



**Sokaogon Chippewa Community
Mole Lake
Forest County, Wisconsin
Comprehensive Plan**



Acknowledgments

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CHAPTER 1: DEMOGRAPHICS & ISSUES

A. BACKGROUND

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

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

Currently, there are about 1,500 tribal members, however, less than 500 reside on the reservation. There are about 5,684 acres in the Mole Lake Reservation. Of these lands, 1,722 are categorized as reservation land, another 1,561 acres are considered trust lands, and about 2,400 acres are fee lands.

1. The Planning Process

The Sokaogon Chippewa Community sought funding from the US Department of Commerce – Economic Development Administration to support tribal economic development efforts. One of those tasks was the update of the 2011 Comprehensive Plan. The North Central Wisconsin Regional Planning Commission was a sub-awardee to help prepare the comprehensive plan with the tribe.

2. Purpose of the Plan

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

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

3. Past Planning Efforts

a. *Sokaogon Chippewa Community's Philosophy Statement*

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

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

Tribal Vision Statement:

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

b. *Northwoods NiiJii Enterprise Community, Inc. Comprehensive Strategic Plan*

The comprehensive plan provides guidance to the NiiJii Enterprise Community when making future decisions on key community elements. How a community changes, how that change is perceived and how change is managed are the subjects of community comprehensive planning. The plan will provide goals, objectives, and policies to successfully grow and advance the communities in five key elements: Population and Housing; Economic Development; Utilities and Transportation; Agriculture, Natural Resources and Cultural; and Land Use. Goals and objectives include key livability principles ensuring future growth that accommodates community member's needs and

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

desires ultimately working towards a better more sustainable life for the NiiJii Enterprise Community

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

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

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

d. *Sokaogon Chippewa Community Long Range Strategic Plan*

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

Of particular significance to that planning effort were: a Tribal Cultural Center, development of the Dinesen House, an Integrated Resource Management Planning Process, alternative energy sources, law enforcement and fire department, long-range water and waste-water plan, tribal health center, a day-care center, and a Tribal Court and Law Enforcement facility. Special attention should be paid to the Housing section, which calls for an increase in rental and owner-occupied housing units as well as the preservation and modernization of existing units.

e. *Indian Housing Plan*

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

f. Sokaogon Chippewa Community Long Range Transportation Plan 2005

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

g. Sokaogon Chippewa Community Integrated Resource Management Plan

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

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

h. Comprehensive Plan - 2011

This plan was developed as part of a county wide planning process in Forest County. The plan includes the nine basic chapters as outlined in the states comprehensive planning law. That plan is being updated as part of this effort.

B. DEMOGRAPHICS

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

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

1. POPULATION TRENDS AND FORECASTS

In 2021, about 500 people lived on the Mole Lake reservation. Between 2010 and 2021, the reservation’s population increased by 20.3%, see TABLE 1. This is a higher growth rate than both the County and the State, with population change rates of -0.4% and 3.2% percent respectively, and faster than the surrounding towns. The reservation added 106 people from 2000 to 2021.

Table 1: Population Trends							
	1990	2000	2010	2021	% Change 1990- 00	% Change 2000- 10	% Change 2010- 21
Mole Lake*	337	392	414	498	16.3%	5.6%	20.3%
Town of Nashville	871	1,157	1064	1,108	32.8%	-8.0%	4.1%
Town of Crandon	529	614	650	708	16.1%	5.9%	8.9%
Town of Lincoln	630	1,005	955	1,056	59.5%	-5.0%	10.6%
Town of Freedom	296	376	345	412	27.0%	-8.2%	19.4%
Forest County	8,776	10,024	9,294	9,258	14.2%	-7.3%	-0.4%
Wisconsin	4,891,769	5,363,675	5,686,986	5,871,661	9.6%	6.0%	3.2%

Source: US Census, and WDOA Demographic Services Center
 * Tribal population is also included in the Town of Nashville total.

TABLE 1 displays the total population for the reservation, along with the Town of Nashville, the neighboring towns, the County, and the State. The towns surrounding Nashville have grown at very different rates. The Town of Freedom grew the fastest from 2010 to 2021 at an overall change of 19.4 percent. The slowest rates of growth were recorded in the Town of Crandon with an increase of 8.1 percent. The Town of Nashville itself grew 4.1% between 2010 and 2021. The latest tribal census identified 1,274 members of which 452 resided on the reservation.

Population projections in TABLE 2 show the reservation population growing by over 45 percent in the 19-year period between 2021-2040. This is more than double the Town of Nashville growth of 21.6 percent. Lincoln is projected to have 25.9% percent growth; Freedom is projected to grow by 6.8% percent from 2021-2040. Forest County is projected to have 9.9% percent growth, but the State is still projected to grow overall by 10.6% between 2021-2040.

Table 2: Population Estimate 2021 and Population Forecasts to 2040						
	Estimate 2021	Projection 2025	Projection 2030	Projection 2035	Projection 2040	
Mole Lake						
Town of Nashville	1,108	1,275	1,370	1,425	1,430	
Town of Crandon	708	775	835	870	885	
Town of Lincoln	1,056	1,155	1,250	1,310	1,330	
Town of Freedom	412	400	425	440	440	
Forest County	9,258	9,849	10,287	10,397	10,180	
Wisconsin	5,871,661	6,203,850	6,375,910	6,476,270	6,491,635	

Source: WDOA Demographic Services Center, NCWRPC

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

2. HOUSEHOLD TRENDS AND FORECASTS

**Table 3:
Households**

	Total 2010	Estimate 2021	Projection 2025	Projection 2030	Projection 2035	Projection 2040
Town of Nashville	477	442	563	608	635	646
Town of Crandon	327	271	335	362	379	390
Town of Lincoln	487	386	506	550	580	596
Town of Freedom	179	182	184	196	204	207
Forest County	3,836	3,660	4,433	4,644	4,715	4,674
Wisconsin	2,279,532	2,401,818	2,600,538	2,697,884	2,764,498	2,790,322

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

In 2021, the 498 residents of the reservation formed 174 households. Total households are projected to increase to 210 by 2025, see TABLE 3. This reflects the population growth projected in TABLE 2. The average household size in Mole Lake was 2.72 people in 2000, which is higher than the 2.50 State average. TABLE 3 reflects an overall trend of fewer people per household.

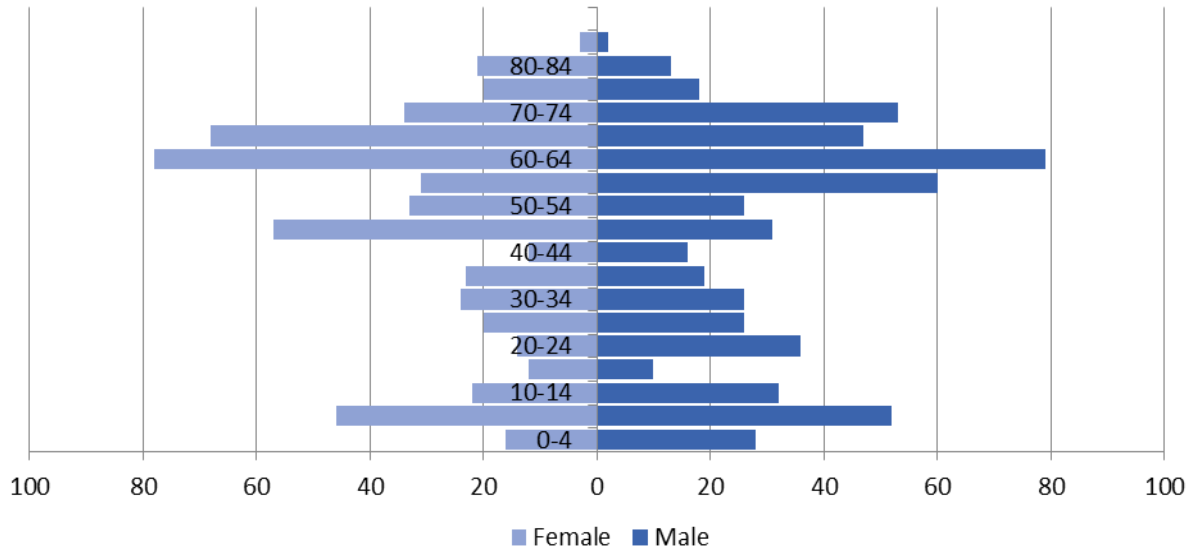
Further analysis of housing unit change can be found in other chapters of this Plan, particularly in the Housing chapter and the Land Use chapter.

3. AGE DISTRIBUTION

Population distribution by age is important in the planning process. Two age groups are examined here: 1) people 5 to 17 years old, and 2) people 65 years and older. These two age groups are often referred to as dependent populations and have different needs. The younger group requires schools, and the older group is retiring from the workforce. TABLE 4 shows each of these groups in 2021.

In 2021, the median age of the reservation's population was 37.5 years (Mole Lake CDP). At that time, Nashville (53.4 years), the County (47.3 years), and State (39.6 years) had higher median ages. Mole Lake had a higher proportion (28.5%) of school age children (5-17 years) than the Town of Nashville (19.4%), the County (19.7%), and the State (22.0%). The share of the older population (65+ age class) at Mole Lake (11.3%) is much lower than Nashville (25.2%), the County (23.2%), and the State (17.0%).

Town of Nashville 2021 Age Pyramid



Source: American Community Survey, 2016-2020

In 2021, the median age of the reservation's population was 37.5 years an increase of 6 years while in Nashville it had advanced by 12.3 years to 53.4, which is more than the County (3.9 years) and State (1.5 years) increase. The school age population (5-17 age class) on the reservation increased to nearly 20.6 percent, but in the Town of Nashville it decreased to 15.4 percent. This is a similar proportion of the population as the County has (14 percent), and as the State has (16.4%); both of which declined slightly from 2010 to 2021. The older population (65+ age class) on the reservation rose (11.3%), while Nashville also increased (25.2%). The County's 65+ population increased (15.2%), as well as the state (26.9%).

FIGURE 1 is the population pyramid for Mole Lake that shows age groups at the time of the 2021 American Community Survey. About 11 percent of residents are over the age of 65, and 29 percent are under 20 years old. This contrasts with 41 percent of the population of Nashville over 65 and a quarter under 19.

**Table 4:
Age Distribution 2010 to 2021**

		Percent of Population				Median Age
		<5	5-19	20-64	65+	
Mole Lake	2010	12.5%	24.1%	55.7%	7.5%	31.5
	2021	7.9%	21.2%	59.6%	11.3%	37.5
Town of Nashville	2010	8.3%	18.5%	54.8%	18.3%	41.1
	2021	4.0%	15.7%	55.2%	25.2%	53.4
Forest County	2010	5.1%	20.1%	54.7%	20.1%	43.4
	2021	5.7%	16.6%	54.5%	23.2%	47.3
Wisconsin	2010	6.3%	20.5	59.8%	13.4%	38.1
	2023	5.6%	19.1%	58.3%	17.0%	39.6

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 2010, 62.7% of the Mole Lake residents age 25 and over were high school graduates, compared to 85.6% in the County and 89.4% in the State. By 2021, the percentage of residents with a high school graduation had risen to 79.2% in the Town, and also rose significantly in both the County to 90.0% and the State to 92.9%. See TABLE 5 for details.

In 2010 the Census showed that 5.9 percent of residents 25 and older had a bachelor’s degree, and 8.1 percent had associate degrees. By 2021 10.2 percent had associate degrees, 1.2 percent had bachelor’s degrees and 0.6 percent had graduate degrees. Altogether, the percentage with a bachelor’s degree or higher actually decreased from 5.9% in 2010 to 1.8% in 2021. Both the County and State percentages rose from 2010 to 2021. See TABLE 5.

**Table 5:
Education Levels**

	Mole Lake		Forest County		State of Wisconsin	
	2010	2021	2010	2021	2010	2021
Less than 9 th Grade	8.6%	4.8%	4.0%	2.5%	3.7%	2.4%
9-12 Grade / No Diploma	28.6%	16.0%	10.4%	7.5%	6.9%	4.7%
High School Diploma	35.1%	36.4%	44.0%	39.3%	34.0%	30.0%
College / No Degree	13.5%	30.7%	22.1%	23.9%	20.6%	20.2%
Associate degree	8.1%	10.2%	7.5%	11.7%	9.0%	11.2%
Bachelor's degree	5.9%	1.2%	7.5%	11.4%	17.1%	20.7%
Graduate/Professional Degree	0.0%	0.6%	4.5%	3.7%	8.6%	10.8%
Total Persons 25 & Over	58.1%	65.8%	69.4%	72%	66.3%	68.6%
Percent high school graduate or higher	62.7%	79.2%	85.6%	90.0%	89.4%	92.9%
Percent with bachelor's degree or higher	5.9%	1.8%	12.0%	15.0%	25.8%	31.5%

Source: U.S. Census Bureau

5. INCOME LEVELS

In 2010, the median household income on the reservation was 65.5% of the County's, and about 49.9% of the state's. On a per capita basis, the income of Mole Lake residents was 24.4% of the County's, and 43.6% of the state's

**Table 1-6:
Income Levels**

	2010			2021		
	Mole Lake	Forest County	State of Wisconsin	Mole Lake	Forest County	State of Wisconsin
Median Household Income	\$25,781	\$37,627	\$51,598	\$28,942	\$51,959	\$67,080
Per Capita Income	\$11,599	\$47,440	\$26,624	\$16,576	\$64,881	\$36,754

Source: U.S. Census Bureau

By 2021, reservation median household income was 55.7% of the County's and 43.1% of the state's. On a per capita basis, Mole Lake's income more than doubled to 25.5% of the county's and 41.1% of the state's, see TABLE 6.

6. EMPLOYMENT CHARACTERISTICS, TRENDS AND FORECASTS

According to the Census, the civilian labor force (population 16 and over) living in the Mole Lake reservation was approximately 138 workers in 2010. Of these, 24 were unemployed, for an unemployment rate of 17.4%. The unemployment rate for the County was 8.9% in 2010.

The primary occupations of Mole Lake residents in the labor force include *Service; Construction, extraction & maintenance; and Sales & office occupations* which employed over 31 people each. See TABLE 7.

Table 7:

Occupation of Employed Workers

	Mole Lake		Forest County	
	2010	2021	2010	2021
Management, professional & related	19	29	962	1,052
Service	38	65	954	774
Sales & office	26	31	755	738
Farming, Fishing & Forestry	20	14	551	484
Construction, extraction & maintenance	11	37	657	700
Production, transportation & material moving	19	29	962	1,052
Totals:	114	176	3,879	3,748

Source: U.S. Census Bureau

7. REVIEW OF DEMOGRAPHIC TRENDS

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

Overall Tribal Trends:

- The Sokaogon Chippewa Community is currently in a period of population growth.

