio-swales, planter boxes and urban tree canopy.

Source: U.S. EPA.

## Cultural Resources

**Goal CR 1: Preserve and protect the historic resources of the Town to promote the educational, cultural and general welfare of residents of Buchanan and provide for a more interesting, attractive and vital community.**

Objective CR 1.1: Preserve and protect historical sites and structures, important and unique architecture and other significant cultural features.

- *Recommendation CR 1.1.1: Stabilize the Allison Drive stone arch bridge.*
- *Recommendation CR 1.1.2: Coordinate with the Wisconsin Historical Society and Outagamie County Historical Society when considering long-term plans for Allison Drive Bridge.*
- *Recommendation CR 1.1.3: Work with residents and other interested groups to inventory historic properties and locations in the Town of Buchanan. Share this information with the State of Wisconsin Architecture and History Inventory.*
- *Recommendation CR 1.1.4: Develop and utilize existing local expertise on historic preservation issues. Individuals within the Town may have knowledge of the area's history, including past events and personalities, as well as sites and structures. These people would be an excellent resource that should be consulted when decisions are made.*

## **ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

The Town of Buchanan will assist in creating new employment opportunities by providing assistance to persons interested in developing new, or expanding existing, small businesses in the Town.

The Town of Buchanan will continue to coordinate with the Darboy Sanitary District to support infrastructure investments that are necessary for economic development.

The economic goals and objectives were developed to ensure that Buchanan:

- provide opportunities for commercial and industrial expansion;
- support and retain existing businesses;
- maintain a high quality of life to attract new businesses, employers and residents to the Town;
- build regional competitiveness by capitalizing on the Town's connectivity potential;
- promote community identity and retain neighborhood business vitality;

- protect the Town’s viable farming operations;
- provide opportunities for residents and employees to safely walk and bike to key business and retail areas; and
- create harmony between economic development and the Town’s urban and rural character.

### **Economic Development Policies**

- Build regional competitiveness by capitalizing on the Town’s location within the Fox Cities and along the USH 441 corridor to attract businesses.
- Preserve the “Right to Farm” in the eastern portion of the Town.
- Encourage new business development that complements existing businesses in the Town and area.
- Work with others to promote the Town of Buchanan and the Fox Cities area.

### **Economic Development Goals, Objectives and Recommendations**

**Goal ED 1: Retain neighborhood business vitality in business districts and promote community identity.** The Town can promote community identity and retain business vitality by utilizing marketing tools, emphasizing the importance of placemaking, addressing design standard and making aesthetic improvements.

Objective ED 1.1: Utilize marketing tools to increase awareness and create a positive, growth-oriented image for business recruitment and retention.

- *Recommendation ED 1.1.1: Develop and maintain a current list of existing businesses, include a map of their location and contact information.*
- *Recommendation ED 1.1.2: Develop and maintain a list of available commercial and industrial properties. Utilize a current parcel level map to illustrate the location of available properties.*
- *Recommendation ED 1.1.3: Coordinate with regional organizations to make retention visits to local businesses and family farms. Annually track business retention visits and provide follow-up.*
- *Recommendation ED 1.1.4: Utilize and promote Locate in WI to businesses.*
- *Recommendation ED 1.1.5: Feature local businesses (including family farms) in the Town e-newsletter to increase “Sense of Community”.*
- *Recommendation ED 1.1.6: Provide information on local business updates in the Town e-newsletter.*

- *Recommendation ED 1.1.7: Annually survey businesses to determine issues of mutual concern and what they are interested in learning or receiving assistance with.*
- *Recommendation ED 1.1.8: Support a shop local environment to increase “Sense of Community” and improve awareness of local businesses.*

Objective ED 1.2: Encourage regional partnerships and collaboration between the public and private sectors.

- *Recommendation ED 1.2.1: Continue partnerships with regional and state economic development organizations. This could include the Fox Cities Regional Partnership, Fox Cities Chamber, Heart of the Valley Chamber and ECWRPC.*
- *Recommendation ED 1.2.2: Attend regional partnership meetings on a regular basis to build relationships and promote opportunities within the Town.*
- *Recommendation ED 1.2.3: Annually participate in the Comprehensive Economic Development Strategy (CEDS) update process and submit local economic and community development projects to ECWRPC for inclusion in CEDS as priority projects for U.S. Economic Development Administration funding consideration.*
- *Recommendation ED 1.2.4: Consider the creation of a Town Ad Hoc Economic Development Committee that would meet to advance regional projects, discuss training, education, communicate with businesses and leverage grants to increase the Town’s economic development capacity. This committee should meet quarterly. Committee members could include representatives from the Plan Commission and local businesses.*

Objective ED 1.3: Address design standards and make aesthetic improvements to shape future growth.

- *Recommendation ED 1.3.1: Consider form-based and rural-urban transect zone development standards to lessen parking requirements, streamline landscaping and screening standards, and allow for public art, farmers markets, food trucks, etc.*
- *Recommendation ED 1.3.2: Complete a comprehensive review of the Town’s zoning ordinance every ten years, and make amendments as needed.*

**How does a form-based code differ from a conventional code?**

A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code.  
Source: <http://formbasedcodes.org/definition/>

- *Recommendation ED 1.3.3: Address property maintenance concerns. (Recommendation IO 1.1.4)*
- *Recommendation ED 1.3.4: Consider establishing distinctive signage for the Town of Buchanan as a way to establish community identity.*
- *Recommendation ED 1.3.5: Consider establishing certain landscape elements in commercial areas.*

**Goal ED 2: Build regional competitiveness by capitalizing on the Town’s connectivity potential.** The Town of Buchanan’s urbanized area is somewhat centrally located in the Fox Cities with easy access to CTH’s CE and N, STH’s 441, 10 and 55 and I-41.

Objective ED 2.1: Increase alternative forms of transportation to retail centers and key destinations.

- *Recommendation ED 2.1.1: Consider improvements to sidewalks and bicycle infrastructure to increase safety and accessibility to retail, parks, schools and residential neighborhoods.*
- *Recommendation ED 2.1.2: Work with others to complete key segments of the regional bicycle and pedestrian infrastructure within the Town of Buchanan. Regional segments would include CTH CE, CTH N, CTH KK, CTH GG, CTH Z, CTH ZZ and STH 55. (Recommendation LU 1.5.1)*

Objective ED 2.2: Promote the Town’s close proximity to STH 441 and I-41.

- *Recommendation ED 2.2.1: Develop a map showing existing and proposed linkages to key destinations within the Town and throughout the Fox Cities.*

**Goal ED 3: Create harmony between economic development and the Town’s urban and rural character.**

Objective: ED 3.1: Promote agricultural tourism and the Fox River shoreline.

- *Recommendation ED 3.1.1: Promote the Town as part of the Wisconsin Ledge American Viticulture Area (AVA). (Recommendation IO 1.1.8)*
- *Recommendation ED 3.1.2: Support efforts by other to utilize the undeveloped Fox River shoreline for a future trail / park system that would tie in with the Fox Wisconsin Heritage Parkway. A trail system could improve public access to the river and the Town’s connection to recreational activities. (Recommendation IO 1.1.6 and LU 2.1.3)*

**Goal ED 4: Protect the economic viability of existing farm operations and the “right to farm”.**

Objective ED 4.1: Minimize conflicts between ongoing agricultural operations and rural non-farm residents.

- *Recommendation ED 4.1.1: Require that all new subdivisions that are developed adjacent to active farm properties contain a statement regarding the “Right to Farm”. Revise the subdivision ordinance to include language regarding this statement. (Recommendation AG 1.2.3)*
- *Recommendation ED 4.1.2: Carefully consider rezoning requests in areas identified for agricultural preservation that would fragment and isolate existing farming operations. (Recommendation AG 1.1.2 and LU 1.1.4)*

Objective ED 4.2: Protect the economic viability of ongoing farming operations.

- *Recommendation ED 4.2.1: Consider opportunities to rezone viable agricultural areas to Exclusive Agricultural District (AED). Viable farming operations are found near CTH GG.*
- *Recommendation ED 4.2.2: Invite interested farmers in the eastern part of the Town to a meeting to gauge interest in rezoning to Exclusive Agricultural District (AED).*
- *Recommendation ED 4.2.3: Support the development and expansion of new complementary industrial and commercial agribusinesses.*

Objective ED 4.3: Promote locally grown food.

- *Recommendation ED 4.3.1: Keep a business listing of local farmers and their products.*
- *Recommendation ED 4.3.2: Encourage buying local on the Town’s website. Provide resources regarding seasonal products found locally and throughout the area.*

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

The land use chapter builds upon and brings together the recommendations from the housing, economic development, transportation, issues and opportunities, intergovernmental cooperation, utilities and community facilities and agricultural, natural and cultural resources.

The land use goals and objectives were developed to ensure that Buchanan:

- protect contiguous blocks of productive farmland for agricultural purposes;

- protect and preserve the Town's natural resource base: wetlands, floodplains, woodlands, groundwater, streams, and primary environmental corridors;
- enhance the ability to safely walk and bike within the Town by providing safe pedestrian and bike connections to residential neighborhoods; existing and proposed local and regional trails and bicycle routes; adjoining communities; and local and regional destinations;
- provide opportunities for a variety of housing choices;
- provide opportunities for commercial and industrial expansion; and
- ensure that land uses are compatible near shared borders with adjoining communities.

### **Land Use Policies**

- Protect contiguous blocks of productive farmland for agricultural purposes.
- Support the extension of public services in an orderly manner to discourage scattered rural development.
- Work closely with Outagamie County and Calumet and Brown County, and the villages of Kimberly, Combined Locks and Harrison and the cities of Kaukauna and Appleton to coordinate present and future planning activities to ensure that land uses near common borders are compatible and consistent with the Town's comprehensive plan.
- Protect and preserve rural character in the Agricultural District in the eastern portion of the community.
- Use the comprehensive plan as a guide in the review of all development proposals that are presented to the Town of Buchanan Plan Commission.
- Preserve and enhance environmental corridors in order to protect water quality and wildlife habitat, and to maintain the rural character of the community.
- Ensure that environmentally sensitive areas such as wetlands, floodplains and surface water resources are protected.
- Encourage conservation-based residential development in the eastern part of the community.
- Consider cultural resources and historic preservation in all future land use decisions.
- Promote energy efficient building and design practices by encouraging development that complies with the Wisconsin Energy Star program.
- Support infrastructure improvements (i.e. walkways, trails, etc.) to improve the walkability of the community and to create connections between residential developments.

### **Land Use Goals, Objectives and Recommendations**

#### **Goal LU 1: Encourage of pattern of community development and growth that preserves and enhances the quality of life for Buchanan residents.**

Objective LU 1.1: Maintain the rural character in the eastern portion of the Town of Buchanan, as identified on the future land use map.

- *Recommendation LU 1.1.1: In areas designated as rural residential (eastern portion of the Town), encourage the development of conservation subdivisions instead of conventional subdivisions. New development should be directed adjacent to existing development. (Recommendation H 1.1.1)*
- *Recommendation LU 1.1.2: Encourage lower density residential development in areas preserved for agricultural use. Major subdivisions should be directed towards areas in the Town where sewer and water is available or to areas designated for future residential development. Only limited Certified Survey Maps (CSM's) should occur in agricultural preservation areas.*
- *Recommendation LU 1.1.3: Promote infill development and / or direct development to areas within the existing sanitary district or adjacent to existing development. (Recommendation H 1.1.3, CF 1.2.1 and AG 1.1.1)*
- *Recommendation LU 1.1.4: Carefully consider rezoning requests in areas identified for agricultural preservation that would fragment and isolate existing farming operations. (Recommendation AG 1.1.2 and ED 4.1.2)*

Objective LU 1.2: Provide opportunities for denser residential, commercial, retail and mixed use developments on public sewer and water.

- *Recommendation LU 1.2.1: Give first priority to infill, redevelopment and new development within the Darboy Sanitary District and/or designated "Suburban Single Family Residential, Mixed Use Employment Intensification, Commercial and Retail Service Hubs and Short-Term Mixed Use Residential" on the future land use map.*
- *Recommendation LU 1.2.2: Allow for gradual transition of certain areas in the Mixed-Use Employment Intensification area to transform into pedestrian scale mixed use town center projects.*

Objective LU 1.3: Address design standards and make aesthetic improvements to shape future growth.

- *Recommendation LU 1.3.1: Establish commercial design criteria such as architectural treatments, color, etc.*
- *Recommendation LU 1.3.2: Investigate establishing residential design criteria.*
- *Recommendation LU 1.3.3: Review the existing sign ordinance to ensure that signs are not regulated based on use, revise as necessary.*

- *Recommendation LU 1.3.4: Review and revise the existing sign ordinance and how the Town's ordinance aligns with neighboring communities.*
- *Recommendation LU 1.3.5: Review parking requirements to reduce impervious area. (Recommendation NR 1.3.3)*

Objective LU 1.4: Promote economic growth and vitality that meets community needs.

- *Recommendation LU 1.4.1: Identify areas within the Town for future industrial and commercial growth that is compatible with existing land uses.*
  - *Mixed Use Employment Intensification Area*
  - *Commercial and Retail Service Hubs*
  - *Short-Term Mixed Use*
  - *Long-Term Mixed Use*

Objective LU 1.5: Ensure that the future transportation system is integrated with the future land use plan.

- *Recommendation LU 1.5.1: Work with others to complete key segments of the regional bicycle and pedestrian infrastructure within the Town of Buchanan. Regional segments would include CTH CE, CTH N, CTH KK, CTH GG, CTH Z, CTH ZZ and STH 55. (Recommendation ED 2.1.2)*
- *Recommendation LU 1.5.2: Provide pedestrian and bicycle connections to key destinations in the Town.*
- *Recommendation LU 1.5.3: Address mobility needs for automobiles, trucks, bicycles and pedestrians. Safety and congestion concerns were identified along CTH N, CTH CE and CTH KK. (Recommendation T 1.1.1)*

Objective LU 1.6: Ensure that land uses are compatible near common borders and consistent with the Town's comprehensive plan.

- *Recommendation LU 1.6.1: Establish periodic meetings with neighboring communities and Outagamie, Calumet and Brown County to share information and discuss items of mutual concern. (Recommendation IC 1.1.3)*

Objective LU 1.7: Ensure that future land use decisions are consistent with the comprehensive plan.

- *Recommendation LU 1.7.1: Develop a guidance document that can be used to determine compliance with the comprehensive plan whenever a development proposal is reviewed.*

**Goal LU 2: Protect and preserve the Town’s natural resources and environmental features.**

Objective LU 2.1: Ensure that environmentally sensitive areas such as wetlands, floodplains, streams and environmental corridors are protected.

- *Recommendation LU 2.1.1: Establish and preserve environmental corridors to reconnect fragmented wildlife habitat and provide recreational opportunities for residents and visitors. (Recommendation LU 3.1.2, ED 3.1.2, IO 1.1.6 and LU 2.2.4)*
- *Recommendation LU 2.1.2: Work with others to promote and help fund riparian buffers to protect water quality and preserve wildlife habitat along streams and rivers. (Recommendation NR 1.2.2)*
- *Recommendation LU 2.1.3: Support efforts by others to develop an education-oriented, ADA compatible pedestrian and bicycle trail system within the environmental corridor located along the Fox River in the northwest portion of Buchanan. Allow for the creation of passive recreational facilities within the corridor and adjacent to the trail. (Recommendations ED 3.1.2, IO 1.1.6 and LU 3.1.2)*
- *Recommendation LU 2.2.4: Consult the future land use map for environmentally sensitive areas prior to approving proposed development.*

**Goal LU 3: Develop a Town Park System based upon neighborhood parks and nature-based facilities within selected environmental corridors.**

Objective LU 3.1: Provide active and passive recreational opportunities for local residents.

- *Recommendation LU 3.1.1: Identify sites for the development of neighborhood parks in the western and central portion of Buchanan. (Recommendations CF 2.1.3 and CF 2.1.6)*
- *Recommendation LU 3.1.2: Work with others to establish nature-based park system within and adjacent to the Fox River corridor and other environmental corridors in the Town. (Recommendations ED 3.1.2, IO 1.1.6, LU 2.2.1 and LU 2.2.4)*

#### **Goal LU 4: Stabilize Town boundaries.**

Objective LU 4.1: Reduce the risk of future annexations of Town of Buchanan land base.

- *Recommendation LU 4.1.1: Pursue the development of boundary agreements with the Cities of Appleton and Kaukauna and the Village of Kimberly. Establish expansion areas for a minimum of 20 years. (Recommendation IC 2.1.1)*

### **INTERGOVERNMENTAL GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

Cooperative partnerships with surrounding communities, Outagamie County, surrounding fire departments, local school districts, civic organizations and state and federal agencies has enabled the Town of Buchanan to maintain existing infrastructure and to provide efficient, low cost and quality services to its residents. As a result, residents are able to enjoy a high quality of life that not only retains existing residents but attracts new residents to the Town.

In the future, the Town should continue to work with others to maintain existing infrastructure and provide cost-efficient and quality services to its residents.

The intergovernmental cooperation goals and objectives were developed to ensure that Buchanan:

- improves communication and establishes cooperative working relationships with neighboring communities, school districts, fire departments, civic organizations, county, state and federal agencies and others; and
- stabilizes its borders.

#### **Intergovernmental Cooperation Policies**

- The Town of Buchanan will seek to collaborate with neighboring municipalities, Outagamie County, Brown and Calumet County (when appropriate), ECWRPC, state agencies, and the school districts for mutual benefit.
- The Town of Buchanan will establish effective intergovernmental agreements with adjoining communities to stabilize existing borders and provide cost-effective services.

#### **Intergovernmental Cooperation Goals, Objectives and Recommendations**

**Goal IC 1: Buchanan will maintain cooperative working relationships and seek additional opportunities to improve communication and work with neighboring communities, school districts, fire departments, civic organizations, the WDNR, WisDOT, Outagamie, Calumet and Brown counties, ECWRPC and other intergovernmental partners when opportunities and or/issues arise that can be more effectively addressed cooperatively.**

Objective IC 1.1: Improve communication within the Town and between the Town and local school districts, neighboring communities, Outagamie County and state and federal agencies.

- *Recommendation IC 1.1.1: Establish a method of communication with community partners (civic organizations, churches, youth groups, the school districts and others) to discuss community needs. (Recommendation CF 2.1.4)*
- *Recommendation IC 1.1.2: Work with local school districts, to plan new facilities or expand existing. (Recommendation CF 1.1.4)*
- *Recommendation IC 1.1.3: Establish periodic meetings with neighboring communities, Darboy Sanitary District, Garners Creek Stormwater Utility, Outagamie, Calumet and Brown counties, state and federal agencies and others to discuss issues of common interest. (Recommendation LU 1.1.3)*
- *Recommendation IC 1.1.4: Actively participate in the comprehensive planning activities of neighboring communities, Outagamie County, and ECWRPC, as opportunities arise.*

Objective IC 1.2: Continue to work with others to explore opportunities for cost efficiencies through shared services.

- *Recommendation IC 1.2.1: Continue to work with neighboring communities, Outagamie County and others to provide road maintenance, public safety, fire protection, emergency services, transportation, recycling, and health and human services to the Town. (Recommendation CF 1.3.1)*
- *Recommendation IC 1.2.2: Collaborate with neighboring communities to ensure that services necessary to support an aging population are sufficient to meet current and future needs.*

Objective IC 1.3: Strengthen existing partnerships and build new relationships to promote and support economic development in the Town.

- *Recommendation IC 1.3.1: Continue to partner with regional and state economic development organizations. This could include the Fox Cities Regional Partnership, the Fox Cities Chamber, the Heart of the Valley Chamber and ECWRPC. (Recommendation ED 1.2.1)*

Objective IC 1.4: Partner with others to protect the Town's valuable natural resources.

- *Recommendation IC 1.4.1: Work with Outagamie County UW-Extension, WDNR and others to provide informational materials and encourage residents to properly maintain private wells. (Recommendation NR 1.1.3)*
- *Recommendation IC 1.4.2: Work with Outagamie County, Garners Creek Stormwater Utility, Northeastern Wisconsin Stormwater Consortium, Fox-Wolf Watershed Alliance and others to reduce streambank erosion and address stormwater runoff. (Objective NR 1.3)*

Objective IC 1.5: Work with Outagamie, Calumet and Brown counties, WisDOT and adjoining municipalities to ensure that the transportation system is safe and fills the diverse needs of area residents.

- *Recommendation IC 1.5.1: Work with Outagamie, Calumet and Brown counties and surrounding communities to coordinate short and long range transportation planning efforts. (Objective T 3.2)*
- *Recommendation IC 1.5.2: Work with neighboring communities to share road maintenance on common roads.*

**Goal IC 2: Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.**

Objective IC 2.1: Provide stability to the Town and its municipal boundaries.

- *Recommendation IC 2.1.1: Pursue the development of boundary agreements with the Cities of Appleton and Kaukauna and the Village of Kimberly. Establish expansion areas for a minimum of 20 years. (Recommendation LU 4.1.1)*

**IMPLEMENTATION GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS**

The implementation goals and objectives were developed to ensure that Buchanan:

- Implements the plan;
- Updates the plan as necessary, but no less than every 10 years; and
- Works with others as necessary, to implement the plan.

## Implementation Goals, Objectives and Recommendations

### **Goal I 1: Implement, to the extent possible, recommendations contained within the comprehensive plan update.**

Objective I 1.1: Closely monitor the implementation of plan recommendations to ensure they are followed.

- *Recommendation I 1.1.1: The Plan Commission should periodically review the implementation schedule and update the Town Board as to the progress that is being made.*
- *Recommendation I 1.1.2: The Plan Commission should annually review the goals, strategies and recommendations and address any conflicts.*
- *Recommendation I 1.1.3: The Town Board should periodically include an agenda item for plan implementation progress.*

Objective I 1.2: Update the plan as necessary.

- *Recommendation I 1.2.1: The Plan Commission should recommend modifications to the plan as necessary.*
- *Recommendation I 1.2.2: The Town should update the comprehensive plan with a maximum of 10 years.*
- *Recommendation I 1.2.3: When available and if necessary, the Town should provide updated information to supplement the plan information.*

Objective I 1.3: Emphasize the need to intergovernmental cooperation throughout the implementation process.

- *Recommendation I 1.3.1: Solicit input from neighboring communities, Outagamie County, governmental agencies and others regarding how their activities relate to the recommendations in the Town's comprehensive plan.*
- *Recommendation I 1.3.2: Work with others as necessary, to implement the recommendations contained in the Town's comprehensive plan.*

## **IMPLEMENTATION SCHEDULE**

The goals established in the implementation schedule should be applied over the planning period which begins in 2019 with the adoption of the comprehensive plan and runs through the planning period. They represent priorities for the Town of Buchanan. Objectives provide more detailed and readily measurable steps toward reaching each goal, while recommendations are specific actions used to ensure plan implementation.

Due to the nature of comprehensive planning, goals, objectives and recommendations of each particular element are interrelated. To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each recommendation. During periodic reviews, the Plan Commission should verify that these deadlines have been met and consider additional recommendations to better achieve the stated goal, if necessary. Specific landmark dates have been established to ensure that individual recommendations complement one another in their implementation. The landmark dates have been reviewed by the public, the Plan Commission, the Town Board and Town staff to assure that they are feasible expectations.

The primary responsibility for implementing the plan recommendations contained in the implementation schedule lies with the Town Board. Secondary responsibility for performing the recommendations in the plan lies with the Plan Commission which is appointed by the elected officials, along with other key partners.

Recommendations fall into two broad categories, those that are ongoing efforts and those that require action. Recommendations requiring ongoing efforts are divided by primary responsibility: Town Board, Town Plan Commission and Town Administrator. Recommendations requiring action are also divided by primary responsibility: Town Board, Town Plan Commission, Town Administrator and Economic Development Committee. These recommendations are then further divided by priority/timeline date for completion. Tables 12-1 through 12-4 are a listing of recommendations requiring further action. A listing of ongoing efforts follows at the end of the chapter.

### **Priority Timeline**

- Priority 1: 1 - 2 Years (2019 - 2020)
- Priority 2: 3 - 5 Years (2021 - 2023)
- Priority 3: 6 - 10 Years (2024 - 2030)
- Priority 4: 11 - 20 Years (2030 - 2040)
- Priority 5: 21 - 30 Years (2041 - 2050)

**Table 12-1: Implementation Town Board**

| Related Recommendation | Recommendation  | Required Action   | Secondary Partner                                    | Funding Source | Priority / Timeline |
|------------------------|---|---|--|----------------|---------------------|
| CR 1.1.1, CR 1.1.2     | Stabilize the Allison Drive stone arch bridge.  | Consider improvements, coordinate with the Wisconsin Historical Society     | Town Administrator, Wisconsin Historical Society     | Town Budget    | 1                   |
| CF 1.1.2               | Construct a garage behind the Town Hall so that Town equipment does not have to share space with the fire department.   | Construct garage.   | Town Administrator                                   | Town Budget    | 1                   |
| LU 4.1.1, IC 2.1.1     | Pursue the development of boundary agreements with the Cities of Appleton and Kaukauna and the Village of Kimberly. Establish expansion areas for a minimum of 20 years.  | Contact & work with adjoining communities.                                  | C. Appleton, C. Kaukauna, V. Kimberly                | Town Budget    | 1                   |
| ED 1.2.4               | Consider the creation of a Town Ad Hoc Economic Development Committee.  | Consider and if needed, establish an Ad Hoc Economic Development Committee. | Plan Commission, Town Administrator, Town Businesses | Town Budget    | 1                   |
| CF 2.1.1               | Address maintenance, upgrades and current needs identified in the recent Town of Buchanan Comprehensive Outdoor Recreation Plan (CORP).   | Use the CORP to prioritize needs.   | Town Administrator                                   | Town Budget    | 2/ Ongoing          |
| H 2.1.2, IO 2.1.2      | Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts.   | Contact and work with Neighborhood Partners and others                      | Neighborhood Partners, ECWRPC, Town Administrator    | Town Budget    | 3                   |
| H 3.1.1                | Coordinate with Outagamie County to encourage surveys of area seniors to understand needed services.  | Contact Outagamie County Aging & Disability Resource Center (ARDC)          | ARDC   | Town Budget    | 3                   |
| ED 2.1.2, LU 1.5.1     | Work with others to complete key segments of the regional bicycle and pedestrian infrastructure within the Town of Buchanan. Regional segments would include CTH CE, CTH N, CTH KK, CTH GG, CTH Z, CTH ZZ and STH 55. | Work with others as opportunities present themselves.                       | Plan Commission, Fox Cities Greenways, ECWRPC        | Varies         | 3                   |

**Table 12-1: Implementation Town Board Continued**

| Related Recommendation | Recommendation   | Required Action  | Secondary Partner  | Funding Source | Priority / Timeline |
|------------------------|--|--|--|----------------|---------------------|
| ED 2.2.1               | Develop a map showing existing and proposed linkages to key destinations within the Town and throughout the Fox Cities.      | Contact and work with ECWRPC to develop the map. Update the map as necessary. Post on website. | Plan Commission  | ECWRPC         | 3                   |
| IO 1.1.5               | Create welcoming and aesthetically pleasing entry points into the Town.  | Work with the Plan Commission to identify areas. Work on as part of community branding.        | Town Administrator, Plan Commission                                  | Town Budget    | 3                   |
| ED 1.3.4, IO 1.1.4     | Consider establishing distinctive signage and amenities for the Town as a way to establish community identity.               | Consider developing design criteria for Town welcome signage.                                  | Plan Commission  | Town Budget    | 3                   |
| T 1.3.7                | Add directional signage to key Town destinations to improve wayfinding.  | Utilize regional design standards. Determine locations for signage.                            | ECWRPC   | Town Budget    | 3                   |
| T 2.1.6                | Consider adopting a "Complete Street" policy and process to better guide infrastructure decisions.                           | Consider a "Complete Street" Policy  | ECWRPC, Town Plan Commission   | Town Budget    | 3                   |
| T 2.1.7                | Consider adopting a sidewalk policy.   | Consider a sidewalk policy.  | Town Plan Commission, ECWRPC   | Town Budget    | 3                   |
| CF 2.1.7               | Consider improving the small park area near the Alison Drive bridge.   | Consider improvements.   | Plan Commission  | Town Budget    | 3                   |
| ED 2.2.1               | Work with others to complete key segments of the regional bicycle and pedestrian infrastructure within the Town of Buchanan. | Work with others to pursue funding to complete regional bicycle & pedestrian infrastructure.   | Town Administrator, WisDOT, Outagamie County, Calumet County, ECWRPC |                | 3                   |
| I 1.2.2                | Update the comprehensive plan with a maximum of 10 years.  | Update the comprehensive plan  | Plan Commission, Town Administrator                                  | Town Budget    | 3                   |

**Table 12-2: Implementation Town Plan Commission**

| Related Recommendation       | Recommendation   | Required Action  | Secondary Partner  | Funding Source | Priority / Timeline |
|------------------------------|--|--|--|----------------|---------------------|
| LU 1.4.1                     | Identify areas within the Town for future industrial and commercial growth that is compatible with existing land uses.   | Identify areas for future industrial and commercial growth on the future land use map.                           | Town Board, Town Administrator                                 | NA             | 1                   |
| ED 4.2.1, ED 4.2.2           | Consider opportunities to rezone viable agricultural acres to Exclusive Agricultural District (AED).   | Identify and consider areas for agricultural preservation.   | Town Board, Town Administrator, Farmers, Outagamie County      | NA             | 1                   |
| ED 4.2.1, ED 4.2.2           | Invite interested farmers in the eastern part of the Town to a meeting to gauge interest in rezoning to Exclusive Agricultural District.   | Invite farmers to a Plan Commission meeting to gauge interest in AED.  | Town Board, Town Administrator, Farmers, Outagamie County      | Town Budget    | 1                   |
| T 1.3.2                      | Determine locations for future major rural collectors in the eastern portion of the Town; revise the Official Map.   | Identify locations for future major road collectors.   | Outagamie County Highway Department                            | Town Budget    | 1                   |
| CF 1.1.3                     | Investigate establishing a Town yard waste disposal site to allow residents to dispose of yard waste.  | Look into establishing a yard waste site or coordinating with another community for joint use by Town residents. | Town Board, Town Administrator, Adjoining communities/counties | Town Budget    | 1                   |
| CF 2.1.3, CF 2.1.6, LU 3.1.1 | Preserve especially suitable areas for future parks, trails and utility purposes on an Official Map.   | Identify areas for future parks, trails and utilities. Indicate areas on official map.                           | Town Board, Town Administrator                                 | Town Budget    | 1                   |
| AG 1.2.2                     | Develop an informational fact sheet that acknowledges that farming operations may exhibit noise, odor, dust and that the hours of operation may begin before dawn and extend well past dusk, including weekends. | Work with others to develop an informational fact sheet.   | Town Administrator, Outagamie County                           | Town Budget    | 1                   |
| LU 1.3.3                     | Review the existing sign ordinance to ensure that signs are not regulated based on use, revise as necessary.   | Review the existing sign ordinance.  | Town Administrator   | Town Budget    | 1                   |
| LU 1.3.4                     | Review and revise the existing sign ordinance and how the Town's ordinance aligns with neighboring communities.  | Review the existing sign ordinance.  | Town Administrator   | Town Budget    | 1                   |

**Table 12-2: Implementation Town Plan Commission Continued**

| Related Recommendation                           | Recommendation   | Required Action  | Secondary Partner  | Funding Source                       | Priority / Timeline |
|--|--|--|--|--------------------------------------|---------------------|
| LU 2.1.1, LU 3.1.2, ED 3.1.2, IO 1.1.6, LU 3.2.1 | Establish and preserve environmental corridors to reconnect fragmented wildlife habitat and provide recreational opportunities for residents and visitors.   | Identify environmental corridors.  | ECWRPC, Outagamie County                                       | Town Budget                          | 1                   |
| H 3.1.1  | Investigate new emerging trends in housing such as tiny houses, granny flats and cohousing.  | Investigate new emerging trends in housing & revise the zoning ordinance if necessary. | Town Board   | NA                                   | 2                   |
| H 3.4.2  | Conduct a housing study that includes a housing market analysis.   | Develop a housing study.   | ECWRPC, City Administrator, Outagamie County Housing Authority | Town Budget                          | 2                   |
| ED 2.1.1   | Consider improvements to sidewalks and bicycle infrastructure to increase safety and accessibility to retail, parks, schools and residential neighborhoods.  | Develop a bicycle and pedestrian plan and implementation schedule.                     | Town Board, Town Administrator, ECWRPC                         | Town Budget / Transportation Funding | 2                   |
| ED 4.1.1, AG 1.2.3                               | Require that all new subdivisions that are developed adjacent to active farm properties contain a statement regarding the "Right to Farm".   | Revise the subdivision ordinance to include language regarding this statement.         | Town Board, Town Administrator, Outagamie County               | Town Budget                          | 2                   |
| T 1.3.3  | Revise the Chapter 460: Subdivision of Land to require that residential developers complete a traffic impact analysis for new subdivisions to ensure that the road network can accommodate the additional traffic volumes resulting from the proposed development. | Revise ordinance Chapter 460: Subdivision of Land                                      | Town Attorney  | Town Budget                          | 2                   |
| T 1.3.5  | Create design standards and sections for different functionally classified local roads.  | Create design standards  | Town Engineer, Town Administrator, Town Board                  | Town Budget                          | 2                   |
| T 2.1.1  | Develop a Bike and Pedestrian Plan.  | Develop a Bike and Pedestrian Plan   | ECWRPC   |                                      | 2                   |

