

SOKAOGON CHIPPEWA COMMUNITY COMPREHENSIVE PLAN



Adopted: May 2011

Prepared by
**North Central Wisconsin
Regional Planning Commission**

SOKAOGON CHIPPEWA COMMUNITY

PLAN COMMITTEE

Pete McGeshick III
Tina VanZile
Jeff Ackley
Dori McGeshick

TRIBAL COUNCIL

Garland T. McGeshick, Chair
James Polar Sr, Vice Chair
Karen Ackley, Council Member I
Pete McGeshick III, Council Member II
Jessica Webster, Secretary
Tom VanZile, Treasurer

Adopted: May 25, 2011

This plan was prepared as part of the Forest County Comprehensive Plan process under the direction of the Sokaogon Chippewa Community Plan Commission by the North Central Wisconsin Regional Planning Commission. For more information contact:

NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
210 MCCLELLAN STREET, SUITE 210
WAUSAU, WI 54403



ph: 715-849-5510

fax: 715-849-5110

email: staff@ncwrpc.org

www.ncwrpc.org

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- B. Plan Adoption Documentation
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CHAPTER 1: ISSUES AND OPPORTUNITIES

A. BACKGROUND

1. Introduction

The Sokaogon Chippewa Community is a sovereign nation chartered by the Bureau of Indian Affairs, and is recognized federally as a Native American Tribal Nation and operates under a ratified constitution.

The Sokaogon Chippewa Community tribal lands are located in the Town of Nashville in Forest County. The Town of Nashville is a double township offset from each other. The Mole Lake reservation is located in the northern section of Nashville, which occupies the southwest corner of Forest County, Wisconsin. The City of Crandon lies kitty-corner, north and east, of the Town. See the Planning Context Map 1.

Currently there are about 1,300 tribal members, however, less than 500 reside on the reservation. There are about 4,900 acres in the Mole Lake Reservation. Of these lands, 1,930 are categorized as reservation land, another 1,320 acres are considered trust lands, and the balance are fee lands, mainly obtained through purchase.

2. The Planning Process

The Sokaogon Chippewa Community participated in the Forest County Comprehensive Plan development program with the North Central Wisconsin Regional Planning Commission to develop plan documents and facilitate the process in preparing a comprehensive plan for the Town.

A Tribal Committee oversaw the development of the plan and met to analyze and discuss information that was gathered and presented by the NCWRPC. The planning process was open to the public and the Tribe's adopted public participation program and documentation of comprehensive plan adoption are in the Attachments.

3. Purpose of the Plan

The purpose of this plan is to comply with the State of Wisconsin Comprehensive Planning Law, Wisconsin Statute 66.1001. This plan addresses the elements and factors as spelled out in the "definition" of a comprehensive plan that comply with the statute.

More importantly, this Plan is intended to be a guide for the future development of the Tribe.

4. Past Planning Efforts

a. *Sokaogon Chippewa Community's Philosophy Statement, 1994*

This document, created in the early 1990s, lays out an overall vision for the Sokaogon Chippewa Community in its many aspects. Starting with a mission statement and general goals for the future direction of the community, it then proposes goals for the year 2015 for many aspects of the community's operation including, human & social services, health care, education, economic development, land use, housing, and natural resources. Specific reference is made to the impacts of proposed mining¹ near the reservation.

A number of very specific strategies are recommended in providing social services, education, housing, economic development, and the management of natural resources, especially forests. Two strategies are of particular significance for this plan. A "10-year architectural site plan" coordinating land use, housing, water & sewer, and roads is suggested, as is establishment of a "tribal land use ordinance."

Tribal Vision Statement:

Our elders teach us that it is the creator who owns all life not man. It was the creator that provided the plants, the animals, the clean air, the clean water, and the land to the Mole Lake people. It is the responsibility of the present generation to protect and preserve the land and the traditional ways for future generations. They advise us today that as a people we must "return to our creator to complete the circle of life and live eternally" and that "only by sharing the creator's gifts can we people promote love and fellowship."
(Earl Smith, 1994)

b. *Sokaogon Chippewa Community's Land Use Plan Update, 2008*

A meeting was held at the Mole Lake Casino on February 6, 2008 to allow tribal members to express their opinions on future land use policies within the community. Eight goals were developed to guide tribal land use policy, but one goal was seen as central to future land use actions.

- The Sokaogon Chippewa will expand their land base to become twelve square miles by the year 2018. This land will be maximized through sound land use planning and zoning practices.

¹ The Sokaogon Chippewa and the Forest County Potawatomi together purchased the Nicolet Minerals Co. mining site (Crandon Mine) in 2003, and have declared the intent to remove the land from consideration as a mine site.

In addition to land use goals the report includes a summary of the previous years activities by the Land Use Committee. The Committee was focused on development of an ATV trail system through the Mole Lake community, but also reviewed community housing needs and possible locations for future housing units.

c. *Sokaogon Chippewa Community Long Range Strategic Plan, 2008*

This document, produced in 2008, is an update and expansion of previous planning efforts. Using the *Philosophy Statement* from the 1990s as a starting point this Plan includes historical information on the Sokaogon Chippewa and on tribal sovereignty, and general demographic and geographic data. Using the goals and strategies from the earlier plan as a basis, an action plan is added that gives more detail on how those strategies might be implemented.

Of particular significance to this planning effort are: a Tribal Cultural Center (6.1.1.2), development of the Dinesen House (6.2.1.6), an Integrated Resource Management Planning Process (6.4.1.4), alternative energy sources (6.6.1.2), law enforcement and fire department (6.6.1.3 & .4) long-range water and waste-water plan (6.6.1.5), tribal health center (6.7.1.1), a day-care center (6.9.1.1), and a Tribal Court and Law Enforcement facility. Special attention should be paid to the Housing section (6.8), which calls an increase in rental and owner-occupied housing units as well as the preservation and modernization of existing units. The *Long Range Strategic Plan* provides an outline of the kind of policies that can be integrated into this Plan.

d. *Indian Housing Plan,*

This document is filed with the Department of Housing and Urban Development (HUD), and describes the condition of the housing stock of the Sokaogon community and plans for tribal housing over the coming year. The focus of the plan is on increasing energy efficiency, energy alternatives and construction of two additional housing units each year. A need for 20-30 housing units “as soon as possible” is identified.

e. *Sokaogon Chippewa Community Long Range Transportation Plan, 2005*

This report seeks to inventory and prioritize the BIA Road System (IRR) within the Sokaogon community. The main thrust of the document is to remove some roads that had been previously submitted for inclusion on the BIA list of approved roads. Conflict with wetland areas is the primary reason for removing these roads and trails from the list. A northern connector to CTH B, IRR 10, is suggested on reservation land, and improvements to Sand Lake

Road are suggested to improve access to tribal land that formerly held the Crandon Mine site.

f. *Mole Lake Road Safety Audit, 2008*

This study examines road safety issues, especially related to STH 55 and Sand Lake Road, as well as user conflicts on local roads and trails. It is described in greater detail in Chapter 5, Transportation.

g. *Sokaogon Chippewa Community Integrated Resource Management Plan, 2009*

This document is a strategic-level statement of tribal resources and management policy, based on the Tribe's vision of the reservation. This Plan takes a holistic approach to ecosystem management, emphasizing the integration of ecological, social, and economic factors. Ecosystem management is described as "the bureaucratic way of looking after the next seven generations."

The Plan is also designed to serve as an Environmental Assessment (EA), not of a specific project but of the general condition of the natural environment of the Mole Lake reservation. The Plan starts with a general description of the area, then moves on to quantify land uses within the Sokaogon community, as well as forest types, wetlands and surface water. Natural resources are broken down into air, fauna, flora, soils, land base, surface water, and groundwater. The Plan lays out goals, objectives, opportunities, and management alternative for each of these areas.

B. DEMOGRAPHICS

This chapter, the first of nine chapters of the Sokaogon Chippewa Community Comprehensive Plan, explores potential issues that may have an effect on the development of the Tribe over the 20-year planning period of the plan. As required by the state’s comprehensive planning law [§66.1001(2)(a) Wis. Stats.], this chapter contains trends and forecasts with jurisdictional comparisons for some basic demographics including: population, households, employment, age, education, and income. Although forecasts should typically cover the 20-year planning period, in some cases, the only acceptable sources had lesser time periods for their forecasts. Official sources are used for data and forecasting, including the WDOA Demographic Service Center, and the U.S. Census Bureau.

The majority of the information presented is for the Mole Lake reservation and trust lands, since that data is more readily available.

1. POPULATION TRENDS AND FORECASTS

In 2000, 392 people lived on the Mole Lake reservation. Between the 1990 and the 2000 Census, the reservation’s population increased by 16.3%, see TABLE 1. This is a higher growth rate than both the County and the State, with growth rates of 14.2 and 9.6 percents respectively, but lower than Nashville, which grew by 32.8%. The reservation added 115 people from 1990 to 2005.

**Table 1:
Population Trends**

	1990	2000	Estimate 2005	% Change 1990-00	% Change 2000-05	% Change 1990-05
Mole Lake*	337	392	452	16.3%	15.3%	34.1%
Town of Nashville	871	1,157	1,192	32.8%	3.0%	36.9%
Town of Crandon	529	614	629	16.1%	2.4%	18.9%
Town of Lincoln	630	1,005	1,026	59.5%	2.1%	62.9%
Town of Freedom	296	376	391	27.0%	4.0%	32.1%
Forest County	8,776	10,024	10,213	14.2%	1.9%	16.4%
Wisconsin	4,891,769	5,363,675	5,580,757	9.6%	4.0%	14.1%

Source: US Census, and WDOA Demographic Services Center

* Tribal population is also included in the Town of Nashville total.

TABLE 1 displays the total population for the reservation, along with the Town of Nashville, the neighboring towns, the County, and the State. The towns surrounding Nashville have grown at very different rates. The Town of Lincoln grew the fastest from 1990 to 2005 at an overall change of 62.9 percent. The slowest rates of growth were recorded in the Town of Schoepke with a decline of

6.3 percent. The latest tribal census identified 1,261 members, of which 452 reside on the reservation.

Population projections in TABLE 2 show the reservation population growing by over 45 percent in the 20-year period between 2005-2025. This is more than double the Town of Nashville growth of 21.6 percent. Lincoln is projected to have 32.7 percent growth; Freedom is projected to grow by 9.5 percent from 2005-2025. Forest County is projected to only have a 2.6 percent growth rate, but the State is still projected to grow overall by 12.4% between 2005-2025.

**Table 2:
Population Estimate 2005 and Population Forecasts to 2025**

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Mole Lake	452	503	554	606	656
Town of Nashville	1,192	1,299	1,358	1,405	1,449
Town of Crandon	629	662	681	694	707
Town of Lincoln	1,026	1,173	1,245	1,305	1,361
Town of Freedom	391	403	414	421	428
Forest County	10,213	10,350	10,448	10,465	10,482
Wisconsin	5,580,757	5,751,470	5,931,386	6,110,878	6,274,867

Source: WDOA Demographic Services Center, NCWRPC

Further analysis of population change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

2. HOUSEHOLD TRENDS AND FORECASTS

**Table 3:
Households**

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
Mole Lake	144	177	211	251	299	354
Town of Nashville	485	528	580	623	659	692
Town of Crandon	238	254	273	289	301	312
Town of Lincoln	404	449	502	548	587	624
Town of Freedom	158	168	180	190	198	205
Forest County	4,043	4,206	4,434	4,613	4,729	4,811
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,789	2,506,932	2,592,462

Source: US Census, and WDOA Demographic Services Center, NCWRPC

The 392 (year 2000) residents of the reservation formed 144 households. Total households are projected to increase to 210 by 2025, see TABLE 3. This reflects the population growth projected in TABLE 2. Average household size in

Mole Lake was 2.72 people in 2000, which is greater than the 2.50 State average. TABLE 3 reflects an overall trend of fewer people per household.

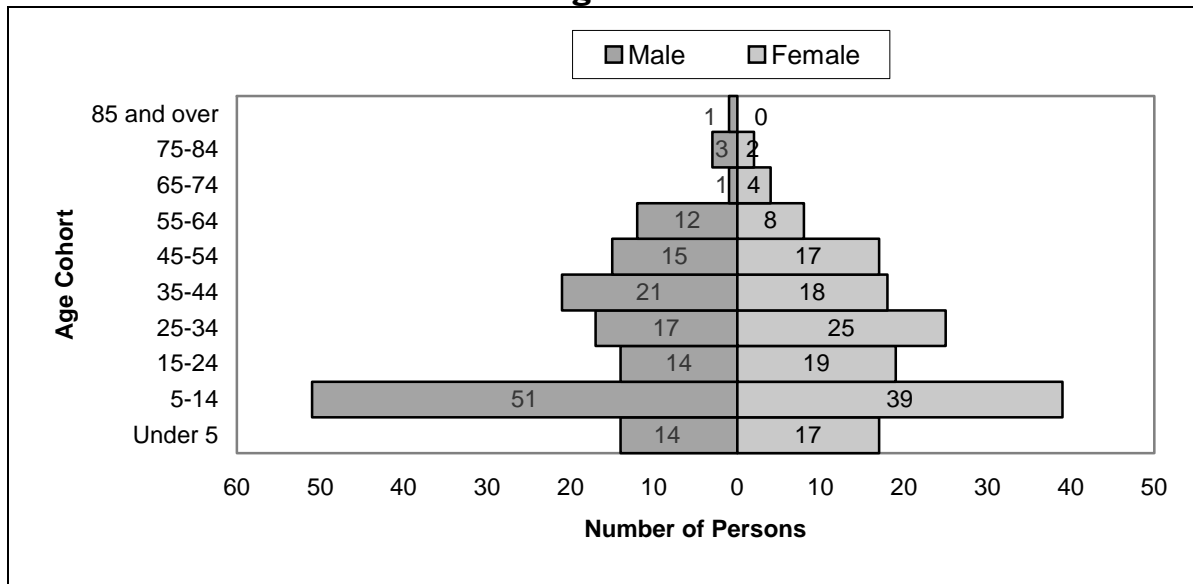
Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

3. AGE DISTRIBUTION

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce. TABLE 4 shows each of these groups in 1990 and 2000.

In 1990, the median age of the reservation's population was 19.4 years. At that time, Nashville (36.8 years) the County (35.7 years), and State (32.9 years) had much higher median ages. Mole Lake had a higher proportion (24.7%) of school age children (5-17 years) than the Town of Nashville (21.7%), the County (19.5%), and the State (19.0%). The share of the older population (65+ age class) at Mole Lake (3.8%) is much lower than Nashville (15.8%), the County (18.9%), and the State (13.3%).

FIGURE 1 2000 Age Cohorts Town of Nashville



Source: U.S. Census Bureau

By 2000, the median age of the reservation's population was 26 years an increase of 6.6 years while in Nashville it had advanced by 7.6 years to 39.8; which is more than the County (4.2 years) and State (3.1 years). All of the surrounding towns have higher median ages than the State. The school age

population (5-17 age class) on the reservation increased to nearly twenty-nine percent, but in the Town of Nashville it decreased to 19.4 percent. This is a similar proportion of the population as the County has (19.6%), and as the State has (19.1%); both of which remained about even from 1990 to 2000. The older population (65+ age class) on the reservation remained stable (3.9%), while Nashville decreased (16.9%), which is lower than the County, which rose slightly (19.3%), but higher than the State, which stayed almost even (13.1%).

FIGURE 1 is the population pyramid for Mole Lake that shows age groups at the time of the 2000 U.S. Census. About ten percent of residents are over the age of 55, and forty percent are under 25 years old. This contrasts with roughly a third of the population of Nashville over 55 and another third under 25.

**Table 4:
Age Distribution 1990 to 2000**

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
Mole Lake	1990	21.4%	26.7%	51.6%	1.7%	19.4
	2000	7.9%	25.6%	38%	3.2%	26
Town of Nashville	1990	11.1%	21.7%	51.3%	15.8%	32.2
	2000	6.6%	19.4%	57.0%	16.9%	39.8
Forest County	1990	7.6%	19.5%	54.0%	18.9%	35.7
	2000	5.7%	19.6%	55.4%	19.3%	39.9
Wisconsin	1990	7.4%	19.0%	60.3%	13.3%	32.9
	2000	6.4%	19.1%	61.4%	13.1%	36.0

Source: U.S. Census Bureau

4. EDUCATION LEVELS

The educational attainment level of persons within a community is often an indicator of the overall income, job availability and well being of a community.

In 1990, 56.8% of the Mole Lake residents age 25 and over were high school graduates, compared to 64.1% in the County and 78.6% in the State. By 2000, the percentage of residents with a high school graduation had risen to 70.7% in the Town of Nashville, and also rose significantly in both the County to 78.5% and the State to 85.1%. See TABLE 5 for details.

In 1990 the Census did not show anyone 25 and older with a bachelors degree among reservation residents, although six residents had associates degrees. By 2000 14 residents had associates degrees, 11 had bachelors degrees and six had graduate degrees. Altogether, the percentage with post- high school education had increased from 22.7% in 1990 to 38.1% in 2000, a significant

gain in ten years. Both the County and State percentages also rose from 1990 to 2000 as shown in TABLE 5.

**Table 5:
Education Levels**

	Mole Lake		Forest County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 th Grade	16	9	846	428	294,862	186,125
9-12 Grade / No Diploma	41	45	1,166	1,011	367,210	332,292
High School Diploma	45	60	2,177	2,859	1,147,697	1,201,813
College / No Degree	24	39	658	1,403	515,310	715,664
Associate Degree	6	14	332	322	220,177	260,711
Bachelor Degree	0	11	303	478	375,603	530,268
Graduate/Professional Degree	0	6	126	193	173,367	249,005
Total Persons 25 & Over	132	184	5,608	6,694	3,094,226	3,475,878
Percent high school graduate or higher	56.8%	70.7%	64.1%	78.5%	78.6%	85.1%
Percent with bachelors degree or higher	0	9.2%	7.6%	10%	17.7%	22.4%

Source: U.S. Census Bureau

5. INCOME LEVELS

In 1990, the median household income on the reservation was only 42.2% of the County's, and about 24.2% of the State's. On a per capita basis, the income of Mole Lake residents was 43.6% of the County's, and 27.4% of the State's.

**Table 6:
Income Levels**

	1990			2000		
	Mole Lake	Forest County	State of Wisconsin	Mole Lake	Forest County	State of Wisconsin
Median Household Income	\$7,135	\$16,907	\$29,442	\$18,000	\$32,023	\$43,791
Per Capita Income	\$3,639	\$8,339	\$13,276	\$7,589	\$16,451	\$21,271

Source: U.S. Census Bureau

By 2000, reservation median household income was 56.2% of the County's and 41.1% of the State's. On a per capita basis, Mole Lake's income more than doubled to 46.1% of the county's and 35.7% of the State's, see TABLE 6.

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Mole Lake reservation was approximately 225 workers in 2000. Of these, 37 were unemployed creating the unemployment rate of 16.4%. The unemployment rate for the County was 7.7% in 2000.

The primary occupations of Nashville residents in the labor force include: *Service; Management, Professional & related occupations; and Sales & Office occupations*; which employed over 25 people each. See TABLE 7.

Employment forecasts are difficult to obtain and not available at the town level. However, the Wisconsin Department of Workforce Development (WDWD) prepares workforce projections by industry for its multi-county service regions. The current projections, released August 2006, cover 2004-2014. The projections for the North Central Workforce Development Area cover Forest County and include eight other counties.

**Table 7:
Occupation of Employed Workers**

	Mole Lake		Forest County	
	1990	2000	1990	2000
Management, Professional & related	20	27	603	831
Service	8	39	492	855
Sales & office	22	26	600	799
Farming, Fishing & Forestry	3	3	274	179
Construction, Extraction & Maintenance	1	5	252	472
Production, Transportation & Material Moving	6	12	973	908
Totals:	60	112	3,194	4,044

Source: U.S. Census Bureau

These figures show increases in all occupations. *Production*; and *Farming, Fishing, & Forestry* occupations both are projected to gain less than 30 positions each for the whole region. The following occupations are all projected to need over 600 replacement workers each: *Production; Office & Administration; Sales; and Food Preparation & Serving*. Town residents commute to jobs, of which 25.8% travel out of Forest County for employment, so the Town of Nashville can expect to take advantage of some of this projected employment.

7. REVIEW OF DEMOGRAPHIC TRENDS

Historic demographic trends are an important factor in predicting future community change. Population characteristics relate directly to the community's housing, education, utility, recreation, and facility needs, as well as future economic development. Over time, fluctuations in local and regional economies can influence population change. The following are some of the trends identified from the earlier data:

Overall Tribal Trends:

- The Sokaogon Chippewa Community is currently in a period of population growth.
- Household formation is driven by the decline in average household size or persons per household.
- Mole Lake has a much younger population, than surrounding communities and the county.
- Education levels are lower on the reservation than in the county, but are rising faster, especially in post-secondary education.
- Median household income of reservation residents rose from 1990 to 2000, but remained well below incomes for the county.

Tribal Trends:

- More members moving back, housing availability more of a problem.
- Higher graduation rate, more college entry.
- Employment central to increase in population.
- More housing units will be added in near future.

