

# Chapter 2

## Population Projections and Forecasts

### INTRODUCTION

This chapter presents a recommended population projection for the City of Franklin to the year 2025, and notes certain forecasts to the year 2035 and beyond. The analysis and establishment of reasonable population projections and forecasts have significant importance in guiding and properly targeting the City's recreational needs through the year 2025, and beyond. These projections and forecasts serve, in part, as the rationale, or basis, for the development of public park, open space, and outdoor recreation principles, goals, objectives, and standards as presented in Chapter 3. The projections and forecasts, when used in conjunction with the various public park, open space, and outdoor recreation standards presented in Chapter 3, will result in ascertaining the City's public outdoor recreational needs to the year 2025 and beyond as described in Chapter 5.

### CITY OF FRANKLIN POPULATION GROWTH: HISTORIC PERSPECTIVE

Population projections and forecasts are based upon an analysis of historic and current population data in order to project or forecast future population levels. As such, prior to making population projections and forecasts it is necessary to have an historical data base from which to work. Table 2.1 indicates the actual historic population levels for both Milwaukee County and the City of Franklin from 1850 through 2010. Figure 2.1 graphically illustrates the population growth trend for the City of Franklin from 1960 (the City of Franklin was incorporated in 1956) to 2010. As can be noted from Figure 2.1, this trend has been towards increased City population. An important public outdoor recreation planning-related implication of this trend will be, as discussed in Chapters 5, 6, and 7, the provision of an adequate level of such facilities during the planning period from the years 2010 to 2025.

As can be noted from Table 2.1, Milwaukee County has decreased in population from 1970 to 2010 by about 125,800 persons, or about 11.9 percent. During this same period, however, the City of Franklin has gained 21,653 persons representing an overall population increase of nearly 177 percent which is a significantly higher growth rate than that experienced by the declining County population during that same period.

Much of the growth which the City of Franklin has experienced during the last 40-year period can be attributed to the large amounts of vacant and undeveloped land available to accommodate growth, increases in residential construction throughout Milwaukee County and the southeast Wisconsin region, the expansion of the City's commercial base in the S. 27th Street corridor area, the expansion

of the City's industrial and business park areas, expansion of public services such as sanitary sewer and water service, and the quality of life afforded by the City which attracts new residents to the City.

Table 2.1

HISTORIC POPULATION OF MILWAUKEE COUNTY AND  
THE CITY OF FRANKLIN: 1850 TO 2000

Year	Milwaukee County		City of Franklin	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
1850	31,077	--	1,176 (a)	--
1860	62,518	101.2	1,773 (a)	50.8
1870	89,930	43.8	2,090 (a)	17.9
1880	138,537	54.0	1,819 (a)	-13.0
1890	236,101	70.4	1,868 (a)	2.7
1900	330,541	40.0	1,738 (a)	-7.0
1910	433,187	31.1	1,770 (a)	1.8
1920	539,459	24.5	1,712 (a)	-3.3
1930	725,263	34.4	2,012 (a)	17.5
1940	766,885	5.7	2,304 (a)	14.5
1950	871,047	13.6	3,886 (a)	68.7
1960	1,036,047	18.9	10,006 (b)	157.5
1970	1,054,249	1.8	12,247	22.4
1980	964,988	-8.5	16,871	37.8
1990	959,275	-0.6	21,855	29.5
2000	940,164	-2.0	29,494	34.9
2010*	928,449	-1.2	33,900	14.9

\* Final population estimate from the Wisconsin Department of Administration

(a) Indicates data for the former Town of Franklin.

