



Madison Senior Center

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MADISON SENIOR ADULT SERVICES: A PLAN FOR CONSOLIDATION AND COORDINATION

INTRODUCTION

This report identifies challenges and opportunities for the City of Madison, especially in efforts to maintain the independence of Madison area senior adults and to encourage their successful aging process through the provision of senior adult services and programs. This review and some recommendations reflect the coordination and consolidation of these services now in a new Community Development Division. The report reviews demographic information, provides information and analysis on the current status of senior adult services, and develops recommendations for the next 2-4 years.

DEMOGRAPHICS OF AGING: DRAMATIC INCREASES IN THE NUMBER OF OLDER AMERICANS

Over the next 20 years the proportion of the United States population over age 60 will dramatically increase, as 77 million baby boomers reach traditional retirement age. By 2030 more than 70 million Americans -- twice the number in 2000 -- will be 65 and older. At that point, older Americans will comprise nearly 20 percent of the U.S. population, representing one in every five Americans.¹

Dane County's growth patterns are significant since about 46% of those over the age of 55 are living in Madison. The double-digit increases, represented in the following chart, are to continue through 2020-2025, when boomers reach their middle 70s.

	County 2010 Census		County 2000 Census		Change from 2000 to 2010	
	Number	% of Total Population	Number	% of Total Population	Number	% Change Increase
Persons 60+	74,925	15.3%	52,445	12.3%	22,480	42.8%
Persons 65+	50,144	10.2%	39,869	9.3%	10,275	25.7%
Persons 85+	7,774	1.6%	5,403	1.3%	2,371	43.8%

The City of Madison 2000 Census reported that 24,832 citizens or 11.9% of the total population was over the age of 60. In the 2010 Census, 33,141 citizens or 14.2% of the total population was over the age of 60. This represents a 33.5% increase in Madison's older adult population in one decade. In addition, as noted by Jenny Price in the September 2011 Madison Magazine, "The City's pre-senior population (age 55-64) jumped 79 percent over the last decade."

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Especially important in planning for social services, are the numbers of individuals over the age of 75, generally regarded as a marker for those who may need services. Between 1990 and 2000 in Madison, the 75 to 84 year old age group increased 21%, and the 85 year old or over age group increased 19.9%. From the 2000 to 2010, those over the age of 75 increased by 12.5 % from 9, 676 to 10,891 persons, and the 85+ group increased by 43.2%.² Coordinated planning and provision of services in the City of Madison is essential to senior adults and to those who care about them, families, friends and neighbors, and to our community.

Additional Considerations

The chances of falling below the poverty line increase with age. Poverty rates are higher for women than men. Women were less likely to have jobs to collect the maximum on Social Security, eligibility for private pensions, or accumulated wealth. Minority elders also have higher rates of poverty. Lifetime patterns of lower wages and levels of education and fewer investment opportunities mean non-whites enter old age with fewer resources.

In 2000, ethnic diversity was 17% of the 65+ U.S. population; in 2050 it is predicted to be 35%. Racial and ethnic groups are aging at different rates, depending upon fertility, mortality, and immigration. Immigration has an impact, not because older people immigrate (they don't), but because U.S. immigration policy favors the entry of parents and family members of young immigrants.

Understanding Multiple Aging Cohorts

Originally utilized by marketing professionals to segment and target large populations, cohort differences have been adapted to differentiate the needs, desires, and status of persons over 60, based upon their lifestyle choices and experiences at a younger age. The cohort classifications group people by birth years and emphasize their unique characteristic, highlighting their understanding of families, language, technology, attitudes, and other life aspects.

MATURES (1901-1931)	SILENTS (1932-1944)	BOOMERS (1945-1963)	X'ers (1964-1981)	MILLENNIALS (1981-2001)
Pen and Paper	Typewriter	Mimeograph	Photocopy	Desktop Publishing
Community Space	Personal Space	Outer Space	Inner Space	Cyberspace
Hobo	Tramp	Hitchhiker	Hippie	Homeless
Dr. Scholls	Dr. Welby	Dr. Spock	Dr. Strangelove	Dr. Kevorkian
Mom, Dad, Grandpa, Aunts, Grandma, Uncles, Cousins	Mom, Dad, Aunts, Uncles	Mom <u>AND</u> Dad	Mom <u>OR</u> Dad	Step/Foster/Grand Parents

Adapted by James Gambone and Jacqueline Haessly from Rocking the Ages

For purposes of this report, cohort analysis shows that people, especially older adults, are not homogeneous and may have unique characteristics and distinct relationships and beliefs which follow them as they age and inform the development of services and programs which meet their needs. Indeed, within those aged 55 years or better, preparations should consider the existence of four distinct cohort groups; Silents, Boomers, Xers, and Millennials.

The largest group, the Boomers, have been the subject of great interest and speculation as they age; they have directed societal norms and activities throughout their lifespan. They come to aging better

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educated, more diverse, and with a reputation for limited financial provisions for their long-term care options.