- Household formation is driven by the decline in average household size or persons per household.
- Mole Lake has a younger population, than surrounding communities and the county.
- Education levels are lower on the reservation than in the county, but are rising faster, especially in post-secondary education.
- Median household income of reservation residents rose from 2010 to 2021 but remained well below incomes for the county.

Tribal Trends:

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

C. ISSUES

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

- ✓ Land Use Development
- ✓ Coordination of Departments
- ✓ Utilities & Community Facilities/Transportation
- ✓ Housing
- ✓ Broadband
- ✓ Cultural Connections
- ✓ Economic Development Diversification

D. GOALS, OBJECTIVES, POLICIES & PROGRAMS

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

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

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

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

CHAPTER 2: NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

A. BACKGROUND

This chapter, the second of nine chapters of the Comprehensive Plan, which includes a compilation of goals, objectives, policies, 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. Parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources are also included. Since the Tribal Lands are contained within the Town of Nashville, we examine the entire town.

All planning efforts need to examine relevant previous plans about the community and the surrounding county.

1. Forest County Land & Water Resource Management Plan 2018-2027

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, removing and reversing lake eutrophication, reducing pollutants entering the waterways, slowing the spread of non-native nuisance species, and protecting and managing the area forests. A copy is available in the Forest County Land Conservation Department.

2. Forest County Outdoor Recreation Plan 2022-2026

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: improving countywide boat launches, enhancing and developing ATV/UTV/Dual Sport motorcycle trails and developing biking/hiking trails. 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.

4. Tribal Plans

Long Range Strategic Plan, 2008

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

- Maintain the reservation's ecosystem in a pristine state that is capable of supporting traditional pursuits and teachings thereby preserving Anishinabe culture and spirituality for generations to come.
- Retain sovereign authority over the Sokaogon Chippewa Community's lands, natural resources, and membership.
- Protect rights reserved under treaty for future generations.
- Improve the standard of living for Sokaogon Chippewa Community Tribal members to a level comparable to others living within the United States.
- Maintain relationships with the State of Wisconsin and United States on a government-to-government basis.

Sokaogon Chippewa Community Integrated Resource Management Plan

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

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

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

The IRMP divides the natural environment into seven component parts and make recommendations on management policies for each:

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

B. INVENTORY

WATER RESOURCES:

1. SURFACE WATER

The Town of Nashville is part of two watersheds. The northwestern half of town, where the Mole Lake reservation is located, lies within the Upper Wolf River and Post Lake watershed, and the southeastern half of town, which contains most of the Crandon Mine site, is in the Lily River watershed. Both of these watersheds drain into Lake Michigan. Refer to the 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. Both Little Sand Lake and Deep Hole Lake are in close proximity to the Crandon Mine site, which is owned by the Tribe. All three lakes are listed for mercury contamination from the air and are rated a

low priority for clean-up by the WDNR. Fish consumption advisories would be the only action. This does not necessarily speak to the quality or lack thereof for other water bodies within the Town. See the WDNR website for more detailed information.

Invasive Aquatic Species

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

2. WETLANDS

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

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

Wetlands that filter or store sediments or nutrients for extended periods may undergo fundamental changes. Sediments will eventually fill in wetlands and nutrients will eventually modify the vegetation. Such changes may result in the loss of 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 reservation lies within a glacial drift aquifer, which is the major source of ground water in most of the county. Large yields of ground water are available where the thickness of the saturated drift is at least 50 feet. Precambrian crystalline rock underlying the county is not considered a significant source of water. The availability of water from the bedrock is difficult to predict and is probably less than 5 gallons per minute. The glacial drift aquifer above the bedrock is the best source of ground water.

Susceptibility of groundwater to pollutants is defined here as the ease with which a contaminant can be transported from the land surface to the top of the groundwater called the water table. 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.

Groundwater quality in Forest County and the Mole Lake reservation 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. Well yields within Forest County vary greatly from a few gallons to 1,000 gallons per minute.

LAND RESOURCES:

1. FORESTS

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

The Mole Lake Reservation is mainly forested, except along Highway 55. The pre-settlement composition of forestland in Mole Lake was a mixed conifer and deciduous tree species that included white pine, red pine, yellow birch, sugar maple, hemlock, and beech. All forests are dynamic, always changing from one stage to another, influenced by natural forces and humans. Changes can be subtle and occur over long periods, or can happen in seconds from a timber harvest, windstorm, or fire.

2. METALLIC & NON-METALLIC MINERAL RESOURCES

There are a few active non-metallic quarries in the Town of Nashville, as well as a few closed or inactive sites. There are no non-metallic mines on tribal lands.

3. SOILS & PRODUCTIVE AGRICULTURAL AREAS

There are limited prime agricultural areas in Forest County. Those areas that are productive remain in operation. Historically, there were several farms scattered throughout the area. Row crops and dairy were some of the primary uses. Prime farmland produces the highest yields with minimal inputs and results in the least damage to the environment, see Natural Resources Map.

4. ENVIRONMENTALLY SENSITIVE AREAS

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

5. RARE SPECIES & NATURAL COMMUNITIES

The Town of Nashville has 17 sections with occurrences of endangered resources (rare, threatened, or endangered species of plants & animals, and high-quality natural communities) as identified in the Wisconsin Natural Heritage Inventory. This includes most of the reservation land and all of the Crandon Mine site.

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

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

UP Upper Wolf River

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

6. HISTORICAL & CULTURAL RESOURCES

a. History

The Reservation of the Sokaogon Chippewa Community Mole Lake Band of Lake Superior Chippewa is located in the town of Nashville, Wisconsin. A U.S. Government census roll was taken in 1937 that, along with the tribal

constitution passed two years later in 1939, determined the descendency requirements to be enrolled in the Sokaogon Chippewa Community. Currently, there are around 1670 Tribal members enrolled, with approximately 500 living on the reservation at any time. The history of the Tribe leading up to that is a complex and interesting story that will be briefly summed up herein.

According to oral history, three Tribes grouped together to migrate from Eastern Canada stopping many times along the way; they called themselves the Three fires. The Three Fires include the Chippewa (Ojibwe), the Ottawa (Odawa), and Potawatomi (Bodewadmi); who collectively referred to themselves as Anishinabeg, the First People. The Ojibwe ended their migration at what is now Madeline Island around 1500; they called the island Mooningwinakaaning (Place of the Yellow Shafted-Flicker).

Around 1745, the Ojibwe began moving off of Madeline Island and into the interior of what is now Wisconsin. Part of the group that would eventually be called the Sokaogon Chippewa Community first arrived in the area of Mole Lake around 1750, although it was made up of two main groups following seasonal harvesting activities. The first group was referred to by several names related to the lakes they were encountered at including, La Lac (the Lakes), Pelican Lake, Post Lake, Big Sandy Lake (aka Lake Metonga), and Rice Lake where the reservation is currently located. The first group is the origin of the current federally recognized name Sokaogon, which comes from the Ojibwe word for Post Lake, Zaaga'inganiin. The second group was usually referred to as the Wisconsin River Band, but also the Pelican River Band, and the Plover Portage Band who moved up and down the Wisconsin River corridor until around 1857. These two groups often attended Treaty signings and later annuity payments together and were connected by water routes and trails along the Pelican, Eau Claire, and Plover rivers.

Living on the frontier of the Ojibwe like other bands spreading from Madeline Island the Sokaogon they often faced conflict with other Tribes for access and control over resources. The group harvesting rice at the lakes in what is now Forest County found themselves engaged in a nearly 30 year battle with the Sioux Peoples for control of the rice harvest. This culminated in the Battle of Mole Lake in 1806, where it is reported over 500 individuals were killed in the battle. The Wisconsin River Band also had at least one recorded battle near Tomahawk, Wisconsin around this time.

The leaders of these two Bands were signatories of the 1826, 1837, 1842, 1844, and 1854 Treaties with the U.S. Government. After the 1854 Treaty, the Government began establishing large-block reservations for first the Lac du Flambeau and Lac Court Oreilles Bands and later Bad River and Red Cliff Bands.

Government records indicate that they intended to lump the two Sokaogon Bands under the Lac du Flambeau and Lac Court Oreilles in spite of having

recognized them as separate at annuity payments and in government census records for almost 40 years. This was not the Tribes understanding.

An independent observer at the 1855 annuity payment reported that the Tribes then Chief Migizi (Eagle), asked why his Band was not given a reservation like other Bands, indicating that the Band viewed themselves as distinct. An agreement and map were drawn up sometime between 1855-1860 encompassed a number of named lakes and village sites commonly used by the Tribe. The copy of the Reservation agreement signed by Chief Migizi and Commissioner George W. Manypenny was apparently lost in a shipwreck on Lake Superior while traveling back to Washington. Due to this lack of paperwork Congress refused to ratify the Tribal claim and the Sokaogon Chippewa Community were not granted a reservation at that time. Two years later, in 1857, Oshkabaywis the leader of the Wisconsin River Band along with a large portion of that group joined the Reservation at Lac du Flambeau. However, the rest of the Sokaogon Band refused to merge with the reservations at Lac du Flambeau and Lac Court Oreilles. After the Migizi's initial request the Tribe made at least nine different petitions to get the Government to honor the 1855 agreement, but were ignored. Finally, under the leadership of Chief Willard Ackley the Tribe received federal recognition in 1934. In 1939, the federal Government finalized the purchase of 1,437.6 acres as reserved lands for the Tribe, very different from the original promised lands.

Through the Nineteenth and Early Twentieth Centuries Post and Rice Lake Band members appear as a distinct group in Federal Indian Census records as well as the Federal Census and State. Census for Forest, Langlade, and Oneida Counties. Fur traders and loggers moving into the area married into the Community during this period also appearing in these records. The Tribe's life continued to revolve around seasonal activities mainly the gathering and processing of Manoomin (good berry, aka wild rice) from many local lakes and rivers including Rice Lake, now bound within the Tribal trust lands.

In 1973 a proposed copper sulfate mine a mile upstream threatened the future of Rice Lake. The Community engaged in their second 30-year battle to protect their environment and access to this resource. The proposed mining company changed hands/names several times in that 30 years, but eventually through the determined efforts of Tribal Leadership staff, and the Community along with the support of several other Tribal communities and local environmental activists the Sokaogon Community was able to overcome the threat in 2002.

Because of this effort, today the Sokaogon Chippewa Community continues to harvest wild rice from Rice Lake and a good year can yield up to 20,000 pounds. The Community continues to diversify its efforts to build Tribal infrastructure and business enterprises while protecting its connection to the environment and the Manoomin beds they fought to stay connected with.

b. Historic & Cultural Assets

One building on the Reservation appears on the Wisconsin Architectural History Inventory: Dinesen-Motzfeldt-Hettinger Log House (T36N R12E Sec 27). In 2010 this building was restored with funding from the National Park Service and the Jeffris Family Foundation, and was placed on the State Register of Historic Place in November of 2004, and the National Register of Historic Places January of 2005.

The Dinesen-Motzfeldt-Hettinger Log House was built in 1865 as a post office and trading post along the Military Road that ran from Green Bay to Copper Harbor in Michigan. Wilhelm Dinesen purchased the structure and moved it to its current location in 1873. A Chippewa woman named Emma lived with him and they had a daughter together. However, after a year Dinesen moved back to his native Denmark and Emma married a local Fur Trader Motzfeldt. Meanwhile Dinesen returned to Denmark and started another family fathering a second daughter, Karen Blixen who under the name Isak Dinesen, wrote a memoir of her life in Kenya, *Out of Africa*, which was made into an Academy Award winning movie. Due to the connection to the Dinesen family, vacationers who travel domestically and abroad tour the site periodically.

Next, the Tribal Pow-wow Grounds are located along Swamp Creek and accessed from Sokaogon Drive. The Tribe hosts two Pow-wow events every year, the Strawberry Moon Pow-wow in July, and the Manoomin (Wild Rice) Pow-wow in September. Other large tribal events are held on a semi regular basis, such as the Environmental Fair held by the Tribe's Environmental Department.

Finally, the Tribal Cemetery is an important cultural resource. The cemetery encompasses approximately 3 acres north of Cemetery Road and serves as the final resting place of Tribal members and their families seeking to follow traditional cultural burial practices.

C. NATURAL, AGRICULTURAL & CULTURAL RESOURCES PROGRAMS

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

Aquatic Habitat Protection Program: The 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 Safety and Professional Services. 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.

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

Parks and Recreation Program: The 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. GOAL, OBJECTIVES & POLICIES

Goal:

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

Objectives

1. Maintain the viability of wild rice crops on the reservation and throughout the ceded territories in Wisconsin.
2. Ensure fish populations are maintained at harvestable levels that will support the needs of the tribal community.
3. Teach young tribal members traditional Anishinabe pursuits that have historically sustained the environment.
4. Wisely use the resources of the reservation and surrounding environment to provide for ourselves and generations to come.

5. Pursue tribal electric power self-sufficiency.
6. Establish a forest nursery to diversify the forestry resources and re-establish native white pine and other species.
7. Maintain the tribal recycling and solid waste disposal system for the reservation.

Policies:

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

CHAPTER 3: HOUSING

A. BACKGROUND

This housing chapter is based on the statutory requirement for a compilation of goals, objectives, policies, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. This chapter provides a basic housing stock assessment and identifies policies and programs that promote the development of housing for all residents including a range of choices that meet the needs of persons of all income levels, age groups and special needs; that promotes the availability of land for low-income housing; and that maintains the existing housing stock.

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

1. Indian Housing Plan

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

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

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

2. Membership Report, 2024

The Membership is prepared to provide an overview of tribal activities over the past year and identify projects coming up in the next few years. This report covers a variety of topics including housing.

According to the report 6 new modular homes are to be constructed on Dry Lake Road in 2024. These will be 1,040 square feet, 3 bedroom homes.

B. HOUSING STOCK ASSESSMENT

1. AGE CHARACTERISTICS

Table 9 indicates age of housing stock in Mole Lake and the Town of Nashville area reported in the 2021 American Community Survey. Mole Lakes' housing stock is newer than most of the surrounding towns. 43 percent of housing units were built after 1990, as opposed to 40 percent in Nashville and 33.9 percent for the county both with many units built in the 1970s and 1980s. The Town of Lincoln also experienced a large construction boom in the 1990's. There is very few housing units (9.4 percent) built before 1970 in Mole Lake.

