

REPORT OF THE VIRGINIA DEPARTMENT FOR THE AGING IN  
COMPLIANCE WITH THE CODE OF VIRGINIA §2.2-5510.4

## **Second Annual Summary of Reports on Progress in Addressing the Impact of the Aging Population by State Agencies**

TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA



**REPORT DOCUMENT NO. 162**

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# Second Annual Summary of Reports on Progress in Addressing the Impact of the Aging Population by State Agencies

## TABLE OF CONTENTS

|  | Page |
|--|------|
| EXECUTIVE SUMMARY.....   | ii   |
| INTRODUCTION.....  | 1    |
| Report Mandate.....  | 1    |
| Reporting Requirements.....  | 1    |
| Past Reports.....  | 1    |
| Demographics of the Aging Population.....                                | 2    |
| Why This Report Continues to be Important.....                           | 4    |
| SERVICES TO AN AGING POPULATION.....                                     | 6    |
| IMPACT OF AGING ON THE STATE WORKFORCE.....                              | 17   |
| RECOMMENDATIONS AND CONCLUSION.....                                      | 24   |
| Recommendations.....   | 24   |
| Conclusion.....  | 26   |
| APPENDIX A Code of Virginia §2.2-5510 & Code of Virginia §2.2-604.1..... | 27   |
| APPENDIX B Instructions for the Online Survey.....                       | 28   |
| APPENDIX C Agencies Responding to the 2008 Online Survey.....            | 29   |
| APPENDIX D Online Survey Questions.....                                  | 31   |

## EXECUTIVE SUMMARY

### **Background:**

The Virginia General Assembly has directed all state agencies to designate staff to review agency policies and programs and identify opportunities to make them more accommodating to seniors and persons with disabilities (§2.2-604.1). Agencies are further mandated to analyze the impact that the aging of the population will have on its ability to deliver services and report to the Virginia Department for the Aging (VDA) on how the agency is responding to these changes. VDA is then directed to submit a report summarizing the progress made by the agencies to the Governor and the General Assembly by June 30 of each year (§2.2-5510). In order to make the submission of data less burdensome, in 2008 VDA asked agencies to submit their reports through an online survey. This document represents the second annual summary report prepared by VDA and is based on the 81 individual agency reports submitted in 2008.

This annual analysis and reporting has been incorporated into the mandated strategic planning process for all agencies in recognition of the aging of Virginia's population. Demographic projections show that by the year 2030, the number of Virginians age 65 and older will double from approximately 900,000 today to just under 1.8 million and will grow from 12 to 18 percent of the total population. Sometimes referred to in popular literature as the "silver tsunami," it is anticipated that such a dramatic shift in the age profile of the Commonwealth will have an impact on many aspects of life for young and old alike. State agencies must be prepared for this change if they are to continue carrying out the business of government efficiently and providing needed services to all Virginians even as the population and their own workforce ages.

### **Report Findings – Services:**

In response to survey questions, 73 percent of the 81 responding agencies reported that they currently provide some services or programs that are used by citizens aged 60 and older. These cover a very broad range including such diverse services as: meals programs, transportation, health care, emergency preparedness, protection from fraud or abuse, educational programs, arts and cultural opportunities, and many others. Half of the state agencies believe the aging of Virginia's population will impact their ability to deliver services while over a third report no anticipated impact.

Agencies were also asked to report on their efforts to develop or expand services to address future needs and any new activities undertaken related to the aging population since they submitted their 2007 reports. It is encouraging to note that several agencies highlighted recent activities to provide targeted information for seniors, increase emergency planning for this population, bolster the healthcare workforce, and develop educational and cultural opportunities specifically for this growing population. However, several agencies also took the opportunity to express concern with their ability to meet increased demand for services from the older population and/or concern with the likely loss of experienced staff due to retirements.

**Report Findings – Workforce:**

Similar to the reports submitted in 2007, a clear majority of state agencies (72%) confirmed in the 2008 reports that the loss of older employees will have a significant impact on agency operations. On a positive note however, more agencies (83%) reported specific succession planning strategies in 2008 than reported such strategies in 2007 (77%). In addition, a majority of agencies reported having specific strategies to retain employees approaching retirement and to recruit employees to replace those who have retired. Clearly, state agencies are aware of this workforce trend and are taking some steps to mitigate the negative consequences.

**Conclusions & Recommendations:**

Agencies responding to the online survey were asked to select from a number of activities that potentially would be helpful as they prepare to serve an aging population: 74% report being interested in sharing best practices among agencies on dealing with an aging workforce; 67% have interest in data about how the population will change in the coming decades as well as how the next generation will differ from today's seniors; 64% would like training on how the next generation of employees will differ from the baby boomers; 58% are interested in more information about what other agencies were doing to prepare to serve an older population; and some agencies offered specific suggestions regarding training, information or policies that could support their efforts to provide services to a changing population.

The Department for the Aging's overall recommendations remain essentially unchanged from the 2008 report. These include:

- State agencies could benefit from and are interested in information and training to help them prepare to serve an aging population.
- Almost all agencies are concerned with the aging of the state workforce and although many are working to mitigate the loss of knowledge and experience, the Commonwealth should help agencies learn effective knowledge transfer strategies and share best practices in workforce management.
- Each Secretariat or state agency should be encouraged to conduct an internal assessment of their ability to serve an aging customer base as well as their aging related workforce strategies. Each agency is an expert in its subject area and is therefore in the best position to determine if current preparations are sufficient to meet the challenges ahead.

The eighty-one (81) reports submitted by state agencies pursuant to §2.2-5510.4 present a mixed but somewhat encouraging view of agency preparations. While some agencies are taking innovative and targeted steps to address the future needs of an older population, others report that they have undertaken limited or no activity specifically designed to prepare for this change. As in past years, there are a minority of agencies that seem to be unaware of the broad implications of the impending age wave. The challenge for the Commonwealth remains - to ensure that all agencies are realistically planning for the future and will be well positioned to continue to serve the Virginia of tomorrow.

## INTRODUCTION

*...the extent of the impact [of an aging population] will ultimately be determined by State policy-makers. This is because in most cases, increases in service provision are not inevitable, but instead rest upon policy choices about the role of the State in ensuring a minimum safety net, and what minimum quality of life for older Virginians is considered to be desirable, necessary, or affordable.*

“The Impact of an Aging Population on State Agencies” 2006.  
The Joint Legislative Audit and Review Commission

### Report Mandate

This report represents a summary of the eighty-one (81) reports submitted in the Fall of 2008 by agencies of the Commonwealth to the Virginia Department for the Aging (VDA) in compliance with the Code of Virginia §2.2-5510.4. This section of the Code requires each state agency to prepare a report annually on the impact of the aging of the population on their ability to provide services. VDA, in turn, is directed to prepare a summary report for submission to the Governor and General Assembly by June 30 of each year. The 2008 General Assembly extended the sunset clause for §2.2-5510 to the year 2013, thereby continuing this reporting requirement. Also required in §2.2-604.1, agencies are to designate staff to review agency policies and programs and identify opportunities to make them more accommodating to seniors and persons with disabilities. (See *Appendix A* for a copy §2.2-5510.4 and §2.2-604.1).

### Reporting Requirements

Requirements for the reports to be submitted by state agencies in 2008 were developed by VDA with input from the Office of the Secretary of Health and Human Resources. The information requested and the reporting format was substantially different from what was requested for the 2007 agency reports. To make the submission of data less burdensome, VDA asked agencies to submit their reports through an online survey program. Based upon feedback from a number of agencies, the online submission process was easier and required less time than the previous reporting format.

The online survey was divided into four sections. These sections included 1) questions about the agency and the impact an aging population will have on the activities and services the agency provides, 2) the impact of an aging workforce on agency operations, 3) information or training that might be helpful as the agency prepares to meet these demands, and finally, 4) instructions for submitting the report. See *Appendix B* for a copy of the reporting instructions.

### Past Reports

The 2006 Session of the General Assembly enacted HB 110 and HB 854 requiring state agencies to report in response to House Document 10 (2006): *Impact of an Aging Population on State Agencies*. This document, prepared by the Joint Legislative Audit and Review Commission (JLARC), found that most state agencies were not prepared to deal with the impact of the aging population. These two bills required agencies to (i) designate staff to review agency policies and programs and identify opportunities to make those

policies and programs more accommodating to seniors and persons with disabilities; (ii) include in agency strategic plans, under COV §2.2-5510, an analysis of how the aging of the population impacts the agency and how the agency is responding, and (iii) report to the Governor and the General Assembly on the agency's progress in addressing the impact of the aging of the population.

In the House Document 10, JLARC determined that “.....the state is not well positioned to meet a potential increase in demand for services....” However, this report went on to say that the impact that the aging population will have upon state agencies in future years is not always clear because the extent of the impact will ultimately be determined by State policymakers. “This is because in most cases, increases in service provision are not inevitable, but instead rest upon policy choices about the role of the State in ensuring a minimum safety net, and what minimum quality of life for older Virginians is considered to be desirable, necessary, or affordable.” JLARC further suggests that in addition to an increase in the older population, there are a number of factors that will also affect the future demand for services from state agencies including trends in health and disability rates, the availability of state funding, the ability of older Virginians to pay for services, and the availability of family and informal care providers.

