

City of Madison  
Community Development Division  
Older Adult Services  
2020 Policy Paper

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**I. Introduction**

***This policy paper describes the proposed 2020 conceptual framework that will guide the use of 2021 City of Madison Community Development Division funding for Older Adult Services.***

The Community Development Division of the City of Madison strives to create the necessary conditions for older adults in Madison to successfully age in place. Encompassed within the goal of ensuring that “*Individuals and families at-risk or in crisis can access services to meet immediate and/or basic needs*” is the desire to see that older adults have services and activities that can help them avoid disease and disability, maintain high physical and cognitive function and engage with life.

Older adults, particularly those who are low-income and who may be managing chronic physical and/or mental health issues without natural support systems, have an increased dependency upon a complex human service and health care system. The City of Madison’s Senior Adult Services Framework, previously approved in 2015, identified case management services, volunteer-based home chore assistance, involvement of older adults in community service, and older adult activities as key strategies for which City funds would be made available. They remain integral to successful aging. Mental health services are generally not considered to be within the purview of City funding but receive support from Dane County, as a mandated service.

**Older Adult Goals:** The City of Madison’s Community Development Division (CDD) programming is reviewed through the lens of its impact on poverty, racial equity and social justice. CDD strives to adopt an evidenced-based, trauma informed, holistic approach that supports coordinated service delivery so that residents have access to resources that allow them to age in place. Activities target lower-income individuals, people of color and/or those who identify as LGBTQ+. Thus, in supporting these services, CDD places a high priority on ensuring that they are delivered in ways that are culturally and linguistically responsive to all residents.

This policy paper describes the proposed conceptual framework and the desired elements of programming that will be supported during 2021-2024 by City of Madison Community Development Division funding for Older Adult Services. It specifically targets adults, aged 60 or older, who reside in the City of Madison and have household incomes at or below 240% of the Federal Poverty Level. In allocating funds for older adult services, the City’s goal is to ensure that the population benefitting from those services is reasonably comparable to their representation in the City’s population. That is difficult to measure, however, because precise demographic information is lacking. According to 2018 American Community Survey data, the demographics of the population in Madison aged 60 and older include the following:

<b>Demographics<sup>1</sup></b>	<b>2021-2024</b>
Black/African American	4%
Asian	3%
Hispanic or Latino	3%
Other Race/Ethnicity	1%
LGBTQ+	4%

Unfortunately there is not comparable data available describing the breakout of older adults in Madison for whom these services are targeted, i.e., those with incomes at or below 240% of the Federal Poverty Level. However, national data suggest that people of color are as much as three times more likely to have incomes below the poverty line. In Madison, it is safe to assume that a disproportionate number of older adults are among lower-income households. Thus, CDD will expect agencies seeking funding to discuss their plans for providing services that are both culturally relevant (e.g. race, ethnicity, LGBTQ+) and responsive to the needs of lower income populations, and make allocation recommendations with an eye toward ensuring services and activities are accessible to a diverse population of older adults.

#### **A. Scope of Case Management Services**

The request for proposal process will focus on the allocation of funds to programs providing services consistent with the current standards for case management services as defined in Area Agency on Aging Client Centered Case Management Standards and the National Association of Social Workers Code of Ethics.

The target population for Case Management is older adults, age 60 and older, living in their own home or apartment, or with a family member in Madison, and with household income at or below 240% of the Federal Poverty Level, with a particular emphasis on people of color and/or those who identify as LGBTQ+. Clients eligible for Targeted Case Management through Medical Assistance or from case management paid for by any waiver program (e.g. Family Care, IRIS, Partnership) are not eligible for case management under this program. Three exceptions are allowed: clients requesting a home-delivered meal assessment or reassessment, Medicare Part D enrollment assistance, and/or referrals from DCDHS Adult Protective Service.

Case management services need to be language accessible, and culturally competent to deal with various races, ethnicities, sexual orientations and gender identities, and be trauma-informed. City-supported case management processes will begin with a psychosocial and functional assessment of client needs in areas including, for example, mental health, housing, eligibility determination, and assistance applying for financial and health care benefits, in-home assistance, family care, Activities of Daily Living, and access to culturally appropriate and language accessible older adult activities.

