Demographic Change and the City of Madison
Interim Findings of the Demographic Change Work Group and Recommendations for Action

Presented to the Common Council
January 2014

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EXECUTIVE SUMMARY

On February 2013, the Common Council of the City of Madison passed a resolution (see Appendix A. Legistar No. 28543) outlining its 2013-2014 Legislative Agenda, and 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." This memorandum provides an overview of the work conducted by the Demographic Change Work Group through December 2013.

The Work Group members are Alder Lauren Cnare (District 3), Alder Anita Weier (District 18), Alder Matt Phair (District 20) and Alder Scott Resnick (District 8), Common Council President Pro Tem. Alder Resnick is chair of the Work Group. Heather Allen, Legislative Analyst, staffs the Work Group. The Work Group held its initial gathering in April of 2013 and has conducted eight meetings. The Work Group focused on a specific demographic issue or topic at each meeting. The following section outlines the information and takeaway messages from each meeting.

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. This document is a report back to Council at the halfway point of the Work Group's research and deliberations. Recognizing that there are still several issues to address the Work Group wanted to provide a report back to Council immediately. The Work Group seeks to offer these recommendations and hold a dialogue on opportunities to implement the three policies proposed in this document.

Part 1 of this report provides statistics and information gathered through research and presentations. Meeting highlights as well as key messages are noted in each meeting summary. Part 2 of this report provides an overview of the Work Group's three policy recommendations to deal with demographic change.

The three recommendations include:

1.   a development proposal to address the housing and transportation needs of the growing senior population,
2.   a livability assessment and targeted solutions for each unique district in the City of Madison,
3.   actions to rebuild career pathways for Madison's young people.

PART 1: MEETING HIGHLIGHTS

1.   Overview of Demographic Trends

First Meeting (April 2013)

Presented by Aaron Olver, Director of Economic Development Division, City of Madison

Aaron Olver, Director, Economic Development Division presented an overview of trends in the city of Madison. He noted that while personal income in Madison is growing (more than the rest of the county), the population in Madison is growing more slowly than the rest of Dane County. Madison is not capturing its 'fair-share' of growth or net new construction; a larger share of construction is happening in neighboring cities. Lower levels of growth in new construction result in lower allowable increases in the property tax levy. The poverty rate is increasing in Madison for all age groups, especially children.

The White population is older on average than other races (in the city of Madison). The average age of Whites is 37.6, the average age of African Americans is 27.9 and the average age of Hispanics in Madison is 25.1.

Mr. Olver explained that the fastest growing industries in Madison are research (biological, physical, and engineering) and software publishing. There is also a trend indicating that both high-income jobs (management and computer/math occupations) and low-income jobs (food, service, and personal care occupations) are growing. However, there is limited growth of jobs in the middle-income range.

Takeaway

The group decided to meet monthly and to focus each meeting on the areas of inquiry defined in the January 2013 Legislative Agenda Memo: youth and education, economic opportunity and equality, public participation for immigrants, communities of color and low-income families, workforce development, young families and seniors.

2.   Ideas from Age-Friendly Cities

Second Meeting (May 2013)

Presented by Heather Allen, Common Council Legislative Analyst, City of Madison

Heather Allen presented an overview of the aging population in Madison, along with policy tools to better serve seniors. Ms. Allen noted that this is an important area of inquiry because over 21% of the population in Madison will be seniors in 2035. Ms. Allen also noted that, while the official poverty numbers for seniors in Madison are low compared to other age groups, other measures identify reason for concern. Nationally, a significant number of senior households cannot meet their basic needs and age in place with dignity. According to the Elder Economic Security Index, 45% of households (age 65 or better) fell at or below the Elder Economic Security Index poverty measure.