**Table 12-2: Implementation Town Plan Commission Continued**

| Related Recommendation | Recommendation   | Required Action   | Secondary Partner   | Funding Source                      | Priority / Timeline |
|------------------------|--|---|---|-------------------------------------|---------------------|
| T 2.1.2                | Using the Bike and Pedestrian Plan, prioritize bike and pedestrian infrastructure needs. Incorporate recommendations into the Town's 5 Year Capital Improvement Plan and implement as budgets allow. Revise the Official Map, as needed. | Prioritize bike and pedestrian needs, incorporate recommendations with the Town's CIP. Revise the official map as needed. | ECWRPC  | Town Budget                         | 2 / Ongoing         |
| CF 1.1.5/<br>NR 1.2.4  | Consider adopting a stormwater management ordinance that would establish a stormwater utility for portions of the Town outside of the Garners Creek Stormwater Utility District.   | Consider adopting a stormwater management ordinance.  | Town Board,<br>Town Administrator                               | Town Budget                         | 2                   |
| AG 1.3.3               | Review and revise the zoning ordinance to permit additional accessory uses in agricultural areas to help sustain local farming operations.   | Review & revise the zoning ordinance as necessary.  | Town Administrator,<br>Outagamie County                         | Town Budget                         | 2                   |
| LU 1.3.5/<br>NR 1.3.3  | Review parking requirements to reduce impervious area.   | Review development standards.   | Town Administrator  | Town Budget                         | 2                   |
| NR 1.3.5               | Develop and adopt policies for low impact development to assist in stormwater management.  | Research & adopt policies.  | Town Administrator,<br>Outagamie County,<br>WDNR, Town Engineer | Town Budget                         | 2                   |
| LU 1.5.2               | Provide pedestrian and bicycle connections to key destinations in the Town.  | Determine as part of the development of a bike/pedestrian plan.   | ECWRPC  | State,<br>Federal,<br>local funding | 2/Ongoing           |
| LU 1.7.1               | Develop a guidance document that can be used to determine compliance with the comprehensive plan whenever a development proposal is reviewed.  | Work with other to develop a guidance document.   | ECWRPC  | Town Budget                         | 2                   |
| T 2.1.4                | Utilizing the Bike and Pedestrian Plan, consider that in certain areas, new subdivisions incorporate planned trails into their design.   | Consult the Bike and Pedestrian Plan when reviewing new development proposals.  | Town Administrator  | NA                                  | 3                   |

**Table 12-2: Implementation Town Plan Commission Continued**

| Related Recommendation | Recommendation   | Required Action  | Secondary Partner                    | Funding Source | Priority / Timeline |
|------------------------|--|--|--------------------------------------|----------------|---------------------|
| ED 1.3.5               | Consider establishing certain landscape elements in commercial areas.  | Consider and establish if necessary                                    | ECWRPC, Outagamie County, Town Board | Town Budget    | 3                   |
| CR 1.1.4               | Develop and utilize existing local expertise on historic preservation issues.  | Develop a list of local experts. Consult as necessary.                 | Town Administrator                   | Town Budget    | 3                   |
| LU 1.3.1               | Establish commercial design criteria such as architectural treatments, color, etc.   | Develop commercial design criteria.                                    | Town Administrator                   | Town Budget    | 3                   |
| LU 1.3.2               | Investigate establishing residential design criteria.  | Consider developing residential design criteria.                       | Town Administrator                   | Town Budget    | 3                   |
| IO 1.1.7               | Utilize "Placemaking" and the "Main Street Mall" concept to create a gradual development plan to transform the Kohl's shopping center and Appleton East Cinema areas into more pedestrian scaled town center projects. | Contact & work with Department of Landscape Architecture at UW-Madison | Town Board                           | Town Budget    | 4                   |

**Table 12-3: Implementation Town Administrator**

| Related Recommendation | Recommendation   | Required Action   | Secondary Partner  | Funding Source                         | Priority / Timeline |
|------------------------|--|---|--|--|---------------------|
| H 2.3.2                | Encourage eligible homeowners to seek federal and state tax credits that can be used for preservation and renovation activities. | Make information available on the Town's website.   | Wisconsin Historical Society                                 | Town Budget                            | 1 / Ongoing         |
| ED 1.1.3               | Coordinate with regional organizations to make retention visits to local businesses and family farms.                            | Annually track business retention visits and provide follow-up.   | Fox Cities Regional Partnership, Businesses                  | Town Budget                            | 1 / Ongoing         |
| ED 1.1.5               | Feature local businesses (including family farms) in the Town e-newsletter to increase "Sense of Community".                     | Include a featured business monthly in the Town e-newsletter.   | Town Businesses  | Town Budget                            | 1 / Ongoing         |
| ED 1.1.8               | Support a shop local environment to increase "Sense of Community" and improve awareness of local businesses.                     | Write articles regarding the benefits, local products, etc.   | Town Businesses  | Town Budget                            | 1 / Ongoing         |
| ED 1.3.3               | Address property maintenance concerns.   | Enforce the existing ordinance.   | Town Board   | Town Budget                            | 1                   |
| ED 4.3.1               | Keep a business listing of local farmers and their products.   | Develop the list and map, post information to the Town's website.   | Family Farms, Town Businesses                                | Town Budget                            | 1 / Ongoing         |
| T 1.1.1/ LU 1.5.3      | Work with Outagamie and Calumet County, WisDOT, ECWRPC, the Fox Cities MPO to address safety and congestion concerns.            | Work with others to complete studies, design and construction.  | Outagamie and Calumet County, WisDOT, ECWRPC, Fox Cities MPO | Federal, State, County and Town Budget | 1 / Ongoing         |
| T 1.1.1/ LU 1.5.3      | Work with Outagamie and Calumet County, WisDOT, ECWRPC, the Fox Cities MPO to address safety and congestion concerns.            | Contact Outagamie County regarding pedestrian crossing at CTH CE & Eisenhower Drive / CTH KK & State Park Road. | Outagamie and Calumet County, WisDOT, ECWRPC, Fox Cities MPO | Federal, State, County and Town Budget | 1 / Ongoing         |
| T 1.2.3                | Update the street sign inventory.  | Contact ECWRPC and request assistance under its TA program.   | ECWRPC   | ECWRPC                                 | 1 / Ongoing         |
| CF 1.1.4/ IC 1.1.2     | Establish a method of communication with local school districts.   | Contact the local school districts to set up annual meetings.   | School Districts   | NA                                     | 1                   |

**Table 12-3: Implementation Town Administrator Continued**

| Related Recommendation | Recommendation  | Required Action  | Secondary Partner   | Funding Source                                     | Priority / Timeline |
|------------------------|---|--|---|--|---------------------|
| CF 1.2.2               | Explore opportunities to provide public sewer and water to parts of the eastern portion of the Town that are currently outside of the Darboy Sanitary District service area.  | Contact the Darboy Sanitary District, C. Kaukauna, V. Harrison, V. Wrightstown.                | ECWRPC, Darboy Sanitary District, C. Kaukauna, V. Harrison, V. Wrightstown  | NA   | 1                   |
| CF 2.1.2               | Pursue State and Federal grant funds and loans to offset Town costs for park establishment.   | Pursue state & federal funding.  | ECWRPC, WDNR, WisDOT  | NA   | 1 / Ongoing         |
| CF 2.1.4, IC 1.1.1     | Coordinate with neighboring communities, Outagamie & Calumet counties, local environmental groups, civic organizations, youth groups, senior organizations, & other interested parties to aid in the planning, design, construction & maintenance of park & trail facilities. | Contact & set up periodic meetings to discuss needs.   | ECWRPC, environmental groups, civic org., youth groups, senior org., neighboring communities, Outagamie & Calumet counties. | NA   | 1 / Ongoing         |
| NR 1.1.1               | Coordinate with Outagamie County to encourage landowners to test private wells each year for coliform bacteria and nitrates.  | Provide information on Town website.   | Work with Outagamie County, Town Clerk  | NA   | 1                   |
| NR 1.1.3, IC 1.4.1     | Work with Outagamie County, UW-Extension and the WDNR to provide educational material to residents regarding private well testing, maintenance and protection.  | Provide information on Town website.   | Work with Outagamie County, UW-Extension, WDNR. Town Clerk  | NA   | 1                   |
| LU 1.6.1/ IC 1.1.3     | Establish periodic meetings with neighboring communities and Outagamie, Calumet and Brown County to share information and discuss items of mutual concern.  | Contact neighboring communities, Outagamie, Calumet and Brown County.                          | Neighboring communities, Outagamie, Calumet & Brown counties  | Town Budget  | 1 / Ongoing         |
| IO 1.1.1               | Work with local residents & businesses to develop an annual or ongoing event.   | Contact local businesses & civic organizations to determine interest. Form an event committee. | Town Board, Local Businesses, Civic Organizations   | Local Businesses, Civic Organizations, Town Budget | 2                   |
| H 1.1.2                | Educate potential developers & residents about the benefits of conservation subdivisions.   | Develop information packet. Post packet on Town website.                                       | Town Clerk  | Town Budget  | 2 / Ongoing         |

**Table 12-3: Implementation Town Administrator Continued**

| Related Recommendation | Recommendation  | Required Action   | Secondary Partner  | Funding Source | Priority / Timeline |
|------------------------|---|---|--|----------------|---------------------|
| ED 1.1.4               | Utilize and promote Locate in WI to businesses.   | Provide a link on the Town's website.   | Locate in Wisconsin  | Town Budget    | 2 / Ongoing         |
| EC 4.3.2               | Encourage buying local on the Town's website. Provide resources regarding seasonal products found locally and throughout the area.  | Provide a link on the Town's website.   | Local businesses, Fox Cities Regional Partnership, Fox Cities Chamber, Heart of the Valley Chamber | Town Budget    | 2/ Ongoing          |
| ED 3.1.1/ IO 1.1.8     | Promote the Town as part of the Wisconsin Ledge American Viticultural Area (AVA).   | Post information on Town Website.   | Niagara Escarpment Resource Network, ECWRPC  | Town Budget    | 2 / Ongoing         |
| T 1.2.4                | Implement a program that will allow residents to report specific areas where maintenance or safety issues are a concern.  | Add an area on the Town's website where residents can report maintenance & safety issues. | Town Board   | Town Budget    | 2                   |
| T 1.3.6                | Work with Outagamie and Calumet County, WisDOT, ECWRPC, the Fox Cities MPO to review the road classification system, as needed so that the most important roads are eligible for federal funding. | Review the road classification system as needed.  | Outagamie and Calumet County Highway Departments, WisDOT, ECWRPC, the Fox Cities MPO               | Town Budget    | 2                   |
| T 2.1.3                | Pursue grant funds to develop the recommended trail and bicycle infrastructure through the Town.  | Pursue grants to develop bike/pedestrian infrastructure.                                  | ECWRPC, WisDOT, Outagamie County Highway Department  | Town Budget    | 2                   |
| NR 1.2.3               | Educate residents about the importance of environmental corridors.  | Provide information on Town website.  | WDNR, Town Clerk   | NA             | 2                   |

**Table 12-3: Implementation Town Administrator Continued**

| Related Recommendation | Recommendation  | Required Action   | Secondary Partner  | Funding Source | Priority / Timeline |
|------------------------|---|---|--|----------------|---------------------|
| NR 1.3.2               | Encourage residents to plant native species and install rain gardens to encourage infiltration of stormwater and recharge to groundwater.   | Provide information on Town website.                            | WDNR, Town Clerk   | NA             | 2                   |
| NR 1.3.4               | Encourage and provide educational materials to residents regarding simple water conservation efforts that they can do to reduce water use within their homes and yard.  | Provide information on Town website.                            | WDNR, Town Clerk   | NA             | 2                   |
| T 2.1.3                | Pursue grant funds to develop the recommended trail and bicycle infrastructure through federal, state and local funding sources.  | Identify grants to develop trail and bike infrastructure.       | ECWRPC, Outagamie County, WisDOT                                       | Town Budget    | 3                   |
| IO 1.1.3               | Contact the Department of Landscape Architecture at UW-Madison & apply for their Graduate Community Design Assistance Program to create a town center development plan & design recommendations for the Town that focus on the built & natural environment, including streetscaping improvements. | Contact the Department of Landscape Architecture at UW-Madison. | Town Board   | Town Budget    | 3                   |
| H 2.1.1                | Coordinate with the area school districts, local churches and community service organizations to provide volunteer services on "Make A Difference Day" as well as a regular program to assist seniors and disabled residents in need of home maintenance services.                                | Contact & work with others.                                     | Area school districts, local churches, community service organizations | Town Budget    | 3                   |

**Table 12-3: Implementation Town Administrator Continued**

| Related Recommendation | Recommendation   | Required Action  | Secondary Partner  | Funding Source                 | Priority / Timeline |
|------------------------|--|--|--|--------------------------------|---------------------|
| H 2.2.1                | Develop articles for the Town newsletter / website that highlight the benefits of remaining in the Town versus annexation. | Develop newsletter articles. Post information on the Town's website.               | Towns Association  | Town Budget                    | 3                   |
| H 2.3.1                | Develop an inventory of historical and architecturally significant homes in the Town.                                      | Contact the State Historical Society and work with others to develop an inventory. | Town Board, Town Plan Commission, Outagamie County Historical Society, Wisconsin Historical Society, residents | Wisconsin Historical Society   | 3                   |
| T 2.2.1                | Work with Valley Transit to survey residents regarding transit needs.  | Contact and work with Valley Transit to survey residents.                          | Valley Transit   | Town Budget/<br>Valley Transit | 3                   |
| T 2.2.2                | Work with Valley Transit to monitor existing routes and expand or revise scheduled bus service as needed.                  | Contact and work with Valley Transit.  | Valley Transit   | NA                             | 3                   |
| CR 1.1.3               | Work with residents and other interested groups to inventory historic properties and locations in the Town of Buchanan.    | Contact the Wisconsin Historical Society (WHS) for possible funding.               | Wisconsin Historical Society, residents, Outagamie County Historical Society                                   | Town Budget, WHS               | 3                   |

**Table 12-4: Implementation Economic Development Committee**

| Related Recommendation | Recommendation  | Required Action   | Secondary Partner  | Funding Source          | Priority / Timeline |
|------------------------|---|---|--|-------------------------|---------------------|
| ED 1.1.1               | Develop and maintain a current list of existing businesses, include a map of their location and contact information.                    | Develop the list and map, post information to the Town's website.                       | Town Administrator, Town Businesses, ECWRPC                                  | Town Budget / ECWRPC TA | 1 / Ongoing         |
| ED 1.1.2               | Develop and maintain a list of available commercial and industrial properties.  | Develop a list and map. Post on Town website and regional economic development websites | Town Administrator, Fox Cities Regional Partnership, ECWRPC, Property Owners | Town Budget / ECWRPC TA | 1 / Ongoing         |
| ED 1.1.7               | Annually survey businesses to determine issues of mutual concern and what they are interested in learning or receiving assistance with. | Develop an annual survey and email to businesses.                                       | Town Administrator, Town Businesses  | Town Budget             | 1 / Ongoing         |
| ED 1.1.6               | Provide information on local business updates in the Town e-newsletter.   | Keep informed about local business updates and provide in e-newsletter / website.       | Town Administrator, Town Businesses  | Town Budget             | 1 / Ongoing         |
| NR 1.3.3 /LU 1.3.5     | Review development standards in terms of reducing impervious areas. Consider parking standards.   | Review development standards.   | Town Administrator, Outagamie County   | Town Budget             | 2                   |

**Table 12-4: Implementation Board of Adjustment**

| Related Recommendation | Recommendation   | Required Action  | Secondary Partner  | Funding Source       | Priority / Timeline |
|------------------------|--|--|--|----------------------|---------------------|
| H 3.3.1                | Conduct an internal review of Town codes and ordinances every five years to consider amendments to address housing concerns as it relates to the economy.  | Review existing ordinances to ensure that it matches the needs of the community. | Town Board, Town Plan Commission                         | Town Budget          | 2023, 2028, 2033    |
| ED 1.3.1               | Consider form-based and rural-urban transect zone development standards to lesson parking requirements, streamline landscaping and screening standards, and allow for public art, farmers markets, food trucks, etc. | Investigate form-based codes.  | ECWRPC, Outagamie County, Town Board, Town Administrator | Town Budget / ECWRPC | 3                   |
| ED 1.3.2               | Complete a comprehensive review of the Town's zoning ordinance every ten years, and make amendments as needed.   | Review the Town's zoning ordinance and make amendments as needed.                | ECWRPC, Outagamie County, Town Board, Town Administrator | Town Budget          | 3 / Ongoing         |

**ONGOING EFFORTS: TOWN BOARD**

The following is a list of recommendations that the Town Board should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Town Board assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Encourage existing non-profits to work closely together and with the private sector to meet community housing needs (H 3.2.1). Secondary Partners: Habitat for Humanity, Veterans Administration, Outagamie County Housing Authority
- Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along area roads (T 1.3.4) Secondary Partners: Outagamie County Sheriff's Department
- Support the continuation of ADA and Senior Transportation services within the Town (T 2.2.3) Secondary Partners: Outagamie County Health and Human Services, Aging and Disability Resource Center

- Invite farmers to an annual Town board meeting to keep communication open and to share ideas (AG 1.2.1). Secondary Partners: Town Farmers, Outagamie County
- Work with Outagamie County Land and Water Conservation Board (OCLWCB), Outagamie County, WDNR and the Wisconsin Department of Agriculture Trade and Consumer Protection to promote and help fund riparian buffers along streams and rivers (NR 1.2.2, LU 2.1.2). Secondary Partners: OCLWCB, Outagamie County, WNDNR, WDATCP
- Work with neighboring communities to share road maintenance on common roads (IC 1.5.2). Secondary Partners: Neighboring Communities, Outagamie County, Brown County.
- Periodically include an agenda item for plan implementation progress (I 1.1.3).
- When available and if necessary, the Town should provide updated information to supplement the plan information (I 1.2.3).
- Solicit input from neighboring communities, Outagamie County, governmental agencies and others regarding how their activities relate to the recommendations in the Town's comprehensive plan (I 1.3.1). Secondary Partners: Outagamie County, governmental agencies
- Work with others as necessary, to implement the recommendations contained in the Town's comprehensive plan (I 1.3.2).

### **ONGOING EFFORTS: TOWN PLAN COMMISSION**

The following is a list of recommendations that the Town Plan Commission should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Town Plan Commission assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Encourage the development of conservation subdivisions instead of conventional subdivisions in the eastern portion of the Town. (H 1.1.1, LU 1.1.1). Secondary Partners: Town Board and Town Administrator
- Promote infill development of existing subdivisions (H 1.1.3, LU 1.1.3, AG 1.1.1). Secondary Partners: Town Board and Town Administrator

- Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities (H 3.1.2). Secondary Partner: Town Board
- Support proposals for additional disabled resident housing that would be within close proximity to transit and amenities (H 3.1.3).
- Periodically update the bike and pedestrian plan as new areas are developed (T 2.1.5). Secondary Partner: Town Board
- Encourage infill and new development to occur within the Darboy Sanitary District (H 1.1.1, CF 1.2.1, AG 1.1.1, LU 1.1.3). Secondary Partner: Town Board
- Support alternative farming operations (AG 1.3.1). Secondary Partners: Town Board, Outagamie County
- Ensure that land uses within high groundwater susceptibility areas occurs in a manner consistent with protecting groundwater (NR 1.1.2). Secondary Partners: Outagamie County
- Support the efforts of Outagamie County to enforce stream setback requirements by enforcing local zoning requirements and policies established by the Outagamie County Land and Water Conservation Board (OCLWCB) (NR 1.2.1). Secondary Partners: Outagamie County
- Carefully consider rezoning requests in areas identified for agricultural preservation that would fragment and isolate existing farming operations (ED 4.1.2, AG 1.1.2, LU 1.1.4). Secondary Partner: Outagamie County
- Support the development and expansion of new complementary industrial and commercial agribusinesses (ED 4.2.3).
- Encourage lower density residential development in areas preserved for agricultural use (LU 1.1.2). Secondary Partners: Outagamie County
- Give first priority to infill, redevelopment and new development within the Darboy Sanitary District and/or designated “Suburban Single Family Residential, Mixed Use Employment Intensification, Commercial and Retail Service Hubs and Short-Term Mixed Use Residential” on the future land use map. (LU 1.2.1) Secondary Partner: Town Board, Town Administrator

- Allow for gradual transition of certain areas in the Mixed-Use Employment Intensification area to transform into pedestrian scale mixed use town center projects. (LU 1.2.2)  
Secondary Partner: Town Board, Town Administrator
- Consult the future land use map for environmentally sensitive areas prior to approving proposed development (LU 2.1.4).
- Periodically review the implementation schedule and update the Town Board as to the progress that is being made and if any priorities need to be adjusted (I 1.1.1).
- Annually review the goals, strategies and recommendations and address any conflicts and revisions to the implementation schedule (I 1.1.2).
- Recommend modifications to the plan as necessary (I 1.2.1).

### **ONGOING EFFORTS: TOWN ADMINISTRATOR**

The following is a list of recommendations that the Town Administrator should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Town Administrator assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Utilize “Placemaking” to create temporary and permanent public and quasi-public spaces for the community to come together. (IO 1.1.2). Secondary Partners: Town Board, Local Businesses, Civic Organizations
- Work with others to utilize the undeveloped Fox River shoreline for a future trail / park system that would tie in with the Fox Wisconsin Heritage Parkway. (IO 1.1.6, ED 3.1.2)
- Continue to update road ratings using PASER evaluations, every 2 years (T 1.2.1).  
Secondary Partner: Outagamie County Highway Department
- Use a Capital Improvement Plan (CIP), PASER results, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance as well as other capital projects (e.g. municipal building upgrades, equipment purchases, etc.) T 1.2.2). Secondary Partner: Outagamie County Highway Department, Town Board
- Annually review and update the Town’s Official Map to ensure that it is current and reflects ongoing changes and future improvements to the Town’s transportation system (T 1.3.1). Secondary Partner: Town Board

- Continue to provide information about road improvements at public meetings (T 3.1.1). Secondary Partners: Calumet and Outagamie County Highway Departments, WisDOT, ECWRPC
- Continue to provide information about transportation improvements on the Town website, via newsletters, and other media sources, as needed (T 3.1.2). Secondary Partners: Calumet and Outagamie County Highway Departments, WisDOT, ECWRPC
- Work with Calumet and Outagamie county highway departments, ECWRPC, the Fox Cities MPO and WisDOT on the various transportation studies and projects that are currently being worked on in the Town (T 3.2.1). Secondary Partners: Calumet and Outagamie County Highway Departments, ECWRPC, the Fox Cities MPO, WisDOT
- Maintain contact with the Calumet and Outagamie county highway departments, ECWRPC, the Fox Cities MPO and WisDOT to ensure coordination on area, regional and statewide transportation projects and plans that may impact the Town (T 3.2.2). Secondary Partners: Calumet and Outagamie County Highway Departments, WisDOT, ECWRPC
- Continue partnerships with regional and state economic development organizations (ED 1.2.1 and IC 1.3.1). Secondary Partners: Town Board, Fox Cities Regional Partnership, Fox Cities Chamber, Heart of the Valley Chamber and ECWRPC
- Use a Capital Improvements Program to address the Town's future needs and implement this comprehensive plan (CF 1.1.1). Secondary Partners: Town Board, Town Plan Commission
- Continue to work with Outagamie County and neighboring jurisdictions to provide police, fire and emergency protection (CF 1.3.1, IC 1.2.1). Secondary Partners: Outagamie County, neighboring jurisdictions
- When new subdivisions, commercial, or industrial development requests are submitted to the Town, submit the requests to the Buchanan Fire Department, Police and Emergency Response for review and recommendation. (CF 1.3.3) Secondary Partners: Buchanan Fire Department, Police and Emergency Response, Plan Commission, Town Board
- Periodically review police, fire and emergency services response times and levels of service. (CF 1.3.2) Secondary Partners: Buchanan Fire Department, Police and Emergency Response, Plan Commission, Town Board
- Encourage farmers to explore niche farming activities that provide specialty produce and value added products (AG 1.3.2). Secondary Partners: Outagamie County

- Encourage farmers to explore niche farming activities that provide specialty produce and value added products (AG 1.3.2). Secondary Partners: Outagamie County
- Coordinate with the Outagamie County Land and Water Conservation Board (OCLWCB) and WDNR to implement agricultural and residential best management practices to reduce nonpoint source water pollution (NR 1.3.1). Secondary Partners: OCLWCB, WDNR
- Continue to work with the WDNR to comply with the requirements of the Town's MS4 permit (NR 1.3.6). Secondary Partners: WDNR, Garners Creek Stormwater Utility
- Continue to work with the Garners Creek Stormwater Utility to reduce peak flow rates, reduce stream bank erosion, and improve water quality within the Garners Creek watershed (NR 1.3.7). Secondary Partners: Garners Creek Stormwater Utility
- Continue to work with the Northeastern Wisconsin Stormwater Consortium (NEWSC) and the Fox-Wolf Watershed Alliance to address stormwater runoff and water quality issues (NR 1.3.8). Secondary Partners: NEWSC, Fox- Wolf Watershed Alliance
- Attend regional partnership meetings on a regular basis to build relationships and promote opportunities within the Town (ED 1.2.2). Secondary Partners: Fox Cities Regional Partnership
- Annually participate in the Comprehensive Economic Development Strategy (CEDS) update process and submit local economic and community development projects to ECWRPC for inclusion in CEDS as priority projects for U.S. Economic Development Administration funding consideration (ED 1.2.3). Secondary Partner: ECWRPC
- Support efforts by others to develop an education-oriented, ADA compatible pedestrian and bicycle trail system within the environmental corridor located along the Fox River in the northwest portion of Buchanan. Allow for the creation of passive recreational facilities within the corridor and adjacent to the trail. (LU 2.1.3, ED 3.1.2, IO 1.1.6 and LU 3.1.2). Secondary Partner
- Actively participate in the comprehensive planning activities of neighboring communities, Outagamie County, and ECWRPC, as opportunities arise (IC 1.1.4). Secondary Partners: Neighboring communities, Outagamie County, ECWRPC
- Collaborate with neighboring communities to ensure that services necessary to support an aging population are sufficient to meet current and future needs (IC 1.2.2). Secondary Partners: Neighboring communities, Outagamie County



## **APPENDICES**



**APPENDIX A**

**PUBLIC PARTICIPATION PLAN**

**APPENDIX A: PUBLIC PARTICIPATION PLAN**

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**RESOLUTION #2017-01**

**ESTABLISHING PUBLIC PARTICIPATION PROCEDURES  
FOR THE TOWN OF BUCHANAN 2040 COMPREHENSIVE PLAN UPDATE AND  
AMENDMENTS**

**WHEREAS**, pursuant to Section 66.1001 of the Wisconsin Statutes, any program or action of a local governmental unit that affects land use, including but not limited to zoning, subdivision regulation and official mapping, shall be consistent with that local governmental unit's adopted comprehensive plan beginning January 1, 2010, and such plan must address the nine elements as required by Wisconsin Statutes Section 66.1001(2); and

**WHEREAS**, the Town of Buchanan has prepared the *Town of Buchanan Year 2030 Comprehensive Plan*, originally adopted in October, 2007, that will be amended to comply with the authority and procedures established by Section 66.1001 and Section 62.23 of the Wisconsin Statutes; and

**WHEREAS**, Section 66.1001(4)(a) of the Wisconsin Statutes requires that the Town Board adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation including open discussion, communication programs, information services and public meetings for which advance notice has been provided, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

**WHEREAS**, the Town Board of the Town of Buchanan believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the resulting comprehensive plan reflects the desires and expectations of the public; and

**WHEREAS**, the Plan Commission has reviewed the *Public Participation Plan* and has recommended approval; and

**WHEREAS**, the attached "Public Participation Plan" developed for the *Town of Buchanan 2040 Comprehensive Plan Update* includes written procedures designed to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

**NOW, THEREFORE, BE IT RESOLVED** that the Town Board of the Town of Buchanan hereby adopts the *Public Participation Procedures for Amending or Updating the Town of Buchanan 2040 Comprehensive Plan* as its public participation procedures to fulfill the requirements of Wis. Stats. Section 66.1001 (4)(a).

This resolution was adopted by the Town of Buchanan Board on the 17th day of January, 2017:

TOWN BOARD OF THE TOWN OF BUCHANAN,  
WISCONSIN

---

Mark McAndrews, Town Chairperson

**ATTEST:**

---

Cynthia Sieracki, Clerk/Treasurer

Motion to Approve Resolution 2017-01 made by: Lawrence/Kavanaugh

Votes:

| Title          | Name      | Aye | Nay | Other |
|----------------|-----------|-----|-----|-------|
| Supervisor I   | Lawrence  | X   |     |       |
| Supervisor II  | Reinke    | X   |     |       |
| Supervisor III | Kavanaugh | X   |     |       |
| Supervisor IV  | Walsh     | X   |     |       |
| Chairperson    | McAndrews | X   |     |       |

Posted: January 24, 2017

# PUBLIC PARTICIPATION PROCEDURES FOR AMENDING OR UPDATING THE TOWN OF BUCHANAN COMPREHENSIVE PLAN

## INTRODUCTION AND BACKGROUND

On April 17, 2007, the Town Board adopted a comprehensive plan under Section 66.1001 of the Wisconsin Statutes which is called, *Town of Buchanan Comprehensive Plan*. The comprehensive plan was prepared in accordance with a public participation plan adopted by the Town Board that included activities to foster public participation in the preparation of the comprehensive plan. Under Section 66.1001(4)(a) of the Wisconsin Statutes, future amendments or updates to the comprehensive plan must also be carried out in accordance with a public participation plan, adopted by the Town Board, designed to foster public participation in the amendment/update process.

In 2016, the Town contracted with the East Central Wisconsin Regional Planning Commission to initiate a formal update of the comprehensive plan beginning in 2017. As the *Year 2040 Comprehensive Plan Update* is prepared, it will be critical to actively involve the general public and key community interests in identifying major issues, reviewing the shared vision for the community, and updating goals, objectives, and policies which help bring that shared vision to fruition. The Town of Buchanan will use this document as a guide to actively involve community members in the comprehensive plan update process by providing them numerous opportunities to offer input and become informed via multiple means of communication.

The balance of this document describes the process to be followed by the Town to foster public participation in the consideration of amendments/updates to the comprehensive plan.

## COMPREHENSIVE PLAN UPDATE TIMELINE

The following timeline for major tasks and activities associated with the update of the Comprehensive Plan has been developed and will be used as a guide for progress.

| Phase                                       | Timeframe<br>(Approximate)    | Description/Key Events  |
|---|-------------------------------|---|
| <b>Organization</b>                         | December, 2016 /<br>Jan. 2017 | <ul style="list-style-type: none"> <li>• Creation &amp; Adoption of Public Participation Plan</li> <li>• Establishment of Comprehensive Plan Update Webpage</li> <li>• Appoint Ad Hoc Members to Plan Commission</li> <li>• Prepare Prelim. Demographic Info</li> </ul> |
| <b>Plan Kickoff Meeting &amp; Visioning</b> | January – March,<br>2017      | <ul style="list-style-type: none"> <li>• <b>Kickoff Meeting with the Town Plan Commission</b> <ul style="list-style-type: none"> <li>▪ Present Prelim. Demographic Info</li> </ul> </li> <li>• <b>Town-wide Visioning Session</b></li> </ul>                            |

|  |                                |   |
|--|--------------------------------|---|
| <b>Inventory/Analysis &amp; Issue Identification/Vision &amp; Goal Development</b> | January – July, 2017           | <ul style="list-style-type: none"> <li>• Update inventory of the physical, social, and economic resources of the Town</li> <li>• Development of background maps</li> <li>• <b>Meet with Town Plan Commission</b> <ul style="list-style-type: none"> <li>▪ Review Focus Group results</li> <li>▪ Identify and prioritize issues (needs) and opportunities</li> <li>▪ Develop Vision Statements &amp; Plan Goals</li> </ul> </li> </ul> |
| <b>Plan Alternative, Strategies &amp; Recommendations</b>                          | August – October, 2017         | <ul style="list-style-type: none"> <li>• Develop Plan alternatives and draft strategies and recommendations</li> <li>• <b>Meet with Town Plan Commission to review and develop land use map in workshop format</b></li> <li>• <b>Hold Intergovernmental Meeting &amp; Public Informational Meeting</b></li> </ul>   |
| <b>Plan Implementation</b>   | November, 2017 – January, 2018 | <ul style="list-style-type: none"> <li>• Develop final plan, strategies and recommendations</li> <li>• Develop final future land use map</li> <li>• <b>Meet with Town Plan Commission</b></li> <li>• Develop draft plan</li> <li>• <b>Meet with Town Plan Commission (approve draft plan for public review)</b></li> </ul>  |
| <b>Plan Review, Public Hearing &amp; Adoption</b>                                  | February – March, 2018         | <ul style="list-style-type: none"> <li>• Develop press release</li> <li>• Publish 30 day public notice</li> <li>• <b>Hold Public Hearing / Town Plan Commission recommendation of comprehensive plan amendment</b></li> <li>• <b>Town Board adoption of plan update (amendment) by ordinance</b></li> </ul>   |
| <b>Plan Printing &amp; Distribution Activities</b>                                 | March 30, 2018                 | <ul style="list-style-type: none"> <li>• Plan printing and delivery</li> </ul>  |

## **PUBLIC PARTICIPATION ACTIVITIES AND PROCEDURES FOR COMPREHENSIVE PLAN AMENDMENTS/UPDATES**

The Town will provide opportunities for public input and the review of materials describing all proposed amendments/updates to the comprehensive plan, including utilization of the following methods:

### **Method 1: Plan Commission & Ad Hoc Members**

The Town of Buchanan will utilize the Plan Commission as the main body responsible for development of the Comprehensive Plan Update. The Town may choose to add additional, ad hoc, non-voting members to the Plan Commission to help guide the comprehensive planning process and discussions. The Plan Commission will be responsible for reviewing data, prioritizing issues and land use alternatives, overseeing the organization of the Plan, and determining goals, objectives and policies based on information gathered from the public.