#### **Programmatic Requirements:**

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<sup>1</sup> 2018 American Community Survey 5-Year Estimates data

- Case Management providers will be able to leverage one or more of the following funding streams through Dane County: Targeted Case Management, Comprehensive Community Services, Crisis Stabilization and/or General Case Management.
- Case Management staff will have demonstrated training and/or experience in case management with older adults from a variety of socioeconomic backgrounds, cultures and ethnicities.
- Case Managers will develop a written individualized service plan as informed by an assessment of the needs of the older adult client and the client's family, as appropriate, and provide referral, coordination, monitoring, evaluation and advocacy for a package of services to meet the specific needs and preferences identified in each clients' service plan.
- Agencies will demonstrate partnerships with ADRC, NewBridge, RSVP, Outreach, Freedom Inc., Hmong Institute, and/or other culturally competent agencies for purposes of referrals and access to supportive services and benefits.
- Services provided will be culturally and linguistically responsive to the specific needs of the older adult consumer.
- Case Managers will have multiple scheduled interpersonal interactions with active clients.
- Case Management agencies will demonstrate a commitment to staff training and continuous improvement for service delivery.
- Case Management agencies will collaborate with the area Agency on Aging for staff training in case management.

#### **Alignment with Dane County Area Agency on Aging Case Management Standards**

- The case manager should have post-high school training of an associate, bachelor, or master's degree in a field related to health and human services. The case manager shall have the knowledge, skills, and experience necessary to competently perform client-centered case management duties.
- The case manager shall improve clients' access to needed services.
- The case manager shall be knowledgeable about resource availability, service costs, and budgetary parameters and be fiscally responsible in carrying out client-centered case management functions and activities.
- The case manager shall treat colleagues with courtesy and strive to enhance inter-professional, intra-professional, and interagency cooperation on behalf of the client.
- The case manager shall participate in evaluative and quality assurance activities designed to monitor appropriateness and effectiveness of both service delivery system and client-centered case management.
- The case manager shall carry a reasonable caseload that allows time to effectively plan, provide, and evaluate client-centered case management tasks related to client and system interventions.
- The case manager shall use professional knowledge, skills, and competence in serving the client whose interests are paramount.
- The case manager shall ensure, to the greatest extent possible, that clients are involved in all phases of client-centered case management services.
- The case manager shall ensure the clients' right to privacy and ensure appropriate confidentiality when information about clients is released to others.

- The case manager shall intervene at the client level to provide and/or coordinate delivery of direct services to clients and their families.

The request for proposals process will seek to allocate funds to programs providing services consistent with the current standards for senior case management services outlined in Area Agency on Aging Client-Centered Case Management standards.

### **Clear and Measurable Outcomes**

The City of Madison is moving toward the goal of having standardized outcomes and measures for similar program models. Funded programs will establish clear and measurable outcomes appropriate to case management in alignment with Dane County Area Agency on Aging (AAA) Case Management Standards, approved by the AAA Board. The following outcomes are not exhaustive; however, outcome measures should demonstrate the effectiveness of program support in maintaining independent living.

- At least 75% of clients receiving case management services will access two or more of the resources identified in their Individual Service Plan (ISP). The provider will conduct random case reviews of at least 10% of unduplicated clients.
- At least 75% of clients in case management will be connected to needed services that support independent living.

### **B. Scope of Older Adult Activity Program**

Older Adult Programs provide a broad range of group and individual activities and programming that respond to the needs and interests of older adults, their families and caregivers. Topic areas may be delivered in a variety of settings and formats including lectures, classes, individual sessions, small group activities and discussions, volunteer activities, and special events. The applicant agency should be prepared to describe a range of programming that addresses these focal areas.

The target population for Older Adult Activity Programs is older adults, aged 60 and over, whose income level is at or below 240% of the Federal Poverty Level, with an emphasis on ensuring access to people of color and/or those who identify as LGBTQ+.

Programs need to be language accessible, culturally responsive to various races, ethnicities, sexual orientations and gender identities and be trauma-informed. They should also align with the framework for Senior Activity Programs adopted by the City's committee on Aging that outlines expectations for a range of activities in the following three areas:

- **Avoiding Disease and Disability:** Some examples: health screenings, wellness education, home safety modification, volunteering, nutrition, falls prevention, caregiving, meditation, shamanism, and/or soul calling ceremonies.
- **Maintaining High Cognitive and Physical Function:** Some examples: physical fitness, gardening, healing groups, exercise, recreation, computer literacy, brain fitness, creative self-expression, volunteerism, health literacy.

