

# **FOX RIVER TRAIL DEVELOPMENT PLAN**

BROWN COUNTY PLANNING COMMISSION

MAY 7, 1999

# **Fox River Trail Development Plan**

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## **Introduction**

The concept of creating a trail along the east side of the Fox River has been reflected in plans and studies for more than 30 years. Throughout this period, the trail has been thought of as a recreational facility that would enable people to reach riverside parks and marinas, take walks and bike rides along the water, and generally enjoy nature in an urban setting. However, this trail is unique in that it will also be a very viable transportation corridor for those that want to travel directly between the many residential areas near the trail and St. Norbert College, the Green Bay and De Pere central business districts, several employers, and other destinations.

Because the Fox River Trail is a facility that will be used by people of all ages for several purposes, it is important to build the trail to accommodate as many people and uses as possible. The recommendations in this plan are designed to guide the development of a trail that can safely handle a significant amount of use by a wide variety of transportation- and recreation-oriented users.

## **Right-of-Way Acquisition Process**

On October 11, 1994, the Wisconsin Central LTD Railroad (WCL) filed a request with the Interstate Commerce Commission (ICC) to abandon a 13.9 mile rail segment between Green Bay and Greenleaf. Following the filing of the abandonment request, the Escanaba and Lake Superior Railroad (ELS) indicated that it was interested in acquiring and operating this rail segment. The ELS then asked the ICC to postpone the abandonment to allow it time to prepare a purchase offer, and the ICC granted the ELS a 40 day extension to enable it to develop the offer.

During this period, the Wisconsin Department of Natural Resources (WisDNR) submitted a statement of willingness to the Wisconsin Department of Transportation (WisDOT) and asked WisDOT to file a certificate of interim trail use with the ICC. On February 1, 1995, the ICC issued a *Decision and Notice of Interim Trail Use or Abandonment*. This decision stated that the negotiations with the ELS should continue and that a notice of interim trail use will be issued to WisDNR if the ELS/WCL negotiations failed. However, the ELS did not commit to acquiring the rail corridor before the negotiation deadline (November 20, 1997), so WisDNR was allowed to begin negotiating with the WCL for the purchase of the rail corridor. Following several months of negotiations, the corridor was purchased by WisDNR.

## **Public Participation Process**

The public participation process for the Fox River Trail began with a public information meeting at the Brown County Library in downtown Green Bay on July 7, 1998. A second public information meeting was held at the Wrightstown town hall on July 27, 1998, and a public hearing was held by the Brown County Board's Education and Recreation Committee at the Brown County Library on July 30, 1998. Following the hearing, the committee recommended that Brown County enter into a memorandum of understanding (MOU) with WisDNR that identifies each agency's responsibilities for the Fox River Trail.

However, the Brown County Board voted at its August meeting to form a subcommittee to study several issues identified during the public meetings. The board stated that the subcommittee should be comprised of trail supporters, opponents, county board supervisors, and county and state staff.

The subcommittee met to discuss several issues on September 8, 1998. Following the meeting, the subcommittee decided that it had accomplished as much as it could and that the Education and Recreation Committee should address the MOU at its next meeting. On September 24, 1998, the committee again recommended that Brown County enter into the MOU, and the board voted to do so on October 21, 1998, after hearing an additional two hours of comments from trail opponents and supporters.

#### Survey of Adjacent Property Owners

After the Brown County Board voted to enter into the MOU, the Brown County Planning Commission developed a survey that was mailed to every person and organization that own property along the railroad right-of-way. This survey was designed to determine what uses, hours of operation, and other aspects of the trail will be acceptable to the people that will live next to the facility. The overall survey responses and the responses by community can be found in Appendix 2, and a list of the comments received from respondents can be found in Appendix 3.

#### Survey of Governing Bodies

The governing bodies of the five communities that are directly affected by the trail were also asked to complete trail surveys. The responses to these surveys can be found in Appendix 4.

#### Open House Meetings and Survey

The planning commission and park department also held open house meetings in the City of Green Bay and Town of Wrightstown on February 23 and March 4, respectively. These meetings were designed to allow people to express their views on several aspects of the trail and to provide them an opportunity to complete a survey similar to the one completed by the adjacent property owners and governing bodies. The responses to this survey can be found in Appendix 5 and a list of the additional comments received from respondents can be found in Appendix 6.

#### Survey of Bicycle Groups

Several members of local bicycle groups responded to the trail survey. The responses to these surveys can be found in Appendix 7 and a list of the additional comments can be found in Appendix 8.

### **Uses Allowed on the Trail**

According to state law, bicycling and walking must be allowed on all state-owned trails. However, there are other transportation and recreational uses that might be acceptable to some communities and not others. For example, some communities might not want

motorized vehicles on their portions of the trail while others might like snowmobile and ATV access. To maximize the trail's effectiveness as a transportation facility and attractiveness as a recreational route, the activities allowed on the trail should be as similar as possible throughout the corridor. Therefore, the following uses are recommended for the metropolitan and rural portions of the trail:

#### Permitted Metropolitan Area Uses (North of Heritage Road in De Pere)

1. Bicycling
2. Walking/jogging
3. In-line skating/roller-skating/skateboarding
4. Child mobility devices (strollers, tricycles, etc.)
5. Mobility aids & service animals
6. Pets on leashes (not to exceed five feet)
7. Authorized motorized vehicles

#### Permitted Rural Area Uses (South of Heritage Road)

1. Bicycling
2. Walking/jogging
3. In-line skating/roller-skating/skateboarding
4. Child mobility devices (strollers, tricycles, etc.)
5. Mobility aids & service animals
6. Pets on leashes (not to exceed five feet)
7. Snowmobiling (at the request of the affected communities)/cross country skiing
8. Authorized motorized vehicles

These uses are discussed below.

#### *Bicycling*

In addition to being a required use on all state-owned trails, bicycles will likely be the mode most frequently used for transportation and recreation on the Fox River Trail. Bicycles will enable people to quickly travel to several destinations inside and outside of the metropolitan area along the safe and scenic trail while generating very little noise, dust, and other negative impacts in the immediate area. However, the speed that bicyclists travel should be limited so as not to jeopardize the safety of other trail users.

#### *Walking/jogging*

Walking is also a required use on all state-owned trails. Like bicycling, walking is a viable transportation and recreation mode that generates very little noise and other negative impacts on surrounding property owners and natural habitats. Jogging is another activity that is very popular and does not impose on the surrounding area.

#### *In-Line Skating/roller-skating/skateboarding*

In-line skating has been a popular form of recreation for several years. However, in-line skating is quickly becoming a mode of transportation used by work commuters and others throughout the country. The Fox River Trail's proximity to several employment centers,

level terrain, and straight alignment make it a very viable route for current skaters and those that would be willing to skate if an appropriate facility were available. Roller-skating and skateboarding are also popular forms of recreation and transportation that should also be allowed on the trail.

#### *Child Mobility Devices*

Mobility devices used by children (and parents of children) such as strollers, tricycles, and bicycles with training wheels will be allowed on the trail. However, motorized mobility toys will not be allowed on any portion of the trail.

#### *Mobility Aids & Service Animals*

The Fox River Trail will comply with Americans with Disabilities Act (ADA) standards for recreational and transportation trails, and people that use mobility aids and service animals will be allowed to use them on the trail.

#### *Pets on Leashes*

Many people will likely want to include their pets on trail walks, so it is recommended that pets be allowed on the trail as long as they are restrained by leashes no longer than five feet. This length limit should be enforced to prevent pets from entering the properties surrounding the trail and crossing into oncoming trail traffic.

#### *Snowmobiling/Cross Country Skiing*

It is recommended that each metropolitan area community remove snow from its portion of the trail to enable people to use it for transportation and recreation trips during the winter. However, snowmobiling and cross country skiing should be allowed along the rural portion of the trail if these activities are acceptable to the affected communities because the number of transportation and recreation trips will likely decrease significantly in the winter. The rural portion of the trail could also connect to several snowmobiling routes and cross country skiing trails in Rockland and Wrightstown.

#### *Authorized Motorized Vehicles*

Motorized vehicles pose a danger to trail users, generate a significant amount of noise and other pollutants, and are capable of severely damaging the trail. Therefore, only mobility aids (mentioned above), emergency vehicles (ambulances, etc.), and other authorized vehicles (park department, etc.) should be allowed on the trail.

#### Prohibited Uses

It is recommended that the following uses not be allowed on the trail:

1. Hunting
2. Camping
3. Fires
4. Non-authorized motorized vehicles
5. Horses (except in rural area on a parallel trail if one is constructed in the future)

6. Any other uses not listed as permitted

Hunting, camping, fires, and non-authorized motor vehicles are prohibited by state law from using state-owned trails and would be incompatible with the surrounding land uses. Horses should be prohibited in the metropolitan area but could be allowed in the rural area if a parallel trail is developed.

**Trail Development**

Funding

In the spring of 1998, the Brown County Park Department submitted an application for Surface Transportation Program (STP) Enhancement funds to the Green Bay MPO and Wisconsin Department of Transportation (WisDOT). The enhancement program was created in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and continued in the Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21) to fund the construction of bicycle and pedestrian facilities and other non-highway projects. The park department’s application asked that the enhancement program fund 80 percent of the trail construction cost, which is the maximum percentage allowed by federal law. This would enable the trail to be funded in the following manner:

<b>Funding Source</b>	<b>Total Funds</b>	<b>Funding Percentage</b>
STP Enhancement Program	\$395,600	80%
Sponsor (non-federal funds)	\$98,900	20%
<b>TOTAL</b>	<b>\$494,500</b>	<b>100%</b>

On September 4, 1998, the Brown County Park Department was informed that its enhancement fund application had been approved for the entire amount it had requested.

Once the enhancement funds are obtained for the trail, the park department will apply for a state grant to pay for the portion of the trail that will not be covered by federal funds. This application will be submitted in the spring of 1999 and the results are expected to be announced that summer.

Path Surface and Width

*Surface*

The enhancement application submitted by the park department stated that the trail is planned to be asphalt in the metropolitan area and crushed limestone in the rural area, and paving the metropolitan area segment was favored by most of the Green Bay, Allouez, and De Pere survey respondents. This approach will enable the metropolitan portion of the trail to effectively handle all of the uses allowed on what will likely be the most heavily used

portion of the facility while providing an acceptable surface for those that want to travel to and from the rural area.

