

K

THE FOX RIVER TRAILBLAZER PROJECT

educational functions and provide resources and staff knowledgeable about various aspects of local and regional history and heritage. Staff should be utilized for their expertise to help develop special educational programs. Existing facilities and programs can also be incorporated into educational programs and field trips.

Develop educational programs in tandem with proposed parkway interpretive facilities.

Development of the parkway provides the opportunity to develop school curricula and programs unique to the history and heritage of the Fox River. Programs focusing on commercial and industrial development, economics, resource preservation and the environment can benefit from proposed interpretive centers, trails and other parkway facilities. Parkway lands and interpretive facilities if properly developed can serve as an outdoor classroom and provide access and facilities for unique educational opportunities.

Encourage Intergovernmental Cooperation for Various River Initiatives.

Development of the heritage parkway should serve as an opportunity to coordinate and integrate various planning and development efforts related to improvement of the river as both a natural and cultural resource. Cooperation of all levels of government will be needed to make the parkway a reality.

Cooperate on development of recreational and open space opportunities

State, county and municipal governments all have plans identifying the need for additional recreation facilities and open space. The proposed parkway provides the opportunity and structure to meet many of these needs including the continued operation of the locks. Local governments, state government and local interests can work together to fund and develop recreational facilities to meet identified needs.

Cooperate to meet resource protection and water quality improvement goals

Numerous plans developed by all levels of government, various organizations and industry identify various measures for improving the quality of the river as a resource as well as improving and protecting water quality. The parkway will benefit from these measures and will increase usability for fishing, boating and other forms of recreation as identified in various plans. Parkway and adjacent lands if properly developed can serve as buffer zones to separate more intensive urban uses associated with increased runoff.

Planning and development considerations

1. **Develop budget and cost estimates for long-term maintenance and development of the Parkway**
Development of cost estimates for the long-term maintenance and development of the parkway should begin once a financial agreement for disposition is reached. Direct and long-term maintenance budgets can be determined when the state is negotiating MOA's with local municipalities. Costs for individual development items such as boat launches, canoe portages, trail development and interpretive signage can also be estimated to help determine site development budgets. A study of these cost estimates can then be applied to a future master plan for the parkway or plans for individual sites.
2. **Prevent further deterioration while rehabilitating the operating system from Green Bay to Lake Winnebago**
Rehabilitation will be done to return the system to an operating state. The Fox River Management

THE FOX RIVER TRAILBLAZER PROJECT

Commission will continue to operate the Menasha, DePere and Little Kaukauna locks as the parkway develops.

3. **Continue to support the Fox-Wisconsin Rivers Heritage Corridor**

The Department of Tourism's heritage tourism program provides critical exposure and marketing for the river corridor through state publications and events and should be a vital part of the parkway concept. Efforts should be made to reinvigorate the heritage corridor effort. Communities, organizations and volunteers need to work together to re-establish a working organization. Possible restructuring and implementation of non-profit organizational status should be pursued to create a self-funded operation.

4. **Pursue designation as a National Heritage Area and/or American Heritage River**

Previous efforts to designate the Fox River as a national heritage area or corridor should continue to be pursued. President Clinton's announcement of a new American Heritage Rivers Initiative has created another designation which focuses on river revitalization through community initiated efforts. Community leaders, civic organizations and river advocacy groups are already strategizing to nominate the Fox River for this program. A national designation will provide visibility and support on a federal level and may provide additional technical assistance.

5. **Support current resource management and environmental programs**

A healthy fishery, wildlife habitats, clean water and pollution control are all critical to a healthy enjoyable river system. Current programs and ongoing efforts should be supported and encouraged. Parkway planning efforts should be structured to best meet the overall goals and objectives for various river programs.

6. **Identify and pursue public/private partnerships and donations**

Public/private partnerships will be extremely important to successful development efforts within the Fox River corridor. Outright contributions and private funding for direct parkway development should also be encouraged and pursued. Private monies for tourism and river related projects increases the value of available public dollars and enhances public parkway development efforts. Efforts to identify potential funds and partnerships should be an on-going effort.

7. **Begin detailed inventory of recreation, historic and tourist sites and facilities**

A detailed inventory of sites and facilities within the corridor will be an important first step in detailed planning efforts. Identifying existing facilities and nodes of activity will help determine how to best develop and link parkway sites. Many historic surveys and resource inventories have already been completed for the Fox-Wisconsin Rivers Heritage Corridor Program and as a part of other river related studies and planning efforts. Many recreational and historical assets of the river corridor are identified and illustrated in Appendix A.

8. **Identify lands for possible inclusion as a part of the Parkway**

Several parcels of land as well as existing and proposed tourism related facilities have been proposed for inclusion into the parkway. Possible sites on the Lower Fox River include Heritage Hill State Park, the Little Rapids site and former Lost Dauphin State Park site. Lake Winnebago area sites include a regional visitor's center and interpretation facility proposed near Oshkosh, and a part or parts

THE FOX RIVER TRAILBLAZER PROJECT

of Lakeside Park in Fond du Lac. Upper Fox River sites that should be considered include Andy Krakow Memorial Park and other public lands adjacent to the Montello lock site and the Fort Winnebago site, which is proposed to be restored as a heritage park, possibly with historic reconstructions of the Fort and its buildings.

These sites should be studied to determine what they would contribute to the parkway and if it would be financially feasible to manage them as part of the parkway. Agreements needed to incorporate them into the parkway would also require investigation and negotiation.

Plan implementation and parkway management

Introduction: setting the stage

Communities, counties and organizations along the entire Fox River have passed resolutions to support the establishment of a heritage parkway as part of the heritage corridor. In addition, the communities and counties along the Lower Fox River support the transfer of the Fox River navigation system excess lands, including all responsibilities of ownership and administration, to the State of Wisconsin.

Strategies for establishing the parkway will involve creating partnerships between state and local governments for the purpose of funding specific capital improvements, providing annual direct and long term capital maintenance, and site planning and design. The successful development of the heritage parkway will need cooperation and support from both the public and private sectors. Establishment of an oversight committee and creation of enabling legislation will create a framework for accomplishing these tasks as well as organizing, managing and marketing the parkway. In addition, local and state administrative functions must be delineated and funding mechanisms committed.

Parkway formation and dedication—phase 1

Locks and associated lands on the Lower Fox River currently owned by the federal government and managed by the COE would be transferred over to the state along with a financial settlement under the conditions determined in the disposition negotiations. This phase would include the creation of a Fox River Heritage State Parkway Management Commission with initial membership of interests from Green Bay to the Lake Winnebago Pool. This commission would have authority to rehabilitate and operate the Lower Fox River navigational system, using a funding scenario combining the expertise of the Greater Green Bay, Fox Cities and Oshkosh Community Foundations to maximize the investment return on the federal, state and local dollars, furnished as part of the negotiations. This commission would also manage and operate the navigational system as it is rehabilitated. The commission will develop a seven-year rehabilitation plan rationale for the Lower Fox River, with appropriate environmental safeguards in place, and begin the rehabilitation process.

Parkway formation and dedication-phase 2

Lands on the Upper Fox River currently owned by the state and managed by Wisconsin Department of Natural Resources would also be transferred and made a part of the State Heritage Parkway. Other lands identified

for possible inclusion, as a part of the parkway would also be designated. During this phase the Fox River Heritage State Parkway Management Commission would be expanded in size to include representation from the Upper Fox River area, and in scope to develop heritage interpretation. Existing and future historic sites, parks and other public areas, and profit and not for profit tourist attractions along the river way, although not managed and administered as parkway lands, would be promoted under parkway marketing concepts as a part of the Heritage Parkway.

Parkway formation and dedication—phase 3

Phase 3 of this process would add heritage interpretation from the Lower Wisconsin River (Lower Wisconsin River from Portage to Prairie du Chien) to the Fox River Heritage State Parkway.

Potential parkway legislation

Because of the scattered sites, variety of resources and proposed activities, and agreements between state and local governments needed for addressing lock disposition and site maintenance, the management of the proposed parkway would be more complex than that of existing state parks managed by the DNR. Therefore, legislation should be proposed that would create a state oversight organization independent of the existing state park administrative structure. Needed legislation would describe associated lands and establish a commission or board to administer parkway lands and finances and oversee lock operations.

Therefore, within the parameters of the three phases of the parkway Formation and Dedication process, local representation on the board should include interests from the parkway area involved. In addition to the DNR, the State Historical Society and Department of Tourism would also have an interest in the parkway and would have representation on the board. Initial and continued legislative budget action will also be required for establishment of an operating budget to support parkway administration and management activities.

Needed legislation could be similar to that of the Kickapoo Valley Reserve and Lower Wisconsin River way but would have representation from the three state entities in addition to local representation. States such as Massachusetts and Pennsylvania have created Heritage State Park Systems, mainly in response to related sites scattered along river corridors and canals, and could provide models for such legislation.

Parkway organization and management

The state as owner will assume a share of the responsibility for long-term capital maintenance and will also assume responsibility for major liability items such as litigating disputes over property rights, water flow, easements and dike failure. Local units of government would be responsible for ongoing general annual maintenance activities such as grass cutting, general building maintenance, painting of buildings and structures. Under this agreement, local communities are freed from the burden of unforeseen long term capital maintenance expenditures related to the navigational system structures currently the responsibility of the COE, and would also be removed from dealing with larger liability issues.

Proposed responsibilities of the parkway board include administration of: parkway lands, base budget, and

possible Memorandums of Agreement (MOA) for maintenance with local governments, and coordination of technical assistance with state cooperating agencies. A memorandum for technical assistance will be needed to provide an allocation for specialized staff assistance from each of the state agencies to comment on and guide the various recreational, historical and tourism interests of the parkway. This assistance will be especially critical during the initial phase (locks disposition) of parkway development. The parkway board would also assume responsibility for administration of the negotiated financial settlement between the COE and the state, oversight of initial capital expenditures related to items such as restoration of locks, upgrade of bypass channels, repair of canal dikes and agreements concerning operation of functional locks. In addition, the board would also be responsible for overseeing development of the initial parkway master plan and would oversee or administer contracts for any other corridor wide plans or designs, such as a parkway signage plan, to insure cohesive design and development standards on all parkway lands. The DNR will continue to carry out its responsibility for fish and wildlife management, forestry management and environmental quality on lands it manages within the river corridor.

Parkway site development

Once the parkway is established and base work on the parkway is completed, individual site development can take place, which would be initiated and funded by the local units of government. As with designated state trails where the state acquires the land, develops the trail surface and leases trail segments to individual communities, parkway lands would also be owned by the state and in essence leased to the communities. Communities will initiate site developments to meet the needs and desires of their respective communities much like they would with any community owned park land. Counties or towns could initiate development on rural parkway lands. The parkway board to insure they don't conflict with the overall goals and objectives of the parkway will then review these development proposals. Once developed, facilities would be maintained by the respective communities or counties like other park or public recreation facilities owned by the community. Developments may be public facilities such as picnic areas or trails, or public/private partnerships such as the conversion of a lock tender's house into a bed and breakfast or interpretive center.

Marketing the parkway

Marketing for the heritage parkway would primarily take place under the auspices of the Department of Tourism as represented on the parkway board. Input for marketing the various historical, recreational, and tourism aspects of the parkway could come from the related state and local agencies. The parkway board could provide some funding for marketing and promotion of the parkway proper as well as related recreation and tourist sites, which would be addressed under the heritage corridor concept. The two programs would work together to effectively promote the parkway and related sites as a regional destination and system of sites. Any federal designation under the American Heritage Rivers or National Heritage Areas programs would mean marketing exposure and possible technical assistance at a national level. Efforts of local communities and organizations will also be an important aspect of parkway marketing.

Lock operation

As part of its duties the parkway board could oversee operation of the locks in the manner of the Fox River

Management Commission. Personnel and administrative duties could be funded as an item of the annual operating budget created by enabling parkway legislation. Long term capital maintenance and repair of the lock structures would be funded by funding generated through the negotiation process.

Legislation authorizing both the Fox River Management Commission and the Lower Fox River/Lake Winnebago Regional Management Commission will need to be rescinded and new agreements established as a part of the new parkway legislation.

Potential parkway costs and funding

Disposition costs

Costs for disposition of the Fox River lock system are quite complex and based on a number of variables including actual cost of lock repair, cost of dealing with possibly hazardous dredge spoils, contested deeds and titles, and loss of recreation and tourism dollars due to closing of the system. There are likewise various options for closure and/or restoration, each affecting up front capital costs, long term direct annual maintenance and long term capital maintenance and operation costs that need to be addressed in the disposition negotiations.

The financial settlement negotiated between the state and the COE determines the amount of money available for restoration and future operation of the system.

Parkway costs

Once established, a major cost of the parkway includes funding a share of long-term capital maintenance. Other parkway costs will include administration and management of parkway activities, marketing, lock operation, and possible acquisition of additional lands. After the disposition is concluded total costs of the parkway can be determined and budgeted. Detailed analysis of closure and restoration costs can be found in the Mead and Hunt studies and the COE's 216 Disposition Report referenced in Appendix C. These may help in identifying long term maintenance costs for the Lower Fox River locks.

Parkway funding

The State may designate a one-time capital expenditure related to establishment of the parkway especially if acquiring lands not a part of the original lock system or currently owned by the state. An annual operating budget for the parkway is proposed as a part of initial legislation. It is planned that a sinking fund be established out of the disposition settlement to offset the costs of annual maintenance, operations and repairs, and possibly fund marketing efforts. Finally, development of the parkway would be accomplished with a variety of state and federal grants made available to augment local spending and encourage additional development. Other potential sources of revenue include lock usage fees, boat launching fees or a designated portion of boat licensing fees possibly applied to registered boats in the general area of the Fox River corridor.

Administrative monies would be from the parkway-operating budget. Monies or in-kind actions for direct annual parkway maintenance are proposed from local sources. Parkway development is proposed from existing grant programs with voluntary fund-raising or local government matches. *

**Local governments along the Upper Fox River system support development and increased usage of the state (Upper Fox River) lock sites. However, no current commitment of resources has been addressed because of the lack of development plans and implications of parkway establishment.*

Recreational development

When considering what facilities might be developed at each site, it would then be necessary to look at what other nearby parks and recreation opportunities are available on the river and what the recreational needs of the communities are in which the sites are located. The environmental character and limitations of the site will also guide the type of uses that are possible. Do other parks generate boats and other river traffic that might somehow be served by some type of lock site development? Is there a need for a boat launch or boat docking facilities? Could a lock site be developed to provide activities or facilities that a local community doesn't presently have or needs to expand such as the need for camping or nature trails?

Considerations for historical interpretation

Historical interpretation can occur at a micro level by examining the engineering, construction and functioning of the locks. Interpretation can also occur at a macro level; how did the navigation system of locks, dams, and canals affect the development of commerce and industry in that particular region? What were those businesses and industries? How do they relate to what exists today and who were the individuals responsible for those developments? Interpretation at the larger scale then begins to include other related historic sites which tell the story of the development of the corridor. Other issues such as industries' affect on water quality can tie into current uses of the river. Now the locks and navigation system becomes an integral part of the interpretation of local histories as well as the entire river corridor and a symbiotic relationship develops between the navigation system and other significant historic sites and interpretation facilities within the corridor in which all are promoted under the heritage parkway concept. Visitors to the heritage corridor will have the ability to visit several related sites in an area to gain a more in depth understanding of a particular community and experience a variety of activities in addition to gaining an overall understanding of the importance the Fox River and the locks had in contributing to the development of the entire corridor.

Historical overview

Geologic history

The landscape of the east central Wisconsin region where the Fox River corridor is located is a glacial landscape. The structure of the area's bedrock and its subsequent modification by glacial action is largely responsible for the region's physical appearance. With the coming of the ice age 15,000 to 18,000 years ago, great sheets of ice scraped away rock and scoured the landscape, which once resembled the hill and valley terrain of southwest Wisconsin. Lakes, streams and rivers formed as meltwaters of the retreating glaciers.

Silt, sand, clay, rocks and other materials suspended in the ice sheets were deposited on outwash plains as glaciers melted away. Lake Winnebago and the pool lakes were formed when a natural dam, created by a ridge of debris (a moraine) was deposited by the retreating glacier. The moraine extends along the entire eastern edge and southern end of the lake. The area to the east of the lake is farmland of rolling hills and varied topography with many visible glacial features such as drumlins, moraines, kettles and eskers. The areas to the north of the lake are low areas of heavy sediment deposit and good agricultural soil. Here the Lower Fox River carved out a steep sided riverbed as it dropped over 160 feet on its way to Green Bay. Along the Upper Fox River to the west of Lake Winnebago are large, flat areas of former outwash plains. This is an area of high water tables and poorly drained soils associated with extensive marshes and wetland areas. The lakes, rivers and wetlands of this area support some of the most diverse and abundant wildlife habitat and fisheries in the state. It was these abundant resources of the waterways that first attracted native inhabitants and the early trappers and traders to the area.

Cultural history

Prehistoric people in Wisconsin, estimated at perhaps 20,000 in 1600, used the Fox River and other waterways for food, shelter, commerce and transportation. They fished, gathered wild rice, hunted waterfowl and streamside animals, and located their camps and villages along the rivers, lakes, bays, and streams. Their way of life was inherited by their historic counterparts: the Menominee, Chippewa, Winnebago, Outagamie or Fox, Sauk and Miami, who were in Wisconsin when the first Europeans arrived in the 1600's.

The first European known to arrive in Wisconsin was Jean Nicolet, in 1634. Others followed and soon the first European settlement on the Fox River was established at present day Green Bay. In 1673 French Jesuit priest Jacques Marquette and Canadian born explorer Louis Joliet were the first Europeans to travel the entire length of the Fox River from Green Bay to the Wisconsin, then the Mississippi River and beyond. From these early beginnings until the 1830's, fur trading was the main activity along the river corridor as numerous types of fur bearing animals were found along the waterways and associated marshlands and woodlands. The Fox and other rivers, lakes and streams were the early travel routes used to access inland resources and conduct trade with the native inhabitants.

THE FOX RIVER TRAILBLAZER PROJECT

The United States assumed control of the Fox and Wisconsin Rivers region after the war of 1812, operating Fort Howard at La Baye (present day Green Bay), Fort Winnebago near Portage and Fort Crawford in Prairie DuChien. The opening of the Erie Canal connected the Hudson River with Lake Erie in New York in 1825, making travel to Wisconsin and the Great Lakes from the east easier, quicker and cheaper. A new and large wave of settlement followed as the frontier moved west. Joining the Native American, French and French-Canadian populations were Yankee settlers from the northeast states. Irish, English, Scots, Welsh, Germans, Poles, Dutch, Swiss and Scandinavians were among the foreign immigrants who helped to settle and develop Wisconsin, specifically areas of the Fox River for much of the remaining century. During this time the Fox River system continued to be used for food, commerce and transportation as it had been in the past.