In 2007, eighty-eight (88) agencies submitted reports as required by §2.2-5510. This was the first year agencies were required to send their reports to VDA for inclusion in a summary report. Many agencies reported providing specific and valuable services to today's seniors and the majority of these reports reflected concern about the growth of Virginia's older population. Few agencies, however, reported specific plans to expand or develop new services, activities or processes to meet the future impact of the aging population. However, almost all of the 88 agencies did report being acutely aware of the aging of their own workforce and the probable loss of knowledge and experience as retirements increase. Some agencies reported developing strategies to minimize the effect of this loss while others expressed concern but did not report any succession planning activities. To see VDA's summary report (Report Document 191, 2008) and all individual 2007 state agency reports go to: <http://www.vda.virginia.gov/HB2624.asp>.

## **Demographics of the Aging Population**

### Population Growth

The aging of the Baby Boom generation coupled with an increasing life expectancy will bring significant changes to life in the Old Dominion. By the year 2030, the number of Virginians age 65 and older will more than double from approximately 900,000 today to just under 1.8 million; and as a percentage of the population will rise from 12 to 18 percent. While Virginia's total population is expected to increase by 39 percent from 2000 to 2030, the under 65 population is projected to grow by 28 percent while the over 65 population will grow by an amazing 125 percent during the same period.

**Table 1**

| <b>Population Group</b>           | <b>2000</b> | <b>2010</b> | <b>2020</b> | <b>2030</b> | <b>Percent Growth</b> |
|-----------------------------------|-------------|-------------|-------------|-------------|-----------------------|
| Total Population                  | 7,078,515   | 8,010,340   | 8,917,569   | 9,825,288   | <b>39%</b>            |
| Population, Age 65 & Older        | 792,333     | 976,674     | 1,364,740   | 1,780,175   | <b>125%</b>           |
| Population Age 85 & Older         | 87,266      | 127,347     | 156,750     | 217,954     | <b>150%</b>           |
| Percent of Population Over Age 65 | 11.2%       | 12.2%       | 15.3%       | 18.1%       |                       |

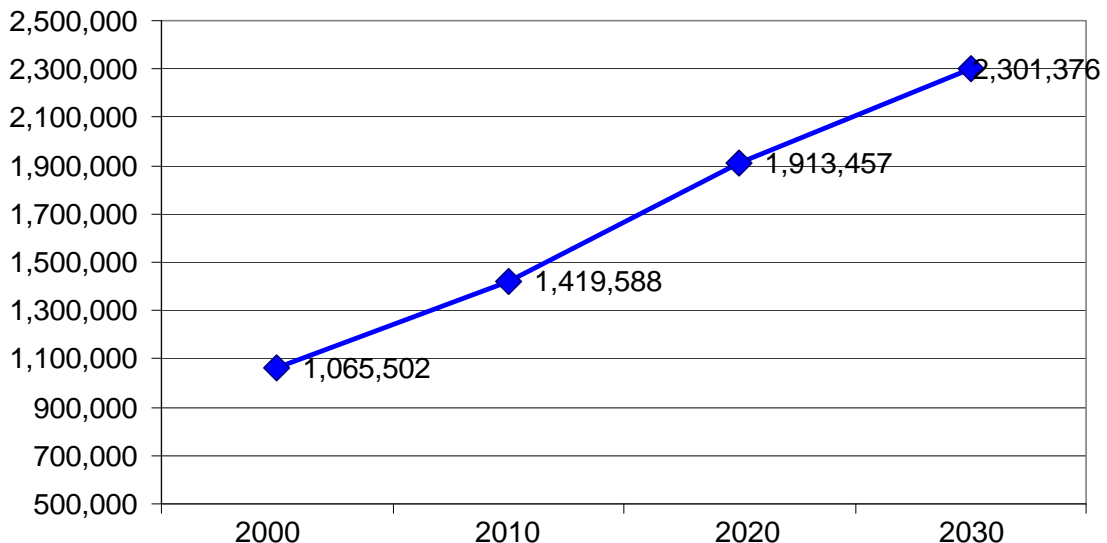
Data as reported by the Virginia Employment Commission

Another telling comparison is that Virginia’s school age population (ages 5 – 19) is anticipated to grow by 29 percent in the first three decades of this century while those over age 85, the fastest growing segment of the population, will increase by a stunning 150 percent. In the year 2030 the number of school age children in the Commonwealth (1,896,251) will be only slightly larger than the number of Virginians over age 65 (1,780,175).

While age 65 is generally considered the traditional retirement age, age 60 is the point at which individuals become eligible for many “senior services” funded by state and federal dollars. By the year 2030, approximately one in four Virginians will be over the age of 60. The analogy commonly used to describe Virginia’s future is that by 2030 the Commonwealth will look much like Florida does today. In popular literature this expected “age wave” is sometimes referred to as the “silver tsunami” as it will likely impact everything in its path.

**Figure 1**

**Growth of Virginia's Population Age 60 & Older**



But it is not just the growth of the older population that will impact our Commonwealth. It is how these older Virginians will function. As stated previously, the greatest growth rate will be among those persons 85 years of age or older. This is the group of individuals who are most likely to need assistance in maintaining their independence in their homes and communities. This surge in the number of the “oldest old” will likely have a significant impact on the Commonwealth’s long-term care services system. Not only will traditional “senior services” be impacted, but so will the wide variety of services provided through Virginia’s state agencies. Not just human services, but taxation, transportation, recreation, public safety, and many other services and programs that the Commonwealth provides to its citizens.

### Race/Ethnicity

Coupled with the general growth of Virginia’s older population, racial and ethnic minorities are making large demographic gains in the Commonwealth’s population. As this growth continues, the future may see minority groups gain the demographic majority in some regions of the Commonwealth. Virginia’s older population (age 60 and over) increased by 17.1 percent between 1990 and 2000 but older Virginians of racial and ethnic minority groups (i.e. all non-whites and white Hispanics) grew at twice the rate of older white, non-Hispanic Virginians over that decade, reflecting the increasing diversity of the total population. Almost 20 percent of Older Virginians are a racial or ethnic minority. As Virginia’s population continues to age, the racial and ethnic composition of its older population will more closely resemble the greater racial and ethnic diversity of today’s younger population.

### Economic Security

Poverty rates also increase with advancing age. According to the 2000 Census, 27% of Virginians aged 85 and older are living in poverty. This compares to less than 10% of individuals of all ages in Virginia who fall below the poverty level. As individuals live longer, more will outlive their savings and increasing health care needs will further strain personal resources, the Medicaid, Medicare and Social Security systems.

### Health Status

The 2000 Census provided new data on the disability characteristics of the general population that had not been available previously. Virginia’s older population evidenced a slightly higher per capita rate (.8470) of disabilities for the 65 and older population than the national average (.8354). While 58 percent of older Virginians reported no disabilities, approximately 20 percent reported having one disability and another 22 percent reported having two or more disabilities. Some of the predictions of future disease and disability rates assume a 40 to 50 percent increase in chronic age-related conditions such as diabetes and arthritis as the baby boomers age. The rate for the increase in dementia, however, is expected to increase by as much as 60 percent.

### **Why This Report Continues to be Important**

So what do these projected changes in the demographic profile of Virginia into the early and even middle decades of the 21<sup>st</sup> century mean for the agencies carrying out the business of the Commonwealth, particularly for those agencies providing services most



often used by older and disabled citizens? The numbers alone suggest that an aging population will likely impact every facet of life for both young and old, particularly in the areas of health care, human services, education, transportation, housing, and employment. This rapid growth will almost certainly increase the demand and the cost of currently-provided state services. Yet today, state and local agency staff report being unable to meet even current levels of service demand.

Added to this concern, agency staff, as well as older citizens often describe Virginia's approach to service delivery as a "patchwork" or fragmented system of care. A series of studies in recent years have documented this fragmentation of services for older Virginians. These include studies by the Secretary of Health and Human Resources in 1992, the Joint Commission on Health Care in 1998, and the Joint Legislative Audit and Review Commission in 1999 and 2006.

The basic question remains unchanged since the 2008 report: Are state agencies preparing for the impact of the aging of the Commonwealth's population and will their efforts be sufficient to meet the challenges? This report will share some of the current preparations that selected agencies are making, and plan to make, to address this demographic shift, including the impact on state agency employment patterns. This information should serve as a basis for further discussion and increased planning by state agencies. The report will also make general recommendations about actions that can be taken now to enhance state government preparations for this unprecedented change in the Commonwealth's population.