DEVELOPMENT OF CURRENT CITY STRUCTURE

In the early 1980's, the City of Madison, Mayor's Office, hired a Senior Services Coordinator, a position which coordinated the building of the Madison Senior Center, a \$1.5 million City facility, dedicated to Madison's older citizens.

Initially the Senior Center was a City Division, under the guidance of the Comptroller's Office, which managed the initial construction contracts. It was a separate Division for a number of years; then, it became a member of the Department of Public Facilities which included the Civic Center, Monona Terrace and the Senior Center. In 2008, a new Community Development Division (CDD) was created in the Department of Planning and Economic and Community Development. The CDD combined the Office of Community Services, Community Development and Block Grant Office (CDBG), and the Senior Center.

The Senior Services Coordinator position, which was transferred to the Office of Community Services in the 1980s, administered City grants to non-profit agencies for essential social services, maintained collaboration with other entities, including funders like United Way and Dane County, and staffed the Senior Citizens Advisory Committee (SCAC). A retirement in February of 2011 transferred the duties of the Senior Services Coordinator to the Senior Center Director. However, the resources which had supported that position were allocated to the CDD child care unit in response to a crisis of increased demands and waiting lists for child care certification, created by the advent of 4 year old Kindergarten and the state Youngstar Program.

The first full time Senior Center Director was hired in 1985 to manage operations at the Senior Center. The Mayor appointed a Senior Center Board of Directors with oversight responsibilities for operational, program and volunteer policies. The incumbent Senior Center Director has served since 1988 and now staffs both the Senior Center Board of Directors and the Senior Citizens Advisory Committee, serves as a grants administrator for approximately \$625,000 in senior service grants, supervises staff and manages the operation of the Senior Center, and serves as Executive Director of the Senior Center Foundation, Inc., a 501 (C) (3) nonprofit organization, that raises funds for senior programs and activities.

SERVICE GOALS AND PRIORITIES

Senior Citizens Advisory Committee (SCAC)

The Committee has developed a service goal and budget priorities for City CDD grant funded services to older adults in Madison. The SCAC reviews proposals and recommends contracts for City senior services to the Community Services Commission directly from these priorities.

Senior Service Goal

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Help seniors live as independently as possible, maintain/improve seniors' health and well-being, and reduce seniors' isolation.

Senior Services Priorities

High: *A1. Provide case management activities that help seniors live independently by connecting them to needed services.*

A2. Provide volunteer-based home chore services that help seniors remain in their homes.

Intermediate: *B1. Support focal point agencies that provide information, referral and other services that maintain seniors' health and independence.*

B2. Provide services that improve seniors' health and connection to the community through recreational, educational, social, health and safety, multi-cultural and intergenerational activities, and volunteer opportunities. (agency referrals and special projects)

Lower: *C1. Provide services that overcome the employment barriers seniors face.*

Case management services, the highest SCAC priority, are funded in collaboration with the Dane County Area Agency on Aging, through contracts with the four Madison Senior Coalitions. Professionals in these geographically based nonprofit agencies offer 1,038 Madison older adults and their families counseling on needed social services, and they help families access those that will keep older adults independent in their homes.

Information about service options and referrals to specific social service agencies which meet an older adult's preferences are also available from the four Madison Senior Coalitions. This additional service program, called information and referral, provided over 13 thousand contacts in 2010, and a collaborative Coalition Home Chore Program served 386 clients with 9,195 service hours from 547 volunteers.

The Retired and Senior Volunteer (RSVP) Program encourages older adults to serve their community. RSVP volunteers provide direct service through a wide variety of public and nonprofit organizations, and volunteer recruitment, screening, training, placement, follow-up, support and recognition are on-going. They provide administrative and program support in agencies that serve residents of the City of Madison, including the West, South, North Eastside & East Madison/Monona Senior Coalitions and City of Madison Departments like the Senior Center, Police, Monona Terrace, Olbrich Gardens, and Public Libraries. Over 96,392 service hours by 797 volunteers were provided in 2010.

Madison Senior Center

The mission statement of Madison Senior Center is "to involve older adults as leaders, teachers, and learners, and provides a balanced, diverse, and coordinated program that acts as an ideal model for aging." The organization works cooperatively with over 200 government, nonprofit, religious and community groups to provide quality programming and services to older adults (55 years of age or

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better) in the City of Madison. This City agency provides services, programs and activities to Madison older adult residents in these categories:

Computer Instruction	Dance and Exercise	Lifelong Learning Classes
Workshops and Training	Support Groups	Health Screenings
Wellness Activities	Special Events	Senior Services and Referral
Volunteer Opportunities	Leadership Opportunities	Meals and Nutrition Education
Intergenerational Programs	Music and Entertainment	

Madison Measures benchmarks were established for the Madison Senior Center by the Board of Directors, whose members determined the desired targets. Benchmarks were that 75% of survey respondents (participants) would declare that the Senior Center improved the quality of their lives and that 50% would declare that both their physical and mental health was “a little better” or “much better.” These benchmarks have been achieved, and the 2011 survey is soon to be distributed.

