Lake Mills Area
SCHOOL DISTRICT

Community Growth & Projections Report

Prepared by:

MDR
MDRoffers Consulting

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Acknowledgements

Board of Education

Richard Mason, President
Robert Dimperio, Vice President
Donna Thomas, Treasurer
Dawn Delaney, Clerk
Rachel Davies

Administration

Pam Streich, District Administrator
Roseanne Punzel, Student Data Manager

Consultants

MDRoffers Consulting
Project Management and Planning
www.mdroffers.com

Applied Population Laboratory
Mapping and Demographic Data Support
www.apl.wisc.edu

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Contents

I. INTRODUCTION

A. PURPOSE

This Community Growth & Projections Report was prepared to help the Lake Mills Area School District (LMASD) gain a clearer understanding of the impact of future residential development and demographic change on future student enrollment. Projecting the amount, type, and location of future residential development—as well as household changes in existing homes—is a tested method to understand when and where school capacity issues may become the greatest.

The LMASD hired a community and school facilities planning consultant—MDRoffers Consulting—to complete this report. The process included:

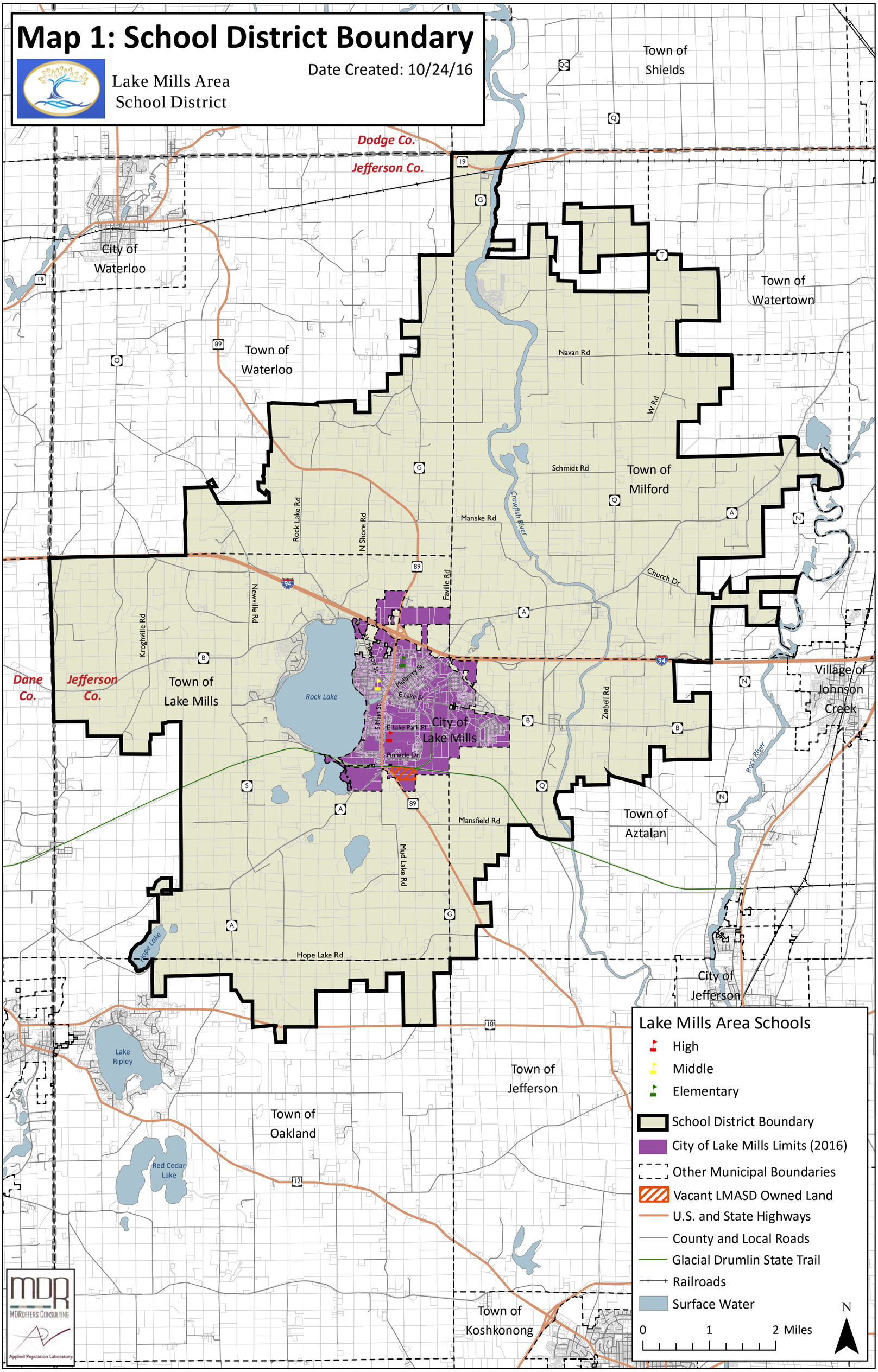
- Review of demographic and enrollment trends for different grade levels and geographic areas within the LMASD.
- Analysis of city and town plans, along with recent, pending, and potential residential development proposals.
- Engagement with municipal planning staff and real estate interests in the community.
- Assessment of broader housing market trends and comparison totals in and around the LMASD area.

This report features housing unit and LMASD student enrollment projections in three periods: September 2016 through 2020, from 2021 through 2025, and from 2026 through 2030. Through this report, the consultant also provides general expectations for the following ten or so years after 2030. The projections are broken down by 39 different small areas or "neighborhoods" as depicted on Map 2. Enrollment projections through 2030 are then compared to the capacity of existing schools. Capacity figures are based on classroom availability and utilization, and assume no changes in through 2030 to identify areas of potential shortfalls.

Map 1: School District Boundary

Lake Mills Area School District

Date Created: 10/24/16



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B. STATISTICAL BACKGROUND

1. In the decade from September 2007 to 2016, LMASD K-12 enrollment increased by 198 students, or by 16 percent.

2. Enrollment increases over this period have occurred entirely at the elementary and middle school levels, indicated below:
   - Elementary, grades K-4, +111 students.
   - Intermediate school, grades 5-8, +128 students.
   - High school, grades 9-12, -41 students.

3. While the LMASD includes all or parts of six municipalities, about one-half of the LMASD population and two-thirds of housing units built in the last 10 years are in the City of Lake Mills.

4. Housing construction in the LMASD area began to rebound in 2014, approaching 50 units per year. A more conservative lending and development market, greater concentrations of housing development within metropolitan areas, lower levels of family formation, and development constraints in some parts of the LMASD area will make it difficult to approach the much higher new housing totals from the early- to mid-2000s.

5. Births in the LMASD area as a whole can best be described as flat over the 10-year period between 2004 and 2014. A slight increase in births per year within the City of Lake Mills has been negated by a decrease in births in the Town of Lake Mills.

6. Most demographic trends suggest a continued decrease in household sizes, fewer school children per new housing unit, and a greater percentage of multiple-family housing than in the past. Therefore, through 2030, both existing and new housing units will likely generate fewer LMASD students than they did in the past. Since about 80 percent of the total 2030 housing stock in the LMASD area has already been built, the influence of existing housing units on future student enrollment cannot be overlooked.

C. HOUSING UNIT GROWTH PROJECTIONS SUMMARY

1. There may be pent up demand for new housing in the Lake Mills area, focused particularly in and around the City. However, soil and other environmental constraints may limit further development in areas that have had housing growth. Utility service and cost constraints are limitations in other planned residential areas at the City's north and south edges.

2. The City of Lake Mills will likely be the most common location for housing development in the LMASD area through 2030. This prediction is based on the City's plans, its regional accessibility, pending infrastructure investments such as a sanitary sewer line that will be extended to the south, and local amenities like Rock Lake and the downtown, and job growth.

3. Residential growth in the towns that make up the LMASD area may lag as a result of utility connection and expansion costs and constraints, few remaining waterfront sites, and a strong farmland preservation emphasis.

4. Across the LMASD area, the consultant projects construction of 943 new housing units between September 2016 and 2030. This would average just fewer than 70 units per year over this period. This projection suggests an uptick compared to recent building permit activity, though not to early- to mid-2000s levels.

5. Nearly 80 percent of the projected housing units through 2030 are projected to be built within the City of Lake Mills—either within the current City limits or following annexation of lands into the City.

6. New housing unit growth is projected to be focused on the north, south, and east edges of the City of Lake Mills, with somewhat lower numbers of new housing units in the Town of Lake Mills west of Rock Lake.

FIGURE A: HOUSING UNIT PROJECTIONS, LMASD

Estimated Housing Units		Projected Housing Units			Projected Housing Unit Increase, Sept. 2016 - 2030	
March 2010	Sept. 2016	2020	2025	2030	Total	Average Annual
4,307	4,450	4,736	5,051	5,393	943	70

Sources: 2010 U.S. Census, 2016 Municipal Building Permit Records, MDRoffers Consulting

D. STUDENT ENROLLMENT PROJECTIONS SUMMARY

1. Between September 2016 and 2030, the consultant projects an increase in 364 K-12 students in LMASD schools. This projection assumes open-enrollment-out of LMASD schools at a similar rate as is currently occurring, but does not consider open enrollment of non-LMASD residents into LMASD schools.
2. LMASD student enrollment growth through 2030 is projected to be greatest at the high school level. High school enrollment is projected to grow by 158 students by 2030. Still, the consultant projects that each of the schools will have greater numbers of students in 2030 than today—even without factoring open enrollment into LMASD schools.
3. All LMASD schools are projected to be at or over their current functional capacities by the year 2030, assuming no capacity expansions. The elementary and middle schools are projected to be slightly above functional capacities by 2025.

FIGURE B: LMASD K-12 STUDENT ENROLLMENT PROJECTIONS SUMMARY

	LMASD Student Enrollment				Projected 2016-2030 Increase	Functional Capacity of School [3]
	Sept. 2016 [1]	Projected 2020 [2]	Projected 2025 [2]	Projected 2030 [2]		
Elementary School (K-4)	541	613	621	656	+115	605
Middle School (5-8)	490	540	575	581	+91	550
High School (9-12)	391	425	500	549	+158	560
TOTALS K-12	**1,422**	**1,578**	**1,695**	**1,786**	**+364**	**1,715**

Notes:

1 Sept. 2016 enrollment is actual K-12 students-in-seats in LMASD schools, including students who open enroll in.

2 Projected 2020, 2025, and 2030 enrollment do not include 4K students or open enrollment of non-LMASD residents into LMASD schools; and assume constant rates of open enrollment out, private school enrollment, and home schooling. If the LMASD has capacity for open enrollment in, enrollment will be higher.

3 Functional capacity for elementary school is design capacity from Eppstein Uhen Architects (EUA), for middle school is from LMASD administrative staff, and for high school is from EUA's July 2015 analysis. High school capacity is based on the maximum number of students recommended for the classroom space that is available.

E. A FINAL WORD

The consultant's methodology divided the LMASD area into 39 different "neighborhoods," for which housing and enrollment projections were made. This approach enables an understanding of how many future students there may be, plus where they may live. Neighborhood-based projections can be used in a variety of different ways in school facility planning. These include identifying promising locations for new or expanded schools, or serving as puzzle pieces for possible attendance areas should the LMASD introduce a second elementary school at some future time.