## SERVICES TO AN AGING POPULATION

*A review of existing services indicates that the State is not well positioned to meet a potential increase in demand for services, because existing services are provided through a patchwork approach that does not consistently provide appropriate services.*

“The Impact of an Aging Population on State Agencies” 2006.  
The Joint Legislative Audit and Review Commission

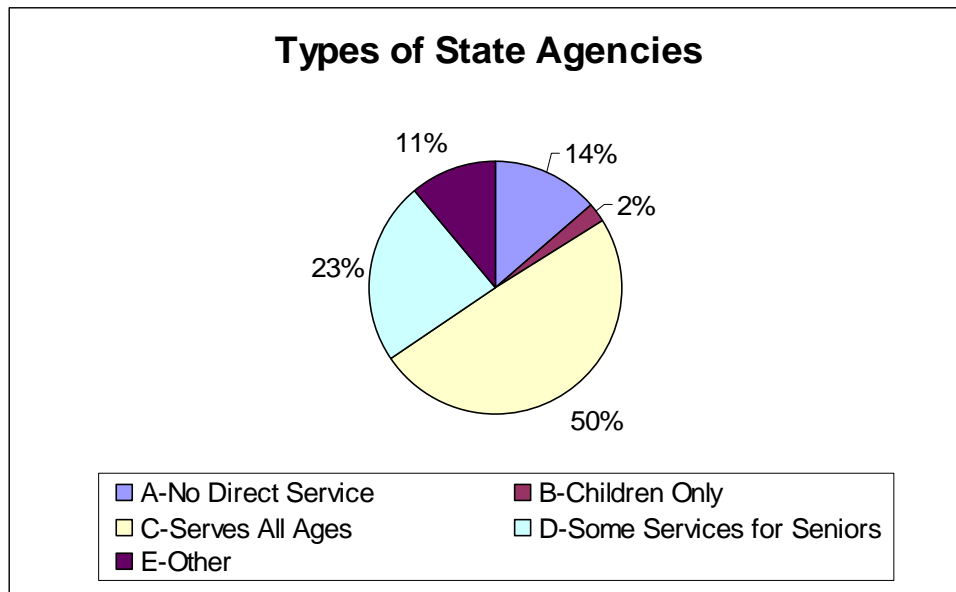
In 2008, state agencies were asked to respond to an online survey to complete their report pursuant to §2.2-5510.4. See *Appendix C* for a list of state agencies that responded to the online survey). The first survey question asked agencies to check the choice that best described who they served. Below is the question along with the number of the agencies responding to the survey that chose each option (see pie chart below). Also see *Appendix D* for a copy of the survey.

### **Questions #1: Check the choice that best describes your agency:**

- A. This agency does not provide programs or services directly to citizens of the Commonwealth.**  
(11 agencies responded)
- B. This agency provides programs and services for children only.**  
(2 agencies responded)
- C. This agency provides programs and services for Virginians of all ages which are also used by persons age 60 and older.**  
(39 agencies responded)
- D. This agency serves Virginians of different ages but also provides one or more programs specifically designed for Virginians age 60 and older.**  
(20 agencies responded)
- E. None of the choices describes this agency.**  
(9 agencies responded)

Agencies responding to option E included several of the institutions of higher education (although not all universities chose this option), the Virginia Port Authority, the Virginia Board of Accountancy, the Tobacco Commission, the Department of Employee Dispute Resolution, and the Department for the Aging. The Department for the Aging’s response in this category acknowledges that it is the only state agency exclusively devoted to serving Virginia’s aging population (citizens age 60 and older).

Figure 2



It is not surprising that 73% of the responding agencies provide some services or programs that are used by citizens aged 60 and older (Question #1 options C and D). After all, older Virginians are perhaps the most dissimilar and varied segment of the population. Older citizens, as well as aging baby boomers, bring a staggering variety of backgrounds and interests to the community. They share many of the same needs and interests as young people, as families with children, as single adults, and any other segment of the population. As a result, they are just as likely to take advantage of a variety of state services as younger Virginians.

**Question #2: If you checked C or D, describe up to three programs or services provided by this agency and utilized by Virginians over age 60.**

The following examples provide highlights from those state agencies that responded to this option. These examples represent only a portion of the activities for 2008 as reported by the agencies and do not include activities from every Secretariat or all the agencies that responded to the survey. However, these examples depict an interesting array of programs and services that are targeted to older citizens by state agencies.

***The Secretary of Health and Human Resources***

The *Virginia Department for the Aging* (VDA) is the state agency with the sole mission of serving older Virginians. VDA is responsible for planning, coordinating, funding, and evaluating programs for older Virginians made possible through funds from both the federal Older Americans Act and from the Virginia General Assembly. These programs include nutrition, transportation, health, education, and social services to improve the quality of life for older Virginians. The department also provides counseling, assistance, and referral related to legal issues, consumer fraud, insurance and long-term care. VDA oversees a network of 25 local Area Agencies on Aging (called AAAs) established under

the auspices of the Older Americans Act which are designed to assist older persons and their families.

The *Virginia Department of Social Services* (VDSS) provides a variety of services for Virginians age 60 and older including services that assist older persons in remaining independent in their own homes. Two examples of these programs include: Adult Protective Services (APS) investigates reports of abuse, neglect or exploitation of adults age 60 or older and incapacitated adults age 18 to 59. The Auxiliary Grant Program (AG) provides a supplement to income for recipients of Supplemental Security Income (SSI) and certain other aged, blind, or disabled individuals residing in a licensed assisted living facility (ALF) or an approved adult foster care (AFC) home.

The *Department of Medical Assistance Services* (DMAS) is the largest health care financing program for the elderly in the Commonwealth. To meet this growing demand for services from the Commonwealth's rapidly aging population, DMAS has been engaged in a major reform of Virginia's Medicaid-funded long-term care including the Integration of Acute and Long-Term Care Services, the Program for All-Inclusive Care for the Elderly (PACE), the Quality Improvement Program (QIP) Initiative, and the Consumer-Directed Waiver Services.

The *Department for the Blind and Vision Impaired* (DBVI) provides an array of services to visually eligible citizens over the age of 60 including Rehabilitation, Teaching, Independent Living, Library Services, and Low vision Services.

The *Virginia Department of Mental Health, Mental Retardation, and Substance Abuse Services* (DMHRSAS) and its community service delivery system provide geriatric care that includes a variety of clinical services and inpatient interventions that are specifically designed, implemented, and funded to address the unique and complex treatment and support needs of older adults.

### ***The Secretary of Administration***

The *State Board of Elections* (SBE) has been piloting and exploring the use of electronic poll books. Localities that have conducted pilot tests in previous elections have determined that the use of these electronic poll books has lessened the time voters have to spend in line waiting to verify their name to receive authorization to vote. This would benefit those older voters with mobility issues who wish to come into the polling place to vote because they perceive that process as more desirable than voting absentee or curbside.

The *Virginia Department of Human Resources Management* (DHRM) functions to attract and retain a state public workforce proficient at providing services to the citizens of the Commonwealth regardless of age. The programs that are specifically utilized by individuals over the age of 60 include Medicare Coordinating Plan options for employees and retirees, a Medical Reimbursement Account for employees and their eligible family members, as well as a Flexible Reimbursement Account for Dependent Care of Elder Parents that allows employees to set aside part of their salary each pay period on a pre-tax basis to reimburse eligible expenses incurred for the care of a disabled spouse, elderly

parent, or other dependent who is physically or mentally incapable of self-care, so the employee (and their spouse) can work or actively look for work.

### ***The Secretary of Commerce and Trade***

The *Virginia Board of Accountancy* (VBOA) is anticipating a dramatic increase in the number of CPAs who will work beyond the age of 65 during the next 20 years. VBOA is working with the Virginia Society of CPAs to address issues by proposing a plan to seek out and address the challenges of keeping Virginia's aging CPAs up to date on all regulations, specifically the CPE units, and the requirements to remain duly licensed by the Board.

The *Department of Professional and Occupational Regulation* (DPOR) places special emphasis on the need to prevent fraud and discrimination against older Virginians. The Department hosts a dedicated hotline for seniors and their families and partners with law enforcement, other state agencies, and private-sector advocates to promote elder fraud prevention and consumer protection for older Virginians. In addition, Department staff offer presentations to senior citizen organizations throughout the Commonwealth.

The *Virginia Department of Labor & Industry* (DOLI) ensures that Virginia is a safe, healthy, and productive place to work and conduct business. Based upon the increase in the aging workforce, DOLI expects to see a greater percentage of older workers in the workforce. DOLI reports recognizing the need to develop programs and services that address the impact of the aging population and they will develop enforcement, training, and delivery systems sensitive to an aging population.

### ***The Secretary of Agriculture and Forestry***

The *Department of Agriculture and Consumer Services* (VDACS) partners with the Virginia Department for the Aging and local Area Agencies on Aging to operate the Senior Farmers Market Nutrition Program. The program targets low income senior citizens in eleven Virginia counties and seven cities who meet the eligibility criteria who can purchase locally produced fresh fruits, vegetables and cut herbs from local farmers. Additionally, the VDACS Office of Consumer Affairs (OCA) conducts educational outreach efforts that seek to help older consumers make more informed decisions in the marketplace.

### ***The Secretary of Education***

The *State Council of Higher Education* (SCHEV) administers the Senior Citizens' Higher Education Act that allows older Virginians to register and enroll in college course if their annual income does not exceed \$15,000. This program is the primary way that Virginia's institutions of higher education are addressing the growth in the aging population. In 2007, more than 1,800 senior citizens received approximately \$1.4 million worth of waivers.

Roughly 10 of Virginia's state colleges and universities also report having some type of life-long learning program available on their campuses. Five of Virginia's colleges and universities also participate in the *Elderhostel* program. Elderhostel offers non-credit courses to persons age 55 and older. Elderhostel is a worldwide not-for-profit organization that provides learning opportunities to more than 160,000 adults each year. Additionally, In July of 2007, SCHEV Introduced programs that foster increased attraction and retention

of “non-traditional” student populations (including persons age 60 and older) in postsecondary education. One example of such a program that has been utilized by many senior citizens is the “fast track teacher certification” for retirees who wish to teach K-12 as a second career.

The *Christopher Newport University* (CNU), in addition to complying with the Senior Citizens Education Act, also operates the Life Long Learning Society. The Society is an affiliate of the Elderhostel Institute Network. Through a variety of activities – including lectures, courses, study and discussion groups, lunches, dinners and field trips, older persons of diverse backgrounds come together to share a common interest in learning.