One scheme to improve transportation and encourage settlement and economic development in Wisconsin was the Fox-Wisconsin Improvement Project. Promoted as early as the 1820's, the project called for improving navigation on the Fox and Wisconsin Rivers by constructing a series of canals, lift locks and dams along the Fox and connecting it to the Wisconsin with a two mile long canal at Portage to bridge the land gap that existed between the two rivers. The system would cut off sharp river bends, bypass rapids and dredge shallows. The improvements were designed to provide a through system of navigation for steamboats and other water craft from the Great Lakes to the Mississippi River and beyond to the Gulf of Mexico. Wisconsin would then become an important stopping place and commercial center along the great water route through the continent. The Fox-Wisconsin River system is illustrated in Exhibit 1.

The digging of the Portage Canal was undertaken in 1838 by private interests and proceeded until the effort was abandoned. From 1849 to 1851 the work was done by the newly formed State of Wisconsin. The first of nine locks constructed on the Upper Fox River was built in 1851. However, it was not until 1856 that the first steamboat, the *Aquila*, traveled the entire length of the Fox-Wisconsin system via the canal at Portage.

When completed the system consisted of 26 individual locks and associated canals at 17 sites. Twenty dams were also constructed to pool water for the locks and provide hydro power for industry. Eight sites with 19 locks and 13 dams on approximately 95 acres were located on the Lower Fox River and nine sites with nine locks and seven dams on a total of 257 acres were located on the Upper Fox River. Three harbors of refuge were also built on Lake Winnebago. The navigation system is illustrated in Exhibits 2 and 3.

Although the locks and navigation system played an important role in the history and development of the region, it is the dams that continue to provide the greatest impact. Wheat farming, textile manufacturing, flour and grist milling, logging and saw milling were some of the economic activities pursued by the early settlers.

Later activities were dairy farming and creameries, furniture making and other wood related industries. Many of these activities were helped considerably by the construction of dams, especially in the Lower Fox River corridor. Pulp and papermaking emerged as an industry in the 1870's and soon became the leading industry in the Lower Fox River Valley. On the Upper Fox and Lower Wisconsin Rivers, small towns developed as trade centers for farming communities and also developed other industries that included flour and gristmills, woolen mills, breweries and rock quarries.

The federal government took control of the navigation system in 1872 but abandoned the Wisconsin River operation in 1886 due to sandbars and fluctuating water levels that impeded through navigation. This in conjunction with the arrival of competitive rail service made the system costly and before long obsolete for the original means intended. The arrival of railroad service in 1850's meant faster, cheaper, more reliable service to more markets all year round. Consequently, the Fox-Wisconsin navigation system as originally

THE FOX RIVER TRAILBLAZER PROJECT

envisioned was a failure. Although steamboats and other commercial traffic continued to travel the Fox River system until well into the 1900's, it too was eventually abandoned. The Upper Fox River segment of the system was closed to commercial traffic in 1951 and eventually abandoned by the COE in 1961 after a steady decline in use over several years. After serving primarily recreational boaters over the four previous decades, the Lower Fox River segment as a through system from Lake Winnebago to Green Bay closed to commercial traffic in the early 1980's.

RESOURCE OVERVIEW

The Fox River Corridor

From its early days as a Native American travel route to its heyday as a power source and transportation route linking the Great Lakes to the Wisconsin and Mississippi Rivers, the Fox River has been the most significant resource affecting the development of the region. Once a free-flowing river with an elevation drop of over 200 feet along its 160 mile flow from Portage to Green Bay, the building of the locks, dams and canals converted the river into a manageable resource which became the underlying catalyst for the development of commerce, industry and transportation along the river corridor. Other natural resources of the region provided the raw materials to fuel the developing economy. Today, the navigational system no longer functions in an industrial transportation capacity and has been largely abandoned. Since abandonment, many of the locks on the Upper Fox have been dismantled or filled in. The system of locks on the Lower Fox is still intact but in need of repair.

The Fox River corridor from Green Bay to Portage winds through nine counties with a total population of over 728,000 people. Although the use and character of the river have changed since the navigation system was fully functional, the use and status of the locks, dams and canals has and continues to have a direct affect on the use and character of the river. Four of the locks still function for recreational boating and the navigation system still has value as an historical resource. Other historic sites on the river were directly affected by the system and the development of industries and communities associated with it. On the Lower Fox River, large industries, mainly paper, continue to count on the river for power and industrial processes. However, on other sections of the river, as well as the lower section, the river has perhaps more importance and use as a natural and recreational resource. Communities along the river continue to count on it for municipal water supplies. State government manages the river's water quality, which has been steadily improving over the past twenty years. The state also manages it as a fisheries resource and wildlife habitat.

When looking at the river corridor today, three distinct personalities which contribute to the makeup of a single integrated system can be recognized. These three personalities are; the Lower Fox River, Pool Lakes and the Upper Fox River.

Lower Fox River

Because of its proximity to the Port of Green Bay and the shipping lanes of the Great Lakes, the Lower Fox River provided critical access to inland resources. With the building of the locks, dams and canals to break the 160 foot fall in river elevation along the 39 mile corridor from Green Bay to Lake Winnebago in Menasha, the early industrialists harnessed the rivers might for a means of transportation and the generation of power. The 13 dams made power for manufacturing and industrial development available along much of the length of the Lower Fox. This was the beginning of a rich history of development and city growth in the corridor. Consequently, this part of the river became highly industrialized and much of the lower river corridor is today

highly developed. It is now the second largest grouping of urban areas in the state, home to some 480,000 people and the highest concentration of paper mills in North America.

Land use along the Fox River in the urbanized areas of the corridor is a combination of mostly residential, industrial and park and open space land with less significant commercial development in some areas. Green Bay, Kaukauna, Combined Locks, Kimberly and Menasha all have significant industrial development along the river. Ashwaubenon and Wrightstown have larger percentages of residential development along their sections of the river and all communities except Combined Locks have public parkland which fronts on the river. The City of Appleton and the Village of Little Chute have high percentages of park and open space land along the river.

Outside of the urban areas on the Lower Fox, most of the river is contained within moderate to steeply sloping valley walls. The riverbanks from DePere to Kaukauna appear virtually undeveloped in some areas. The corridor here consists of wooded slopes. Upland areas overlooking the river change over to agriculture and open grassy areas, much of which serves as pastureland. The natural limitations of slope and soil limit the type of development that has taken place here, which contributes to the scenic rural appearance of the river corridor. However, residential development is beginning to threaten scenic stretches of the river between Kaukauna and DePere, most notably the west bank of the river just north of Wrightstown. The sloping land and soils here are not conducive to even a moderate amount of intense development without adverse environmental impacts. In addition, residential development on the upland banks of the river can have a damaging visual effect for users of the river without proper screening. A vision for the river needs to be put in place if it is to be protected and maintained as both an environmental and scenic resource in these areas.

The Lower Fox River has seen a considerable increase in water quality over the past several years due to improvements in the treatment of agricultural, industrial and municipal waste. This has contributed to the importance of the river as a recreational resource and has significantly increased its value as a fishing resource. Natural areas along this portion of the river, most notably the 1,000 Islands Nature Center in Kaukauna and the Bay Beach Wildlife Sanctuary in Green Bay, provide resources for recreation. Many communities have taken advantage of the river and developed significant parks on the riverfront. Festivals that celebrate the history of the river's heritage take place at some of these parks. Many archaeological, historic and interpretive sites are also located in the corridor as are many tourist attractions.

In urban areas, riverfront redevelopment is beginning to occur. Green Bay, Appleton and Menasha are moving forward with their plans, and other communities are also beginning to plan for new development. Many vacant lands and former industrial sites may provide excellent opportunities for development. Conversely, there also exist abandoned, contaminated and visually blighted sites that cut off access to the river and have a negative affect on the view to and from the river. It seems in general that communities have in the past turned their backs on the river as a community asset and are just now beginning to realize the potential benefits it can provide for the public in terms of recreation and as an amenity that can knit together the urban fabric and spirit of the community.

Oshkosh, Fond du Lac, and the Pool Lakes

The Upper and Lower Fox River are separated by lakes Winnebago and Butte des Morts. Lake Winnebago is the largest inland lake in the State of Wisconsin and has a surface area of 137,708 acres. Man-made dams in Neenah and Menasha regulate its level. The pool lakes, Butte des Morts, Winneconne and Poygan, have

THE FOX RIVER TRAILBLAZER PROJECT

another 27,466 acres of surface water. A lock in Menasha controls entry into the lakes from the Lower Fox River, and a lock in Eureka controls entry into the lakes from the Upper Fox. The Upper Fox empties into Lake Winnebago after flowing into Lake Butte des Morts and through the heart of downtown Oshkosh.

Oshkosh's early growth and heritage can be primarily attributed to lumber and milling and was once known as 'Sawdust City' and the lumber capital of the world. Land use along the Fox River in Oshkosh is primarily industrial and commercial with a significant amount of institutional and/or public land. Park and recreation areas account for slightly lessor amounts of riverfront land use. Only small areas of residential and undeveloped properties front the river. Oshkosh's largest community park is located on the shore of Lake Winnebago and the majority of the City's remaining lakeshore development is residential. Both Neenah and Menasha also have large community parks located on the lake and the City of Fond du Lac's entire lakefront is publicly accessible parkland and natural areas. The remainder of lake frontage in Neenah and Menasha is also primarily residential.

With the exception of the four urban areas, Fond du Lac, Oshkosh, Neenah, and Menasha, land use near the shores of Lake Winnebago is primarily a mix of agriculture and undeveloped land. Narrow bands of residential development exist, broken up periodically by undeveloped land parcels and parks which dot the lakeshore before giving way to primary land uses. The three harbor sites owned by the U.S. Corps of Engineers (COE) are located on the east shore of the lake.

On the pool lakes of Butte des Morts, Winneconne and Poygan extensive low areas subject to flooding deter intense development from occurring, although some areas of residential development do occur along the lakes. Low wetland areas are extensive where the Fox and Wolf Rivers and Willow Creek empty into the pool lakes and are managed by the state as natural areas. Lands not left undeveloped outside these areas are used primarily for agriculture and pasture land. The only significant urban area on the upper lake chain outside of Oshkosh is the Village of Winneconne. Located on a short stretch of the Wolf River that connects Lakes Winneconne and Butte des Morts, this is a small village with mostly commercial and residential development along its riverbanks.

The pool lakes have a strong natural resource and recreational use component. On the shores of Lake Winnebago are found large lakefront community parks, a state park, beaches, harbors, boat launches and marinas. These facilities make the lakes a prime area for water-based recreational activities by providing needed access. The pool lakes are also ideal for sail boarding, motor boating, water-skiing and cruise boats. Ice fishing and snowmobiling are popular winter activities. These lakes and associated tributaries offer 170,000 acres of prime fish and wildlife habitat with the largest naturally reproducing Lake Sturgeon population in the nation. Wetlands and natural areas are also prime fishing and hunting areas.

The large community parks located on the lake and river inlets of the four larger urban areas are host to numerous community events, many celebrating the history of the region or directly related to the lakes and rivers. The many parks along the lake provide for a wide range of recreational activities and also provide facilities for historic interpretation. Many glacial features that reflect the physical geologic makeup of the area are present along and moving inland from the eastern shore and southern end of Lake Winnebago

Upper Fox River

The Upper Fox River provides a different experience than that of the Lower Fox River. The Upper Fox has

THE FOX RIVER TRAILBLAZER PROJECT

a quiet personality; slow moving, gently meandering and very rural in nature. Although only 70 to 300 feet wide in most places the river was capable of flooding over twice that width before establishment of flood control. It contains several stretches of scenic, undeveloped shoreline often in association with large areas of wetlands and woodlands, many of which are designated state wildlife areas, and passes at regular intervals through small communities, each with its own distinct character. Two lakes, Puckaway and Buffalo, are also found on the river.

There are eight small communities and five counties along the 92 mile river corridor from Portage to Lake Butte des Morts. These small communities historically served as market centers for surrounding farms and had additional economic ventures such as tanneries, flour, grist and textile mills, furniture factories, warehouses and quarries. The lock and navigation system once moved goods out of these communities to cities on the Lower Fox River, then to the Port of Green Bay and beyond, and allowed for the movement of people up and down the river. However, because of the shallow waters and sluggish nature of the Upper Fox River, conditions were not ideal for the generation of power and made transporting goods more difficult as compared to the Lower Fox River. Today the locks no longer function but the lock sites, now owned by the state and managed by the DNR, provide some river access.

With the exception of the primary urban areas, land along the Upper Fox River is primarily undeveloped lowland, woodland and open meadow with areas of agricultural use found moving outward from the river.

There are areas of residential development expanding outward from the cities and in thin bands along the shoreline of some areas of lakes Buffalo and Puckaway. However, because of poor soil, and high water tables, these low lying lands are subject to flooding, and intensive development is absent along much of the Upper Fox River. Some industrial land use does occur along the river in the City of Berlin and to a lesser degree, Portage.

In addition to the hunting, fishing and wildlife viewing opportunities, most communities have some riverfront green space, which contributes to the recreational component of the river. These qualities make the Upper Fox an excellent canoeing river. From a historical perspective, many archaeological sites are found along the river. In addition, many significant historic buildings and sites can be found along the river and in the riverfront communities, many in association with "main street" downtown areas or historic residential areas.

Parkway assets: recreational, historical tourist

One of the major goals of the Fox River Heritage State Parkway concept is to unite sites along the river under common themes so that the overall heritage of the river and the collective history of various sites can be promoted as a cohesive whole. While the locks themselves are the physical entities that provide the core commonality that links the river from one end to the other, other recreational and historical sites in each community fulfill local recreational needs and reflect local character.

Identifying key sites and resources within the study area that may contribute to the heritage parkway and provide linkages within the river corridor is the first step in planning the idea. By looking at the location of these sites in relation to the lock sites (the proposed parkway lands), one can begin to identify smaller units of the upper, lower and pool lakes sections of the river that are related functionally, historically and geographically. The following is a brief listing and review of those resources, recreational, historical and tourist, that are found along the corridor. These resources are mapped in Appendix A.

Lower Fox River

Green Bay to DePere

This urbanized area contains some significant park and recreation sites directly on or within a short walking distance of the river. Among these are Voyageur Park, Ashwaubomay Park, Brown County Fairgrounds, Admiral Flatley Park, Dutchmen's Landing, the DePere Ice Arena, Veteran's Plaza, the city boat ramp and Green Bay Yacht Club. Ashwaubomay Park is a major facility providing hiking and cross-country skiing, swimming, picnic areas and shelters, boat launching and other activities on an 80-acre site. The Brown County Fairgrounds provides five boat ramps and over 50 camping sites. No fewer than six boat ramps and three marinas with slips are found along this stretch of the river.

Bay Beach Park and Wildlife Sanctuary is a 286-acre site spread out along the shore of Green Bay near the mouth of the Fox River. This facility includes an amusement park and environmental center and attracts over 1,000,000 visitors annually. Several natural areas are also located along the southern end of the bay. The two-acre DePere lock site is also located along this stretch of river and is still in operation.

Several cultural attractions are found within this stretch of the river corridor. Among these, Heritage Hill State Park and the Neville Public Museum of Brown County, are excellent facilities that interpret the history of the

area. Two other facilities, the Green Bay Packer Hall of Fame and the National Railroad Museum attract a large number of visitors. Other sites of cultural and historical significance in the area are St. Norbert College, the Oneida Nation Museum, the White Pillars Museum and the Hazelwood Historic Home. In addition, dozens of historic buildings and five existing or potential historic districts exist in this urban area including the North Broadway and Astor Historic Districts. Other tourist attractions include Lambeau Field and the Green Bay Packers, the Oneida Casino, and the University of Wisconsin Green Bay and Cofrin Arboretum.

The City of DePere has a restored several historic buildings in the downtown area, located adjacent to the river. The adaptive re-use of old mills and a riverfront park with boat launches and boat slips are also found adjacent to downtown along the river.

DePere to Kaukauna

The stretch of river between DePere and Wrightstown is very scenic although residential development is beginning to threaten the scenic quality of the river in this area. The three-acre Little Kaukauna lock site is located approximately halfway between DePere and Wrightstown near the Little Rapids site. This site is significant in that it is located just north of the 19.2 acre Lost Dauphin property and is the only public landholding along this section of the river.

The stretch of the river from Wrightstown to Kaukauna is primarily undeveloped land, woodland and agriculture. The Rapid Croche dam which functions as the sea lamprey barrier, is located just south of Wrightstown. This 10-acre site is located such that it provides scenic views of the river and is located near Wayside Park, a 30.7-acre parcel which overlooks the lock site and has 3,600 feet of undeveloped river frontage. Wrightstown park (11.5 acres) in Wrightstown has two boat launches, picnic areas and a shelter. The Mueller-Wright House Museum in Wrightstown is a cultural attraction.

The Fox Cities

All cities and villages except Combined Locks have public parkland, which fronts the river. Four boat launches are also found along the river between Appleton and Kaukauna.

Kaukauna to Kimberly

Kaukauna is home to a series of five locks constructed to overcome a fifty-foot drop in the river's elevation there. The total acreage of these lock sites is 28 acres spread out along a 1.3-mile long canal. These five locks contain substantial examples of construction that relate to the engineering and function of the locks in a relatively concentrated area. Many complementary sites also exist nearby. The 1,000 Islands Nature Center, located across the river from the locks, is a 232-acre site providing nature interpretation, trails and scenic views. The Grignon Mansion and 31.6-acre Grignon Park are located across the road from lock number four. The restored mansion functions as an interpretive museum and the park provides views of the river. Central Park and Riverside Park provide 18.5 acres of riverfront accessible parkland within the City of Kaukauna and Thilwerth Park another 1.1 acres of waterfront parkland. Riverside Park provides access to the river for boat launching, fishing and picnicking. It is also a host site for power boat races on the river. Central Park is strategically located on an "island" in the river and provides many recreational activities including ice-skating, picnicking and community events. The expansive Thilmany pulp and paper plant operations are located near the 1,000 Islands Nature Center. Together they provide a counterpoint between the natural and developed states of the river.

THE FOX RIVER TRAILBLAZER PROJECT

The villages of Kimberly and Little Chute provide 111 acres of riverfront parkland and another 20 acres of lock sites. Heesakker's Park (26.3 acres) in Little Chute is directly adjacent to the Combined Locks site (Little Chute locks 2 and 3). This set of locks is unique in that one set of lock gates serves two chambers. The village's most heavily used park, Doyle (19.8 acres), has facilities that include a swimming pool and bathhouse. It is located along the navigational canal adjacent to Little Chute lock 1.