C. ISSUES

A variety of issues have been identified by tribal members, tribal staff, committee members during the planning process. The issues identified are:

- ✓ Need for Land Use Ordinance

- ✓ Improved Coordination of Departments
- ✓ Need for ongoing improvements to Utilities & Community Facilities and Transportation systems within the reservation
- ✓ Data hard to come by

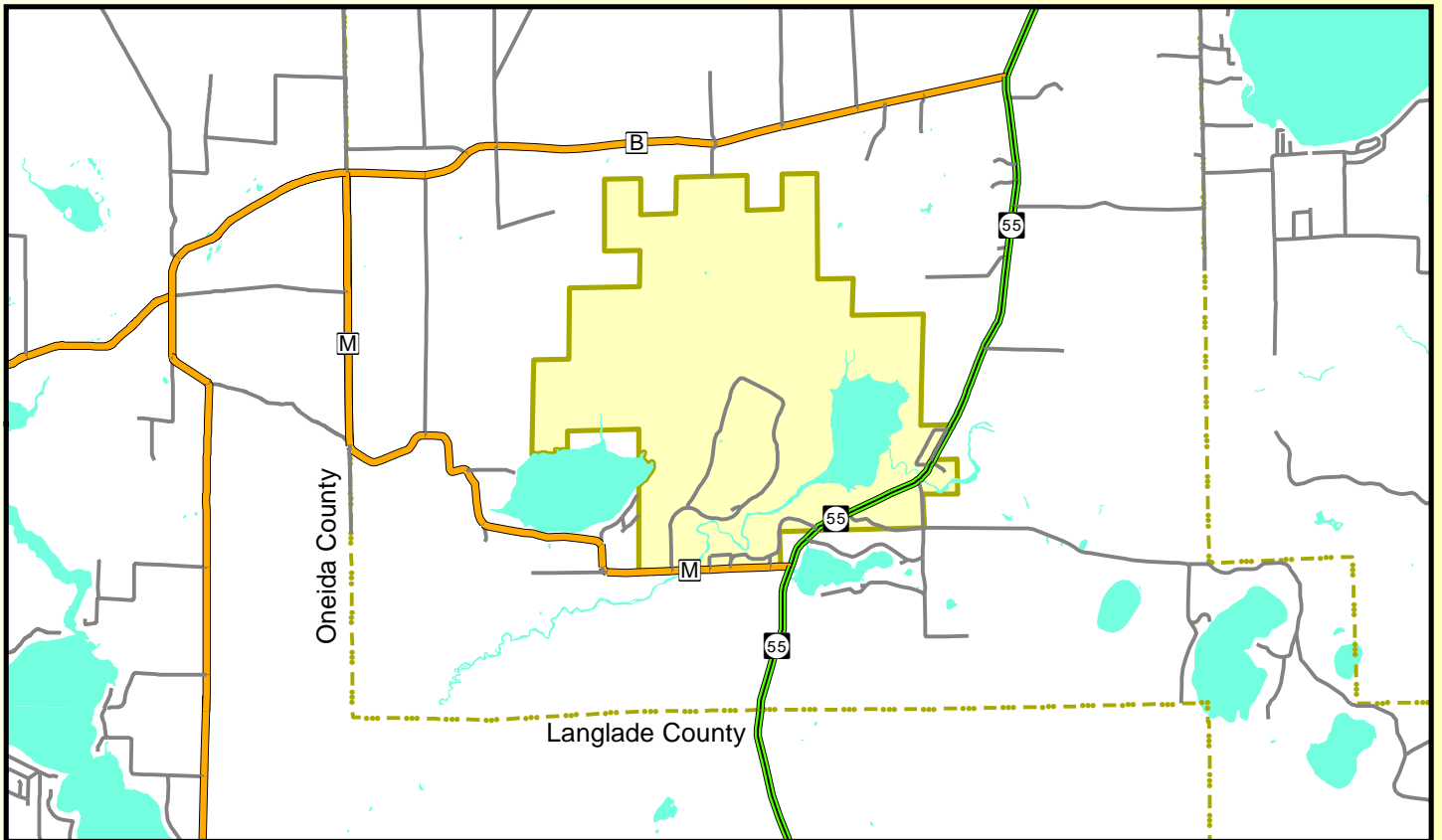
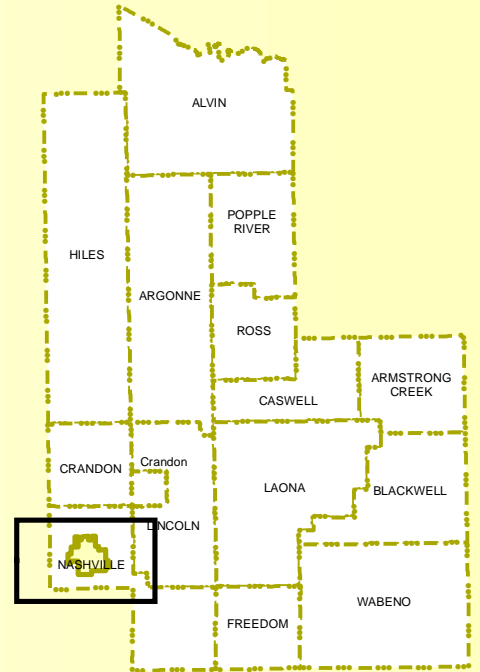
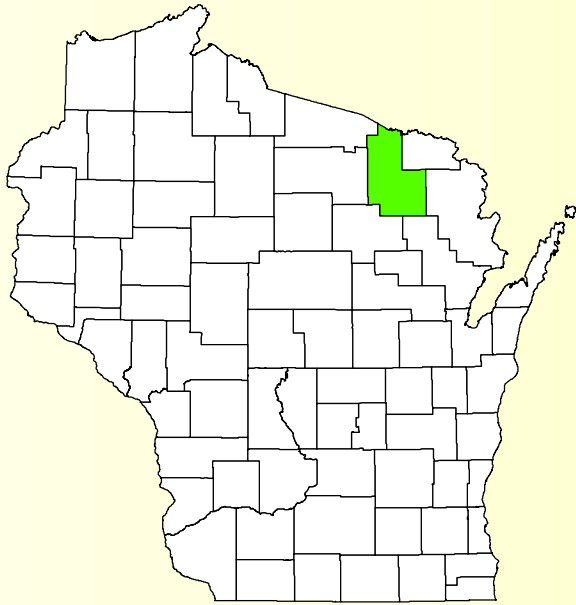
D. GOALS, OBJECTIVES, POLICIES & PROGRAMS

Each of the following seven topical chapters of this comprehensive plan includes a set of goals, objectives and policies, which the Tribal Council will use to guide the future development and redevelopment of the Tribal Lands over the next 20 years.

For purposes of this plan, goals, objectives, and policies are defined as follows:


- ✓ **Goals:** Broad statements that express general public priorities about how the Tribe should approach development issues during the next 20 years. These goals are based on key issues, opportunities and problems that affect the Community.
- ✓ **Objectives:** More specific than goals and are usually attainable through planning and implementation activities. Accomplishment of an objective contributes to the fulfillment of a goal.
- ✓ **Policies:** Rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. Decision-makers use policies on a day-to-day basis.

In addition, each chapter includes a listing of possible programs that might be accessed to implement the goals and objectives of this plan. The listing does not imply that the community will utilize every programs shown, but only that these programs are available and may be one of many possible ways of achieving the community's goals.



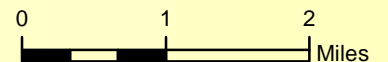
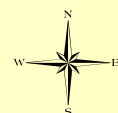
Prepared By:
**North Central
Wisconsin Regional
Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

 Sokaogon Chippewa Mole Lake Reservation

Source: WI DNR, NCWRPC

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

A. BACKGROUND

This chapter, the second of nine chapters of the Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(e) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under §295.20(2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources. Since the Tribal Lands are contained within the Town of Nashville, we examine the entire town.

1. PAST PLANNING EFFORTS

All planning efforts need to examine relevant previous plans about the community and the surrounding county. Those plans are discussed below:

a. Forest County Land & Water Resource Management Plan 2006-2011

This plan provides a framework for local/state/federal conservation program implementation efforts. Implementation of this plan will help protect and improve the valuable water and soil natural resources in Forest County. Some of the plan's recommendations include replacing failing septic systems, reducing pollutants entering the waterways, and protecting and managing the area forests. A copy is available at the Forest County Land Conservation Department.

b. Forest County Outdoor Recreation Plan 2007-2011

The primary purpose of this recreation plan is to provide continued direction in meeting the current and future recreation needs of the County. This direction takes the form of an inventory and analysis of outdoor recreational facilities followed by establishing recommendations to meet identified needs. Adoption of this plan and its subsequent acceptance by the Wisconsin Department of Natural Resources (DNR) allows for continued eligibility for financial assistance from the Land and Water Conservation Fund (LAWCON), the Stewardship Fund, and many other federal and state funding programs. Some of the recommendations of this plan include: continued expansion of non-motorized and multiple purpose trails, refurbishing the Otter Springs springhouse, and relocation consideration of the county fairgrounds. A copy is available at the Forest County Forestry Department.

c. *County Forest Use Plan 2006-2020*

The mission of the county forest is to manage, conserve and protect the natural resources within the county forest on a sustainable basis for present and future generations. The plan contains information about forest resource planning, outdoor recreation planning, silvicultural practices, aesthetic management zones, trails and access control, biological communities, and wildlife species that exist within the county forest. A copy is available at the Forest County Forestry Department.

2. Tribal Plans

a. *Long Range Strategic Plan, 2008*

This plan looks to the future and sets a variety of goals to maintain the health, strength and life of the Sokaogon people. These goals include:

Maintain the reservation's ecosystem in a pristine state that is capable of supporting traditional pursuits and teachings thereby preserving Anishinabe culture and spirituality for generations to come.

Retain sovereign authority over the Sokaogon Chippewa Community's lands, natural resources, and membership.

Protect rights reserved under treaty for future generations.

Improve the standard of living for Sokaogon Chippewa Community Tribal members to a level comparable to others living within the United States.

Maintain relationships with the State of Wisconsin and United States on a government-to-government basis.

b. *Sokaogon Chippewa Community Integrated Resource Management Plan, 2009*

This document is a strategic-level statement of tribal resources and management policy, based on the Tribe's vision of the Reservation. The Plan takes a holistic approach to ecosystem management, emphasizing the integration of ecological, social, and economic factors. Ecosystem management is described as "the bureaucratic way of looking after the next seven generations."

The spiritual and cultural ties of the Sokaogon people to the natural environment underlie the Integrated Resource Management Plan (IRMP). This relationship is not strictly utilitarian, but is in a way the defining characteristic of tribal life. "The harvest of fish and game, like the harvest of plants, is

structured by traditional rules, adherence to which define, transmit, and hence maintain Ojibwe identity.” (p. 21) The IRMP looks at how natural resources can be managed to produce raw materials, food, medicine, and recreation, but also the cultural glue that binds the Sokaogon Community together.

The IRMP divides the natural resources into seven areas and make recommendations on management policies for each.

- **Air:** often air pollution is the result of actions outside of the Tribe’s control (i.e. emissions from power plants in other states), such sources as lead paint and backyard burning can be controlled.
- **Fauna:** the focus here is on controlling invasive species, such as the Zebra Mussel and Rusty Crayfish, and limiting conflicts with species that can be incompatible with human settlement, while protecting habitat for native species.
- **Flora:** again the emphasis is on the control of invasive plants such as Buckthorn and Eurasian Milfoil, and the effects on forests of pests such as the Emerald Ash Borer. A strong endorsement of sustainable management practices in the forestland under Tribal control is included. The central role of wild rice in Tribal culture is made clear, “to the Ojibwe people, wild rice represents a covenant with their creator and the fulfillment of their prophecies.”
- **Soils:** management of soil resources includes returning drained hydric soils to wetland status.
- **Land Base:** zoning is seen as one method of protecting the Tribal land resource.
- **Surface Water:** the emphasis is on watersheds in looking at the surface water resources in the Mole Lake area. Roughly two-thirds of the tribal area is within the Swamp Creek watershed, which also contains Rice Lake. The other major water body on the reservation, Bishop Lake, is within the Squaw Creek watershed. Together the two watersheds cover over 44,000 acres, so the quality of surface water is affected by factors beyond the control of the Tribe.
- **Groundwater:** The glacial geology of the Mole Lake area provides pure and abundant groundwater resources for the Sokaogon people.

B. INVENTORY

WATER RESOURCES:

1. SURFACE WATER

The Town of Nashville is part of two watersheds. The northwestern half of town, where the Mole Lake reservation is located, lies within the Upper Wolf River and Post Lake watershed, and the southeastern half of town is in the Lily River watershed. Both of these watersheds drain into Lake Michigan. Refer to Natural Resources Map for water bodies in the Town.

Outstanding and Exceptional Resource Waters

The DNR sets a standard for what it considers surface water bodies that deserve a special level of recognition. Outstanding Resource Waters (ORWs) and Exceptional Resource Waters (ERWs) share many of the same environmental and ecological characteristics. The primary difference between the two is that ORWs typically do not have any direct point sources discharging pollutants directly to the water. In addition, any pollutant load discharged to an ORW must meet background water quality at all times. Exceptions are made for certain types of discharge situations to ERWs to allow pollutant loads that are greater than background water quality when human health would otherwise be compromised.

Two water bodies in Town are listed as ORWs—Swamp Creek (throughout town), and the Wolf River (T35N R12E Sec 6). Swamp Creek is an ORW as it enters Nashville from the east to about STH 55, and again from CTH M west to the townline. This shows that the WDNR does not have jurisdiction over tribal waters on the Mole Lake Reservation.

Two water bodies in Town are listed as ERWs—Rocky Siding Creek (T35N R12E Sec 1), and Gliske Creek (T35N R12E Sec 14 area).

Impaired Waters

Section 303(d) of the federal Clean Water Act requires states to develop a list of impaired waters, commonly referred to as the "303(d) list." A water body is considered impaired if a) the current water quality does not meet the numeric or narrative criteria in a water quality standard or b) the designated goals described in Wisconsin Administrative Code are not being achieved. Every two years, states are required to submit a list of impaired waters to EPA for approval.

The 2008 Section 303(d) list in Wisconsin shows three water bodies within the Town of Nashville. These water bodies include Little Sand Lake, Deep Hole Lake, and Arbutus Lake. Both Little Sand Lake and Deep Hole Lake are in close proximity to the Crandon Mine site, which is owned by the Tribe. All

three lakes are listed for mercury contamination from the air and are rated a low priority for clean-up by the WDNR. Fish consumption advisories would be the only action. This does not necessarily speak to the quality or lack thereof for other water bodies within the Town. See the WDNR website for more detailed information.

Invasive Aquatic Species

Surface water resources in Forest County are threatened by the introduction of invasive aquatic species. These species out compete native species and degrade habitats possibly by decreasing biodiversity from having less plant and animal species. DNR reports show that Mole Lake is affected by the freshwater jellyfish (*Craspedacusta sowerbii*). Purple Loosestrife also affects wetlands within the Town of Nashville. Contact the County Land Conservation Department for public outreach education strategies.

2. WETLANDS

Wetlands perform many indispensable roles in the proper function of the hydrologic cycle and local ecological systems. In terms of hazard mitigation, they act as water storage devices in times of high water. Like sponges, wetlands are able to absorb excess water and release it back into the watershed slowly, preventing flooding and minimizing flood damage. As more impermeable surfaces are developed, this excess capacity for water runoff storage becomes increasingly important.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands. As a result, the lakes, rivers and streams are cleaner.

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of the filtering function over time. Eradication of wetlands can occur through the use of fill material. This can destroy the hydrological function of the site and open the area to improper development. The DNR has promulgated minimum standards for managing wetlands.

The wetlands shown for the Town of Nashville were created using the DNR Wetlands Inventory. See the Natural Resources Map.

3. FLOODPLAINS

A floodplain is generally defined as land where there is a one percent chance of flooding in any year. The primary value of floodplains is their role in natural flood control. Flood plains represent areas where excess water can be accommodated whether through drainage by streams or through storage by wetlands and other natural detention/retention areas. Specific areas that will be inundated will depend upon the amount of water, the distance and speed that water travels, and the topography of the area. If uninterrupted by development, the areas shown on a map as floodplains should be able to handle the severest (regional) flood, i.e. those that have a probability of occurring once every one hundred years.

The 100-year floodplain was developed from the most current FEMA Flood Insurance Rate Maps. It should be noted that floodplains have not been developed for the Mole Lake Reservation. See the Natural Resources Map.

4. GROUNDWATER & GEOLOGY

Groundwater is water that occupies void spaces between soil particles or cracks in the rock below the land surface. It originates as precipitation that infiltrated into the ground. The type of soil and bedrock that a well is drilled into often determines water's pH, saturation index, and the amount of hardness or alkalinity in water. The type of soil and bedrock in a region also determines how quickly contaminants can reach groundwater.

The majority of the reservation lies within a glacial drift aquifer, which is the major source of ground water in most of the county. Large yields of ground water are available where the thickness of the saturated drift is at least 50 feet. Precambrian crystalline rock underlying the county is not considered a significant source of water. The availability of water from the bedrock is difficult to predict and is probably less than 5 gallons per minute. The glacial drift aquifer above the bedrock is the best source of ground water.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. Materials that overlie the groundwater can offer good protection from contaminants that might be transported by infiltrating waters. The amount of protection offered by the overlying material varies, however, depending on the materials. Thus, in some areas, the overlying soil and bedrock materials allow contaminants to reach the groundwater more easily than in other areas of the state. Groundwater contamination susceptibility in Forest County is "most susceptible" based upon accepted standards from the Soil Conservation Service of USDA, soil characteristics, surficial deposits, depth to water table, depth to bedrock, and type of bedrock.

Many land use activities have the potential to impact the quality of groundwater. A landfill may leach contaminants into the ground that end up contaminating groundwater. Gasoline may leak from an underground storage tank into groundwater. Fertilizers and pesticides can seep into the ground from application on farm fields, golf courses, or lawns. Leaking fluids from cars in junkyards, intentional dumping or accidental spills of paint, used motor oil, or other chemicals on the ground can result in contaminated groundwater.

Groundwater quality in Forest County and the Mole Lake reservation is generally good according the residents. The aquifer water is principally a calcium magnesium bicarbonate type that is moderately hard or hard. A high content of iron is a problem in many wells, but it is not a health hazard. Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute.

LAND RESOURCES:

1. FORESTS

Forests play a key role in the protection of environmentally sensitive areas like steep slopes, shorelands, wetlands, and flood plains. Expansive forests provide recreational opportunities, aesthetic benefits, and economic development.

The pre-settlement composition of forestland in Mole Lake was a mixed conifer and deciduous tree species that included white pine, red pine, yellow birch, sugar maple, hemlock, and beech.

All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds from a timber harvest, windstorm, or fire.

The Mole Lake Reservation is mainly forested.

2. METALLIC & NON-METALLIC MINERAL RESOURCES

The Wisconsin Department of Natural Resources estimates that there could be no more than five metallic mineral mines developed in Wisconsin over the next twenty years (1997-2017). This includes the Crandon site, owned by both the Sokaogon Chippewa and Potawatomi tribes, having dropped the permitting process, and which is no longer under consideration.

There are a number of non-metallic quarries in the Town of Nashville, as well as a few closed or inactive sites.

3. SOILS & PRODUCTIVE AGRICULTURAL AREAS

According to the *Wisconsin Land Use Databook*, the Town of Nashville between 1991-1993 was 7.7 percent agricultural, 74.4 percent forested, and 16.6 percent wetlands. The town's total land area is 67.2 square miles. Of the total land area, 0.1 percent was used for row crops, 2.7 percent was used for foraging, and 4.9 percent was grassland. Information is not available separately for the Mole Lake Reservation

In terms of farming trends, the town lost 8.2 percent of farmland acreage on tax rolls between 1990 and 1997. According to the *Wisconsin Land Use Databook* there were 18 farms, 1 of which was a dairy farm in 1997. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Natural Resources Map.

4. ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas are typically defined by the local jurisdiction and often include many of the areas referred to in this section such as special groundwater protection areas, threatened or endangered species habitat, floodplains, wetlands and other unique or special resources where encroachment or development could have negative consequences.

5. RARE SPECIES & NATURAL COMMUNITIES

The Town of Nashville has 24 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory. This includes most of the reservation and all of the Crandon Mine site.

Wisconsin's biodiversity goals are to identify, protect and manage native plants, animals, and natural communities from the very common to critically endangered for present and future generations. Knowledge, appreciation, and stewardship of Wisconsin's native species and ecosystems are critical to their survival and greater benefit to society.

The Wisconsin Land Legacy Report 2006-2056, compiled by the WDNR, is a comprehensive inventory of the special places that will be critical to meet future conservation and outdoor recreation needs for the next fifty years. The report focused on identifying what areas of our state or regionally significant green infrastructure remains to be protected. The Upper Wolf River is a Land Legacy Area summarized below with 5 stars representing the highest level for that category:

UP Upper Wolf River

Size	Large	Protection Remaining	Moderate
Protection Initiated	Substantial	Conservation Significance	☆☆☆☆☆
		Recreation Potential	☆☆☆☆

6. HISTORICAL & CULTURAL RESOURCES

a. History

Historically, the Sokaogon Chippewa were a nomadic people; traveling north, south, east and west; following the seasonal stream of animals and weather patterns. They came to the Great Lakes region and settled near Rice Lake, Swamp Creek, and various other lakes where they found wild rice, (or manoomin in Ojibwe). In 1806, a battle over the rice patties between the Sioux and Sokaogon Chippewa was fought. The Sokaogon Chippewa emerged victorious; hence they kept that which is sacred and valuable. The wild rice, a sacred item, was harvested for cultural traditions, events, and practices each year in the fall. Wild rice was not the only cultural-important food. The Sokaogon Chippewa were also excellent hunters and fishermen which provided additional culturally important foods, clothing, and medicines.

Once settlers came into the area, treaties were made with the Sokaogon Chippewa that entitled them to hunt, fish, and gather wild rice and other plants in ceded territories. The treaty of 1854 put most Ojibwe bands onto reservations. The Mole Lake Band of Lake Superior Chippewa was formally recognized as an independent tribe by the federal government in 1939. The Mole Lake reservation is currently the home of the Sokaogon Chippewa Community. Under the provisions of the 1934 Reorganization Act, 1,745 acres of land were purchased for this reservation.

In 1976, Exxon discovered a zinc-copper ore deposit upstream from Rice Lake at the headwaters of the Wolf River. The Sokaogon Chippewa actively protested against the mine and the dangers it would have presented to the cultural integrity and traditions of the Sokaogon Chippewa. The Nicolet Minerals Company, its mineral rights, and the mining area of approximately 4,800 acres were purchased by the Potawatomi and Sokaogon Chippewa in 2003.

To this day, the Sokaogon Chippewa actively and avidly practice their cultural traditions of the past through stories, ceremonies, religion, and daily life. They are ensuring their way of life is sustained for the “seventh generation” of future generations.

b. Historic & Cultural Assets

One building on the Reservation appears on the Wisconsin Architectural History Inventory: Dinesen-Motzfeldt-Hettinger Log House (T36N R12E Sec 27). This building has recently been restored with funding from the National Park Service and the Jeffris Family Foundation. Built in 1865 as a post office and trading post along the Military Road that ran from Green Bay to Copper Harbor in Michigan, in 1873 the cabin was occupied by Wilhelm Dinesen, who fathered a daughter Emma by a Chippewa woman. After a year Dinesen moved back to his native Denmark where he married and fathered another daughter Karen Blixen who, under the name Isak Dinesen, wrote a memoir of her life in Kenya, *Out of Africa*, which was made into an Academy Award winning movie.