### *Width*

The American Association of State Highway Transportation Officials (AASHTO) recommends that multi-use trails be a minimum of 10 feet wide if 100 users per hour are expected on the trail during peak periods and at least 12 feet wide if 300 users are expected during the peak hours. At this point it is unknown how many people will use the trail during the peak hours, but it is assumed that the volume will be somewhere between 100 and 300 per peak hour (or 1.6 to 5 per peak minute).

The existing railbed is approximately 13 feet wide in most places and is as much as 16 feet wide in others, so it would be capable of accommodating a 12 foot trail. However, trails that allow in-line skating should be 14 feet wide to allow enough room for the skaters' lateral movements. Grassed shoulders should also be created wherever possible to provide an area for bicyclists and other users to go if they lose control of their equipment, for people to walk their dogs, and for users to rest when they are not near a bench. In addition, the wider portions of the right-of-way should contain turnout areas with benches to provide a place for trail users to rest and observe the natural surroundings.

### Recommendations (Long Term)

1. The asphalt portion of the trail will extend from the north terminus in Green Bay to Heritage Road in De Pere.
2. The crushed limestone portion of the trail will extend from Heritage Road in De Pere to the trail's south terminus in Greenleaf.
3. The paved segments of the trail will be 12 feet wide.
4. The limestone segments of the trail will be 12 feet wide.
5. Grassed shoulders will be created wherever possible along the trail. These shoulders will be clear of obstructions for five feet on each side of the trail and signs will be at least two feet from the trail.
6. Benches will be placed in turnout areas along the trail. These areas will be created in scenic areas along the corridor to serve users and will be located in a way that minimizes disturbances to property owners.
7. The county will consider paving portions of the limestone trail as the area south of Heritage Road becomes more populous and the number of trip generators increases.

### **Trail Fees**



Bicyclists and cross country skiers above the age of 15 must purchase a trail pass before using state trails. In Brown County, bicyclists and skiers using the Mountain-Bay Trail can purchase annual passes for \$10.00 at county park department offices and area vendors or daily passes for \$3.00 at stations along the trail. Trail users must present their passes to the trail ranger upon request or face a fine.

### System-Wide Fee

The county will have two state trails once the Fox River Trail is constructed, and people will be able to purchase annual and daily passes that can be used for the Fox River and Mountain-Bay Trails. This approach will have the following benefits:

1. The fees collected for the two trails will be pooled and used on the trail that needs assistance (for trail maintenance, rangers, etc). This will enable one trail to subsidize another trail if necessary.
2. The availability of system-wide passes might encourage people to use the trail that they might not ordinarily use. For example, a Fox River Trail user in De Pere might use the Mountain-Bay Trail because he or she will have already paid the fee.
3. A single fee will be easier to administer by the Brown County Park Department.

The Mountain-Bay Trail pass sales guidelines that were developed by the Brown County Park Department will also apply to the Fox River Trail. These guidelines can be found in Appendix 9 of the plan. In addition, the Fox River Trail will have self registration stations at significant access points, but annual passes will continue to be available at the county park offices and area vendors.

### **Hours of Operation**

It is important that the trail be open for a sufficient amount of time each day and that it be lighted for it to be an effective transportation route. A lighted trail will allow people to safely travel to a destination when it is dark, but the most important function of the lighted trail will be to enable people to return home from destinations to which they traveled during daylight hours. The best example of this situation is when people return home from work in the evening. If the trail is not open and lighted, people that do not leave work until nightfall will not use the trail because they will not have access to the facility for their trips home.

The Mountain-Bay Trail is currently open from sunrise until sunset, which is a sufficient amount of time for a recreational trail. The Fox River Trail, however, will presumably be heavily traveled by work commuters and others that use the trail for transportation purposes. Many survey respondents suggested that the trail be open from sunrise to 9:00 or 10:00 p.m. to allow people to travel to and from their destinations and enable people to enjoy recreational activities along the river in the evening.

### Recommendation

1. The trail will initially remain open between sunrise and sunset daily. However, extended hours should be considered in the future to enhance the trail's attractiveness as a transportation corridor.

### **Lighting and Marking**

There are very few standards for lighting trails. Lighting is generally recommended to make users feel safe and to identify the location of the trail, but the type and location of lights along a trail are not specified.

The Fox River Trail is relatively straight and the railbed is well defined; however, because portions of the trail run very close to the river and are very dark at night, lighting will be necessary to define the trail, illuminate street crossings and other access points, and enable people to see other trail users.

#### Recommendations

The trail will not be lighted following construction. However, lights should be considered in the future if the trail's hours are extended to before sunrise and/or after sunset. If lights are installed, the following guidelines are recommended:

1. The communities should install conventional street lights at all street crossings that do not already have lights. This type of light should also be considered for the other access points, but the lights might not have to be as bright as those used for street crossings.
2. Low wattage light fixtures that concentrate light on the trail should be installed at various locations by the communities to illuminate the trail. These fixtures should be high enough so as not to shine in the eyes of bicyclists, in-line skaters, and other trail users.
3. Post lighting (bollards) should be installed at various locations by the communities to define the trail. These lights should also be low wattage and no more than three feet high to minimize neighbor and trail user inconvenience.
4. The outer edges of the trail's asphalt segment should be striped with reflective paint or tape to enhance trail visibility. If this is not feasible along the entire segment, reflective paint or tape should be placed along the edges in poorly lighted areas.
5. Brown County should seek assistance from local utilities to purchase and install the trail lights. This approach was used to light trails in the Fox Cities and could be an appealing community outreach project in Brown County.

### **Parking Areas/Public Access Points**

## Parking Areas

Parking for the Fox River Trail will be available at the following locations:

### 1. Adams/Portier Streets (Green Bay)

The intersection of Adams Street and Portier Street in downtown Green Bay is the northern terminus of the Fox River Trail. The Green Bay Chamber of Commerce's Leadership Green Bay program is also considering developing a park along this portion of the river to complement the trail.

### 2. Fox Point Boat Launch (De Pere)

The Fox Point Boat launch currently offers several paved parking spaces next to the trail. This lot could be shared by boaters and trail users.

### 3. Voyager Park (De Pere)

Voyager Park's parking area currently contains approximately 200 parking spaces that are used by nearby businesses and park patrons. This lot is next to the trail and has enough capacity to accommodate several trail users.

### 4. Bomier Street Boat Launch (De Pere)

A large asphalt parking area, trail access point, and restroom facilities were recently constructed at the Bomier Street Boat Launch.

### 5. Greenleaf

An adequate public parking area does not currently exist at the trail's southern terminus in Greenleaf. However, it is possible that area businesses would be willing to offer a portion of their parking lots to trail users.

## Additional Access Points

In addition to the parking areas identified above, the public will be able to access the trail at several points between Green Bay and Greenleaf. The recommended additional public access points are listed below and identified in the trail map section of the plan.

### *Green Bay*

1. Eliza Street
2. Emilie Street

### *Allouez*

1. Marine Street
2. Mariner Street (vacated)
3. Lazarre Avenue
4. Sunset Park

#### *De Pere*

1. Cass Street
2. William Street
3. James Street
4. Chicago Street (at Broadway)
5. Bomier Street
6. Cook Street
7. Heritage Road
8. Rockland Road

#### *Rockland*

1. Old Martin Road
2. Midway Road
3. Eiler Road
4. Lasee Road

#### *Wrightstown/Greenleaf*

1. Wrightstown Road
2. Partridge Road
3. School Road
4. Deuster Street
5. Fair Road

#### Entrance Barriers

The trail access points should be constructed to keep out unauthorized motor vehicles. This can be accomplished by erecting barrier posts or gates on the trail's edges and possibly removable posts in the center of the trail at each access point. These barriers will enable bicycles, strollers, wheelchairs, emergency and maintenance vehicles, and other authorized uses to enter the trail through the gaps between the gates or posts while prohibiting unauthorized motor vehicles.

If posts are used along the Fox River Trail, the barriers should have the following characteristics according to AASHTO and the North Carolina Department of Transportation:

1. The center posts should be drop-down bollards or removable posts that will allow emergency, maintenance, and other authorized motor vehicles to enter the trail.
2. The center posts should be at least five feet from the outer posts to allow bicyclists and other authorized users to enter the trail and to prohibit unauthorized motor vehicles.

3. The posts should be at least three feet high and reflectors or reflector tape should be placed on the posts to make them visible at night.

Alternative barrier designs have been presented by AASHTO and the Ohio Department of Transportation, but gates and/or the barriers described above should be sufficient for the Fox River Trail.

### **Private Utility Crossings**

The private utility crossings that existed before the railroad right-of-way was purchased by the Wisconsin DNR will be allowed to remain. However, requests for new private utility crossings must be submitted to the Brown County Park Department and Wisconsin DNR. The approval of these requests will be based on the satisfaction of safety standards and other criteria identified by the county and state. If an application is approved, the appropriate legal documents will be created and signed by the applicant and state.

### **Public Rest Rooms**

Public rest rooms are located at the following parks along or near the Fox River Trail:

#### *Green Bay*

1. St. James Park

#### *De Pere*

1. Fox Point Boat Launch
2. Voyager Park
3. Bomier Street Boat Launch

Trail users will also be able to use the rest rooms at the De Pere/Allouez branch library that is planned to be built near Voyager Park in De Pere.

In addition to these facilities, it is recommended that rest rooms be made available at the planned park at the trail's north end and at the trail's south end in Greenleaf. The Greenleaf facility could be a port-a-potty if this is all that can be constructed, but it is recommended that the park at the trail's north end contain facilities that are connected to water and sewer.

### **Trail Maintenance**

#### Adopt-A-Trail Program

The maintenance of the Fox River Trail will be the responsibility of the Brown County Park Department. However, it is recommended that groups and individuals be encouraged to participate in the Adopt-A-Trail program offered by the Wisconsin Department of Natural Resources. Many Brown County groups and individuals currently participate in the Mountain-Bay Trail's Adopt-A-Trail program, and several people indicated during the public participation process that they and/or the organizations they represent would like to adopt a portion of the Fox River Trail once it is constructed. Detailed descriptions of the program and the program's guidelines are included in Appendix 10 of the plan.