### **Method 2: Public Meetings**

Public meetings provide opportunity for both education and input. All Plan Commission and Town Board meetings are open to the public. All agendas and meeting minutes are posted in advance through the Town of Buchanan website and published as required by State law. As each chapter of the comprehensive plan is developed it will be reviewed in detail by the Plan Commission at a meeting that is open to the public. Time for public participation will be set-aside at each meeting.

### **Method 3: News Releases/Website/Social Media**

News releases are an effective tool to keep both the public and the press informed about the planning process. The Town of Buchanan will utilize news releases to create public awareness about the comprehensive planning process at key times during the process. In addition, the Town will utilize its website ([www.townofbuchanan.org](http://www.townofbuchanan.org)) and social media (e.g. Facebook and/or Twitter) to keep citizens informed on the planning process, to encourage public involvement, and to provide input/comments to Town staff at any time. Additionally, printed copies of materials describing a proposed plan amendment/update will be made available at the Town Hall. Electronic copies of materials describing a proposed plan amendment/update will be posted to the Town's website ([www.townofbuchanan.org](http://www.townofbuchanan.org)) and can be provided via e-mail when requested.

### **Method 4: Public Visioning Workshop**

Specific to update of the Comprehensive Plan, the Town, with the assistance of East Central Wisconsin RPC, will host a community-wide visioning workshop - to be held around February, 2017 - which would last for approximately 2-3 hours. This visioning workshop will evaluate a number of issue areas within both the context of the nine traditional elements of a comprehensive plan. Participants will explore a number of visual and form-based exercises in order to identify specific issues, high priority trends, needed physical improvements, and implementation opportunities that will be used to maintain or enhance some of the following areas:

- *livability and quality of life;*
- *environmental qualities and functions;*
- *transportation, mobility and multi-modal enhancements;*
- *recreation and health;*
- *housing needs and changing markets;*
- *community services provision;*
- *economic development and tourism;*
- *growth, development, and re-development interests.*
- *regional collaboration*

#### **Method 5: Public Informational Meeting**

The Town Board, at its option, may schedule a public informational meeting to be held prior to the required public hearing. The public informational meeting will provide an opportunity for the public to review maps and other information related to the proposed amendment. No formal procedures or notice requirements are required for the informational meeting; however, the Town will provide notice of the meeting through its website and through publication or posting.

#### **Method 6: Public Hearing & Plan Approval**

As required by Section 66.1001(4)(d), the Town will hold a public hearing on each proposed amendment to the comprehensive plan. The hearing may be held by the Plan Commission, Town Board, or jointly by the Plan Commission and Town Board. The hearing will include a presentation by the applicant or Town Administrator or Consultant describing the proposed plan amendment followed by an opportunity for the public to comment on the proposed amendment. The Plan Commission and Town Board will consider public testimony provided at the hearing and any written comments submitted to the Town at or prior to the hearing during their deliberations on the proposed plan amendment.

The public hearing will be preceded by a Class 1 notice that is published at least 30 days before the hearing is held. In accordance with Section 66.1001(4)(d), the notice will include the date, time, and place of the hearing; a brief summary of the proposed comprehensive plan amendment and/or a map illustrating the proposed amendment; a local contact who may be contacted for additional information on the proposed plan amendment and to whom written comments regarding the plan amendment may be submitted; and information regarding where and when the proposed plan amendment may be inspected before the hearing and how a copy of the proposed plan amendment may be obtained.

The Town Clerk-Treasurer will provide a copy of the public hearing notice and the proposed amendment at least 30 days prior to the public hearing to any person who submits a written request to receive notice of a proposed amendment under Section 66.1001(4)(f). The Town may charge a fee to cover the cost of providing such notice. In accordance with Section 66.1001(4)(e), the Town Clerk-Treasurer will also provide notice to nonmetallic mining operators within the Town; to persons who have registered a marketable nonmetallic mineral deposit within the Town; or to persons who own or lease

property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The Town Clerk-Treasurer will maintain a list of persons who have submitted a written request to receive notices of public hearings under Section 66.1001(4)(e)(3) and Section (4)(f).

Following the public hearing, the Plan Commission will make a recommendation to the Town Board to approve, deny, or modify the proposed amendment. The Plan Commission's recommendation will be in the form of a resolution approved by a majority of the full membership of the Plan Commission.

Following Plan Commission action, the Town Board will consider the amendment/update and the Plan Commission's recommendation and approve, deny, or refer the proposed amendment/update back to the Plan Commission. If approved, Town Board approval will be in the form of an ordinance adopted by a majority of the full membership of the Town Board.

If approved by the Town Board, printed or electronic copies of the amendment will be sent by the Town Clerk-Treasurer to the parties listed in Section 66.1001(4)(b).

Approved by Town Plan Commission: 01/09/17

Approved by Town Board: 01/17/2017 (Resolution 2017-01)



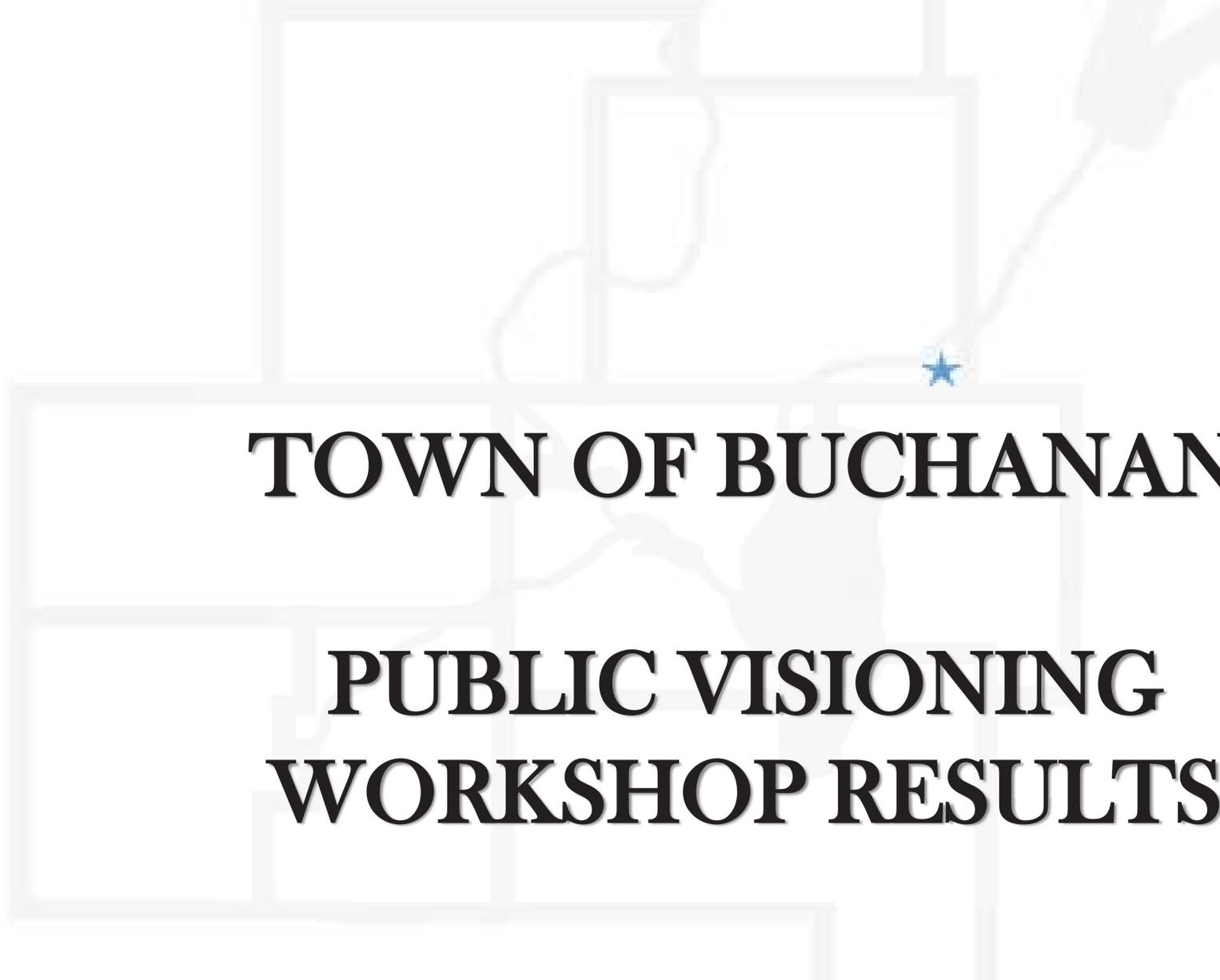
## **APPENDIX B**

### VISIONING

## APPENDIX B: VISIONING

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# TOWN OF BUCHANAN

## PUBLIC VISIONING WORKSHOP RESULTS



East Central Wisconsin  
Regional Planning Commission

**ECWRPC**

Calumet • Fond du Lac • Menominee • Outagamie  
Shawano • Waupaca • Waushara • Winnebago

# Public Visioning Workshop

## March 9, 2017

**Buchanan Town Hall - 5:00 p.m. to 7:00 p.m.**

**7 Participants**





- Exercise #1 Who are We?
- Exercise #2 Hidden Gems
- Exercise #3 Connect the Dots
- Exercise #4 Let's Fix This!
- Exercise #5 Where's Your "Hood"?
- Exercise #6 Priorities?

# Exercise #1 - Who are We?

**Purpose:** Create a list of qualities and characteristics that define the Town of Buchanan and which contribute to its overall identity and “sense of place”.

**Method:** Individual Worksheet

# Exercise #1 - Who are We?

## Historic:

- Agriculture/Farming (3)
- W.I.R.
- Open Spaces
- Minimal Traffic
- Darboy
- Rural
- Mostly Farm & Golf Course
- Darboy named after a French Archbishop

# Exercise #1 - Who are We?

## Present:

- Rural Residential Feel
- Excellent E.M.T. & Law Enforcement
- Pleasant Mix of Urban & Farm
- Heavy Traffic (Congested)
- Houses, Houses, Houses ...
- W.I.R.
- Sub-urbanism. Not enough to be totally suburban
- Good Place to Live
- Car Centric
- Subdivisions Nearly All Around Us

# Exercise #1 - Who are We?

## Present:

- Rural Residential Feel
- Excellent E.M.T. & Law Enforcement
- Pleasant Mix of Urban & Farm
- Heavy Traffic (Congested)
- Houses, Houses, Houses ...
- W.I.R.
- Sub-urbanism. Not enough to be totally suburban
- Good Place to Live
- Car Centric
- Subdivisions Nearly All Around Us

# Exercise #1 - Who are We?

## Future:

- Public parking at paths for bicyclists and cars
- Continued degree of law enforcement
- Community 4<sup>th</sup> of July celebration
- Pedestrian & bicycle amenities
- User friendly government services
- More contracting with Outagamie County
- No more development. More focus on walking and biking.
- More trails, less development
- Housing
- Reasonable price housing
- Great place to live
- Can walk, bike or drive safely anywhere
- There will be more subdivisions, parks, small mall, gas station (like Kwik Trip), restaurant and bike trails

## Exercise #2 – Hidden Gems

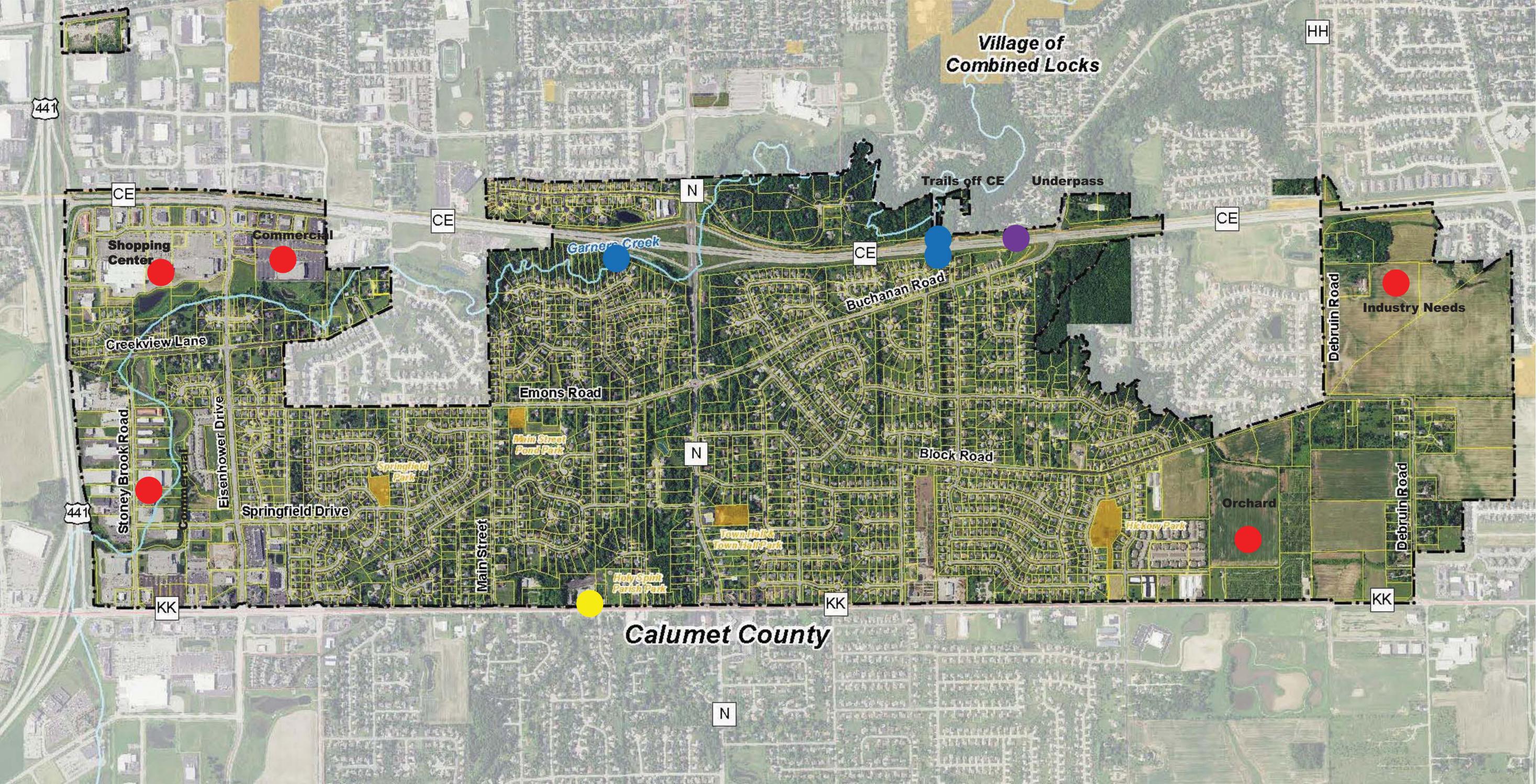
**Purpose:** Create a list of qualities and characteristics that define the Town of Buchanan and which contribute to its overall identity and “sense of place”.

**Method:** Group Mapping Exercise

### **Use of Information:**

- Identification of areas for preservation or enhancement
- Ideas for replication in other parts of community
- Creation/reinforcement of community/neighborhood identity
- Guidance of overall development theme(s);
- Relationship of property uses and amenities

# Exercise #2 – Hidden Gems



# Exercise #2 – Hidden Gems



# Exercise #2 – Hidden Gems

## Recreational / Natural / Cultural Resources:

- Garners Creek
- CE Trail (2)
- 1000 Islands Environmental Center
- Historic Bridge Park
- Rapide Croche Dam Site & Park
- Vista near Sunset View Circle

## Economic Development:

- Shopping (Southeast corner of CTH CE & STH 441)
- Commercial Area (Stoney Brook Road)
- Commercial Area (Van Roy Road, east of Eisenhower Drive);
- Large Orchard (Sprangers Orchard)
- Industry Needs (vacant farm field south of CTH CE, east of Debruin Road, west of Fieldcrest Drive)

# Exercise #2 – Hidden Gems

## Community Facilities:

- Holy Spirit Church and School

## Transportation:

- Viaduct / Underpass (under CTH CE by Buchanan Road)

## Other:

- Bruscker Home on CTH GG

## Exercise #3 – Connect the Dots

**Purpose:** Identify routes and paths that you travel using a variety of means within / near the Town of Buchanan.

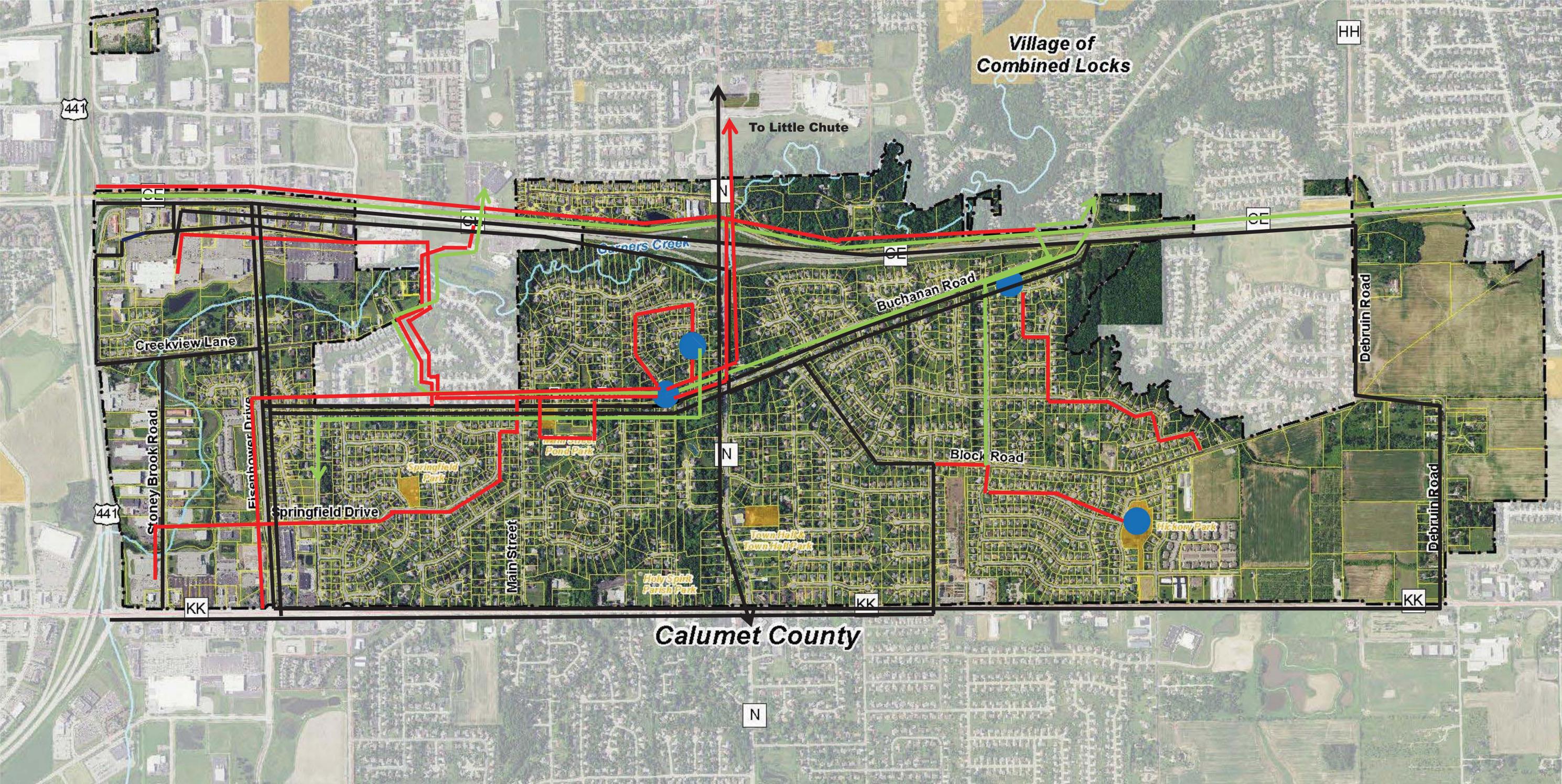
**Method:** Individual Mapping Exercise

**Use of Information:** This information can be used to assess the level of connectivity within the Town and its focus areas.

- Road / Street Improvements
- Bike Lanes / Bike Paths / routes

# Exercise #3 – Connect the Dots

- Car
- Bike
- Pedestrian



# Exercise #3 – Connect the Dots

-  Car
-  Bike
-  Pedestrian



# Exercise #3 – Connect the Dots

## Pedestrian Routes:

- CTH N (Emons Road to CE & North)
- CTH CE
- Emons Road (CTH N to Woodstock Lane & Eisenhower Drive)
- Woodstock Lane to Railroad Street to CTH CE, YMCA & Lowe's
- Springfield Road between Emons Road & Stoney Brook Road
- Eisenhower Drive from Emons Road to CTH KK
- Breezewood Drive, Rogers Lane, Emmons Road circle
- Main Street Pond Park
- Block Road to Marion Avenue to Hickory Park Drive
- Block Road to Valleywood Lane to Red Tail Lane

# Exercise #3 – Connect the Dots

## Bicycle Routes:

- CTH CE (STH 441 to CTH GG)
- Emons Road / Buchanan Road (Pinecrest Blvd. to Woodstock Lane to Breezewood Drive to CTH CE)
- Woodstock Lane to Railroad Street to CTH CE & YMCA
- Pinecrest Blvd.
- Marion Avenue between Block Road and Buchanan Road
- CTH GG

# Exercise #3 – Connect the Dots

## Vehicle Routes:

- CTH CE (STH 441 to CTH GG)
- Emons Road / Buchanan Road (Eisenhower Drive to CTH CE)
- CTH N
- Block Road (Buchanan Road to Hopfensperger Road)
- Hopfensperger Road (Block Road to CTH KK)
- CTH KK (STH 441 to CTH GG)
- Stoney Brook Road (Creekview Lane to CTH KK)
- Creekview Lane (Speel School Road to Eisenhower Drive)
- Speel School Road (Creekview Lane to Van Roy Road)
- Debruin Road (CTH KK to CTH CE)
- CTH GG to CTH ZZ
- CTH ZZ from CTH GG east to Town boundary
- CTH Z from CTH GG east to Town boundary

# Exercise #4 – Let's Fix This!

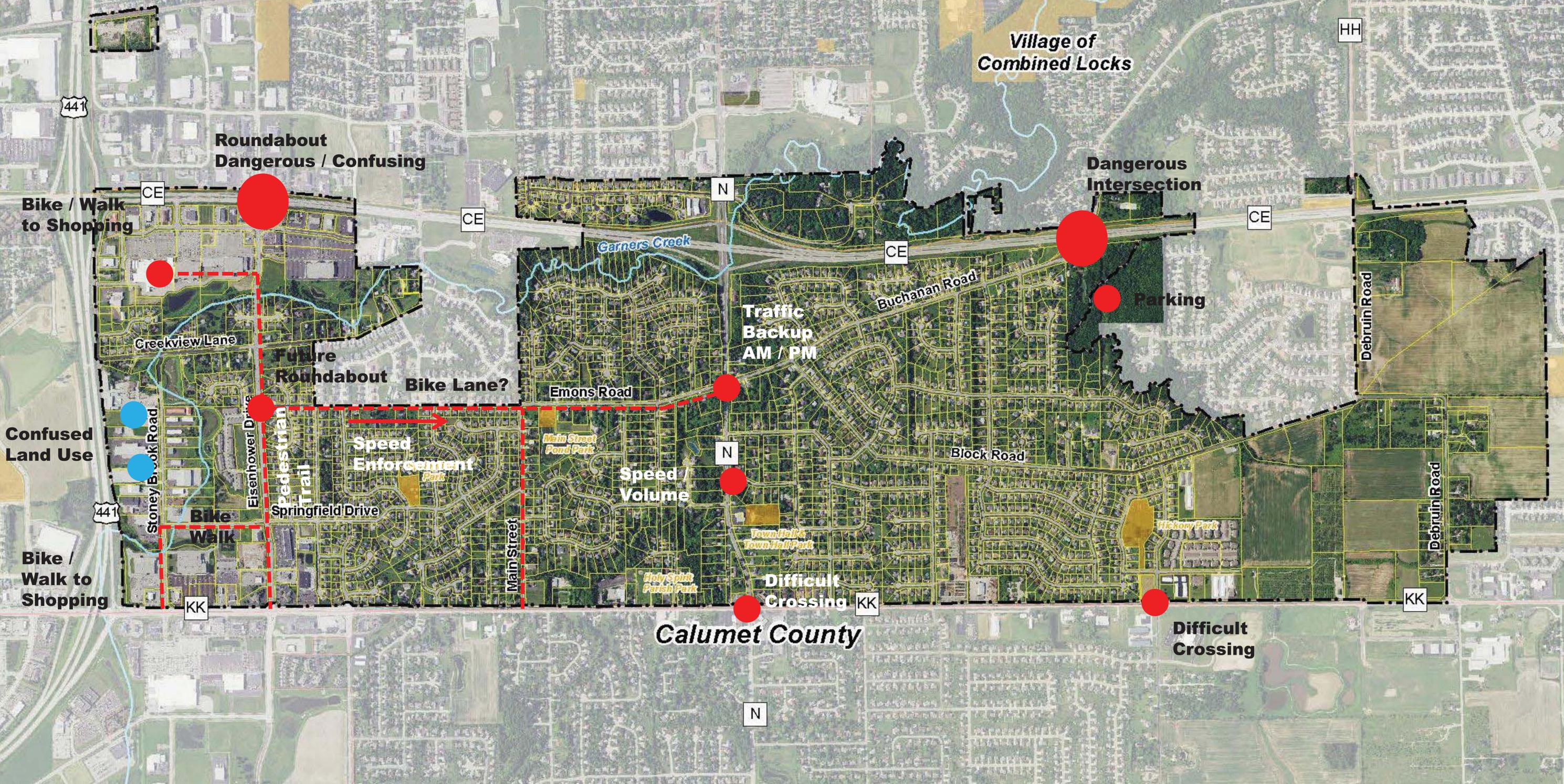
**Purpose:** Brainstorm ideas and discussion pertaining to needed improvements within the community. Including barriers to travel that limit or restrict movement.

**Method:** Group Mapping Exercise

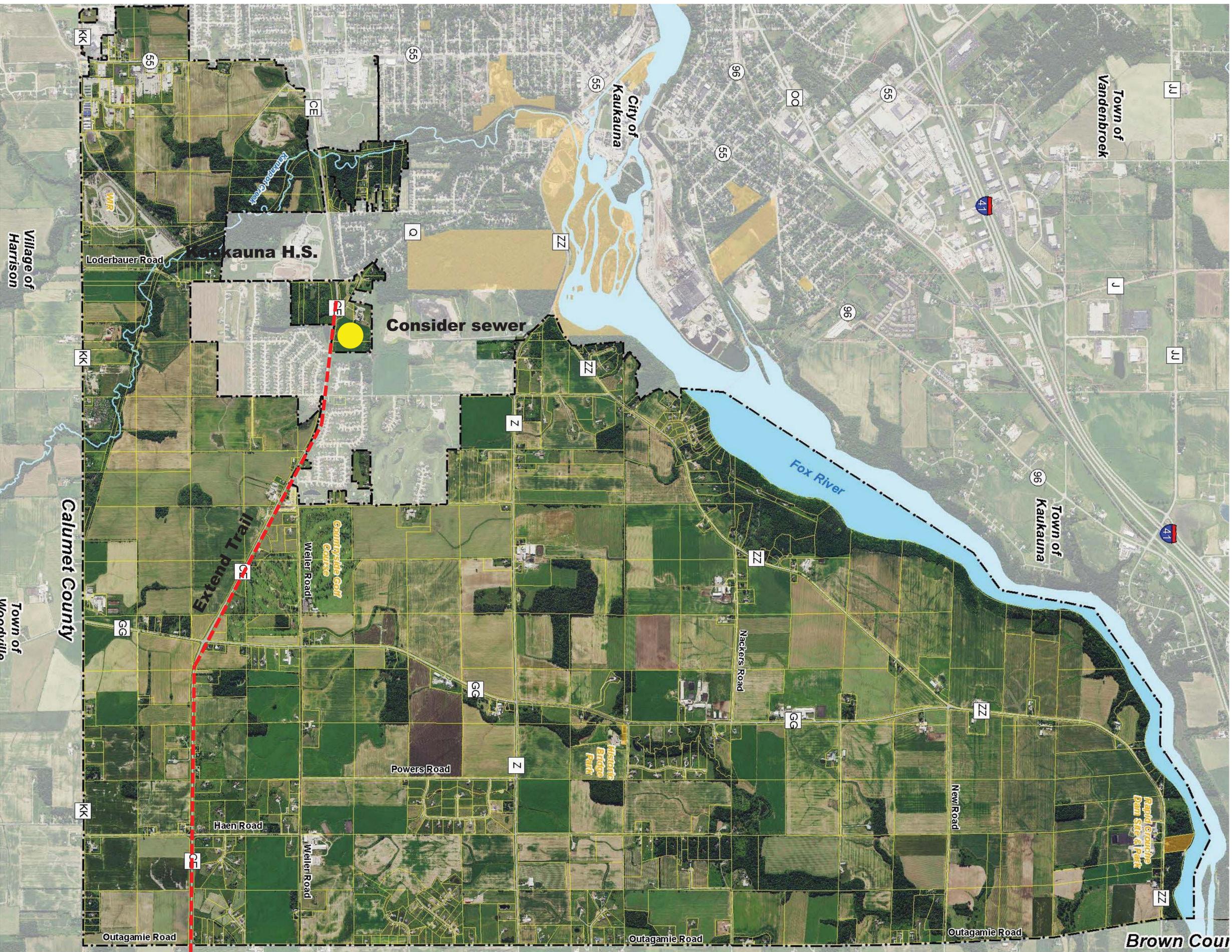
**Use of Information:** Information can be used to consider physical and social improvements with the community. Items could include:

- Landscaping
- Lighting/safety
- Building rehabilitation
- Service improvements
- Wayfinding signage
- Parkland improvements
- Street improvements
- Pedestrian and bicycling facilities

# Exercise #4 – Let's Fix This!



# Exercise #4 – Let's Fix This!



# Exercise #4 – Let's Fix This!

## Transportation Issues / Wants:

- **Ability to safely walk & bike to shopping near STH 441**
  - **Eisenhower Drive (Pedestrian Trail)**
  - **Emons Road (Eisenhower to CTH N) – Bike Lane or Speed Enforcement**
  - **Van Roy Road / Springfield Drive / Stoney Brook Road**
- **Main Street (Bike Lane)**
- **Roundabouts**
  - **CTH CE & Eisenhower Drive (Dangerous / Driver Education)**
  - **CTH N & Emons Road (Traffic Backups AM & PM / Sign to Alternate)**
- **CTH N (Speed / Traffic Volume / No Facilities)**
- **CTH CE (Extend CE Trail to Town / County border)**

# Exercise #4 – Let's Fix This!

## Transportation Issues / Wants:

- **Dangerous / Difficult Crossings**
  - **CTH N & CTH KK**
  - **CTH KK & State Park Road**
  - **CTH CE & Buchanan Road**
    - **End Buchanan Road in cul-de-sac**
- **Develop parking lot near Buchanan Road & CTH CE**

## Land Use Issues / Wants:

- **Industrial / Commercial Uses near Stoney Brook Road**
  - **Industrial / Commercial Uses overlap**

## Community Facilities Issues / Wants:

- **Provide sanitary sewer near Killian Drive**

## **Exercise #5 – Where’s Your “Hood”?**

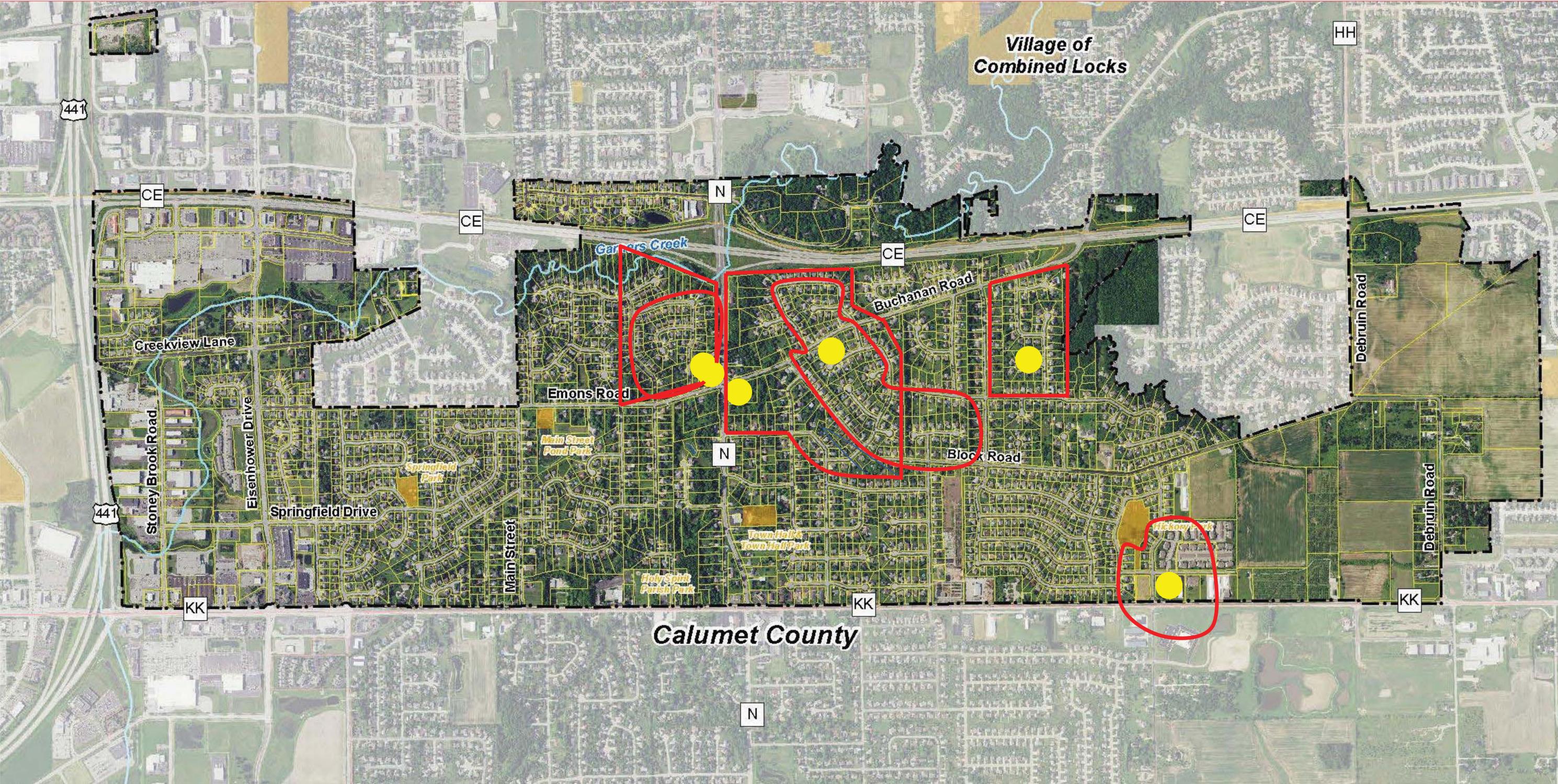
**Purpose:** Identify specific neighborhoods within the Town of Buchanan.

