

NOTICE OF VILLAGE BOARD MEETING

DATE: Tuesday, December 9, 2025

TIME: 6:30pm

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

AGENDA

ADMINISTRATIVE COMMITTEE – 6:00PM (Neumeier, Leicht, Lindberg)

1. Review and consider approval of monthly bills
2. Adjourn

VILLAGE BOARD – 6:30pm

- A. Call to order
 - B. Pledge of Allegiance
 - C. Roll call
1. Public comment for matters not on the agenda
 2. Review and consider approval of minutes and bills
 3. Administrator, Public Works Director and Law Enforcement reports – accept and file
 4. Review proposed 2026 Water Utility Budget; consider motion to adopt
 5. Review proposed 2026 Sanitary Sewer Utility Budget; consider motion to adopt
 6. Review 5-Year Capital Improvement Plan; consider motion to approve
 7. Review 2026-2030 Comprehensive Outdoor Recreation Plan as approved by Plan Commission
 8. Review and consider approval of Resolution 2025-13; adopting 2026-2030 CORP
 9. Review proposed election inspector appointments for 1/1/26 – 12/31/27; consider motion to approve
 10. Other business, updates and future agenda items
 - a) Reminders: next Village Board meeting 1/6/26 and nomination papers due by 5:00pm 1/6/26
 11. Consider motion to recess Village Board meeting and convene 4th Quarter Water Commission meeting
 12. Reconvene Village Board meeting
 13. Recognize Ryan Swick for years of service and upcoming retirement
 14. Adjourn

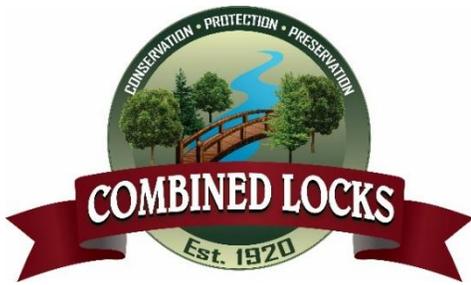
4th QUARTER WATER COMMISSION MEETING

1. Review and consider approval of 3rd quarter meeting minutes
2. Review report of water/sewer operations to date
3. Review water loss and sanitary sewer inflow and infiltration estimates
4. Adjourn Water Commission and Reconvene Village Board Meeting

Public Notice: Agendas are posted in the following locations: Combined Locks Civic Center main entrance and Village website: 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.

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



MINUTES OF VILLAGE BOARD MEETING

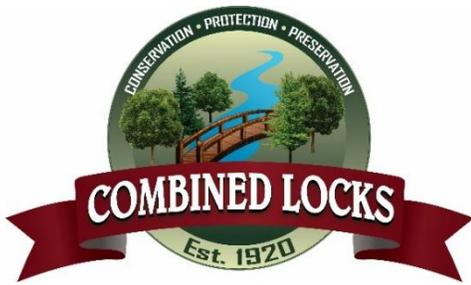
DATE: Tuesday, November 4, 2025

TIME: 6:30pm

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

MINUTES

- A. Call to order:** Meeting called to order by Village President Neumeier at 6:30pm.
- B. Pledge of Allegiance:** Pledge of Allegiance recited.
- C. Roll call:** Board members present – Neumeier, Leicht, Krueger, Talbot, Schinke, Stutzman, and Lindberg. Board members absent – none. Village staff present – Administrator Shampo-Giese, Public Works Director Weyenberg, and LES Sergeant Hambly. Others present – Judy Hebbe of the Times Villager and Keith Lindberg.
- 1. Public comment for matters not on the agenda:** None
 - 2. Swear in newly appointed trustee, Laura Lindberg:** Trustee Lindberg recited the oath of office.
 - 3. Review and consider approval of minutes and bills:** J. Krueger made a motion to approve the minutes as presented. A. Leicht seconded the motion, and it passed unanimously. T. Stutzman made a motion to approve the bills as presented to include payment to Vinton Construction. J. Krueger seconded the motion, and it passed unanimously.
 - 4. Administrator, Public Works Director, and Law Enforcement reports – accept and file:** Activities for the previous and current months were reported. All reports were accepted and are on file in the Clerk's Office.
 - 5. Review proposed 2026 General Fund Budget:** The latest draft of the budget was presented to the trustees. The Administrator noted that the tax levy is an estimated 4% higher than the 2025 tax levy. Trustees were asked to review the budget document ahead of the public hearing and budget adoption on 11/18/25.
 - 6. Review proposed 2026 Sanitation Fund Budget:** The Administrator and Public Works Director reviewed the proposed 2026 Sanitation Fund Budget with the trustees. There is not a request to increase the collection fee for 2026, but the Board will need to consider replacing the automated trash truck before 2030 to avoid a substantial increase in the price.
 - 7. Review and consider approval of Intergovernmental Agreement with Town of Buchanan for road construction and maintenance:** The trustees reviewed and discussed the agreement for Debruin Road and Block Road future reconstruction and maintenance. A. Leicht made a motion to approve the Intergovernmental Agreement with the Town of Buchanan as presented. J. Krueger seconded the motion, and it passed unanimously.
 - 8. Other business, updates, and future agenda items**
 - a) Public hearing for 2026 General Fund Budget scheduled for 11/18/25**
 - b) Receive plans for Fire/EMS Department proposed remodel:** To be discussed at 11/18/25 meeting.
 - 9. Adjourn:** T. Stutzman made a motion to adjourn the meeting. L. Lindberg seconded the motion, and it passed unanimously. The meeting adjourned at 6:59pm.



MINUTES OF PLAN COMMISSION MEETING

DATE: Tuesday, November 11, 2025

TIME: 5:15pm

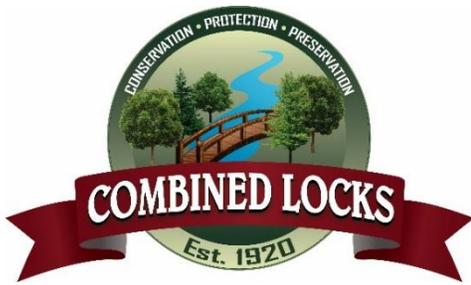
LOCATION: Combined Locks Civic Center,
Council Chambers, 405 Wallace Street

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. R.J. 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 2nd. 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.



MINUTES OF VILLAGE BOARD MEETING

DATE: Tuesday, November 18, 2025

TIME: 6:30pm

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

MINUTES

- A. Call to order:** Meeting called to order by Village president Neumeier at 6:30pm.
- B. Pledge of Allegiance:** Pledge of Allegiance recited.
- C. Roll call:** Board members present – Neumeier, Ponto, Leicht, Talbot, Schinke, Stutzman, and Krueger. Board members absent – none. Village staff present – Administrator Shampo-Giese, Public Works Director Weyenberg, and Fire/EMS Chief Wiedenbauer. Others present – Keith Lindberg.
- 1. Public comment for matters not on the agenda:** None
 - 2. Public hearing regarding 2026 General Fund Budget and tax levy for municipal purposes:** Village President Neumeier opened the public hearing for the 2026 General Fund Budget and tax levy. No comments were received from the public. The Administrator provided a summary of the budget and tax levy.
 - 3. Consider motion to approve Resolution 2025-12; adopting the 2025 tax levy for the 2026 General Fund Budget:** The resolution was reviewed. T. Stutzman made a motion to approve Resolution 2025-12. B. Schinke seconded the motion, and it passed unanimously.
 - 4. Hear report of fundraising efforts from Fire/EMS Chief:** Chief Wiedenbauer reviewed the fundraising results with the trustees. Overall the picnic was a success, and funds raised will help pay for equipment to host fire extinguisher training and youth public outreach endeavors. The planning is underway for 2026 for a one-day event and fire apparatus parade.
 - 5. Review and discuss options for Fire/EMS proposed remodel project:** Trustees and staff discussed the latest option for remodeling of the recently vacated garage space. Chief Wiedenbauer expressed his concern with the estimated cost knowing that a new truck will be needed to replace the 2012 engine in about seven years. The consensus of trustee opinion was to remove all the chain link fence in the garage and get a price to install a decontamination shower.
 - 6. Review and consider approval of 2026 Storm Water Utility Budget:** Trustees reviewed the proposed budget. A. Leicht made a motion to approve the 2026 Storm Water Utility Budget as presented. R.J. Talbot seconded the motion, and it passed unanimously.
 - 7. Review and consider approval of 2026 Sanitation Fund Budget:** Trustees reviewed the proposed budget. T. Stutzman made a motion to approve the 2026 Sanitation Fund Budget as presented. B. Schinke seconded the motion, and it passed unanimously.
 - 8. Review proposed 2026 Water Utility Fund Budget:** Trustees reviewed the draft budget. The Administrator explained that it had been calculated using a 20% increase in the Village's wholesale purchased water rate, but the recent public hearing notice shows a 31% increase. The budget will be revised after the public hearing on 12/02/25. The budget will be presented for approval at the next Village Board meeting.
 - 9. Review proposed 2026 Sanitary Sewer Utility Fund Budget:** Trustees reviewed the draft budget. The final budget will be presented for approval at the next Village Board meeting.
 - 10. Other business, updates, and future agenda items:**
 - a. Expiring terms: Tim Stutzman, Allan Leicht, and Laura Lindberg**
 - b. December meeting date 12/09/25; if appropriate:** Trustees scheduled the December meeting for 12/09/25 with a brief social gathering upon adjournment.