Most Aspects of City Governance Are Important for Successful Aging
- Community Design and Planning
- Arts, Culture and Lifelong Learning
- Housing
- Workforce Development
- Transportation and Mobility
- Local Leadership
- Health and Wellness
- Civic Engagement and Volunteer Opportunities
- Sustainability
- Public Safety and Services
- Equity of Opportunity

Chattanooga, Portland and Seattle are leading age-friendly cities. They have all conducted strong outreach campaigns to engage citizens in efforts to become age-friendly. Chattanooga, Tennessee benefited from collaboration with Partners for Livable Communities. Years of engagement, planning and implementation helped Chattanooga to improve walkability, access for those with limited mobility, recreation opportunities, and lifelong learning. Chattanooga also invested in arts and culture to attract and retain seniors. Portland conducted extensive conversations with community members which resulted in a focus on complete and connected neighborhoods, transportation and quality housing. Seattle has advanced a new development which creates a senior-friendly housing community at a major transportation hub, with diverse mixed-use community amenities and green design.

Takeaway
Community engagement is critical for developing senior services that meet the goals of local residents. Age-friendly features can be incorporated into most areas of City governance.

3.   Understanding Demographic Change
Third Meeting (June 2013)
Presented by Dave Long, Researcher, UW-Applied Population Lab

Dave Long provided an overview of demographic change resources including the following websites: Local Employment Dynamics, Info USA data, Neighborhood Indicators, and the American Community Survey. He also demonstrated interactive online tools created by Applied Population Lab: Neighborhood Indicators, UW Extension Food Security, Get Facts, and Net Migration.

The Neighborhood Indicators project provides a variety of demonstration and administrative data at the neighborhood scale. After five years the project has meaningful trend data. The maps and data tools can be customized to provide information for neighborhoods, planning districts, census blocks, the city of Madison or the region. One of the significant advances of the work of the Applied Population Lab (APL) is establishing data sharing agreements with the Madison Metropolitan School District and others to share data that is not available publicly.

APL also has a partnership with Public Health Madison & Dane County (PHMDC). APL's Health Geographer, Bill Buckingham works with PHMDC one day a week to help the department differentiate health and social characteristics of specific populations. For example, this partnership has developed local maps based on the number of people accessing BadgerCare.

Takeaway
Applied Population Lab works with non-public data and incorporates it into Neighborhood Indicators so as to protect privacy and other critical information, but share information on general trends, including measures such as kindergarten preparedness, parents' educational attainment, and student mobility. It also works with public databases, such as the U.S. Census.

4.   Current and Future Work for Seniors in Madison
Fourth Meeting (June 2013)
Presented by Christine Beatty, Senior Center Director, City of Madison

Christine Beatty noted at the outset of the meeting that the Demographic Change Work Group is a great effort to address demographic shifts.

The leaders in the aging community define successful aging in three ways: engage older people, help seniors avoid disease and disability, and stimulate cognitive and physical functions. Madison's Senior Services goals are: to help seniors live as independently as possible, maintain and improve health and well-being, and reduce the isolation of seniors.

The growing senior population is sometimes is portrayed as a "pig in a python." The metaphor helps illustrate the baby boomer bulge in the population pyramid. But the concept misses the large pre-senior population. Madison's pre-senior population (55-64) jumped by 79% in ten years. There is a large number of people growing older and living longer. Eleven percent of seniors in Wisconsin are living in poverty (when you factor in health care). Minorities are a growing portion of the senior population and are projected to make up approximately 28% of the elderly population by 2030.

The Senior Services Division has a wide range of programming at the nationally accredited Senior Center and other locations including: teams of senior volunteers working in schools to improve physical exercise and nutritional learning and choices, modern dance classes, Parkinson's Disease training for professionals, and an award winning program for LGBT senior adults ("Gay and Grey" Discussion Group).

Takeaway
Going forward there are a variety of ways the Common Council and City agencies can support aging in Madison. The Common Council could send relevant issues to the Committee on Aging as they are a valuable sounding board and remind ourselves that senior adults are a resource. In order to capture the value of senior volunteers and senior knowledge, we will need appropriate staffing. We may need to consider how special treatment for seniors can be incorporated into city planning, traffic engineering, etc. Finally, the Common Council could also advance efforts to establish a community conversation on serving seniors. Less than half of people surveyed by the National Council on Aging believe that their community is doing enough to prepare for the future needs of the growing senior population.

