

DRAFT MEMORANDUM

TO: Common Council
Michael P. May, City Attorney

FROM: Heather Allen, Common Council Legislative Analyst

DATE: November 25, 2013

RE: Demographic Change Work Group Recommendations for
Consideration by the Common Council

OVERVIEW

In early 2013, the Common Council formed two work groups with the goal of developing and implementing policies in 2013-2014 focused on “finding alternative sources of revenue for the City and the effects of shifting demographics in the city of Madison.” The Demographic Change Work Group examined different demographic issues at each of its meetings.

The Demographic Change Work Group conducted research and met with experts throughout the year especially focused on demographic data and trends, senior issues, racial inequity, and economic policy tools to promote equity (See Summary Document September 10, 2013). The Work Group wanted to provide a report back to Council before delving into the other major issues on its agenda. The Work Group seeks to offer these recommendations and hold a dialogue on opportunities to implement the three policies proposed in this document.

This memorandum provides an overview of three policy recommendations which will support the City’s efforts to proactively plan for demographic change. The three recommendations address the housing and transportation needs of the growing senior population, an effort to better understand needs of various demographic and geographic groups throughout the city and, finally, a focus on efforts to rebuild career pathways for Madison’s young people.

1. Senior Housing and Transportation

Challenge:

Madison's growing senior population faces health risks and increasing isolation because of limited housing and transportation options.

Recommendation:

Increase affordable multi-family housing options for seniors with an emphasis on pedestrian and transit access.

Demographic Information:

The number of seniors in Dane County will nearly double between 2010 and 2035. According to the Wisconsin Department of Administration State Projections, the population 65 years and better will surge from 777,314 to 1,511,330 during those years.¹ These population shifts are happening all across the country and communities are just beginning to plan and prepare for the changing needs of this group.

Every year 600,000 people age 70 and older stop driving. As transportation options dwindle for seniors who drive less, they risk becoming isolated from their communities, and foregoing basic needs. Walkable communities with convenient public transit offer more opportunities to volunteer, shop, visit the doctor, work and engage with friends and family.

The AARP and other organizations are working to promote walkable communities designed around public transportation so that both housing and transit can better support the aging community. In the recent report "The Maturing of America: Getting Communities on Track for an Aging Population," the coalition of cities, counties, and non-profit organizations recommends cities address housing to help seniors modify their existing homes or "move to another residence that is more accessible, more affordable or more appropriate in size to accommodate their changing needs. ... Additionally, communities should assess their land use plans, zoning ordinances and building codes to promote the development of a range of housing options that meet the needs of an aging population. These should be as close as possible to transportation links and/or walkable distance from daily needs like medical services or shopping."²

Examples of Potential Partners and Opportunities:

A housing development designed for seniors with transit access and walkable community amenities will be a multi-faceted endeavor engaging several City of Madison agencies as well as private developers, service providers, transit planners and many more. City of Madison departments that could provide guidance include but are not limited to the Community Development Authority, Economic Development, Planning, Metro Transit, Finance, Community Development Division and Engineering.

The City of Madison would identify zones suitable for affordable and desirable housing for seniors and people with disabilities, together with, market rate housing at the transit hub or station. Once appropriate locations are identified the project(s) would be built with developers and community partners would build the project(s). This strategy would support the Senior Center's goals of helping seniors to 1) live as independently as possible, 2) maintain and improve health and well-being, and 3) reduce isolation. This strategy would also address community goals to increase access to affordable housing, provide diverse housing options for people with disabilities, utilize transit centers as activity hubs and support development along possible Bus Rapid Transit corridors. The senior community will be a critical partner in the development of this concept along with health care providers, transit specialists, housing experts and developers and community members.

