

## NOTICE OF PLAN COMMISSION MEETING

**DATE:** Tuesday, December 2, 2025

**TIME:** 5:15pm

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

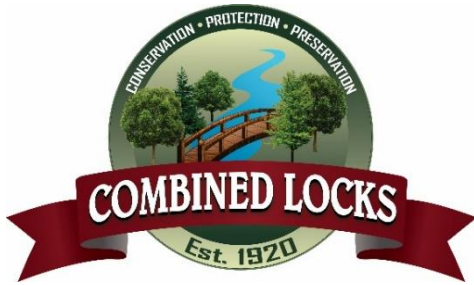
### AGENDA

1. Review and consider approval of minutes from 11/11/25 meeting
2. Review and consider recommendation to approve and adopt the latest draft of 5-Year Comprehensive Outdoor Recreation Plan
3. Review of capital improvement projects in the 2026 budget
4. Update on QR Code Project
5. Schedule next meeting
6. 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, November 11, 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, Mulry, Weyenberg, Mader, and Talbot. Plan Commission members absent – Carney, Maynard, and Romberg. Staff present – Administrator Shampo-Giese. Others present – none

- 1. Review and consider approval of minutes from 10/22/25 meeting:** J. Weyenberg made a motion to approve the minutes as presented. RJ. Talbot seconded the motion, and it passed unanimously.
- 2. Review latest draft of 5-Year Comprehensive Outdoor Recreation Plan; update as necessary:** Plan Commission members reviewed the changes made since the last meeting. Suggested updates for the plan included: new photos, maps, and some verbiage.
- 3. Discuss use of QR Codes at parks to share history and other information:** T. Mulry introduced the use of a QR code at each park to help visitors learn about the parks in Combined Locks. The Plan Commission members discussed what content each QR code would contain. Suggestions included: link to CORP, photos, history, year built/redeveloped, amenities, GoPro videos, and donor page. T. Mulry will ask someone at Kimberly High School if there is a class that could help gather the content. This project may be the focus for Plan Commission's 2026 meetings.
- 4. Schedule next meeting:** The next meeting was scheduled for 5:15pm on Tuesday, December 2<sup>nd</sup>. Final approval of the CORP is needed ahead of the Village Board's meeting on 12/09/25. Plan Commission members are encouraged to attend the 12/09/25 Village Board meeting in support of the updated CORP.
- 5. Adjourn:** T. Mulry made a motion to adjourn the meeting. D. Mader seconded the meeting, and it passed unanimously. The meeting adjourned at 6:29pm.

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# Village of Combined Locks

## Comprehensive Outdoor Recreation Plan 2026-2030



## **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 9, 2025

## **VILLAGE BOARD OF TRUSTEES**

John Neumeier, President  
Justin Krueger  
Al Leicht  
Laura Lindberg  
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**

Ken Heckner  
(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.



Photo by Kevin Abing

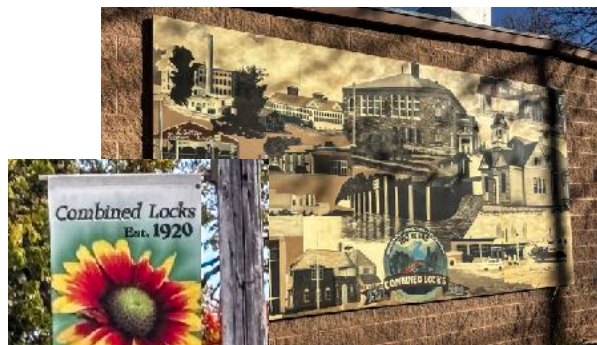


Photo by Racquel-Shampo Giese



## ABOUT COMBINED LOCKS



The Village of Combined Locks is situated in the southeastern part of Outagamie County, east of U.S. Highway 41 and along County Trunk Highway CE. It is bounded 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.

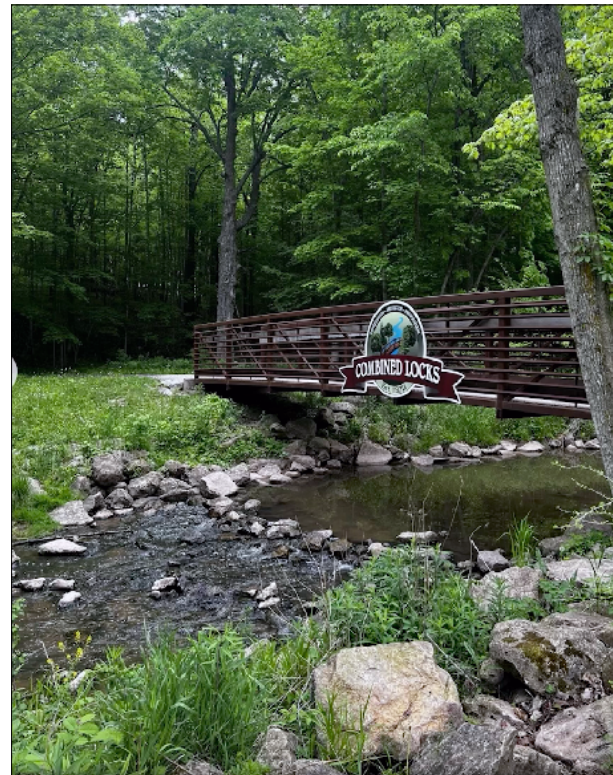
The village has a population of approximately 3,633 residents and is part of the larger Fox Cities metropolitan area, which has over 260,000 individuals. Combined Locks has experienced significant growth, with a 37.4% increase in population from 2000 to 2010, and a projected rise of 9.2% from 2010 to 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 the Locks Business Park is currently under development at the corner of County Trunk Highway CE and Debruin Road. Kwik Trip is the anchor tenant, and in August 2025, a Culver's restaurant opened.


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  
MORE

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

  
**1.7%**  
PERSONS  
BELOW  
POVERTY LINE

  
**1,488**  
TOTAL  
HOUSEHOLDS

  
**2.4**  
PERSONS PER  
HOUSEHOLD

  
**87%**  
HOME  
OWNERSHIP


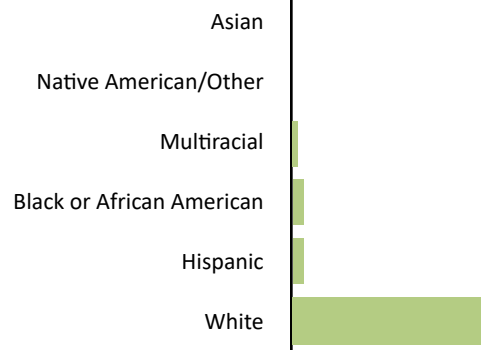
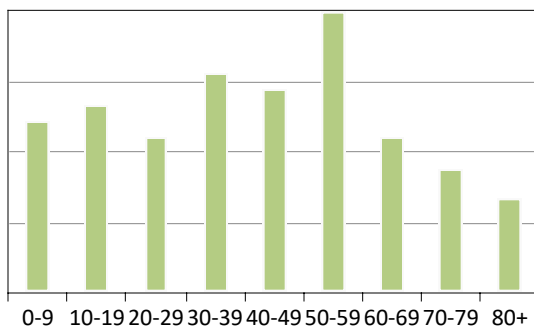
  
