

**TOWN OF NASHVILLE
COMPREHENSIVE PLAN**



"Serving Our Community"

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

TOWN OF NASHVILLE

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Adopted: *September 29, 2009*

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

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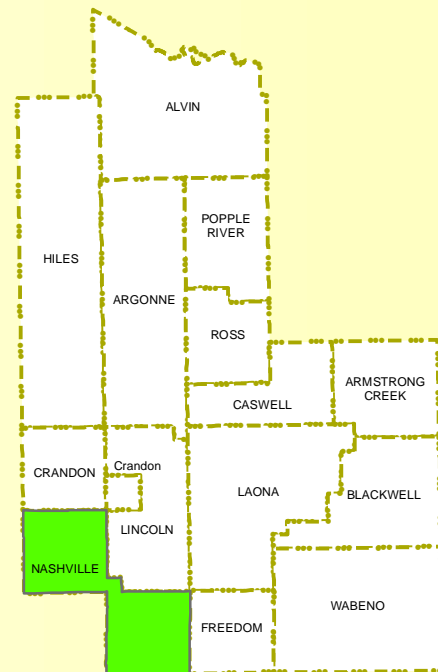
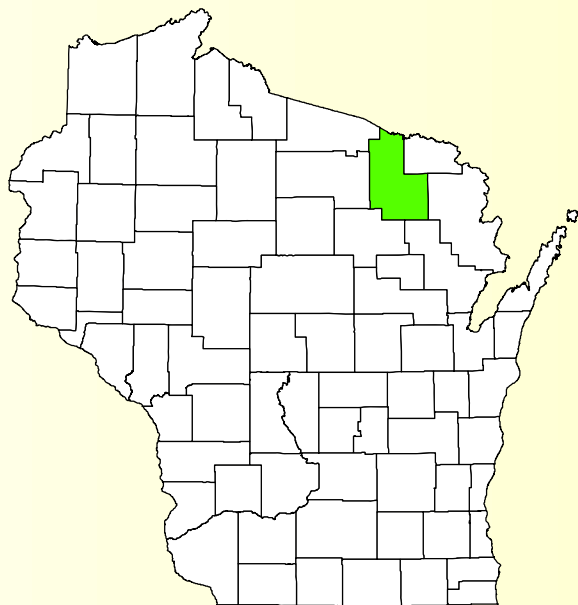
Attachments

- A. Public Participation Plan
- B. Plan Adoption Documentation

PROLOGUE

The Town of Nashville Comprehensive Plan of 2009 is a document that describes who we are as a community and public and private resources that are available to us in planning our future. The Plan gives us a comprehensive statistical profile of our community as of 2000 and makes a comparison of change since 1990 on a town, county and state level.

The Plan is a tool and not a description of end results or future planning goals. Citizens of the town and the Town Board and its Plan Commission can draw from the information in the Plan to shape the future development of the community and set realistic goals in planning decisions. What the town's future will look like remains the determination of its citizenry. The Plan serves as a database and guide for this process.

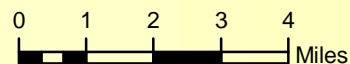


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Source: WI DNR, NCWRPC

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 1: ISSUES AND OPPORTUNITIES

Introduction

The Town of Nashville is a double township offset from each other but connected by an extra section linking the southeastern corner of the north township with the northwestern corner of the south township. The Town occupies the southwest corner of Forest County, Wisconsin. The City of Crandon lies kitty-corner, north and east, of the Town. The Town of Nashville is bordered by the towns of Crandon, Lincoln, and Freedom in Forest County; Langlade and Ainsworth in Langlade County and Schoepke in Oneida County. It is one of fourteen towns in the county. See the locational reference map on page 1.

The Planning Process

The Town of Nashville 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.

The Town Plan Commission 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 Town's adopted public participation program and documentation of comprehensive plan adoption are in the Attachments.

Purpose of the Plan

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

This plan is intended to be a guide for the future development of the Town not only for the Town of Nashville as a town comprehensive plan but also for Forest County as part of the Forest County Comprehensive Plan.

A. BACKGROUND INFORMATION

This chapter, the first of nine chapters of the Town of Nashville Comprehensive Plan, explores potential issues that may have an effect on the development of the Town 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.

One may note that much of the data in the tables are 1990 and 2000 vintage. This may appear dated, however, most of the factors portrayed are required by the comprehensive planning statute without a good source of data at the Town level. Available data from the Census provide an historic baseline for communities to understand where they have been and where they might be going. In addition, plans are required to be updated every 10 years, roughly corresponding to the decennial census and fresh community data. Inclusion of the 1990 and 2000 data facilitates comparison to the next Census as it becomes available. It should also be noted that 1990 was a recessionary period (July 1990 to March 1991), and 2000 was a strong growth year.

In addition to this review of basic town statistics, issues were identified in a variety of ways including a review of past plans, brainstorming by the town plan commission, a public hearing, and observations of the NCWRPC professional planning staff. Ten years is the minimum amount of time between extensive review and update of issues and related objectives, policies, and goals.

1. POPULATION TRENDS AND FORECASTS

In 2000, 1,157 people lived in Nashville. Between the 1990 and the 2000 Censuses, the Town of Nashville's population increased by 32.8%, see TABLE 1. Both the County and the State grew slower than Nashville, with growth rates of 14.2 and 9.6 percents respectively. Nashville added 321 people from 1990 to 2005. According to the 2007 population estimate of 1,235 people living in Nashville, another 78 people were added since the 2000 Census.

TABLE 1 displays the total population for the Town of Nashville, the neighboring towns, the County, and the State. Although Nashville has grown faster than the County and the State, 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.

**Table 1:
Population Trends**

	1990	2000	Estimate 2005	% Change 1990-00	% Change 2000-05	% Change 1990-05
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%
Town of Langlade, Langlade Co.	415	472	491	13.7%	4.0%	18.3%
Town of Ainsworth, Langlade Co.	474	571	599	20.5%	4.9%	26.4%
Town of Schoepke, Oneida Co.	378	352	354	-6.9%	0.6%	-6.3%
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

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

	Estimate 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
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
Town of Langlade, Langlade Co.	491	511	528	543	552
Town of Ainsworth, Langlade Co.	599	616	636	653	663
Town of Schoepke, Oneida Co.	354	330	319	307	297
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

Population projections in TABLE 2 show the Town of Nashville growing by 21.6 percent over the next 20-year period between 2005-2025. The NCWRPC uses official State of Wisconsin population projections generated by the Department of Administration Demographic Services Center.

The Towns of Crandon, Langlade, and Ainsworth are all projected to have more than 10 percent total growth each over the next 20 years. Lincoln is projected to have 32.7 percent growth; Freedom is projected to grow by 9.5 percent; but Schoepke is projected to decline by 16.1 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.

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

The 1,157 (year 2000) residents of the Town of Nashville formed 485 households. Total households are projected to increase to 207 by 2025, see TABLE 3. This reflects the population growth projected in TABLE 2. Average household size in Nashville was 2.39 people in 2000, which is lower than the 2.50 State average. TABLE 3 reflects an overall trend of fewer people per household, and projected population changes.

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.

**Table 3:
Households**

	Total 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025
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
Town of Langlade, Langlade Co.	208	221	235	249	261	268
Town of Ainsworth, Langlade Co.	255	270	288	304	317	327
Town of Schoepke, Oneida Co.	156	154	154	153	149	146
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

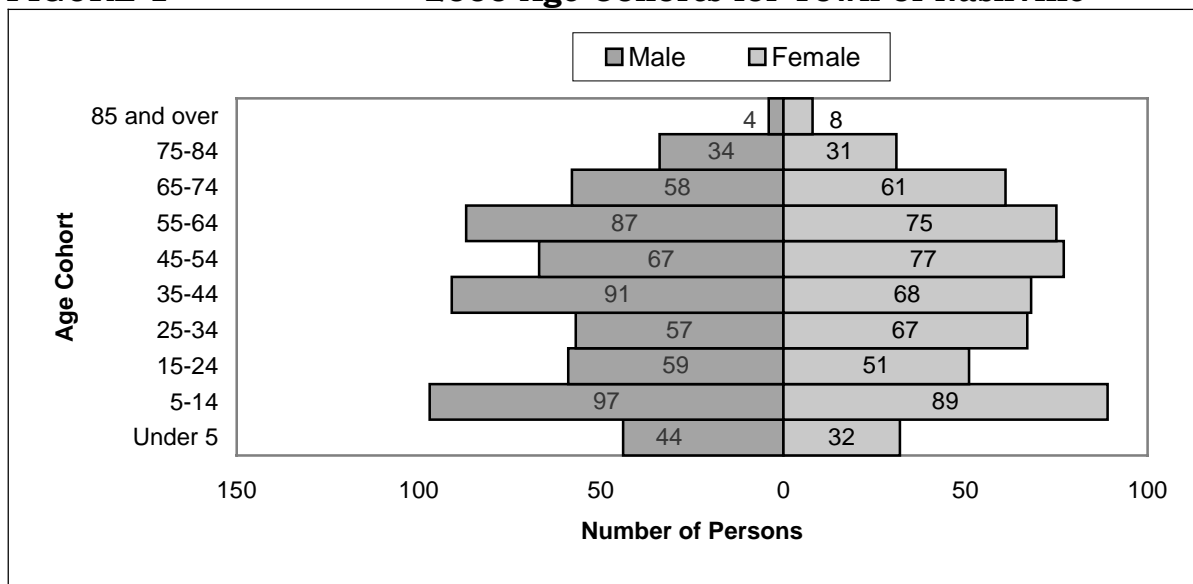
3. AGE DISTRIBUTION

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 Nashville's population was 32.2 years. At that time, both the County (35.7 years), and State (32.9 years) had slightly higher median ages. The Town of Nashville had a higher proportion of population (21.7%) in school (5-17 age class) than the County (19.5%), and the State (19.0%). Nashville's older population (65+ age class) percentage of 15.8 is lower than the County (18.9%), and higher than the State (13.3%).

By 2000, the median age of Nashville's population had advanced by 7.6 years to 39.8; which is more than the County (4.2 years) and State (3.1 years). The Town's median age is much higher than the State's. All of the surrounding towns have higher median ages than the State. The Town of Nashville's school age population (5-17 age class) decreased to 19.4 percent in 2000. 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. Nashville's older population (65+ age class) percentage of 16.9 is lower than the County, which rose slightly (19.3%), but higher than the State, which stayed almost even (13.1%).