- Engagement with Life: Some examples: spirituality, field trips, social relationships, friendship development, advocacy, intergenerational and volunteer activities.

Activities may be provided by agency and program staff or through coordination with community partners and service providers.

Educational programs may serve many of the described functions and can create opportunities to inform older adults about services and programs to enhance their independence and well-being. Staff interactions may encourage referral to additional supportive social services.

### **Programmatic Requirements**

Strong program proposals will address the following elements:

#### **Outreach**

- Conduct grassroots outreach in neighborhoods to reach isolated, low-income and non-participatory older adults.
- Market activities in a culturally linguistic manner. Collaborate with other agencies for cross promotion.
- Make presentations to groups and potential sponsors to promote the older adult activities program.

#### **Program Design**

- Programs will provide culturally responsive services to various races, ethnicities, sexual orientations and gender identities that are linguistically appropriate, trauma-informed, designed to build trust with all older adults and relevant to their needs.
- Programs will be adequately staffed to provide for safety and engagement of the participants.
- Establish and maintain neighborhood/community relationships.
- In partnership with program participants and City residents, continually explore new opportunities and collaborations for older adult programming.
- Identify a variety of programs that address the social, economic, intellectual, educational, spiritual, cultural, physical and emotional aspects of aging that appeal to older adults in the community.
- Develop and maintain program resources and information files.
- The agency will demonstrate the ability to manage all required fiscal and reporting requirements.

#### **Coordination and Implementation**

- Demonstrate effective working relationships with other community service providers, neighborhood centers and nutrition sites serving seniors to increase programming and resource options available to older adults.
- Demonstrate programs and activities that increase accessible educational, health and wellness, social and recreational opportunities for older adults to age in place in their community.

#### **Staff Training and Support**

- Older Adult Activities staff should have post-high school training of an Associate degree, Bachelor's degree (BA) or Master's degree; or two to four years related experience and/or training; or an equivalent combination of education and experience.
- Staff will demonstrate training and experience in language accessible, culturally responsive service provision for older adults.
- Staff will oversee all programs and events and designate staff to coordinate and attend activities.
- Serve as a liaison for and educate participants about available community resources, including making appropriate referrals.
- Maintain courteous, cooperative and professional relationships with fellow staff, volunteers, community agencies and participants.
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- Commit to staff training and continuous improvement for service delivery.

#### **Documentation and Data**

- The agency will demonstrate the ability to develop and maintain program resources and information files.
- The agency will demonstrate the ability to comply with all fiscal and reporting requirements.
- The agency will demonstrate the ability to maintain participant records that document income level as well as race, ethnicity, age and gender demographics of residents served, the geographic location of services provided, and the addresses of clients in order to track distribution of services across the city.
- The agency will ensure the clients' right to privacy and ensure appropriate confidentiality if information about the client is released to others. Client files will be stored in a secure manner.

#### **Clear and Measurable Outcomes**

The City of Madison seeks standardized outcomes for similar program models, using standardized measures. Funded programs will establish clear and measurable outcomes appropriate to the Senior Activities Framework. The following outcomes are not exhaustive; however, outcome measures should demonstrate the effectiveness of the program in enhancing independent living and quality of life.

- At least 75% of older adults served access Older Adult Activities programs that improve 1) their physical and mental health, 2) their ability to engage with their community, and/or 3) their ability to avoid disease and disability.
- Random surveys are conducted of event participants, representing at least 10% of event participants present, and at least 75% of program participants report that program knowledge and engagement has improved their quality of their life.

#### **C. Scope of Volunteer Guardian Program**

The target population for the Volunteer Guardian program is older adults, age 60 and older, living in their own home or apartment in Madison, who have incomes at or below 240% of the Federal Poverty Level, with an emphasis on people of color and/or those who identify as LGBTQ+. Clients eligible for Targeted Case Management under Medical Assistance or case management paid for by any waiver program (e.g. Family Care, IRIS, Partnership) are not eligible for this program.

Older adults in the community may be affected by dementia and other cognitive issues and be without natural supports. Some common symptoms of these conditions are inability to make sound decisions in the best interest of themselves or others, and an inability to effectively handle their finances which make them vulnerable to exploitation, abuse or legal issues. These symptoms may create difficult, sometimes dangerous situations. This population of older adults needs trained advocates to support their decision-making about housing, health care, finances, and other aspects of daily life in order to age in place with a high quality of life.

