

## NOTICE OF PLAN COMMISSION MEETING

**DATE:** Tuesday, September 22, 2025

**TIME:** 5:15pm

**LOCATION:** Combined Locks Civic Center,  
Council Chambers, 405 Wallace Street

### AGENDA

1. Review and consider approval of minutes from 08/12/25 meeting
2. Review latest draft of 5-Year Comprehensive Outdoor Recreation Plan; update as necessary
3. Review draft of public input survey for Linberg Park future renovations
4. Schedule next meeting – may include park/trail tours
5. Adjourn

**Public Notice:** Agendas are posted in the following locations: Combined Locks Civic Center main entrance and Village website: [www.combinedlocks.wi.gov](http://www.combinedlocks.wi.gov). 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 or hearing should be made with as much advance notice as possible to the Clerk's Office at 405 Wallace Street, 920-788-7740 extension 203 or email at [gieser@combinedlocks.wi.gov](mailto:gieser@combinedlocks.wi.gov).

**Notice of Possible Quorum:** A quorum of the Village Board, Zoning Board of Appeals, or other Village committee 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 Village Board, Board of Review, Zoning Board of Appeals, or other Village committee will be taken at this meeting.



## MINUTES OF PLAN COMMISSION MEETING

DATE: Tuesday, August 12, 2025

TIME: 5:15pm

LOCATION: Combined Locks Civic Center,  
Council Chambers, 405 Wallace Street

### MINUTES

**A. Call to order: Meeting** called to order at 5:20pm.

**B. Attendance:** Plan Commission members present – Heckner (via telephone), Mulry, Carney, Mader, Romberg, and Talbot. Plan Commission members absent – Maynard & Weyenberg. Staff present – Administrator Shampo-Giese. Others present – David O’Brien of Bayland Builders, and Derek, Chris, and Kevin of NEWT (North East Wisconsin Trails).

1. **Review and consider approval of minutes from 06/10/25 meeting:** N. Romberg made a motion to approve the minutes as presented. K. Carney seconded the motion, and it passed unanimously.
2. **Review plans for Culver’s Office Building on lot 10 in The Locks Business Park; recommendation:** David O’Brien presented the plans for a Culver’s Office Building on the lot to the west of the Culver’s restaurant. The proposed building is 4,140 square feet with office space, training space and storage. Storage is for miscellaneous supplies such as straws, cups, aprons, napkins, etc. Transporting these supplies is done with a regular vehicle, not a box truck or semi. The vinyl fence will continue along the rear lot line, as will the landscaping. The lighting is “dark sky” compliant with light luminating downward. Plan Commission members discussed the proposed building noting that it has a brick and vinyl siding facade. T. Mulry made a motion to recommend approval of the building plans. D. Mader seconded the motion, and it passed unanimously.
3. **Discuss potential for mountain bike trail at Lindberg Park with members of NEWT/MTN bike community:** Plan Commission members reviewed and discussed the idea of creating a mountain bike trail at Lindberg Park noting some support of this from the community input sessions in 2020. Members of NEWT answered questions about park impact, noise, trail width, speed, user conflicts, costs, maintenance, design & build, insurance liability, and a potential bridge. With a roll call vote, Plan Commission members voted unanimously to recommend moving forward with this idea and bring it to the community for more input.
4. **Review updated format of 5-Year Comprehensive Outdoor Recreation Plan & provide feedback:** Plan Commission members reviewed the new format of the 5-Year Comprehensive Outdoor Recreation Plan as drafted by Chair Heckner. Consensus of member opinion was to approve the format as it is an excellent improvement to the plan.
5. **Schedule next meeting – may include park/trail tours:** The next meeting was scheduled for September 22<sup>nd</sup> at 5:15pm.
6. **Adjourn:** RJ. Talbot made a motion to adjourn the meeting. D. Mader seconded the motion, and it passed unanimously. The meeting adjourned at 6:40pm.

**Village of Combined Locks**

**Comprehensive Outdoor Recreation Plan 2026-2030**

# DRAFT



## **ACKNOWLEDGEMENTS**

The preparation of the Village of Combined Locks *Outdoor and Recreation Plan 2026-2030* was formulated by the Plan Commission and Village Staff.

The Combined Locks Village Board adopted it on December 2, 2025

## **VILLAGE BOARD OF TRUSTEES**

John Neumeier, President  
Justin Krueger  
Al Leicht  
Jim Ponto  
Tim Stutzman  
Brad Schinke  
RJ Talbot

## **VILLAGE PLAN COMMISSION**

Ken Heckner, Chair  
Kevin Carney  
John Weyenberg  
Deane Mader  
Jeff Maynard  
Tim Mulry  
Nate Romberg  
RJ Talbot

## **VILLAGE STAFF**

Racquel Shampo-Giese, Administrator/Clerk/Treasurer  
Keith Weyenberg, Co-Director of Public Works  
Ryan Swick, Co-Director of Public Works  
Kevin Carney, Parks Manager

## **Photos**

Courtesy of Kimberly High School Digital Media Students  
(unless otherwise noted)

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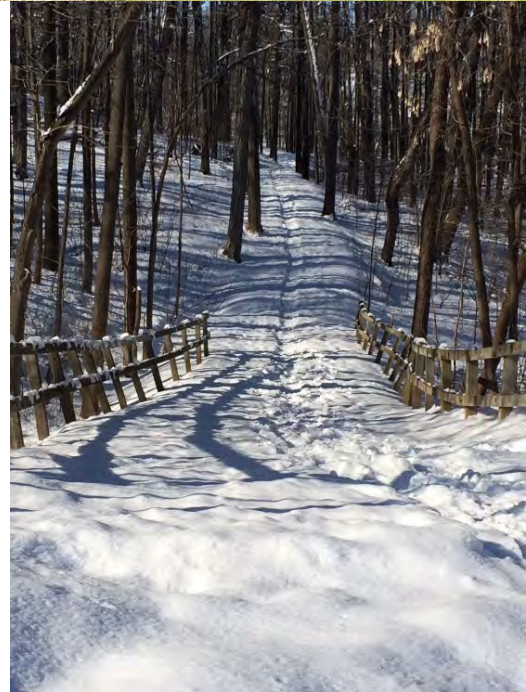
# INTRODUCTION AND PLAN OVERVIEW



Community leaders recognize the importance of strategic planning in protecting and enhancing the natural resources in our parks, while ensuring a high quality of life for current and future generations.

The 2026 - 2030 Combined Locks Comprehensive Outdoor Recreation Plan, developed by the Plan Commission and approved by the Village Board of Trustees, serves as a guide for preserving our unique natural environment. It enables residents and visitors to engage in recreational activities and coexist harmoniously with nature. The plan also outlines the development and revitalization of the community's park system and recreational facilities.

An inventory of existing parks and facilities has been conducted to establish the plan's goals and objectives. This inventory serves as the foundation for general and site-specific recommendations that will guide all projects in the document. As a dynamic resource, the plan will evolve with the completion of park improvements, updates to recreational amenities, and adjustments to goals and objectives.



# ABOUT COMBINED LOCKS



The Village of Combined Locks is located in the southeastern corner of Outagamie County, east of United States Highway 44 and along County Trunk Highway CE. It is bordered by the Fox River and the Village of Little Chute to the north, the Village of Kimberly to the west, the City of Kaukauna to the east, and the Town of Buchanan to the south.

The village has a population of approximately 3,633 residents and is part of the larger Fox Cities metropolitan area, which has over 260,000 individuals. Combined Locks has experienced significant growth, with a 37.4% increase in population from 2005 to 2015, and a projected rise of 9.2% from 2015 to 2025.

Originally settled by Dutch, Irish, and German immigrants, the community established the locks system and developed local paper mills. Combined Locks is a riverfront community with a rich Native American history and was incorporated in 1920, initially serving the Combined Locks Paper Company, established in 1889.

The village is renowned for its high quality of life, characterized by well-maintained homes, reputable schools, and convenient access to shopping and recreational activities.

The paper mill remains a significant employer in the area, and a Business Park is currently under development at the corner of County Trunk Highway CE and Debruin Road. Kwik Trip is the anchor tenant, with Culver's recently opening in the summer of 2025.

In 2024, a 67-acre site was annexed for residential development, which will include a mix of single-family and multifamily homes, anticipated to be completed within three to five years.