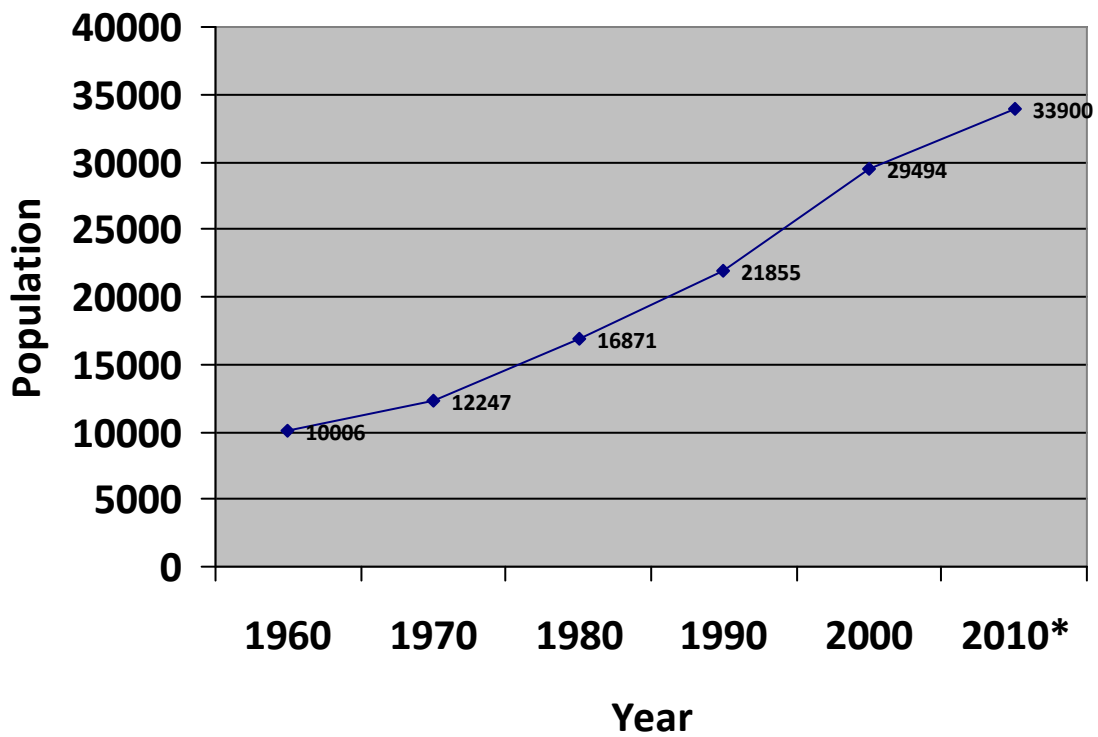
(b) The City of Franklin was incorporated as the City of Franklin in 1956.

Source: U.S. Bureau of the Census, SEWRPC, and Meehan & Company, Inc.

Figure 2.1

HISTORIC POPULATION GROWTH IN THE CITY OF FRANKLIN:  
1960 TO 2010

**City of Franklin Historic Population:  
1960 to 2010**



\* Final Population Estimate from the Wisconsin Department of Administration

Source: U.S. Bureau of the Census and Wisconsin Department of Administration

## POPULATION PROJECTIONS AND FORECASTS

Before presenting and discussing various projections and forecasts for the City of Franklin, it is first important to understand the difference between a *projection* and a *forecast*. For the purposes of the Comprehensive Outdoor Recreation Plan, a *projection* is defined as a numerical value determined from a mathematical formula and is based upon past trends. On the other hand, a *forecast* is defined as a numerical value determined from a mathematical formula based upon past trends and tempered with judgment. The formulation of projections and forecasts for the City of Franklin is a particularly difficult task fraught with numerous uncertainties. Therefore, it should be borne in mind that projections only represent trends based upon past conditions and forecasts are modified by judgment, when necessary, in order to present the best estimate of a future condition.

Population projections for the City of Franklin for the years 2015, 2020, and 2025 were prepared by the Demographic Services Center of the Wisconsin Department of Administration in May/October, 2008, and are utilized in this CORP update.

Population forecasts were prepared for the City of Franklin (SEWRPC's Planning Analysis Area No. 17) for the year 2035 by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in June 2006 as part of its planning effort for the preparation of SEWRPC Planning Report No. 48 titled *A Regional Land Use Plan for Southeastern Wisconsin: 2035*.