### Snow Removal

The majority of survey respondents indicated that they would not like snow to be removed from the trail, and many stated that cross country skiing should be a permitted use. However, to maximize the trail's effectiveness as a multi-use transportation facility throughout the year, snow should be removed from the portion of the trail that will likely experience the most transportation trips. Therefore, the following actions are recommended for the trail:

1. Each metropolitan area community should remove snow from its segment of the trail. This will enable people to use the metropolitan area portion of the facility for transportation and recreation trips throughout the year.
2. Snow should not be removed from the rural portion of the trail. This will allow people to ski in an area where the demand for a transportation facility is not as great and will minimize trail damage.

### **Trail Security**

#### Trail Patrols

Throughout the public participation process, many people that own property along the trail expressed concerns that loitering, littering, vandalism, and other crimes will increase substantially if the trail is built behind their homes. However, studies completed for several trails throughout the country have shown that trails do not encourage crime. In many places, crime significantly decreased after trails were constructed because the seclusion that acted as a catalyst for these problems was removed.

In July of 1998, the Brown County Planning Commission completed an analysis that examined crime along the Mountain-Bay Trail in Brown County, the East River Trail in Allouez, the Ahanapee Trail in Kewaunee County, and the Gillett to Wabeno Trail in Oconto County. This analysis found that crime was virtually non-existent on each of these trails and that the trail neighbors do not have any concerns about criminal activity (see Appendix 11 for a copy of the report).

The Mountain-Bay Trail is currently patrolled by a ranger employed by the Brown County Park Department. This approach should be used for the Fox River Trail, but it is also recommended that Brown County work with the communities along the trail to enhance security in the following ways:

1. The county should work with local law enforcement agencies to develop a security management plan. This plan would discuss procedures for responding to emergency calls along the trail, patrol schedules, and other security details.
2. The county should ask the communities that currently have bicycle patrols to periodically ride their portions of the trail.
3. The county should ask each community and the Brown County Sheriff's Department to periodically drive past the trail access points and other points where the trail is visible from the street to deter criminal behavior.
4. The communities and affected neighborhood groups should form volunteer patrols for their portions of the trail. The volunteer patrols would be similar to neighborhood watch groups in that they would monitor the trail and report violations to their local law enforcement agencies.

### **Access to Abutting Properties**

The trail will run very close to several commercial properties and apartment buildings in the metropolitan area, and many of these properties will likely want a trail connection. This process will be handled in the following manner:

1. The property owner will submit an access permit application to the Brown County Park Department. An example of this form can be found in Appendix 12 of the plan.
2. The park department will review the application and forward it to the Wisconsin DNR for its review. The final decision will be made by the DNR.
3. If access is granted by the DNR, the construction of the access path will be the responsibility of the property owner. The access point will conform to DNR and Brown County Park Department standards.

Once installed, the access paths will be the responsibility of the property owners. The county and state will also be held harmless for any injuries and property damage that occur on the paths. In addition, the removal or revision of the access paths will be the responsibility of the property owner, and the park department and DNR must approve all Fox River Trail access revisions.

### **Signs Along the Trail**

As few signs as possible should be placed along the trail to minimize user confusion and the impact on natural surroundings. However, the following signs should be installed along the trail:

1. Advance notice signs that identify intersecting streets and all other public access points.

2. Signs that identify the location of bicycle facilities in the *Brown County Bicycle and Pedestrian Plan Update* that do not intersect with the trail (e.g. Allouez Avenue in Allouez and George Street in De Pere). These signs should be installed at the public access points closest to the non-intersecting streets.
3. Adopt-A-Trail signs (two per adoption segment).
4. Signs that identify the location of payment stations along the trail.
5. Signs that identify each community (at boundaries).
6. Signs that identify hazards, bridges, farm crossings, stops, driveways, and curves.

Because the Fox River Trail is a state-owned facility, the signs' designs will conform to the standards in the Wisconsin Department of Natural Resources Trail Signing Handbook.

### Advertisements

The installation of advertising signs should be considered on a case by case basis by the Brown County Park Department, and the department should develop criteria for determining if and where these signs will be placed along the trail. If allowed, several advertisements could be placed on a single sign as they are along highways to minimize the impact on the surrounding area.

### **Additional Issues**

#### Diversion of the trail to STH 57

The issue of diverting the trail to STH 57 (Riverside Drive in Allouez and Broadway in De Pere) and Vista Road in Allouez was raised several times during the public participation process and discussed extensively at the Rails to Trail Subcommittee meeting. The Brown County Planning Commission studied this issue and recommended that the trail not be diverted to either street due to concerns about safety and user convenience. This analysis can be found in Appendix 13 of the plan.

#### Diversion of the trail to Voyager Park

In June of 1998, the City of De Pere asked the Brown County Planning Commission to study diverting the Fox River Trail into Voyager Park to enable a parking lot to be constructed for the new De Pere - Allouez branch library. After studying this issue, the planning commission reached the following conclusions:

1. A detour to the existing trails in Voyager Park would require trail users to travel through the park's large parking lot from end to end. This could be very dangerous for pedestrians, bicyclists, and other trail users because they would have to dodge vehicles as they enter and exit the lot's many parking spaces.



2. Detouring trail traffic into Voyager Park would reduce the Fox River Trail's effectiveness as a transportation route because the detour would be much less direct than the railroad alignment. People that want to travel from place to place quickly would be forced to meander through a parking lot and Voyager Park to continue their trips on the Fox River Trail.

Based on these findings, the planning commission recommended that the trail not be diverted to Voyager Park (the full analysis can be found in Appendix 14 of the plan). However, the Voyager Park paths should connect to the Fox River Trail to enable park users to enter and exit the trail conveniently and safely.

#### Diversion of the trail to the river behind 2100 and 2020 Riverside Drive in Allouez

On November 17, 1998, planning commission staff walked the railroad right-of-way to determine if it would be feasible to move the trail closer to the river behind 2100 and 2020 Riverside Drive in Allouez. Staff found that moving the trail would provide access to a potential rest area along the river and would remove the trail from a parking lot. However, the diversion would increase the trail's length, require the development of a base where the trail would be situated, and force people to travel down a relatively steep hill to leave the railbed and up a hill to return to it.

Based on staff's findings, it is recommended that the trail not be diverted to the river unless the diversion from and reconnection to the railbed can occur at an acceptable grade, the property owners are willing to cover the relocation cost, and the move is approved by the Wisconsin DNR.

#### Diversion of the trail to the river north of Lazardre Avenue in Allouez

Planning commission staff also walked the portion of the right-of-way north of Lazardre Avenue in Allouez on November 17 to determine if the trail could be moved closer to the river. Staff found that the grade along the north portion of the segment is gradual enough to enable the trail to be easily moved to a stone path below the railbed, but the hill at the reconnection point on the south could be too steep for many people to handle on bicycles and other equipment. Staff also found that nearly all of the residents along this segment have landscaped their properties between the stone wall on the west side of the railbed and the river, and some of the improvements appeared to be very extensive.

Based on staff's findings, it is recommended that the trail not be moved closer to the river unless the reconnection to the railbed can occur at an acceptable grade, the property owners are willing to cover the relocation cost, each property owner along the segment agrees to the diversion, and the move is approved by the Wisconsin DNR.

#### Heritage Hill trail connection

In January of 1999, the Brown County Park Department was informed by a representative of Heritage Hill Park that the park will be expanded along the river's shoreline in the future and that a connection between the park and shoreline development will be desired. The

park representative also asked if it would be possible to include a public access point into the park south of STH 172.

It is recommended that the trail be developed along the existing railbed and that the Brown County Park Department work with Heritage Hill Park representatives to establish the public access point and shoreline connection when the trail is constructed and the park's plans are finalized.

#### Other Concerns

The other concerns that were most frequently raised were addressed by the Brown County Park Department, Brown County Planning Commission, and Wisconsin Department of Natural Resources during the public hearings, public information meetings, open house meetings, and the Rails to Trails Subcommittee meeting. These issues can be found in Appendix 15 of the plan.

## **Summary of Recommendations**

### Uses Allowed on the Trail

#### *Permitted Metropolitan Area Uses (North of Heritage Road in De Pere)*

1. Bicycling
2. Walking/jogging
3. In-line skating/roller-skating/skateboarding
4. Child mobility devices (strollers, tricycles, etc.)
5. Mobility aids & service animals
6. Pets on leashes (not to exceed five feet)
7. Authorized motorized vehicles

#### *Permitted Rural Area Uses (South of Heritage Road)*

1. Bicycling
2. Walking/jogging
3. In-line skating/roller-skating/skateboarding
4. Child mobility devices (strollers, tricycles, etc.)
5. Mobility aids & service animals
6. Pets on leashes (not to exceed five feet)
7. Snowmobiling (at the request of the affected communities)/cross country skiing
8. Authorized motorized vehicles

### Prohibited Uses

1. Hunting
2. Camping
3. Fires
4. Non-authorized motorized vehicles
5. Horses (except in rural area on a parallel trail if one is constructed in the future)
6. Any other uses not listed as permitted

### Path Surface and Width (long term recommendations)

1. The asphalt portion of the trail will extend from the north terminus in Green Bay to Heritage Road in De Pere.
2. The crushed limestone portion of the trail will extend from Heritage Road in De Pere to the trail's south terminus in Greenleaf.
3. The paved segments of the trail will be 12 feet wide.
4. The limestone segments of the trail will be 12 feet wide.

5. Grassed shoulders will be created wherever possible along the trail. These shoulders will be clear of obstructions for five feet on each side of the trail and signs will be at least two feet from the trail.
6. Benches will be placed in turnout areas along the trail. These areas will be created in scenic areas along the corridor to serve users and will be located in a way that minimizes disturbances to property owners.
7. The county will consider paving portions of the limestone trail as the area south of Heritage Road becomes more populous and the number of trip generators increases.

#### Trail Fees

1. People will be able to purchase annual and daily passes that can be used for the Fox River and Mountain-Bay Trails.
2. The pass sales guidelines that were developed by the Brown County Park Department for the Mountain-Bay Trail will also apply to the Fox River Trail.