A new outcome measurement was added to assess the level and value of socialization provided at the Madison Senior Center. Participants are asked if they have made friends at the Senior Center and whether they would ask those friends for needed assistance (which measures the depth of the friendship). In the 2010 survey, 73% of respondents indicated that they had made friends, and of those, 52% indicated that they would call them if they needed help.

The Madison Senior Center was the first senior center in Wisconsin to achieve national senior center accreditation in 1999, through the National Institute of Senior Centers in Washington, D.C. In 2010, an Accreditation Team was formed to complete the necessary assessment and develop an action plan for the next 3 to 5 years. National accreditation certifies that a community assessment and action plan have met national standards of excellence in nine separate operational areas. The Team has been informed that a peer reviewer will visit in October; renewal of national accreditation is expected soon after this visit.

CITY FINANCIAL SUPPORT

The Senior Citizens Advisory Committee recommends funding for senior adult services in Madison according to previously mentioned priorities through nonprofit agencies in accordance with the CDD funding process. Senior focused services represent 1% of the CDD neighborhood center funding and 20% of agency funding provided to six agencies and 15 programs, totaling \$623,273.

The Madison Senior Center’s 2010 approved City Operating Budget was \$442,300, providing for the basic operation of the 20,000 square foot building and the 10,000 square foot Courtyard. The City pays for building expenses and the basic staff of 5 FTE (Custodian, Director, Program Coordinator, Volunteer Coordinator, Office Manager) and 5 hourly staff (Intergenerational Coordinator .5 FTE, Clerk/Typist .5FTE, and 3 hourly Attendants for evening and weekend work). Rental income offsets the Operating Budget. In 2011 the Senior Center budget was subsumed within the larger Community Development Division budget.

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No City of Madison levy is used for Senior Center program and activity expenses. The Madison Senior Center Foundation, Inc., a 501 (C)(3) organization, raises approximately \$40,000 annually to pay for all program expenses. Fund raising, fees, contributions, interest income, and corporate sponsorships are the primary source of program and activity funding, and grant awards have expanded staffing and programs and provided equipment. A recent grant to the Foundation of \$60,000 will mobilize older adults to interact with school children and provide physical and nutrition education to fight obesity.

The Madison Senior Center is a 28 year old facility; it has recently benefited from the City of Madison Capitol Budget to remodel the facility. In 2009, ten weeks of facility closure completed work that included new ceiling tile and lighting, remodeled second floor offices and computer room, a new volunteer office, replaced windows, an energy-saving vestibule, a new HVAC system, painting, and new doors. In 2010 and 2011, refurbished toilet rooms, window coverings, room wall dividers, new entrance area, and exterior improvements will complete the enhancements necessary for an attractive and updated building. The City of Madison has invested slightly more than \$1.3 million in Senior Center building improvements during the years, 2009-2011.

PARTNERS IN THE PROVISION OF SENIOR ADULT SERVICES

US Department of Health and Social Services

The Older Americans Act (OAA) is the primary national vehicle for delivering social, nutrition, and home and community-based services to seniors and the caregivers. It authorizes a wide array of services through a national network of 56 state units on aging, 629 area agencies on aging, and nearly 20,000 service providers. Although most OAA services are available to all older adults, providers are required to target those in greatest social and economic need. This Act is due to be reauthorized in 2012, in the year that the first Baby Boomers turn 65.

The Administration on Aging (AoA) awards funds for nutrition and supportive home and community-based services. In addition, funds are awarded for disease prevention/health promotion services, elder rights programs (long-term care ombudsman program, legal services, and elder abuse prevention efforts), the National Family Caregiver Support Program and the Native American Caregiver Support Program.

OAA funding for programs is allocated to each state unit on aging based primarily on the number of persons 60 years of age and over. Then, the state grants funds to area agencies on aging (AAA) designated for each area. The AAA is a geographic-based planning, granting, and monitoring organization, which determines the needs of older persons and works to address those needs through the funding of local services and through advocacy.

The following are the major components of the OAA, receiving 93% of the annual appropriations:

- ***Supportive Services and Senior Centers (Title III-B)*** – services that enable older persons to remain in their own homes and age in place, rather than enter institutions. The most frequently provided services are home health, personal care and transportation.
- ***Nutrition Services (Title III-C)*** – congregate and home-delivered meals, increasing the health, functionality and quality-of-life for millions of seniors.

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- ***National Family Caregiver Support Program (Title III-E)*** – services to help ease the burdens of caregivers, including respite care, counseling and supplemental services. More than one-fifth of all households nationally are caring for someone 50 years old or more.
- ***Senior Community Service Employment Program (Title V, SCSEP)*** – part-time employment and training for low-income workers, helping to lift them out of poverty and encourage a sense of self-worth, while strengthening communities through community service job placements.

Madison benefits from the OAA in numerous ways, especially the provisions which provide federal nutrition sites throughout the Madison area. Coordinated by the Madison Senior Coalitions, through contracts with the Dane County Area on Aging, 11 Madison nutrition sites (and a home delivered program) offer those over 60 a nutritious noon meal most days of the week, including the largest site in Dane County at the Madison Senior Center. OAA funding also provides caregiver support, employment training, and special programs to benefit older adults in Madison, but these programs require extensive coordination to ensure that all senior adults in Madison know about and utilize these programs.