5.   Race to Equity: The Project to Reduce Racial Disparities in Dane County
Fifth Meeting (July 2013)
Presented by Erica Nelson, Project Director, and Torry Winn, Wisconsin Council on Children and Families

The Race to Equity Project examines racial disparities in health, education, child welfare and criminal justice. The first phase of the project is setting the baseline. Later phases of the project will highlight best practices and promising solutions to reduce racial disparities. Ultimately the goal is to create a structure for ongoing collaboration and improvement in meaningful outcomes on key measures for African Americans in Dane County.

Locally, poverty and inequality pose challenges similar to those faced by communities across the nation, yet some critical measures indicate that inequality is worse in Dane County than in other parts of the nation. Fifty-four percent of all Dane County African Americans lived below the poverty line in 2011

(8.7% for Whites). The Dane County African American poverty rate is nearly twice the rate of poverty among African Americans nationwide. African American children in Dane County are worse off than other African Americans in Wisconsin, or in other parts of the country.[1]

The Wisconsin standardized test scores (WCKE) for 2012 indicated that 86.2% of African American third graders are not proficient in reading. Reading levels going into fourth grade are critical for mastering other subjects. African American children are 15 times more likely to be in foster care than White children in Dane County. School attendance and suspension rates are also significantly worse for African Americans. Overall, these trends may reinforce disparities in our communities if they remain unaddressed.

Takeaway

We need to approach these issues comprehensively with a two-generation strategy. The community should focus on workforce development, transportation, job training, jobs and housing. If jobs are not available to high school graduates, there is less value in graduating. There are social advantages of increasing economic equity. Inclusion of all groups (racial, language, age, sexual preference, etc.) strengthens all of the city's institutions. We need to improve access to opportunity. The future of the city and the county are tied to our ability to embrace diversity.

6.   Promoting Equity with Economic Tools

Sixth Meeting (August 2013)
Presented by Heather Allen, Common Council Legislative Analyst, City of Madison

In recent decades, median wages in Wisconsin have declined and unemployment has worsened, though trends vary by demographic group. Numerous studies indicate that efforts to reduce these disparities, and increase the economic well-being of the most disadvantaged members of society can improve individual outcomes and promote sustained economic growth.

There are a variety of economic tools that municipalities have employed to address disparities which can be grouped into three broad categories:

1.   Reducing Costs for Low Income Families and Individuals
      Municipalities can help to reduce costs for low-income families and individuals by offsetting major expenses such as housing, transportation, health care, and child care. For example, Madison has a robust award-winning transit system which could be reviewed to ensure the system meets the needs of low-income workers working 2nd or 3rd shift jobs in non-traditional work centers. Additionally, Madison has an opportunity to help reduce residents' health care expenses by supporting the efforts of community groups and Public Health Madison & Dane County to facilitate enrollment in federal health exchanges.

2.   Increasing Access to Work
      Supporting workforce development through job training, education, connecting employers with disadvantaged employees and improving access to digital resources can help improve

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[1] Analysis by an Alder was inconsistent with the data presented by Wisconsin Council on Children and Families (WCCF) as to the level and extent of racial inequality. This is especially important in light of the project's stated goal of "setting the baseline." Through the use of a single year "snapshot" that has a very high level of disparity, the WCCF is more likely to find improvement over time.

employment rates for disadvantaged groups. Local purchasing programs can also contribute to increased employment, and Madison has an existing local purchasing preference policy which could be promoted. Finally, the City of Madison could enhance the educational and professional opportunities for adults without high school diplomas by increasing support to Omega School.

3.   Helping Families Increase Financial Assets
Municipalities help families grow assets by offering financial education, safe and affordable financial products and support for accessing tax credits. These efforts may include: creating and promoting low-cost transaction and savings products through "Bank On" campaigns, efforts to prevent foreclosure, and providing municipal IDs for banking purposes.