#### Hours of Operation

1. The trail will initially remain open between sunrise and sunset daily. However, extended hours should be considered in the future to enhance the trail's attractiveness as a transportation corridor

#### Lighting and Marking

The trail will not be lighted following construction. However, lights should be considered in the future if the trail's hours are extended to before sunrise and/or after sunset. If lights are installed, the following guidelines are recommended:

1. The communities should install conventional street lights at all street crossings that do not already have lights. This type of light should also be considered for the other access points, but the lights might not have to be as bright as those used for street crossings.
2. Low wattage light fixtures that concentrate light on the trail should be installed at various locations by the communities to illuminate the trail. These fixtures should be high enough so as not to shine in the eyes of bicyclists, in-line skaters, and other trail users.
3. Post lighting (bollards) should be installed at various locations by the communities to define the trail. These lights should also be low wattage and no more than three feet high to minimize neighbor and trail user inconvenience.

4. The outer edges of the trail's asphalt segment should be striped with reflective paint or tape to enhance trail visibility. If this is not feasible along the entire segment, reflective paint or tape should be placed along the edges in poorly lighted areas.
5. Brown County should seek assistance from local utilities to purchase and install the trail lights. This approach was used to light trails in the Fox Cities and could be an appealing community outreach project in Brown County.

#### Parking Areas/Public Access Points

Parking for the Fox River Trail will be available at the following locations:

1. Adams/Portier Streets (Green Bay)
2. Fox Point Boat Launch (De Pere)
3. Voyager Park (De Pere)
4. Bomier Street Boat Launch (De Pere)
5. Greenleaf

The following public access points are also recommended:

#### *Green Bay*

1. Eliza Street
2. Emilie Street

#### *Allouez*

1. Marine Street
2. Mariner Street (vacated)
3. Lazarre Avenue
4. Sunset Park

#### *De Pere*

1. Cass Street
2. William Street
3. James Street
4. Chicago Street (at Broadway)
5. Bomier Street
6. Cook Street
7. Heritage Road
8. Rockland Road

#### *Rockland*

1. Old Martin Road
2. Midway Road
3. Eiler Road
4. Lasee Road

### *Wrightstown/Greenleaf*

1. Wrightstown Road
2. Partridge Road
3. School Road
4. Deuster Street
5. Fair Road

### *Entrance Barriers*

1. The trail access points should be constructed to keep out unauthorized motor vehicles. This can be accomplished by erecting barrier posts or gates on the trail's edges and removable posts in the center of the trail at each access point.

### Private Utility Crossings

1. The private utility crossings that existed before the railroad right-of-way was purchased by the Wisconsin DNR will be allowed to remain. However, requests for new private utility crossings must be submitted to the Brown County Park Department and Wisconsin DNR.

### Public Rest Rooms

In addition to the existing public rest rooms along and near the trail, rest rooms should be made available at the trail's north end in Green Bay and the trail's south end in Greenleaf. The Greenleaf facility could be a port-a-potty if this is all that can be constructed, but it is recommended that the park at the trail's north end contain facilities that are connected to water and sewer.

### Trail Maintenance

#### *Adopt-A-Trail Program*

1. Groups and individuals should be encouraged to participate in the Adopt-A-Trail program offered by the Wisconsin Department of Natural Resources.

#### *Snow Removal*

1. Each metropolitan area community should remove snow from its segment of the trail. This will enable people to use the metropolitan area portion of the facility for transportation and recreation trips throughout the year.
2. Snow should not be removed from the rural portion of the trail. This will allow people to ski in an area where the demand for a transportation facility is not as great and will minimize trail damage.

## Trail Security

### *Trail Patrols*

In addition to assigning a trail ranger to the Fox River Trail, the county should work with the communities along the trail to enhance security in the following ways:

1. The county should work with local law enforcement agencies to develop a security management plan. This plan would discuss procedures for responding to emergency calls along the trail, patrol schedules, and other security details.
2. The county should ask the communities that currently have bicycle patrols to periodically ride their portions of the trail.
3. The county should ask each community and the Brown County Sheriff's Department to periodically drive past the trail access points and other points where the trail is visible from the street to deter criminal behavior.
4. The communities and affected neighborhood groups should form volunteer patrols for their portions of the trail. The volunteer patrols would be similar to neighborhood watch groups in that they would monitor the trail and report violations to their local law enforcement agencies.

## Access to Abutting Properties

This process is recommended to be handled in the following manner:

1. The property owner will submit an access application to the Brown County Park Department.
2. The park department will review the application and forward it to the Wisconsin DNR for its review. The final decision will be made by the DNR.
3. If access is granted by the DNR, the construction of the access path will be the responsibility of the property owner. The access point will conform to DNR and Brown County Park Department standards.

## Signs Along the Trail

### *Informational Signs*

The following informational signs should be installed along the trail:

1. Advance notice signs that identify intersecting streets and all other public access points.

2. Signs that identify the location of bicycle facilities in the *Brown County Bicycle and Pedestrian Plan Update* that do not intersect with the trail (e.g. Allouez Avenue in Allouez and George Street in De Pere). These signs should be installed at the public access points closest to the non-intersecting streets.
3. Adopt-A-Trail signs (two per adoption segment).
4. Signs that identify the location of payment stations along the trail.
5. Signs that identify each community (at boundaries).
6. Signs that identify hazards, bridges, farm crossings, stops, driveways, and curves.

The signs' designs will conform to the standards in the WisDNR Trail Signing Handbook.

#### *Advertising Signs*

1. The installation of advertising signs should be considered on a case by case basis by the Brown County Park Department, and the department should develop criteria for determining if and where these signs will be placed along the trail.

#### Additional Issues

1. The trail should not be diverted to STH 57 in De Pere and Allouez or Vista Road in Allouez.
2. The trail should not be diverted into Voyager Park in De Pere. However, the Voyager Park paths should connect to the Fox River Trail.
3. The trail should not be diverted to the river behind 2020 Riverside Drive in Allouez unless the diversion from and reconnection to the railbed can occur at an acceptable grade, the property owners are willing to cover the relocation cost, and the move is approved by the Wisconsin DNR.
4. The trail should not be moved closer to the river north of Lazarre Avenue unless the reconnection to the railbed can occur at an acceptable grade, the property owners are willing to cover the relocation cost, each property owner along the segment agrees to the diversion, and the move is approved by the Wisconsin DNR.
5. The trail should be developed along the existing railbed near Heritage Hill Park and the Brown County Park Department should work with Heritage Hill representatives to establish a public access point and shoreline connection when the trail is constructed and the park's plans are finalized.



## Fox River Trail Segment Maps





























## APPENDIX 1: FOX RIVER TRAIL SURVEY

On October 21, 1998, the Brown County Board of Supervisors voted to sign a Memorandum of Understanding (MOU) with the Wisconsin Department of Natural Resources that identifies each agency's responsibilities for the Fox River Trail. According to the MOU, the county is responsible for planning, constructing, and operating the trail.

The Brown County Planning Commission and Park Department are beginning the planning phase of the trail project, and staff wants to know your opinion about several aspects of the trail. **Please complete the survey and return it in the enclosed envelope before Tuesday, November 17, 1998.** Your responses are confidential and will be used to help staff develop the trail plan's recommendations. Thank you for your assistance.

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

- |  |   |
|--|---|
| <input type="checkbox"/> In-line skating (rollerblading)           | <input type="checkbox"/> Snowmobiles                                  |
| <input type="checkbox"/> Cross country skiing                      | <input type="checkbox"/> ATVs   |
| <input type="checkbox"/> Pets on leashes (not to exceed five feet) | <input type="checkbox"/> Other (please specify) _____                 |
| <input type="checkbox"/> Fishing (on public property)              | <input type="checkbox"/> No other uses should be allowed on the trail |
| <input type="checkbox"/> Horses                                    |   |

**2. The trail's surface should be:**

- Asphalt  
 Crushed limestone (like the Mountain-Bay Trail)  
 Other (please specify) \_\_\_\_\_

**3. The trail's hours of operation should be:**

- 24 hours per day  
 Sunrise until sunset (like the Mountain-Bay Trail)  
 Other (please specify) \_\_\_\_\_

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

- Trees, shrubs, and other plantings  
 Fences  
 Other (please specify) \_\_\_\_\_

**5. Should snow be removed from the trail? (Cross country skiing will not be allowed if snow is removed from the trail)**

- Yes  
 No

**6. Additional Comments:**

APPENDIX 2: ADJACENT PROPERTY OWNER SURVEY RESPONSES

**Overall Results**

Number of surveys distributed: 336

Number of surveys returned: 204

Response rate: 61%

Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	202	138	68%
Pets on leashes	202	108	53%
In-line skating	202	106	52%
Fishing in public areas	202	63	31%
No other uses allowed on trail	202	30	15%
Horses	202	23	11%
Snowmobiles	202	19	9%
ATVs	202	13	6%
Other uses	202	7	3%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Asphalt	197	107	54%
Limestone	197	101	51%
Other surface	197	9	4%

\*Several respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.



**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	200	157	78%
Other hours**	200	22	11%
24 hours per day	200	21	11%

\*\*Most of the people that chose Other Hours indicated they would like the trail to be open between the early morning and late evening (e.g. 5:30 a.m. to 10:00 p.m.).

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses***</u>	<u>% Affirmative Responses</u>
Trees	193	135	70%
Fences	193	75	39%
Other barriers	193	26	13%

\*\*\*Several people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	153	79%
Yes	40	21%

Eleven people did not answer this question.

## Results by Community

### **Allouez**

Number of surveys distributed: 92

Number of surveys returned: 53

Response rate: 58%

### Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	53	29	55%
In-line skating	53	22	42%
Pets on leashes	53	18	34%
Fishing in public areas	53	16	30%
No other uses allowed on trail	53	15	28%
Horses	53	2	4%
Other uses	53	2	4%
Snowmobiles	53	1	2%
ATVs	53	1	2%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Asphalt	53	35	66%
Limestone	53	21	40%
Other surface	53	4	8%

\*Some respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.