### Wisconsin Department of Administration Projections

In accordance with Wisconsin Statutes Section 16.96, the Demographic Services Center of the Wisconsin Department of Administration periodically prepares a consistent set of statewide small area population projections. The small area projections tally with the Department's state and county level population projections. The Department's projections are based on past and recent population trends.

In the use of these projections, the Department cautions that the smaller the community, the wider is the margin of error. The Department indicates that when using its projections, it is advisable to use a 5- to 10-year projection instead of a 25-year projection if possible. In addition, the Department urges that these projections be examined along with available forecasts which incorporate additional information such as land use, zoning regulations, and planned and proposed developments.

The Demographic Services Center of the Wisconsin Department of Administration population projections for Milwaukee County and the City of Franklin (actual 1970 to 2000, estimate for 2010, and projected for the years 2015, 2020, and 2025) are shown in Table 2.2 and graphically indicated for the City of Franklin through the year 2025 in Figure 2.2.

Table 2.2

ACTUAL, ESTIMATED, AND PROJECTED POPULATION LEVELS FOR  
MILWAUKEE COUNTY AND THE CITY OF FRANKLIN: 1970 TO 2025  
PREPARED BY THE WISCONSIN DEPARTMENT OF ADMINISTRATION

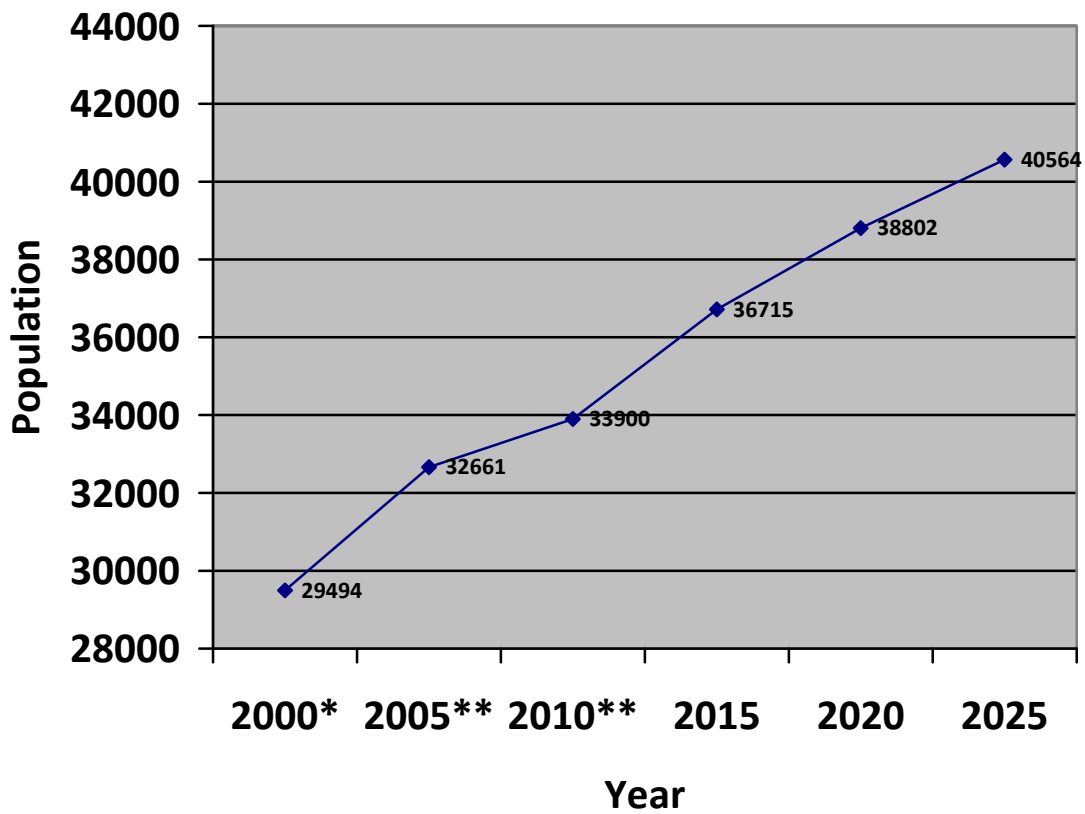
Year	Milwaukee County		City of Franklin	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
ACTUAL				
1970	1,054,249	--	12,247	--
1980	964,988	-8.5	16,871	37.8
1990	959,275	-0.6	21,855	29.5
2000	940,164	-2.0	29,494	34.9
WISCONSIN DEPARTMENT OF ADMINISTRATION PROJECTED				
2010	928,449	-1.2	33,900	14.9
2015	928,077	-0.1	36,715	8.3
2020	923,910	-0.4	38,802	7.9
2025	912,020	-1.3	40,564	7.9