State of Wisconsin

The State of Wisconsin has a county-based response to older adults through the Wisconsin Elders Act, which requires each county to have designated staff to serve older people. The State of Wisconsin has developed a national model of community care for older adults and citizens with disabilities, delivered through Adult and Disability Resource Centers (ADRC).

ADRCs are the nucleus for Information and Referral services for Wisconsin older adults and their families, also providing Benefits Counseling, Access to Funding, Health and Wellness, and Options Counseling. However, Donna McDowell, Director, Bureau of Aging and Disability Resources, estimates that 80% of those who contact ADRCs won't receive public funding for their long term care needs, instead they will receive brief counseling on long term services and supports available at personal cost in their local communities.³

The State of Wisconsin has directed the Dane County Department of Human Services to establish an ADRC in 2012. At the same time, however, Governor Scott Walker has placed a freeze on all community long-term care services, beginning July 1, 2011, including Family Care, IRIS, and Partnership, leaving only nursing home care as an entitlement. However, two exceptions were recently added, "urgent need" and relocation from a nursing home.

Dane County

Dane County has made extensive plans over the course of several years to establish an ADRC, but has not yet done so. The state and county are currently at an impasse; at issue is a funding gap between the state funding formula for ADRCs and Dane County's estimate of needed resources, a gap of approximately \$15 million dollars.

Nevertheless, Dane County is one of two counties (the other is Milwaukee) which has established itself as an Area Agency on Aging. In that role, it has created and financially supports 'focal points' in Madison for older adult services which are the Madison Senior Coalitions:

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West Madison Senior Coalition
East Madison/Monona Coalition

North Eastside Senior Coalition
South Madison Coalition of the Elderly

The Madison Senior Coalitions provide, with financial support from Dane County AAA and the City of Madison and others, case management service, nutrition program coordination, home chore program, information and referral, and local programs and activities.

Other Collaborators

United Way of Dane County has established a Delegation on Safe and Healthy Aging, emphasizing United Way's Agenda for Change theme, "seniors and people with disabilities are able to stay in their homes." Recently, the Delegation has focused their attention on reducing the rate of adverse drug events and falls in residents age 65+. They have offered grants to support this concern, and they will launch a major Falls Campaign beginning in September 2011. The effort is driven by the fact that national averages indicate that an older adult dies every 35 minutes from a fall, and Wisconsin ranks second in the nation for the number of older adults who die this way.⁴

United Way also provides small grants to the Madison Senior Coalitions, who are United Way member organizations, for an adult day care center, neighborhood senior center, volunteer home chore, volunteer representative payee/guardianship, and the cultural diversity programs. The Senior Center Director serves on this United Way Delegation and works to enhance United Way efforts for Madison senior adults.

Madison Community Foundation has recently requested a full proposal submittal in September 2011 from a consortium of 17 Dane County senior and community centers to establish an interactive website for information on senior services and programs. The Senior Center Director facilitated this collaboration. The Madison Community Foundation has provided small amounts for caregiver training sessions and programs through its granting process.

The Madison Metropolitan School District provides a national award-winning program for senior adults through its Madison School-Community Recreation (MSCR) Department, called the Rotary-Goodman 50+ Fitness Program. This program provides certified fitness instructors and classes and activities in multiple school and community locations to Madison senior adults over 50 years of age. The Senior Center Director serves on the MSCR Program Advisory Committee, and a new Senior Center Foundation grant will partner with MSCR to address childhood obesity by mobilizing senior adult volunteers in after school programs.

CHALLENGES AND OPPORTUNITIES

Growth of Madison Senior Adults

Madison, like the rest of the country, will experience the impact of the Boomer cohort, especially as this group ages. We must also consider the shift from a youth-oriented society to an aging society. The median age of Madison citizens has been increasing; 29.3 years in 1990, 30.6 years in 2000, and 30.9 in 2010, and this trend will accelerate as this new cohort ages. The age shift has implications for

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transportation, education, housing, social services, long term support, family income and many other aspects of community living.

Potential Service Changes; Who Do We Serve?

City of Madison contracts do not restrict the provision of senior services by income requirements; in fact, they assume that ALL residents and their families can benefit from the offered services of case management, volunteerism, and home chore services. This service philosophy recognizes that damaging social isolation of older adults can occur in a tiny apartment or a large mansion and that every senior benefits from engagement in the life of their community as does the community itself.