The Dinesen House has been placed on the State Register of Historic Place (11-15-04) and the National Register of Historic Places (1-12-05).

There are a number of other assets that have been identified as having cultural and historical importance to Sokaogon people.

Mushgigamongsebe District

Pow Wow Grounds

Tribal Cemetery

Burial grounds and Battlefield with Historic Marker

Rice Lake

C. NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

Natural, agricultural, and cultural resource programs available to the Mole Lake Community are identified below. The following list is not all-inclusive. For specific program information, the agency or group that offers the program should be contacted.

Aquatic Habitat Protection Program: The DNR provides basic aquatic habitat protection services. Staff members include Water Management (Regulation) Specialists, Zoning Specialists, Rivers (Federal Energy Regulatory Commission-FERC) Specialists, Lakes Specialists, Water Management Engineers, and their

assistants (LTEs). The program assists with water regulation permits, zoning assistance, coordination of rivers, lake management, and engineering.

County Conservation Aids: Funds are available to carry out programs for fish or wildlife management projects as per §23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects that enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

Drinking Water and Groundwater Program: This DNR program is responsible for assuring safe, high quality drinking water and for protecting groundwater. This is achieved by enforcing minimum well construction and pump installation requirements, conducting surveys and inspections of water systems, the investigation and sampling of drinking water quality problems, and requiring drinking water quality monitoring and reporting. A team of specialists, engineers, hydrogeologists, and a program expert and program assistants staff the program. DNR staff provides assistance to public and private well owners to help solve water quality complaints and water system problems. They also provide interested citizens with informational or educational materials about drinking water supplies and groundwater.

Wisconsin Fund is a program by the Wisconsin Department of Commerce, Safety and Buildings Division. Grants are provided to homeowners and small commercial businesses to help offset a portion of the cost for the repair, rehabilitation, or replacement of existing failing Private Onsite Wastewater Treatment Systems (POWTS). Eligibility is based upon several criteria, including household income and age of the structure.

Endangered Resources Program: The DNR's Endangered Resources staff provides expertise and advice on endangered resources. They manage the Natural Heritage Inventory Program (NHI), which is used to determine the existence and location of native plant and animal communities and Endangered or Threatened Species of Special Concern. The NHI helps identify and prioritize areas suitable for State Natural Area (SNA) designation, provides information needed for feasibility studies and master plans, and maintains the list of endangered and threatened species. All management activities conducted by Wildlife Management and Forestry staff must be reviewed to determine the impact on NHI-designated species. A permit for the incidental take of an Endangered or Threatened species is required under the State Endangered Species Law. The Endangered Resources Program oversees the permit process, reviews applications and makes permit decisions.

Fisheries Management Program: The DNR funds this program primarily through the sale of hunting and fishing licenses. The program assists with fishery surveys, fish habitat improvement/protection, and fish community

manipulation. This program may also be used to fund public relations events and a variety of permitting and administrative activities involving fisheries.

Forest Management Program:

Funding for the forestry program is supported primarily by a fixed rate mill tax on all property in the State of Wisconsin. Other support is received from the federal government, from recreation fees, from sale of forest products, from sale of state produced nursery stock, forest tax law payments, and other miscellaneous sources. All activities of the Forestry Program help support efforts to promote and ensure the protection and sustainable management of Wisconsin's forests.

Private Forestry: The DNR's goal is to motivate private forest landowners to practice sustainable forestry by providing technical forestry assistance, state and federal cost-sharing on management practices, sale of state produced nursery stock for reforestation, enrollment in Wisconsin's Forest Tax Law Programs, advice for the protection of endangered and threatened species, and assistance with forest disease and insect problems. Each county has at least one Department forester assigned to respond to requests for private forestland assistance. These foresters also provide educational programs for landowners, schools, and the general public. Both private and industrial forest landowners have enrolled their lands under the Managed Forest Law.

Managed Forest Law (MFL): The purpose of the MFL is to promote good forest management through property tax incentives. Management practices are required by way of an approved forest management plan. Landowners with a minimum of 10 contiguous acres (80% must be capable of producing merchantable timber) are eligible and may contract for 25 or 50 years. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing, however, up to 80 acres may be closed to public access by the landowner. There is a 5% yield tax applied to any wood products harvested. Contact the WDNR for further information.

Nonpoint Source Pollution Abatement Program: This DNR program is currently undergoing restructuring and being gradually replaced by short-term grants that will address specific projects rather than focusing on entire watersheds. The goal of this voluntary program is to improve and protect the water quality of surface waters and groundwater within the watershed. Landowners are encouraged to control nonpoint pollution on their properties through cost sharing of Best Management Practices. This program will be replaced by Targeted Runoff Management projects (TRM). These are projects that are more specific in nature and may last up to three years. They are scored on a competitive basis, based on the amount of pollutant control they will achieve and the degree of impairment of the location.

Parks and Recreation Program: The DNR gets its authority for administering the Parks and Recreation Program from Chapter 27 Wisconsin Statutes. This program provides assistance in the development of public parks and recreation facilities. Funding sources include: the general fund, the Stewardship Program, Land and Water Conservation fund (LAWCON), and the recycling fund, and program revenue funds.

Stewardship Grants for Nonprofit Conservation Organizations:

Nonprofit conservation organizations are eligible to obtain funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, protection of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. All projects must be in a DNR approved outdoor recreation plan. Contact the DNR or NCWRPC for further information.

Wastewater Program: The DNR provides this program to address point and non-point source pollution control. Operating funds for this program come from the federal government's Clean Water Act funding as well as state general program revenues. The core work of this program involves the issuance of wastewater discharge permits that discharge directly to surface or groundwater and enforcing the requirements of these permits. The program closely monitors the impacts of industry, septic tanks, sludge, and stormwater on the environment. Pretreatment plants for wastewater are offered economic assistance and provided with plan review services before the facility is established.

Watershed Program: The WDNR seeks to protect wild and domestic animals, recreational activities, natural flora and fauna, agriculture, business, and other land uses through watershed management. Funds to run this program are provided by the federal government through Clean Water Act and through state general program revenues. The program assists with watershed planning, water quality monitoring and modeling, and development of water quality standards and policy.

Wetlands Reserve Program (WRP): The purpose of the WRP is to restore wetlands previously altered for agricultural use. The goal of the WRP is to restore wetland and wildlife habitats. Lands that have been owned for at least one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent

or 30-year easements are recorded with a property deed, however 10-year contracts are not. Public access is not required. Contact the USDA Natural Resources Conservation Service for further information.

Wildlife Management Program: The WDNR's Bureau of Wildlife Management oversees a complex web of programs that incorporate state, federal and local initiatives primarily directed toward wildlife habitat management and enhancement. Programs include land acquisition, development and maintenance of State Wildlife Areas, and other wild land programs such as State Natural Areas. Wildlife Staff work closely with staff of state and county forests to maintain, enhance, and restore wildlife habitat. Wildlife Management staff conduct wildlife population and habitat surveys, prepare property needs analysis's, develop basin wildlife management plans and collaborate with other WDNR planning efforts such as Park, Forestry or Fishery Area Property Master Plans to assure sound habitat management. Funding comes from the federal government in the form of Endangered Species grants and Pittman-Robertson grants and from state government in the form of hunting and trapping license revenues, voluntary income tax contributions, general program revenue and Stewardship funds.

Wisconsin Historical Society, Office of Preservation Planning (OPP): The OPP can provide information on how to protect and preserve your own historic property, to implement grassroots strategies for preserving and protecting historic properties, and on state or federal laws and regulations that may be applicable to a given case.

D. GOAL, OBJECTIVES & POLICIES

Goal:

1. Protect, preserve and enhance natural resources using an ecosystem management approach and integrating traditional teachings of tribal elders.

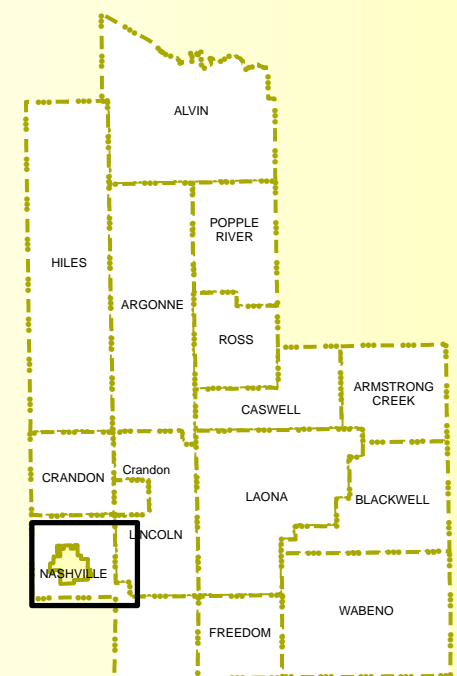
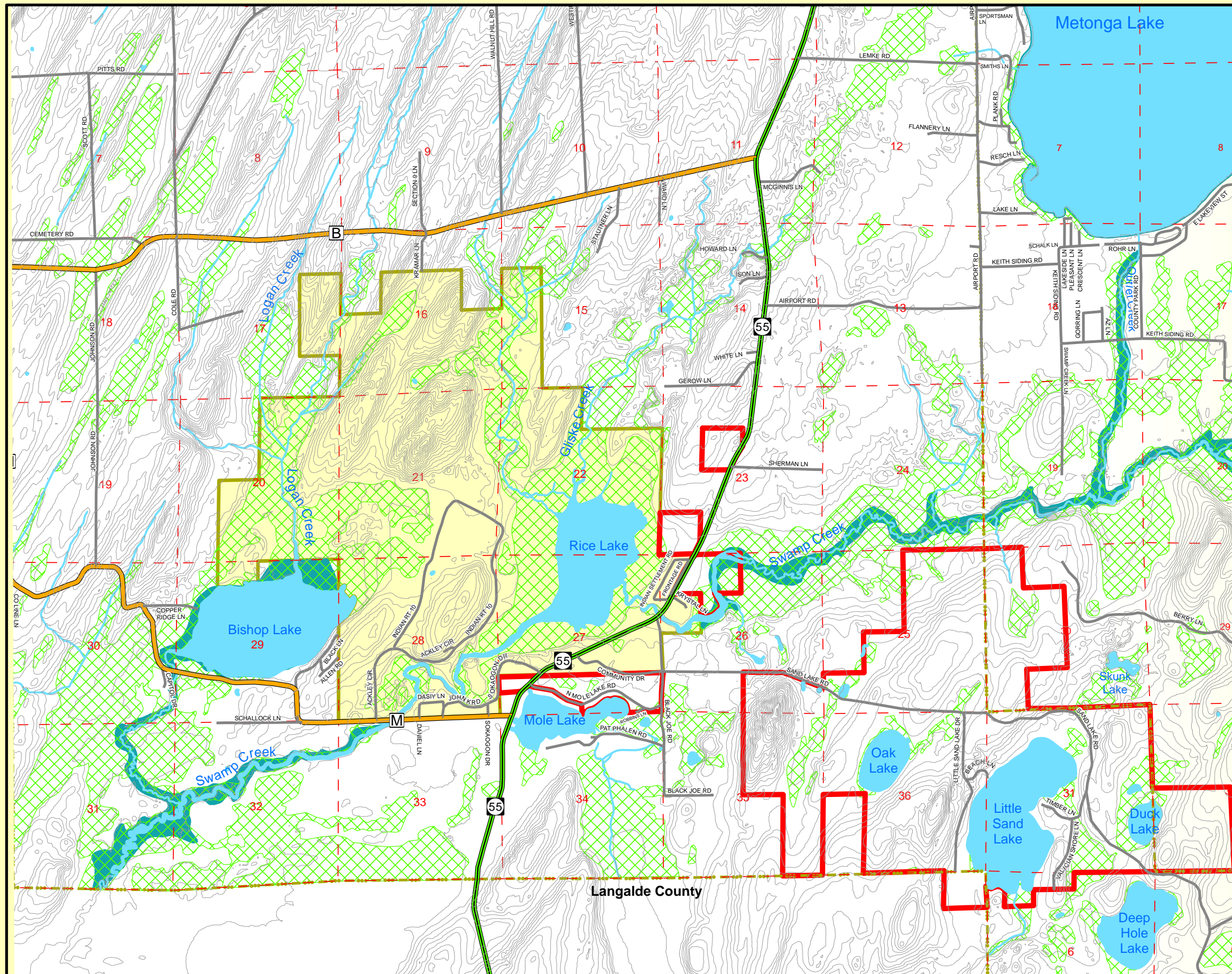
Objectives

1. Maintain the viability of wild rice crops on the reservation and throughout the ceded territories in Wisconsin.
2. Ensure fish populations are maintained at harvestable levels that will support the needs of the tribal community.
3. Teach young tribal members traditional Anishinabe pursuits that have historically sustained the environment.

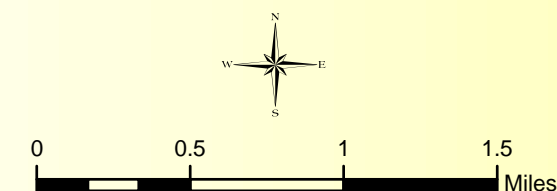
4. Wisely use the resources of the reservation and surrounding environment to provide for ourselves and generations to come.
5. Pursue tribal electric power self-sufficiency.
6. Establish a forest nursery to diversify the forestry resources and re-establish native white pine and other species.
7. Maintain the tribal recycling and solid waste disposal system for the reservation.

Policies:

1. Establish and maintain a wild rice management program to monitor the long term production and habitat trend on all reservation and ceded waters in Wisconsin.
2. Continue working with lake associations to maintain fish stocking area lakes and control invasive species that threaten fish habitat.
3. Establish training classes that pass on traditional methods of interfacing with the environment.
4. Implement the policies and procedures of the Integrated Resource Management Plan. Ensure coordination of all reservation activities with the Environmental Department to minimize impact from activities.
5. Determine the feasibility of developing reservation energy resources to supplant conventional energy sources. Coordinate building codes to support environmentally sound facility construction and minimize energy consumption. Pursue the feasibility of three-phase power use on the reservation to reduce cost.
6. Secure funding streams to maintain recycling efforts and proper disposal of solid wastes. Research the possibilities of solid waste consumption to produce energy. Continue public education efforts to solidify public support for recycling efforts.



- Legend**
- US Highway
 - State Highways
 - County Highways
 - Local Roads
 - Section Lines
 - Minor Civil Divisions
 - Water
 - Wetlands
 - Flood Plain
 - 10 Foot Contours
 - Trust Lands
 - Fee Lands



Source: WI DNR, NCRWPC, FEMA, FOREST CO., USGS

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCRWPC is not responsible for any inaccuracies herein contained.

Prepared By:
North Central Wisconsin Regional Planning Commission

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

CHAPTER 3: HOUSING

This housing chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. As required by the state's comprehensive planning law [§66.1001 (2)(b) Wis. Stats.], this chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

Forecasts for housing demand (residential land) are discussed in the Land Use Chapter. The existing residential housing base is shown on the Existing Land Use Inventory Map. The potential future residential housing areas to meet forecasted demand are shown on the Future Land Use Plan Map.

A. INDIAN HOUSING PLAN

This document is filed with the Department of Housing and Urban Development (HUD), and describes the condition of the housing stock of the Sokaogon community and plans for tribal housing over the coming year. The focus of the plan is on increasing energy efficiency, energy alternatives and construction of two additional housing units each year. A need for 20-30 housing units “as soon as possible” is identified.

Energy audits of Mole Lake housing units and construction of a net zero energy demonstration home are two of the strategies suggested to make the housing stock more energy efficient. The need for 20-30 new housing units to meet demand could translate into one or two houses a year built with financing from the Tribal Housing Department. A revolving homeownership fund could also be set up. The condition of many existing homes in the community argues for production of new, energy-efficient housing.

According to the Statement of Needs included with the Housing Plan, of the 410 families in the Indian Area 356 are low-income. Fifty-four of 56 elderly Indian families are low income, and 58 of 85 near-elderly families are low-income. Twenty-eight Indian families live in over-crowded housing and 25 Indian families live in substandard housing. There are 120 rental-housing units, all in need of rehabilitation, with an unmet need for 32 Indian families. There are also 27 mutual help units under management by the Housing Department, for a total of 147 NAHASDA units.

B. HOUSING STOCK ASSESSMENT

1. AGE CHARACTERISTICS

TABLE 8 indicates age of housing stock in Mole Lake and the Town of Nashville area reported in the 2000 Census. Mole Lakes's housing stock is considerably newer than the surrounding towns. Seventy percent of housing units were built after 1980, as opposed to 37.6 percent in Nashville and 35.3 percent for the county both with many units built in the 1990s. The Town of Lincoln also experienced a large construction boom in the 1990's. There is some skepticism that there are even 19 housing units built before 1939.

Table 8:
Year Structure Built

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
Mole Lake	19	3	4	23	64	52
Town of Nashville	165	251	124	247	149	326
Town of Lincoln	38	165	75	158	172	405
Town of Langlade, Langlade Co.	55	57	32	73	41	119
Town of Ainsworth, Langlade Co.	71	61	87	124	92	103
Forest County	1,524	1,608	820	1,425	994	1,951
Wisconsin	543,164	470,862	276,188	391,349	249,789	389,792

Source: U.S. Census Bureau

2. OCCUPANCY CHARACTERISTICS

TABLE 9 examines occupancy status of housing units. Of the 167 housing units, only 41 (28.5%) were owner-occupied. There were 103 renter occupied units or about 71.5 percent of all the housing units. This is a marked contrast to the prevalence of owner occupancy in the county (80%) and Nashville (73%). Even more of a contrast is the fact that there are no seasonal dwellings in Mole Lake while 46.3 percent of housing units in the county are seasonal and 57.5 percent of units in Nashville are seasonal.

**Table 9:
Residential Occupancy Status, 2000**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Mole Lake	167	41	103	23	--
Town of Nashville	1,264	354	131	779	727
Town of Crandon	443	211	27	205	176
Town of Lincoln	998	338	66	594	574
Town of Freedom	435	144	14	277	266
Town of Langlade, Langlade Co.	375	186	22	167	144
Town of Ainsworth, Langlade Co.	549	231	24	294	273
Town of Schoepke, Oneida Co.	626	139	17	470	460
Forest County	8,322	3,188	855	4,279	3,856
Wisconsin	2,321,144	1,426,361	658,183	236,600	142,313

Source: U.S. Census Bureau

3. STRUCTURAL CHARACTERISTICS

**Table 10:
Housing Units by Structural Type, 2000**

	1, detached	1, attached	2	3 or 4	5 or more	Mobile Home	Other	Total
Mole Lake	117	7	9	--	26	6	--	165
Town of Nashville	1,026	17	11	--	26	171	11	1,262
Town of Crandon	329	6	--	2	--	82	2	421
Town of Lincoln	894	4	4	4	13	81	13	1,013
Town of Freedom	381	--	--	4	4	52	--	441
Town of Langlade, Langlade Co.	319	2	--	--	--	48	8	377
Town of Ainsworth, Langlade Co.	399	--	--	--	1	138	--	538
Forest County	6,744	63	67	56	269	1,055	68	8,322

Source: U.S. Census Bureau

Three-quarters of housing units in Mole Lake are single-family homes. There are a considerably smaller percentage of mobile homes in Mole Lake (3.6%) than in Nashville (13.5%) or the county (12.7%). There are considerably more multi-family dwelling in Mole Lake (21.2%) than in the county (4.7%) or the

surrounding towns. See TABLE 10 for a detailed breakdown of the types of housing in the town, surrounding communities, and the county.

4. VALUE CHARACTERISTICS

In 2000, the median value of a housing unit in Mole Lake was \$87,500. That was above the county, but considerably below the state median value or the median for Nashville. TABLE 11 displays the town, surrounding towns, county, and state information. Most of the median values are less than \$100,000.

**Table 11:
Housing Values, 2000**

	<\$50,000	\$50,000 to 99,999	\$100,000 to 149,999	\$150,000 to 199,999	\$200,000 to 299,999	\$300,000 and up	Median Value
Mole Lake	17.6%	64.7%	11.8%	--	5.9%	--	\$87,500
Town of Nashville	6.2%	41.4%	33.5%	10.6%	7.5%	0.9%	\$103,100
Town of Crandon	32.0%	40.2%	22.7%	5.2%	--	--	\$59,200
Town of Lincoln	8.3%	41.7%	22.7%	11.2%	14.5%	1.6%	\$100,000
Town of Freedom	11.6%	47.7%	22.1%	12.8%	4.7%	1.2%	\$91,100
Town of Langlade, Langlade Co.	10.4%	68.7%	7.8%	11.3%	1.7%	--	\$78,900
Town of Ainsworth, Langlade Co.	25.2%	49.6%	11.8%	4.7%	8.7%	--	\$71,200
Town of Schoepke, Oneida Co.	22.7%	36.0%	16.0%	22.7%	2.7%	--	\$89,400
Forest County	22.9%	48.3%	16.3%	6.3%	5.4%	0.7%	\$77,400
Wisconsin	6.5%	35.4%	30.6%	15.5%	8.5%	3.5%	\$112,200

Source: U.S. Census Bureau

B. HOUSING PROGRAMS

Various organizations offer a variety of programs to assist with the purchase, rehabilitation, or construction of housing. Many of these programs are listed:

HUD: Office of Native American Programs (ONAP)

ONAP ensures that safe, decent and affordable housing is available to Native American families, creates economic opportunities for Tribes and Indian

housing residents, assists Tribes in the formulation of plans and strategies for community development.

Indian Community Development Block Grant Program (ICDBG)

The ICDBG Program provides eligible grantees with direct grants for use in developing viable Indian Communities, including decent housing, a suitable living environment, and economic opportunities, primarily for low and moderate income persons.

Indian Home Loan Guarantee Program (Section 184)

This is a mortgage product for Native Americans, tribes, or tribally designated housing entities. The program was designed to offer homeownership and housing opportunities for eligible Native Americans, families, tribes and tribally designated housing entities.

