

# Buchanan... *Your Town for 2025 and Beyond*

## 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 18.4 square miles or nearly 11,800 acres. Buchanan shares a common boundary with the communities of Appleton, Kimberly, Kaukauna, Combined Locks, the Town of Harrison (Calumet County), the Town of Holland (Brown County), and the Town of Woodville (Calumet County).



### The Pre-Settlement Era<sup>1</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.

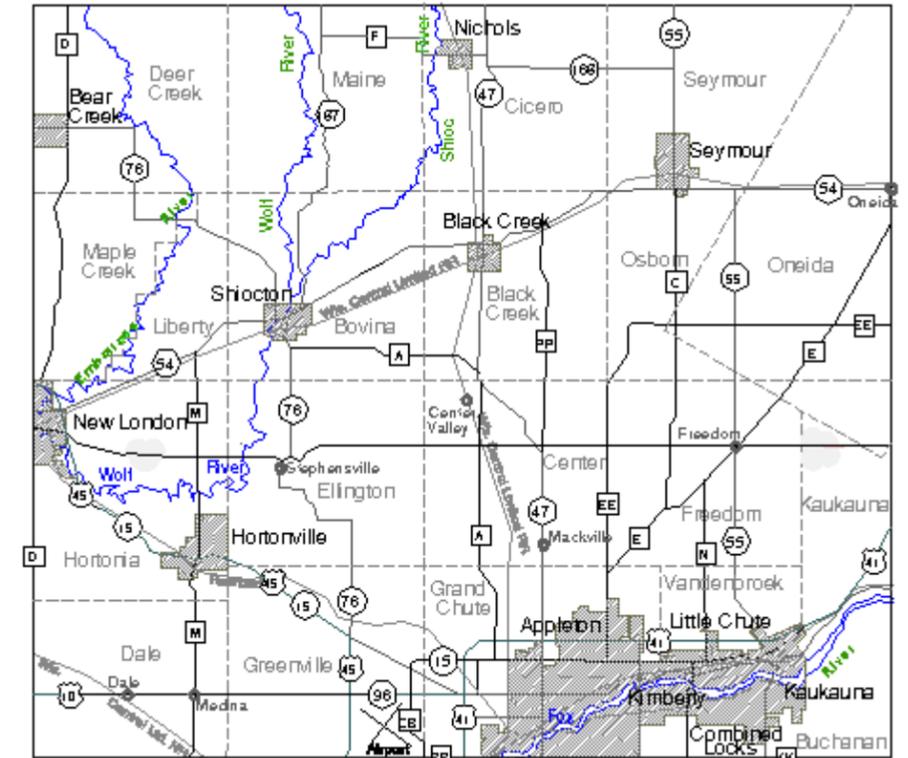
The Menominee are the only people indigenous to Wisconsin. Archaeological records trace their heritage in the state back more than 10,000 years. Prior to the relocation of the Ojibwa, Ho-Chunk, and Pottawatomi to the state (as a result of the Iroquois Wars in the 1600s), Menominee lands totaled more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

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

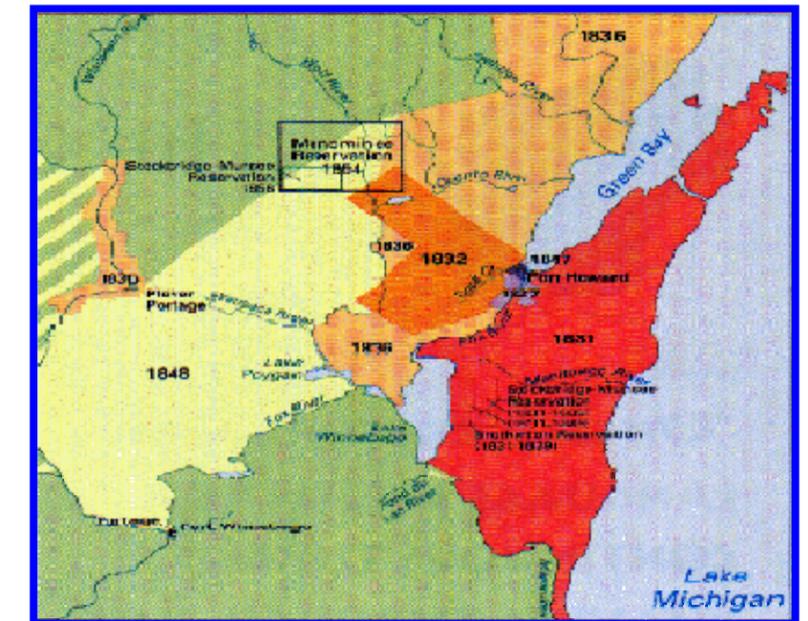
On the east side of Green Bay, Fox river, and Winnebago lake; beginning at the south end of Winnebago lake; thence southeastwardly to the Milwaukee or Manauwauky river; thence down said river to its mouth at lake Michigan; thence north, along the shore of Lake Michigan, to the mouth of Green Bay thence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

<sup>1</sup> Excerpts from Menominee History, David "Nahwahquaw" Grignon, Menominee Historic Preservation Department. 2003.



MAP OF OUTAGAMIE COUNTY.  
SOURCE: Outagamie County Government, [www.co.outagamie.wi.us](http://www.co.outagamie.wi.us)



## 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, were 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.

## What is Planning?<sup>2</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.

<sup>2</sup> Mike Koles, Comprehensive Planning Fundamentals, UW-Extension, 2000.

## Interesting Facts About the History of Buchanan & 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.

**1979:** Buchanan's population numbers 1,480.

**1991:** The present Buchanan Town Hall is built at N178 County N.

**1993:** State 441 opens as a key highway route on the eastern edge of Appleton.

**1998:** Buchanan Adopts Comprehensive Plan

**2000:** Buchanan's population numbers 5,827

**2005:** Buchanan initiates process to develop Smart Growth Comprehensive Plan.

## 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.
- 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.

## Why Develop a 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.

## Scope of This Document

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 implementation strategies; and*
4. *A series of maps that depict existing and future land use patterns in the Town.*

This plan was developed under the authority of 1999 Wisconsin Act 9, Wisconsin's "Smart Growth" Law. The law requires that a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a say in land use decisions. The law authorizes municipalities to prepare and adopt comprehensive plans to serve as guides for the development of their communities. The law also authorizes multi-jurisdictional planning efforts.

The Smart Growth Law defines, for the first time, what is meant by a "comprehensive plan" in Wisconsin. It includes nine (9) required elements. These are:

- 1) Issues and Opportunities (Chapters 2 & 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 & 11)
- 9) Implementation (Chapter 12)



## 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 statement that describes, usually in general terms, a desired future condition. Goals will address one specific aspect of the vision.

**Objective:** A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

**Policy:** A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions the Town will abide by when making decisions.

In addition, the state requires that these elements be developed in concert with Wisconsin's 14 goals for local planning, which are:

- 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.

## **Public Involvement**

The *Town of Buchanan Comprehensive Plan* was developed with abundant opportunities for public input. 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. Public input was facilitated through a series of workshops and special activities that include a comprehensive community survey. Information was disseminated through direct mailings, media releases, and an interactive Internet Web Site. The adopted *Public Participation Plan* is provided as an appendix to this document. The *Public Participation Plan* describes in detail the scheduled meetings and events held to foster public input.

## Town Values

During the Kick-off Meeting held on May 16, 2005, participants were asked to identify the values that draw people to live in the Town of Buchanan. Those in attendance were also asked to identify what makes residents remain, take pride in, and become actively involved in the community. A summary list of those values is provided below.

- Rural living - size of lots (larger) allows for privacy
- C.E. Trail and other park and recreational activities
- Access to WIR
- Being able to walk around Darboy/Buchanan (even in the evening)
- Far enough “out in the country” but close to shopping and entertainment opportunities; Convenient location to shopping, Hwy 41 to other nearby cities
- Safe – relatively crime free; Friendliness of people leads to a feeling of safety and security; Safe, family atmosphere; Quiet with low crime levels
- The Town is in 4 school districts, which are all very good
- Community values demonstrated by church leaders, government and schools
- Similar work ethic in families
- Limited commercial development and unique blend of commercial, residential and agricultural areas
- Land & lots are affordable
- Mostly single family houses
- Mostly newer homes owned as opposed to leased
- Good roads and services
- Rustic roads like CE and KK
- Town Government - only democratic form of government
- Frugal Town government tempered by practicality
- Low property taxes
- Not your typical “city block” layout
- Natural resources, access to water sport areas
- Quality government services, such as parks, sewer, water, schools, roads at reasonable or lower costs than adjacent communities;
- Friendly “small town: feel; Small enough to know neighbors; Small town flavor; The spirit of residents
- Mature trees
- Nicely kept houses/yards-not junk filled
- Wonderful mix of age groups within neighborhoods, diversified

## Central Planning Issues Facing Buchanan

The value statements provided in this chapter offer a direction for the development and implementation of the *Town of Buchanan Comprehensive Plan*. Moreover, these values clearly indicate that residents of Buchanan share a strong sense of community identity and pride closely associated with the rural character, natural areas, and services that make the Town of Buchanan a desirable place to live.

In the next chapter of the Plan, *Issues & Opportunities*, additional information gathered from residents during the Kick-off Meeting and Vision Meeting is presented.

The Values, SWOT, and Vision Exercises also reveal some two central planning challenges that are addressed through the nine elements of this plan. First and foremost is the staggering growth rates. The Town's growth rates present a direct challenge to maintaining the town's rural character, natural resources, walkability, and high quality services. The growth has also promoted a sense of division between long-term and new residents; between residents living east of STH 55 and those living west of STH 55.

The second (and related) challenge is maintaining a sense of identity. The Town of Buchanan is divided into four different school districts. The Town shares its boundaries with Appleton, Kimberly, Combined Locks and Kaukauna. Each of these communities have their own zip codes, parks, and schools that residents identify with. Moreover, each of these communities have annexed land from the Town. The result of this annexation has left the Town divided into two separate halves. The Town's irregular, non-contiguous boundary, makes it that much more difficult to identify when you are in the Town of Buchanan and when you are not.

Finally, there is the strong identification residents have with "Darboy, USA." Darboy is not a city or a village. It is the name of the sanitary district serving the area. The name "Darboy" appears on directional signs, local business names (e.g. Darboy Club) and also the water tower. Darboy is even located on the official state map. Many "Darboy" residents fail to realize that they are actually living in the Town of Buchanan, and certainly visitors to the area are even more challenged to identify the Town of Buchanan. This is also shown in the survey results presented in Chapter 2.



Subdivision Development Adjacent to Farmland.



"Darboy USA" Water Tower - CTH KK.



Participants at the May 16, 2005 Kick-off / Values / SWOT Meeting held in the Kimberly High School Commons.