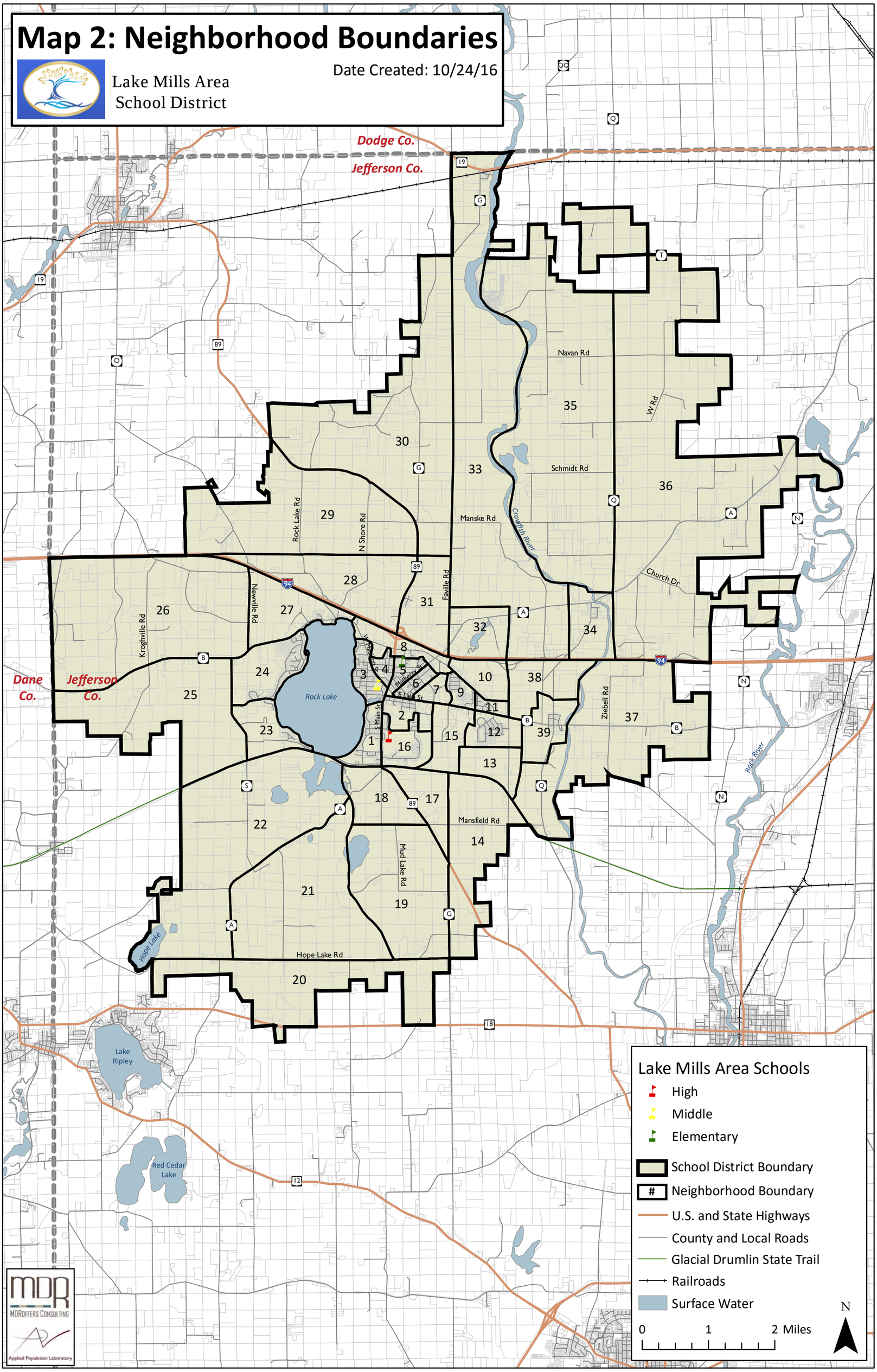
Projected enrollment compared to school building capacities is only one factor to consider when preparing a long range facilities plan. School and site locations, conditions, ages, and functionality relative to modern programming and curricula needs are additional factors that may be as important or more important. For example, at the Lake Mills High School, the concern may be less about the number of classrooms, and more about functional obsolescence, athletic space constraints, and the general suitability of the learning environment.

Further, school capacity issues may be permanently and responsibly addressed in a variety of ways, including new or expanded schools, grade group reconfigurations, and different programmatic or operational approaches. Detailed exploration of these and other options is beyond the scope of this report.

Map 2: Neighborhood Boundaries

Lake Mills Area School District

Date Created: 10/24/16



II. RECENT ENROLLMENT, DEMOGRAPHIC, AND HOUSING TRENDS

A. LAKE MILLS AREA SCHOOL DISTRICT (LMASD) OVERVIEW

The LMASD is a public school district in Jefferson County, Wisconsin. The LMASD serves grades 4K-12; 4K students are housed under contract within private preschool facilities in the area. The District's three public school buildings served 1,422 K-12 students as of September 2016. The LMASD's 4K students—totaling 78 students in September 2016—are served in private preschool sites in the community.

As shown on Map 1, the District has one high school (grades 9-12), one middle school (grades 5-8), and one elementary school (grades K-4)—all located within the City of Lake Mills. In September 2014, a new Lake Mills Elementary School building opened on the site of the older elementary school building. The District also owns one 33.55 acre vacant site near the southern edge of the City, just east of State Highway 89.

In 2015, the District began to analyze space needs at the Lake Mills High School. Understanding future enrollment is one component of the LMASD's high school facility analysis.

As represented on Map 1, the LMASD encompasses a large geographic area (77.8 square miles) in northern Jefferson County. The LMASD includes significant parts of six municipalities, including all of the City of Lake Mills and parts of the Towns of Lake Mills, Waterloo, Milford, and Aztalan. The LMASD also includes a very small part of the Town of Oakland.

The U.S. Census Bureau reports that the District had 3,705 households in 2010. The State Department of Administration (DOA) estimates that the City of Lake Mills' 2016 population is 5,883 persons. The Towns of Lake Mills (2,087), Aztalan (1,460), and Milford (1,113) are the next largest municipalities in the LMASD area.

B. LMASD STUDENT ENROLLMENT TRENDS

Figure 1 includes September "kids in seats" counts within each of LMASD's current grade groupings and District's-wide from 2007 to 2016, as provided by LMASD staff. PreK and 4K enrollment is not provided, because such students do not impact District-owned space.

Total LMASD K-12 enrollment increased from 1,224 K-12 students in September 2007 to 1,422 K-12 students in September 2016—an increase of 198 K-12 students or 16 percent.

Grade K-4 enrollment increased by 111 students, or 26 percent, over this 10 year period. These grades are housed within Lake Mills Elementary School.

Grade 5-8 enrollment has increased even more significantly in the past decade, by 128 students or 35 percent. Fifth-grade students were relocated to the middle school building in the 2014-2015 school year.

In contrast, grade 9-12 enrollment has slightly declined over the past decade, with 41 fewer students in 2016 than in 2007. This 9 percent decrease can be explained by a relatively small Generation X cohort having children that are most commonly in this age range, and possibly by 8th to 9th grade transitions to the other prominent local option for high school education in Lakeside Lutheran High School.

FIGURE 1: LMASD K-12 STUDENT ENROLLMENT BY CURRENT GRADE GROUPINGS, SEPT. 2007 TO SEPT. 2016

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Grades K-4	430	441	473	477	500	536	563	547	550	541
Grades 5-8	362	351	344	365	356	354	391	439	448	490
Grades 9-12	432	415	418	396	384	384	411	400	402	391
TOTAL K-12	1,224	1,207	1,235	1,238	1,240	1,274	1,365	1,386	1,400	1,422

C. LMASD SCHOOL FACILITY SUMMARY

The following is an overview of LMASD-owned school facilities at time of writing, including programs and grades served, year constructed, and existing building capacity.

The Lake Mills Elementary School building was opened for students in September 2014. It is located on an 8.67 acre site at 155 East Pine Street, in Neighborhood 5 on Map 2. This building serves Grades K-4 and was designed with a functional capacity of 605 students. The elementary school had a September 2016 enrollment of 541 students.

The Lake Mills Middle School building, built in 2010, is on a 9.61 acre site at 318 College Street, in Neighborhood 3 on Map 2. The building serves Grades 5-8. LMASD shifted its grade configurations in September 2014, which resulted in Grade 5 being moved to the Middle School facility. The Middle School had a September 2016 enrollment of 490 students. The District estimates building capacity at 550 students.

The Lake Mills High School was built in 1964, with additions in 1987, 2001, and 2005. The High School is located at 615 Catlin Drive, where it shares a 43.84 acre site with the District's administrative offices. The high school had a September 2016 enrollment of 391 students. In a 2015 analysis, Eppstein Uhen Architects found that building has a capacity of 560 students, based on the maximum number of students recommended for the classroom space that is available. However, common and transitional space availability and utilization suggests a significantly lower capacity, and is a factor in planning for this building.

D. LOCAL PRIVATE SCHOOL OVERVIEW

The City of Lake Mills is home to two private schools, which influences current and projected enrollment in the LMASD.

Lake Mills is home to Lakeside Lutheran High School, which is a grade 9-12 facility located within Neighborhood 1 on Map 2. Enrollment was 401 students in September 2016. Lakeside Lutheran has a very large service area. Only about 20 percent of Lakeside Lutheran High School students reside within the LMASD area. Students who attend this high school usually attended a Lutheran K-8 facility, such as St. Paul's Lutheran School.

St. Paul's Lutheran School offers K-8 education on a site along Highway 19 at the south edge of the City, within Neighborhood 17 on Map 2. All students are St. Paul's Evangelical Lutheran Church members. 2016 enrollment was 162 students. School officials expect steady enrollment in the coming years. St. Paul's Lutheran School representatives state that the presence Lakeside Lutheran High School in Lake Mills has a positive impact on St. Paul's enrollment.

E. RECENT RESIDENTIAL BUILDING CONSTRUCTION

Trends in residential construction are one indicator of future housing development. Figure 2 lists the total number of housing starts (building permits issued) within the primary municipalities within the LMASD area. Housing starts for the other municipalities in the LMASD area are not included because only small portions of those municipalities are within the LMASD boundary and/or they have minimal residential development (i.e., farming communities).

FIGURE 2: HOUSING STARTS BY MAJOR MUNICIPALITIES REPRESENTED IN LMASD, 2004-2014

MUNICIPALITY	HOW MUCH IN LMASD?	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016 thru Sept.	TOTAL BY MUNI
City of Lake Mills	All	101	39	51	14	18	21	11	6	9	43	25	14	**352**
Town of Lake Mills	Most	13	14	11	1	4	1	6	6	4	0	5	6	**71**
Town of Milford	Most	4	7	2	1	1	2	0	0	6	3	2	5	**33**
Town of Aztalan	Some	4	6	5	6	2	1	2	2	1	4	3	1	**37**
TOTAL BY YEAR		**122**	**66**	**69**	**22**	**25**	**25**	**19**	**14**	**20**	**50**	**35**	**26**	**493**

Source: Demographic Services Center, WDOA

The early- to mid-2000s was a time of significant residential development in the LMASD area, particularly in the City of Lake Mills. The housing market collapse of the late 2000s caused a sharp decline in new housing units built around the region by 2007. Housing starts finally began to increase in Lake Mills area in 2014, when but not nearly to early-to mid-2000s levels**.**

As of September 2016, the consultant estimated that there were only 31 vacant, improved lots in the City of Lake Mills, and fewer vacant lots for sale elsewhere in the LMASD area. This modest supply may be negatively impacting the number of new housing units built per year. The consultant anticipates the introduction of 34 new lots by 2017—all in one Town of Lake Mills development. This limited subdivision activity is a result of a number of factors, including a more conservative lending and development market, enhanced residential development focus within the Madison and Milwaukee suburban areas, and lower levels of family formation in post-baby boom generations.

F. RECENT TRENDS IN HOME SALES

Part of the consultant's methodology for projecting future student enrollment includes assessing the likelihood, timing, and extent of turnover in existing neighborhoods. This assessment is based on a variety of factors, including an analysis of neighborhood age (30± years old is when major turnover usually occurs), recent trends in student generation by neighborhood using LMASD and Census data, and an analysis of the sales of existing homes.

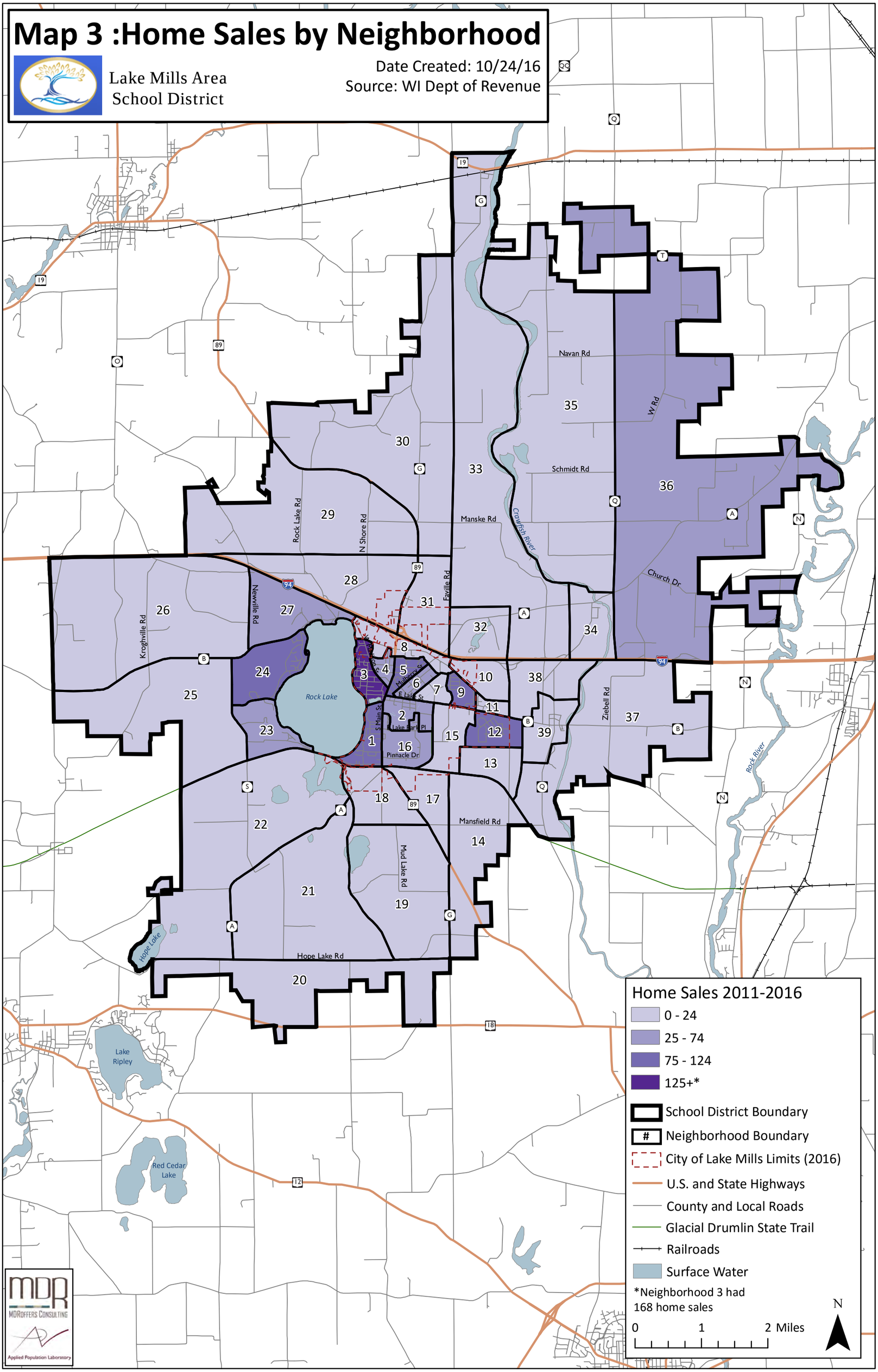
Understanding where sales of existing homes is strongest can help a school district understand where student growth may be occurring—even if no new housing units are being built. Areas of concentrated sales are usually tied to new families moving into older homes, often formerly occupied by elderly persons or empty nesters.