¹ Capital Area Regional Planning Commission 2013 Market Study of Walkable Transit- Supportive Development in Dane County Prepared for Capital Region Sustainable Communities Consortium Powerpoint Slides.
http://www.co.marathon.wi.us/Portals/0/Departments/CPZ/Documents/2013_mpo_TransitOrientedDevelopmentMarketStudy_BillSchaefer.pdf

² National Association of Area Agencies on Aging, International City/County Management Association, MetLifeFoundation, National League of Cities, National Association of Counties, Partners for Livable Communities. *The Maturing of America. Getting Aging Communities on Track.*
http://seniorliving.about.com/gi/o.htm?zi=1/XJ&zTi=1&sdn=seniorliving&cdn=people&tm=74&f=00&su=p284.13.342.ip_&tt=2&bt=8&bts=8&zu=http%3A//www.n4a.org/pdf/MOAFinalReport.pdf

Model Projects:

Arlington, VA

Arlington has developed walkable plaza retail and restaurant spaces located at metro stops with housing for seniors. These sites have become shopping, dining and entertainment destinations for a diverse group of families and individuals. Arlington has found that by planning for older adults they have been able to plan for the entire community.

Seattle, WA

Northgate Mall was an aging 1950s suburban strip mall which has been transformed into a transit oriented walkable multi-use community. Today, the project called Thornton Place houses a complete community with retail, parks, green design, a community center, library, live/work spaces, over 500 housing units including market rate condos, as well as, apartments that are both age and income restricted. The project required a partnership between the public and private sector, which included a variety of developers, city agencies, architects, designers and local and federal transportation experts. The Thornton Place project in Seattle utilized both housing subsidies and grants to support the affordable housing units, while offering some units at market rates.

Financing:

In a report assessing the locations of affordable housing in twenty metropolitan areas, the challenge of protecting and preserving accessible and affordable housing was a key concern. “Investing in affordable housing near transit is important, not only because it is one way to create more livable communities, but also because it supports other national policy goals. As communities look to develop more “green” and environmentally responsible policies, they may look to transit oriented development and other smart growth practices to solve some of the issues related to reliance on the automobile. These practices can have side effects, including the potential for increased housing costs.” The report provides recommendations for preserving affordable housing, integrating land use and transportation and zoning more effectively and investing in public transit.”³ In particular, they note that communities should “employ targeted financial tools to create and preserve affordable housing near transit.”

The goal of this project is to provide affordable senior housing with access to transit as part of a larger multi-family development, which includes market rate housing. The financing challenges of such a project stem from the increasing values of transit oriented properties and the need to subsidize the affordable units for seniors. Holding these two objectives in mind, the financing will require creativity and cooperation between various City agencies. While such a financing package can be complicated, it advances the community goals of creating walkable neighborhoods and meeting the vital housing and transportation needs of seniors.

Action:

Common Council could request that the Housing Strategy Committee working with the Committee on Aging and other community partners prioritize a transit oriented senior housing project. The Committee would be asked to identify possible locations for the proposed development, explore financing, and develop a preliminary project schematic.

³ Rodney Harrell, PhD, Allison Brooks, Todd Nedwick; Preserving Affordability and Access in Livable Communities: Subsidized Housing Opportunities near Transit and the 50+ Population. AARP Public Policy Institute. 2009.

2. Livability Assessment for All Madisonians

Challenge:

Madison continues to rank high among cities in America. Most recently, Livability.com ranked Madison as the fifth best place to live in America. And yet, each Madison resident and visitor experiences the city uniquely. The challenge is to determine whether all demographic groups and neighborhoods experience Madison as top community to live, work, play.

Recommendation:

Conduct a livability assessment in partnership with neighborhood communities for each Aldermanic district in support of the ongoing efforts to assess equity.

Demographic Information:

The United States is growing older and more ethnically diverse, as is Madison. Projections estimate that Dane County will go from 12% of its population being 65 and over to 21% by 2035. According to the 2010 Census, 25% of Dane County households have a member over 60, and perhaps more importantly, 31% of those over 65 are living alone. At the same time, 17% of the Dane County's 2010 population was under 18. These populations are less likely to drive, more likely to want to live in safe, pedestrian-friendly environments, more likely to need job training (or re-training) and job search support, likely to access community services of some sort, and could cost the City significantly if not well-served. Looking at City operations through the lense of serving these populations will not only benefit them, but has the potential to benefit everyone.