The *Virginia Museum of Fine Arts* (VMFA) offers a wealth of programs and services for Virginians over the age of sixty including guided tours, exhibitions, lectures, classes, and performing arts events. They also sponsor speakers on the arts, artist workshops, media programs, and traveling exhibitions throughout Virginia. VMFA's Docent Program and other volunteer opportunities are available to Virginians over 60.

The *Library of Virginia* (LOV) Reference Services Department has created a category for the Reading Room Menu: “Resources for Seniors.” This resource will highlight free Internet sources of particular interest to older adults.

### ***The Secretary of Public Safety***

The *Virginia Department of State Police* (VSP) has established the Senior Alert Program ([www.vasenioralert.com](http://www.vasenioralert.com)) to locate missing seniors who may wander into danger. The program provides a publicly available Internet location to post a photograph and information regarding a missing senior adult.

The *Department of Criminal Justice Services* (DCJS) is engaging in a number of activities aimed at addressing the growing older population including the Alzheimer's Disease Training for Law Enforcement Personnel and the TRIAD program.

The *Department of Alcohol Beverage Control* (ABC) sponsors, participates in, and collaborates in meetings with key state stakeholders and organizations concerned with alcohol abuse among Virginia's older adults through the formation of the *Alcohol and Aging Awareness Group* (AAAG). ABC will continue to promote awareness through media activities. The prevention message conveyed will indicate the potential risk factors involved with alcohol and medication consumption by older adults and list the pertinent resources available.

The *Virginia Department of Corrections* (DOC) has developed a Master Plan for Health Care Services for the General Assembly. They have developed a “geriatric prison” that is preplanning for a dementia unit, hospice, skilled care, assisted living, and auxiliary units. DOC will make every effort to provide on-site care for geriatric specialty areas such as x-ray, optometry, orthopedics, and various therapies such as speech, physical and occupational. Recreation areas are expanding to include appropriate outside activity areas. Planning for transition to the community will be expanded as will the DOC's ability to obtain arrangements for nursing homes for older prisoners being released.

The *Virginia Department of Correctional Education* (VDCE) offers educational services in adult correctional centers throughout the state of Virginia. Students who are 65 and older have access to academic, vocational and transitional educational services/programs. As these students get older, VDCE reports they will have to modify the learning/educational materials to accommodate their needs. Transitional services will have to be modified to provide information that can be useful to seniors prior to and after their release from prison. Large print publications can be found in most libraries located in adult facilities.

### ***The Secretary of Transportation***

The *Virginia Department of Transportation* (VDOT) is aware that the number of drivers 65 and over in Virginia continues to increase. VDOT's Older Driver Initiative program is directed towards helping motorists by utilizing enhanced visual aids- signs, signals, roadway lighting and markings. VDOT now uses pavement markings that enhance wet and night visibility in construction zones; construction zone barrels that provide a heightened visibility; and glass curb reflective markers to delineate medians at certain locations.

The *Department of Rail and Public Transportation* (DRPT) indicates that the growth in the aging population will increase the demand for public transportation and private agency transportation because many members of the senior population will not be able to drive themselves. The DRPT program that impacts senior citizens is the Federal Transit Administration (FTA) program called "*The Elderly Persons and Persons with Disabilities Program (Section 5310)*." In addition to administering Section 5310, DRPT has established the *Interagency Transportation Coordinating Council* to promote interagency cooperation (including transportation services for the elderly) at the state level.

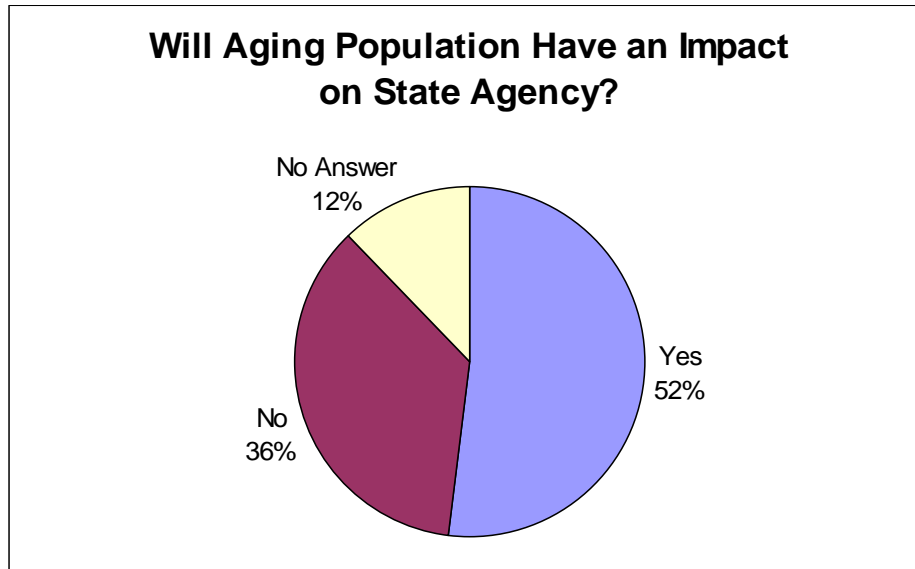
### ***Other***

The *Virginia Retirement System* (VRS) is experiencing a demand for increased services and plan offerings. Increased boomer retirees and active members will demand different services, delivery channels, and financial education. To address the increased service demands, VRS has engaged business partners (third party administrators) to assist with the delivery of the more specialized program services needed to support the VRS benefit programs.

### **Question #3: Do you believe the aging of Virginia's population will impact your agency? If so, please explain.**

Half of the state agencies (42) reported that the aging of Virginia's population would impact their operations while twenty-nine (29) reported no anticipated impact. Ten (10) agencies had no response to this question or were unclear as to the potential impact.

Figure 3



The following are some of the concerns reported by responding agencies:

The *Virginia Museum of Fine Arts* responded that while Virginians over 60 have always been an important and large part of their membership, participation will continue on an upward trend and older citizens will be interested in increased opportunities for life long learning at the VMFA.

The *Virginia Department of Motor Vehicles* requires drivers to come in at age 80 to renew their driver's license in person and includes a vision test (or a vision report from an eye-care practitioner). As more Virginians remain active drivers longer, DMV expects medical issues such as vision to play an increased role in determining someone's ability to remain licensed.

The *Virginia State Police* acknowledges that the Baby Boom generation will create new challenges. As the elderly population increases, elder abuse and other crimes against the elderly will almost certainly increase. Older drivers may also present problems for the law enforcement community. The number of seniors suffering from dementia is expected to rise, and the majority of those people will wander at some point during the course of their disease. According to the Alzheimer's Association, in central Virginia alone, more than 40,000 people suffer from dementia; sixty percent of them will wander.

The *Virginia Department of Social Services* will see an increase in the aging population which could result resulting in a de-facto rationing of adult protective and supportive services. From SFY 07 to SFY 08, APS reports rose 6.0%. The costs of providing services to stop or prevent adult abuse and neglect are climbing fast. State and local budget cuts are hindering the local DSS's ability to fill vacant social worker and supervisor positions, thereby expanding already large case loads. Federal minimum wage increases for home-based service providers - combined with rising demand and local budget pressures - have stretched these agencies' ability to meet demands for services. Many



have been forced to cut services or service hours for elderly and disabled individuals. In addition, demand for Medicaid, Food Stamps, and fuel assistance programs will continue to grow as health care, food and fuel costs rise and retirees with fixed incomes have difficulty affording basic necessities.

The *State Council of Higher Education In Virginia* is now beginning to address the needs of a growing elderly population by training a workforce that can provide those needs. According to a recent report prepared by the Governor's Health Reform Commission, it is estimated that by 2020 there will be a shortage of approximately 1,500 physicians in the Commonwealth. There is a similar projected shortage for nurses and trained care givers.

The *Department of Correctional Education* is facing older students and will have to modify their learning/educational materials to accommodate their needs of older students. At the schools that have an older population, DCE will also have to modify the kinds of vocational programs that they offer so that the older students will remain safe and will not injure themselves with tasks that may be too physical in nature. Transitional services will have to be modified to provide information that can be useful to our seniors prior to and after release from prison.

The *Virginia Retirement System* expects an impact on the demand for services by those citizens who have worked for, retired from, or whose spouse has worked for or retired from state and local governments.

**Question #4: Based on your response to question #3, please share specific plans to modify, expand or develop services, activities or processes that will help your agency meet the future needs of an aging Commonwealth.**

The *Virginia Department for the Aging* is leading the implementation of the No Wrong Door (NWD) initiative. NWD is the Commonwealth's approach to streamlined access for adult health and human services. The vision of NWD is to have Aging and Disability Resource Centers in every community serving as a highly visible and trusted place where individuals can turn for information on the full range of long-term support options and entry to public long-term support programs and benefits. Virginia's approach has been to create a virtual '*No Wrong Door*' network utilizing technology to coordinate access to public and private health and human services, thereby making it easier for consumers to access vital services. This initiative is supported by state and local health and human resource agencies to improve coordination of long-term care services for adults in Virginia. It also provides a web-based system that connects public and private agencies through the internet, allowing sharing of consumer information in a confidential and secure manner.

The *Virginia Board of Accountancy* will provide a special page on the board's new website in early 2009 which will provide guidance to seniors.

The *Virginia Museum of Fine Arts* anticipates developing more programs on site (following the completion of the museum's expansion plans) as well as increased statewide services (lectures, classes, media programs, traveling exhibitions) to senior centers and facilities throughout Virginia.