Table 9:

Year Structure Built

	1939 or earlier	1940-1969	1970-1989	1990-2009	2010 or later
Mole Lake	2	24	130	101	19
Town of Nashville	48	252	501	501	48
Town of Lincoln	38	188	370	439	109
Town of Langlade, Langlade Co.	43	101	108	165	9
Town of Ainsworth, Langlade Co.	20	41	193	251	30
Forest County	1,524	1,860	2,821	2,517	418
Wisconsin	543,164	747,050	641,138	704,078	147,888

Source: U.S. Census Bureau

2. OCCUPANCY CHARACTERISTICS

Table 10 examines occupancy status of housing units. Of the 181 occupied housing units, only 69 (38.1%) were owner-occupied. There were 112 renter occupied units or about 61.9 percent of all the housing units. This is a marked contrast to the prevalence of owner occupancy in the county (80%) and Nashville (72.9%). More of a contrast is the fact that there are less seasonal

dwellings in Mole Lake (23%) compared to 52 percent of housing units in the county are seasonal and 62 percent of units in Nashville are seasonal.

**Table 10:
Residential Occupancy Status, 2021**

	Total Housing Units	Owner Occupied	Renter Occupied	Vacant Units	
					Seasonal (Part of Vacant Units)
Mole Lake	276	69	112	95	63
Town of Nashville	1,350	322	120	908	840
Town of Crandon	488	254	17	217	177
Town of Lincoln	1,143	355	31	757	661
Town of Freedom	511	158	24	329	317
Town of Langlade, Langlade Co.	426	201	22	203	167
Town of Ainsworth, Langlade Co.	535	246	18	271	223
Town of Schoepke, Oneida Co.	652	134	27	491	461
Forest County	8,666	2,928	732	5,006	4,498
Wisconsin	2,718,369	1,619,704	782,114	316,551	181,395

Source: U.S. Census Bureau

3. STRUCTURAL CHARACTERISTICS

**Table 11:
Housing Units by Structural Type, 2021**

	1, detached	1, attached	2	3 or 4	5 or more	Mobile Home	Other	Total
Mole Lake	214	6	7	0	39	10	0	276
Town of Nashville	1,144	6	7	0	39	154	0	1,350
Town of Crandon	407	2	2	9	0	68	0	488
Town of Lincoln	1,051	0	0	0	7	85	0	1,143
Town of Freedom	442	4	1	9	0	55	0	511
Town of Langlade, Langlade Co.	338	0	1	0	0	87	0	426
Town of Ainsworth, Langlade Co.	445	0	0	0	0	90	0	535
Forest County	7,471	30	42	60	237	826	0	8,666

Source: U.S. Census Bureau

Three-quarters of housing units (77.5 percent) in Mole Lake are single-family homes. There are a considerably smaller percentage of mobile homes in Mole Lake (3.6%) than in Nashville (11.4%) or the county (9.5%). There is considerably more multi-family dwellings in Mole Lake (16.7%) than in the county (3.9%) or the surrounding towns. See Table 11 for a detailed breakdown of the types of housing in the town, surrounding communities, and the county.

4. VALUE CHARACTERISTICS

**Table 12:
Housing Values, 2021**

	<\$50,000	\$50,000 to 99,999	\$100,000 to 149,999	\$150,000 to 199,999	\$200,000 to 299,999	\$300,000 to 499,999	\$500,000 and greater	Median Value
Mole Lake	10	28	22	7	2	0	0	\$91,300
Town of Nashville	32	59	48	49	100	32	2	\$175,000
Town of Crandon	23	53	59	61	46	10	2	\$143,100
Town of Lincoln	0	57	59	99	57	74	9	\$182,000
Town of Freedom	4	22	39	19	40	28	6	\$189,600
Town of Langlade, Langlade Co.	15	43	41	36	50	8	8	\$151,300
Town of Ainsworth, Langlade Co.	14	27	30	117	47	8	3	\$175,700
Town of Schoepke, Oneida Co.	5	8	21	21	34	28	17	\$242,900
Forest County	222	706	597	585	479	242	26	\$143,600
Wisconsin	70,058	165,060	269,789	303,015	408,724	302,079	100,979	\$200,400

Source: U.S. Census Bureau

In 2021, the median value of a housing unit in Mole Lake was \$91,300. That was below the county and Nashville, and considerably below the state median value. Table 12 displays the town, surrounding towns, county, and state information. Most of the median values are less than \$150,000.

B. HOUSING PROGRAMS

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

HUD: Office of Native American Programs (ONAP)

ONAP ensures that safe, decent and affordable housing is available to Native American families, creates economic opportunities for Tribes and Indian housing residents, assists Tribes in the formulation of plans and strategies for community development.

Indian Community Development Block Grant Program (ICDBG)

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

Indian Home Loan Guarantee Program (Section 184)

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

Indian Housing Block Grant Program (IHBG)

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

Title VI Tribal Housing Activities Loan Guarantee Program

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

Bureau of Indian Affairs: Housing Improvement Program (HIP)

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

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

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

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

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

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

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

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

C. GOALS, OBJECTIVES & POLICIES

Goal:

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

Objectives:

1. Construct additional housing units, including smaller units.
2. Construct environmentally responsible and culturally relevant housing.

Policies:

1. Identify the land base necessary to support new units, coordinate the utility infrastructure to support housing expansion. Identify and secure funding to design and construct enough units to meet the needs of the tribal community.
2. Provide the means by which members can become owners of their housing units; legislation, financial assistance, financial institution coordination, member education. Provide members who chose to participate in home ownership a choice of locations using a lot lease program.
3. Consider the development of a housing study to examine the need for and to increase overall housing supply.

Goal:

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

Objective:

1. Modernize existing housing units to preserve the housing stock.
2. Work on making current stock more energy efficient by performing energy audits through Sokaogon Chippewa Community.

Policies:

1. Update our monitoring weather station for more accurate and detailed information to check the viability and possibility of installing alternative energy sources such as solar electric, solar thermal, geothermal, wind turbines or hybrid systems, to make life more sustainable and economical for our tenants.
2. Adopt uniform housing policies and practices for repair and maintenance. Identify minimum standards for all public housing units and upgrade present housing stock to meet and/or exceed these standards for ADA compliance, livability, functionality, and environmental impact.
3. Create a housing education program for renters and homeowners that provides tribal members with essential skills for basic home maintenance. The program would also clarify the types of repairs eligible for assistance from the Tribal Housing Authority, distinguishing between renter and homeowner responsibilities.

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

A. BACKGROUND

This is the fourth of nine chapters of the Sokaogon Chippewa Community Comprehensive Plan. It includes goals, objectives, policies, maps and programs to guide future development of utilities and community facilities. inventories existing public utilities and community facilities and assesses future needs for such services including those beyond the control of the Tribe located outside the community and/or under another jurisdiction.

B. INVENTORY & ANALYSIS OF EXISTING FACILITIES

1. WATER, WASTEWATER, & STORMWATER FACILITIES

The Mole Lake reservation has a public water supply system and wastewater treatment facility. There are three wells currently in use, with two more planned as part of the system. The system includes a pump house, 7 lift stations, a 50,000-gallon water tower, and a 105,000-gallon stand pipe.

Storm sewers exist along roughly three-quarters of a mile of Highway 55 from the casino to Swamp Creek. More are planned.

2. SOLID WASTE DISPOSAL AND RECYCLING FACILITIES

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

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

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

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

3. POWER AND COMMUNICATIONS FACILITIES

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

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

Broadband is becoming a critical facility for education, healthcare, business and social needs. To improve the connectivity in the area the Tribe submitted a Tribal broadband grant for over \$17 million to connect about 300 Tribal homes and businesses. If awarded the broadband service will provide 1 gigabyte service through about 130 miles of fiber optic cable that will be owned by the Tribe.

4. PARKS, EDUCATION, RECREATION AND OTHER YOUTH FACILITIES

There are three park-like public areas: the four-acre Pow Wow grounds, the public open space surrounding the Dinesen House, that is utilized for the annual Heritage Days celebration, and the baseball fields off N. Mole Lake Road, where the annual Family Fun Day occurs. Ample recreational opportunities exist for members on the reservation including five boat landings maintained by the Tribe.

Mole Lake is within the Crandon School District. Two technical colleges are nearby for tribal members. Nicolet Technical College has a campus located in Rhinelander, and a North Central Technical College campus is located in Antigo.

Reservation residents use the Crandon Public Library, which is owned and maintained by the City of Crandon. Based upon the state circulation formula,

Forest County also provides some of the operating revenue. The Antigo Library is also used by members. The A-Binoojii Daycare Center on the reservation is licensed for 20 children.

5. EMERGENCY AND MEDICAL SERVICES

Police protection in Mole Lake is provided by SCCPD in a cooperative law enforcement agreement with Forest County Sheriff's Department. SCCPD officers are State Certified Tribal Law Enforcement Officers and are empowered to enforce Tribal, State Federal criminal laws. The Forest County Sherriff's Office provides dispatching services.

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

The nearest medical facilities are the Aspirus Hospital in Rhinelander and the Aspirus Hospital in Antigo, which provide 24-hour emergency service and critical care. The Aspirus Crandon medical clinic is affiliated with Aspirus Hospital in Rhinelander. The Tribal Health Center serves reservation residents and non-resident Tribe members. This facility also offers mental health and substance abuse services.

The Tribe's Emergency Management Department recently completed an update of the All Hazards Mitigation Plan. That plan describes the planning process, identifies the planning area, prepares a risk assessment, and outlines a mitigation strategy. This plan is required by federal regulations and must be updated every five years.

6. OTHER TRIBAL FACILITIES

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

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

Administrative

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

Community Services

Health Clinic
Youth Center
Food Distribution
Recycling Center
Fish Hatchery
A-Binoojii Child Development Center
Elderly Comple
PRC Building

In the future, there are plans for both the Dinesen House and Chief Ackley's House to be open to the public.

Economic Enterprises

Casino
Hotel & Coffee shop
Convenience Store
Sokaogon Finance

In addition, there is a Tribal cemetery on Cemetery Road off STH 55. See the Utilities and Community Facilities Map for the location of these facilities.

C. ASSESSMENT OF FUTURE UTILITY & COMMUNITY FACILITY NEEDS

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

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

D. UTILITIES AND PUBLIC FACILITIES PROGRAMS

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

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

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

E. GOALS, OBJECTIVES & POLICIES

Goal:

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

Objectives:

1. Construct a Tribal Courthouse.
2. Examine alternative energy sources such as wind and solar both for energy savings and as possible economic development projects.
3. Examine law enforcement needs and develop a plan on how the Tribe can meet those needs.

4. Organize a Tribal fire Department that may include organizing, training, and emergency medical services.
5. Work with the Town of Nashville, the county, the state, the Potawatomi Tribe and individual landowners to address known water quality issues.

Policies:

1. Design a tribal courthouse that meets the unique cultural and social needs of the community while instilling a sense of justice, law, and order to the public. Locate and secure funding sources to construct the facility.
2. Obtain the funding necessary to perform feasibility studies for independent, eco-friendly energy production on the reservation. Choose the best alternatives suitable to the reservation, its cultural and social requirements. Secure funding for design, construction, and operations of energy production facilities.
3. Secure the funding streams necessary to design and implement a community emergency services department that can respond to and mitigate emergency situations that affect the tribal community, its properties, and its members.
4. Develop and adopt long range plans for the control of water resources of the reservation. Determine the best and most effective way to obtain community buy-in on the need for such plans and provide the funding streams necessary to establish, operate and maintain the infrastructure required to implement the water and wastewater plans.
5. Pursue funding to build a new garage for the Public Works Department.
6. Continue to support the expansion of broadband throughout the area. This is a critical service for all residents.

CHAPTER 5: TRANSPORTATION

A. BACKGROUND

This chapter, is the fifth of nine chapters of the Mole Lake Comprehensive Plan. It includes 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. The chapter also identifies highways within the Town of Nashville by function and incorporates state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans in the area.

B. REVIEW OF TRANSPORTATION PLANS

This section contains a review of state and regional transportation plans.

Connections 2050

Connect 2050 is Wisconsin’s most recent statewide transportation plan, which has the goals of securing long-term, sustainable funding, establishing partnerships, making data-driven decisions, increasing mobility, embracing technology, enhancing safety, building resiliency and reliability, and accommodating natural and social resources.

Connections 2050 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.

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 the area in the Town of Nashville on an abandoned rail corridor between Argonne and Shawano.

Regional Comprehensive Plan

The Regional Comprehensive Plan (RCP) titled “Regional Livability Plan”, adopted by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2015, is an update of a plan adopted by NCWRPC in 2003. The RCP looks at transportation in all ten counties that make up the North Central Region, including Forest County. It looks at general trends within the Region and recommends how county and local government can address transportation issues.

The Regional Livability Plan 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.

Mole Lake Road Safety Audit

This study looks at road safety issues in the Mole Lake community. Starting with collision data and assessment standards. The findings of this audit focused on six basic issues: ATVs, pedestrians, STH 55, signs, the bridge over Swamp Creek, and the Sand Lake Rd. reconstruction. User conflict, especially ATVs and pedestrians sharing the roadway with vehicles on STH 55 in the area of Sand Lake Road and the Swamp Creek crossing, is the essential issue that underlies many of the study’s suggestions. The need to provide off-road routes for pedestrians and to separate motorized and non-motorized traffic are seen as crucial to improving safety in the Mole Lake area. A multi-modal transportation plan is proposed as a mechanism for dealing with conflicts between pedestrians and ATVs and as a way of keeping both off of the STH55 roadway.

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

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

C. TRANSPORTATION MODE INVENTORY

1. HIGHWAYS AND TRUCKING

a. Functional and Jurisdictional Identification

Note that this section of the plan refers to the entire Town of Nashville. State and County facilities that cross the reservation will be incorporated. Local tribal roads are not included. 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 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. 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*	7.58	2.20	0.00	9.78
County	0.00	21.77	0.00	21.77
Town	0.00	12.02	57.33	69.35
TOTALS	7.58	35.99	57.33	100.90

Source: WisDOT & NCWRPC.

* WisDOT has jurisdiction over interstate and federal highways.

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

Local roads are an important component of the county-wide transportation system, because they serve local development, as well as 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 area 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 2009 and 2022 as shown on TABLE 14. Traffic has decreased by at least 10% along STH 55 (sites 1-3) and CTH M, just east of Schallock Ln (site 5) respectively. Traffic has increased along CTH B, just east of the county line, and Sand Lake Road, east of Black Joe Road.

