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## RESOLUTION

### MARINETTE COUNTY BAR ASSOCIATION

**WHEREAS**, the Marinette County Bar Association consist of members of the Wisconsin State Bar who practice in Marinette County, Wisconsin; and

**WHEREAS**, a significant membership of the Marinette County Bar Association are members of small law firms or are solo practitioners; and

**WHEREAS**, the members of the Marinette County Bar Association have an interest in the efficient operation of the county courts; and

**WHEREAS**, the members of the Marinette County Bar Association are concerned about maintaining high quality and cost-effective representation of the indigent persons; and

**WHEREAS**, the members of the Marinette County Bar Association are concerned about the number of individuals who do not qualify under current public defender eligibility standards yet cannot afford their own attorneys; and

**WHEREAS**, the members of the Marinette County Bar Association are concerned about the current private bar rate of \$40 per hour paid to

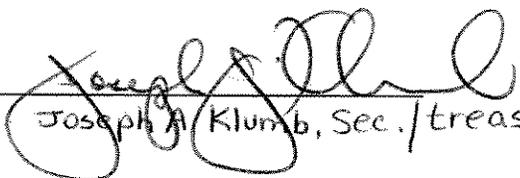
private lawyers who take public defender cases as this rate does not cover the overhead expenses of running the business of a law practice; and

**WHEREAS**, the members of the Marinette County Bar Association are concerned about the impact the proposed 5% budget cut of the state public defender will have on the efficient operation of the courts, the quality representation of the indigent, and the added cost to the tax payers of appointing private attorneys to take these cases that would be assigned to public defender staff attorneys;

**NOW, THEREFORE, BE IT RESOLVED**, that the undersigned members of the Marinette County Bar Association oppose the proposed 5% cut to the state public defender trial division budget and support an increase in the private bar rate paid to those attorneys taking public defender cases and support the revision of the indigency standards currently used by the state public defender in accordance with W2 standards.

Dated this 21<sup>st</sup> day of March, 2001.

  
\_\_\_\_\_  
Steven E Wolfe, pres.

  
\_\_\_\_\_  
Joseph A. Klumb, Sec./treas.

Kim A. Coggins  
Kim A. Coggins

Kent Hoffmann  
Kent Hoffmann/V.P.

Nancy J. Kallgren  
Nancy J. Kallgren  
Michael W. Palid  
Michael W. Palid

John Laverman  
John Laverman  
Fran Bayle  
Fran Bayle

Brian Asmus  
Brian Asmus

Gale Mattison  
Gale Mattison

Allen R. Brey  
Allen R. Brey

Gerald L. Wilson  
Gerald L. Wilson

William P. Kopish  
William P. Kopish

David Spangenberg  
David Spangenberg

John C. Gower  
John C. Gower

Jane Krueger Smith  
Jane Krueger Smith

Geoffrey A. Sparks  
Geoffrey A. Sparks

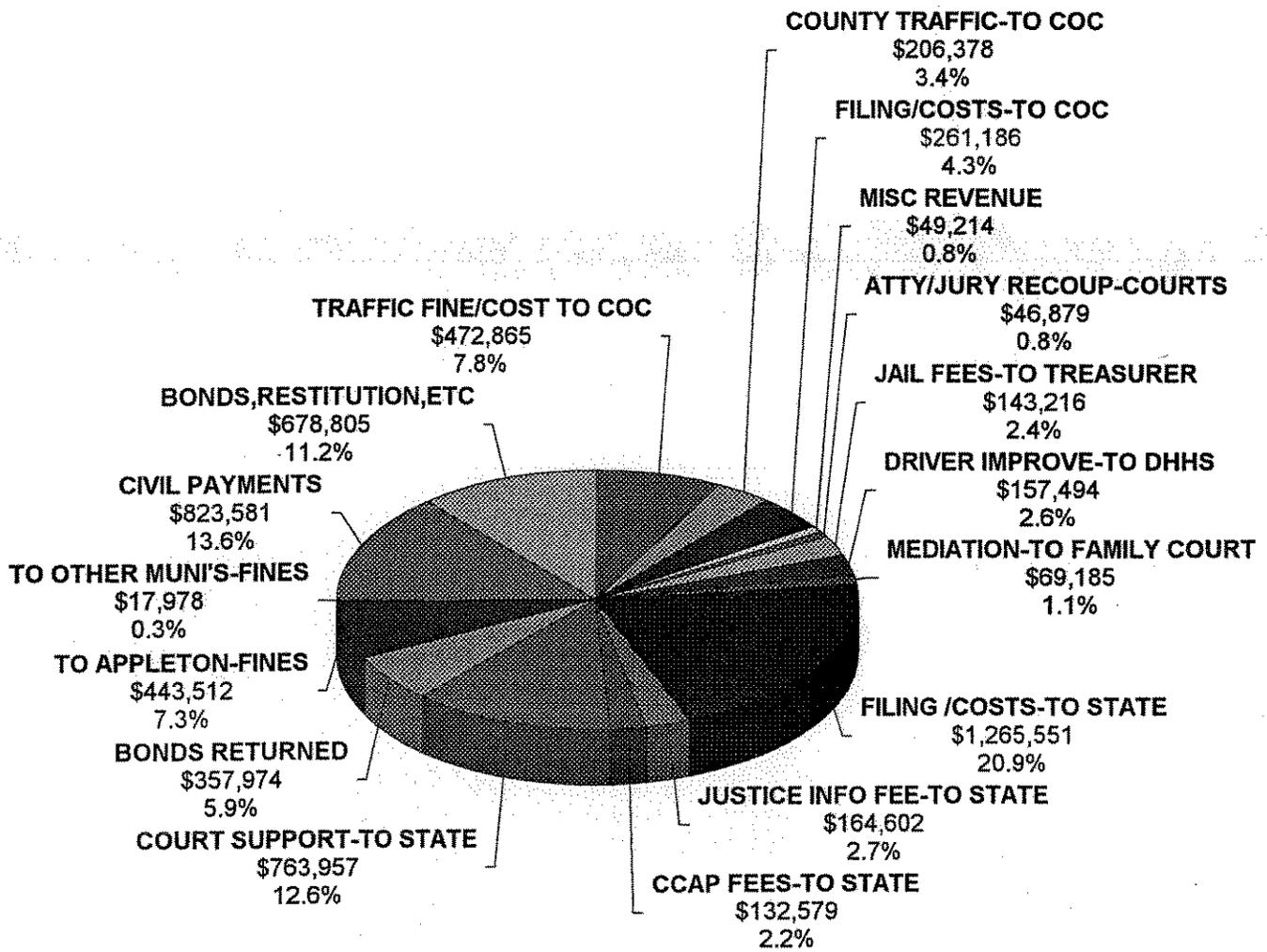
James Morrison  
James Morrison

Michael G. Peery  
Michael G. Peery

# Where does the money go?

2000 collections

\$6,054,956



OUTAGAMIE COUNTY YEAR 2000

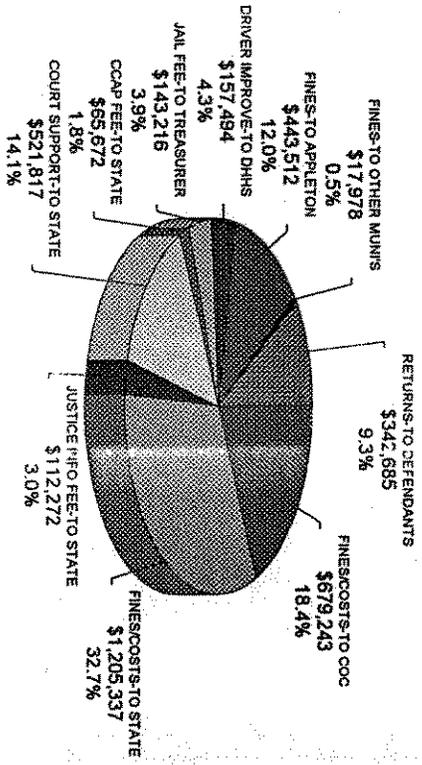
SENT TO STATE:

Court support fees	\$ 763, 957
Justice info fee	164, 602
Share fees/costs/fine	1,265, 551
CCAP	132,579
<b>TOTAL</b>	<b>\$ 2,326,689</b>

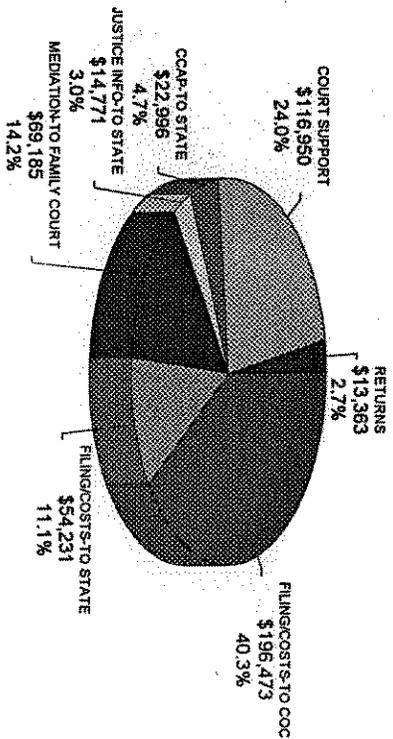
RETURN FROM STATE TO COUNTY

court support block grant	\$ 571, 835
guardian Ad Litem offset	115, 742
interpreter reimb	8, 434
{presently not on CCAP}	
<b>TOTAL</b>	<b>\$ 696, 011</b>

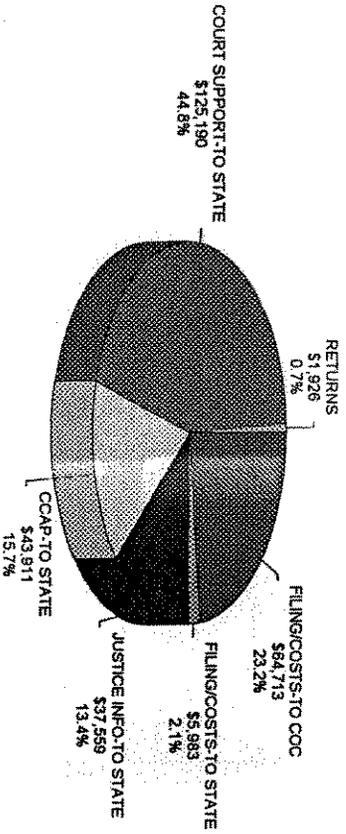
**Criminal/Traffic Collections**  
\$3,689,226



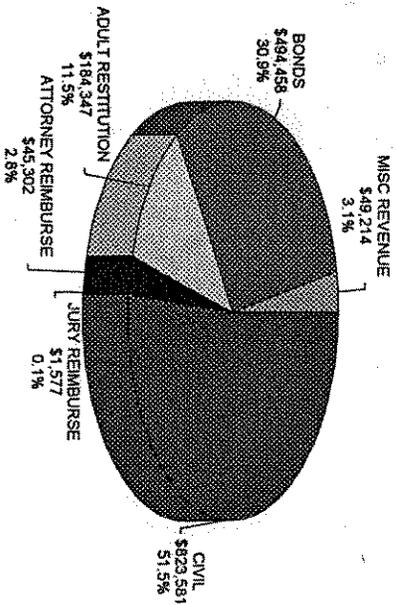
**Clerk's Fee Collections**  
\$487,969



**Small Claims Collections**  
\$279,282



**Other Funds**  
\$1,598,479



Fair treatment in court depends on the ability to tell your side of the story and challenge the evidence submitted by the other side. However, there are many Wisconsin residents who are not able to tell their side of the story due to limited or no English-speaking skills. When such is the case, a court interpreter must be assigned. Professional interpreter organizations and language experts have identified the following elements needed for effective interpretation:

- Comprehensive knowledge of the source and target language.
- Ability to listen, comprehend, and discern the message conveyed in the source language.
- Ability to grasp and maintain communication logic and distinguish between primary and secondary points.
- Technical ability for short-term memory, simultaneous listening, and note taking.
- Extensive vocabulary, specialized terminology, and general knowledge of many subject areas.
- Message production, good diction and pronunciation.
- Knowledge and familiarity with various dialects, colloquialisms, regionalisms, and cultural difference.
- Ability to preserve language register, formal to formal and informal to informal, for a variety of speakers with diverse educational backgrounds.
- Knowledge of idiomatic expressions in both languages.
- High standards of professionalism and ethics.