- 11. Consider motion to move into closed session per Wis. Stat. 19.85(c) for the purpose of considering employment, promotion, compensation, or performance evaluation data of any public employee over which the governmental body has jurisdiction or exercises responsibility – *general wage & benefit discussion*:** J. Krueger made a motion to move into closed session. B. Schinke seconded the motion, and it passed unanimously.
- 12. Consider motion to return to open session:** A. Leicht made a motion to return to open session. L. Lindberg seconded the motion, and it passed unanimously. No action was taken in open session.
- 13. Adjourn:** T. Stutzman made a motion to adjourn the meeting. J. Krueger seconded the motion, and it passed unanimously. The meeting adjourned at 8:01pm.

ADMINISTRATOR REPORT 12/09/25 VILLAGE BOARD

November information/projects:

- Annexation of parcel 030067904
- Negotiate easements for Debruin Road
- Office staff to attend tax collection refresher training
- Plan Commission finalize 2026-2030 CORP; Village Board approve 12/2 or 1/6
- Set timeline for Marcella Avenue utility replacement project
- Finalize documentation for Park Street grant reimbursement; \$400,000
- Mail terrace tree survey to Park Street residents
- Schedule election training in preparation for 2026 elections
- Finalize tax roll and special assessments
- Attended webinar regarding venue liquor licensing

December information/projects:

- Gathered data for 2026 water rate increase
- 2025 tax bills mailed 12/09/25

			2024	Difference
2025 Tax Rates	Kimberly Schools	\$ 11.77	\$ 11.70	\$ 0.07
	Kaukauna Schools	\$ 13.63	\$ 13.51	\$ 0.12
2025 Lottery Credits	Kimberly Schools	\$ 138.62	\$ 154.99	\$ (16.37)
	Kaukauna Schools	\$ 186.03	\$ 201.09	\$ (15.06)
2025 1st Dollar Credits	Kimberly Schools	\$ 46.21	\$ 48.14	\$ (1.93)
	Kaukauna Schools	\$ 62.01	\$ 62.45	\$ (0.44)
2025 Assessment Level		93.72%	97.52%	-3.80%

- Tax collections and year-end reporting
- Santa tour scheduled for Wednesday, December 10th starting at 5:30pm
- Attend public hearing regarding election matters
- Complete and submit the 2025 Tree City application
- Begin special assessment process for 2026 Marcella Avenue utility project

Department of Public Works

Monthly Report for November 2025

12/09/25

- We wrapped up leaf collection on Wednesday November 26th. Crews made it through town 7 times and hauled away 39 loads of leaves.
- Swept the entire Village again this month. A total of 61 tons of debris has been hauled away this year.
- Fredrickson hauled out 4 loads of yard waste this month for a total of 33 on the year. Last year we hauled away a total of 45 loads.
- We had on brush day in November with a total of 27 brush stops. We will be picking up Christmas trees on two days in January and curbside brush collect will resume in April.
- Large Rubbish we had a total of 114 stops that were called in. A total of 9.5 tons of big garbage were hauled away.
- The crew spent time cutting grass and cleaning up leaves from the parks and Civic Center area.
- Dustin completed 158 meter changes and cross connection inspections.
- All Parks were closed and winterized except for Memorial Park bathrooms which will remain open for the winter.
- All snow fighting equipment is ready for the season. New Loader should be delivered sometime in January.
- Christmas lights were installed on the tree in front of the Civic Center.

Anticipated Projects:

Snow removal

Fence removal in old police dept garage

Build Santa float for Dec. 10th

Tree trimming and removals

Finalize Marcella Street utility plans

VILLAGE OF COMBINED LOCKS - 2026 WATER UTILITY BUDGET - Proposed

REVENUES	2023 - Actual	2024 - Actual	2025 - Est	2026
Residential Water Sales	\$ 441,203	\$ 414,780	\$ 431,138	\$ 534,611
Commercial Water Sales	28,778	29,510	30,406	37,703
Industrial Water Sales	89,727	98,876	110,379	136,870
Public Authority Water Sales	21,866	15,632	22,010	27,292
Hydrant Rental	175,475	176,476	177,872	184,987
Forfeited Discounts	3,563	3,230	3,283	3,275
Interest Income	11,750	12,241	9,256	3,500
Debt Proceeds - Main Replacement	-	-	178,000	-
Sewer Fund Contribution to Water Capital	-	-	230,000	-
Reserve Funds	-	-	270,000	145,000
Total Revenues	\$ 772,362	\$ 750,745	\$ 1,462,344	\$ 1,073,239

EXPENSES

Salaries & Wages	\$ 91,886	\$ 93,821	\$ 106,607	\$ 109,423
Benefits	42,395	46,119	52,121	48,872
Purchased Water	300,768	300,606	406,028	463,808
Distribution System Repairs	23,116	28,835	39,839	40,000
Patch Utility Openings	4,800	24,717	10,455	10,000
Meters	3,400	3,222	3,800	4,000
Transportation Expense	14,888	14,888	14,888	14,888
Office Rent	14,935	14,935	14,935	14,935
Computer Maintenance	2,640	2,759	2,719	2,801
Office Expense	8,536	6,768	9,431	8,000
Outside Services	7,016	7,016	7,537	8,000
Property/Liability Insurance	10,845	10,697	9,590	9,590
GIS - Updates/Maintenance	1,300	1,300	1,300	1,300
Training	1,251	1,971	2,212	2,500
Contract - Valve Operations/Fire Flow Tests/Large Meter Testing/Back-Flow Testing	2,910	2,910	3,800	4,000
Hydrant and/or Valve Replacements	6,117	-	7,588	8,000
Water Risk & Resilience Assessment & Emergency Response Plan - McMahon	-	-	-	-
Hydrant Maintenance - Painting thru 2028	4,455	4,350	4,375	3,000
PILOT	58,626	62,815	65,956	67,934
Engineering/Construction Marcella Avenue Utility Replacement	3,870	53,000	643,816	145,000
Equipment Purchase - Fire Flow Test Device	23,157	-	16,945	4,000
Update Meter Reading Technology	1,575	1,600	1,300	62,843
Debt - Principal	25,015	38,773	37,523	35,021
Debt - Interest	7,329	6,672	5,843	2,290
Total Expenses	\$ 660,830	\$ 727,774	\$ 1,468,608	\$ 1,070,205
Estimated Net Income/(Loss)	\$ 111,532	\$ 22,971	\$ (6,264)	\$ 3,034
Audited Net Income	\$ 116,542	\$ 71,390	\$ -	
Rate of Return	4.14%	2.59%		

January 2026 = estimated rate increase 40% in response to V. Kimberly 35% rate increase

August 2019 = last rate increase PWAC

March 2015 = rate increase Simple - Inflationary

August 2011 = rate increase Full

August 2009 = rate increase PWAC

VILLAGE OF COMBINED LOCKS - 2026 SANITARY SEWER UTILITY BUDGET - Proposed

REVENUES	<u>2024 - Actual</u>	<u>2025 - Est</u>	<u>2026</u>
Sewer Use Charges	\$ 717,942	\$ 870,013	\$ 765,586
Quarterly Fee for I & I Reduction & Rate Stabilization	294,944	296,365	298,405
Kimberly Sewer Use Charges	14,370	15,146	14,600
New Construction Connection Fee	3,200	3,200	8,000
Sewer Lateral Assessments	10,681	10,679	10,000
Debt Proceeds - Main Replacement Reserve Fund - Rate Stabilization			
Reserve Fund - I & I Projects & Water Main	-	1,092,000	450,000
Forfeited Discounts	4,320	4,320	4,300
Interest Income	22,670	30,217	25,000
Total Revenues	<u>\$ 1,068,127</u>	<u>\$ 2,321,940</u>	<u>\$ 1,575,891</u>