Map 3 aggregates single family homes sales from 2011 to 2016 for each of the 39 LMASD neighborhoods, based on data collected by the State Department of Revenue. In general, recent home sales are clustered around Rock Lake, around Lake Mills Elementary School (neighborhood 5), and within newer City neighborhoods like East Mills Estates Park (neighborhood 9) and Brookstone Meadows (neighborhood 12).

Map 3 :Home Sales by Neighborhood

Lake Mills Area School District

Date Created: 10/24/16
Source: WI Dept of Revenue



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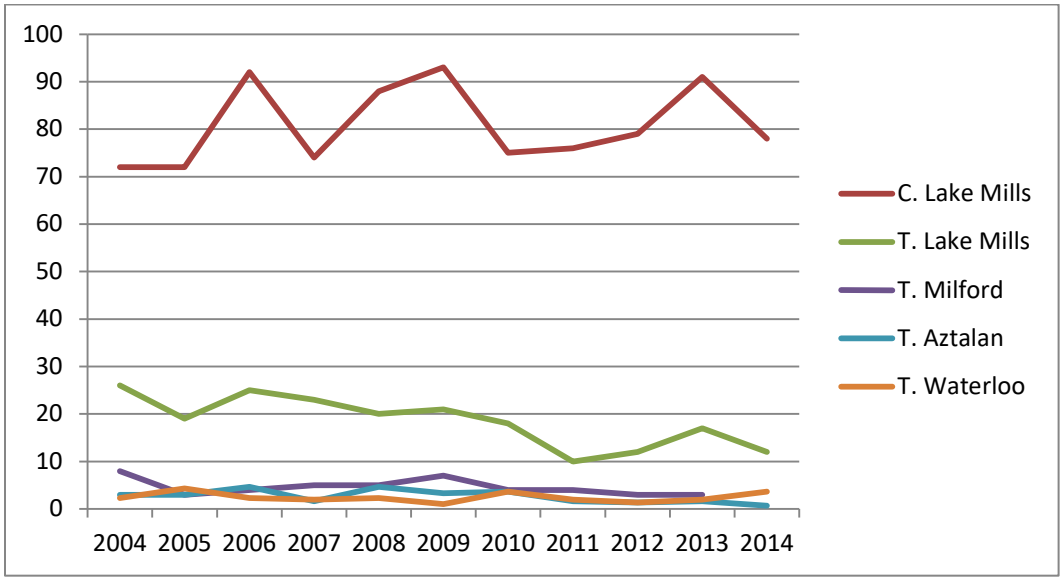
G. BIRTH TRENDS

The number of children born within a school district area affects future enrollment in district schools. Births in the LMASD area between 2004 and 2014 are shown in Figure 3.

Births in the LMASD area as a whole can best be described as flat over this 10-year period. The trend for births within the City of Lake Mills increased slightly between 2004 and 2014, averaging in the low-70s per year in the early part of this period to the low-80s in the latter part.

Births within the towns that make up the rest of the LMASD area declined over this same period. This is most apparent in the Town of Lake Mills, where births averaged in the mid-20s in the early part of the period and the mid-teens in the latter part.

FIGURE 3: BIRTHS WITHIN LMASD MUNICIPALITIES, 2004-2014



H. BROAD DEMOGRAPHIC AND HOUSING SHIFTS

Emerging demographic shifts are critical to understanding household changes in existing housing units, housing development expectations, and who will be living in this new housing. Most demographic trends suggest a continued decrease in household sizes, fewer school children per new housing unit, and a greater percentage of multiple-family housing than in the past. Therefore, today and over the next 15 or so years, both existing and new housing units will likely generate fewer LMASD students than they did in the past.

Generational shifts will tend to decrease the number of students from each new housing unit, compared to current and past ratios. The Baby Boom generation, born between 1946 and 1964, left child-bearing ages around 2010. The much smaller Generation X was born between 1965 and roughly 1984, making the youngest Gen Xer over 30 years old in 2016. Generation X will leave their child-bearing years over the ten-year projection period. The Millennial generation, born from around 1985 to 2004, will be at prime child bearing ages during the projection period. While larger than Generation X, Millennials tend to get married at lower rates, have fewer children, and have children later in their child-bearing years than the previous two generations.

Projected housing mix shifts—linked to the needs of different generations—will also tend to decrease the number of students per housing units. Compared to the existing housing stock and trends over the past 30 to 40 years, the projected mix of new housing units over the next 10 to 20 years is likely to lean more towards multiple family units. These will be geared towards seniors, empty-nesters, and younger Millennial households. New multiple family rental units tend to generate between 0.2 and 0.3 school children per unit, compared to the 0.5 to 0.7 school children typical of new single family homes.

Lake Mills finds itself in an interesting regional position. It has local industries that help drive housing unit growth, with reports of modest recent and possible future employment increases. Lake Mills also benefits from its “middle” position between the growing Milwaukee and Madison areas, catering in part to dual-income households with bread winners working in opposite metro areas. This trend may be enhanced by rapidly expanding telecommuting. Still, the consultant is uncertain about the size of this “middle city” housing market going forward, particularly given the number of other communities in the Interstate 94 corridor that could make similar claims and the desire of some households to locate near either end instead. Much may depend on the amenities Lake Mills offers relative to these other places, and how well those amenities align with resident interests.

III. LOCAL COMMUNITY AND DEVELOPER PLAN ANALYSIS

Local land use planning, growth management, and economic development efforts are central to projecting future residential and enrollment growth, and in planning for future school facilities. City, town, and county comprehensive plans; recent and pending infrastructure investments; intermunicipal agreements; and developer plans assisted the consultant in projecting the timing, location, and mix of future housing development.

The consultant analyzed local community and residential developer plans in the municipalities within the LMASD area, quickly focusing on the City and Town of Lake Mills. As part of the process to execute the consultant's projections, these plans provide insight to the long term growth and development goals of the municipalities, land owners, and residential developers. To understand best how the plans were being executed, particularly in places with significant residential growth, the consultant also interviewed local administrators and clerks, planning professionals, and residential real estate professionals.

The following is a summary of the plans and expectations of the local governments within the LMASD area. The consultant also evaluated the impact of these municipal plans on a small-area level, as reflected in the commentary in Appendix A for each neighborhood housing projection.

A. CITY OF LAKE MILLS PLANS AND EXPECTATIONS

The City of Lake Mills is entirely within the LMASD area and has generated most of its housing growth, making the City's future growth strongly correlated to the District's growth.

The City of Lake Mills Comprehensive Plan, adopted in 2009, provides goals, objectives, and policies to guide housing growth and land development decisions. The future land use map from that Plan, which guides the City's zoning, subdivision, and other development decisions, is included as Figure 4.

As reflected in Figure 4, vacant land is planned for new residential development in several locations, primarily at the City's northern, southern, and eastern edges. These areas are indicated by solid and striped yellow on the map. Through its Plan, the City advises that "planned neighborhood" areas be carefully planned and include a mix of residential development at varying

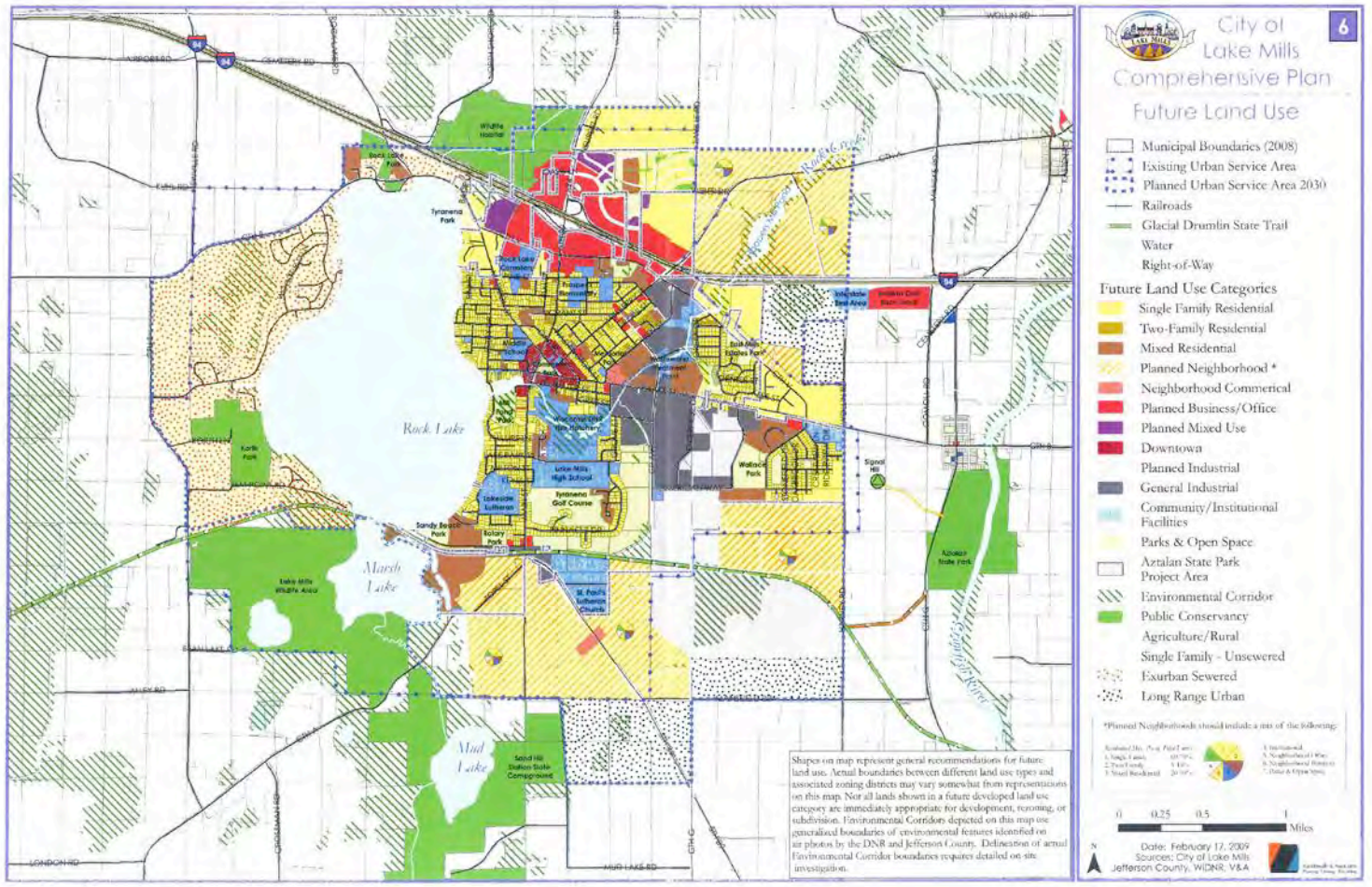
densities and types (e.g., single family, multiple family). Within such areas, a minimum of 60 percent of new housing units are projected to be single family residences, with the rest duplexes and multiple family units.

The City has five active tax incremental districts (TIDs), within which development incentives have been available. Four of the City's TIDs are designated for predominately for commercial and industrial use. TID No. 5, classified as a "Blighted Area District," is located at the southern City limits between the eastern edge of Rock Lake and Highway 89 (Main Street). The TID No. 5 Project Plan calls for creation of a mixed commercial, residential, and recreational center at the southern City entrance.

Utility availability and capacity significantly affects housing growth within the City, and within those portions of the Town west of Rock Lake where the City provides sanitary sewer service by agreement. In 2014, the City's engineering consultant conducted a needs assessment of the City's sanitary sewer system. Within this needs assessment, several upgrades the City's system were recommended. These include system upgrades to serve planned development areas south, north, and east of the developed parts of the City.