**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	53	44	83%
Other hours**	53	5	9%
24 hours per day	53	4	8%

\*\*Most of the people that chose Other Hours indicated they would like the trail to be open between the early morning and late evening (e.g. 5:30 a.m. to 10:00 p.m.).

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses***</u>	<u>% Affirmative Responses</u>
Trees	53	34	64%
Fences	53	23	43%
Other barriers	53	7	13%

\*\*\*Several people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	34	69%
Yes	15	31%

Four people did not answer this question.

## De Pere

Number of surveys distributed: 134

Number of surveys returned: 77

Response rate: 57%

### Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	76	55	72%
Pets on leashes	76	46	61%
In-line skating	76	39	51%
Fishing in public areas	76	22	29%
No other uses allowed on trail	76	8	11%
Snowmobiles	76	7	9%
Horses	76	6	8%
ATVs	76	5	7%
Other uses	76	2	3%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Asphalt	75	43	57%
Limestone	75	35	47%
Other surface	75	2	3%

\*Some respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.

**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	76	65	85%
24 hours per day	76	6	8%
Other hours**	76	5	7%

\*\*Most of the people that chose Other Hours indicated they would like the trail to be open between the early morning and late evening (e.g. 5:30 a.m. to 10:00 p.m.).

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses***</u>	<u>% Affirmative Responses</u>
Trees	74	50	68%
Fences	74	29	39%
Other barriers	74	11	15%

\*\*\*Several people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	60	80%
Yes	15	20%

Two people did not answer this question.

## Green Bay

Number of surveys distributed: 42

Number of surveys returned: 28

Response rate: 67%

### Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	28	22	79%
Pets on leashes	28	19	68%
In-line skating	28	19	68%
Fishing in public areas	28	13	46%
Horses	28	4	14%
Snowmobiles	28	2	7%
ATVs	28	1	4%
Other uses	28	1	4%
No other uses allowed on trail	28	1	4%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Asphalt	28	15	54%
Limestone	28	13	46%
Other surface	28	2	7%

\*Some respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.

**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	27	17	63%
24 hours per day	27	6	22%
Other hours**	27	4	15%

\*\*Most of the people that chose Other Hours indicated they would like the trail to be open between the early morning and late evening (e.g. 5:30 a.m. to 10:00 p.m.).

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses***</u>	<u>% Affirmative Responses</u>
Trees	26	19	73%
Fences	26	7	27%
Other barriers	26	4	15%

\*\*\*A few people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	18	72%
Yes	7	28%

Three people did not answer this question.

## Rockland

Number of surveys distributed: 30

Number of surveys returned: 24

Response rate: 80%

### Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	24	16	67%
Pets on leashes	24	16	67%
In-line skating	24	15	63%
Horses	24	7	29%
Fishing in public areas	24	6	25%
Snowmobiles	24	6	25%
ATVs	24	5	21%
No other uses allowed on trail	24	4	17%
Other uses	24	1	4%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Limestone	22	16	73%
Asphalt	22	8	36%
Other surface	22	1	5%

\*Some respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.



**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	23	14	61%
Other hours	23	5	22%
24 hours per day	23	4	17%

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses**</u>	<u>% Affirmative Responses</u>
Trees	21	16	76%
Fences	21	8	38%
Other barriers	21	2	10%

\*\*A few people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	22	92%
Yes	2	8%

## Wrightstown

Number of surveys distributed: 36

Number of surveys returned: 22

Response rate: 61%

### Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	21	16	76%
In-line skating	21	11	52%
Pets on leashes	21	9	43%
Fishing in public areas	21	6	29%
Horses	21	4	19%
Snowmobiles	21	3	14%
No other uses allowed on trail	21	2	10%
ATVs	21	1	5%
Other uses	21	1	5%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Limestone	19	16	84%
Asphalt	19	6	32%
Other surface	19	0	0%

\*Some respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.

**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	21	17	81%
Other hours	21	3	14%
24 hours per day	21	1	5%

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses**</u>	<u>% Affirmative Responses</u>
Trees	21	16	76%
Fences	21	8	38%
Other barriers	21	2	10%

\*\*A few people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	19	95%
Yes	1	5%

One person did not answer this question.

APPENDIX 3: ADDITIONAL SURVEY COMMENTS FROM  
ADJACENT PROPERTY OWNERS

1. Although the trail does not affect our property directly, I was concerned about the fact that certain problems could develop such as vandalism, gangs, etc. and would like to know who will be monitoring the trail when it goes through the residential communities. The noise problem could also arise.
2. Wonderful trail for everyone to enjoy. It will be so nice to have a river walkway. We will use it every week.
3. We are not in favor of the trail! We feel there are many parks, sidewalks, countryside, etc. for all these activities without this trail. It will become an underused tax burden.
4. This should be a year around use trail. Asphalt in city areas for rollerblading.
5. I am not for the trail, I feel the property should revert back to the rightful owners, meaning the property which is abutting all the properties.
6. Keep cost down to minimum, our dollars are needed for new schools in progress and education.
7. Thanks for your asking for citizen input. It is appreciated.
8. Should remain natural, please do not overdevelop. For example - I prefer wildflowers to grass.
9. We reside at 920 South Madison - a property with 200' of land abutting the trail. We are completely supportive of the proposed trail, as long as it is truly a passive trail (unpaved, unlit, non-motorized...).
10. Asphalt may be too expensive. Crushed limestone may be OK for awhile to determine how much the area will be used.
11. Pets on leashes - you can take your dog if you can control it and also pick up its leavings.
12. Thank you!
13. No drinking.
14. Should be available to any unmotorized activity for use for as many people as possible.
15. Police could check it out in a.m. and p.m. for littering, trespassing, etc. Should it be lighted until a 9 p.m. curfew?
16. As a taxpayer, a barrier would be too costly!
17. More input should be given by homeowners regarding the trail.

18. We feel parts of the trail should be asphalt for in-line skating and parts should be more natural with limestone. We also feel people should be allowed to be on the trail later than sunset on weekends. Walking or cross country skiing can be very nice in the evening with a bright moon!
19. Allow snowmobiles and ATVs on trail south of De Pere. No horses - too much manure on walking trail!
20. I am very opposed to any motorized vehicle on the trail, in part because of noise but especially because motorized use will drive all other uses away. Snowmobilers and ATVs are always welcome, but these machines must be left at home.
21. We are very pleased that the trail is becoming a reality.
22. Please respect private property owners on the river!
23. How is it going to be policed - are there going to be locked gates, so no one is using the trail after or before sunrise and after sunset - and where will the cars be parking - the cars that are bringing people to walk the trail (hopefully not on River Lane, which is a narrow dirt road, which should have "no parking" except for home owners).
24. We have 600 feet of business property along the river in Allouez (2100 and 2020 Riverside Drive). We would like the trail moved to the river's edge. This provides a more attractive trail and gives us more property that is contiguous. I would like to discuss this further.
25. I am an avid trail bicyclist and a cross country skier. I don't know that the trail is really of great appeal or value during winter season without first seeing the terrain. Rollerblading may be a good use but I am a bit apprehensive about juvenile usage of the trail which could be uncontrollable. Too many pet owners do not sufficiently control their pet or its excretions to keep the trail safe and clean.
26. Perhaps asphalt down through De Pere, then limestone.
27. I'm very happy to have the trail. I enjoy walking and the waterfront should belong to everyone. Thank you.
28. No access through small residential park on Sunset Circle. Access routes should be at public areas - such as Porlier Street - Heritage Hill - Voyager Park.
29. Use it as any other pathway or trail - violations of the law to be prosecuted.
30. Could snow be removed on some portions and not others?
31. This trail is going to be great! I plan to use it a lot. Thank yous to everyone who had the courage to get this trail accomplished.
32. I think that from the start in Green Bay that the trail should be asphalt to the south border of De Pere. This section should be kept clear of snow in the winter. Then from

the south border of De Pere, the trail should be the crushed limestone and in the winter do not clear the snow off this section so that cross country skiers and snowmobilers can use it.

33. The rights of property owners need to be considered. Possibly a tax break for putting in shrubs or putting up a fence to help provide for their privacy and allow trail use by public.
34. Don't want trail.
35. Put barriers at road crossings to stop ATVs and motorized equipment from entering the trail.
36. Trash pickup along trail. Free passes for property owners living adjacent to trail. No motorized vehicles allowed on trail. Period.
37. Access at road crossings should be designed to eliminate the potential for vehicular traffic (e.g. posts installed). Parking on town roads where trail crosses should be prohibited. Hotline for reporting inappropriate use of trail or trespassing on adjacent private property should be established.
38. No chip seal.
39. I am happy to see this go through. I am concerned about the homes along the river however.
40. No motorized vehicles on the trail.
41. Trails are great!
42. The whole plan should have been done 20 years ago.
43. I feel horses should be allowed on the trail in the areas where the trail runs through the country. It should be stated that everyone must clean up after their animals or be fined. On the road I walk, dog feces far outweighs the amount any horse would leave. Two German Shepherds leave as much as one horse, and there will be many more dogs on the trail. Please consider horses seriously, at least on a trial basis.
44. I think it would be nice to allow pets if the owners clean up the mess.
45. Suggestion: Have people living along the trail adopt that portion to keep clean! Enforce clean up of pedestrian litter in high-use areas.
46. If dogs are allowed (walked), then persons must carry a dog doo pickup bag. Asphalt surface only if rollerblading is allowed. On barriers, this should be left up to property owners. If not adjoining, then nothing is needed.
47. De Pere residents should shut up and quit trying to run everyone else's life. Babies!