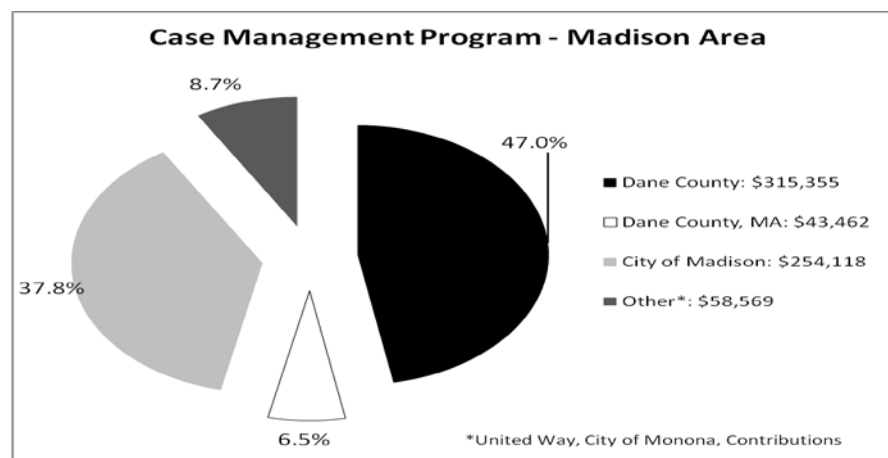
Given difficult economic times, some may suggest that social services be targeted only to those who are 'eligible' by some measure. The Federal Older Americans Act funding serves all persons over the age of 60 years, but targets some with the ambiguous language, "those in greatest need." In the future, it remains to be seen if policy makers will narrow the scope of their grant making, creating barriers to the use of social services by all older adults, requiring additional administrative functions to determine eligibility and to certify persons for services.

Potential Changes to Existing Collaborative Partnerships

The current economic and political climate is rife with suggestions for reducing the country's deficit, including changes in Medicare, Medicaid, and Social Security. OAA will not be immune from the discussion, although this program is minuscule compared to other national supports for older adults.

Should Dane County complete its plans and implement an ADRC, many questions arise about their continued relationship with the 'focal points' which have provided excellent services since the 1970s. Indeed, a concern might be whether some small nonprofits will survive without the financial support provided through the case management program. And without the primary support of Dane County dollars, the City of Madison may change its funding priorities as they now exist.

Currently, the four Madison Senior Coalitions receive a total of \$671,504 in financial support for their Case Management programs. The City of Madison provides \$254,118 or 37.8% of the total cost of this program. Dane County funds \$315,355 of the total, plus another \$43,462, provided by Medical Assistance, at the North Eastside and South Madison Coalitions.



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Declining Resources to Support Senior Adult Services

Many services to senior adults are provided through the auspices of nonprofit organizations with multiple governmental funding sources. Government grants to non-profits are declining as a result of municipal, county, and state budget cuts. Crunched by the recession, states are facing 10% cuts in services to older adults.⁵ Reductions from numerous sources inflict great damage upon small nonprofits; these organizations may also experience difficulty in raising money from private gifts in down times. Foundations may reduce their grants due to investment fund declines or refocus their grant priorities to adjust to new demands.

At the same time, older adults may be experiencing erosion in their basic financial support through Medicare, Social Security, and their own investments. For 26% of all seniors aged 65+, Social Security is their only source of income.⁶ Families may not be able to provide care services for older adult family members due to their own financial constraints. Thus, the demand for senior services increases, while nonprofit agencies and government entities have difficulty maintaining the funding for quality, consistent services.

Mobilizing and Advocating for Alternative Resources

Most small non-profits have no staff to facilitate coordinated fund raising efforts or to write sophisticated or expansive foundation grant proposals. Some non-profits “chase money,” by writing small grants which may actually hinder their operations, by diverting their energies to marginal priorities.

Appreciation was evidenced by partners in recent efforts by the Senior Center Director to write a collaborative Madison Community Foundation grant application; this City staff person facilitated meetings with 17 nonprofit leaders and completed the letter of inquiry and the full proposal over the course of 8 months. The outcome of this effort will be known by November 2011.

A new grant writer position in the CDD, funded recently, may support efforts to identify and mobilize new resources directed to targeted community populations, including older people. This position can serve as a catalyst to develop new sources of revenue stabilizing existing programs or to develop new and vital services.

CDD Staffing for Senior Services

Since 1985 the City of Madison has had two full time staff positions directly related to senior services, and most recently, both were housed in the CDD. The Senior Services Coordinator was a Community Services Specialist 2, managing approximately \$625,000 in City contracts for priority senior services. This position also served as a central coordination point for

- residents who requested senior services,
- research into service gaps and service needs,
- other entities funding or serving older people and their relationship to the City,
- assessing the senior adults concerns, interests and needs, and
- identifying trends and best practices in services for older adults.

The incumbent Senior Services Coordinator retired in February of 2011; these duties then were transferred to the Senior Center Director.

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Currently, as supervisor and manager for the operations of the Madison Senior Center, the Senior Center Director's responsibilities include:

- supervising a staff of 10 professional and hourly staff,
- directing and administering Senior Center programs, operations, and functions,
- overseeing program and fiscal planning,
- developing policy with extensive participant engagement,
- public relations and marketing,
- fundraising and donor development,
- facility utilization and maintenance.