Sunset Point Park in Kimberly is a 62-acre major destination type park in the heart of the valley and provides extensive recreational facilities including trails, picnic areas and shelters, a man-made swimming lake and bathhouse and a major boat launch facility with an 80 car-trailer unit capacity. This is a key site in the heritage parkway concept in that it allows easy access to the river and would function as a destination site and possible stopping point for watercraft moving through the Fox Cities area. The Cedars lock site is also located in Little Chute near the historic Treaty of the Cedars site and provides an additional three acres of river accessible land.

Appleton

The City of Appleton has many parks, museums and historic sites that could be promoted as complementary sites of the proposed heritage parkway. There are almost 60 acres of parkland that front onto the river and another 46 that overlook or are located a short distance (less than two blocks) from the river. The largest of these at 38.2 acres is Pierce Park, a community park overlooking the river that is the site of many community events. Telulah Park (27 acres), also considered a community park, is developed on upland overlooking the river, as is Alicia Park. Plans are in place to expand Telulah Park down to the riverfront in the near future. The Newberry Street Trail and Lawe Street Park provide additional access along the river. Lutz Park is the only Appleton park that has boat-launching facilities.

Four lock sites with 17 acres of land are strung out along the canal on the south side of the river in the industrial area known as 'the Flats'. The industrial flats and surrounding areas contain a significant concentration of historical sites, buildings, museums and operating industries which would contribute significantly to revealing and interpreting the history of the locks and dams and associated industry and commerce. Located in this area are historic Lawrence University, the Vulcan Street Power Plant replica, Outagamie County Museum and Houdini Historical Center, and the Hearthstone, the first house in the country to use electric lights powered by a central hydroelectric station. Also located here is the historic Muench Brewery building and downtown Appleton's College Avenue Historic District. Efforts are underway to renovate an historic trolley system, which would operate in the area and could eventually provide a link from the flats area downriver to Telulah Park. The potential for trails along lock property on the river is also a wonderful opportunity to keep and develop public access along this historic stretch of river. It should be noted that river access for watercraft is lacking, Appleton having only one public boat launching site.

In addition to those sites mentioned, the Appleton area has many nearby tourist attractions that would act as a draw for tourists coming to the area including semi-pro baseball at Timber Rattler's Stadium, the Wisconsin International Raceway, the Fox Cities Children's Museum, Plamman Park and the Gordon Bubolz Nature Center.

Neenah/Menasha

South of Appleton on Little Lake Butte des Morts, Buttes des Morts Park and Fritze Park collectively provide

THE FOX RIVER TRAILBLAZER PROJECT

7 acres of parkland. Both parks have boat launches and the Town of Menasha also provides a boat ramp on the east shore of the lake. The Battle of Butte des Morts Burial Mounds are located along the western shore of the lake north of Fritze Park.

Neenah is noted for the wealth generated by the paper industry. This wealth is reflected in the former homes of paper barons that line East Wisconsin Avenue, now an historic district. The mansion of the former paper industrialist John Bergstrom is now home to the Bergstrom-Mahler Museum. As mentioned, Neenah and Menasha both have commercial business districts along and/or near the river channels. Both are designated historic districts with dozens of examples of architecture from the late 1800's through the turn of the century.

Menasha's historic downtown is complemented by a new marina and walkway on the government canal and a small museum at the site of the historic Tayco Street Lift Bridge. The museum interprets the history of the Fox River from Native American settlements up through the development of the paper industry and is a fine example of what is possible in the way of riverfront development incorporating the relation of the river to local history. An opportunity exists for more historic interpretation not far downriver at the site of one of the few hand operated locks in the country still functioning. The lock site has 14 acres of usable land for park related development.

The cities of Neenah and Menasha both have excellent park systems with many parks located on the river, providing access and stopping points along the proposed heritage parkway. Neenah has 37.25 acres of parkland directly on the waterfront. Doty Park contains the reconstructed log cabin of James Doty, Wisconsin's first territorial governor. The park hosts community events and has 1,200 feet of river frontage, boat launches and picnic sites. Riverside Park is a destination type community park and is also the site of several community festivals. It has 2,000 feet of shoreline, boat docks and picnic sites and provides excellent views of the lake. It is adjacent to the mansions on Wisconsin Avenue to the south, and Doty Park located directly across the river. Recreation Park provides boat launching facilities.

Menasha has over 54 acres of parkland fronting on the river including James Island. Twenty-three acre Smith Park is a destination type community park with picnic areas and shelters, horticultural gardens and points of historical interest including several pre-historic effigy mounds. It also has a boat launching and mooring space for 40 boats. Jefferson Park, Menasha's most heavily used community park has a swimming pool, picnic areas and shelters, and moorings for 50 small craft as well as boat launches and car-trailer parking. In addition to the parks, the cities of Neenah and Menasha provide seven boat launch sites and five marina facilities making this area a significant access point on the waterway.

The Lower Fox River has many sites that could become part of an entire system of recreational and historical sites promoted together under a common theme to be experienced over a weekend or several days. The Lower Fox River corridor from Green Bay to its entrance into Lake Winnebago contains approximately 133 parks and over 30 museums and interpretive sites, which host over 50 community events. In addition, there are over 65 sites on the National Register of Historic Places, 34 art galleries and performing arts centers, 19 convention and meeting facilities, 35 antique stores and dozens of restaurants and hotels. Several golf courses are also located in and near the corridor. Opportunities for camping are limited however, with just 150 sites at two locations to serve the Lower Fox River corridor.

Oshkosh, Fond du Lac and the Pool Lakes

Lake Winnebago

There are over 1,691 acres of parkland in 16 parks directly accessible from the shores of Lake Winnebago. The most significant of these is High Cliff State Park, a 1,140-acre state park with a 110-unit campground and annual visitation of over 600,000. This park provides a wide range of recreational activities including hiking, cross-country skiing, picnicking, swimming, camping and rock climbing. It also contains several features of historic, archaeological and ecological significance including pre-historic effigy mounds. High Cliff Marina, which provides 85boat slips and six boat-launching ramps, is also part of the park.

Four other major parks located on the shore of the lake are Calumet County Park located on the east shore of the lake five miles south of High Cliff State Park, Columbia Park in the Town of Calumet, Lakeside Park located in the City of Fond du Lac, and Menominee Park in Oshkosh. Calumet County Park provides 181 acres for swimming, fishing, cross-country and downhill skiing, camping and other activities. It has one mile of shoreline, boat launching and a harbor as well. It also has a nature center and historical archaeological attractions. Nineteen-acre Columbia Park provides many of these same activities and contains the COE Calumet Harbor site, which provides boat launching, 26 slip marina and docking for 30 boats.

The entire shoreline of the City of Fond du Lac is publicly accessible via Lakeside Park and Supple Marsh. Lakeside Park is a major community park with a wide range of facilities including an amusement park and zoo, protected harbor with 180-slip marina, boat launching, and historic lighthouse. It is a destination type park and hosts many community events. Other attractions in Fond du Lac include the county fairgrounds and the Galloway House Museum and Village. The city also has a significant number of National Register sites and historic buildings and several parks that are host to over 20 local festivals and events. Two other sites of regional and state significance are located nearby; Horicon Marsh and the Northern Kettle Moraine State Forest (part of the Ice Age National Reserve). Horicon Marsh, where some 300,000 people come annually to view the goose migration, can be accessed from the city on bike or foot via the Wild Goose Trail. Several other large wildlife and natural areas are also located in Fond du Lac and Calumet counties.

In addition to these parks, many other Lake Winnebago sites provide boat launches and swimming beaches. There are four harbors of refuge along the eastern shore of the lake (three COE sites) and a half dozen marinas. There are over 30 individual boat-launching sites on the shore of the lake, 250 campsites in three parks, and several areas designated for shore fishing.

Oshkosh and the Fox River

Seven parks with a combined total of 59 acres line the shores of the Fox River in Oshkosh. These parks have helped revitalize the waterfront and make it more accessible. Some of these parks provide trails for walking and biking and facilities for boat docking as a part of the revitalization effort. Rainbow Park and William A. Steiger Park provide a total of ten ramps for boat launching. Rainbow Park provides a swimming beach and most parks provide opportunities for bank fishing. The 18-hole, 97.5-acre Lakeside Municipal Golf Course has a substantial amount of attractive, publicly accessible shoreline that is available for fishing and picnicking. Six marina facilities are also found along the Fox River between the Highway 41 bridge and Lake Winnebago. Tours of the river are given aboard the Pioneer Princess.

Menominee Park, as mentioned, is a significant Oshkosh Park. Park attractions include a zoo, amusement rides, a lakefront trail network, and historical markers commemorating early events including the burial of Chief Oshkosh. Canoes and paddleboats can be rented here and all types of watercraft can be accommodated.

This 109-acre park is a destination type park for the county and surrounding area and is a significant part of Oshkosh recreation activities including many community events. The Winnebago County Fairgrounds and Winnebago County Community Park are also significant sites in the Oshkosh area proving an additional 277 acres of recreation space. The City of Oshkosh maintains over 35 park and recreation sites totaling some 418 acres.

The EAA Air Adventure Museum and annual Fly-In is the area's largest tourist draw. The weeklong Fly-In has an attendance of over 800,000 visitors from all over the world. This event has a major impact on the local economy. Two mansions of former paper barons are home to the Oshkosh Public Museum and the Paine Art Center and Arboretum. The homes of early lumber industrialists and others are part of the Washington Street Historic District. There are two other historic districts including an area of the Main Street downtown area, and at least 24 National Register sites located in the city. The university has an assemblage of historic buildings and the restored Grand Opera House and Granary restaurant are both National Register sites. Eight art galleries and performing arts facilities, two lighthouses, numerous hotels and restaurants, 16 local festivals and a riverfront concert series are additional Oshkosh attractions.

Winneconne and Pool Lakes

Two designated state wildlife areas, Poygan Marsh and Wolf River, associated with the Wolf River and Willow Creek entries into the lakes, provide roughly 4,700 acres of prime wildlife habitat. Two other designated wildlife areas, Rat River and Deppe Marsh, are located a short distance from the lakes and provide 4,437 acres of additional state designated habitat. The waters that flow into the lakes from rivers and streams, along with associated wetlands and surrounding agriculture lands combine to make this a premier fishing and hunting resource. Other water sports such as boating, canoeing and water skiing can also be enjoyed on the surface waters of the lake system.

Twenty-eight acre Lake Winneconne County Park, two marinas and two boat landings provide access to the lake. Lake tours can be taken on the Fin and Feather's Showboat II excursion boat. The Winneconne Historical Society (a national register site) located in 50-acre Marble Park provides historical interpretation. Just outside of Winneconne, Lasley's Point Archaeological Park is the site of extensive Native American burial and ceremonial artifact finds. This 47-acre county park also provides a boat landing and nature trails.

Outside of the Winneconne area, two county parks, Lake Butte des Morts and Pony Creek (on Lake Poygan), provide lake access and 56 acres of boat launching, picnicking, and nature study. All together the three lakes provide 20 boat launch sites, four marinas, over 132 acres of lakefront parkland, and thousands of acres of publicly accessible wildlife areas.

Upper Fox River

Lake Butte des Morts to Berlin

The Upper Fox River empties into Lake Butte des Morts in an area of extensive wetlands that includes Nickel's Marsh and Lake Butte des Morts State Wildlife Area. Not far upriver is the City of Omro. This city has made good use of the river and has six riverfront parks providing over 22 acres for fishing, boating, swimming and picnicking. Scott, Stearns and Fred C. Miller are the largest of these parks. Historically significant buildings including a former woolen mill on the National Register and an historical society museum located in the restored former City Hall are located on Main Street adjacent to the river. Other historic buildings in the city include the Cole Watch Tower and Omro High School and Annex. Upriver from Omro is the unincorporated community of Eureka. A county park with boat launch is located here that provides fishing and picnicking opportunities. The Eureka lock site is located upriver from this community. This is the only operating lock left on the Upper Fox River. The lock tender's house, built in 1886, is a National Register site. This 19-acre site provides one of the few camping accommodations in the area.

Berlin to Montello

The Berlin lock site is located just upriver from the City of Berlin and provides a boat launching ramp as well as a handicapped fishing pier. Efforts are being made to restore the lock tender's house. The City of Berlin also has two riverfront parks providing over 41 acres of parkland. Riverside Park is a major community park with over 3,700 feet of river frontage including over 1,000 feet of sea wall with boat moorings. It also has 12 RV camping sites, a state historical marker and is heavily used by boaters to access the river. The Clark School Museum and the Berlin Historical Society Museum are also found in the city as are several fine examples of Victorian architecture, two National Register sites, and a downtown area featuring restored turn of the century architecture.

Between the cities of Berlin and Princeton, the river passes through the 9,828 acre White River Wildlife Area. The 37 acre White River lock site is located approximately one mile upriver from the confluence of the White and Fox Rivers and has boat launching and parking facilities. The City of Princeton has a one acre riverfront park with a boat landing, fishing and picnic facilities. It also has many antique shops and houses artifact collections at the historic Stone House and the Warnke building. The Princeton lock site provides boat launching, parking and 27 acres of additional riverfront open space.

Between Princeton and Montello the Fox River flows in and out of Puckaway Lake. Puckaway Lake has extensive lowlands and wetlands bordering its shores. The Grand River Marsh Wildlife Area, which provides 6,824 acres of wildlife habitat accessible for hunting and fishing, is located where the Fox River flows into the upper portion of the lake near its confluence with the Grand River. The City of Marquette is located on the south shore of the lake. Three boat launch sites are located within the city. At least three other boat launch facilities and two campgrounds with a total of 280 campsites are also located on the lake. There are 5,433 acres of lake and 20 miles of river available for boating and water recreation here between lock sites. The 50-acre Grand River lock site is located approximately 2.5 miles downriver from Montello.

Montello to Portage

The City of Montello is located on the lower end of Buffalo Lake, a 2,500-acre impoundment formed by a dike

THE FOX RIVER TRAILBLAZER PROJECT

and dam at the lower end of the lake. Buffalo Lake causeway is located along the dike at the end of Buffalo Lake and extends 1/2 mile from the dam to downtown. An access road provides parking and boat launching into the lake. Nearly 12 miles long and 2,000 feet wide on average, the lake provides a fishery similar to that of the Fox River. Five boat launches provide access to the lake and the Fox River as far upriver as the Governor Bend lock site. Lake Montello and the Montello River also flow into the Fox just downriver from the lock. Andy Krakow Memorial Park, which provides fishing access, parking and restrooms, is located near the four acre Montello lock site. The last of the four oldest locks built on the upper river segment of the navigation system, the Montello lock was constructed in 1868 and closed in 1951. The lock and remnants of an old gristmill and millrace add historic interest to the site.

Near the intersection of Highway 23 and Main Street is an abandoned red granite quarry said to have produced the hardest granite in the world. The old quarry features an attractive waterfall and pool display in a park setting located along the Main Street commercial area. Three other waterfront parks and two boat launch sites are located in Montello. City Park, Old Beach Park and Lake Montello Boat Landing are located on Lake Montello and provide over 25 acres of recreation space. Montello is also home to "Wisconsin's largest tree", antique shops, and several historically significant buildings including the Marquette County Courthouse.

Buffalo Lake, Lake Montello and the Fox River provide many opportunities for water-based recreation. The boat launches mentioned provide access to the lakes, the Fox River, Grand River Marsh Wildlife Area and other wetland areas that parallel the river downstream from the dam. Near Endeavor where the Fox River enters Buffalo Lake are found extensive lowland and wetland areas including the 642 acre Fox River National Wildlife Refuge. This wildlife refuge is said to have some of the greatest wildlife diversity in the state and is an important breeding ground and staging area for the Greater Sandhill Crane.

Adjacent to the wildlife refuge is John Muir County Park, Marquette County's largest park. This 166 acre park is the site of the boyhood home of John Muir, a naturalist considered the "Father of Our National Park System". Much of Muir's land ethic and philosophy came from his experiences on Ennis Lake, which is enclosed within the park's boundaries. Facilities at John Muir Park include two boat launching sites for canoes and non-motorized small craft, restrooms, a picnic area and small open play area. The park is being considered for designation as a National Historic Landmark and is a Wisconsin Scientific Area, containing fragile and rare biotic communities. A ten mile segment of the Ice-Age Trail has also been designated to be developed between the park and the City of Portage.

Most of the land along the river between Endeavor and Portage is undeveloped lowland and wetland. Upriver from John Muir County Park and the Fox River National Wildlife Refuge the Fox River flows through large areas of the French Creek State Wildlife Area. The Governor Bend lock site is located near where French Creek meets the Fox River. A stone filled timber crib type lock constructed between 1863 and 1865, the lock was filled in after the 1951 closure. Four boat launching facilities are available in the area to access the French Creek Reserve although none are located on the Fox River.

Portage area

Approximately five miles upriver from the Governor Bend lock site is the Fort Winnebago lock at the entrance to the Portage Canal. On the Wisconsin River end of the two mile long canal connecting the Fox and Wisconsin Rivers is the Portage lock (often referred to as the Wisconsin River lock). These are the two oldest locks on the Upper Fox River, constructed in 1859 and 1851 respectively. The Fort Winnebago lock was a

stone filled timber crib type, largely dismantled after abandonment. The Portage lock was a wooden guard lock built in part to prevent sand from the Wisconsin River from entering the canal. The Portage lock is one of two locks on the upper corridor not filled in or converted to a water control structure. Currently fenced off, the lock can be viewed from the Wisconsin River levee along the canal.

The Fox-Wisconsin portage, where the Portage Canal is today, was significant in the history of Wisconsin and the opening of the territory. Also known as the Wanona Trail, it was the only break in the water route from Lake Erie to the Gulf of Mexico and was used by Native Americans long before the white man arrived. It was the portage of Marquette and Joliet and was an important transportation route for early trappers and fur traders.

Fort Winnebago was established just outside of present day Portage in 1828. The Surgeon's Quarters, the Indian Agency House and a cemetery are all that remain of the Fort and related structures. These two period buildings are important components in the interpretation of the site. Other significant historic sites in Portage are the Old Garrison Schoolhouse and the Zona Gale House (former home of the Pulitzer Prize winning novelist and National Register site). Historic districts include Society Hill and Church Hill as well as the Retail and Industrial Waterfront.

Districts which are part of a designated walking tour. Several antique shops and the Columbia County Fairgrounds are also located here.

The upper reaches of the Fox River and Swan Lake have many recreational possibilities including hunting and fishing in the 1,624 acre Swan Lake State Wildlife Area located 1 mile east of Portage and the 2,850 acre Springvale Wildlife Area located east of Pardeeville. The Village of Pardeeville, located on Park Lake just upriver from Swan Lake and the Swan Lake Wildlife Area, is the site of the first dam on the Upper Fox and an early hydroelectric plant still in use today. Chandler Park, located on the south shore of Park Lake, provides a beach and areas for field sports and picnicking. Three campgrounds are located in this area of the Upper Fox River as are a golf course and five boat launches each on both Swan and Park Lakes. Early history of the area is displayed at the Myrtle Lintner Columbia County Historical Museum.