**Method:** Individual Mapping Exercise

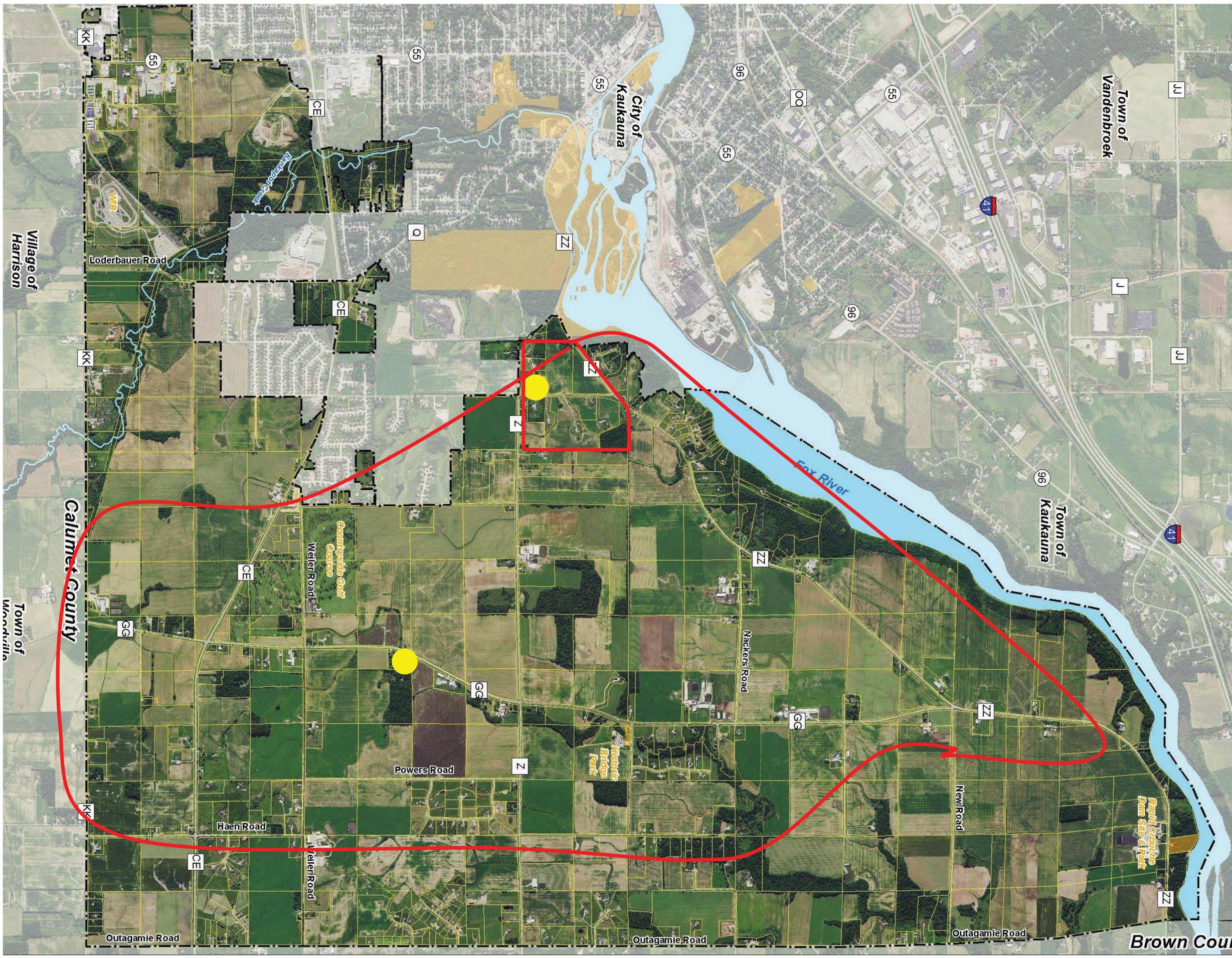
**Use of Information:** Information can be used to better identify:

- Community Identity
- Design Theme(s)
- Small-scale improvement programs
- Participatory Budgeting

# Exercise #5 – Where's Your 'Hood'?



**Exercise #5 – Where's Your Hood?**



# Exercise #5 – Where’s Your “Hood”?

- Eight Neighborhoods Identified
- People’s perception of neighborhood varies

## West (6)

- Breezewood Drive / Rogers Lane Area (2)
- SE Corner of CTH CE and CTH N Area (2)
- Springfield Drive Area
- Hickory Park Area
- Red Tail Lane

## East (2)

- Eastside of Town
- CTH ZZ & CTH Z Triangle Area

## Exercise #6 – Priorities?

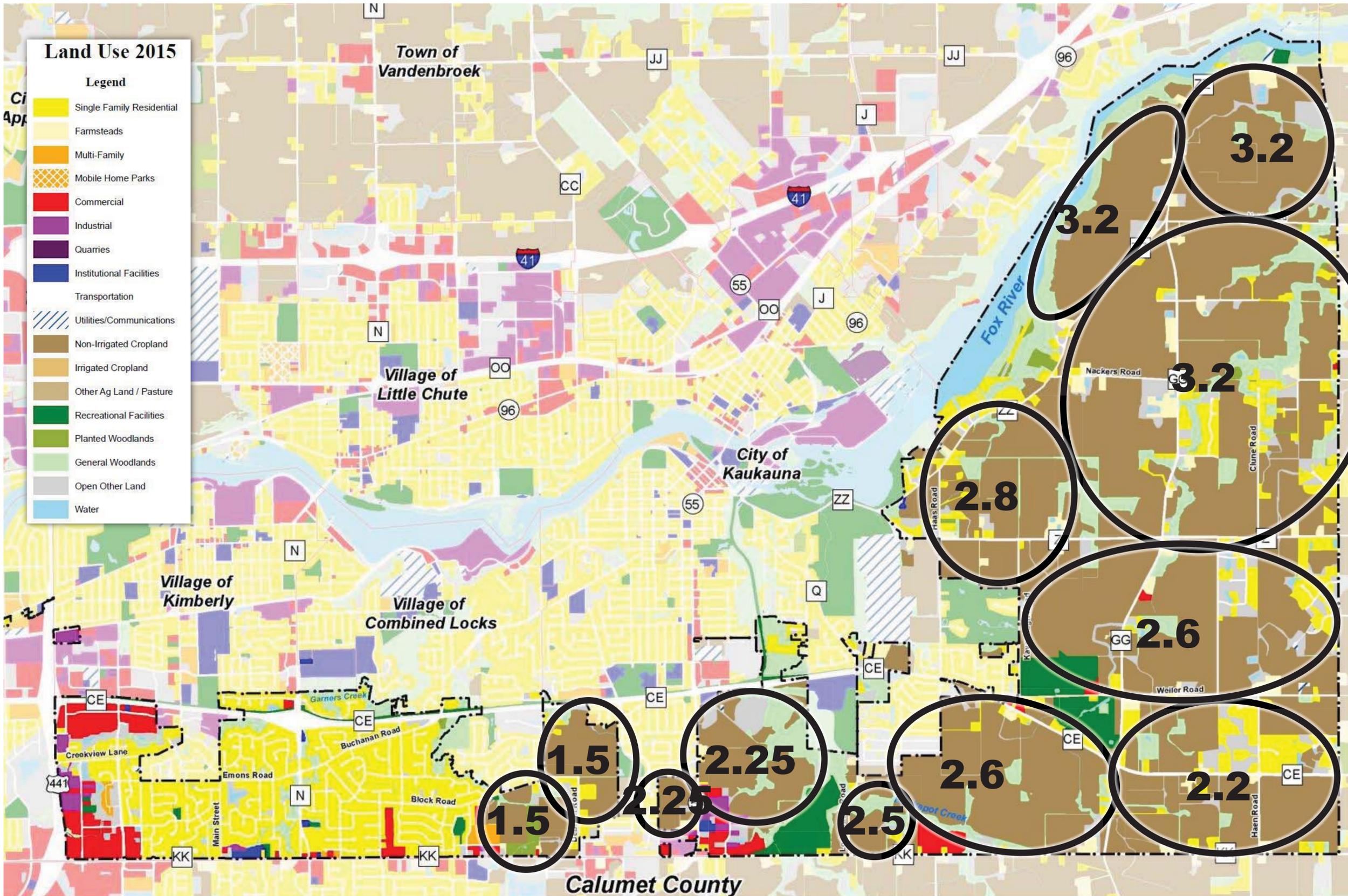
**Purpose:** Identify where new growth and development priorities should be with the Town of Buchanan. Gauge the level of acceptance for specific development styles, densities and intensities.

**Method:** Individual Mapping Exercise

**Use of Information:** Information can be used to better identify:

- New growth and Development Priority areas
- Preferences for different types of development styles, densities and intensities

# Exercise #6 – Priorities?



**Label EACH of the 12 circled areas with your preference for the timing of new development.**

- 1 = High Priority (<5 yrs.)**
- 2 = Med. Priority (5-10 yrs.)**
- 3 = Low Priority (10-20 yrs.)**
- 4 = Not important/never**

## **Exercise #6 – Priorities?**

- **7 People provided input**
- **Higher priority areas in western area of Town, near Debruin Road**
- **Lower priority areas in northeastern area of Town**
- **One person would like to see no further development in the Town**

# Exercise #6 – Design Preference Surveys

## Residential Types

### Housing A



**Single Family Housing:**

- 1 or 2 story single family houses
- Attached or detached garages accessed off of streets or alleys
- Lots sizes compatible to surrounding neighborhood
- Street widths and patterns appropriate to scale of lots with sidewalks throughout
- Housing type might be integrated with limited amount of duplexes, or townhouses in appropriate locations

**4** More of this type

**3**

**2**

**1**

**0** None of this type

**COMMENTS:**

**Average Ranking: 2.8 (0 none of this type to 4 more of this type)**

# Exercise #6 – Design Preference Surveys

## Retail / Commercial Types

### Retail A



#### Free Standing Convenience Retail:

- Corporate and franchise architecture
- One-acre lots unrelated to surroundings
- Parking often on all sides of building
- Buildings often include a "Drive-thru"
- Often next to strip commercial retail
- Usually located on heavily traveled streets
- Auto-oriented development pattern with emphasis on convenience
- Some landscaping around perimeter, in parking lots and next to building

4 More of this type

3

2

1

0

None of this type

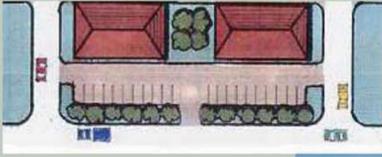
COMMENTS:

**Average Ranking: 2.5 (0 none of this type to 4 more of this type)**

# Exercise #6 – Design Preference Surveys

## Retail / Commercial Types

### Retail B







**Single Story Strip Commercial:**

- One story strip commercial development of adjoining stores
- Parking placed between building and street
- Usually located on heavily traveled streets
- Often next to free standing commercial uses
- Auto-oriented development pattern with emphasis on convenience
- Some landscaping around perimeter of parking lots and adjacent to building

4 **More of this type**

3

2

1

0 **None of this type**

**COMMENTS:**

**Average Ranking: 2.5 (0 none of this type to 4 more of this type)**

# Exercise #6 – Design Preference Surveys

## Employment Types

### Employment C



**Larger Light Industrial Research Buildings:**

- 1-3 story buildings
- May contain a variety of uses, including research, production, office, technology, warehouse and incubator businesses
- May have a high level of character and design
- Pedestrian streetscape may be emphasized in building and site design
- A mix of surface parking lots and on-street parking is typical
- May be adjacent to residential or other commercial uses.

4 **More of this type**

3

2

1

0 **None of this type**

**COMMENTS:**

**Average Ranking: 2.1 (0 none of this type to 4 more of this type)**

# Exercise #6 – Design Preference Surveys

## Park Types

**Park C**



**Neighborhood Park**

Neighborhood parks consist of land that is specifically set aside for active and passive recreation uses, and that accommodates large gatherings, special events, and individual users. Usually 5 to 20 acres serving an approximate 1 mile radius. Serves all age groups with emphasis on youth and families.

4

↑

3

2

1

0

↓

None of this type

More of this type

COMMENTS:

**Average Ranking: 3.5 (0 none of this type to 4 more of this type)**

# Other Comments

- **Concern about high capacity wells on the eastern portion of the town and if there is a problem with groundwater capacity.**
- **Love quietness of Town.**



**Questions?**





# TOWN OF BUCHANAN

## PUBLIC VISIONING PORTAL RESULTS



East Central Wisconsin  
Regional Planning Commission

**ECWRPC**

Calumet • Fond du Lac • Menominee • Outagamie  
Shawano • Waupaca • Waushara • Winnebago

- Exercise #1 Who are You?
- Exercise #2 Who are We?
- Exercise #3 Where's Your "Hood"?
- Exercise #4 Connect the Dots
- Exercise #5 Hidden Gems
- Exercise #6 Let's Fix This!
- Exercise #7 Priorities?
- Exercise #8 Style is Everything
- Exercise #9 Wrap it Up

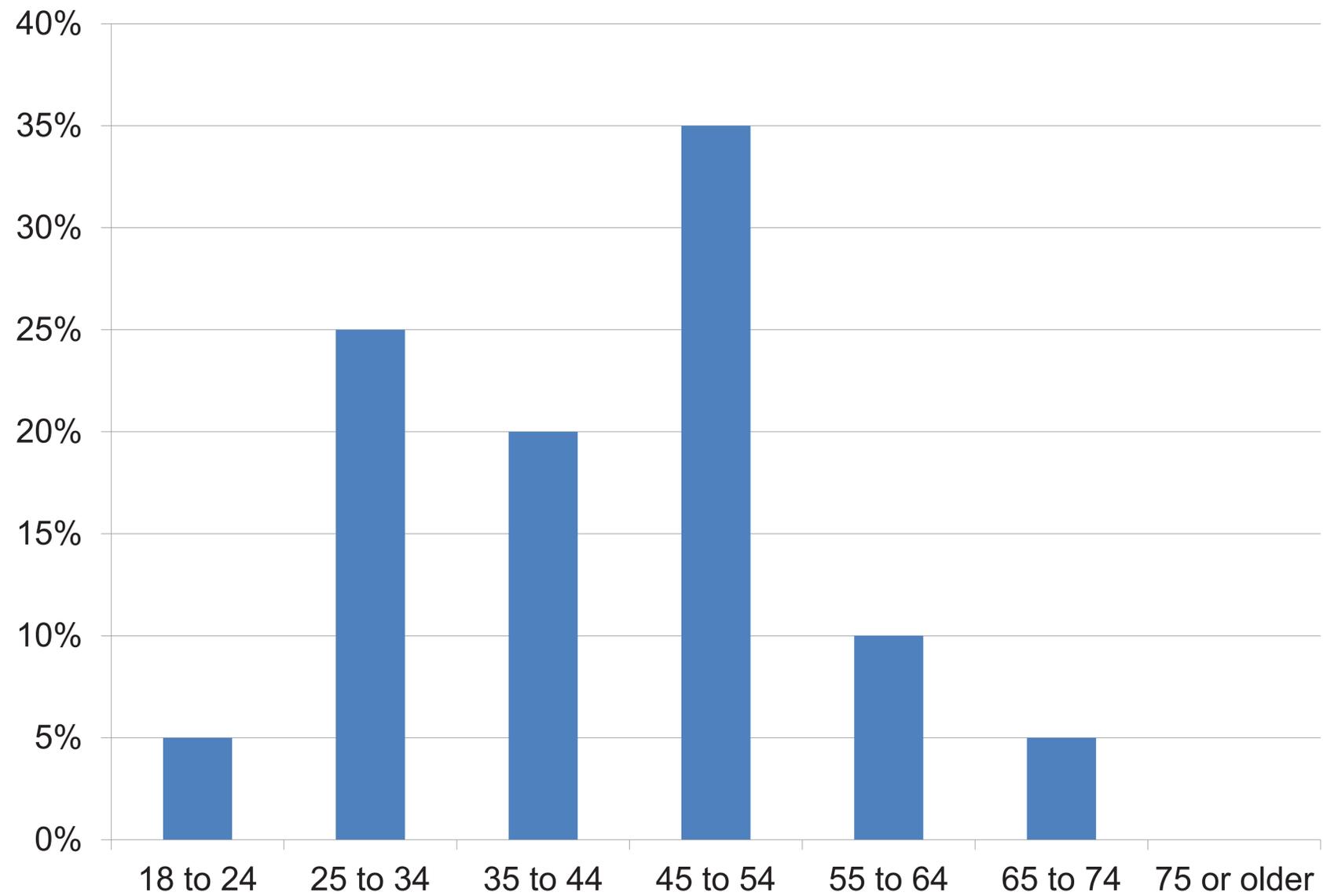
# Exercise #1 Who Are You?

Purpose: Tell us something about yourselves.

- 20 Responses
- Live in Town – 17 (85%)
- What is your Gender?
  - Male – 11 (55%)
  - Female – 9 (45%)

# Exercise #1 Who Are You?

## What is your age?



## Exercise #2 - Who are We?

**Purpose:** Create a list of qualities and characteristics that define the Town of Buchanan and which contribute to its overall identity and “sense of place”.

# Exercise #2 - Who are We? (5 Responses)

## Historic:

- Trails
- River
- Catholic Church (Holy Spirit) - 3
- Darboy Club - 3
- Farming/Small Dairy Farms - 2
- Residential
- Chickenfest
- A.K.A. Darboy - 2
- WIR
- Large Orchard on Calumet
- Relation to Appleton
- Silver Spur

# Exercise #2 - Who are We?

## Present:

- Trails
- Parks
- Strong Schools
- Kimberly School District
- Chickenfest
- Sprawling
- Residential
- Poor Infrastructure
- Not Pedestrian Friendly
- Family
- Beautiful

# Exercise #2 - Who are We?

## Present:

- Excessive thru traffic on Emons & Buchanan Roads to Kaukauna
- Heavy traffic to & from Kimberly High
- Speed limits not properly enforced
- Bike traffic not taking advantage of Railroad Street trail
- Walkers & bikers somewhat careless
- Shopping Central
- Overstuffed with residential
- Bad roads-family unfriendly
- Not enough parks & greenspace

# Exercise #2 - Who are We?

## Future:

- Outdoor Recreation
- Great Schools
- Small town feel
- Improved roads & drainage
- Designed town center / hub
- Connected / ped. – bike friendly
- Cohesive development standards
- Residential
- Commercial Growth

## Exercise #2 - Who are We?

### Future:

- Stoney Brook to be used as bike path connecting shopping
- Cul de sac to cut Buchanan off at CE. Area becomes bike / car parking
- Retain rural feel without bike paths or curb & gutter
- Proper education to negotiate roundabouts
- Community participant functions (picnic)
- More broad vision...not just people doing their own things
- More bike paths & child friendly areas to get from place to place
- More greenspace for nature hikes and exploration
- Youth activities so people don't have to be outsiders on area youth teams

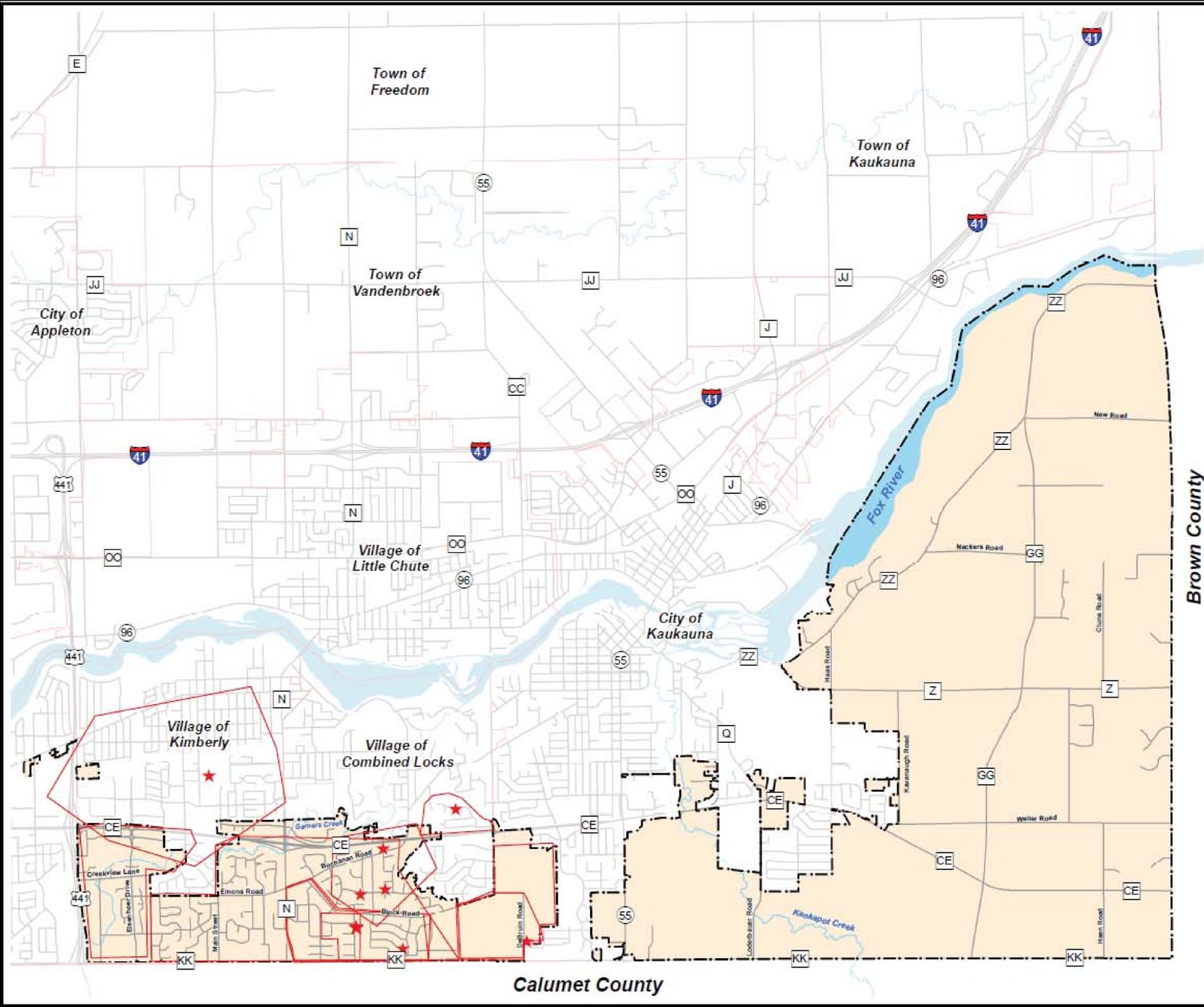
## Exercise #3 – Where’s Your “Hood”?

**Purpose:** Identify specific neighborhoods within the Town of Buchanan.

**Use of Information:** Information can be used to better identify:

- Community Identity
- Design Theme(s)
- Small-scale improvement programs
- Participatory Budgeting

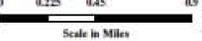
# Exercise #3 – Where’s Your ‘Hood?’



## Town of Buchanan Comprehensive Plan Update Neighborhoods

- ★ Residence
- Define\_Neighborhoods

Source:  
Base data provided by Outagamie County 2016.



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PREPARED JUNE 2017 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**

## Exercise #4 – Connect the Dots

**Purpose:** Identify routes and paths that you travel using a variety of means within / near the Town of Buchanan.

**Use of Information:** This information can be used to assess the level of connectivity within the Town and its focus areas.

- Road / Street Improvements
- Bike Lanes / Bike Paths / routes



# Exercise #4 – Connect the Dots

## Pedestrian Routes Existing:

- CTH CE (CTH N to DeBruin Road)
- Buchanan Road (CTH N to CTH CE)
- DeBruin Road (CTH KK to CTH CE)
- Block Road (DeBruin Road to Marion)
- Valleywood Lane (Block Road to Fieldside Lane)
- Circle made by Hank Drive, Liberty Lane & Van Handel Road
- Comment: Walk on the least traveled streets

# Exercise #4 – Connect the Dots

## Pedestrian Routes Future:

- CTH ZZ (Kaukauna to Outagamie Road)
- CTH N (Emons Road to CTH KK)
- CTH CE (Weiler Road to Outagamie Road)
- Weiler Road extended from Eagle Links to a route parallel to CTH KK to WIR
- STH 55 (through the Town)
- DeBruin Road south across CTH KK
- CTH KK (DeBruin Road to CTH N)
- Hopfensperger Road (CTH KK to Block Road)
- Comment: Would like to see some trails to link together with existing trails.

# Exercise #4 – Connect the Dots

## Bicycle Routes Existing:

- Loop (CTH N to CTH OO to Lawe Street to CTH ZZ to Haas Road to CTH CE to Lodenbauer Road)
- Lodenbauer Road (CTH CE to CTH KK)
- CTH KK to DeBruin Road)
- DeBruin Road to Buchanan Road to CTH N
- Buchanan Road (CTH CE to Marion Avenue)
- Block Road (Berghuis Drive to Buchanan Road)

# Exercise #4 – Connect the Dots

## Bicycle Routes Existing:

- Loop (CTH N to CTH OO to Lawe Street to CTH ZZ to Haas Road to CTH CE to Lodenbauer Road)
- Lodenbauer Road (CTH CE to CTH KK)
- CTH KK to DeBruin Road)
- DeBruin Road to Buchanan Road to CTH N
- Buchanan Road (CTH CE to Marion Avenue)
- Block Road (Berghuis Drive to Buchanan Road)

# Exercise #4 – Connect the Dots

## Bicycle Routes Future:

- Block Road (Hopfensperger to Buchanan Road)
- Buchanan Road (Block Road to CTH N)
- Emons Road (CTH N to Westowne Court)
- Hopfensperger Road to CTH KK)
- Comment: Would like to see some safe bike lanes or trails.

## Exercise #5 – Hidden Gems

**Purpose:** Create a list of qualities and characteristics that define the Town of Buchanan and which contribute to its overall identity and “sense of place”.

### Use of Information:

- Identification of areas for preservation or enhancement
- Ideas for replication in other parts of community
- Creation/reinforcement of community/neighborhood identity
- Guidance of overall development theme(s);
- Relationship of property uses and amenities

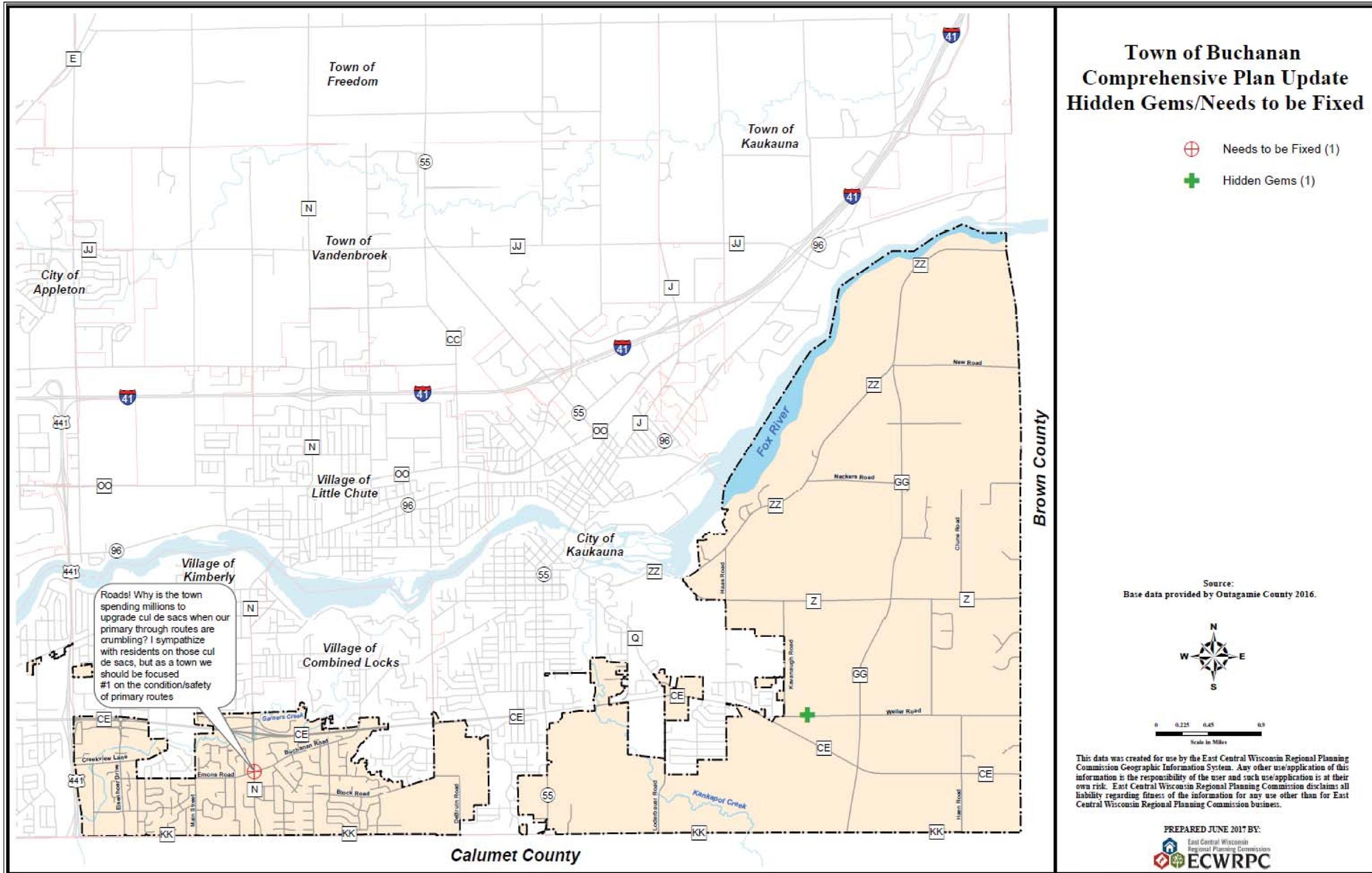
## Exercise #6 – Let’s Fix This!

**Purpose:** Brainstorm ideas and discussion pertaining to needed improvements within the community. Including barriers to travel that limit or restrict movement.