Madison's population is already more diverse than Wisconsin as a whole, and Dane County's non-White population increased by 58% between 2000 and 2010. White students accounted for approximately 80% of the students enrolled in the Madison Metropolitan School District in 1991, while in 2012, White students account for less than 50% of the student body. In addition, non-White populations are younger on average than the White population, suggesting a greater increase in the future. People of color are more likely to be unemployed, as are young people, than the total population. African Americans are more likely to be poor, and more likely to have a history with the criminal justice system, than the population as a whole. These disparities impact our city and keep our community from reaching its full potential. Existing inequalities are only exacerbated by the demographic trends, making it even more important that the City address them. Madison's future will depend on how well we prepare for and fully engage aging and increasingly diverse populations in our city.

Background:

Madison has a proud legacy of offering opportunity to its residents. The Equality of Opportunity Project ranked mobility in the 100 largest commuting zones and Madison ranked 9th for "Absolute Upward Mobility".⁴ This study of intergenerational mobility considered children born in 1980-81 and evaluated their incomes as 30 year old adults. The study found that Madison for the past thirty years had positive trends in mobility and offered opportunity for Madison children to become more prosperous. The challenge before us now is to ensure that the children of our community today will have better opportunities when they become young adults and build their own families.

⁴ Raj Chetty, Nathaniel Hendren, Patrick Kline, and Emmanuel Saez. The Equality of Opportunity Project. Retrieved from <http://www.equality-of-opportunity.org/>

Examples of Potential Partners and Opportunities:

- Alders
- Neighborhood Groups
- Non-profit organizations addressing equity, health, transportation, housing, education and access to resources
- Academic and Research Organizations
- Businesses and Business Coalitions
- Employers
- Livability.com
- Capital Area Regional Planning Council and the Regional Equity Network
- Local governments and other institutions
- City of Madison Equity Staff Team

Models and Resources:

Community Indicators Consortium: the consortium brings together data analysts and policy makers who are using indicators in metropolitan regions to assess the health, well-being and access to resources of residents. The consortium can provide resources for the City of Madison to conduct its own analysis.

Equity Atlases: the Coalition for a Livable Future uses maps, policy analysis, community-based research, and other tools, to assess how well different populations across the four county Portland metro region can access key resources necessary for meeting basic needs and advancing health and well-being.

Sustainable Communities Index: is a system of indicators for livable, equitable and prosperous cities. San Francisco utilizes the index to inform decision making and planning. The public can access much of the data for this system through the city's open data portal.

Partners for Livable Communities: the organization provides technical expertise for cities seeking to increase public engagement in planning for future needs and tools to guide assessment of meeting the various needs of demographic groups especially seniors.

Action:

The Common Council could request that the Equity Staff Team conduct a livability assessment for each aldermanic district together with appropriate City agencies and local partners. The Council could also consider utilizing this process to fund local residents to conduct the surveys, and allocating funds for projects to resolve livability concerns for each district. A participatory budget model could increase engagement and improve transparency and effectiveness of the district livability assessments.

3. Build Career Pathways for Young Madisonians

Challenge:

Young Madisonians are struggling with educational attainment and access to long-term family sustaining career pathways. National trends of increased unemployment, low or no growth in real wages and broken connections between the workforce and employers have resulted in fewer opportunities for young people ages 16-24 to begin building lifetime careers.

Recommendation:

Strengthen the opportunities for youth through direct action within City of Madison hiring practices and internships and provide leadership for a high-profile community partnership to build opportunities for young people.