The locks, the canal (which is on the National Register of Historic Places) and the many historic sites in the area make the City of Portage (the third oldest white settlement in the state) and surrounding areas a critical component of the heritage parkway concept. Portage is also on the fringe of a major recreation area in the state that includes the Lower Wisconsin River way, the Wisconsin Dells, Devil's Lake State Park, Circus World Museum and Train Museum in Baraboo, Spring Green and related area attractions including Frank LLloyd Wright heritage sites, American Player's Theater, House on the Rock, and Tower Hill and Governor Dodge State Parks.

Conclusion

When examining the resources of the Fox River corridor and adjacent lands one finds over 600 sites of historical and archaeological significance. The system of recreational sites scattered throughout the river includes local parks, county parks, a state park and state wildlife areas, nature centers, historic archaeological sites, boat launches and marinas and the locks and associated land holdings. The locks and

THE FOX RIVER TRAILBLAZER PROJECT

canals provide an excellent opportunity to interpret and comment on the history and development of the region in association with the many outstanding historical and cultural interpretation facilities that already exist within the corridor. The lock sites together with existing recreational facilities, historic sites and tourist sites represent an opportunity to develop a "system of sites" strung together by the river and available to the public as a collective experience. In this way, the lock sites become important as historical parks that are extensions of the communities along the river, each unique but all related by a common history that goes back almost 150 years.

Exhibits

- Exhibit 1 Fox-Wisconsin Rivers Heritage Corridor
- Exhibit 2 Fox River Heritage State Parkway (parkway/lock and harbor site locations)
- Exhibit 3 Fox River Heritage State Parkway (lock site and lock characteristics)
- Exhibit 4 Fox River Heritage State Parkway (proposed parkway sites)
- A-1 Lower Fox River Corridor (parks and recreation sites)
- A-2 Oshkosh, Fond du Lac and the Pool Lakes (parks and recreation sites)
- A-3 Upper Fox River Corridor (parks and recreation sites)
- A-4 Lower Fox River Corridor (museums and historic sites)
- A-5 Oshkosh, Fond du Lac and the Pool Lakes (museums and historic sites)
- A-6 Upper Fox River Corridor (museums and historic sites)
- A-7 Lower Fox River Corridor (wildlife and natural areas-designated)
- A-8 Oshkosh, Fond du Lac and the Pool Lakes (wildlife and natural areas-designated)
- A-9 Upper Fox River Corridor (wildlife and natural areas-designated)
- A-10 Lower Fox River Corridor (marinas and boat launches)
- A-11 Oshkosh, Fond du Lac and the Pool Lakes (marinas and boat launches)
- A-12 Upper Fox River Corridor (marinas and boat launches)
- A-13 Lower Fox River Corridor (campgrounds)
- A-14 Oshkosh, Fond du Lac and the Pool Lakes (campgrounds)
- A-15 Upper Fox River Corridor (campgrounds)
- C-1 & C-2 References

THE FOX RIVER TRAILBLAZER PROJECT

EXHIBIT 1

FOX-WISCONSIN RIVERS HERITAGE CORRIDOR



EXHIBIT 2

FOX RIVER HERITAGE STATE PARKWAY
PARKWAY/LOCK AND HARBOR SITE LOCATIONS

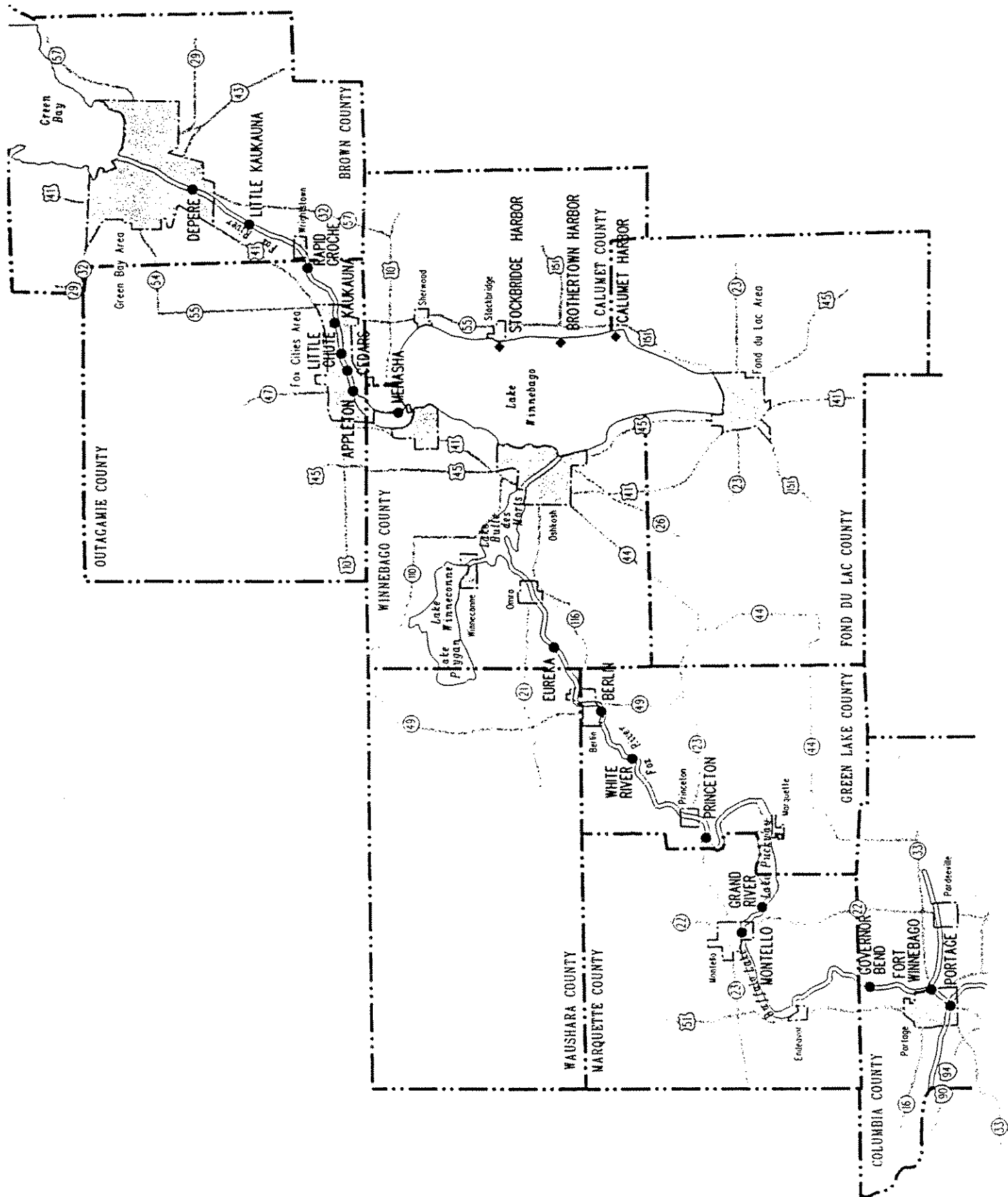


EXHIBIT 3

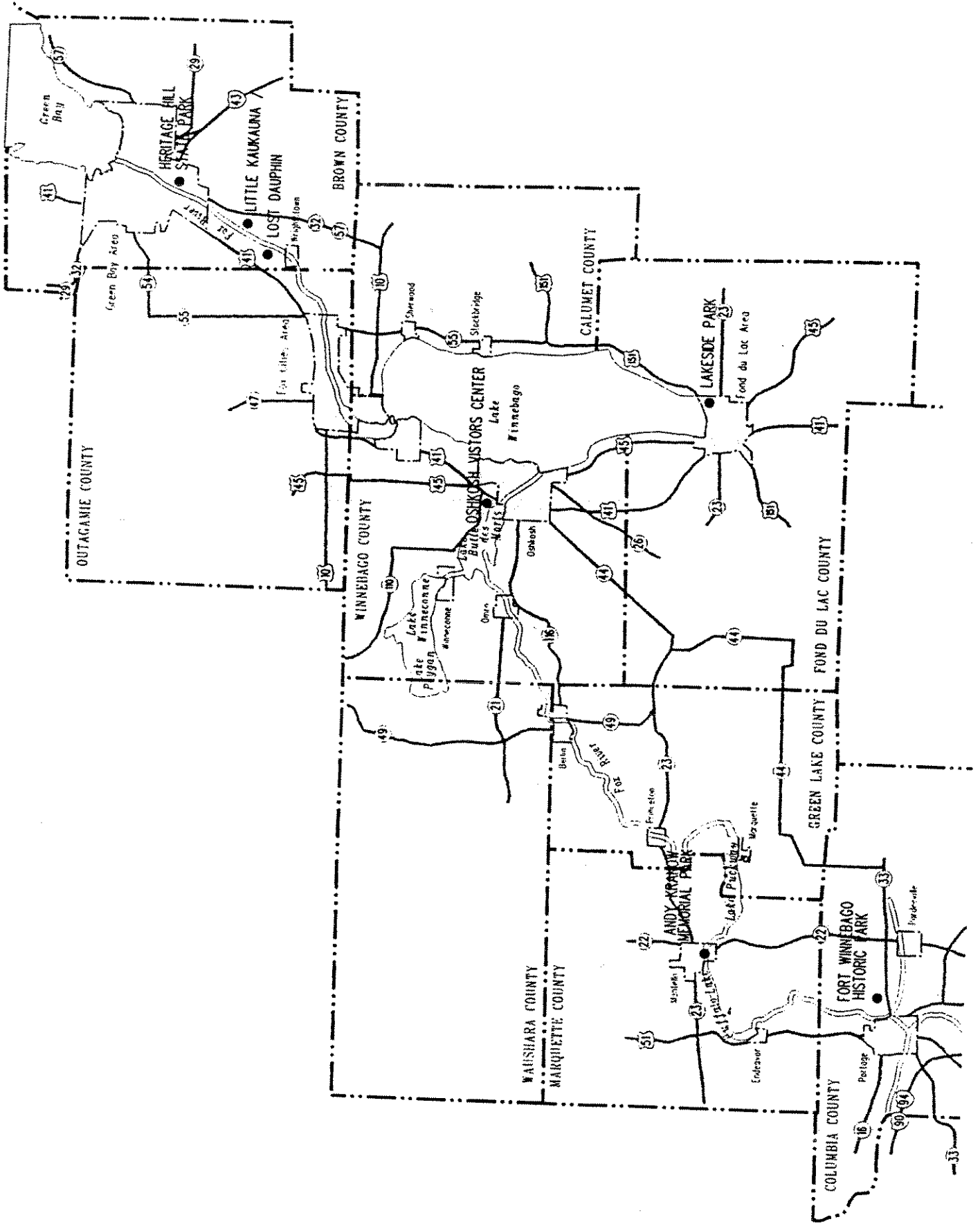
FOX RIVER HERITAGE STATE PARKWAY
LOCK SITE AND LOCK CHARACTERISTICS

Lock/Lock Site	Property Size	Year Built	Latest Renovation	Type of Construction		Present Status	Canal Length	Lock Tender's House (Year Built)	Distance Between Locks
				Original	Present				
DePere	2.04 Acres	1835	1936	Composite	Concrete	Open	1,500'	Yes, Occupied (1913)	5.9 Miles to Little Kaukauna
Little Kaukauna	3.2 Acres	1853-1854	1936-1938	Composite	Concrete	Open	1,000'	Yes (1911)	6.3 Miles to Rapid Croche
Rapid Croche	9.7 Acres	1850-1851	1932-1934	Quarried Limestone	Concrete	Closed Sea Lamprey Barrier	2,000'	Yes (1907)	3.5 Miles to Kaukauna
Kaukauna Locks 1 - 5 Guard Lock	27.9 Acres	1853-1856	1936-1938	Cut-Stone Masonry	(#1-3, Guard) Cut-Stone Masonry (#4-5) Composite	Closed	1.3 Miles	Yes, at Lock 1 (1892)	1.4 Miles to Little Chute
Little Chute Guard Lock Lock 2 Combined Locks	16.6 Acres	1853-1856	1879-1881	Cut-Stone Masonry	(Guard) Composite (#2) Cut-Stone Masonry (Comb. Locks) Composite	Closed (Intact)	1.2 Miles	Yes, Abandoned House at Guard Lock (1909) Occupied House at Combined Locks (1910)	0.7 Miles to Cedars
Cedars	2.9 Acres	1853-1854	1888	Cut-Stone Masonry	Cut-Stone Masonry	Closed (Intact)	1,300'	Yes (1893)	3.4 Miles to Appleton
Appleton Locks 1 - 4	16.8 Acres	1853-1856	1934	Cut-Stone Masonry	(#1-4) Composite	Closed (Intact)	4,100'	Yes, at Lock 1 (1896) Yes, at Lock 4 (1892)	5.1 Miles to Menasha
Menasha	13.6 Acres	1848	1978-1979	Cut-Stone Masonry	Concrete	Open	4,200'	Yes, Occupied (1893)	44 Miles to Eureka
Eureka	19.4 Acres	1874-1876	1976-1977	Cut-Stone Masonry	Composite	Open	1,200'	Yes (1886)	8.3 Miles to Berlin
Berlin	67 Acres	1875-1878	--	Cut-Stone Masonry	--	Closed (Filled In)	2,400'	Yes (1878)	9.9 Miles to White River
White River	37.1 Acres	1875-1878	--	Cut-Stone Masonry	--	Closed (Filled In)	3,400'	No	9.4 Miles to Princeton
Princeton	26.7 Acres	1875-1878	--	Cut-Stone Masonry	Cut-Stone Masonry	Closed (Water Control Structure)	1,466'	No	20.6 Miles to Grand River
Grand River	50 Acres	1875-1878	--	Cut-Stone Masonry	--	Closed (Filled In)	1,800'	No	3.4 Miles to Montello
Montello	4.4 Acres	1868	1901	Dry-Stone Masonry	Composite	Closed (Water Control Structure)	850'	No	24.1 Miles to Gov. Bend
Governor Bend	4.4 Acres	1863-1865	1931	Stone-Filled Timber Cribs	--	Closed (Filled In)	600'	No	4.2 Miles to Fort Winnebago
Fort Winnebago	25 Acres	1859	1936	Stone-Filled Timber Cribs	Composite	Closed (Waste Weir)	Unknown	No	2.1 Miles to Portage
Portage	24 Acres	1851	1927-1928	Wooden	Concrete	Closed (Intact)	2.1 Miles	No	--

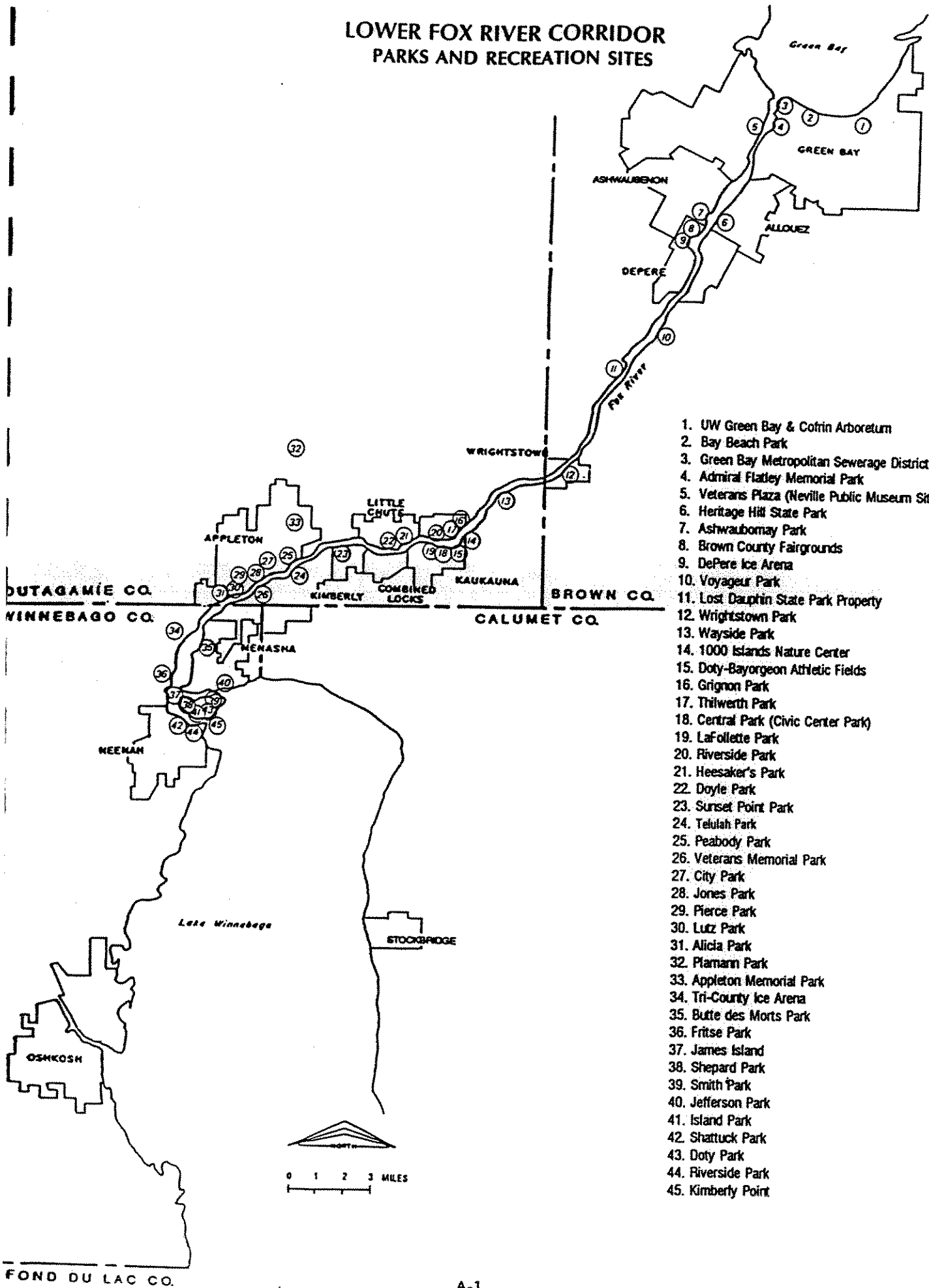
Source: East Central Wisconsin Regional Planning Commission, *Upper Fox River Intensive Archaeological/Historical Survey*, 1991; Mead & Hunt, Inc., *Lower Fox River Locks Rehabilitation Study*, August 1994; U.S. Army Corps of Engineers, *Fox River Project, Wisconsin Section 216 Draft Final Disposition Report, Volumes I and II*, September 1995.