Indian Housing Block Grant Program (IHBG)

IHBG is a formula grant that provides a range of affordable housing activities on Indian reservations and Indian areas. Indian tribes or tribally designated housing entities are eligible to receive these grants. Recipients must submit to HUD and Indian Housing Plan each year to receive funding, and an Annual Performance Report. These grants can be used for housing development, housing services, crime prevention, and model activities to solve affordable housing problems.

Title VI Tribal Housing Activities Loan Guarantee Program

The purpose of Title VI is to assist IHBG recipients who want to finance eligible affordable housing activities, but are unable to secure financing without the assistance of a federal guarantee. The borrower leverages IHBG funds to finance affordable housing activities today by pledging future grant funds. Title VI provides a guarantee to private lenders that if the borrower defaults HUD repays the obligation and seeks reimbursement from the borrowers future IHBG grant funds.

Bureau of Indian Affairs: Housing Improvement Program (HIP)

HIP is a home repair, renovation and replacement grant program administered by BIA and federally recognized Indian tribes. HIP is a grant program to serves the neediest of the needy, who have substandard housing or no housing at all and have no immediate sources of housing assistance.

Housing Repair and Rehabilitation Grant: This program is administered by the Rural Housing Service of the USDA Rural Development Department. Seniors aged 62 and older may obtain a grant for rehabilitating their home provided they are below 50% of the area median income and are unable to procure affordable credit elsewhere.

Housing Repair and Rehabilitation Loan: Also administered by USDA, this program is a loan for rehabilitation provided applicants meet the same standards as the grant above.

Rural Housing Guaranteed Loan: USDA also offers this loan that is used to help low-income individuals or households purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development also offers this loan to provide financing at reasonable rates and terms with no down payment. The loan is intended for low-income individuals or households to purchase homes in rural areas. Funds can be used to build, repair, renovate or relocate a home, or to purchase and prepare sites, including providing water and sewage facilities.

Rural Housing Direct Loan: USDA-Rural Development uses this program to help very low- and low-income households construct their own homes. The program is targeted to families who are unable to buy clean, safe housing through conventional methods.

VA Home Loans: These loans, administered by the U.S. Department of Veterans Affairs, are often made without any down payment at all, and frequently offer lower interest rates than ordinarily available with other kinds of loans. These loans may be used for purchase or construction up to \$240,000.

NEWCAP: The Northeastern Wisconsin Community Action Program offers a number of housing rehabilitation programs, rental rehabilitation programs, homeowner opportunity programs, Section 8 Housing Assistance, and revolving loan funds to assist disadvantaged population groups.

C. GOALS, OBJECTIVES & POLICIES

Goal:

1. Improve and increase the housing units and housing environment to meet the needs of the Sokaogon Chippewa Community.

Objectives:

1. Construct additional Low Income Rental Units.
2. Construct additional member owned units.
3. Construct environmentally responsible and culturally relevant housing.

4. Modernize existing housing units to preserve the housing stock.

Policies:

1. Identify the land base necessary to support low income rental units, coordinate the utility infrastructure to support housing expansion. Identify and secure funding to design and construct enough units to meet the needs of the tribal community.
2. Provide the means by which members can become owners of their housing units; legislation, financial assistance, financial institution coordination, member education. Provide members who chose to participate in home ownership a choice of locations using a lot lease program.
3. Pass legislation identifying residential construction codes that set ADA Standards and environmental impact and mitigation standards. Provide incentives for achieving and/or exceeding minimum standards. Have occupants participate in housing unit design process.
4. Adopt uniform public housing policies and practices for repair and maintenance. Identify minimum standards for all public housing units and upgrade present housing stock to meet and/or exceed these standards for ADA compliance, livability, functionality, and environmental impact.

Goal:

1. Update and maintain current housing stock through routine maintenance.

Objective:

1. Work on making current stock more energy efficient by performing energy audits through Sokaogon Chippewa Community.

Policy:

1. Update our monitoring weather station for more accurate and detailed information to check the viability and possibility of installing alternative energy sources such as pv solar electric, solar thermal, geothermal, wind turbines or hybrid systems, to make life more sustainable and economical for our tenants.

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

This is the fourth of nine chapters of the Sokaogon Chippewa Community Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to guide future development of utilities and community facilities. As required by the state's comprehensive planning law [s.66.1001 (2)(d) Wis. Stats.], this element inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Tribe located outside the community and/or under another jurisdiction.

A. INVENTORY & ANALYSIS OF EXISTING FACILITIES

1. WATER AND WASTEWATER FACILITIES

The Mole Lake reservation has a public water supply system and sanitary sewer service. A new wastewater treatment plant has recently been completed with a capacity of 87,125 gallons per day with a utilization rate of 57.4 percent. Two water towers, with a capacity of 105,000 and 50,000 gallons, are part of the drinking water supply system.

Storm sewers exist along State Highway 55 from the casino to Swamp Creek (approximately .75 miles).

2. SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

The Sokaogon Chippewa Community has recently completed a draft *Integrated Solid Waste Management Plan*. Based on underlying conditions on the reservation, the Plan lays out the current system of tribal, curbside pick-up conducted by the Environmental Department. The overall thrust of this plan is to reduce the total waste stream produced on the reservation through increased recycling, composting and source reduction, and to deal more effectively with special and hazardous wastes.

Currently the Tribe provides curbside pick-up on the reservation, which is sorted at the holding facility operated by the Environmental Department. Recyclables are separated and special and hazardous wastes, such as old tires, oil and paint, are held for proper disposal. Waste Management, Inc., under contract with the Tribe, picks up garbage, which is first sent to a transfer station in Antigo for final shipment to a landfill in Marquette Michigan.

Recommendations are made to improve the waste handling facilities on the reservation to increase the efficiency of the operation, educational outreach to tribal members to improve compliance with recycling and source reduction

goals. Increasing public awareness of recycling and waste control measure through a “rebranding” of the program is suggested. But it is the source reduction that could potentially have the greatest effect on the community’s waste output. By consciously choosing to limit the amount of packaging, encouraging the use of recycled materials, avoiding hazardous components in purchases made by the Tribe, and increasing awareness of energy efficiency in all the equipment used by tribal members a real reduction in the environmental impact of the Sokaogon Community is possible.

3. POWER AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation. The closest high-voltage (115kv) electric transmission line to Mole Lake is located along US Highway 8 to the north. Liquid petroleum (LP gas) is available for home and business delivery from several vendors. Natural gas service does not currently extend to the reservation, but is available in some adjacent towns.

Telephone service is provided by Frontier, which also provides DSL Broadband to most of the area. The Tribe owns a wireless telephone antenna mounted on its water tower, on which it leases space to Celcomm to provide cell phone service throughout the reservation, but service is spotty in some areas.

4. PARKS, RECREATION AND OTHER YOUTH FACILITIES

There are two park-like public areas: the four-acre Pow Wow grounds, and the public open space surrounding the Dinesen House, that is utilized for the annual Heritage Days celebration. Ample recreational opportunities exist for members on the reservation including five boat landings maintained by the Tribe.

The Mole Lake is within the Crandon School District. The Nicolet Technical College has a campus located in Rhinelander, and a North Central Technical College campus is located in Antigo. Tribal members mostly attend Nicolet College.

Reservation residents use the Crandon Public Library, which is owned and maintained by the City of Crandon. Based upon the state circulation formula, Forest County also provides some of the operating revenue. The Antigo Library is also used by members.

The A-Binoojii Daycare Center on the reservation is licensed for eight children.

5. EMERGENCY AND MEDICAL SERVICES

Police protection in Mole Lake is provided by the Forest County Sheriff’s Department.

The Sokaogon Chippewa contract with the City of Crandon Fire Department for fire and rescue service to cover the reservation. The Town of Nashville currently holds an ISO rating of 9 for fire response in the north part of town, which includes Mole Lake, covered by the Crandon Fire District.

The nearest medical facilities are Saint Mary's Hospital in Rhinelander and Langlade Memorial Hospital in Antigo, which provide 24-hour emergency service and critical care. The Crandon medical clinic is affiliated with Saint Mary's Hospital in Rhinelander.

The Tribal Health Center serves reservation residents and non-resident tribe members. A new Clinic building has just opened. This facility also offers mental health and substance abuse services.

6.) OTHER TRIBAL FACILITIES

The local road system is the most significant public facility maintained by the Tribe and is covered in the Transportation Element (Chapter 5).

Because of the nature of Tribal property ownership, virtually all the facilities on the reservation are owned by the Sokaogon Chippewa Community. They fall under three headings:

Administrative

- Tribal Office
- Housing Department
- Family Services
- Utilities Department
- Transportation Department

Community Services

- Health Clinic (new & old)
- Youth Center
- Food Distribution
- Recycling Center
- Fish Hatchery
- Dinesen House
- Chief Ackley's House
- Child Care Center

Economic Enterprises

- Motel
- Casino
- Hotel
- Convenience Store

There is also the abandoned casino building, likely to be demolished.

There is a Tribal cemetery.

See Utilities and Community Facilities Map for the location of all of these facilities.

7. TRAIL SYSTEM

The Sokaogon Community has embarked on a trail planning process directed at creating an integrated system of trails to accommodate the needs of tribal members and visitors. The Trail Plan (see Appendix C) looks at existing snowmobile trails, mountain bike and cross-country ski trails, ATV trails (restricted to tribal members), a proposed bike and pedestrian trail around Rice Lake, and a trail connection to the Crandon Bike & Pedestrian Trail. Especially the Rice Lake Trail and the bike and ski trails offer an opportunity to expand the range of activities open to residents and visitors alike.

A trail system offers transportation alternatives, recreational opportunities, a method of improving health, and means of experiencing the natural environment. Trails increase the opportunity to expand the reservation's appeal as a visitor destination. A comprehensive approach to trail planning could address both the needs of the Sokaogon Chippewa Community to easy access to transportation and exercise options, and the potential to increase the variety of visitor activities within the reservation.

B. ASSESSMENT OF FUTURE UTILITY & COMMUNITY FACILITY NEEDS

A number of infrastructure and community facilities projects are suggested in the *Sokaogon Chippewa Community Long Range Strategic Plan*. Some, like the new Health Clinic and the Child-care Center, have been completed, while others such as the proposed business center or separate mental health facility, have not. The Dinesen House has been restored, a new wastewater treatment plant built and the beginnings of a trail system installed, all responsive to recommendations from the Strategic Plan and other sources.

Other recommendations, such as expanding the tribal solid waste and recycling facility, remain to be implemented. Particularly projects related to the energy consumption of the Tribe and its members hold the potential to transform the future of the community. Every effort should be made to realize the vision of energy independence embodied in the Strategic Plan.

C. UTILITIES AND PUBLIC FACILITIES PROGRAMS

Providing public infrastructure like roads, sewer and water service, schools, police and fire protection is one of the major functions of tribal government. In addition to these public services, both public and private entities provide electricity and telephone service as well as such specialized services as child-care, health-care and solid-waste disposal. Taken together these constitute the utilities and community facilities that represent much of the backbone of modern life. Beyond what these facilities do for us, they also represent a huge investment of public and private resources.

The efficient utilization of these resources is one of the basic principles of comprehensive planning. Already in-place infrastructure is a public asset that must be safeguarded for the future, both to conserve and protect environmental values and to maximize the benefits of economic growth. Development that bypasses or ignores existing infrastructure resources is wasteful of the public investment that they represent. Development patterns that require the extension of utilities and the expansion of public facilities while existing facilities go unused at other locations is probably not the best use of scarce resources.

Both the state and federal government, especially through the BIA, offer programs that assist communities with the development of critical infrastructure and facilities. These programs are listed in more detail in the Economic Development Element of this plan.

D. GOALS, OBJECTIVES & POLICIES

Goal:

1. Provide an adequate level of infrastructure to support the growing needs of tribal economic development, housing, and governmental functions.

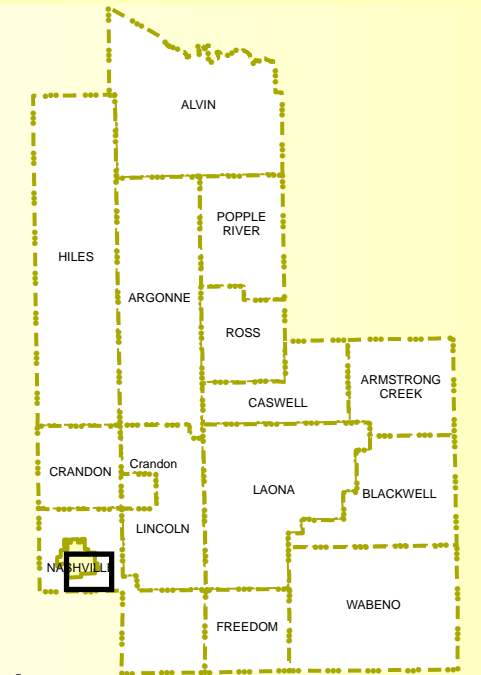
Objectives:

1. Construct a Tribal Courthouse.
2. Examine alternative energy sources as wind and solar both for energy savings and as possible economic development projects.
3. Examine law enforcement needs and develop a plan on how the Tribe can meet those needs.
4. Organize a Tribal Fire Department that may include organizing, training, and emergency medical services.

5. Work with the Town of Nashville, the County, the State, the Potawatomi Tribe and individual landowners to address known water quality issues.

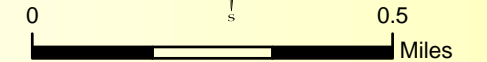
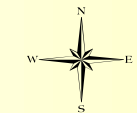
Policies:

1. Design a tribal courthouse that meets the unique cultural and social needs of the community while instilling a sense of justice, law and order to the public. Locate and secure funding sources to construct the facility.
2. Obtain the funding necessary to perform feasibility studies for independent, eco-friendly energy production on the reservation. Choose best alternatives suitable to the reservation, its cultural and social requirements. Secure funding for design, construction, and operations of energy production facilities.
3. Secure the funding streams necessary to design and implement a community emergency services department that is capable of responding to and mitigating emergency situations that affect the tribal community, its properties, and its members.
4. Develop and adopt long range plans for the control of water resources of the reservation. Determine the best and most effective way to obtain community buy-in on the need for such plans and provide the funding streams necessary to establish, operate and maintain the infrastructure required to implement the water and wastewater plans.



Legend

- Old Health Clinic
- Tribal Administration
- Senior Housing
- Health Clinic
- Casino
- Dinisen House
- Community Baseball Fields
- Day Care Center
- Life Enhancement Center / Food Services Bldg
- Tribal Housing Office
- Tribal Housing Equipment Garage
- Trust Lands



Source: WI DNR, NCWRPC, Forest Co

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



Prepared By:
**North Central
 Wisconsin Regional
 Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

CHAPTER 5: TRANSPORTATION

This chapter, the fifth of nine chapters of the Mole Lake Comprehensive Plan, is based on the statutory requirement [§66.1001(2)(c) Wis. Stats.] for a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. This element compares the Town's objectives, policies, goals and programs to state and regional transportation plans. The element also identifies highways within the Town of Nashville by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Town of Nashville.

A. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

Corridors 2020

Corridors 2020 was designed to enhance economic development and meet Wisconsin's mobility needs well into the future. The 3,200-mile state highway network is comprised of two main elements: a multilane backbone system and a two-lane connector system. All communities over 5,000 in population are to be connected with backbone & connector systems.

This focus on highways was altered in 1991 with the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA), which mandated that states take a multi-modal approach to transportation planning. Now, bicycle, transit, rail, air, and other modes of travel would make up the multi-modal plan. The Wisconsin Department of Transportation's (DOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21.

TransLinks 21

DOT incorporated Corridors 2020 into TransLinks 21, and discussed the impacts of transportation policy decisions on land use. TransLinks 21 is a 25-year statewide multi-modal transportation plan that DOT completed in 1994. Within this needs-based plan are the following modal plans:

- State Highways Plan 2020
- Airport System Plan 2020
- Bicycle Transportation Plan 2020
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Rail Issues and Opportunities Report

Connections 2030

Connections 2030 will be a 25-year statewide multi-modal transportation plan that is policy-based. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, DOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan. This plan will not conflict with the Mole Lake Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. Recommendations will be presented in "multimodal corridors." The Mole Lake is not in a corridor, but there is one corridor in Forest County.

State Trails Network Plan

The Wisconsin Department of Natural Resources (DNR) created this plan in 2001, to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail. There is one potential trail that would run through Nashville on abandoned rail corridor between Argonne and Shawano.

Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP) titled “A Framework for the Future”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in December of 2003, is an update of a plan adopted by NCWRPC in 1981. The RCP looks at transportation in all ten counties that make up the North Central Region, including Forest. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The RCP recommends a variety of strategies to address a variety of transportation issues such as growing traffic volumes, congestion and the increase of drivers aged 65 and over. Two such strategies include corridor planning and rural intelligent transportation systems. Corridor planning is one way to relieve some of the need for additional direct capacity expansion by comprehensively managing critical traffic corridors. Rural ITS applications have the potential to make major improvements in safety, mobility, and tourist information services.

Sokaogon Chippewa Community Long Range Transportation Plan, 2005

This report seeks to inventory and prioritize the BIA Road System (IRR) within the Sokaogon community. The main thrust of the document is to remove some roads that had been previously submitted for inclusion on the BIA list of approved roads. Conflict with wetland areas is the primary reason for removing these roads and trails from the list. Miqwa Trail and IRR 10, creating a northern connector to CTH B, are suggested on reservation land, and improvements to Sand Lake Road are suggested to improve access to tribal land that formerly held the Crandon Mine site.

Mole Lake Road Safety Audit, 2008

This study looks at road safety issues in the Mole Lake community. Starting with collision data and assessment standards. The findings of this audit focused on six basic issues: ATVs, pedestrians, SHT 55, signs, the bridge over Swamp Creek, and the Sand Lake Rd. reconstruction. User conflict, especially ATVs and pedestrians sharing the roadway with vehicles on STH 55 in the area of Sand Lake Road and the Swamp Creek crossing, is the essential issue that underlies many of the study's suggestions. The need to provide off-road routes for pedestrians and to separate motorized and non-motorized traffic are seen as crucial to improving safety in the Mole Lake area. A multi-modal transportation plan is proposed as a mechanism for dealing with conflicts between pedestrians and ATVs and as a way of keeping both off of the STH 55 roadway.

How to slow down traffic on Highway 55 as it passes through the Mole Lake community is a major focus along with the related issues of the narrowness and unsafe condition of the Swamp Creek crossing and the intersection with Sand Lake Road. The need to widen Sand Creek Road and reconfigure the intersection with Black Joe Rd. and Community Dr. as part of the reconstruction is also addressed.

The need to upgrade signage and lighting on the roads of the community are mentioned as well, but taken together this Road Safety Audit provides a comprehensive look at how to integrate traffic safety concerns with larger development issues affecting the center of the Mole Lake community.

Mole Lake Highway Safety Plan, 2010

This document builds on the *Safety Audit* (above). Five safety issues are identified and potential strategies are recommended to address them. These issues are addressed individually and strategies are divided into engineering, enforcement, education and policy actions.

Two of the five safety items are related and of particular significance to the transportation planning for the reservation. Both the Interaction of Modes and the Pedestrians and Bicycles sections address possible conflicts and safety threats of conflicts between various transportation modes. It discusses such motorized modes as ATVs, snowmobiles and dirt-bikes “as a popular form of recreation for tourists who enjoy riding throughout the scenic Mole Lake reservation.” Accommodating these potential visitors while at the same time protecting the resources of the Sokaogon people is a dilemma that must be faced if the reservation is to increase tourism. To balance the competing demands for trails, “It is suggested that the designation (sic) of different trail systems, which support both public and tribal-only trails.”

Although the focus of this plan is increasing the safety of the transportation system at Mole Lake, in stressing the need for an integrated multi-modal transportation system it reinforces how infrastructure investments can improve the quality of life for reservation residents and at the same time provide an asset that can be leveraged to promote economic development goals within the Sokaogon Community.

B. TRANSPORTATION MODE INVENTORY

1. HIGHWAYS AND TRUCKING

a. Functional and Jurisdictional Identification

Public highways are generally classified by two different systems, the functional and the jurisdictional. The jurisdictional class refers to which entity owns the facility and holds responsibility for its operations and maintenance. The functional class refers to the role the particular segment plays in moving traffic within the overall system. Each is described in more detail below.

In addition to these main classifications, a road or segment of road may hold a variety of other designations including county forest road, rustic road, emergency route, truck route, etc. There are no rustic roads, or county forest roads within the Town of Nashville. Truck routes are discussed at the end of this section, under Trucking.

The highway system within the Town of Nashville is a network of federal, state and county highways together with various local roads and streets, see MAP 3. The jurisdictional breakdown is shown in TABLE 13. State Highway 55 is a Minor arterial. STH 52, CTHs B, Q, S, DD, Pickeral Lake Road and Sand Lake Road are Major Collectors. CTH M and South Shore Drive are Minor Collectors. The remainder of roads within the Town are classified as "Local."

**Table 12:
Road Mileage By Jurisdiction And Functional Class**

Jurisdiction	Functional Classification			Totals
	Arterial	Collector	Local	
State*	8.50			8.50
County		21.72		21.72
Town		12.25	56.88	69.13
TOTALS	8.50	33.97	56.25	99.35

Source: WisDOT & NCWRPC.

* WisDOT has jurisdiction over interstate and federal highways.

County Highways B, DD, M and Q serve the Town of Nashville, which are the Town's primary traffic arteries. County Highway M, and to a lesser degree CTH B, serve the Mole Lake community. County highways serve rural land uses and distribute local traffic to the regional arterial system. They serve an important role in linking the area's forestry resources to the major highways and urban centers.

Local roads are an important component of the countywide transportation system, because they serve local development, as well as the forestry areas. A particular issue of concern with Town roads is that of seasonal weight limits. In Nashville, weight limits apply to all Town roads in spring, generally from March to May, but exact dates vary from year to year. Forestry activities within the Town make logging trucks a significant concern.

The Sokaogon Community is responsible for local roads on the reservation, although some roads are maintained by others – State Highway 22 by the County, Sokaogon Drive by the Town of Nashville – most are the responsibility of the tribe. Indian Route 10, which runs with Ackley Circle, is part a system under the Indian Reservation Road (IRR) program. Planning is underway to extend Route 10 north to connect with County Trunk Highway B.