The position also serves as the Executive Director of the Madison Senior Center Foundation, Inc., a 501(C)(3) entity, which raises and invests funds for the benefit of the Senior Center staffing the Foundation Board of Directors.

The consolidation of responsibilities formerly assigned to the Senior Services Coordinator with the ongoing duties of the Senior Center Director has lodged an untenable workload in the latter position, requiring reassignment or curtailing of current duties.

Presently other positions in Madison Senior Center do not allow for the expansion of the Senior Center programs needed by booming senior populations; much less could those positions accommodate the integration of additional assignments. Indeed, Senior Center staff members are operating at their maximum.

- The Senior Center Program Coordinator is responsible for all programs, activities, and services offered, averaging 8 each day or 2,363 annually, AND serves as the promotion and marketing person, providing all program promotion and marketing, including a corporate sponsorship program.
- The Volunteer Coordinator recruits and coordinates 300 volunteers of all ages, who contribute over 8,000 service hours annually, AND is the primary proposal writer for grants, coordinating fund raising events and donor appeals.
- The Office Manager handles all finances, reporting, and recordkeeping, manages building functions and weekend and evening staff scheduling AND coordinates a rental program that generates rental income of \$28,000. annually.

Hourly staff members are likewise stretched to levels which challenge the safety and security of Senior Center participants.

- Reception staffing at the Senior Center for 43,000 annual visitors is done by a 16 hour weekly Clerk/Typist who coordinates 15 volunteers who are assigned to 4 hour shifts. The Clerk/Typist works Monday-Thursday in the morning and is the sole staff person on the first floor, creating security/emergency concerns, for afternoon and Friday volunteer shifts.

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- An intergenerational coordinator, working 16 hours weekly, manages multiple program activities and scheduling and coordinates 3 intergenerational programs, including an annual City-wide intergenerational essay contest and event.

SENIOR ADULT SERVICES IN CITY DEPARTMENTS

In addition to the previously detailed programs, recommended for funding by the Senior Citizens Advisory Committee, older adult programs are also supported in the Community Development Division through contracts with Neighborhood Centers, including Wil-Mar and Goodman Centers and in culturally specific programs through Kajsiah House and through mental health, crisis intervention, and other services provided to the general population.

Public housing in the City of Madison, through the Community Development Authority, provides 427 units for people over 50 or people with disabilities at multiple facilities. In addition, 83 multi-family units are provided for individuals who are elderly or disabled, and Section 8 rent assistance vouchers support some older people.

Madison Metro Transit System is a boon to those who may not be able to drive or own a car. Some older adults are concerned about their safety in transfer stations, citing loud, rough youth activities and assaults, especially at night. The system offers kneeling buses which can improve access for some older people. The paratransit service provides door-through-door service and assistance to certified ADA riders. Peak hours are primarily for those who work and are more expensive, so elderly people are most economically served if they can arrange off-peak times.

The Public Health Department serves older adults through some its general campaigns, but offers no specific programs targeted to older adults.

Finance Office coordinates a Modified Reverse Mortgage Program, designed to assist elderly (over 65) homeowners with property taxes. A reverse mortgage is one in which a lender makes a monthly payment to the homeowner. These amounts, plus accumulated interest, are backed by a mortgage on the property. The lender is repaid in full when the property is sold or exchanges hands. The City's program is 'modified' since it pays only all or a portion of a homeowner's property taxes. No monthly payments for living expenses are allowed. Approximately 25 older individuals are enrolled.

Generally health insurance, Medicare or Medical Assistance will pay all or part of the cost of an ambulance conveyance through the Madison Fire Department. For any unpaid amounts, after insurance is billed, the City of Madison has a waiver policy based on income, also offered through the Finance Office.

City Building Inspection is called to assist with residents who may have difficulties maintaining their yards and/or home. Since older adults may live on a fixed income, they may have financial issues maintaining their property. Building Inspection coordinates their efforts with the Coalition Home Chore Program.

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IMPACTS OF AN AGING POPULATION

Marketing Madison; the Value of Attracting Senior Adults

Madison has the educational, social, cultural, and medical resources to attract older adults from other areas of Wisconsin and the Midwest. In fact, some cities actively seek the influx of older adults into their communities; witness the movement of seniors to segregated communities in warmer climates.

That trend is slowly reversing as senior adults return to places where they can maximize their contacts with their family and friends, receive quality health and wellness services, and live in a vital and intergenerational community. For example, the University of Wisconsin has recently collaborated with Capital Lakes Retirement Community in downtown Madison; preference for housing will be given to UW alums and retirees who wish to return to Madison where they enjoyed their student or work lives.

Older Adults as a Significant Resource

Older people serve as volunteers in all aspects of community living. Family members serve as caregivers to both younger and older family members. They serve our faith and health communities extensively. It is estimated that 33% of boomers are volunteers, and even among those over the age of 75, about 23% volunteer in some capacity with their families or in community organizations.⁷

Recently, in a grant funded project at the Madison Senior Center, self-directed teams of older adults completed significant endeavors which advanced the mission of the Senior Center. Indeed, this project demonstrated with other national counterparts that adults 55 years or better significantly increased the capacities of public and nonprofit service organizations. The research indicated that the return on investment was on average an eight fold return, i.e., for every \$1,000 invested, \$8,000 was accrued.⁸

The research also indicated that communities need to significantly upgrade their expectations of professional experienced, skilled volunteers in capacity building roles and to expand opportunities for these 'seasoned' volunteers.