Table 14: Traffic Counts			
Count Site	2009	2022	#/% Change '09-'22
Site 1: STH 55, just north of CTH B.	2800	2500	-300 / -10.7%
Site 2: STH 55, just south of CTH B.	2700	1800	-900 / -33.3%
Site 3: STH 55, just north of CTH M.	3000	2100	-900 / -30.0%
Site 4: CTH B, just east of county line.	210	310	100 / 47.6%
Site 5: CTH M, just east of Schallock Ln.	260	150	-110 / -42.3%
Site 6: Sand Lake Rd, east of Black Joe Road	110	120	10 / 9.1%

Source: WisDOT Traffic Counts & NCWPRC

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 areas as places of 5,000 or more population, so the rural classifications apply to Mole Lake. TABLE 16 summarizes the rural functional classification system.

b. Trucking

State Highway 55 is the principal truck route as designated by WisDOT. Local truck routes often branch out from these major corridors to link local industry with the main truck routes as well as for the distribution of commodities with the local area. Mapping these local routes is beyond the scope of this study, and local issues such as safety, weight restrictions, and noise impacts play

significant roles in the designation of local truck routes. A number of private trucking companies are available in Crandon and Rhinelander.

**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 services 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.

Forest County has developed one of the segments, listed as Segment 56 from Argonne to Shawano, from the state plan. This abandoned rail corridor goes through the southeast section of Nashville. The Town has developed its own bike trail on 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. Bicyclists and pedestrians commonly utilize these town roads. Electric personal assistive mobility devices such as wheelchairs, scooters and Segways can utilize many of the same trails and roadways as cyclists and pedestrians.

4. RAILROADS

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

5. AIR TRANSPORTATION

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

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 pistons. As of 2020, there were an average of 12 aircraft operations per day, or about 4,400 for the year.

6. WATER TRANSPORTATION

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

D. TRANSPORTATION PROGRAMS

Below is a listing of some programs that may be of assistance to the Tribe in the development of the local transportation system, in addition to BIA programs. 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 include:

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

The BIA administers the Indian Reservation Roads (IRR) program, which provides funding for roads on tribal land. The IRR program funds can be used for any type of Title 23 transportation project providing access to or within federal or Indian lands and may be used for state/local matching share for apportioned Federal-aid Highway Funds.

E. GOAL, OBJECTIVES & POLICIES

Goals:

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

Objectives & Policies:

1. Land uses that generate heavy traffic should be avoided on local roads that have not been constructed or upgraded for such use.
2. Roadway access should be spaced along the existing road network to increase safety and better preserve capacity.
3. Future road locations, extensions or connections should be considered when reviewing development plans and proposals.

4. Maintain street signage to improve visibility for all residents as needed.
5. Tribal roads serving residential areas must accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as school buses and snowplows.

CHAPTER 6: ECONOMIC DEVELOPMENT

A. BACKGROUND

This is the sixth of nine chapters of the Sokaogan Chippewa Community Comprehensive Plan. It includes goals, objectives, policies, maps, and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities. The 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.

B. PREVIOUS STUDIES

Sokaogon Chippewa Community & Nijiji Enterprise Community Report

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

Regional Comprehensive Economic Development Strategy

Forest County is part of the North Central Wisconsin Regional Planning Commission Economic District. As part of that designation the NCWRPC prepares a Comprehensive Economic Development Strategy (CEDS) for the Region. The CEDS examines various economic trends and identifies goals, objectives and policies for the region to promote sustainable growth.

Tribal Economic Development Strategy

As part of the EDA grant effort a major economic development strategy is being prepared. The goal of the strategy is to spur job creation and retention, community development, and revitalization for the tribe. The strategy will help build a resilient and sustainable community that will increase jobs and revenue on the Mole Lake Reservation. In addition, tribal coordinators were hired to increase the overall staff capacity of the tribe.

Membership Report, 2024

The current Membership Report identifies pursuing industrial hemp production as well as the development of a wild rice processing facility. Both initiatives would spur economic growth.

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

1. LABOR FORCE

Labor is critical to any business development plan. It is also becoming more mobile and more likely to be remote. The Census “On The Map” data provides commuting information about the local labor force. The 2021 commuting data shows a total of 117 residents traveling outside of Mole Lake to work, while 214 non-residents commute into the Census Designated Place to work. Only 66 residents both live and work at jobs within the area. Overall, about 280 jobs are available within the community.

According to the Census, the civilian labor force (population 16 and over) living at Mole Lake was 138 workers in 2021. Of these, 24 were unemployed, for an unemployment rate of 17.4%. The unemployment rate for the County was 8.9% in 2010. Mole Lake’s 2010 unemployment rate was 17.4%. The current County unemployment rate is about 4.8% (2021). Local economic data is compared to the county in the tables below.

2. ECONOMIC BASE ANALYSIS

Geographically, the land within the reservation is overwhelmingly dedicated to the forestry sector. About 42% of the land in the Mole Lake reservation is woodland. See the Agricultural, Natural and Cultural Resources and Land Use chapters of this plan for more on the forest cover of the community.

Most occupations showed increases among Sokaogon Community members from 2010 to 2021 as shown in TABLE 16. The number of members in the *Construction, Extraction & Maintenance* increased over 400%, compared to 6.5% rate for the county. *Service* grew by 71%, while decreasing nearly 19% for the county. The only occupation to decline, *Farming Fishing & Forestry*, decreased by 44%, compared to a 6.5% increase at the county level.

**Table 16:
Occupation of Employed Workers 2010-2021**

	Sokaogon Chippewa		Forest County	
	2010	2021	2010	2021
Management, Professional & Related Service	19	29	962	1052
Sales & Office	38	65	954	774
Farming Fishing & Forestry	26	31	755	738
Construction, Extraction & Maintenance	25	14	551	484
Production, Transportation & Material Moving	7	35	657	700
	19	29	962	1052

Source: U.S. Census Bureau

TABLE 17 shows that 53 more people work in the *Arts, Entertainment, Recreation, Accommodation and Food Services* industry in 2021 than in 2010, a 530% increase. This corresponds with the growth of Mole Lake Casino & Bingo, and the Mole Lake Motel. *Public Administration* employment among tribal members and the county both decreased by 18%. There was an establishment of tribal members employed in the *Wholesale Trade* industry, which had 0 employees in 2010 and 12 employees in 2021. Sokaogon people employed in the *Manufacturing* industry grew by 267% 2010 to 2021, while at the county level, it grew by 18%.

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

**Table 17:
Industry Sectors 2010-2021**

	Sokaogon Chippewa		Forest County	
	2010	2021	2010	2021
Ag., Forestry, Fishing, Hunting & Mining	6	4	251	268
Construction	14	11	309	307
Manufacturing	3	11	405	480
Wholesale Trade	0	12	50	60
Retail Trade	12	17	420	437
Transportation, Warehousing & Utilities	4	2	209	204
Information	0	0	23	29
Finance, Insurance, Real Estate & Leasing	4	10	158	113
Professional, Scientific, Management, Administrative & Waste Mgmt Services	4	2	166	218
Education, Health and Social Services	17	15	811	713
Arts, Entertainment, Recreation, Accommodation and Food Services	10	63	653	505
Public Administration	33	27	302	248
Other Services	7	20	122	166

Source: U.S. Census Bureau

3. ASSESSMENT OF LOCAL CONDITIONS

a. Overview & Analysis

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

In the Tribe’s *Long Range Strategic Plan*, it is stated this way: “To utilize the “window of opportunity’ from Indian Gaming to build the tribe’s infrastructure, diversify the Reservation’s economic base and expand trust lands.” In recent years significant infrastructure investments have been made – new wastewater treatment plant, health clinic, and pedestrian trails – but economic diversification has lagged.

The emphasis of the Division of Energy and Mineral Development (DEMD) in IEED on *Green Jobs in Indian Country* points to a possible form that this

diversification might take. Going back to the *Sokaogon Chippewa Community's Philosophy Statement*, formulated in the early 1990s, "tribal power self-sufficiency through the use of wood fuel, solar, and wind energy resources" fits precisely with the goals of DEMD's Green Jobs initiative. Coupled with the emphasis on sustainable forestry in the Tribe's extensive woodlands holdings this offers the clear potential for a concentrated biomass to energy development that could provide jobs, tribal income and the kind of economic diversification that would exploit the "window of opportunity" with which the Sokaogon Community is presented.

Green Jobs could be created from the Tribe's goal of performing energy audits to make the reservation housing stock more energy efficient; and to update facilities to ascertain the potential for "solar electric, solar thermal, geothermal, wind turbine or hybrid systems. These projects have the added potential to provide workforce development impacts by training tribal members in trades that will become more in demand in the future.

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

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

b. Empowerment Zone / Enterprise Community Program

In 1998, three northern Wisconsin tribes and selected developable site partners, including the Town of Nashville, came together to prepare a strategic plan for submission to the Round II USDA Empowerment Zone/Enterprise Community (EZ/EC) program. They were awarded federal Enterprise Community designation in January 1999.

Community members in both the Sokaogon Community and the Town of Nashville identified economic development and providing badly needed services as their main priorities while developing their strategic plan. The focus of the plan was to provide basic health care, education, elderly services and improved

fire protection and infrastructure, as well as environmentally friendly, sustainable economic development by way of entrepreneurial initiatives and small business development. The strategic plan goals are listed in its order of priority:

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

D. 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:

County:

Forest County Economic Development Partnership: This is a county group working to grow Forest County and all its communities. This organization is currently staffed by the Forest County Chamber of Commerce.

Regional:

Central Wisconsin Economic Development Fund, Inc (CWED): The Central Wisconsin Economic Development Fund Revolving Loan Program works with entrepreneurs and their lenders to structure financing packages for start-up and expanding businesses to encourage economic growth in the area. CWED loans usually have low interest rates, reduced collateral requirements, and flexible terms. The fund is targeted at businesses in the ten-county region.

North Central Wisconsin Regional Planning Commission (NCWRPC): NCWRPC is a designated Economic Development District by the US Economic development Administration. As such, NCWRPC prepares a Comprehensive Economic Development Strategy for the county region. NCWRPC also provides assistance to communities with EDA grants.

State:

WEDC: The Wisconsin Economic Development Corporation provides both assistance to businesses and local governments. They have a variety of programs and also have staff to assist in accessing these programs.

Small Cities Program: The Wisconsin Department of Administration provides federal Community Development Block Grant (CDBG) funds to eligible municipalities for approved housing and/or public facility improvements and for economic development projects.

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: Customized Labor Training grants and loans; and Major Economic Development Project grants and loans.

Federal:

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

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

U.S. Department of Agriculture - Rural Development (USDA – RD): The USDA Rural Development program is committed to helping improve the economy and quality of life. Financial programs include support for water and sewer systems, housing, health clinics, emergency service facilities, and electric and telephone service. USDA-RD promotes economic development by supporting

loans to businesses through banks and community-managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

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

E. GOAL, OBJECTIVES & POLICIES

Goal:

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

Objectives:

1. Develop a Tribal small business and entrepreneurial support center to assist members with the establishment and operation of privately owned businesses.
2. Establish a low interest revolving loan fund for new business start-ups.
3. Encourage continued training and upskilling of Tribal members.
4. Selectively harvest timber from tribal lands using environmentally suitable techniques.
5. Maintain and expand necessary utilities & infrastructure to support development.

Policies:

1. Design a business support center that will meet the needs of tribal members and encourage business development on the reservation. Obtain the funding and resources necessary to establish the facility and market the center.

2. Pursue the diversification of tribally owned businesses and partnership. Promote a business environment conducive for entrepreneurs and actively seek business opportunities on the reservation that is not tied to the gaming economy.
3. Establish a small business loan fund to promote business start-ups. Pursue funding to create a revolving loan fund and develop policies and procedures to operate a tribal revolving loan fund.
4. Policies and procedures will be developed to ensure training opportunities for tribal members are a community priority. Training for unemployed members will focus on employable skills based on projected employment openings. Employees will receive continuous career track training to improve and maintain their employment skills.
5. Develop the tribal forestry department that will be responsible for the maintenance and harvesting of the tribal timber resources. Establish policies and procedures coordinated between the forestry department and the environmental department that will provide effective sustainable management of tribal resources.
6. Monitor the need for utility and infrastructure improvements to support business growth. Maybe consider the development of a business park.
7. Develop the Dinesen House and Chief Ackley's House into tourist attractions and develop a marketing plan to draw tourists to the area.
8. Pursue opportunities related to industrial hemp production.
9. Pursue funding to build a wild rice processing facility.
10. Finalize and implement the Economic Development Strategy funded by EDA. That plan should be completed in 2025.

CHAPTER 7: LAND USE

A. BACKGROUND

This is the seventh of nine chapters of the Sokaogon Chippewa Community Comprehensive Plan. This chapter includes a review of existing land uses, trends, future land uses, along with goals, objectives, and policies to guide the future development and redevelopment within the reservation.

B. EXISTING LAND USE INVENTORY

Current land use activity on the reservation is characterized by residential development along STH 55, CTH M, and Ackley Circle & Indian Route 10. Most commercial developments, including the casino, hotel and convenience store are located along STH 55. There are scattered other tribal uses along this route as well. Most of the reservation lands are wooded. These large contiguous forest blocks are necessary to maintain economically viable forests.

The existing land use map was based on 2020 air photos interpreted by NCWRPC. The intent of this map is to provide a generalized overview of land uses as they currently exist in the town. See the Existing Land Use map.

Once that map was completed the NCWRPC developed calculations using GIS to determine land use area by acres. TABLE 18 presents the current breakdown of land-use types within the reservation. The majority of the reservation is woodlands at about 5,132 acres or nearly 84%, followed by water which covers about 9% of the reservation. The next most significant land use type is residential at about 3%. Other land uses combined make up about 3% of the total area.

Table 18: Existing Land Use		
Land Use	Acres	Percent
Agriculture	2	<0.1%
Commercial	52	0.9%
Government	43	0.7%
Open Land	21	0.3%
Outdoor Recreation	13	0.2%
Residential	213	3.5%
Transportation	74	1.2%
Water	556	9.1%
Woodlands	5,132	84.0%
Total	6,106	

Source: NCWRPC & Sokaogon Chippewa Community

C. LAND USE TRENDS

1. LAND SUPPLY & DEMAND

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

- Residential:

Assuming a similar growth rate as the surrounding Town of Nashville (29%), the tribal population will expect to add 125 new persons over the next twenty years. Using the current household size of 2.7 we would expect about 46 new units to be needed, which will require between 20 to 40 acres of land.