# VILLAGE OF COMBINED LOCKS QUICK FACTS



**3,633**  
TOTAL  
POPULATION



**2,117**  
PEOPLE PER  
SQUARE MILE



**44.8**  
MEDIAN AGE



**10.8%**  
POPULATION WITH  
A DISABILITY



**26.5 %**  
BACHELORS  
DEGREE OR  
BEYOND



**85%**  
HIGH SCHOOL  
DEGREE OR  
LESS



**\$89,310**  
MEDIAN  
HOUSEHOLD  
INCOME



**1.7%**  
PERSONS  
BELOW  
POVERTY LINE



**1,488**  
TOTAL  
HOUSEHOLDS



**2.4**  
PERSONS PER  
HOUSEHOLD

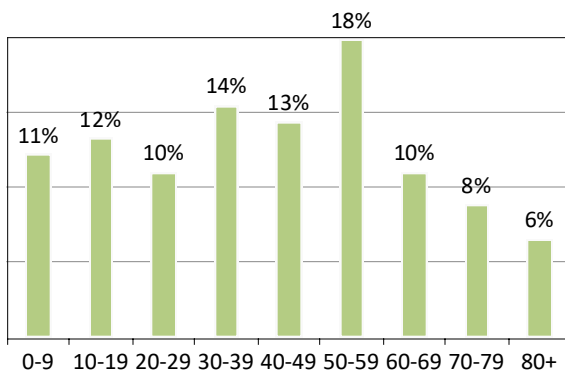


**87%**  
HOME  
OWNERSHIP

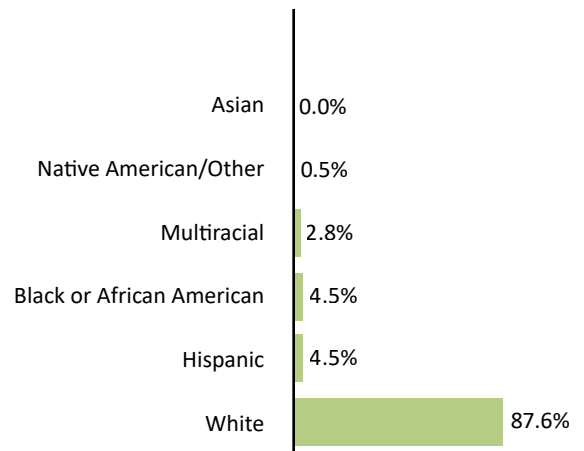


**4%**  
HOUSEHOLDS  
WITH NO  
VEHICLE

POPULATION BY AGE RANGE



POPULATION BY RACE



Source American Community Survey (ACS) 2023



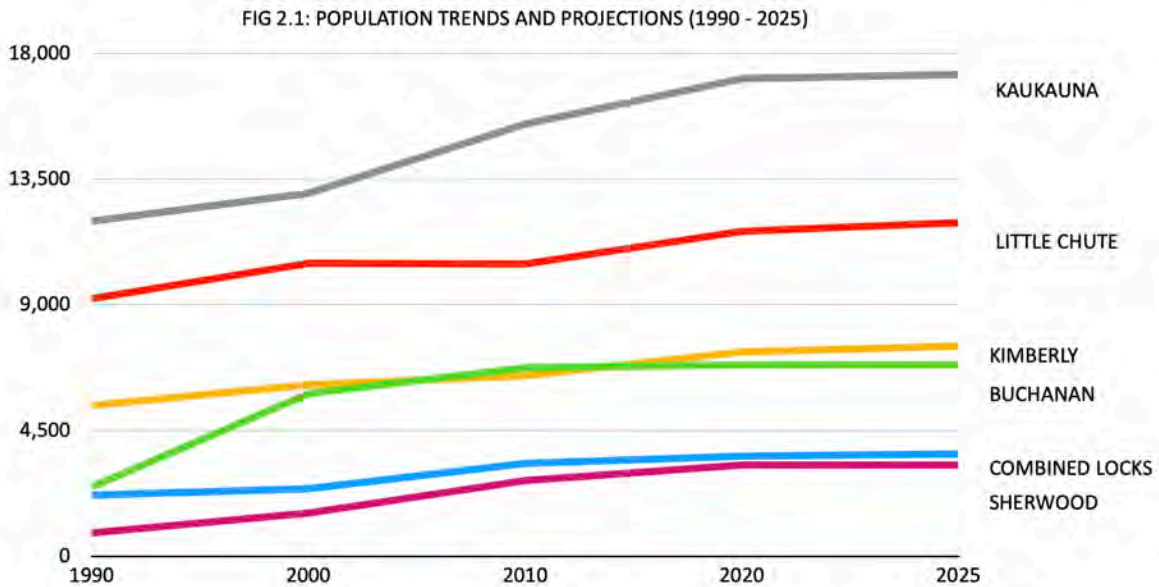
# COMMUNITY DATA



TABLE 2.1: HISTORICAL CENSUS POPULATIONS COMPARISON, 1990 - 2025

	1990	2000	2010	2020	2025	% Change 1990 - 2000	% Change 2000 - 2023	% Change 2010 - 2023
<b>V. Combined</b>	<b>2,190</b>	<b>2,422</b>	<b>3,328</b>	<b>3,588</b>	<b>3,663</b>	<b>10.6%</b>	<b>37.4%</b>	<b>10.1%</b>
T. Buchanan	2,484	5,827	6,755	6,857	6,857	134.6%	15.9%	1.5%
C. Kaukauna	11,982	12,983	15,462	17,089	17,237	8.4%	19.1%	11.5%
V. Kimberly	5,406	6,146	6,468	7,320	7,529	13.7%	5.2%	16.4%
V. Little Chute	9,207	10,476	10,449	11,619	11,930	13.8%	-0.3%	14.2%
V. Sherwood	837	1,550	2,713	3,271	3,271	85.2%	75.0%	20.6%

Source: 1990, 2000, 2010, 2020, 2023 ACS B01003



## COMMUNITY DATA

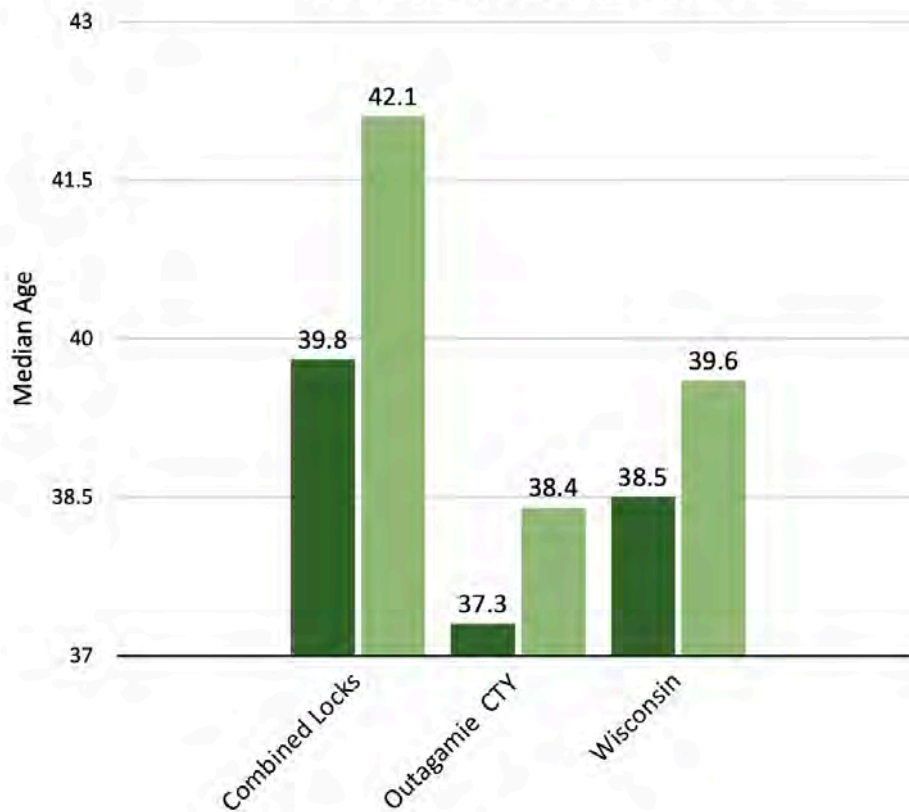


TABLE 2.2: COMBINED LOCKS MEDIAN AGE

	2008-2012		2020-2023	
	Estimate	Median Age	Estimate	Median Age
Combined Locks	3,310	39.8	3,613	42.1
Outagamie CTY	176,777	37.3	189,649	38.4
Wisconsin	5,685,492	38.5	5,914,136	39.6