Source: U.S. Bureau of the Census and the Demographic Services Center of the Wisconsin Department of Administration.

Figure 2.2

ACTUAL, ESTIMATED AND PROJECTED POPULATION LEVELS FOR  
THE CITY OF FRANKLIN: 2000 TO 2025  
PREPARED BY THE WISCONSIN DEPARTMENT OF ADMINISTRATION

**WI. DEPT. OF ADMIN PROJECTIONS**



\* Year 2000 Census Actual Population

\*\* Wisconsin Department of Administration Estimates

Source: U.S. Bureau of the Census and Demographic Services Center  
of the Wisconsin Department of Administration

## Southeastern Wisconsin Regional Planning Commission (SEWRPC) Forecasts

SEWRPC has prepared its own population forecasts -- to the year 2035 -- for use in its regional planning efforts, as documented in Planning Report No. 48 titled *A Regional Land Use Plan for Southeastern Wisconsin--2035* (Waukesha, WI: SEWRPC, June 2006). These SEWRPC-prepared forecasts for the year 2035 have been termed "Sewered Population 2035 Recommended Plan" and "Sewered Population High-Growth Scenario.

The SEWRPC forecasts for the City of Franklin are shown in Table 2.3. Table 2.3 indicates forecasts for total population and total households. Figure 2.3 graphically indicates the SEWRPC population forecasts for the City of Franklin based upon the "Sewered Population 2035 Recommended Plan".

As indicated earlier, the year 2010 estimated population for the City of Franklin is 33,900 persons--an increase of 4,406 persons, or about 14.9 percent, over only a 10-year period. It can also be noted from Table 2.3 that the two growth forecasts for the year 2035 indicate rapid growth of the City of Franklin population during this period. The "Sewered Population 2035 Recommended Plan," indicates an increase of 16,760 persons, or 49.4 percent, over the year 2010 projected population of 33,900 persons, and the "Sewered Population 2035 High-Growth Scenario" indicates an increase of 21,310 persons, or 62.9 percent over the year 2010 projected population level.

SEWRPC population forecasts for the City of Franklin are often significantly higher than the DOA's projections. One reason for the higher population forecast/projection is that SEWRPC assumed that public sanitary sewer service (and attendant higher density development) will be provided to a portion of the southwest part of the City by the year 2035. Another reason for the higher forecast/projection is that SEWRPC assumes that the same density of residential development which has occurred to date in the City (as indicated by the current mix of R-1 through R-8 zoning districts) will continue, although the City of Franklin 2025 Comprehensive Master Plan tends to envision less dense residential development. It is recognized, however, that should the City of Franklin choose to develop at higher densities (particularly higher residential densities), use of the SEWRPC population forecasts should be considered, and this plan should be revised accordingly.