Advocating for Those Who Need Long-term Services and Supports⁹

Over 13 million older Americans are economically insecure, living on only \$22,000 or less each year. According to the National Council on Aging, too often, this means choosing between paying for food, housing, utilities, or medicine. Their recent campaign, called *ONE AWAY*, stresses that many older adults are just one incident away from poverty; a health crisis or the need for a major house or car repair can send an independent older person into financial ruin. One in three seniors is economically insecure.

Likewise if the goal is promoting a long, healthy life, that's what everyone wants, but getting there may have obstacles. NCOA notes the following conditions,

- 86% of older adults have at least one chronic condition like heart disease, arthritis, diabetes, or cancer, and 50% have two or more.
- One in five older adults is caught in the grips of depression, anxiety, or substance abuse.
- Older workers who have lost a job are more likely than any other age group to remain jobless for 99 weeks or more.

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And what of maintaining an older person's independence in their location of choice? More than 90% of senior adults want to stay in their own homes. Too often, that's easier said than done, since,

- Every day, 10 million Americans need help with tasks like eating, dressing, and bathing.
- More than 13 million older adults could pay for help - but their money is tied up in their homes.
- Each year, up to 5 million older adults are the victims of elder abuse.

RECOMMENDATIONS

1. Plan for Senior Adult Population Increases

Planning for the increase in the senior adult population is, in the vernacular, a 'no-brainer'. The shift in population is of seismic proportions; a perfect storm of policy and economic changes, intermixed with increased populations and need, is on the horizon. Prudent individuals must be concerned about the issues of aging in our society and seek resolutions in the community for older adults and those who care for them. The development and support of the Senior Citizen Advisory Committee as an advocate for the needs of older adults in Madison is an important start in this area.

2. Identify the CDD Aging Unit as a City Resource

Policy making entities of the City Council and City departments should be encouraged to utilize the rich experiences of Senior Citizen Advisory Committee members to review policies and legislation, to recommend responses to policies, and to discover the needs and concerns of older people. The Mayor, Council President, and Alders on the SCAC and the Senior Center Board should recommend referral of appropriate items to the SCAC for their review and consideration.

City Departments who provide services to older people should be likewise encouraged to seek out the expertise of the SCAC and the Madison Senior Center to assist in their service efforts as they are focused or directed to older adults in Madison. The partnership of the SCAC, Senior Center, and other Departments may pay dividends for all entities and for the senior population as creative and helpful collaborations are created.

Neighborhood Response Teams (NRT) will benefit from utilizing the support of aging unit staff and contracted senior agencies to better serve older adults in specific areas and to help respond appropriately to identified needs. Monitoring reports from the NRTs will help identify community and neighborhood needs for senior adults. In an initial connection to achieve this end, the Senior Center Director will present information on available senior services at an up-coming NRT meeting in October 2011.

3. Consolidate Committees for a Coordinated Response to Senior Adults

The SCAC and the Senior Center Board should be merged to provide a unified committee structure. The current design bifurcates the response to senior adults and ultimately impacts the effectiveness of proactive activities. An example from years past was the development of an excellent dehydration flyer by the SCAC and the Health Department, which was not made available for distribution at the Madison Senior Center.

The SCAC is examining its functions, duties, and responsibilities and seeks a stronger advocacy role on behalf of Madison's senior adults. At the Senior Center, strong participant advisory councils in several

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functional areas (volunteer service and leadership, programs and operations, planning and evaluation) support the engagement of older adults in decision-making and provide a base for implementing important initiatives impacting the lives of older adults throughout the City of Madison. The Madison Senior Center has a national reputation for its abilities to mobilize senior adults and a reputation for its exemplary and model programs.

The integration of the SCAC and the Senior Center Board unifies the committee structure with the new CDD organizational structure and provides a new focus and energy to the work of an experienced and talented group of people willing to serve as stewards of senior adult services in the City of Madison. New members on both committees, include members of the boomer generation and those with medical, community nonprofit, and advocacy backgrounds.

4. Develop a CDD Senior Adult Unit

The intent of the new Community Development Division is to bring together agencies within the City which provide a response to community needs and to develop a coordinated and systematic approach to the delivery of important social services needed by targeted neighborhoods and populations.

As the Division organizational structure changes, it is prudent to organize some services to gather the skills of staff, to create a repository of knowledge about targeted populations, and provide substance to an issue which will have great impact upon the City of Madison. Combining senior functions into an 'aging unit' provides an important focus to these services which gives a structure for future responses and a platform for proactive approaches to a growing senior adult population. This structure also benefits Madison's older residents and their families as they seek services to maintain their independence and well-being.