Sources: ACS 2008-2012 & 2020-2023 B01001, B01002

FIG 2.2: COMBINED LOCKS MEDIAN AGE



# COMMUNITY DATA

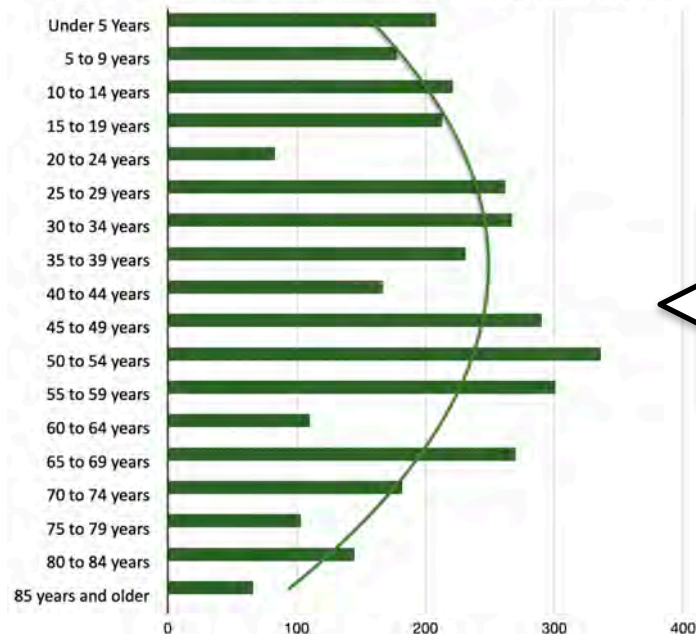


TABLE 2.3: AGE DISTRIBUTION, VILLAGE OF COMBINED LOCKS

Age Category	Estimate	Percent of Total
Total Population	3633	100.0%
Under 5 Years	208	5.7%
5 to 9 years	178	4.9%
10 to 14 years	221	6.1%
15 to 19 years	213	5.9%
20 to 24 years	83	2.3%
25 to 29 years	262	7.2%
30 to 34 years	267	7.3%
35 to 39 years	231	6.4%
40 to 44 years	167	4.6%
45 to 49 years	290	8.0%
50 to 54 years	336	9.2%
55 to 59 years	301	8.3%
60 to 64 years	110	3.0%
65 to 69 years	270	7.4%
70 to 74 years	182	5.0%
75 to 79 years	103	2.8%
80 to 84 years	145	4.0%
85 years and older	66	1.8%

Source: ACS S0101

FIG 2.3: AGE DISTRIBUTION GRAPH, VILLAGE OF COMBINED LOCKS

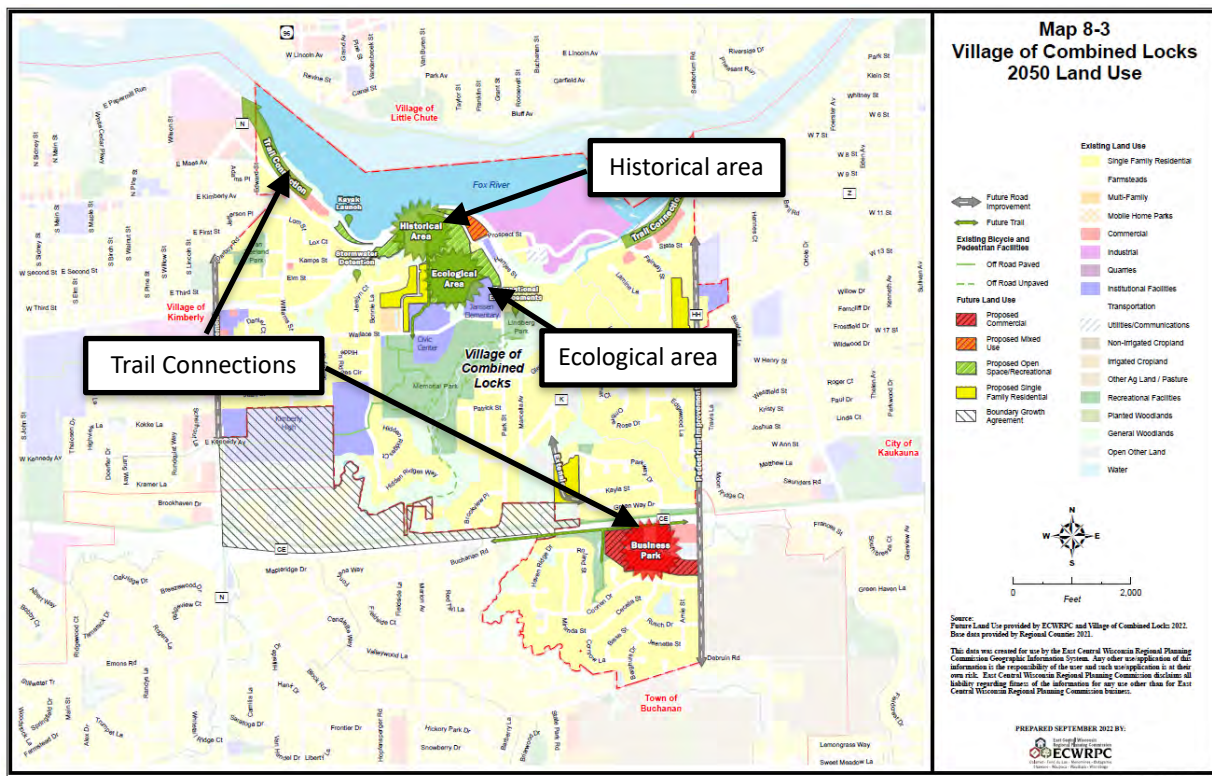


42% of the population is 50+ years old

# LAND USE - 2040 VISION STATEMENT

*In 2040, the Village of Combined Locks is a thriving community known for its well-kept neighborhoods, excellent parks, extensive trails, and a quality business park. Village leadership focuses on innovative land use and growth management to maintain the high quality of life. Redeveloping obsolete land into higher-value projects has boosted the tax base and reduced the need for new infrastructure investments. Additionally, recreational opportunities are improving with new riverfront spaces, and residential development is carried out sustainably to preserve the Village's unique character*

FIGURE 3.1: COMBINED LOCKS FUTURE LAND USE



## FUTURE PLANS

Recreational development moving forward includes the following:

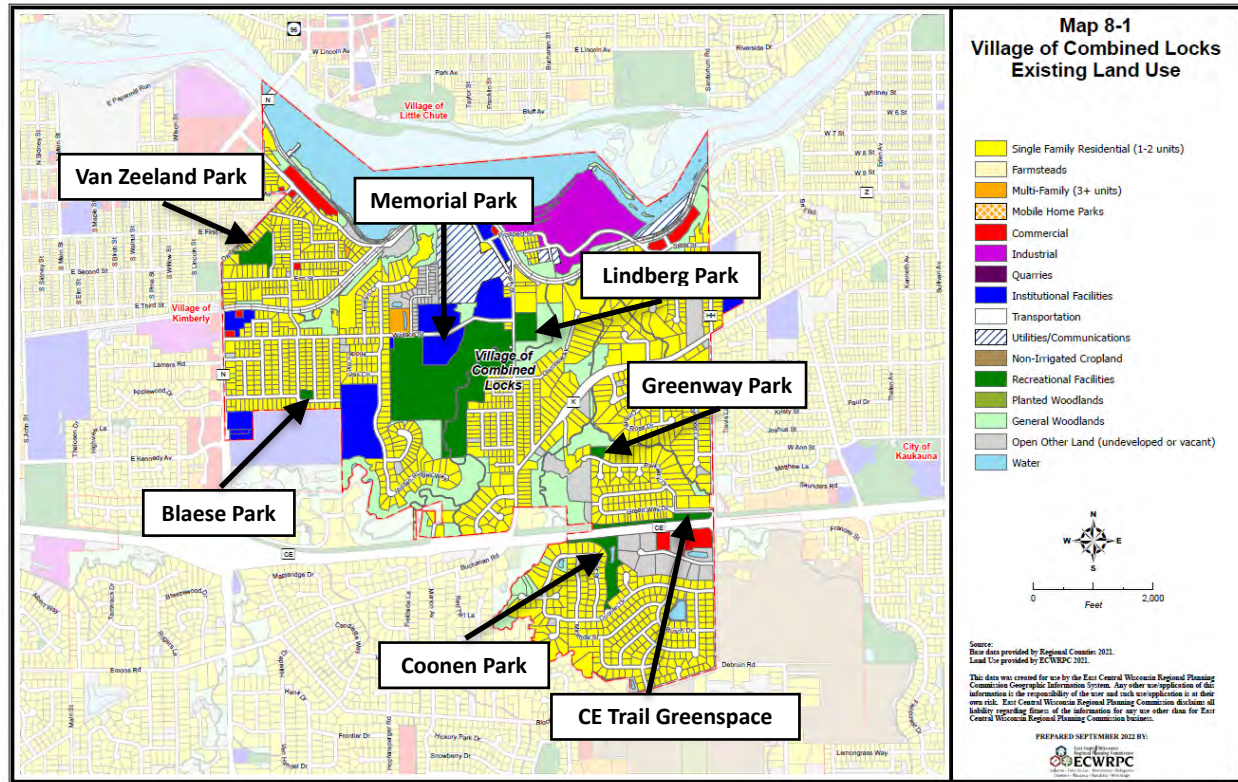
- The addition of a Historical Area focused on preserving the original Village Hall and Ryan School Building.
- An Ecological Area to recreate natural grasslands, with the potential addition of a dog park and trails..
- Trail connections along Prospect Avenue include the CE trail, Nelson Family Heritage trail, and the broader Fox Valley trails network.