48. Has any research been done as far as whether security would be needed at night in certain areas? If security problems arise, will certain areas be patrolled to prevent loitering, gathering, etc.?
49. Could trail be monitored at intervals during day by rollerblade police or bike police?
50. You are very premature - the federal lawsuit is not decided yet - and we own our property - the railroad has an easement only.
51. Stop signs needed where trail crosses roads - bikers and walkers should stop and allow traffic to flow unheeded.
52. People who use it should pay for it including supervisors. Could give adjoining property owners free use, at reduced cost, or earn use. There better be damn good supervision and adhere to stop signs at all roads. Especially tough first year until users get educated. Roads in area like CTH PP will need a wide blacktop shoulder for bikes who only use the trail one way. It is already a serious problem. Need fast, excellent response to all issues.
53. What about port-a-potties? Are they going to be on the trail? We would like to see these on the trail. What about garbage cans? Are they going to be out on the trail? We would also like to have these on the trail.
54. Police patrol of this trail is a must, especially at night. Those not picking up behind their dogs should be ticketed.
55. Minimal costs should be targeted and minimum disruption to neighboring properties.
56. Path should be paved to Heritage Road in De Pere.
57. I'll love it no matter what you do but would prefer no snowmobiles.
58. I think the trail is a great asset to the community.
59. Who is going to cut the grass? Pick up the junk? Police?
60. Concerns: cost to taxpayers, policing and security on trail, liability for local townships, cities, and property owners.
61. We think the trail is a good idea. We need a trail. Walking and bicycling are getting pretty dangerous on the roads.
62. The trail is a good idea. Don't lose it.
63. Blend with nature - sophisticate!
64. In some areas, particularly where trail bisects property, well designed lighting for off hours should be provided, and possibly some police patrol. While I personally favor the trail (as a property owner in the 20 hundreds on Riverside), I believe the planning should address the concerns of those owners between Green Bay and De Pere.

65. This will be very important to land owners. The trail width within barriers should be standardized at 20 feet.
66. Thanks for soliciting our input!
67. Would like to see the trail handicapped accessible.
68. I am opposed to the trail 100% as I feel this is a gross invasion of property owners rights. I will not use this trail at all.
69. The trail should be only used for walking and bicycling and nothing else.
70. Have stations where water would be accessible.
71. Not responsible for cattle waste that will be present on track areas. Guaranteed! Maybe even broken glass! Best of luck monitoring!! Town of Rockland - you want a battle you got it!
72. I only agree with the above stated if the courts rule this trail to be feasible. I suggest you meeting with each resident on an individual basis at their home to see their needs.
73. Snowmobiles should be allowed up to the Splinters Restaurant and gas station area. I feel the trail will not be used extensively in winter and snowmobiling would be a nice option from Greenleaf area trails to Splinters.
74. As a land owner with trail running adjacent to our backyard, I think you, the entire Brown County Planning Commission, and Park Department should come to our home by appointment on a one to one meeting and let us help plan the barriers on or by our property.
75. It will be a great addition to the east shore of our river!
76. We are very much in favor of this trail!
77. If the courts rule this trail is feasible then the above-mentioned is how I feel about the trail. If the courts rule, my recommendation is to meet one on one with each resident whose land trail embanks.
78. Snowmobiles would only use trail Dec. - March when most people are not on trail because of weather.
79. If nothing is done on the trail till next year, there should be some kind of barriers on it, so that ATVs, trucks, etc. cannot use it like they are currently doing.
80. Access should be limited to Voyager Park, the boat launch in Allouez, and street accessible areas in Green Bay.



81. I love to walk! We feel the trail should be open to walkers all year. The design of the trail should be planned so that no one needs to have special equipment (such as cross country skis) to use it.
82. Pet owners should be required to clean up after their animals.
83. Nothing should be done until all legal matters relative to property ownership are resolved.
84. As a property owner whose yard is bisected by the trail, I feel strongly that the trail must be marked as a corridor and not a parkway to the river. I believe the general public will perceive the property from the trail to the river to be publicly owned. We already have experienced passers by who have pulled up our property marker stakes. I have reservations regarding the enforcement of private property sovereignty. The use of motorized vehicles, ATVs, and snowmobiles would be a catastrophe to the community of De Pere. It is also important for us to have access to the river via the trail for riverfront development - we have driven on the corridor for occasional use of trucks to haul out limbs/improve the shoreline, etc.

APPENDIX 4: GOVERNING BODY SURVEY RESPONSES AND COMMENTS

**Allouez**

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

- |                                     |   |                                     |  |                                  |
|-------------------------------------|---|-------------------------------------|--|----------------------------------|
| <input checked="" type="checkbox"/> | In-line skating (rollerblading)           |                                     |  | Snowmobiles                      |
| <input checked="" type="checkbox"/> | Cross country skiing                      |                                     |  | ATVs                             |
|                                     | Pets on leashes (not to exceed five feet) | <input checked="" type="checkbox"/> |  | Other (please specify) - jogging |
|                                     | Fishing (on public property)              |                                     |  | No other uses should             |
|                                     | Horses                                    |                                     |  | be allowed on the trail          |

**2. The trail's surface should be:**

- Asphalt  
 Crushed limestone (like the Mountain-Bay Trail)  
 Other (please specify) \_\_\_\_\_

**3. The trail's hours of operation should be:**

- 24 hours per day  
 Sunrise until sunset (like the Mountain-Bay Trail)  
 Other (please specify) \_\_\_\_\_

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

- Trees, shrubs, and other plantings  
 Fences - where needed  
 Other (please specify) \_\_\_\_\_

**5. Should snow be removed from the trail? (Cross country skiing will not be allowed if snow is removed from the trail)**

- Yes  
 No

**6. Additional Comments:** None.

## De Pere

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

- |                                     |   |                         |
|-------------------------------------|---|-------------------------|
| <input checked="" type="checkbox"/> | In-line skating (rollerblading)           | Snowmobiles             |
| <input checked="" type="checkbox"/> | Cross country skiing                      | ATVs                    |
|                                     | Pets on leashes (not to exceed five feet) | Other (please specify)  |
| <input checked="" type="checkbox"/> | Fishing (on public property)              | No other uses should    |
|                                     | Horses                                    | be allowed on the trail |

**2. The trail's surface should be:**

- U Asphalt  
 R Crushed limestone (like the Mountain-Bay Trail)  
Other (please specify) \_\_\_\_\_

**3. The trail's hours of operation should be:**

- 24 hours per day  
Sunrise until sunset (like the Mountain-Bay Trail)  
 Other (please specify) - Sunrise to 10:00 P.M.

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

- X Trees, shrubs, and other plantings  
 X Fences  
Other (please specify) \_\_\_\_\_

**5. Should snow be removed from the trail? (Cross country skiing will not be allowed if snow is removed from the trail)**

- Yes  
 X No

**6. Additional Comments:** None.

U = Urban area only  
R = Rural area only

## Green Bay

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

- |                                       |   |                            |  |
|---------------------------------------|---|----------------------------|--|
| <input type="checkbox"/> U            | In-line skating (rollerblading)           | <input type="checkbox"/> R | Snowmobiles                                  |
| <input checked="" type="checkbox"/> X | Cross country skiing                      | <input type="checkbox"/> R | ATVs   |
| <input checked="" type="checkbox"/> X | Pets on leashes (not to exceed five feet) |                            | Other (please specify)                       |
| <input checked="" type="checkbox"/> X | Fishing (on public property)              |                            | No other uses should be allowed on the trail |
| <input type="checkbox"/> R            | Horses                                    |                            |  |

**2. The trail's surface should be:**

- U Asphalt  
 R Crushed limestone (like the Mountain-Bay Trail)  
Other (please specify) \_\_\_\_\_

**3. The trail's hours of operation should be:**

- 24 hours per day  
 X Sunrise until sunset (like the Mountain-Bay Trail)  
Other (please specify) \_\_\_\_\_

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

- X Trees, shrubs, and other plantings  
Fences  
Other (please specify) \_\_\_\_\_

**5. Should snow be removed from the trail? (Cross country skiing will not be allowed if snow is removed from the trail)**

- Yes  
 X No

**6. Additional Comments:** These represent the comments from members of the City of Green Bay Parks Committee.

U = Urban area only  
R = Rural area only  
X = Urban and rural areas

**Rockland**

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

- |   |  |
|---|--|
| In-line skating (rollerblading)           | Snowmobiles                                  |
| Cross country skiing                      | ATVs   |
| Pets on leashes (not to exceed five feet) | Other (please specify)                       |
| Fishing (on public property)              | No other uses should be allowed on the trail |
| Horses                                    |  |

**2. The trail's surface should be:**

- Asphalt
- Crushed limestone (like the Mountain-Bay Trail)
- Other (please specify) \_\_\_\_\_

**3. The trail's hours of operation should be:**

- 24 hours per day
- Sunrise until sunset (like the Mountain-Bay Trail)
- Other (please specify) \_\_\_\_\_

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

- Trees, shrubs, and other plantings
- Fences
- Other (please specify) \_\_\_\_\_

**5. Should snow be removed from the trail? (Cross country skiing will not be allowed if snow is removed from the trail)**

- Yes
- No

**6. Additional Comments:** The board will abide by the majority suggestions of abutting property owners in Rockland. We would like the results of the Rockland property owners who abut the trail.

**Wrightstown**

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

- |                                     |   |                         |
|-------------------------------------|---|-------------------------|
| <input type="checkbox"/>            | In-line skating (rollerblading)           | Snowmobiles             |
| <input checked="" type="checkbox"/> | Cross country skiing                      | ATVs                    |
|                                     | Pets on leashes (not to exceed five feet) | Other (please specify)  |
|                                     | Fishing (on public property)              | No other uses should    |
|                                     | Horses                                    | be allowed on the trail |

**2. The trail's surface should be:**

- Asphalt
- Crushed limestone (like the Mountain-Bay Trail)
- Other (please specify) \_\_\_\_\_

**3. The trail's hours of operation should be:**

- 24 hours per day
- Sunrise until sunset (like the Mountain-Bay Trail)
- Other (please specify) \_\_\_\_\_

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

- Trees, shrubs, and other plantings
- Fences
- Other (please specify) \_\_\_\_\_

**5. Should snow be removed from the trail? (Cross country skiing will not be allowed if snow is removed from the trail)**

- Yes
- No

**6. Additional Comments:** None.

## APPENDIX 5: SURVEY RESPONSES FROM BROWN COUNTY RESIDENTS

Number of surveys returned: 41

### Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	41	36	88%
In-line skating	41	31	76%
Fishing in public areas	41	20	49%
Pets on leashes	41	16	39%
Horses	41	2	5%
Snowmobiles	41	1	2%
No other uses allowed on trail	41	1	2%
Other uses	41	1	2%
ATVs	41	0	0%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Asphalt	41	32	78%
Limestone	41	12	29%
Other surface	41	1	2%

\*Some respondents believed the trail should be asphalt in the metropolitan area and limestone in the rural area.