The City anticipates utilizing TID No. 5 to facilitate the installation of a new sanitary sewer main south along Main Street in conjunction with the State's Highway 89 reconstruction project in 2018. These projects are anticipated to open large parts of neighborhoods 17 and 18 on Map 2 for development, where there are land owners interested in development. Sanitary sewer and water main expansion north of the Interstate, to serve neighborhoods 28, 31, and 32 on Map 2, may require establishment of a new TID in the future to assist with expensive expansions, including boring under the Interstate. The establishment of that future TID may depend on the ripening of the market for new commercial development north of the Interstate. On both the north and south sides of the City, the utility expansions to facilitate non-residential development will likely have the side benefit or bring these utilities closer to large planned residential development areas.

FIGURE 4: CITY OF LAKE MILLS FUTURE LAND USE MAP, 2009 COMPREHENSIVE PLAN



B. TOWN OF LAKE MILLS PLANS AND EXPECTATIONS

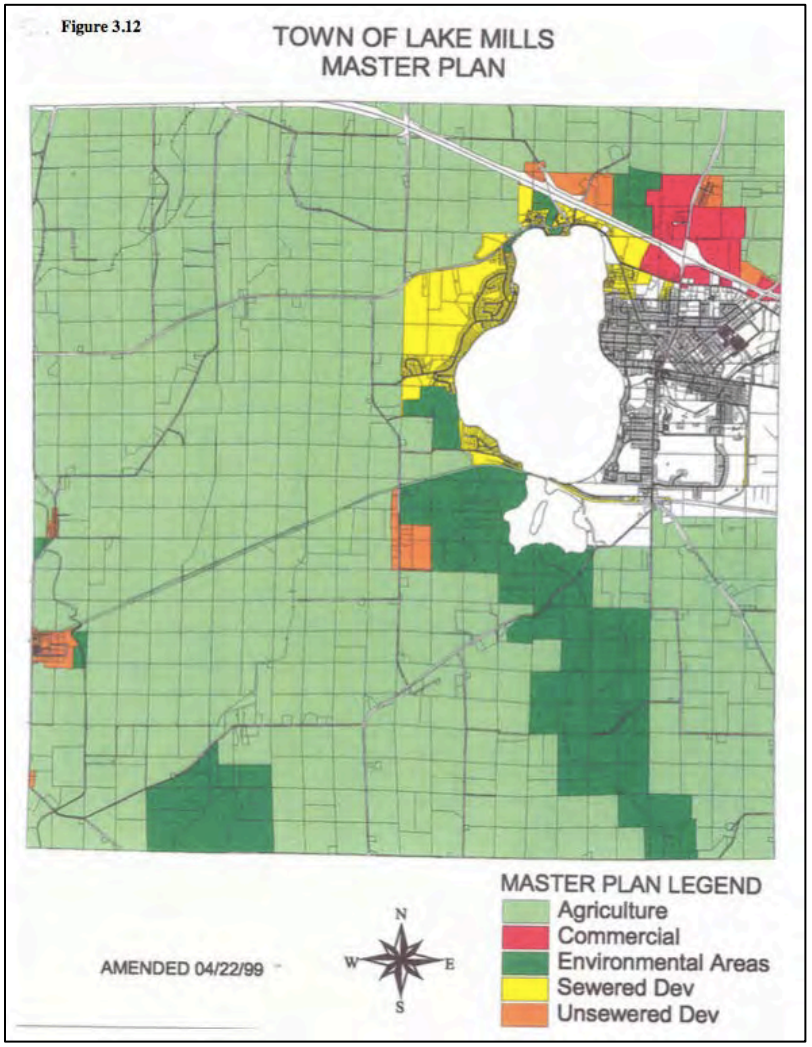
The Town of Lake Mills adopted its Comprehensive Plan 2007. The Future Land Use Map from that Plan is included as Figure 5.

The character of existing and planned development in the Town varies. The Town has planned lands close to Rock Lake, east of Highway S and Newville Road, for "sewered residential" development. These include neighborhoods 23, 24, and 27 on Map 2. Recommended lot sizes there range from one-third to just under one-half acre. Another planned development area, located north of the Interstate straddling Highway 89, is included in the Town plan also, but is advised mainly for non-residential development.

Outside of these areas, the vast majority of the Town is planned and zoned for agricultural use. These plans were reinforced though the Town's participation in the Jefferson County's 2012 Agricultural Preservation and Land Use Plan. Per these County and Town plans, each farm parcel is generally allowed a maximum of three new rural residential lots. Such housing is allowed is through rezoning from the County's A-1 to A-3 zoning districts, and adherence to design standards including a general prohibition against developing prime agricultural soils.

In 2002, the City of Lake Mills and Town of Lake Mills entered a 20-year intergovernmental boundary and utility service agreement. This agreement identifies two City Growth Areas, which are currently within the Town but planned for development in the City following annexation. The North City Growth Area includes lands adjacent to Interstate 94 and immediately north of the City, in neighborhoods 8, 27, and 31 on Map 2. The South City Growth Area includes lands along Highway 89 in the southeast part of the City, in neighborhoods 17 and 18. The agreement also includes Town Growth Areas, most notably between Highway S/Newville Road and Rock Lake, within which the City will extend sanitary sewer service but not be allowed to annex lands.

FIGURE 5: TOWN OF LAKE MILLS FUTURE LAND USE MAP, 2007 COMPREHENSIVE PLAN



C. TOWN OF MILFORD PLANS AND EXPECTATIONS

The majority of the Town of Milford is located within the LMASD. The Town of Milford adopted its Comprehensive Plan in 2003, reinforced through its participation in the updated Jefferson County plan in 2012. The Town has a rural/agricultural landscape. Small areas of higher density existing and planned rural residential development are adjacent to the northern boundary of the City of Lake Mills, and the unincorporated rural hamlets of Milford, located at the intersection of Highways Q and A, and Grellton, located at the intersection of Highway N and Q (outside of the LMASD area).

The remainder of the Town is planned and zoned for farmland preservation by the Town of Milford and Jefferson County. In these areas, residential development is limited by Jefferson County's strict residential density policy, as described in the Town of Lake Mills section above.

There are no pending plans for subdivision development in the Town. Future housing interest within parts of the Town in the LMASD may be concentrated in the rural hamlet of Milford, along the Crawfish River (neighborhood 34 on Map 2).

D. TOWN OF WATERLOO PLANS AND EXPECTATIONS

The southeastern corner of the Town of Waterloo is located within the LMASD. The Town of Waterloo has adopted Jefferson County's plan as its Town planning document. The County's 2012 Agricultural Preservation and Land Use Plan depicts the entire Town of Waterloo as being within a farmland preservation area. There are no pending subdivision plans in the portion of the Town within the LMASD.

E. TOWN OF AZTALAN PLANS AND EXPECTATIONS

The LMASD area includes the western portion of the Town of Aztalan. The Town adopted its Comprehensive Plan in 2009, and in 2012 reinforced this effort by participating in the County's Agricultural Preservation and Land Use Plan.

The Town is primarily agricultural, with most lands planned for continued farmland preservation. There are two exceptions in the LMASD area.

The Rolling Meadows subdivision is located in the Town of Aztalan near the east edge of the City of Lake Mills (neighborhood 11 on Map 2). While this subdivision is fully developed, there are some other parcels in the vicinity that are planned and zoned for residential development. The small hamlet of Aztalan is also located within the LMASD—neighborhood 39 on Map 2. The Town included a neighborhood plan for further development of the Aztalan hamlet in its Comprehensive Plan. There were no pending residential development proposals in either area at time of writing.

F. TOWN OF OAKLAND PLANS AND EXPECTATIONS

The southern boundary of the LMASD area includes the northern edge of the Town of Oakland (neighborhood 20). The Town adopted its Comprehensive Plan in 2008, and again reinforced that plan through its participation in the 2012 County plan.

Most of the Town, including the part within the LMASD, is planned and zoned for farmland preservation. Ripley Lake and associated shoreland residential development and sanitary district is located within the Town of Oakland, just outside of the LMASD. At time of writing, the sanitary district boundary was located outside of the LMASD area, but could be expanded in the future.

IV. PROJECTION METHODOLOGY

This section of the report describes the consultant's methodology for its housing and enrollment projections, with the actual projections featured in the following section of the report. This section also includes the consultant's assumptions and outside control totals against which to compare the consultant's projections.

To project future LMASD enrollment, the consultant's projection methodology relied on a professional analysis of local land use and comprehensive plans, private housing developer plats and concept plans, and past and emerging housing growth and market conditions. The methodology considers the dynamics within different existing, pending, and future neighborhoods without the LMASD area. Different neighborhoods generate students in different rates and at different times in their evolution. This methodology relies on the computation of expected ratios of students per housing unit, and acknowledges that ratios will shift over time and vary by neighborhood.

The consultant's projection process was divided into the steps described in the remainder of this section.

STEP 1 - DIVIDE DISTRICT INTO NEIGHBORHOODS

The consultant divided the LMASD area into 39 different neighborhoods (see Map 2). These neighborhoods became the basis for data collection and analysis, and later for housing and enrollment projections. This approach enables understanding of not only *how many* students LMASD may be educating, but also *where* future students may live and therefore which schools they may attend. The total number of neighborhoods and their boundaries were based on several factors, including:

- Commonly understood neighborhood or "subdivision" boundaries.
- Major roads, rivers, railroad tracks, and other physical barriers.
- U.S. Census "block" boundaries, which facilitated collection of existing housing unit and other pertinent data.
- A general effort to roughly balance the number of housing units across neighborhoods.

STEP 2 - ALLOCATE 2015 HOUSING UNITS AND ENROLLMENT BY NEIGHBORHOOD

The consultant estimated the number of housing units and the number of LMASD public school students in each neighborhood as of September 2016. These statistics were critical to projecting the total number of future housing units and arriving at a 2016 baseline of students-per-housing unit in each neighborhood.

To estimate 2016 housing units by neighborhood, the consultant began with 2010 U.S. Census block counts. In most cases, a block boundary aligned with one of the 39 neighborhood boundaries. Where they did not, the consultant allocated Census 2010 block housing units to the appropriate neighborhood. Next, the consultant updated these totals to 2016, based on 2010 to 2016 building permits/housing starts and aerial photo interpretation.

The consultant used geographic analysis software to place each LMASD resident student enrolled in September 2016 within one of the 39 neighborhoods.

Finally, the consultant estimated 2016 student-per-housing unit ratios in each neighborhood within each of the LMASD grade groupings: K-4, 5-8, 9-12. This was based on student enrollment data provided by LMASD staff.

STEP 3 - ANALYZE COMMUNITY AND DEVELOPER PLANS FOR EACH NEIGHBORHOOD

The consultant carefully reviewed and analyzed local government comprehensive, land use, and neighborhood development plans, along with private developer plans/plats, for each of the 39 neighborhoods. Already-platted yet unbuilt lots in each neighborhood were identified, which signaled the potential for new housing in the near future. Preliminary and conceptual plans and possibilities were also assessed for longer-term projections. Interviews also contributed to the consultant's understanding of housing market dynamics and future development patterns in the LMASD area.

STEP 4 - COMPLETE PRELIMINARY HOUSING UNITS PROJECTIONS BY NEIGHBORHOOD

The consultant projected the number of additional housing units within each of the 39 different neighborhoods for three five year periods: September 2016-2020, 2021-2025, and 2026-2030. These were added to 2016 housing unit estimates to arrive at

total 2020, 2025, and 2030 housing units by neighborhood. This preliminary projection tracked projected development of new major neighborhoods in the area. Appendix A includes a column that explains the specific factors expected to influence new housing unit growth in each neighborhood.

STEP 5 - CHECK PRELIMINARY HOUSING UNIT GROWTH PROJECTIONS AGAINST CONTROL TOTALS.

A hazard with efforts such as these is to get overly enthusiastic about residential development prospects. Therefore, during this step, the consultant checked the preliminary projections of housing units against relevant outside data and projections. While the consultant did not use the data from the following sources for its projections, they provided helpful benchmarks.

- **Recent building permit activity in LMASD municipalities**. The consultant's housing unit projections, shared in the next section of this report, suggest just fewer than 70 new housing units per year, District-wide. This is roughly equivalent to totals in 2006 and 2007, when the local and national housing market was beginning to sputter, and 10 to 20 units greater than the pace observed since the market finally recovered in this area in 2014.

- **Wisconsin Department of Administration (DOA) household projections for LMASD municipalities through 2030**. Between 2015 and 2030, the DOA projects 776 new housing units in the City of Lake Mills, Town of Lake Mills, and Town of Milford. The consultant has projected 943 new units throughout the LMASD from 2016 to 2030. While the consultant's projections are somewhat more optimistic, there is a general correlation between the consultant's and DOA's projections. This is especially true when one considers that the DOA was projecting households, which are the same as occupied housing units. The consultant projected total housing units, which are bound to be higher given housing vacancy.

STEP 6 - PROJECT LMASD STUDENT/HOUSING RATIOS BY NEIGHBORHOOD

The consultant then projected the number of LMASD students per housing unit by neighborhood for 2020, 2025, and 2030 within each of the K-4, 5-8, and 9-12 groups. These projections were based on 2016 student-per-housing unit ratios; projected demographic shifts in the region, community, and neighborhood; and the anticipated progression of student cohorts through the three different grade groups.