**Use of Information:** Information can be used to consider physical and social improvements with the community. Items could include:

- Landscaping
- Lighting/safety
- Building rehabilitation
- Service improvements
- Wayfinding signage
- Parkland improvements
- Street improvements
- Pedestrian and bicycling facilities

# Exercise #5/#6 – Hidden Gems/Let's Fix This!



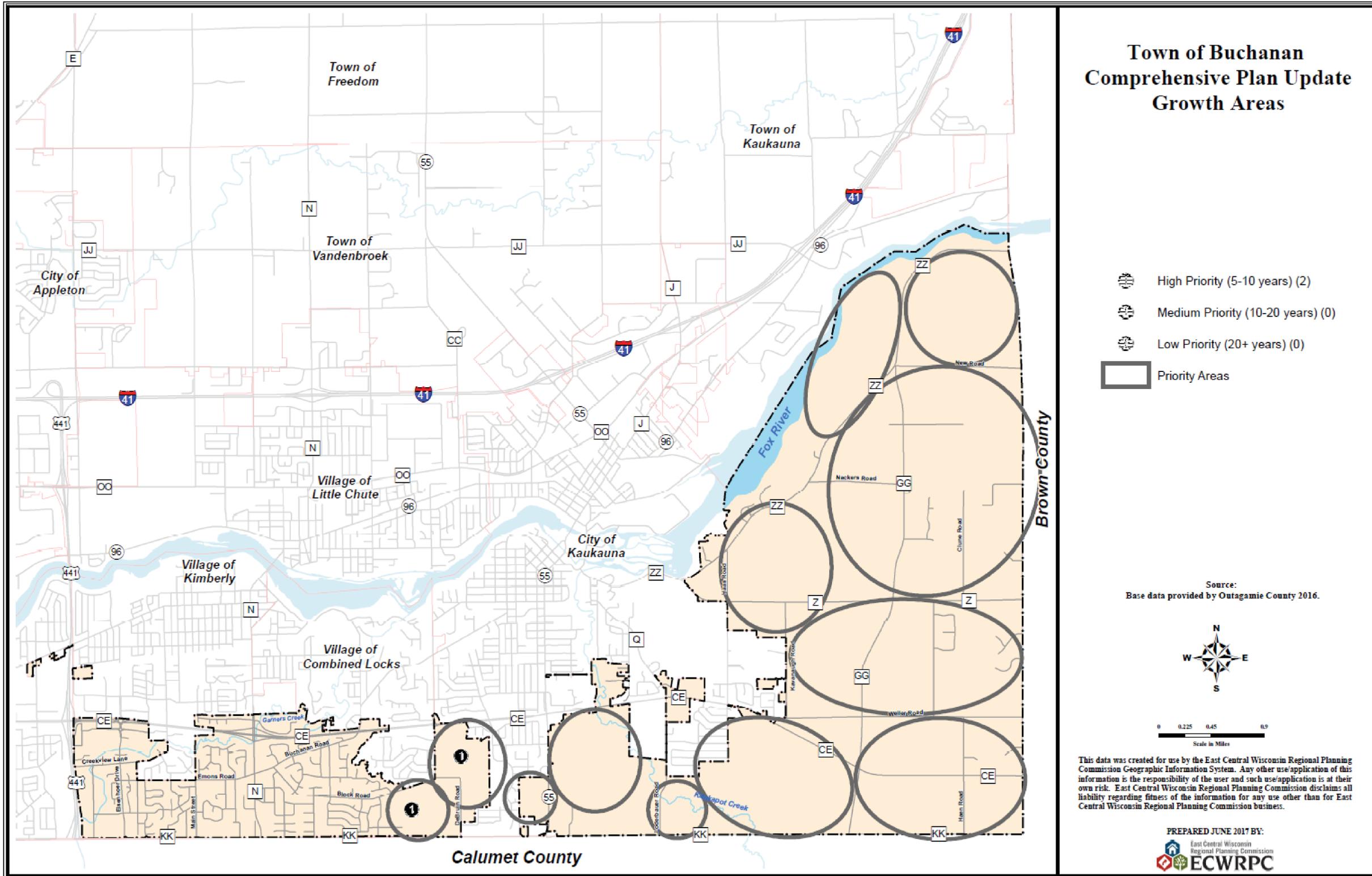
## Exercise #7 – Priorities?

**Purpose:** Identify where new growth and development priorities should be with the Town of Buchanan. Gauge the level of acceptance for specific development styles, densities and intensities.

**Use of Information:** Information can be used to better identify:

- New growth and Development Priority areas
- Preferences for different types of development styles, densities and intensities

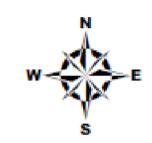
# Exercise #6 – Priorities?



## Town of Buchanan Comprehensive Plan Update Growth Areas

- High Priority (5-10 years) (2)
- Medium Priority (10-20 years) (0)
- Low Priority (20+ years) (0)
- Priority Areas

Source:  
Base data provided by Outagamie County 2016.



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# Exercise #7 – Design Preference Surveys – 1 Response

## Residential Types

### Housing A



Single Family Housing:

- 1 or 2 story single family houses
- Attached or detached garages accessed off of streets or alleys
- Lots sizes compatible to surrounding neighborhood
- Street widths and patterns appropriate to scale of lots with sidewalks throughout
- Housing type might be integrated with limited amount of duplexes, or townhouses in appropriate locations



4 More of this type

3

2

1

0 None of this type

COMMENTS:

**Average Ranking: 2.6 (0 none of this type to 4 more of this type)**

# Exercise #7 – Design Preference Surveys

## Retail / Commercial Types

**Retail C**






**Street Oriented Commercial & Mixed-Use:**

- Buildings usually 2-3 stories
- More “urban” architecture
- Building materials, landscaping, sidewalks, lighting and signs all contribute to a strong sense of place, and promote pedestrian activity
- Parking typically located to the side or to the rear of development
- Easily accessible by pedestrians, bicyclists, transit riders and automobiles
- May include small office space and residential uses on upper floors
- Development may include seating areas, plazas, and other community features

**Average Ranking: 2.6 (0 none of this type to 4 more of this type)**

# Exercise #7 – Design Preference Surveys

## Employment Types

### Employment C



**Larger Light Industrial Research Buildings:**

- 1-3 story buildings
- May contain a variety of uses, including research, production, office, technology, warehouse and incubator businesses
- May have a high level of character and design
- Pedestrian streetscape may be emphasized in building and site design
- A mix of surface parking lots and on-street parking is typical
- May be adjacent to residential or other commercial uses.

4 **More of this type**

3

2

1

0 **None of this type**

**COMMENTS:**

**Average Ranking: 2.6 (0 none of this type to 4 more of this type)**

# Exercise #7 – Design Preference Surveys

## Employment Types

### Retail D



#### Large Retail Developments:

- Large single story buildings on large lots (includes "Big Box" Retail)
- Corporate architecture and design
- Building oriented towards large surface parking lot for maximum visibility from street
- Auto-oriented design
- Serves community-wide market
- Some landscaping around perimeter, in parking lot and adjacent to building

**Average Ranking: 2.6 (0 none of this type to 4 more of this type)**

# Exercise #7 – Design Preference Surveys

## Park Types

### Park D



### Linear Park

A non-traditional park which transects the natural or built environment in a linear manner. Such parks can connect places and spaces, be used for stormwater management, habitat enhancement and/or provide routes for active transportation modes. Widths can vary and larger spaces with pockets of facilities can be incorporated.

**Average Ranking: 3.3 (0 none of this type to 4 more of this type)**

# Exercise #8 – Wrap it up!

- **Two concerns expressed about the difficulty using the visioning portal.**



**Questions?**



# DESIGN PREFERENCE SURVEY:

## Residential Types

Table # \_\_\_\_\_

Please indicate your preference for each building type by placing an 'X' on a ranking from 0 - 4. Also, feel free to add explanations/comments in the space provided.

### Housing A



#### Single Family Housing:

- 1 or 2 story single family houses
- Attached or detached garages accessed off of streets or alleys
- Lots sizes compatible to surrounding neighborhood
- Street widths and patterns appropriate to scale of lots with sidewalks throughout
- Housing type might be integrated with limited amount of duplexes, or townhouses in appropriate locations

4 More of this type

3 X

2

1

0 None of this type

**COMMENTS:**

### Housing B



#### Attached Single-Family Housing:

- Most buildings are 2 -3 stories
- Includes duplexes & townhouses (rowhouses)
- Garages accessed by either streets or alleys
- Building and lot configurations may be clustered to promote open space
- Buildings set closer to sidewalk
- May be mixed with single-family or small multi-family housing
- May be adjacent to commercial uses

4 More of this type

3

2 X

1

0 None of this type

**COMMENTS:**

### Housing C



#### Small Multi-Family Housing:

- 2 to 4 story buildings
- Wide variety of building designs
- Parking typically provided on surface lots, garage courts, and underground
- Garages accessed from streets, alleys or private drives
- May be mixed with townhouses or larger multi-family housing
- Some commercial uses may be found on the ground floor in some locations

4 More of this type

3

2

1 X

0 None of this type

**COMMENTS:**

### Housing D



#### Larger Multi-Family Housing:

- 3 to 8 story buildings
- Large scale buildings on large lots may include large multi-building complexes
- Parking typically provided on surface lots and underground parking
- May be mixed with small multi-family housing
- Commercial and retail uses might be found on the ground floor at some locations
- May be adjacent to and mixed with commercial and employment uses

4 More of this type

3

2

1

0 X

None of this type

**COMMENTS:**

# DESIGN PREFERENCE SURVEY:

Retail / Commercial Types Table # \_\_\_\_\_

Please indicate your preference for each building type by placing an 'X' on a ranking from 0 - 4. Also, feel free to add explanations/comments in the space provided.

## Retail A



### Free Standing Convenience Retail:

- Corporate and franchise architecture
- One-acre lots unrelated to surroundings
- Parking often on all sides of building
- Buildings often include a "Drive-thru"
- Often next to strip commercial retail
- Usually located on heavily traveled streets
- Auto-oriented development pattern with emphasis on convenience
- Some landscaping around perimeter, in parking lots and next to building

4 More of this type  
 3  
 2 X  
 1  
 0 None of this type

COMMENTS:

## Retail B



### Single Story Strip Commercial:

- One story strip commercial development of adjoining stores
- Parking placed between building and street
- Usually located on heavily traveled streets
- Often next to free standing commercial uses
- Auto-oriented development pattern with emphasis on convenience
- Some landscaping around perimeter of parking lots and adjacent to building

4 More of this type  
 3  
 2 X  
 1  
 0 None of this type

COMMENTS:

## Retail C



### Street Oriented Commercial & Mixed-Use:

- Buildings usually 2-3 stories
- More "urban" architecture
- Building materials, landscaping, sidewalks, lighting and signs all contribute to a strong sense of place, and promote pedestrian activity
- Parking typically located to the side or to the rear of development
- Easily accessible by pedestrians, bicyclists, transit riders and automobiles
- May include small office space and residential uses on upper floors
- Development may include seating areas, plazas, and other community features

4 More of this type  
 3  
 2 X  
 1  
 0 None of this type

COMMENTS:

## Retail D



### Large Retail Developments:

- Large single story buildings on large lots (includes "Big Box" Retail)
- Corporate architecture and design
- Building oriented towards large surface parking lot for maximum visibility from street
- Auto-oriented design
- Serves community-wide market
- Some landscaping around perimeter, in parking lot and adjacent to building

4 More of this type  
 3  
 2 X  
 1  
 0 None of this type

COMMENTS:

# DESIGN PREFERENCE SURVEY:

## Employment Types

Table # \_\_\_\_\_

Please indicate your preference for each building type by placing an 'X' on a ranking from 0 - 4. Also, feel free to add explanations/comments in the space provided.

### Employment A



#### Small Scale Flex Space and Business Condos:

- Typically single story buildings
- Little emphasis on architecture, urban character or building materials
- Buildings often have few windows, oversized loading doors and surface parking lots
- Developments made up of many individual buildings or may be grouped in clusters
- Buildings may house a combination of warehouse, yard storage, production, contractor space, and some office uses
- No intermixed residential development

4 More of this type

3

2 X

1

0 None of this type

COMMENTS:

### Employment B



#### Medium Scale Business Offices & Incubator Buildings:

- 1-3 story buildings
- May contain a variety of office and commercial uses in one building including research, production, office, technology, and incubator businesses
- More emphasis on architecture design
- A mix of surface lots and on-street parking is typical
- May be adjacent to residential or other uses.

4 More of this type

3

2 X

1

0 None of this type

COMMENTS:

### Employment C



#### Larger Light Industrial Research Buildings:

- 1-3 story buildings
- May contain a variety of uses, including research, production, office, technology, warehouse and incubator businesses
- May have a high level of character and design
- Pedestrian streetscape may be emphasized in building and site design
- A mix of surface parking lots and on-street parking is typical
- May be adjacent to residential or other commercial uses.

4 More of this type

3

2 X

1

0 None of this type

COMMENTS:

### Employment D



#### Office Park:

- Large buildings are a minimum of two stories
- Buildings contain primarily office uses, and similar facilities including medical, financial and high-tech research uses
- May have a high level of character and design
- Buildings are arranged in a campus like setting on larger lots
- A mix of surface parking lots and on-street parking is typical
- May be adjacent to residential or other commercial uses.
- May include pedestrian amenities and public spaces such as plazas, greens and squares

4 More of this type

3

2 X

1

0 None of this type

COMMENTS:

# NEED PREFERENCE SURVEY:

## Park Types

Please indicate your preference for each park type by placing an 'X' on the ranking from 0-4 on the arrow scale. Also, feel free to add explanations/comments in the space provided.

### Park A



#### Community Park

An area of land preserved on account of its natural beauty, historic interest, recreational opportunity or other reason, and under the administration of a form of local government. 25+ acres with a 2-5 mile service radius. Multi-purpose recreation areas and features. Shared maintenance agreements and partnerships may be an option.

4 More of this type  
 3 X  
 2  
 1  
 0 None of this type

COMMENTS:

### Park B



#### Sports Complex or Other Specialty Park

A group of outdoor sports facilities and/or indoor facilities. Other specialty features promote tourism such agriculture/farm, camping, animals, art and sculpture, or nature-based education, etc. Acreage varies but can be anywhere from 20 to 100 acres with service area depending on type.

4 More of this type  
 3 X  
 2  
 1  
 0 None of this type

COMMENTS:

### Park C



#### Neighborhood Park

Neighborhood parks consist of land that is specifically set aside for active and passive recreation uses, and that accommodates large gatherings, special events, and individual users. Usually 5 to 20 acres serving an approximate 1 mile radius. Serves all age groups with emphasis on youth and families.

4 More of this type  
 3 X  
 2  
 1  
 0 None of this type

COMMENTS:

### Park D



#### Linear Park

A non-traditional park which transects the natural or built environment in a linear manner. Such parks can connect places and spaces, be used for stormwater management, habitat enhancement and/or provide routes for active transportation modes. Widths can vary and larger spaces with pockets of facilities can be incorporated.

4 More of this type  
 3 X  
 2  
 1  
 0 None of this type

COMMENTS:

# shape the future

*Give your community 15 minutes to help shape its future! What is your vision for it?*



**Open House!**  
**Thursday, March 9<sup>th</sup>, 2017**  
**5:00 P.M.—7:00 P.M.**

**Buchanan Town Hall**  
**N178 County Rd N. Appleton**

Join us for a public visioning workshop, which will cover different topics associated with planning for the future development within the Town of Buchanan over the next twenty years.

**Your thoughts are important!** This workshop is just the first step in formulating a vision for how the Town will look, function and feel as new development (or re-development) takes place.

The Town of Buchanan is updating its current Comprehensive Land Use Plan, commonly referred to as a "Smart Growth" Plan. This plan sets forth the vision and policies that will affect future development and transportation within the Town.

The workshop will be held in an 'open house' format, with no formal presentations and no pre-registration required. Come for 15 minutes, or stay for an hour! Town and East Central staff will walk participants through a series of quick, thoughtful and highly visual exercises which are meant to stimulate and document ideas and concerns in topic areas associated with community identity, land use, housing, transportation, economic development, recreation and more!

**NO REGISTRATION REQUIRED!**  
**JUST SHOW UP AND GIVE US YOUR QUICK INPUT!**

*Hosted by the Town of Buchanan and the East Central Wisconsin Regional Planning Commission*

## QUESTIONS?

If you have questions, please contact Kathy Thunes, Principal Planner at ECWRPC - (920) 751-4770 or [kthunes@ecwrpc.org](mailto:kthunes@ecwrpc.org)

*recreation*

*economic development*

*environment*

*municipal services*

*re-development*

*land use*

*transportation*

*agriculture*

*trails*

*transit*

*housing*



# Buchanan seeks public input for comp plan

USA TODAY NETWORK-Wisconsin Published 7:09 p.m. CT March 2, 2017 | Updated 8:18 p.m. CT March 2, 2017



(Photo: Getty Images/iStockphoto)

BUCHANAN - Town officials are seeking public input from residents as the town updates its comprehensive plan.

A public workshop and open house will be held from 5 to 7 p.m. on March 9 at Buchanan Town Hall, N178 County N. Residents can also submit their feedback online at [www.getfeedback.com/r/Klvsm9iW](http://www.getfeedback.com/r/Klvsm9iW) (<https://www.getfeedback.com/r/Klvsm9iW/>).

The town is working with the East Central Wisconsin Regional Planning Commission on its comprehensive plan and its parks plan.

Read or Share this story: <http://post.cr/2IFroTs>



# Comprehensive Plan Update Visioning Workshop - March 9, 2017



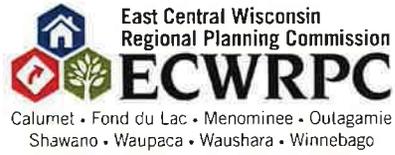
**PLEASE SIGN IN**



| NAME            | ADDRESS                     | E-MAIL ADDRESS         |
|-----------------|-----------------------------|------------------------|
| Lynn Nelson     | 4350 Breezewood Dr.         |                        |
| Tom Walsu       | N 320 Breezewood Dr         | TWALSU@NEW.RR.COM      |
| Joyce Bruecker  | N 698 Cty Rd GG<br>Kaukauna | lovejoypc54130@gmail   |
| Tom Saalens     | W 2581 Buchanan Rd          | 57 BlackBike@NewRR.com |
| Chuck Kavanaugh | N 940 HAAS RD<br>KAUKAUNA   |                        |

**PLEASE PRINT CLEARLY**

# Comprehensive Plan Update Visioning Workshop - March 9, 2017



**PLEASE SIGN IN**



| NAME           | ADDRESS                      | E-MAIL ADDRESS     |
|----------------|------------------------------|--------------------|
| Mike Van Lanen | N336 CTY N<br>Appleton 54915 | mmadkat@new.RR.com |
|                |                              |                    |
|                |                              |                    |
|                |                              |                    |
|                |                              |                    |

**PLEASE PRINT CLEARLY**

**Exercise #1 - Who Are We?**

| <b>Past (Historic)</b>                 | <b>Present (Current Culture)</b>                 | <b>Future (What should / could be?)</b>  |
|--|--|--|
| Agriculture                            | Rural residential feel                           | Public parking at paths for bicyclists & cars  |
| W.I.R.                                 | Excellent E.M.T. & law enforcement               | Continued degree of law enforcement  |
| Darboy named after a French Archbishop | Pleasant mix of urban & farm                     | Community 4th of July Celebration  |
| Known for farming                      | Heavy traffic - congested                        | Pedestrian & bike amenities.   |
| Open spaces                            | Houses, houses, houses                           | User friendly government services  |
| Minimal traffic                        | W.I.R.   | More contracting with Outagamie County   |
| Farming                                | Sub-urbanism. Not enough to be totally suburban. | No more development, more focus on walking and biking  |
| Darboy                                 | Good place to live                               | More trails, less development  |
| Rural                                  | Car centric                                      | Housing  |
| Mostly farm & golf course              | subdivisions nearly all around us                | Reasonable price housing   |
|  |  | Great place to live  |
|  |  | Can walk, bike, or drive safely anywhere   |
|  |  | There will be more subdivisions - parks, small mall, gas station like Kwik Trip, restaurant, bike trails |

## Comments

- Traffic on CTH N going north towards Kimberly is horrible during early morning (start of high school) and when school lets out. Something needs to be done. Horrible backup, even south of CTH CE and past water department (in a.m.)!
- Need marked bike lanes, i.e. Emons Road, Main, Eisenhower, etc.
- More walking trails
- Traffic from high school on CTH N in a.m. is bad.
- Need to control speed limits on major roads so that it is safe to walk and bike.
- Emons Road / CTH N / Buchanan Road: Traffic won't alternate at the roundabout so it backs up.
- Love quietness of Town.
- High capacity wells on east side of Town for mega farms, is there a problem with capacity?
- Is groundwater plentiful on east side of Town?
- CTH CE and Buchanan Road is dangerous. What is accident rate? Cars make left turns in front of each other, this is dangerous.



Scan



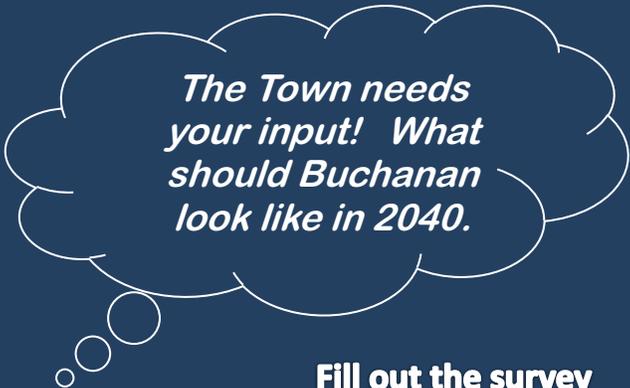
Using the QR App on your Smart Phone

Please fill out our survey here by June 2, 2017:

[www.townofbuchanan.org/vision](http://www.townofbuchanan.org/vision)



# Help Plan Your Town's Future!!



*The Town needs your input! What should Buchanan look like in 2040.*

**Fill out the survey today!!!**



Scan



Using the QR App on your Smart Phone

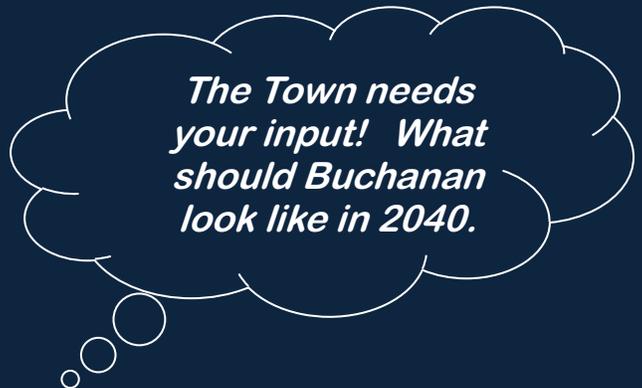
Please fill out our survey here by June 2, 2017:

[www.townofbuchanan.org/vision](http://www.townofbuchanan.org/vision)



# Town of Buchanan Comprehensive Plan Update 2040 Survey

# Help Plan Your Town's Future!!



*The Town needs your input! What should Buchanan look like in 2040.*

<http://www.ecwrpc.com>

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Monday, April 03, 2017 9:16:23 PM  
**Last Modified:** Monday, April 03, 2017 9:23:08 PM  
**Time Spent:** 00:06:45  
**IP Address:** 107.10.67.182

Page 1: Who Are We?

**Q1**

**Historic (features, traditions, community role, or function)**

- |   |        |
|---|--------|
| 1 | Trails |
| 2 | River  |

**Q2**

**Current (culture, characteristics, outside views)**

- |   |                |
|---|----------------|
| 1 | Trails         |
| 2 | Parks          |
| 3 | Strong schools |
| 4 | Chickenfest    |

**Q3**

**Future (vision, aspirations, attitude)**

- |   |                    |
|---|--------------------|
| 1 | Outdoor recreation |
| 2 | Great schools      |
| 3 | Small town feel    |

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Tuesday, April 04, 2017 3:03:13 PM  
**Last Modified:** Tuesday, April 04, 2017 3:07:54 PM  
**Time Spent:** 00:04:41  
**IP Address:** 74.87.95.170

Page 1: Who Are We?

Q1

**Historic (features, traditions, community role, or function)**

- |   |             |
|---|-------------|
| 1 | Holy Spirit |
| 2 | Darboy Club |

Q2

**Current (culture, characteristics, outside views)**

- |   |                          |
|---|--------------------------|
| 1 | sprawling                |
| 2 | residential              |
| 3 | poor infrastructure      |
| 4 | not pedestrian friendly  |
| 5 | Kimberly School district |

Q3

**Future (vision, aspirations, attitude)**

- |   |                                |
|---|--------------------------------|
| 1 | Improved roads and drainage    |
| 2 | designated town center/hub     |
| 3 | connected/ ped-bike friendly   |
| 4 | cohesive development standards |

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Tuesday, April 11, 2017 3:20:24 PM  
**Last Modified:** Tuesday, April 11, 2017 3:21:15 PM  
**Time Spent:** 00:00:51  
**IP Address:** 74.87.97.22

Page 1: Who Are We?

Q1

Historic (features, traditions, community role, or function)

- |   |             |
|---|-------------|
| 1 | Farming     |
| 2 | Residential |
| 3 | Chickenfest |

Q2

Current (culture, characteristics, outside views)

- |   |           |
|---|-----------|
| 1 | Family    |
| 2 | Beautiful |

Q3

Future (vision, aspirations, attitude)

- |   |                   |
|---|-------------------|
| 1 | Residential       |
| 2 | Commercial Growth |

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Tuesday, April 11, 2017 4:24:43 PM  
**Last Modified:** Tuesday, April 11, 2017 4:40:17 PM  
**Time Spent:** 00:15:34  
**IP Address:** 107.10.88.7

Page 1: Who Are We?

Q1

Historic (features, traditions, community role, or function)

- |   |                          |
|---|--------------------------|
| 1 | A.k.a. Darboy            |
| 2 | Catholic Church          |
| 3 | WIR                      |
| 4 | Large orchard on Calumet |
| 5 | Relation to Appleton     |

Q2

Current (culture, characteristics, outside views)

- |   |   |
|---|---|
| 1 | Excessive thru traffic on Emmons and Buchanan Roads to Kaukauna |
| 2 | Heavy traffic to and from Kimberly High                         |
| 3 | Speed limits not properly enforced                              |
| 4 | Bike traffic not taking advantage of Railroad Street to trail   |
| 5 | Walkers and bikers somewhat careless                            |

Q3

Future (vision, aspirations, attitude)

- |   |   |
|---|---|
| 1 | Stoney Brook to be used as bike path connecting shopping      |
| 2 | Cut de Sac to cut Buchanan off at CE becomes bike/car parking |
| 3 | Retain rural feel w/o bike paths or curb and gutter           |
| 4 | Proper education to negotiate round a bouts                   |
| 5 | Community participant functions (picnic)                      |

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Wednesday, April 19, 2017 9:04:33 AM  
**Last Modified:** Wednesday, April 19, 2017 9:13:22 AM  
**Time Spent:** 00:08:48  
**IP Address:** 107.10.87.231

Page 1: Who Are We?

Q1

Historic (features, traditions, community role, or function)

- |   |                    |
|---|--------------------|
| 1 | Darboy             |
| 2 | Holy Spirit Church |
| 3 | Darboy Club        |
| 4 | Silver Spur        |
| 5 | Small dairy farms  |

Q2

Current (culture, characteristics, outside views)

- |   |                                 |
|---|---------------------------------|
| 1 | shopping central                |
| 2 | overstuffed with residential    |
| 3 | bad roads-family unfriendly     |
| 4 | not enough parks and greenspace |

Q3

Future (vision, aspirations, attitude)

- |   |   |
|---|---|
| 1 | more broad vision...not just people doing their own things                |
| 2 | more bike paths and child friendly areas to get from place to place       |
| 3 | more greenspace for nature hikes and exploration                          |
| 4 | youth activities so people don't have to be outsiders on area youth teams |



**APPENDIX C**  
MEETINGS

## APPENDIX C: MEETINGS

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, FEBRUARY 13, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) January 9, 2017 Plan Commission Minutes

**6 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-02): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Pat Gambsky Builders, Inc.; Parcel ID 030051113; Certified Survey Map combining two lots. – For Approval/Denial.
- b) Application for Conditional Use Permit: Applicant: Phil Kleman, McMahon; Garners Creek Stormwater Utility – John Ruys property, W2425 Buchanan Road Stream Restoration – For Approval/Denial

**7 UNFINISHED BUSINESS: NONE**

- a) Ordinance #2017-01: §525-30 F. Performance Standards; Industrial Developments. – For Discussion & Possible Action.

**8 NEW BUSINESS: NONE**

**9 COMPREHENSIVE PLAN 2040 WOR SESSION:**

- a) Purpose: To provide a brief overview of the Wisconsin State Comprehensive Planning requirements, the planning process and the responsibilities and expectations of the Plan Commission. Demographic highlights will be presented and a brief visioning session will be undertaken.
  - i) Overview of the Comprehensive Outdoor Recreation Plan, 2018-2022 Process
  - ii) Summary of the Comprehensive Planning Requirements & Process
  - iii) Responsibilities and Expectations of the Plan Commission
  - iv) Demographic Highlights
  - v) Visioning Session
  - vi) Next Steps

**10 PROJECT UPDATES CORRESPONDENCE:**

- a) Application of Wisconsin Public Service Corporation for Authority to Purchase and Place in Operation a Natural Gas Lateral and Associated Facilities in the Town of Buchanan.

**11 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**12 ADJOURN**

Joel Gregozeski, Town Administrator  
Posted: February 6, 2017

---

**P N** : Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). *2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction instead of three if also placed on an Internet site maintained by the local government.*

**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

---



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, FEBRUARY 13, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**1 CALL MEETING TO ORDER**– Wallenfang called the meeting to order at 7:00 p.m.

**2 PLEDGE OF ALLEGIANCE** – The Pledge of Allegiance was recited.

**3 ROLL CALL & VERIFY PUBLIC NOTICE** Public notice verified. Commissioners present –McAndrews, Wallenfang, Kavanaugh, Erdmann and Van Wychen. Jensema and Lamers were excused. Also present was Town Administrator Gregozeski.

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made: Wallenfang called for comments. No individuals spoke.

**5 MINUTES TO APPROVE**

*a January 9, 2017 Plan Commission Minutes: Motion by an Wychen/Erdmann to approve the minutes of January 9, 2017. Motion carried 5 to 0 by voice vote.*

**6 APPLICATIONS FOR APPROVAL DENIAL:**

a) Application for CSM (CSM #2017-02): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Pat Gambsky Builders, Inc.; Parcel ID 030051113; Certified Survey Map combining two lots. – For Approval/Denial: The Commission reviewed and discussed the application for CSM.

*Motion by Erdmann/ an Wychen to approve the application for CSM CSM #2017-02 : Application for CSM CSM #2017-02 : Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Pat Gambsky Builders, Inc.; Parcel I 030051113; Certified Survey Map combining two lots. Motion carried 5 to 0 by voice vote.*

b) Application for Conditional Use Permit: Applicant: Phil Kleman, McMahon; Garners Creek Stormwater Utility – John Ruys property, W2425 Buchanan Road Stream Restoration – For Approval/Denial: The Commission reviewed and discussed the application for conditional use. The Commission discussed with the Applicant Phil Kleman if an alternative entry into the project site could be used to lessen impacts to wetland areas. Kleman stated the property owners were not interested in using another entry location.

*Motion by McAndrews/ an Wychen to approve the Application for Conditional Use Permit: Applicant: Phil Kleman, McMahon; Garners Creek Stormwater Utility – John Ruys property, W2425 Buchanan Road Stream Restoration. Motion carried 5 to 0 by voice vote.*

**7 UNFINISHED BUSINESS: NONE**

a) Ordinance #2017-01: §525-30 F. Performance Standards; Industrial Developments. – For Discussion & Possible Action:

*Motion by McAndrews/ an Wychen to postpone action on Ordinance 2017-01 to a future meeting date. Motion carried 5 to 0 by voice vote.*

**8 NEW BUSINESS: NONE**

**9 COMPREHENSIVE PLAN 2040 WORK SESSION:**

a) Eric Fowle, Trish Nau and Kathy Thunes from East Central Wisconsin Regional Plan Commission were present and facilitated discussion regarding the Town of Buchanan’s Comprehensive Plan 2040 update. Fowle & Thunes provided a brief overview of the Wisconsin State Comprehensive Planning requirements, the planning process and the responsibilities and expectations of the Plan Commission. Demographic highlights will be presented and a brief visioning session was undertaken. Nau presented information regarding the Town’s Comprehensive Outdoor Recreation Plan

(CORP) update. This activity will occur concurrently with the Comp Plan process. Nau introduced the CORP process and community survey. The Commission agreed to hold the Comprehensive Plan Vision Workshop & Open House on Thursday, March 9 2017 from 5:00-7:00 p.m. at the Buchanan Town Hall. Staff will be responsible for setting up notifications and publicity for the event.

**10 PROJECT UPDATES CORRESPONDENCE:**

- a) Application of Wisconsin Public Service Corporation for Authority to Purchase and Place in Operation a Natural Gas Lateral and Associated Facilities in the Town of Buchanan: Gregozeski provided a brief overview of the WPS Corporation application for operation of a natural gas lateral proposal through the Wisconsin Public Service Commission.

**11 FUTURE AGENDA ITEMS: O 2017 01 C P 2040.**

**12 ADJOURN:** *Motion by an Wychen/Erdmann to adjourn at 8:01 p.m. Motion carried 5 to 0 by voice vote.*

Joel Gregozeski, Town Administrator  
Drafted: February 14, 2017

Motion to approve: Van Wychen/Kavanaugh      Passed 5 to 0.      Dated: March 13, 2017



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, APRIL 10, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) March 13, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-04): Applicants: David M. Schmalz, McMahon Associates, Inc. on behalf of Darboy Joint Sanitary District; Parcel ID 030060004; Two-lot Certified Survey Map. – For Approval/Denial.
- b) Application for Conditional Use Permit: Applicant: Seven Oaks Dairy – Jon Lamers, Parcel ID 030001401; Construction Site Erosion Control & Stormwater Plan and Post for construction of a barn addition, leachate collection basin, feed pad addition and waste storage additions. – For Approval/Denial

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

- a) Discussion: Town Road Typical Section Review.

**10 PROJECT UPDATES CORRESPONDENCE**

**11 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**12 COMPREHENSIVE PLAN 2040 WORK SESSION 7:30 . . .**

- a) Review of Park Needs Assessment
- b) Review of Chapter 3: Community Profile
- c) Review of Visioning Workshop Results
- d) Review of Website Visioning Portal

**13 ADJOURN**

Joel Gregozeski, Town Administrator  
Posted: April 6, 2017

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**P N** : Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). *2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction instead of three if also placed on an Internet site maintained by the local government.*

**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, APRIL 10, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**1 CALL MEETING TO ORDER** Wallenfang called the meeting to order at 6:55 p.m.

**2 PLEDGE OF ALLEGIANCE** – The Pledge of Allegiance was recited.

**3 ROLL CALL & VERIFY PUBLIC NOTICE** Public notice verified. Commissioners present –Wallenfang, McAndrews, Kavanaugh, Erdmann, Jensema, Lamers and Van Wychen. Also present was Town Administrator Gregozeski and members of the public.

**4 PUBLIC FORUM**

The following individuals spoke:

- Tom Saelens (W2581 Buchanan Rd): Stated concerns about home building on open lots and the impacts on stormwater drainage. Opined the Town would need to hire a trash inspector of garbage and recycling carts are mandated. Opined the Town should install more speed enforcement signs on Buchanan, Block and Emons Road.