Remember, when a court uses an unqualified interpreter or no interpreter at all, the result is **denial of access** to court proceedings. To improve court access to non-English speakers, the Wisconsin Legislature should significantly expand the court interpreter statute.

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DISTRICT ATTORNEY

*Brown County*

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DISTRICT ATTORNEY

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Victim Witness Coordinator

Karen H. Dorau  
(920) 448-4194

Assistant District Attorney

April 4, 2001

Assistant District Attorney

Roger J. Shaha  
Patrick C. Hitt  
Lawrence J. Lasee  
Mary M. Kerrigan-Mares  
Steven J. Madson  
Kevin A. Rathburn

Dana J. Johnson  
Wendy W. Lemkuil  
John F. Luetscher  
Kendall M. Kelley  
Donsia R. Strong Hill  
Beth Rahmig Pless  
Amy R. Greenwood

Thank you for giving me this opportunity to have impute into the State Budget. I'm the Coordinator of the Victim/Witness Assistant Program for Brown County in Green Bay, a position I have held for the last 16 years. I am here today as a taxpayer and a professional to ask that, at least two, if not more, assistant district attorney positions be included in the budget for Brown County.

As a taxpayer and crime victim advocate, I am distressed by the lack of even remotely adequate resources in the DA's Office. There is an overwhelming need for additional prosecutors to merely stay moderately behind in their work within the criminal justice system.

In the 16 years that I have been in the District Attorney's Office, Monday a crime victim had a question that I was not able to answer. I spent the entire morning trying to locate an assistant district attorney. None was available until the noon hour because they were all covering courts that were in session. Fortunately for me most of the attorneys work through their noon hour before they go to court for the rest of the afternoon, so I could get someone to give me an answer for the crime victim. She, of course, was upset that I had not called her sooner because she needed an immediate answer. That happens all the time.

Crime victims are worried, anxious, fearful and reluctant to come to court and testify, especially for jury trials. Sixteen years ago, really even 10 years ago, prosecutors had the time to meet with crime victim and witnesses prior to a jury trial. This was extremely beneficial for the lay people they had all their concerns addressed and were willing to cooperate with prosecution because they felt a part of the system. That no longer happens and hasn't for the last several years.

Assistant District Attorney Pat Hitt had a jury trial this past Monday. Since he was in court covering cases all last week, we were not able to schedule him for court prep sessions with any of the civilian witnesses much less the crime victim until Sunday. He spent his entire Sunday preparing for a case in court on Monday. That's way too late. Invariably, something of significance is learned about the case which impacts the prosecution and ultimately can result in losing the case. However, Mr. Hitt came was in the office at 5:00 am trying to salvage what he could of the case.

Last year Assistant District Attorney Dana Johnson took a week of vacation to work in the DA's Office attempting to catch up on dictating criminal complaints, returning crime victims' numerous telephone calls and preparing for cases coming to court in the future. It's one thing to be dedicated to your work and it's totally another to spend vacation time away from your family but at your job.

As a member of our community, I'm afraid. I'm afraid that some member of my family or someone that I care about will become a victim of crime in Brown County. Each and every assistant DA has piled on their desk police reports that have yet to be reviewed for charges. These crime victims constantly call me wondering when justice will be done in their case. All I can tell them is as soon as the attorney is out of court, not preparing for a trial, not on the phone calling other people or doing a search warrant for the police. How can we feel safe to live in a community where people are not being held accountable for the crimes they are committing and crime victims are not seeing consequences for the misdeeds of others?

Our community desperately needs prosecutors. Not next budget year. NOW. As a taxpayer and a person who wants to live in a safer community, please see fit to support more prosecutors for Brown County. Thank you for the time you've taken to listen to my concerns. Please do the right thing.

# justice forall

**a report** on court-related interpreting and translation with recommendations on statute and rule changes, budget items, interpreter training programs and certification tests, and judicial and professional education programs.

**Committee to Improve Interpreting & Translation in the Wisconsin Courts**

Report to the Director of State Courts  
October 2000

justice  
forall

# LANGUAGE

*is the most basic tool of the courts. Lack of interpreting services prevents parties, victims, and witnesses from using the courts to meet their obligations and resolve their disputes. Without a skilled interpreter, a party who speaks or hears no English cannot listen to the testimony, challenge the evidence, or consult with an attorney. A person who cannot communicate with the judge faces a barrier as significant as a lock on the courthouse door.*

Judges sometimes use prisoners, children, or people just standing in the hall as interpreters. One judge asked a woman to interpret for her husband in their divorce hearing.

## The Issue

**Growing linguistic diversity.** Wisconsin is becoming increasingly diverse and multicultural. Between 1990 and 1999, Wisconsin's Hispanic and Asian-Pacific Islander populations each grew by more than 50 percent. Speakers of east European and African languages are also arriving in considerable numbers, and approximately seven percent of the state's citizens are deaf or hard of hearing. People who do not speak, hear, or understand English are appearing more and more often in court as litigants and witnesses. Their need to communicate with the courts can be met through the use of qualified interpreters, but finding such interpreters is difficult. Interpreter problems are becoming an urgent management issue for many Wisconsin courts, falling into four broad groupings:

- 1 determining the qualifications of interpreter candidates,
- 2 expanding the pool of qualified interpreters,
- 3 improving distribution of interpreters to make them available and affordable, and
- 4 providing proper oversight of interpreter work in court.

**Importance of qualified interpreters.** Skillful interpreting is much harder than it looks. Being bilingual is not enough; interpreting also requires specific short-term memory skills that allow the interpreter to listen, understand, memorize, interpret, and speak all at the same time. Courtroom work is a particularly difficult kind of interpreting, since it is highly procedural, moves quickly, and employs its own specialized vocabulary. The results often turn on the nuances of a written document, an exchange of words, or a party's intent. At the same time, testimony often involves street talk and slang in two languages, and a great deal of emotion may be conveyed in a few words. Even professional interpreters who perform well in community settings may be unqualified for the rigors of legal interpreting.

A defendant victimized speakers of various Asian languages, but only faced trial on those charges where an interpreter could be found for the victim's language.

When a court uses an unqualified interpreter or no interpreter at all, the result is **denial of access** to court proceedings. The Wisconsin Supreme Court has said that "the right to an interpreter is fundamentally a right which safeguards the fairness of the process," holding that interpreters must be appointed for criminal defendants in the interests of fair treatment and effective assistance of counsel.

Fairness is equally important in civil cases such as divorce and property division, child custody and support, eviction, debt collection, or loss of a driver's license. Such cases can have a profound impact on people's lives. When immigrants and deaf persons are forced to proceed with an inadequate interpreter or no interpreter at all, they are left with the impression that the government is indifferent to their participation.

There is also a serious **loss of accountability** from proceeding with an unqualified interpreter. Communication is poor, testimony is omitted or summarized, the record is incomplete, ethical issues go unnoticed, and unnecessary appeals and dismissals may follow. An incorrect interpretation can make nonsense of an otherwise conscientious court proceeding.

Too often, courts use relatives, friends, police officers, social workers, or even fellow prisoners as interpreters. These interpreters sometimes serve without inquiry into their training, skills, or understanding of their role. In these cases **conflict of interest** may become a problem. An untrained interpreter with personal connections to the party may offer incorrect advice, make unauthorized decisions for the party, summarize the proceedings, or soften the testimony so as not to offend the judge or the party. All of this may occur without the knowledge of the judge or the party.

Very few current court interpreters have received any training in legal terminology, courtroom procedure, or ethical conduct.

Wisconsin courts have too few qualified interpreters, interpreters who can accurately, easily, and impartially convey a legal proceeding from English to another language and back. At the same time, there are too many unqualified interpreters assisting the courts, people who should not be used in court if the goals are accuracy, completeness, and impartiality. Some courts are mistakenly content with whichever interpreter is most easily available--the Spanish teacher from the local high school or a friend or relative of the party. Unfortunately, many of these interpreters are woefully underqualified for the job in ways that are not apparent to a person who does not speak both languages.

## The Solution

**Expanding the statute.** To improve court access to non-English speakers, the Legislature should significantly expand the court interpreter statute and provide the funding needed for interpreter appointment. The committee's proposed statute will:

- 1 provide that interpreters must be appointed when needed for all types of court proceedings, civil and criminal, to increase the integrity and effectiveness of the courts;
- 2 guarantee that interpreters be appointed for all parties, victims, and witnesses while testifying, without requiring that the participant be indigent, as part of a basic right to court access; and
- 3 ensure that no services required by the federal Americans with Disabilities Act and the Wisconsin Victim's Rights Act are denied.

Courts need a way to test interpreters to make sure they are fluent in both languages and can interpret court proceedings accurately and completely.

### **Increasing the funding.**

The state appropriation for interpreter services should be greatly increased to meet the rising caseload. More cases

Judges, attorneys, and court personnel need help finding qualified interpreters and using them appropriately.

will be covered under the new statute, judicial training will lead to greater demand for good interpreters, and the state's foreign-language population will continue its rapid growth. The reimbursement rate paid to counties for court interpreter services should be increased to a reasonable level, close to the rate that counties must pay to find well-qualified interpreters. The Supreme Court of Wisconsin has requested \$1 million to cover these services for the 2001-2003 biennium.