# RECREATIONAL RESOURCES



FIGURE 4.1: COMBINED LOCKS EXISTING LAND USE



## Combined Locks

By the numbers



93.4 Acres of park



39 Residents per park



3 Baseball fields



5 Soccer fields



6 Playgrounds

## EXISTING PARK FACILITIES

The Village of Combined Locks features eight parks and green spaces, including baseball diamonds and archery ranges. It also boasts natural resources such as Garner's Creek and the wooded areas of Don Fries and Memorial Park, which has a walking trail that connects to the larger regional CE trail. These resources enhance the Village's recreational offerings, foster a thriving community, and provide accessible and diverse outdoor experiences for all residents.



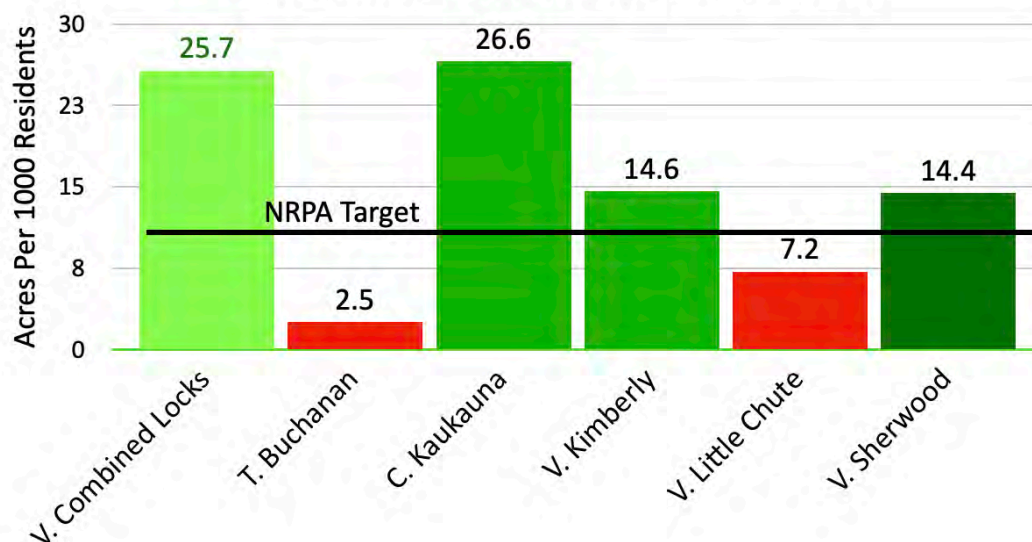
## RECREATIONAL RESOURCES

TABLE 4.2: ACRES OF PARK LAND - 1,000 RESIDENTS

NRPA Recommended Acres Minimum per 1000	Residents	Total Park and Recreational Acreage	Total Park Acreage NRPA (Target)	Acres / 1000 Residents (Actual)
Jurisdiction				
<b>V. Combined</b>	<b>3,634</b>	<b>93.4</b>	<b>36.3</b>	<b>25.7</b>
T. Buchanan	6,857	17.5	68.6	2.5
C. Kaukauna	17,237	458.0	172.4	26.6
V. Kimberly	7,529	110.0	75.3	14.6
V. Little Chute	11,930	86.0	119.3	7.2
V. Sherwood	3,600	52.0	36.0	14.4

*The National Recreation and Park Association (NRPA) recommends that communities provide a minimum of 10 acres of park and open space for every 1000 residents*

FIG 4.2 ACRES OF PARK LAND - 1,000 RESIDENTS



## RECREATIONAL RESOURCES



TABLE 4.3: EXISTING VILLAGE-OWNED PARK AND RECREATIONAL ACREAGE

Park	Acreage	Classification
Memorial Park 405 Wallace St.	60.47*	Community Park
Van Zeeland Park 237 Darboy Rd	5.27	Community Park
Lindberg Park 415 Park St.	16.28	Community Park
Blaese Park 535 Richard St.	0.77	Neighborhood Park
Greenway Park 135 Parkway Dr.	4.42	Neighborhood Park
Coonen Park 550 Coonen Dr.	6.15	Neighborhood Park

*\*Memorial Park acreage excludes the Civic Center site, which occupies 5.51 acres of land*

# PARKS AND AMENITIES



TABLE 4.4: VILLAGE OF COMBINED LOCKS PARK AMENITIES MATRIX

	Community Parks			Neighborhood Parks			Other Recreation	
	Memorial	Van Zeeland	Lindberg	Blaese	Coonen	Greenway	Don Fries	CE Trail
Acres	44	4.5	4.5	1	6	4	21	
<b>Amenities</b>								
Archery Range	X							
Baseball/Softball Diamond	X							
Basketball Court/Basketball Hoop	X	X	X		X			
Batting Cage/Backstop	X							
Bocce Ball Court - future		X						
Community Food Pantry	X							
Concessions Stand (Privately Operated)	X							
Drinking Water	X	X	X		X			
Fishing (Along Baird Creek)	X						X	
Flexible Lawn Space	X	X			X		X	
Gaga Ball	X	X						
Horseshoe Pits	X							
Ice Skating/Hockey Rink							X	
Free Little Library	X							
Off Street Parking	X	X	X		X	X	X	X
Pickleball Court		X	X					
Playground Equipment (Handicap Accessible)	X	X	X	X	X	X		
Restrooms	X	X	X		X			
Shelter - Rentable	X	X	X					
Shelter - Shade				X	X	X		
Sledding Hill							X	
Soccer Field	X	X					X	
Tennis Court			X					
Volleyball Court	X	X	X		X			
Walking Trails	X	X	X		X		X	X



# RECREATIONAL CLASSIFICATIONS



TABLE 4.5: VILLAGE OF COMBINED LOCKS PARK CLASSIFICATION DEFINITIONS

Classification	Definition	Size	Level of Service
Community Park	Designed to serve a broad segment of the community and provide a wide range of recreational activities. Often host organized sports leagues and are generally located in areas that are easily accessible near major roads and trails	15+ acres	Walking: 0.5 miles Driving: 2 miles
Neighborhood Park	Basic unit of the park system, intended to serve the immediate neighborhood and a variety of age groups. Often include playgrounds facilities, open play areas, shelters, small sports courts, and toilet facilities	1-15 acres	Walking: 0.25 miles Driving: 0.5 miles
Mini Park	Serve a very localized area, offering small, accessible recreational spaces for nearby residents. Facilities may include small playgrounds, open play areas, and benches. Amenities are limited due to size, and off-street parking is not necessary.	0.25 - 1 acres	Walking: 0.25 miles Driving: 0.25 miles
Green Space	Properties designated as parks that have few or no built facilities, but preserve unique land, water, vegetative, historic, and other aesthetic features in their natural state. Often these areas take advantage of streams and other natural features, which help preserve areas for wildlife and other environmental assets of the community. Amenities include walking/hiking trails, environmental corridors, creeks, streams, wetlands, drainage ways, ravines and woodlands, steep sloped areas (12% Or greater) and minimal landscaped areas.	0.25 - 30 acres	Walking: 0.25 miles Driving: 0.25 miles
Special Facility Park	Designed to cater to specific activities or interests beyond general recreational purposes. Often include specialized equipment or infrastructure such as boat launches, kayak/canoe launches, or historical sites.	1-5 acres	Walking 0.25 miles Driving: 2 miles
Greenways and Trails	Lands that effectively tie park system components together to form a continuous park environment, primarily serving bicyclists and pedestrians.	Variable	Variable

# RECREATIONAL TRENDS



## STATEWIDE TRENDS

To effectively provide the right type of recreational activities and facilities, the Village needs to better understand broader recreational trends. The following table is from the *2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan* and identifies trends in outdoor recreational preferences.