### **Programmatic Requirements**

Strong program proposals will address the following elements:

#### **Program Design**

- Volunteer Guardian agency will recruit and train older adults to serve as Volunteer Guardians and Representative Payees for individuals the courts have identified as in need.
- Volunteer Guardian agency will have monthly contacts with Volunteer Guardians to provide them with matching, monitoring, and problem-solving support by agency employees or consultants.
- Volunteer Guardian agency will provide culturally responsive and linguistically appropriate trauma-informed services that build trust with all older adults and are relevant to their needs.
- Volunteer Guardian agency will demonstrate the ability to develop and maintain program resources and information files.
- Volunteer Guardian agency will demonstrate the ability to comply with all fiscal and reporting requirements.

#### **Coordination and Implementation**

- Demonstrate the ability to effectively recruit and train 50 volunteers.  
Provide 4000 hours of service to 100 older adults through the Volunteer Guardian and Representative Payee programs.

#### **Staff Training and Support**

- Volunteer Guardian staff should have post-high school training with an associate degree, Bachelor's degree (BA) or Master's degree, or two to four years related experience and/or training; or an equivalent combination of education and experience.
- Staff will demonstrate training and experience in providing trauma-informed, culturally linguistic services for older adults.
- Designate staff to coordinate and attend volunteer training activities.
- Maintain courteous, cooperative and professional relationships with fellow staff, volunteers, community agencies and participants.
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- Commit to staff and volunteer training and continuous improvement for service delivery.

#### **Documentation and Data**

- The agency will demonstrate the ability to develop and maintain program resources and information files.
- The agency will demonstrate the ability to comply with all fiscal and reporting requirements.
- The agency will demonstrate the ability to maintain participant records that document their address, household income, race, ethnicity, age , gender identity and sexual orientation as well as the location of services in order to track the distribution of services across the city.
- The agency will ensure the clients' right to privacy and ensure appropriate confidentiality if information about the client is released to others. Client files will be stored in a secure manner.

### **Clear and Measurable Outcomes**

The City of Madison requires standardized outcomes for similar program models, using standardized measures. Funded programs will establish clear and measurable outcomes appropriate to the Senior Activities Framework. The following outcomes are not exhaustive; however, outcome measures should demonstrate the effectiveness of the program in enhancing independent living and quality of life.

- Older adults matched with a trained volunteer will increase their overall level of functioning by at least 75% as measured in the following risk areas - housing, substance use, support network, psychiatric health, involvement with adult protective services, behavioral issues, financial health, medical issues and physical health.
- 25 randomly selected clients will have their progress measured in these categories using an assessment tool to evaluate their overall level of functioning.

### **D. Scope of Home Chore Assistance Program**

The target population for the Home Chore Assistance Program is older adults, aged 60 and older, living in their own home or apartment, whose income level is at or below 240% of the Federal Poverty Level and whose liquid assets do not exceed \$46,000.00, with an emphasis on ensuring access to people of color and/or those who identify as LGBTQ+. Clients eligible for Targeted Case Management under Medical Assistance or from case management paid for by any waiver program (e.g. Family Care, IRIS, Partnership) are not eligible for this program.

Older adults living in the City of Madison benefit from home chore assistance that allows them to maintain their independent living status. The Home Chore Volunteer Program addresses this need by recruiting volunteers to be matched with eligible older adults to provide necessary chore services, both inside the home and out.

- Services need to be language accessible, culturally responsive and trauma-informed.

### **Programmatic Requirements**

Strong program proposals will address the following elements:

- Agency will provide volunteer recruitment, support and training events related to citywide Home Chore services.
- Agency will carry accident insurance to cover volunteers citywide.

03/04/2020

- Agency will establish and administer a reserve fund for use to purchase home chore services for clients who are waiting for a volunteer or for clients whose situation is not conducive to volunteer assistance.
- Agency will provide a clear statement of criteria for appropriation of these funds.

### **Outreach**

- Agency will conduct presentations that include information on home chore assistance.
- Agency will participate in Older Adult Health Fairs and Expos, as well as Volunteer Fairs throughout the City.
- Agency will market program in a culturally responsive, linguistically appropriate manner.
- Agency will register service with Dane County's 2-1-1 system.