**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	41	22	54%
24 hours per day	41	14	34%
Other hours	41	5	12%

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses**</u>	<u>% Affirmative Responses</u>
Trees	35	28	80%
Fences	35	8	23%
Other barriers	35	8	23%

\*\*Some people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	35	92%
Yes	3	8%

Three people did not answer this question.



## APPENDIX 6: ADDITIONAL SURVEY COMMENTS FROM BROWN COUNTY RESIDENTS

1. Make the trail wheelchair accessible. When filling cracks in the blacktop use a hard patching material similar to what is used on the Willard Munger Trail in Minnesota to prevent in-line skating wheels from falling into soft patching material.
2. It would be nice to have aesthetic markers designating mile marks so that people exercising know how far they have exercised. Please keep a soft surface area on both sides of asphalt (if parts will be asphalt) for runners. Soft surface such as limestone would be great!
3. Where possible run the paved portion of the right-of-way to the west of the land easement to give greater clearance to the yards of the adjacent land owners' homes.
4. This trail will be a tremendous asset to the community. Thank you for pursuing it in spite of the opposition.
5. I am primarily a bicyclist. Therefore, my needs would be met by crushed limestone. I believe in-line skating would be compatible. Horses tend to be tough on the limestone and make soft and choppy riding. I am concerned about pets getting into traffic and some pet owners do not clean up well.
6. If snow is removed from the trail, the trail should be elevated to give it proper drainage so there won't be any ice build up like on the East River Trail in Green Bay.
7. Keep it simple, basic, inexpensive as possible - this is a gem in our modern society and should help to defuse some of life's tensions.
8. Please consider paving the entire trail, and the Mountain-Bay Trail. This allows use by in-line skaters. As an example, Minnesota has paved more than half of the 100 mile Paul Bunyan Trail from Brainerd to Bemidji, a largely rural trail. It has become popular with in-line skaters, bikers, and hikers.
9. Let's do it!
10. Will you provide a yearly family rate - will small children be allowed with their motorized toy cars? What about high school track teams - will they also have to pay each time they train. We have many joggers in our neighborhood.
11. This is a transportation corridor, not a recreational park.
12. Pave to Heritage Road south of De Pere.
13. Good work - thank you.
14. I am very supportive of the Fox River Trail and hope to begin using it ASAP.

APPENDIX 7: SURVEY RESPONSES FROM MEMBERS OF LOCAL BICYCLE GROUPS

Number of surveys returned: 36

Responses

**1. According to state law, bicycling and walking must be allowed on all state-owned trails (such as the Fox River Trail). What other uses should be allowed on or along the trail? (Check all that apply)**

<u>Use</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Cross country skiing	36	29	81%
In-line skating	36	26	72%
Pets on leashes	36	15	42%
Fishing in public areas	36	14	39%
Horses	36	2	6%
Other uses	36	2	6%
Snowmobiles	36	1	3%
No other uses allowed on trail	36	1	3%
ATVs	36	0	0%

**2. The trail's surface should be:**

<u>Surface</u>	<u>Responses to Question</u>	<u>Affirmative Responses*</u>	<u>% Affirmative Responses</u>
Asphalt	36	27	75%
Limestone	36	18	50%
Other surface	36	1	3%

\*Several people believed the trail should be asphalt in the metropolitan area and limestone in the rural area.

**3. The trail's hours of operation should be:**

<u>Hours</u>	<u>Responses to Question</u>	<u>Affirmative Responses</u>	<u>% Affirmative Responses</u>
Sunrise - Sunset	36	19	53%
Other hours	36	9	25%
24 hours per day	36	8	22%

**4. If barriers are constructed between the trail and abutting properties, these barriers should be:**

<u>Barriers</u>	<u>Responses to Question</u>	<u>Affirmative Responses**</u>	<u>% Affirmative Responses</u>
Trees	34	33	97%
Fences	34	5	15%
Other barriers	34	1	3%

\*\*Some people chose more than one barrier.

**5. Should snow be removed from the trail?**

	<u>Responses</u>	<u>Percent Responses</u>
No	25	71%
Yes	10	29%

One person did not answer this question.

APPENDIX 8: ADDITIONAL COMMENTS FROM MEMBERS OF  
LOCAL BICYCLE GROUPS

1. The above comments are based on the Wisconsin DOT's letter to me stating that the railroad corridor, not Riverside Drive, is to be the bicycle facility between Green Bay and De Pere.
2. Excited and anxious to start using the trail!
3. Please view this trail as a transportation route, not a play park. You would not even think of closing Riverside Drive to autos at night, would you? East side commuters need this. Thank you.
4. The trail from GB through DP may have different users during the year. Maybe more walkers, in-line skaters, and a higher use than south of DP. This city to city use may not vary much during winter - still many walkers, etc.
5. Trail needs to be open 24 hours a day for transportation purposes.
6. This trail should be operated and maintained the same as the Mountain Bay Trail.
7. What can I do to help?

## APPENDIX 9: STATE TRAIL PASS SALES GUIDELINES





## APPENDIX 10: ADOPT-A-TRAIL PROGRAM DESCRIPTION AND GUIDELINES

Contact: Michael McFarlane, Director  
Brown County Park Department  
305 East Walnut Street  
Green Bay, WI 54301  
(920) 448-6242

Groups and individuals interested in volunteering to help maintain portions of state trails in Brown County can gain recognition for their efforts under the Wisconsin Department of Natural Resources (WisDNR) Adopt-A-Trail program.

The Adopt-A-Trail program is patterned after the highly successful Adopt-A-Highway program offered by the department of transportation. Groups and individuals can volunteer to help maintain a designated segment of trail. Typical volunteer activities include litter pick up, minor maintenance, wildlife habitat improvement, and planting of wildflowers and trees along the trail corridor.

Under the program, groups and individuals enter into at least a two year agreement with the county and WisDNR to maintain a certain segment of trail, which is usually one to two miles. Groups and individuals also agree to conduct several clean-up activities each year.

There is a \$15.00 application fee for the program that covers the cost of producing recognition signs which are posted on the trail indicating a group or individual has adopted that segment. Persons or organizations interested in participating in the program should complete an application form and return it to the Brown County Park Department with the application fee made payable to the Wisconsin Department of Natural Resources.

For more information, contact the Brown County Park Department.

### **Program Guidelines**

1. Sponsors are to be considered volunteers and are not officers, employees, or agents of the state of Wisconsin, Wisconsin Department of Natural Resources, Brown County, or the Brown County Park Department. Any injuries, claims, liabilities, suits, or costs relating to this permit shall be the sole responsibility of the sponsor.
2. The sponsor agrees to indemnify and hold harmless the state of Wisconsin, WisDNR, Brown County, and the Brown County Park Department from any injury, cost, suit, liability, or award arising from issuance or exercise of this permit, or because of any adverse effect upon any person or property attributed to the works of the sponsor.
3. Participants in the group agree to obey and abide by all the laws and regulations relating to safety and such terms and conditions as may be required by the department and the county for special conditions that may exist on a particular adopted trail segment.



4. Sponsorship approvals are at the discretion of the county and WisDNR.
5. The county will assign designated trail segments to sponsors at its discretion. The county may assign specific segments to those sponsors requesting such on a first come, first served basis.
6. Sponsors will participate in a minimum of three activity days per year. Activity dates are to be mutually agreeable to the sponsors and county. Sponsors will agree to work during daylight hours only.
7. Sponsors will provide appropriate training prior to any activity day to ensure the safety of all participants. Safety rules will be reviewed each activity day before proceeding to the trail segment.
8. Sponsors will ensure there is one adult supervisor present for every 10 minors.
9. The county will supply trash bags for litter pickup and instructions for disposal of litter filled bags. Recyclable items must be separated from non-recyclable items. The sponsor may keep recyclable materials.
10. Closed containers or items suspected to be hazardous will not be touched. Removal of such items, along with large or heavy articles, should be noted on the Activity Report Card. Any items/situations found by the sponsors that need further attention from the county staff should be noted on the Activity Report Card.
11. Sponsors will complete Activity Report Cards at the end of each activity day and return them to the trail manager.
12. Adopt-A-Trail sponsors will be recognized by WisDNR approved signs on the trail. The location of these signs will be at the discretion of the county. The DNR and county reserve the right to refuse or revise acronyms or group names when preparing signs.
13. A \$15.00 fee to cover costs of producing signs is due from the sponsor upon making application. Checks or money orders should be made payable to the Wisconsin Department of Natural Resources. If a sponsor is not approved, the check will be returned. Applications and payment should be sent to the Brown County Park Department for processing.
14. Partisan political groups (groups of people with common political opinions and purposes organized for gaining political influence and governmental control and for directing government policies) shall not be permitted to participate in the Adopt-A-Trail program.

APPENDIX 11: RECREATION TRAILS, CRIME, AND PROPERTY VALUES:  
BROWN COUNTY'S MOUNTAIN-BAY TRAIL AND THE PROPOSED  
FOX RIVER TRAIL

## **Introduction**

The Brown County Planning Commission is aware that questions and concerns regarding crime and property values are commonly raised when recreation trails are proposed within an area. The Planning Commission also believes that such concerns should be addressed promptly and to the satisfaction of all interested parties. Therefore, the Brown County Planning Commission has collected the following information to help answer those anticipated questions, and to provide citizens and communities reassurance that these issues have been investigated.

## **Crime**

According to recent discussions with representatives of the Village of Howard, crime along the Mountain-Bay Trail within the Village has been virtually non-existent, though it is important to realize that the trail is only three years old. Furthermore, informal interviews of Village residents adjacent to the trail by Brown County Planning Commission staff, and in a recent News-Chronicle newspaper article, both found that residents have had no problems with criminal activity along the trail. Of possibly more use in determining the relationship between recreation trails and crime may be an ongoing study undertaken by the Wisconsin Department of Natural Resources. That study, which reviewed police records of lands located along the Ahanapee Trail in Kewaunee County and along the Gillett to Wabeno Trail in Oconto County, found no record of crimes reported by landowners adjoining the Ahanapee Trail between 1980 and 1997, and only three reported cases of trespass violations on lands located along the Gillett to Wabeno Trail during that same time period.

