City of Madison

Agenda

Council Legislative Agenda Work Group:
Demographic Change

		Room 417
Tuesday, November 12, 2013	**5:30 p.m.**	**City-County Building**
		210 Martin Luther King Jr. Blvd.

NOTE: POSSIBLE QUORUMS OF THE COMMON COUNCIL
AND COMMON COUNCIL ORGANIZATIONAL COMMITTEE MAY EXIST AT THIS MEETING
NOTE: ALD. ANITA WEIER WILL BE PARTICIPATING AT THIS MEETING VIA A CONFERENCE CALL

If you need an interpreter, translator, materials in alternate formats or other accommodations to access this service, activity or program, please call the phone number below at least three business days prior to the meeting.

Si necesita un intérprete, un traductor, materiales en formatos alternativos u otros arreglos para acceder a este servicio, actividad o programa, comuníquese al número de teléfono que figura a continuación tres días hábiles como mínimo antes de la reunión.

Yog hais tias koj xav tau ib tug neeg txhais lus, ib tug neeg txhais ntawv, cov ntawv ua lwm hom ntawv los sis lwm cov kev pab kom siv tau cov kev pab, cov kev ua ub los sis qhov kev pab cuam, thov hu rau tus xov tooj hauv qab yam tsawg peb hnub ua hauj lwm ua ntej yuav tuaj sib tham.

Contact: Heather Allen, Common Council Legislative Analyst, 266-4511 or hallen@cityofmadison.com

Work Group Members: Ald. Scott Resnick, Chair, District 8
Ald. Lauren Cnare, District 3
Ald. Anita Weier, District 18
Ald. Matt Phair, District 20

1. Call to order / Roll Call

2. Public Comment
The work group shall not take action on a matter raised in the public comment portion of the meeting unless that matter is otherwise on the agenda. Members of the public who comply with applicable rules shall be permitted at least three (3) minutes to speak. If the speaker requires an interpreter, either because of his/her limited English proficiency or because of a disability, he/she shall be allowed no less than six (6) minutes.

3. Disclosures & Recusals
Members of the work group should make any required disclosures or recusals under the City's Ethics Code.

4. Approval of minutes from the October 24, 2013 meeting.

5. Next Meeting: Date, location, topic

6. Discussion: Prioritization of Policy Recommendations

7. Discussion: Report Back to Common Council

8. Adjournment

City of Madison

Minutes - DRAFT

Council Legislative Agenda Work Group:
Demographic Change

Tuesday, October 24, 2013	**4:00 p.m.**	**Room 103A** **City-County Building**

CALL TO ORDER

Members present: Ald. Scott Resnick, Ald. Lauren Cnare, Ald. Anita Weier, and Ald. Matt Phair
Others present: Ald. Denise DeMarb, Jordan Bingham, Jason Glozier, Melissa Gombar, Paul Kusuda, Heather Allen

The meeting was called to order at 4:00 p.m.

PUBLIC COMMENT

There was no public comment.

DISCLOSURES AND RECUSALS

There were no disclosures or recusals.

APPROVAL OF MINUTES

The minutes from the July 18, 2013 and August 20, 2013 meetings were approved.

DISCUSSION: FOLLOW-UP ON ECONOMIC TOOLS TO PROMOTE EQUITY

The Demographic Change Work Group has covered a variety of policy tools including economic tools to promote equity in its work this year. 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 the list of fourteen policy recommendations for consideration by the Work Group. This document is attached to the minutes and is dated October 22, 2013.

DISCUSSION: POLICY PROPOSALS TO FORWARD TO COUNCIL

Ms. Allen highlighted the fourteen policy recommendations in the document providing additional background and information on the proposals. The Work Group discussed several of the policies in more depth.

- Goal 1: 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.

- Goal IV: 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.

- Goal V: 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.

- Goal VI: Increase Career Pathways for Young Madisonians

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 Department. The program provides opportunities for high school students to learn about the diverse work of the Engineering Department. 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.

- Goal X: Increase Access to Income-Boosting Supports and Tax Credits

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.

- Goal XIII: Build Understanding of Local Equity Issues

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 (Goal VIII).