7.   Policy Proposals for Common Council
Seventh Meeting (October 2013)
Presented by Heather Allen, Common Council Legislative Analyst, City of Madison

The Demographic Change Work Group explored a variety of policy proposals to address demographic change and equity. The Work Group determined at its August meeting that the next step would be a consultation with staff to determine which policy tools would be the most appropriate for Madison. During the discussion Heather Allen updated the work group on her follow-up efforts. She met with staff from various agencies including the Community Development Division, Public Health, Economic Development, Civil Rights and others to refine and tailor the recommendations.

The results of those conversations with staff resulted in a list of 14 policy recommendations for consideration by the Work Group. The following six proposals generated the most discussion amongst Work Group members.

Increase Affordable Multi-Family Housing Options for Seniors
Alders noted that the goal of promoting transit oriented affordable housing for seniors has been recently discussed at the Committee on Aging and the Urban Design Committee. They have been discussing affordability, accessibility, design and centrality. The Union Corners project which is currently in development is working to incorporate 'grandparent' units in the design. Overall, the idea is gaining traction.

Encourage Development of Single Family Homes that Accommodate Seniors and People with Disabilities
The Work Group discussed this idea to implement a zoning code change for new construction of single family homes that would provide a no-step entrance as well as a bathroom on the first floor. There were concerns that new single family homes are rarely built in walkable communities and the zoning requirement could lead to larger footprints, and less dense and less walkable development. However there was interest in the idea as an opportunity to provide more options for people with disabilities, especially given the fair housing analysis report which noted that Madison's current zoning actually limits housing choices for people with disabilities.

Capture the Energy and Vitality of Local Seniors Serving Madison
The Work Group suggested that efforts to increase volunteerism (along with effectiveness and satisfaction) would benefit from increased investment and funds to offset expenses. The Alders

also suggested that a creation of an *Office of Community Engagement and Volunteering* might be needed to successfully harness the social capital of retired seniors.

<u>Increase Career Pathways for Young Madisonians</u>
The Work Group noted that efforts to establish employment roundtables have suffered in the past from lack of political will and/or funding. The Alders reaffirmed the need for this work and expressed an interest in engaging new partners including the Urban League, the Promise Zone, Common Wealth Development and an apprenticeship program with the Unions.

Staff provided insights about a new internship program underway with the Engineering Division. The program provides opportunities for high school students to learn about the diverse work of the Engineering Division. This program, with many other promising programs, is limited by the number of jobs that can be obtained upon successful completion. Investments in this type of work must also include support for real jobs at the end of the internship or apprenticeship. Building career pathways requires a sustained effort by employers and educational institutions and community partners and will require strong leadership and investment in robust career pathways.

<u>Increase Access to Income-Boosting Supports and Tax Credits</u>
The Work Group noted that this policy proposal to provide funding for advertising and building awareness about planned Volunteer Income Tax Assistance (VITA) sites could capture low-hanging fruit for the City. The sites need support in reaching eligible citizens to help more people retain tax refunds such as the Earned Income Tax Credit. The Work Group asked for more information about how much this idea would cost.

<u>Build Understanding of Local Equity Issues</u>
The Work Group noted that this is a major priority, and is being explored in the Equity Staff Team. The Alders considered the need for both internal and external reporting, as well as on-going annual reports with measurable goals. The Alders mentioned that Chicago is conducting equity assessments and reports utilizing police data and they noted the overlap with this work and the proposed transit equity assessment.

8.   Selecting Recommendations for Council
Eighth Meeting (November 2013)

The Work Group listened to staff analysis regarding the previously discussed policy proposals. The implementation possibilities and challenges were considered by the group. The Alders, having considered the proposals in the intervening weeks, voted on their priorities. The highest ranked proposals were the transit-oriented senior housing project, and the livability assessment and building career pathways for youth. The livability assessment incorporated several elements from other policy recommendations including equity, walkability, and access to opportunities. This recommendation complements the ongoing work of the Equity Staff Team and can be tailored to provide more information on each Aldermanic District.   The Work Group ranked a pedestrian access survey and an effort to build good local jobs as the second highest ranked proposals.