- Commercial:

Market demand will be the primary factor driving development; however, Tribal policies of economic diversification will influence the growth of commercial activity on the reservation. If the increase in commercial land use reflects the projected increase in the population of the reservation, there will likely be a need for an additional demand for 10 to 20 acres of commercial land over the next twenty years.

2. LAND VALUE

Based on 2023 equalized valuation reports from the Wisconsin Department of Revenue for the entire land area in the Town of Nashville, the average value of an acre of land is approximately \$7,174.

3. OPPORTUNITIES FOR REDEVELOPMENT

Much of the reservation area along the major highways is currently developed. Few redevelopment areas exist. Much of the anticipated new development would occur in forested areas. Although maintaining current patterns of residential and commercial development is probably the most sustainable alternative, this land offers the possibility of a substantial increase in tribal forestry enterprises.

There are three areas that likely would be targeted for development. These are business and tribal facilities among other uses along STH 55, residential development on Ackley Road/Indian Route, and areas for light manufacturing or possible Hemp production or Rice processing facilities. There are also some recreational development opportunities on the Crandon Mine site.

- Business and Tribal infill and higher density housing development might be best located along STH 55. There are existing utilities and infrastructure that could be maximized for new development.
- Additional housing along Ackley Road and Indian Route 10. Much new housing development has occurred in the area. This is a prime area to continue this type of development.
- There are discussions and plans for the location of both an industrial hemp production facility and a wild rice processing facility. These need to be carefully located to maximize tribal lands and not conflict with other uses. A light manufacturing area would be most suitable for these uses.
- In 2003 the Sokaogon Chippewa Community and the Forest County Potawatomi together purchased what is known as the Crandon Mine site. This nearly three-thousand-acre property is primarily wooded and undeveloped. Both tribes have stated that they have no intention of pursuing mineral mining. Planning for the use of this property represents a historic opportunity for the Sokaogon people. Purchase of the Crandon Mine expanded the Sokaogon Community's land holdings by over 40%. This area could potentially be utilized as a recreational area, which would maintain its rural atmosphere.

4. EXISTING AND POTENTIAL LAND USE CONFLICTS

The Sokaogon Chippewa Community controls all the land within the reservation and there are few land use conflicts that are not within the power of the Tribe to regulate. This Plan seeks to avoid or minimize potential future land use conflicts through controlled development, planned use-buffers and public information and education components.

Because of tribal sovereignty, state and county land use regulations and programs do not apply to the reservation. However, there are tribal regulations in place related to land use and development. Following the adoption of the Comprehensive Plan it would be appropriate to review various regulations, including the Land Use Plan.

5. LAND USE REGULATION

This plan advocates for the “Establishment and enforcement of a Tribal land use ordinance.” Such an ordinance would provide an overall land use program to guide the land use related actions of the Sokaogon Community. A development process checklist was discussed as a possible way to best monitor projects from conception to completion.

D. FUTURE LAND USE & DEVELOPMENT

The Future Land Use map represents the long-term land use recommendations for all lands on the reservation. The map is advisory and is intended to guide Tribal policy as it relates to land use development. It is intended to reflect community desires for the next ten to twenty years.

Basically, the Future land Use Map examines existing development patterns, environmental factors, and utility and infrastructure information to layout a future development plan. Various general land use classifications were established for this map. The goal was to produce a generalized land use plan map (future land use) to guide the Tribe's future development.

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 decisions.

- Residential - Identifies areas recommended for existing and future residential development. Two different types of are identified: Low Density and High Density.
- Tribal / Cultural Lands - Identifies areas where Tribal facilities should be located to serve the community.
- Business / Commercial - Identifies areas intended for existing and future commercial development.
- Light Manufacturing - Identifies areas intended for manufacturing or processing. These businesses should be environmentally friendly to complement the surrounding natural landscape.
- Recreational / Tourism - Identifies areas for uses focused on these type uses.

- Conservancy - Identifies areas of woodland to preserve these areas for recreation and forestry. This category also includes most wetlands and floodplains.

The future land use map generally recommends extending housing in areas where there is currently housing, concentrating business and tribal uses along STH 55, and maintaining a substantial area of forest within a conservancy area. See the Future Land Use Map.

E. GOALS, OBJECTIVES & POLICIES

Goal:

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

Objectives:

1. Promote and regulate development that preserves the character of the reservation, honors the values of the Sokaogon people.
2. Encourage development that minimizes surface water and groundwater impacts from on-site septic systems and other sources.
3. Manage forestland on the reservation for the long-term and maintain sustainable forestry practices that improve the overall quality of the forest while providing economic benefit to the Tribe.

Policies:

1. The Tribe will maintain a long-range Comprehensive Plan, which will serve as a guide for future land use decisions. New development will be permitted based on consideration of this plan, as well as other Tribal plans and ordinances.
2. The location of new development will be restricted from areas in the reservation shown to be unsafe or unsuitable for development due to flood hazard, potential groundwater contamination, highway access problems, incompatibility with neighboring uses, etc.
3. Use-buffer areas may be used as shields to lessen the impacts of potentially conflicting land use types located in relatively close proximity; Landscape buffers should also be used.

4. Marginal land not suited to agricultural, or forestry uses should be the focus of development activity on the reservation. Land best suited to forestry should remain in that use and new development should be steered toward land less well adapted to productive use.
5. Community and commercial development intended to serve local needs will be located to create a definable community center.
6. Large-scale commercial development will be allowed only if it furthers a specific tribal goal and is in a way that does not disrupt community values.
7. Commercial and industrial development will be directed to main roads that are better able to handle the traffic.
8. Any industrial development proposals must be considered on a case-by-case basis by the Tribal Council.
9. Create a development checklist for project management among the various Tribal Departments and Tribal Council.

CHAPTER 8: INTERGOVERNMENTAL COOPERATION

This is the eighth of nine chapters of the comprehensive plan. The chapter includes an overview of tribal sovereignty and an assessment of existing intergovernmental relationships. This chapter also reviews existing and potential conflicts between the governmental units and programs for joint planning and decision making with other jurisdictions. Finally, it concludes with goals, objectives, policies.

A. TRIBAL SOVEREIGNTY

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

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

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

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

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

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

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

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

From the mid-19th Century, as a trustee charged with protecting their interests and property, the federal government was legally entrusted with ownership and administration of the assets, land, and water and treaty rights of the tribal nations. In 1934 the Indian Reorganization Act, codified as Title 25, Section

476 of the U.S. Code, allowed Indian nations to select from a catalogue of constitutional documents that enumerated powers for tribes and for tribal councils. Though the Act did not specifically recognize the Courts of Indian Offenses, 1934 is widely considered to be the year when tribal authority, rather than United States authority, gave the tribal courts legitimacy.

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

In 1953, Congress enacted Public Law 280, which gave some states extensive jurisdiction over the criminal and civil controversies involving Indians on Indian lands. Many, especially Indians, continue to believe the law unfair because it imposed a system of laws on the tribal nations without their approval. In 1956, a U.S. Court concluded no law had ever established tribal courts, but nonetheless, decades of federal funding implied that they were legitimate courts.

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

While many modern courts in Indian nations today have established full faith and credit with state courts, the nations still have no direct access to U.S. courts. When an Indian nation files suit against a state in U.S. court, they do so with the approval of the Bureau of Indian Affairs. In the modern legal era,

courts and congress have, however, further refined the often-competing jurisdictions of tribal nations, states, and the United States in regard to Indian law.

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

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

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

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

At the dawn of the 21st Century, the powers of tribal courts across the United States varied, depending on whether the tribe was in a Public Law 280 state or not. Tribal courts maintain much criminal jurisdiction over their members, and because of the *Duro Fix*, over nonmember Indians regarding crime on tribal land. The Indian Civil Rights Act, however, limits tribal punishment to one year in jail and a \$5,000 dollar fine. Tribal Courts have no criminal jurisdiction over non-Indians. In PL280 states (Alaska, California, Minnesota, Nebraska, Oregon, and Wisconsin), the state has been granted criminal and civil adjudicatory jurisdiction over activities in Indian Country. In non-PL280

states, Indian on Indian crime in Indian Country may be prosecuted in Federal Court if the crime is one of those listed in the Major Crimes Act (§1153). Indian on non-Indian crime in Indian Country will be prosecuted in Federal Court, either from the MCA, or the Indian Country crimes Act (§1152) (unless the Indian was punished by the tribe). Non-Indian on Indian crime in Indian Country will be prosecuted in Federal court using ICCA. Non-Indian on non-Indian crime in Indian Country will be prosecuted by the state.

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

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

B. ASSESSMENT OF INTERGOVERNMENTAL RELATIONSHIPS, PLANS AND AGREEMENTS

1. School Districts

The Sokaogon Chippewa Community is served by the School District of Crandon, but a school voucher program is in effect with the Antigo School District. Two technical colleges provide service to the tribe. Nicolet College is located in Rhinelander, while Northcentral Technical College has a branch campus in Antigo. Both provide a wide curriculum.

2. Adjacent Local Governments

a. Surrounding Towns

The Mole Lake Reservation is surrounded by the Town of Nashville, which is bordered by the Towns of Crandon, Lincoln, and Freedom in Forest County, Langlade and Ainsworth in Langlade County and Schoepke in Oneida County.

The Tribe has a good working relationship with the Town. The Town and Tribe partner on road projects, etc.

The Crandon Mine site, held jointly by the Sokaogon and Forest County Potawatomi Bands, is partially in Nashville and part in the Town of Lincoln. The Tribe has limited interaction with the Town of Lincoln.

b. Forest County

Forest County directly and indirectly provides a number of services to the Sokaogon Chippewa Community. The Tribe enjoys a working relationship with many departments, including Finance, Highways, Sheriff, and Recreation.

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

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

3. Federal & State Government

As a sovereign government the Sokaogon Community has a very different relationship to the Federal and State governments than county and town governments. Current federal policy recognizes tribal sovereignty which creates a government-to-government relationship. The primary Federal Agency that the tribe deals with on a variety of issues is the Bureau of Indian Affairs, which is in the Department of the Interior. Another agency that the tribe works with is the US Forest Service. With the close proximity of the Chequamegon-Nicolet Forest, the tribe has agreements for access to firewood and other resources in the forest.

At the state level, rather than a hierarchy of agencies where the state has authority to regulate its, the Tribe approaches the state as an equal, on a government-to-government basis. The Wisconsin departments of Natural Resources (WisDNR) and Transportation (WisDOT) are the primary agencies the Tribe might deal with regarding development activities. Many of the goals and objectives of this plan will require continued cooperation and coordination with these agencies.

The 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. An example of cooperation is the Tribal Labor Advisory Committee or TLAC that provides opportunities of tribal members to pursue highway construction jobs.

State agencies make a number of grant and aid programs available to local units of government and Tribes. Some of these include transportation grants, infrastructure grants, and conservation grants, among others.

4. Forest County Potawatomi

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

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

C. EXISTING / POTENTIAL INTERGOVERNMENTAL CONFLICTS

No major intergovernmental conflicts were identified. There is always a need to improve general relationships with the Federal and State governments as well as local government. The review of existing and future agreements was identified as an area to improve. Greater relationships with other tribes were also seen as a potential area of cooperation.

Some internal communication between various departments and the tribal council could be improved to better streamline activities. This is particularly seen during the project development process. A simple checklist might be something that would be beneficial to implement into the process.

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

D. INTERGOVERNMENTAL PROGRAMS

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 under this statute 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.

E. INTERGOVERNMENTAL COOPERATION GOAL, OBJECTIVE, AND POLICIES

Goal:

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

Objective:

1. Continue cooperation with Forest County and the Town of Nashville for joint intergovernmental programs such as transportation, land and water conservation, parks and recreation, economic development, and hazards mitigation.

Policies:

1. Investigate cost sharing or contracting with neighboring towns and the County to provide more efficient service or public utilities, such as fire and ambulance services.
2. Investigate joint operation or consolidation when considering expanded or new services or facilities.

CHAPTER 9: IMPLEMENTATION

This is the final chapter of the Sokaogon Chippewa Community Comprehensive Plan. This chapter provides an overview of the process to adopt, amend and update the plan, tools for implementation, and recommendations to help implement the plan.

The Comprehensive Plan, along with other locally adopted plans, are intended to help guide growth and development. To be effective, this plan should be actively used as a tool to guide decisions concerning:

1. The development and implementation of programs and support systems that further the goals and objectives set forth in this plan.
2. The implementation of specific actions as identified in this plan.
3. The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
4. The establishment of a continued planning process providing for periodic review and updates to this plan.

A. Plan Adoption, Amendments, and Updates

While this comprehensive plan is intended to provide a long-term framework to guide general development, it must also respond to continuous changes that occur that may not have been foreseen when the plan was adopted. It is appropriate that some chapters of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

- Plan Adoption

The first step in implementing this plan involves an oversight committee passing a resolution recommending adoption of the Comprehensive Plan by the Tribal Council. Next a public hearing is held to allow public comment on the document. Following that the Tribal Council adopts the plan. Wisconsin Statute, 66.1001, outlines the formal process.

Adoption formalizes the plan document as the framework to guide local development decisions over the next 10 to 20 years. The adopted plan should also be recognized as a tool for communicating the Tribe's goals, objectives, and policies. Upon adoption, Tribal Departments that are impacted by this plan should develop actions to implement the plan.

- Plan Amendments

From time to time the plan may need to be amended. If circumstances do arise that require text or maps to change, an oversight committee should review and recommend adoption by the Tribal Council. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. The public should be notified of proposed plan amendments to allow an opportunity for review and comment.

- Plan Updates

According to the State comprehensive planning law plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates should involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the Tribal goals, objectives, and policies based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure for initial plan adoption.

B. Plan Evaluation

This plan should be reviewed annually and evaluated at least every 5 years. Members of the Tribal Council, standing committees, staff, and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. Many of the policies identified in the plan are continuous or on-going and should also be monitored to measure the plan's overall success. Thus, many of the objectives and their related policies can be accomplished in the short term, say 1 to 5 years. However, some will take longer to accomplish, say 6 to 10 or more years.

To measure progress towards meeting these goals, objectives, and policies, a variety of actions need to take place. Therefore, the task of measuring plan progress, is as simple as determining if any action was taken or not. That information will provide guidance to the Tribal Council on when specific actions are to be initiated. Based on the targets, measures of progress in achieving implementation of the comprehensive plan can be examined.