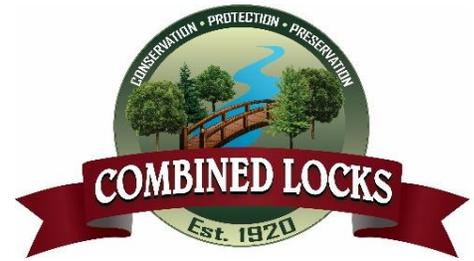
EXPENSES

Salaries & Wages	\$ 93,821	\$ 106,606	\$ 113,838
Benefits	46,118	52,149	50,844
HOVMSD Disposal Fees & Fog Monitoring	449,719	522,524	557,533
Darboy Sewer Users Payable	35,223	34,111	36,500
Kimberly Sewer Users Payable	3,737	3,794	4,000
Manhole Repair/Replacement	72,000	66,935	75,000
Manhole Inspections - New Technology	-		
Meter Replacement	2,500	4,000	65,000
Main Cleaning & Televising	14,335	18,808	18,000
Computer Maintenance-Software/Hardware	5,125	5,220	5,500
Outside Services	7,567	6,433	7,000
Property/Liability Insurance	10,697	9,502	9,590
GIS - Updates/Maintenance	1,300	1,300	1,300
Training	825	723	2,000
Office Rent	14,935	14,935	14,935
Equipment Maintenance	15,625	16,650	16,500
Patch Utility Openings	9,887	8,228	10,000
Engineering/Construction Park Street/Paul Court/Fairway Street Utility Replacement	53,000	1,092,000	450,000
Equipment Purchase	-		-
Equipment Purchase	-		-
Update Meter Reading Technology	1,500	2,000	2,000
Depreciation	64,000	65,000	65,000
Debt - Principal & Interest (HOVMSD Improvements)	34,540	-	-
Debt - Principal & Interest (DPW Building)	16,130	16,130	16,130
Debt - Principal (Prospect/State/Ryan Mains)	38,773	37,523	35,021
Debt - Interest (Prospect/State/Ryan Mains)	6,672	5,843	2,290
Total Expenses	<u>\$ 998,029</u>	<u>\$ 2,090,414</u>	<u>\$ 1,557,982</u>

Difference - Net Profit/(Loss)	\$ 70,098	\$ 231,526	\$ 17,909
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Future Utility and Road Replacement Plan

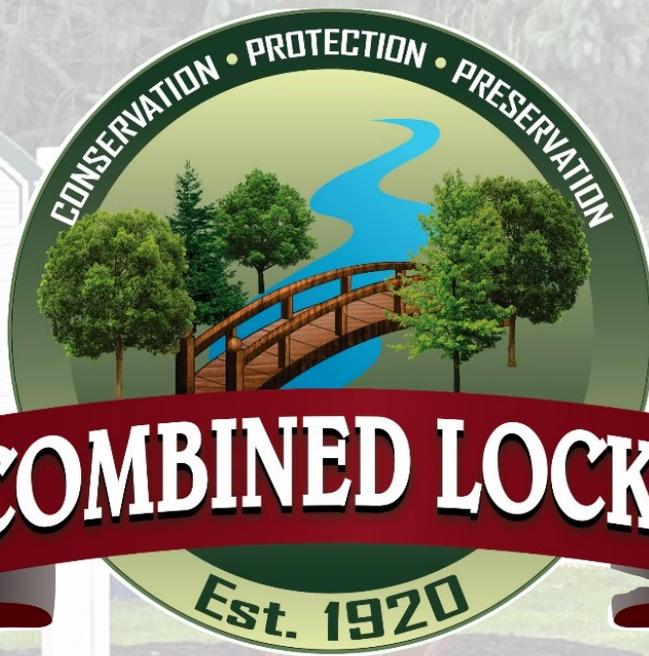
Note: This plan is created for planning and budgeting purposes and is subject to change.



Year	Street	Work Type	Estimated Project Cost	Special Assessments
2026	Marcella Avenue	Utilities	\$560,000	Yes - Est. \$4,000
2027	Washington Street (CTH N)	Utilities	\$250,000	Yes - Est. \$4,500
2027	Marcella Avenue	Road	\$465,000	No
2027	Fairway Street, Lamine Lane, Vosters Vista	Road	\$700,000	No
2027	Debruin Road & Block Road	Road	\$2,000,000	Yes - Est. Unknown
2028	No Projects			
2029	Green Way Village Subdivision	Road	\$650,000	No
2030	Lox Court	Utilities	\$400,000	Yes - Est \$4,500
2030	Lom Street	Utilities	\$400,000	Yes - Est \$4,500
2030	Darboy Road	Utilities	\$300,000	Yes - Est \$4,500
2031	Hidden Ridges Way, Circle & Court	Road	\$850,000	No
2031	Lox Court, Lom Street, Darboy Road	Road	\$850,000	No
2032	Ravina Meadows Subdivision	Road	\$650,000	No

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.

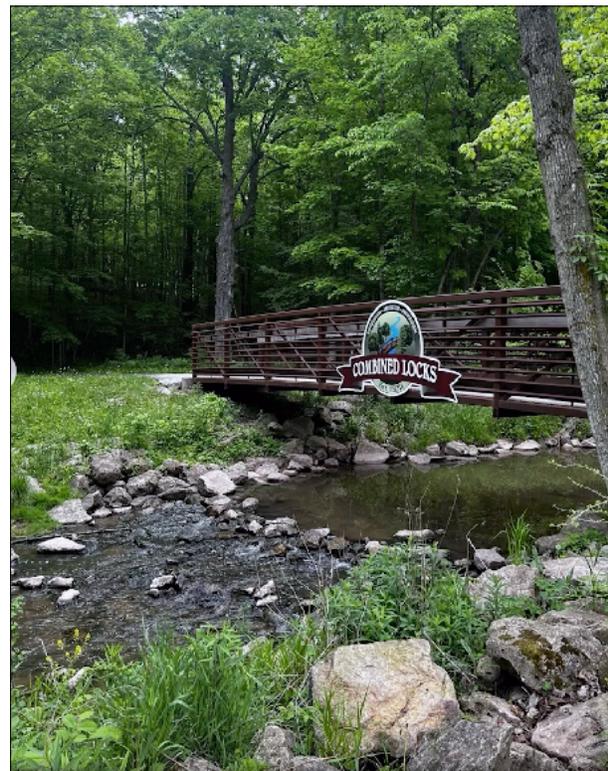
The village has a population of approximately 3,633 residents and is part of the larger Fox Cities metropolitan area, which has over 260,000 individuals. Combined Locks has experienced significant growth, with a 37.4% increase in population from 2000 to 2010, and a projected rise of 9.2% from 2010 to 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

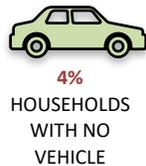
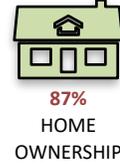
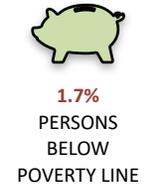
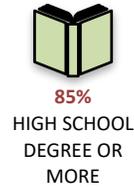
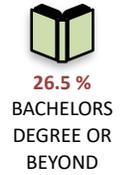
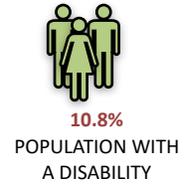
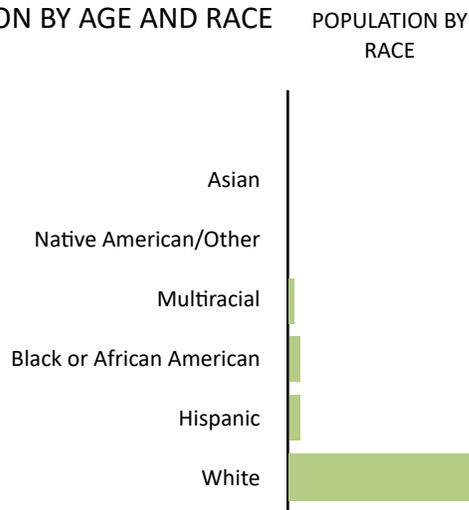
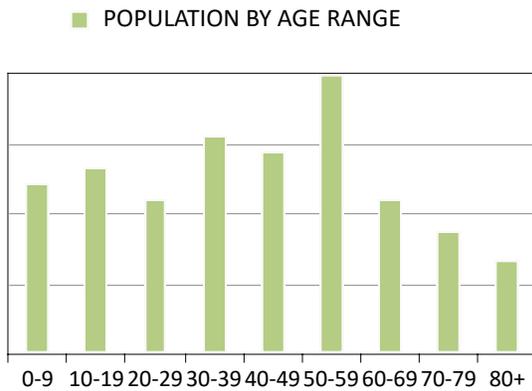