### **Program Design**

- Agency will recruit and train volunteers to provide home chore assistance.
- Service will be provided in a culturally responsive, linguistically appropriate, trauma-informed manner that builds trust with the older adult and is relevant to their needs.
- Program will be sufficiently staffed to provide for safety and engagement of the participants.
- Agency will develop and maintain program resources and information files.
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### **Documentation and Data**

- The agency will demonstrate the ability to develop and maintain program resources and information files.
- The agency will demonstrate the ability to comply with all fiscal and reporting requirements.
- The agency will demonstrate the ability to maintain participant records that document their address, household income, race, ethnicity, age, gender identity and sexual orientation as well as the location of services in order to track the distribution of services across the city.
- The agency will ensure the clients' right to privacy and ensure appropriate confidentiality if information about the client is released to others. Client files will be stored in a secure manner.

### **Clear and Measurable Outcomes**

- At least 75% of program participants state that the Home Chore program enables them to stay living safely and independently in their homes.
- At least 75% of Home Chore volunteers indicate satisfaction in their role.

### **III. Eligibility**

***Note: Potential applicants are required to attend a 2020 Older Adult Services RFP Workshop, or schedule a conversation with City staff (Sally Jo Spaeni 267-8652) about their proposal prior to the week of April 20, 2020 to be eligible to apply. Applications will not be accepted from entities that have not attended a workshop or consulted with staff on their proposals.***

1. Organizational eligibility is limited to non-profit organizations and agencies that have obtained tax exempt status under 26 USC 501(c)(3) OR groups that can secure, as fiscal agents, organizations that have obtained such status. Please see the Fiscal Agent packet available on the Funding Process website for more information. Organizations that are identified to serve as Fiscal Agents on behalf of applicants will be asked to indicate their understanding of the City's expectations and agreement to act on the applicant's behalf. If an organization needs a fiscal agent and is unclear on the process or availability of agencies that would qualify as fiscal agents, please contact Sally Jo Spaeni at 608-267-8652.
2. Organizational eligibility is limited to non-profit organizations that have the credentials and certification to leverage Dane County's Comprehensive Community Service, Targeted Case Management, Crisis Stabilization, and/or General Case Management funding.
3. Applicants may apply for funding to perform work within one or more program types, using the format made available for each.
4. Eligible expenses include personnel, program/project supplies, space and special costs. No more than 20% may be applied to overhead or administrative costs. In awarding grants, the City may identify specific uses for allocations. Capital expenses related to purchase of vehicles or property are not eligible. All awarded funds must be utilized in the timeline outlined in resultant contracts. Funds not expended by the contract end date will not be reimbursed.

#### **IV. Funds Available**

This funding process introduces four program types to serve Older Adults. Each program type has separate criteria for implementation and reporting. Applicants may apply for funding to perform work within one or more program type.

- Case Management service criteria follows the goals set forth in Dane County Area Agency on Aging Client-Centered Case Management Standards. The amount of City funds available for this program will relate to the utilization of other funds to support these services. City funds should be used for clients and activities that are not eligible for reimbursement through Dane County Human Services.
- Older Adult Activities, Volunteer Guardian and Home Chore program criteria follow the City of Madison Framework for Successful Aging.

Applicants should be aware of and incorporate best practice standards outlined in this document in the planning, description and implementation of their proposals.

This process will allocate up to \$779,570.00 annually across all program types, beginning in 2021, however, the availability of funding is dependent upon Common Council decisions made in 2021 and subsequent City Operating Budget processes. CDD anticipates providing funds to 1-6 programs through this process but the final outcomes will hinge on the number and quality of proposals submitted. The Common Council will make final funding allocation decisions. Last year, the Common Council

03/04/2020

appropriated \$115,000 of the \$779,570.00 total for use in supporting South East Asian elders. CDD anticipates sustaining that commitment through this process, provided we receive proposals that satisfy the program and/or activity standards set forth in this policy paper and resulting RFP. CDD expects contracts authorized by the Council through this process will begin in January 2021. Provided the Council authorizes sufficient funding in future budgets, and contingent upon satisfactory agency performance, CDD expects to renew the contracts annually through 2024.

Organizations can bill only for authorized expenses incurred to implement the funded programs. Funds must be used within the budget (calendar) year specified in the contract. Organizations are encouraged to leverage other funding sources, including County-administered mental health funding, that are available to serve this population and to support agency operations in addition to and outside of eligible grant expenditures.