TABLE 5.1: STATE OF WISCONSIN RECREATIONAL TRENDS

Bicycling - Winter/Fat Tire biking	↑↑↑
Camping - RV/pop-up	↑↑↑
Bicycling - mountain biking	↑↑↑
Riding ATV's or UTV's	↑↑↑
Canoeing/kayaking	↑↑
Bicycling - recreational/Rail-trail riding	↑↑
Use of picnic areas - day use areas/beach areas	↑↑
Paddle boarding	↑↑
Dog walking on trails	↑↑
Hiking/walking/running on trails	↑↑
Fishing	↑↑
Motor Boating (including pontoon boats)	↑
Snowshoeing	↑
Target Firearm shooting at designated ranges	↑
Target archery at designated ranges	↑
Bird/Wildlife watching	↑
Nature Photography	↑
Swimming in lakes/ponds/rivers	↑
Cross-Country skiing - on groomed trails	↑
Driving 4WD vehicles	↔
Horseback riding	↔
Gathering berries, mushrooms, etc.	↔
Hunting - turkey	↔
Hunting - small/big game	↔
Riding dual-sport motorcycles	↔
Cross-Country skiing - on ungroomed trails	↓
Trapping	↓
Snowmobiling	↓↓

Source: 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan



## OVERALL GOALS AND OBJECTIVES



### VISION STATEMENT

*Building community by ensuring everyone has access to an ideal system of parks, natural resources, and recreational opportunities that enhance the quality of life for all residents and visitors.*



### PLAN GOALS

The Comprehensive Outdoor Recreational Plan for the Village of Combined Locks outlines goals and objectives to guide community leaders in developing amenities that enhance the park and recreation system for residents and visitors. These goals represent the ideal conditions for the future—shared aspirations of Village residents that can be achieved through the collective efforts of local officials, private organizations, and individual citizens. The corresponding objectives specify the actions required to attain these goals. Together, the goals and objectives provide a solid foundation for establishing Village policies concerning the future development and management of local parks and recreational areas.

## GOALS AND RECOMMENDATIONS



### GOAL ONE

*To ensure that quality open spaces and recreational facilities are accessible to all residents and visitors of the Village, providing a variety of recreational resources with connectivity where feasible.*

#### STRATEGIES:

1. Offer a comprehensive range of recreational facilities for Combined Locks residents year-round.
2. Design active and passive recreational areas to accommodate the elderly and disabled, ensuring they meet the diverse needs of our community.
3. Promote regional initiatives to create shared parks for public use, including dog parks, major regional parks, and the conservation of sensitive and significant natural areas.
4. Ensure the development of safe and interconnected trail systems throughout the community, linking to neighboring communities.
5. Ensure consistent design elements in landscaping, lighting, and signage while incorporating unique amenities in each park.

# GOALS AND RECOMMENDATIONS



## GOAL TWO

*To conserve, protect and improve environmental resources of the Village and surrounding areas.*

## STRATEGIES

1. Ensure the environmental and aesthetic qualities of the community are considered when planning for future development.
2. Protect existing wooded areas, floodplains, and other unique natural features from urban development.
3. Preserve and/or create structures and sites that reflect the historical and natural heritage of the area.
4. Ensure that future development does not disrupt natural drainage areas in the community.
5. Protect our resources from invasive terrestrial plant species with help from volunteers such as the Sierra Club and residents.
6. Ensure the preservation of trees in the Village's parks and woodland areas through proper maintenance, the planting of diverse species, and educating the public on the care of trees.

## GOALS AND RECOMMENDATIONS



### GOAL THREE

*To encourage continued involvement of Village residents when planning for park and recreational development and redevelopment*

### STRATEGIES

1. Conduct public meetings and invite citizen involvement in developing or redeveloping the community's open space and recreation plan
2. Strive to involve various community/civic organizations in the planning process of park and recreational developments in the community
3. Strive to involve property owners



## SUMMARY - COMBINED LOCKS PARK PLAN AND RECOMMENDATIONS



The following summary outlines the planned projects for all parks and recreation assets in Combined Locks. This document is not a final or detailed plan; rather, it aims to provide visibility to Village Leadership. It can serve as a foundation for discussions regarding future improvements and budgeting.

All estimates are presented in 2025 dollars.

This plan should be reviewed and updated annually to reflect any changes or adjustments.

TABLE 4.6: TOTAL COMBINED COST - PARKS ACTION PLAN

Project	Total Est. Cost	2025	2026	2027	2028	2029	Long-Term
Memorial Park and Don Fries	\$ 809,000	\$ 28,500	\$ 10,500	\$ 20,000	\$ 35,000	\$ 15,000	\$ 700,000
Van Zealand Park	\$ 304,000	\$ 500	\$ 3,000	\$ 500	\$ 0	\$ 0	\$ 300,000
Lindberg Park	\$ 1,286,500	\$ 1,000	\$ 2,500	\$ 303,000	\$ 30,000	\$ 150,000	\$ 800,000
Blaese Park	\$ 54,000	\$ 0	\$ 8,000	\$ 20,500	\$ 500	\$ 25,000	\$ 0
Greenway Park	\$ 102,500	\$ 0	\$ 0	\$ 22,500	\$ 0	\$ 0	\$ 85,000
Coonen Park	\$ 473,000	\$ 0	\$ 10,000	\$ 10,000	\$ 3,000	\$ 0	\$ 450,000
ANNUAL PARKS BUDGET		\$ 105,000	\$ 110,000	\$ 115,000	\$ 120,000	\$ 125,000	
<b>TOTAL COST PER YEAR</b>	<b>\$ 3,029,000</b>	<b>\$ 75,000</b>	<b>\$ 76,000</b>	<b>\$ (261,500)</b>	<b>\$ 51,500</b>	<b>\$ (65,000)</b>	<b>\$ 2,335,000</b>

*All cost estimates are in 2025 dollars*



# MEMORIAL PARK & DON FRIES RECREATION AREA



## PARK TYPE

Community Park

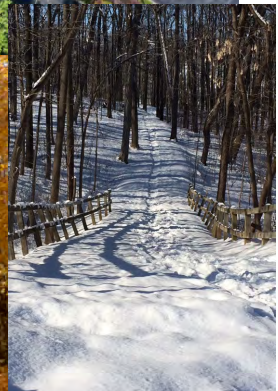
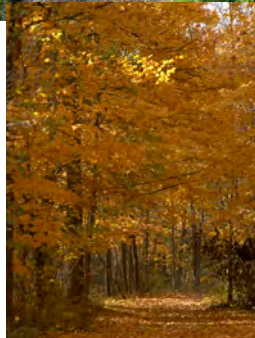
**Address:** 405 Wallace Street

**Size:** 65 acres

Memorial Park is centrally located in the community and underwent a major renovation in 2004, replacing old structures with modern amenities. This versatile facility includes illuminated baseball fields, a volleyball court, a basketball court, a children's play area, restrooms, a shelter, soccer fields, horseshoe pits, an archery range with an elevated platform, and a lighted pathway

The park encompasses 40 acres of wooded land featuring ravines, hiking trails, an ice skating area, and a sledding hill. Memorial Park is the primary recreational hub for the community.

Next to the park is the Don Fries Recreational Area on the east side, along with the Combined Locks Civic Center Campus, which provides additional soccer fields, a sledding hill, and an ice rink. This area acts as a trailhead for scenic walks through over 60 acres of forest, with 6.1 miles of walking and hiking trails. The natural terrain also supports an amphitheater that hosts various musical events



# MEMORIAL PARK PLAN AND RECOMMENDATIONS



Here is a list of projects that have been recently completed and those that are planned for the future. Cost estimates are provided in current-year values. (2025) whenever possible. This serves as a guide for planning and budgeting future improvements and enhancements.