The *Virginia Department of Fire Programs* will work to ensure all adult care facilities are inspected and will work with each facility to ensure they understand the requirements of the Virginia Statewide Fire Prevention Code. Additionally, the DFP will monitor its inspectors work loads to ensure the inspector to facility ratio is kept at a maintainable level and if the ratio begins to skew, they will modify work loads and/or hire additional inspectors.

The *Virginia Department of Military Affairs* will evaluate evacuation plans in order to consider the growing aging population in hospitals and nursing homes across the Commonwealth.

The *State Council of Higher Education* will work to increase the number of healthcare professionals that are available to serve an aging population by increasing the number of faculty available to train those health care providers. In March 2008, the General Assembly, through House Joint Resolution No. 91, established a joint subcommittee to study ways in which the Commonwealth may work more closely with Virginia's private, nonprofit colleges to meet state higher education needs. SCHEV has worked closely with the HJR 91 committee and feels it would be an ideal vehicle to address the challenges of attracting and retaining nursing faculty at Virginia's colleges and universities.

The *Virginia Department of Emergency Management* includes seniors and other special populations in the Commonwealth's Emergency Operations Plan (COVEOP), promulgated in December 2007. VDEM has also developed a brochure specifically detailing disaster preparedness information for seniors. Likewise, seniors are also encouraged to join the Virginia Citizen Corps, Community Emergency Response Teams and the Reservist Workforce Program, which are managed by VDEM at the state level.

*Longwood University* will implement a nursing program. Since LU is in a rural area, the nursing program will help train students to work with the aging program by providing training in the local hospital and area nursing homes. This will give students a hands-on experience while learning to care for the aging population in this rural area.

The *Virginia Department of Mental Health, Mental Retardation and Substance Abuse Services* will expand the role of its Geriatric Leadership Team to advance the Department's commitment to defining and implementing a Master Plan for Geriatric Services that promotes a standard continuum of specialized service needs for older adults with behavioral health issues. By continuing and further developing collaborative partnerships with key public-private-academic partners, DMHMRSAS will sustain its commitment: to improving service delivery effectiveness and improving access, increasing capacity to the extent possible given available resources, ensuring quality of older adult service outcomes and supports, and providing accountability for older adult service outcomes. The Geriatric Leadership Team will practice facilitative leadership strategies especially suited to self-directed work teams, interdepartmental task groups, and other group situations and will combine efforts between CSBs, facilities, and outside partnerships with public agencies, private providers and the academic community.

**Question #5: Identify any new activities to address the aging of the population that your agency has initiated since you submitted the 2007 report.**

Agencies provided the following examples of new activities or initiatives:

In August 2008, the *Virginia Department for the Aging* launched a new web portal, *Virginia Easy Access*: an on-line resource for seniors and adults with disabilities. It is funded as part of the Commonwealth's *No Wrong Door* initiative. *Virginia Easy Access* provides individuals and caregivers with links to a variety of informational topics of particular interest to seniors and adults with disabilities as well as information about public benefits and programs. Content includes imbedded links that lead the user to more information on every topic. The easy to use web portal also provides individuals and caregivers the ability to search for specific services in their community. *Easy Access* serves as a gateway to *VirginiaNavigator*, a listing of over 21,000 programs and services across the Commonwealth, and is supported by 2-1-1 Virginia Call Center Operators 24 hours a day, 7 days a week.

The *Board of Accountancy* has a new webpage that will provide specific information and links for older Virginians in the areas of tax and financial tips, trust advice, financial literacy, retirement planning, and tax laws affecting seniors.

The *Museum of Fine Arts* has successfully piloted a tour program for Alzheimer's patients and their families called *Artlinks*. This program provides special tours of the gallery to persons with Alzheimer's disease and their families.

The *Department of Fire Programs* has a website that now contains fire safety information for the senior citizen population, including a "Seniors and Fire" fact sheet.

The *State Council of Higher Education in Virginia* is attempting to address the shortage of nursing faculty by conducting a study of salary discrepancies between nursing faculty and nurses in clinical practice. Given the demographic and economic changes since 2002, the agency reports that it was time to reassess the competitiveness of Virginia's nursing faculty salaries.

The *Virginia Museum of Natural History* sponsored an exhibit called *Amazing Feats of Aging* which presented various aspects of aging to all audiences. They also hosted a well-attended series of lectures pertaining to aging including topics long-term care insurance, wills and estate planning, and medical care issues.

The *Virginia Department of Labor & Industry* is finalizing plans to collect data on the ages of persons who file payment of wage claims with the Labor and Employment Law Division. Collecting such data will enable agency staff to determine how many older persons benefit from their services in resolving payment of wage claims.

The *Virginia Housing Development Authority* sponsored the 2007 "Affordable Housing PLUS Services – Some Best Practices" conference co-sponsored with the Virginia Department for the Aging and the Virginia Association of Area Agencies on Aging. VHDA

has continued this dialogue by creating an email “broadcast” network of over 130 conference participants interested in developing housing for seniors and others who exchange information and ideas relevant to aging Virginians. In January of 2008, VHDA invited ten persons involved in seniors’ issues from around the Commonwealth to explore whether there was merit in periodically meeting to discuss the housing needs of elderly Virginians. The consensus of those in attendance indicated that they wanted to continue meeting under VHDA’s leadership, and made the following statement: “Successful senior housing must be affordable, accessible, have supportive services and transportation available, and be well integrated into healthy communities”. Based on this feedback, VHDA created a new Seniors Housing Solutions Council that has begun meeting to explore this agenda.

The *Virginia Employment Commission* field offices have formed partnerships with the local Area Agencies on Aging. Most offices have participants from the Senior Community Services Employment Program (SCSEP) working in the VEC offices gaining work experience.

## IMPACT OF AGING ON THE STATE WORKFORCE

*There is a personnel tornado on the horizon: In more than half the states, one in five employees will be retiring over the next five years.*

Governing Magazine, February 2005

By 2025, when most Baby Boomers will have surpassed the 65-year mark, 62.2 million Americans will be classified as senior citizens. The aging of this generation may have serious consequences for most employers. Governing Magazine (February 2006) reports that a business research group estimates that by 2010, 64 million workers....or 40% of the nation's public and private workforce....will have reached retirement age. Governing Magazine goes on to say the nation's state governments are facing a serious imbalance in their work forces due to a variety of factors, particularly revenue trends. Today's baby boomer public employees were hired in record numbers during the 1960s and 1970s when economic growth encouraged state governments to expand their workforce. By the 1990s (and continuing through today), tight budgets have forced many state governments to engage in reduction-in-force strategies. Coupled with the trend towards privatization and early retirement options, many states have been unable to hire younger middle managers who can replace the aging baby boomers. Some economists predict a shortage of 6 million individuals with four-year degrees within the next 10 years.

The impact of the current economic downturn on retirement patterns is not yet known. Many aging baby boomers have seen significant decline in the value of their investments and may therefore be forced to delay retirement. However, depending on how quickly the economy recovers and how many workers proceed with retirement plans, the state workforce may still be facing an unprecedented loss of knowledge, skills and experience in the coming years.

According to the Virginia Department of Human Resources Management [from the *2007 State Workforce Planning Report*], the average age of Virginia's classified employees is 45.8 years old (as of 1/1/07), almost 10 percent of the state workforce is age 60 years or older, and there were 6,416 employees in 2006 (or 8.8% of the state's employees) eligible for unreduced retirement. The Virginia Retirement System reports that if the current retirement rate continues over the next 10 years, 38,400 state employees will be eligible to retire with an unreduced benefit. This number does not include employees of Virginia's public colleges and universities that may be enrolled in other retirement plans.

How will Virginia's agencies prepare for this potential "boomer brain drain"? The majority (77%) of the state agencies reporting under HB 2624 in 2007 had already identified the impact of the aging of their workforce and were taking initial steps to address the loss of their older employees. Most of these agencies also identified those employees who would be eligible for unreduced retirement benefits within the next several years. In 2003, the Governor added workforce planning as a management objective for state agencies. Agency workforce plans identify jobs that are at-risk because of potential retirement or staff loss for other reasons.

For this report, 83 percent of the agencies that responded indicated that they had developed specific succession planning strategies to help them cope with the potential loss of experience and knowledge. This is up from 77 percent of reporting agencies in 2007. More agencies have heard the message about the potential impact of an aging population on their workforce and are developing ways to confront this loss.

**Question # 6: How many staff will be eligible for unreduced retirement from this agency in the next 5 years?**

**Question #7: Will the loss of these employees have a significant impact on agency operations?**

Most state agencies have staff eligible for retirement over the next 5 years. This confirms that the state workforce mirrors the Commonwealth's population as a whole. As the population ages, so does the workforce. Seventy-two percent of the agencies confirmed that the loss of employees will have a significant impact on agency operations. The following are the reports from those agencies with the highest number of potential retirees:

The *Virginia Department of Transportation* will potentially lose 2,200 staff by 2013. Retirement among critical career groups may impact the agency's core business functions. For example, the Engineering Technology Group will lose approximately 33% to retirement in the next 5 years. Transportation Operations will lose approximately 27 % in the next 5 years. The Land Acquisition and Property Management group will lose approximately 37% in the next 5 years. VDOT also reports that it has started to plan and prepare for anticipated demographic impacts of an aging population and to close skill gaps where changes in how they will deliver transportation services to the public will change the way their employees will need to perform their work. Through retirements alone, VDOT faces the potential replacement of more than one-quarter of their workforce in the next 4-5 years. When they evaluate the potential retirements by critical career groups, they have begun to see warning signs. The need for civil engineers, who form the backbone of the technical side of the agency, has suffered from a decade of engineers who elected to retire. While this rate remains high, the exodus has begun to level out and recruitment and development programs have increased the number of engineers in the pipeline for permanent positions.