EXHIBIT 4

FOX RIVER HERITAGE STATE PARKWAY
PROPOSED PARKWAY SITES



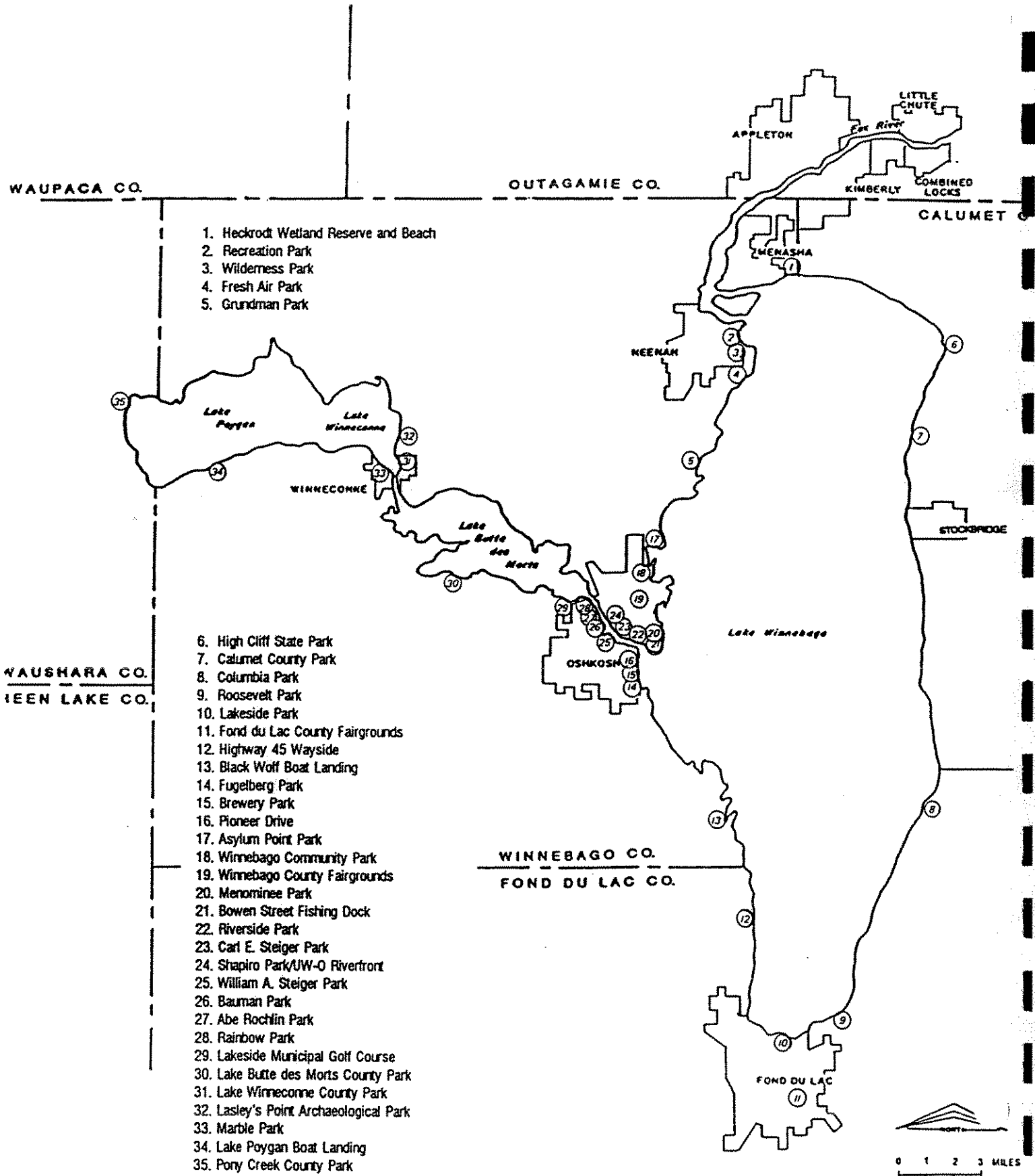
LOWER FOX RIVER CORRIDOR PARKS AND RECREATION SITES



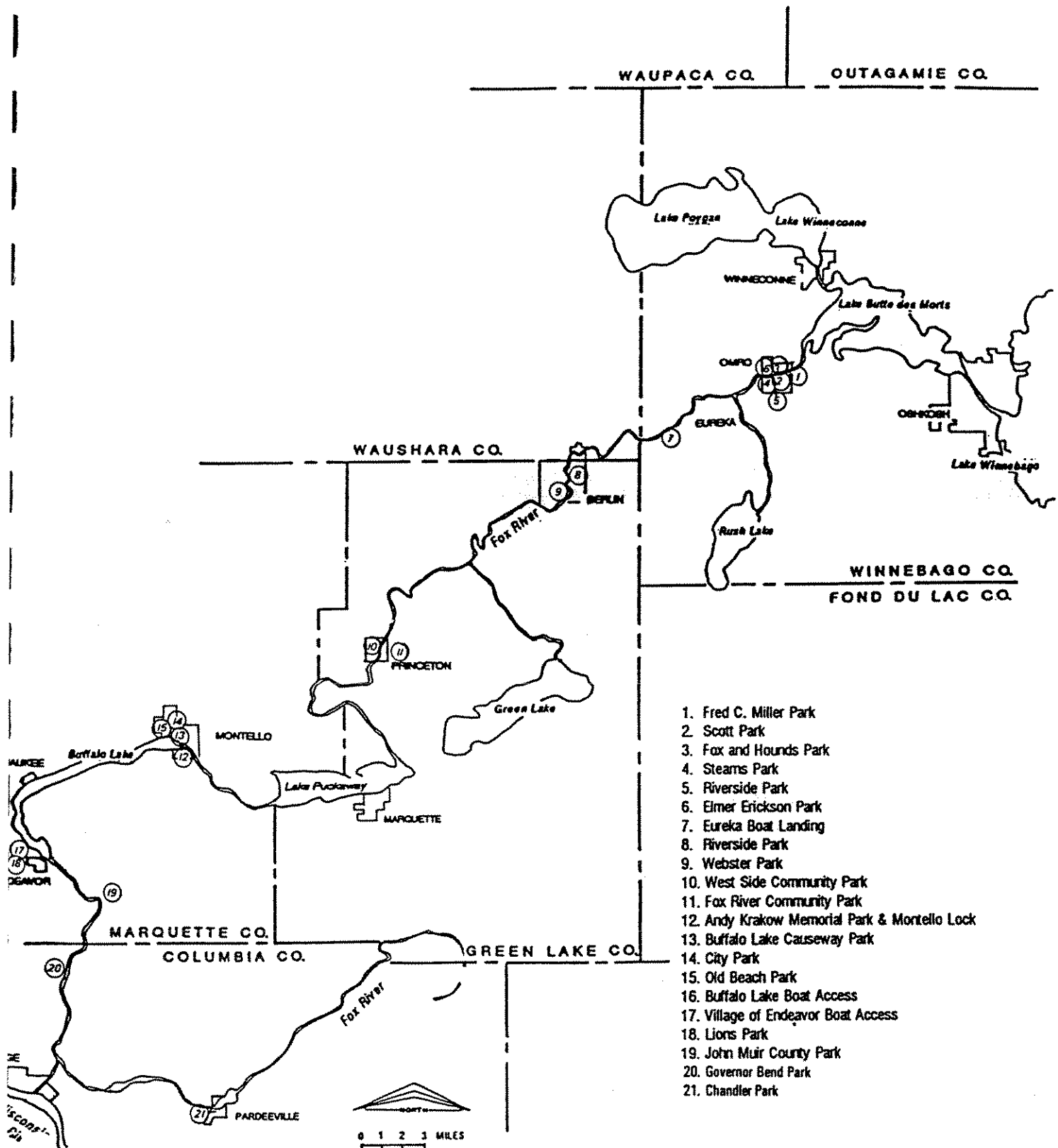
1. UW Green Bay & Coffin Arboretum
2. Bay Beach Park
3. Green Bay Metropolitan Sewerage District
4. Admiral Flatley Memorial Park
5. Veterans Plaza (Neville Public Museum Site)
6. Heritage Hill State Park
7. Ashwaubomay Park
8. Brown County Fairgrounds
9. DePere Ice Arena
10. Voyageur Park
11. Lost Dauphin State Park Property
12. Wrightstown Park
13. Wayside Park
14. 1000 Islands Nature Center
15. Doty-Bayorgeon Athletic Fields
16. Grignon Park
17. Thilwerth Park
18. Central Park (Civic Center Park)
19. LaFollette Park
20. Riverside Park
21. Heesaker's Park
22. Doyte Park
23. Sunset Point Park
24. Telulah Park
25. Peabody Park
26. Veterans Memorial Park
27. City Park
28. Jones Park
29. Pierce Park
30. Lutz Park
31. Alicia Park
32. Plamann Park
33. Appleton Memorial Park
34. Tri-County Ice Arena
35. Butte des Morts Park
36. Fritse Park
37. James Island
38. Shepard Park
39. Smith Park
40. Jefferson Park
41. Island Park
42. Shattuck Park
43. Doty Park
44. Riverside Park
45. Kimberly Point



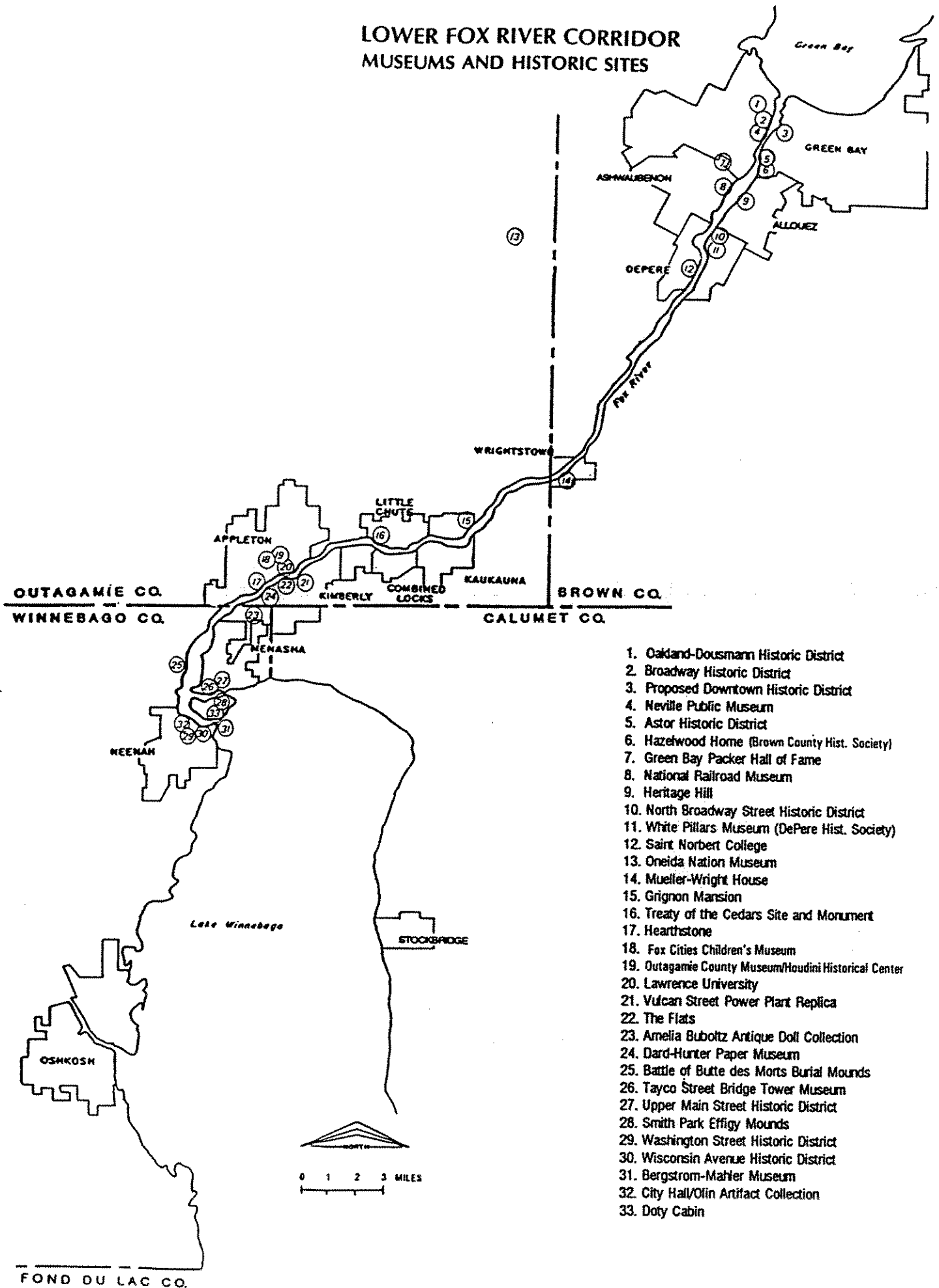
OSHKOSH, FOND DU LAC AND THE POOL LAKES PARKS AND RECREATION SITES



UPPER FOX RIVER CORRIDOR PARKS AND RECREATION SITES

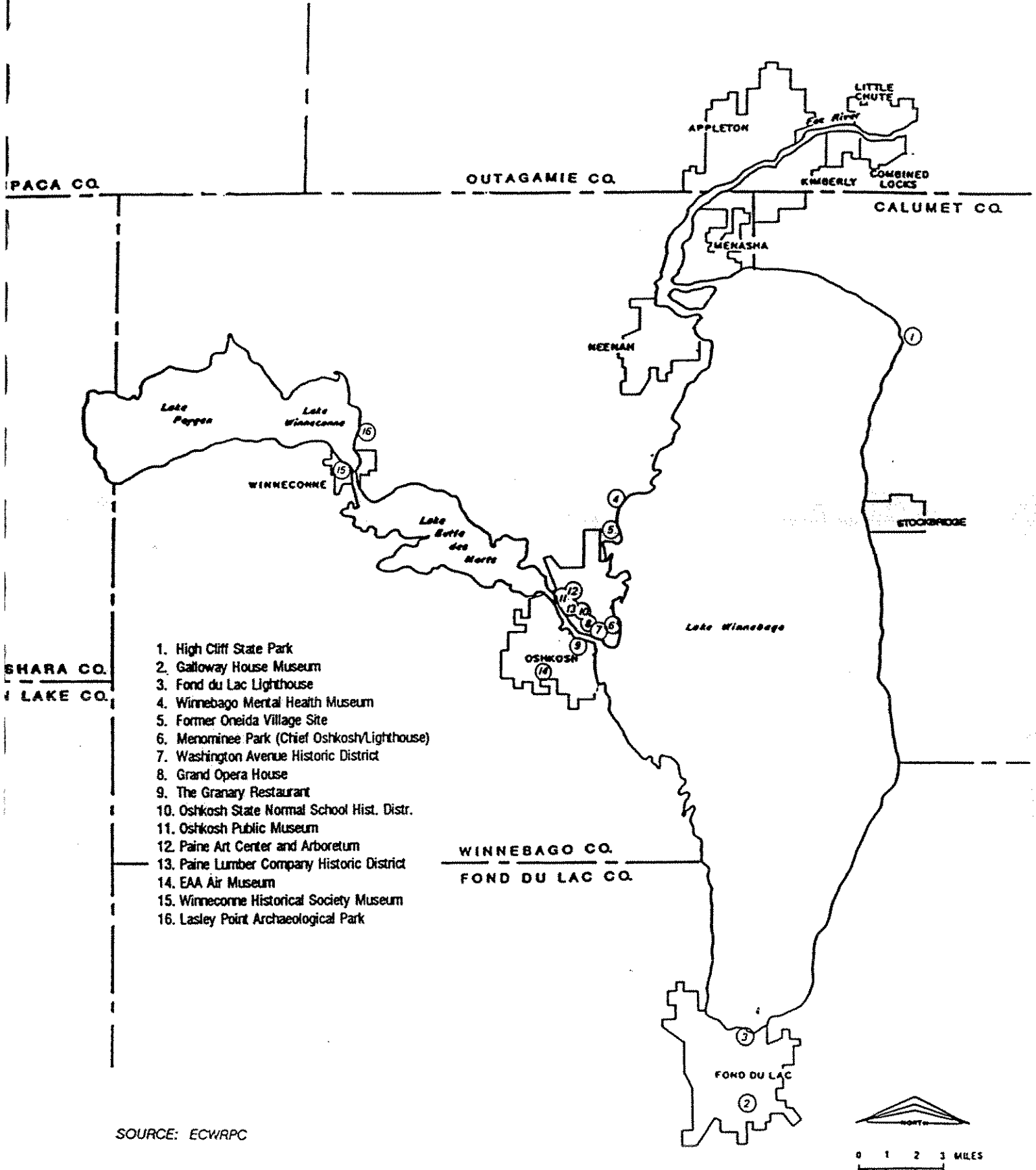


LOWER FOX RIVER CORRIDOR MUSEUMS AND HISTORIC SITES



1. Oakland-Dousmann Historic District
2. Broadway Historic District
3. Proposed Downtown Historic District
4. Neville Public Museum
5. Astor Historic District
6. Hazelwood Home (Brown County Hist. Society)
7. Green Bay Packer Hall of Fame
8. National Railroad Museum
9. Heritage Hill
10. North Broadway Street Historic District
11. White Pillars Museum (DePere Hist. Society)
12. Saint Norbert College
13. Oneida Nation Museum
14. Mueller-Wright House
15. Grignon Mansion
16. Treaty of the Cedars Site and Monument
17. Hearthstone
18. Fox Cities Children's Museum
19. Outagamie County Museum/Houdini Historical Center
20. Lawrence University
21. Vulcan Street Power Plant Replica
22. The Flats
23. Amelia Buboltz Antique Doll Collection
24. Dard-Hunter Paper Museum
25. Battle of Butte des Morts Burial Mounds
26. Tayco Street Bridge Tower Museum
27. Upper Main Street Historic District
28. Smith Park Effigy Mounds
29. Washington Street Historic District
30. Wisconsin Avenue Historic District
31. Bergstrom-Mahler Museum
32. City Hall/Olin Artifact Collection
33. Doty Cabin