Project	Year	Est. Cost	2025	2026	2027	2028	2029	Long-Term
<b>FUTURE ITEMS</b>								
Upgrade existing volleyball court		\$ 20,000		\$ 20,000				
New fencing around playground and other fencing maintenance		\$ 20,000			\$ 20,000			
Upgrade all existing trail and park lighting to LED		\$ 15,000				\$ 15,000		
Construct a new grilling area away from current location and building soffit		\$ 15,000					\$ 15,000	
Upgrade backstops on all three baseball fields to net system		\$ 20,000				\$ 20,000		
Install three pickleball courts		\$ 300,000						\$ 300,000
Splashpad		\$ 250,000						\$ 250,000
New retaining wall West of ice rink, front of Civic Center		\$ 150,000						\$ 150,000
<b>TOTAL COST PER YEAR</b>		<b>\$ 809,000</b>	<b>\$ 8,500</b>	<b>\$ 30,500</b>	<b>\$ 20,000</b>	<b>\$ 35,000</b>	<b>\$ 15,000</b>	<b>\$ 700,000</b>

All cost estimates are in 2025 dollars



# VAN ZEELAND PARK



## PARK TYPE

Community Park

**Address:** 237 Darboy Road

**Size:** 5.27 acres

Van Zeeland Park is situated in the northwest section of the community and underwent a complete transformation in 2022.

The park features a shelter equipped with a kitchen and restrooms. It serves multiple purposes and includes soccer fields, a full-size basketball court, a pickleball court, a children's play area, an open play area, and a Gaga ball structure. Additionally, a Bocce ball area is planned for the future.



## VAN ZEELAND PARK PLAN AND RECOMMENDATIONS



Here is a list of projects that have been recently completed and those that are planned for the future. Cost estimates are provided in current-year values. (2025) whenever possible. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 3.2. VAN ZEELAND PARK, 5-YEAR ACTION PLAN

Project	Year	Est. Cost	2025	2026	2027	2028	2029	Long-Term
<b>COMPLETED ITEMS</b>								
Added Gaga ball court	2023							
Complete redevelopment of park and shelter	2022							
Replaced park entrance signs	2018							
Replace / repair small playground equipment	2016							
<b>FUTURE ITEMS</b>								
Add Bocce ball court		\$ 1,000		\$ 1,000				
Replace drainage ditches with drain tile		\$ 1,500		\$ 1,500				
Additional shade tree planting		\$ 1,500	\$ 500	\$ 500	\$ 500			
Additional pickle ball courts (2)		\$ 300,000						\$ 300,000
<b>TOTAL COST PER YEAR</b>		<b>\$ 304,000</b>	<b>\$ 500</b>	<b>\$ 3,000</b>	<b>\$ 500</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$ 300,000</b>

*Cost estimates are in 2025 dollars*

# LINDBERG PARK



## PARK TYPE

Community Park

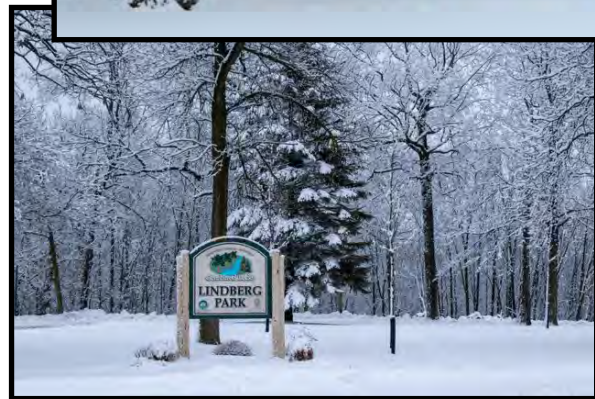
**Address:** 415 Park Street

**Size:** 16.28 acres

Lindberg Park, located in the east-central part of the Village, is the oldest community park and serves as an ideal venue for small family reunions and gatherings. Recent improvements include a tennis court that also features markings for pickleball. The park has a children's play area, a grass volleyball court, and a covered picnic shelter equipped with restrooms. Spanning approximately 13 acres, the park consists of wooded areas, ravines, and undeveloped land, with part of it adjacent to Memorial Park.

Within the park, there is a 0.5-mile-long walking trail loop that winds through the undeveloped sections. A connector to the trail system in Memorial Park features a marked street crossing with warning lights, ensuring that trail users can safely cross Park Street.

Currently, renovation work is underway at the park and is planned to occur in 4 to 5 phases. Phase 1 has recently been completed, which involved modifying the parking lot to address water drainage issues and to separate play areas from vehicular traffic. Future phases may include improvements to the children's play area, the addition of pickleball courts, a new shelter with restrooms and kitchen facilities, a volleyball court, an open grassy play area, and a scenic overlook.





# LINDBERG PARK PLAN AND RECOMMENDATIONS



Here is a list of projects that have been recently completed and those that are planned for the future. Cost estimates are provided in current-year values. (2025) whenever possible. This serves as a guide for planning and budgeting future improvements and

TABLE 3.3. LINDBERG PARK, 5-YEAR ACTION PLAN

Project	Year	Est. Cost	2025	2026	2027	2028	2029	Long-Term
<b>COMPLETED ITEMS</b>								
Replace merry-go-round	2023							
Resurface tennis court	2022							
Revamped planting bed near memorial plaque	2019							
Replaced / painted small playground equipment	2016							
Replaced park entrance sign	2016							
<b>FUTURE ITEMS</b>								
Replace shelter kitchen / bathrooms exhaust fan.		\$ 2,500		\$ 2,500				
Low-cost epoxy like coating on restroom/kitchen floor areas		\$ 1,000	\$ 1,000					
Phase out existing wooden benches - ongoing		\$ 0						
Replace tennis court with three pickleball courts		\$ 300,000			\$ 300,000			
Upgrade and map existing trails		\$ 3,000			\$ 3,000			
Create single-track mountain biking trail in undeveloped area of park		\$ 30,000				\$ 30,000		
Relocate and upgrade childrens play area per park master plan		\$ 150,000					\$ 150,000	
Construct new/remodel existing pavilion per park master plan		\$ 750,000						\$ 750,000
Create outdoor learning area/ampitheater per park master plan		\$ 75,000						\$ 75,000
<b>TOTAL COST PER YEAR</b>		<b>\$1,311,500</b>	<b>\$ 1,000</b>	<b>\$ 2,500</b>	<b>\$ 303,000</b>	<b>\$ 30,000</b>	<b>\$ 150,000</b>	<b>\$ 825,000</b>

All cost estimates are in 2025 dollars

# BLAESE PARK



PARK TYPE  
Neighborhood Park

**Address:** 535 Richard Street

**Size:** 1.0 acres

Blaese Park is located on the southwest side of the community. This park features a playground area and a shaded shelter.





## BLAESE PARK PLAN AND RECOMMENDATIONS



Here is a list of projects that have been recently completed and those that are planned for the future. Cost estimates are provided in current-year values. (2025) whenever possible. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 4.4. BLAESE PARK, 5-YEAR ACTION PLAN

Project	Year	Est. Cost	2025	2026	2027	2028	2029	Long-Term
<b>COMPLETED ITEMS</b>								
Improve park drainage throughout park	2021							
Revamped planting bed near memorial plaque	2019							
Replaced park entrance sign	2018							
<b>FUTURE ITEMS</b>								
Remove and replace trees as they age		\$ 1,500		\$ 500	\$ 500	\$ 500		
New fencing around childrens play area		\$ 5,000		\$ 5,000				
Upgrade play equipment (slide, climbing structure)		\$ 20,000			\$ 20,000			
Remove and replace wooden benches		\$ 2,500		\$ 2,500				
Upgrade shade shelter		\$ 25,000					\$ 25,000	
<b>TOTAL COST PER YEAR</b>		<b>\$ 54,000</b>	<b>\$ 0</b>	<b>\$ 8,000</b>	<b>\$ 20,500</b>	<b>\$ 500</b>	<b>\$ 25,000</b>	<b>\$ 0</b>

All cost estimates are in 2025 dollars

# GREENWAY PARK



## PARK TYPE

Neighborhood Park

**Address:** 237 Darboy Road

**Size:** 4.42 acres

Greenway Park is a neighborhood park facility serving the Green Way Village subdivision, located in the southeastern section of the community.



The park covers 4.42 acres of land, with some areas featuring hillside terrain. Approximately 1.12 acres of flat land have been developed for park activities.

The land that now comprises the Green Way subdivision was originally owned by Arnold and Jeanette Coonen, who annexed the property to Combined Locks for development. A "Name the Park" contest was held, and Arnold and Jeanette selected the winning entry.