The *Department of Corrections* reports that 1,323 employees will be eligible for retirement accounting for 11% of their workforce. In 2006 the median age of the DOC workforce was 42.3 years, up from 40.9 in 2002. 26% of the DOC workforce is over the age of 51. Security staff and probation officers are considered part of the Virginia Law Officers Retirement System (VaLORS) and can retire with 25 years of service after the age of 50. Non VaLORS employees can retire with 30 years of service after the age of 50. The Department has already begun succession planning activities. The LEAD (Leadership Enhancement & Development) Council has been formed and has already put into place two significant programs. The second program is "Smooth Start for New Supervisors". It is a two day program for newly appointed supervisors to attend within 30 days of their appointment. The program is designed to open the window of supervision for new

supervisors and expose them to the basics of supervision, answer their questions, meet with the Director's Staff, and provide an orientation to the Department's Strategic Plan.

The *Virginia Community College System* reports that 1,805 community college employees (31% of the workforce) are eligible for retirement by 2013. In general the colleges' reported in 2007 that this had not yet become a matter for concern. At those colleges where this was becoming an issue, however, the institutions reported having developed plans to fill those positions. VCCS states they are aware of the possible future demographic implications of an aging population and will monitor employment and retirement trends among the member institutions.

The *Virginia Department of Mental Health, Mental Retardation and Substance Abuse Services* reports that they depend on a complement of 9,778 salaried and wage employees in a wide variety of classifications (over 125 roles). 687 staff are eligible for retirement by 2013 (17.6% of the workforce). The agency reports that the loss of these employees will have a significant impact on agency operations because of the loss of institutional knowledge and extensive clinical and leadership skill sets that have been developed on the job and in formal/informal training. This will likely adversely affect the ability of the agency to address the needs of Virginians with disabilities on a state and system-wide basis. As the agency's workforce ages, the Department expects to also experience a decrease in the growth and availability of health care workers entering the service system. The agency reports that the exhaustive effort of recruitment and retaining staff without adequate compensation and career mobility lends itself to a "revolving door" scenario creating extensive overtime and health care service demands that will create a market that requires highly skilled and well-educated workers. It will be critical not only to expand the pool of workers but also to develop future and current personnel in the core competencies that the system will demand.

The *Virginia Department of Rehabilitative Services* reports that they could experience a total loss of 353 employees by 2013 or 32.7% of its employees. The loss of these employees will have a significant impact on agency operations. Practice wisdom gained through long term experience and the development of knowledge of the trends, successes, and failures in services development could be lost without careful use of the strategies of retaining many employees that are retirement eligible, offering part time work to valued employees after retirement, the careful recruitment and training of new employees, and consistent use of succession planning carried out now in preparation for future changes.

The *University of Virginia Medical Center* reports that 465 employees will be eligible to retire in the next 10 years. This represents 8.8% of the workforce. Many of these employees are essential professional caregivers (nurses, nurses' aides, physicians, etc.) who will be retiring over the next few years at the same time as demand for health care services is increasing due to the aging of the baby boomer generation. In fact, roughly 40% of these potential retirees are nurses who are already in short supply. Nurses provide a critical service within the Medical Center that can not be replaced by other workers.

George Mason University reports that 592 employees will be eligible for retirement by 2013 which represents 17.1% of the university's employees. The impact could be significant particularly in specialized areas such as finance, operations, and administration.

The Virginia State Police reports that 488 employees will be eligible for retirement by 2013 which represents 24.25% of their workforce. All of the executive staff and a significant percentage of key leadership positions meet the eligibility requirements for state retirement through 2013.

The survey further asked the responding agencies to describe their efforts to address the probable loss of so many experienced workers. Questions included the following:

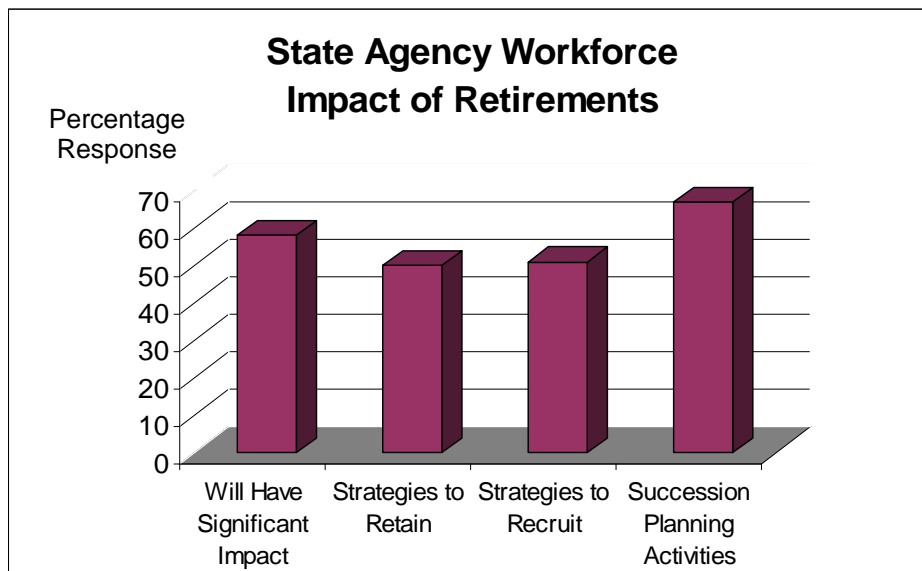
**Question #8: Has the agency developed specific strategies to help retain employees who are approaching retirement?**

**Question #9: Has the agency developed specific strategies to recruit new employees to replace retiring workers?**

**Question #10: Has the agency developed specific succession planning strategies to transfer knowledge form older workers to younger workers?**

Sixty-two percent, or 50 agencies, reported that they had developed specific strategies to retain employees approaching retirement. Sixty-three percent, or 51 agencies, also reported developing specific strategies to recruit employees to replace those who have retired. And finally, 83 percent, or 67 agencies, reported that they had developed succession planning activities to transfer critical knowledge from older to younger employees.

Figure 4





The following agencies represent the variety of strategies and activities used by the Commonwealth's agencies:

The *Virginia Information Technologies Agency* uses flexible compensation guidelines, as defined by the Department of Human Resources Management, to retain talented employees. Other strategies such as alternative work schedules, "teleworking", and enhanced employee recognition programs have been developed to recognize employee contributions and retain employees. Cross training, mentoring, and staff development are other strategies in helping to retain employees.

The *Virginia Department of Social Services* has several strategies to ensure that knowledge transfer is occurring from older workers to younger workers. DSS recently obtained a portal to the state's Knowledge Center, which has discussion forums and collaborative areas, allowing employees who have expertise in certain areas to share it with others. Expertise can also be shared via chat rooms and the library, where references, research materials, and links to information and learning resources are located. Use of the Knowledge Center is self-paced; employees can read articles on various topics and listen to previously delivered training. The Lecture Hall houses audio, video, and collaboration opportunities including multimedia presentations and chat rooms. The Conference Center is a virtual exhibit hall, with technology presentations, technical papers, and product and services overviews. PeerNet, a part of the Knowledge Center, is a searchable repository of users who make their expertise available to others. An individual's listing contains contact and professional information highlighting skills and expertise. Another strategy is the Virginia Social Services Leadership Academy, now in its second year. This year, participation was expanded to both state and local DSS employees to prepare them for senior leadership positions. It was established to identify and develop future leaders to ensure that we continue to have high quality leadership to achieve the agency's mission. Participants make a year-long commitment to the program. Methodologies include an ongoing self-assessment, highly interactive classroom instruction, individual mentoring, and small group projects. Mentors for the first participants included a city manager, four deputy county executives, a school superintendent, and a variety of private and public agency executives. Several graduates of the first academy have filled leadership positions to replace retirees.

*George Mason University* maintains a reputation as an innovative and dynamic university with comprehensive benefits and a balanced work/life approach to employment including flexible work opportunities, affinity groups, commuter assistance, outstanding reward & recognition programming, and comprehensive personal and professional training and development opportunities. Additionally, their geographic location, near Washington D.C., provides a rich, diverse, and a highly trained candidate pool.

The *Department of Correctional Education* has implemented the following strategies to retain aging employees and recruit new employees. Training Programs: with the help of the DHRM Knowledge Center, an extensive number of management training classes have been offered to DCE employees. Staff development workshops are also offered 3 times a year. Whenever funding is available, the agency has offered employee incentives including competitive salary offers, tuition reimbursement, free training, and bonuses in an

effort to recognize and retain highly qualified employees. Future strategies when funding is available will include a pay differential to teachers who teach Math or Science. DCE would also like to offer “stay interviews” to current employees.

The *Department of Human Resources Management* uses “telework” agreements, 32-hour workweeks, and alternative work schedule agreements as incentives to enhance family/work life balance.

The *Virginia Retirement System* already uses a viable career progression path that begins with the hiring of college interns on a wage (hourly basis) and progresses to full-time positions as Investment Analyst, Senior Investment Analyst, Investment Officer, Senior Investment Officer, Portfolio Manager, and Program Director. The VRS Customer Contact Center is developing career paths using competency models and plans to implement a “pay for skills program”.

The *University of Virginia Medical Center* is offering more flexible scheduling options that minimize night and weekend shifts. Additionally, they have modified the definition of part-time employment in order to allow retired workers to return to work for up to 29 hours/week instead of the traditional 20 hours.