Other such studies done here in Brown County and elsewhere have also obtained the same findings. A review of criminal activity along the East River Trail in the Village of Allouez, undertaken in 1995, found only one such occurrence from 1990 to 1994. An intensive study and survey undertaken of a trail in Seattle, Washington in 1987 found that occurrences of crime remained the same when the abandoned railroad was converted to a recreational trail. Local residents and police departments both agreed that with limited automobile access to such trails, criminal activity had not increased and could in fact decrease.

## **Property Values**

Possibly the best approach to determining the affect of a recreation trail on adjacent property values would be to compare the assessed value of a property both before and after the construction of the trail. However, no property assessments along the route of the Mountain-Bay Trail have been done since the trail was constructed. Therefore, the Brown County Planning Commission decided to research property values from the perspective of the purchasing and selling of land and homes in proximity to the trail.

Specifically, Brown County Planning Commission staff investigated properties that were for sale, both developed and undeveloped, in the Village of Howard adjacent to the trail. Properties selected were within the recently platted Highridge Estates subdivision, the initial phase of which is nearly fully developed, and the first addition of which is currently under development. A comparison of the lots within the original Highridge Estates subdivision indicates that those lots located immediately adjacent to the trail sold for an

average of \$34,200, while the remaining lots (of similar size and character) sold for an average of \$31,400, a difference of \$2,800 or 9 percent. In addition to selling for more, the lots along the trail also sold faster. According to representatives of the realty companies involved in the development, the lots adjacent to the trail sold immediately, while the lots further away did not sell as fast. In addition, some of those lots not located along the trail have still yet to be sold.

Recognizing what had happened, the realty companies decided to restructure the pricing of future lots located along the Mountain-Bay Trail. Therefore, in the first addition to Highridge Estates, the average lot located along the trail is now priced at \$44,900, compared to \$35,700 for slightly larger lots not located along the trail, a difference of \$9,200 or 26 percent.

Furthermore, of two recently developed lots adjacent to the Mountain-Bay Trail in the same general area, one was just sold after being on the market for less than one month, and the other has an offer pending. Both lots were sold for substantially more than the owners had paid for them. In an interview with Planning Commission staff, the new owner of the former lot noted that his decision to buy the lot was greatly affected by its location adjacent to the trail.

The study of the Seattle, Washington trail previously mentioned also determined that property located near, but not immediately adjacent to the trail, sold for an average six percent more, and sold faster than, similar lots far from the trail. That study did not find however, any significant difference in value between those lots located immediately adjacent to the trail and those located some distance away. However, it was concluded that the presence of the trail is regarded as an amenity by both the real estate companies and by residents. The real estate companies regularly advertise properties as being adjacent or near to the trail.

## **Conclusion**

It seems that evidence gathered here in Brown County, and elsewhere in the state and across the country indicates that the presence of a recreation trail does not cause an increase in crime rates nor a decrease in property values. Rather, that it is seen as a boon or amenity by the majority of the residents of a community. Likely such benefits are much greater to those who choose to live along a trail, but it seems that such benefits can also exist for those who lived in the area prior to the trail, especially when sale of the property is under consideration.

The Brown County Planning Commission staff did not find any pertinent information regarding the affect of recreation trails on land uses other than residential, but envisions that such noted benefits would apply to some extent in most situations.

## APPENDIX 12: SAMPLE ACCESS PERMIT APPLICATION

APPLICANT NAME: \_\_\_\_\_

MAILING ADDRESS: \_\_\_\_\_  
\_\_\_\_\_

PHONE: (\_\_\_\_) \_\_\_\_\_  
(\_\_\_\_) \_\_\_\_\_

CROSSING LOCATION: \_\_\_\_\_ ¼, \_\_\_\_\_ ¼, SECTION \_\_\_\_\_, T \_\_\_\_\_,  
R \_\_\_\_\_

TOWN, VILLAGE, CITY OF \_\_\_\_\_

NAME OF NEAREST PUBLIC ROAD CROSSING:  
\_\_\_\_\_

DISTANCE IN FEET FROM NEAREST PUBLIC ROAD CROSSING:  
\_\_\_\_\_

-----  
-

#### SITE PLAN

Show distance from nearest permanent trail structures, public roads, or other natural features including bodies of water.

THE UNDERSIGNED HEREBY MAKES APPLICATION FOR AN ACCESS PERMIT TO CROSS THE FOX RIVER TRAIL AND AGREES TO ABIDE BY ALL CONDITIONS OF THE PERMIT.

\_\_\_\_\_  
SIGNATURE OF APPLICANT

\_\_\_\_\_  
DATE

## APPENDIX 13: TRAIL DIVERSION TO STH 57 AND VISTA ROAD

### **Trail Diversion to STH 57 (Riverside Drive & Broadway)**

Diverting the Fox River Trail to Riverside Drive and/or Broadway should not be considered for the reasons discussed below.

#### Bicycle Considerations

According to the United States Department of Transportation (US DOT), striped bicycle lanes should be included on streets that have average daily traffic volumes of more than 10,000 or average speeds that exceed 30 miles per hour. These lanes should be one-way facilities that carry bicycle traffic in the same direction as motor vehicle traffic (AASHTO, 1991).

Riverside Drive and Broadway are segments of a four lane state highway (STH 57) that carries well over 10,000 vehicles per day at relatively high speeds (see the attached 1995 Wisconsin DOT traffic count maps). The existing road is incapable of being appropriately marked with bicycle lanes because it is too narrow to handle two bicycle lanes and four adequately sized motor vehicle lanes. To accommodate the bicycle and motor vehicle lanes, the road will have to be expanded an additional four or five feet in both directions for several miles. This will be a very expensive project and will likely be unacceptable to many of the residents along the road.

Even if STH 57 could be appropriately fitted with bicycle lanes, the diversion of bicycle traffic onto STH 57 will be extremely unsafe for everyone except the most experienced and confident bicyclist because northbound bicycle traffic will be forced to cross four lanes of rapidly moving vehicles to exit and enter the Fox River Trail (see Figure 1). This interruption will render the trail virtually useless as a transportation corridor because it will prohibit nearly everyone from using the trail to reach any destination between downtown De Pere and Green Bay.

#### Pedestrian Considerations

The diversion of pedestrian traffic to Riverside Drive is unacceptable due to the lack of sidewalks along the road, for pedestrians will be forced to either walk on the grass next to the highway or on the road along the curbs. This will obviously be very dangerous and will discourage most people from using the trail as a pedestrian transportation corridor in the metropolitan area.

## **Trail Diversion to Vista Road**

Diverting the Fox River Trail to Vista Road is not recommended for the reasons listed below.

### Bicycle Considerations

1. The likelihood of accidents will be much higher on Vista Road than the trail because northbound bicyclists will be forced to cross traffic to exit and enter the trail. Bicyclists will also have to pass several driveways and two intersecting streets as they travel along Vista Road.
2. Bicyclists traveling in both directions will be forced to weave around parked cars into traffic on Vista Road. Even if parking is eliminated on both sides of the street, Vista Road is not wide enough to accommodate two bicycle lanes and two driving lanes.
3. The inconvenience of having to leave the trail will deter many people from using it as a transportation corridor.

### Pedestrian Considerations

1. Pedestrians will be forced to walk in the street because Vista Road does not have sidewalks. It is also likely that many northbound pedestrians will choose to walk against the southbound bicycle and pedestrian traffic instead of crossing the street. This is very dangerous and is a violation of the rules of the road identified in the Uniform Vehicle Code.
2. Pedestrians will have to weave around parked cars and cross several driveways and two streets as they walk along Vista Road.
3. The inconvenience of having to leave the trail will deter many people from using it as a transportation corridor.











APPENDIX 14: ANALYSIS OF THE DE PERE LIBRARY/FOX RIVER TRAIL PROPOSAL  
FROM THE CITY OF DE PERE  
JUNE 10, 1998

According to the De Pere City Administrator, a new library will soon be built along Broadway north of the Heritage Building. The administrator asked if the city could use a portion of the railroad right-of-way behind the library for a parking lot and divert trail traffic to the existing trail(s) in Voyager Park.

MPO staff visited the site at 2:00 p.m. on Wednesday, June 10, 1998 to determine if this proposal would work and had the following comments:

1. A detour to the existing trails in Voyager Park would require trail users to travel through the park's large parking lot from end to end. This could be very dangerous for pedestrians, bicyclists, and other trail users because they would have to dodge vehicles as they enter and exit the lot's many parking spaces.
2. Detouring trail traffic into Voyager Park would reduce the Fox River trail's effectiveness as a transportation route because the detour would be much less direct than the railroad alignment. People that want to travel from place to place quickly would be forced to meander through a parking lot and Voyager Park to continue their trips on the Fox River trail.

With these concerns in mind, staff recommends that the following alternatives be considered:

1. Instead of placing a parking lot on the trail right-of-way, the library could use the existing Voyager Park lot. Because this lot had several spaces available during staff's Wednesday afternoon visit, it is assumed that this is as full as the lot gets on a normal day (except during special events at the park). To ensure that spaces are available for library visitors, the city could reserve a portion of the lot near the library.
2. The city could expand the existing parking lot north of Cass Street to create more parking for the library. This would enable people to park close to the library and allow the trail to be built along the railroad right-of-way.
3. Having not seen the library plans, planning commission staff is not sure what De Pere has in mind. However, the library should be built close to Broadway Street to conform with the downtown's main street theme. This would also enable an adequately sized parking lot to be built behind the library that would not encroach on the trail right-of-way.

The city should encourage the construction of the trail as close to the library as possible because many library patrons will likely use the trail to get there. Also, adequate parking appears to already exist directly behind the library site. Even if more parking is necessary, additional lot space could be created without diverting Fox River trail traffic into Voyager Park.

For the reasons identified above as well as the likelihood that the DNR will not allow the city to build on the right-of-way, it is recommended that a library parking lot not be built on the Fox River trail right-of-way and that the trail not be diverted to Voyager Park.

APPENDIX 15: OTHER ISSUES IDENTIFIED DURING THE  
PUBLIC PARTICIPATION PROCESS

C, H: msw: Final Fox River Trail plan - May, 1999