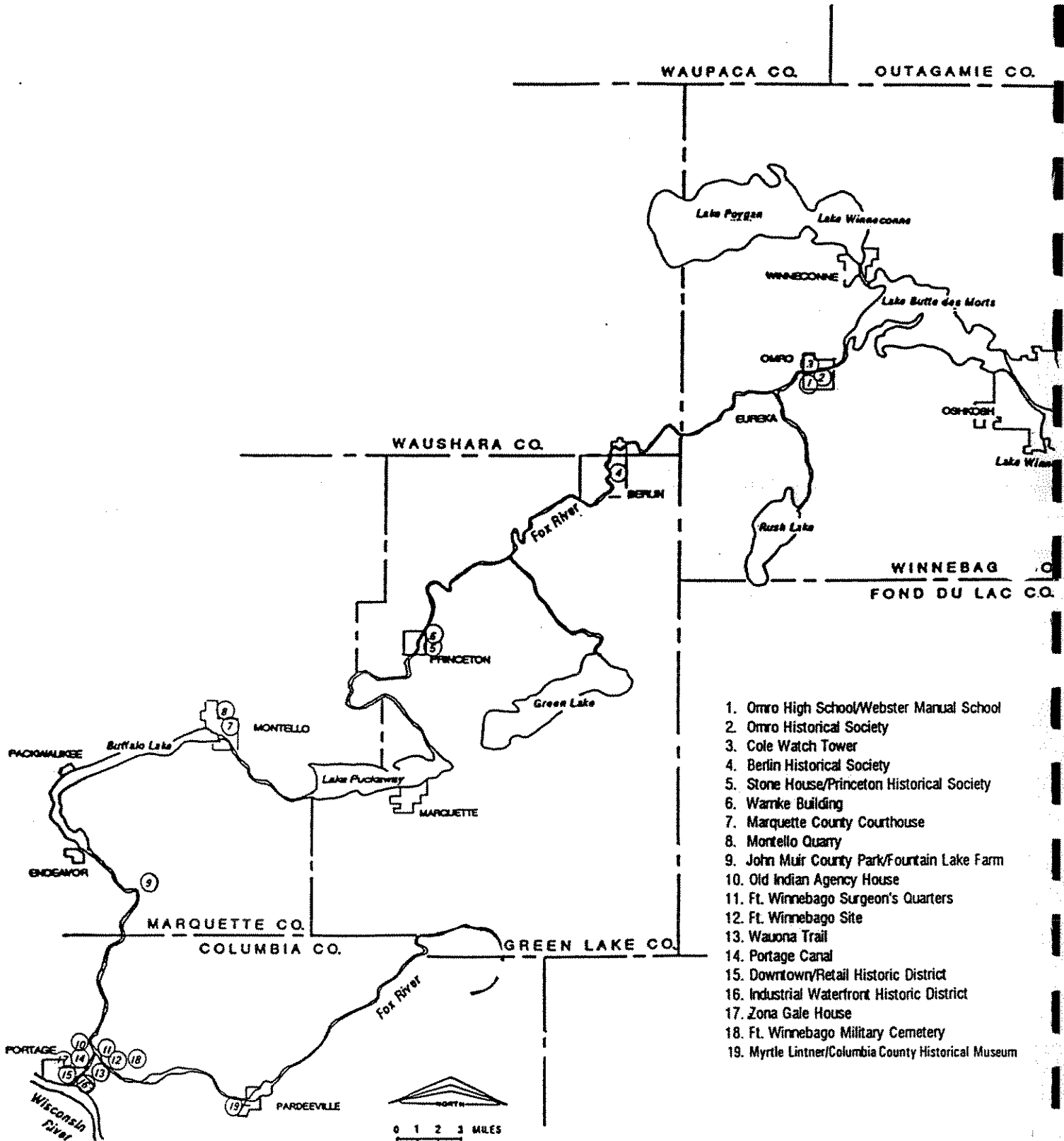
OSHKOSH, FOND DU LAC AND THE POOL LAKES MUSEUMS AND HISTORIC SITES



SOURCE: ECWRPC

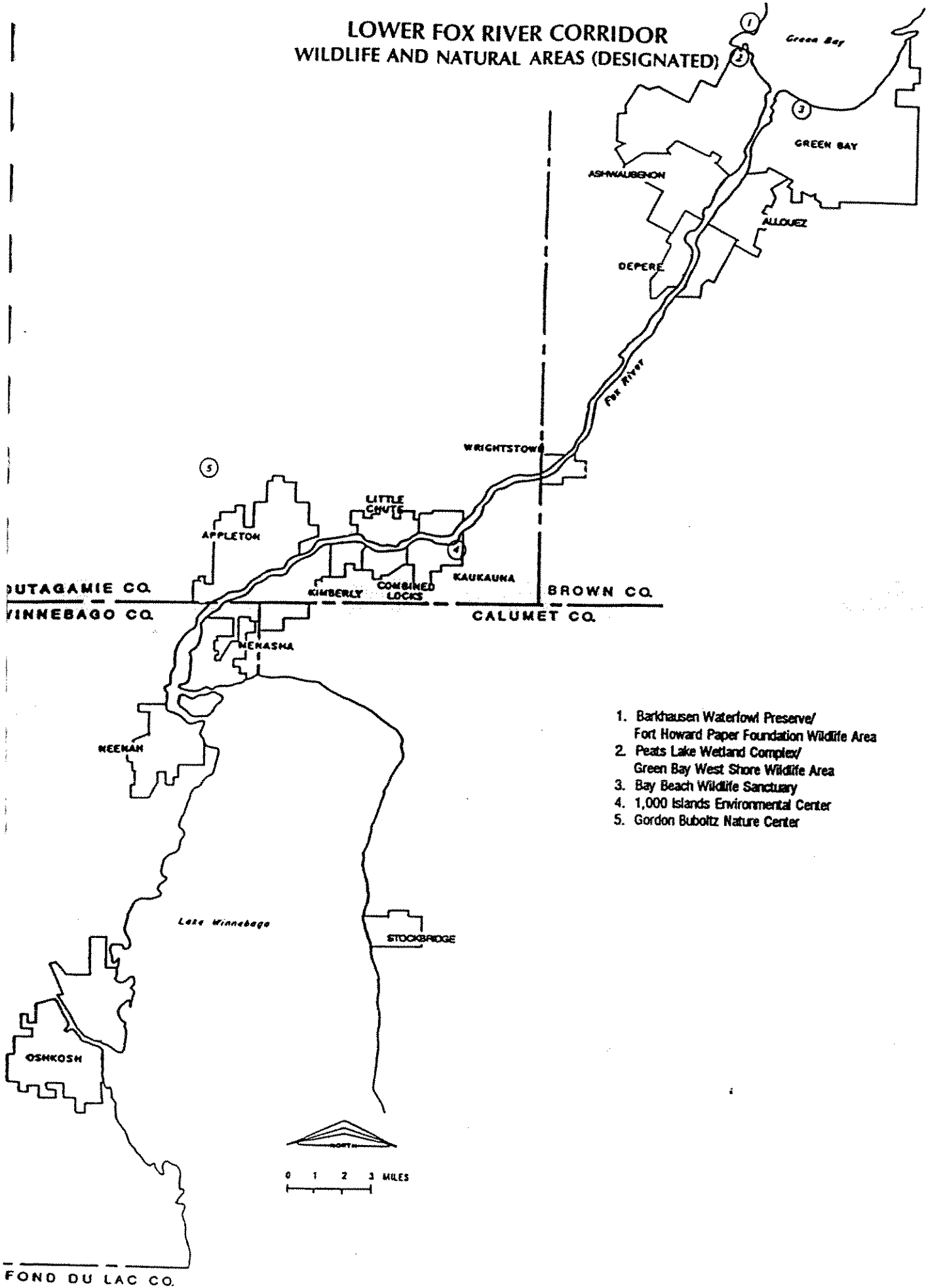


UPPER FOX RIVER CORRIDOR MUSEUMS AND HISTORIC SITES



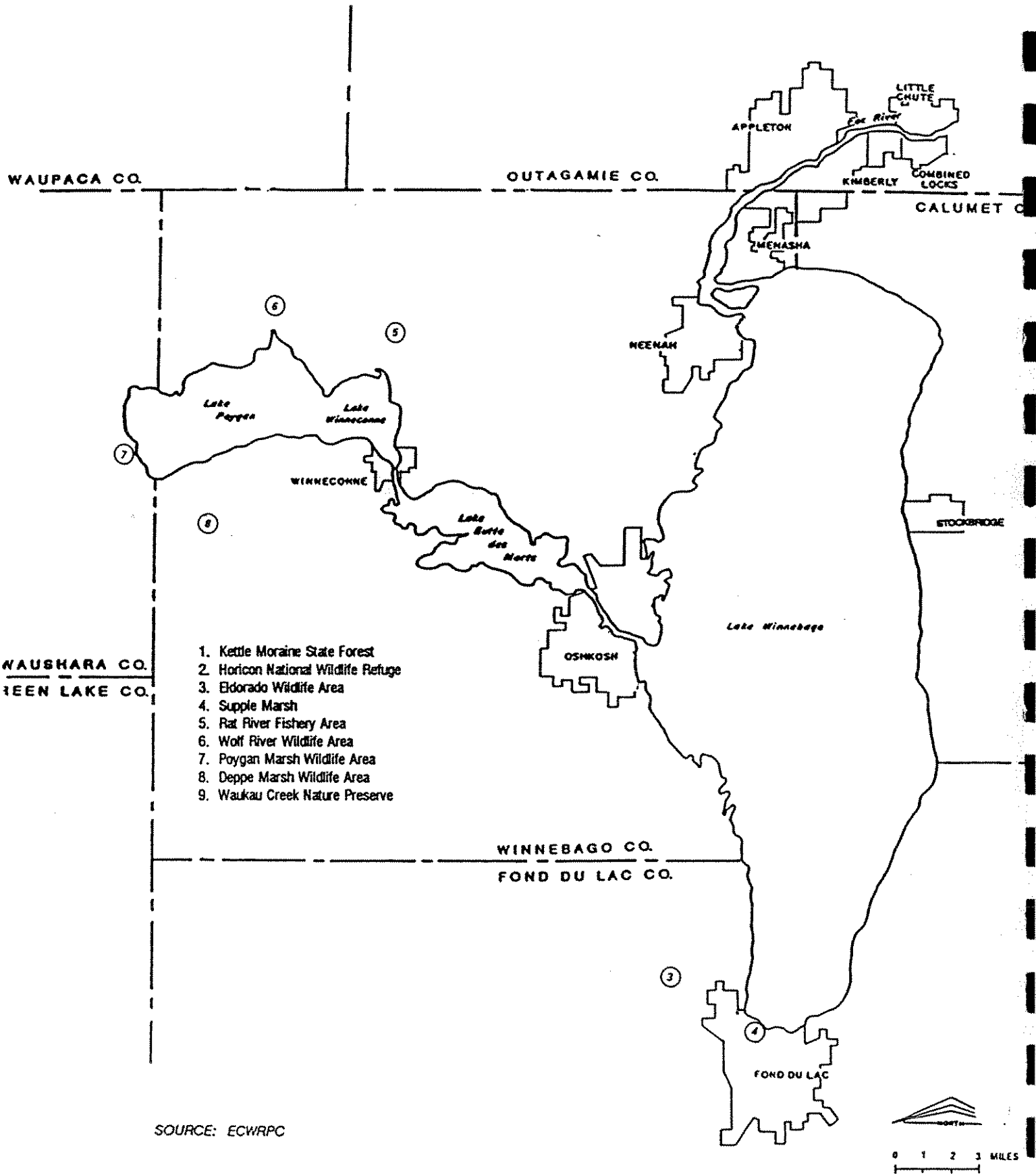
1. Omro High School/Webster Manual School
2. Omro Historical Society
3. Cole Watch Tower
4. Berlin Historical Society
5. Stone House/Princeton Historical Society
6. Warnke Building
7. Marquette County Courthouse
8. Montello Quarry
9. John Muir County Park/Fountain Lake Farm
10. Old Indian Agency House
11. Ft. Winnebago Surgeon's Quarters
12. Ft. Winnebago Site
13. Wauona Trail
14. Portage Canal
15. Downtown/Retail Historic District
16. Industrial Waterfront Historic District
17. Zona Gale House
18. Ft. Winnebago Military Cemetery
19. Myrtle Lintner/Columbia County Historical Museum

LOWER FOX RIVER CORRIDOR WILDLIFE AND NATURAL AREAS (DESIGNATED)

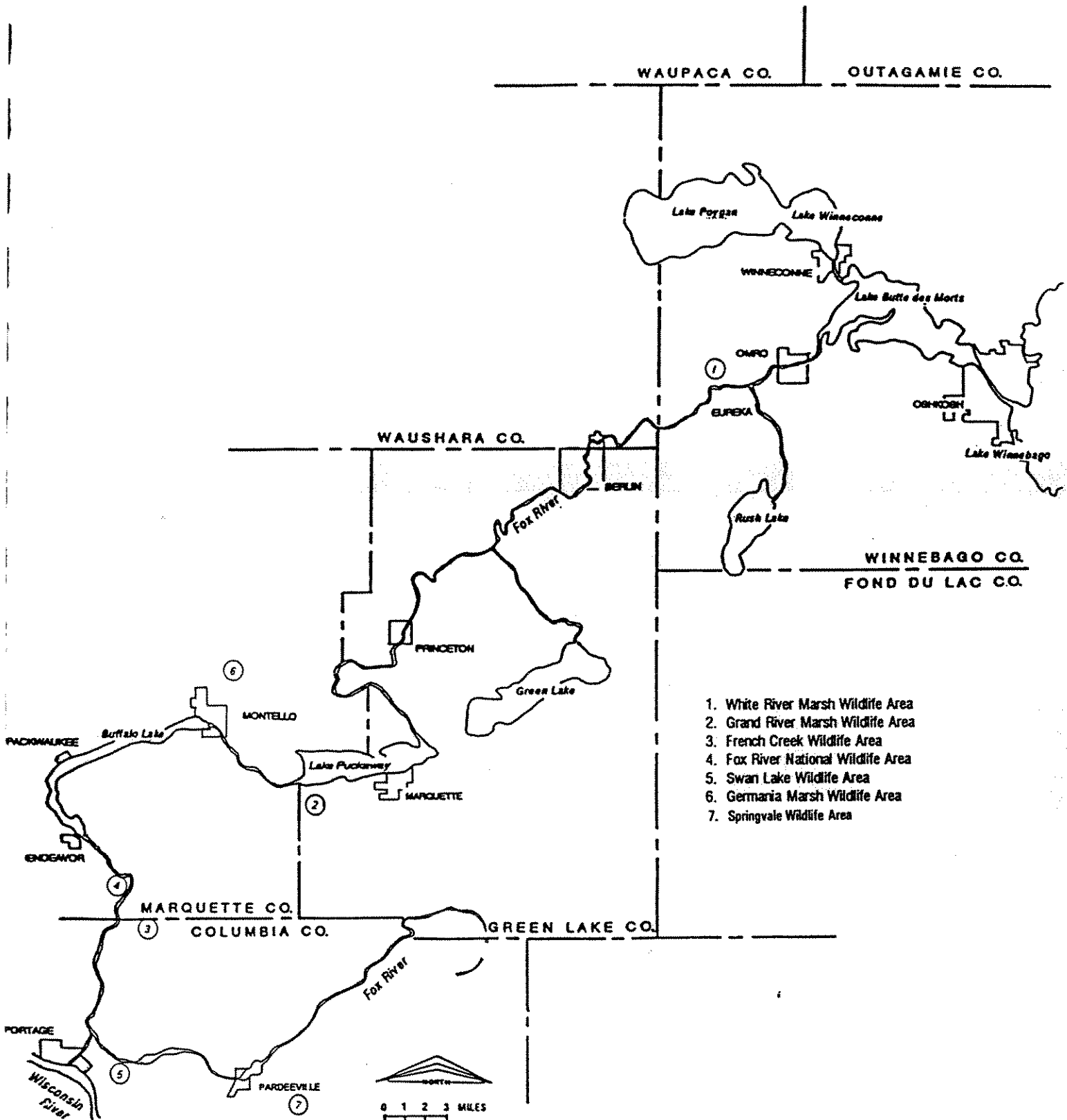


1. Barkhausen Waterfowl Preserve/
Fort Howard Paper Foundation Wildlife Area
2. Peats Lake Wetland Complex/
Green Bay West Shore Wildlife Area
3. Bay Beach Wildlife Sanctuary
4. 1,000 Islands Environmental Center
5. Gordon Buboltz Nature Center

OSHKOSH, FOND DU LAC AND THE POOL LAKES WILDLIFE AND NATURAL AREAS (DESIGNATED)

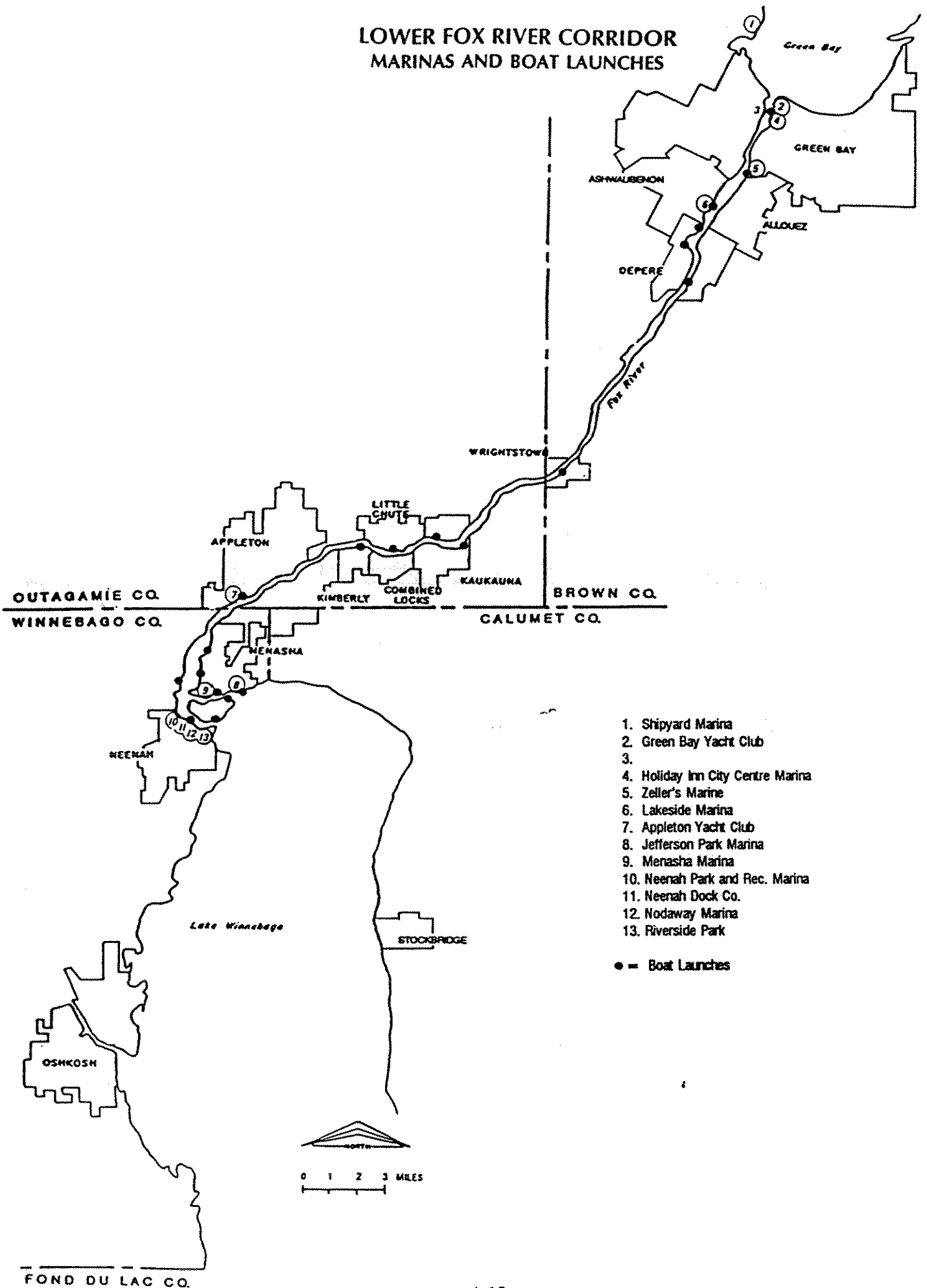


UPPER FOX RIVER CORRIDOR WILDLIFE AND NATURAL AREAS (DESIGNATED)