# GREENWAY PARK PLAN AND RECOMMENDATIONS



Here is a list of projects that have been recently completed and those that are planned for the future. Cost estimates are provided in current-year values. (2025) whenever possible. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 4.5. GREENWAY PARK, 5-YEAR ACTION PLAN

Project	Year	Est. Cost	2025	2026	2027	2028	2029	Long-Term
<b>COMPLETED ITEMS</b>								
Replaced park entrance sign	2018							
Replaced small playground equipment	2015							
<b>FUTURE ITEMS</b>								
Upgrade all lighting to LED		\$ 2,500			\$ 2,500			
Construct bathroom facility if Rooyakers property is developed		\$ 50,000						\$ 50,000
Connect trail to future Rooyakers development to the Southwest		\$ 50,000			\$ 20,000			\$ 35,000
Clear scrub brush and buckthorn to the peninsula (+25% usable area)		\$ 0						
<b>TOTAL COST PER YEAR</b>		<b>\$ 102,500</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$ 22,500</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$ 85,000</b>

*All cost estimates are in 2025 dollars*

# COONEN PARK



PARK TYPE  
Neighborhood Park

**Address:**

**Size:**

Coonen park is the newest recreational facility in the community, constructed in 2017. It spans 6.15 acres within the Coonen subdivision and is enjoyed by residents of the the 245-lot area.

The park features playground areas, a lighted pathway, open play space, a basketball court, Gaga ball, grass volleyball, a shade shelter, and restroom facilities.



# COONEN PARK PLAN AND RECOMMENDATIONS



Here is a list of projects that have been recently completed and those that are planned for the future. Cost estimates are provided in current-year values. (2025) whenever possible. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 4.6. COONEN PARK, 5-YEAR ACTION PLAN

Project	Year	Est. Cost	2025	2026	2027	2028	2029	Long-Term
<b>COMPLETED ITEMS</b>								
Re-seal basketball court	2023							
Improved drainage in playground area and West edge of park	2022							
Added Gaga ball	2019							
Improved park lighting	2016							
<b>FUTURE ITEMS</b>								
Upgrade all lighting to LED		\$ 2,500			\$ 2,500			
Re-seal asphalt walking trail		\$ 2,500		\$ 2,500				
Phase-out and replace wood benches		\$ 3,000				\$ 3,000		
Define park boundary lines with landscaping		\$ 5,000		\$ 5,000				
Replace paver planters		\$ 2,500		\$ 2,500				
Epoxy coating on restroom floors		\$ 7,500			\$ 7,500			
Trail connection to CE trail on North side of CTH CE		\$ 150,000						\$ 150,000
2 Pickleball courts		\$ 300,000						\$ 300,000
<b>TOTAL COST PER YEAR</b>		<b>\$ 473,000</b>	<b>\$ 0</b>	<b>\$ 10,000</b>	<b>\$ 10,000</b>	<b>\$ 3,000</b>	<b>\$ 0</b>	<b>\$ 450,000</b>

All cost estimates are in 2025 dollars



# PEDESTRIAN AND BICYCLE TRAILS



## EXISTING PEDESTRIAN AND BICYCLE FACILITIES

The Village of Combined Locks has a total of **8.1** miles of unpaved trails and **0.5** miles of paved trails. A shared-use paved sidewalk trail connects County Rd K to the CE trail.

These trails are part of a designated park and off-road system, primarily utilized for walking. They guide users through various parks and woodland areas.

Memorial Park and Don Fries Recreation Area feature an extensive trail system, which includes **XX** miles of unpaved trails. This system connects to the CE trail, winding through woodlands and alongside Garners Creek.



The CE trail runs along the southern border of Combined Locks. This asphalt trail parallels CTH CE, stretching from Appleton to Kaukauna and is part of the Outagamie County Parks system, covering approximately 5.8 miles. A pedestrian underpass located off Buchanan Road provides a safe crossing beneath CTH CE.

Potential plans include linking the CE underpass to a new trail that will run parallel to CTH CE on the southern side of the roadway. This trail will connect the Combined Locks Coonen and Locks Grand neighborhoods, offering safe pedestrian and bicycle routes to the village's main community parks and recreation programs.

Walking/Hiking trails	
Park	Distance (miles)
Memorial Park	6.1
Van Zeeland Park	0.6
Lindberg Park	1.2
Blaese Park	0.2
Greenway Park	0
Coonen Park	0.5
Total Trail Length	<b>8.6</b>



# PEDESTRIAN AND BICYCLE TRAILS



## PEDESTRIAN AND BICYCLE DEFINITIONS

### BIKE LANE

A bike lane is a part of the roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists.

### SIDEWALKS

Sidewalks are a space for pedestrian travel within the public right-of-way that is separated from roadway vehicles. The terrace provides a buffer zone between users and vehicles

### SHARED USE PATH

A shared-use path is an off-road facility that is exclusively designated for both pedestrians and bicyclists. Typically, these facilities range in width from 10 to 14 feet.

### CROSSWALK

Pedestrian roadway facilities should clearly indicate to pedestrians where and when they should cross the street. It is equally important that crosswalks are clearly visible to motorists entering a pedestrian area.

### CURB RAMP OUT

Curb ramps are designed to provide accessible routes for entering crosswalks, crossing streets, or accessing bus stops where walkways meet the curb.

### PEDESTRIAN REFUGE ISLAND

Pedestrian refuge islands are positioned to provide a waiting area for those who are unable to completely cross the street during a signal crossing phase.

### LIGHTING

Pedestrian lighting enhances the visibility of pedestrians for drivers, fosters a sense of personal security, highlights potential hazards, and creates dynamic and welcoming streetscapes.

### PEDESTRIAN COUNTDOWN TIMERS

Pedestrian countdown timers enhance safety by providing critical information to assist pedestrians in making crossing decisions, often featuring pushbuttons

### RAPID FLASHING BEACON

The rapid flashing beacon is a device used with pedestrian warning signs to provide high-visibility, strobe-like warnings to drivers when pedestrians are using a crosswalk.

### SIGNED SHARED ROADWAYS

A signed shared roadway, also known as a bike route, is a street or road designated as a preferred path for cyclists.

### PAVED SHOULDERS

A paved shoulder is designed for bicyclists next to travel lanes. Its width varies based on the adjacent travel lane and the presence of a rumble strip..

### LANDSCAPING AND STREET FURNITURE

Landscaping along the street creates a barrier between motorists and pedestrians, visually narrowing the width of the roadways.