FIGURE 1 2000 Age Cohorts for Town of Nashville



Source: U.S. Census Bureau

FIGURE 1 is the population pyramid for Nashville that shows age groups at the time of the 2000 U.S. Census. The Town of Nashville population pyramid shows a balanced population across the age groups. About one third of residents are over the age of 55, and another third are under 25 years old. Lincoln has a large school age population (5-14 years), but the 15 to 34 age groups are smaller, indicating that residents leave town possibly to seek higher education or employment after high school. There is also a significant older population above 55 years old, which is likely because of the predominance of recreational housing owned by retirees within the town.

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

		Percent of Population				Median Age
		<5	5-17	18-64	65+	
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
Town of Lincoln	1990	8.4%	19.7%	56.8%	15.1%	34.4
	2000	6.8%	19.5%	54.9%	18.8%	39.9
T. Langlade, Langlade Co.	1990	5.8%	20.5%	56.9%	16.9%	39.4
	2000	4.0%	14.4%	58.7%	22.9%	47.4
T.Ainsworth, Langlade Co.	1990	5.9%	19.6%	56.5%	17.9%	40.8
	2000	3.3%	13.7%	61.3%	21.7%	48.5
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, 63.8% of the Town of Nashville's population 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 81.3% in the Town, and also rose significantly in both the County to 78.5% and the State to 85.1%. See TABLE 5 for details.

The number of residents in Town who are 25 and older and have four or more years of college has increased in Town from 12 people in 1990 to 68 in 2000. Both the County and State percentages also rose from 1990 to 2000 as shown in Table 5.

Residents with associate degrees, most commonly identified with technical colleges, have increased from 24 to 50. Reflecting the increasing significance of this option for local residents with campuses in close proximity at Antigo and Rhinelander.

**Table 5:
Education Levels**

	Town of Nashville		Forest County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Less than 9 th Grade	72	31	846	428	294,862	186,125
9-12 Grade / No Diploma	119	119	1,166	1,011	367,210	332,292
High School Diploma	209	362	2,177	2,859	1,147,697	1,201,813
College / No Degree	91	173	658	1,403	515,310	715,664
Associate Degree	24	50	332	322	220,177	260,711
Bachelor Degree	12	41	303	478	375,603	530,268
Graduate/Professional Degree	0	27	126	193	173,367	249,005
Total Persons 25 & Over	527	803	5,608	6,694	3,094,226	3,475,878
Percent high school graduate or higher	63.8%	81.3%	64.1%	78.5%	78.6%	85.1%
Percent with bachelors degree or higher	2.3%	8.5%	7.6%	10%	17.7%	22.4%

Source: U.S. Census Bureau

5. INCOME LEVELS

In 1990, the median household income for the Town was 11.5% lower than the County, and about 94.2% lower than the state. On a per capita basis, the income of Nashville's residents was 2.2% less than that of the County, and about 62.8% lower than the state in 1990.

Between 1990 and 2000, Town of Nashville's median household income expanded 96.2%, which narrowed the gap with the County to 7.6% less than the County. On a per capita basis, Nashville's income grew 96.3%, but continues to trail the state by 32.8%, see TABLE 6.

**Table 6:
Income Levels**

	1990			2000		
	Town of Nashville	Forest County	State of Wisconsin	Town of Nashville	Forest County	State of Wisconsin
Median Household Income	\$15,163	\$16,907	\$29,442	\$29,750	\$32,023	\$43,791
Per Capita Income	\$8,157	\$8,339	\$13,276	\$16,013	\$16,451	\$21,271

Source: U.S. Census Bureau

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Town of Nashville was approximately 531 workers in 2000. Of these, 71

were unemployed for an unemployment rate of 13.4%. The unemployment rate for the County was 7.7% in 2000.

The primary occupations of Nashville residents in the labor force are *Service and Production, Transportation & Material Moving*; which both employ over 100 people each from town. See TABLE 7. The leading industry sector employing town residents is: *Education, Health, & Social Services*; and employing 75 people, see TABLE 8.

Historically, *Manufacturing* has been the strongest industry sector county-wide, with 881 workers in 1990, but declined by 24.1% to employ only 669 people in 2000. *Education, Health and Social Services* has jumped ahead 51.3% as the dominant industry sector in 2000 by employing 755 people county-wide, which is also a leading employment sector in Nashville.

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

Employment forecasts are difficult to come by 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**

	Town of Nashville		Forest County	
	1990	2000	1990	2000
Management, Professional & Related	61	89	603	831
Service	37	116	492	855
Sales & Office	70	92	600	799
Farming, Fishing & Forestry	27	26	274	179
Construction, Extraction & Maintenance	13	33	252	472
Production, Transportation & Material Moving	37	102	973	908

Source: U.S. Census Bureau

These projections 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.

**Table 8:
Industry Sectors**

	Town of Nashville		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	7	33	199	303
Construction	12	26	174	303
Manufacturing	83	69	881	669
Wholesale Trade	3	7	53	57
Retail Trade	47	35	553	402
Transportation, Warehousing & Utilities	18	24	239	256
Information	N/A	4	N/A	49
Finance, Insurance, Real Estate & Leasing	3	26	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	15	16	163	136
Education, Health and Social Services	38	75	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	5	67	34	527
Public Administration	40	71	205	300
Other Services	8	5	147	168

Source: U.S. Census Bureau

Another way to look at future employment is to examine the labor force and unemployment rates. In 1990, the labor force in the Town was 358 people with an unemployment rate of 22.1%. By 2000 the labor force had increased 48.3% to 531 with 13.4% unemployment. The degree to which this available workforce is actually employed is dependant on external economic factors reflected in the unemployment rate.

B. ISSUE IDENTIFICATION

1. REVIEW OF DEMOGRAPHIC TRENDS

Demographic change is a principle factor in predicting future community growth. 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.

From Part A—Background Information—a number of issues and opportunities facing the Town of Nashville can be identified:

- ✓ The Town of Nashville is currently in a period of growth.
- ✓ Household formation is driven by the decline in average household size or persons per household, and a growing retirement population.
- ✓ A shifting age structure affects a variety of services and needs within the community including transportation, housing, elderly care, and schools.
- ✓ Nashville has a middle-aged population, which is similar to surrounding communities and the county.
- ✓ Median household income of Town residents rose from 1990 to 2000, and in 2000 was 7.6 percent lower than the county median.

2. PAST PLANNING EFFORTS

In 1996, the Town completed a land use plan. The Town reports that the overall plan was not adopted by the Town, however the plan map itself was later adopted and put into use by the Town Plan Commission and Board. This plan map was used as the starting point for development of the new future land use map within this comprehensive plan.

3. TOWN PLAN COMMISSION BRAINSTORMING

After reviewing the background data and previous planning efforts as presented above, the Town Plan Commission discussed various issues it felt were pertinent to the future development of the Town. These issues are as follows:

- ✓ Use of Town Hall.
- ✓ Break-up and conversion of resorts to non-resort uses.
- ✓ Land use implications of growing number of parcel splits throughout the Town.

C. 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 Town Board will use to guide the future development and redevelopment of the Town 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 Town 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 the Town might implement in order to advance the goals and objectives of this plan. The listing does not imply that the Town will utilize every programs shown, but only that these programs are available to the Town and may be one of many possible ways of achieving the Town's goals.

CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

This chapter, the second of nine chapters of the Town of Nashville 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.

A. BACKGROUND

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

1. 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 in the Forest County Land Conservation Department.

2. 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 (WisDNR) 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 in the Forest County Forestry Department.

3. 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 in the Forest County Forestry Department.

B. INVENTORY

WATER RESOURCES:

1. SURFACE WATER

Surface water resources support the area's economy by drawing tourists, and providing a good quality of life for residents.

Nashville is part of two watersheds. The northwestern half of town lies within the Upper Wolf River and Post Lake watershed, and the southeastern half of town lies within the Lily River watershed. Both of these watersheds drain into Lake Michigan.

Forest County Shoreland Zoning is in effect. Actual shoreland jurisdiction measurements are coordinated through the County Zoning Department. Refer to Natural Resources Map for water bodies in the Town.

Outstanding and Exceptional Resource Waters

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. 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. WisDNR reports show Pickerel Lake as affected by Eurasian Watermilfoil as well as banded mystery snail, which also affects Crane Lake and Jungle Lake. Lily Lake is shown as affected by rusty crayfish (*Orconectes rusticus*), while Mole Lake and Arbutus Lake are affected by freshwater jellyfish (*Craspedacusta sowerbii*). Purple Loosestrife also affect waters within the Town. 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 this 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 WDNR has promulgated minimum standards for managing wetlands.

The wetlands shown for the Town of Nashville were created using the WisDNR 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. 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 Town 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. Many materials that overlie the groundwater 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 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.

Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute.

Groundwater quality in Forest County and the Town of Nashville is generally good. 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.

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 the Town of Nashville 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 exists wholly within the Town, and is mainly forested.

Some private woodlands in the county are enrolled in Managed Forest Law (MFL). This program provides a low annual tax rate per acre and requires a management plan for the property that must include some harvesting along with allowing some public uses based on acreage thresholds. When timber is harvested from MFL properties, a harvest tax is also assessed. This provides an incentive to keep woodlots in active production and allows some community access to the site in exchange for greatly reduced taxes. See the programs section at the end of this chapter for more detail on this program.

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 Flambeau Mine now in operation, the Crandon Project owned by the Mole Lake and Potawatomi tribes which have dropped the permitting process and is no longer under consideration, the Lynne and Bend sites known but not currently under consideration, and one additional ore body not now known. This estimate is based on the current state of knowledge about the geology of northern Wisconsin and the steps necessary to discover an ore body and the time it takes to complete the regulatory requirements.

There are a number of quarries throughout 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.

In terms of farming trends, the town has 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. The Town of Nashville has not established a specific guideline for defining environmentally sensitive areas, however, some potentially sensitive areas are discussed below.

One type of area which might fall under the environmentally sensitive designation is contaminated or potentially contaminated sites in part because they may need special care or monitoring to prevent further environmental degradation or hazard to human life. The WDNR Internet database known as the Bureau of Remediation and Redevelopment Tracking System (BRRTS) lists 4 sites. The following sites were listed as “closed” or remediated to DNR standards:

- Lust Site: Walentowski Brothers Trucking, 2960 Black Joe Road; and
- Spill Site: Milhalko Property, S of CTH M & Johnson Road Inter

LUST sites have contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. Spill sites are a discharge of a hazardous substance that may adversely impact, or threaten to impact public health, welfare or the environment.