NEXT STEPS: SUMMARY DOCUMENT
The Work Group determined that the summary document (attached dated September 10, 2013) will be presented to the Common Council during a regular meeting of the Council on December 3rd. The Work Group considered providing the summary through a Committee of the Whole which would allow for greater discussion. The Work Group also seeks to present its recommendations at the same time.

NEXT MEETING: DATE, LOCATION, TOPIC
The next meeting will take place on Tuesday, November 12 in Room 417 in the City-County Building.

ADJOURNMENT
The meeting adjourned at 6:45 p.m.

MEMORANDUM

TO: Michael P. May, City Attorney
                Demographic Change Work Group
                        Alder Scott Resnick, Council Pro Tem
                        Alder Lauren Cnare
                        Alder Matt Phair
                        Alder Anita Weier

FROM: Heather Allen, Common Council Legislative Analyst

DATE: October 22, 2013

RE: **Common Council Legislative Agenda, Demographic Change Work Group**
                Recommendations for Consideration

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. This memorandum details policy recommendations from the Work Group for the Common Council to address demographic change.

I.   Goal: Increase Affordable Multi-Family Housing Options for Seniors

Strategy: Create a partnership with developers to identify and develop a block of affordable and desirable housing for seniors and people with disabilities as well as market rate housing at a transit hub or station. This activity would be conducted in concert with on-going Transit Oriented Development planning and the consideration of a future transit hub system and other housing initiatives.   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, 3) reduce isolation.

The AARP and other organizations are working to promote walkable communities around public transportation – so that development and public transportation reinforce each other. Every year 600,000 people age 70 and older stop driving. As transit options dwindle for seniors who drive less, they risk becoming isolated from their communities. Walkable communities, with convenient public transit, offer seniors opportunities to volunteer, shop, visit the doctor, work, and engage with friends and family. Transit stations must be easy to move about and considered safe. Arlington, VA is "planning for older adults to plan for the entire community."

An example of the type of development project proposed is Thorton Place in Seattle. An aging mall parking lot, which had long ago buried Thorton Creek in North Seattle, has been transformed into a walkable multi-use community. Scientists and engineers rehabilitated and restored some of the natural features of the creek, while integrating senior housing into a newly walkable mixed-use transit hub. Today, the project houses a complete community with retail, parks, sophisticated biofiltration swale,

community center, branch library, urban village 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 transportation specialists. This type of development would be intended to be multiple use taxable property rather than a tax-exempt senior housing development.

II.   Goal: Assess Madison's Livability

Strategy: Conduct a community engagement process, such as those performed by Partners for Livable Communities, to assess and plan for Madison's liveability for people of all ages and abilities.

> *Partners' Community Technical Assistance program is designed to support public/private partnership in goal setting and visioning, to help design action plans and to assist civic leaders in implementation.*
>
> *For over 30 years, Partners has helped communities improve their quality of life and has brought about better living, economic expansion and social growth to our client communities. Partners believes that a high quality of life is the foundation for creating safe neighborhoods, satisfied residents, and business investment. The Community Technical Assistance program offers guidance to communities on becoming more livable places.[1]*

III.   Goal: Assess Madison's Walkability & Accessibility

Strategy: Conduct a city-wide assessment of pedestrian access for people of all ages and abilities. Utilize the results of the assessment to inform planning, public works, development and zoning decisions.

Madison has already conducted limited pedestrian studies in certain zones. For example in 2007 The Safe Community Coalition received funding from the National Highway Traffic Safety Administration to: (1) identify, analyze and implement measures to mitigate pedestrian safety problems, (2) Reduce the number of injuries and fatalities and (3) Encourage motorists to yield the right-of-way to pedestrians in crosswalks.   The Madison Senior Coalition served as the lead agency and organized volunteers and facilitated training from Madison's Pedestrian/Bike Safety Coordinator. The walking audit revealed a number of general concerns including; (1) motorists frequently speed and fail to yield to pedestrians at crosswalks, (2) many sidewalk sections are in need of repair, (3) bushes and trees block sight lines in certain areas of walking/biking corridors and (4) restaurant seating encroaches on sidewalk areas. There were also specific recommendations for repairs for particular sidewalks, curb cutout or streets.