**4%**  
HOUSEHOLDS  
WITH NO  
VEHICLE

FIGURE 2.0: POPULATION BY AGE AND RACE

POPULATION BY  
RACE

POPULATION BY AGE RANGE



Source American Community Survey (ACS) 2023

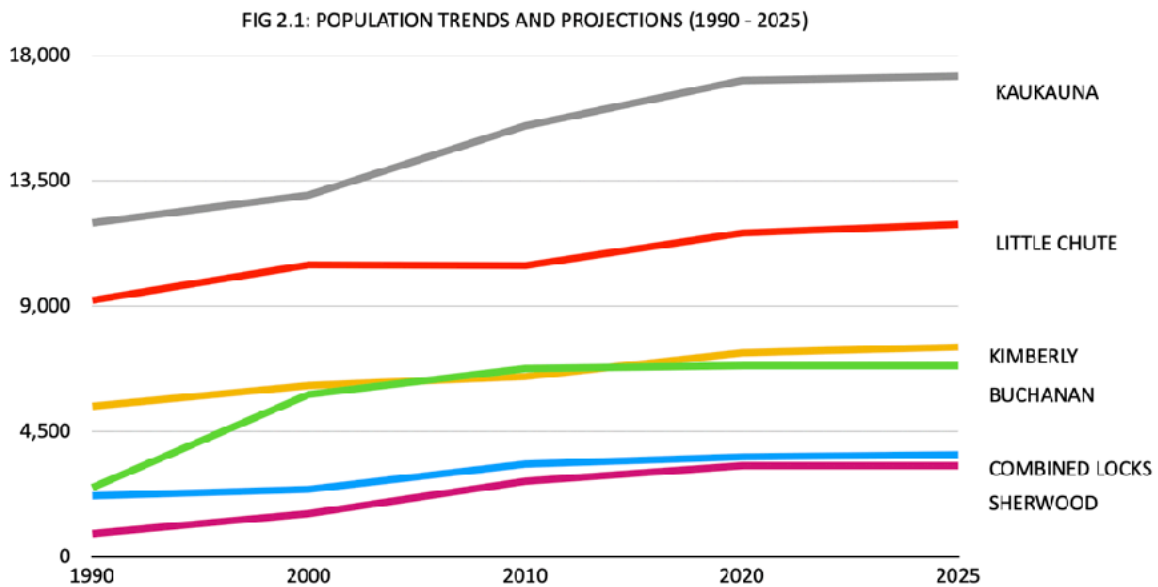
# COMMUNITY DATA



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 Locks</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



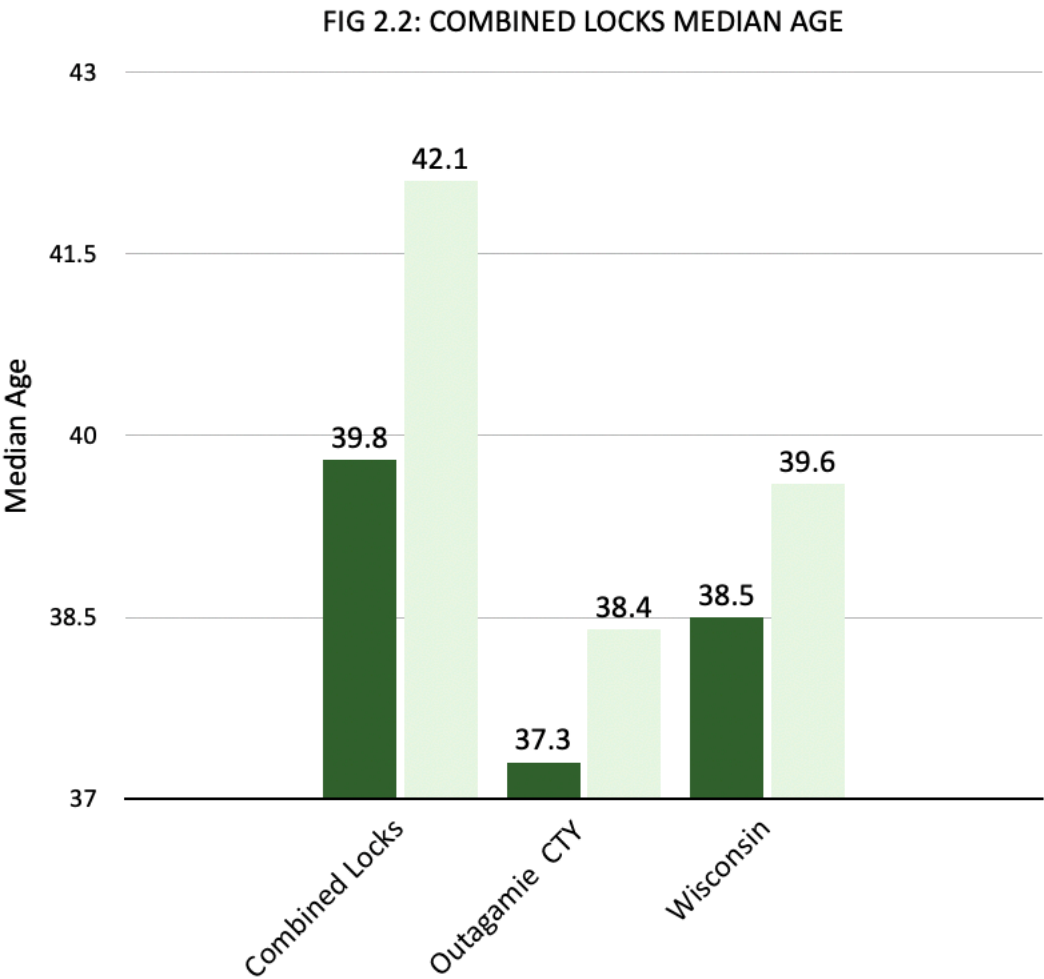
# COMMUNITY DATA



TABLE 2.2: COMBINED LOCKS MEDIAN AGE

	2008-2012		2020-2023	
	Population Estimate	Median Age	Population 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