The *Virginia Museum of Natural History* has developed a strategy that allows a retired museum curator to be designated a curator emeritus which is a volunteer position that allows them to continue their research work.

The *Virginia Department of Education* uses phased retirement to promote part-time and quasi full-time positions which allows both the employees and the agency flexibility in managing work demands while offering valuable options to senior employees wishing to explore retirement. Telecommuting, alternate work locations, and alternate work schedules also encourages senior employees to delay full retirement. The agency draws upon the “retiring” employees’ expertise for mentoring other, less-experienced employees, allowing them to work on selected projects and to serve as a source of “institutional memory” as the agency prepares to backfill the position.

**Question #11: Additional comments from agencies about preparing for the impact of an aging population and/or an aging workforce.**

The *Department of Professional and Occupational Regulation* indicates that it will continue its partnerships and sharing of best practices among all public agencies and private organizations targeting older Virginians to promote coordinated service delivery.

The *Department of Conservation and Recreation* will continue to offer special rates to senior citizens.

The *Library of Virginia*, with limited staff and additional budget cuts looming is working hard to serve its various constituencies, including those over 60. The leadership of the Library has met to discuss how best to meet the needs of an aging workforce and population.

The *Virginia Commission for the Arts* is working with the National Assembly of State Arts Agencies and the National Center for Creative Aging which are beginning a national public relations campaign on “The Art of Aging: Creativity Matters.” The purpose of this campaign is to raise awareness that there is a vital relationship between creative expression and healthy aging.

The *Department of Human Resources Management* through its Office of Health Benefits Services is seeking to enhance their service delivery to retirees and eligible employees and dependents regarding Medicare Health and Drug Programs. On a state-wide level, DHRM is encouraging state agencies to monitor their agency's workforce planning data in preparation for projected retirements.

The *Virginia Retirement System* reports that their Human Resources Director is serving on the Workforce Team of the Older Dominion Partnership to participate in their efforts and to share the information learned with the VRS. Additionally, the VRS through a contact with the Southeast Institute of Research (SIR) conducted a series of surveys and focus groups with employers, members, and retirees to help determine their future needs for VRS services and the channels for delivery.

The *Virginia Board for People with Disabilities* has been concerned about, and has strongly advocated for, supports to individuals with developmental disabilities through the lifespan. As state agencies in the state HHR Secretariat track the aging population, they urge attention to the needs of those with disabilities who require appropriate long-term planning for services and supports. Individuals with disabilities have increasing lifespans. For example, individuals with Downs Syndrome now have a life expectancy of 66 years, and growing numbers will outlive their parents, who are their primary caretakers. They encourage efforts of state agencies to track this aging cohort of Virginians.

## RECOMMENDATIONS AND CONCLUSION

*“The only thing we know about the future is that it will be different.”*  
Peter Drucker

Agencies responding to the online survey were asked to select from a number of activities that potentially would be helpful as they prepare to serve an aging population:

- 74% indicated that they would be interested in sharing best practices and learning how their sister agencies were preparing to deal with an aging workforce.
- 67% indicated that they could use demographic data about how the Commonwealth’s population will change in the coming decades as well as information about how the next generation of older Virginians will differ from today’s seniors.
- 64% indicated that they would like more information about how the next generation of employees will differ from the aging baby boomers.
- 58% indicated that they would like more information about what other agencies were doing to prepare to serve an older population.

In addition to these actions, some agencies also made the following suggestions:

- Assistance should be provided with developing an agency internal self-assessment process to increase awareness of the needs of older customers.
- The state should sponsor statewide or regional training sessions for human resources managers on how best to deal with the retirement of the baby boom generation.
- The state should develop some type of phased retirement option for older employees approaching or at retirement.
- The VCU School of Gerontology can provide training to agencies around the potential interests and concerns of an aging customer base.
- The state should train agencies in how to avoid pre-selection during their succession planning activities.

### Recommendations

The Department for the Aging’s overall recommendations remain essentially unchanged from the 2008 report. These include:

- State agencies could benefit from and are interested in information and training to help them prepare to serve an aging population (see examples above).
- Almost all agencies are concerned with the aging of the state workforce and although many are working to mitigate the loss of knowledge and experience, the

Commonwealth should help agencies learn effective knowledge transfer strategies and share best practices in workforce management.

- Each Secretariat or state agency should be encouraged to conduct an internal assessment of their ability to serve an aging customer base as well as their aging related workforce strategies. Each agency is an expert in its subject area and is therefore in the best position to determine if current preparations are sufficient to meet the challenges ahead.
- In addition to these specific recommendations to assist state agencies, cabinet secretaries, agency heads and legislators should develop policies and programs for the future within the framework of significant “big picture” movements. The following aging policy issues should guide policymakers in developing current and future policies for adapting to the aging of the Commonwealth:

#### *The Need for an Integrated Perspective*

The major aging policy issues are often inter-related and embedded in other “non-aging” related venues. Policymakers, planners, and agency staff cannot afford to address specific topics and concerns without regard to the aging population or they risk creating unintended consequences for large numbers of Virginians. For example, policies and programs that have contributed to the growth of suburban areas in past decades have inadvertently created a growing need for development of para-transit systems to meet the needs of older individuals when they are no longer able to drive and public transportation to necessary services is not available.

#### *Reconceptualizing Programs and Services for the Elderly*

The very definition of “old” is changing. Turning 65 and retiring may not represent the typical life pattern for an increasing segment of older Virginians. With changing expectations, chronological age may no longer be a valid criterion for eligibility for certain public services. Functional ability may well become more relevant than age. In addition policymakers need to account for the diversity of needs and expectations among future cohorts of older people in order to use state resources wisely and plan effectively.

#### *Rethinking Retirement*

Traditional notions of retirement are becoming outmoded. The combination of early departure from the labor force (by choice or ill health) and an increased life span means that some people are spending many more years in retirement. Others will continue working into their 70s and 80s because of choice or need. The manner in which retirement is promoted or offered and pension plans are structured may need to be modified given the shifting expectations for the later years of life.

#### *Seniors as a Resource*

A paradigm shift is also taking shape as boomers age and wish to remain engaged and contributing members of society. Seniors should be seen more as valuable resources to their communities than primarily as individuals needing services and supports. Retirees have the potential to mentor, volunteer or pursue rewarding second careers that will benefit themselves, their communities and the economy. The Commonwealth should look

for opportunities to support initiatives that help integrate the increasing numbers of older Virginians into the fabric of communities, providing opportunities to capitalize on their talents, interests and resources to enhance civic involvement in the state.

### *Rethinking Communities*

Aging is universally experienced — without regard to race, class, income, education, religion, or gender — yet for the most part, in many communities it is too often experienced in isolation. Surveys continue to show, however, that overwhelmingly, people prefer to stay in the community in which they have lived, remaining close to friends and possibly family — often called “aging in place.” For communities and states there are economic, political and community-involvement advantages to supporting this natural desire to “age-in-place.” Virginians should be able to maintain a desirable lifestyle as they age by participating in their communities, remaining as independent as their health allows, having access to educational, cultural and recreational facilities, feeling safe, and living in an intergenerational environment. The term that is currently in vogue to describe such an environment is “lifecycle community.” Lifecycle communities are sufficiently flexible in physical infrastructure and service and social resources to accommodate the changing needs of all residents as they age. Most of the elements that constitute a supportive community environment for older adults also constitute a good environment for everyone. Through a variety of policies and programs, state government can play a vital role in helping communities become “good for all ages.”

## **Conclusion**

Projected changes in the demographic profile of Virginia into the early decades of the 21st century will impact every facet of life for both the young and old, particularly in the areas of health care, education, transportation, employment, and retirement. Many --- but not all --- older Virginians will be healthier, better educated and more financially secure than their parents and grandparents and will be able to use their wisdom and experience to help the generations that follow. On the other hand, there will be two and a half times as many Virginians age 85 and older, a group most likely to need community support at home or high quality, cost-effective care in long-term care facilities.

The eighty-one (81) reports submitted by state agencies pursuant to §2.2-5510.4 of the Code of Virginia on their progress in preparing for the impact of an aging population present a mixed but somewhat reassuring view. While it is difficult to tell if preparations being made or contemplated by agencies are sufficient, it is encouraging that some agencies are taking innovative and targeted steps to address the needs of an older population and new activities have been developed even in a time of budget reductions. Other agencies are aware of the looming demographic shift but report that they have undertaken limited or no activity specifically designed to prepare for this change and there remains a persistent view by a minority of agencies that they will not be impacted by the increasing older population. In some cases, agencies with very similar missions view the impact on their roles quite differently. The challenge for the Commonwealth continues — to ensure that all agencies are realistically planning for the future and will therefore be well positioned to serve the Virginia of tomorrow.

**APPENDIX A**  
**Code of Virginia §2.2-5510 & Code of Virginia §2.2-604.1**

**CHAPTER 55.1**

**§2.2-5510.** (Expires July 1, 2013) Strategic plan.

A. Each agency shall develop and maintain a strategic plan for its operations. The plan shall include:

1. A statement of the mission, goals, strategies, and performance measures of the agency that are linked into the performance management system directed by long-term objectives;
2. Identification of priority and other service populations under current law and how those populations are expected to change within the time period of the plan;
3. An analysis of any likely or expected changes in the services provided by the agency; and
4. An analysis of the impact that the aging of the population will have on its ability to deliver services and a description of how the agency is responding to these changes. Each agency shall report by November 15 of each year to the Department for the Aging its progress in addressing the impact of the aging of the population, according to guidance established by the Secretary of Health and Human Resources. Based upon information received, the Department for the Aging shall prepare a report summarizing the progress made by the agencies and submit such report to the Governor and the General Assembly by June 30 of the following year.