FIGURE 2.0: POPULATION BY AGE AND RACE



Source American Community Survey (ACS) 2023

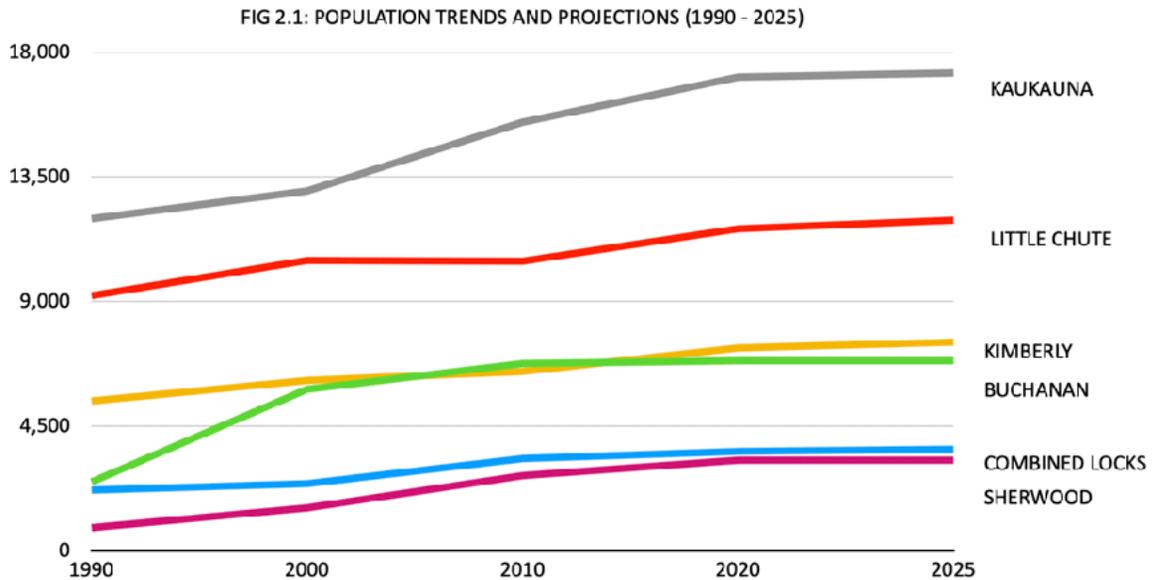
COMMUNITY DATA



TABLE 2.1: HISTORICAL CENSUS POPULATIONS COMPARISON, 1990 - 2025

	1990	2000	2010	2020	2025	% Change 1990 - 2000	% Change 2000 - 2023	% Change 2010 - 2023
V. Combined Locks	2,190	2,422	3,328	3,588	3,663	10.6%	37.4%	10.1%
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

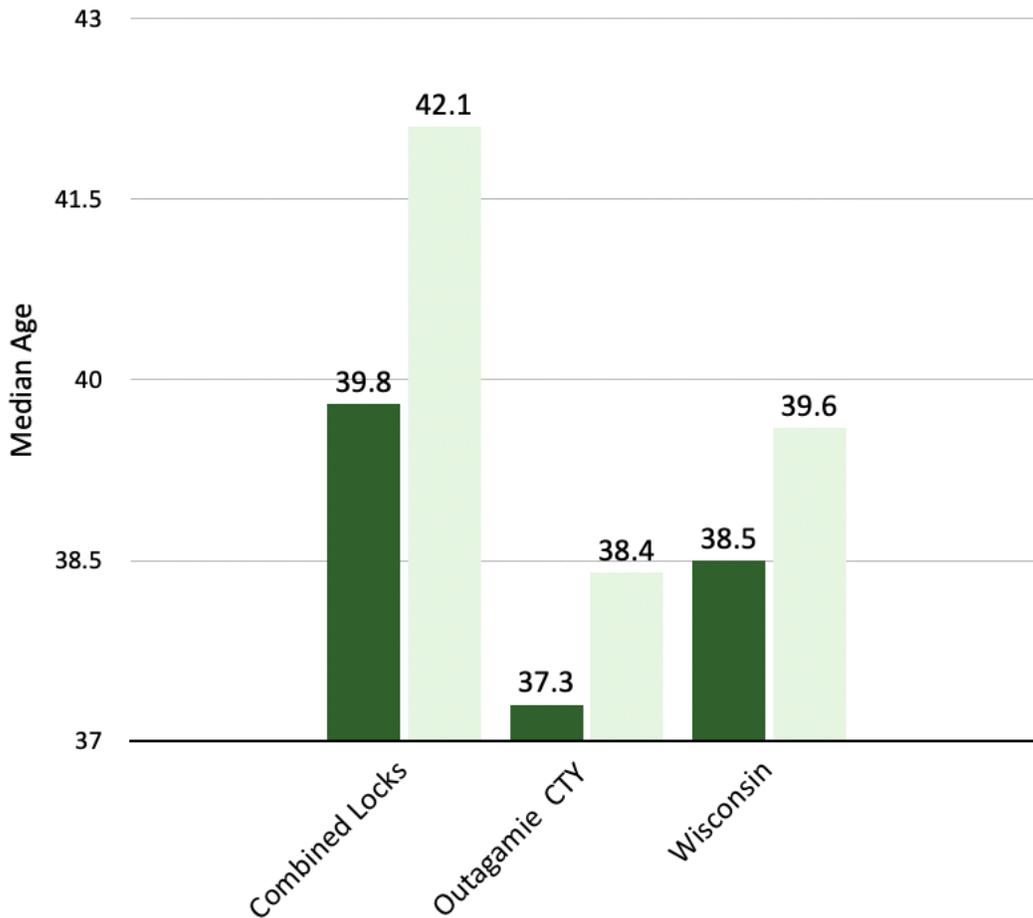


TABLE 2.2: COMBINED LOCKS MEDIAN AGE

	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

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

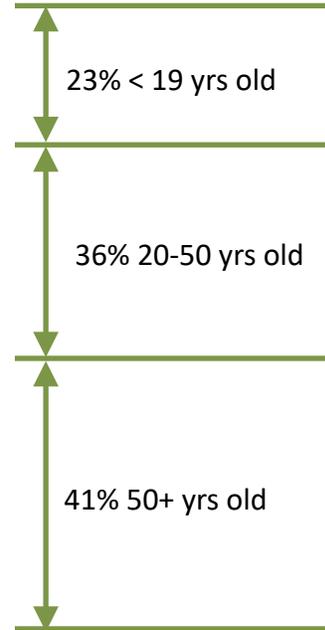
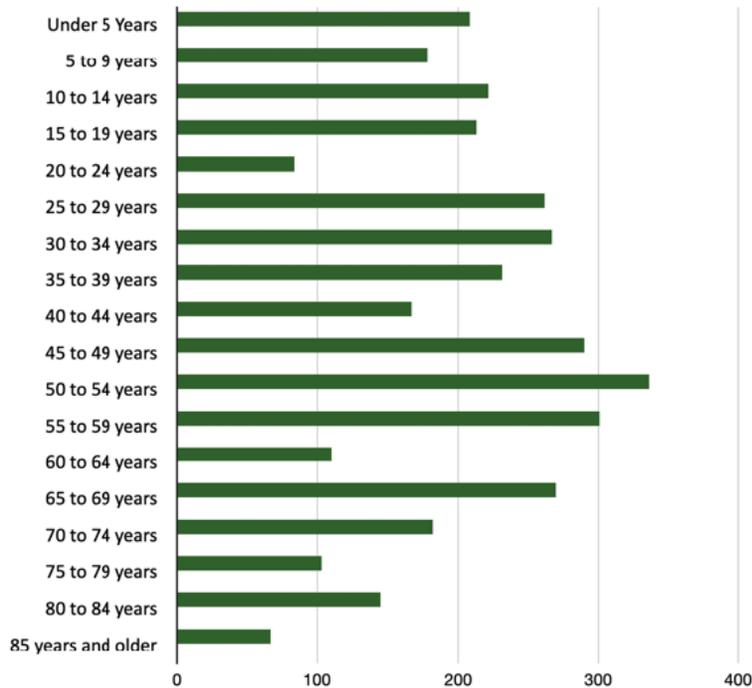