The *existing* housing stock is far more impactful on future enrollment than is new housing anticipated between 2016 and 2030. There were approximately 4,450 housing units in the LMASD area in September 2016. The consultant projects about 943 new housing units between 2016 and 2030. This means that 79 percent of the housing units projected to be on the ground in 2030 are already built. In general, the consultant projected that already-existing housing units would have similar or fewer students-per-unit than they do today, which is reflective of general experience as housing ages. The consultant did, however, adjust certain student ratios on a neighborhood-by-neighborhood basis, sometimes suggesting modestly declining ratios in neighborhoods that had combinations of 1970s to 1990s construction (i.e., best 1st generation turnover candidates), concentrations of existing home sales over the past five years, and/or close proximity to existing schools and parks.

STEP 7 - COMPLETE PRELIMINARY PROJECTIONS OF LMASD STUDENTS BY NEIGHBORHOOD AND GRADE GROUPING

The consultant multiplied the projected number of housing units by neighborhood by the projected LMASD student-to-housing unit ratio by for each grade grouping in the years 2020, 2025, and 2030. The result was preliminary LMASD student enrollment projections by grade group for each of the 39 neighborhoods.

The consultant's 2016 student-per-housing unit ratios for each neighborhood exclude those students residing in the LMASD area, but not attending LMASD schools. These include students who open enroll to other districts, attend private school, attend a non-LMASD virtual school, or are home-schooled. The consultant's 2020, 2025, and 2030 enrollment projections by neighborhood assume a constant percentage of students who attend LMASD schools versus these other options. Conversely, the consultant's 2016 student-per-housing unit ratios for each neighborhood do not include non-residents that attend LMASD schools (i.e., open enrollment in).

STEP 8 - ADJUST PRELIMINARY PROJECTIONS OF LMASD STUDENTS BASED ON NEIGHBORHOOD-SPECIFIC FACTORS

Where advisable, the consultant adjusted preliminary LMASD enrollment projections by grade grouping for some of the 39 neighborhoods, based on professional experience and knowledge of the area.

V. HOUSING AND ENROLLMENT GROWTH PROJECTIONS

This section of the report synthesizes information shared in earlier sections to provide housing unit and enrollment growth projections for LMASD through the year 2030, broken down into three five-year periods, into 39 different neighborhoods, and for each school/grade group. The consultant's general expectations for community growth beyond 2030 are also shared.

A. HOUSING UNIT PROJECTIONS

Across the LMASD area, the consultant projects construction of 943 new housing units between September 2016 and 2030. This equates to an average of just under 70 units per year over this period. This figure includes a variety of housing types. These include single family homes and multiple family rental housing units, which together are expected to represent nearly all of the new housing units over this period.

FIGURE 6: HOUSING UNIT PROJECTIONS, LMASD

Estimated Housing Units		Projected Housing Units			Projected Housing Unit Increase, Sept. 2016 - 2030	
March 2010	Sept. 2016	2020	2025	2030	Total	Average Annual
4,307	4,450	4,736	5,051	5,393	943	70

Sources: 2010 U.S. Census, 2016 Municipal Building Permit Records, MDRoffers Consulting

Figure 7 divides projected housing unit increases in each municipality within in the LMASD and for the District as a whole. The vast majority of new housing units are projected to be built within the City of Lake Mills—either within the current City limits or as a result of annexation.

FIGURE 7: LMASD HOUSING UNIT PROJECTIONS BY EXPECTED MUNICIPALITY

Municipality (portion in LMASD Area)	Estimated/Projected Housing Units				Projected Housing Unit Increase, 2016-2030
	2016	2020	2025	2030	
City of Lake Mills	3,099	3,334	3,583	3,845	746
Town of Lake Mills	684	721	767	790	106
Town of Milford	375	384	395	434	59
Town of Aztalan	175	177	183	198	23
Town of Waterloo	89	91	93	95	6
Town of Oakland	28	29	30	31	3
TOTAL	**4,450**	**4,736**	**5,051**	**5,393**	**943**

The consultant's projected housing growth between 2016 and 2030 is shown on Map 4. In sum, most new housing growth over the next 13 to 14 years in the LMASD area will occur in neighborhoods within the City of Lake Mills. Neighborhoods 18 (a projected future south side neighborhood), 10 (Wollin Road area), and 12 (Brookstone Meadows area) are expected to experience the greatest amounts of housing growth. These are followed by neighborhoods 31 (north of Interstate 94) and 24 (Shorewood Hills area, within the Town of Lake Mills).

Not included in the areas of significant projected housing unit growth is neighborhood 17, which near its north end includes the vacant 33.6 acre LMASD property and St. Paul's Lutheran School. While current City plans support future housing in this neighborhood, and future industrial development further east in neighborhood 14, transportation access and environmental limitations may suggest a future change in City plans. This change may essentially flip-flop recommended future uses between these two areas. The consultant advises the District to stay attuned to and involved with potential City plan changes.

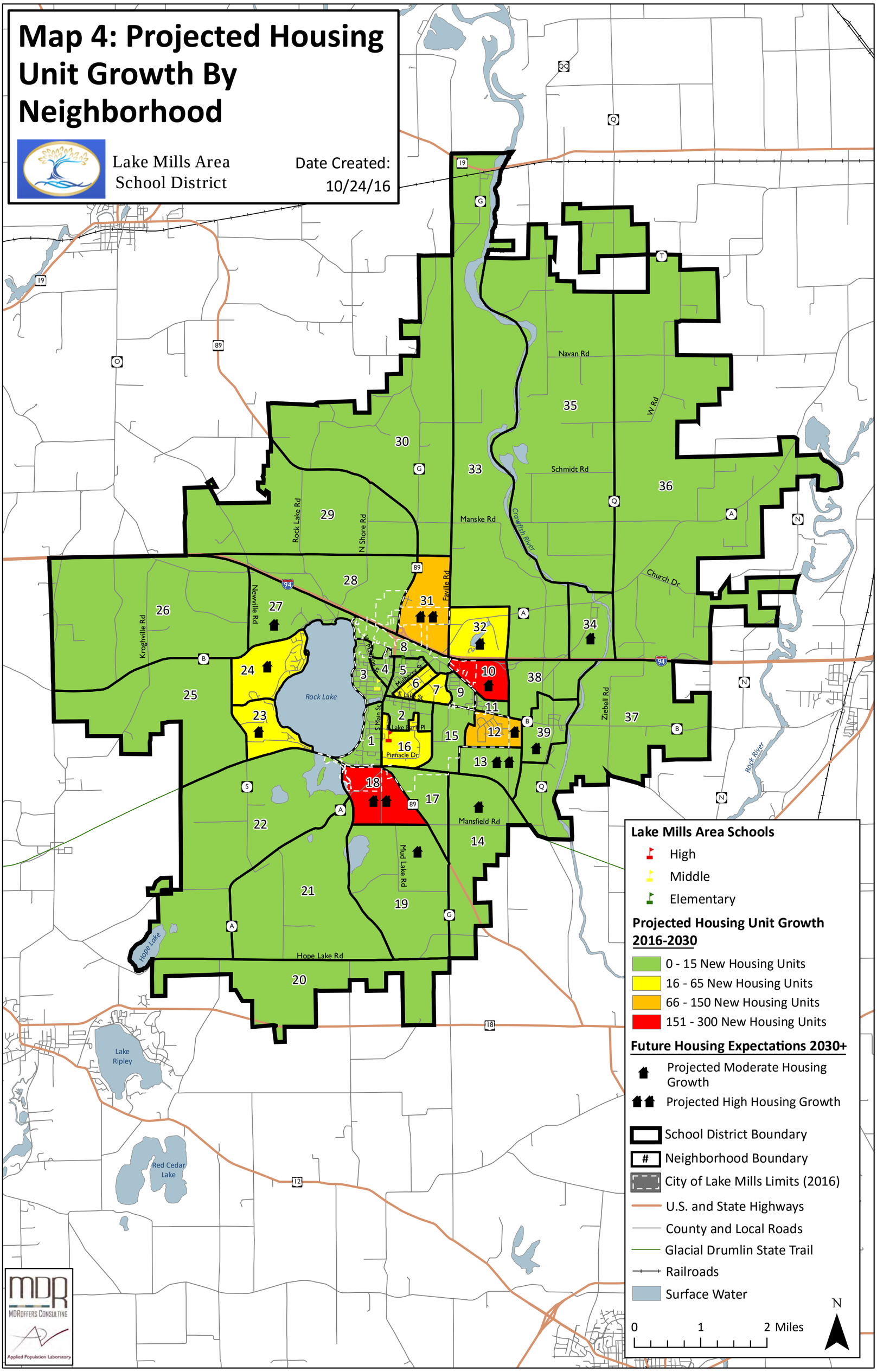
In general, the consultant expects that the LMASD area will remain an attractive location for new housing development up to and beyond 2030. Its assets include good regional position between the expanding Milwaukee and Madison areas; affordable housing options especially for those looking to own; a local employment base; and a vibrant downtown area, lakes, and other natural and recreational amenities.

Beyond 2030, the consultant projects that the south and north side neighborhoods 18 and 31 will continue to build out, driving housing development within the LMASD. Also beyond 2030, the consultant believes that neighborhood 13, south of Brookstone Meadows, will emerge as a new residential development area.

Map 4: Projected Housing Unit Growth By Neighborhood

Lake Mills Area School District

Date Created: 10/24/16



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B. K-12 STUDENT ENROLLMENT PROJECTIONS BY NEIGHBORHOOD

The consultant projected student enrollment within each of the 39 neighborhoods by multiplying projected housing units by projected student-per-housing unit ratios in the K-4 (elementary), 5-8 (middle), and 9-12 (high) grade groups. Appendix A provides the consultant's expectations for future changes in students-per-housing unit, which formed the basis for student ratio projections for each grade grouping within each neighborhood.

Between September 2016 and 2030, the consultant projects an increase in 364 students in LMASD schools. This projection assumes open-enrollment-out of LMASD schools at a similar rate as is currently occurring, but does not consider open enrollment of non-LMASD residents into LMASD schools. Were open enrollment into LMASD schools factored in, based on recent statistics, this may increase total LMASD enrollment by an additional 60 to 70 students by 2030—assuming the District had adequate building capacity to accommodate them. The consultant does not recommend factoring open-enrollment-in because the resident enrollment projections versus school capacities suggest increasingly insufficient space, and because new and expanded schools are rarely designed to accommodate significant open-enrollment-in.

This projected 364 student increase is less than the consultant's projected 943 additional housing units over the same period based on a variety of factors. These include declining student-to-housing unit ratios in most pre-existing housing, a greater expected percentage of multiple-family units (which have lower ratios than single family units), and continued expected declines in students per housing unit based on broad demographic and generational shifts. In fact, new single family housing in the LMASD area tends to generate fewer school children—generally at or less than 0.50 per unit—than in many suburban districts in the Madison and Milwaukee areas.

Map 5 indicates the consultant's projected total LMASD student enrollment change (grades K-12) between September 2016 and 2030 within each of the 39 neighborhoods. For Map 5, the consultant categorized and colored neighborhoods as being in one of three groups, described as follows:

- **Decrease/No Change (-18 students to +2 students):** These include most predominately rural/agricultural neighborhoods near the District's edge. These also include neighborhoods in the central and southern part of the City of Lake Mills,

where an aging student population with fewer replacements may suggest declining counts from neighborhoods that generate fairly significant student counts today (e.g., neighborhoods 9 and 16).

- **Modest Increase (+3 students to +30 students):** These include neighborhoods in the northern, older parts of the City of Lake Mills—close to the schools, the downtown, and the Interstate , and in some cases with significant current and projected housing turnover. Projected "Modest Increase" neighborhoods also include publicly sewered areas west of Rock Lake, in the Town of Lake Mills.

- **Significant Increase (+30 to +92 students):** These neighborhoods include new developments and new phases of existing developments at the south, north, and east edges of the City. Projected "Significant Increase" neighborhoods include 10 (Rock Creek Luxury Apartments, adjacent 34-lot single family development, future development areas to east), 12 (Brookstone Meadows, including future phases to the southeast and further development east of Harvey Road), 18 (larger scale planned neighborhood south of the Highway 89/A intersection, with interested land owners and expected sewer availability in 2018-19), and 31 (former Rocks Edge development area, projected to commence development after 2025 with a mix of single- and multiple-family residences).

Planned areas of significant increase are dependent on certain expectations becoming reality. Projected residential growth at the north and south edges of the City, in particular, is dependent both on the execution of relatively expensive public utility extensions and on residential developer interest. Utility expansion to the south appears to be more likely in the short-term, in conjunction with the Highway 89 reconstruction project from the downtown area to the south. Utility expansion to the north may be driven by non-residential development activity north of the Interstate, which may be negatively affected by high land price expectations and an uncertain "bricks and mortar" retail market. Also, while current owners of planned residential land in both locations appear to be interested sellers, neither area appears to be currently linked to a residential developer.

C. K-4, 5-8, AND 9-12 STUDENT ENROLLMENT PROJECTIONS BY NEIGHBORHOOD

Figure 8 and Maps 6 through 8 indicate projected LMASD grades K-4, 5-8, and 9-12 enrollment change between September 2016 and 2030 within each of the 39 neighborhoods.

High school enrollment increases are projected to be the greatest among the grade groups and associated schools. This is a function of the aging of the larger younger cohorts, and their younger siblings, through the age groups. They are also based on the consultant's expectation that the LMASD may lose fewer high school students to other schools in the area in the future, particularly if the LMASD is successful in upgrading high school facilities.