# 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

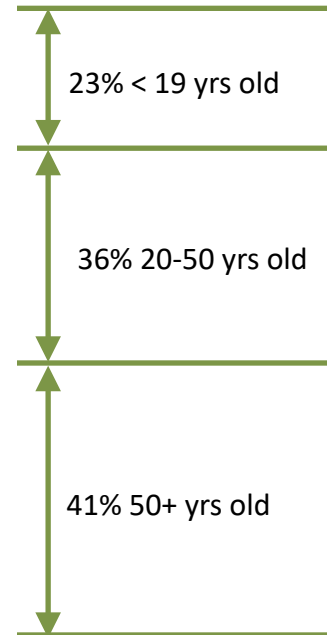
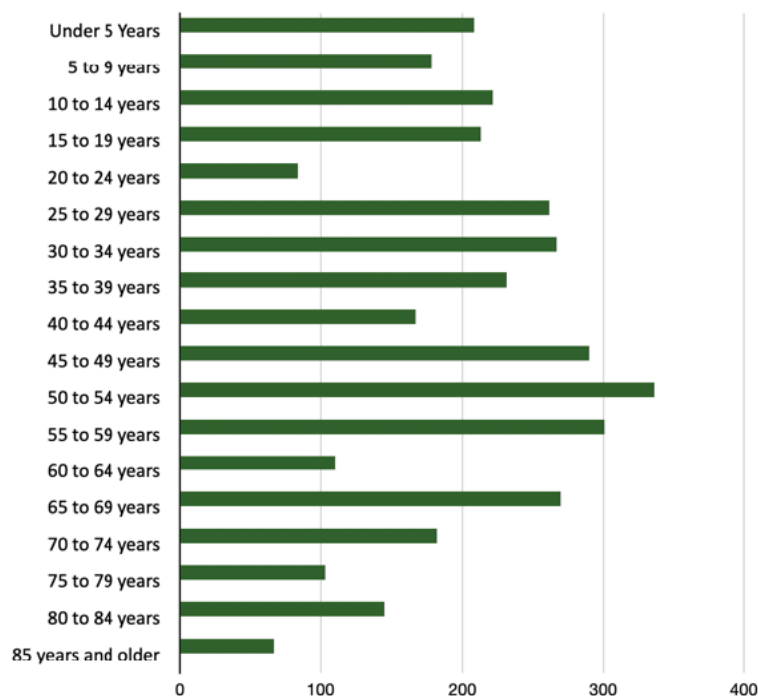


FIG 2.3: AGE DISTRIBUTION GRAPH, VILLAGE OF COMBINED LOCKS

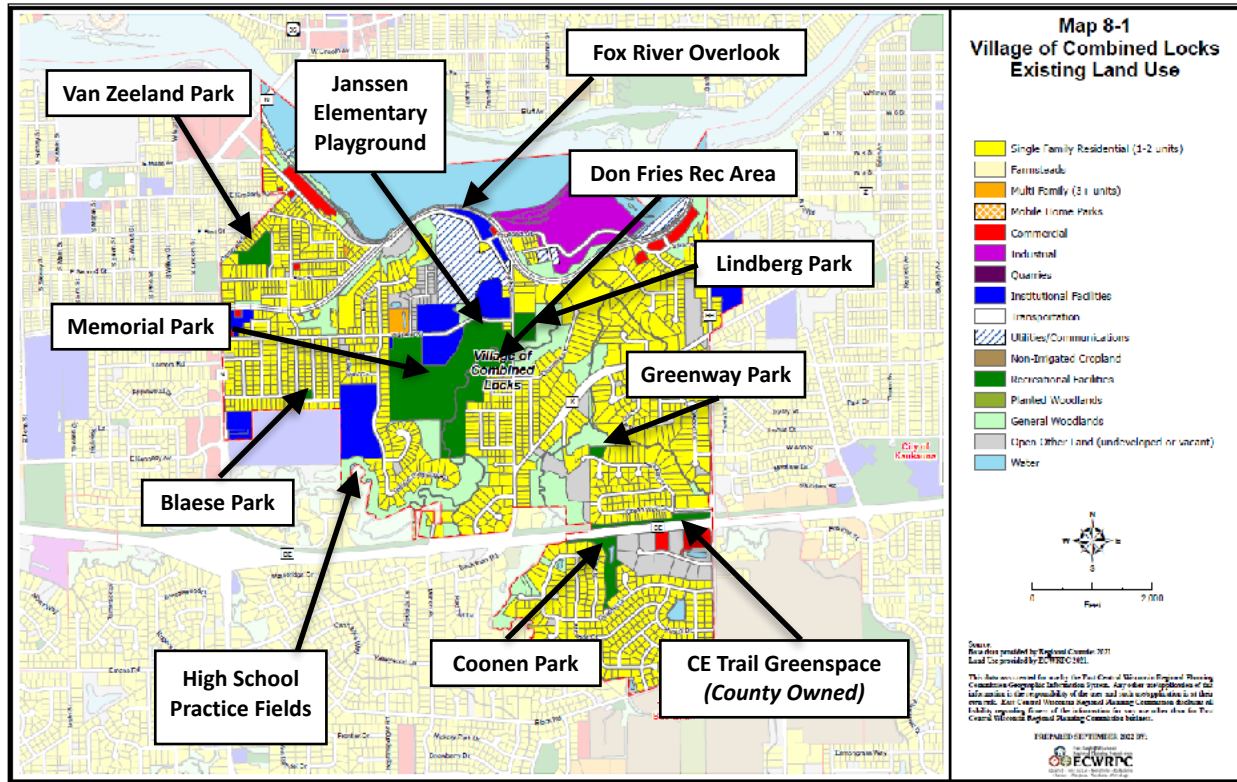




# RECREATIONAL RESOURCES



FIGURE 4.1: COMBINED LOCKS EXISTING LAND USE



## Combined Locks

By the numbers...



93.1 Acres of park



39 Residents per acre of park



3 Baseball fields



5 Multi-use fields



7 Playgrounds

## EXISTING PARK FACILITIES

The Village of Combined Locks boasts eleven parks, green spaces, and playgrounds. These facilities include baseball diamonds, practice fields, and an archery range. Additionally, the village is home to natural resources like Garner's Creek and the wooded areas of Don Fries Park and Memorial Park, which features a walking trail that connects to the regional CE trail.

These resources enhance the village's recreational offerings, foster a thriving community, and provide all residents with accessible and diverse outdoor experiences.