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.

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 <u>Upper Wolf River</u>			
Size	Large	Protection Remaining	Moderate
Protection Initiated	Substantial	Conservation Significance	☆☆☆☆☆
		Recreation Potential	☆☆☆☆

6. HISTORICAL & CULTURAL RESOURCES

One building in the Town appears on the Wisconsin Architectural History Inventory: Dinesen-Motzfeldt-Hettinger Log House (T36N R12E Sec 27).

There are no Wisconsin National Register of Historic Places listings in Town.

C. NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

Natural, agricultural, and cultural resource programs available to the town 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 WDNR 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 WDNR 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. WDNR staff provide 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 WDNR'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. Funding for the Endangered Species Program comes from a number of sources, including tax checkoff revenue, license plates, general program revenues (GPR), gaming revenue, Natural Heritage Inventory chargebacks, wild rice permits, general gifts and Pittman Robertson grants.

Fisheries Management Program: The WDNR 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 WDNR'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 WDNR 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. One nonpoint source coordinator is located in the Rhinelander WDNR Service Center. This coordinator administers and oversees the priority watershed program and will also assist with the TRM grants. The coordinator also provides nonpoint source pollution advice to counties that are implementing their land and water plans.

Parks and Recreation Program: The WDNR 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 WDNR approved outdoor recreation plan. Contact the WDNR or NCWRPC for further information.

Wastewater Program: The Department of Natural Resources 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.

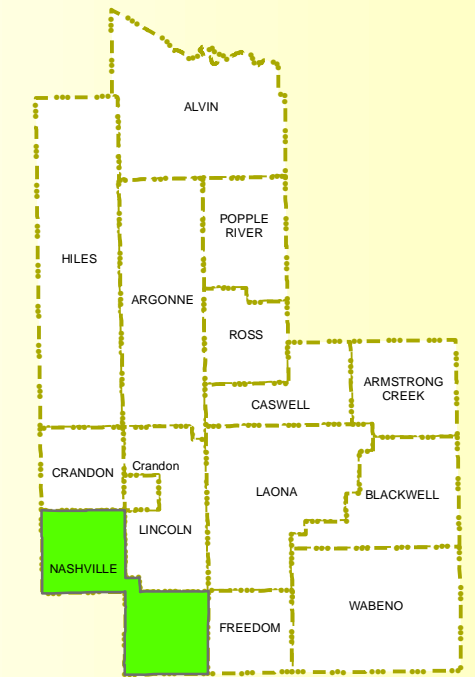
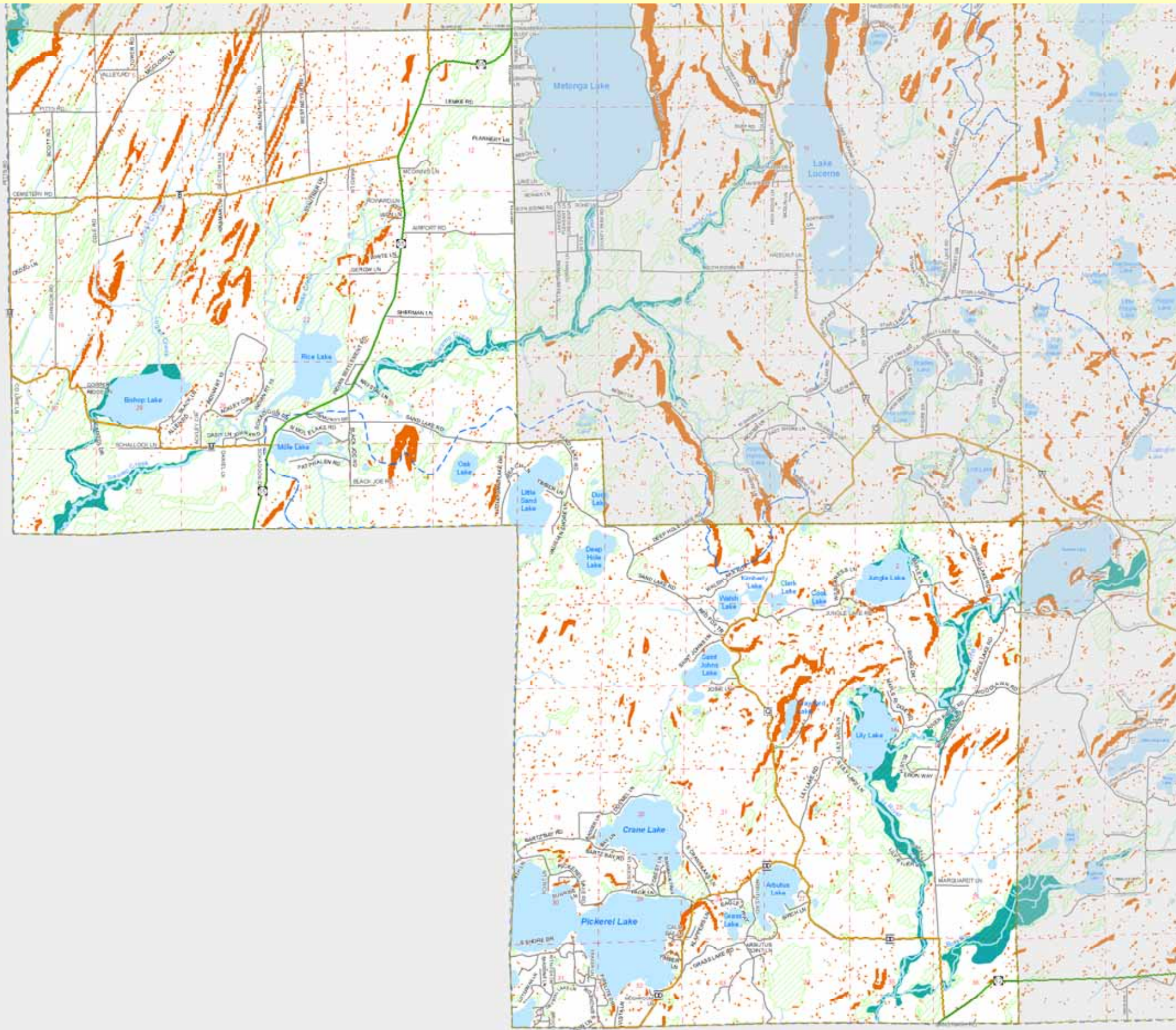
D. GOALS, OBJECTIVES & POLICIES

Goals:

1. Protect natural areas, including wetlands, water bodies, forest lands, wildlife habitats open spaces and groundwater resources.
2. Protect economically productive areas, including farmland, forests and recreational areas.
3. Preserve scenic, cultural, historic, archaeological and recreational sites.

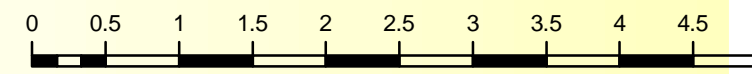
Objectives & Policies:

1. Preserve the land now in agricultural use.
2. Prevent new development in the Town from negatively impacting natural resources.
3. Protect the Town's natural resources from metallic or non-metallic mining.
4. Promote development that minimizes groundwater impacts from on-site septic systems and other sources.
5. Work with Forest County to enforce existing regulations of septic systems to protect groundwater quality.
6. Protect wildlife habitat and natural settings.



Legend

- Minor Civil Divisions
- Section Lines
- US Highway
- State Highways
- County Highways
- Local Roads
- Water
- Steep Slopes
- Wetlands
- Flood Plain
- Watershed Boundaries



Source: WI DNR, NCWRPC, FEMA

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 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 of the Town 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 is shown on the Future Land Use Plan Map.

A. HOUSING STOCK ASSESSMENT

1. AGE CHARACTERISTICS

Table 9 indicates age of housing stock in the Town of Nashville area reported in the 2000 Census. Nashville has significant housing stock that was built earlier than 1960, and again in the 1970s, with the most units built in the 1990s. The Town of Lincoln also experienced a large construction boom in the 1990's.

**Table 9:
Year Structure Built**

	1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-2000
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 10 examines occupancy status of housing units. Of the 1,264 housing units, nearly 730 are considered seasonal, or about 58%. Only 485 (38%) were

occupied year-round. Of those, 354 or 28% were owner-occupied. There were 131 renter occupied units or about 10 percent of all the housing in Nashville.

**Table 10:
Residential Occupancy Status, 2000**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
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

The majority of housing units in the Town of Nashville are single-family detached homes. There are also numerous mobile homes. See Table 11 for a detailed breakdown of they types of housing in the town, surrounding communities, and county.

**Table 11:
Housing Units by Structural Type, 2000**

	1, detached	1, attached	2	3 or 4	5 or more	Mobile Home	Other	Total
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

4. VALUE CHARACTERISTICS

In 2000, the median value of a housing unit in Nashville was \$103,100. That was above the county, but lagged behind the state median value. Table 12 displays the town, surrounding towns, county, and state information. Most of the median values are less than \$100,000.

**Table 12:
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
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:

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.

HUD's FHA Loan: This program is administered by the U.S. Housing and Urban Development Department and offers a low down payment of 3% mortgage loan for home purchase or construction for selected applicants under certain income limits.

HUD Insured Loans for Condominiums, Energy Efficiency, Special Credit Risks, and Rehabilitation: These programs are administered by the U.S. Housing and Urban Development Department. HUD will insure selected applicants under certain income limits when procuring loans for rehabilitation or for rehabilitation at the time of purchase.

FHA HUD 203(k) Home Rehabilitation Loan Program: Whereas HUD desires to see current housing stock rehabilitated, this program provides owner occupants of existing homes, or intended owner occupants who are looking to purchase a home, readily available mortgage money to refinance/rehabilitate or purchase/rehabilitate their homes, respectively.

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.

HOME Loans: The Wisconsin Housing and Economic Development Authority (WHEDA) offers federal HOME Investment Partnership Program loans with a

low, fixed interest rate to help low- and moderate-income individuals and families buy a home.

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

Although the town has not historically played a role in housing, it supports equal opportunity housing, and understands the importance of sound housing stock for its residents and the community as a whole. A review of housing stock assessment information has led to the establishment of the following housing policy statement:

Goals:

1. Promote housing development that provides a variety of housing choices for residents of all income levels, age groups, and people with special needs.
2. Promote the availability of land for the development or redevelopment of low- and moderate-income housing.
3. Maintain and rehabilitate the existing housing stock as appropriate.