Figure 8 also suggests that that each of the schools in the LMASD will at its functional capacity by the year 2030, or sooner. How the District addresses these situations is beyond the scope of this report.

FIGURE 8: LMASD STUDENT ENROLLMENT PROJECTIONS

	LMASD Student Enrollment				Projected 2016-2030 Increase	Functional Capacity of School [3]
	Sept. 2016 [1]	Projected 2020 [2]	Projected 2025 [2]	Projected 2030 [2]		
Elementary School (K-4)	541	613	621	656	+115	605
Middle School (5-8)	490	540	575	581	+91	550
High School (9-12)	391	425	500	549	+158	560
TOTALS K-12	**1,422**	**1,578**	**1,695**	**1,786**	**+364**	**1,715**

Notes:

1 Sept. 2016 enrollment is actual K-12 students-in-seats in LMASD schools, including non-resident students who open enroll into LMASD schools

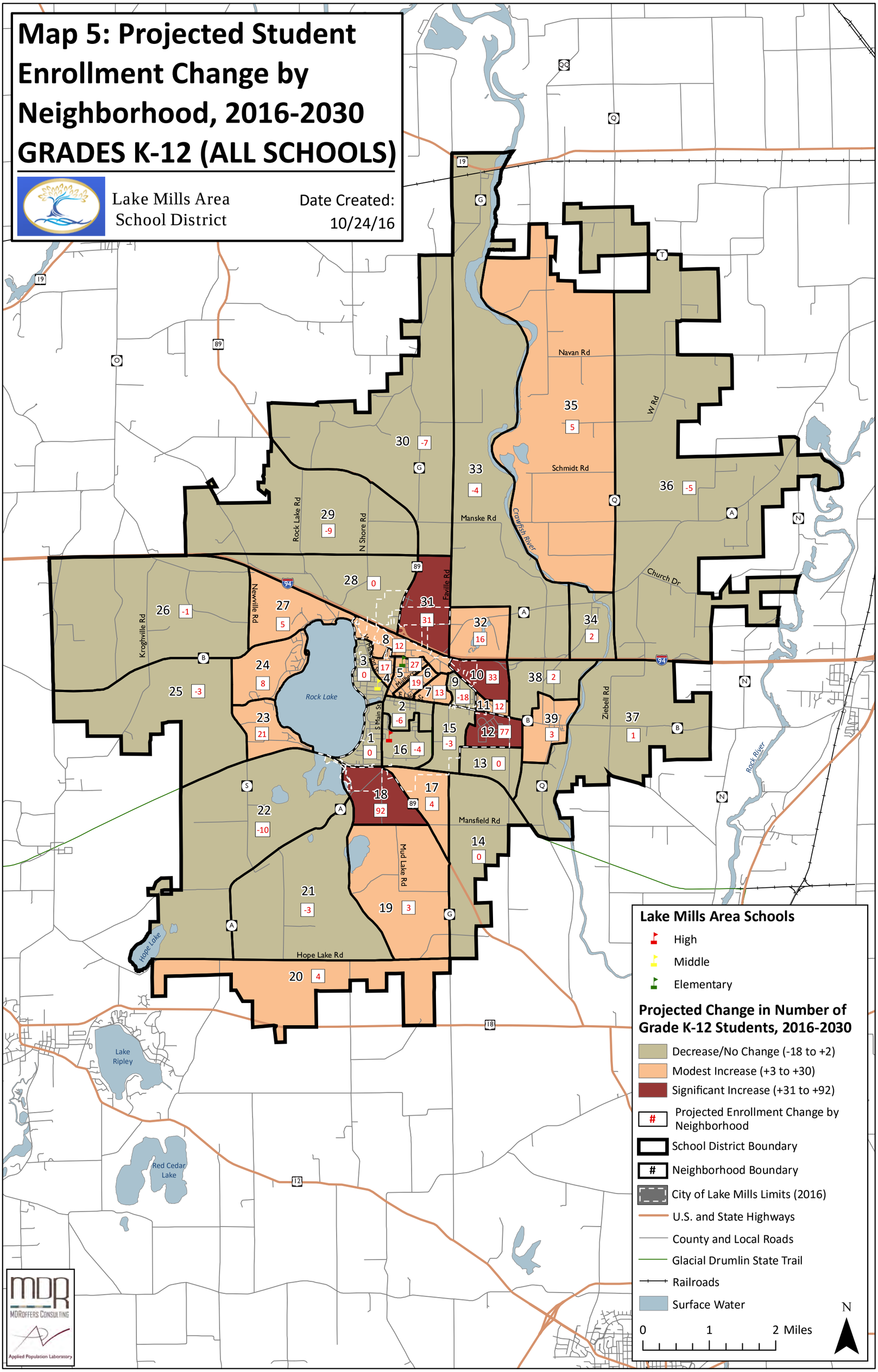
2 Projected 2020, 2025, and 2030 enrollment do not include 4K students or open enrollment of non-LMASD residents into LMASD schools; and assume constant rates of open enrollment out, private school enrollment, and home schooling. If the LMASD has capacity for open enrollment in, enrollment will be higher than the projections in this figure.

3 Functional capacity for elementary school is design capacity from Eppstein Uhen Architects (EUA), for middle school is from LMASD administrative staff, and for high school is from EUA's July 2015 analysis. High school capacity is based on the maximum number of students recommended for the classroom space that is available.

Map 5: Projected Student Enrollment Change by Neighborhood, 2016-2030 GRADES K-12 (ALL SCHOOLS)

Lake Mills Area School District

Date Created: 10/24/16



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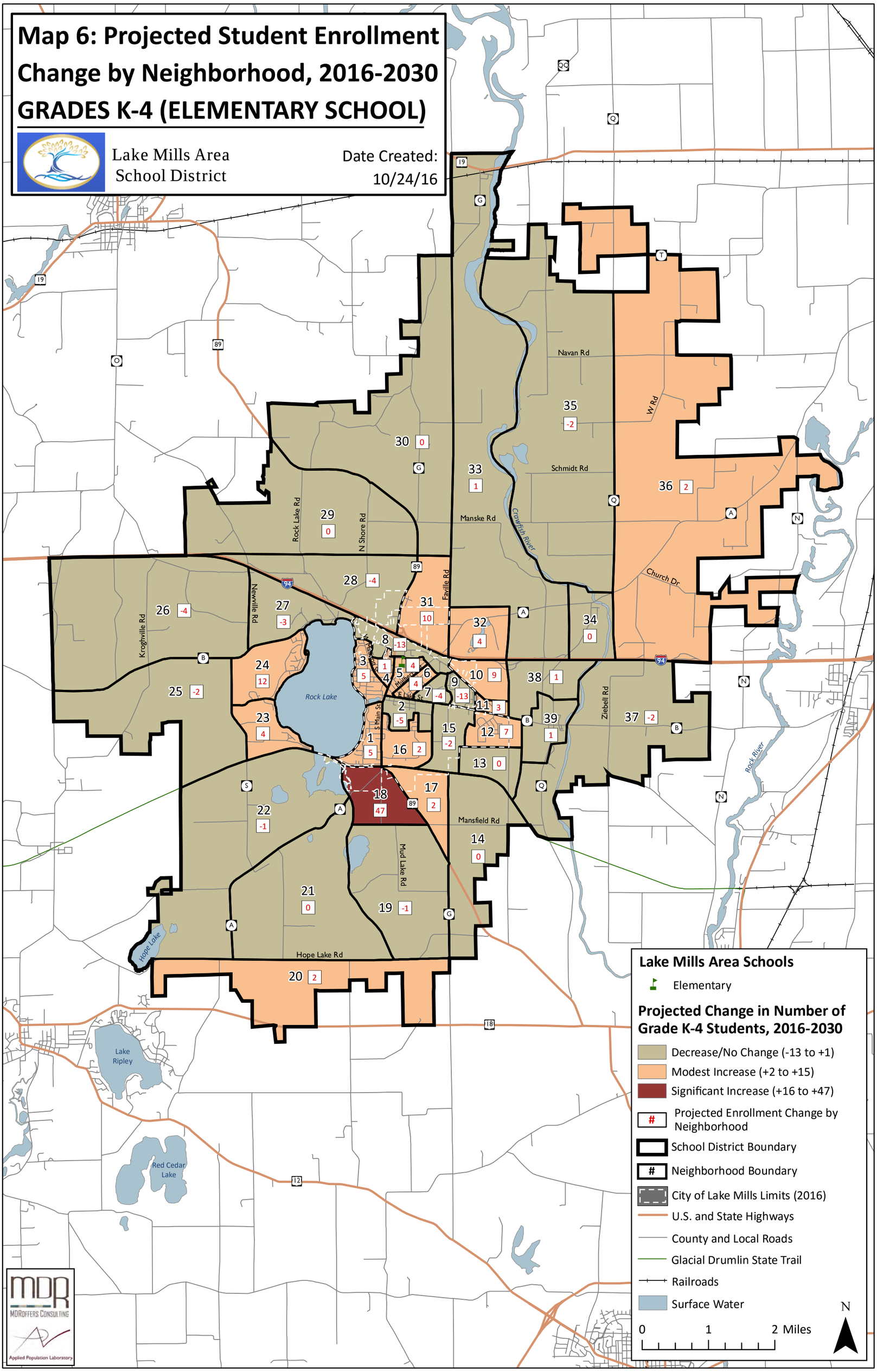
Map 6: Projected Student Enrollment Change by Neighborhood, 2016-2030
GRADES K-4 (ELEMENTARY SCHOOL)

Lake Mills Area School District

Date Created: 10/24/16



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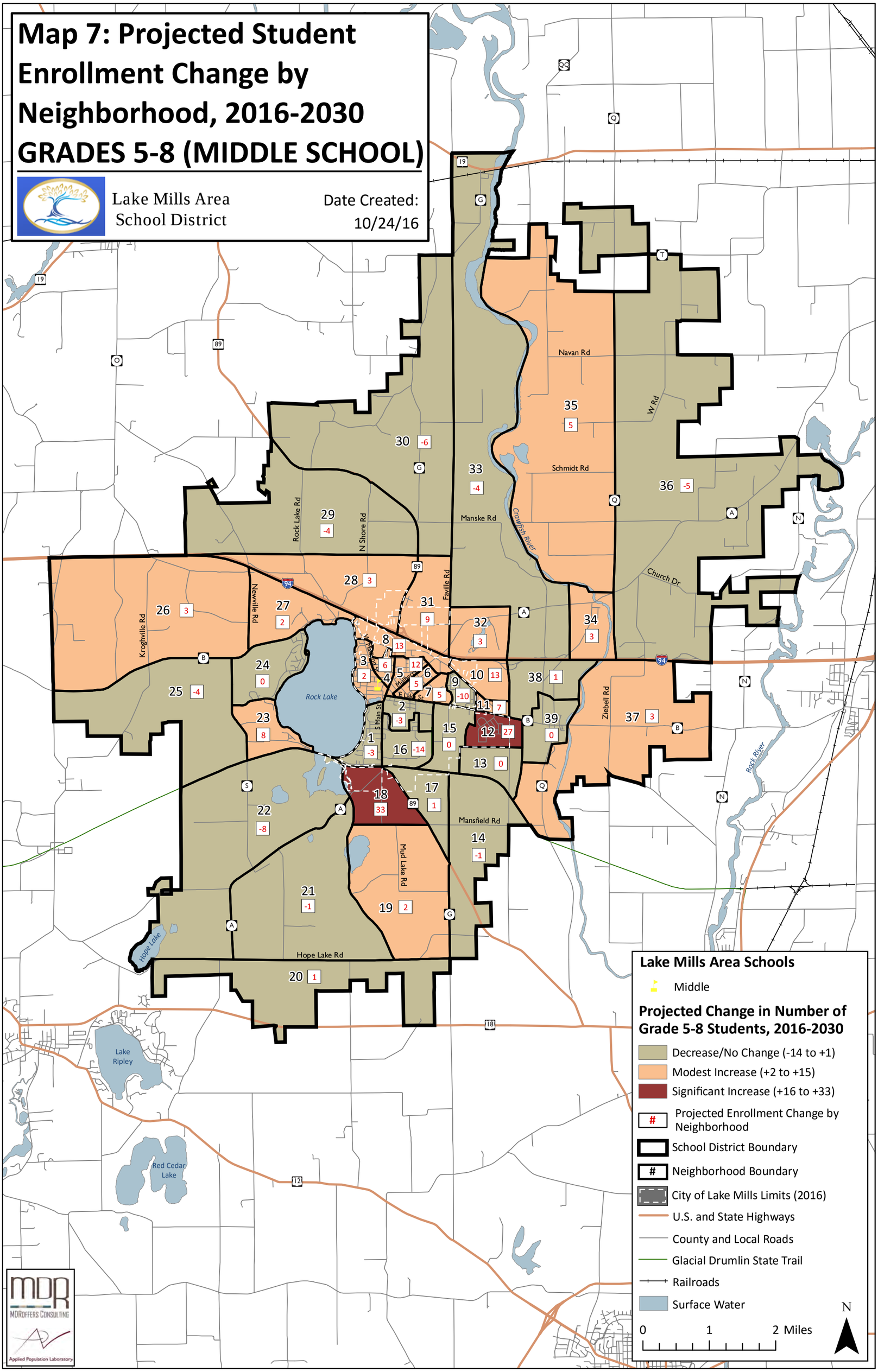
Map 7: Projected Student Enrollment Change by Neighborhood, 2016-2030 GRADES 5-8 (MIDDLE SCHOOL)