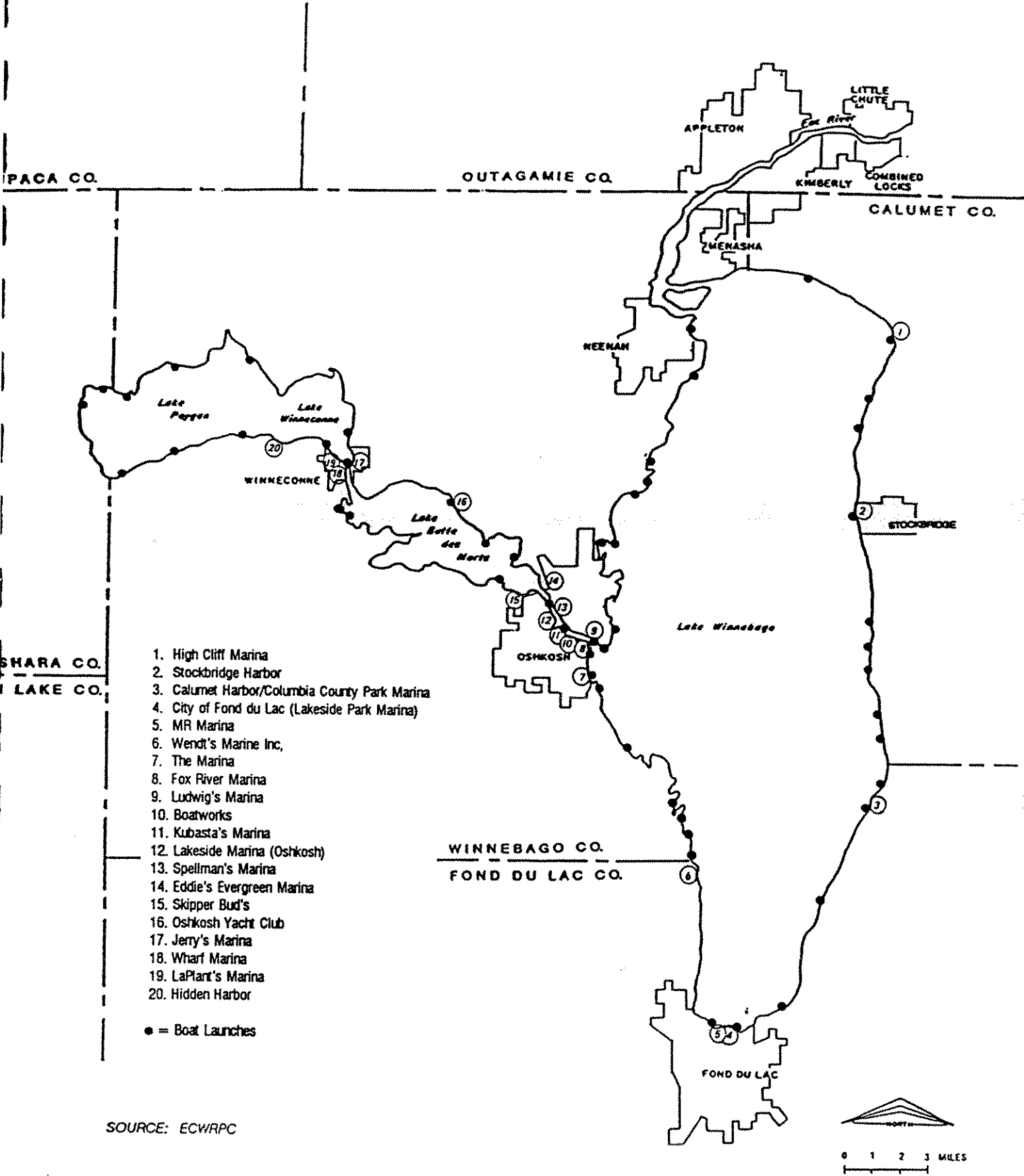
1. White River Marsh Wildlife Area
2. Grand River Marsh Wildlife Area
3. French Creek Wildlife Area
4. Fox River National Wildlife Area
5. Swan Lake Wildlife Area
6. Germania Marsh Wildlife Area
7. Springvale Wildlife Area

LOWER FOX RIVER CORRIDOR MARINAS AND BOAT LAUNCHES



- 1. Shipyard Marina
 - 2. Green Bay Yacht Club
 - 3.
 - 4. Holiday Inn City Centre Marina
 - 5. Zeller's Marine
 - 6. Lakeside Marina
 - 7. Appleton Yacht Club
 - 8. Jefferson Park Marina
 - 9. Menasha Marina
 - 10. Neenah Park and Rec. Marina
 - 11. Neenah Dock Co.
 - 12. Nodaway Marina
 - 13. Riverside Park
- = Boat Launches

OSHKOSH, FOND DU LAC AND THE POOL LAKES MARINAS AND BOAT LAUNCHES

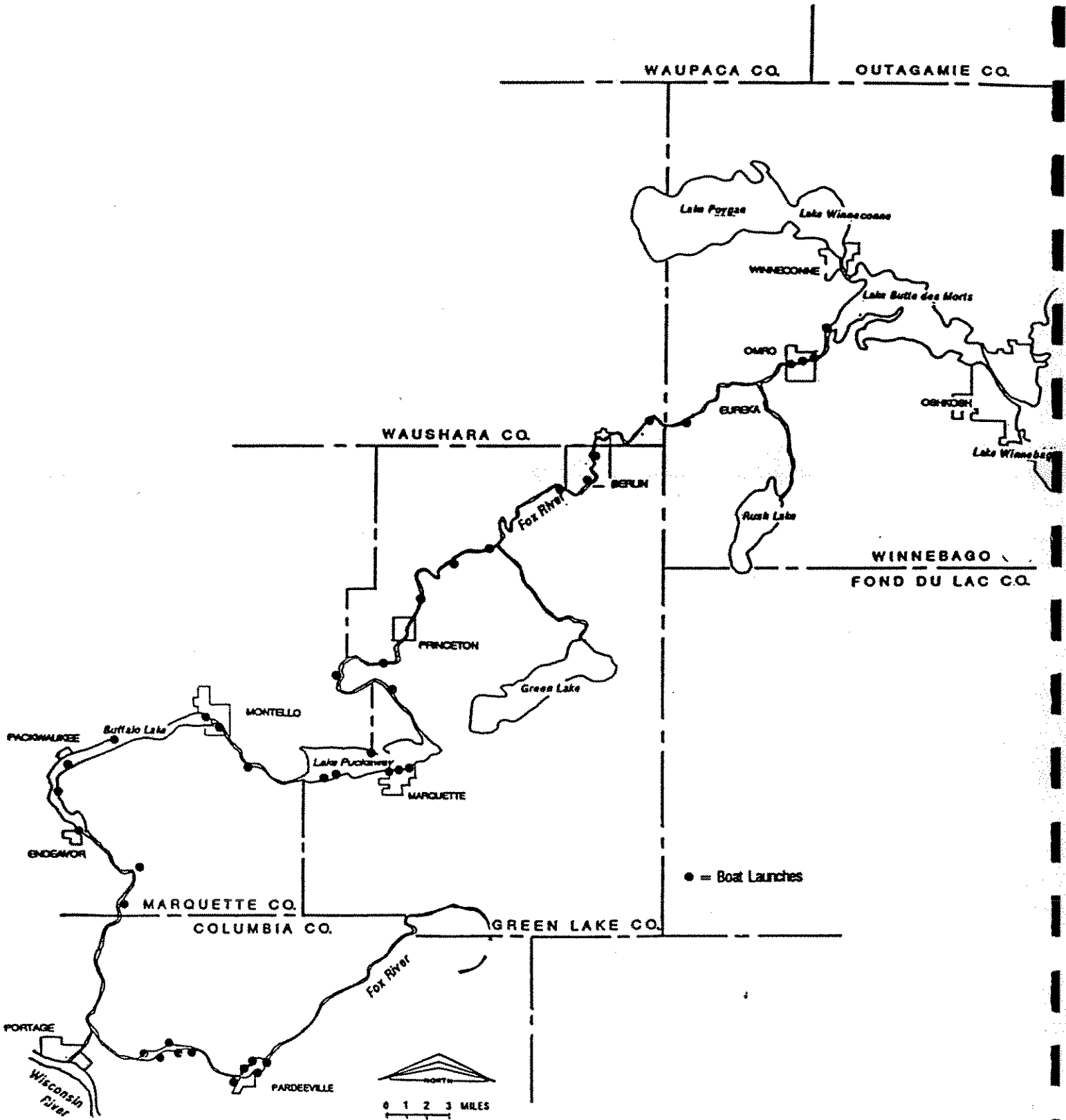


1. High Cliff Marina
2. Stockbridge Harbor
3. Calumet Harbor/Columbia County Park Marina
4. City of Fond du Lac (Lakeside Park Marina)
5. MR Marina
6. Wendt's Marine Inc,
7. The Marina
8. Fox River Marina
9. Ludwig's Marina
10. Boatworks
11. Kubasta's Marina
12. Lakeside Marina (Oshkosh)
13. Spellman's Marina
14. Eddie's Evergreen Marina
15. Skipper Bud's
16. Oshkosh Yacht Club
17. Jery's Marina
18. Wharf Marina
19. LaPlant's Marina
20. Hidden Harbor