A periodic “Plan Status” report could be prepared to summarize the progress toward implementation. This report might be jointly developed by various Tribal Departments, as related to their involvement in the implementation of the goals, objectives, and policies developed within this plan.

The Comprehensive Plan is intended to be a “living” document. Periodic amendment and update of the plan is critical to ensure that it is accurate and consistent with the needs and desires of the Tribe. The specific policy statements are meant to serve as the mechanisms for achieving the goals and objectives, which were defined throughout the planning process. Ultimately, the success of the planning process will be measured by the future quality of life experienced by both residents and visitors to the area.

C. Implementation Tools

Implementation of any plan is crucial. To help implement the plan there are a variety of tools available. Many are related to policy decisions regarding how Tribal funding will be spent. There are also some regulatory approaches that involve implementing various rules and regulations, mainly related to land use regulations. In particular, the zoning ordinance/permitting and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development.

Annually the Tribe prepares both an operational budget as well as a capital improvement plan. In addition, each Tribal Department, as well as agencies funded by the Tribe, set objectives and prepare work plans.

- Annual Operating Budget

The Tribal Council prepares a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of residents, priorities set by the Tribal Council, and the related work plans identified by each Tribal Department. Annual funding to support the planning efforts outlined in this plan is critical to overall implementation.

- Capital Improvement Plan

A Capital Improvement Program (CIP) of Capital Fund is a blueprint for planning major capital expenditures. A Capital Fund is simply a method of planning for and scheduling expenditures for public improvements over a period of several years to maximize the use of limited funds.

Capital Improvement goals include:

- ✓ Protect the Tribe's investment in its buildings, equipment, improvements and infrastructure.
- ✓ Develop the most cost-effective way to manage the Tribe's assets through a comprehensive process that includes all departments, boards and committees.
- ✓ Recognize the need to preserve and maintain existing assets over acquiring new assets.

A Capital Improvement Program is usually composed of two parts - a capital budget and a capital program. The capital budget is the upcoming years spending plan for capital items. The capital program is a plan for capital expenditures that extends five years beyond the capital budget. Public improvements or expenditures typically considered in a CIP include: major non-recurring costs, assets with a cost of over \$25,000 and a service life of 7 years or more, and rolling stock and equipment replacement that is of critical importance to the functioning of the various departments involved.

Each year the CIP is reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet changing needs. It coordinates community planning, financial capacity, and physical development.

- Strategic Planning

Another tool that could be utilized is Strategic Planning. This planning process is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future. It usually focuses on a 3-to-5-year time-period.

An effective strategic plan articulates not only where an organization is going and the actions needed to make progress, but also how it will know if it is successful. The strategic plan is a document used to communicate the organization's goals and the actions needed to achieve those goals. The comprehensive plan would provide the foundation for the strategic plan process.

D. Plan Consistency Between Chapters

Preparing all chapters of the Sokaogon Chippewa Community Comprehensive Plan simultaneously has ensured that there are no known inconsistencies between the different chapters of the Comprehensive Plan.

E. Actions To Implement the Comprehensive Plan

This Comprehensive Plan is intended to be used as a guide by Tribal officials, as well as town and county governments, when making decisions impacting the reservation. Therefore, it is important that tribal members and area officials become aware of the Comprehensive Plan.

Steps taken to implement this Comprehensive Plan include adoption of the plan by Tribal Council. Once that is complete the plan should be reviewed by all departments to identify various projects. Those projects should then be analyzed and ranked. Based on staff capacity and funding efforts should be focused on the priority projects.

Recommendation 1: Tribal Adoption

It is incumbent upon the Tribal Council that, once the Comprehensive Plan is approved, it will be used to guide decisions that affect development on the reservation. The first step toward implementing this Comprehensive Plan involves adoption by the Tribal Council.

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

In addition, the Tribal government should regularly measure progress toward achieving the Comprehensive Plan goals, objective and policies. The plan should also be updated every 10 years.

Recommendation 2: Embrace Comprehensive Plan as Tribal Policy

The plan should be distributed to all Tribal Departments and identified as tribal policy and as such, each Tribal Department should align with the goals of this plan. By coordinating efforts of all department's implementation will be more successful. A strategic planning process might be useful to focus this effort.

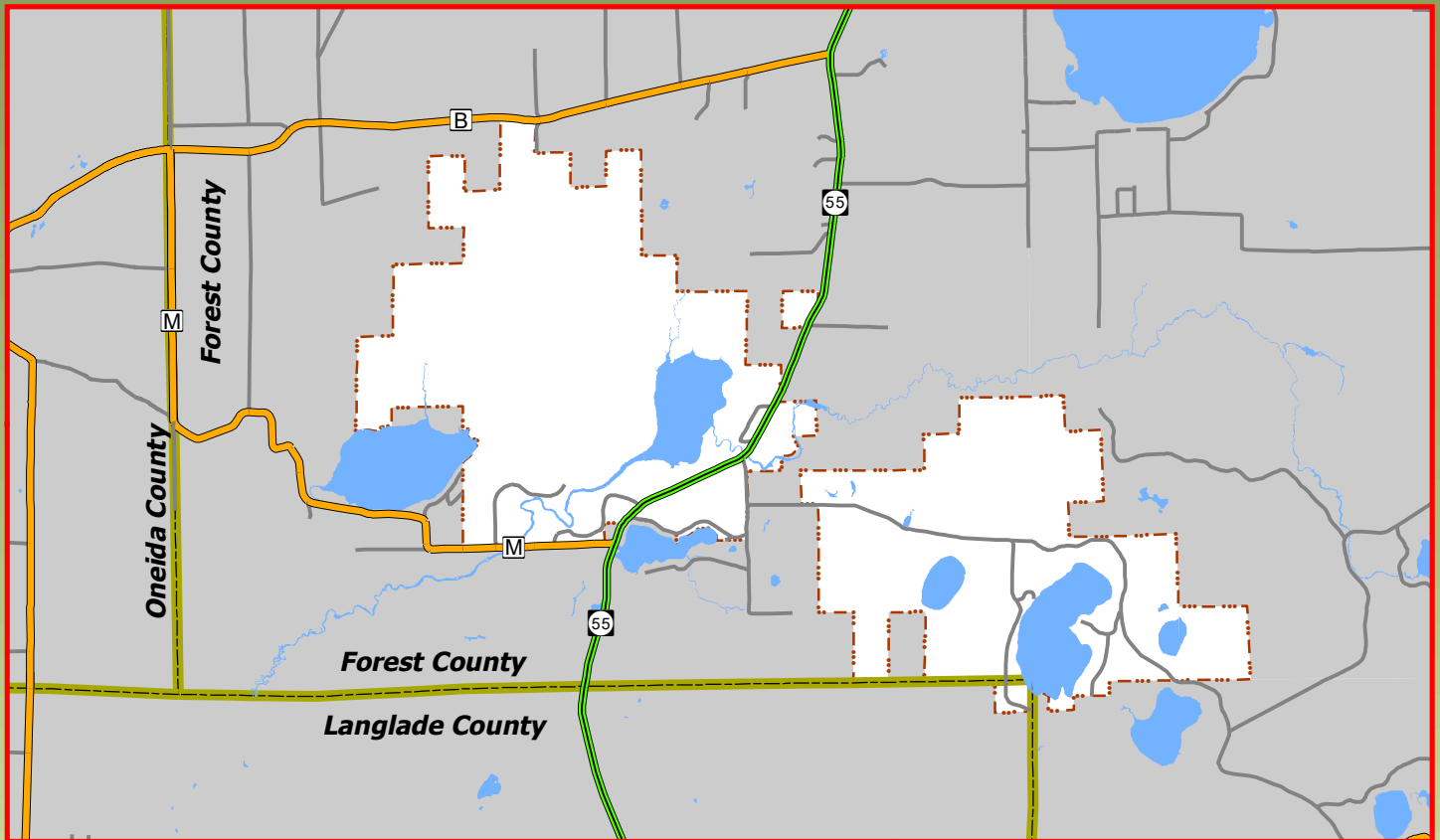
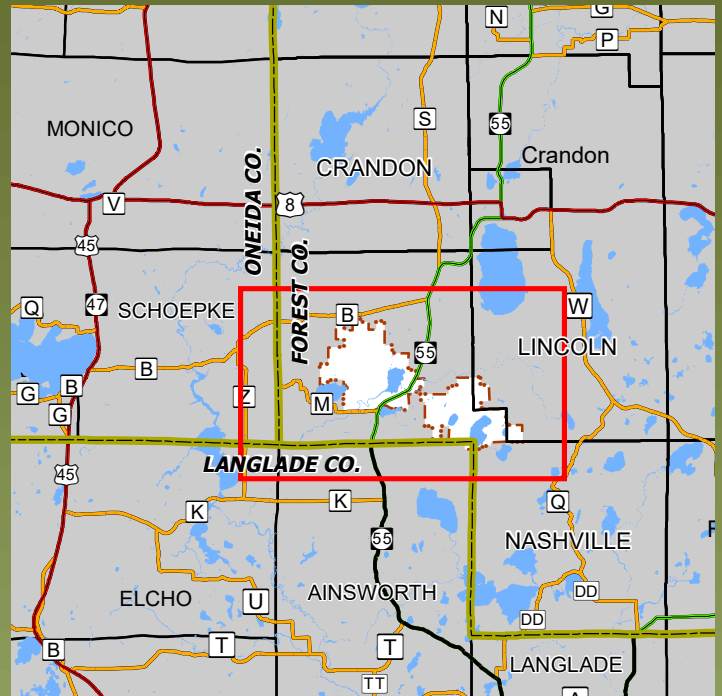
Copies of the Comprehensive Plan should be made available to all tribal members and displayed at the Tribal offices. In addition, the plan should be made available on the Internet. Area governments should also be made aware of the plan and used as a basis for various joint efforts.

Recommendation 3: Intergovernmental Cooperation

The Sokaogon Chippewa Community should continue to cooperate with neighboring communities and other units of government to minimize intergovernmental conflict and provide services to the tribal members. Explore other areas to work jointly to ensure that the goals and objectives of this plan are fully realized.


Recommendation 4: On-going Funding

Funding is critical for the overall success of this planning effort. Providing funding to the various Tribal Departments to move forward the goals, objectives, and policies is important to make things happen. Funds could be allocated from the annual budget or the Capital Improvement Plan. There are several projects identified in the Comprehensive Plan and resources are needed to accomplish them. Funding could be provided from local resources, grant programs, or other sources.



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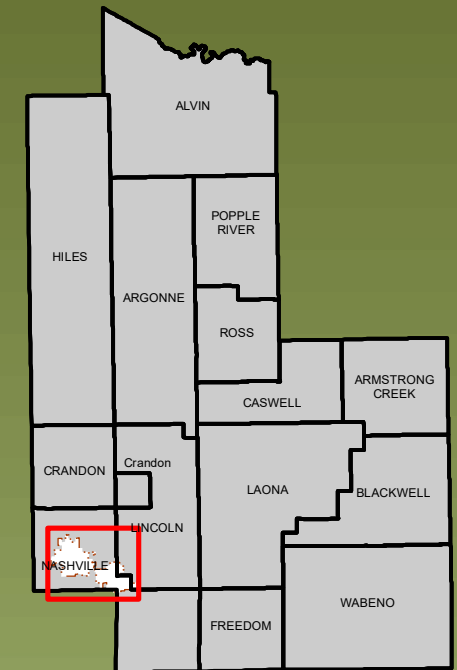
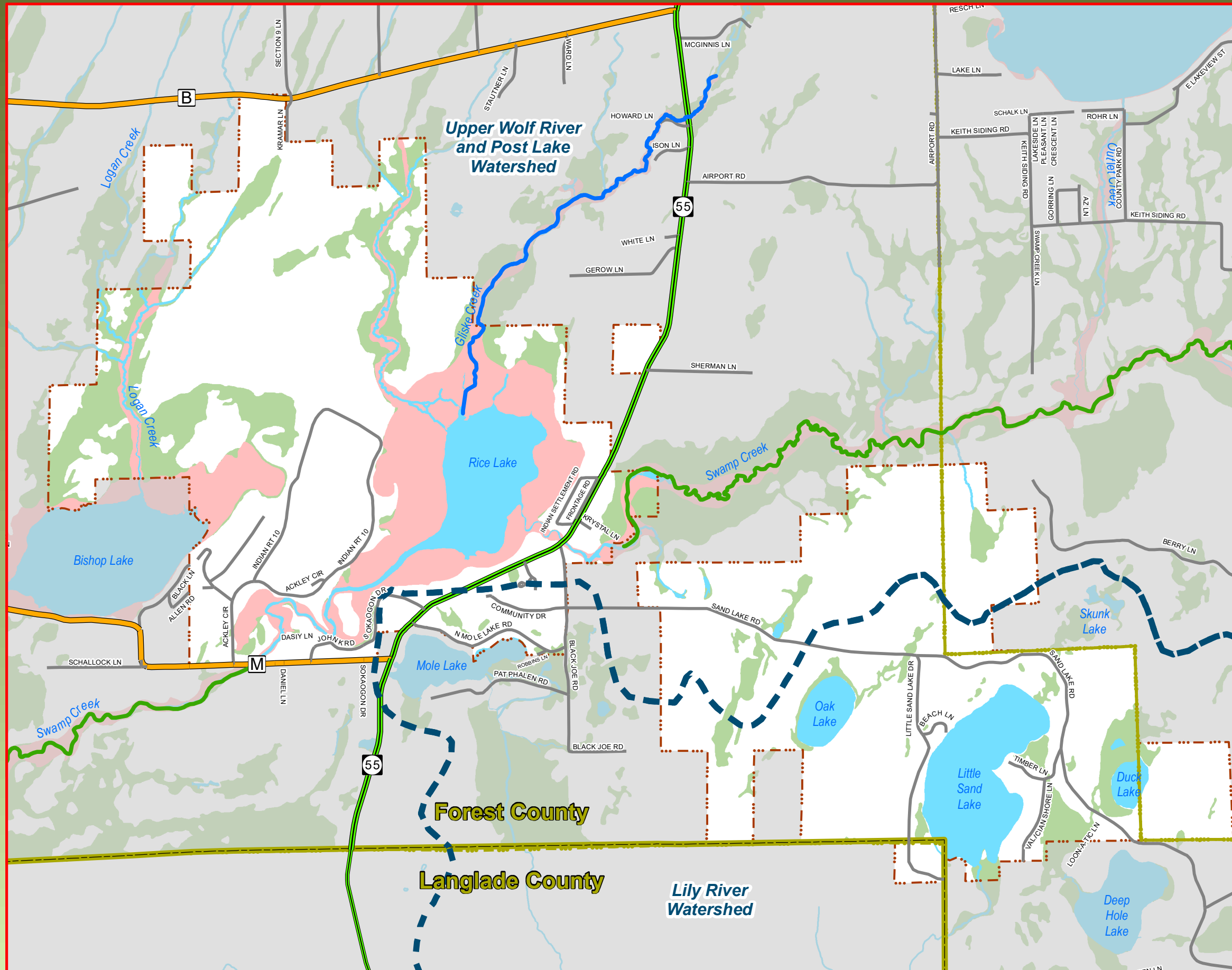
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 Tribal Land