Objectives & Policies:

1. The Town will direct residential development to areas designated on its Future Land Use Plan Map. The Town will discourage residential development in agricultural or silvicultural areas except for related use (i.e.: farm family or worker).
2. The Town will encourage residential developers to provide a variety of housing types for all income and age groups.
3. The Town will maintain designation of adequate areas for residential development on its Future Land Use Plan Map.
4. The Town will promote, via this Plan, programs to assist residents in maintaining or rehabilitating existing housing units.

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

This is the fourth of nine chapters of the Town of Nashville 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 Town located outside the community and/or under another jurisdiction.

A. INVENTORY & ANALYSIS OF EXISTING FACILITIES

1.) WATER AND WASTEWATER FACILITIES

The Town of Nashville has no public water supply system or sanitary sewer service.

Water supply is accessed via individual private wells. The drilling, use and abandonment of private water supply wells is regulated by the Wisconsin Department of Natural Resources.

The disposal of wastewater is handled by private on-site septic systems that discharge wastewater to underground drainage fields and which may include: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. These on-site wastewater treatment technologies are regulated by both the Wisconsin Department of Commerce and Forest County Zoning Land Use.

2.) SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

Nashville maintains two waste & recycling transfer sites, which are generally located near each town garage. The north site is on Stautner Ln about ¼-mi from County Highway B; and the south site is on County Highway DD about ¼-mi south of the town office. The Town currently has a contract with Waste Management Inc. to take the waste and recycling from the transfer sites.

3.) POWER AND TELECOMMUNICATIONS FACILITIES

Electrical service is provided by Wisconsin Public Service Corporation. The closest high-voltage (115kv) electric transmission line to Nashville 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 into Nashville, but is available in some adjacent towns.

Telephone service is provided by Frontier and Verizon. The north township gets telephone service from Frontier, which also provides DSL Broadband to most of the area. The south township phone service comes from Verizon and DSL is not yet available. The nearest cellular towers are located in Crandon and Lily. Wireless internet is now available off the Lily tower. Cellular service is good in some parts of the Town, but remains spotty in other areas.

4.) PARKS, RECREATION AND OTHER YOUTH FACILITIES

Nashville residents use parks that the county forest provides, like Veterans Memorial Park on the south end of Lake Metonga in the Town of Lincoln. Crane, Crystal, Jungle, Lily, Mole, Pickerel and Sand lakes have Town maintained boat landings.

The Town of Nashville is within the Crandon School District, and is also served by one parochial secondary school in Crandon. The Nicolet Technical College serves the town through its campus located in Rhinelander. North Central Technical College is located in Antigo.

The Crandon area has approximately 6 regulated child care providers: 3 family child care centers, and 3 group child care centers.

5.) EMERGENCY AND MEDICAL SERVICES

Police protection in the Town of Nashville is provided by the Forest County Sheriff's Department.

Nashville contracts with the City of Crandon Fire Department for fire and rescue service to cover the north part of town. The south part of Nashville is covered by a contract with the Pickerel Fire & Rescue Squad. The south town garage serves a satellite fire station with fire apparatus and equipment housed there. Nashville currently holds an ISO rating of 9 for fire response in the north part of town covered by the Crandon Fire District, and an ISO rating of 9 for the south part of town covered by the Pickerel Fire Department.

The nearest medical facilities are Saint Mary's Hospital in Rhinelander and Langlade Memorial Hospital in Antigo, which provides 24-hour emergency service and critical care. The Crandon medical clinic is affiliated with Saint Mary's Hospital in Rhinelander. Town residents also use the Elcho Clinic and the Potawatomi Health and Wellness Center.

6.) OTHER GOVERNMENT FACILITIES

The local road system is the most significant public facility maintained by the Town and is covered in the Transportation Element.

The town hall, and one of the two town garages is located at 4265 State Highway 55 in the north part of Nashville. The town office, and the other town garage are located at 360 County Highway DD in the south part of Nashville.

The town hall is available for residents to use with a meeting room, kitchen and restrooms. The Town facilities can also be used as an emergency operations center and shelter.

There is a town cemetery on Cemetery Road off CTH B.

Nashville 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 residents.

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

B. ASSESSMENT OF FUTURE UTILITY & COMMUNITY FACILITY NEEDS

Water and wastewater systems have been discussed by the Town, but there is no timetable for such facilities in the foreseeable future. The Town contracts for many services from outside providers such as waste disposal and recycling or fire protection. Often the Town has little control over service providers such as power companies or schools.

These providers are ultimately responsible for planning to meet their contractual obligation to the Town or to meet the demands of their customers within the Town. However, the growth and development of the Town has implications for the provision of services and the facilities needed to provide these services. This plan is provided by the Town to identify this growth so that outside providers may be apprised of conditions within the Town and plan accordingly.

For services more directly under the control of the Town, like roads, the Town prepares regular capital improvements plans and budgets that set timetables to address its equipment and facility needs. An example of an approximate timetable for rehabilitation of road facilities is shown in FIGURE 2.

Two facilities that the Town has been assessing need include the Town Hall and area broadband (high speed internet) infrastructure. The Town has discussed issues with the Town Hall and has been working toward a federal grant for broadband access improvements. Timetables have not yet been established.

FIGURE 2 Timetable For Rehabilitation Treatment On Town Roads

Asphalt Rating	Treatment	Reset Value	Yrs to Drop Level
10	No Trtmnt Needed	x	1
9	No Trtmnt Needed	x	1
8	Little or No Trtmnt	x	3
7	Crackfill	8	4
6	Sealcoat	8	3
5	Sealcoat or Overlay	8	2
4	Overlay or Recycle	9	3
3	Thick Overlay/Recyc	9	3
2/1	Reconstruct	10	5

Gravel Rating	Treatment	Reset Value	Yrs to Drop Level
5	No Trtmnt Needed	x	1
4	Routine	5	2
3	Add 3 in. Gravel	5	2
2	Add 6 in Gravel	4	3
1	Reconstruct	5	--

Source: Transportation Information Center

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 local 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 public resources.

Both the state and federal governments 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.

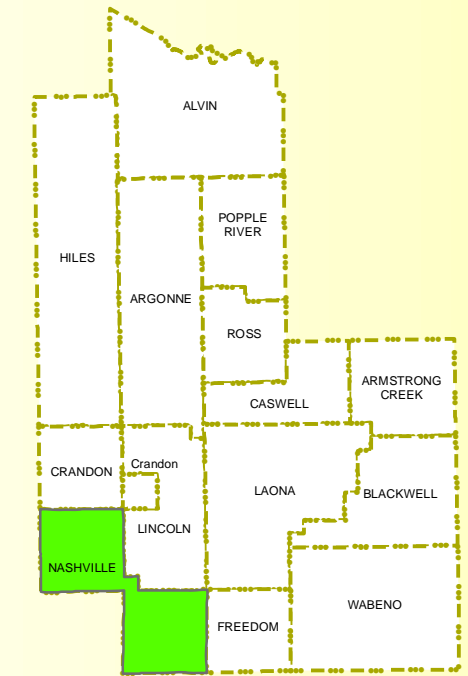
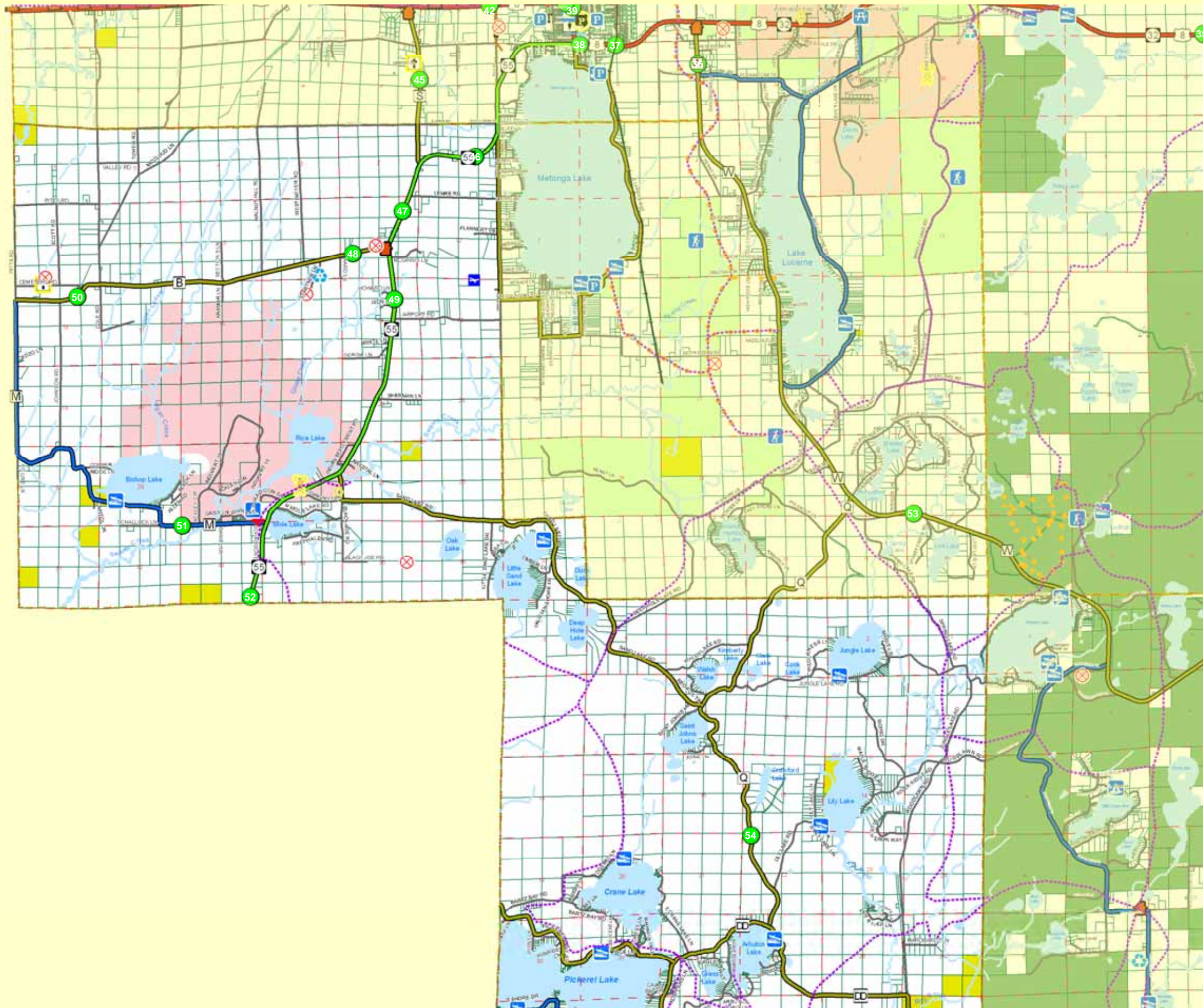
D. GOALS, OBJECTIVES & POLICIES

Goals:

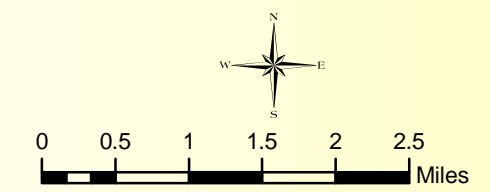
1. Provide adequate public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

Objectives & Policies:

1. Provide ambulance, volunteer fire and first responder services to residents.
2. Consider cost effectiveness of future development proposals in covering required services, utilities and community facilities.
3. Consider the potential impacts of development proposals on groundwater quality and quantity.
4. Explore opportunities to develop integrated, multi-use trail systems and recreational facilities.
5. Share equipment and services across Town boundaries, where possible.
6. Work with adjoining towns, the county, the state, the Mole Lake Tribe and individual landowners to address known water quality issues.
7. Maintain a Capital Improvements Plan for major equipment purchases.
8. Make information available to residents on the proper maintenance of septic systems and on recycling.