Lake Mills Area School District

Date Created: 10/24/16



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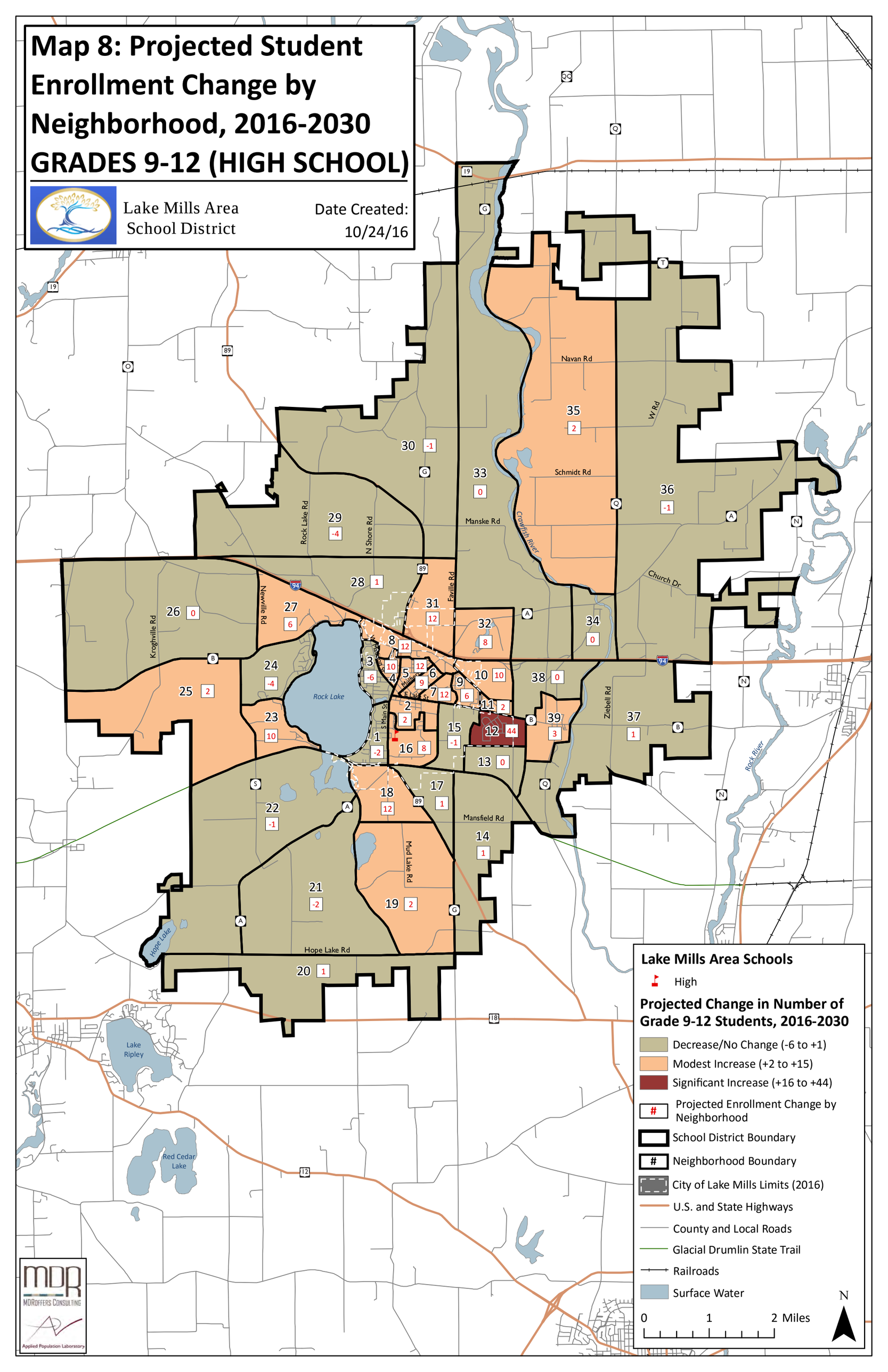
Map 8: Projected Student Enrollment Change by Neighborhood, 2016-2030 GRADES 9-12 (HIGH SCHOOL)

Lake Mills Area School District

Date Created: 10/24/16



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APPENDIX A: HOUSING UNITS PROJECTIONS BY NEIGHBORHOOD, 2016-2030

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
1	Tyranena Shores (lake houses -- mix of 2000s, 1990s, 1980s), Phillips Woods and Lake Park Place (1940s), Woodland Beach (1970s), Sandy Beach (1950s). Neighborhood is built out, but there have been an estimated four lot splits and new houses since 2010. In 2010, 34% of the housing units were seasonal. Over past 5-6 years, homes sales were moderate-high and school aged children per housing unit were stable, suggesting continued turnover.	372	373	375	377
2	Wood and Brown's Addition (1960s). Built-out neighborhood, with little to no prospects for new housing units over period. County records suggest 25 vacant lots east of the Oakland Heights subdivision (neighborhood 16), but area is planned, zoned, and used for industrial development. As of 2010, 50% of population lived in rental units (high compared to other City neighborhoods), 1.78 persons per household (low), and 16% of the household population is younger than 18 years old (low). Moderate recent home sales and increases in school-aged children over past 5-6 years suggest enrollment bubble.	184	184	184	184
3	Shore Acres (Town), Ray's Addition, Dodge Addition, Cook and Atwood Addition, House and Meyers Subdivision, Greenwood and Foote Subdivision, Tyranena Heights, and Lake Shore Drive area, all built in 1950s or earlier. Built-out neighborhood with no expectation for new housing, except perhaps for waterfront tear-downs/rebuilds. In 2010, 7% of housing units were seasonal, mostly along the lake and in Town portion of neighborhood. Over past 5-6 years, homes sales were high, and school aged children per housing unit were stable, suggesting continued neighborhood turnover and generally stable enrollment.	380	380	380	380

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
4	Brennecke & Priegnitz Addition (1960s), Neff's Addition (1980s and older), Bishop's Addition (1930s/1940s), Fargo's Addition (early 1900s), W.H. Oatway's (early 1900s). Neighborhood mostly built out, but Linden Street and large lot west of Grant Street (owned by Rock Lake Activity Center) have limited potential for additional housing. Consultant projects 5 additional units in each 5 year period after 2020. Over past 5-6 years, homes sales were moderate, and school-aged children per housing unit were stable to slightly declining. These factors, plus proximity to schools, suggest continued neighborhood turnover. In 2010, 32% of neighborhood population lived in rental units.	229	229	234	239
5	Atwood's Addition, Fargo's Addition (both pre-1960s). Large open space behind Methodist Church, between the ends of Prairie Avenue and owned by the church, could accommodate ~8 new single family homes were it ever sold (Consultant not expecting before 2030). Over past 5-6 years, homes sales were moderate-high, and school-aged children per housing unit were stable to slightly increasing especially at younger ages. These factors, plus proximity to schools, suggest continued neighborhood turnover. In 2010, 34% of neighborhood population lived in rental units.	215	215	215	215

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
6	Clark's Addition, Fargo's Addition (1960s and earlier). Duplexes, apartments, and condos north of O'Neil Street (1990s and later). 8-unit apartment building built between 2010-2015 on corner of O'Neill and Reed Street. Vacant lands include 0.7 acres of vacant space on same site, 4 unbuilt duplex lots, and 5 unbuilt single family lots. Consultant projects build-out of these by 2025. In addition, 1.66 vacant acres are zoned R2-8 (SF/2F district) may require an extension of Prairie Avenue to Owen Street, and could accommodate ~12 additional duplex or multiple family units. Consultant does not project construction of these until after 2030. In 2010, 34% of neighborhood population lived in rental units. Over past 5-6 years, homes sales were moderate, and school aged children per unit were stable-to-increasing.	305	313	322	322
7	Includes a 30-35 unit mobile home development along the Rock Creek, plus the Lakeland Mobile Home Park to the east. Newer Lakeland Trails Mobile Home Park, to east of older park, opened in late 2000s. At time of writing, 17 of its 38 lots were occupied by mobile homes; Consultant expects build out of remaining 21 lots by 2020. City plan supports multiple-family residential redevelopment southeast of Owen Street, but recent investments and property owner interest is for continued non-residential use. Therefore, additional housing beyond new mobile homes not expected until after 2030. Over past 6 years, school aged children per housing unit has increased.	138	159	159	159
8	Largely commercial, but also includes Homestead Gardens, Cherokee Path, Tyranena East, and Prairie Avenue condos. Potential for limited additional multiple family development, including on vacant land south of Tyranena Park Road zoned R3-12 (MF district). Consultant projects 4 new multiple family units in each 5-year period through 2025. Declining numbers of students per housing unit over the past 6 years.	173	177	181	181

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
9	Lakeland Heights (1980s ranches, 1990s duplexes), Arbor Creek Addition (late 1990s, early 2000s), East Mills Estates (2000s). 3 vacant lots in East Mills Estates, projected to be developed by 2020. No other housing development potential. In 2010, 32% of the population in this neighborhood was under 18 years old, but school-aged population has likely declined since then, while home sales were moderate-high. Subdivision ages suggest aging student population and declines in total enrollment through 2030.	188	191	191	191
10	Existing single family homes along CTH V. Rock Creek Luxury Apartments, 144 rental apartments mainly geared to households without kids, are scheduled to develop in phases. All phases expected to be occupied shortly after 2020. To the south, along an extension of Brewster Drive, 34 single family lots are planned. Consultant projects single family development to begin in 2018-19 timeframe, and be built out before 2025. Remainder of land east to Wollin Road (Garity/McFarlane) is planned for "long-range urban growth," presumably including future housing development, but lands include Jefferson County shooting range and some with sewer service challenges. Consultant does not project additional housing in this long-range growth area before 2030. Influx of multiple family housing with smaller units will decrease student-per-housing unit counts substantially.	13	135	191	191
11	Rolling Acres (1970s & 1980s). Built out neighborhood, except for 14-acre Wiedenfeld farm parcel east of Rolling Acres, which City and Town plan single family development. Consultant projects development to begin in 2025-2030 timeframe, perhaps yielding ~20 single family homes at build out. Consultant expects continued neighborhood turnover over next 5-10 years, then slowing.	69	69	69	79

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
12	Tamarack Gardens (55+), Pond View Apartments, Brookstone Meadows (2000s, 2010s). Brookstone Meadows has tended to attract family buyers, but ~2 vacant lots left in its developed phases. Multiple-family lot along County Highway B projected to develop by 2025. Southwest corner of American Way and Industrial Drive, south of Wallace Park, most likely to be used for recreational space. Future southeast phases of Brookstone Meadows could yield 70-75 additional single family homes on 31 remaining acres zoned R1-4 (SF), and is in existing gravity flow sewer area, but high-bedrock may result in additional development expense. Consultant projects development to begin there around 2025, at pace of 10 new homes/year. Over past 5-6 years, homes sales were moderate-high, and school aged children per housing unit were stable. In 2010, 31% of neighborhood population was <18 years old, and 43% of neighborhood population rented. Consultant expects declining enrollment at lower grades between 2020 and 2030 as neighborhood ages.	394	396	458	498
13	Vacant lands planned by City for "planned neighborhood" development, including single and multiple family components. Roughly northern 1/2 of neighborhood in existing gravity flow service area, but there may be soil limitations in northeast and southwest parts. No current development interest. Consultant projects development to begin after 2030, as Brookstone Meadows future phases fill.	6	6	6	6
14	Rural area today. City's Comprehensive Plan currently identifies northern parts of this neighborhood for future industrial development, but environmental corridor and other more marketable industrial areas elsewhere may suggest future change to City plan for residential use. Most of the area is not in an existing or currently planned gravity flow service area. Consultant projects development after 2030.	22	22	23	24

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
15	Lake Mills Business Park, plus existing homes along Highway B. Other than existing home sites, no lands planned or zoned for housing.	8	8	8	8
16	Oakland Heights (1980s), The Ridge Golf Course Community (2000s, 2010s). Golf Course Community has ~18 unoccupied single family lots and ~3 vacant duplex lots (6 units), all projected to be built upon before 2020. Neighborhood tends to attract move-up market with fewer/older kids than places like Brookstone Meadows. Other open land in neighborhood is parks/open space, and the Golf Course is not expected to yield additional housing over the projection period. Over past 5-6 years, homes sales were moderate, and school aged children per housing unit appeared to declined somewhat.	266	290	290	290
17	Largely rural area today. City's Comprehensive Plan currently identifies western parts of this neighborhood for future industrial development, but area might be more appropriate for light industrial use given current/proposed transportation access and lower suitability of other areas for industrial use (e.g., neighborhood 14). Neighborhood 17 is in a planned gravity flow sewer service area, with service available as soon as 2018 in conjunction with the Highway 89 reconstruction project. Given changing dynamics of area, Consultant does not project residential development here, but District should stay attuned to any City Comprehensive Plan update that may consider planned land use changes.	6	6	6	6

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
18	Includes Topel Campground near Marsh Lake, which results in 95% of all current housing units being seasonal (and generating no school children). City's Comprehensive Plan identifies remainder of area for future "planned neighborhood" development. Within such planned areas, the City's plan advises that single family homes comprise 60-70% of all housing units, two family units comprise 5-15%, and multiple family residential units comprise 20-30%. Neighborhood 18 has few environmental limitations, is in the City's planned gravity flow sewer service area with sewer service available as soon as 2018 in conjunction with the Highway 89 reconstruction project, and has property owners controlling ~275 acres that are interested in residential development. Consultant projects commencement of residential development in 2019 per the City's housing mix, with ~60 single family units and ~40 duplex and multiple family units in first 5-year period, accelerating after 2025 as neighborhood gets established. Area could reflect Brookstone Meadows-area housing mix and demographics. Continued residential development after 2030 is anticipated. Neighborhood could accommodate 800+ new housing units at full build-out, which may take several decades.	148	198	308	448
19	Includes Sand Hills Station State Campground, and other areas to east with significant environmental constraints adjacent to Rock Creek. Town and County plans identify neighborhood for agricultural preservation, as it has prime agricultural soils and large farm tracts. City's plan identifies eastern area for long-term urban development. There is one apparent platted but unbuilt lot in the area. Consultant projects 2 new homes per 5-year period through 2030.	41	43	45	47
20	Town and County plans designate area for agricultural preservation. No apparent platted but unbuilt lots. Consultant projects 1 new home per 5-year period.	28	29	30	31

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
21	Town and County plans designate area for agricultural preservation. Three apparent platted but unbuilt lots. Consultant projects 2 new homes per 5-year period.	33	34	36	38
22	Includes Lake Mills Wildlife Area and Bean Lake State Natural Area. Town and County plans designate area for agricultural preservation. Three apparent platted but unbuilt lots. Consultant projects 2 new homes per 5-year period.	48	49	51	53
23	Korth Highlands (1990s, 2000s), Miljala Shores (1980s). Korth Highlands has 10 platted, unbuilt lots left. Neighborhood also includes Korth Park and other lands with environmental constraints. Somewhat confusing array of local and County plans affect this neighborhood. Town plan suggests ~25 undeveloped acres south of Shorewood Hills Road for future single family residential development. City plan suggests additional longer-term growth potential west to Highway S. County plan suggests that most of undeveloped parts of neighborhood likely to stay undeveloped for 10+ years. City-Town intergovernmental agreement places entire neighborhood in a town growth area for future sewered development. In 2010, 33% of housing in this neighborhood was seasonal. Consultant projects 8 new homes per each 5-year period. Over past 5-6 years, homes sales were moderate, and school aged children per housing unit appeared stable to slightly declining. Age of housing may suggest slight increase in students-per-housing unit through 2030.	75	82	90	98

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
24	Shorewood Meadows (1980s), Ferry's Wood (mix -- 80s through 00s), Miljala Shores (1980s), Shorewood Hills (1990s through present). There are ~15 unbuilt lots with access to road and sewer in neighborhood 24. Final phase of Shorewood Hills (Phase III) will include 33 additional lots, projected to available for sale in 2017. Consultant projects build-out of these remaining 48 homes before 2025, given lack of inventory elsewhere. City and Town plans and agreement support additional sewered single-family residential development, generally west of existing developed areas, and there may be some development interest. However, much of this area has significant environmental constraints, challenges with sewer extension, and greater distance from the lake, so consultant does not project further development until after 2030. Further, there is likely to be other competition elsewhere in LMASD for new lots after 2020. Over past 5-6 years, homes sales were moderate-high, and school-aged children per housing unit appeared stable to slightly declining. In 2010, 9% of this neighborhood was seasonal; all seasonal homes are along the lake. Housing age may suggest some turnover in near future.	276	296	321	323
25	Town and County plans designate area for agricultural preservation. No apparent platted but unbuilt lots. Consultant projects 1 new home per 5-year period.	29	29	30	31
26	Town and County plans designate area for agricultural preservation. One apparent platted but unbuilt lot. Consultant projects 1 new home per 5-year period. Stable school-aged population over past 6 years.	63	64	65	66

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
27	Rock Lake Estates Condominiums, Rock Lake Vista Condominiums, and some existing single family housing along Highway B and in Park Lane Ridge. 7 platted but unbuilt lots. City, and Town plans (but not County's) and agreements suggest potential for some additional, sewered development along north side of Highway B, north of Shorewood Meadows. However, much of the area that the Town has planned for residential use is also environmental corridor. Consultant projects 3 new homes in each 5 year period in this neighborhood. Over past 5-6 years, homes sales were moderate. School aged children per housing unit is low, based on condo development.	93	96	99	102
28	Includes a small existing and planned commercial area north of the Interstate, a DNR Wildlife Area, and roadside housing leading south to Rock Lake. 2 platted but unbuilt lots. Town Plan shows ~150 acres west of DNR wildlife area for future unsewered residential development (1+ acre lots), but much of this area is in environmental corridor and is not identified as a town growth area in the Town-City intergovernmental agreement. Consultant projects limited residential development in neighborhood through 2030 at least.	26	28	30	32
29	Town and County plans designate area for agricultural preservation, and much of it is also environmental corridor. Three apparent platted but unbuilt lots. Consultant projects 1 new home per 5-year period.	12	13	14	15
30	Includes Audubon Faville Grove Prairie Sanctuary. Town and County plans designate area for agricultural preservation, and much of it is also environmental corridor. Two apparent platted but unbuilt lots. Consultant projects 1 new home per 5-year period.	77	78	79	80

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
31	North Lake Mills (1970s), Country Acres Mobile Home Park (1980s). Remainder of neighborhood east and southeast of North Lake Mills subdivision is identified for future residential development in City's plan, with planned commercial uses closer to Interstate and Highway 89. Except for lands due east of North Lake Mills subdivision, these lands are also in City's future sewer service area. City sewer and water services would need to be extended from their current termini south of the Interstate to this area. This is a considerable expense that may require an incentive, possibly via a future tax incremental district associated with adjacent future commercial development. So far, the price of the land planned for commercial use has been prohibitively high, and nationally market for retail space is declining. Within the current City limits, the proposed Rocks Edge plat was preliminary platted and engineered in mid-2000s, but not recorded or built due to utility costs and recession. Rock's Edge had ~15 acres intended for multiple family residential development and ~140 single family residential lots, but there is no known developer in the picture at present. Consultant projects commencement of development after 2025, with slow start due other projected developments elsewhere to "pioneer" setting of this neighborhood area. Relatively high and increasing numbers of school children per housing unit in neighborhood.	74	74	75	150

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
32	Existing rural homesites along Highway A. City's Comprehensive Plan and County/town plan identifies neighborhood as within "Long Range Urban Service Area" and roughly 1/2 closest to Highway A for development in the next 10+ years. No immediate development interest, but southwestern part of land is in future City sewer service area, in the place where extension of sewer across Interstate would occur. This sewer is getting closer with development of the Rock Creek Luxury Apartments to south. Consultant projects commencement of development in Neighborhood 32 after 2025, roughly in conjunction with "Rock's Edge" development to northwest (where sewer will head). Large areas of environmental corridor around mill pond, existing rural homes, and limits of future sewer service area may impede City expansion east of mill pond.	21	21	21	51
33	Area planned for farmland preservation, with vast areas in environmental corridor associated with River. Includes Audubon Faville Grove Prairie Sanctuary. Three apparent platted but unbuilt lots. Consultant projects 1 new home in each 5-year period.	91	92	93	94
34	Includes existing development, including 4 platted but unbuilt lots. County/Town Plan suggests potential for westerly expansion in next 10+ years, and perhaps more development area beyond then. But no utilities, plus environmental constraints, will limit amount and pace of future development. Consultant projects 3 new single family homes in each 5-year period.	59	61	64	67
35	Neighborhood planned for farmland preservation, with areas in environmental corridor associated with River and tributaries. 14 apparent platted but unbuilt lots. Consultant projects 4 new single family homes in each 5-year period.	69	73	77	80

Neighborhood (as depicted on Map 2)	Residential Change and Student Ratio Expectations	Total Housing Unit Estimates/Projections			
		Sept. 2016	2020	2025	2030
36	Large area planned for farmland preservation, with significant prime ag soils. 6 apparent platted but unbuilt lots. Consultant projects 3 new single family homes in each 5-year period. Moderate recent home sales reflective of large land area.	135	137	140	142
37	Includes Aztalan State Park. Large area planned for farmland preservation, with significant prime ag soils. Consultant projects 1 new single family home in each 5-year period.	48	49	50	51
38	Small area, planned for farmland preservation, and including Aztalan Club Race Track.	8	8	9	9
39	Aztalan Comprehensive Plan includes a neighborhood plan that suggests potential for 20+ new home sites, plus possible future expansion beyond that. County plan endorses this town plan. No current development activity or interest. Like Milford hamlet, consultant projects 3 new single family homes in each 5-year period.	28	29	32	35
	Totals	**4,450**	**4,736**	**5,051**	**5,393**

APPENDIX B: LMASD K-12 ENROLLMENT BY GRADE GROUPING, SEPT. 2016 TO 2030

Neighborhoods	Total Grades K-12				Grades K-4				Grades 5-8				Grades 9-12			
	Sept. 2016	2020	2025	2030	Sept. 2016	2020	2025	2030	Sept. 2016	2020	2025	2030	Sept. 2016	2020	2025	2030
1	57	56	56	57	14	19	19	19	22	19	23	19	21	19	15	19
2	59	63	57	53	23	24	20	18	20	18	20	17	16	20	17	18
3	125	122	122	125	41	49	46	46	40	38	42	42	44	34	34	38
4	71	76	89	88	32	34	35	33	20	25	28	26	19	16	26	29
5	89	101	112	116	39	47	43	43	25	32	39	37	25	22	30	37
6	81	88	97	100	31	34	39	35	30	28	32	35	20	25	26	29
7	82	100	102	95	39	40	37	35	25	37	33	30	18	24	32	30
8	48	64	72	60	33	30	25	20	9	27	24	22	6	7	24	18
9	104	111	101	86	44	40	34	31	37	38	32	27	23	32	34	29
10	5	24	42	38	4	11	15	13	0	11	13	13	1	3	13	11
11	22	22	28	34	10	12	10	13	3	8	10	10	9	2	7	11
12	172	190	224	249	78	67	73	85	58	71	82	85	36	51	69	80
13	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
14	9	9	9	9	3	3	3	3	4	3	3	3	2	3	3	3
15	13	12	11	10	6	4	4	4	3	5	3	3	4	3	4	3
16	82	90	84	78	27	29	32	29	37	26	29	23	18	35	23	26
17	0	3	4	4	0	2	2	2	0	1	1	1	0	0	1	1
18	11	13	42	103	2	6	20	49	3	4	15	36	6	3	6	18
19	13	15	17	16	7	6	6	6	3	6	5	5	3	3	5	5
20	0	8	4	4	0	1	2	2	0	6	1	1	0	1	1	1

Neighborhoods	Total Grades K-12				Grades K-4				Grades 5-8				Grades 9-12			
	Sept. 2016	2020	2025	2030	Sept. 2016	2020	2025	2030	Sept. 2016	2020	2025	2030	Sept. 2016	2020	2025	2030
21	9	6	6	6	2	2	2	2	3	2	2	2	4	3	2	2
22	20	17	10	10	4	4	3	3	11	4	4	3	5	9	4	4
23	12	23	32	33	9	12	14	13	2	8	11	10	1	2	8	11
24	105	101	112	113	30	36	45	42	39	30	39	39	36	36	29	32
25	14	15	13	11	6	4	4	4	7	5	4	3	1	6	5	3
26	24	24	27	23	13	10	9	9	4	11	8	7	7	3	10	7
27	15	21	23	20	10	9	8	7	4	9	7	6	1	3	8	7
28	13	14	16	13	9	6	5	5	1	7	5	4	3	1	7	4
29	14	9	6	5	2	2	2	2	6	2	2	2	6	5	2	2
30	25	24	19	18	6	8	6	6	12	5	7	6	7	11	5	6
31	44	41	41	75	17	15	15	27	15	14	13	24	12	13	13	24
32	17	18	16	33	7	6	5	11	7	6	5	10	3	6	5	11
33	21	21	17	17	6	7	7	7	10	6	6	6	5	8	5	5
34	20	19	22	22	9	8	8	9	4	7	7	7	7	4	7	7
35	13	15	19	18	8	7	6	6	1	7	6	6	4	1	7	6
36	26	25	22	21	7	8	8	9	12	7	7	7	7	10	7	6
37	19	20	22	20	10	9	8	8	3	8	7	6	6	2	8	7
38	0	1	1	2	0	1	1	1	0	0	1	1	0	0	0	0
39	9	11	11	12	4	4	4	5	4	3	4	4	1	3	4	4
Total	**1,454**	**1,578**	**1,695**	**1,786**	**588**	**613**	**621**	**656**	**480**	**540**	**575**	**581**	**386**	**425**	**500**	**549**