**CHAPTER 6**

**§2.2-604.1.** Designation of officials; interests of senior citizens and adults with disabilities.

The head of each state agency shall designate an existing employee who shall be responsible for reviewing policy and program decisions under consideration by the agency in light of the effect of such decisions on senior citizens and adults with disabilities. The designated employee shall advise and alert the agency head of opportunities to make policies, programs, and regulations senior-friendly and disability-friendly.

## **APPENDIX B**

### **Instructions for the Online Survey**

#### **Instructions to State Agencies: 2008 Reports Pursuant to §2.2-5510.4**

*Note that this report is due by Monday, 11/17/08*

In 2007 each state agency was directed to prepare a report, as required in §2.2-5510.4 of the Code of Virginia, on the impact of the aging of the population on their ability to provide services. The Virginia Department for the Aging (VDA), in turn, was directed to summarize the individual state agency reports and submit a summary report to the Governor and General Assembly by 6/30/08.

Eighty-eight (88) agencies submitted reports in 2007. The majority of these reports reflected concern about the growth of Virginia's older population and many agencies reported providing specific and valuable services to today's seniors. Few agencies, however, reported specific plans to expand or develop new services, activities, or processes to meet the future impact of the aging population. However, almost all of the 88 agencies did report being acutely aware of the aging of their own workforce and the probable loss of knowledge and experience as retirements increase. Some agencies reported developing strategies to minimize the effect of this loss while others expressed concern but did not report any succession planning activities.

In preparation for the 2008 report, you are encouraged to review the report your agency submitted in 2007. You may also want to review the summary report compiled by VDA and the reports submitted by other agencies to see what activities and initiatives they are engaged in to meet the needs of an aging population. To see VDA's summary report and all individual state agency reports go to: <http://www.vda.virginia.gov/HB2624.asp>.

In 2008, we are asking that each state agency complete the following survey in order to comply with the requirements of §2.2-5510.4. While this survey is designed to be less burdensome than a narrative report, please be sure to provide as much detail as necessary to fully describe your answers.

The survey is divided into four sections. These sections include 1) questions about the impact an aging population will have on the activities and services the agency provides, 2) the impact of an aging workforce on agency operations, 3) information or training that might be helpful as the agency prepares to meet these demands, and finally, 4) instructions for submitting the report.



**APPENDIX C**  
**Agencies Responding to the 2008 Online Survey**  
**(Alphabetical Order)**

Accounts  
Aging  
Agriculture and Consumer Services  
Alcoholic Beverage Control  
Blind and Vision Impaired  
Board of Accountancy  
Board of Elections  
Board for People with Disabilities  
Business Assistance  
Christopher Newport University  
Commission for the Arts  
Community College System  
Compensation Board  
Comprehensive Services for At-Risk Children and Families  
Conservation and Recreation  
Correctional Education  
Corrections  
Criminal Justice Services  
Deaf and Hard of Hearing  
Economic Development Partnership  
Education  
Emergency Management  
Employee Dispute Resolution  
Employment Commission  
Fire Programs  
Forensic Science  
Forestry  
Frontier Culture Museum  
Game and Inland Fisheries  
General Services  
George Mason University  
Governor's Office for Substance Abuse Prevention  
Health Professions  
Historic Resources  
Housing and Community Development  
Housing Development Authority  
Human Resources Management  
Human Rights Council  
Indigent Defense Commission  
James Madison University  
Jamestown - Yorktown Foundation  
Labor and Industry  
Library of Virginia

Longwood University  
Marine Resources Commission  
Medical Assistance Services (Medicaid)  
Mental Health, Mental Retardation and Substance Abuse Services  
Military Affairs  
Mines, Minerals, and Energy  
Minority Business Enterprise  
Motor Vehicle Dealers Board  
Motor Vehicles  
Museum of Fine Arts  
Museum of Natural History  
Norfolk State University  
Planning and Budget  
Port Authority  
Professional and Occupational Regulation  
Rail and Public Transportation  
Rehabilitative Services  
Retirement System  
School for the Deaf and Blind  
Science Museum of Virginia  
Social Services  
State Council of Higher Education for Virginia  
State Police  
Taxation  
Tobacco Commission  
Tourism Corporation  
Transportation  
Treasury  
University of Mary Washington  
University of Virginia  
University of Virginia College at Wise  
University of Virginia Medical Center  
Veterans Services  
Virginia Commonwealth University  
Virginia Military Institute  
Virginia Tech  
Virginia Information Technologies Agency  
William and Mary

**APPENDIX D**  
**Online Survey Questions**

**AGING IMPACT SURVEY 2008**

**Contact Information**

§2.2-604.1 of the Code states that the head of each state agency shall designate an existing employee who shall be responsible for reviewing policy and program decisions under consideration by the agency in light of the effect of such decisions on senior citizens and adults with disabilities. The designated employee shall advise and alert the agency head of opportunities to make policies, programs, and regulations senior-friendly and disability-friendly.

Complete the following contact information for your agency:

Name: \_\_\_\_\_  
Title: \_\_\_\_\_  
Agency: \_\_\_\_\_  
Address: \_\_\_\_\_  
Phone: \_\_\_\_\_  
Email: \_\_\_\_\_

**Section 1**  
**AGENCY SERVICES**

1. Please check the choice below that best describes your agency: Check only one.
  - A. \_\_\_\_\_ This agency does not provide programs or services directly to the citizens of the Commonwealth. *Continue to question #3.*
  - B. \_\_\_\_\_ This agency provides programs or services for children only. *Continue to question #3.*
  - C. \_\_\_\_\_ This agency provides programs or services for Virginians of all ages, which are also used by persons age 60 and older. *Continue to question #2.*
  - D. \_\_\_\_\_ This agency serves Virginians of different ages but also provides one or more programs or services specifically designed for Virginians age 60 and older. *Continue to question #2.*

E. \_\_\_\_\_ None of the choices above describe this agency. *Please explain the role of this agency here and then continue to question #3.*

If you checked **E** above, explain the role of this agency here:

2. If you checked **(C)** or **(D)** above, describe up to three programs or services provided by this agency and utilized by Virginians over age 60. *If you wish to describe more than three items, you may add additional information in the comment section (Q11) at the end of this survey or send an addendum to VDA at the address provided.*
3. Do you believe the aging of Virginia's population will impact your agency? If so, please explain. *(Do not include the impact on your agency's workforce in this space. See Section 2 below):*
4. Based on your response to question #3, please share specific plans to modify, expand, or develop services, activities, or processes that will help your agency meet the future needs of an aging Commonwealth. *List up to three and describe:*
5. Please identify any new activities to address the aging of the population that your agency has initiated since you submitted the 2007 report:

## Section 2

### **AGENCY WORKFORCE**

6. How many staff will be eligible for unreduced retirement from this agency over the next five (5) years? Please provide both the number of employees and what percentage of today's workforce this number represents. *(Note - you may want to consult your agency's most current Workforce Plan to answer this question as well as questions 7 through 10 below):*

\_\_\_\_\_ Number of current employees who will be eligible for unreduced retirement within the next 5 years.

\_\_\_\_\_ Percentage of agency's current workforce.

7. Will the loss of these employees have a significant impact on agency operations?

\_\_\_\_\_ NO

\_\_\_\_\_ YES

If YES, briefly explain impact:

8. Has the agency developed specific strategies to help retain employees who are approaching retirement?

\_\_\_\_\_ NO

\_\_\_\_\_ YES

If YES, describe one or more strategies:

9. Has the agency developed specific strategies to recruit new employees to replace retiring workers?

\_\_\_\_\_ NO

\_\_\_\_\_ YES

If YES, describe one or more strategies:

10. Has the agency developed specific succession planning strategies to transfer knowledge from older workers to younger workers?

\_\_\_\_\_ NO

\_\_\_\_\_ YES

If YES, describe one or more strategies:

11. In the space provided, please include any additional comments, concerns or information that helps describe how this agency is serving older Virginians now, how it is preparing for the impact of an aging population, or how it is preparing for an aging workforce:

### **Section 3**

#### **AGENCY ASSISTANCE**

Please indicate if any of the following would be helpful as your agency prepares to serve an aging Virginia population. Check all that apply:

\_\_\_\_\_ Demographic data about how Virginia's population will change in the coming decades and how the next generation of older Virginians is likely to differ from today's seniors.

\_\_\_\_\_ Learning about what other agencies are doing to prepare to serve an older population in the coming years.

\_\_\_\_\_ Training about how the next generation of employees will likely differ from the current baby boomers.

\_\_\_\_\_ Sharing best practices and learning how other agencies are preparing to deal with an aging workforce.

\_\_\_\_\_ Other. Please describe what other activities would be most helpful to this agency:

#### **Section 4**

### **REPORT SUBMISSION INSTRUCTIONS**

Reports are due Monday 11/17/08 by close of business. If you have questions about this report, contact:

Bill Peterson, MSW, PhD  
Senior Policy Analyst  
Virginia Department for the Aging  
1610 Forest Avenue, Suite 100  
Richmond, VA 23229  
Phone: 804-662-9325  
Email: [bill.peterson@vda.virginia.gov](mailto:bill.peterson@vda.virginia.gov)