This activity would help advance several on-going priorities, including placemaking, comprehensive snow removal, complete streets, transit access, and environmental accessibility. Efforts to address pedestrian needs could help build a more equitable community, making it easier for people with disabilities, people with strollers and small children, seniors, people carrying supplies and doing errands and business people who travel frequently with roller bags and others to navigate the City of Madison. This effort could benefit from a partnership with the Madison Metropolitan School District's efforts to work on 'Safe Routes to Schools' and 'Walking School Buses' which aim to improve children's safety while walking and biking to school and promoting exercise.

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[1] Partners for Livable Communities. Retrieved from http://www.livable.org/services/technical-assistance

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IV.   Goal: Encourage Development of Single Family Homes that Accommodate Seniors and People with Disabilities

Strategy: Change the zoning code to require all new developments in Madison provide a no-step access point to a home, and a bathroom on the first floor.

Amend the zoning requirements for new construction to require the inclusion of a no-step entrance, as well as a bedroom and bathroom on the first floor in DR1, DR2, as well as all residential zones (with the possible exclusion of TR-C). Alternatively, a percentage of new construction single family homes could have this requirement, or development incentives could be utilized to promote accessible homes. These features would ensure that future homes built within Madison are universally accessible and designed in a manner that encourages aging in place and life-long community engagement.

V.   Goal: Capture the Energy and Vitality of Local Seniors Serving Madison

Strategy: Facilitate agency sponsorship of Self-Directed Volunteer Teams by funding expenses and incidentals for the team members, and asking leadership to identify projects, team leads, and key staff.

Self-Directed Volunteer Teams are an increasingly popular strategy to harness the energy and expertise of recently retired seniors who are seeking challenging community projects.

> *Mobilizing teams of volunteers who have the skills, experience and a commitment to your organization is an excellent strategy for maximizing resources. By tapping into the talent latent in a community and enhancing the capacity for your organization, you will expand your impact by using volunteers in new ways.*
>
> *A SDV Team is a group of people who volunteer in organizations to address an issue or need in the community that they care about. Projects are usually time-limited, involve a continuum of volunteer roles and rely on the creativity and initiative of the team members to complete the work independently. The host organizations often provide the focus for the project and the infrastructure to support the volunteers while the volunteers contribute their time and their skills.[2]*

VI.   Goal: Increase Career Pathways for Young Madisonians

Strategy: Establish a roundtable with local employers, educational institutions, the GMCVB, MadRep, the Workforce Development Board of South Central WI and other partners with the singular purpose of building new career pathways for disadvantaged local youth.

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

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[2] The Self Directed Volunteer (SDV) Network. Retrieved from http://sdvnetwork.com/volunteer/about-sdv-network/

supervisor and guides the work. The students spend half a day in the classroom and the other half building affordable housing. "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."[3]

Madison has a number of innovative youth employment and engagement programs. Currently, the Greater Madison Convention and Visitors Bureau is evaluating youth apprenticeship programs. Meanwhile, the Southwest Wisconsin Workforce Development Board is working to build career pathways with Madison College and other institutions. These programs could benefit from an increase in visibility, an increasingly coordinated effort and strong political support from the City of Madison and institutions such as the University of Wisconsin. This effort would require a roundtable of the stakeholders in these programs, and a high-level commitment by local employers to participate and build clear pathways to good jobs.

VII. Goal: Offer Opportunities for Unbanked Residents to Access Quality Banking Services

Strategy: Create Municipal Identification Cards to allow local residents to access banking services and other programs and opportunities that require identification.

Municipal identification (ID) cards are an innovative program piloted by a few cities around the United States in order to provide community members with the benefits of ID cards, who do not have the means or opportunity to obtain a passport or a state-issued identification card or driver's license. Municipal IDs offer personal identification and increased security to communities that currently live, work, and recreate under the radar of police and other city authorities.

Personal identification empowers individuals to participate more fully in his or her community and can be a tool to improve cooperation and reduce crime. The lack of identification may further hamper community engagement for residents of already marginalized communities. City residents without identification may feel uncomfortable cooperating with the police as a witness. Lacking ID cards, undocumented residents may not be able to open bank accounts and may carry more cash. These residents who operate in a cash economy are more vulnerable to robbery. Moreover, the lack of recognized identification may prevent victims of assault, domestic abuse, or other crimes from seeking help from community officials or the police.