Demographic Information:

One in seven Americans ages 16 to 24 are neither working nor in school, a group termed *disconnected youth*. The rates of disconnection are significantly higher for African American young adults (22.5%) and Latinos (18.5%). Lacking connections to school and professional opportunities, disconnected young people are socially isolated and face a future of diminished options. Underemployment for young people ages 16-24 can have lasting effects on their lifetime outcomes. National teen employment hovers at record lows (25.8% in March, 2011). The 2009 Dane County Youth Assessment found 31% of high school students wanted a job but were unable to find one, an increase of 6% since the 2005 Dane County Youth Assessment.⁵ A failure to find a first job in the early working years, can have a scarring effect on a long-term professional trajectory, hampering opportunities for decades.⁶

The three most underemployed groups in Wisconsin (counting both unemployed and involuntary part-time employees), are young people ages 16-24, those with less than a high school education, and African Americans with the lowest rate of full employment.⁷ Overall, nearly one-third of the African American workforce needs a job or needs more hours from the one they have. In addition, people with less than a high school education have fewer opportunities for employment. According to the Center on Wisconsin Strategy, more than one in four African American workers who hold jobs earn poverty wages.⁸

The number of economically disadvantaged students is also on the rise in Wisconsin. In the Madison Metropolitan School District in the 2000-2001 school year, approximately 27% of students were economically disadvantaged, while that number rose to 49% in the 2012-2013 school year. The total number of economically disadvantaged high school students enrolled that same year was 3,365, compared to 4,028, which were found not to be disadvantaged.⁹

⁵ Mary O'Donnell. Community Development Division. Email communication.

⁶ Burd-Sharps, Sarah and Lewis, Kristen. *One in Seven: Ranking Youth Disconnection in the 25 Largest Metro Areas*. Measure of America of the Social Science Research Council. September 2012. Retrieved from www.measureofamerica.org

⁷ Center on Wisconsin Strategy: The State of Working Wisconsin 2012

⁸ "Poverty-wage jobs are those that pay a wage that is insufficient to lift a full-time (40 hours a week), year round (52 weeks a year) worker to the poverty line for a family of four with two children. In 2011 dollars the "poverty wage" was \$10.97 an hour or less."

⁹ Wisconsin Department of Public Instruction. Enrollment by Economic Status, Madison Metropolitan, 2012-2013 Compared to Prior Years. Retrieved from <http://data.dpi.state.wi.us/data/>

These data mirror national trends which show that more and more students are economically disadvantaged. A report from the National Center on Education Statistics found that about “one in five public schools was considered high poverty in 2011—meaning that 75 percent or more of their enrolled students qualified for free or reduced-price lunch—up from about to one in eight in 2000.”¹⁰ These students, who are economically disadvantaged, should be the primary focus for the proposed youth internship and employment strategies.

Another challenge facing young Madisonians is homelessness. In October of 2013, the school district identified approximately 750 homeless students, a significant increase from recent years. Homelessness poses a host of challenges for students seeking to build promising futures.¹¹

The Common Council should demonstrate a commitment to building opportunities for disconnected youth (ages 16-24) through internships, training and employment within City of Madison government. By connecting youth with apprenticeships, job placement and other supports, Madison can help its young people become successful adults and contribute to the long-term economic and social well-being of the community. The Council must also promote the visibility and significance of this issue through a community-wide partnership.

Background:

The City of Madison supports a number of innovative youth employment and engagement programs including those funded by the Community Development Division. The draft Madison Employment Plan released in November of 2013 highlights a partnership between the City, the Greater Madison Chamber of Commerce and the Southwest Wisconsin Workforce Development Board, which are working with non-profit organizations and service providers to enhance youth internships. In addition, coalitions such as the Madison Area Diversity Roundtable are working to promote access to employment opportunities.

There are too many outstanding ongoing programs to highlight them here. Nevertheless, the existing programs could benefit from an increase in visibility, an increasingly coordinated effort and strong political support from the City of Madison and other major institutions, such as the University of Wisconsin.

The Madison Metropolitan School District’s Strategic Framework (July 2013) lays out a vision to address gaps in proficiency and graduation rates to prepare “every student to graduate from high school college, career and community ready.” In 2010, 235 students left Madison Metropolitan School District (MMSD) without graduating. Compared to a high school dropout, a single high school graduate yields a public benefit of over \$200,000 more in lower government spending and higher tax revenues. If the number of dropouts were cut in half, the government would likely see a total of \$45 billion in savings and additional revenue.¹² The District proposes to improve graduation rates and engagement in part through personalized pathways which will provide relevant experience, as well as, diverse career and technical education. The City has an opportunity to respond to that challenge and facilitate each student’s vision of the possible career pathways available to them through the internships portal and direct opportunities at the City of Madison.