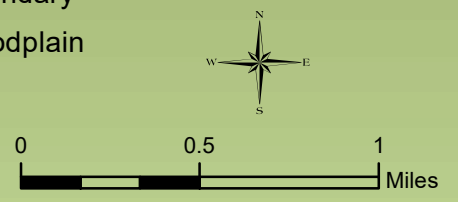
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- Legend**
- US Highway
 - State Highways
 - County Highways
 - Local Roads
 - - - County Boundaries
 - - - Minor Civil Divisions
 - Tribal Land
 - Watersheds Boundary
 - Floodplain
 - Wetlands
 - Outstanding Resource Streams
 - Exceptional Resource Streams
 - Water

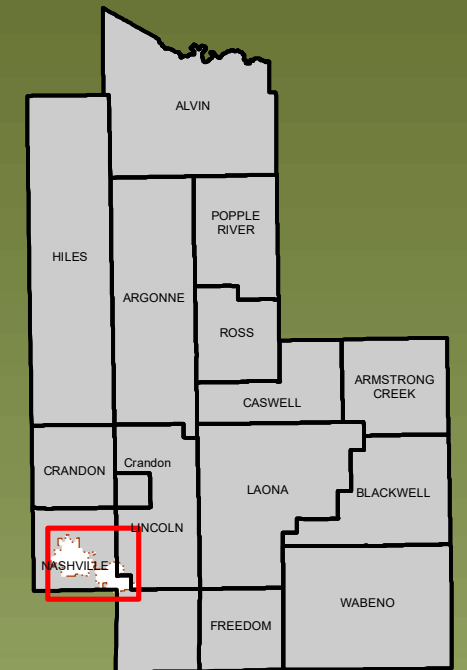
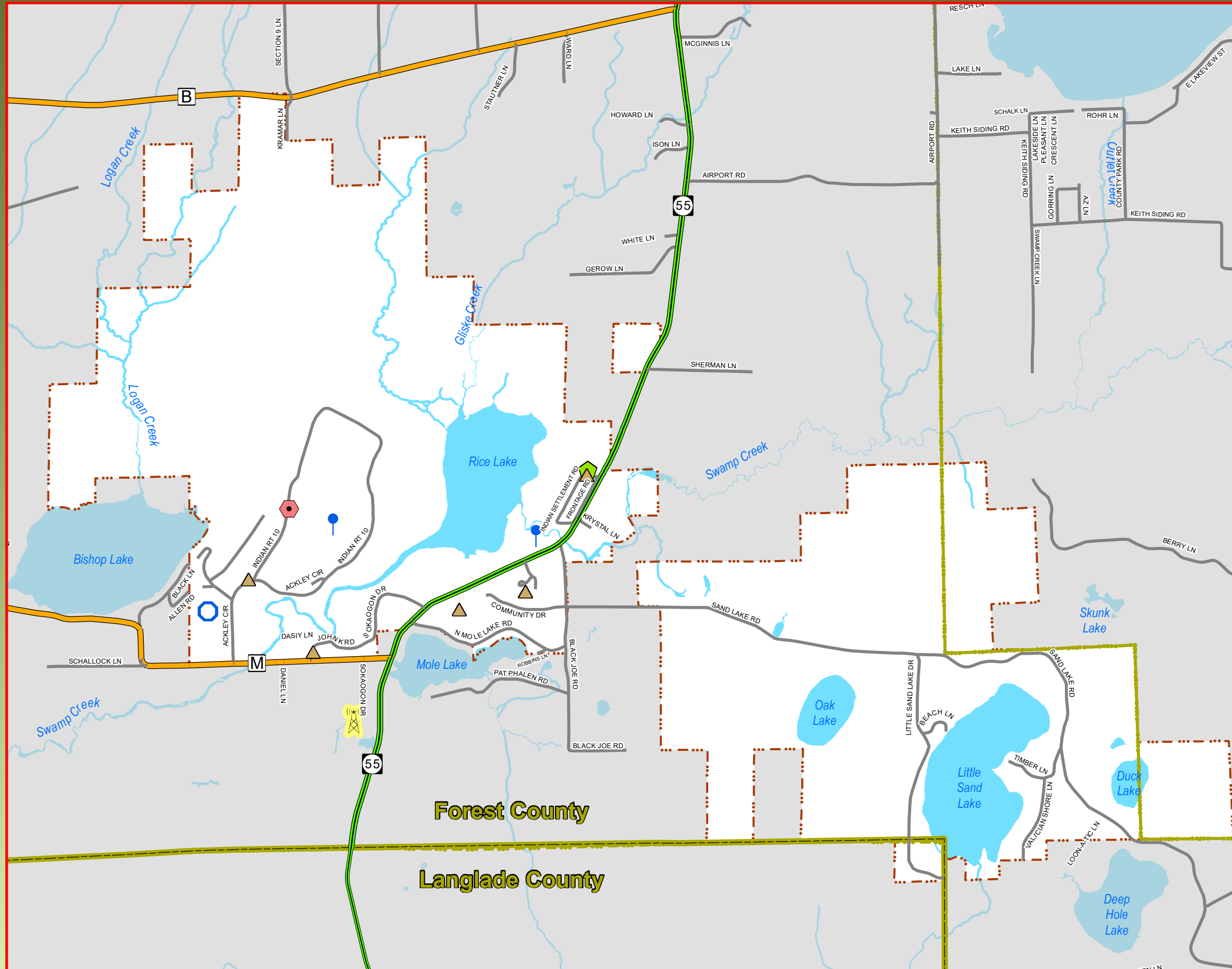


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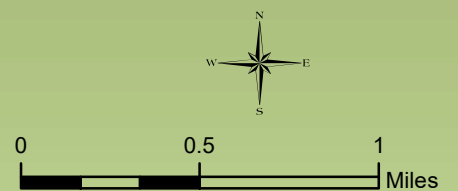
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Legend

- County Boundaries
- Minor Civil Divisions
- Tribal Land
- US Highway
- State Highways
- County Highways
- Local Roads
- Celltowers
- Lift Stations
- Booster Station
- Pump House
- Waste Water Treatment Plant
- Water Tower



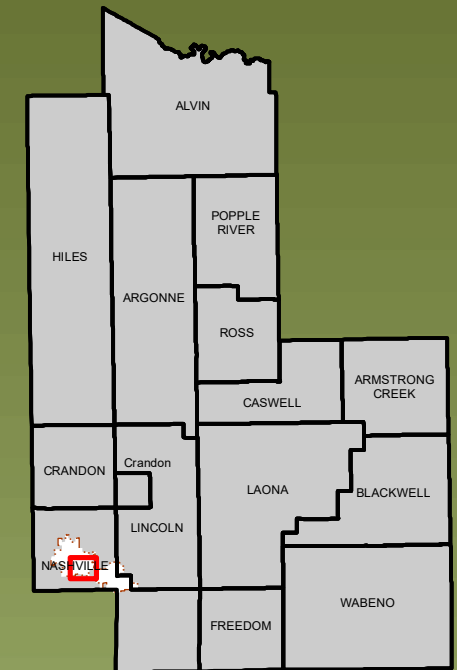
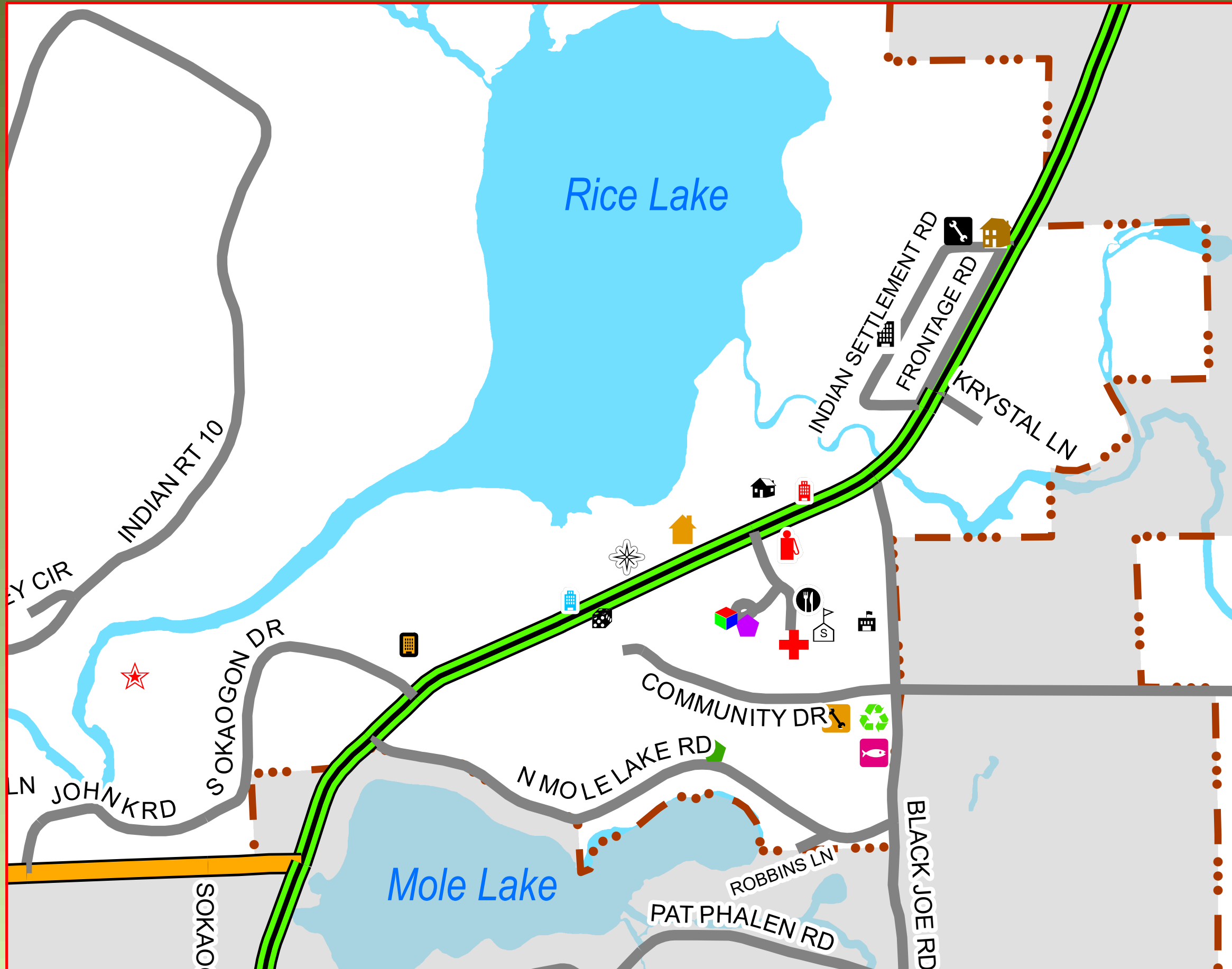
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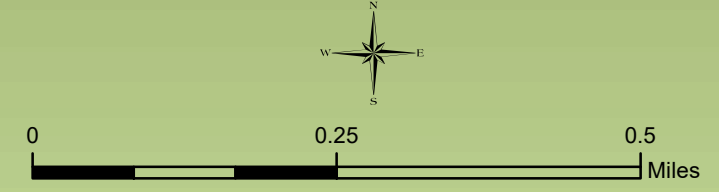


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- US Highway
- State Highways
- County Highways
- Local Roads
- County Boundaries
- Minor Civil Divisions
- Tribal Land
- Convenience Store
- Administration Building
- Apartments
- Family Services
- Historical Marker
- Insurance Office
- SFI Office
- Roads Shop
- Rec Center
- Recycling Center
- Elder Housing
- Pow Wow Grounds
- Senior Housing
- Health Clinic
- Casino
- Dinisen House
- Community Baseball Fields
- Day Care Center
- Food Services Bldg
- Tribal Housing Office
- Tribal Housing Equipment Garage
- Fish Hatchery