Municipal IDs cannot be used to grant new or additional rights beyond those provided for in municipal, state and federal law. Rather, the ID cards facilitate community participation and daily living and may be used to:

- Open a library account.
- Open a bank account.
- Register children for swimming lessons at public pool.
- Identify self to police as a witness, victim or defendant.
- Increase comfort and transparency in interactions with all government officials.

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[3] 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 City of Madison did evaluate this idea previously and did not pursue the initiative at the time in part because there was concern that the issue did not affect enough people.   An analysis of the viability of this idea should begin with a study of the potential municipal ID customers.

VIII.   Goal: Provide Equitable City Transit Services

Strategy: Incorporate equity assessments into regular yearly bus route reviews and planning. Build on the ongoing equity assessments conducted to meet federal standards, to achieve comprehensive equity reviews such as the transit equity assessments conducted by Portland's transit system, TriMet.

> *TriMet considers transit equity and environmental justice when making decisions about: transit service to low-income neighborhoods and communities of color, placement of bus stops and shelters, allocation of low-floor buses, service for non-English speaking populations, and service for students.*
>
> *TriMet also evaluates equity when making service reductions, including changes to vehicle frequency on a bus or MAX route, beginning and end of route service each day, and any proposed discontinuation of service. TriMet analyzes the impacts of changes on low-income riders and people of color and evaluates direct feedback from riders. For capital investments, such as the building of a new light rail line, TriMet considers several factors in order to achieve transit equity goals, including: neighborhood impacts like air quality, traffic and noise, potential displacements of businesses and residences, neighborhood access to station areas.[4]*

IX.   Goal: Help Low-Income Residents Retain Earned Assets

Strategy: Fight wage theft. Support the emerging opportunities proposal to fight wage theft[5], and explore opportunities for the City to provide a forum for complaints by residents of employer wage theft.

Wage theft contributes to the economic challenges people of color and low-income people face.

> *A survey of more than 4,000 low-wage workers in Chicago, New York, and Los Angeles found that two out of three of these workers had experienced wage theft in the past week, including working off the clock, working for less than minimum wage, not receiving overtime pay, having their tips stolen, or not being paid at all. In these three cities alone, wage theft adds up to more than $56 million per week in lost wages.[6]*

X.   Goal: Increase Access to Income-Boosting Supports and Tax Credits

Strategy: Promote the Volunteer Income Tax Assistance sites (VITA) offered in the City of Madison which are generally under-utilized during the months of February and March.

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[4] TriMet: Public transportation in the Portland metro area. Retrieved from http://trimet.org/about/index.htm

[5] The emerging opportunities wage theft proposal is authored by the Workers Rights Center located on Park St. in Madison.

[6] Vanessa Cárdenas and Sarah Treuhaft. Editors. All-In Nation: An America that Works for All. Center for American Progress and Policy Link. 2013. Retrieved from allinnation.org

In previous years, the City has supported a VITA site in the Allied neighborhood. The results indicate that every $1 invested in these programs can generate up to $10 of federal tax credits for low-income Madisonians. In 2011, the Allied VITA site served 55 residents and returned $56,000 to the neighborhood. In 2012, 152 residents served by the Allied VITA site received $99,789. This year, the City of Madison will not directly fund VITA sites, but several sites are planned throughout the City. These sites will be hosted by the Department of Revenue, AARP, United Way, Americorps, the IRS, Walmart and others. The sites could serve more Madison residents with increased investment in communication and outreach during the critical months of February and March.

XI.   Goal: Build Opportunities for Good Jobs for Formerly Incarcerated Individuals

Strategy: Pass "Ban the Box" legislation for the City of Madison. "Ban-the-Box" ordinances prohibit the city government and private employers from asking about an applicant's criminal history until after providing a conditional offer of employment. Newark, NJ and Richmond, CA are two of more than fifty municipalities which have passed 'ban the box' legislation in recent years. Ten states have also enacted similar legislation. The Common Council could pass an ordinance that "Bans-the-Box" for city hiring.

XII.   Goal: Build Demand for Local Quality Jobs

Strategy: Deepen the partnership with MadREP on its efforts to identify anchor institutions in the region. Establish a city priority to develop local suppliers for regional anchors using the Evergreen Cooperative and the University of Pennsylvania models.

MadREP Regional Business Retention and Expansion
Madison is already well positioned to guide this process to build demand for local quality jobs. City staff from the Economic Development Division serve on the steering committee and provide leadership within the MadREP Business Retention and Expansion program. The effort is beginning with a survey of local businesses and data collection. As the program progresses and regional anchor institutions are identified, the Council recommends that a focus on identifying local suppliers or developing new local suppliers should be prioritized.

Anchor Institutions
Anchor institutions like hospitals and universities generate significant economic activity, yet their ability to enhance the local economy may not be fully realized. By providing deeper local connections between the anchor institutions, local residents and small businesses, the institution can reinvest and recharge the local economy. For example, it's likely that local hospitals pay for a lot of laundry, and that educational institutions buy a lot of food for their cafeterias. Based on these purchasing patterns, the City should work with the institutions and local businesses to source as much purchasing as possible locally. When there is not a local business ready to provide the needed service or product, Madison should support the development of cooperatives that employ low-income Madisonians, following the Evergreen Cooperatives model.

Evergreen Cooperatives
The Evergreen Cooperative Initiative is a network of worker-owned cooperative businesses located in some of Cleveland's lowest-income neighborhoods. It seeks to leverage a portion of the $3 billion in annual supplies and services purchased by local universities and hospitals to create good jobs with ownership opportunities for hard-to-employ workers, who are also predominantly people of color. With

investments including New Market Tax Credits and resources from the U.S. Treasury Department's Community Development Financial Institutions Fund, Evergreen was able to start its first venture: a commercial green laundry. The cooperative eventually expanded to include a solar-panel installation firm and a lettuce greenhouse. To date, the three businesses have more than 100 worker-owners, half of whom have criminal records.[7]

<u>The West Philadelphia Initiatives</u>
University of Pennsylvania's ambitious neighborhood reinvestment policy, known as the West Philadelphia Initiatives, sought to fundamentally improve the neighborhood surrounding its campus through a major commitment of University leadership, administrative support, funding, and academic resources. The policy was sustained over a period of year, and focused on five broad and comprehensive areas:

- Clean, safe, and attractive streets and neighborhoods.
- Reinvigorated retail options.
- Excellent school options.
- Increased job opportunities through economic inclusion.
- High quality, diverse housing choices.

The effort resulted in a number of positive outcomes. Crime rates declined in the neighborhood. Streets and public spaces are now reliably cleaned and maintained. A new University-assisted public school was opened. The real estate market strengthened. New retail facilities now draw patrons from both the campus and neighborhood community. More neighborhood and minority residents, and businesses participate in University-sponsored construction projects and the procurement of supplies and services.[8]

XIII. Goal: Build Understanding of Local Equity Issues

Strategy: Invest in communication tools to build awareness of local equity concerns. Harness the existing data, reports, maps and other information relevant to equity and develop a strategy to communicate the information with the public.

The City of Madison has multiple agencies housing a variety of data useful to the public and to build the understanding of disparities in the city. Much of that data will be shared with the public through the new City of Madison Data Portal. The City of Madison should focus some of its data organization and management efforts on data related to disparities. In particular, there should be a multi-agency process to pull together relevant data sets, maps and other tools, and do a regular public report or presentation on the data and how the City is addressing equity. The Equity Team, which was established in September, could potentially lead the project together with the City Data Team.

XIV. Goal: Maintain Existing Data Collection Programs

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[7] *Ibid*.

[8] Kerman, Lucy, & Kromer, John. *West Philadelphia Initiatives: A Case Study in Urban Revitalization.* FELS Institute of Government. University of Pennsylvania. 2004. Retrieved from http://www.fels.upenn.edu/news/new-report-urban-revitalization-1

Strategy: Fund the Applied Population Laboratory fully to continue its work on the Neighborhood Indicators program—but tailor the future outcomes and reports to address equity, scale and data concerns. Maximize non-public data which is made available only through the partnership with APL and their data sharing agreements.