# PEDESTRIAN AND BICYCLE TRAILS



TABLE 5.1: POTENTIAL GRANT PROGRAMS TO SUPPORT TRAILS DEVELOPMENT

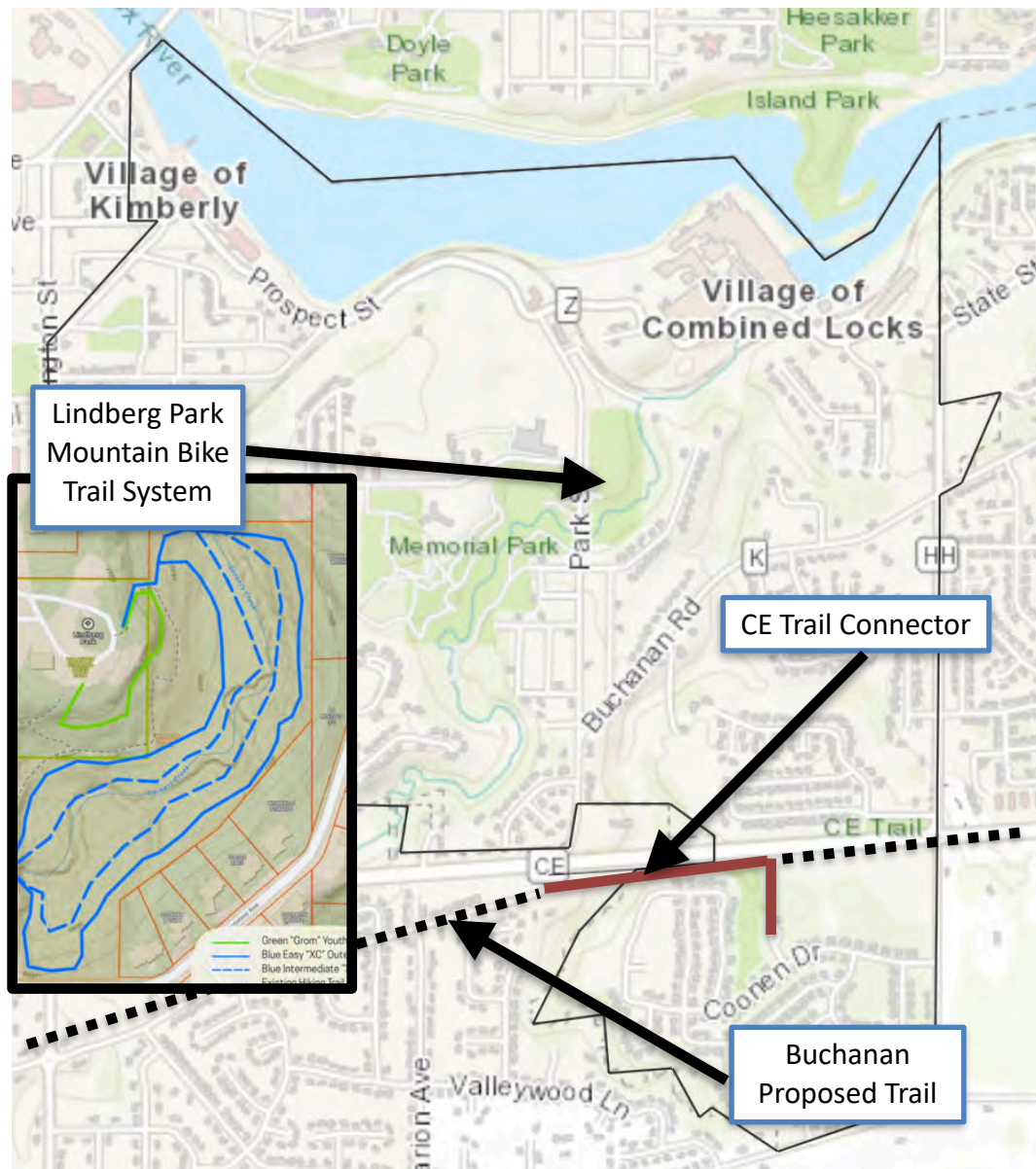
Program	Partner	Purpose	Funding Parameters	Details
Federal Recreational Trails Program (RTP)	Federal Government	Provides funds to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses	<ul style="list-style-type: none"> <li>Rehabilitation and maintenance of existing trails and trailhead facilities</li> <li>Development of new trails, trail linkages, and trailhead facilities.</li> </ul>	<ul style="list-style-type: none"> <li>50% local match</li> <li>May 1st deadline and</li> </ul>
Surface Transportation Block Grant program	Wisconsin Department of Transportation	Provides flexible funding that may be used for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge, and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals	<ul style="list-style-type: none"> <li>Acquisition of property for trails in areas with limited trail opportunities</li> <li>Projects must be on a Federal-aid Highway or a public road</li> </ul>	<ul style="list-style-type: none"> <li>Project must be identified in local CORP or SCORP plan</li> <li>80% Federal share/20% Local match</li> </ul>
Transportation Alternatives Program	Wisconsin Department of Transportation	Provides funding for projects that meet eligibility requirements for bicycle and pedestrian related projects used for transportation purposes	<ul style="list-style-type: none"> <li>Connectivity to existing facilities</li> <li>Local matching funds available</li> <li>Project readiness</li> </ul>	<ul style="list-style-type: none"> <li>80% Federal share/20% Local match</li> </ul>
Safe Routes to Schools (SRTS) Grant Program	East Central Wisconsin Regional Planning Commission	Provides funding and programming for bicycle and pedestrian activities to promote walking and biking to school	<ul style="list-style-type: none"> <li>Specific targets for distance from schools relative to age must be met</li> </ul>	<ul style="list-style-type: none"> <li>80% State share/20% Local match</li> </ul>
David L. And Rita E. Nelson Family Fund	Community Foundation of the Fox Valley Region	Supports the areas of parks, recreation, waterways, education, historic preservation, health care, and community service centers	Administered by the Community Foundation of the Fox Valley	
Fox Cities Greenways, Inc. (FCGI) Bi-Annual Grant	Fox Cities Greenways Inc.	Provides financial support bi-annually related to bicycle and pedestrian infrastructure, equipment, and events in the Fox Cities	<ul style="list-style-type: none"> <li>Up to 25% of the total project</li> </ul>	

## PEDESTRIAN AND BICYCLE TRAILS

Future trail expansions may include a new Mountain Bike Trail system in Lindberg Park. The design will feature trail systems designed specifically for youth, beginner, and intermediate skill-level riders.

Additionally, a new trail located on the southern side of County Highway CE connects Coonen Park, Locks Grand, and the Coonen neighborhoods. This trail will also link to future trail connectors proposed by the Town of Buchanan.

FIGURE 8.1: PROPOSED BICYCLE TRAILS



## VILLAGE OF COMBINED LOCKS

### RESOLUTION NO. 2025-??

#### RESOLUTION OF THE VILLAGE BOARD OF THE VILLAGE OF COMBINED LOCKS ADOPTING THE COMPREHENSIVE OUTDOOR RECREATION PLAN (CORP)

The Village Board of Combined Locks, Outagamie County, Wisconsin, does hereby resolve as follows:

WHEREAS, the Village of Combined Locks has requested the development of a community-wide Comprehensive Outdoor Recreation Plan; and

WHEREAS, the Village of Combined Locks Plan Commission incorporated previous Village planning documents and worked closely with staff and other parties to prepare the Village's Comprehensive Outdoor Recreation Plan; and

WHEREAS, the Village of Combined Locks Comprehensive Outdoor Recreation Plan encompasses a general outline and is a valuable tool for the development and updating of parks and recreational facilities throughout the Village through the year 2029; and

WHEREAS, adoption of said plan is required by the Village of Combined Locks to become eligible for cost-sharing programs administered by the State of Wisconsin;

THEREFORE, BE IT RESOLVED, that the Village of Combined Locks Village Board adopt the attached Village of Combined Locks Comprehensive Outdoor Recreation Plan (CORP) as the approved park and recreation plan for the Village.

Adopted this \_\_\_\_\_ day of December, 2025

\_\_\_\_\_  
John Neumeier, Village President

ATTEST

\_\_\_\_\_  
Racquel Shampo-Giese, Administrator, Clerk, Treasurer

Move to approve resolution 2025, Dec 2-made by: \_\_\_\_\_

Motion to approve resolution seconded by 2025, Dec 2 made by:" \_\_\_\_\_

Posted Dec \_\_\_\_\_, 2025

#### VOTES

Title	Name	Aye	Nay	Other
Trustee I	Krueger			
Trustee II	Leicht			
Trustee III	Ponto			
Trustee IV	Stutzman			
Trustee V	Schinke			
Trustee V1	Talbot			
President	Neumeier			



# Lindberg Park Revitalization Survey

We're redesigning Lindberg Park, and we want your input! Please take a moment to tell us which amenities matter most to you and your family.

## 1. How often do you visit this park?

- ☐ Daily
- ☐ Weekly
- ☐ Monthly
- ☐ Yearly
- ☐ Rarely
- ☐ Never

## 2. What age groups do you typically visit the park with? (Check all that apply)

- ☐ Children (0-12)
- ☐ Teens (13-17)
- ☐ Adults (18-64)
- ☐ Seniors (65+)

## 3. What amenities are most important to you for the revitalized park?

(Select up to 5)

- ☐ Walking Trails
- ☐ Biking Trails (Mountain Bike)
- ☐ Playground Equipment
- ☐ Picnic Areas
- ☐ Shelter with Restrooms and Drinking Fountains

- ☐ Basketball Court
- ☐ Tennis Court
- ☐ Pickleball Courts
- ☐ Volleyball Court
- ☐ Open Green Space
- ☐ Ampitheater for Events
- ☐ Lighting and Safety Features
- ☐ Overlook to Garners Creek

**4. What improvements would make you more likely to visit the park?**

(Open-ended)

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**5. Do you have any additional suggestions or comments?**

(Open-ended)

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**6. Optional: Tell us about yourself**

- Age: \_\_\_\_\_
- Neighborhood \_\_\_\_\_

## Survey Details and Logistics

This survey could be used in multiple ways, including the following:

- Online form (Google Forms) located on the Village website
- Handout during an election or other community event
- QR code included in the next Village newsletter, which, when scanned, links the user to the Google Form on the Village website
- QR code posted at Lindberg park linking to the survey

## Survey Statistics

- Targeting a 95% confidence level is standard
- We should aim for at least 100 responses for any meaningful result
- A 10% target would be a great starting point, and would bring us to a 95% confidence level. It's an ambitious goal that would require multiple strategies to collect input.

$$3633 \times 10\% = 363 \text{ survey target respondents}$$