- Legend**
- Minor Civil Divisions
 - Section Lines
 - Parcels
 - Principal Arterial
 - Minor Arterial
 - Major Collector
 - Minor Collector
 - Local Roads
 - Railroad
 - Traffic Counts *
 - Hiking Trails
 - Snowmobile Trails
 - Park
 - Picnic Area
 - Boat Launch
 - Campgrounds
 - Trail Head
 - Communication Tower
 - National Forest
 - State of Wisconsin
 - Forest County
 - Tribal Lands
 - Abandoned Landfill
 - Airport
 - BSA Summer Camp
 - Cemetery
 - City Hall
 - Court House
 - Health Services
 - Library
 - Museum
 - Post Office
 - Recycling Center
 - Sheriff Department
 - Town Hall
 - Tribal Administration
 - High Voltage Powerline
 - Water



Source: WI DNR, NCWRPC, ATC

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 5: TRANSPORTATION

This chapter, the fifth of nine chapters of the Town of Nashville 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 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

This section contains a review of state and regional transportation plans and how they affect the Town of Nashville.

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 (WisDOT) response to ISTEA was the two-year planning process in 1994 that created TransLinks 21.

TransLinks 21

WisDOT 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 WisDOT 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, WisDOT 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 Town of Nashville Comprehensive Plan, because the policies are based upon the transportation needs outlined in TransLinks 21. Recommendations will be presented in "multimodal corridors." The Town of Nashville 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.

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 13:
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 running through the Town. Traffic on DD is considered to be heavy. 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.

Town roads are an important component of the county-wide 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.

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 (sites 6-7).

**Table 14:
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%
Site 7: CTH Q, just south of Lily Lake Rd.	80	150	70 / 87.5%
Site 8: CTH DD, south of Town Hall	620	470	-150 / -24.2
Site 9: CTH DD, south of Woodlawn Rd.	150	190	40 / 26.7%

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

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 throughout the Town. TABLE 16 summarizes the rural functional classification system.

b. Trucking

State Highway 55 is the principal truck route within the Town 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.

**Table 15:
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

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 Nashville. The Town has developed its own bike trail on Pickeral 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 within the Town. 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 Nashville. 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 Nashville. 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 the Town, 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 Town 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:

- General Transportation Aids
- Flood Damage Aids
- Town Road Improvement Program
- Town Road Improvement Program – Discretionary
- Local Bridge Improvement Assistance
- Local Transportation Enhancements
- Traffic Signing & Marking Enhancement Grant
- Rustic Roads

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 Town 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 Town 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 Town residents as needed.
5. Town roads serving residential areas must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school bus and snowplow.

CHAPTER 6: ECONOMIC DEVELOPMENT

This is the sixth chapter of the nine chapter Town of Nashville 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. 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 in the Town of Nashville was approximately 529 workers in 2000. Of these, 71 were unemployed for an unemployment rate of 13.4%. The unemployment rate for the County was 7.7% in 2000. Nashville's 1990 unemployment rate was 22.1%. The current County unemployment rate is about 6.8% (2007).

2. ECONOMIC BASE ANALYSIS

Geographically, the land within the Town is overwhelmingly dedicated to the forestry sector. About 74% of the land in the Town of Nashville 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 gained Nashville residents from 1990 to 2000 as shown in TABLE 16. The number of residents in the *Sales & Office* increased about 31%, nearly the same rate as the county. *Production, Transportation, & Material Moving* occupation gained 44%, compared to a 6.7% decline at the county level. The *Construction, Extraction & Maintenance* occupation and the *Sales & Office* occupation both gained about 20 people each.

TABLE 17 shows that 62 more people work in the *Arts, Entertainment, Recreation, Accommodation and Food Services* industry in 2000 than in 1990. This corresponds with the Mole Lake Casino & Bingo, and the opening of the Mole Lake Motel. The number of Nashville residents employed in the *Retail Trade* industry has declined greatly (-25%), which is also visible at the county level (-27%). Nashville residents employed in the *Professional, Scientific, Management, Administrative & Waste Management Services* industry were able

to hold their employment from 1990 to 2000, but at the county level it declined 16%.

**Table 16:
Occupation of Employed Workers 1990–2000**

	Town of Nashville		Forest County	
	1990	2000	1990	2000
Management, Professional & Related Service	61	89	603	831
Sales & Office	37	116	492	855
Farming Fishing & Forestry	70	92	600	799
Construction, Extraction & Maintenance	27	26	274	179
Production, Transportation & Material Moving	13	33	252	472
	71	102	973	908

Source: U.S. Census Bureau

**Table 17:
Industry Sectors 1990–2000**

	Town of Nashville		Forest County	
	1990	2000	1990	2000
Ag., Forestry, Fishing, Hunting & Mining	7	33	199	303
Construction	12	26	174	303
Manufacturing	83	69	881	669
Wholesale Trade	3	7	53	57
Retail Trade	47	35	553	402
Transportation, Warehousing & Utilities	18	24	239	256
Information	N/A	4	N/A	49
Finance, Insurance, Real Estate & Leasing	3	26	80	119
Professional, Scientific, Management, Administrative & Waste Mgmt Services	15	16	163	136
Education, Health and Social Services	38	75	499	755
Arts, Entertainment, Recreation, Accommodation and Food Services	5	67	34	527
Public Administration	40	5	205	168
Other Services	8	71	147	300

Source: U.S. Census Bureau

These figures in TABLES 16 & 17 are all based on the number of workers residing in the Town and what they do for employment not where they are actually employed. Information regarding the number of jobs available in the Town of Nashville itself is not readily available.

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 of the town 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

With the Town of Nashville, the two townships display differing economic conditions. The north township is based in forest industries, and the Town supports the development of forestry and forest-related business for this area. The southern township lends itself to tourism and recreation based industries, which the Town is in support of in this area. Beyond that, the Town has no specific preference for categories or types of business desired.

The Town has a number of strengths that may be helpful in attracting or retaining business and industry: rural northwoods living yet close proximity to multiple urban service centers, large vacation property base with tradition of generational tourism, environmentally friendly community with clean lakes well maintained by districts, and reasonable prices for land.

Some weaknesses in attracting or retaining business and industry include: lack of public sewer and water, lack of transportation infrastructure such as major highway, airport or rail, deficiencies in energy infrastructure, lack of full DSL coverage and cell towers, lack of technical skilled labor force and lack of "destination" resorts or identifying events.

The town has worked to expand economic opportunities by adopting an All Terrain Vehicle (A.T.V.) Ordinance that would allow town roads to be opened for A.T.V. traffic. The ordinance would allow access to and from exiting trails such as the Wolf River State Trail.

This trail runs straight through Nashville beginning at Hwy 8 in Crandon and running down to White Lake in Langlade County. The trail uses former railroad line owned by the WisDNR. Forest County will develop the recreational trail for hiking, biking, snowmobile and A.T.V. use through an agreement with the WisDNR. The trail itself will expand economic opportunity which will be further enhanced by the Town's ATV Ordinance.

The Existing Land Use Inventory and Future Land Use Plan maps (see MAPS 4 and 5) designate existing and potential space for business sites. Environmentally contaminated sites are discussed in the Ag., Natural &

Cultural Resources and Land Use chapters of this Plan. The Town supports the reuse of such sites provided that the Town is secure of liability issues.

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 Nashville and Mole Lake 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 is 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

The Town of Nashville applied for and received a \$395,000 USDA Rural Business Opportunity Development grant to help implement the strategic plan. In addition the Town of Nashville partnered with AmeriCorp*Vista and received 6 AmeriCorp*Vista's over a three year period, 2001-2004.

Since 1999 the Town of Nashville has worked to complete numbers 2, 3, 4, and 9 of the strategic plan and hope to have numbers 1 and 5 completed by the end of 2010.

B. 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:

Local:

Tax Increment Financing: In 2004, the WI State Legislature enacted changes to the state's Tax Increment Financing statutes. One significant change involved allowing townships to establish tax increment districts for specified economic development projects - primarily agriculture or tourism related. Tax Increment Financing has been employed by numerous communities throughout the state to promote redevelopment in blighted areas and finance new industrial development.

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 administered 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, ad 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 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.

C. GOALS, OBJECTIVES & POLICIES

The Town of Nashville supports efforts to stabilize and expand the economic base and employment opportunity for its residents and the community as a whole. A review of economic base assessment information has led to the establishment of the following economic development policy statement:

Goals:

1. Promote the stabilization of the current economic base.
2. Continue to implement the Empowerment Zone / Enterprise Community Program strategic plan.

Objectives & Policies:

1. Encourage new retail, commercial & industrial development to locate adjacent to county or state highways.
2. Discourage industrial development from negatively impacting environmental resources or adjoining property values.
3. Encourage businesses that are compatible with a rural setting.
4. Review costs and benefits of a proposed development project prior to approval.
5. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding areas.
6. Support efforts to promote economic development within the county.
7. Intensive industrial uses should be steered to areas that have the service capability to support that development.