FIG 2.3: AGE DISTRIBUTION GRAPH, VILLAGE OF COMBINED LOCKS

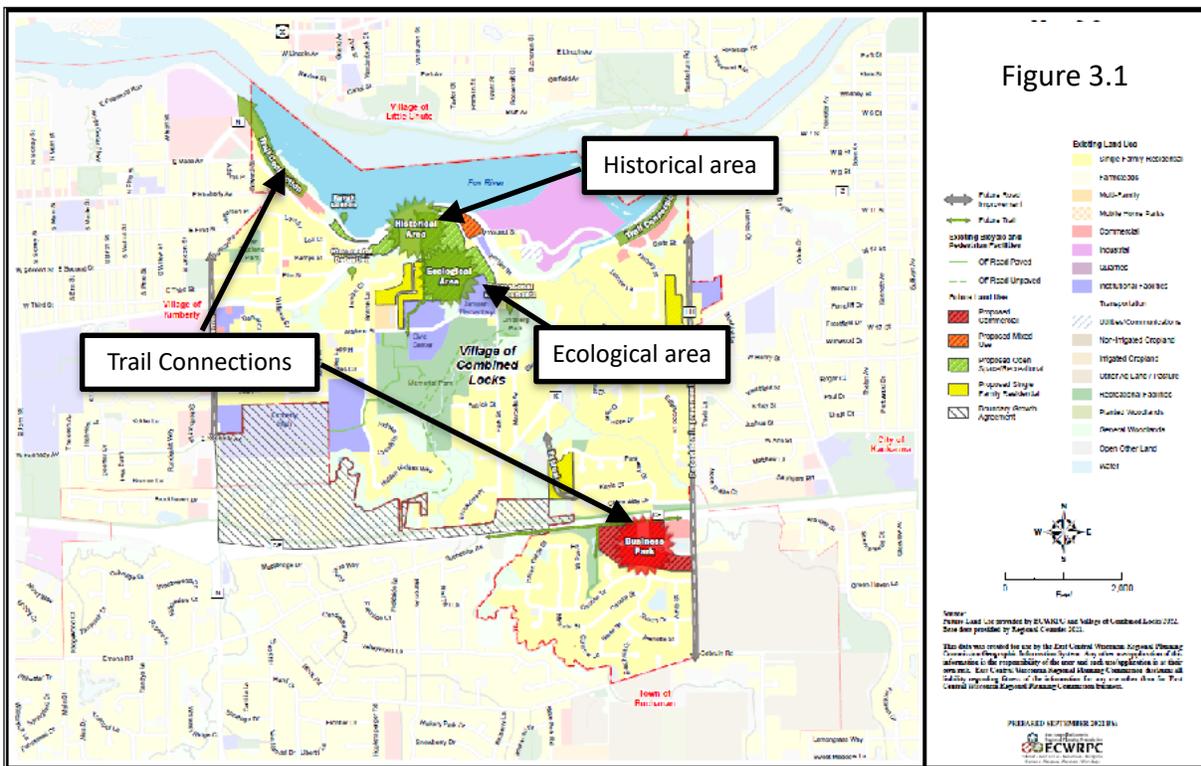


LAND USE - 2040 VISION STATEMENT



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

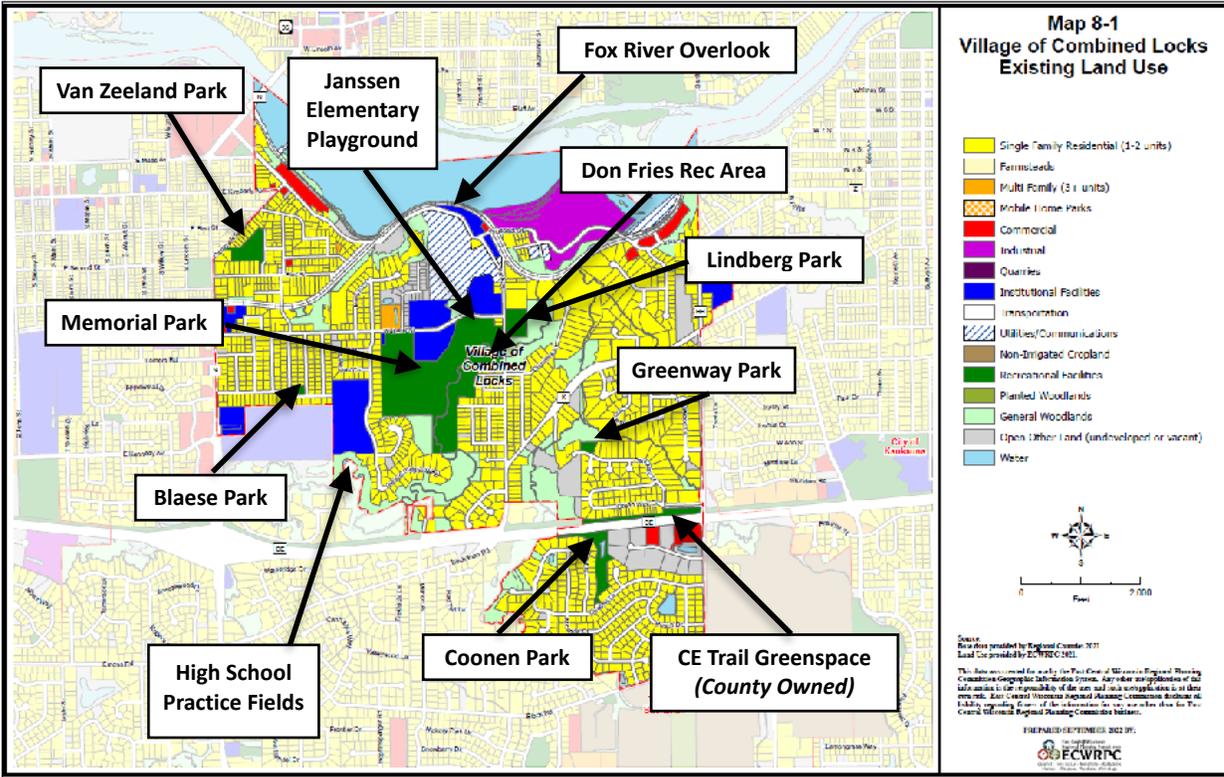
Recreational development moving forward includes the following:

- 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 Street include the CE Trail, the 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...

-  93.1 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

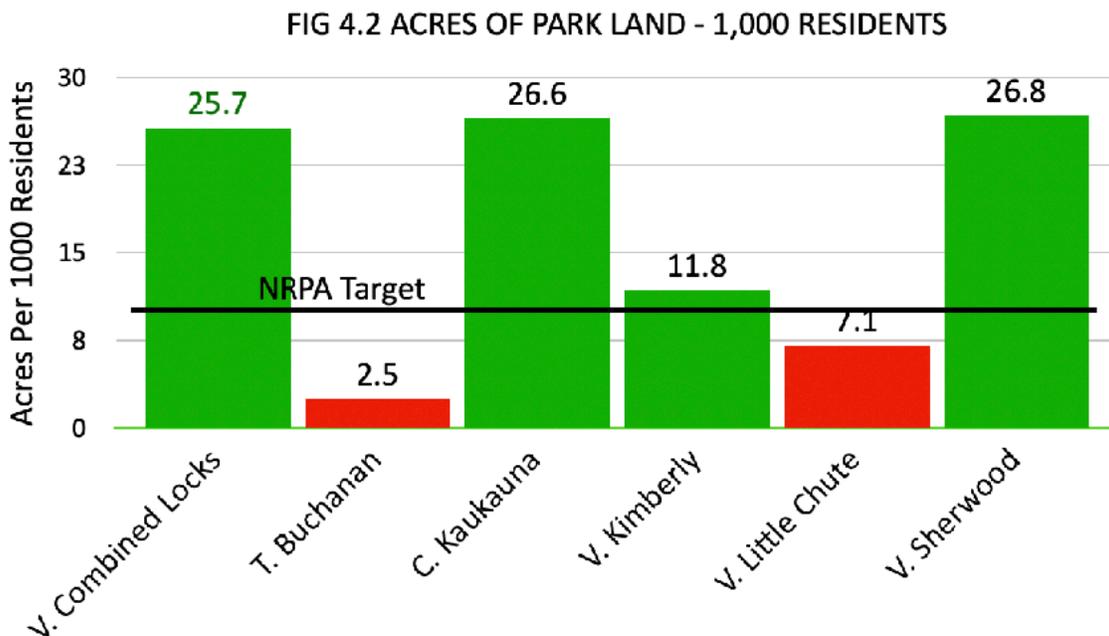


TABLE 4.2: ACRES OF PARK LAND - 1,000 RESIDENTS

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

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	
Amenities								
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	↓↓