Table 2.3

COMPARISON OF RECOMMENDED PLAN TO ALTERNATIVE SEWRPC  
POPULATION AND HOUSEHOLD FORECASTS  
FOR THE CITY OF FRANKLIN: 2000 TO 2035

Forecast Type	2000 Actual	2025 Recommended Plan (WI DOA Data)	Sewered Population 2035 (SEWRPC's Recommended Plan)	Sewered Population 2035 (SEWRPC's High-Growth Scenario)
Total Population	29,494	40,564	50,660	55,210
Total Households	10,602	15,827	19,635	21,399
Persons per Household	2.58	2.56	2.58	2.58

NA = Not Available.

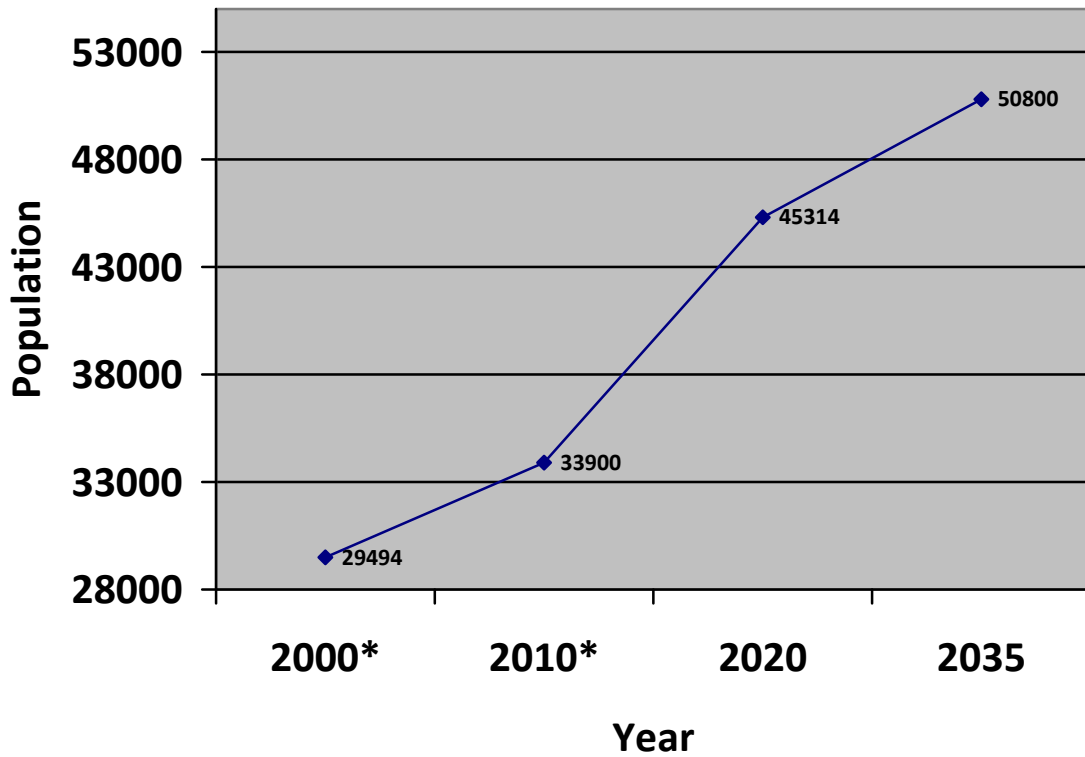
Source: U.S. Bureau of the Census, The Wisconsin Department of Administration, and SEWRPC



Figure 2.3

SEWRPC POPULATION FORECASTS  
FOR THE CITY OF FRANKLIN: 2000 TO 2035

**SEWRPC POPULATION FORECASTS**



\* Year 2000 and 2010 Census Actual Population

## **HISTORIC AND PROBABLE FUTURE AGE DISTRIBUTION**

The historic year 2000 and forecast year 2025 age distribution for residents of the City of Franklin are indicated in Table 2.4 and graphically shown in Figure 2.4.