5. Review CDD Senior Adult Unit Staffing

The retirement of the Senior Services Coordinator and the transfer of those duties to the Senior Center Director have increased the responsibilities and workload of this individual. The Senior Center position is being reviewed in the CDD with other positions in the newly combined Division.

Fortunately, the CDD is on a two-year funding cycle, so the Senior Center Director has focused upon several activities in the past months;

1. learning the contracting cycle and processes,
2. updating and creating standardized senior contracts,
3. simplifying and clarifying senior service reporting formats,
4. meeting monthly with senior service contract providers,
5. meeting with and identifying CDD staff and functions,
6. monitoring the agencies that provide senior services, and
7. serving as a liaison to United Way and Madison Community Foundation.

These efforts have come at a cost to the Director's role at the Madison Senior Center. The Senior Center has been chronically short staffed to accomplish its goals as a center for older adult programs in Madison. Once envisioned as a hub of a wheel of programs, delivered throughout the City of Madison, it has evolved as a respected provider of quality programs with multiple partners. It has not, however, expanded its hours of operation beyond traditional weekday 'banker's hours' nor has it explored its potential in delivering programs and services in other areas of the City of Madison.

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The Madison Senior Center needs additional staff to manage its existing program and its newly-assigned duties.

- A full-time Clerk/Typist at the front reception desk responds to the need for security and accurate, quality customer service.
- Two staff positions need updating, the Program Assistant II and the Senior Center Director, which have not been reviewed since 2003 and 1997 respectively.
- A full-time Grants Administrator 1 position in the Senior Center is necessary to complete the staffing pattern with new CDD responsibilities and affiliation.

6. Utilize Senior Adults as a Resource

The demographic picture of Madison holds promise; 41% of those employed here are in professional and technical management, and 56% of those over 25 years of age have associate, bachelors, professional, or graduate degrees. Some cohorts of the older adult population are themselves a resource to the other, older cohorts. Older adults are serving in educational, medical, and faith-based institutions and supporting extensive social service efforts in non-profit organizations.

As evidenced in initial explorations at the Madison Senior Center and experiences in many City Departments, older adults are a rich resource. Mobilizing this resource, however, takes expertise and conscious effort. The expertise is located in the Madison Senior Center, but the effort is unattainable at the present levels of staffing. The City of Madison must support the continued engagement of older adults in community life in Madison.

7. Managing Multiple Public and Private Partnerships

As identified in this report, Madison will experience many, and potentially major, changes in the senior adult population and in the design of senior adult services in the next few years. This is motivation for thoughtful and deliberate responses now. It is the intention of the CDD to be unified and proactive in defining the City's role with multiple public and private entities to leverage resources and convene discussions on needed senior adult services and programs for the future. Additional staff and resources are needed to accomplish these goals.

8. Identify Division Position for Target-specific Grant Writer, including Youth and Older Adults

A new CDD position of grant writer recently approved by the City Council provides opportunities for the CDD to take a more aggressive role in seeking appropriate resources, similar to the effort with the Madison Community Foundation grant, that have not yet been tapped by the nonprofit sector. City facilitation and motivation for collaborative efforts may allow the Community Development Division to take advantage of opportunities for all targeted populations and neighborhoods.

SUMMARY

Older adults in Madison represent our history and are our beloved family members, friends, and neighbors. We care about their long term outcomes, and we want services available to support their independence and well-being. We appreciate the contributions made to our City by its older residents, and we want to strategically develop additional opportunities for their self-determination and service.

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To accomplish these goals, planning by the City of Madison must accelerate to meet the exigencies of situational changes we know are on the horizon. Advocacy by older adults and those who care about them, including the representatives of the Senior Citizens Advisory Committee, must encourage additional resources from all sectors and coordinate a thoughtful and deliberate response to the needs of Madison's older adults.

ENDNOTES

¹U.S. Census Bureau, National Population Projections, 2008

²U.S. Census Bureau; 2000 and 2010 Data

³ Donna McDowell, Website Video, "Introduction to ADRC," www.dhs.wisconsin.gov/lc/lcare/adrc

⁴ Randal Glysch, Research Scientist, Injury Prevention Program, WI Department of Health & Family Services (DHFS)

⁵ National Council on Aging, *A Blueprint for Increasing the Economic Security of Older Adults*, 3/2011

⁶ *ibid*

⁷ Independent Sector. [Giving and Volunteering in the United States Reports.](http://www.independentsector.org)

⁸ Tom Endres, National Council on Aging (NCOA), Vice President of Civic Engagement. 2011

⁹ NCOA website statistics from the One Away Campaign

REPORT ADDENDUM

Suggested by Mayor Paul Soglin

November 14, 2011

Neighborhood Centers in Madison offer an opportunity to both serve and engage older people in locations that are nearby and accessible. Research and discussion on neighborhood center funding and function is occurring in the Community Development Division currently. The Mayor suggests that efforts be made to

- Encourage older adults to participate in neighborhood programs,
- Engage older adults as neighborhood volunteers, and
- Support the provision of senior adult programs in neighborhood centers.