**CHAPTER 7:
LAND USE**

This is the seventh of nine chapters of the Town of Nashville 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 in the Town is characterized by large blocks of forestland with residential development mainly along lakeshores and some scattered agricultural, commercial and industrial activities. Mole Lake Chippewa tribal lands also comprise a significant area of the Town and include some major commercial and residential developments. There are large sections of forest with limited access, much of which is industrial forest. Such large contiguous forest blocks are necessary to maintain economically viable forests.

The existing land use map was developed in two steps. The first was an air photo interpretation by NCWRPC. The Town Plan Commission then made corrections. 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 18 presents the current breakdown of land-use types within the Town. The majority of the Town is woodlands at about 39,686 acres or 86%. Water covers about 7% of the Town. The next most significant land use types are residential and agriculture at about 2% each. The other land uses combined are only about 2.3% of the total area.

**Table 18:
Existing Land Use**

Land Use	Acres	Percent
Agriculture	1,036	2.24%
Commercial	23	0.05%
Government/Institution	20	0.04%
Industrial	47	0.10%
Open Land	407	0.88%
Outdoor Recreation	10	0.02%
Residential	1,045	2.26%
Transportation	550	1.19%
Water	3,427	7.41%
Woodlands	39,686	85.81%
Total	46,251	100%

Source: NCWRPC, Town of Nashville

B. LAND USE TRENDS

1. LAND SUPPLY

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

2. LAND DEMAND

RESIDENTIAL:

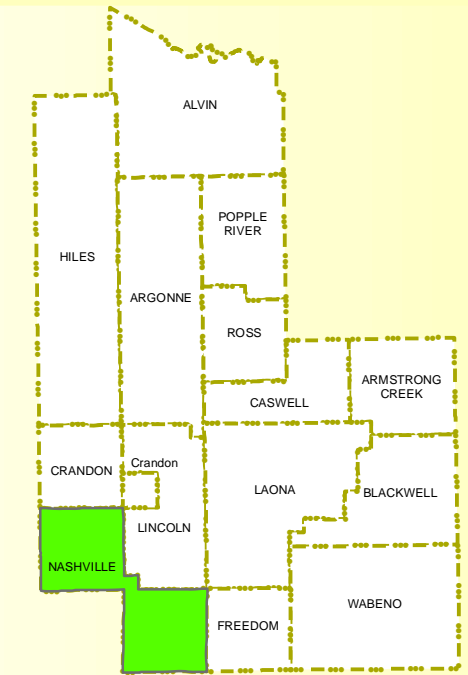
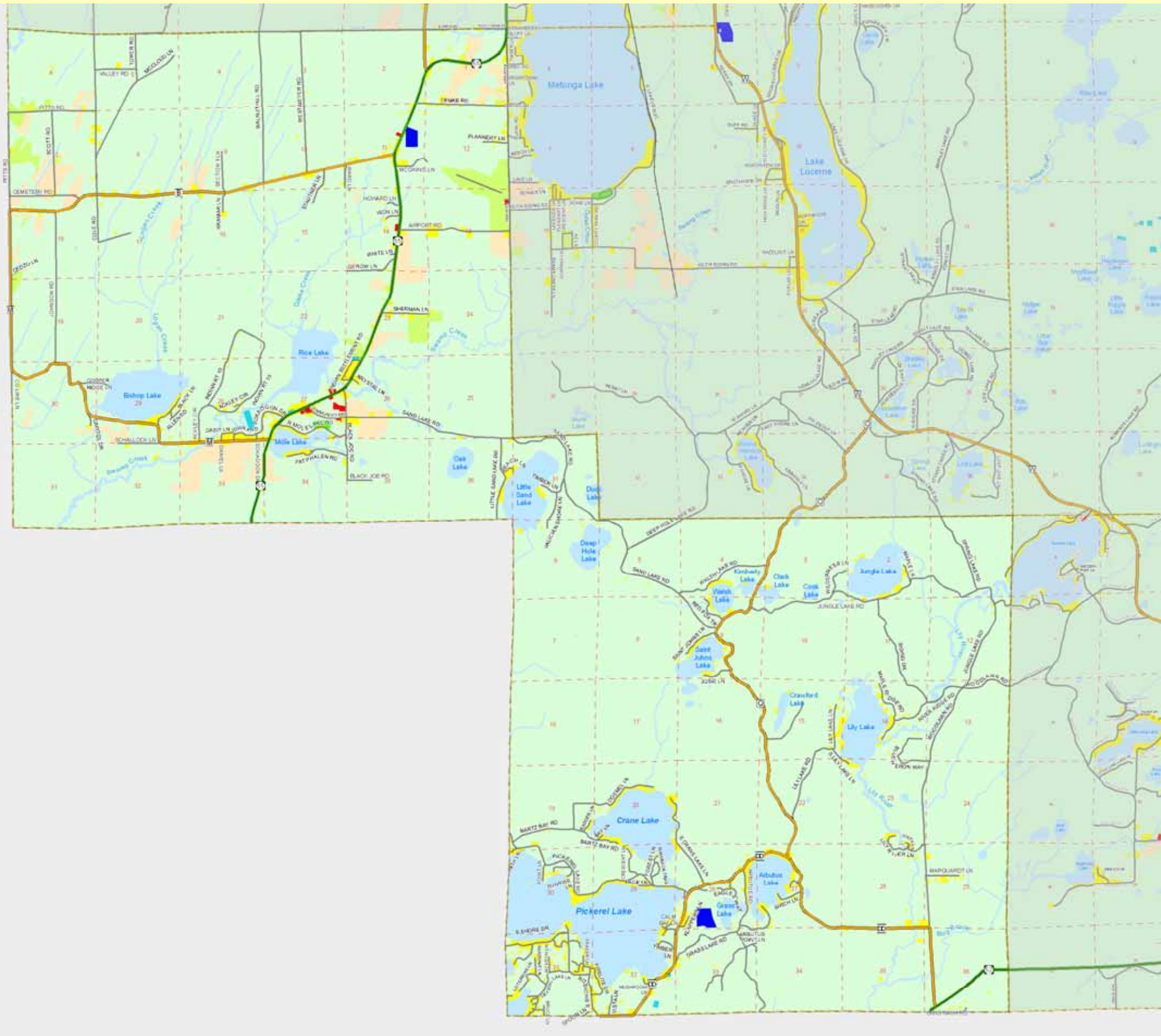
The overall residential demand for land in the Town of Nashville results from a projected 207 increase in households (2000–2025). TABLE 19 shows projected residential land demand based on household projections for the Town and an average lot size of 1.5-acres. Although some of the development will occur on larger or smaller parcels, this is more difficult to predict, and our projection becomes a conservative scenario. An average of 62 acres of residential land is expected to be added to the Town every 5 years to accommodate anticipated population growth by the year 2025. This does not account for seasonal home development.

About 172 (83%) of the 207 new housing units will probably be built as single-family, since 83 percent of all housing stock in Town is single-family dwellings, as shown in the Housing chapter. About 6 (3%) of the new 207 housing units may exist as multi-family housing units, and the remaining 29 (14%) of the new projected housing units may be mobile home-type units. The multifamily units may reduce the overall demand for residential acreage slightly, but the difference is expected to be minor.

Seasonal housing comprises about 58% of the total units within the Town. Although existing seasonal homes are being converted to full-time permanent residences, it is assumed for planning purposes that new seasonal units will remain a stable proportion over the lifespan of this plan resulting in an additional 286 seasonal homes (2000–2025). These units would consume an average of about 86 acres every five years.

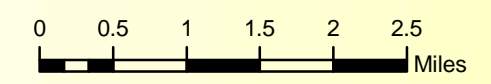
INDUSTRIAL, COMMERCIAL AND AGRICULTURAL:

Industrial use within the Town is primarily scattered non-metallic mining operations. By their nature, non-metallic mining operations expand overtime, and as existing pits are closed, new pits will open. As a result, the amount of



Legend

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



Source: WI DNR, NCWRPC, 2005 Airphoto Interpretation

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industrial land attributed to non-metallic mining is anticipated to fluctuate but remain fairly constant at about 47 acres over the planning period.

Commercial development is subject to market forces and difficult to predict. There has been significant commercial development in the Town, but new commercial enterprises have appeared sporadically over time. As a result a conservative estimate of doubling of the current level of commercial from 23 acres to 46 acres by 2025 is used.

Since it is the Town’s intention to promote the preservation of agricultural land, the level of agricultural land within the Town is anticipated to remain stable over the planning period. Some lands are expected to be taken out of agriculture while new areas are likely to come under farming, resulting in minimal net change. Table 19 shows the projected increase of commercial, industrial and agricultural land uses in 5-year increments.

**Table 19:
Projected Land Use Demand to 2030**

	2010	2015	2020	2025	2030*
Residential Acreage Demand	1,045	1,193	1,341	1,489	1,637
Industrial/Commercial Acreage Demand	70	78	86	94	102
Agricultural Acreage Demand	1,036	1,036	1,036	1,036	1,036

Source: NCWRPC

*Extension of 2000-2025 trend.

3. LAND VALUE

Overall equalized land values in the Town have increased about 71 percent over the last eight years; however, not all categories of land increased. Residential property values increased by about 100 percent, while agricultural decreased by 41 percent. See Table 20, Equalized Land Values, below.

4. OPPORTUNITIES FOR REDEVELOPMENT

There are a few properties in Town that had environmental contamination on them and are still in use. For example there was a leaking underground storage tank at the Walentowski Brothers Trucking, but the trucking company still exists, therefore there is no site to redevelop. The other listed property (Milhalko Property) was a spill site, and that has been cleaned up and the property is still in use. See the Natural, Agricultural, and Cultural Resources and Economic Development chapters, for more details.

Quarries have a built-in redevelopment mechanism via reclamation regulations. Most existing quarries within the Town have a number of years of life left. Reclamation to a useable state is required upon closure of any quarry.

**Table 20:
Town of Nashville Equalized Land Values**

Type of Property	2000	2008	% Change
Residential	47,322,300	94,811,700	100.4%
Commercial	850,400	2,367,600	178.4%
Manufacturing	0	0	--
Agricultural	344,500	202,500	-41.2%
Undeveloped	373,700	1,098,900	194.1%
Ag. Forest	0	717,300	--
Forest	19,676,800	17,870,800	-9.2%
Other	9,000	255,200	2,735.6%
Total Value	68,576,700	117,324,000	71.1%

Source: WI DOR, 2000 & 2008

5. EXISTING AND POTENTIAL LAND USE CONFLICTS

An area of concern is the clear cutting of larger forested tracts for timber or pulpwood, and the subsequent sale and development of these and other large parcels for residential lots. The availability and marketing of these parcels/developments draws more interest in the local land market and has the potential to inflate growth beyond the anticipated projection. This may stress available public facilities and services.