**Developing a training and testing program.** To improve the quality of court interpreters, the Supreme Court and the Director of State Courts should develop court rules, interpreter training, and certification standards similar to ones successfully used in other states. The Supreme Court has requested \$200,000 for a two-year project to provide:

- ① interpreter training programs covering court terminology and procedure, ethics, and interpreting skills;
- ② certification tests in the most-needed languages, paired with a court rule requiring that judges use a certified interpreter whenever one is available;
- ③ a statewide roster of interpreter agencies and individual interpreter names, telephone numbers, languages, and qualifications, to assist courts in locating and appointing interpreters;
- ④ a code of ethics for interpreters adopted by court rule, describing the proper role of the interpreter and how to avoid common problems; and
- ⑤ education for judges, court staff, and attorneys on best practices for appointing and using interpreters in court and communicating with persons of limited English proficiency.

For immigrants and persons with disabilities to share the rights and responsibilities of community life, they must have access to the community's way of handling business, resolving disputes, responding to crime, and attending to family matters. Access to the courts enhances integration into civic life and strengthens the fabric of the community as a whole. Court interpreter problems must be approached in a systematic way to address the misunderstandings and injustices caused by language differences. The committee's recommendations

Courts should provide interpreters as a basic court service wherever necessary, to ensure the accountability and fairness of all court proceedings.

detailed in this report will ensure that language barriers do not undermine the right to full participation in court proceedings in Wisconsin.

**To receive the full report** on court-related interpreting and translation issues contact Marcia Vandercook in the Office of Court Operations at (608) 267-7335, or visit the Wisconsin court system Web site at [www.courts.state.wi.us/circuit/pdf/Interpreter\\_Report.pdf](http://www.courts.state.wi.us/circuit/pdf/Interpreter_Report.pdf).

**and  
justice  
for  
all**

**The following is submitted as testimony before the Wisconsin Legislative Joint Finance Committee public hearing held April 5, 2001 at Peshtigo, Wisconsin.**

Good afternoon. My name is Kenneth Sloan and I live in Minocqua, Wisconsin. I would like to speak in support of an increase in the Wisconsin Division of Forestry budget.

I worked as a Forester for the Division of Forestry for 30 years. I retired last year as the Regional Fire Manager for the Northern Region.

Forestry is one of the best kept secrets in Wisconsin. When people think of our state, they tend to think of cows and snowmobiles. Very few realize that they live in the number one paper producing state in the country. Forestry is actually larger than Agriculture and Tourism combined. Annual shipments in the forestry sector are valued at nearly \$20 billion dollars. Forestry is one of the top 3 employers in 42 counties. Over 300,000 jobs depend directly or indirectly on the protection and sound management of our forests.

It is the mission of the Division of Forestry to do all it can to ensure that our forests are protected and do receive sound management.

We meet here today in the city of Peshtigo, site of one of the largest most destructive forest fires in the history of the United States. The constant threat of forest fires in the north was one of the driving forces to create a dedicated statewide revenue source for our forestry program. Each year revenues collected under the Forestry Mill Tax far exceed what is actually put to use on the core forestry mission, while at the same time millions of dollars are spent for other purposes.

When it comes to forestry, the citizens of Wisconsin are paying for sirloin steak and being served a "Big Mac".

I would like to focus on just two of the issues I feel are critical in this budget discussion.

The first is the request for additional funds for base operations. Forestry employees have the lowest support money allocation on a per capita basis in the entire DNR. There have been no significant increases in many years. This is the money used to heat the buildings, pay the phone bills, and to replace fire fighting tools, worn out hose, pumps and other equipment. It's the money used for fire training and fighting fires. It's also the money used to travel to the field to work with county foresters, private landowners and other partners to ensure that our forests receive sound management. Of the \$1,875,400 increase requested by the Division of Forestry, only \$380,000 is included in the budget before you.

(more)

**Page 2: Testimony before the Legislative Joint Finance Committee**

The second is the request for additional foresters to assist private forest landowners. As Federal lands continue to reduce their contribution to the nations wood supply, more and more pressure will be put on privately owned forestlands to make up the difference. At the present time, DNR foresters are able to provide professional forestry advice to less than one in five private forest landowners involved in a timber harvest. This is simply unacceptable in a state as dependent on sound productive forests as is Wisconsin. The Division of Forestry requested an additional 21 foresters to help fill this gap. Only 6 are included in the budget before you.

As you consider the forestry budget needs, I urge you to do so in light of the importance of the protection and sound management of our forests to the future of Wisconsin. Please also remember that the citizens of our State have already paid for a quality forestry program. The money is already in the Forestry Fund. It's time to invest it wisely in our future.

Thank you very much,



Kenneth Sloan  
8181 Denoyer Drive  
Minocqua, WI 54548  
715-356-4552

**Testimony offered to Members of the Wisconsin Legislative Joint  
Finance Committee, April 5, 2001:**

The governor's budget this biennium contains much that is good for Wisconsin's county forests; however, several items not directed toward the county forest system indirectly affect it.

The county forests and DNR Forestry are strong partners, working together, managing most of the public forest lands of Wisconsin. The task of managing the more than 2.3 million acres of county forest in Wisconsin cannot be done by the counties, alone. Statutorily required, state assistance is critical if these forests are to receive the type of management that has produced some of the best forest lands in Wisconsin, probably in the nation.

For more than seventy years the counties that own and manage these forests have put their own necks on the block, so to speak, pouring money into reforestation, establishing recreational areas, building forest roads, producing raw forest products for others in the state to use.

During these seventy years, Wisconsin has stood by the counties, offering assistance, for example, in the form of dollars, technical assistance, fire protection and advice. A strong partnership has been formed between the state and the counties, and the results speak for themselves. We cannot, however, rest on our laurels. The county forest system does not stand as an island in the state; what affects state and private forestry, will, in the long run, affect county forests. That is why we are here to offer our support for the budget as proposed by the DNR Division of Forestry.

## 1. The WCFA supports the DNR request for 28 new forester positions.

When private landowners enter their forest lands under the Managed Forest Law, the law requires them to practice good forest management; in return, they receive a reduced tax bill. When a timber harvest is done on these lands, part of the dollars earned by the private landowner is returned to the municipality to compensate for lost tax revenue.

Landowners must submit all new requests for orders of entry by January 31st each year to become eligible for the program. Madison processes these applications and sends them to field stations as quickly as possible. All new orders must be completed and filed in Madison by November 20th. Local counties are then notified of each order, and the county treasurer updates the local tax rolls.

What happens, however, if the landowner meets the January 31st deadline, but the DNR fails to meet its statutory deadline?

All the work connected with an entry request - making certain the application is complete, developing a management plan jointly with the landowner, actually making a field visit, and finally writing the plan and getting it approved by the landowner - must be in to Madison July 1st if done by a consultant forester, or October 1st if DNR foresters are doing the plan.

If I were a state legislator, just that one issue would cause me to stop and wonder. What happens if the July 1st/October 1st deadline is not met? I did some investigating and discovered a few interesting facts. First, failure to

meet this deadline has not ever occurred, as yet. But with over 3200 entries this year and more expected for 2002, the likelihood of a missed deadline is causing people within DNR to ask that question among themselves. They are concerned that some landowners, filing their application by January 31st, may end up with a tax bill much larger than they had anticipated. Then what?

It is the opinion of DNR legal staff that the State of Wisconsin would be liable for the extra taxes on these forest lands if challenged by the landowner. It looks like you are where the buck stops. The DNR had no opinion on where the legislature would look for funding; my opinion is that it should come from GPR funds.

The Managed Forest Law program is facing a huge problem right now. And it is huge. The workload in this area for the Division of Forestry is increasing by leaps and bounds - 75% in the last two years - while the number of hours available to DNR staff to do this work is decreasing. The backlog of landowners waiting to have their forest management plans completed is huge. And growing daily.

**The 28 new forester positions, dedicated to working on the managed forest law entries, are extremely necessary if Wisconsin's taxpayers who request DNR assistance in preparing their forest management plans are to receive the prompt service they have come to expect.**

How is this connected to the county forest program? The same foresters who assist the county forests as part of their DNR duties are the foresters who work on MFL plans. Adding additional DNR foresters who can work on MFL plans will free up time for other DNR foresters to work on the

county forests, a commitment of the DNR also mandated by state statute.

Even though it is a DNR requirement, our foresters are beginning to feel guilty about DNR foresters working on county lands, knowing their friends and neighbors are in need of DNR services. DNR foresters are being stretched to the limit, pushed and pulled to get everything done. This is straining a very good working relationship. The 28 additional foresters would go a long way to easing some of the tension that is building.

## **2. The WCFA supports the DNR budget request for an increase in base operations funding.**

This request should not even be an issue. The forestry fund has the money to fund all these requests. The Department is not asking for fancy offices or limousine service. And they are not even requesting what I consider necessary secretarial help. They are just asking for the necessary tools to do the job. Tools wear out. For example, computers become outdated; they slow down, they crash. How much time is wasted each day by workers sitting in front of a computer waiting for a program to respond? What is the dollar cost for these wasted minutes, to say nothing of the frustration facing the computer user?

When faced with a raging forest fire, it should not be necessary for DNR personnel to be concerned about the readiness of their equipment. They should not have to wonder if the water hose will leak or their fire protection gear will fail. Their training should be so ingrained that they instinctively follow their leader, knowing that the best possible advice is being

given. Replacement gear takes money; training requires dollars to fund the program. The alternative could be deadly.

Why is this a concern of the WCFA? The counties look to DNR for fire protection for our county forests and our homes built near them. Our foresters work closely with DNR personnel. They realize the need for new equipment in the DNR ranger stations. Some have furnished DNR with needed fire fighting equipment, when there were no state dollars available. When poorly working, outdated equipment slows down the performance of someone in DNR, it ends up costing hours, which ends up putting pressure on the DNR to find time to furnish statutorily required assistance to the counties. One thing builds on another.

### **3. WCFA supports the DNR request for forestry education funding.**

One of the sad facts of today's society is the apparent divorcement from the land. People purchase items from the store. They do not wonder where the raw material for these items come from. This lack of knowledge makes them easy prey for special interest groups who seek their support proposing such things as no cutting of trees.

When told that there are parts of a tree in such items as a Packer football helmet, or a rayon blouse, or the alcohol the nurse rubbed on their arm before giving them a shot, people look at you in amazement and then brush you off as someone spouting untruths, connected with 'big industry'. When a child tells you trees don't have anything to do with pencils - they're made from wood, not a tree - and argues when you attempt to show the

connection, you know there is a problem. And when senior citizens, realizing that they are utilizing parts of a tree in every day life, stare at you in horror, saying ' Oh my gosh, we will have to stop using all those things', you just feel plain sad.

WCFA supports this funding request because education is fundamental to receiving public support for necessary forest management. Our citizens must learn that they are daily users of trees; that it is not a bad thing; that the alternative is much worse for the environment. Then they will support the work they see being done in the forests. They will not be fooled by the special interest groups wanting to lock away all trees in the 'interests of preservation'. This can only be done through education.

DNR Forestry has developed an initiative for a Forestry Center in southeast Wisconsin that will provide education for adults and children alike on forestry and its benefits to all our citizens. This is critical in an area where many if not most of our forest users live, and where a high percentage of jobs utilize forest products . Forestry account dollars are needed to complete this education center.

#### **4. The WCFA supports funding for a continuous forest inventory of our state forests.**

We are being bombarded with statements like "You are cutting down the entire forest." 'There won't be any trees left for our children to see.' We know this is not true; we work and live in these areas. Some of us are old enough to remember when there were very few trees in northern Wisconsin; others have seen pictures that show what it looked like seventy years ago

after the intense logging had been completed and run away fires had blackened the landscape. This disaster, by the way, led people of foresight to establish the Forestry Account and the beginnings of the early forestry program in Wisconsin.

Forestry professionals have learned much since those early logging days. A continuous inventory will supply information needed to counter fears of those who feel we are headed back to those treeless times. An occasional visit does not show how quickly the forest grows, and how much is left each year - more all the time.

### **5. Proposed Change in Division of Forestry title is not supported by the WCFA.**

Another item included in the Governor's budget appears to return the Division of Forestry back to the 'Land and Forestry Program. This is of greatest concern to the WCFA. When Forestry was separated from Land as a stand alone division, forestry issues finally made it to the management team table. Non-forestry DNR personnel in Madison finally found out what great things were happening in our state's forests.

Forestry's recognition across the state has increased immensely since the creation of the Division of Forestry. Our association worked long and hard, along with others in the Forestry Community, to solve some of the problems forestry was facing within the newly reorganized DNR.

While not completely solving all the problems, the creation of Division status for Forestry has given this most important work some of the

recognition it deserves. More important, upper level decisions affecting forestry are made with the proper information available at management meetings. Please do not allow this program to revert to its former status. I cannot stress this enough. We need to go forward to complete this process.

**6. The WCFA does not support non-forestry related draws on the Forestry Account.**

As you can readily see from examples given above, there is a great need for additional dollars to be applied towards DNR forestry in Wisconsin. The puzzling thing is that the State Forestry Fund has a balance large enough to take care of all its needs. The dollars are there to fund a state of the art forestry program for Wisconsin. Each item that I have enumerated could be fully funded, and the account would still show a large balance.

The Forestry Account is dedicated to forestry projects; however, for some reason Forestry has to stand in line, most of the time at the end of such a line, and beg for funding from an account established solely for forestry purposes. For some reason this picture appears skewed.

As a representative of the Wisconsin County Forests Association, I ask you to seriously consider our requests. Thank you for your time and attention.

**Colette J Matthews, Executive Secretary  
Wisconsin County Forests Association  
W7300 Ridge Road  
Tomahawk WI 54487**

att. - John Dard

From - Robert England President  
Kum A Song Inc - Riders  
W6282 Fawn Lane  
Peshigo Wis.  
54157

1. We favor the \$30.00 registration
2. We favor the \$18.00 non-resident.
3. We favor transferring the NON-resident dollars to the supplemental grooming fund.
4. We favor the \$300,000.00 increase in local law enforcement, but would like to see it all paid by non-user money - not just \$100,000.00.
5. We favor new wardens to be paid for by non-user money, that is consistent with the way our current wardens are funded.
6. We do not favor taking three existing wardens and putting them on the snowmobile program

Thank You Robert England

Dear Eagle Herald Editor:

This letter is in response to your coverage of the April 3<sup>rd</sup> meeting regarding the WPS land in which I was quoted. It is being written because the main reason for my participation was missed in your coverage.

Like other participants, I presented a prepared statement covering my views regarding potential changes in the status of WPS land around the Peshtigo River. A copy has been enclosed for your use with this letter.

My primary reason for participation in Tuesday's meeting was to recommend a "Fact Finding Commission" be formed for the purpose of identifying and evaluating various options for future land use. The sale of the land as waterfront property is only intended to introduce the free-market approach as opposed to the welfare-state approach of state ownership that was recommended by most participants.

If any government body participates in the purchase of this land, the public should be made aware of the reasons the purchase is being made. It was made clear at the meeting, and in your report, that those lobbying for government purchase either understand or promote the continued development of the trails. The comments, "I just don't want to see it get any worse" or "It's not so bad these times of the year", indicate there are problems associated with current and proposed development of the land.

There is unanimous agreement that this is an important resource and will impact the future of our area. If state or local government is to be involved, the first step should be a non-partisan identification and evaluation of options that would benefit the general public as well as the special interest groups that are actively addressing the issue in the political arena. Taxpayers are entitled to know what their dollars are being used for. In this case all area residents have a stake in the future of this land and need to be so informed.

*R. D. Frank*

Having toured the Wisconsin Public Service land along the Peshtigo River in early March, I found that contrary to what has been reported, this land has already been developed. The development is a maze of interconnected motorized sport vehicle trails. Thus, the issue concerning the future of this land is not one of development versus non-development. Instead, it concerns the direction future development will take.

Purchase of the land by any government body for the purpose of maintaining the status quo will further divert tax dollars to an activity that benefits outsiders and a group that is already heavily subsidized. In addition to the taxes used to purchase the land we would experience the cost of further degradation to the environment and the opportunity cost of more viable options.

One such option would be the sale of the land as waterfront properties at market value, which would result in a more beneficial development. Properly zoned and regulated the land would be ideally suited for vacation and retirement homes. Such development is known to maximize economic benefit to an area with minimum expense and related cost.

Instead of being another drain on taxpayers, this type development would generate income through new tax sources. Local building trades would benefit from the construction. Area businesses would benefit through increased demand for goods and services. State or county ownership and maintenance of existing parks and boat ramps would preserve the general public's use and enjoyment of the area.

The development of this important resource will be a key factor in determining the future character of the county. As such, it requires careful study and consideration of various options instead of the political pressure that is being built. I suggest a "Fact Finding Commission" be formed for the purpose of evaluating options and presenting objective information of costs and benefits to the public. Such objective information could also be used to guide regulating agencies in making rational decisions regarding the WPS property.

R. D. Fraik

April 5, 2001

JOINT FINANCE COMMITTEE HEARING  
Peshtigo, WI

Hello, I'm Evelyn Charlson. In addition to working on our tree farm in Oconto County with my husband Glenn, I serve as a member of the Board of Directors of the Wisconsin Woodland Owners Association and on the Wisconsin Tree Farm Committee.

We have made a commitment to improve our forested land through proper management for quality timber, regeneration of aspen and planting trees for future generations. Financially our rewards are small, but we enjoy sharing our forestry knowledge with many groups of visitors and provide a site for our local 4<sup>th</sup> grade students to plant trees on Arbor Day. Education, along with recreation, offers an ideal opportunity to understand and appreciate our natural resources.

I'm concerned the proposed DNR's two-year budget request of only \$11,500 for Forestry Education & Awareness which the governor has reduced to '0'. The budget request for Private Forestry Assist (landowner education) reduced from \$149,000 to \$91,000. With the fragmentation of our forests the number of private landowners with smaller parcels has increased at an alarming rate. They desperately need to be informed on the proper management, where to get help and advice, and when they can get assistance.

Our local DNR forester was our hero when we decided to do something with our land. With his guidance in creating a management plan we have been able to participate in the Managed Forest Law and the Tree Farm program. He was there when we needed him. Other landowners are not so fortunate, their foresters, if their county has one, have a large backlog of applications for the Managed Forest Law waiting for their attention. With fire season upon us, and tree planting activities about to begin, their time is diverted to those activities.

As organizations plan events on the local and state level, foresters are frequently asked to participate. Our DNR foresters are eager and willing to give up their Saturdays to participate in Field Days as speakers and leaders to educate our landowners on topics as varied as the Gypsy moth, oak wilt, aspen regeneration, plants, wildlife, etc. They are a wealth of information we cannot do without. Please consider using the Forestry Account for the benefit of fully staffing our counties with foresters and for education to help plan and protect our State's vital natural resources.

Thank you,



Evelyn Charlson  
E9598 Manske Rd.  
New London, WI 54961

**PRESENTATION TO JOINT FINANCE COMMITTEE**

My name is Glenn Charlson and I actively coordinate the management of our small 37-acre private tree farm in Northern Oconto County. We are sincere about managing our woodland forest in a sustainable manner. We provide good wildlife habitat, protect our water quality resource, offer various recreational opportunities, and ultimately are providing a legacy for our future generations to follow. Our philosophy, in some part has allowed myself and my wife to receive the honor of being selected the *1998 Wisconsin Outstanding Tree Farmers of the Year*. Also, in 2000 we were selected to be the *North Central States Outstanding Tree Farmers of the Year*. These recognitions would not have been possible without the professional forestry guidance we received from our local Wisconsin Department of Natural Resources Forester. My wife, Evelyn, is a Wisconsin Woodland Owners Association Board Member. WWOA works very closely with woodland owners, DNR foresters and consultant foresters to educate Wisconsin's woodland owners about sustainable forestry.

My past association with other small private woodland owners has given me a broad insight into the landowner's dependency and needs for professional forestry guidance or advice. Some private landowners have told me they are frustrated waiting an inordinate number of months to receive assistance from their DNR Forester because of their work backlog priorities. Other landowners are unable to obtain advise from fee-based consultant foresters because their acreages are too small to be profitable for the private consultant. These types of dilemmas tell me there is a crying need for broader DNR private landowner management assistance. What makes this so ironical is that the money budgeted for our forestry programs are raised through the mil tax assessed to every real property in Wisconsin. We have all paid for forestry advice and there is enough funding available to pay for the present forestry programs and still leaving a surplus for future opportunities. The problem is, legislators have tended to divert the mil tax forestry funds to uses other than for which they were intended.

Forestry in Wisconsin has been reported to be the second largest manufacturing sector in our state. Over half of Wisconsin's forestlands are privately held and these private forest landowners supply approximately two-thirds of our state's timber products. The minority balance of the state's timber crop comes from public or industrial forests. Less than a third of the private forest ownerships in the state are covered by a written management plan. It is likely the number of new forest landowners wanting plans will grow in the future if the past 30 year doubling history trend continues. This will throw a larger burden onto the DNR Forestry staff. The department has asked for 21 new forester positions in the forthcoming budget. In my opinion, this is just a minimal number of new foresters that are needed for attempting to bust the current backlog of old Managed Forest Land requests from landowners without even considering the growing number of new landowners that will be asking for forestry services.

Wisconsin's forestlands are a renewable resource. Let's all help the private landowner manage their forestland in a professional and ecologically sound manner. I sincerely ask you to rectify the Governor's suggested reduction of 15 FTE Foresters in the new DNR budget to allow all private landowner's the resources to properly manage their forest crop in Wisconsin.

Sincerely,



# Trailblazer

The Fox River Trailblazer Project

*Blazing the trail for Wisconsin's  
Fox River Heritage State Parkway*

## **Fox River Heritage State Parkway**

*Our opportunity to return  
the complete Fox River to  
the people.*

This plan is based on a concept document developed in 1996 by the East Central Wisconsin Regional Planning Commission, and updated based on the current understandings, agreements and projections relative to the establishment of the Fox River Heritage State Parkway.

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# **Fox River Heritage State Parkway plan executive summary**

## **The vision: it's time to return the complete Fox River to the people**

The time is now. There can be no turning away, no denying that a critical moment for the Fox River Valley is at hand.

What we do *right now* will forever affect the quality of life for our communities, our state and the generations to come.

The Fox River—the magnificent, quiet and life-sustaining waterway that has, in large measure, given the Fox River Valley a quality of life that most of the rest of the world can only dream of—is right now without a caretaker who will protect and use its gifts **for the benefit of all the people** who depend on it.

In October, the U.S. Army Corps of Engineers will offer its extensive properties on the Lower Fox River to the State of Wisconsin. It will be up to Governor Thompson to either accept the properties or pass them by, and let the federal government abandon or sell these almost-priceless treasures—perhaps even to parties who are not as community-minded as we would wish.

Will Governor Thompson pass on this incredible opportunity? Perhaps. Absent a strong plan and the enthusiasm of the local communities along the Fox River, what choice would he have?

***It is up to us to help him make up his mind. And we have developed an ambitious, impressive, exciting and utterly unique plan to help give all of Wisconsin the kind of gift that, once again, most of the world can only dream of.***

This plan provides the basis for the creation of a Fox River Heritage State Parkway on Fox River navigation system lands between Green Bay and Portage, as well as sites tied historically to the Fox River on the Wisconsin River between Portage and Prairie du Chien. The plan is directed to local and state governmental officials and interested organizations that may potentially be involved in the establishment and management of the parkway.

An initial draft from the East Central Regional Planning Commission was forwarded to the State Historical Society and the Departments of Natural Resources and Tourism for informal review and discussion and also to area legislators including Dave Prosser, a former legislator involved with the issue. After response and comments from the state agencies and legislators, the draft was publicly presented and discussed with state agencies, affected communities and local organizations. Based upon this input, a final plan was prepared, submitted for adoption by the East Central Wisconsin Regional Planning Commission and forwarded to the state as the regional proposal for the heritage state parkway.

The Trailblazers plan incorporates discussions between the areas municipal leadership and Wisconsin Department of Natural Resources Secretary George Meyer during the negotiation process. The discussions prompted the negotiations to focus on the federal government transfer of the Lower Fox River navigational system to the state with sufficient funding to rehabilitate and operate the system from Green Bay to Lake Winnebago and develop the State Heritage Parkway in the process.

## **A new and unique parkway**

The Fox River Heritage State Parkway would be a new and unique counterpart to the Wisconsin State Park system. The purpose of the parkway is to highlight and enhance the unique heritage of the State of Wisconsin by exemplifying and promoting the cultural, historical, recreational and natural resources of the Fox River Corridor. Special emphasis is placed upon preserving the historical attributes of the Fox River lock and navigation system and encouraging related tourism activities along the river corridor.

The core areas of the parkway would consist of 26 locks and three harbors of refuge at 20 sites totaling over 350 acres of land and containing almost ten miles of water frontage on Lake Winnebago and the Fox River between Green Bay and Portage. On the Lower Fox River there are nine parcels of land, currently under federal ownership. On the Upper Fox River there are eight parcels of land, previously under federal ownership, which are now owned and management by the Wisconsin Department of Natural Resources. Three harbors are located on the east shore of Lake Winnebago.

This lineal parkway would complement numerous other scattered multi-purpose sites including parks, historic sites, tourist attractions and wildlife areas along the 160-mile long river corridor that would be promoted as part of a single system of sites. The management of the parkway is therefore more complex than most of the current state parks and recreation areas because of the variety of associated uses, activities and interests.

The basic concepts for the parkway are as follows:

- Transfer existing federal system lands to the state.
- Maintain all existing and previous U.S. Corps of Engineers (COE) sites as part of the parkway system.
- Rehabilitate the navigational system to restore operability from Green Bay to Lake Winnebago.
- Preserve and operate as much of the entire parkway system as feasible for historic interpretation.

recreation and tourism uses.

- Develop additional historic and recreational uses of the sites.
- Evaluate initial site additions to the parkway including Heritage Hill, Lost Dauphin, Little Rapids, Oshkosh, Montello, Portage and Prairie du Chien.
- Promote the linkage of state parkway site development and use with complementary local sites along the river corridor.
- Promote development of linear recreation systems along the corridor to link sites, such as canoe trails, bicycle routes and trails, scenic auto tours and bus tours.
- Negotiate Memorandums of Agreement (MOA) to incorporate government and community support for direct parkway maintenance activities.
- Create a state commission or board to be responsible for rehabilitation, heritage interpretation and management of the parkway.
- Utilize existing government funding programs and voluntary local fund raising for parkway development.
- Institute common, consistent site development and design standards to establish system identity.
- Support a "Friends of the Parkway" organization.
- Promote the establishment of a National Heritage Corridor or American Heritage River designation.
- Prepare a marketing program to promote parkway visitation.
- Promote heritage tourism.
- Provide environmental protection from possible aquatic predators, (with a barrier and boat lift) before through navigation is begun, as rehabilitation is completed.

## **A parkway with community support**

Nineteen units of government and various organizations have adopted resolutions supporting the establishment of a Fox River Heritage State Parkway. In addition, area governments have requested the state take the lead in negotiations with the U.S. Army Corps of Engineers on the disposition process for the lock and navigation system, encouraging the transfer of the Lower Fox River navigational system to the state. Support for the establishment of a heritage parkway is also demonstrated in various regional and local plans. The East Central Wisconsin Regional Planning Commission adopted the *Lower Fox River Corridor Long-Range Plan*, which proposed a series of public park sites at the Lower Fox River lock sites. The *Fox River*

*Corridor Economic Development Feasibility Study* was prepared by a national consultant and supported the establishment of a national heritage corridor including the preservation of the historic locks along the Fox River, pointing out the benefits of such a system with regard to increased economic development opportunities and increased tourism spending in the river corridor. The lock and navigation system has already been placed on the National Register of Historic Places, which lends further credibility to the parkway idea and the establishment of a national heritage corridor.

The City of Green Bay is promoting riverfront development plans and the City of Appleton has prepared a corridor plan building upon historic preservation including the support of the heritage corridor concept. Likewise, the City of Kaukauna has prepared and began implementation of recreational plans proposing future uses along the locks and navigation canals. The City of Portage has also developed plans for lock and canal restoration and historic interpretation along the Portage Canal. Other communities are planning riverfront improvements as well. This demonstrates a local commitment to improving the riverfront.

## **The positions and objectives of local governments**

Local governments directly involved with the federal lands on the Lower Fox River have developed the following position for local/state cooperation, in meetings with WDNR Secretary George Meyer (lead negotiator for the State of Wisconsin) or his representative:

1. Request the State of Wisconsin take the lead as negotiator with the federal government (Corps of Engineers and Congress) on behalf of the State of Wisconsin interests with cooperation from local government for disposition of the Fox River navigation system.
2. Require inclusion of long-term commitment for federal financing and regulation of water levels at all current federal dams to be included in the COE disposition statement and future negotiations.
3. Support the transfer of federal excess lands (approximately 95 acres) to the State of Wisconsin for maintenance in public uses and creation of a Fox River Heritage State Parkway.
4. Realize that the Meade and Hunt Abandonment Study (1994) clearly outlined local costs to be borne with any closure alternative, and federal funding while negotiating for a closed system offers no benefits in the Corps cost/benefit analysis, which would severely limit possible federal funding in a disposition agreement.
5. Request that the State of Wisconsin negotiate for the transfer of the Lower Fox River navigational system with maximum federal dollars to allow for rehabilitation to a fully operating system with appropriate environmental safeguards.
6. Subscribe a commitment from local communities to provide annual direct maintenance and a share (along with the state) of long-term capital maintenance, using the base local costs from the 1994 Meade and Hunt closure study as a base.

7. Request that the State of Wisconsin develop rationale to minimize individual municipal exposure to future bridge construction costs required by the parkway.
8. Request the State of Wisconsin establish a Fox River State Heritage Parkway Commission (Board) that will oversee the initial land transfer and physical construction, as well as long-term operation, maintenance and development of the parkway.

## **Property transfer and plan implementation**

Since Governor Thompson appointed WDNR Secretary George Meyer to negotiate for the navigation system on behalf of the state it is now possible to formulate a plan for the parkway based on state ownership. With a successful negotiation and settlement and receivership of the system by the state, implementation of the parkway plan can move forward. Negotiations between the state and local governments would then take place resulting in a Memorandum of Agreement related to management and maintenance of the parkway system.

Finally, creation and approval of legislation would be needed to designate the parkway and create a governing board.

### **Phase 1 of the parkway: the Lower Fox River**

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.

### **Phase 2 of the parkway: the Upper Fox River**

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.

### **Phase 3 of the parkway: integrating the Lower Wisconsin River**

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.

# Creating a river of the future

Many years of effort by various groups have pre-dated the current efforts to establish the Fox River Heritage State Parkway. The future of the locks has been an issue of much debate since the U.S. Army Corps of Engineers (COE) discontinued their operation of the Lower Fox River locks in 1983. The main impetus for writing this particular plan is to marshal the efforts of the multiple stakeholders up and down the river and to provide reasoning and vision for the establishment of a heritage state parkway. It is critical to capitalize on the COE's renewed effort to bring the locks disposition matter to some conclusion now that negotiations are again underway and now that the state is negotiating for the system.

One significant accomplishment to date is the establishment of the Fox-Wisconsin Rivers Heritage Corridor as part of a state initiated heritage tourism project. Support for this program comes from convention and visitor's bureaus, chambers of commerce and historic societies as well as the Wisconsin Department of Tourism. The Friends of the Fox is a major citizens river advocacy group also dedicated to supporting the heritage state parkway idea. It is hoped that this heritage program and the parkway effort will lead to recognition of the Fox River and its core of locks and other historic sites as a nationally designated historic area or corridor which would greatly enhance the visibility and marketing potential of the river way.

This plan calls for the preservation and development of the lock sites as a parkway, which would be owned by the state and managed and maintained by a partnership between state and local government. Other recreational, historic and tourist sites within the corridor would also be promoted as a part of the parkway.

It should be noted that *when referring to the lock sites or the lock and navigation system, we are referring to the actual lock and canal structures themselves and the associated land holdings around the locks presently owned by the COE on the Lower Fox River and by the State of Wisconsin on the Upper Fox River. This system also includes three harbors on Lake Winnebago but does not include in any way the dams, functioning of the dams or the COE's role in operating the dams or controlling water levels.* These are separate issues not attached to the disposition of the system or development of the parkway.

Key to this plan is a common vision and mutual benefits for all participants. The heritage parkway concept connects the communities along the river and provides a focal point for resources and action.

## Development of the Fox River Heritage State Parkway concept

### History of the Heritage Parkway idea

In 1982 the U.S. Corps of Engineers (COE) announced its intentions to place the Lower Fox River lock and navigation system in caretaker status. Since that time various activities at the federal, state and local level have occurred in an effort to address the many issues related to lock operation and management and a possible

transfer of the system out of federal ownership. With the closing of several locks on the Lower Fox River and the formation of the Fox River Management Commission in 1987, the future of the lock system remained uncertain. Although state and local officials agreed that eventual closure of the system by the COE was unacceptable, not enough support and financial commitment by local municipalities was forthcoming in an effort to restore the system.

Beginning in 1993 several actions began to address the eventual fate of the system. In August the Fox Locks Closure Committee was formed in an effort to minimize potential negative impacts of the proposed system closure as outlined in the COE 1991 Draft Disposition Report. In December the COE announced intentions to move forward with de-authorization with a final disposition report to Congress scheduled for November 1996. 1993 was also the year State Representative David Prosser announced his idea for a State Heritage Parkway. The parkway idea would prove to be a catalyst for further action and garner support as a possible solution for the future of the Fox River system.

### **Support for the Heritage Parkway plan**

Within two years of Representative Prosser's initial proposal for a state parkway along the Fox River several resolutions and letters of support had been passed by Fox River communities, community organizations and counties. In addition, two studies by the engineering firm, Mead and Hunt, referenced in Appendix C, had been commissioned to study other closure options in addition to those proposed by the COE including the cost of a fully restored and operational system. In March 1995, Governor Thompson requested the Wisconsin DNR to study the parkway idea. That same month the DNR announced plans to study the idea, and Governor Thompson appointed DNR Secretary George Meyer to negotiate for the transfer of the system on behalf of the state.

The appointment of WDNR Secretary Meyer as lead negotiator for the state has stepped up efforts on negotiating a potential transfer of the system. The decision to negotiate for the transfer of the navigation system *to the state* presents opportunities to resolve the matter that did not exist in the past. Within a year of Secretary Meyer's appointment East Central Wisconsin Regional Planning Commission (ECWRPC) became involved in writing the concept plan for the proposed parkway. ECWRPC spent several months presenting and promoting this plan to state, county and local government officials, planners, communities and river advocacy groups with fairly unanimous support.

### **Scope of the Heritage Parkway plan**

The heritage parkway idea was proposed as a way of dealing with the locks and associated lands on a coordinated system wide basis. The parkway idea although integrally tied to major disposition issues, functions on a much broader scale. It addresses what could happen with the locks and associated COE lands once disposition negotiations are completed and expands the scope from the Lower Fox River lock sites to include the Lake Winnebago harbors and the Upper Fox River lock sites now managed by the WDNR. Inclusion of other lands as a part of the proposed parkway, creation of linear recreation systems and development of connections to local recreational and historic sites through linkages and coordinated marketing efforts are also a part of the parkway idea. Furthermore, the idea of a state heritage parkway provides a framework to address issues related not only to the functioning of the locks, but the preservation of heritage, increased river access, development of recreation facilities and opportunities, and creation of opportunities for increased tourism and economic development.

### **Other efforts related to parkway development**

Various programs and development efforts along the river enhance visibility and promote river use, which supports and further validates the parkway idea. These efforts show communities are rediscovering the river as an asset to the community.

The Fox-Wisconsin Rivers Heritage Corridor (illustrated in Exhibit 1) was established as a pilot heritage project in 1991 through a partnership between the National Trust for Historic Preservation and the former Wisconsin Division of Tourism. The number of heritage areas in the state has grown from four to eight due to their popularity and success. The program promotes heritage tourism by focusing on the unique shared history of the rivers, which includes its importance as a water route through the continent. It promotes the cultural heritage of the corridor as a whole as well as that of individual communities within the corridor. Various programs focus on preservation of historic sites and buildings, promotion of economic development and increasing recreation and visitation through heritage tourism. Support for the program comes from convention and visitor's bureaus, chambers of commerce, and historical societies as well as the Wisconsin Department of Tourism. Efforts are currently underway to designate the Fox-Wisconsin as a National Heritage Corridor or American Heritage River.

### **Riverfront development efforts**

Numerous communities in the Fox River corridor have proposed development plans or are currently implementing riverfront development projects. The City of Kaukauna is developing a recreation trail along the canal front that includes proposals for interpretive signage. Appleton continues to improve its Newberry Street Trail along the river, which provides access to the lock sites. The city is also developing an electric heritage park adjacent to the historic Atlas Mill building (which has been donated for use as an International Papermakers Hall of Fame). Other Appleton plans include restoration and operation of historic trolley cars and mixed-use developments that propose adaptive re-use of historic structures in the flats industrial area. The City of Green Bay has plans for riverfront development including river walk trails and mixed use developments, boat docking and marina expansion. The City of Oshkosh has proposed a regional interpretation and visitor's center near the southern trailhead of the Wiouwash State Recreation Trail.

On the Upper Fox River the City of Berlin has proposed the development of riverfront walkways and a possible pedestrian bridge spanning the river. The City of Omro continues to develop and improve facilities along its riverfront and historic Main Street. The City of Portage has several development plans that include reconstructions of historic Fort Winnebago, further development of the Ice Age-Trail, restoration of the lock at the Wisconsin River and development along the historic Portage Canal including walkways, plazas and green space and a possible interpretive center. Several communities along the entire Fox River system are planning these and other developments.

### **Historic Surveys and Preservation Efforts**

Intensive architectural/historical surveys (some referenced in Appendix C) have been completed for many Fox River communities as well as the entire Upper Fox River. Appleton, Neenah, Menasha, Oshkosh, Omro, Berlin and Portage have all had surveys completed in an effort to document historic properties and buildings and to make nominations to the National Register of Historic Places. The Fox River locks and the Portage Canal were also documented as a part of the nomination process. Various other historic studies have also

been completed and efforts to preserve and interpret historic buildings and sites continue.

### **Environmental Planning and Resource Management Efforts**

Considered one of the ten most polluted rivers in the country in the early 1970's, numerous state, local and grassroots initiatives regarding environmental management and resource protection have resulted in a considerable increase in the water quality of the Fox River. In the past two decades alone, the paper industry and municipal government have invested well in excess of \$352 million for capital equipment expenditures to improve water quality resulting in a 90 percent reduction in the level of conventional potential pollutants (BOD, TSS). This on-going river cleanup continues to greatly increased the value of the river as a recreational resource and fishery as well as the quality of community waterfronts. Among the efforts aimed at cleanup of the Fox River and Lake Winnebago system are:

- ***Lake Winnebago Comprehensive Management Plan*** - This effort by private citizens, civic groups, sports clubs, industries, state and local governments to manage and improve water quality in the Lake Winnebago system, has resulted in the implementation of 75 percent of plan recommendations.
- ***Lower Green Bay and Fox River Remedial Action Plan (RAP)*** - The RAP was prepared to formulate a long-range strategy for improving water quality and restoring beneficial uses of the Fox River and lower Green Bay. The plan identifies key impairments and necessary remedial actions within an area of concern. These impairments consist of reduced fish and wildlife populations and habitat loss, point and non-point source pollution, contaminated sediments and aesthetic/recreational deficiencies. Three volunteer committees work with WDNR staff to formulate annual work plans to address concerns.
- ***Priority Watershed Projects*** - Selected by the WDNR, these projects inventory existing land use, erosion and sedimentation problems within a sub-watershed and identify critical agricultural, stream bank and urban sites for corrective actions.
- ***Lower Fox River/Winnebago Pool Long-Range Plan***- Prepared by East Central Regional Planning Commission and Lower Fox River/Winnebago Pool Long Range Plan Task Force in April 1989 provided for installation of a boat lift and lamprey barrier to be installed at the Rapide Croche lock site to assure through navigation. Task force included WDNR, U.S. Fish and Wildlife Service and Wisconsin Conservation Congress members representing the environmental community.

## **Basis for the Heritage Parkway**

### **Recreation needs and potential**

Significant natural resources, parks and other recreation facilities exist throughout the Fox River corridor as reviewed in Part I and illustrated in Appendix A of this plan. Despite this resource base, the east central area of the state where the majority of the river system is located lacks sufficient recreational facilities to meet the needs of the population. Despite having a population of 728,000 within the nine river corridor counties and 428,000 in the Lower Fox River corridor alone, only one state park is located here. With an annual visitation of over 600,000, High Cliff State Park is the third most visited park in the state park system. Nine

southwestern Wisconsin counties with the same population base are served by eight state parks with a total visitation of 2,900,000! In terms of campsites provided, High Cliff State Park provides only 112 campsites compared to over 1,200 campsites provided by the nine southwestern Wisconsin state parks serving the same population base. Although approximately 200 campsites have been identified on Lake Winnebago, only 150 additional campsites have been identified in the Lower Fox River corridor.

The 1991-1996 *Wisconsin Statewide Comprehensive Outdoor Recreation Plan* identified hiking, walking and running, bicycling, picnicking, fishing, camping, fair and festival visitation, and non-specific passive activities for relaxation as medium to high priority needs for which present facilities cannot meet the demand. The need for preservation of and access to historic sites and the need to link recreation to historic preservation was identified as a medium to high priority need in eight of the nine river corridor counties. County and local recreation and open space plans likewise reiterate the need to provide increased recreational opportunities and facilities to meet the needs of a growing population base.

The Fox River and its associated lakes, wetlands and other natural resources provide a strong base for recreation and riverfront activity and offer excellent opportunities for fishing, hunting, and water based recreation. Parks and recreation sites provide opportunities for facility-based recreation. Obtaining the locks, harbors and associated lands would increase public access to the river and provide an additional 95.5 acres (350 acres including Upper Fox River sites) of land for open space and the development of recreational facilities. The nature and spacing of the sites offers the ability to develop linear based systems of recreation in order to create links between existing and future historical and recreational sites.

### **Tourism needs and potential**

The 1993 *Fox River Corridor Economic Development Feasibility Study* by LDR International concluded that although there are many fine attractions and museums in the area, attendance at many was quite low. It also reported that despite many visitors coming into the Fox River area they were not visiting the attractions in significant numbers. Lodging stays in the area were also low, about two-thirds of the expected rate. This was due in part to a decreasing percentage of lodging facilities needed to support tourism.

Relatively low visitation rates at some tourist attractions in the river corridor may indicate these facilities aren't able to stand alone as major draws to attract tourists in large numbers or are not being effectively promoted. Serving as purely local facilities, they may not have the visibility to draw in visitors from outside the region. The study also concluded that the urban areas suffer from lack of a recognizable image and a weak recreational tourism base. In addition, insufficient facilities to accommodate camping and some other types of recreational activities may further contribute to low use and low visitation rates.

A 1990 study *Feasibility Study of Major Tourist Attractions for the Fox Cities* ranked a Fox River National Heritage Waterway as second overall in possible tourist developments that would have the greatest impact on the tourism industry in the Fox Cities area. The LDR study concluded that a Fox River Heritage Corridor focusing on lock preservation, recreation and local heritage would have a positive impact on tourism visitation and spending and increase economic development. A modest increase of 10 percent in recreational tourism and 20 percent in lodging stays could have a spending impact of over 73 million dollars annually. There are approximately 2,000,000 people living within 50 miles of the river corridor who have the potential to be regional tourists.

## **Opportunities offered by a Heritage Parkway**

Communities realize the importance of the locks as a recreational and historical resource unique to the area and worthy of preservation. Developing the parkway and promoting heritage tourism will create new opportunities for recreation and historic interpretation. Lands that provide public access to the waterfront also provide future economic development opportunities in the form of business, commercial and residential developments related to increased use and visitation to the waterfront. Missing the opportunity to acquire this valuable riverfront asset will mean the loss of a significant piece of cultural heritage as well as future development opportunities which could measurably increase the quality of the river corridor.

## **The issue of lock disposition**

### **Current condition of the locks**

Currently, the system of locks and dams on the Fox River exist as a two-part system. The locks on the Lower Fox are all intact but in various states of disrepair with only the locks at DePere, Little Kaukauna and Menasha still functioning. The lock sites on the Upper Fox, owned by the state and managed by the DNR since disposal by the COE in 1960, have been largely abandoned. Of these locks, only the lock at Eureka still functions. Of the eight remaining locks, Montello and Princeton have been converted to water control structures (with the chambers intact and gates removed); Governor Bend, Grand River, White River and Berlin been filled in, the Fort Winnebago lock has been dismantled and exists primarily as a waste weir, and the lock at Portage is still fully intact but badly in need of repair. Since the locks on the Upper Fox River are already under state control, they do not enter into the discussion of disposition.

### **Primary considerations for disposition**

The primary purpose of the negotiations related to the U.S. Army Corps of Engineers' proposed disposition of the Lower Fox River locks and navigation system is arriving at a financial settlement based on full restoration of an operational system from Green Bay to Lake Winnebago. Disposition issues include construction and maintenance costs, effects of deferred maintenance, property boundary disputes, easements, water rights and flow through, dredging and the presence of toxic materials, as well as preservation during the transfer process.

### **Disposition issues related to the Heritage Parkway**

The state has negotiated for the system based on the past inability of local governments to come to an agreement on the disposition issue and the unacceptability of the initial COE settlement offer. With the state as lead negotiator and the proposed recipient of the system, many issues concerning liability and cost have shifted from local units of government to the state. This has made local entities more receptive to the idea of a transfer of the system, keeping the system intact for the proposed parkway.

The intent of the proposed parkway is to maximize the value of the entire lock system based on potential for historic preservation and interpretation, open space, recreation and water access. The negotiated settlement considered the value of the locks in relation to these potential uses as well as their value as a through system of navigation. With all of these values in mind, there is general acceptance that there is more to be gained in terms of recreational value, historic value, and generation of tourism, and increased possibilities for economic

development preserving the system as an operational system.

## **The value of the lock and navigation system**

### **Recreation and Open Space**

Each lock site has value as open space. The value of this open space may increase for those lock sites in urban areas, where the cost of open space is at a premium or general location increases property value. Other lock sites have value because of their scenery, views, or the more undeveloped nature of the site and its surroundings. All lock sites have added value due to increased opportunity for river access, especially those with multiple locks and long canals. River access makes these sites very valuable because of the types of recreation they can provide: fishing, boat launching, canoeing, and picnicking and other forms of passive recreation.

The linear nature of these sites makes them extremely valuable as potential linear recreation systems such as greenways, riverfront hiking trails or multi-use trails. The recreational value of individual locks and the system as a whole increases with the number of operating locks, which increases opportunities for additional river and/or lake access and creates river connections between communities and various sites. The ability to provide land based connections with other existing or proposed linear recreation systems is another valuable aspect of the system.

### **Historical Interpretation**

This navigation system rivals the canal systems of the northeast United States, and along with other historic sites along the river corridor reflects both local and regional heritage. The locks, on the National Register of Historic Places, are unique historical structures of local, state and national significance. The lock system has historical value in that it reflects the history of water dependent industry in the corridor and the history of the river in general. This value exists on many levels from showing engineering technique to reflecting the dreams and aspirations for a through system of navigation shared by the state and the nation 150 years ago. It is also valuable in that it is a rare hand operated system, one of only two in the country continuously operating since its inception. Locks provide the basis for establishing heritage tourism through the development of interpretive facilities. The lock sites have interpretive value and can attract visitors to the community if properly developed and promoted for heritage tourism. This interpretive value is increased by relating it to other historical features in the area, thereby expanding the breadth of historic interpretation. The level of restoration and preservation of the lock structures, because of their unique historical value, will have a direct impact on the ability of a community to interpret and promote aspects of its history directly related to the locks and the history of the river.

### **Economic Development**

The navigation system lands are valuable because of their riverfront location. The attractiveness and demand for river frontage is well documented and ever increasing. Waterfront land, especially attractive developable parcels in urban areas, commands high prices. Open space and recreational facilities usually serve to increase the value of adjacent parcels. The value of these sites should increase with time if properly developed.

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Developed and marketed for their recreational and historical interpretation potential, these sites should serve as an amenity to attract other developments to the area. Riverfront trails, interpretation facilities, boat launches, etc. increase the attractiveness and use of an area. An increase in the number of functioning locks enhances the potential for attracting boaters and opportunities for unique riverfront developments. Increases in tourism lead to additional spending and the generation of tax dollars, leading to spin off developments such as cafes, hotels, marinas and riverfront restaurants and adaptive reuse of underutilized industrial lands and structures.

Comprehensive tourism marketing plans and riverfront development plans capitalizing on public/private partnerships will make the most of future economic development potential. A large recreation corridor with green space and amenities, especially if tied into a larger network, increases the quality of life for the entire urban area making it more attractive to developments of all kinds.

### **Industry**

The locks are important to the paper making industry along the Fox River for the movement of paper making machinery. The last use of the locks for this purpose was in 1990 when a barge was used to move a large paper dryer from Green Bay to Menasha for a mill expansion. Industry also draws water from the river for industrial processes, and dams provide flood control and power. Easements for various industrial and municipal utilities are also present and need to be considered.

### **Considering future values**

Long-term economic gain, historic interpretation and recreational opportunities from heritage tourism promotion would have been lost if the locks' values are lost by filling them in. This has already occurred to the Upper Fox River locks. The level of preservation of each lock or series of locks will affect the viability and ultimate success for recreational possibilities and interpretation of the system both locally and on a corridor wide basis.

Through negotiations between the COE and the state, prompted by local communities, a disposition agreement for the Lower Fox River locks has been reached that is financially feasible and will insure the historical and structural integrity of the locks. The potential settlement includes dollar amounts necessary for complete restoration based on the values of the system identified in the negotiation process. The parkway idea will provide the basis on which the state in cooperation with counties, local municipalities and special interest groups can build consensus for the future of the corridor and the proposed parkway. Identification of system values, goals and objectives, and issues and recommendations, will help provide a framework for more detailed planning and development of the parkway in the future.

### **Parkway goals and objectives**

The primary goals and objectives of the parkway plan relate to increasing opportunities for recreation and historical interpretation within the river corridor. Planning for the following goals will contribute to and should be considered along with additional recommendations for increasing economic development, developing education programs and fostering additional intergovernmental cooperation.

**Goal:            Increase Recreational Opportunities Within the Corridor:**

**Objectives:** *Restore and preserve the existing lock structures from Green Bay to Lake Winnebago for the purposes of through navigation.*

The ability to navigate through the various river pools and create connections between various communities and nodes of activity is extremely important in attracting larger boats and creating riverfront developments that can capitalize on increased river activity. This would also include cruise and tour boats, where docking and disembarking for various site visitations would be involved. Existing and proposed tourist attractions, riverfront restaurants, marina and boat slip facilities and related developments in various areas would benefit.

The ability to navigate longer lengths of the river makes the parkway more attractive and inviting and increases usability for all river users by increasing the possibilities for recreation on any given outing. The ability to boat through historic locks is a unique recreational opportunity available in few places in the Midwest and is a unique aspect of the parkway. The number of registered boats in the Fox Valley and other areas of the corridor continues to increase creating more potential for lock use.

*Promote connections between river pools through installation of boat pullovers and canoe portages around closed locks.*

Where locks are closed on the Upper Fox River, the ability for canoes and smaller boats to easily navigate between locks and pools is important in creating a linear river recreation trail. Installing portages around the locks contributes to the ability to create and promote designated canoe routes, such as a multi-day trip that retraces the discovery route of Marquette and Joliet. It also enhances fishing on the river and, as with functioning locks, creates river connections between the parkway parcels and other sites thereby increasing recreational opportunities.

*Create increased water access through the development of canoe and boat launching facilities and additional boat mooring facilities.*

Increasing access points for watercraft along the river will facilitate recreational boating where there is an identified need for such facilities. Where closed locks create separate river pools, it is important to provide easy access to all pools for recreational boating and fishing. Boat slips and mooring facilities that will accommodate temporary visitation to parks, tourist attractions and river and lakefront developments for boaters, especially in urban areas, can increase parkway use and site visitation. Increased attractions for recreational boating can create a need for income generating seasonally leased slips and related marine services.

*Create increased fishing opportunities through development of shore land fishing access, boat launching facilities and fishing piers, including access for disabled persons.*

Creation of the parkway will significantly increase public access to the waterfront. Opportunities for fishing should be increased by providing well-designed bank and pier fishing in strategic locations throughout the parkway. Many parts of the Fox River/Lake Winnebago chain are well known as excellent fishing resources. This activity should be managed and promoted and all potential users accommodated.

*Promote development of picnicking areas and other open space areas for passive recreational activities.*

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In addition to providing river access, parkway lands provide needed open space in increasingly populated areas of the Fox Valley and other river corridor communities. Developing these sites as picnic and other passive open space areas also provides stopping places and rest areas for canoeists and other river users. Many sites have exceptional views of the river and are especially suited for quiet, passive, reflective activities. The presence of historic locks makes the sites unique and there is an increasing need for open space to serve growing populations as identified in community recreation and open space plans.

### ***Promote development of campsites and campgrounds.***

There is an identified need for camping accommodations within the parkway corridor, especially in the Lower Fox River area. Strategically placed overnight facilities are important for promoting extended canoe and bicycle trips along designated routes. Waterfront camping sites provide additional opportunities for recreation than camping facilities located away from water bodies. Many of the parkway lands could accommodate development of low impact or primitive camping sites and increase overnight stays and visitation within the corridor.

### ***Promote development of nature study areas and environmental education trails.***

Many of the larger lock sites in undeveloped areas provide enough land in which to develop contained trail systems for nature study, environmental education and recreation. Facilities that interpret native vegetation and resources, including their use by Native Americans and others, promote education and understanding of resources and culture as well as fostering an appreciation of history.

### ***Promote development of linear recreation systems including riverfront hiking trails, multi-use trails, bicycle routes and greenways.***

Linear recreation systems provide opportunities for many forms of recreation and provide a quality of life component to communities that are highly valued. Multi-use trails accommodate walking, running, rollerblading and biking. They are important in providing an experience uninterrupted by traffic, stoplights and other distractions. Greenways are important in providing quiet, undeveloped buffer areas for recreation and/or resource protection. The excess federal lands that make up the core of the parkway could provide approximately 10 miles of waterfront property for this use. The linear nature of these properties makes them extremely important in developing linear systems and is a vital component of the parkway.

### ***Develop connections between existing parks, trails and open space as well as historic sites and tourist attractions.***

Linear recreation systems and greenways should be used to create connections between parkway lands, recreation areas, tourist attractions and historic sites not only along the waterfront, but also within the river corridor and its communities. Linear recreation systems and connections between sites, such as bicycle routes, are extremely important in creating alternative, more enjoyable ways of experiencing corridor attractions and providing recreation. Developing various attractions and nodes of activity that are interconnected creates destination areas or circuits as opposed to individual non-related sites. This allows for the development of programs such as historic walking tours and bike routes that can combine recreation with visitation to historic

sites, tourist attractions and parks. This strengthens tourism programs by creating situations where "the strength of the whole is greater than the sum of its parts."

***Promote development of corridor wide scenic routes through designated bike tours, auto tours, and bus tours.***

Scenic routes and tours should be developed to interpret the character and personality of the entire river corridor and its various landscapes. They can also serve to tie together sites and attractions that are more widely dispersed throughout the corridor. These scenic tours can focus on both natural and cultural resources and can be purely recreational (a scenic drive) or can incorporate interpretation of landscapes, resource areas and individual sites and attractions. A wildflower prairie, tree lined country roads and river roads, historic districts and small town main streets as well as individual farms, historical buildings and bridges can all be a part of scenic tour routes. Where possible they should tie in and access linear recreation systems, bike routes and greenways that create connections between individual sites in and around communities. Careful watershed planning should be a part of tour design.

***Promote and increase river use through development of linear water trails and canoe routes.***

As with other linear recreation systems and scenic routes and tours, designated water trails and routes serve to connect various sites, expand recreation options and increase river use. By identifying and promoting waterfront sites such as parks and picnic areas, portages and launching facilities, camping areas, marine services and restaurants, etc., boaters and canoeists are easily able to plan full or multi-day trips. Knowing that there are easily accessible support facilities and a variety of attractions increase the attractiveness of the corridor for river users.

***Create unique activities such as a whitewater canoe and kayak course.***

Both Kaukauna and Appleton have considered the idea of a whitewater course. A properly developed course used for general recreation and competition would be a unique attraction for the area. A course developed on the Wisconsin River in the City of Wausau has been successful in attracting amateur and professional competitions and is a tourism boost for the area. Unique recreational opportunities such as these will add diversity and increase recreation alternatives within the corridor.

***Promote development of a regional or state park at the Lost Dauphin site.***

Various studies and plans, including the Brown County Open Space and Outdoor Recreation Plan have identified the former Lost Dauphin State Park site and the Little Rapids site as the location of a new state or regional park to serve the Lower Fox River area. This plan also recommends inclusion of these lands into the parkway for possible development including trails, camping, picnicking, fishing and boat launching and mooring facilities. High Cliff State Park is the only state park in the corridor and serves the same population base as eight state parks in southwestern Wisconsin. Developing a regional or state park-type facility here would provide an alternative to High Cliff and increase recreation on the river. It is strategically located on a stretch of river between two large urban areas served by two operating locks and if developed could contribute to meeting many objectives of this plan.

*Continue to manage and promote hunting and fishing resources within the corridor.*

The Fox River, Lake Winnebago and associated natural areas provide many opportunities for fishing and hunting. An abundance of marshes, wetlands, forests and farm fields along the river provide ideal conditions for many forms of wildlife. On the Upper Fox, the DNR manages several thousand acres as natural areas for wildlife habitat and hunting. These same areas provide ideal sites for bird watching and wildlife viewing. These resources should be managed to insure they continue to provide the same quality and level of opportunity.

**Goal:** Increase Opportunities for Historical Interpretation Within the Corridor:

**Objectives:** *Restore and preserve the lock system from Green Bay to Lake Winnebago in an operational state.*

The lock and navigation system is a unique historical asset that ties the corridor together thematically from end to end and serves as the basis for a larger scope of interpretation within individual communities throughout the corridor. This is one of only two hand operated lock systems in the country continually functioning since its inception. Locks that are structurally intact provide opportunities for historic interpretation where visitors can view historic materials and construction methods. Operating locks provide exhibits of living history where visitors can view lock operation as it occurred over 100 years ago. Filled locks, while providing historical context, can only be interpreted through pictures and words and are not as effective and perhaps not as attractive to potential tourists as are intact structures.

*Promote interpretation of lock structures and the navigation system through interpretive signage.*

Interpretive signage should be strategically placed within the corridor and at individual sites to interpret the history of the lock and navigation system. Signage is important in providing meaningful information to visitors as well as direction and way finding. A comprehensive signage program should be developed to insure intelligent interpretation and provide a unifying element both aesthetically and thematically to the parkway.

*Promote creation of interpretive centers and/or museums where feasible to interpret river resources.*

Interpretive centers are important for providing a more detailed, in-depth understanding of the history and use of the lock and navigation system. Interpretive centers provide opportunities to give an expanded interpretation of an individual community's history and show connections and relationships between individual historic sites, buildings and persons. Interpretive centers also serve as an attraction for centralized sources of information and as starting and orientation points for excursions and tours. They may also provide directional information, rest facilities and refreshments.

*Promote adaptive re-use of lock tender's houses and other structures.*

Existing lock tender's houses provide historical structures that could be converted into interpretation facilities.

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An on site interpretation center would be most effective in interpreting locks by providing opportunities to view the actual movement of boats through an operating lock. Converting one of these structures into a bed and breakfast facility would be another adaptive re-use that would capitalize on their historic function.

Historic buildings and structures are aesthetically appealing and help to interpret the past and reflect community heritage through association with former uses and architectural style. This is an important element of the parkway effort. The many historic buildings located on and near the river are attractive for many unique uses that focus on riverfront activity including eating and drinking establishments, unique shops and museums as well as residential and general commercial use.

### ***Promote connections between locks, nearby historic structures and sites and other tourist attractions.***

Creating connections between various sites creates destination areas or a "system of sites" as opposed to individual stand alone sites. The ability to visit several sites related by theme or function will do more to attract visitors to the corridor and individual communities than individual sites alone. Relating historic sites and structures to each other and to the locks through common backgrounds or cause and effect themes increases interpretation opportunities for visitors. Promoting relationships between sites also provides for a more comprehensive, in-depth and interesting learning experience for those with historical interests and may stimulate interested visitors to learn more about particular subjects. This is especially important to educators interested in developing field trips for school groups to foster interest and learning about history.

### ***Create historic tours focusing on historic resources within corridor communities.***

Historic tours, whether walking, biking, car or bus, can benefit from and be used to promote historic sites and structures within communities. Theme tours focusing on the relationship of sites and structures as discussed above would be especially attractive in drawing tourists for multi-day visits to the corridor.

### ***Develop brochures to interpret various cultural and historical aspects of the river corridor and proposed parkway.***

Brochures, tour guides and related print material are extremely important in the development and support of heritage tourism initiatives. They attract visitors, aid in learning, give direction and provide general information as well as disseminating detailed historical facts. They are also important in promoting the recreational aspects of heritage tourism programs. Promoting the proposed Fox River Heritage Parkway as a component of the Fox-Wisconsin Rivers Heritage Corridor should be a major focus of these efforts.

### **Other Recommendations:**

#### **Promote Economic Development Within the River Corridor**

Pursuing the primary parkway goals and objectives of increasing recreational and historic interpretation opportunities within the corridor should help foster initial parkway site development and create conditions that will stimulate increased economic development activity within the river corridor. However, additional programs and activities can be promoted to further encourage the development of certain river corridor parcels and increase economic activity.

***Encourage adaptive re-use of historic buildings.***

Increased riverfront activity associated with development of the parkway can be used by communities to market historic buildings and sites for adaptive re-use. Tax breaks, development incentives and community development plans focusing on re-use of historic structures can also be used to initiate interest for their redevelopment. Re-use of these structures can expand the tax base, improve river aesthetics, attract tourists, create employment opportunities and encourage additional development.

***Encourage public/private partnerships for the development of parkway sites and related facilities.***

Communities should seek out partnerships with the private sector to help fund parkway related developments. Facilities such as restaurants, hotel developments, museums, retail shops and various small business ventures can be encouraged through incentives. These types of developments will help expand employment opportunities and increase the value of public sector investment. Parkway site developments such as interpretive facilities can also be achieved through partnerships with the private sector.

***Encourage redevelopment of urban waterfront parcels.***

Underutilized parcels should be identified and targeted for redevelopment. Special development zones can be created and dedicated through zoning for mixed use riverfront developments that can capitalize on riverfront activity. Communities should also work with state and federal agencies to clean up contaminated sites and create incentives for their development. Redevelopment of derelict and underutilized sites helps clean up the appearance of the riverfront and increases the tax base. Concentrating development in urban areas helps create nodes of activity and also helps minimize negative development impacts in rural areas of the river corridor.

***Expand excursion boats, bus tours and other group tourism opportunities.***

Increased historic interpretation and unique riverfront activities associated with the development of the parkway and related facilities will increase opportunities for large group tours. Local historical societies, convention and visitor's bureaus and private sector organizations should create and promote major tourism activities in order to increase activity and spending within the parkway.

**Encourage the Development of Educational Programs and Curricula**

Many educational opportunities related to history and heritage can be achieved through historic interpretation efforts associated with proposed parkway development. These interpretive efforts will educate tourists and the local populace about the history of the river and related commercial, industrial and community development. It is also recommended that additional educational programs focusing on river history and local heritage be developed as learning curricula for elementary, middle and high school students.

***Make use of existing interpretive and educational facilities.***

Existing museums, nature centers, universities, interpretive facilities and historic sites already serve