## RECREATIONAL RESOURCES

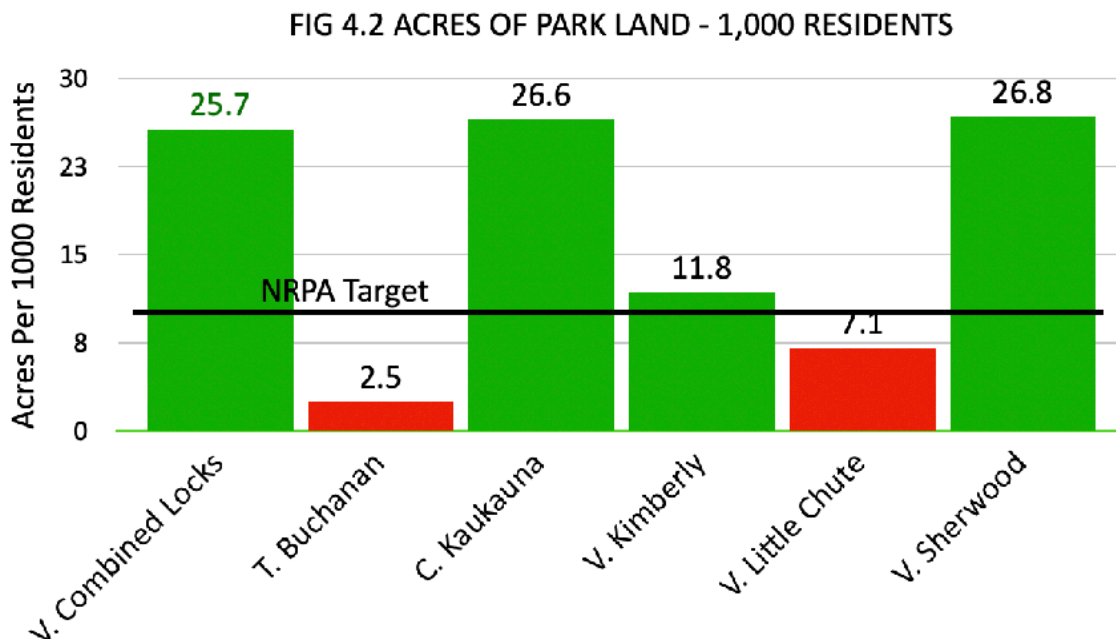


TABLE 4.2: ACRES OF PARK LAND - 1,000 RESIDENTS

NRPA Recommended Acres Minimum per 1000 Residents	Residents	Total Park and Recreational Acreage	Total Park Acreage NRPA (Target)	Acres / 1000 Residents (Actual)
Jurisdiction				
<b>V. Combined Locks</b>	<b>3,633</b>	<b>93.1</b>	<b>36.3</b>	<b>25.6</b>
T. Buchanan	6,857	17.5	68.6	<b>2.5</b>
C. Kaukauna	17,237	458.0	172.4	<b>26.6</b>
V. Kimberly	7,529	89.0	75.3	<b>11.8</b>
V. Little Chute	11,930	86.0	119.3	<b>7.2</b>
V. Sherwood	3,600	96.4	36.0	<b>26.8</b>

*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*

*Sources: T. Buchanan 2025-2029 CORP; C.Kaukauna 2019 Recreation & Open Space Master Plan; V. Kimberly 2024-2029 CORP; V. Of Sherwood 2025-2029 CORP;*



## RECREATIONAL RESOURCES



TABLE 4.3: EXISTING VILLAGE-OWNED PARK AND RECREATIONAL ACREAGE

Park	Acreage	Classification
Memorial Park 405 Wallace St.	52.4	Community Park
Don Fries Recreation Area 405 Wallace St.	8.63	Community Park
Lindberg Park 415 Park St.	16.28	Community Park
Van Zeeland Park 237 Darboy Rd	4.67	Neighborhood Park
Blaese Park 535 Richard St.	0.77	Neighborhood Park
Greenway Park 135 Parkway Dr.	4.19	Neighborhood Park
Coonen Park 550 Coonen Dr.	6.16	Neighborhood Park
FUTURE - Locks Grand Park Development	0.50	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	Lindberg	Coonen	Van Zeeland	Greenway	Blaese	Don Fries	CE Trail
Acres	52.4	16.28	6.16	4.67	4.19	0.77	8.63	
<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 Garner's Creek)	X						X	
Flexible Lawn Space	X	X	X	X	X	Y	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	Y		
Restrooms	X	X	X	X				
Shelter - Rentable	X	X		X				
Shelter - Shade			X		X	Y		
Sledding Hill							X	
Multi-use 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	↓↓

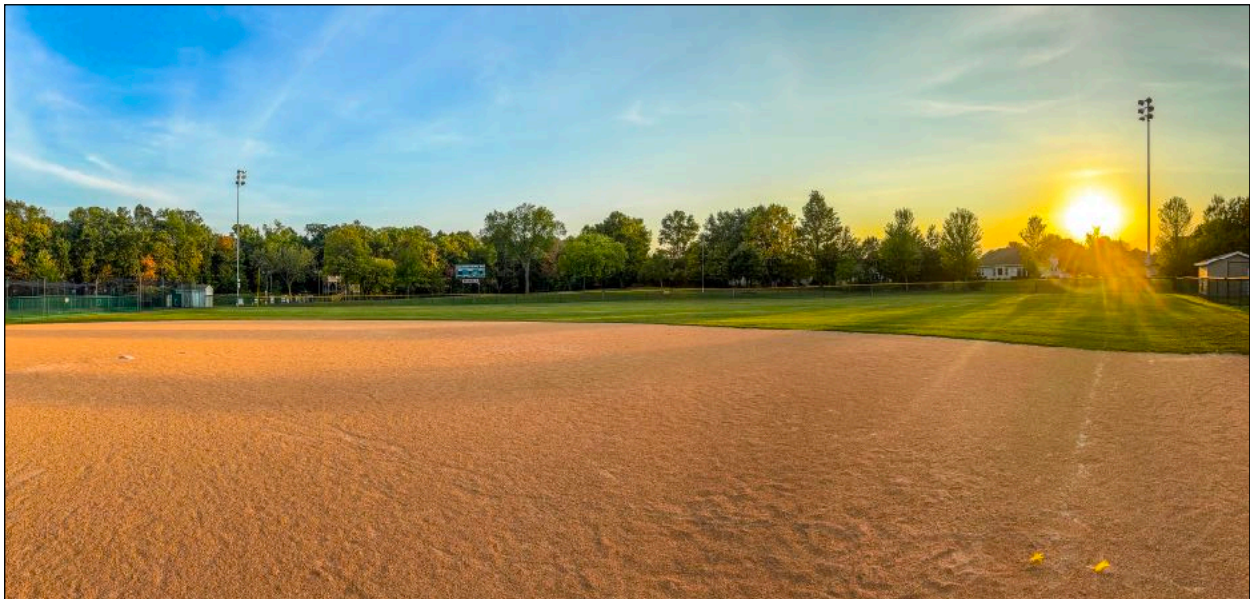
Source: 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan

# 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 sets forth goals and objectives to assist community leaders in enhancing the park and recreation system for both residents and visitors. These goals represent the ideal conditions we aspire to achieve in the future — a shared vision among Village residents that can be realized through the combined efforts of local officials, private organizations, and individual citizens. The related objectives outline the specific actions needed to reach these goals. Together, the goals and objectives create a strong foundation for guiding Village policies regarding the future development and management of local parks and recreational areas.

## GOALS AND RECOMMENDATIONS



Photo by Kimberly H.S. Digital Media Students



### 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.



## GOALS AND RECOMMENDATIONS



### GOAL TWO

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

### STRATEGIES

1. When planning for future development, prioritize the environmental and aesthetic qualities of the community.
2. Safeguard 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 interfere with natural drainage areas within the community.
5. Protect our resources from invasive terrestrial plant species by collaborating with volunteers, including organizations like the Sierra Club and local residents.
6. Maintain and preserve trees in the Village's parks and woodland areas through proper care, the planting of diverse species, and public education on tree maintenance.

## GOALS AND RECOMMENDATIONS



### GOAL THREE

*To encourage ongoing participation of Village residents in planning for park and recreational development and redevelopment.*

### STRATEGIES

1. Hold public meetings to encourage community engagement in the development or redevelopment of the community's open space and recreation plan.
2. Aim to involve various community and civic organizations in the planning process for park and recreational developments.
3. Actively engage property owners in the planning process to ensure their valuable insights and perspectives are incorporated.



# MEMORIAL PARK



## PARK TYPE

Community Park

**Address:** 405 Wallace Street

**Size:** 52.4 acres

Memorial Park is conveniently situated in the heart of the community and underwent extensive renovation in 2004, transforming old structures into modern amenities. This versatile facility features illuminated baseball fields, a volleyball court, a basketball court, a children's play area, restrooms, a shelter, soccer fields, horseshoe pits, and an archery range with an elevated platform. Additionally, there is a lighted pathway for visitors to enjoy.

The park encompasses 40 acres of wooded land, featuring ravines, hiking trails, and an ice skating area. Memorial Park serves as the community's main recreational hub.