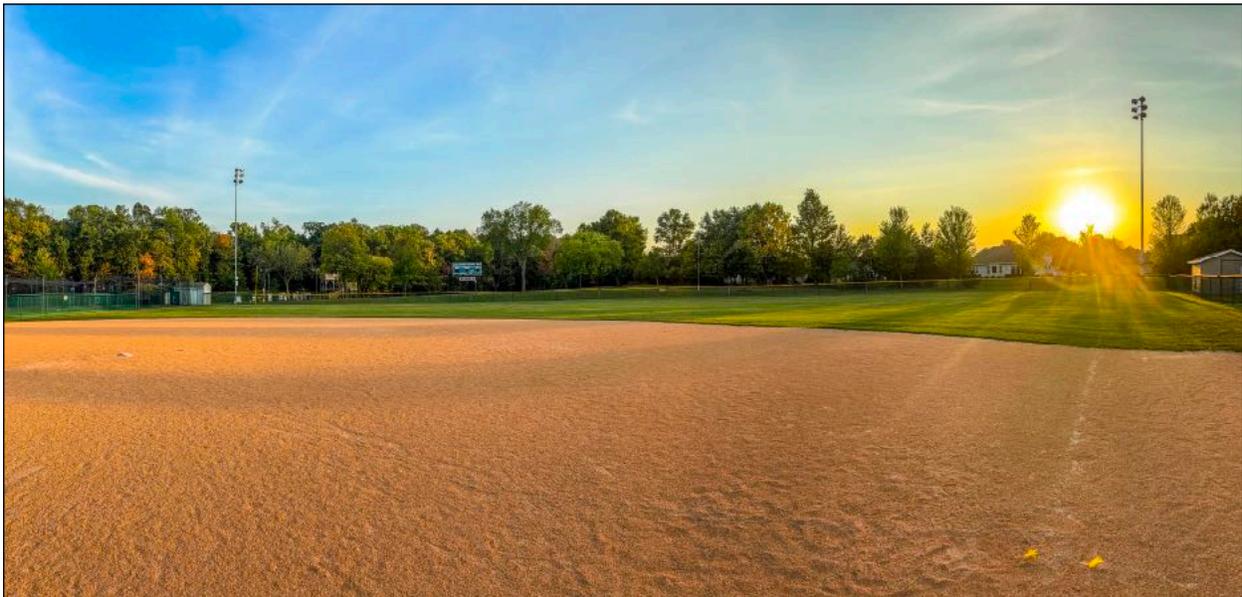
Source: 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan

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
COMPLETED ITEMS (previous 5 years)								
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							
FUTURE ITEMS								
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
COST ESTIMATE		\$ 554,000	\$ 60,000	\$ 15,000	\$ 15,000	\$ 75,000	\$ 60,000	\$ 310,000

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
COMPLETED ITEMS (previous 5 years)								
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							
FUTURE ITEMS								
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
COST ESTIMATE		\$ 510,500	\$ 13,000	\$ 12,500	\$ 12,500	\$ 22,500	\$ 75,000	\$ 375,000

All cost estimates are in 2025 dollars

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
COMPLETED ITEMS (previous 5 years)								
Added Gaga ball court	2023							
Complete redevelopment of park and shelter	2022							
FUTURE ITEMS								
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
COST ESTIMATE		\$ 207,000	\$ 5,000	\$ 1,000	\$ 1,000	\$ 0	\$ 0	\$ 200,000

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
COMPLETED ITEMS (Previous 5 years)								
New parking lot	2025							
Replace merry-go-round	2023							
Resurface tennis court	2022							
Revamped planting bed near memorial plaque	2019							
FUTURE ITEMS								
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
COST ESTIMATE		\$ 1,312,500	\$ 3,500	\$ 200,000	\$ 74,000	\$ 150,000	\$ 0	\$ 885,000

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
COMPLETED ITEMS (Previous 5 years)								
Improve park drainage throughout park	2021							
FUTURE ITEMS								
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	
COST ESTIMATE		\$ 54,000	\$ 8,000	\$ 500	\$ 20,500	\$ 0	\$ 25,000	\$ 0

All cost estimates are in 2025 dollars

GREENWAY PARK



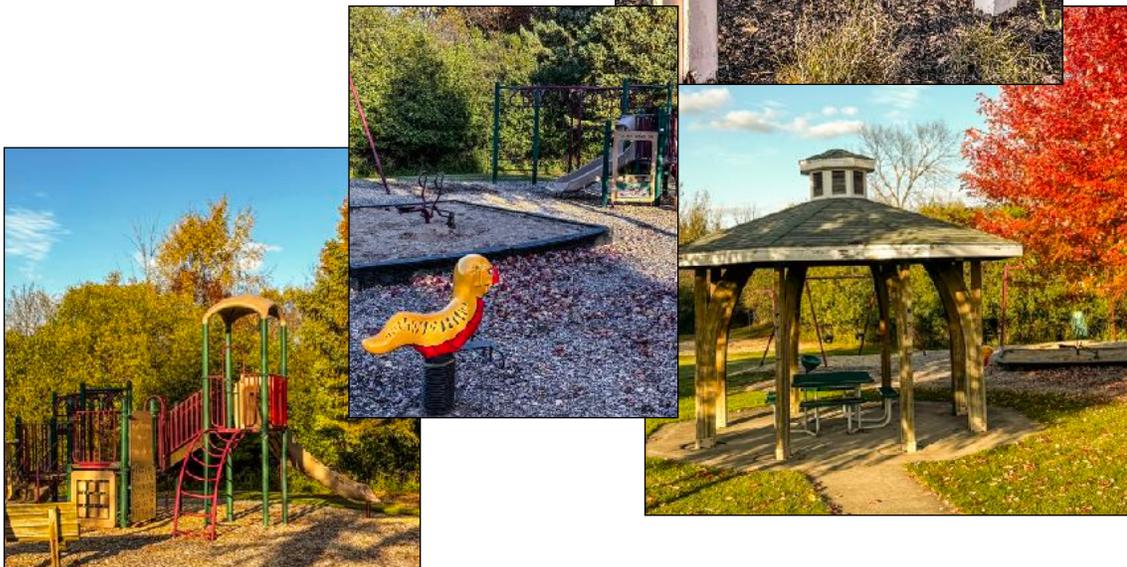
PARK TYPE
Neighborhood Park

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
COMPLETED ITEMS (Previous 5 years)								
N/A								
FUTURE ITEMS								
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						
COST ESTIMATE		\$ 87,500	\$ 0	\$ 2,500	\$ 0	\$ 0	\$ 0	\$ 85,000

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
COMPLETED ITEMS (Previous 5 years)								
Re-seal basketball court	2023							
Installed Gaga Ball Court	2023							
Improved drainage in playground area and West edge of park	2022							
FUTURE ITEMS								
Upgrade all lighting to LED		\$ 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			
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
COST ESTIMATE		\$1,572,000	\$ 5,000	\$ 11,000	\$ 6,000	\$ 0	\$ 0	\$ 1,550,000

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 Zeeland 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
	\$ 4,275,500	\$ 64,000	\$ 239,500	\$ 123,500	\$ 247,500	\$ 160,000	\$ 3,405,000