Other areas of land use conflict within the Town include agricultural activity versus residential development and quarry activities versus residential development. Although the Town is not currently a highly agricultural area, another potential future conflict area is possible development of larger scale livestock operations.

This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

C. LAND USE PROGRAMS

A number of different programs directly and indirectly affect land use within the Town. The principle land use programs include the Town of Nashville Zoning and Land Division ordinances. Forest County also has a County Subdivision and Platting Ordinance that applies in the Town as well as County

Shoreland Zoning. Official mapping authority is available but not widely used. See the Implementation Chapter of this Plan for more on these ordinances.

D. FUTURE LAND USE 2009-2029

The Future Land Use map represents the long-term land use recommendations for all lands in the Town. Although the map is advisory and does not have the authority of zoning, it is intended to reflect community desires and serve as a guide for local officials to coordinate future development of the Town.

Using its last Plan Map as a starting point, Town of Nashville Plan Commission members participated in a mapping exercise with NCWRPC staff to identify the desired future land uses by using Land Use Map Classifications, as described below. Town Plan Commission members used their broad knowledge of the Town to draw shapes on a map representing the different land uses. The goal was to produce a generalized land use plan map (future land use) to guide the Town's growth. 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. Agriculture / Forest

Identifies areas of woodland and agriculture and is intended to preserve those activities, timber industry, hobby farming and rural non-farm parts of the Town.

2. Shoreland Development

Identifies areas within 1,000 feet of a lake or 300 feet of a stream where the primary use is residential. Tourism/recreational related commercial may be allowed as "conditional uses".

3. Tribal / Public Lands

Identifies areas under Tribal or public ownership where development expectations may be different than for surrounding private land. Regulation of use may be beyond the control of the Town as is the case with tribal trust land.

4. Business

Identifies areas of existing business development. Future business uses are considered on a case-by-case basis subject to the Town Zoning Ordinance.

5. Quarrying

Identifies areas of existing non-metallic mining operation. Future non-metallic mining operation are considered on a case-by-case basis subject to the Town Zoning Ordinance.

6. Landfill

Identifies known landfill or dump locations as a notification. Under state statute, the WDNR regulates land use within 1,200 feet of landfills. The Town makes no guarantee that all former landfills or dumps are identified through this plan.

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 Town towards a more orderly and rational pattern:

GOAL 1 Maintain orderly planned growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land and efficient use of public services, facilities and tax dollars.

Objectives and Policies:

1. The Town 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 Town, County, and state plans and ordinances.
2. Small or medium scale commercial development intended to serve local needs will be encouraged.
3. Large scale commercial development will be discouraged because of the potential to attract unplanned or premature development of the Town.
4. All industrial development proposals will be addressed on a case-by-case basis.
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 rural character of the Town, and minimizes groundwater impacts from on-site septic systems and other sources.

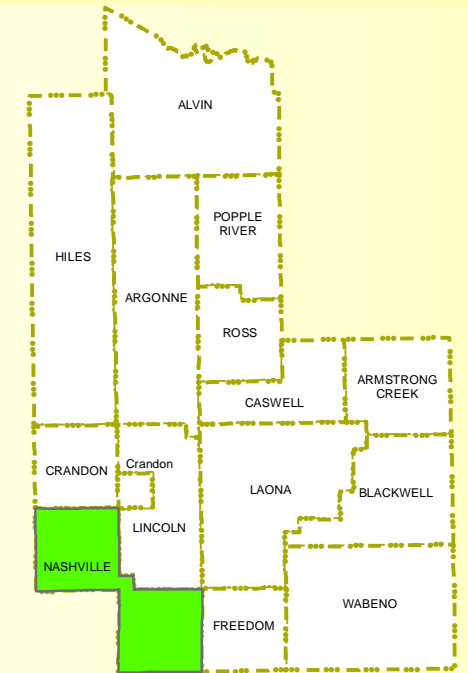
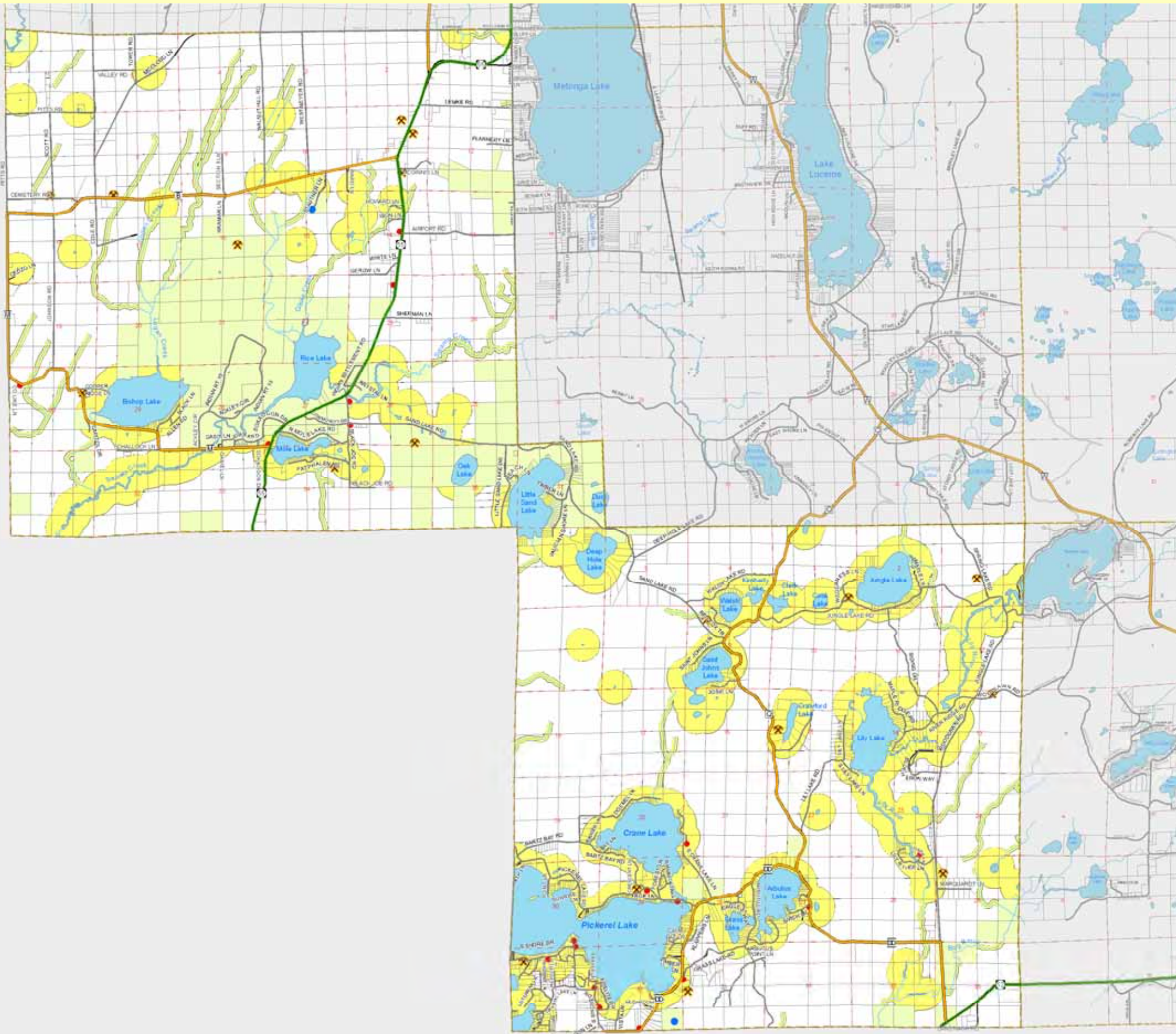
Objectives and Policies:

1. The location of new development will be restricted from areas in the Town shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, loss of farmland, highway access problems, incompatibility with neighboring uses, etc.
2. Minimum lot sizes are required for new development through the Town's land division and zoning ordinances, in order to preserve the Town's rural character and to protect surface and groundwater resources from the impacts of higher density development.
3. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; i.e. rural residential type development should be planned as a buffer between single-family and forestry or agricultural. Landscape buffers should also be used, especially where use-buffers are unfeasible.

GOAL 3 Preserve the productive farmland and forest in the Town for long-term use and maintain agriculture and forestry as important economic activities and a way-of-life.

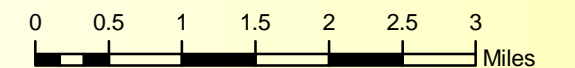
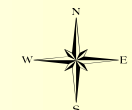
Objectives and Policies:

1. Marginal lands, not suited to agricultural or forestry uses, should be the focus of development activity in the Town. Land best suited to agriculture or timber production should remain in that use, to the extent possible, and new development should be steered toward land less well adapted to productive use.
2. Non - farm or forestry development, particularly subdivisions, may be encouraged in areas away from intensive ag./forestry activities, in order to minimize conflicts due to noise, odors, nitrates in well water, pesticides, working v.s. passenger vehicle conflicts on roadways, late night plowing, etc.
3. The Town may consider proposals involving the keeping or raising of livestock or other animals, fish, and fowl on a case-by-case basis in relation to the potential impact on water quality and neighboring land uses, consistent with Wis. Stat. 93.90.



Legend

- Minor Civil Divisions
- Section Lines
- Railroad
- State Highways
- County Highways
- Local Roads
- Parcels
- Business
- Landfill
- ✕ Quarrying
- Tribal / Public
- Agriculture / Forest
- Shoreland Development
- Transportation
- Water



Source: WI DNR, NCWRPC, 2005 Airphoto Interpretation

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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 Town of Nashville to school districts, adjacent local governmental units, 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.) ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1. SCHOOL DISTRICT

The Town of Nashville is in the School District of Crandon, but a school voucher program is in effect with the Antigo School District.

The Northcentral Technical College, located in Antigo, serves the town. Nicolet Technical College has a campus in Rhinelander.