Based upon the forecast year 2025 age cohorts for Milwaukee County prepared by the Wisconsin Department of Administration, including the City of Franklin, age distribution forecast ranges for the City of Franklin were prepared for the following age groups: less than 5 years (representing pre-school children), 5 to 9 years (representing elementary school grades K-4), 10 to 14 years (representing school grades 5-9), 15 to 19 years (generally representing high school age population including grades 10-12) 20 to 64 years (representing the working age population), and over 65 years (representing the elderly population). These year 2025 age-related population forecast ranges are comparatively summarized, relative to 2000 U.S. Bureau of the Census data for the City of Franklin, in Table 2.4 and also graphically shown in Figure 2.4.

In the year 2000, the age group of less than 5 years represented 1,663 persons, or 5.6 percent of the City's total population. In 2025, this group will increase to about 2,671 persons in the City of Franklin representing about 6.6 percent of the City's total population. The increase of persons in this age group will be about 1,008 persons, or about 60.6 percent, over actual year 2000 levels. This increase will result in a correspondingly slight impact upon the need for pre-school, or toddler, recreational facilities in the City's neighborhood and community parks.

In the year 2000, the age group of 5 to 9 years represented 1,836 persons, or 6.2 percent of the City's total population. In 2025, this group will increase to about 2,573 persons in the City of Franklin representing about 6.3 percent of the total population. The increase in persons in this age group will be about 737 persons, or about 40.1 percent, over actual year 2000 levels. This increase will have a slight impact on the provision of adequate neighborhood park facilities as well as the provision of parks and playgrounds associated with elementary school facilities.

In the year 2000, the age group of 10 to 14 years represented 2,159 persons, or 7.1 percent of the City's total population. In 2025, this group will increase to about 2,594 persons in the City of Franklin representing about 6.4 percent of the City's total population. The increase in persons in this age group will be about 435 persons, or about 20.1 percent, over actual year 2000 levels. As in the age group 5 to 9 years, this increase will also have a slight impact on the provision of adequate neighborhood park facilities as well as the provision of parks and playgrounds associated with elementary and junior high school facilities.

In the year 2000, the age group of 15 to 19 years represented 2,159 persons, or 7.3 percent of the City's total population. In 2025, this group will increase to about 2,547 persons in the City of Franklin representing about 6.3 percent of the City's total population. The increase in persons in this age group will be about 388 persons, or about an 18.0 percent increase over actual year 2000 levels.

As in the previous two age groups, this slight increase will have a slight impact upon the neighborhood park facilities as well as the provision of parks and playgrounds associated with middle school and high school facilities.

In the year 2000, the age group of 20 to 64 years represented 18,835 persons, or about 63.9 percent of the City's total population. In 2025, this group is expected to increase to about 23,260 persons in the City of Franklin representing about 57.3 percent of the City's total population. The increase in persons in this age group will be about 4,425 persons, representing a 23.5 percent increase over actual year 2000 levels. This significant increase will result in a correspondingly significant impact on the provision of public sites and facilities.

Table 2.4

HISTORIC AND FORECAST POPULATION FOR  
THE CITY OF FRANKLIN BY AGE GROUP: 2000 & 2025

Age Group (Years)	2000 Actual		2025 Forecast	
	Number	Percent of Total	Number	Percent of Total
Less than 5	1,663	5.6	2,671	6.6
5 to 9	1,836	6.2	2,573	6.3
10 to 14	2,081	7.1	2,594	6.4
15 to 19	2,159	7.3	2,547	6.3
20 to 64	18,835	63.9	23,259	57.3
65 and Over	2,920	9.9	6,920	17.1
<b>TOTAL</b>	<b>29,494</b>	<b>100.0</b>	<b>40,564</b>	