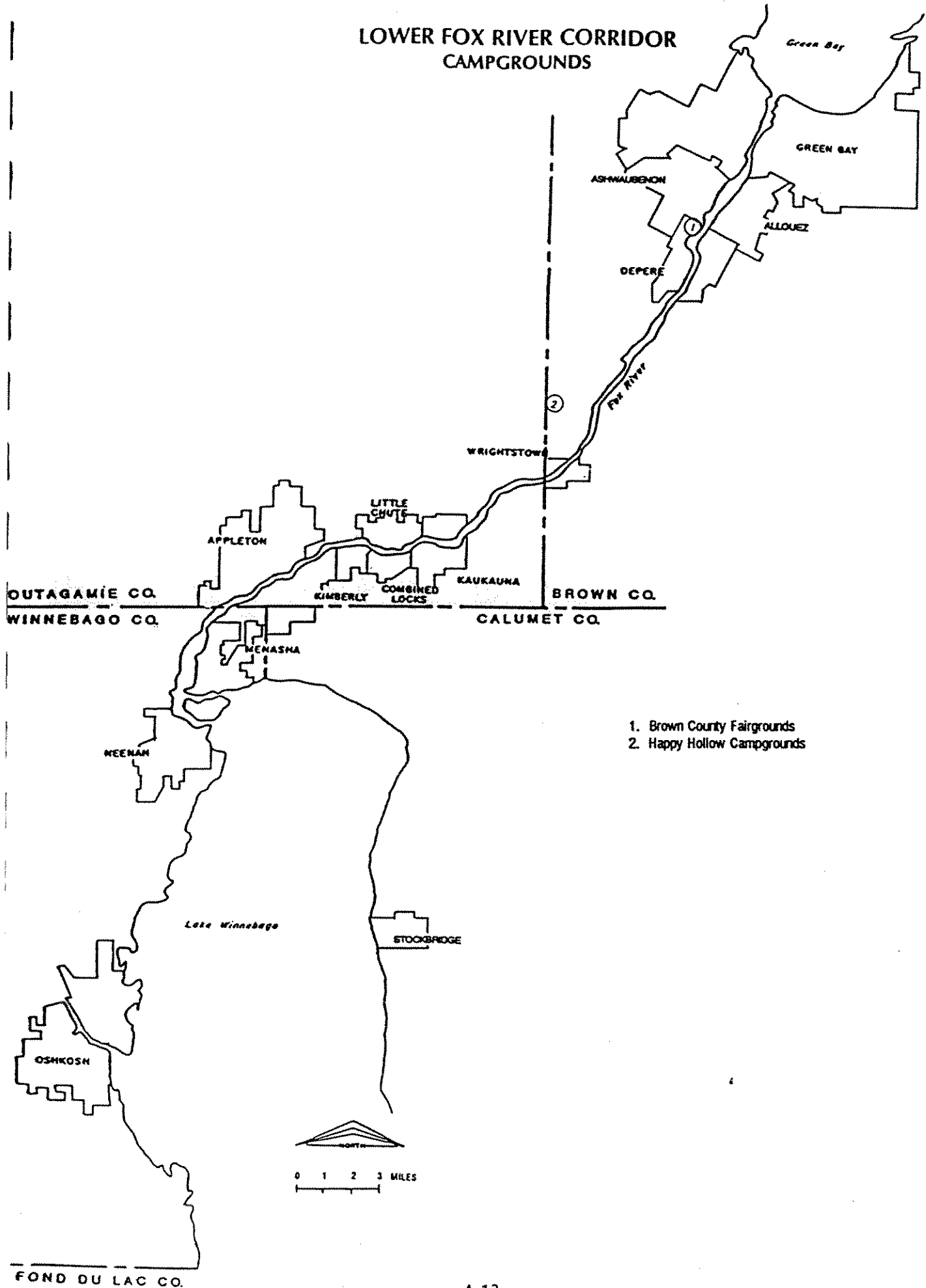
● = Boat Launches

SOURCE: ECWRPC

UPPER FOX RIVER CORRIDOR MARINAS AND BOAT LAUNCHES

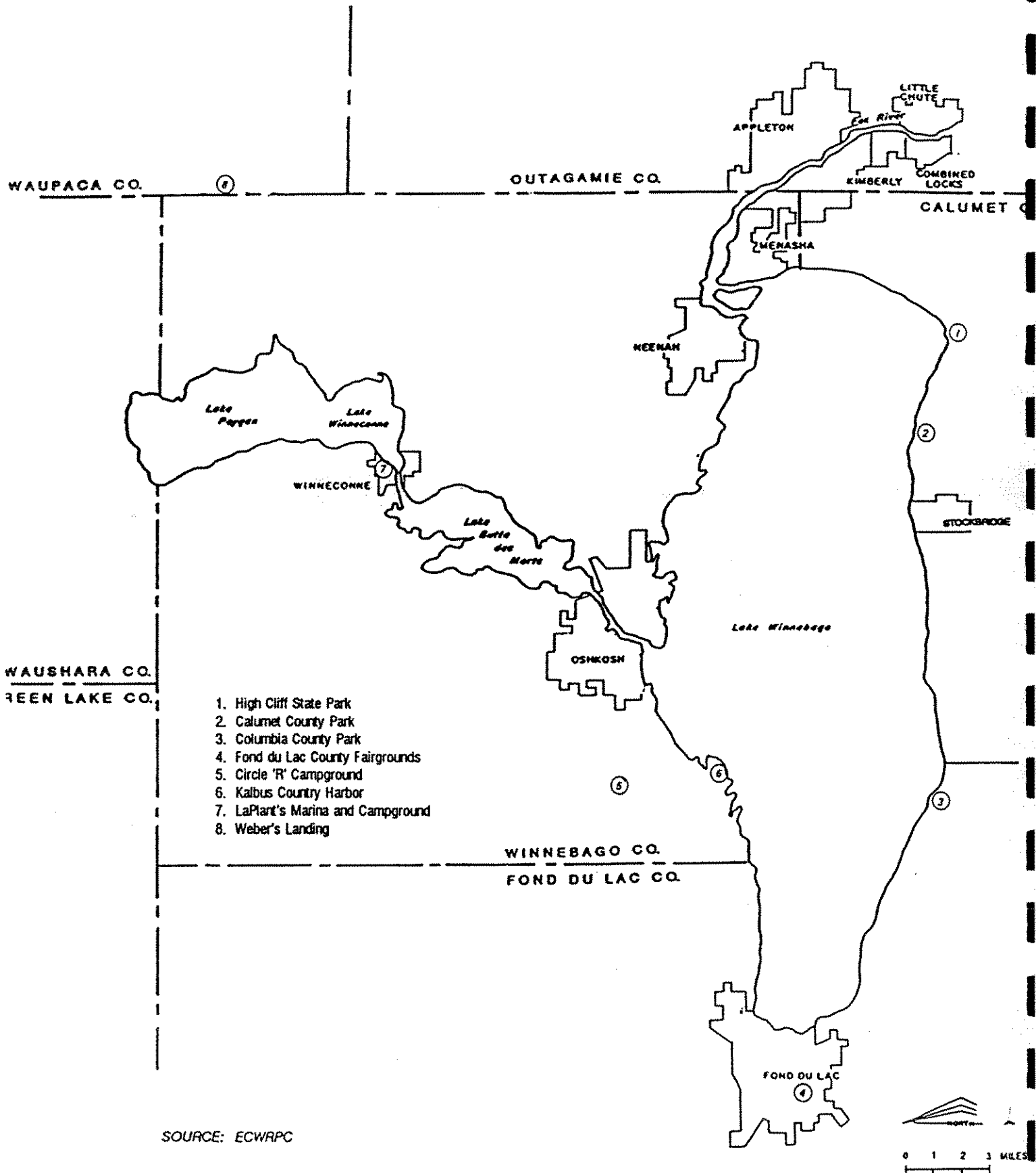


LOWER FOX RIVER CORRIDOR CAMPGROUNDS

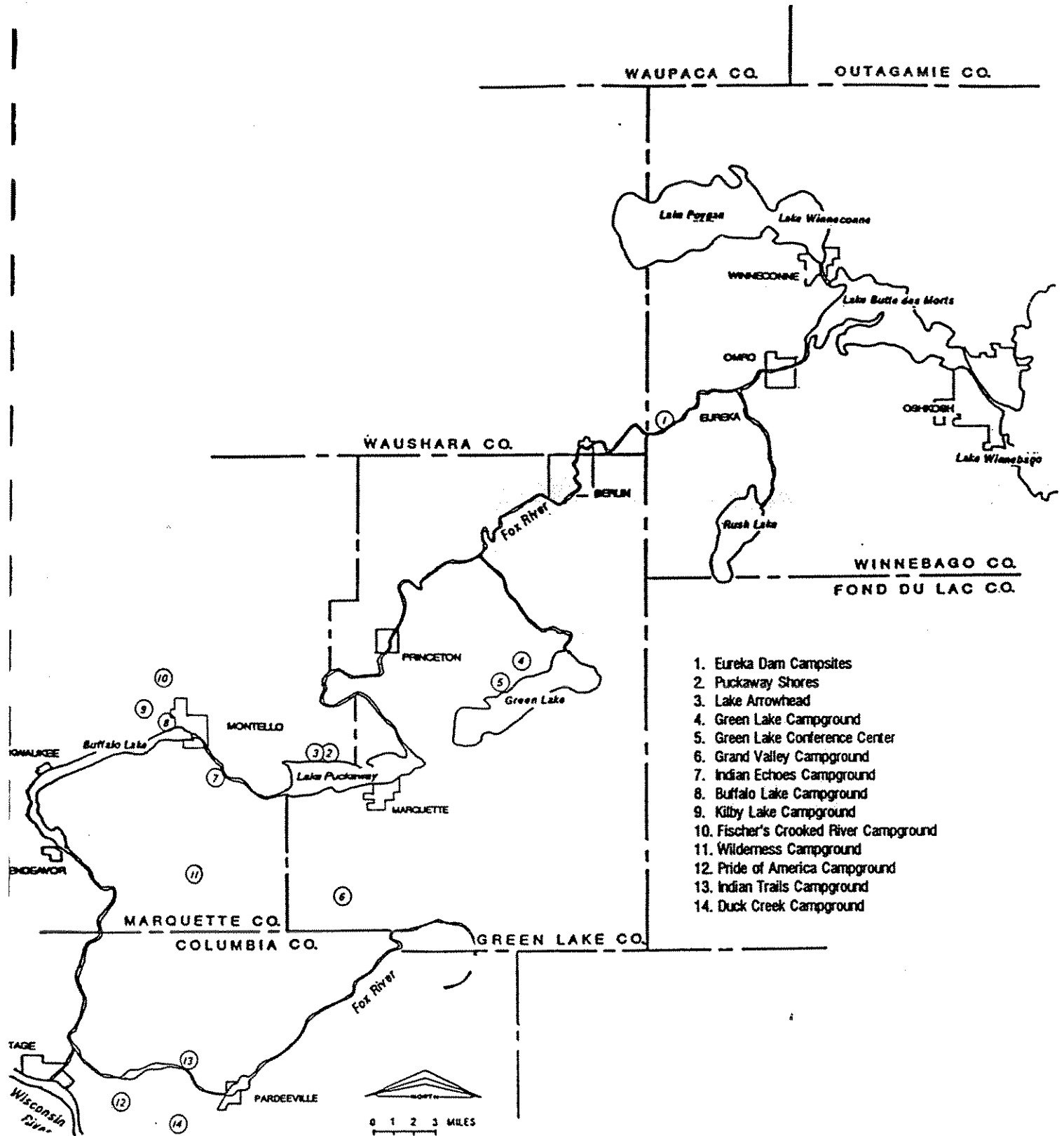


- 1. Brown County Fairgrounds
- 2. Happy Hollow Campgrounds

OSHKOSH, FOND DU LAC AND THE POOL LAKES CAMPGROUNDS



UPPER FOX RIVER CORRIDOR CAMPGROUNDS



REFERENCES

- Brown County Planning Commission, *Brown County, Wisconsin Open Space and Outdoor Recreation Plan*, February 1990.
- City of Appleton Parks and Recreation Department, *City of Appleton Parks and Recreation Master Plan*, October 1994.
- City of Appleton Planning Department, *Fox River Corridor Study*, December 1989.
- City of Appleton Trail Advisory Committee, *Trail System Feasibility Study*, January 1995.
- City of Fond du Lac, *City of Fond du Lac Recreation Plan (1995-1999)*, July 1994.
- City of Green Bay, *Green Bay Comprehensive Waterfront Plan*, September 1995.
- City of Kaukauna Planning and Community Development Department, *City of Kaukauna Open Space and Recreation Plan (1992-1997)*, May 1992.
- Commonwealth Cultural Resources Group, Inc., *Survey and Literature and Records Search for Historic Properties on Land Contiguous to U.S. Army Corps of Engineers (COE) Property Along the Fox River Corridor, Wisconsin*, September 1993.
- East Central Wisconsin Regional Planning Commission, *Calumet County Outdoor Recreation Plan*, May 1995.
- East Central Wisconsin Regional Planning Commission, *City of Berlin Open Space and Recreation Plan*, March 1992.
- East Central Wisconsin Regional Planning Commission, *City of Menasha Open Space and Recreation Facilities Plan*, August 1996.
- East Central Wisconsin Regional Planning Commission, *City of Montello Open Space and Recreation Plan*, December 1991.
- East Central Wisconsin Regional Planning Commission, *City of Omro Open Space and Recreation Plan*, April 1993.
- East Central Wisconsin Regional Planning Commission, *Feasibility Study of Major Tourist Attractions for the Fox Cities*, June 1990.
- East Central Wisconsin Regional Planning Commission, *Industry Survey of Fox River Dependence*, April 1989.
- East Central Wisconsin Regional Planning Commission, *Lower Fox River/Winnebago Pool Long Range Plan - Summary and Recommendations*, April 1989.
- East Central Wisconsin Regional Planning Commission, *Marquette County Outdoor Recreation Plan*, December 1991.

- East Central Wisconsin Regional Planning Commission, *Upper Fox River Intensive Archaeological/Historical Survey*, October 1991.
- East Central Wisconsin Regional Planning Commission, *Village of Endeavor Open Space and Recreation Plan*, November 1989.
- Economics Research Associate, *Feasibility Study for Tourism Development at the Portage Canal and Fort Winnebago*, February 1993.
- Fond du Lac County Planning and Parks Department, *Fond du Lac County Outdoor Recreation and Open Space Plan*, March 1995.
- Foth & Van Dyke Associates, *Fox Locks Trail: A Master Plan for Development*, August 1995.
- General Engineering Co., Inc., *Feasibility Study of Re-Opening Portage Canal*, January 1988.
- Heritage Tourism Transportation Subcommittee, *Transportation Heritage Resources*, March 1991.
- Howard, Needles, Tammen, Bergendoff, *Fox River Upper Flats Development Opportunities*, January 1992
- LDR International, *Fox River Corridor Economic Development Study*, June 1993.
- Mead & Hunt, Inc., *Lower Fox River Locks Abandonment Study - Final Report*, August 1994.
- Mead & Hunt, Inc., *Lower Fox River Locks Rehabilitation Study*, August 1995.
- O'Keefe, Mary, Oshkosh Public Museum Auxiliary, *The Story of the Fox River Valley of Wisconsin*.
- Outagamie County Planning Department, *Outagamie County Outdoor Recreation and Open Space Plan*, January 1997.
- U.S. Army Corps of Engineers, *Fox River Project, Wisconsin Section 216 Draft Final Disposition Report*, Volumes I and II, September 1995.
- University of Wisconsin-Extension, Columbia County, *Comprehensive Proposal for Historic Portage Canal - Fort Winnebago Park at Portage, Wisconsin*, 1986.
- University of Wisconsin-Extension, Green Lake County, *Green Lake County Outdoor Recreation Plan*, July 1979.
- Winnebago County Parks Department, *Winnebago County Parks and Recreation Plan*, September 1993.
- Wisconsin Department of Natural Resources, *Wisconsin Statewide Comprehensive Outdoor Recreation Plan 1991-1996*, October 1991.

DATE: March 9, 2001

FILE REF: 4100

TO: Trygve Solberg, Chair
James Tiefenthaler, Vice-Chair
Stephen Willet, Chair; Air, Waste and Water Management/Enforcement Committee

FROM: Darrell Bazzell, ^{HB}Secretary

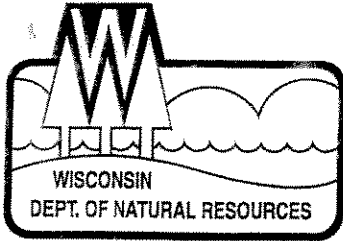
SUBJECT: Commercial Fishing rule and statutory changes recommended by the Commercial Fisheries Task Force.

Why the Statute and Rule Changes are being proposed

The Commercial Fishing Task Force recommended twelve key areas for changes to the commercial fishing regulations. The Task Force was been guided by the following problem definition: "The long term stability of Great Lakes fish stocks are in jeopardy. Under current laws and limited Department resources, we cannot determine or control the number of fish being harvested. Current laws fail to deter false reporting, unlawful harvest, and unlawful sale of commercial fish species. As a result, consumers, sport fishers, commercial fishers, wholesale fish dealers, and others suffer from reduced bag limits, reduced quotas, and lost business opportunities."

Summary of Proposed Recommendation

- I. DNR shall establish an electronic Fish Harvest Reporting System (FHRS) in order to record and report all elements of the commercial catch. This system will replace the current biweekly reporting system, reducing paperwork and improving the timeliness and accuracy of reports. It will also form the basis for a database about fish populations that will assist with efficient management of the Great Lakes resource.
- II. The Task Force agrees that DNR law enforcement must continue commercial fishing enforcement efforts as a high priority objective. We support an efficient and regular program of frequent dockside inspection, adequately staffed to perform this function. In addition, ports will be designated as "primary" and "secondary" ports, based upon pounds of fish landed at these sites historically. This will improve efficiencies in inspection efforts. If using a secondary port, fishers will be required to issue a float plan. All current ports will remain open, and no special fees will be required for secondary ports.
- III. An Enhanced Monitoring System (EMS) shall be established in order to more carefully monitor certain fishing activities. EMS will be applicable for commercial fishers fishing high value (e.g., yellow perch) species. Most fishers, it is expected, will be able to self-report in a less complicated manner than our current system.
- IV. For those licensees convicted of multiple commercial fishing violations, a tiered Repeat Offenders Monitoring System (ROMS) shall be invoked administratively. In addition to routine reporting requirements, those participating in ROMS will be required to submit a "float plan" indicating estimated departure/ arrival times, Ports, fishing locations, and targeted species of all affected boats. Once without convictions for a three year period, a fisher may participate in the routine FHRS.
- V. DNR Wardens' inspection authority will be expanded to access and adequately inspect records of all licensed commercial fishers and wholesalers, regardless of whether the business is based in Wisconsin or out-of-state. The current labeling system would be replaced with a Bill of Lading and marking of vehicles transporting fish.



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Scott McCallum, Governor
Darrell Bazzell, Secretary

101 S. Webster St.
Box 7921
Madison, Wisconsin 53707-7921
Telephone 608-266-2621
FAX 608-267-3579
TTY 608-267-6897

March 24, 2001

Commercial Fisheries Task Force members

Subject: Update on the Status of Funding for Electronic Reporting


The funding for the electronic Fish Harvest Reporting System, the cornerstone of the Commercial Fisheries Task Force proposal has been cut from the Governors State Budget proposal. There was not any specific reason why it was cut, it was just one of the items eliminated in the governors attempt to balance the budget. The Department is appealing to the Governors' Office attempting to get the funding reinstated in the budget.

If the department is unsuccessful in getting the funding reinstated at the governors level there is still a chance to have it reinserted by the legislative Joint Finance Committee. Since this is the cornerstone of our proposals it is important that we work at all levels to get the funding reinstated. Several members of the task force have already contacted me and are working with legislators to get the funding reinstated. I have attached the departments' document Decision Item 5307 to provide you with the background material on the budget request. Any contacts you as a task force member can make will help with reinstating the funding for the Fish Harvest Reporting System.

I have also attached copies of the Pink Sheet that is necessary before we actually start drafting code changes. This is a formality that acts as public notice that the department is drafting regulation changes. I can now actually start drafting language for the Task Force recommendations. I will start that process right away so we can have some language on the regulation changes to review when we meet. I have not set a date for the Task Force to meet, because I need to be sure that we have sufficient language drafted before we get together.

I apologize for the slow pace and will attempt to move things along a little faster. If you have any questions or just want to prod me into moving things faster, please call.

Sincerely,


Thomas C Solin, Chief
Special Operations
608-266-8574

Environmental Analysis

This is a type three action and does not require an environmental analysis.

Small Business Analysis

The task force included members of the commercial fishing industry, a representative (small business ombudsman) from the Department of Commerce and a representative from Two Rivers Economic Development. During the entire process of finding concencious on the issues the effects on small business was evaluated and included in the recommendation from the task force.

6. Which federal statute, regulation, state statute or judicial decision is the authority for the proposed rule/board action?

ss. 29.014 (1), 29.014, 29.519 and 227.11 (2) (a)

- a. The proposed rule/board action conforms to and does not exceed requirements of a federal or state statute or controlling judicial decision.
- b. The proposed rule/board action exceeds the minimum requirements of a federal or state statute or controlling judicial decision.
- c. The proposed rule/board action is based on general authorization that requires rule making, but contains no specific standards.
- d. The proposed rule/board action is based on a general authorization, with no specific direction that rules must be developed.

Peter D. Delaney
 Bureau of Legal Services

7. Proposed schedule (Fill in blanks applicable)

a. Month of green sheet for requesting authorization for hearing or briefing on proposed board action: Not Scheduled

b. Hearing(s) - Number: _____

Date(s): _____

Location(s): _____

c. Rule adoption or action by Board: _____

d. Anticipated timing of Legislative review - Start: _____

End: _____

e. Anticipated effective date: 2002

Initials of Bureau Director TUH

FOR DIVISION ADMINISTRATOR'S USE

8a. Recommendation to Secretary Approved Approved as amended Disapproved

b. Other Board actions Approved Approved as amended Disapproved

Division Administrator's Signature

[Signature]

Date Signed

2/23/01

9. Secretary's approval required before drafting begins.

Drafting may may not proceed on rule or action.

Samuel Bazell

Secretary's Approval

3/13/01

Date Approved

Law Enforcement

Bureau

Original 02/05/2001
Date

Natural Resources
 Board Order Number _____
 (If Applicable)

Amended _____
Date

1. Subject of the administrative code action/nature of board action.

Commercial Fishing rule changes recommended by the Commercial Fisheries Task Force

2. Description of policy issues to be resolved, include groups likely to be impacted or interested in the issue.

The Commercial Fisheries Task Force recommended twelve key areas for changes to the commercial fishing regulations. (See the attached report for a summary of the twelve key areas). At the August 16, 2000 Natural Resources Board meeting the Board approved the recommendations of the Task Force and directed department personnel to start the rule writing process. Groups impacted and interested in this issue include: Commercial Fisheries Task Force, Lake Michigan and Lake Superior Commercial Fishing Boards, licensed commercial fishermen and crew members, Great Lakes Sport Fishing groups, and Wholesale Fish Dealers.

3. Does rule/board action represent a change from past policy? Yes No Explain the facts that necessitate the proposed change.

The Commercial Fisheries Task Force was formed to address the following stated issue: "The long term stability of Great Lakes fish stocks are in jeopardy. Under current laws and limited Department resources, we cannot determine or control the number of fish being harvested. Current laws fail to deter false reporting, unlawful harvest, and unlawful sale of commercial fish species. As a result, consumers, sport fishers, commercial fishers, wholesale fish dealers, and others suffer from reduced bag limits, reduced quotas, and lost business opportunities."

4. Does rule/board action represent an opportunity for pollution prevention and/or waste minimization?

- Yes
 Unsure. Will consult with the Bureau's pollution prevention expert(s) and/or the Bureau of Cooperative Environmental Assistance.
 No. Adoption of federal requirements that do not include or allow for pollution prevention.
 No. Other reason (explain):
 This is not an environmental pollution prevention issue

5. Who will participate in board action/rule development, and what is the anticipated time commitment?

	Name of Person Responsible	Time Before Hearing	Time After Hearing	Acknowledgement
a. Drafting bureau	Thomas Solin	500 hours	200 hours	<i>[Signature]</i>
b. Legal Services	Pete Flaherty	200 hours	80 hours	<i>PAF</i>
c. Env. Analysis/Liaison (SS)	James Pardee	1 hour	0 hours	<i>JDP</i>
d. Management & Budget	Lance Potter	10 hours	0 hours	<i>LP</i>
e. Other Department staff	Horns, Blizel, Eggold, Lee Meyers, Toney, Ernst, Tom Hansen and Dave Weber			
f. Recommended Public Participation	Commercial Fisheries Task Force, Lake Michigan and Lake Superior Commercial Fishing Boards.			

PROGRAM: ENFORCEMENT AND SCIENCE

SUBPROGRAM: LAW ENFORCEMENT

DECISION ITEM 5307: COMMERCIAL FISHING REPORTING SYSTEM

CON SEG	<u>2001-2002</u>	FTE	CON SEG	<u>2002-2003</u>	FTE
	\$ 74,500			\$ 30,000	

The Department requests \$74,500 in FY 02 and \$30,000 in FY 03 to begin a pilot project of the Fish Harvest Reporting System (FHRS). This electronic reporting system will record and report all elements of the commercial catch, will replace the current biweekly reporting system, will reduce paperwork, and improve the timeliness and accuracy of reports. It will also form the basis for a database about fish populations that will assist with efficient management of the Great Lakes resource.

The funding of the pilot project is mainly for set up in the first year and to maintain the electronic reporting system in the second year. The FY 02 request of \$74,500 will be used for personal computers, printers, software, and the management time needed for testing, programming, and implementation. The FY 03 funding of \$30,000 will be used to cover maintenance of the pilot program after implementation.

The FHRS is the recommended pilot program of the Commercial Fishing Task Force, a group formed in 1998 by the Natural Resources Board to review the issues and look for solutions related to commercial fishing reporting. This system is the cornerstone of the Commercial Fishing Task Force proposal to improve the industry reporting and compliance.

The FHRS project is a system that assists the commercial fishers in reporting estimated and real weights of their daily fish harvest. The harvest data that is captured will allow immediate access to the Law Enforcement and Fisheries Management staff. The basic technologies of the FHRS are as follows:

- 1.) A Commercial Fishing license holder will call in their estimated catches to a voice recognition system.
- 2.) The data will be stored in an a database
- 3.) The reported real weight of the catch will be captured at the point of "weigh in" located at the processing facility or Wholesale Fish Dealer location.
- 4.) The system will append the accurate weigh data to the estimated catch records that were captured in the called-in process after the catch has been weighed.
- 5.) The system will report back to the fisher the amount of remaining quota for the individual license or fleet
- 6.) The estimated and final catch data can be accessed immediately via the State of Wisconsin's Internet site. The data can be viewed and used in the creation of reports.