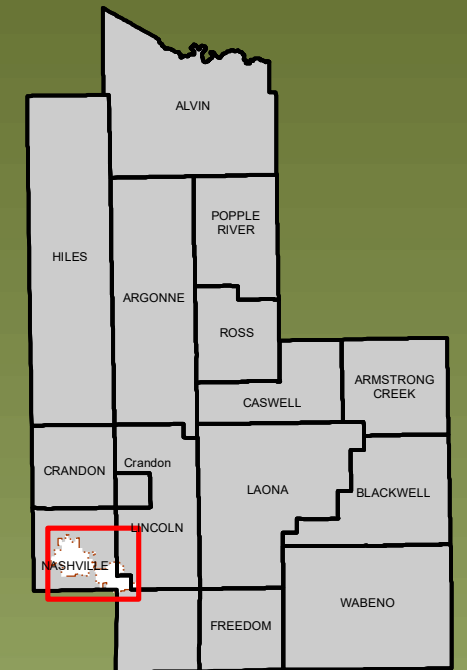
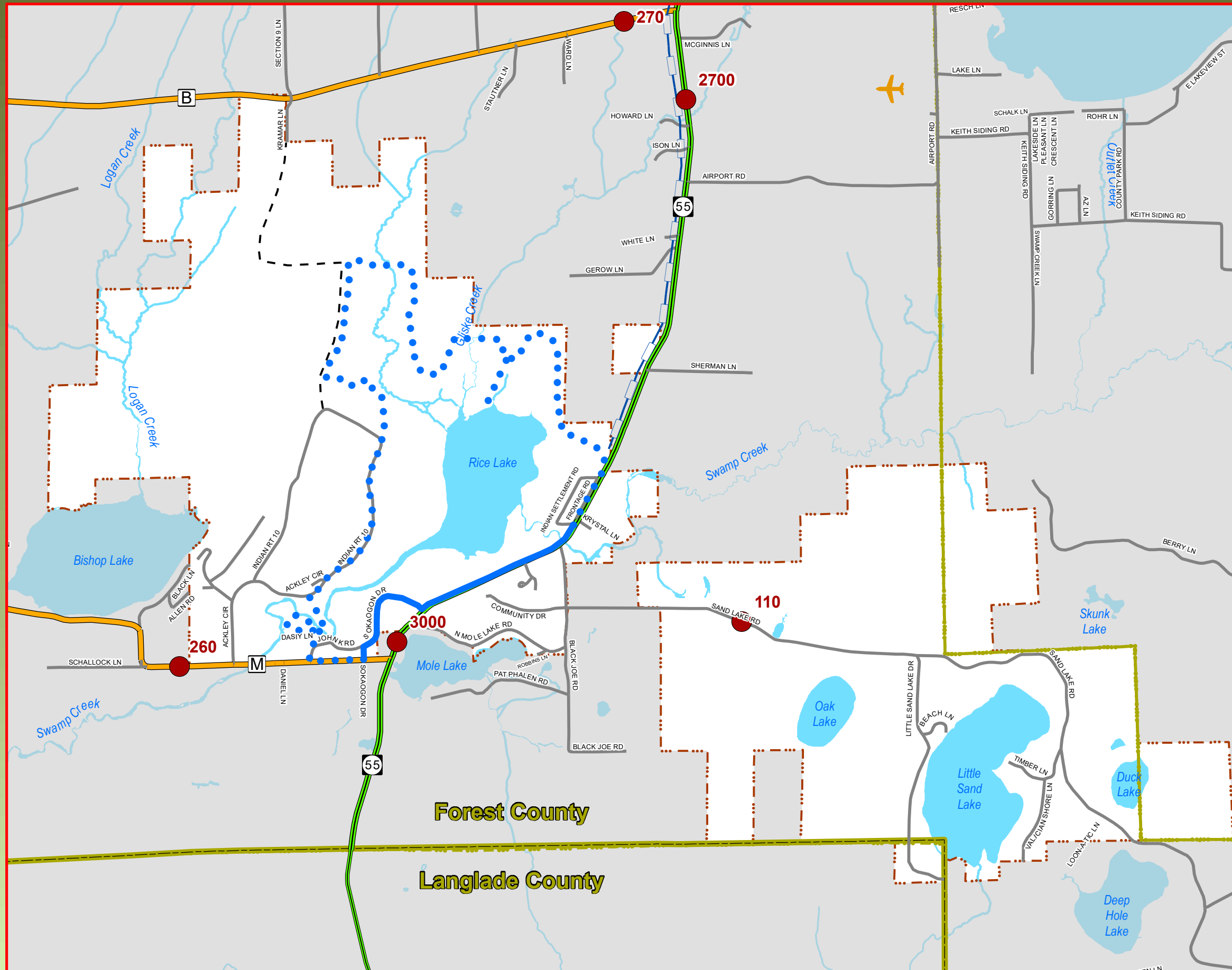
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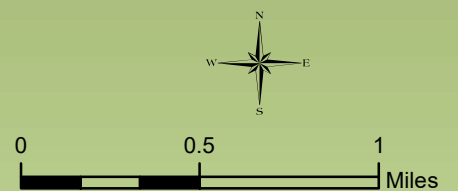
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Legend

- US Highway
- State Highways
- County Highways
- Local Roads
- County Boundaries
- Minor Civil Divisions
- Tribal Land
- Existing Pedestrian Trail
- Proposed Rice Lake Trail
- Proposed Hiking/Biking Trail
- Proposed Road
- Traffic Counts
- Airport Classification
- Small General Aviation



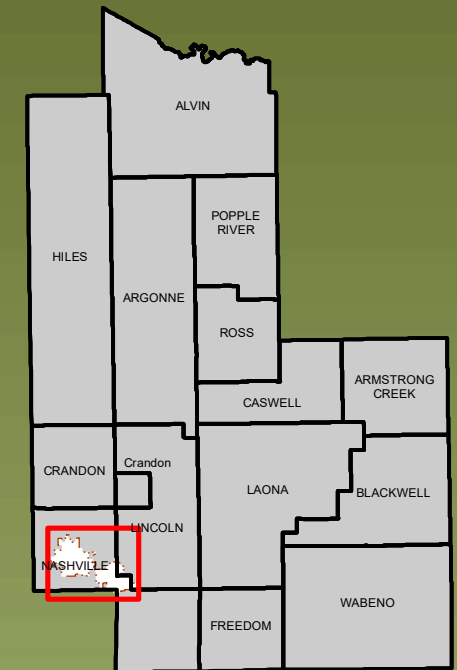
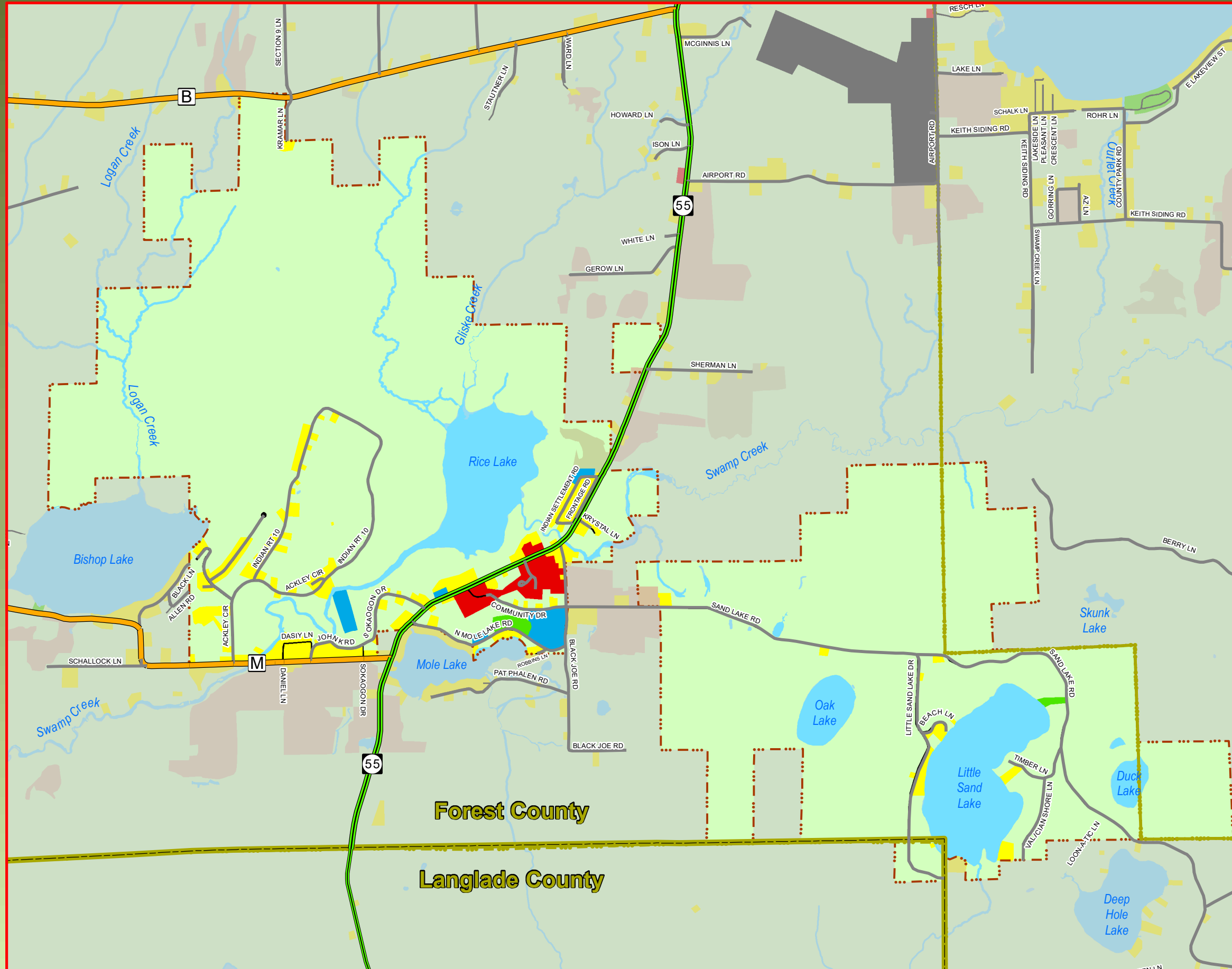
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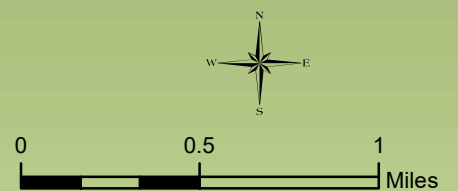
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Legend

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- Local Roads
- County Boundaries
- Minor Civil Divisions
- Tribal Land
- Agriculture
- Commercial
- Governmental / Institutional
- Open Lands
- Outdoor Recreation
- Residential
- Transportation
- Woodlands
- Water



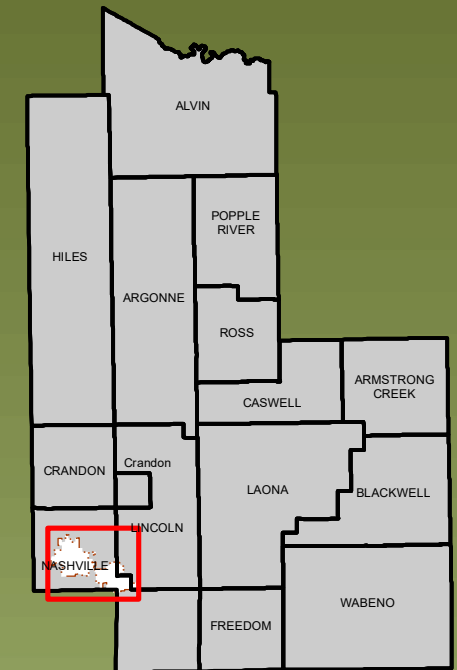
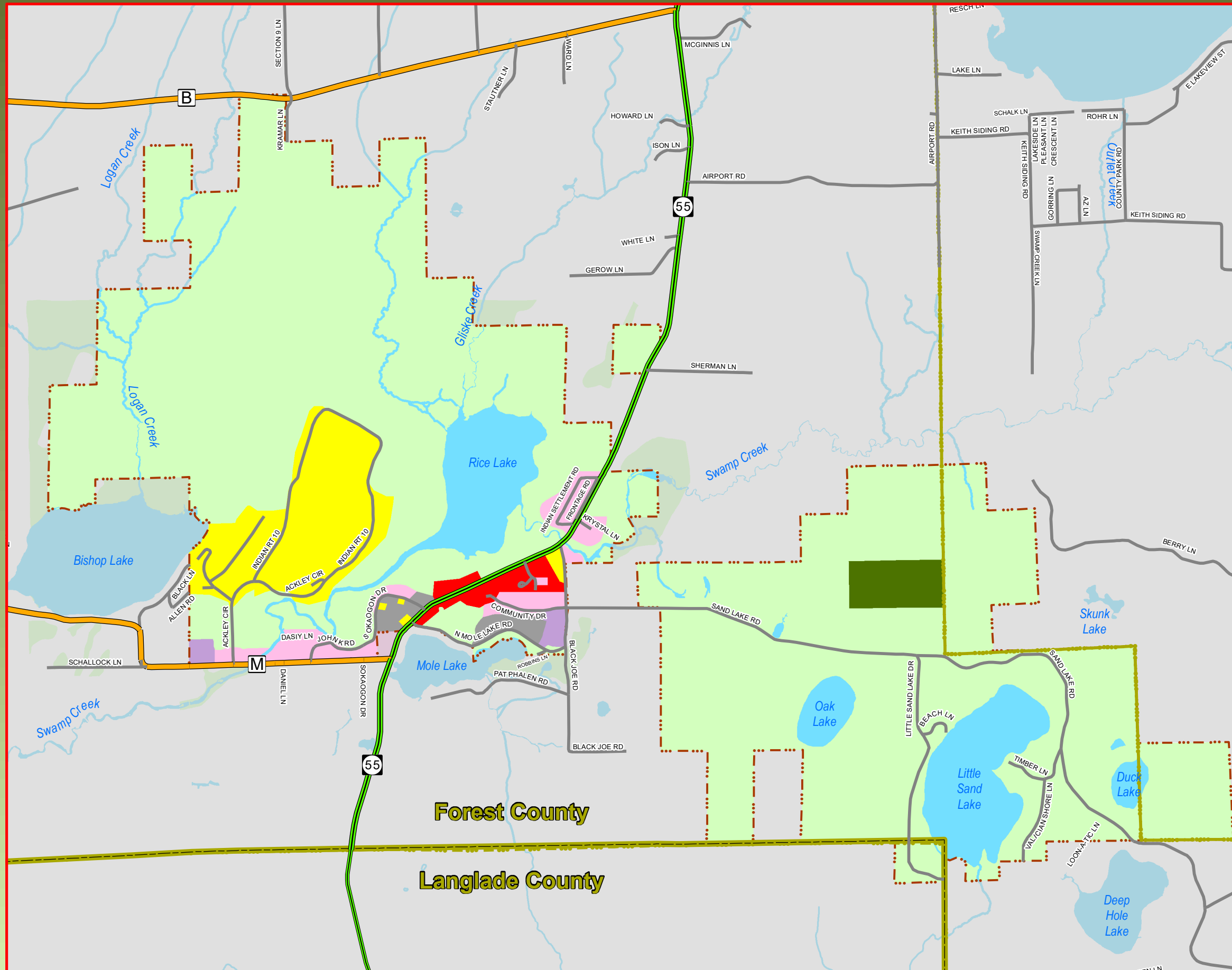
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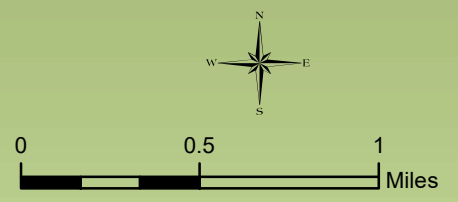
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Legend

- US Highway
- State Highways
- County Highways
- Local Roads
- County Boundaries
- Minor Civil Divisions
- Tribal Land
- Water
- Low Density Residential
- High Density Residential
- Tribal / Cultural
- Business / Commercial
- Light Manufacturing
- Recreation / Tourism
- Conservancy



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