Photo by Kevin Abing



Photo by Kevin Abing



Photo by Racquel Shampo-Giese

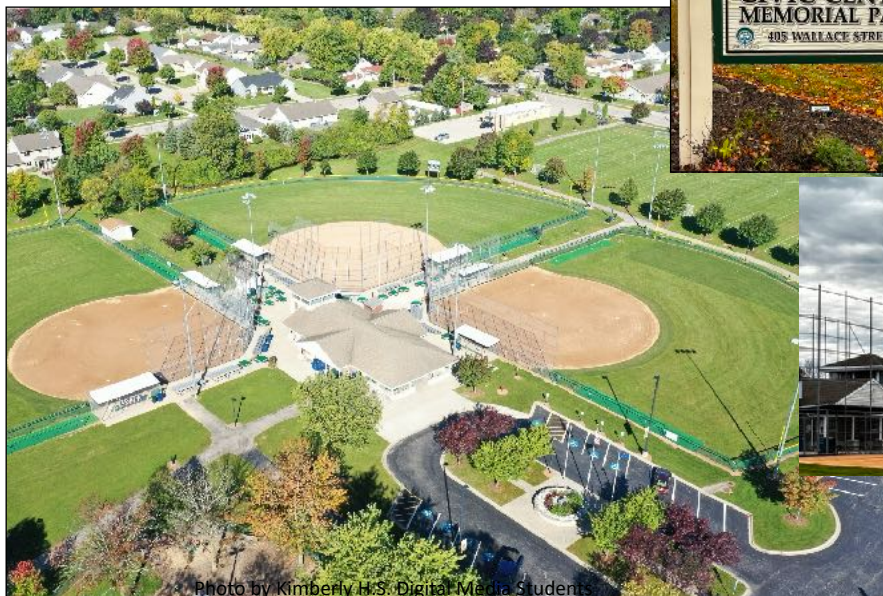


Photo by Kimberly H.S. Digital Media Students

Photo by Kimberly H.S. Digital Media Students



# MEMORIAL PARK PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.1: MEMORIAL PARK PROPOSED 5-YEAR ACTION PLAN

Project	Year	TOTAL Est. Cost	2026	2027	2028	2029	2030	Long-Term
<b>COMPLETED ITEMS (previous 5 years)</b>								
New bales and targets for archery range	Annually							
Upgrades to sand volleyball court	2025							
Baseball field infield and outfield irrigation	2024							
Electrical panel upgrade / conversion to LED lighting	2023							
Epoxy coating on restroom and meeting room floors	2023							
Re-seal basketball court surface	2023							
Shelter soffit and ceiling replacement	2022							
New artificial turf in batting cages and bullpen	2021							
<b>FUTURE ITEMS</b>								
Re-surface asphalt trails & re-grade upper asphalt		\$ 60,000	\$ 60,000					
Upgrade all existing trail and park lighting to LED		\$ 45,000		\$ 15,000	\$ 15,000	\$ 15,000		
Baseball field lighting		\$ 180,000				\$ 60,000	\$ 60,000	\$ 60,000
Splashpad		\$ 250,000						\$ 250,000
<b>COST ESTIMATE</b>		<b>\$ 554,000</b>	<b>\$ 60,000</b>	<b>\$ 15,000</b>	<b>\$ 15,000</b>	<b>\$ 75,000</b>	<b>\$ 60,000</b>	<b>\$ 310,000</b>

All cost estimates are in 2025 dollars



# DON FRIES RECREATION AREA



## PARK TYPE

Community Park

**Address:** 405 Wallace Street

**Size:** 8.63 acres

The Don Fries Recreational Area is located on the eastern side of the Combined Locks Civic Center Campus. This park features soccer fields and a sledding hill. It also serves as a trailhead for scenic walks through over 40 acres of forest, with 3.1 miles of walking and hiking trails.

The terrain is ideal for hosting musical and theatrical events in a natural amphitheater setting.

Refer to Memorial Park (page 18) for the map location.



Photo by Kimberly H.S. Digital Media Students

## DON FRIES RECREATION AREA PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.2: DON FRIES RECREATION AREA PROPOSED 5-YEAR PLAN

Project	Year	TOTAL Est. Cost	2026	2027	2028	2029	2030	Long-Term
<b>COMPLETED ITEMS (previous 5 years)</b>								
Removed underbrush and dead trees	On-going							
Removed trees on Wallace hillside and lower south end of park	2024							
Removed trees on Janssen Elem hillside of park	2020							
Improved drainage on sledding hill	2020							
Remove trees and added additional seating at top of hill	2020							
<b>FUTURE ITEMS</b>								
Additional LED lighting		\$ 20,000				\$ 20,000		
Additional parking		\$ 75,000					\$ 75,000	
Tree planting on North side of hill/Wallace street		\$ 10,000	\$ 2,500	\$ 2,500	\$ 2,500	\$ 2,500		
Bathroom facilities		\$ 200,000						\$ 200,000
Additional seating and picnic areas		\$ 20,000		\$ 10,000	\$ 10,000			
Small stage/ampitheater		\$ 100,000						\$ 100,000
Rope lift for sledding hill		\$ 75,000						\$ 75,000
<b>COST ESTIMATE</b>		<b>\$ 510,500</b>	<b>\$ 13,000</b>	<b>\$ 12,500</b>	<b>\$ 12,500</b>	<b>\$ 22,500</b>	<b>\$ 75,000</b>	<b>\$ 375,000</b>
<i>All cost estimates are in 2025 dollars</i>								



# VAN ZEELAND PARK



## PARK TYPE

Neighborhood Park

**Address:** 237 Darboy Road

**Size:** 4.67 acres

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

The park includes a shelter that has a kitchen and restrooms, making it suitable for various activities. It features multi-use fields, a full-size basketball court, a pickleball court, a children's play area, an open play area, and a Gaga ball structure. Additionally, plans are in place for a Bocce ball area



Photo by Kimberly H.S. Digital media students

## VAN ZEELAND PARK PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.3: VAN ZEELAND PARK PROPOSED 5-YEAR ACTION PLAN

Project	Year	TOTAL Est. Cost	2026	2027	2028	2029	2030	Long-Term
<b>COMPLETED ITEMS (previous 5 years)</b>								
Added Gaga ball court	2023							
Complete redevelopment of park and shelter	2022							
<b>FUTURE ITEMS</b>								
Add Bocce ball court		\$ 2,500	\$ 2,500					
Replace drainage ditches with drain tile		\$ 1,500	\$ 1,500					
Additional shade tree planting		\$ 3,000	\$ 1,000	\$ 1,000	\$ 1,000			
Additional pickleball courts (2)		\$ 200,000						\$ 200,000
<b>COST ESTIMATE</b>		<b>\$ 207,000</b>	<b>\$ 5,000</b>	<b>\$ 1,000</b>	<b>\$ 1,000</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$ 200,000</b>

*All cost estimates are in 2025 dollars*



# LINDBERG PARK



## PARK TYPE

Community Park

**Address:** 415 Park Street

**Size:** 16.28 acres

Lindberg Park, situated 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 have included the installation of a tennis court that also features markings for pickleball. The park offers a children's play area equipped with a play communication board, a grass volleyball court, and a covered picnic shelter with restrooms.