**Table 13:
Traffic Counts**

Count Site	1994	2003	#/% Change '94-'03
Site 1: STH 55, just north of CTH B.	2000	2500	500 / 25.0%
Site 2: STH 55, just south of CTH B.	1900	2500	600 / 31.6%
Site 3: CTH B, just west of STH 55.	260	270	10 / 3.8%
Site 4: CTH B, just east of county line.	180	160	-20 / -11.1%
Site 5: CTH M, just east of Schallock Ln.	210	250	40 / 19.0%
Site 6: Sand Lake Rd, east of Black Joe Rd.	100	70	-30 / -30.0%

Source: Wisconsin Highway Traffic Volume, Department of Transportation & NCWRPC

WisDOT does some traffic counts on local and County roads classified as collectors. Traffic has not increased at all of the count sites between 1994 and 2003 as shown on TABLE 15. Traffic has increased by at least 25% along STH

55 (sites 1-2), on Sand Lake Rd just off of STH 55, south toward Langlade County (site 6).

A functional classification system groups streets and highways into classes according to the character of service they provide. This character of service ranges from providing a high degree of travel mobility to providing land access functions.

The current classification system used in Wisconsin consists of five classifications divided into urban and rural categories. Functional classifications are used to determine eligibility for federal aid. For purposes of functional classification, federal regulations define urban as places of 5,000 or more population, so the rural classifications apply to Mole Lake. TABLE 16 summarizes the rural functional classification system.

**Table 14:
Rural Highway Functional Classification System**

Principal Arterials	Serve interstate and interregional trips. These routes generally serve to connect all urban areas greater than 5,000 population. The rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials.
Minor Arterials	In conjunction with the principal arterials, they connect cities, large communities, and other major traffic generators providing intra-regional and inter-area traffic movements.
Major Collectors	Provide service to moderate sized communities and other inter-area traffic generators and link those generators to nearby larger population centers or higher function routes.
Minor Collectors	Collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.
Local Roads	Provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Source: WisDOT

b. Trucking

State Highway 55 is the principal truck route as designated by WisDOT.

Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play significant roles in the designation of local truck routes.

A number of private trucking companies are available in Crandon and Rhinelander.

2. TRANSIT AND TRANSPORTATION FACILITIES FOR THE DISABLED

The Forest County Commission on Aging coordinates driver-escort service to residents of Forest County, which includes Nashville. Forest County works with adjacent counties, like Langlade, to provide service where it is more cost effective. Escort drivers provide transportation to elderly and disabled residents of Forest County that qualify as a priority trip purpose. Travel includes both in and out of county travel, and generous volunteers have driven any day or time necessary.

There is no intercity bus service within Forest County or any surrounding counties.

3. BICYCLES, ELECTRIC PERSONAL ASSISTIVE MOBILITY DEVICES, AND WALKING

In 2001, the WDNR created the State Trails Network Plan to identify a statewide network of trails and to provide guidance to the DNR for land acquisition and development. Many existing trails are developed and operated in partnership with counties. By agreement the DNR acquires the corridor and the county government(s) develop, operate, and maintain the trail.

Currently, Forest County is developing one of the segments, listed as Segment 56 from Argonne to Shawano, from the state plan. This abandoned rail corridor goes through the southeast section of Nashville. The Town has developed its own bike trail on Pickerel Lake Road. Maintenance funding is an ongoing issue with trails.

On rural town roads where traffic volumes are less than 1,000 vehicles per day, generally no special improvements are necessary to accommodate bicycles. This "shared-use" concept applies to most roads. Bicyclists and pedestrians commonly utilize these town roads. Electric personal assistive mobility devices such as wheel chairs, scooters and Segways can utilize many of the same trails and roadways as cyclists and pedestrians.

4. RAILROADS

There is no local access to rail service in Mole Lake. A rail spur in Argonne and linking the Crandon industrial park was recently abandoned. Shipments needing rail service would have to be trucked to nearby cities with rail access such as Rhinelander, Tomahawk or Wausau.

5. AIR TRANSPORTATION

The Rhinelander/Oneida County Airport (RHI) in Rhinelander is the closest public airport to Mole Lake. RHI is an air carrier / air cargo airport, which is designed to accommodate virtually all aircraft. Airports in this category are usually referenced by the type of air carrier service provided—RHI is a short haul air carrier airport. This airport serves scheduled, nonstop, airline markets and routes of less than 500 miles. Short haul air carriers typically use aircraft weighing less than 60,000 pounds, and use primary runways with a length between 6,500 to 7,800 feet.

There were about 42,340 total aviation operations (take-offs and landings) in 2000. WisDOT projections show total aviation operations increasing at RHI to 44,040 by 2010, and 45,740 by 2020; an 8 percent increase from 2000.

The Crandon Municipal Airport (Y55), which lies partly in Nashville, is a basic utility (BU-A) airport that is designed to accommodate aircraft of less than 6,000 pounds gross weight, with approach speeds below 91 knots and wingspans of less than 49 feet. Such aircraft are typically single-engine piston.

6. WATER TRANSPORTATION

There are no harbors or ports within Forest County, so there is no significant water transport of passengers or freight. Some of the streams and lakes within the Town have boat launches. No water trails have been designated at this time.

C. TRANSPORTATION PROGRAMS

Below is a listing of programs that may be of assistance to the Tribe with regard to the development of the local transportation system. The Wisconsin Department of Transportation is the primary provider of programs to assist local transportation systems. A wide variety of programs are available to serve the gamut of jurisdictions from county down to the smallest town. The programs most likely to be utilized by rural towns such as Nashville include:

- Flood Damage Aids
- Town Road Improvement Program
- Local Transportation Enhancements
- Traffic Signing & Marking Enhancement Grant
- Rustic Roads

The BIA administers the Indian Reservation Roads (IRR) program, that provides funding for roads on tribal land. The IRR program funds can be used for any

type Title 23 transportation project providing access to or within federal or Indian lands and may be used for state/local matching share for apportioned Federal-aid Highway Funds.

More information on these programs can be obtained by contacting the WisDOT region office in Rhinelander or on the Internet at <http://www.dot.wisconsin.gov/localgov/>.

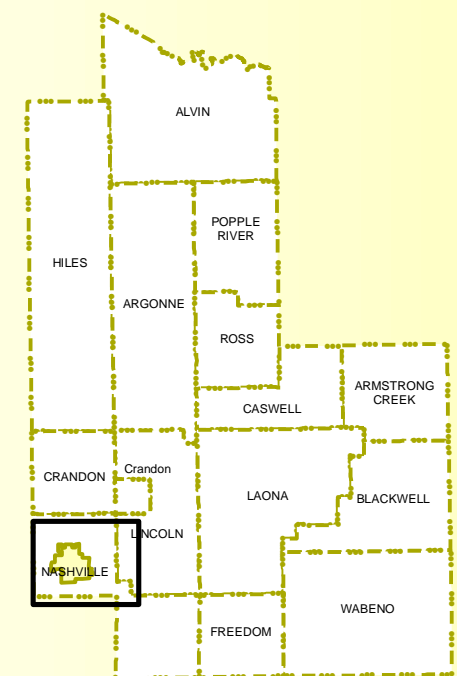
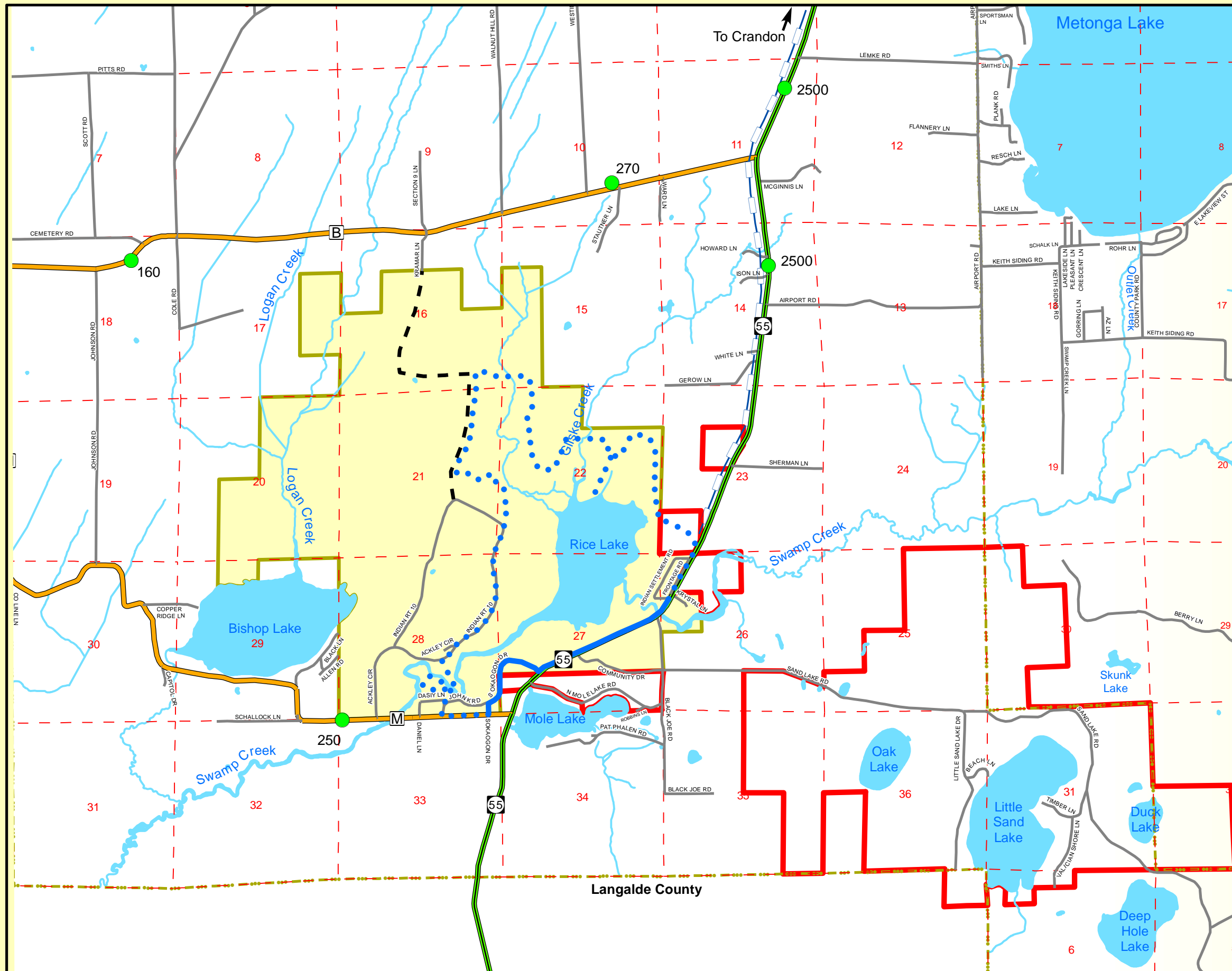
D. GOAL, OBJECTIVES & POLICIES

Goals:

1. Support and maintain a safe and efficient road system.

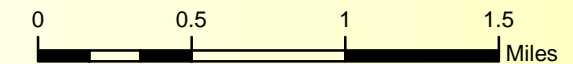
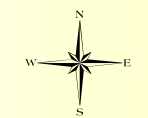
Objectives & Policies:

1. Land uses that generate heavy traffic should be avoided on local roads that have not been constructed or upgraded for such use.
2. Roadway access should be spaced along the existing road network to increase safety and better preserve capacity.
3. Future road locations, extensions or connections should be considered when reviewing development plans and proposals.
4. Maintain street signage to improve visibility for all residents as needed.
5. Tribal roads serving residential areas must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.



Legend

- US Highway
- State Highways
- County Highways
- Local Roads
- Section Lines
- Minor Civil Divisions
- Water
- Existing Pedestrian Trail
- Proposed Rice Lake Trail
- Proposed Hiking/Biking Trail
- Proposed Road
- Trust Lands
- Fee Lands
- Traffic Count Location



Source: WI DNR, NCRWPC, FEMA, FOREST CO., USGS

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCRWPC is not responsible for any inaccuracies herein contained.



Prepared By:
**North Central
 Wisconsin Regional
 Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org

CHAPTER 6: ECONOMIC DEVELOPMENT

This is the sixth chapter of the nine chapters Sokaogon Chippewa Community Comprehensive Plan. It is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the Town. As required by the state's comprehensive planning law [§66.1001 (2)(f) Wis. Stats.], this chapter analyzes the labor force and economic base, ensures designation of adequate sites for business and industry, evaluates potentially contaminated sites for reuse, and identifies applicable county, regional and state economic development programs.

A. PREVIOUS STUDIES

Report to the Sokaogon Chippewa Community & the Northwoods Nijii Enterprise Community, Inc., 2006

This document was prepared in 2006 and includes an Individual Skills & Asset Inventory, which details the job skills and economic aspirations of surveyed community members. Participants were asked their skills in 14 categories, as well as their level of civic engagement and entrepreneurship. In addition to skills that they had or would like to develop, respondents also expressed the kinds of businesses they would like to see open at Mole Lake, led by a grocery store, mentioned by 37 percent, and retail stores, car repair, laundry, and restaurants.

B. LABOR FORCE, ECONOMIC BASE ANALYSIS & ASSESSMENT OF LOCAL CONDITIONS

1. LABOR FORCE

According to the Census, the civilian labor force (population 16 and over) living at Mole Lake was 149 workers in 2000. Of these, 37 were unemployed for an unemployment rate of 16.4%. The unemployment rate for the County was 7.7% in 2000. Mole Lake's 1990 unemployment rate was 42.7%. The current County unemployment rate is about 6.8% (2007).

2. ECONOMIC BASE ANALYSIS

Geographically, the land within the reservation is overwhelmingly dedicated to the forestry sector. About 42% of the land in the Mole Lake reservation is

woodland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the forest cover of the community.

Most occupations showed increases among Sokaogon Community members from 1990 to 2000 as shown in TABLE 15. The number of members in the *Service* increased over 387%, compared to 74% rate for the county. *Management, Professional & Related* grew by 35%, while increasing nearly 38% for the county. *Production, Transportation, & Material Moving* occupation decreased by 14%, compared to a 6.7% decline at the county level.

Table 15:
Occupation of Employed Workers 1990–2000

	Sokaogon Chippewa		Forest County	
	1990	2000	1990	2000
Management, Professional & Related	20	27	603	831
Service	8	39	492	855
Sales & Office	22	26	600	799
Farming Fishing & Forestry	3	3	274	179
Construction, Extraction & Maintenance	4	5	252	472
Production, Transportation & Material Moving	14	12	973	908

Source: U.S. Census Bureau

TABLE 16 shows that 20 more people work in the *Arts, Entertainment, Recreation, Accommodation and Food Services* industry in 2000 than in 1990, a 400% increase. This corresponds with the Mole Lake Casino & Bingo, and the opening of the Mole Lake Motel. *Public Administration* employment among tribal members increased by 76%, but decreased by 18% for the county. The number of tribal members employed in the *Retail Trade* industry has declined greatly (-71%), which is also visible at the county level (-27%). Sokaogon people employed in the *Professional, Scientific, Management, Administrative & Waste Management Services* industry declined by 28% 1990 to 2000, while at the county level it declined 16%.

These figures in TABLES 15 & 16 are all based on the number of workers residing on the reservation and what they do for employment not where they are actually employed. Information regarding the number of jobs available on the reservation itself is not readily available.

**Table 16:
Industry Sectors 1990–2000**

	Sokaogon Chippewa		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	0	3	199	303
Construction	7	0	174	303
Manufacturing	13	4	881	669
Wholesale Trade	0	0	53	57
Retail Trade	7	2	553	402
Transportation, Warehousing & Utilities	0	0	239	256
Information	N/A	0	N/A	49
Finance, Insurance, Real Estate & Leasing	0	12	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	7	5	163	136
Education, Health and Social Services	7	15	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	5	25	34	527
Public Administration	26	46	205	168
Other Services	6	0	147	300

Source: U.S. Census Bureau

Commuting patterns provide one way to estimate the number of jobs within a community. The 2000 commuting data shows a total of 138 workers traveling to the Town of Nashville for work. The majority (61%) of these actually represent residents working at jobs within the town. The others travel to jobs within Nashville from other Forest County communities (15%), Langlade County (21%), and Clark County (3%).

3. ASSESSMENT OF LOCAL CONDITIONS

a. General Overview

The Sokaogon Chippewa Community has number of economic development issues to address. Most prominent among these is the need to diversify the economy on the reservation. Gaming has provided a basis for economic development, and well-paid jobs with benefits to a number of tribal members, but a wider range of employment opportunities for tribal members would provide a more stable economic base for the Sokaogon Community.

In the *Long Range Strategic Plan* it is stated this way: “To utilize the ‘window of opportunity’ from Indian Gaming to build the tribe’s infrastructure, diversify the Reservation’s economic base and expand trust lands.” In recent years

significant infrastructure investments have been made – new wastewater treatment plant, health clinic, and pedestrian trails – but the economic diversification has lagged.

The emphasis of the Division of Energy and Mineral Development (DEMD) in Office of Indian Energy and Economic Development (IEED) on *Green Jobs in Indian Country* points to a possible form that this diversification might take. Going back to the *Sokaogon Chippewa Community's Philosophy Statement*, formulated in the early 1990s, “tribal power self-sufficiency through the use of wood fuel, solar, and wind energy resources” fits precisely with the goals of DEMD’s Green Jobs initiative. Coupled with the emphasis on sustainable forestry in the Tribe’s extensive woodlands holdings this offers potential for a concentrated biomass to energy development that could provide jobs, tribal income and the kind of economic diversification that would exploit the “window of opportunity” with which the Sokaogon Community is presented.

Of the four tribes currently participating in the Green Jobs program two are members of the Lake Superior Tribe of Chippewa (the Fond du Lac and St Croix Bands). Both of their proposals refer to biomass power plants. Such a proposal complements the Tribe’s goals stated in the Indian Housing Plan: performing energy audits to make the reservation housing stock more energy efficient; and to update facilities to ascertain the potential for “pv solar electric, solar thermal, geothermal, wind turbine or hybrid systems.” These projects have the added potential to provide workforce development impacts by training tribal members in trades that will become more in demand in the future.

Development of ATV trails connecting to the County trail system is a possible means of attracting more visitor activity to the reservation. This use poses a number of issues, however. Conflicts between various trail users, such as hikers or cross-country skiers, can develop if care is not taken to provide separate facilities for different users. Further there can be safety issues. This is particular a problem in the area of STH 55 near the casino where conflict with pedestrians and highway traffic can lead to potential accidents. ATVs pose a special problem because of the potential of erosion caused by off-trail riding. Enforcement of regulations governing the behavior of ATV rider, but also of all trail users, is an important part of any plan to expand this activity.

Consideration should be given to providing ample opportunities for “silent sports” that do not involve motorized vehicles. Providing these users with a quality experience also represents a development potential for the Sokaogon Community.

b. Empowerment Zone/Enterprise Community Program

In 1998, three northern Wisconsin tribes and selected developable site partners, including the Town of Nashville, came together to prepare a strategic

plan for submission to the Round II USDA Empowerment Zone/Enterprise Community (EZ/EC) program. They were awarded federal Enterprise Community designation in January 1999.

Community members in both the Sokaogon Community and the Town of Nashville identified economic development and providing badly needed services as their main priorities while developing their strategic plan. The main focus of the plan was to provide basic health care, education, elderly services and improved fire protection and infrastructure, as well as environmentally friendly, sustainable economic development by way of entrepreneurial initiatives and small business development. The strategic plan goals are listed in its order of priority:

1. Public Safety/Fire Department
2. Infrastructure/Water Sewer in Mole Lake
3. Infrastructure/upgrade road system for fire and ambulance
4. Health Care/build new health care facility in Mole Lake
5. Elderly Services/facility for services to elders and disabled
6. Business Development/Job training
7. Environment & Natural Resources/upgrade existing fish hatcheries
8. Capacity Building
9. Social Services/Education/facility for expansion of Child Day Care, Head Start, Education and Family Services

C. ECONOMIC DEVELOPMENT PROGRAMS

Various organizations at the County, Regional and State level offer a variety of programs to assist with economic development. Many of these are listed below:

Regional:

North Central Wisconsin Development Corporation: The North Central Wisconsin Development Corporation (NCWDC) manages two revolving loan funds designed to address a gap in private capital markets for long-term, fixed-rate, low down payment, low interest financing. The fund is targeted to businesses in the ten county region.

North Central Advantage Technology Zone Tax Credits: The County has been designated a Technology Zone by the Department of Commerce. The Technology Zone program brings \$5 million in income tax incentives for high-tech development to the area. The North Central Advantage Technology Zone offers the potential for high-tech growth in knowledge-based and advanced manufacturing clusters, among others. The zone designation is designed to attract and retain skilled, high-paid workers to the area, foster regional

partnerships between business and education to promote high-tech development, and to complement the area's recent regional branding project.

State:

Rural Economic Development Program: This program administrated by Wisconsin Department of Commerce provides grants and low interest loans for small business (less than 25 employees) start-ups or expansions in rural areas. Funds may be used for "soft costs" only, such as planning, engineering, and marketing assistance.

Wisconsin Small Cities Program: The Wisconsin Department of Commerce provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects. Economic Development grants provide loans to businesses for such things as: acquisition of real estate, buildings, or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC): The UW SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small business in Wisconsin.

Transportation Economic Assistance (TEA): This program, administered by the Wisconsin Department of Transportation, provides immediate assistance for the cost of transportation improvements necessary for major economic development projects.

Other State Programs: Technology Development grants and loans; Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Federal:

U.S. Dept. of Interior - Bureau of Indian Affairs (BIA): BIA provides a range of economic development services. Operating through the Office of Indian Energy and Economic Development (IEED) BIA offers a number of programs directed at fostering development among Native Americans. With an emphasis on training Native people for jobs in growing economic sectors. The IEED is divided into four basic functions Capital Investment, Economic Development, Energy and Mineral Development, and Workforce Development. IEED has recently begun an initiative for Green Jobs in Indian Country designed to complement the administration's emphasis on renewable energy.

U.S. Dept. of Commerce - Economic Development Administration (EDA): EDA offers a public works grant program. These are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agriculture - Rural Development (USDA – RD): The USDA Rural Development program is committed to helping improve the economy and quality of life. Financial programs include support for water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA): SBA provides business and industrial loan programs that will make or guarantee up to 90% of the principal and interest on loans to companies, individuals, or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as the agent for the SBA programs that provide financing for fixed asset loans and for working capital.