PART 2: RECOMMENDATIONS TO THE COMMON COUNCIL

The Demographic Change Work Group identified three key recommendations to help meet the needs of Madison's changing community. For each recommendation the Work Group has provided suggested action steps and the agencies or committees that are best suited to implement the actions. A timeframe for each action step is also noted, though these will depend on availability of staff and resources.

The three recommendations are at different stages of readiness and therefore the level of detail and actions vary greatly. The final recommendation, *building career pathways for young Madisonians*, is already partially underway thanks to the November 2013 launch of Madison's Draft Employment Plan and the community partnership to build an internship portal. As such this final recommendation has more action steps than the other recommendations. The City of Madison staff and relevant committees will further develop the action steps for implementation of the first two recommendations, *senior housing and transportation* and the *livability assessment for all Madisonians.*

Though City Agencies and committees will lead the implementation of these recommendations, it is the support of community partners that will determine the level of success of each project. Therefore the Work Group encourages community participation.

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.

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 a transit hub or station. The development 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. The development would 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.

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.[2] 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.

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[2] 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.

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."[3]

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 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.

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.

http://www.co.marathon.wi.us/Portals/0/Departments/CPZ/Documents/2013_mpo_TransitOrientedDevelopmentMarketStudy_BillSchaefer.pdf.

[3] 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.

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 20 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."[4] 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.

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[4] 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.

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

Action Steps	Lead Agencies & Committees	Timeframe
Identify zones for a transit oriented senior housing project	DCPED CDA Housing Strategy Committee Committee on Aging Metro	3-6 months
Coordinate information with other local government and planning agencies	DCPED Metro Sustainable Madison Transportation Master Plan Committee	3-6 months
Develop a list of requirements and needs for the proposed project	DCPED CDA Housing Strategy Committee Committee on Aging Metro	3-6 months
Identify financing tools and budget for project	Housing Strategy Committee CDA Financing	6-9 months
Prepare a Request for Proposals for the development	Housing Strategy Committee Committee on Aging CDA	6-9 months
Select a developer	Housing Strategy Committee Committee on Aging CDA	1 year
Guide development - ensure requirements are met in building and operations	CDA Metro	1-2 years

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. And yet an improved understanding of how demographic groups experience City operations 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 affect 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 earned 9th place for "Absolute Upward Mobility".[5] This study of intergenerational mobility considered children born in 1980-81 and evaluated their incomes as 30 year old adults. The study found that for the past 30 years Madison had positive trends in mobility and offered opportunities for Madison children to become more prosperous. The challenge 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.

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[5] 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

Link Assessments to District Projects

The livability assessments provide an opportunity to engage Madison residents in each Aldermanic District on local issues and enhance participation in budgeting decisions. Through participatory budgeting, citizens have a direct impact on local budget decisions.

In recent years, Madison has engaged citizens and residents in its budget development process through community meetings and consultations and most recently an online voting forum. The 2013 online voting website IdeaScale offered a new opportunity for citizens to engage with the city budget process and the level of participation increased significantly. In 2012, approximately 120 people participated at the in-person budget discussions. In 2013, dozens of people participated at the public discussions and a total of 1,690 users registered to vote on over 240 budget suggestions though the City of Madison IdeaScale website. The new on-line approach engaged more than ten times the number of people than the traditional meetings.

Madison's elected officials could continue to increase engagement in the budget process by linking the Livability Assessment to local expenditures. The assessment, coupled with a participatory budget process[6], would provide Madisonians from all backgrounds a powerful incentive to participate in the democratic process.

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.