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

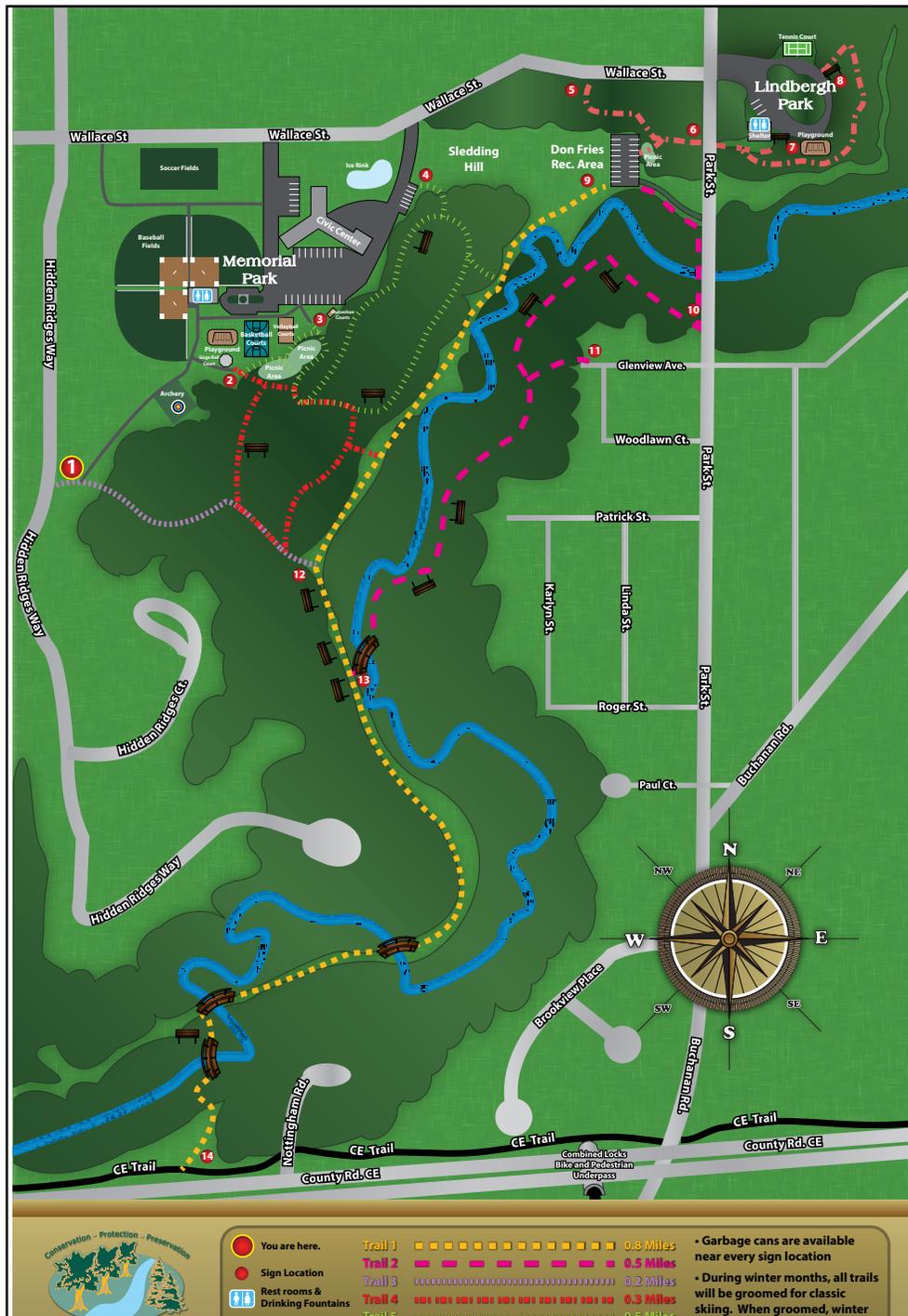
Walking/Hiking trails	
Park	Distance (miles)
Memorial Park	2.6
Don Fries Rec Area	-
Van Zeeland Park	0.6
Lindberg Park	0.5
Blaese Park	-
Greenway Park	-
Coonen Park	0.3
Total Trail Length	4

PEDESTRIAN AND BICYCLE TRAILS



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

FIGURE 8.1: EXISTING TRAILS



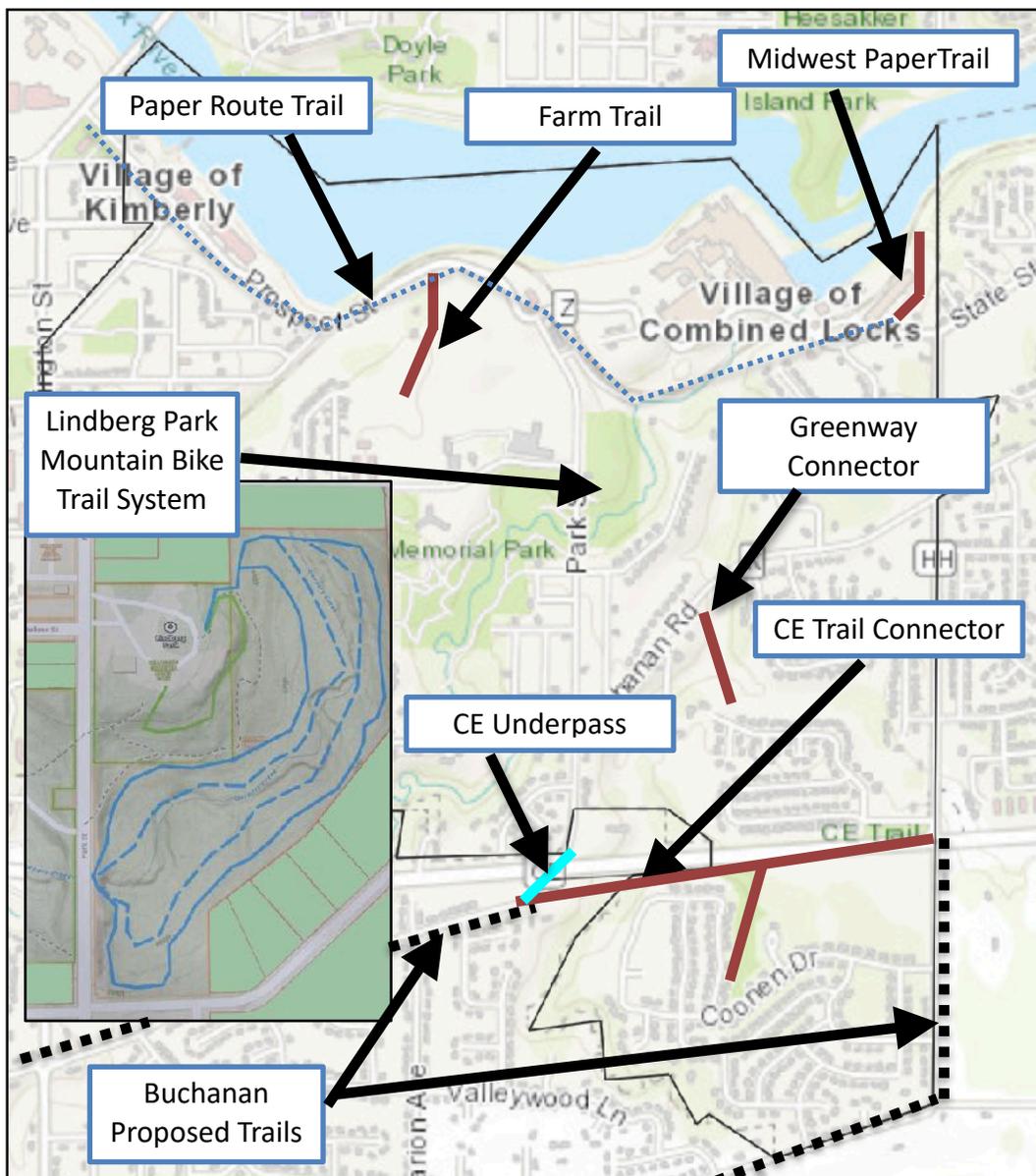
FUTURE TRAIL EXPANSION



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"> Rehabilitation and maintenance of existing trails and trailhead facilities Development of new trails, trail linkages, and trailhead facilities. Acquisition of property for trails in areas with limited trail opportunities 	<ul style="list-style-type: none"> 50% local match May 1st deadline and Project must be identified in local CORP or SCORP plan
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"> Projects must be on a Federal-aid Highway or a public road 	<ul style="list-style-type: none"> 80% Federal share/20% Local match
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"> Connectivity to existing facilities Local matching funds available Project readiness 	<ul style="list-style-type: none"> 80% Federal share/20% Local match
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"> Specific targets for distance from schools relative to age must be met 	<ul style="list-style-type: none"> 80% State share/20% Local match
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"> Up to 25% of the total project 	