D. GOAL, OBJECTIVES & POLICIES

Goal:

1. Expand and diversify the economic base of the Sokaogon Chippewa Community for the purpose of increasing employment opportunities and tribal resources.

Objectives:

1. Establish a low interest revolving loan fund for new business start-ups.
2. Selectively harvest timber from tribal lands using environmentally suitable techniques.
3. Increase employment opportunities for Tribal members.
4. Diversify the economic base of the reservation economy.
5. Develop a Tribal small business and entrepreneurial support center to assist members with the establishment and operation of privately owned businesses.

6. Develop the Dineson House into a tourist attraction and develop a marketing plan to draw tourist to the site.

Policies:

1. Develop the policies and procedures to operate a tribal revolving loan fund or identify an established third party to operate this loan fund. Locate and procure the funds necessary to open a revolving loan fund for start-up businesses; especially micro loans for very small start-ups.
2. Establish policies and procedures coordinated between the forestry department and the environmental department that will provide effective sustainable management of tribal resources.
3. Policies and procedures will be developed to ensure training opportunities for tribal members are a community priority. Training for unemployed members will focus on employable skills based on projected employment openings. Employees will receive continuous career track training to improve and maintain their employment skills. Businesses that provide tribal member employment opportunities will be given priority in assistance for start-ups on the reservation.
4. Pursue the diversification of tribally owned businesses and partnership. Provide a business environment conducive to business interest and development on the reservation. Actively pursue business opportunity development on the reservation that is not tied to the tourist economy.
5. Design a business support center that will meet the needs of tribal members and encourage business development on the reservation. Obtain the funding and resources necessary to implement the facility. Market the center to members and investors.
6. Design programs and events for the restored Dineson House that will incorporate the facility into the plans. Market the site to attract tourists.

CHAPTER 7: LAND USE

This is the seventh of nine chapters of the Sokaogon Chippewa Community Comprehensive Plan. This chapter is based on the statutory requirement [§66.1001(2)(h) Wis. Stats.] for a "compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property". This chapter reviews existing land uses, trends, programs, and future land use.

A. EXISTING LAND USE INVENTORY

Current land use activity on the reservation is characterized by a large block of forestland with residential development mainly along Highway 55 in the "village" area, which includes some major commercial and residential developments. There are large sections of forest with limited access. Such large contiguous forest blocks are necessary to maintain economically viable forests. These areas are also an expression of the Tribe's land ethic.

The existing land use map was based on an air photo interpretation by NCWRPC. The intent of this map is to provide a generalized overview of land uses as the currently exist in the town. See the Existing Land Use map.

Once that map was completed the NCWRPC developed calculations to determine land areas by use. TABLE 17 presents the current breakdown of land-use types within the reservation. The majority of the reservation is woodlands at about 2,933 acres or nearly 87%. Water covers about 7% of the reservation. The next most significant land use type is residential at about 3%. The other land uses combined are only about 3.1% of the total area.

Land Use	Acres	Percent
Agriculture	20	0.6%
Commercial	16	0.5%
Government	15	0.4%
Open Land	20	0.6%
Residential	102	3%
Transportation	35	1%
Water	237	7%
Woodlands	2,933	86.8%
Total	3,378	100%

Source: NCWRPC, Sokaogon Chippewa Community

B. LAND USE TRENDS

1. LAND SUPPLY

As shown by the existing land use inventory, the majority of the reservation is "undeveloped" woodlands, so the supply of land "available" for development appears to be adequate. Much of this undeveloped area is large blocks of forest, which are most productive if roads are not cut into it and subdivided. Even under a rapid growth scenario, the supply of land in the Mole Lake Reservation is more than sufficient to accommodate projected demand over the next 20 years for all use categories.

2. LAND DEMAND

RESIDENTIAL:

The overall residential demand for land in the Mole Lake Reservation results from a projected 210-person increase in population (2000–2025). TABLE 18 shows projected residential land demand based on household projections for the reservation increased proportionally based on the current acreage in residential use. An average increase of 12 acres of residential land is expected on the reservation every 5 years to accommodate anticipated population growth by the year 2030.

COMMERCIAL:

The Tribal policy of economic diversification will have an effect on the growth of commercial activity on the reservation, but as with all economic activity, market demand will be the primary factor driving development. Assuming that the increase in commercial land use will reflect the projected increase in the population of the reservation, demand for commercial land will increase by roughly 2.5 acres per five-year period for a total of slightly less than ten acres over the planning period.

Table 18:
Projected Land Use Demand to 2030

	2010	2015	2020	2025	2030*
Residential Acreage Demand	113.5	125	137	148	160
Commercial Acreage Demand	21.5	24	26.3	28.8	31.2

Source: NCWRPC

*Extension of 2000-2025 trend.

3. LAND VALUE

Based on the total land area of the Town of Nashville and the equalized valuation of land in the town, the average value of an acre of land is \$2,537. This value can be extrapolated to the Mole Lake Reservation.

4. OPPORTUNITIES FOR REDEVELOPMENT

In 2003 the Sokaogon Chippewa Community and the Forest County Potawatomi purchased what is known as the Crandon Mine site. This nearly three thousand acre property is primarily wooded and undeveloped. Both tribes have stated that they have no intention of pursuing mine development. Planning for the use of this property represents an historic opportunity for the Sokaogon people.

Purchase of the Crandon Mine expanded the Sokaogon Community's land holdings by 43%. Although maintaining current patterns of residential and commercial development is probably the most sustainable alternative, this land offers the possibility of a substantial increase in tribal forestry enterprises.

5. EXISTING AND POTENTIAL LAND USE CONFLICTS

Because the Sokaogon Chippewa Community owns all the land in common, both trust and fee land, there should be no land use conflicts that are not somehow within the power of the Tribe to regulate.

C. LAND USE PROGRAMS

Because of tribal sovereignty state and county land use regulations and programs do not apply on the reservation. The Update of the Land Use Plan is intended to guide tribal land use policy. In this document it is advocated to "Establish and enforce a Tribal land use ordinance." Such an ordinance would provide an overall land use program to guide the land use related actions of the Sokaogon Community.

D. FUTURE LAND USE 2009-2029

The Future Land Use map represents the long-term land use recommendations for all lands on the reservation. The map is advisory and is intended to guide Tribal policy as it relates to land use, and is intended to reflect community desires and serve as a guide to Tribal officials in coordinating future development on the reservation.

Using work done by MSA Professional consultants in 1997 as a basis, the Plan Committee members used their broad knowledge of the reservation and the expressed vision of the Tribe to choose among possible scenarios developed by MSA. These map elements were then refined by NCWRPC staff so that Tribal Plan Committee members could participate in a mapping exercise with NCWRPC staff to identify the desired future land uses employing Land Use Map Classifications, as described below. In this final exercise the map was further refined to represent the different land uses in a way that best expressed the Tribal vision. The goal was to produce a generalized land use plan map (future land use) to guide the Tribe's future development. See the Future Land Use map.

Land Use Map Classifications:

Land use classifications are groups of land uses that are compatible, and separates conflicting uses. The classifications are not zoning districts and do not have the authority of zoning, but are intended for use as a guide when making land use and zoning decisions.

1. Forest

Identifies areas of woodland is intended to preserve these areas for forestry.

2. Low Density Single-Family Residential

Identifies areas recommended for residential development at a density of one housing unit per two acres or less.

3. High Density Single-Family Residential

Identifies areas recommended for residential development at a density greater than one housing unit per two acres.

4. Group Housing

Identifies areas recommended for residential development where more than one household is located in a single building.

5. Community Cultural

Identifies areas where Tribal resources are located that have a particular cultural significance to the Sokaogon people.

6. Commercial/Administrative

Identifies areas intended for existing and future commercial development or the administration of Tribal affairs.

7. Light Manufacturing

Identifies areas intended for manufacturing operations that do not involve significant impacts of surrounding uses.

E. GOALS, OBJECTIVES & POLICIES

To address competing development concerns, a resource-based land management policy is proposed. This policy utilizes physical characteristics of the land to guide where development should occur. The following land use policy statement is a means of guiding future development within the Reservation towards a more orderly and rational pattern:

Goal:

1. Maintain orderly planned growth that promotes the health, safety and general welfare of Tribal members and makes efficient use of land and efficient use of public services and facilities.

Objectives and Policies:

1. The Tribe will maintain a long-range Comprehensive Plan, which will serve as a guide for future land use and zoning decisions. New development will be permitted based on consideration of this Plan, as well as other Tribal plans and ordinances.
2. Community and commercial development intended to serve local needs will be located to create a definable community center.
3. Large scale commercial development will be allowed only if it furthers a specific tribal goal and is located in a way that does not disrupt community values.
4. Any industrial development proposals must be considered on a case-by-case basis by the Tribal Council.
5. Commercial and industrial development will be directed to main roads that are better able to handle the traffic.

Goal:

2. Promote and regulate development that preserves the character of the reservation, honors the values of the Sokaogon people, and minimizes groundwater impacts from on-site septic systems and other sources.

Objectives and Policies:

1. The location of new development will be restricted from areas in the reservation shown to be unsafe or unsuitable for development due to

flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.

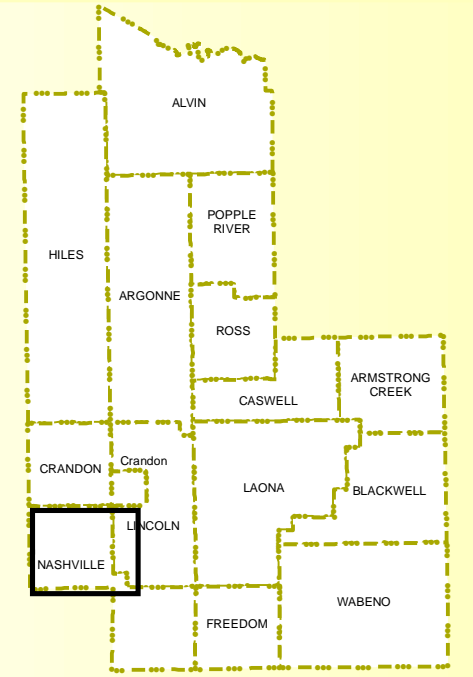
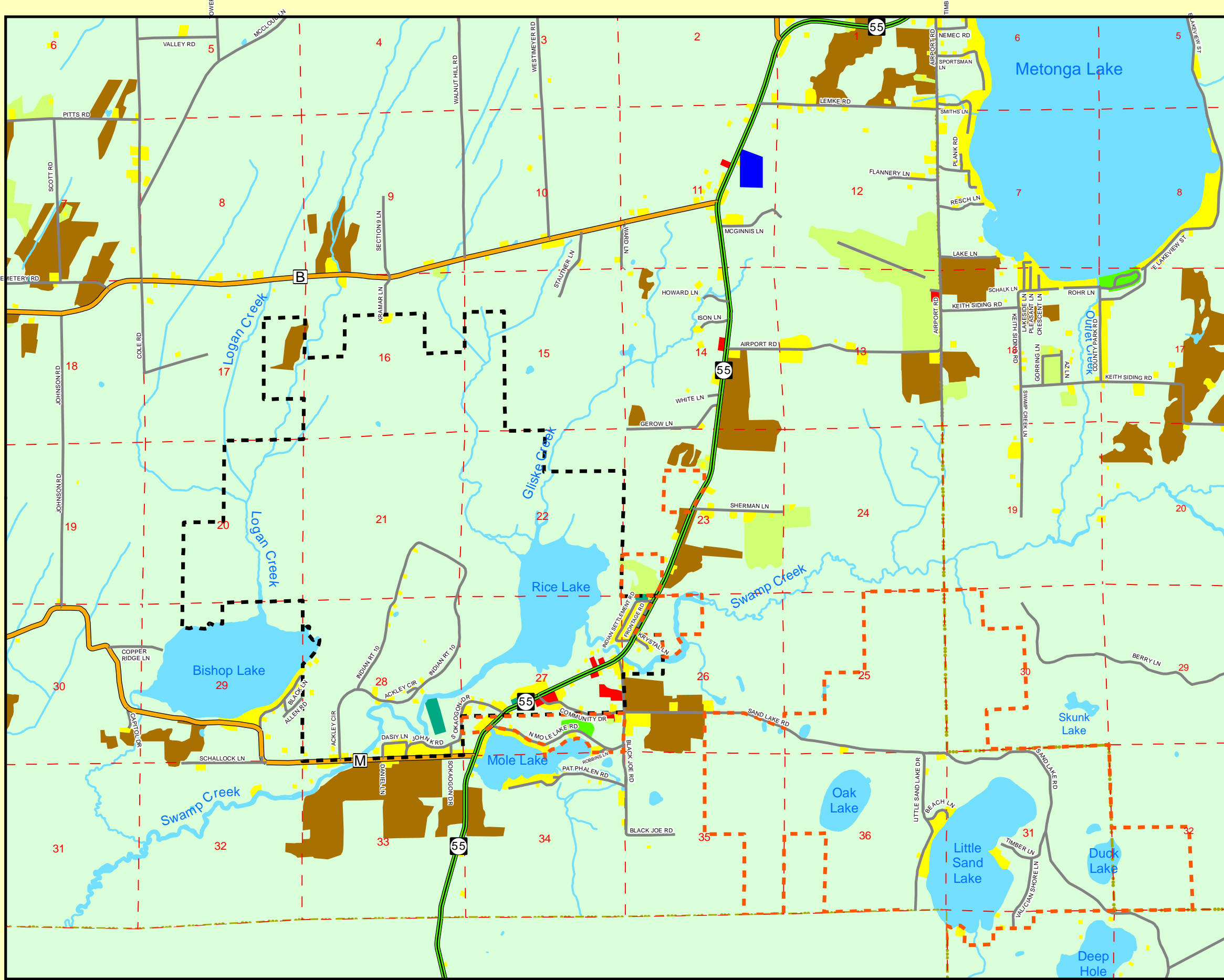
2. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; Landscape buffers should also be used.

Goal:

3. Manage forestland on the reservation for the long-term, and maintain sustainable forestry practices that improve the overall quality of the forest while providing economic benefit to the Tribe.

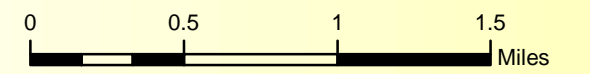
Objectives and Policies:

1. Marginal land not suited to agricultural or forestry uses should be the focus of development activity on the reservation. Land best suited to forestry should remain in that use and new development should be steered toward land less well adapted to productive use.



Legend

- Trust Lands
- Fee Lands
- US Highway
- State Highways
- County Highways
- Local Roads
- Section Lines
- Minor Civil Divisions
- Agriculture
- Commercial
- Industrial
- Grassland
- Outdoor Recreation
- Residential
- Transportation
- Water
- Woodlands



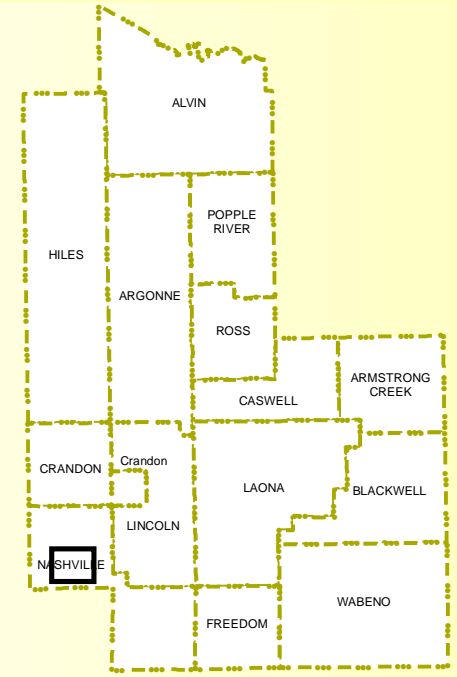
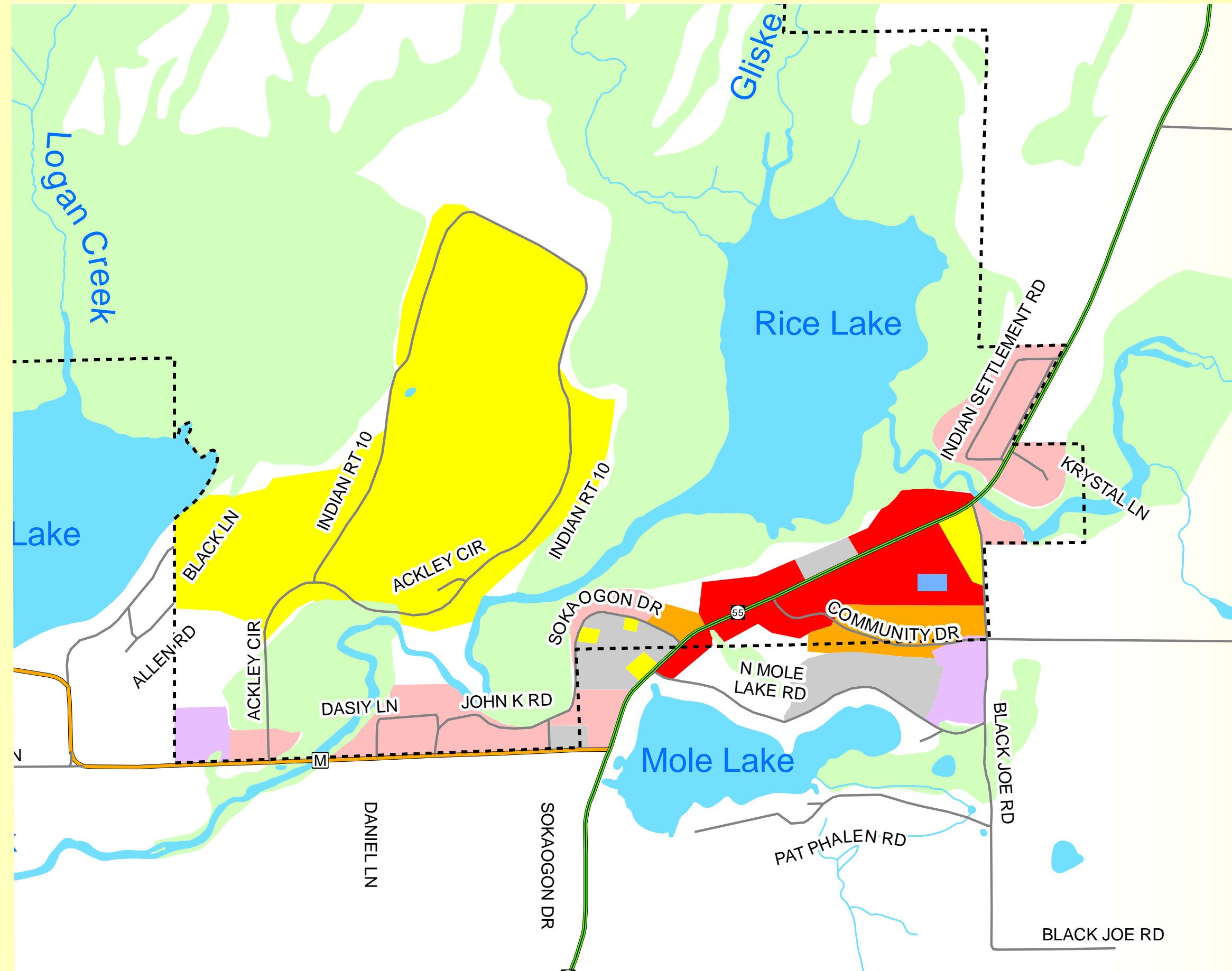
Source: WI DNR, NCWRPC, 2005 Airphoto Interpretation

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

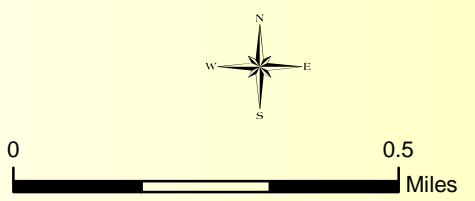


Prepared By:
**North Central
 Wisconsin Regional
 Planning Commission**

210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org



- Legend**
- US Highway
 - State Highways
 - County Highways
 - Local Roads
 - Tribal Boundary
 - Commercial Administration
 - Community Cultural
 - Group Housing
 - High Density Single Family Residential
 - Light Manufacturing
 - Low Density Single Family Residential
 - Mixed Residential
 - Conservancy



Source: WI DNR, NCWRPC, 2005 Airphoto Interpretation
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.

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CHAPTER 8: INTERGOVERNMENTAL COOPERATION

This chapter is based on the statutory requirement for a compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. This chapter first analyzes the relationship of the Sokaogon Chippewa Community to the County, adjacent local governmental units, school districts, the Region, the state, and other governmental units; then it incorporates plans and agreements under sections 66.0301, 66.0307, and 66.0309 of Wisconsin Statutes; and finally it concludes with an identification of existing or potential conflicts between the governmental units and a process to resolve such conflicts.

A. SOVEREIGNTY

Tribal sovereignty refers to the inherent authority of indigenous tribes to govern themselves. Current federal policy in the United States recognizes this sovereignty and stresses the government to government relations between Washington and the American Indian tribes. However, all Indian land is held in trust by the United States and Federal law still regulates the political and economic rights of tribal governments.

Before the American Revolution, tribes entered into treaties with the British Crown as sovereign governments. During the Revolution, the Continental Congress established three regional departments of Indian affairs, charged with negotiating treaties and alliances with native tribes, most of which sided with the British during the war. With the creation of the U.S. Constitution in 1789, the new Congress transferred those duties to the newly established United States Department of War.

While government to government treaties, like the 1785 Cherokee Treaty of Hopewell, were still relied on to define rights for the tribes, the legal status of Indian Nations as sovereigns began to change in the early years of the new Republic. The U.S. Supreme Court recognized the rights of indigenous landholders for the first time in its 1823 decision, *Johnson v. McIntosh*, but the ruling did not answer the lingering questions of tribal sovereignty. Chief Justice John Marshall's decision was primarily concerned with establishing the doctrine that only the federal government had the authority to enter into land deals with the tribes. However, the Court did recognize an indigenous right to occupy and use the land, through the legal title was held by the U.S. government. Marshall explained that Indian lands in the U.S. were granted to the federal government through treaty with Great Britain and that "these

grants have been understood by all to convey a title to the grantees, subject only to the Indian right of occupancy.

The Court acknowledged that, despite the U.S. holding title to the lands, tribal rights to occupy an area could not be extinguished unless the tribe ceded its right to the government.

The question of the tribes' status as sovereign nations was ultimately decided by the Supreme Court's decision *Cherokee Nation v. Georgia* in 1831. In writing the majority opinion Chief Justice Marshall stated: "an Indian tribe or nation within the United States is not a foreign state in the sense of the constitution, and cannot maintain an action in the courts of the United States." Marshall characterized the tribes as "domestic dependent nations." He elaborated on this concept and determined that these domestic nations "are in a state of pupilage" and that "their relations to the US resemble that of a ward to his guardian." The next year, in *Worcester v. Georgia*, the Marshall court established the doctrine that only the national government of the United States—and not the individual states—had authority in Indian affairs.

For the time being, tribes were without access to U.S. Courts. A March 3, 1871 act of Congress established that tribes could no longer enter into treaties with the United States, but held the United States liable to honor all of the treaties it previously had signed with Indian Nations. In 1886, a U.S. District Court, asked to decide where two Indian murder suspects should stand trial, observed that "the constitution of the United States is almost silent in regard to the relations of the government which was established by it to the numerous tribes of Indians within its borders." The court concluded the Indian nations were wards of the United States.

On April 10, 1883, five years after establishing Indian police powers throughout the various reservations, the Indian Commissioner approved rules for a "court of Indian offenses." The court provided a venue for prosecuting criminal charges, but afforded no relief for tribes seeking to resolve civil matters. The new courts' rules specifically targeted tribal religious practices which it called "heathenish rites" and the commissioner urged courts to "destroy the tribal relations as fast as possible." Another five years later, Congress began providing funds to operate the Indian courts.

While U.S. courts clarified some of the rights and responsibilities of states and the federal government toward the Indian nations within the new nation's first century, it was almost another century before United States courts determined what powers remained vested in the original nations of the continent now occupied by the US.

From the mid-19th Century, as a trustee charged with protecting their interests and property, the federal government was legally entrusted with ownership and

administration of the assets, land, and water and treaty rights of the tribal nations. In 1934 the Indian Reorganization Act, codified as Title 25, Section 476 of the U.S. Code, allowed Indian nations to select from a catalogue of constitutional documents that enumerated powers for tribes and for tribal councils. Though the Act did not specifically recognize the Courts of Indian Offenses, 1934 is widely considered to be the year when tribal authority, rather than United States authority, gave the tribal courts legitimacy.

In 1956, a U.S. Court concluded no law had ever established tribal courts, but nonetheless, decades of federal funding implied that they were legitimate courts.

Though Congress on June 2, 1924, extended national citizenship to include members of enrolled tribes, the court concluded two Oglala Sioux defendants convicted of adultery under tribal laws did not enjoy legal protection afforded to other citizens by the US Constitution. The court cited case law from a pre-1924 case that said, “when Indians are prepared to exercise the privileges and bear the burdens of *one sui juris* (not under the power of another), the tribal relation may be dissolved and the national guardianship brought to an end, but it rests with Congress to determine when and how this shall be done, and whether the emancipation shall be complete or only partial...” (*U.S. v. Nice*, 1916). The court further determined, based on the earlier *Lone Wolf v. Hitchcock* case, that, “It is thoroughly established that Congress has plenary authority over Indians.” The court held that, “the granting of citizenship in itself did not destroy ... jurisdiction of the Indian tribal courts and ... there was no intention on the part of Congress to do so.” The adultery conviction and the power of tribal courts were upheld.

In 1953, Congress enacted Public Law 280, which gave some states extensive jurisdiction over the criminal and civil controversies involving Indians on Indian lands. Many, especially Indians, continue to believe the law unfair because it imposed a system of laws on the tribal nations without their approval.

In 1965 the U.S. Court of Appeals, Ninth Circuit, concluded that no law had ever extended provisions of the US Constitution, including the right of habeas corpus, to tribal members brought before tribal courts. Still, the court concluded, “it is pure fiction to say that the Indian courts functioning in the Fort Belknap Indian community are not in part, at least, arms of the federal government. Originally they were created by federal executive and imposed upon the Indian community, and to this day the federal government still maintains a partial control over them.” In the end however, the Ninth circuit limited its decision to the particular reservation in question and stated, “It does not follow from our decision that the tribal court must comply with every constitutional restriction that is applicable to federal or state courts.”

While many modern courts in Indian nations today have established full faith and credit with state courts, the nations still have no direct access to U.S. courts. When an Indian nation files suit against a state in U.S. court, they do so with the approval of the Bureau of Indian Affairs. In the modern legal era, courts and congress have, however, further refined the often competing jurisdictions of tribal nations, states and the United States in regard to Indian law.

In the 1978 case of *Oliphant v Suquamish Indian Tribe*, the Supreme Court, in a 6-2 opinion authored by Justice William Rehnquist concluded that tribal courts do not have jurisdiction over non-Indians. (The Chief Justice of the Supreme Court at the time, Warren Burger, and Justice Thurgood Marshall filed a dissenting opinion.) But the case left unanswered some questions, including whether tribal courts could use criminal contempt powers against non-Indians to maintain decorum in the courtroom, or whether tribal courts could subpoena non-Indians.

A 1981 case, *Montana v. U.S.*, clarified that tribal nations possess inherent power over their internal affairs and civil authority over non-members within tribal lands to the extent necessary to protect health, welfare, economic interests or political integrity of the tribal nation.

Other cases of those years precluded states from interfering with tribal nations' sovereignty. Tribal sovereignty is dependent on, and subordinate to, only the federal government, not states, under *Washington v. Confederated Tribes of Colville Indian Reservation*, (1980). Tribes are sovereign over tribal members and tribal land, under *United States v. Mazurie* (1975).

In *Duro v. Reina*, 495 U.S. 676 (1990), the Supreme Court held that a tribal court does not have criminal jurisdiction over a non-member Indian, but that tribes "also possess their traditional and undisputed power to exclude persons who they deem to be undesirable from tribal lands. Tribal law enforcement authorities have the power if necessary, to eject them. Where jurisdiction to try and punish an offender rests outside the tribe, tribal officers may exercise their power to detain and transport him to the proper authorities." In response to this decision, Congress passed the 'Duro Fix', which recognizes the power of tribes to exercise criminal jurisdiction within their reservations over all Indians, including non-members. The 'Duro Fix' was upheld by the Supreme Court in *US v. Lara* (2004).

At the dawn of the 21st Century, the powers of tribal courts across the United States varied, depending on whether the tribe was in a Public Law 280 state or not. Tribal courts maintain much criminal jurisdiction over their members, and because of the *Duro Fix*, over nonmember Indians regarding crime on tribal land. The Indian Civil Rights Act, however, limits tribal punishment to one

year in jail and a \$5,000 dollar fine. Tribal Courts have no criminal jurisdiction over non-Indians. In PL280 states (Alaska, California, Minnesota, Nebraska, Oregon, and Wisconsin), the state has been granted criminal and civil adjudicatory jurisdiction over activities in Indian Country. In non-PL280 states, Indian on Indian crime in Indian Country may be prosecuted in Federal Court if the crime is one of those listed in the Major Crimes Act (§1153). Indian on non-Indian crime in Indian Country will be prosecuted in Federal Court, either from the MCA, or the Indian Country crimes Act (§1152) (unless the Indian was punished by the tribe). Non-Indian on Indian crime in Indian Country will be prosecuted in Federal court using ICCA. Non-Indian on non-Indian crime in Indian Country will be prosecuted by the state.

While tribal nations do not enjoy direct access to U.S. courts to bring cases against states, as sovereigns they do enjoy immunity against many lawsuits (*Santa Clara Pueblo v. Martinez*, 1980), unless a plaintiff is granted a waiver by the tribe or by congressional abrogation (*Oklahoma Tax Comm. V. Citizens Band Potawatomi Indian Tribe*, 1978). The sovereignty extends to tribal enterprises (*Local IV-302 Int'l Woodworkers Union of Am. V. Menominee Tribal Enterprises* 1984), and tribal casinos or gaming commissions (*Barker v. Menominee Nation Casino*, 1995). The Indian Civil Rights Act does not allow actions against an Indian tribe in federal court for deprivation of substantive rights, except for habeas corpus proceedings (*Santa Clara Pueblo v. Martinez*, 1978).

Tribal and pueblo governments today launch far-reaching economic ventures, operate growing law enforcement agencies and adopt codes to govern conduct within their jurisdiction but the United States retains control over the scope of tribal law making. Laws adopted by Native American governments must also pass the Secretarial Review of the Department of Interior through the BIA.

Per the Midwest Alliance of Sovereign Tribes

Sovereignty is the legal right of a government to determine its own destiny, make laws, collect taxes, and protect the rights and welfare of its citizens. The inherent sovereignty of Indian tribes has been recognized by the U.S. government and must be protected.

Indian tribes existed before the United States was formed. This means tribes are inherently sovereign. Their sovereignty is something they always possessed; it is not something that was granted to them by the U.S. or any other government.

The U.S. government has entered into many treaties with Indian tribes, thereby acknowledging tribes as self-governing sovereign entities. Several Supreme Court decisions have upheld this relationship reinforcing tribes' status as

sovereign nations. The Constitution also recognizes tribal sovereignty. Article One gives Congress the power, “To regulate commerce with foreign nations, and among the several states and with Indian tribes.”

B. ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1. SCHOOL DISTRICT

The Sokaogon Chippewa Community is served by the School District of Crandon.

Nicolet Technical College has a campus in Rhinelander and the Northcentral Technical College, located in Antigo, serve the tribe, but most tribal members attend Nicolet.

The Tribe has little participation in issues pertaining to administration or siting of new facilities. All school and college board meetings are open to the public.

2. ADJACENT LOCAL GOVERNMENTS

a. Surrounding Towns

The Mole Lake Reservation is surrounded by the Town of Nashville, which is bordered (refer to Map 1) by the towns of Crandon, Lincoln, and Freedom in Forest County; Langlade and Ainsworth in Langlade County and Schoepke in Oneida County. The Crandon Mine site, held jointly by the Sokaogon Chippewa and Forest County Potawatomi, is partially in Nashville and part in the Town of Lincoln.

b. Forest County

Forest County (refer to Map 1) directly and indirectly provides a number of services to the Sokaogon Chippewa Community. The Tribe enjoys a working relationship with many departments, including Finance, Highways, Sheriff, Parks and Zoning.

The County Highway Department maintains and plows the County, state and federal highways within the reservation. The County Sheriff provides protective services through periodic patrols and on-call 911 responses. The Sheriff also manages the 911-dispatch center, not only for police protection, but also for ambulance/EMS response. The Forestry and Outdoor Recreation Department maintains a countywide park system for the use and enjoyment of all residents including the Sokaogon Community. The County also provides land records and land conservation services.

In many cases where state and federal agencies require area-wide planning for various programs or regulations, the County sponsors a countywide planning effort to complete these plans and include each individual local unit in the process and resulting final plans. Examples of this include the County Outdoor Recreation plan which maintains the eligibility for WisDNR administered park and recreation development funding of each local unit that adopts it, and All Hazard Mitigation Plans which are required by FEMA in order for individual local units of government to qualify for certain types of disaster assistance funding.

3. NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

The North Central Wisconsin Regional Planning Commission (NCWRPC) was formed under §60.0309 Wis. Stats. as a voluntary association of governments within a ten county area. Forest County is a member of the NCWRPC, which qualifies the Sokaogon Chippewa Community for local planning assistance. Typical functions of the NCWRPC include (but are not limited to) land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

4. STATE AND FEDERAL GOVERNMENT

The Wisconsin Departments of Natural Resources (DNR) and Transportation (DOT) are the primary agencies the Tribe might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The DNR takes a lead role in wildlife protection and sustainable management of woodlands, wetland, and other wildlife habitat areas, while WisDOT is responsible for the planning and development of state highways, railways, airports, and other transportation systems. State agencies make a number of grant and aid programs available to local units of government and Tribes.

As a sovereign government the Sokaogon Chippewa Community has a very different relationship to the State than most Towns. Rather than a hierarchy of agencies where the State has authority to regulate it, the Tribe approaches the State as an equal, on a government-to-government basis.

5. TOWN OF NASHVILLE

The Sokaogon Chippewa Community's tribal lands lie largely within the Town of Nashville. The Tribe has a good working relationship with the Town. The Town and Tribe partner on road projects, etc.

6. FOREST COUNTY POTAWATOMI

With the purchase in 2003 of the Crandon Mine site the Sokaogon Chippewa Community formed a *de facto* partnership with the Forest County Potawatomi. Each Tribe owns fee-simple title to half of this three thousand acre property. Both Tribes have clearly expressed the intention not to go forward with the mining of the site. Coordination between the two Tribes on a management plan for this property offers an opportunity to maximize the benefit of their joint ownership.

It is for each Tribe, as a sovereign entity, to decide how this property can best serve the long-term interests of its members, but a cooperative management scheme that seeks compatible use for the entire property would seem to be the most efficient and sustainable alternative. Development focused on sustainable forestry, low-impact recreation, and habitat protection would seem to be in keeping with the tribal vision while at the same time offering the potential for some economic benefit. Working together with the Potawatomi, the Sokaogon people could use this land as a basis for a new era sustainable development not dependent on gaming.

C. EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

There were no existing or potential intergovernmental conflicts identified in the Mole Lake planning area. Intergovernmental relations with the county and surrounding Towns have improved in recent years.

The process for resolving these conflicts will in part be a continuation of past practices as new mechanisms evolve. The Tribe will continue to meet with surrounding towns when significant issues of mutual concern arise.

D. INTERGOVERNMENTAL PROGRAMS

66.0301 – Intergovernmental Cooperation: Wisconsin Statute §66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with §66.0301, formerly §66.30, are the most common forms of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set

temporary municipal boundaries. However, the statute does not require planning as a component of any agreement, and boundary changes have to be accomplished through the normal annexation process.

E. GOALS, OBJECTIVES AND POLICIES

Goals:

1. Establish mutually beneficial cooperation with all levels of government.

Objectives and Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.
3. Continue cooperation with Forest County in the development and implementation of joint intergovernmental planning programs such as land and water conservation, parks and recreation, economic development, and all hazards mitigation.

CHAPTER 9: IMPLEMENTATION

This is the ninth and final chapter of the Sokaogon Chippewa Community Comprehensive Plan is based on the statutory requirement [s.66.1001 (2)(i) Wis. Stats.] for a compilation of programs and specific actions to implement the objectives, polices, plans and programs contained in the previous chapters. This chapter includes a process for updating the plan, which is required every 10 years at a minimum.

A.) ACTION PLAN RECOMMENDED TO IMPLEMENT THE COMPREHENSIVE PLAN

This Plan is intended to be used as a guide by Tribal officials, as well as town and county governments, when making decisions that affect growth and development at Mole Lake. It is also important that tribal members become aware of the Plan.

Steps taken to implement this Plan include adoption of public participation guidelines, formal public hearing, Tribal Council approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing reviews and updates.

RECOMMENDATION 1: TRIBAL LAND USE ORDINANCE

It is incumbent upon the Tribal Council that, once the Plan is approved, it will be used to guide decisions that affect development on the reservation.

The Tribal government should measure progress toward achieving the Plan goals on an annual basis and make a full review and update of the Plan every 10 years. (See Section B, below.)

The primary implementation tool for this Plan should be a Tribal Land Use Ordinance. This ordinance would provide the underlying regulatory framework to support the Plan's policies. Currently the Tribe has no formal process for coordinating development proposals. A Tribal Land Use Ordinance is one of the strategies suggested by the Sokaogon Chippewa Community Philosophy Statement from the 1990s, as a way of supporting the goal to "...maximize long term utility of the reservation's land base through planning and zoning practices."

The Comprehensive Plan should be an important consideration in this process. Wisconsin's Comprehensive Planning Law requires that a local government's land use related decisions and actions be consistent with that unit's Comprehensive Plan, although because of Tribal sovereignty these requirements do not apply directly to the Sokaogon Chippewa Community.

The previous chapters of this Plan contain a compilation of programs the Tribe may consider in working to implement the Comprehensive Plan.

RECOMMENDATION 2: INTERGOVERNMENTAL COOPERATION -

The Sokaogon Chippewa Community should cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and ensure that the goals and objectives of this plan are fully realized. Key recommendations include the following:

- ✓ Work with Forest County to incorporate the Sokaogon Chippewa Community Comprehensive Plan into a Forest County Comprehensive Plan and to complete a plan for the entire county.
- ✓ Continue to build on the initial framework established in the Intergovernmental Cooperation Chapter of this Plan.

RECOMMENDATION 3: INFORMATION AND EDUCATION -

Copies of this Plan should be made available to tribal members and all materials, maps, programs and information mentioned in the Plan should be assembled and displayed at the Tribal offices, available for anyone to review when the facility is open or upon reasonable request. In addition, the same information should be made available on the Internet.

B.) PLAN REVIEW AND UPDATE

An annual review is to be completed by the planning staff, comparing how each land use decision made during the year compare to the goals and policies of the Plan. If land use decisions are inconsistent with the goals and policies of this Plan, the following options are to be considered:

- ✓ Appropriate adjustments should be made to bring decision-making back in line with Plan goals and policies
- ✓ The goals and policies themselves should be reviewed to ensure they are still relevant and worthwhile
- ✓ Possible changes to existing implementation tools such as the Tribal Land Use Ordinance should be considered to ensure the ordinances properly support land use decision-making and plan implementation.

A comprehensive plan update is required by statute every 10 years. An essential characteristic of any planning program is that it reflects the desires of the tribal members.

C.) PLAN AMENDMENT PROCEDURE

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review.

A copy of the proposed Plan amendment should be sent to all affected government units, Forest County in particular.

A 30-day Class 1 notice announcing a public hearing on the proposed changes should be published.

The Tribal Council conducts the public hearing and votes to either approve, disapprove or approve with changes, by ordinance.

Any approved changes are sent to affected government units, Forest County in particular.

D.) PLAN CONSISTENCY BETWEEN CHAPTERS

The state comprehensive planning law requires that the implementation chapter describe how each chapter of the plan will be integrated and consistent with the other chapters. Preparing all the chapters of the Sokaogon Chippewa Community Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different chapters of the Plan.

**ATTACHMENT A
PUBLIC PARTICIPATION PLAN**

Sokaogon Chippewa Community Public Participation Plan

Approved per resolution 2-10a-10

I. Background

The Sokaogon Chippewa Community recognizes the need to engage the public in the comprehensive planning process. This document sets forth the techniques the Tribe will use to meet the goal of public participation. Therefore, this Public Participation Plan forms the basic framework for achieving an interactive dialogue between citizens, local decision makers, elected officials, and other interested parties.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (State Statute 66.1001). As the planning process develops, additional steps may be taken to involve the public.

II. Objectives

The following is a list of objectives for the Public Participation Plan:

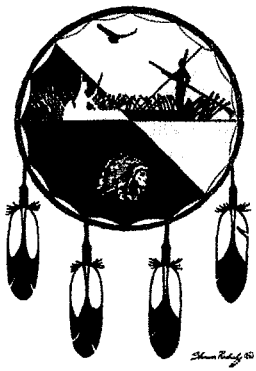
- That the residents, land owners, and other interested parties become fully aware of the importance of participating in the development of the Comprehensive Plan.
- That the public has opportunities to provide their input to the plan process.
- That the public has access to all written information and all maps created throughout the planning process.
- That there is input from the broadest range of perspectives and interests in the community possible.
- That input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and incorporated into the process.
- That this process of public involvement strengthens the sense of community.

The goal will be to inform, consult and involve the public and the communities served during each phase of the planning process.

III. Techniques

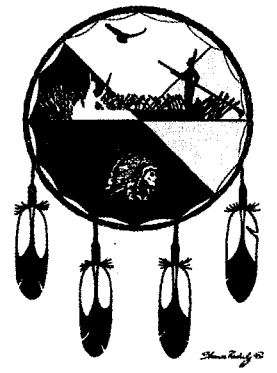
The Public Participation Plan for the comprehensive planning process will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan meeting handouts will be maintained and available for review by the public.
3. When the draft plan is prepared it will be available for review at the Tribal Administration receptionist office.
4. The draft plan will be distributed to the community for comment.
5. A Public hearing will be held prior to plan adoption.



Sokaogon Chippewa Community

3051 Sand Lake Road, Crandon, WI 54520
Phone: (715) 478-7500 * Fax: (715) 478-5275



www.sokaogonchippewa.com

Resolution No. 0210A2010

WHEREAS, the Sokaogon Chippewa Community is a federally recognized Indian Tribe, organized under a Constitution adopted August 25, 1938, and approved on November 9, 1938, pursuant to Section 16 of the Indian Reorganization Act; and

WHEREAS, the Sokaogon Chippewa Community, Mole Lake Band of the Lake Superior Chippewa Indians adopted a Constitution on November 9, 1938, as amended which confers certain sovereign powers upon the Tribal Council by the members of the Sokaogon Chippewa Community; and

WHEREAS, Sokaogon Chippewa Community has decided to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes; and

WHEREAS, public participation is critical for the development of a sound plan; and

WHEREAS, it is necessary for the Sokaogon Chippewa Community to approve a process to involve the public in the planning process; and

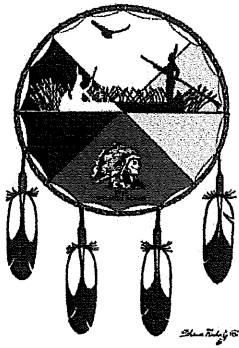
NOW, THEREFORE BE IT RESOLVED, that the Sokaogon Chippewa Tribal Council hereby approves and authorizes the Public Participation Plan as attached to this resolution.

CERTIFICATION

I, the undersigned, as Tribal Secretary of the Sokaogon Chippewa Community Tribal Council, do hereby certify that the Tribal Council composed of 6 members, of whom 6 were present, constitute a quorum, at a meeting duly called, and convened on the 10th day of February, 2010, and that the foregoing Resolution was passed by an affirmative vote of 6 for, and 0 members against and 0 members abstaining, 0 absent.

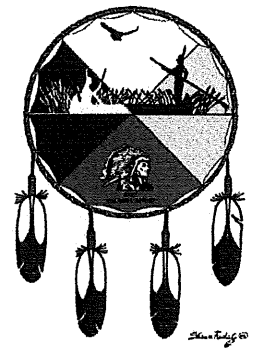
Jessica F. Webster
Jessica Webster, Tribal Secretary

ATTACHMENT B
PLAN ADOPTION DOCUMENTATION



Sokaogon Chippewa Community

3051 Sand Lake Road, Crandon, WI 54520
Phone: (715) 478-7500 * Fax: (715) 478-5275



www.sokaogonchippewa.com

Resolution No. 525A201

WHEREAS, the Sokaogon Chippewa Community is a federally recognized Indian Tribe, organized under a Constitution adopted August 25, 1938, and approved on November 9, 1938, pursuant to Section 16 of the Indian Reorganization Act; and

WHEREAS, the Sokaogon Chippewa Community, Mole Lake Band of the Lake Superior Chippewa Indians adopted a Constitution on November 9, 1938, as amended which confers certain sovereign powers upon the Tribal Council by the members of the Sokaogon Chippewa Community; and

WHEREAS, The Sokaogon Chippewa Community has participated with Forest County in seeking support from the State of Wisconsin in preparation of a County Comprehensive Plan and plans for local governments;

WHEREAS, The Sokaogon Chippewa Community, with the help of NCWRPC, prepared a Comprehensive Plan that meets the requirements of s. 66.1001 while adhering to the principles of tribal sovereignty;

WHEREAS, Adoption of this Plan, by the equivalent of an ordinance, is advisory to the Tribal Council and binds the Tribe in no way to any actions prescribed by Forest County or the State of Wisconsin;


WHEREAS, This Plan offers guidance for future physical development of the Mole Lake community and reinforces goals and principles of the Long Range Strategic Plan adopted May 30, 2008, and other plans prepared for the Sokaogon Chippewa Community;

NOW, THEREFORE BE IT RESOLVED, The Tribal Council of the Sokaogon Chippewa Community adopts the Comprehensive Plan of the Sokaogon Chippewa Community.

Ga-na-waji Ga-wi-nug Way-ji-mooki-ji-wung Yi-ewe-meing-gun-a-sepii

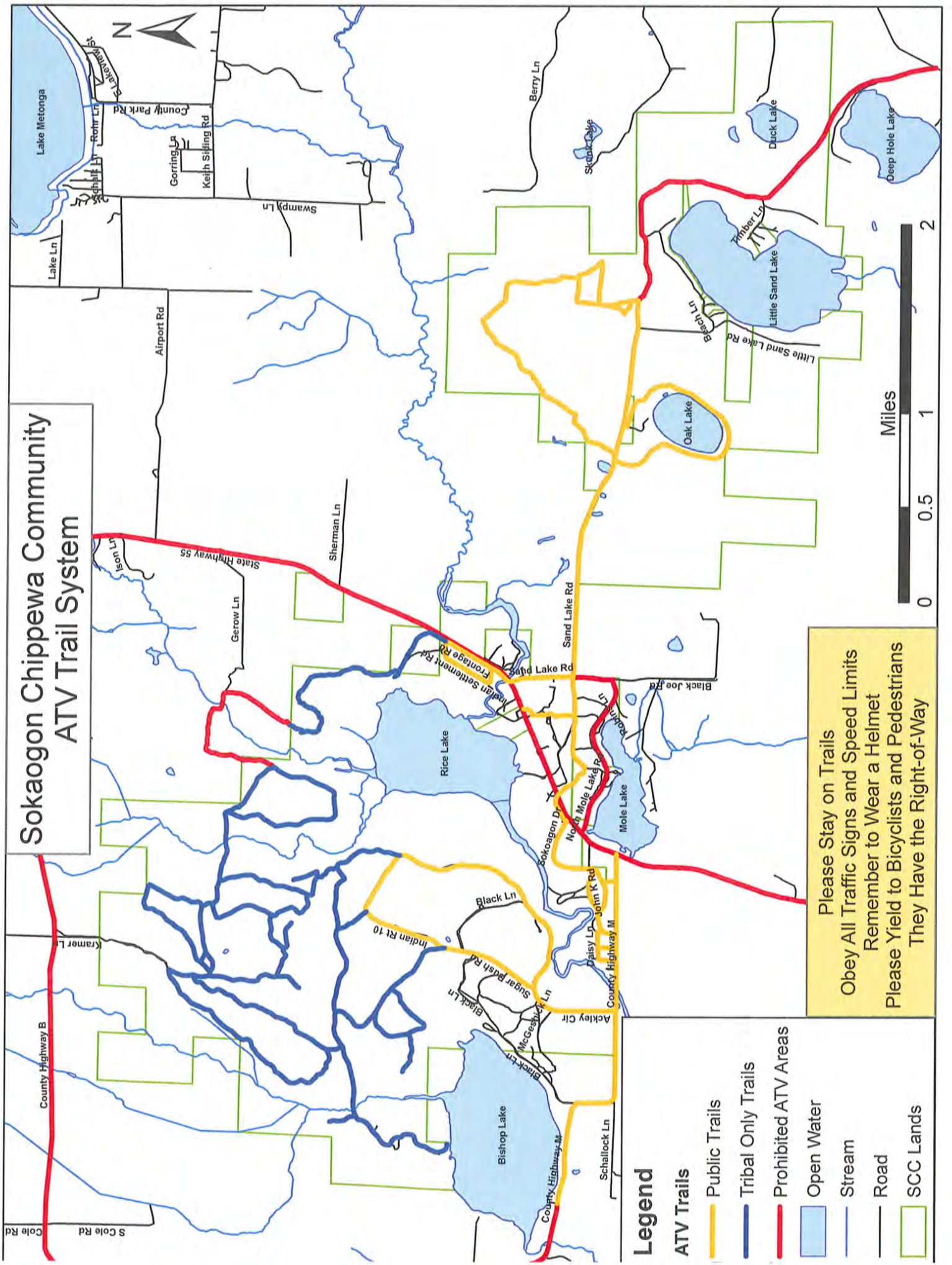
CERTIFICATION

I, the undersigned, as Tribal Secretary of the Sokaogon Chippewa Community Tribal Council, do hereby certify that the Tribal Council composed of 6 members, of whom 5 were present, constitute a quorum, at a meeting duly called, and convened on the 25 day of May, 2011, and that the foregoing Resolution was passed by an affirmative vote of 5 for, and 0 members against and 0 members abstaining, 1 absent.


Myra Van Zile, Tribal Secretary

**ATTACHMENT C
TRAIL PLAN**

Sokaogon Chippewa Community ATV Trail System

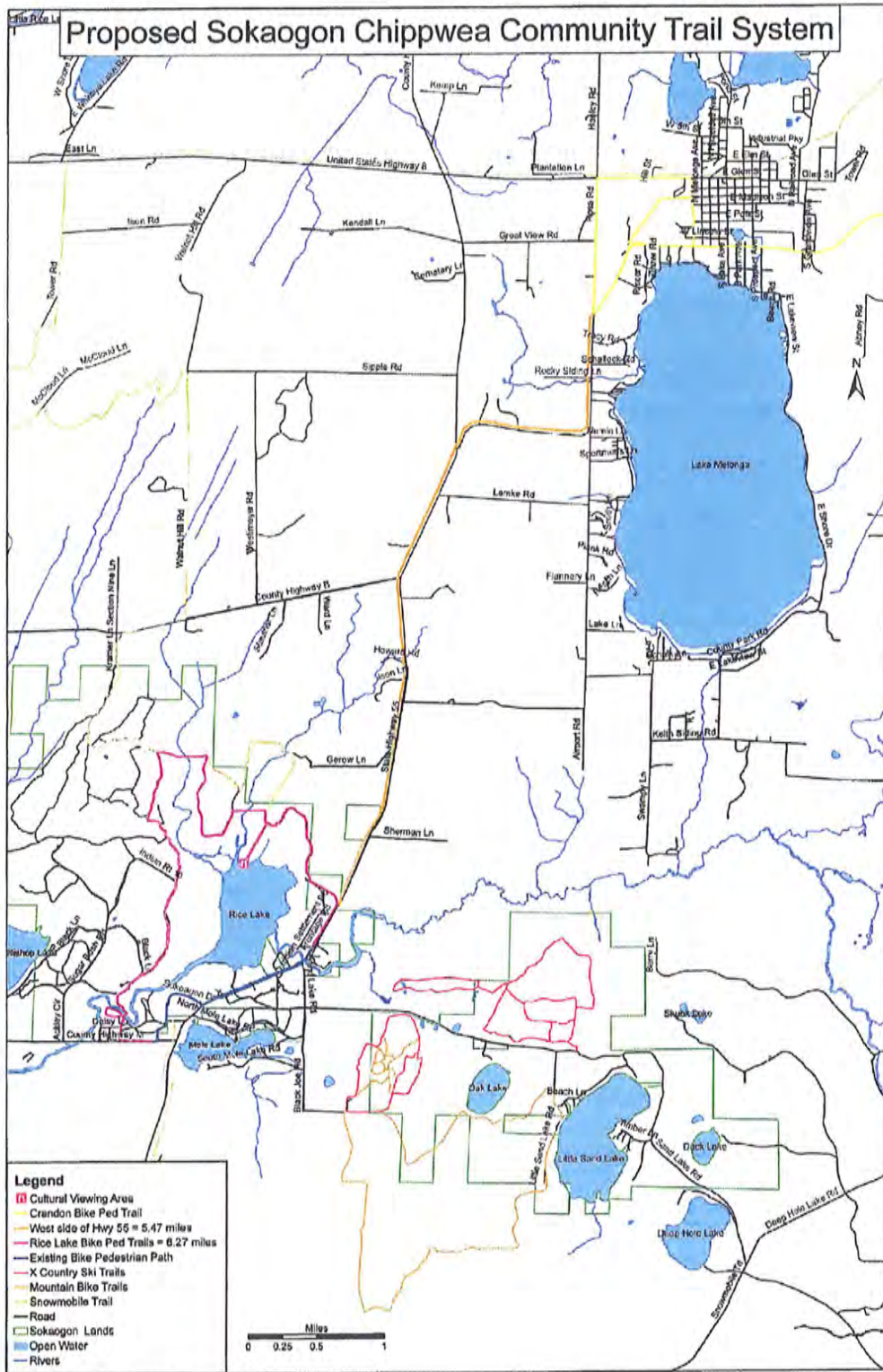


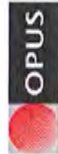
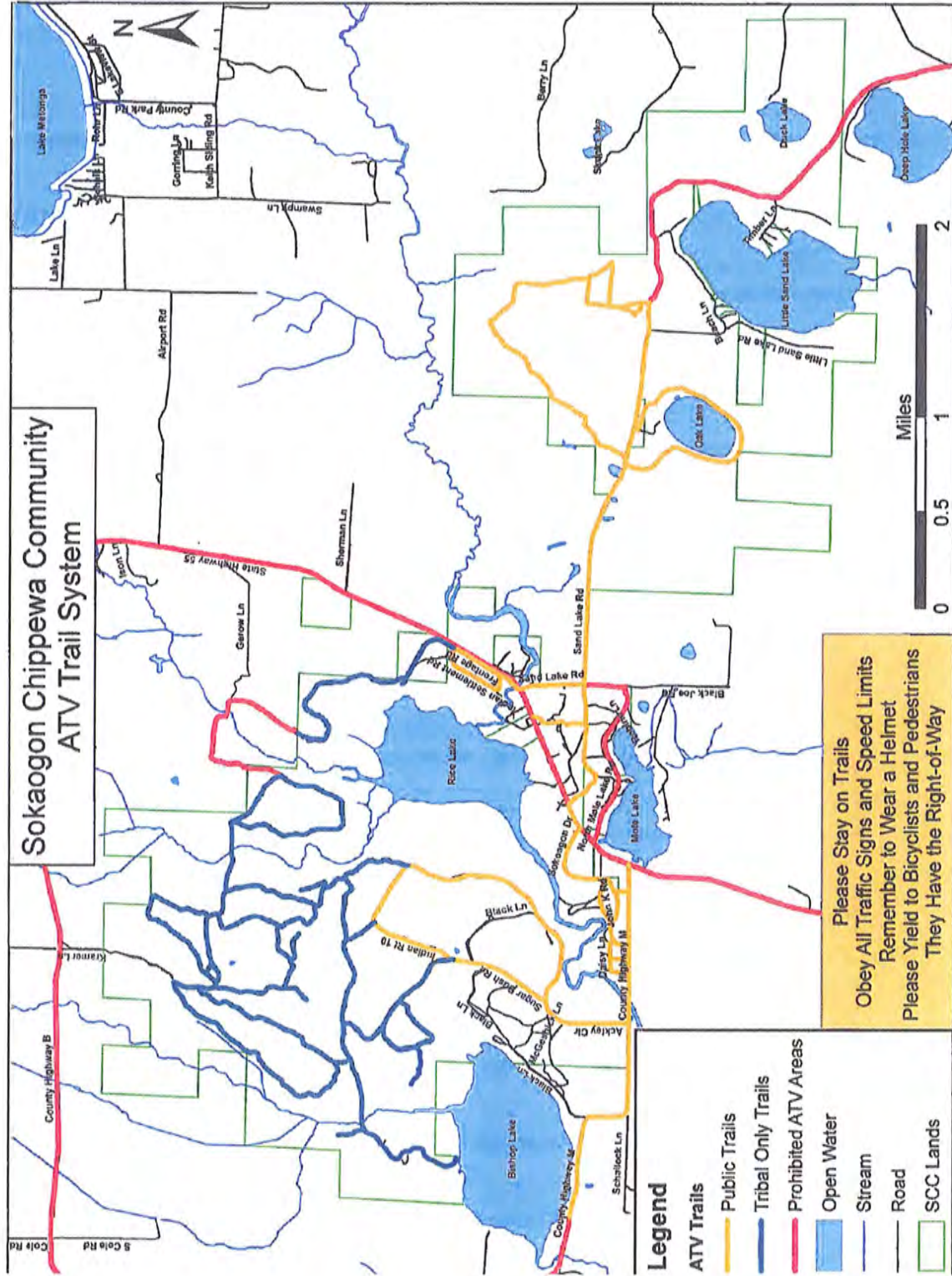
Legend

- ATV Trails**
- Public Trails
 - Tribal Only Trails
 - Prohibited ATV Areas
 - Open Water
 - Stream
 - Road
 - SCC Lands

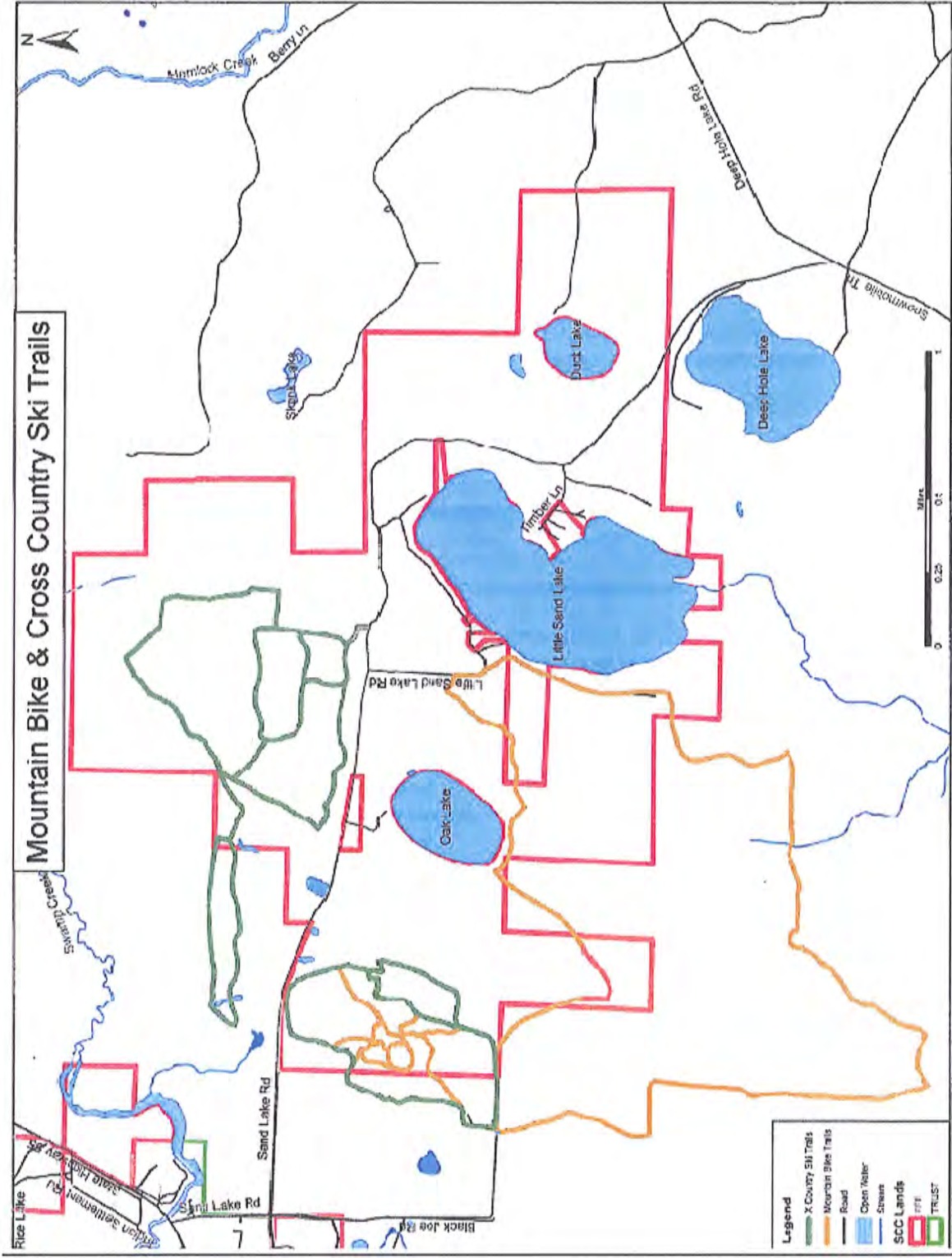
Please Stay on Trails
Obey All Traffic Signs and Speed Limits
Remember to Wear a Helmet
Please Yield to Bicyclists and Pedestrians
They Have the Right-of-Way

MOLE LAKE
HIGHWAY SAFETY PLAN

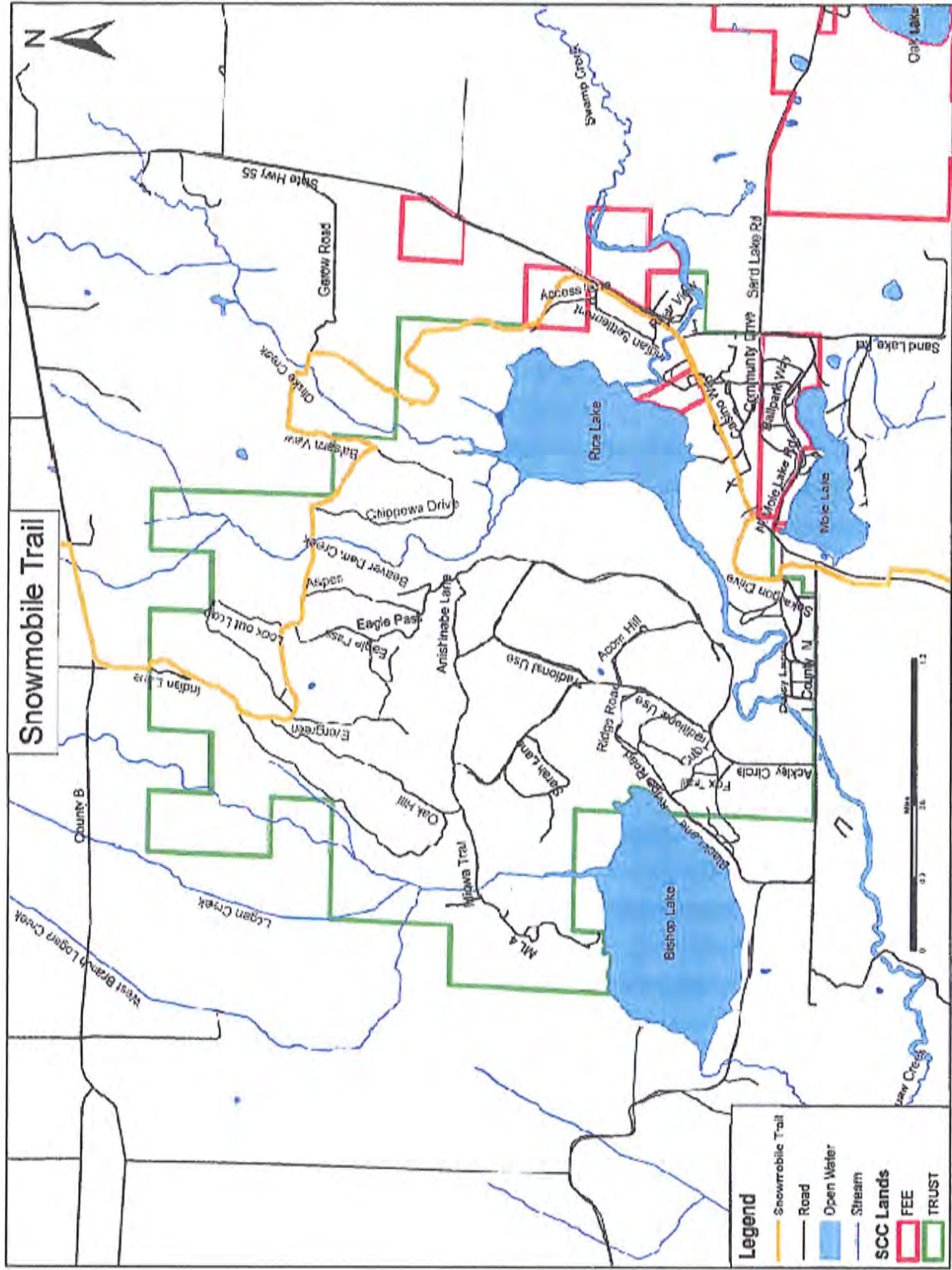




MOLE LAKE
HIGHWAY SAFETY PLAN



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HIGHWAY SAFETY PLAN