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[6] Participatory budget processes allow citizens to vote directly on local expenditures. The process, which originated in Brazil, has now been instituted in cities around the world including New York, Chicago and Vallejo, California. Utilizing the participatory budget model, Madison could allocate funds for projects based on the needs identified in the Livability Assessment, and establish a community decision-making process so that neighbors can determine which projects should be implemented.

Sustainable Communities Index: San Francisco utilizes the index to inform decision-making and planning. The SCI is a system of indicators for livable, equitable and prosperous cities. 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.

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

Action Steps	Lead Agencies & Committees	Timeframe
Develop an implementation plan for Aldermanic Livability Assessments (assessment methodology, data and metrics, resource requirements, community engagement and technical needs, reporting and communication strategy)	DCPED Public Health Equity Staff Team Data Team Common Council Organizational Committee Information Technology Neighborhood Resource Teams	3-6 months
Budget for the assessment, staff and/or consultants, allocate funds for needs identified through the assessment	DCPED Finance Council Equity Staff Team	3-6 months
Identify staff leads for each District/type of measure	Public Health Equity Staff Team	6-9 months
Identify community partners (neighborhood associations, research organizations other leaders in Aldermanic Districts) and establish a formal partnership to work together to conduct the assessments	DCPED Public Health Equity Staff Team CCOC	6-9 months
Conduct assessments	Public Health DCPED Equity Staff Team	1-2 years
Develop reports and recommendations for each district	Equity Staff Team Public Health	1-2 years
Conduct participatory budgeting process in each district based on livability assessment report and identified needs	DPCED Equity Staff Team Neighborhood Resource Teams	2-3 years
Implement projects prioritized for each district	DPCED Equity Staff Team Neighborhood Resource Teams	3-5 years

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.[7] 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.[8]

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.[9] 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.[10]

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.[11]

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

[7] Mary O'Donnell. Community Development Division. Email communication.
[8] 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.
[9] Center on Wisconsin Strategy: The State of Working Wisconsin 2012.
[10] "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."
[11] 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/.

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."[12] These students who are economically disadvantaged should be the primary focus for the proposed youth internship and employment strategies.

According to the Immigration Policy Center, Wisconsin is home to approximately 12,000 young people who are undocumented immigrants, brought to this country as children. This group, also termed "DREAMers" for the Development, Relief and Education for Alien Minors (DREAM) Act, includes people under the age of 31 who entered the US before age sixteen and has lived continuously in the country for at least five years. These young people must be in school, graduate from high school or earn a GED to be eligible for the Obama Administration's "deferred action" initiative. The City of Madison should target some youth employment activities toward the "DREAMers". The City and its partners should include information and supports for students and graduates maximize the opportunities available to build work experience through internships in the City of Madison, as allowed for under these federal provisions.

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.[13]

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

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[12] 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.
[13] Schneider, Pat. Number of homeless children in Madison schools continues steep climb. The Capital Times. October 16, 2013.

dropouts were cut in half, the government would likely see a total of $45 billion in savings and additional revenue.[14] 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.

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 a half 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."[15]

New York, NY

New York City has identified a suite of tools to serve disconnected youth including mentorship, jobs in the community, childcare and case management. In particular, they identified practical skills integration

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[14] 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).

[15] 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.
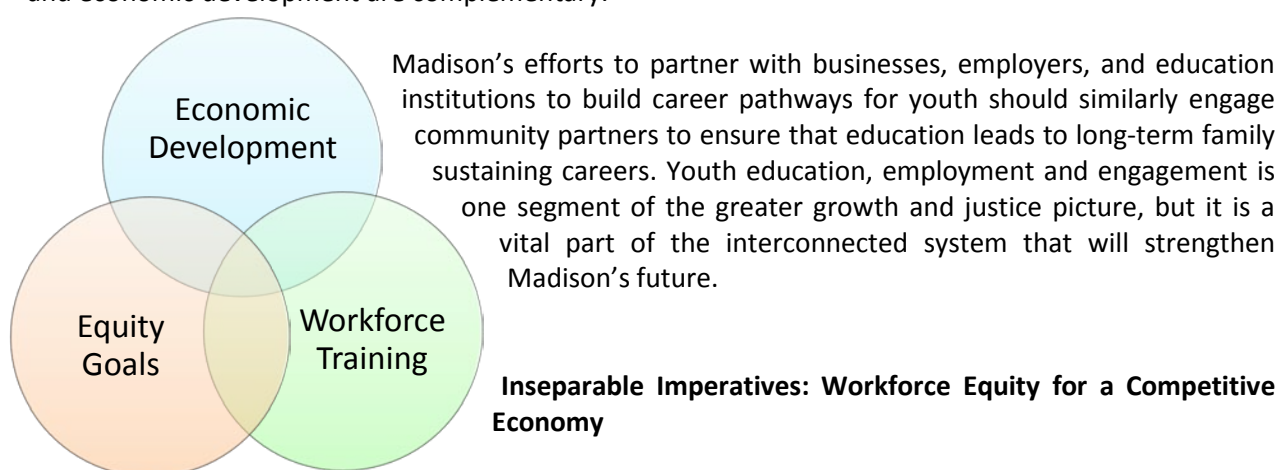
with education programs helped to engage students. "Many young people will better succeed in hands-on instruction or learning that is relevant to their lives, such as lessons contextualized for budgeting or parenting. Research has shown that career-focused education and training can be both more appealing 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 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."[16]

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.[17]

These "Inseparable Imperatives" are the vital connections between the workforce, employers, educators and civic leaders working together to build shared growth and prosperity. [18] 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

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

[17] Growth & Justice. "Workforce Equity for a Competitive Economy – Inseparable Imperatives." April 2013. Retrieved from http://growthandjustice.org/publication/Inseparable_Imperatives.pdf.

[18] 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.

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. There are three broad categories of actions:

1.   Support the Draft Madison Employment Plan Priorities, especially the focus on youth internships and youth employment.
2.   Encourage community employers and partners to join with the City to prioritize youth internships and scale up existing opportunities.
3.   Identify opportunities within the City of Madison to expand related programs and increase internship and job opportunities with the following specific steps.

Action Steps	Lead Agencies & Committees	Timeframe
Support the Draft Madison Employment Plan Priorities, especially the focus on youth internships and youth employment.		
Identify a lead agency to manage the internship portal and report back to local governments on the progress of the portal.	Education Committee PCED	1-3 months
Promote professionalism for youth interns and employees with comprehensive mentoring and training for partners by setting guidelines for intern hosts.	Education Committee PCED	1-3 months
Set clear performance standards for employers and service providers.	Education Committee PCED	1-3 months
Craft a hiring and application process that challenges young people to put their best foot forward.	Human Resources Education Committee PCED	1-3 months
Engage community partners who support vulnerable populations including immigrants, ESL students and adults pursuing a GED or HSED to develop tailored, paid internship opportunities for these students.	Education Committee Economic Development Committee PCED Community Development Division	1-3 months

Action Steps	Lead Agencies & Committees	Timeframe
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.	Education Committee PCED Economic Development Committee	1 year
Identify practices to facilitate access to jobs upon successful completion of the program.	PCED Human Resources	3-6 months
Support the School District's efforts to develop personalized career pathways for students by coordinating internship opportunities with academic requirements.	Education Committee PCED	1 year

Action Steps	Lead Agencies & Committees	Timeframe
Identify opportunities within the City of Madison to expand related programs and increase internship and job opportunities.		
Conduct an inventory of all departments currently engaging in youth employment/internship opportunities.	Department of Civil Rights	1-3 months
Expand the AASPIRE program to include high school youth.	Human Resources	1 year
Expand "Take your Daughter and Son to Work Day" to include local youth beyond those who have parents who work for the City of Madison. Explore partnerships with schools, non-profits, etc. to get kids snapshot exposure to municipal government.	Human Resources	6 months
Continue to support Camp Hero (fire, police, etc.).	Police Fire	1-3 months
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.	Human Resources	6-9 months
Expand existing internship programs each summer.	All City Agencies	1-2 years
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. 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.	Human Resources	6 months
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.	Human Resources All Department Supervisors and Managers	1 year

Conclusion

The Demographic Change Work Group has investigated major demographic trends and tools to monitor and track these trends at different scales for Madison. The Work Group delved deeply into issues related to seniors and racial and economic opportunity and disparities. In the coming months the Work Group will continue to explore the remaining topics of youth and education, public participation for disadvantaged communities, workforce development, and young families.

Through this report and the accompanying resolution, the Work Group will recommend policy changes to the Common Council based on the information gathered at its meetings.

Demographic change will continue to be a defining issue for cities in the coming decades. Through our work to better understand current and future demographic transitions, we came to recognize the City of Madison cannot navigate these changing waters alone. The three recommendations in this document will be most effective with strong community support. The Demographic Change Work Group encourages all of our partners to work with us to implement these actions and identify other urgent needs.

In order to model a strong commitment to our diverse and changing community, the Work Group asks the Common Council to dedicate the funding, staff time, outreach efforts and enthusiasm necessary to advance the recommendations in this report.

APPENDIX A: RESOLUTION 28453

ADOPTING THE 2013-2014 COMMON COUNCIL LEGISLATIVE AGENDA

WHEREAS, the Common Council engaged facilitator Sue Gleason to conduct a series of discussions on developing and implementing a Common Council Legislative Agenda; and

WHEREAS, the Common Council met on June 28, 2012 to begin the conversation on understanding the setting of a legislative agenda; and,

WHEREAS, the Common Council desires to focus proactively on policy issues important to the City of Madison; and,

WHEREAS, the Common Council met on October 25, 2012 developed, discussed and finalized two legislative agenda topics to pursue in 2013-2014,

WHEREAS, the Council Legislative Analyst has written briefs attached to this resolution to further elaborate on these topics,

NOW, THEREFORE BE IT RESOLVED, that the Common Council, with the assistance of the Council Legislative Analyst, shall work **with the executive branch** towards developing and implementing policies in 2013-2014 that involve finding alternative sources of revenue for the city and the effects of shifting demographics in the City of Madison.

APPENDIX B: DRAFT RESOLUTION

Accepting the Report: "Demographic Change and the City of Madison: Interim Findings of the Demographic Change Work Group and Recommendations for Action" and approving a plan for implementing recommendations therein

WHEREAS, the Common Council adopted a 2013-2014 Legislative Agenda to focus on policy issues important to the City of Madison; and

WHEREAS, the Council formed the Demographic Change Work Group to develop and implement policies to address the affects of shifting demographics; and

WHEREAS, Madison's increasing demographic diversity is a strength to be celebrated; and

WHEREAS, the Demographic Change Work Group submitted its mid-term report and recommendations to the Common Council.

NOW, THEREFORE, BE IT RESOLVED that the Common Council accepts the Work Group Report "Demographic Change and the City of Madison: Findings of the Demographic Change Work Group and Recommendations for Action".

BE IT FURTHER RESOLVED that the Council, working with the Executive Branch, relevant committees and community partners, shall take steps to implement the following recommendations:

- Support the development of a housing project for seniors designed for public transit and pedestrian access with a portion of affordable units; and
- Conduct a livability assessment for each aldermanic district and fund projects in each district based on the results; and
- Strengthen career opportunities for disadvantaged Madison youth ages 16-24 through both City of Madison internship programs and community partnerships, with a special focus on youth of color, youth with disabilities, and low-income youth.

BE IT FURTHER RESOLVED that the Work Group Members and Legislative Analyst will present the recommendations directly to relevant City of Madison committees and community partners to inform decision makers.

BE IT FINALLY RESOLVED that the Common Council Legislative Analyst, working with the Demographic Change Work Group and the Mayor's Office and City Staff, will provide a report back to Council on the progress toward implementing the recommendations by January 2015.