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			

**VILLAGE OF COMBINED LOCKS
RESOLUTION NO. 2025-13**

**ADOPTING THE 2026-2030 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 hereby adopts the Village of Combined Locks 2026-2030 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: _____

Move to approve resolution 2025-13, made by: _____

Motion to approve resolution 2025-13 seconded by: _____

VOTES

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

VILLAGE OF COMBINED LOCKS
ELECTION INSPECTOR APPOINTMENTS
JANUARY 1, 2026 - DECEMBER 31, 2027

Patti Stapleton, Chief Inspector, 617 Glenview Avenue
Cathy Huber, Chief Inspector, 108 Wulgaert Way
Amy Moe, Chief Inspector, 656 Miranda Street
Julie Grafmeier, Chief Inspector, 610 Linda Street

Rich Thiel, 616 Buchanan Road
Stuart Timm, 625 Glenview Avenue
Dan Grafmeier, 610 Linda Street
Dave Hopfensperger, 515 Michael Street
Val Schmidt, 310 Wallace Street
Jessica Giese, 434 Williams Street
John Stutzman, W2449 Valleywood Lane, Appleton
Ruth Elmer, 427 Hidden Ridges Way, (Republican Party Nominated)
Scott Cieslek, 112 Fairway Street, (Republican Party Nominated)
Ammie Ebben, 660 Miranda Street
Tom Vosters, 554 Berghuis Drive
Lisa Legendre, 515 Steven Street, (Republican Party Nominated)

Respectfully submitted,

Racquel Shampo-Giese
Administrator-Clerk-Treasurer

Water Commission

THIRD QUARTER WATER COMMISSION
OCTOBER 21, 2025

The third quarter Water Commission Meeting was called to order by Commission Chair John Neumeier. Commission members in attendance included: Al Leicht, Jim Ponto, Brad Schinke, Tim Stutzman, and RJ Talbot. Justin Krueger was absent.

Also present were Public Works Co-Director Keith Weyenberg and Village Administrator Racquel Shampo-Giese.

The first item on the agenda was to review and consider approval of the minutes from the second quarter meeting. J. Ponto made a motion to approve the minutes. B. Schinke seconded the motion, and it passed unanimously.

The next item on the agenda was the Public Works Director's report on the utility operations for third quarter 2025. His report included the following information: a vehicle crashed into a fire hydrant near Marcella Avenue causing a water break, hydrant flushing was completed in September, 1/3 of the water system valves were exercised in September, there was some water quality issues due to maintenance on Kimberly's Lincoln Street well, 10-year residential water meter changes and cross-connection inspections began last week, and Ferguson Waterworks will be conducting our fire flow and large meter testing. He also reported continued work on the Marcella Avenue sanitary sewer project scheduled for 2026.

The next item on the agenda was to review the water loss and sanitary sewer inflow and infiltration data. The available data was reviewed. The water loss is estimated at 14.61% (10,404,398 gallons). The loss was 4% in 2024. The I&I gallons are estimated at 69,163,815 with a cost of \$49,590.

Water Commission members were reminded of the HOV Metropolitan Sewerage District's Community Meeting scheduled for 10/28/25 at noon at the Combined Locks Civic Center.

J. Ponto made a motion to adjourn the meeting. B. Schinke seconded the motion, and it passed unanimously. The Water Commission meeting adjourned at 7:15pm.

Water Commission

4th Quarter Report

December 9, 2025

Water Utility Activities:

- We did have three water breaks this quarter, putting the total at 14 for the year. The last three breaks occurred while we had a contractor in town doing fire flow testing for us. The same thing happened the last two years when we were using a different contractor. We have budgeted to buy our own testing equipment in 2026 to hopefully have better control over the testing.
- All routine monitoring requirements for safe drinking water performed in 2025 have passed inspection for safe drinking water.
- Dustin completed 158 residential meter changes along with cross-connection and clear water inspections.
- All required fire flow, large meter testing and back-flow testing have been completed for 2025.
- We did have a few iron complaints in November on Mary Street and Woodlawn Court. Not sure what caused the issue. There was no maintenance or outage at the Lincoln Street well at the time. Last week levels were back to normal.

Sewer Utility Activities:

- Speedy Clean performed the recommended repairs on two manholes and a section of sanitary mainline in Coonen Subdivision that were found during our yearly televising program.
- Marcella Street water and sewer project plans are currently at 90% complete for the project next year. We plan on putting it out for bid in February.
- Storm sewers and ponds are being installed in the Wolfinger subdivision.

2025	Water Purchased	Cost	Water Billed to Residents	Gallon Difference	Cost of Loss	HOV Sewer Volume Charged to CL	Sewer Billed to Residents	Customer Summer Sewer Credit	Difference (I & I)
01/01/25 - 03/31/25	21,869,000	\$ 78,577	19,482,942	-2,386,058	\$ 7,588	46,829,000	19,473,525		-27,355,475
04/01/25 - 06/30/25	28,103,000	98,080	19,088,180	-9,014,820	\$ 28,667	54,479,000	18,733,854	354,326	-35,390,820
07/01/25 - 09/30/25	31,267,000	106,526	28,640,390	-2,626,610	\$ 8,353	40,641,000	26,924,172	1,716,218	-12,000,610
10/01/25 - 12/31/25				0	\$ -			0	0
Totals	81,239,000	283,182	67,211,512	-14,027,488	\$ 44,607	141,949,000			-74,746,905
Gallon Loss/Unbilled	14,027,488	or	17.27%			Loss			52.66%
Cost of Loss	\$ 44,607	using wholesale rate of \$3.18 per 1000 gallons				Cost of Loss - Volume Only		\$	53,594
Per 2025 audit:									

2024	Water Purchased	Cost	Water Billed to Residents	Gallon Difference	Cost of Loss	HOV Sewer Volume Charged to CL	Sewer Billed to Residents	Customer Summer Sewer Credit	Difference (I & I)
01/01/24 - 03/31/24	17,606,485	\$ 64,701	17,677,945	71,460	\$ (227)	36,193,000	17,656,162		-18,536,838
04/01/24 - 06/30/24	20,587,107	74,179	17,820,788	-2,766,319	\$ 8,797	48,227,000	17,570,345	250,443	-30,406,212
07/01/24 - 09/30/24	23,185,008	83,394	20,764,322	-2,420,686	\$ 7,698	43,879,000	19,540,307	1,224,015	-23,114,678
10/01/24 - 12/31/24	19,503,665	74,779	22,864,783	3,361,118	\$ (10,688)	38,196,000	21,858,594	1,006,189	-15,331,217
Totals	80,882,265	297,053	79,127,838	-1,754,427	\$ 5,579	166,495,000			-87,388,945
Gallon Loss/Unbilled	1,754,427	or	2.17%			Loss			52.49%
Cost of Loss	\$ 5,579	using wholesale rate of \$3.18 per 1000 gallons				Cost of Loss - Volume Only		\$	62,658
Per 2024 audit: 4.00%									

2023	Water Purchased	Cost	Water Billed to Residents	Gallon Difference	Cost of Loss	HOV Sewer Volume Charged to CL	Sewer Billed to Residents	Customer Summer Sewer Credit	Difference (I & I)
01/01/23 - 03/31/23	18,550,182	\$ 67,702	17,988,214	-561,968	\$ 1,337	46,743,000	17,971,452		-28,771,548
04/01/23 - 06/30/23	22,067,101	78,885	18,744,160	-3,322,941	\$ 7,909	42,696,000	18,357,285	386,875	-23,951,840
07/01/23 - 09/30/23	22,846,291	81,363	22,329,188	-517,103	\$ 1,231	23,681,000	13,960,845	1,947,528	-7,772,627
10/01/23 - 12/31/23	6,800,839	24,551	11,691,240	4,890,401	\$ (11,639)	9,883,000	15,059,512	-3,368,272	1,808,240
Totals	70,264,413	\$ 252,501	70,752,802	488,389	\$ (1,162)	123,003,000	65,349,094		-58,687,775
Gallon Loss/Unbilled	-488,389	or	-0.70%			Loss			47.71%
Cost of Loss	\$ (1,162)	using wholesale rate of \$3.18 per 1000 gallons				Cost of Loss - Volume Only		\$	44,779
Per 2023 audit: 3.00%									