**5 MINUTES TO APPROVE**

a) March 13, 2017 Plan Commission Minutes – *Motion by an Wychen/Erdmann to approve the minutes of the March 13, 2017 Plan Commission meeting as presented. Motion carried 5 to 0 by voice vote.*

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL**

a) Application for CSM (CSM #2017-04): Applicants: David M. Schmalz, McMahon Associates, Inc. on behalf of Darboy Joint Sanitary District; Parcel ID 030060004; Two-lot Certified Survey Map. – For Approval/Denial: The Plan Commission reviewed and discussed the application for certified survey map (#2017-04).

*Motion by Jensema/Erdmann to approve the Application for CSM #2017-04 as presented. Motion carried 5 to 0 by voice vote.*

b) Application for Conditional Use Permit: Applicant: Seven Oaks Dairy – Jon Lamers, Parcel ID 030001401; Construction Site Erosion Control & Stormwater Plan and Post for construction of a barn addition, leachate collection basin, feed pad addition and waste storage additions. – For Approval/Denial: Jon Lamers excused himself from the meeting and left the dais to join the public. The Plan Commission reviewed and discussed the application for conditional use.

*Motion by Erdmann/ an Wychen to approve the application for conditional use as presented. Motion carried 4 to 0 by voice vote. Lamers abstained.*

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

a) Discussion: Town Road Typical Section Review: Gregozeski reviewed the Town's typical road cross sections with the Commission. He noted the Commission has been asked to review the typical sections and provide a recommendation for a typical section for local roads, local collectors and local arterial roadways. Gregozeski noted this can be accomplished when reviewing the transportation component of the Town's Comprehensive Plan update. No action was taken.

**10 PROJECT UPDATES CORRESPONDENCE**

**11 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

- a) **COMPREHENSIVE PLAN 2040 WOR SESSION 7:30 . . .** Trish Nau and Kathy Thunes from East Central Wisconsin Regional Plan Commission provided and update to the following items: Review of park needs assessment; review of Chapter 3: Community Profile; review of visioning workshop results; review of website visioning portal.

**12 ADJOURN** – *Motion by an Wychen / Erdmann to adjourn at 8:53 p.m. Motion carried 5 to 0 by voice vote.*

Joel Gregozeski, Town Administrator  
Drafted: May 1, 2017

*Motion to approve by an Wychen/Jensema. Motion carried 6 to 0. ated: May 8, 2017*



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, MAY 8, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) April 10, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-05): Applicants: McMahon Associates, Ben Hamblin on behalf of VL Storage, LLC, Mike Van Lanen; Parcel IDs 030060402, 030060404, 030250800; Single Lot Certified Survey Map. – For Approval/Denial.
- b) Application for CSM (CSM #2017-06): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Nancy Greve; Parcel ID 030180500; Certified Survey Map Creating Two Lots, Zero Lot Line Duplex. – For Approval/Denial.
- c) Application for Site Plan (2017-01): Applicant: VL Storage, LLC, Site plan application for mini storage facilities, Parcel Number 030060402 - For Approval/Denial.
- d) Application for Site Plan (2017-02): Applicant: Roach & Associates on behalf of Any Time Fitness, Site plan application for commercial building, Parcel Number 030264601 - For Approval/Denial.
- e) Application for Conditional Use Permit: Applicant: Glen Martin; Principle Structure (Rural Residential Home), Fill and Grading within Shoreland zoning district. Project location: Lot 2 CSM 4222; Parcel ID: 030023401 – For Approval/Denial

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS: NONE**

**10 COMPREHENSIVE PLAN 2040 WORK SESSION 7:30 . . .**

- a) Discussion of Housing Element
- b) Discussion of Economic Development Element
- c) Next steps

**11 PROJECT UPDATES CORRESPONDENCE:**

- a) Letter from Jay & Melissa Mahn and Ryan & Brittany Wirth regarding backyard chickens.
- b) Public Hearing Notice – Village of Harrison Comprehensive Plan amendment.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, MAY 8, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**1 CALL MEETING TO ORDER** Wallenfang called the meeting to order at 7:01 p.m.

**2 PLEDGE OF ALLEGIANCE** – The Pledge of Allegiance was recited.

**3 ROLL CALL & VERIFY PUBLIC NOTICE** Public notice verified. Commissioners present –Wallenfang, McAndrews, Kavanaugh, Erdmann, Jensema, Lamers (arrived at 7:40 p.m.) and Van Wychen. Also present was Town Administrator Gregozeski and members of the public.

**4 PUBLIC FORUM**

The following individuals spoke:

- Tom Saelens (W2581 Buchanan Rd): Stated concerns about a perceived conflict of interest between a member of the Town Board and Northeast Asphalt. Concerned about solid waste refuse and recycling collection services and the requirements to screen automated collection carts and its impact on the Town's zoning code.

**5 MINUTES TO APPROVE**

- a) April 10, 2017 Plan Commission Minutes – *Motion by an Wychen/Jensema to approve the minutes of the April 10, 2017 Plan Commission meeting as presented. Motion carried 6 to 0 by voice vote.*

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-05): Applicants: McMahon Associates, Ben Hamblin on behalf of VL Storage, LLC, Mike Van Lanen; Parcel IDs 030060402, 030060404, 030250800; Single Lot Certified Survey Map. – For Approval/Denial: The Plan Commission reviewed and discussed the application for certified survey map (#2017-05).

*Motion by Kavanaugh/Erdmann to approve the Application for CSM #2017-05 as presented. Motion carried 5 to 0 by voice vote.*

- b) Application for CSM (CSM #2017-06): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Nancy Greve; Parcel ID 030180500; Certified Survey Map Creating Two Lots, Zero Lot Line Duplex. – For Approval/Denial: The Plan Commission reviewed and discussed the application for certified survey map (#2017-06).

*Motion by Jensema/Kavanaugh to approve the Application for CSM #2017-06 as presented. Motion carried 6 to 0 by voice vote.*

- c) Application for Site Plan (2017-01): Applicant: VL Storage, LLC, Site plan application for mini storage facilities, Parcel Number 030060402 - For Approval/Denial: The Plan Commission reviewed and discussed the application for Site Plan (#2017-01).

*Motion by Erdmann/ an Wychen to approve the Application for Site Plan for L Storage, LLC #2017-01 as presented. Motion carried 6 to 0 by voice vote.*

- d) Application for Site Plan (2017-02): Applicant: Roach & Associates on behalf of Any Time Fitness, Site plan application for commercial building, Parcel Number 030264601 - For Approval/Denial: The Plan Commission reviewed and discussed the application for Site Plan (#2017-02).

*Motion by Erdmann/Jensema to approve the Application for Site Plan for Anytime Fitness #2017-02 as presented. Motion carried 6 to 0 by voice vote.*

- e) Application for Conditional Use Permit: Applicant: Glen Martin; Principle Structure (Rural Residential Home), Fill and Grading within Shoreland zoning district. Project location: Lot 2 CSM 4222; Parcel ID: 030023401 – For Approval/Denial: The Plan Commission reviewed and discussed the application for conditional use.

*Motion by McAndrews/ an Wychen to approve the Application for Conditional Use for Glen Martin as presented.  
Motion carried 6 to 0 by voice vote.*

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS: NONE**

- 10 COMPREHENSIVE PLAN 2040 WOR SESSION 7:30 . . .** : Kathy Thunes from East Central Wisconsin Regional Plan Commission provided and update to the following items: Discussion of Housing Element & Chapter. Future discussion will involve economic development and transportation. Gregozeski noted the revised chapter would be placed in draft form on the Town’s website for public viewing.

**11 PROJECT UPDATES CORRESPONDENCE:**

- a) Letter from Jay & Melissa Mahn and Ryan & Brittany Wirth regarding backyard chickens: The commission reviewed the request from Mahn and Wirth regarding backyard chickens. The commission agreed to place this item on its June meeting agenda.
- b) Public Hearing Notice – Village of Harrison Comprehensive Plan amendment: Gregozeski noted a public hearing notice from the Village of Harrison regarding an amendment to their future land use map.

**12 FUTURE AGENDA ITEMS:** Backyard chickens.

**13 ADJOURN – M V W J 9:02 . . M 7 0.**

Joel Gregozeski, Town Administrator  
Drafted: May 9, 2017

Motion to approve: Lamers/Erdmann Dated: June 12, 2017



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, JUNE 12, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) May 8, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS:**

- a) Application for Special Exception (#2017-02) Accessory Uses and Structures, Size of Accessory Structures – Applicant: Tim & Angela Remter, N255 Woodstock Lane. Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030187400.

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Special Exception (#2017-02) Accessory Uses and Structures, Size of Accessory Structures – Applicant: Tim & Angela Remter, N255 Woodstock Lane. Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030187400 – For Approval/Denial.
- b) Application for Site Plan (2017-03): Applicant: N684 Marcella, LLC; Site plan application for mini storage facilities; Parcel Numbers 030042600 & 030042200 - For Approval/Denial.
- c) Application for CSM (CSM #2017-0#): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Penny Wenzel; Parcel ID 030206000; Certified Survey Map Creating Two Lots, Zero Lot Line Duplex – For Approval/Denial.

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

- a) Discussion: Ordinance Allowing Residential Backyard Chickens.

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040 WOR SESSION 7:30 . . .**

- a) Revised Housing Recommendations
- b) Discussion of Economic Development Chapter
- c) Distribution of Transportation Chapter & Transportation Maps
- d) Next Steps

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Joel Gregozeski, Town Administrator  
Posted: June 8, 2017

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**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, JUNE 12, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**1 CALL MEETING TO ORDER** Wallenfang called the meeting to order at 7:00 p.m.

**2 PLEDGE OF ALLEGIANCE** – The Pledge of Allegiance was recited.

**3 ROLL CALL & VERIFY PUBLIC NOTICE** Public notice verified. Commissioners present –Wallenfang, McAndrews, Kavanaugh, Erdmann, and Lamers. Jensema and Van Wychen were excused. Also present was Town Administrator Gregozeski and members of the public.

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made:

- Tom Saelens (W2581 Buchanan Rd): Stated concerns about a perceived conflict of interest between a member of the Town Board and Northeast Asphalt. Concerned about solid waste refuse and recycling collection services and the requirements to screen automated collection carts and its impact on the Town's zoning code.
- Dennis Reinke (W2553 Buchanan Rd): Stated concerns regarding the cross road culvert on Buchanan Road adjacent to his property near Fontana Way. Stated the culvert was significantly upsized when it was replaced years ago. Stated the culvert was turned directionally from the previous culvert changing the center-line of the stream. He noted that after this was completed everything to the south of the culvert is not in the floodplain. He requested the Town do research on this culvert.

**5 MINUTES TO APPROVE**

a) May 8, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS:**

a) Application for Special Exception (#2017-02) Accessory Uses and Structures, Size of Accessory Structures – Applicant: Tim & Angela Remter, N255 Woodstock Lane. Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030187400:

Wallenfang opened the public hearing at 7:05 p.m. and called for comments in favor of the Application for Special Exception (#2017-02). The following individuals spoke in favor of the application:

- Time & Angela Remter, N255 Woodstock Lane
- Tom Saelens, W2581 Buchanan Road

Wallenfang called for comments three times opposed of the Application for Special Exception (#2017-02). No individuals spoke in opposition.

*Motion by Erdmann/Lamers to close the public hearing at 7:12 p.m. Motion carried 5 to 0 by voice vote.*

**7 APPLICATIONS FOR APPROVAL DENIAL:**

a) Application for Special Exception (#2017-02) Accessory Uses and Structures, Size of Accessory Structures – Applicant: Tim & Angela Remter, N255 Woodstock Lane. Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030187400 – For Approval/Denial: The Plan Commission reviewed and discussed the application for Special Exception (#2017-02).

*Motion by McAndrews/Kavanaugh to approve Special Exception #2017-02 as presented. Motion passed 5 to 0 by voice vote.*

b) Application for Site Plan (2017-03): Applicant: N684 Marclla, LLC; Site plan application for mini storage facilities; Parcel Numbers 030042600 & 030042200 - For Approval/Denial. The Plan Commission reviewed and discussed the application for Site Plan (#2017-03).

*Motion by Kavanaugh/Erdmann to approve the Application for Site Plan for N684 Marcella, LLC #2017-03 with the conditions noted by staff: 1 Landscape Requirements per 525-110 were not provided with application; must comply with code at time of permit application; 2 Building Material and Architectural Requirements per 525-112 were not provided with application; must comply with code at time of permit application; and 3 Post-Construction Stormwater Article I of 504 & Erosion & Sediment Control Article III of 230 Requirements are under review by Town Stormwater Engineer & Garners Creek Stormwater Utility. Must comply with code for final permit approval. Motion carried 5 to 0 by voice vote.*

- c) Application for CSM (CSM #2017-07): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Penny Wenzel; Parcel ID 030206000; Certified Survey Map Creating Two Lots, Zero Lot Line Duplex – For Approval/Denial: The Plan Commission reviewed and discussed the application for certified survey map (#2017-07).

*Motion by Erdmann/McAndrews to approve the Application for CSM #2017-07 as presented. Motion carried 5 to 0 by voice vote.*

## **8 UNFINISHED BUSINESS: NONE**

## **9 NEW BUSINESS:**

- a) Discussion: Ordinance Allowing Residential Backyard Chickens: The Plan Commission reviewed the Town's current ordinances related to the keeping of backyard chickens. In addition the Plan Commission reviewed the newly enacted City of Appleton Ordinances. The Commission agreed that the Town has a procedure to allow individuals to keep backyard chickens. The process includes applying and receiving a Special Exception permit. Through a majority consensus of the Commission it was agreed to leave the Town's ordinances unchanged, requiring a special exception permit for individuals interesting in keeping chickens in restricted areas as identified in the code.

## **10 PROJECT UPDATES CORRESPONDENCE**

- 11 COMPREHENSIVE PLAN 2040 WORK SESSION 7:30 . . . :** Kathy Thunes from East Central Wisconsin Regional Plan Commission provided an update to the following items: Revision of the Housing Element & Chapter per the discussion from May's meeting. Review and discussion of the Economic Development Chapter was facilitated. Thunes also disseminated the transportation chapter for review prior to the July meeting.

## **12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

- 13 ADJOURN** – *Motion by Erdmann/Lamers to adjourn at 8:58 p.m. Motion passed 5 to 0 by voice vote.*

Respectfully Submitted,

*Joel Grego eski, Town Administrator  
rafted: June 19, 2017*

*Motion to approve: Jensema/Erdmann Approved 4 to 0. ated: 7/10/2017*



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF SPECIAL PLAN COMMISSION MEETING  
MONDAY, JULY 17, 2017 AT 6:30 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

- 1 CALL MEETING TO ORDER**
- 2 PLEDGE OF ALLEGIANCE**
- 3 ROLL CALL & VERIFY PUBLIC NOTICE**
- 4 REVIEW AND DISCUSS DRAFT COMPREHENSIVE OUTDOOR RECREATION PLAN CORP**
- 5 REVIEW AND DISCUSS COMPREHENSIVE PLAN 2040:**
  - a) Discussion of Economic Development Chapter
  - b) Discussion of Transportation Chapter
  - c) Distribution of Public Visioning Portal Summary
  - d) Distribution of Agricultural, Natural and Cultural Resource Chapter
  - e) Next Steps in Planning Process

**6 FUTURE AGENDA ITEMS**  
Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**7 ADJOURN**

Joel Gregozeski, Town Administrator  
Posted: July 12, 2017

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**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

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**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF SPECIAL PLAN COMMISSION MEETING  
MONDAY, JULY 17, 2017 AT 6:30 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER** Wallenfang called the meeting to order at 6:34 p.m.
- 2 PLEDGE OF ALLEGIANCE** – The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE** Public notice verified. Commissioners present –Wallenfang, Erdmann, Van Wychen, McAndrews and Jensema. Kavanaugh and Lamers were excused. Also present was Town Administrator Gregozeski, Trish Nau and Kathy Thunes from East Central Wisconsin Regional Plan Commission.
- 4 REVIEW AND DISCUSS DRAFT COMPREHENSIVE OUTDOOR RECREATION PLAN CORP :** Trish Nau presented the draft Comprehensive Outdoor Recreation Plan. She also led Commissioners in an exercise prioritizing the maintenance and development options for the various town park sites.
- 5 REVIEW AND DISCUSS COMPREHENSIVE PLAN 2040:** Kathy Thunes from East Central Wisconsin Regional Plan Commission provided an update to the following items: Discussion of Economic Development Chapter; Discussion of Transportation Chapter; Distribution of Public Visioning Portal Summary; Distribution of Agricultural, Natural and Cultural Resource Chapter. She also indicated the next work session would occur at the September Plan Commission meeting.
- 6 ADJOURN:** *Motion by an Wychen / Erdmann to adjourn at 8:53 p.m. Motion carried 4 to 0 by voice vote.*

Recording Secretary:  
Joel Gregozeski, Town Administrator  
Drafted: July 18, 2017

Motion to approve: Jensema/Erdmann Vote: 5 to 0. Dated: August 14, 2017



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, SEPTEMBER 11, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) August 14, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-11): Applicant Tim Maertz, RMA Architects, Inc. on behalf of Fox Cities Bank (Old National Bank), Eisenhower Investments LLC and Oasis Family Holding LLC. Parcel ID 030051802, 030051801 & 030264800 Part of Lot 1 of Certified Survey Map No. 3603 and Part of Lot 1 of Certified Survey Map No. 5474 and Part of Lot 4 of Calumet Plat. All being Part of the Southeast  $\frac{1}{4}$  of the Southwest  $\frac{1}{4}$  of Section 32, Township 21 North, Range 18 East. Certified Survey Map Creating One Lot – For Approval/Denial.
- b) Application for CSM (CSM #2017-12): Applicant Mike VanLanen, V & V Properites, on behalf of Killian Enterprise, Inc. Parcel ID 030019200; Certified Survey Map Creating Two Lots - For Approval/Denial.
- c) Application for Site Plan (2017-05): Applicant RMA Architects, Inc., Tim Maerts, Site Plan Application for Business/Mercantile and Restaurant; Parcel 030051802 – For Approval/Denial.

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:** Review the Town Zoning Code for proposed structure compliance for sheds needing a Special Exception.

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040**

- a) Transportation Goals, Objectives and Policies.
- b) Economic Development Goals, Objectives and Policies.
- c) Agricultural, Natural and Cultural Resources Goals, Objective and Policies.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Cynthia Sieracki, Clerk  
Posted: September 6, 2017

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, SEPTEMBER 11, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Wallenfang called the meeting to order at 7:03 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Wallenfang, Erdmann, Jensema and McAndrews, Lamers, Kavanaugh & Van Wychen. Also present was Interim Town Administrator Forrest, Clerk Sieracki and members of the public.
- 4 PUBLIC FORUM**  
Issues brought before the Commission for which no decision shall be made: Wallenfang called for comments. No individuals spoke.
- 5 MINUTES TO APPROVE:**
  - a) August 14, 2017 Plan Commission Minutes  
*Motion by Lamers/Erdmann to approve the minutes of the August 14, 2017 Plan Commission meeting. Motion passed 7 to 0 by voice vote.*
- 6 PUBLIC HEARINGS: NONE**
- 7 APPLICATIONS FOR APPROVAL DENIAL:**
  - a) Application for CSM (CSM #2017-11): Applicant Tim Maertz, RMA Architects, Inc. on behalf of Fox Cities Bank (Old National Bank), Eisenhower Investments LLC and Oasis Family Holding LLC. Parcel ID 030051802, 030051801 & 030264800 Part of Lot 1 of Certified Survey Map No. 3603 and Part of Lot 1 of Certified Survey Map No. 5474 and Part of Lot 4 of Calumet Plat. All being Part of the Southeast ¼ of the Southwest ¼ of Section 32, Township 21 North, Range 18 East. Certified Survey Map Creating One Lot – For Approval/Denial: The Commission reviewed the Application for CSM #2017-11.  
  
*Motion by Erdmann/Jensema to approve CSM #2017-11. Motion passed 7 to 0 by voice vote.*
  - b) Application for CSM (CSM #2017-12): Applicant Mike VanLanen, V & V Properites, on behalf of Killian Enterprise, Inc. Parcel ID 030019200; Certified Survey Map Creating Two Lots - For Approval/Denial: The Commission reviewed the Application for CSM #2017-12.  
  
*Motion by an Wychen/Erdmann to approve CSM #2017-12. Motion passed 7 to 0 by voice vote.*
  - c) Application for Site Plan (2017-05): Applicant RMA Architects, Inc., Tim Maerts, Site Plan Application for Business/Mercantile and Restaurant; Parcel 030051802 – For Approval/Denial: The Commission reviewed the Site Plan application #2017-05.  
  
*Motion by Jensema/ an Wychen to approve Site Plan #2017-05. Motion passed 7 to 0 by voice vote.*
- 8 UNFINISHED BUSINESS: NONE**
- 9 NEW BUSINESS:** Review the Town Zoning Code for proposed structure compliance for sheds needing a Special Exception: The Plan Commission discussed and voiced that they would like to see and review each Special Exception and felt no need to change the code.
- 10 PROJECT UPDATES CORRESPONDENCE**
- 11 COMPREHENSIVE PLAN 2040**
  - a) Transportation Goals, Objectives and Policies.

- b) Economic Development Goals, Objectives and Policies.
- c) Agricultural, Natural and Cultural Resources Goals, Objective and Policies.

The Plan Commission reviewed and discussed the above three items, changes were made on some items.

**12 FUTURE AGENDA ITEMS:**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings will include continued discussion on the Comprehensive Plan 2040.

**13 ADJOURN:** *Motion by an Wychen/Lamers to adjourn at 8:07 p.m. Motion carried 7 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: September 12, 2017

Motion to approve: Erdmann/Van Wychen      Vote: 5 to 0.      Dated 10/09/2017



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, OCTOBER 9, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

a) September 11, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL: NONE**

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

Consider road name for previous County Road ZZ from Haas Rd to Southwest Terminus – For Discussion & Possible Action.

b) Private swimming pools: Zoning Code §525-39 D(1) Fences – For Discussion & Possible Action.

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040**

a) Goals, Objectives and Recommendations for Agricultural, Natural and Cultural Resources.

b) Goals, Objectives and Recommendations for Utilities and Community Facilities.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Cynthia Sieracki, Clerk  
Posted: October 5, 2017

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**P N** : Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). *2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction instead of three if also placed on an Internet site maintained by the local government.*

**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, OCTOBER 9, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** McAndrews called the meeting to order at 7:00 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Erdmann, Jensema, McAndrews, Kavanaugh & Van Wychen. Also present was Interim Town Administrator Forrest and Clerk Sieracki. Chairperson Wallenfang and Lamers were excused.
- 4 PUBLIC FORUM**  
No individuals from the public were present to speak.
- 5 MINUTES TO APPROVE**
  - a) September 11, 2017 Plan Commission Minutes  
*Motion by Erdmann/ an Wychen to approve the minutes of the September 11, 2017 Plan Commission meeting. Motion passed 5 to 0 by voice vote.*
- 6 PUBLIC HEARINGS: NONE**
- 7 APPLICATIONS FOR APPROVAL DENIAL: NONE**
- 8 UNFINISHED BUSINESS: NONE**
- 9 NEW BUSINESS:**
  - Consider road name for previous County Road ZZ from Haas Rd to Southwest Terminus – For Discussion & Possible Action.  
  
*Motion by an Wychen/Jensema to name the road Lisa Ct. Motion passed 5 to 0 by voice vote.*
  - b) Private swimming pools: Zoning Code §525-39 D(1) Fences – For Discussion & Possible Action. The Commission review the Zone Code §525-39 D(1) Fences and recommended the Administrator draft on Ordinance to change the height from not less than 5’ to 4’ and no more the 4” slats.
- 10 PROJECT UPDATES CORRESPONDENCE: N**
- 11 COMPREHENSIVE PLAN 2040**
  - a) Goals, Objectives and Recommendations for Agricultural, Natural and Cultural Resources.
  - b) Goals, Objectives and Recommendations for Utilities and Community Facilities.

The Plan Commission reviewed and discussed the above two items, changes were made on some items
- 12 FUTURE AGENDA ITEMS**  
Future meeting agenda/discussion items and possible action for future Plan Commission meetings will include continued discussion on the Outdoor Recreation Plan and land for yard waste.
- 13 ADJOURN:** *Motion by an Wychen/Jensema to adjourn at 7:45 p.m. Motion carried 5 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: October 11, 2017

Motion to approve: Van Wychen/Erdmann Vote: 5 to 0 .

Dated November 13, 2017



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, NOVEMBER 13, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) October 9, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS:**

- a) Application for Special Exception (#2017-06): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030250700, W2257 Gentry Dr, on the KK side of the parcel.
- b) Application for Special Exception (#2017-07): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030036704, Buchanan Rd, on the CE side of the parcel.
- c) Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd, Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030055209.

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Special Exception (#2017-06): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030250700, W2257 Gentry Dr, on the KK side of the parcel. – For Approval/Denial.
- b) Application for Special Exception (#2017-07): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030036704, Buchanan Rd, on the CE side of the parcel. – For Approval/Denial.
- c) Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd, Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030055209. – For Approval/Denial.
- d) Application for CSM (CSM #2017-13): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Mary Van Wychen; Parcel ID'S 030008301 & 030008203; Certified Survey Map Creating One Lot. – For Approval/Denial.

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

- a) Discussion on site for yard waste

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Discussion on Outdoor Recreation Plan

- b) Motion to Approve the Town of Buchanan Comprehensive Outdoor Recreation Plan, 2018-2022 and refer to Town Board for Adoption of Ordinance
- c) Brief Discussion of the Agricultural, Natural and Cultural Resources Element
- d) Brief Discussion of the Utilities and Community Facilities Element
- e) Discussion of the Intergovernmental Cooperation Element
- f) Discussion of the Issues and Opportunities Goals, Objectives and Recommendations
- g) Next Steps

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Cynthia Sieracki, Clerk  
Posted: November 7, 2017

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**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, NOVEMBER 13, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Wallenfang called the meeting to order at 7:00 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Chairperson Wallenfang, Erdmann, McAndrews, Kavanaugh, Van Wychen. Also present was Town Administrator Brown and Clerk Sieracki. Lamers and Jensema were excused.
- 4 PUBLIC FORUM**  
No individuals from the public spoke.
- 5 MINUTES TO APPROVE**
  - a) October 9, 2017 Plan Commission Minutes

*Motion by an Wychen/Erdmann to approve the minutes of the October 9, 2017 Plan Commission meeting. Motion passed 5 to 0 by voice vote.*

**6 PUBLIC HEARINGS:**

- a) Application for Special Exception (#2017-06): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030250700, W2257 Gentry Dr, on the KK side of the parcel.

Wallenfang opened the public hearing at 7:04 p.m. and called for comments in favor of the Application for Special Exception (#2017-06) The following individuals spoke in favor of the application:

- Renee St. Laurent, 1800 Scheuring Rd, DePere, representing Lamar Advertising stated they are looking for areas to fill the need for advertising. The sign is not digital but will be lighted, its approx. 30' high, 10' wide and 22' long with poles about 1' in diameter. The signs are smaller poster size signs.

Wallenfang called for comments opposing the Application for Special Exception #2017-06. The following individuals spoke in against of the application:

- Mike Van Lanen, N336 County Rd N, Appleton, stated that this sign is massive and the advertising company has no tax investment in the Town. He stated that the one on Marcella Street was done correctly and signs should be used for local businesses. He mentioned that he does not feel this is a special exception and that it shows disrespect to the neighbors and that it is random. He also mentioned that the Town should look at the visual pollution that the sign would have. He asked the Plan Commission to please reject this application.
- Mark Mommaerts from the Village of Harrison expressed his concern via email. Stating "In order to avoid clutter that is potentially harmful to traffic and/or pedestrian or bicycle safety, the Village of Harrison restricts off-premise, billboard signage. I ask that the Town of Buchanan please consider the effects of billboard signage on the surrounding areas."

- b) Application for Special Exception (#2017-07): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030036704, Buchanan Rd, on the CE side of the parcel.

Wallenfang called for comments in favor of the Application for Special Exception (#2017-07) The following individuals spoke in favor of the application:

- Renee St. Laurent, 1800 Scheuring Rd, DePere, representing Lamar Advertising stated they are looking for areas to fill the need for advertising. The sign is not digital but will be lighted, its approx. 30' high, 10' wide and 22' long. Stated that she has a state permit and this is an affordable way to advertise and not trying to cause any safety issues. This would be placed on the far lot line since they have to stay away from the intersection.

Wallenfang called for comments opposing the Application for Special Exception #2017-07. The following individuals spoke in against of the application:

- Mike Van Lanen, N336 County Rd N, Appleton, asked that the Plan Commission reject this application since the zoning code on billboards Chapter 525, Article 7, Sec 49 A(5) states, No billboard may be erected within 300 feet of any noncommercial districts. This sign is closer than 300 feet to several noncommercial properties. He asked that the Plan Commission reject this application.
- Gary Robinson W2406 Tree Line Ct, Appleton strongly, opposes this application since this will be a visual eye sore and something he would see 24/7 looking out his kitchen or dining room window. He is also worried about traffic flow since this is a very busy intersection and would be a distraction to drivers on CE.
- Staff mentioned that this application will not be recommended at the Town Board meeting since it does not meet town requirements.

- c) Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd, Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030055209.

Wallenfang called for comments in favor of the Application for Special Exception (#2017-08) The following individuals spoke in favor of the application:

- Dan Ebben, W2836 Emons Rd, Appleton, stated he would like to build this to store his boat, trailer, utility trailer, lawn and garden equipment and to use part of it as a work shop. It would be 30' x 60' private and secure.
- Mike Van Lanen, N336 County Rd N, Appleton, feels they have plenty of land to build this and that this is the purpose of special exceptions.
- Barry Jadin, W2825 Emons Rd, Appleton feels the lot can hold the structure and that items would be kept in the shed and not sitting out covered with tarps. Many neighbors also have larger size sheds and this would add value to the property.
- Jeanne Jadin, W2825 Emons Rd, Appleton, feels that the structure would look nice and that the Ebben's are about safety first. She also felt that the area has several other similar structures.

Wallenfang called for comments opposing the Application for Special Exception #2017-08. The following individuals spoke in against of the application:

- Al Rebman, N340 Tamarack Cir, Appleton, was wondering what the building was and why this was the first he heard about anything. He mentioned that the property values around the property may be decreased and was wondering what type of materials would be used to build the structure.
- Unknown resident asked about future zoning.
- Denise Jansch, W2819 Crestwood Ct, Appleton agreed that the Ebben's do a wonderful job with their house and the structure would increase the tax base for them but what will it do for the other 10 homes around them that have to look at it. Purpose sounds great but what happens down the road if they move. She also mentioned that when the other home were built this structure wasn't there. She wondered how would it be heated and will it be one story or two?
- Lori Miron, N334 Tamrack Cir, Appleton stated that the Ebben's do have a nice yard but is worried that water will run off the Ebbens yard into their basement and they just had it fixed since this has happened before. Feels it will be an eye sore also. Wondering where will the water go with the added structure and driveway. She also feels the other properties would have a decrease in value.
- Steve Engmann, W2852 Crestwood Ct, Appleton stated that he was told years ago that the old building would come down and the area would be used for green space. Also wondering what happens when the Ebben's sell the place. He also stated that this structure would be closer to him than those on Emons.
- Annette Roehring, W2861 Crestwood Ct, Appleton is worried about the location and the access road (driveway). Stated Emons Rd is already very busy and worried about water runoff, smoke and noise. She also mentioned that she wonders about the home values and would like the Plan Commission to consider all these things.

- Jim Jansch, W2819 Crestwood Ct, Appleton mentioned that the size of the building would be approx. the size of the Town Hall and that if they stored a camper asked what would the height be. He also asked if any of the Plan Commissioners would like this in their back yard.

*Motion by Erdmann/Kavanaugh to close the public hearing at 8:01 p.m. Motion carried 5 to 0 by voice vote.*

## **7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Special Exception (#2017-06): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030250700, W2257 Gentry Dr, on the KK side of the parcel. – For Approval/Denial. The Commission reviewed and discussed the Special Exception application #2017-06.

*Motion by McAndrews/Kavanaugh to deny Special Exception #2017-06. Motion passed 4 to 1 by voice vote.*

- b) Application for Special Exception (#2017-07): Special Exception to Sec. 525-49 Billboards. Applicant: Lamar Advertising is requesting a Billboard Sign. Location of the proposed billboard sign is Parcel ID 030036704, Buchanan Rd, on the CE side of the parcel. – For Approval/Denial. The Commission reviewed and discussed the Special Exception application #2017-07.

*Motion by Kavanaugh/McAndrews to deny Special Exception #2017-07. Motion passed 5 to 0 by voice vote.*

- c) Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd, Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030055209. – For Approval/Denial. The Commission reviewed and discussed the Special Exception application #2017-08.

*Motion by McAndrews/ an Wychen to table Special Exception #2017-08 until it can be further reviewed by the Town Engineer, Town Administrator and/or the Town Building Inspector. Motion passed 5 to 0 by voice vote.*

- d) Application for CSM (CSM #2017-13): Applicants Bob Reider, Carow Land Surveying Co, Inc. on behalf of Mary Van Wychen; Parcel ID'S 030008301 & 030008203; Certified Survey Map Creating One Lot. – For Approval/Denial. The Commission reviewed and discussed the application for CSM #2017-13.

*Motion by Erdmann/McAndrews to approve Special Exception #2017-06. Motion passed 4 to 0 by voice vote with an Wychen abstaining.*

## **8 UNFINISHED BUSINESS: NONE**

## **9 NEW BUSINESS:**

- a) Discussion on site for yard waste: The Plan Commission briefly discussed this. No Action at this time.