¹⁰ U.S. Department of Education. The Condition of Education 2013. National Center for Education Statistics NCES 2013-037. Retrieved from <http://nces.ed.gov/pubs2013/2013037.pdf>

¹¹ Schneider, Pat. Number of homeless children in Madison schools continues steep climb. The Capital Times. October 16, 2013.

¹² H. Levin, et al., “The Costs and Benefits of an Excellent Education for All of America’s Children” (New York, NY: Center for Cost- Benefit Studies of Education Teachers College, Columbia University, 2007)

By offering funding, leadership and specific opportunities the City can build excitement and motivation for students to build their own futures.

Examples of Potential Partners:

- Madison Metropolitan School District
- Alternative education institutions (OMEGA School and others)
- Higher education institutions (University of Madison, Madison College and others)
- Non-profit organizations involved in youth employment, education, internships and mentoring
- The Madison Area Diversity Roundtable
- Businesses and Employers
 - Especially employers in growth sectors such as health and nursing care
- Local Governments
- Local Chambers of Commerce and Business Coalitions (Latino Chamber of Commerce, African American Chamber of Commerce, Greater Madison Chamber of Commerce, etc.)
- The Southwest Workforce Development Board
- The Education Committee

Model Projects:

Ocala, FL

Cities from Ocala, Florida to Romeoville, Illinois are working to provide local government jobs to high school students, or employ them in work-based learning opportunities. In Ocala, the city works with local nonprofits, businesses, churches and the police department to coordinate this effort. The local workforce investment board, along with a youth training specialist, provides job skills training, applicant screening and follow-up services and Habitat for Humanity provides the housing plans, the construction supervisor and guides the work. The students spend half a day in the classroom and the other half building affordable housing. The first three years of the program included 51 youth with 37 having completed the program. Of those who completed the program two completed their GED and 34 are employed or attending postsecondary education. The cost per youth per build is approximately \$9,000. "Youth learn what will be expected of them in the job market, including how to prepare for an interview and fill out a resume. They also have the opportunity to tour local businesses."¹³

New York, NY

New York City has identified a suite of tools to serve disconnected youth including mentorship, case management, jobs in the community, child care and case management. In particular, they identified practical skills integration with education programs helped to engage students. "Many young people will better succeed in hands-on instruction or learning that is relevant to their lives, such as lessons contextualized for budgeting or parenting. Research has shown that career-focused education and training can be both more appealing and more productive for young people. In recognition of these findings, the Department of Youth and Community Development's Young Adult Literacy Program began integrating career exploration and internship experiences in the summer of 2009, and an evaluation of

¹³ National League of Cities. Municipal Leadership for Children and Families in Small and Mid-Sized Cities. 2013. Retrieved from <http://www.nlc.org/find-city-solutions/institute-for-youth-education-and-families/municipal-leadership-for-children-and-families-in-small-and-mid-sized-cities>

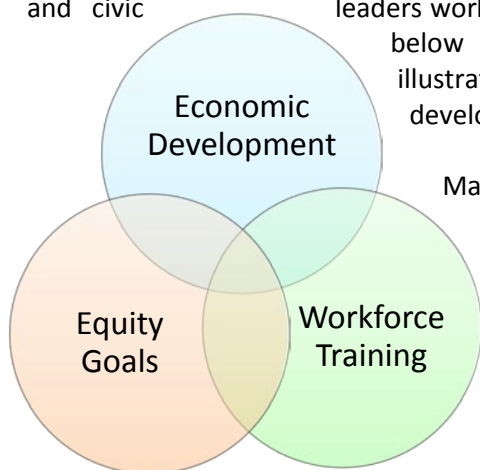
the program found that young adults, who were offered the opportunity to get a paid internship as part of their educational experience, had better program attendance and retention.”¹⁴