The main form of interaction with both school and college districts are through payment of property taxes, which help to fund both districts' operations. The Town 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 Town of Nashville 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. Nashville contracts with the City of Crandon Fire Department for fire and rescue squad service to cover the north part of town. The south part of Nashville is covered by a contract with the Pickerel Fire & Rescue Squad. Some Pickerel Fire Department trucks and equipment is housed in the Town of Nashville.

b. Forest County

Forest County (refer to Map 1) directly and indirectly provides a number of services to Nashville. The Town enjoys a good 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 Town. 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 county-wide park system for the use and enjoyment of all residents including the Town of Nashville. 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 county-wide planning effort to complete these plans and include each individual local unit in the process and resulting final plan. 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 Town of Nashville 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 (WisDNR) and Transportation (WisDOT) are the primary agencies the Town 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 WisDNR 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 like the Town of Nashville. Examples include local road aids, the Local Roads Improvement Program (LRIP) and the Priority Watershed Program. There are also a number of mandates passed down from the state that the Town must comply with, such as the biannual pavement rating submission for the Wisconsin Information System for Local Roads.

Most federal programs are administered by the states, so the Town would be dealing with the responsible state agency with regard to federal programs and regulations.

5. MOLE LAKE TRIBAL NATION

The Sokaogon Mole Lake Chippewa tribal lands lie within the Town of Nashville. The Town has a good working relationship with the Tribe. The Town and Tribe frequently partner on road projects, grants, etc.

6. PICKEREL/CRANE LAKES PROTECTION & REHABILITATION DISTRICT

The Pickerel/Crane Lake District is a legally formed governmental unit that consists of residents who either live on or adjacent to Pickerel and Crane Lakes. The Pickerel/Crane Lakes Protection & Rehabilitation District is a separate taxing entity, which derives its income through taxation. Property taxes are used to protect the lakes through programs such as weed harvesting, aeration, and invasive species control. The P/C District taxpayers pay approximately 40% of all of the town's property taxes since 40% of the total assessed valuation in the town lies within the boundaries of the District.

The town and Lake District work together to help reduce costs for the Lake District and duplicate costs. Areas of cooperation include but are not limited to office equipment, insurance, use of heavy equipment such as end loaders and backhoes, and rental space. The Town of Nashville recognizes that it is in the entire township's best interest to work with all of the Lake Associations and the P/C District in order to preserve our tax base, improve our tourism economy and protect our environment.

B.) EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

The following intergovernmental conflicts were identified in the Nashville planning area:

- ✓ County Zoning.

The following potential intergovernmental conflicts may arise in the Nashville planning area:

- ✓ Potential future school district boundary realignment and school closings.

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

C.) 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.

Municipal Revenue Sharing: Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation: Wisconsin Statutes, 66.0201 – Incorporation of villages and cities; purpose and definitions, and 66.0211 – Incorporation referendum procedure, regulate the process of creating new villages and cities from Town territory. Wisconsin Statute, 66.0207 – Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by

the Municipal boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ✓ Minimum standards of homogeneity and compactness, and the presence of a "developed community center."
- ✓ Minimum density and assessed valuation standards for territory beyond the core.
- ✓ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- ✓ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ✓ An analysis of the impact incorporation of a portion of the Town would have on the remainder, financially or otherwise.
- ✓ An analysis of the impact the incorporation would have on the area.

Many of the other types of intergovernmental programs not discussed here are urban fringe city-town in nature and do not apply to a town like Nashville including boundary agreements, extraterritorial actions, and annexation.

D.) INTERGOVERNMENTAL COOPERATION GOALS 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 and all hazards mitigation.

CHAPTER 9: IMPLEMENTATION

This chapter (# 9 of 9) of the Town of Nashville 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 local officials, both town and county, when making decisions that affect growth and development in Nashville. It is also important that local citizens and developers become aware of the Plan.

Steps taken to implement this Plan include adoption of public participation guidelines, Plan Commission formation, Plan Commission resolution recommending Plan adoption by the Town Board, formal public hearing, Town Board approval of the Plan by ordinance, distribution of the Plan to affected government units and ongoing Plan Commission reviews and updates.

RECOMMENDATION 1: PLAN COMMISSION -

It is incumbent upon the Town Board that once the Plan is approved, it will be used to guide decisions that affect development in the Town.

The Town of Nashville Plan Commission is to measure the Town's progress toward achieving the Plan on an annual basis and make a full review and update of the Plan every 10 years. (See Section B, below.)

The primary implementation tools for this Plan are the Town of Nashville Zoning and Land Division ordinances. These ordinances provide the underlying regulatory framework that supports many of the Plan's policies. Currently the Town Plan Commission reviews zoning and subdivision applications and makes formal recommendations to the Town Board. 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.

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

RECOMMENDATION 2: INTERGOVERNMENTAL COOPERATION -

The Town of Nashville must 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 Town of Nashville 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 the public and all materials, maps, programs and information mentioned in the Plan should be assembled and displayed at the Town 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 Plan Commission, comparing how each land use decision made during the year measured up to the goals and policies of the Plan. If a pattern of land use decisions inconsistent with the goals and policies of this Plan is found, 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 zoning or land division ordinance should be considered to ensure the ordinances properly support land use decision-making and plan implementation.
- ✓ New implementation tools should be considered to gain more control over land use decisions.

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 Town's citizens.

C.) PLAN AMENDMENT PROCEDURE

Amendments to this Plan may include minor changes to plan text or maps or major changes resulting from periodic review. Frequent changes to accommodate specific development proposals should be avoided. The Comprehensive Planning Law requires that the same process used to adopt the Plan will also be used to amend it, specifically:

An amendment or change may be initiated by either the Plan Commission or the Town Board and may result from a regular review or a request from a resident.

The Plan Commission prepares the specific text or map amendment being considered, holds a public meeting and votes to recommend approval or disapproval of the proposed amendment, by resolution to the Town Board.

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

Town Clerk publishes a 30-day Class 1 notice announcing a Town board public hearing on the proposed changes.

The Town Board 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 Town of Nashville Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different chapters of the Plan.

ATTACHMENT A
PUBLIC PARTICIPATION PLAN

ATTACHMENT B
PLAN ADOPTION DOCUMENTATION

RECEIVED

OCT 2 2009

TOWN OF NASHVILLE

FOREST COUNTY, WISCONSIN

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

ORDINANCE #02-09

TOWN OF NASHVILLE COMPREHENSIVE PLAN ORDINANCE

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Nashville Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Nashville to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The Town Board of the Town of Nashville has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The Comprehensive Plan of the Town of Nashville must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the Town Board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The Town Board of the Town of Nashville, by this ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the Town Board present and voting, provides the authority for the Town of Nashville to adopt its comprehensive plan under s. 66.1001 (4), Wis. stats., and provides the authority for the Town Board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

The Town Board of the Town of Nashville has adopted written procedures designed to foster public participation in every stage of the preparation of a Comprehensive Plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Nashville, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the Town of Nashville Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of Nashville has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board of the Town of Nashville, by the enactment of this ordinance, formally adopts the document entitled Town of Nashville Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance of its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting.

The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats.

Adopted this 29th day of September 2009.

Terri Schabo

Attest: Terri Schabo, Clerk

Chuck Sleeter

Chairman Chuck Sleeter

Duane O. Marshall

Supervisor Duane Marshall

TOWN OF NASHVILLE
FOREST COUNTY, WISCONSIN

RESOLUTION #072109-1

RE: Plan Commission recommendation to adopt the Town of Nashville Comprehensive Plan

The Plan Commission of the Town of Nashville, Forest County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town Plan Commission present and voting resolves and recommends to the town board of the Town of Nashville as follows:

Adoption of the Town of Nashville Comprehensive Plan.

The Town of Nashville Plan Commission, by this resolution, further resolves and orders as follows:

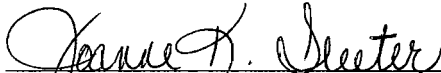
All maps and other materials noted and attached as exhibits to the Town of Nashville Comprehensive Plan are incorporated into and made a part of the Town of Nashville Comprehensive Plan.

The vote of the Plan Commission in regard to this resolution shall be recorded by the secretary of the town Plan Commission in the official minutes of the Town of Nashville Plan Commission.

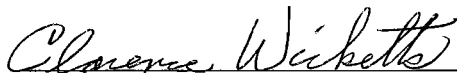
The town clerk shall properly post or publish this resolution as required under s. 60.80, Wis. stats.

Adopted this 21st day of July 2009.

Recorded vote: 5 ayes, 0 nays



Attest: Joanne K. Sleeter
Plan Commission Secretary



Clarence Wicketts
Plan Commission Chair

**Town of Nashville
Public Participation Plan
2008**

I. Background

The Town of Nashville recognizes the need to engage the public in the planning process. This plan sets forth the techniques 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, staff, and the NCWRPC.

The creation of the Public Participation Plan is a task required in meeting the requirements of Wisconsin's Comprehensive Planning Legislation (1999 Wisconsin Act 9 and its technical revisions). As the planning process develops, it should be expected that deviations from the plan may occur.

II. Objectives

The following is a list of objectives for the public participation plan:

- That the residents become fully aware of the importance of participating in the development of the Comprehensive Plan.
- That the public participation process be designed to engage all aspects of the Town.
- That the public have opportunities to provide their input to the Plan Commission and Town Board.
- That the public have access to all technical information and any analyses performed 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 responded to.
- 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. Hopefully, this will help balance the issues related to private property rights.

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. NCWRPC newsletter will be used to inform persons of the planning process and solicit input.
3. Meeting summaries and/or handouts will be placed on file for review. The public library will be provided all materials as well.
4. The draft plan will be available via the NCWRPC website.
5. The local school will be provided information about the plan.
6. Other efforts as identified along the way.

**Town of Nashville
Public Participation Resolution**

RESOLUTION #121608-1

For Adoption of a Public Participation Plan

DEC 19 2008

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION

WHEREAS, the Town of Nashville is required to prepare and adopt a Comprehensive Plan as outlined in Wisconsin Statutes, and

WHEREAS, it is necessary for the Town of Nashville to approve a process to involve the public in the planning process, and

NOW, THEREFORE, BE IT RESOLVED, that the Town of Nashville does approve and authorize the Public Participation Plan as presented.

ADOPTED on this 16TH Day of December, 2008.

ATTEST: Terri Schabo
Terri Schabo, Clerk

The governing body of the Town of Nashville has authorized this Resolution, dated today.

ATTEST: Chuck Sleeter
Chuck Sleeter, Chairman

RECEIVED

DEC 19 2008

NORTH CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION