

## DRAFT MEMORANDUM

DATE: April 8, 2014

TO: Common Council Organizational Committee  
Demographic Change Work Group  
Michael P. May, City Attorney

FROM: Heather Allen, Common Council Legislative Analyst

RE: **PROPOSED AMENDMENTS TO THE INTERIM REPORT:  
"DEMOGRAPHIC CHANGE AND THE CITY OF MADISON: FINDINGS OF THE COMMON  
COUNCIL LEGISLATIVE AGENDA WORK GROUP ON DEMOGRAPHIC CHANGE AND  
RECOMMENDATIONS FOR ACTION"**

### I. INTRODUCTION

In February 2013, the Common Council adopted a Legislative Agenda to develop and implement policies focused on the effects of shifting demographics in the city of Madison. Over the course of 2013, the Demographic Change Work Group met with experts, conducted research, held dialogue, and produced its interim report; *Demographic Change and the City of Madison: Findings of the Common Council Legislative Agenda Work Group on Demographic Change and Recommendations for Action* (hereafter referred to as the Report). The Report was introduced to the Common Council in January of 2014 and referred to twelve boards, commissions and committees for review. This memorandum summarizes the feedback and recommendations from those boards, commissions and committees.

### II. COMMUNITY DEVELOPMENT BLOCK GRANT COMMITTEE February 6, 2014

The Community Development Block Grant Committee (CDBG) discussed the Report at its regularly scheduled meeting on February 6, 2014. A motion was made to accept the report with a recommendation to revise it with the following amendments:

1. Make racial inequity a focus of the Report and make it more explicit throughout the document.
2. Amend the executive summary to strongly acknowledge that the growing population of people of color will be a driving demographic change for the next several decades. The executive summary should make clear that the Council is committed to making policies that address this reality. When we acknowledge a growing population of people of color we assume this means changing our cultural landscape. Communicating effectively across cultures is a skill we are all going to need to learn as our population continues to change and acclimation to the existing white majority culture is no longer assumed.
3. Revise Recommendation #3: Build Career Pathways for Young Madisonians to be more clearly directed towards youth of color and low-income youth. For example, include information on the success of similar programs tailored to specific racial and ethnic minority groups.
4. Incorporate financial coaching and technological exposure and guidance into Recommendation #3: Build Career Pathways for Young Madisonians.

The CDBG Committee provided other additional comments. The Committee noted the Report's mentor-based approach to internships and the way in which it could complement the Madison Metropolitan School District's personalized pathways program. Another committee member offered a suggestion for a regular email job listing for all City of Madison interns, which would help keep former interns apprised of opportunities in the City of Madison. The Committee raised the concern that Recommendation #2: Livability Assessment could be construed as yet another study, rather than an action to address demographic change. Finally, it was noted that the issues raised in the Report would benefit from intergovernmental support.

### **III. AFFIRMATIVE ACTION COMMITTEE February 11, 2014**

The Affirmative Action Committee discussed the Report at its meeting on February 11, 2014. The Committee chose to refer the Report to its March meeting at which time it would provide possible amendments to the report.

The Committee provided initial comments and feedback on the Report. The Committee and staff noted work is needed to ensure successful implementation. The Council could consider a regular audit and report on implementation of the recommendations. Another commenter noted that census data undercounts minority populations and perhaps other measures of poverty would be a more accurate. Outreach and connection with various communities was also highlighted as an area of concern. How will staff ensure that people from diverse backgrounds be heard and have authentic communication?

Building on the input of the CDBG, the Affirmative Action Committee agreed that financial coaching should be a part of the internship programs and key community partners such as Dane County Credit Union may be able to provide such a service.

There was recognition of the importance of the role of apprenticeships and it was noted that perhaps the Affirmative Action Committee would like to connect with the economic development team, which is building on the Big Steps apprenticeship model as part of the Madison Employment Plan.

Finally, members of the Committee asked whether the Report is getting at the root of the problems facing Madison youth. Should Madison instead be looking more at how to serve younger people both through improved early childhood services or supporting parents? Finally, housing was raised as a priority for future investigation.

### **IV. EDUCATION COMMITTEE February 12, 2014**

On February 12, 2014, the Education Committee reviewed the Report. Alders Matt Phair and Pro Tem Scott Resnick presented the Report to the Committee. The Education Committee voted to accept the Report and return to lead.

**V. TRANSIT AND PARKING COMMISSION**  
**February 12, 2014**

Heather Allen presented the Report to the Transit and Parking Commission on Wednesday, February 12, 2014. The Commission voted to accept the Report and provide the comments shared at the meeting to the lead, the Common Council Organizational Committee. The Transit and Parking Commission focused on Recommendation #1: Transit Oriented Housing for Seniors, a summary of the major points follows. Detailed minutes are attached as Appendix A of this memorandum.

**Recommendation #1: Transit Oriented Housing for Seniors**

Senior housing projects are regularly located far from transit in outlying areas. The Plan Commission should hear why transit-oriented development is important for seniors. Seniors in all income brackets have special needs, as a result, there is a demand for transit-oriented affordable housing. Unfortunately, most developments to date for senior complexes have been located on the edge of the City. These developments were partially a result of zoning provisions, and cheap outlying land. Oftentimes after the development was underway, the project developers approached the Commission seeking Paratransit services. What the developers and the residents did not anticipate was the expense of providing paratransit. Until the financial resources were available to build out the transit system, the building of multi-family, senior-oriented housing should not be permitted in areas that we could not serve with transit. Rather than building transit-oriented senior housing – could we promote a pro-active policy shift that would prohibit the creation of new isolated senior housing projects disconnected from transit?

- The City should identify naturally occurring retirement communities – places where concentrations of seniors are living today, outside of senior living facilities. This effort could help to determine which types of services (i.e., transit and paratransit) are needed and how zoning and demographic factors such as poverty contribute to the isolation of seniors.
- Paratransit service routes run on side streets with small buses to help seniors get around. Perhaps, there is an opportunity to do service routes once again through a public private partnership. Paratransit services today are tied to regular transit and, as a result, seniors living in senior living facilities without transit access lack access to paratransit services as well, compounding isolation.
- A review of bus stop spacing will come to the Transit and Parking Commission in the near future. As the Commission considers eliminating stops to increase efficiencies in the system, it should be mindful of how reduction of stops will impact seniors.
- Regarding seniors and income and affordable housing, what we were seeing and what we could expect to see more intensely was a class split. For some people, adverse incidents or health problems would throw them from one group into the other.
- The geographical pockets with higher than average barriers to opportunity<sup>1</sup> throughout the city were not surprising for some Commission members. These are areas where high concentrations of assisted housing units are located.
- Zoning may have contributed to the concentration of barriers to opportunity. Now that the zoning was there, they were not likely to get rid of it. The City should consider how zoning could enable seniors to stay in their communities and reduce isolation and segregation.

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<sup>1</sup> Steve Steinhoff. Dane County Fair Housing Equity Assessment: A Work In Progress. Capital Areas Regional Planning Commission. Capital Region Sustainable Communities Grant. January 9, 2014  
<http://www.capitalregionscrpg.org/Partnership.html>

## **Recommendation #2: Conduct Livability Assessments**

- Recommendation #2 the Livability Assessment could be conducted using census blocks or other common measure. It should not be organized by Aldermanic District because it is not a unit of measure comparable to other data sets.

## **Recommendation #3: Build Career Opportunities for Disconnected Youth**

- The number of staff available now and in the coming years for home care services and other employment in the senior service sector is woefully inadequate. Perhaps, internship programs and apprenticeships should be targeted toward building this workforce. Demand for the home care services could drive up wages, making those careers more desirable.
- The Commission strongly endorsed Recommendation #3.
- Perhaps, we should have youth fare reductions for buses to increase access to opportunities for youth to complement Recommendation #3.
- Mentoring should become a more prominent focus of the report.

## **Daycare and Early Childhood Education**

- The focus on attracting young families should remain a priority. One tool to support young families is to promote more daycare options, downtown especially. Daycare downtown is next to impossible to get. People get on waiting lists before they become pregnant. One Commission member's 18-month old son was on a waiting list with 69 children. This is not solely a low-income issue.: If we want to attract and keep young families, we need quality daycare and early childhood education.
- Early Childhood Education is an evidence-based tool to improve the well-being of disadvantaged children. Early Childhood Education should be a focus in the future.

## **VI. COMMUNITY DEVELOPMENT AUTHORITY February 13, 2014**

The Community Development Authority (CDA) considered the Report at its meeting on Thursday, February 13, 2014. The Authority voted to accept the Report and provide the comments shared at the meeting to the Common Council Organizational Committee.

The CDA comments noted that community engagement and authentic dialogue with members of the communities discussed in the Report will be critical. The group should build connection through community engagement at the individual level. The CDA noted that outreach and inclusivity will be vital to ensure that the recommendations reflect the priorities of the various demographic groups. Staff present at the meeting noted that the Neighborhood Resource Teams are soliciting input from each neighborhood and that the Equity Team is beginning its outreach and engagement process as well. The Equity Team is also considering how to tackle embedded and institutionalized racism built in City processes.

Other commenters noted that while many of the demographic groups discussed in the Report live in CDA housing, the CDA has not often focused on the growing number of seniors and those under the age of 65, who will soon add to the cohort. The CDA members also noted that given the direct interactions that occur between CDA and these populations, perhaps the CDA could incorporate some of the ideas of

the report into ongoing work. For example, perhaps work projects could include mentor-based internships or require hiring of CDA residents. Another member recognized the work already being done by local non-profits and the need for increased funding for that work.

Finally, the role of attracting and retaining small businesses was raised as a priority to promote economic development and jobs.

## **VII. COMMITTEE ON AGING**

### **February 26, 2014**

The Committee on Aging discussed the Report at its meeting on Wednesday, February 26, 2014. The Committee voted to accept the Report and provide the comments shared at the meeting to the lead, the Common Council Organizational Committee. The analysis of demographic change is helpful for the ongoing work of the Committee on Aging. Committee members mentioned that Recommendation #1 recognizes the emerging challenge of affordable housing for seniors – this has also been identified as a major unmet need by Jennifer Fisher, Manager of the Area Disability Resource Center and by the Area Agency on Aging.

Members of the Committee highlighted Milwaukee’s public housing for seniors which links services and housing as a possible model for Recommendation #1. Concepts that could use deeper investigation include aging in place models and support networks such as the Colonial Club and the SAIL program. Universal design, no-step entry and Accessory Dwelling Units are building strategies that can support aging citizens. Finally, safety issues should be paramount in planning for Recommendation #1.

An area of inquiry of the Demographic Change Work Group that is not addressed in the interim Report is the issue of attracting young families. The Glendale Neighborhood Association is considering working with realtors and local residents to market affordable homes in the neighborhood to young families. Such action will also help increase age diversity in the neighborhood. This could be a model for future inquiry of the Demographic Change Work Group.

The Committee on Aging noted the following specific comments:

- The language in the Draft Resolution (APPENDIX B) is not as strong as the wording earlier in the report for Recommendation #1. Amend language in the resolution to match the original recommendation, “Increase affordable multi-family housing options for seniors with an emphasis on pedestrian and transit access.”
- The Committee on Aging should be added as a Lead Committee for each action step for Recommendation #1. In addition, there should be an emphasis on the senior perspective throughout planning and implementation.
- The planning for homeless, veterans and aging people of color should be an area of further focus. In particular, we need a better grasp of aging minority needs and a focus on non-white issues.
- Senior roommates and the ‘Golden Girls’ phenomenon should be addressed. Recommendation #1 could include a senior roommate matching program.
- Recommendation #1 focuses too much on housing and not enough on transit. For example, how would the proposed housing meet continuous independent service needs? Are bike share and car sharing options possible?

- Recommendation #1 needs to be tailored to provide a suite of services and accommodations on-site for seniors including but not limited to:
  - Senior centers and neighborhood centers
  - Mental health care
  - A holistic community
  - A safe environment

**VIII. HOUSING STRATEGY**  
**February 27, 2014**

The Housing Strategy Committee considered the Report at its meeting on February 27, 2014. Members of the Committee voted to approve the Report. The Committee noted that the issue of disconnected youth (young people ages 16-24 who are not in school nor employed) is a significant challenge for the community. The Committee also recognized that Recommendation #1 to promote transit-oriented senior housing could help inform the work of the Housing Strategy Committee. The Housing Strategy Committee may focus its research on senior housing sooner rather than later.

**IX. EQUAL OPPORTUNITIES COMMISSION**  
**March 17, 2014**

Heather Allen presented the Report to the Equal Opportunities Commission on March 13, 2014. The Commission voted to accept the Report and provide the comments shared at the meeting to the lead, the Common Council Organizational Committee.

The feedback included the following points:

- A key concern for disconnected young people, the target of Recommendation #3, is childcare and transportation. As part of this effort, the City of Madison should provide easily accessible childcare resources, perhaps even located in the City building to facilitate participation in this program by the target population.
- The internship programs could partner with specialty courts implementing alternatives to incarceration – and offer new opportunities to young people referred to these courts.
- Some members of the Equal Opportunities Commission felt that the report should not focus on seniors who are less vulnerable than the more marginalized populations, such as African Americans.
- There is significant disparity of political power between seniors and disconnected youth. As we move forward on this Report and other decisions in the City of Madison, we should remember that these groups do not have the same levels of influence.
- Local seniors are a tremendous resource and could perhaps become partners in addressing issues facing young people of color in the City of Madison. The Report addresses the value of senior volunteerism. The Report notes that the Demographic Change Work Group considered an effort to support senior volunteers more robustly. That recommendation should be enacted especially through partnerships with the School District and other youth programs, as well as increased resources for volunteers.
- Investments in jobs and education for young people will benefit the community both by improving the standard of living of those individuals and their families, and by freeing up valuable resources that support other community services and groups.

- The Report should address K-5 young people, particularly those with special needs, with regard to how we should offer more support for this segment of the young population because it is growing and the sooner it is addressed, the better.
- With respect to education, it appears that the two most recent reports on race can be linked directly to our educational system. We have been struggling with this achievement gap for over 20 years and virtually nothing has been done to close the inequity. The City needs to conduct a review of all current resources devoted to this effort and a report on all programs that have been and are successful and all programs that have failed to meet their objectives. We must begin to model best practices and reallocate our limited resources to new and proven innovative programs that will address this ongoing problem. Staff noted that a similar initiative is underway as part of the Madison Out of School Time (MOST) efforts.

Overall, the Equal Opportunities Commission is concerned about factors that contribute to the segregation and balkanization of the City of Madison, factors related to the “tale of two cities” conundrum that is often cited by advocates and residents of low income and minority communities. We appreciate that the Report includes charts and analyses that take into account the multiple racial, demographic and economic factors that lead us in the direction of two Madisons: one Madison with an award-winning high quality of life and another with extreme institutional discrimination-based disparities and economic challenge.

One of the basic realities represented by our balkanization as a city is the fact that people from one part of Madison may not be likely to get to know other parts of Madison. So we encourage further efforts to identify why this type of segregation is occurring, and to identify programs and initiatives that make it more likely that people from more affluent neighborhoods spend time with their neighbors, learning of the richness of the cultural diversity and community-building spirit that they, in fact, share with Madisonians in places like the north and south side. By way of example, one resource that Madison has is a diversity of cultural festivals, but the people who attend these festivals don't always experience events beyond their own cultural context or geographic comfort zone. There are other perceptions based on lack of familiarity and stereotypes that limit citizen experiences of neighborhoods different than their own. Initiatives that encourage Madisonians to reach out and explore all of Madison's neighborhoods might go a long way toward countering trends toward an ever-increasing segregation of our citizens, leading them instead to opportunities to discover common purpose and appreciation for the strengths that come from getting to know people of diverse backgrounds and experiences.

If we acknowledge the multiple and overlapping factors that all too often lead to “a tale of two cities” in Madison, we're in a better place to devise strategies that instead produce a well-integrated and mutually-understood community based on a unified approach to understanding our neighbors from different cultural and economic experiences. While the Report identifies many of the areas where potentially divisive factors are most challenging, and we appreciate the information and research that has helped to shed a light on these issues, there's still much more that taking an integrated and multi-faceted approach to identifying and addressing these challenges can accomplish.

**X. SUSTAINABLE MADISON TRANSPORTATION MASTER PLAN OVERSIGHT COMMITTEE  
March 20, 2014**

Heather Allen, Common Council Legislative Analyst, presented the Report to the Transportation Master Plan Committee on Thursday, March 20, 2014. The Committee voted to accept the Report and forward its comments to the Common Council Organizational Committee.

On Recommendation #1, the Committee proposed deleting the word *project*. The Recommendation would read “Support the development of housing for seniors designed for public transit and pedestrian access with a portion of affordable units.”

The Committee also recommended that all new commercial structures should be required to build at least two stories, to increase the density of housing and other resources in walkable areas.

The Committee recommended adding a focus on people with disabilities. The Committee was also interested in the differences between urban and rural access to transportation and the varying levels of vehicle access across Madison.

A Committee member noted that Naturally Occurring Retirement Communities offer ideal areas to promote transit-oriented senior housing. In previous years, there was discussion about building apartment complexes at Hilldale Mall. Development for senior housing should also be designed to accommodate distinct future uses, in case the demand for senior housing decreases in the future. The Committee is looking at infill opportunities / activity centers for the Transportation Master Plan.

Recommendation #3 risks reinforcing disparities by having segregated programs. Access to transit is critical for supporting access to internships and jobs for disconnected youth.

**XI. COMMUNITY SERVICES COMMITTEE**  
**March 26, 2014**

The Community Services Committee considered the Report on March 26, 2014. The Committee voted to accept the Report. The Committee offered limited comments, noting that the information reflected the group’s understanding of demographic change in the City of Madison. One member of the Committee addressed the need for continuing care for any senior housing, to accommodate the challenging transitions that occur throughout all life stages. Given changing housing needs over time, the City should plan for the eventual repurposing of senior housing for other age groups or family structures.

**XII. LONG RANGE TRANSPORTATION PLANNING COMMITTEE**  
**March 27, 2014**

Heather Allen, Common Council Legislative Analyst, presented the Report to the Long Range Transportation Planning Committee at its meeting on March 27, 2014. After robust discussion, the Committee voted to accept the Report. One Committee member voted no on the question of accepting the report, she voiced the concern that housing should not be segregated by age.

The Committee offered specific recommendations for the Common Council Organizational Committee:

1. Amend Recommendation #1 to support the development of a housing *policy* for seniors designed for public transit and pedestrian access with a portion of affordable units. The word *policy* would replace the word *project* in the draft resolution. There is a need for senior housing throughout the city, it should not be limited to one project.
2. Amend Recommendation #2 to change the livability assessment unit of comparison from Aldermanic Districts to a more fine grain geographic unit. Transportation corridors may provide a better unit for measuring livability across the city.



3. Endorse the amendments proposed by the Community Development Block Grant Committee, which highlight the root causes of disparities. The Madisonians most affected by disparities are those who need transit. The role of public transit is to support access to jobs and build economic opportunities throughout the community, adding transit capacity is required to grow access to jobs and economic opportunities.

The Committee also provided the following additional comments:

- As the transportation committee, we should focus on providing access to all of these opportunities.
- Land use, settlement patterns and the location of development impact access to jobs and other resources. If we want people to get to places, we can't keep building isolated places. Bus routes have to be established first to support the development. Development follows the transit and transportation corridors.
- Senior housing provided by the private market is often located outside of transit corridors, and those developments are frequently approved by the Plan Commission. However, disconnected senior housing developments should not be approved.
- In some neighborhoods, such as the near East side (District 6), seniors do not have many options to stay in their neighborhoods. As a result, there is a tremendous demand for senior-friendly housing, such as the Union Corners project – but there is a gap between the growing demand and the types of housing development proposals.
- There is a market for this type of housing, and the City can help to lead developers to understand this demand. Two examples of housing built to accommodate everyone include the Reservoir apartments and townhomes located at 202-210 N. Blount Street and the Avenue Cooperative located at 1900 East Washington Avenue.
- The Thornton Place redevelopment in Seattle was transit focused. Areas such as East Towne Mall could serve as sites for a similar transit-oriented housing development.
- Recommendation #3 is pecking around the edges of what the city can do. There is a limit to what the city can do, and what the private sector can do. Even for college-educated kids, it is difficult to get a job in their profession. If college-educated people are having trouble, the issue is deeper than simply access to internships – it is about availability of jobs long-term. The City of Madison should lobby Congress about changing what we invest in.
- Skilled trades are desperate for new people – need to focus on apprenticeships. Staff noted that this is a priority for the Madison Employment Plan as part of the BIG STEPS program.
- There is a tremendous demand for Certified Nursing Assistants (CNAs) in the health care industry. Hospitals need help to build the career pipeline, to find and train candidates for these positions. The barriers to do this work by private employers alone are too high, but with public support or a coalition the conduit to these careers can be strengthened. For example, the Urban League is working on hospitality-industry training to help increase access to employment. Another committee member noted that the shift of tasks from nurses to CNAs reflects a general trend of lowering skill requirements, thereby, lowering the wage scale. This trend will reduce the proportion of well-paid positions. Instead of this shift, there is a need to reinvest in our infrastructure and in our people.
- Madison should be focusing on industry clusters, where we have an advantage: health care, food, energy and technology.
- Need a two-generation approach – working with kids and parents to build support for both.

**XIII. BOARD OF HEALTH**  
**April 10, 2014**