Minnesota

A new initiative in Minnesota termed “Workforce Equity for a Competitive Economy,” provides a framework for the City of Madison as it considers the integrated imperatives of growth and equity. The City of Madison’s Draft Employment plan builds on three coexisting needs which mirror the Growth & Justice framework;

- Equity: Civic leaders recognize the need to close racial gaps in employment, education and income,
- Workforce: Educators know they must align training for future careers,
- Employers: Businesses and other employers must create good family sustaining jobs.¹⁵

These “Inseparable Imperatives” are the vital connections between the workforce, employers, educators and civic leaders working together to build shared growth and prosperity.¹⁶ The image



below developed by the Minnesota Growth and Justice organization illustrates the how equity goals, workforce training and economic development are complementary.

Madison’s efforts to partner with businesses, employers, and education institutions to build career pathways for youth should similarly engage community partners to ensure that education leads to long-term family sustaining careers. Youth education, employment and engagement is one segment of the greater growth and justice picture, but it is a vital part of the interconnected system that will strengthen Madison’s future.

Inseparable Imperatives: Workforce Equity for a Competitive Economy

Priority Actions:

1. Support the Draft Madison Employment Plan Priorities, especially the focus on youth internships and youth employment plans.
 - Call for a lead agency to manage the portal and report back to local governments on the progress of the portal.
 - Promote professionalism for youth interns and employees with comprehensive mentoring and training for partners, clear performance standards for employers and service providers

¹⁴ Connections: Best Practices in Serving Young Adults. NYC Center for Economic Opportunity March 2013.

¹⁵ Growth & Justice. “Workforce Equity for a Competitive Economy – Inseparable Imperatives.” April 2013. Retrieved from http://growthandjustice.org/publication/Inseparable_Imperatives.pdf

¹⁶ DeBaun, Bill. “Inseparable Imperatives: Equity in Education and the Future of the American Economy.” Alliance for Excellent Education. November 26, 2012. Retrieved from <http://all4ed.org/wp-content/uploads/2013/06/InseparableImperatives.pdf>

- and a hiring and application process that challenges young people to put their best foot forward.
- Identify community partners working with young adults pursuing basic education or alternative education and certification programs who lack a traditional high-school diploma. Develop tailored, paid internship opportunities for these students.
2. Encourage community employers and partners to join with the City to prioritize youth internships and scale up existing opportunities.
 - Encourage employers offering internships to expand their work.
 - Identify practices to facilitate access to jobs upon successful completion of the program.
 - Support the Madison Metropolitan School District’s efforts to develop personalized career pathways for students by coordinating internship opportunities with academic requirements.
 3. Identify opportunities within the City of Madison to expand related programs and increase internship and job opportunities with the following specific steps.
 - Do an inventory of all departments currently engaging in youth employment/internship opportunities.
 - Expand the AASPIRE program to include high school youth.
 - Expand “Take your Daughter and Son to Work Day” to include local youth beyond those who have parents here. Explore partnerships with schools, non-profits, etc. to get kids snapshot exposure to city and county jobs.
 - Continue to support Camp Hero (fire, police, etc.).
 - Expand existing internship programs each summer.
 - Invite City of Madison Human Resources (HR) to incorporate internships and mentoring into the Employee Engagement and Equity Initiative. The goal will be for HR to identify specific barriers faced by each department regarding hiring, and provide recommendations to facilitate participation. HR will prioritize internships and mentoring of local high-school students as a tool to motivate employees and increase engagement.
 - Guarantee that any internship participants receive automatic job interviews for positions they apply for where they meet minimum qualifications and allowed by personnel rules and union contracts. HR should maintain records of City of Madison internship participants and ensure that participants are informed of opportunities throughout the City on a regular basis, as long as interns are interested.

- Support paid time away from job duties to volunteer with schools and youth programs for City of Madison employees. Various City agencies will allow their employees to volunteer at schools during the school day or as part of an after school program. The time spent (a given number of hours a week or month) will be paid time; i.e., it will be considered part of the employee's work day. Supervisors may choose to make the opportunity available to interested employees as individuals or may decide that the department will "adopt" a particular school or class.