Source: U.S. Bureau of the Census and the Wisconsin Department of Administration

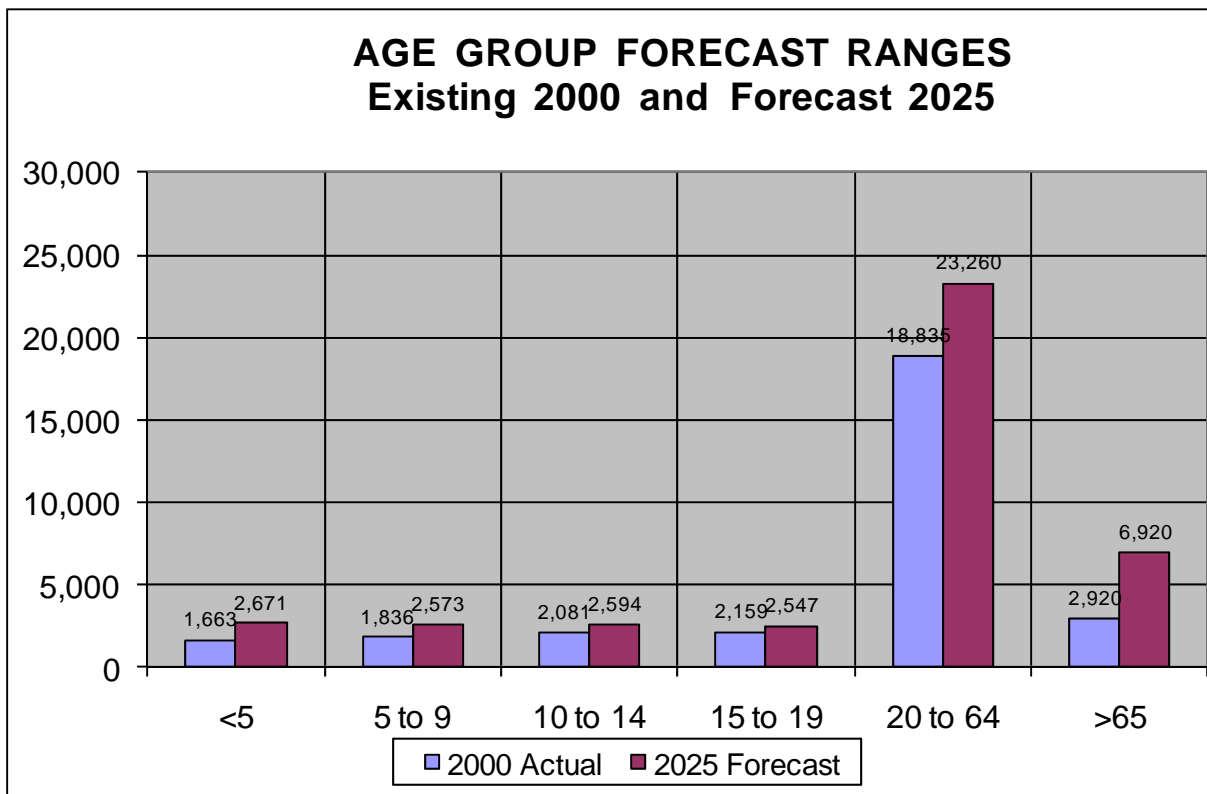
In the year 2000, the age group of 65 years or older represented 2,920 persons in the City, or about 9.9 percent of the City's total population. By 2025, this group is expected to greatly increase to about

6,920 persons in the City of Franklin representing about 17.1 percent of the total population. The increase in persons in this age group will be at about 4,000 persons, representing a 137 percent increase over actual year 2000 levels. This dramatic increase in the elderly age group will result in a correspondingly dramatic increase for the need for elderly-related recreational facilities for these City of Franklin residents.

These potential forecast changes in both the population and age composition of the population of the City of Franklin have important implications for the sound planning of a variety of outdoor and indoor recreational facilities within the City.

Figure 2.4

HISTORIC 2000 AND FORECAST 2025 POPULATION RANGE  
FOR THE CITY OF FRANKLIN BY AGE GROUP



Source: U.S. Bureau of the Census and the Wisconsin Department of Administration