## **10 PROJECT UPDATES CORRESPONDENCE: NONE**

## **11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Discussion on Outdoor Recreation Plan
- b) Motion to Approve the Town of Buchanan Comprehensive Outdoor Recreation Plan, 2018-2022 and refer to Town Board for Adoption of Ordinance

*Motion by Erdmann/ an Wychen to approve the Town of Buchanan Comprehensive Outdoor Recreation Plan, 2018-2022 and refer to Town Board for Adoption. Motion passed 5 to 0 by voice vote*

- c) Brief Discussion of the Agricultural, Natural and Cultural Resources Element
- d) Brief Discussion of the Utilities and Community Facilities Element
- e) Discussion of the Intergovernmental Cooperation Element
- f) Discussion of the Issues and Opportunities Goals, Objectives and Recommendations
- g) Next Steps

The Plan Commission reviewed and discussed the above items, changes were made as needed.

## **12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings will include discussion on the Comprehensive Plan 2040, land for yard waste and Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd.

**13 ADJOURN:** *Motion by Erdmann/ an Wychen to adjourn at 9:15 p.m. Motion carried 5 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: November 16, 2017

Motion to approve: Erdmann/Lamers      Date: December 11, 2017      Carried 6 to 0.



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, DECEMBER 11, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) November 13, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS:**

- a) Application for Special Exception (#2017-09): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Giordana Home Builders, Inc requesting for owner Tom Hietpas, N1179 Fox River Rd, Kaukauna, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030134700.

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Special Exception (#2017-09): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Giordana Home Builders, Inc requesting for owner Tom Hietpas, N1179 Fox River Rd, Kaukauna, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030134700. – For Approval/Denial.
- b) Application for CSM (CSM #2017-15): Applicants James Schloff, PLS, Davel Engineering & Environmental Inc. on behalf of Fox Cities Bank (Old National Bank), Eisenhower Investments LLC and Oasis Family Holding LLC. Part of Lot 1 of CSM No.3603 & Part of Lot 1 of CSM No. 5474 and part of Lot 4 of Calumet Center Plat, All part of SE ¼ of the SW ¼ of Sec 32, T21N, R18E. Parcel ID'S 030051802 & 030264800; Certified Survey Map Creating One Lot. – For Approval/Denial.

**8 UNFINISHED BUSINESS:**

- a) Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd, Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030055209. –For discussion and possible Approval/Denial.
- b) Yard Waste Options – For discussion only

**9 NEW BUSINESS:**

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Brief Review of the Intergovernmental Cooperation Element
- b) Discussion of the Issues and Opportunities Goals, Objectives and Recommendations
- c) Discussion of the land use element

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

### 13 ADJOURN

Cynthia Sieracki, Clerk  
Posted: December 5, 2017

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**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, DECEMBER 11, 2017 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Wallenfang called the meeting to order at 7:00 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Chairperson Wallenfang, Erdmann, McAndrews, Kavanaugh, Lamers and Jensema. Also present was Town Administrator Brown and Clerk Sieracki. Van Wychen was excused.
- 4 PUBLIC FORUM**
  - Mike Van Lanen, N336 County Rd N, Appleton requested that the Town look at the Ordinance for Special Exceptions. He referred to the sign code, generally for Billboards. He would like the town to adjust and be in line with the neighboring communities. He does not want the town to be a target for the billboard companies and is worried that the town could see litigation in the future.

**5 MINUTES TO APPROVE**

- a) November 13, 2017 Plan Commission Minutes

*Motion by Erdmann/Lamers to approve the minutes of the November 13, 2017 Plan Commission meeting. Motion passed 6 to 0 by voice vote.*

**6 PUBLIC HEARINGS:**

- a) Application for Special Exception (#2017-09): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Giordana Home Builders, Inc requesting for owner Tom Hietpas, N1179 Fox River Rd, Kaukauna, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030134700.

Wallenfang opened the public hearing at 7:07 p.m. and called for comments opposing the Application for Special Exception #2017-09. Wallenfang called for comments opposed to the application three times. No individuals spoke in opposition.

Wallenfang called for comments in favor of the Application for Special Exception (#2017-06) The following individuals spoke in favor of the application:

- Tom Hietpas, N1179 Fox River Rd, Kaukauna, stated that he would like approval to build this garage. The size will be 20' x 30' with a 10' overhang. The county has already granted approval.

*Motion by Lamers/Jensema to close the public hearing at 7:09 p.m. Motion carried 6 to 0 by voice vote.*

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Special Exception (#2017-09): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Giordana Home Builders, Inc requesting for owner Tom Hietpas, N1179 Fox River Rd, Kaukauna, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030134700. – For Approval/Denial. The Commission reviewed and discussed the Special Exception application #2017-09.

*Motion by Lamers/Kavanaugh to approve Special Exception #2017-09. Motion passed 6 to 0 by voice vote.*

- b) Application for CSM (CSM #2017-15): Applicants James Sehloff, PLS, Davel Engineering & Environmental Inc. on behalf of Fox Cities Bank (Old National Bank), Eisenhower Investments LLC and Oasis Family Holding LLC. Part of Lot 1 of CSM No.3603 & Part of Lot 1 of CSM No. 5474 and part of Lot 4 of Calumet Center Plat, All part of SE ¼ of the SW ¼ of Sec 32, T21N, R18E. Parcel ID'S 030051802 & 030264800; Certified Survey Map Creating One Lot. – For Approval/Denial. The Commission reviewed and discussed the application for CSM #2017-15. Administrator Brown added that this is just a housekeeping item. Developer Fred Jacques, 921 Kernan Ave, Menasha added that they are taking a triangle piece from Pizza Ranch and merging it with the Old National Bank Site.

*Motion by Jensema/Lamers to approve Special Exception #2017-15. Motion passed 6 to 0 by voice vote.*

## **8 UNFINISHED BUSINESS:**

- a) Application for Special Exception (#2017-08): Accessory Uses and Structures, Size of Accessory Structures – Applicant: Dan and Patty Ebben, W2836 Emons Rd, Appleton, WI is requesting the special exception for an accessory structure/garage exceeding 200 square feet in area. Parcel number for the property is 030055209. –For discussion and possible Approval/Denial. The Commission reviewed and discussed the Special Exception application #2017-08. Administrator Brown added that the Town Engineer reviewed the drainage issue and stated there are no easements and he will work with the Town Engineer to see what options they may have however this may be a private issue. The trees are not on the Ebben property and belong to the neighbors. The structure does meet the setback requirements.

*Motion by Erdmann/McAndrews to suspend the rules and allow the Ebben's to speak on this topic. Motion passed 6 to 0 by voice vote.*

- Dan Ebben, W2836 Emons Rd, Appleton, stated he wants to work with the neighbors and the Town and will shrink the size as needed. He is worried about the water runoff and will run it towards Emons Rd and will dig a swale in the back yard. Would build a retention pond if that is needed. Willing to look at 36' x 55' to get it under 2000 square feet. Open to build as the Plan Commission and Town Board requests.

*Motion by McAndrews/Jensema to suspend the rules and allow others to speak on this topic. Motion passed 5 to 1 by voice vote with Erdmann dissenting.*

- Mike Van Lanen, N336 County Rd N, Appleton, mentioned that Emons Road has several out buildings on it already and this would only use 7% of the Ebben's lot with the house and accessory structure. He also stated that the building doesn't create water and drainage issues. He feels the Ebben's are being generous by giving the Plan Commission input on what it should look like. Feels the Plan Commission should consider this special exception.
- Annette Roehrig, W2861 Crestwood Ct, Appleton, stated that she is wondering how you can go from 200 square feet being the ordinance to 2000 square feet, just not sure how that can happen. The size and height are an issue and would the Plan Commission consider what the ordinance states.
- Craig Olson, N341 Tamarack Circle, Appleton, he is wondering if the elevation change has been looked at and would it really drain towards the road?
- Denise Jansch, W2819 Crestwood Ct, Appleton, stated that the lot is narrow and long and does have the square footage but is concerned about the size of the structure and how it will look on the lot. She still has concerns about what the building will be used for.
- Lori Miron, N334 Tamarack Circle, Appleton, mentioned that this boils down to respect. Respect for the property owners, the Town and others but everyone should follow the rules. Feels water would still be an issue but a swale would help and that concrete could not take in water like the ground would. Stated that the Plan Commission should respect the 200 square feet but not 10 fold. Stated if this is approved and they have water issues, this would not be the last time the Plan Commission would see her. She feels a structure of this size is not being respectful to her or the other neighbors.
- Steve Engmann, W2852 Crestwood Ct, Appleton, agreed that the lot is long and narrow and is wondering how close is it to the Miron's? He is wondering why the Ebben's don't move it closer to their own home. Would like to know what type of road they will use to get to the building. Stated he wasn't sure how this will be used in the long run.

*Motion by Erdmann/Lamers to close the comments.*

*Motion by Kavanaugh/Jensema to deny Special Exception #2017-08. Motion failed 6 to 0 by voice vote,*

*Motion by Erdmann/McAndrews to approve Special Exception #2017-08 with the following conditions: size of the structure to be 36' x 50' or less, the Ebbens provide a swale, the driveway has a pervious surface, should look like the house and the building permit approved by the Plan Commission and the Town Board. Motion passed 4 to 2 by voice vote with Kavanaugh and Jensema dissenting.*

- b) Yard Waste Options – For discussion only: The Commission discussed this issue and would like to see what options may be available to the town.

**9 NEW BUSINESS: NONE**

**10 PROJECT UPDATES CORRESPONDENCE: NONE**

Chairman Wallenfang requested a 10 minute break.

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Brief Review of the Intergovernmental Cooperation Element
- b) Discussion of the Issues and Opportunities Goals, Objectives and Recommendations
- c) Discussion of the land use element

The Plan Commission reviewed and discussed the above items, changes were made as needed.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings will include Billboards, Special Exceptions and Land Use Concepts.

**13 ADJOURN:** *Motion by Erdmann/Lamers to adjourn at 10:03 p.m. Motion carried 6 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: December 15, 2017

Motion to approve: Lamers/Van Wychen Date: 01/08/2018 Carried 6 to 0.



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, JANUARY 8, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) December 11, 2017 Plan Commission Minutes

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-16): Applicants Corey Kalkofen, McMahon Engineers/Architects on behalf of Mark Eimmerman. Parcel ID'S 030012600 & 030012704; Certified Survey Map Creating Four Lots. – For Approval/Denial.

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Issues and Opportunities
- b) Land Use Goals, Objectives and Policies
- c) Implementation
  - i. Ongoing Efforts Town Administrator
  - ii. Ongoing Efforts Town Board
  - iii. Ongoing Efforts Town Plan Commission
  - iv. Implementation Table Town Administrator
  - v. Implementation Table Town Board
  - vi. Implementation Table Plan Commission

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Cynthia Sieracki, Clerk  
Posted: January 3, 2018

**P N** : Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). *2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction instead of three if also placed on an Internet site maintained by the local government.*

**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, JANUARY 8, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Wallenfang called the meeting to order at 7:00 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Chairperson Wallenfang, Erdmann, Kavanaugh, Van Wychen, Lamers and Jensema. Also present was Town Administrator Brown and Clerk Sieracki. McAndrews was excused.
- 4 PUBLIC FORUM:**  
No individuals from the public spoke.
- 5 MINUTES TO APPROVE**
  - a) December 11, 2017 Plan Commission Minutes

*Motion by Lamers/ an Wychen to approve the minutes of the December 11, 2017 Plan Commission meeting. Motion passed 6 to 0 by voice vote.*

**6 PUBLIC HEARINGS: NONE**

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for CSM (CSM #2017-16): Applicants Corey Kalkofen, McMahon Engineers/Architects on behalf of Mark Eimmerman. Parcel ID'S 030012600 & 030012704; Certified Survey Map Creating Four Lots. – For Approval/Denial. The Commission reviewed and discussed the application for CSM #2017-16. Mark Eimmerman commented that he would like to divide the land and sell to his son and daughter.

*Motion by Erdmann/ an Wychen to approve Application for CSM #2017-16. Motion passed 6 to 0 by voice vote.*

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS: NONE**

- 10 PROJECT UPDATES CORRESPONDENCE:** Administrator Brown mentioned that an Ad-Hoc yard waste committee is forming if anyone is interested in be part of it. He also mentioned that the building remodel project will be starting on Monday and the rear entrance will be used as the main entrance during construction.

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Issues and Opportunities
- b) Land Use Goals, Objectives and Policies
- c) Implementation
  - i. Ongoing Efforts Town Administrator
  - ii. Ongoing Efforts Town Board
  - iii. Ongoing Efforts Town Plan Commission
  - iv. Implementation Table Town Administrator
  - v. Implementation Table Town Board
  - vi. Implementation Table Plan Commission

The Plan Commission reviewed and discussed the above items, changes were made as needed.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings: will include Future Land Use Map, Land Use Chapter, schedule intergovernmental meeting.

**13 ADJOURN:** *Motion by Lamers/Erdmann to adjourn at 8:21 p.m. Motion carried 6 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: January 10, 2018

Motion to approve: Van Wychen/Erdmann      Date: 02/12/18      Carried 7 to 0



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, FEBRUARY 12, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) January 8, 2018 Plan Commission Minutes

**6 PUBLIC HEARINGS:**

- a) Application for Rezoning (#2018-01): Parcel number 030 073801, 2.24 acres. Town of Buchanan, Outagamie County, Wisconsin. Chris Perreault – Carow Land Surveying Co., Inc Applicant for Jerry Van Lanen – All Around Storage LLC. . Local Commercial (CL) and General Agriculture (AGD) to Local Commercial, (CL).

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Rezoning (#2018-01): Parcel number 030 073801, 2.24 acres. Town of Buchanan, Outagamie County, Wisconsin. Chris Perreault – Carow Land Surveying Co., Inc Applicant for Jerry Van Lanen – All Around Storage LLC. . Local Commercial (CL) and General Agriculture (AGD) to Local Commercial, (CL). – For Approval/Denial.
- b) Application for CSM (CSM #2018-01): Applicants Chris Perreault, Carow Land Surveying Co, Inc. on behalf of Jerry Van Lanen, All Around Storage LLC.; Parcel ID 030 073801; Certified Survey Map Creating Two Lots – For Approval/Denial.
- c) Application for Site Plan (#2017-06): Applicant Kaukauna Storage LLC, Mike Van Lanen, Site Plan Application for Storage Complex; Parcel 030019200 – For Approval/Denial.
- d) Application for Conditional Use Permit: Applicant David Evers, Lot 2 of CSM 5479; Parcel ID: 030067904; Vacant Lot, Filling and Grading Site within Shoreland Zoning District. – For Approval//Denial.

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Land Use
- b) Implementation
- c) Intergovernmental Meeting

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Cynthia Sieracki, Clerk  
Posted: February 6, 2018

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**P N** : Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). 2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction instead of three if also placed on an Internet site maintained by the local government.

**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, FEBRUARY 12, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Wallenfang called the meeting to order at 7:00 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Chairperson Wallenfang, Erdmann, Kavanaugh, Mc Andrews, Van Wychen, Lamers and Jensema. Also present was Town Administrator Brown and Clerk Sieracki and members of the public.
- 4 PUBLIC FORUM**  
No individuals from the public spoke.
- 5 MINUTES TO APPROVE**
  - a) January 8, 2018 Plan Commission Minutes

*Motion by an Wychen/Erdmann to approve the minutes of the January 8, 2018 Plan Commission meeting. Motion passed 7 to 0 by voice vote.*

**6 PUBLIC HEARINGS:**

- a) Application for Rezoning (#2018-01): Parcel number 030 073801, 2.24 acres. Town of Buchanan, Outagamie County, Wisconsin. Chris Perreault – Carow Land Surveying Co., Inc Applicant for Jerry Van Lanen – All Around Storage LLC. Local Commercial (CL) and General Agriculture (AGD) to Local Commercial (CL).

Wallenfang opened the public hearing at 7:02 p.m. and called for comments favoring the Application for Rezoning #2018-01. Wallenfang called for comments favoring the application three times. No individuals spoke in favor.

Wallenfang called for comments opposing the Application for Rezoning (#2018-01) three times. No individuals spoke in opposition.

*Motion by Jensema/ an Wychen to close the public hearing at 7:03 p.m. Motion carried 7 to 0 by voice vote.*

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Rezoning (#2018-01): Parcel number 030 073801, 2.24 acres. Town of Buchanan, Outagamie County, Wisconsin. Chris Perreault – Carow Land Surveying Co., Inc Applicant for Jerry Van Lanen – All Around Storage LLC. Local Commercial (CL) and General Agriculture (AGD) to Local Commercial, (CL). – For Approval/Denial. Administrator Brown reviewed the application. The Commission reviewed and discussed the Rezoning application #2018-01.

*Motion by Lamers/Jensema to approve the Re oning Application #2018-01. Motion passed 7 to 0 by voice vote.*

- b) Application for CSM (CSM #2018-01): Applicants Chris Perreault, Carow Land Surveying Co, Inc. on behalf of Jerry Van Lanen, All Around Storage LLC,; Parcel ID 030 073801; Certified Survey Map Creating Two Lots – For Approval/Denial. Administrator Brown reviewed the application and noted that this now meets code requirements. The Commission reviewed and discussed the application for CSM #2018-01 creating two lots.

*Motion by Jensema/ an Wychen to approve the application for CSM #2018-01. Motion passed 7 to 0 by voice vote.*

- c) Application for Site Plan (#2017-06): Applicant Kaukauna Storage LLC, Mike Van Lanen, Site Plan Application for Storage Complex; Parcel 030019200 – For Approval/Denial. Mike Van Lanen N336 County Rd N, Appleton spoke on his Application for Site Plan. In his statements of ownership and use he asked that item number four be noted. "As called out on the site plan, 19,500 sq. ft. are reserved for future development of the same use." The Commission reviewed and discussed the Application for Site Plan #2017-06. There was extensive discussion on the different Phases and timeline. In

the spring of 2018 the rolling berm will be planted. Phase 1 will start in fall of 2018 and will include the pond, two buildings, excavating and gravel up to the third building. Phase 2 would begin May 2019 which includes two more buildings, more gravel with approximately 100' of clay. The goal is to have the project completed in 2020.

*Motion by an Wychen to approve the Application for Site Plan #2017-06. Lamers amended the motion with the addition that Mike an Lanen make an honest effort to cover the weeds. Motion passed 7 to 0 by voice vote.*

- d) Application for Conditional Use Permit: Applicant David Evers, Lot 2 of CSM 5479; Parcel ID: 030067904; Vacant Lot, Filling and Grading Site within Shoreland Zoning District. – For Approval//Denial. Administrator Brown stated that Mr. Evers would like to grade and fill this parcel located at the NE corner of CE and DeBruin Rd. The Town needs to approve this before Mr. Evers can apply at the County level. Mr. Evers spoke and stated that he is just looking for Town approval. The Commission reviewed and discussed the Application for Conditional Use Permit.

*Motion by Erdman/ an Wychen to approve the Application for Conditional Use Permit. Motion passed 7 to 0 by voice vote.*

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS: NONE**

**10 PROJECT UPDATES CORRESPONDENCE: NONE**

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Land Use
- b) Implementation
- c) Intergovernmental Meeting

The Plan Commission reviewed and discussed the above items, changes were made as needed.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings will include modifications to the accessory structure zoning code, review of the zoning code on fences surrounding a pool, sign code for billboards and continuation of the Comprehensive Plan. Jerry also mentioned that he would like to step down from being the Chairperson and would like the other members to consider stepping up. This will be discussed at a later date.

**13 ADJOURN: Motion by Lamers/Erdmann to adjourn at 9:00 p.m. Motion carried 7 to 0 by voice vote**

Cynthia Sieracki, Clerk  
Drafted: February 6, 2018

Motion to approve: Van Wychen/Lamers

Date: 03/12/18

Carried 6 to 0

**Town of Buchanan**  
**Notice of Public Meeting**  
**Town of Buchanan Comprehensive Plan**  
**Update Intergovernmental Meeting**

To better inform you on the Comprehensive Plan, and to solicit feedback, **the Town will be hosting a Intergovernmental Meeting.**

**Town of Buchanan Comprehensive Plan Update Intergovernmental Meeting**

Date: Monday, March 5, 2018

Location: Buchanan Town Hall (N178 County Road N)

Time: 6:00 p.m.

At this meeting representatives from East Central Wisconsin Regional Planning Commission will give a brief Overview of the Comprehensive Planning Effort, Discussion of the Future Land Use Map and what are the next steps.

If you have questions, please contact the Town Administrator, Tony Brown at (920) 734-8599 or [tonyb@townofbuchanan.org](mailto:tonyb@townofbuchanan.org) or Kathy Thunes at (920) 751-4770 or [kthunes@ecwrpc.org](mailto:kthunes@ecwrpc.org). Information about the Comprehensive Plane Update is maintained at the Town's website ([www.townofbuchanan.org](http://www.townofbuchanan.org)).

Tony Brown  
Administrator

Posted: February 19, 2018

Draft Town of Buchanan Comprehensive Plan Update 2040  
Intergovernmental Meeting  
SIGN IN SHEET

Monday, March 5, 2018  
6:00 p.m.

| Name             | Address                      | Email                           |
|------------------|------------------------------|---------------------------------|
| Jerry Wolfson    | N 276 GILMAN CT              | n276@att.net                    |
| George Schmidt   | 652777 DUNDEE CT             | DEPREE1124@YAHOO.COM            |
| DAVE KRESS       | 100 N APPLETON ST., APPLETON | DAVID.KRESS@APPLETON.ORG        |
| ROD McDONALD     | 801 S. Whitman Ave. Appleton | Ronald.McDonald@Appleton-10.org |
| Chris Proietti   | SHARPS DEPT                  |                                 |
| Penns Reake      | W2557 Buchanan Rd.           |                                 |
| TOM WALSH        | N320 BRIDGEWOOD DR           | TWALSH@NOW.RR.COM               |
| Bob Mayfield     | Kimball School               | BMayfield@Kimball.k12.wi.us     |
| Michael Gauseman | N 186 Liberty Lane           |                                 |
| Jim McDonald     | W2419 FALCON CT              |                                 |



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF PLAN COMMISSION MEETING  
MONDAY, MARCH 12, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**1 CALL MEETING TO ORDER**

**2 PLEDGE OF ALLEGIANCE**

**3 ROLL CALL & VERIFY PUBLIC NOTICE**

**4 PUBLIC FORUM**

Issues brought before the Commission for which no decision shall be made.

**5 MINUTES TO APPROVE**

- a) February 12, 2018 Plan Commission Minutes

**6 PUBLIC HEARINGS:**

- a) Application for Rezoning (#2018-02): Part of Lot 3 CSM 3107 (030 066500) and Parcel numbers 030 066501 and 030 066502, 2.109 acres. Town of Buchanan, Outagamie County, Wisconsin. James Fletcher, Applicant, Martenson & Eisele, Inc. Surveyor. Local Commercial (CL) and Industrial (IND) to Local Commercial (CL).

**7 APPLICATIONS FOR APPROVAL DENIAL:**

- a) Application for Rezoning (#2018-02): Part of Lot 3 CSM 3107 (030 066500) and Parcel numbers 030 066501 and 030 066502, 2.109 acres. Town of Buchanan, Outagamie County, Wisconsin. James Fletcher, Applicant, Martenson & Eisele, Inc. Surveyor. Local Commercial (CL) and Industrial (IND) to Local Commercial (CL). – For Approval/Denial.

**8 UNFINISHED BUSINESS: NONE**

**9 NEW BUSINESS:**

- a) Ordinance 2018-01 – Accessory Uses and Structures § 525-34 G (2). Size of Accessory Structures.
- b) Ordinance 2018-02 – Private Swimming Pools § 525-39 D (1). Fences.
- c) Ordinance 2018-03 – Sign Code Chapter 525 Zoning

**10 PROJECT UPDATES CORRESPONDENCE**

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Review Intergovernmental Meeting
- b) Review Chapter 1 and Chapter 2
- c) Approve Comprehensive Plan Update for Public Review
- d) Set date and time for Public Information Meeting and Hearing

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

**13 ADJOURN**

Cynthia Sieracki, Clerk  
Posted: March 7, 2018

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**P N** : Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). 2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction instead of three if also placed on an Internet site maintained by the local government.

**S A** : Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**N P** : A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MONDAY, MARCH 12, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Erdmann called the meeting to order at 7:00 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Acting Chairperson Erdmann, Kavanaugh, Mc Andrews, Van Wychen, Lamers and Jensema. Also present was Town Administrator Brown and Clerk Sieracki and members of the public. Wallenfang was excused.
- 4 PUBLIC FORUM**
  - Mike Van Lanen, N336 County Rd N, Appleton, referred to the sign code, generally for Billboards. He would like the Town to adjust the code and be in line with the neighboring communities. He does not want the Town to be a target for the billboard companies and is worried that the Town could see litigation in the future. He would like the Town to rethink how they make decisions and stated the Town will have to defend themselves down the road if changes are not made.
- 5 MINUTES TO APPROVE**
  - a) February 12, 2018 Plan Commission Minutes

*Motion by an Wychen/Lamers to approve the minutes of the February 12, 2018 Plan Commission meeting. Motion passed 6 to 0 by voice vote.*
- 6 PUBLIC HEARINGS:**
  - a) Application for Rezoning (#2018-02): Part of Lot 3 CSM 3107 (030 066500) and Parcel numbers 030 066501 and 030 066502, 2.109 acres. Town of Buchanan, Outagamie County, Wisconsin. James Fletcher, Applicant, Martenson & Eisele, Inc. Surveyor. Local Commercial (CL) and Industrial (IND) to Local Commercial (CL).

Erdmann opened the public hearing at 7:10 p.m. and called for comments favoring the Application for Rezoning #2018-02. The following individual spoke in favor of the application:

    - James Fletcher, 2835 W College Ave, Appleton, stated that he is in favor of the rezoning from Local Commercial (CL) and Industrial (IND) to Local Commercial (CL). He stated this needs to be done so The Road Trip Food and Spirits, WIR and the Pit Stop can submit a CSM.

Erdmann called for comments opposing the Application for Rezoning (#2018-02) three times. No individuals spoke in opposition.

*Motion by McAndrews/ an Wychen to close the public hearing at 7:11 p.m. Motion carried 6 to 0 by voice vote.*
- 7 APPLICATIONS FOR APPROVAL DENIAL:**
  - a) Application for Rezoning (#2018-02): Part of Lot 3 CSM 3107 (030 066500) and Parcel numbers 030 066501 and 030 066502, 2.109 acres. Town of Buchanan, Outagamie County, Wisconsin. James Fletcher, Applicant, Martenson & Eisele, Inc. Surveyor. Local Commercial (CL) and Industrial (IND) to Local Commercial (CL). – For Approval/Denial. The Commission reviewed and discussed the application for Rezoning (#2018-02) changing the zoning from Local Commercial (CL) and Industrial (IND) to Local Commercial (CL).

*Motion by McAndrews/Jensema to approve the application for Re oning #2018-02. Motion passed 6 to 0 by voice vote.*
- 8 UNFINISHED BUSINESS: NONE**
- 9 NEW BUSINESS:**
  - a) Ordinance 2018-01 – Accessory Uses and Structures § 525-34 G (2). Size of Accessory Structures.

Administrator Brown reviewed Ordinance 2018-01 with the possible changes. The Plan Commission was also supplied with the Ordinance from the Village of Harrison. The Plan Commission discussed the Ordinance and agreed to table the discussion until next month. They want time to review the options.

b) Ordinance 2018-02 – Private Swimming Pools § 525-39 D (1). Fences.

Administrator Brown reviewed Ordinance 2018-02 with the possible changes. The Plan Commission discussed the Ordinance change.

*Motion by Jensema/Lamers to approve Ordinance 2018-02 – Private Swimming Pools § 525-39 D (1). Fences. Motion passed 6 to 0 by voice vote.*

c) Ordinance 2018-03 – Sign Code Chapter 525 Zoning

Administrator Brown reviewed Ordinance 2018-03 – Sign Code Chapter 525 Zoning. Brown also stated that the Attorney has reviewed the new Ordinance.

*Motion by McAndrews/Lamers to suspend the rules and allow Mike Van Lanen to speak on this topic. Motion passed 6 to 0 by voice vote.*

- Mike Van Lanen, N336 County Rd N, Appleton, stated that the new Ordinance is almost awesome. He stated that he feels definitions are important and the old definition of Billboard is good and the new definition is vague.

The Plan Commission discussed the Ordinance and agreed to table the discussion until next month. They would like the Attorney to be present next month so they make sure the Town gets this right.

**10 PROJECT UPDATES CORRESPONDENCE:** Administrator Brown gave an update on the building remodel project and the garage project.

**11 COMPREHENSIVE PLAN 2040 UPDATE**

- a) Review Intergovernmental Meeting
- b) Review Chapter 1 and Chapter 2

The Plan Commission reviewed and discussed the above items, changes were made as needed.

c) Approve Comprehensive Plan Update for Public Review

*Motion by McAndrews/Jensema to approve Comprehensive Plan Update for Public Review. Motion passed 6 to 0 by voice vote.*

d) Set date and time for Public Information Meeting and Hearing

The Plan Commission discussed having the meeting prior to the May Plan Commission meeting.

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings: Ordinance for Accessory Uses and Structures, Ordinance for Sign Code Chapter 525 Zoning and CSM for Road Trip Food and Spirits.

**13 ADJOURN:** *Motion by Lamers/Erdmann to adjourn at 8:05 p.m. Motion carried 6 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: March 14, 2018

Motion to approve: Van Wychen/Wallenfang      Date: 4/9/18      Carried: 6 to 0



*"In the Spirit of Town Government"*

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TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
**NOTICE OF PLAN COMMISSION MEETING**  
**MAY 14, 2018 AT 7:00 P.M.**  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915

**AGENDA**

1) CALL MEETING TO ORDER

2) PLEDGE OF ALLEGIANCE

3) ROLL CALL & VERIFY PUBLIC NOTICE

4) PUBLIC FORUM

Issues brought before the Commission for which no decision shall be made.

5) MINUTES TO APPROVE

a) April 9, 2018 Plan Commission Minutes

6) PUBLIC HEARINGS:

a) Town of Buchanan Comprehensive Plan Update 2040

7) APPLICATIONS FOR APPROVAL/DENIAL:

a) Application for CSM (CSM #2018-04): Applicant Michael J. Frank on behalf of Cliff Hartzheim & Roger Sprangers; Parcel ID'S 030063200 & part of 030063000; Certified Survey Map Creating One Lot. – For Approval/Denial.

8) UNFINISHED BUSINESS: NONE

9) NEW BUSINESS:

a) Resolution # 2018-08, approving the update to the Comprehensive Plan of the Town of Buchanan, Wisconsin. – For Approval/Denial.

10) PROJECT UPDATES/CORRESPONDENCE

11) COMPREHENSIVE PLAN 2040 UPDATE: NONE

12) FUTURE AGENDA ITEMS

Future meeting agenda/discussion items and possible action for future Plan Commission meetings.

a) Date change for June Meeting.

13) ADJOURN

Cynthia Sieracki, Clerk  
Posted: May 8, 2018

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**Public Notice:** Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). 2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction (instead of three) if also placed on an Internet site maintained by the local government.

**Special Accommodations:** Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk's Office at (920) 734-8599 with as much advance notice as possible.

**Notice of Possible Quorum:** A quorum of the Town Board, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Town Board, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF PLAN COMMISSION MEETING  
MAY 14, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

- 1 CALL MEETING TO ORDER:** Erdmann called the meeting to order at 7:03 p.m.
- 2 PLEDGE OF ALLEGIANCE:** The Pledge of Allegiance was recited.
- 3 ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Commissioners present – Chairperson Erdmann, Mc Andrews, Van Wychen, Wallenfang and Lamers. Also present was Town Administrator Brown, Clerk Sieracki and members of the public. Kavanaugh and Jensema were excused.
- 4 PUBLIC FORUM: NONE**
- 5 MINUTES TO APPROVE**
  - a) April 9, 2018 Plan Commission Minutes

*Motion by an Wychen/Wallenfang to approve the minutes of the April 9, 2018 Plan Commission meeting. Motion passed 5 to 0 by voice vote.*
- 6 PUBLIC HEARINGS:**
  - a) Town of Buchanan Comprehensive Plan Update 2040

Erdmann opened the public hearing at 7:05 p.m. and called for comments favoring the Town of Buchanan Comprehensive Plan Update 2040. The following individual spoke in favor of the application:

    - Kathy Thunes, East Central Wisconsin Regional Planning, 400 Ahnaip St, Suite 100, Menasha, covered a few points on the Comprehensive Plan. Kathy presented a Comprehensive Planning Overview, she explained the process, the key facts and the land use map.

Erdmann called for comments opposing the Town of Buchanan Comprehensive Plan Update 2040 three times. No individuals spoke in opposition.

*Motion by Lamers// an Wychen to close the public hearing at 7:18 p.m. Motion carried 5 to 0 by voice vote.*
- 7 APPLICATIONS FOR APPROVAL DENIAL:**
  - a) Application for CSM (CSM #2018-04): Applicant Michael J. Frank on behalf of Cliff Hartzheim & Roger Sprangers; Parcel ID'S 030063200 & part of 030063000; Certified Survey Map Creating One Lot. – For Approval/Denial. Administrator Brown introduced the CSM. The Plan Commission discussed the CSM.

*Motion by Lamers/Wallenfang to approve the application for CSM #2018-04. Motion passed 5 to 0 by voice vote.*
- 8 UNFINISHED BUSINESS: NONE**
- 9 NEW BUSINESS:**
  - a) Resolution # 2018-08, approving the update to the Comprehensive Plan of the Town of Buchanan, Wisconsin. – For Approval/Denial.

*Motion by Lamers/ an Wychen to approve Resolution 2018-08, the update to the Comprehensive Plan of the Town of Buchanan, Wisconsin as presented. Motion passed 5 to 0 by voice vote.*
- 10 PROJECT UPDATES CORRESPONDENCE:** Administrator Brown gave an update on the garage and the options the Town is considering.
- 11 COMPREHENSIVE PLAN 2040 UPDATE: NONE**

**12 FUTURE AGENDA ITEMS**

Future meeting agenda/discussion items and possible action for future Plan Commission meetings. Clerk Sieracki mentioned that the June meeting date will need to be changed since the Town needs to hold a special election. The Plan Commission agreed to change the meeting date to June 4, 2018. Lames asked about the construction schedule on the bridges in the Town.

**13 ADJOURN:** *Motion by an Wychen/Wallenfang to adjourn at 7:32 p.m. Motion carried 5 to 0 by voice vote.*

Cynthia Sieracki, Clerk  
Drafted: May 15, 2018

Motion to approve: Van Wychen/Lamers                      Date: 6/4/2018                      Carried: 6 to 0.



*"In the Spirit of Town Government"*

**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
NOTICE OF THE TOWN BOARD MEETING  
TUESDAY, MAY 22, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**AGENDA**

**OPENING:**

1. CALL MEETING TO ORDER
2. PLEDGE OF ALLEGIANCE
3. ROLL CALL & VERIFY PUBLIC NOTICE

**PRESENTATIONS & PUBLIC FORUM:**

4. PUBLIC HEARINGS: NONE
5. PRESENTATIONS: Heath Lietzen-Buechel - 1 year service award; Presentation on Outagamie County Outdoor Warning Siren System.

**6. PUBLIC COMMENT FORUM**

*Members of the public are welcome to address the Town Board. Individuals wishing to speak on an item (whether on the agenda or not) must sign in prior to the start of the meeting and may speak during the Public Comment Forum. The Public Comment Forum allows any member of the public to make their comments prior to Town Board discussion or action on an agenda related matter. Commentators must state name and address for the record. Individual comments are limited to no more than five minutes each. Once the public comment forum ends there will be no additional discussion from the audience. The Town Board may suspend this rule if deemed necessary.*

*Note regarding non-agenda related matters: Pursuant to WI Statutes 19.83(2) and 19.84(2), the public may present matters; however, they cannot be discussed or acted upon until specific notice of the subject matter of the proposed action can be given.*

**TOWN BOARD BUSINESS AGENDA:**

*Notice is hereby given that the Buchanan Town Board may take action on any item listed within this agenda.*

**7. CONSENT AGENDA**

*All items listed under the Consent Agenda are considered routine and will be enacted by one motion. There will be no separate discussion of these items unless a Board member so requests, in which event the item will be removed from the General Order of Business and considered at this point on the agenda.*

- a). Approval of the Minutes of the April 24, 2018 Town Board Meeting.
- b). Approval of April 2018 Treasurer Statement & Approve Bills.
- c). Operator's Licenses with No Applicable Violations per Town Policy.

**8. PLAN COMMISSION ITEMS FOR DISCUSSION & POSSIBLE ACTION:**

- a). Application for CSM (CSM #2018-04): Applicant Michael J. Frank on behalf of Cliff Hartzheim & Roger Sprangers; Parcel ID'S 030063200 & part of 030063000; Certified Survey Map Creating One Lot. – For Approval/Denial.

**9. ROUTINE REPORTS & ACTIVITIES:**

- a). Law Enforcement – Monthly/Quarterly Update on Town Law Enforcement Activities
- b). Fire, EMS & Emergency Management - Update on Fire, EMS & Emergency Management Activities including the Dark Sky Exercise.

- c). Town Engineer – Update on Town Engineer Activities
  - i. Contract B17 - Building/Garage - Pay Request #5 and Cost associated with relocating the Garage - For Approval or Denial.
  - ii. Contract A18 – Project Update - For Approval or Denial.
  - iii. Contract B18 – Project Update - For Approval or Denial.
  - iv. Buchanan Road Culvert Estimate - For Approval or Denial.
- d). Clerk/Treasurer
  - i. Special Elections Update (May 15 and June 12)
  - ii. Board of Review Training
- e). Town Administrator Report on Administrative Activities
  - i. Major Project Update
  - ii. Part-Time Maintenance Worker Position
  - iii. Budget Update
  - iv. Legislative Update

**10. UNFINISHED BUSINESS FOR DISCUSSION & POSSIBLE ACTION:**

- a) Town Hall Building and Addition Renovation Office Furniture Purchase – For Approval/Denial.

**11. NEW BUSINESS FOR DISCUSSION & POSSIBLE ACTION:**

- a) Business Liquor License Renewals for July 1, 2018 – June 30, 2019 – For Approval/Denial.
- b) Fireworks Sellers Permit, Applicant: G & M Fireworks, LLC; Location: Festival Foods Parking Lot; For June 15 to July 6, 2018 – For Approval/Denial.
- c) Fireworks Sellers Permit, Applicant: Matt Sokol; Location: Pick N Save Parking Lot; For June 20 to July 4, 2018 – For Approval/Denial.
- d) Month-to-Month Agreement with Spectrum, Charter Communications, for Broadband Internet Services – For Approval/Denial.
- e) Ordinance 2018-06 to Adopt the Comprehensive Plan Update of the Town of Buchanan, Wisconsin – For Approval/Denial.

**12. CLOSED SESSION: NONE**

**CLOSING:**

**13. FUTURE AGENDA ITEMS** – *Next Town Board Meeting is scheduled for June 19, 2018, this may need to be rescheduled. Meeting agenda/discussion items and possible action on future Town Board agenda, including specific items for inclusion on or exclusion from a future agenda.*

**14. ADJOURNMENT**

Cynthia Sieracki, Clerk  
 Posted: May 18, 2018

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**Public Notice:** Agendas are posted in the following locations: Town Hall bulletin board & Town website: [www.townofbuchanan.org](http://www.townofbuchanan.org). 2015 Wisconsin Act 79 allows the publication of certain legal notices on an Internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction (instead of three) if also placed on an Internet site maintained by the local government.

**Special Accommodations:** Requests from persons with disabilities who need assistance to participate in this meeting should be made to the Clerk’s Office at (920) 734-8599 with as much advance notice as possible.

**Notice of Possible Quorum:** A quorum of the Plan Commission, Board of Review, and/or Board of Adjustment may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Plan Commission, Board of Review, and/or Board of Adjustment will be taken at this meeting.

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*"In the Spirit of Town Government"*

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**TOWN OF BUCHANAN, OUTAGAMIE COUNTY, WI  
MINUTES OF THE TOWN BOARD MEETING  
TUESDAY, MAY 22, 2018 AT 7:00 P.M.  
BUCHANAN TOWN HALL, N178 COUNTY RD N, APPLETON, WI 54915**

**OPENING:**

1. **CALL MEETING TO ORDER:** Meeting called to order by Chairperson McAndrews at 7:00 p.m.
2. **PLEDGE OF ALLEGIANCE:** Pledge recited.
3. **ROLL CALL & VERIFY PUBLIC NOTICE:** Public notice verified. Board members present – McAndrews, Lawrence, Reinke, Kavanaugh and Walsh. Town officials present – Town Administrator Brown, Clerk/Treasurer Sieracki, Fire Chief Mohr, Plan Commission Chairperson Ted Erdmann and Deputy Lee from the Outagamie County Sheriff’s Department, Town Engineer Thad Majkowski and other members of the public were also in attendance.

**PRESENTATIONS & PUBLIC FORUM:**

4. **PUBLIC HEARINGS: NONE**
5. **PRESENTATIONS:**
  - a) Heath Lietzen-Buechel - 1 year service award; Heath was not present. Chief Mohr will present this award at a later date.
  - b) Presentation on Outagamie County Outdoor Warning Siren System. Craig Moser and Lisa Van Schyndel from Outagamie County gave a presentation on Severe Weather Awareness. They discussed the apps for smart phones, the NOAA weather radios and the local media. They discussed how new technology is replacing old technology mainly the outdoor warning system. The County is looking to shift the cost of the outdoor warning system to each municipality. Several Board members asked questions and spoke against this change. The Board will discuss at the June meeting.
6. **PUBLIC COMMENT FORUM:**
  - Chris VanGompel, N172 County Rd N, Appleton, mentioned that he was wondering what was happening in the back of the Town Hall.
  - Ted Erdmann, W2695 Hillside Dr, Appleton, stated that if the County wants to transfer ownership of the siren, they should first give the Town a new one, not an old one.
  - Dennis Reinke, W2553 Buchanan Rd, Appleton, stated that the culvert on his road is a drainage and safety concern. He stated that permits were never taken out to turn the culvert. He feels the road is going to get washed out and that you can’t change the direction of a navigable stream and then fill it with glass. He would like something done, he would like it put back to the way it was. Many homes are in a floodplain because of this change.
  - Holly DeLong, N350 Candlelite Way, Appleton, stated that she had no problem with the creek when they moved in. They were not told by the County the effect this culvert would cause. Homes are in a flood zone that weren’t before. She feels the culvert is the biggest mistake done in Buchanan. She sees the erosion and would like this fixed and made right.

**TOWN BOARD BUSINESS AGENDA:**

7. **CONSENT AGENDA**
  - a). Approval of the Minutes of the April 24, 2018 Town Board Meeting.
  - b). Approval of April 2018 Treasurer Statement & Approve Bills.
  - c). Operator’s Licenses with No Applicable Violations per Town Policy.

*Motion by Walsh/Reinke to approve all items as provided in the consent agendas as presented. Motion carried 5 to 0 by voice vote.*

**8. PLAN COMMISSION ITEMS FOR DISCUSSION & POSSIBLE ACTION:**

- a). Application for CSM (CSM #2018-04): Applicant Michael J. Frank on behalf of Cliff Hartzheim & Roger Sprangers; Parcel ID'S 030063200 & part of 030063000; Certified Survey Map Creating One Lot. – For Approval/Denial. Plan Chairperson Erdmann introduced the application noting that the Plan Commission approved this at the May 14, 2018 meeting. Administrator Brown added that the parcel could not be built on because of the 75' setback needed for the stream. The Town Board reviewed and discussed the application.

*Motion by Kavanaugh/Lawrence to approve Certified Survey Map #2018-04 as presented. Motion carried 5 to 0 by voice vote.*

**9. ROUTINE REPORTS & ACTIVITIES:**

- a). Law Enforcement – Monthly/Quarterly Update on Town Law Enforcement Activities. Deputy Lee mentioned that there has been an increase in drug activity. He also noted that with Buchanan Rd and CE blocked off there have been illegal U-turns on Nottingham.
- b). Fire, EMS & Emergency Management - Update on Fire, EMS & Emergency Management Activities including the Dark Sky Exercise. Chief Mohr explained the Dark Sky Exercise and how the Town Fire Department and EMS was involved. This was a good learning experience with hands on and table top simulations. The exercise was to prepare for a major disaster. Chief Mohr also gave an update on the fire truck with an expected delivery date in September.
- c). Town Engineer – Update on Town Engineer Activities
  - i. Contract B17 - Building/Garage - Pay Request #5 and Cost associated with relocating the Garage - For Approval or Denial. Engineer Majkowski gave an update on the garage. The Board discussed the unused materials, restocking fees and the pay request with Majkowski.

*Motion by Lawrence/Kavanaugh to approve Contract B17, Building/Garage – pay Request #5 for \$45,860.88 as presented. Motion carried 5 to 0 by voice vote.*

*Motion by Walsh/Reinke to approve Cost associated with relocating the Garage for \$11,307.85 as presented. Motion carried 5 to 0 by voice vote.*

- ii. Contract A18 – Project Update: Engineer Majkowski stated that the preconstruction meeting is complete and work will start June 4<sup>th</sup>, they will be onsite for 30 days.
- iii. Contract B18 – Project Update: Engineer Majkowski stated that about 90% of the design review is complete. The bid opening will be June 13<sup>th</sup> and the work will be done by the end of September.
- iv. Buchanan Road Culvert Estimate - For Approval or Denial. Engineer Majkowski stated that the cost to realign the culvert would be approximately \$156,166. The Board discussed the estimate and other options. The Board would like staff to review and report on the FEMA floodplain maps before 2016 and after 2016.

*Motion by Walsh/McAndrews to table for one month. Motion carried 3 to 1 by voice vote, with Kavanaugh dissenting and Reinke abstaining.*

- d). Clerk/Treasurer
  - i. Special Elections Update (May 15 and June 12): Clerk Sieracki mentioned that the May 15<sup>th</sup> election had only 279 voters. Starting May 29<sup>th</sup> the Town will have Absentee Voting for the two weeks before the June election.
  - ii. Board of Review Training: Clerk Sieracki mentioned that a Board member will need to be trained for the Board of Review in August. Supervisor 4 is next in-line, the DVD and packet was given to Supervisor Walsh. She encouraged all others to also do the training.
- e). Town Administrator Report on Administrative Activities
  - i. Major Project Update: Administrator Brown reviewed several of the 2018 projects.
  - ii. Part-Time Maintenance Worker Position: Administrator Brown informed the Board on the hiring process for the maintenance position. He also mentioned that May 16<sup>th</sup> was Ryan Giese's first day of work with the Town.
  - iii. Budget Update: Administrator Brown mentioned that he will be discussing the budget at the June Board meeting. He will be able to share more when the Municast forecasting model is complete.

- iv. Legislative Update: Administrator Brown gave an update on some of the bills that were passed. He also made a note of several that did not including the Dark Store tax loophole, this is being used by the Big Box retailers to lower the amount they pay in property taxes.

**10. UNFINISHED BUSINESS FOR DISCUSSION & POSSIBLE ACTION:**

- a) Town Hall Building and Addition Renovation Office Furniture Purchase – For Approval/Denial. Brown explained that after the meeting last month, the cabinet that was approved was not what the Clerk/Treasurer had in mind. This one is heavier and larger.

*Motion by Kavanaugh/Walsh to approve the purchase of office furniture for the Clerk/Treasurer not to exceed \$3,500.00 as presented. Motion carried 5 to 0 by voice vote.*

**11. NEW BUSINESS FOR DISCUSSION & POSSIBLE ACTION:**

- a) Business Liquor License Renewals for July 1, 2018 – June 30, 2019 – For Approval/Denial. Clerk Sieracki mentioned that one business did not turn the renewal forms in on time. They will need to be approved at the next meeting.

*Motion by Walsh/Reinke to approve the Business Liquor License Renewals for July 1, 2018 – June 30, 2019 as presented. Motion carried 5 to 0 by voice vote.*

- b) Fireworks Sellers Permit, Applicant: G & M Fireworks, LLC; Location: Festival Foods Parking Lot; For June 15 to July 6, 2018 – For Approval/Denial. Fire Chief Mohr was asked if he had any issues with the permit.

*Motion by Kavanaugh/Lawrence to approve the Fireworks Sellers Permit, Applicant: G & M Fireworks, LLC: Location: Festival Foods Parking Lot; For June 15- July 6, 2018 as presented. Motion carried 5 to 0 by voice vote.*

- c) Fireworks Sellers Permit, Applicant: Matt Sokol; Location: Pick N Save Parking Lot; For June 20 to July 4, 2018 – For Approval/Denial.

*Motion by Lawrence/Reinke to approve the Fireworks Sellers Permit, Applicant: Matt Sokol: Location: Pick N Save Parking Lot; For June 20- July 4, 2018 as presented. Motion carried 5 to 0 by voice vote.*

- d) Month-to-Month Agreement with Spectrum, Charter Communications, for Broadband Internet Services – For Approval/Denial. Administrator Brown explained that the current broadband internet service is inadequate for the business needs of Town Staff to be able to efficiently conduct business. Staff would like to discontinue data service with TDS and change to Spectrum, the speeds would greatly increase.

*Motion by Walsh/Lawrence to approve the Month-to-Month Agreement with Spectrum. Charter Communications to provide data service as presented. Motion carried 5 to 0 by voice vote.*

- e) Ordinance 2018-06 to Adopt the Comprehensive Plan Update of the Town of Buchanan, Wisconsin – For Approval/Denial. Administrator Brown stated that we update the plan every 10 years. This is a planning tool to make decisions and to use as a guide.

*Motion by Walsh/Reinke to approve adoption of Ordinance 2018-06 Comprehensive Plan Update of the Town of Buchanan, Wisconsin. Motion carried 5 to 0 by voice vote.*

**12. CLOSED SESSION: NONE**

**CLOSING:**

- 13. **FUTURE AGENDA ITEMS** – Next Town Board Meeting is scheduled for June 19, 2018, this may need to be rescheduled. Meeting agenda/discussion items and possible action on future Town Board agenda, including specific items for inclusion on or exclusion from a future agenda. Items for future meetings include, resolution on sirens, Buchanan Road culvert, garage update, special assessments, Garners Creek update, Buchanan Rd and CE closure traffic study, budget information and information on notifications to residents-what is required and should we do more.

- 14. **ADJOURNMENT:** Motion made to adjourn at 9:22 p.m. by Reinke/Lawrence. Motion carried 5 to 0.

Cynthia Sieracki, Clerk  
Drafted: May 24, 2018

Motion to Approve Reinke/Walsh

Vote: 5 to 0 Dated: 06/19/2018



**APPENDIX D**  
**PLAN ADOPTION**

**APPENDIX D: PLAN ADOPTION**

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RESOLUTION NO. 2018-08

A RESOLUTION APPROVING THE UPDATE TO THE COMPREHENSIVE PLAN  
OF THE TOWN OF BUCHANAN, WISCONSIN

WHEREAS, pursuant to section 62.23 (2) and (3) of the Wisconsin Statutes, the Town of Buchanan is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, according to the general purposes set forth in section 66.1001 of the Wisconsin Statutes, the Town Board adopted said Comprehensive Plan for the Town of Buchanan, Wisconsin on April 17, 2007; and

WHEREAS, section 66.1001, of the Wisconsin Statutes provides that a comprehensive plan shall be updated no less than once every 10 years; and

WHEREAS, the Plan Commission has prepared an update to that 2007 plan, titled the *Town of Buchanan Comprehensive Plan Update 2040*; and

WHEREAS, the Plan Commission finds that the *Town of Buchanan Comprehensive Plan Update 2040* contains all the required elements specified in Section 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Town has duly noticed and held a public hearing on the draft plan, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes and the public participation procedures adopted by the Town Board.

**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes, the Town of Buchanan Plan Commission hereby approves the *Town of Buchanan Comprehensive Plan Update 2040*.

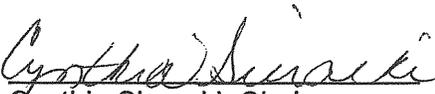
**BE IT FURTHER RESOLVED** that the Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the *Town of Buchanan Comprehensive Plan Update 2040*.

Adopted this 14th day of May, 2018

Ayes 5 Nays 0 Absent 2

  
Theodore Erdmann, Plan Commission

ATTEST:

  
Cynthia Sieracki, Clerk

Ordinance No. 2018-06

AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN UPDATE  
OF THE TOWN OF BUCHANAN, WISCONSIN

The Town Board of the Town of Buchanan, Wisconsin, do ordain as follows:

SECTION 1. Pursuit to sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Buchanan, is authorized to prepare, adopt and amend a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Buchanan, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Plan Commission of the Town of Buchanan by majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled *Town of Buchanan Comprehensive Plan Update 2040*, containing all of the elements specified in sections 66.1001 (2) of the Wisconsin Statutes.

SECTION 4. The Town of Buchanan has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Buchanan, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *Town of Buchanan Comprehensive Plan Update 2040*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the member-elect of the Town Board and publication/posting as required by law.

This Ordinance shall take effect upon passage and publication.

ADOPTED this 22nd day of May, 2018.



Mark McAndrews, Chairman  
Town of Buchanan

Attest:



Cynthia Sieracki  
Clerk/Treasurer

# STATE OF WISCONSIN AFFIDAVIT OF PUBLICATION

May 30, 2018  
TOWN OF BUCHANAN  
NOTICE OF NEWLY ENACTED ORDINANCE  
ORDINANCE NO. 2018-06 TO ADOPT THE COMPREHENSIVE  
PLAN UPDATE OF THE TOWN OF BUCHANAN, WISCONSIN

Please take notice that the Town of Buchanan enacted Ordinance 2018-06, to adopt the Comprehensive Plan Update of the Town of Buchanan, Wisconsin on May 22, 2018. The ordinance authorizes the Town of Buchanan to adopt and amend a comprehensive plan as defined in sections of the Wisconsin Statutes. The Town Board has formally adopted the document entitled, *Town of Buchanan Comprehensive Plan Update 2040*.

The full text of Ordinance 2018-06 may be obtained at the Town Clerk's Office, Buchanan Town Hall at N178 County Road N, Appleton, WI, 54915 and through the Town's website at [www.townofbuchanan.org](http://www.townofbuchanan.org). Town Hall phone: (920) 734-8599.

Cynthia Sieracki, Clerk/Treasurer  
Posted: May 24, 2018  
Published: May 30, 2018

WNAXLP

Julie Penney

being duly sworn doth depose and say that he/she is an authorized representative of the :

**TIMES-VILLAGER**  
a twice-weekly newspaper published by News Publishing Co., Inc. at **Kaukauna, Wisconsin, in Outagamie County,**

and that an advertisement of which the annexed is a true copy, taken from said paper, was published therein on

5-30-18

SIGNED Julie Penney

DATED 6-1-18

Ellen Visser

Notary Public, State of Wisconsin

My Commission Expires 4/29/19

**ELLEN VISSERS**  
Notary Public  
State of Wisconsin

# of Lines 26

# of Weeks Published 1

Publication Fee \$ 26.09

Proof of Publication \$ 1-

Total \$ 27.09



## **APPENDIX E**

### **LAND USE**

**APPENDIX E: LAND USE**

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| Table E-1: Land Use Trends, 2004 to 2015.....           | E-1 |
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**Table E-1: Land Use Trends, 2004 to 2015**

| Land Use                   | 2004        |                           |                  | 2010        |                           |                  | 2015        |                           |                  | Change 2004 to 2015 |                           |                  |
|----------------------------|-------------|---------------------------|------------------|-------------|---------------------------|------------------|-------------|---------------------------|------------------|---------------------|---------------------------|------------------|
|                            | Total Acres | Percent of Developed Land | Percent of Total | Total Acres | Percent of Developed Land | Percent of Total | Total Acres | Percent of Developed Land | Percent of Total | Total Acres         | Percent of Developed Land | Percent of Total |
| Single Family Residential  | 1,170.9     | 45.5%                     | 11.4%            | 1,310.8     | 47.3%                     | 13.0%            | 1,385.5     | 49.4%                     | 13.9%            | 214.6               | 3.9%                      | 2.6%             |
| Farmsteads                 | 181.4       | 7.0%                      | 1.8%             | 191.9       | 6.9%                      | 1.9%             | 194.1       | 6.9%                      | 2.0%             | 12.8                | -0.1%                     | 0.2%             |
| Multi-Family               | 13.1        | 0.5%                      | 0.1%             | 23.4        | 0.8%                      | 0.2%             | 23.4        | 0.8%                      | 0.2%             | 10.4                | 0.3%                      | 0.1%             |
| Mobile Home Parks          | 0.2         | 0.0%                      | 0.0%             | 0.0         | 0.0%                      | 0.0%             | 0.0         | 0.0%                      | 0.0%             | -0.2                | 0.0%                      | 0.0%             |
| Commercial                 | 133.1       | 5.2%                      | 1.3%             | 218.9       | 7.9%                      | 2.2%             | 236.0       | 8.4%                      | 2.4%             | 102.9               | 3.3%                      | 1.1%             |
| Industrial                 | 106.0       | 4.1%                      | 1.0%             | 63.0        | 2.3%                      | 0.6%             | 60.6        | 2.2%                      | 0.6%             | -45.4               | -2.0%                     | -0.4%            |
| Recreational Facilities    | 213.5       | 8.3%                      | 2.1%             | 213.5       | 7.7%                      | 2.1%             | 249.2       | 8.9%                      | 2.5%             | 35.8                | 0.6%                      | 0.4%             |
| Institutional Facilities   | 44.0        | 1.7%                      | 0.4%             | 48.2        | 1.7%                      | 0.5%             | 16.9        | 0.6%                      | 0.2%             | -27.2               | -1.1%                     | -0.3%            |
| Utilities / Communications | 17.6        | 0.7%                      | 0.2%             | 17.1        | 0.6%                      | 0.2%             | 9.1         | 0.3%                      | 0.1%             | -8.5                | -0.4%                     | -0.1%            |
| Transportation             | 694.1       | 27.0%                     | 6.7%             | 683.2       | 24.7%                     | 6.8%             | 627.4       | 22.4%                     | 6.3%             | -66.7               | -4.6%                     | -0.4%            |
| Total Developed            | 2,573.9     | 100.0%                    | 25.0%            | 2,770.1     | 100.0%                    | 27.5%            | 2,802.3     | 100.0%                    | 28.2%            | 228.4               |                           | 3.2%             |
| Non-Irrigated Farmland     | 5,759.2     |                           | 55.8%            | 5,424.7     |                           | 53.8%            | 5,279.8     |                           | 53.1%            | -479.4              |                           | -2.8%            |
| Planted Woodlands          | 0.0         |                           | 0.0%             | 43.9        |                           | 0.4%             | 46.6        |                           | 0.5%             | 46.6                |                           | 0.5%             |
| General Woodlands          | 1,003.6     |                           | 9.7%             | 929.9       |                           | 9.2%             | 924.3       |                           | 9.3%             | -79.3               |                           | -0.4%            |
| Quarries                   | 0.0         |                           | 0.0%             | 0.0         |                           | 0.0%             | 0.0         |                           | 0.0%             | 0.0                 |                           | 0.0%             |
| Other Open Land            | 699.6       |                           | 6.8%             | 591.2       |                           | 5.9%             | 562.9       |                           | 5.7%             | -136.8              |                           | -1.1%            |
| Water Features             | 278.1       |                           | 2.7%             | 326.5       |                           | 3.2%             | 331.7       |                           | 3.3%             | 53.6                |                           | 0.6%             |
| Total Acres                | 10,314.39   |                           | 100.0%           | 10,086.3    |                           | 100.0%           | 9,947.43    |                           | 100.0%           | -367.0              |                           | 0.0%             |

Source: East Central Wisconsin Regional Planning Commission, 2010 and 2015. Town of Buchanan Comprehensive Plan 2025, 2004.

Note: 2004 land use did not distinguish between planted and general woodlands.

**Table E-2: Town of Buchanan Zoning Classifications**

| District Name                         | Permitted Principal Uses & Structures   |  | Min. Lot Size  | Min. Lot Width | Front Yard Setback | Side Yard Setback | Rear Yard Setback |
|---------------------------------------|---|--|----------------|----------------|--------------------|-------------------|-------------------|
| Exclusive Agricultural District (AED) | Agricultural uses (beekeeping, commercial feedlots, dairying, egg production, floriculture, fish or fur farming, forest and game management, grazing, livestock raising, orchards, plant greenhouses and nurseries, poultry raising, raising of grain, grass, mint and seed crops, raising of fruits, nuts, and berries, sod farming, placing land in federal programs in return for payments in kind, owning land at least 35 acres of which is enrolled in the conservation reserve program, participating in the milk production termination program and vegetable raising), dwellings existing before the effective date of adoption of this chapter which are not necessary to or associated with agricultural uses, farm residences or structures which existed prior to the effective date of adoption of this chapter may be separated from the larger farm parcel and kennels and pet shops. | Principal Ag. Uses                                     | 35 Acre        | None           | None               | None              | None              |
|                                       |   | Pre-existing dwelling/structures on a separate parcel. | 20,000 sq. ft. | 100 ft.        | 25 ft.             | 15 ft.            | 25 ft.            |
|                                       |   | Other  | 1 acre         | 150 ft.        | 40 ft.             |                   | 40 ft.            |
| General Agricultural District (AGD)   | Permitted principal uses and structures of the AED District, public and semipublic nonprofit institutional uses of a similar nature, parks, preserves and golf courses, and single-family detached dwellings unrelated to any farm operations.  | Principal Ag. Uses                                     | 4 acres        | 200 ft.        | 25 ft.             | None              | None              |
|                                       |   | Single-Family/Mobile Home                              | 1 acre         | 150 ft.        | 30 ft.             | 20 ft.            | 30 ft.            |
|                                       |   | Other  | 1 acre         | 150 ft.        | 25 ft.             | 30 ft.            | 50 ft.            |

Source: Town of Buchanan Municipal Cod; includes legislation adopted through 3/14/17.

**Table E-2: Town of Buchanan Zoning Classifications (Continued)**

| District Name                            | Permitted Principal Uses & Structures  |  | Min. Lot Size         | Min. Lot Width | Front Yard Setback | Side Yard Setback | Rear Yard Setback |
|--|--|--|-----------------------|----------------|--------------------|-------------------|-------------------|
| Single-Family Residential District (RSF) | Single-family detached dwellings, public and semipublic nonprofit institutional uses (churches, schools, libraries and the like), parks, playgrounds, golf courses and community centers, community living arrangements and day care (family).   | Within an approved subdivision served by public sewer                        | 10,000 sq. ft.        | 90 ft.         | 25 ft.             | 6 ft.             | 25 ft.            |
|  |  | <b>Not</b> within an approved subdivision, but served by public sewer        | 9,000 sq. ft.         | 75 ft.         | 25 ft.             | 7 ft.             | 25 ft.            |
|  |  | Within an approved subdivision, <b>not</b> served by public sewer            | 15,000 sq. ft.        | 90 ft.         | 25 ft.             | 8 ft.             | 35 ft.            |
|  |  | <b>Not</b> within an approved subdivision, <b>not</b> served by public sewer | 18,000 sq. ft.        | 100 ft.        | 25 ft.             | 10 ft.            | 40 ft.            |
| Residential Two-Family District (RTF)    | Single-family detached dwellings, public and semipublic nonprofit institutional uses (churches, schools, libraries and the like), parks, playgrounds, golf courses and community centers, community living arrangements and day care (family), two-family dwellings served by a public sewer system, and single-family attached dwellings served by a public sewer system. | Single-family detached dwellings   | Same as RSF District  |                |                    |                   |                   |
|  |  | Two-family dwellings served by public sewer/water                            | . ft. (4,500 sq. ft.) | 75 ft.         | 25 ft.             | 8 ft.             | 25 ft.            |
|  |  | Two-family dwellings/ <b>not</b> served by public sewer                      | 18,000 sq. ft.        | 100 ft.        | 25 ft.             | 10 ft.            | 40 ft.            |
|  |  | Single-family attached dwellings   | 12,000 sq. ft.        | 100 ft.        | 25 ft.             | 10 ft.            | 25 ft.            |
| Multifamily Residential District (RMF)   | Single-family detached dwellings, public and semipublic nonprofit institutional uses (churches, schools, libraries and the like), parks, playgrounds, golf courses and community centers, community living arrangements and day care (family), two-family dwellings, single-family attached dwellings and multifamily dwellings not exceeding three stories in height.     | Single-family detached dwellings   | Same as RSF District  |                |                    |                   |                   |
|  |  | Two-family dwellings   | Same as RTF District  |                |                    |                   |                   |
|  |  | Single-family attached dwellings   | Same as RTF District  |                |                    |                   |                   |
|  |  | Multifamily dwellings <b>not</b> exceeding 3 stories or 45 ft. in height     | density of 20 dw      | 90 ft.         | 25 ft.             | 20 ft.            | 25 ft.            |
|  |  | Multifamily dwellings exceeding 3 stories or 45 ft. in height                | 20,000 sq. ft.        | 100 ft.        | 25 ft.             | 25 ft.            | 25 ft.            |

Source: Town of Buchanan Municipal Cod; includes legislation adopted through 3/14/17.

**Table E-2: Town of Buchanan Zoning Classifications (Continued)**

| District Name                     | Permitted Principal Uses & Structures   |   | Min. Lot Size  | Min. Lot Width | Front Yard Setback | Side Yard Setback | Rear Yard Setback |
|-----------------------------------|---|---|----------------|----------------|--------------------|-------------------|-------------------|
| Local Commercial District (CL)    | Retail outlets, service establishments, business and professional offices, taverns, restaurants, hotels, motels, clubs, organizations, indoor commercial recreational establishments, convalescent homes, nursing homes, day care (family or group), office equ, storage establishments and attached single-family residences.  | Permitted principal uses and structures | 10,000 sq. ft. | 90 ft.         | 35 ft.             | 20 ft.            | 50 ft.            |
|                                   |   | Special exception uses and structures   | 12,000 sq. ft. | 100 ft.        | 35 ft.             | 25 ft.            | 50 ft.            |
| Regional Commercial District (CR) | Retail outlets, service establishments, business and professional offices, taverns, restaurants, hotels, motels, clubs, organizations, indoor commercial recreational establishments, convalescent homes, nursing homes, day care (family or group), office equipment and supplies, garden center, plant nursery or landscape contractor, veterinary offices, mortuaries, equipment rental, existing dwellings. |   | 12,000 sq. ft. | 100 ft.        | 35 ft.             | 20 ft.            | 50 ft.            |
| Planned Commercial District (CP)  | Business and professional offices, art gallery, museum, library, community center, publicly owned and operated recreational facilities, hotels, restaurants, clubs, organizations, retail shopping centers, hospitals, health centers, nursing homes, convalescent homes and vocational, trade or business schools.   |   | 2 acres        | None           | None               | None              | None              |
| Industrial District (IND)         | Wholesaling, warehouse, storage or distribution establishments, automobile, boat, construction and farm implement sales, service and repair, printing, publishing, agriculture-related uses, service establishments catering to commercial and industrial uses, light manufacturing uses, manufacturing uses, building contractor with storage yard and transportation terminals.                               |   | 12,000 sq. ft. | 100 ft.        | 35 ft.             | 20 ft.            | 25 ft.            |

Source: Town of Buchanan Municipal Cod; includes legislation adopted through 3/14/17.

# EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

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Jeff Nooyen, Vice-Chair  
Eric Fowle, Secretary-Treasurer

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