Spanning approximately 16 acres, the park includes wooded areas, ravines, and undeveloped land, with part of it adjacent to Don Fries Recreation Area and Memorial Park. Within the park, a 0.5-mile-long walking trail loop meanders through the undeveloped sections.

Renovation work at the park is currently progressing in four to five phases. Phase 1 has recently been completed, which focused on the reconfiguration of the parking lot to improve water drainage and separate the play areas from vehicular traffic. Future phases will aim to enhance the children's play area, add more pickleball courts, and implement additional improvements. These may include a new shelter with restrooms and kitchen facilities, a volleyball court, an open grassy play area, and a scenic overlook.



Photos by Racquel Shampo-



# LINDBERG PARK PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.4: LINDBERG PARK PROPOSED 5-YEAR ACTION PLAN

Project	Year	TOTAL. Est. Cost	2026	2027	2028	2029	2030	Long - Term
<b>COMPLETED ITEMS (Previous 5 years)</b>								
New parking lot	2025							
Replace merry-go-round	2023							
Resurface tennis court	2022							
Revamped planting bed near memorial plaque	2019							
<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 two pickleball courts		\$ 200,000		\$ 200,000				
Upgrade and map existing trails		\$ 4,000			\$ 4,000			
Create single-track mountain biking trail in undeveloped area of park		\$ 40,000			\$ 40,000			
Relocate and upgrade childrens play area per park master plan		\$ 150,000				\$ 150,000		
Install new sand volleyball court per park master plan		\$ 30,000			\$ 30,000			
Construct new/remodel existing pavilion per park master plan		\$ 750,000						\$ 750,000
Construct ravine/Garner's creek scenic overlook deck		\$ 60,000						\$ 60,000
Create outdoor learning area/ampitheater per park master plan		\$ 75,000						\$ 75,000
<b>COST ESTIMATE</b>		<b>\$ 1,312,500</b>	<b>\$ 3,500</b>	<b>\$ 200,000</b>	<b>\$ 74,000</b>	<b>\$ 150,000</b>	<b>\$ 0</b>	<b>\$ 885,000</b>

All cost estimates are in 2025 dollars



# BLAESE PARK



## PARK TYPE

Neighborhood Park

**Address:** 535 Richard Street

**Size:** 0.77 acres

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

The park was named for Ronald "Ronnie" Blaese, a Combined Locks soldier who lost his life in the Vietnam War. The park was dedicated in 1985 in honor of all Combined Locks Veterans



Photo by Kimberly H.S. Digital media students



## BLAESE PARK PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.5: BLAESE PARK PROPOSED 5-YEAR ACTION PLAN

Project	Year	TOTAL Est. Cost	2026	2027	2028	2029	2030	Long- Term
<b>COMPLETED ITEMS (Previous 5 years)</b>								
Improve park drainage throughout park	2021							
<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>COST ESTIMATE</b>		<b>\$ 54,000</b>	<b>\$ 8,000</b>	<b>\$ 500</b>	<b>\$ 20,500</b>	<b>\$ 0</b>	<b>\$ 25,000</b>	<b>\$ 0</b>

*All cost estimates are in 2025 dollars*



# GREENWAY PARK



**PARK TYPE**  
Neighborhood Park

**Address:** 135 Parkway Drive  
**Size:** 4.19 acres

Greenway Park is a neighborhood park serving the Green Way Village subdivision, situated in the southeastern part of the community.

The park spans approximately 4 acres, with some areas featuring hilly terrain. About 1 acre of flat land has been developed for park activities.

Originally, the land that now comprises the Green Way subdivision was owned by Arnold and Jeanette Coonen, who annexed the property to the Village of Combined Locks for development. A "Name the Park" contest was held to determine its official name, and Arnold and Jeanette selected the winning entry.



## GREENWAY PARK PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.6: GREENWAY PARK PROPOSED 5-YEAR ACTION PLAN

Project	Year	TOTAL Est. Cost	2026	2027	2028	2029	2030	Long- Term
<b>COMPLETED ITEMS (Previous 5 years)</b>								
N/A								
<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
Construct a trail to potential future Rooyakers development		\$ 35,000						\$ 35,000
Clear scrub brush and buckthorn to the peninsula (+25% usable area)		\$ 0						
<b>COST ESTIMATE</b>		<b>\$ 87,500</b>	<b>\$ 0</b>	<b>\$ 2,500</b>	<b>\$ 0</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:** 550 Coonen Drive  
**Size:** 6.16 acres

Coonen Park is the newest recreational facility in the community, built in 2017. It covers approximately 6 acres within the Coonen subdivision.

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



Photo by Kimberly H.S. Digital media students

## COONEN PARK PROPOSED PLAN



Here is a list of projects that have been recently completed and those that are proposed for the future. This serves as a guide for planning and budgeting future improvements and enhancements.

TABLE 7.8: COONEN PARK 5-YEAR PROPOSED ACTION PLAN

Project	Year	TOTAL Est. Cost	2026	2027	2028	2029	2030	Long-Term
<b>COMPLETED ITEMS (Previous 5 years)</b>								
Re-seal basketball court	2023							
Installed Gaga Ball Court	2023							
Improved drainage in playground area and West edge of park	2022							
<b>FUTURE ITEMS</b>								
Upgrade all lighting to LED		\$ 2,500	\$ 2,500	\$ 2,500				
Re-seal asphalt walking trail		\$ 2,500	\$ 2,500					
Phase-out and replace wooden benches		\$ 2,000	\$ 1,000	\$ 1,000	\$ 1,000			
Define East boundary with landscaping		\$ 5,000			\$ 5,000			
Replace paver planters		\$ 2,500	\$ 2,500					
Epoxy coating on restroom floors		\$ 7,500		\$ 7,500				
Trail connector spur to future trail on the South side of Cty Hwy CE		\$ 150,000						\$ 150,000
2 pickleball courts		\$ 200,000						\$ 200,000
Future trail connector to Hwy CE Pedestrian underpass		\$ 1,200,000						\$ 1,200,000
<b>COST ESTIMATE</b>		<b>\$1,572,000</b>	<b>\$ 5,000</b>	<b>\$ 11,000</b>	<b>\$ 6,000</b>	<b>\$ 0</b>	<b>\$ 0</b>	<b>\$1,550,000</b>

All cost estimates are in 2025 dollars



## SUMMARY - PROPOSED COMBINED LOCKS PARK PLAN



The following summary outlines the proposed 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..

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

TABLE 7.8: TOTAL COMBINED COST - PROPOSED PARKS ACTION PLAN

Project	Total Est. Cost	2026	2027	2028	2029	2030	Long-Term
Memorial Park	\$ 554,000	\$ 60,000	\$ 15,000	\$ 15,000	\$ 75,000	\$ 60,000	\$ 310,000
Don Fries Recreation Area	\$ 490,000	\$ 2,500	\$ 7,500	\$ 7,500	\$ 22,500	\$ 75,000	\$ 375,000
Van Zealand Park	\$ 205,500	\$ 500	\$ 500	\$ 500	\$ 0	\$ 0	\$ 200,000
Lindberg Park	\$ 1,312,500	\$ 1,000	\$ 200,000	\$ 74,000	\$ 150,000	\$ 0	\$ 885,000
Blaese Park	\$ 54,000	\$ 0	\$ 3,000	\$ 20,500	\$ 0	\$ 25,000	\$ 0
Greenway Park	\$ 87,500	\$ 0	\$ 2,500	\$ 0	\$ 0	\$ 0	\$ 85,000
Coonen Park	\$ 1,572,000	\$ 0	\$ 11,000	\$ 6,000	\$ 0	\$ 0	\$ 1,550,000
	<b>\$4,275,500</b>	<b>\$ 64,000</b>	<b>\$ 239,500</b>	<b>\$ 123,500</b>	<b>\$ 247,500</b>	<b>\$ 160,000</b>	<b>\$ 3,405,000</b>

*All cost estimates are in 2025 dollars*

# PEDESTRIAN AND BICYCLE TRAILS



## EXISTING PEDESTRIAN AND BICYCLE FACILITIES

The Village of Combined Locks features approximately 4 miles of trails that are part of a designated park and off-road system. These trails accommodate a variety of activities, including walking, biking, snowshoeing, and cross-country skiing. They lead users through several parks and wooded areas.

Memorial Park and the Don Fries Recreation Area feature an extensive trail system that 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, which parallels County Trunk Highway CE, stretches for approximately 9 miles and connects the communities of Appleton, Buchanan, Kimberly, and Combined Locks, as well as the Memorial Park trails in Combined Locks. A pedestrian underpass near Buchanan Road allows for safe crossing beneath County Trunk Highway CE.

In the long term, there is a plan to connect the CE underpass to a new trail that will run along the southern side of County Trunk Highway CE. This trail will link the Combined Locks Coonen and Locks Grand neighborhoods and will connect to future trail expansions planned by the Town of Buchanan. It aims to provide a safe access route for pedestrians and cyclists to reach the Village's main community parks and recreational programs.



Table 8.1

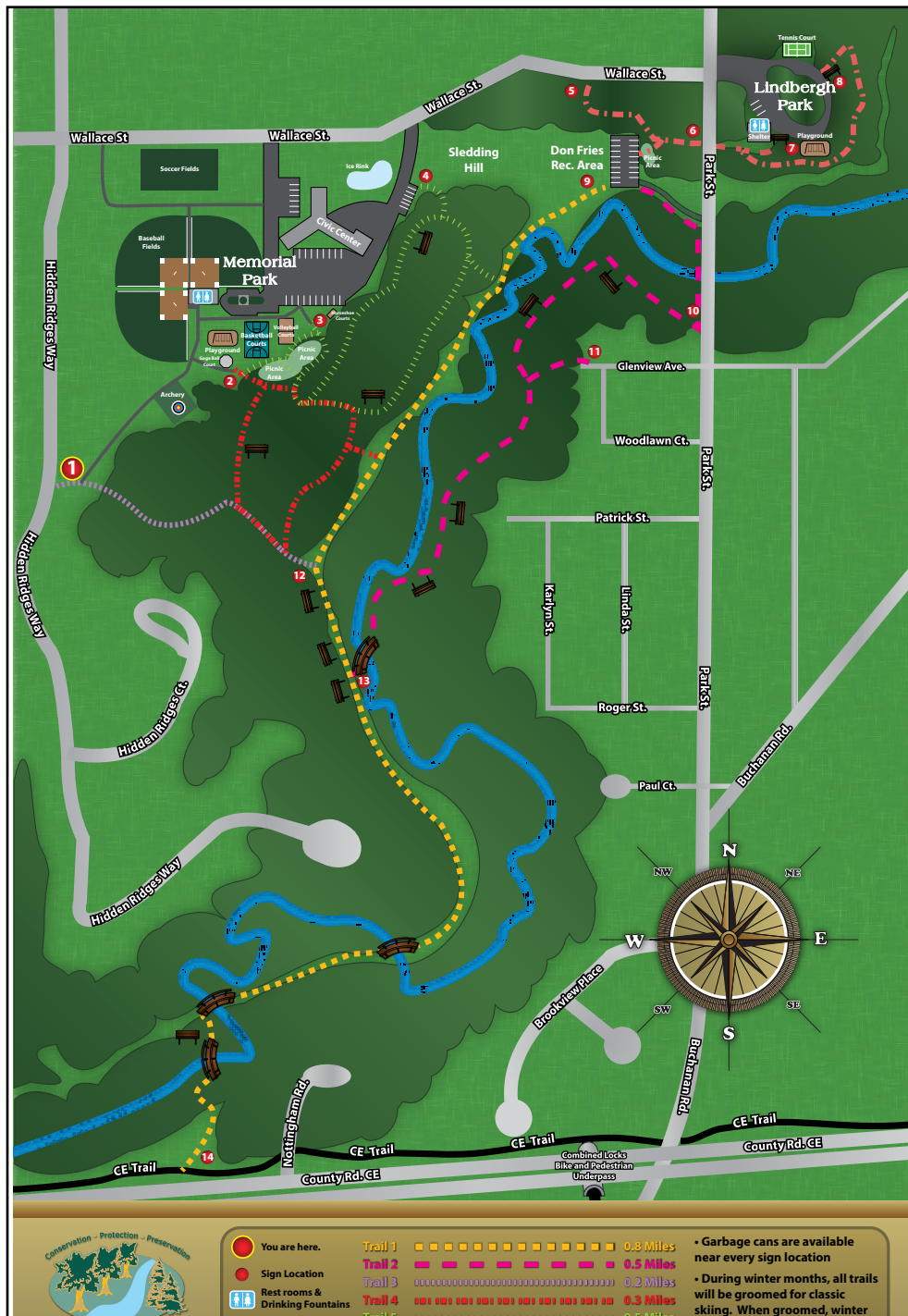
Walking/Hiking trails	
Park	Distance (miles)
Memorial Park	2.6
Don Fries Rec Area	-
Van Zeeland Park	0.6
Lindberg Park	0.5
Blaese Park	-
Greenway Park	-
Coonen Park	0.3
<b>Total Trail Length</b>	<b>4</b>

# PEDESTRIAN AND BICYCLE TRAILS



The existing trail system located within Memorial Park, Lindberg Park, and the Don Fries Recreation Area.

FIGURE 8.1: EXISTING TRAILS





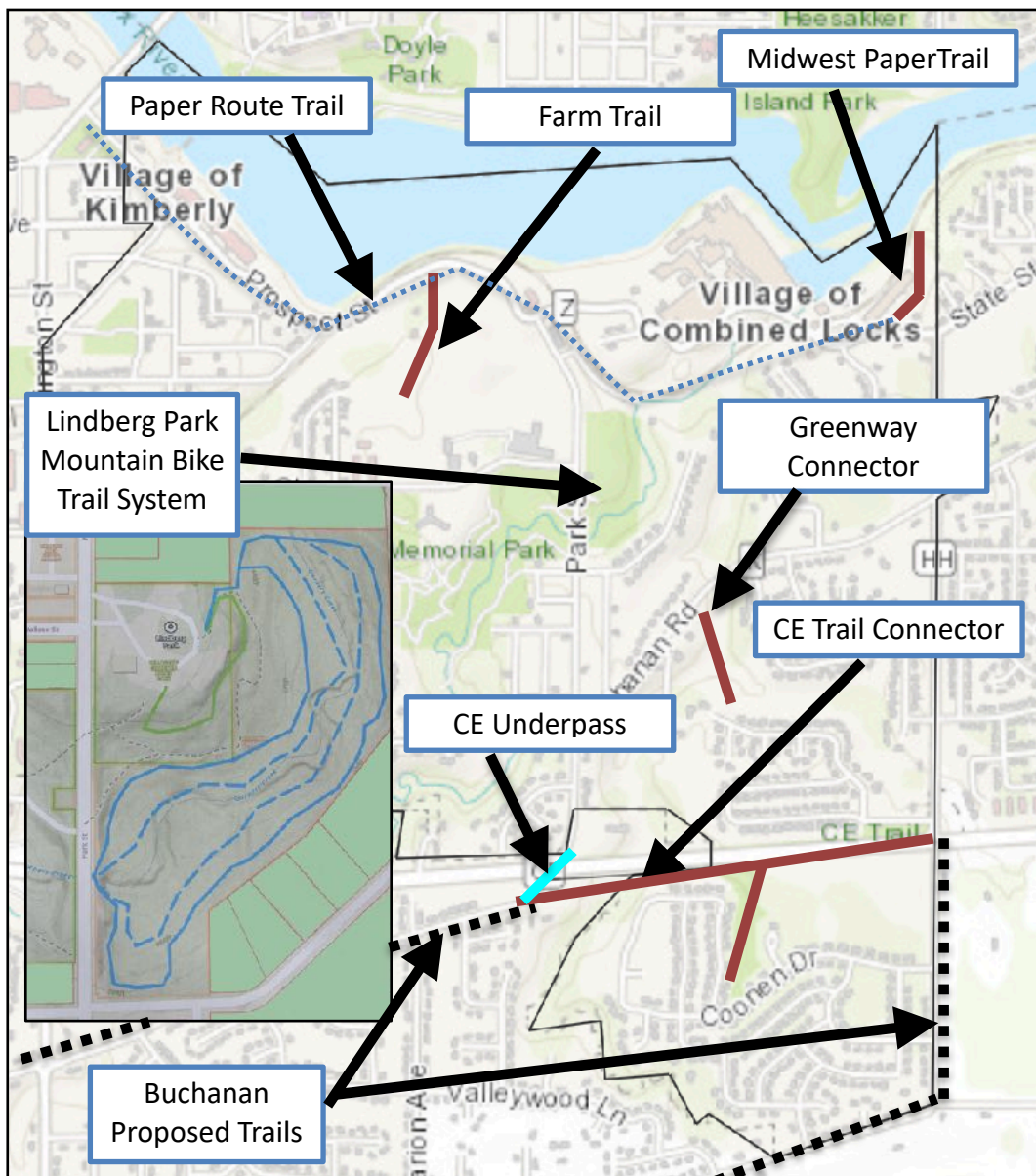
## FUTURE TRAIL EXPANSION



Future trail expansions may include the following projects:

1. A mountain bike trail system in Lindberg Park designed for youth as well as beginner and intermediate skill-level riders.
2. The Midwest Paper Trail extends to the Paper Route Trail (Prospect Street) and connects to the Trestle Trail.
3. The Greenway Connector links Greenway Park to Buchanan Road.
4. The Farm Trail connects Riverview Ridge to the Paper Route Trail (Prospect Street).

FIGURE 8.2: PROPOSED BICYCLE TRAILS





# PEDESTRIAN AND BICYCLE TRAILS



TABLE 8.2: 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> <li>Acquisition of property for trails in areas with limited trail opportunities</li> </ul>	<ul style="list-style-type: none"> <li>50% local match</li> <li>May 1st deadline and</li> <li>Project must be identified in local CORP or SCORP plan</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>Projects must be on a Federal-aid Highway or a public road</li> </ul>	<ul style="list-style-type: none"> <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



## 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.

## VILLAGE OF COMBINED LOCKS

### RESOLUTION NO. 2025-X

#### 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 2030; 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 9th day of December, 2025

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

ATTEST

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

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

Motion to approve resolution 2025-X seconded by: \_\_\_\_\_

Posted Dec 9th, 2025

#### VOTES

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



**DEPARTMENT: CAPITAL PROJECTS**  
**CATEGORY: VILLAGE-WIDE**

		2022	Actual	2023	Actual	2024	Actual	2025	Budget	Year End	Projection	2026	Proposed
General:	Reserve - DPW Equipment Replacement	\$	75,150	\$	49,000	\$	31,000	\$	35,000	\$	35,000	\$	33,000
	Reserve - Buildings Maintenance Fund		-		-		-		3,500		3,500		3,500
	Reserve - Fire Department Equipment Replacement		87,867		24,000		31,000		35,000		10,000		33,000
	Reserve - Streets		-		-		-		-		-		-
	Reserve - Park Upgrades		-		-		-		-		-		10,218
	Reserve		-		-		-		-		-		-
	Reserve		-		-		-		-		-		-
	Street Reconstruction - Park Street/Paul Court		205,411		1,950,500		44,000		2,150,000		2,150,000		-
	Street Reconstruction - Riverview Ridge & Jerelyn Court Extension - Temp A		-		32,520		40,000		-		-		-
	Street Signs		5,000		5,000		5,000		-		-		-
	Parks - Identification Signs - 2		15,000		15,000		10,000		13,500		13,500		10,000
	Parks - Drainage Project on Sledding Hill		6,000		11,500		8,000		3,400		3,400		6,500
	Parks - Coonen Park Lights (shelter and restroom)						3,500		18,100		18,100		5,000
	Parks - Lindberg Park Fence Landscape & Plaque		250,000		18,000		1,500		20,000		20,000		14,400
	DPW - Topsoil Hut								16,861				3,500
	DPW - Grapple bucket for ToolCat						15,000		26,000		17,042		7,000
	DPW - Payloader Lease Year 1 of 3 + Plow						17,422		40,000		24,425		139,560
	DPW - Tire Changer & Monitor		15,000		88,000		15,000		15,000		38,675		4,500
	Fire - Facemasks & RIT		10,000		24,077		-				30,074		7,000
	Fire - 2 Heavy Duty Chainsaws		3,500		8,000		-		13,720		13,720		4,000
	Fire - Pressure Washer				6,400		24,000		-		8,400		6,000
	Fire - Battery Packs (6)		2,500		79,450		85,000		-				3,850
	Fire - UTV Trailer												15,000
Fire -		-		-		-		-		-		-	
Civic Center - Masonry Entrance Sign		-		-		10,000		16,247		16,247		10,000	
Information Technology - Firewall Upgrades & New Computers		-		-		-		12,000		15,094		5,200	
Total:		\$	675,428	\$	2,311,447	\$	340,422	\$	2,418,328	\$	2,417,177	\$	321,228
Notes:	2025 Capital expenses included: reconstruction of Park Street and repaving of Paul Court, new parking lot and better grading at Lindberg Park, upgrades and repairs to baseball fields and sand volleyball court, electrical upgrades at Memorial Park, new zero-turn mower w/bagger, used forklift, epoxy floors in fire department, air coompressor for fire/ems, assisted door openers at civic center, upgraded fire alarm panel, and fire/ems space remodel design.												