

# How We Coordinated City-Wide Outreach Services for Edmonton Seniors

**Equitable Outreach Created Collaboratively by Community Agencies** 



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# I. Executive Summary

In January 2022, Family and Community Social Services (FCSS) invited the Edmonton Seniors Coordinating Council (ESCC) to help design a coordinated approach to outreach services for seniors.

Previously, outreach to seniors was delivered separately by twelve organizations across Edmonton, each holding a separate agreement with FCSS. The programs used varied service approaches, referral pathways, equity standards, data collection methods, and outcome measures. Recognizing that the city's population of seniors was rapidly expanding, becoming increasingly diverse and experiencing more complex needs, FCSS wanted concerted attention paid to ensuring the most vulnerable and isolated seniors were served.

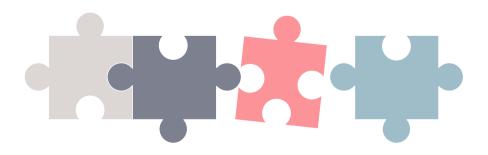
The previous seniors outreach system was too disparate and decentralized to make data-driven decisions based on knowledge of real demand.

- Wendy Keiller, Liaison, FCSS

Twenty-six senior-serving organizations accepted the challenge of helping to design the coordinated approach. They began meeting in March 2022 with a mandate to pilot a new program by mid-2023 – an accelerated timeline due to funding cycles. Rolling out the coordinated model on schedule is a testament to the incredible work invested by those 26 partners to design the new model, and to the 10 organizations that now deliver service and constitute the leadership committee that sets ongoing strategy and approach.

### Signs of expanding need among seniors:

- One in five Albertans will be seniors by 2046.
- Edmonton's Indigenous population has grown by 15% since 2016.
- Especially post-COVID, a growing number of seniors express fear about making ends meet.
- Senior-serving organizations report increasing complexity among seniors' needs.
- Increasing number of senior calls to 211



### The planning process

Phase 1 of the design process focused on setting common definitions and goals. In commissioning a new model, FCSS, as the project funder, specified that a preferred future for seniors outreach should include timely and seamless access, increased cultural responsiveness, person-centered processes, coordinated approaches, and improved services for seniors. Building on that intent, the partners defined outreach as: *a supportive service to help seniors 55 and older connect with supports they need to improve their wellbeing.* Components of outreach include case finding, assessment, information and referral, case management, system advocacy, and community engagement.

Phase 2 used surveys and interviews to build collective understanding of past approaches to outreach as well as hopes for the future. The team gathered insights from seniors, senior-serving organizations, and front-line staff. They also spoke with staff involved in outreach programs elsewhere in Canada that have adopted some form of coordination. Those conversations helped affirm the directions being set.



In Phase 3, teams defined success for key aspects of the program:

- Service Mapping and Referrals Team
- Equity, Diversity and Inclusion Team
- Data Management and Evaluation Team
- Senior Engagement Team



Phase 4 was the final stage of design. The **Seniors Coordinated Outreach** model was drafted with assistance from KRD Consulting. The draft model was vetted at a meeting with all partner organizations. Revisions were made to reflect feedback and approved at a second meeting. There was general agreement about moving ahead to pilot the model, knowing that changes would be made as the team discovered opportunities for improvement.

### Components of the new model

Seniors Coordinated Outreach began in July 2023. Partner agencies, serving a diverse range of populations, received FCSS funding to implement the program. Some staff were retained from the previous (uncoordinated) model and others were hired. Together, they provide the following outreach services:

- Support workers assist seniors with short-term and less complex needs;
- **Outreach workers**, typically registered social workers, become involved when needs and goals are more complex;
- **Home Supports workers**, previously a distinct program, will initially continue to connect seniors to vetted businesses such as snow removal, yard maintenance, cleaning services, and personal care. By year two these workers will be more closely integrated into the new model.

As a group, the workers represent 15 cultures and speak 18 languages. Initiatives to extend their outreach into the community include "hoteling," in which staff book set times at places where seniors choose to congregate, such as seniors centres, homeless shelters, and cultural centres.



The newly coordinated model includes an expanded role for 211, which was already operating a special line for seniors' concerns (211-2) and now will be equipped to do more initial intake and scheduling. When the program is fully engaged, 211 operators will have access to the calendars of workers from all partner agencies for immediate booking of appointments.



The new model also integrates the previously distinct Seniors Home Supports program into Seniors Coordinated Outreach. The Home Supports program provides referrals for snow shoveling, yard work, housecleaning, and other services that help seniors live safely at home. Home Supports workers, previously based at agencies across Edmonton, will be reassigned as Outreach workers or will specialize on expanding the number and diversity of service providers.

Once Seniors Coordinated Outreach is fully operational, seniors will be able to call either 211 or a worker at one of the partner agencies and immediately receive referrals to home supports providers. Besides seamlessly connecting seniors, the team will also be able to assess whether a senior seeking home supports would benefit from tapping other resources. Referrals will be provided by anyone within the program including 211.



211 is a really unique player in the system, much more significant than just intake.

They'll provide as much service as they can before passing a caller along, so seniors don't feel like tennis balls in the system.

That's the benefit of coordination.

- Roman Katsnelson, KRD Consulting

As the backbone organization, ESCC facilitates and convenes meetings for the partner agencies to develop system approaches, shared understanding and collective planning. Staff also support the community of practice for outreach team members.



To create a unified data system, KRD Consulting designed a data warehouse that pulls relevant information from individual agencies' internal systems into a centralized dashboard for use by everyone on the team. The aggregated information needed to coordinate services and analyze outcomes across the city. The centralized system will also retain partner agencies' outreach information within their own databases without switching software systems.

There is a clear understanding from our experience with Home Supports that shared data is a success factor. But outreach is broader in scope and has more partners with systems serving many programs, so we didn't want to go down the road of mandating a standalone database. The data warehouse puts the onus of difficulty on the backbone instead of the agencies providing outreach.

- Roman Katsnelson, KRD Consulting

### The path that brought us here

Seniors Coordinated Outreach builds on several previous collaborative efforts to enhance coordination among Edmonton agencies serving seniors. Many of those efforts have been supported by the Edmonton Seniors Coordinating Council, which was formed as a backbone organization in 2005 to help the sector attain greater collective impact.

Groundwork was laid in 2010 as numerous agencies collaborated to create Helping Seniors Age in Place - A Strategic Framework to Improve Outreach to Edmonton's Isolated Seniors, a report outlining an improved model for delivering outreach services. That document led to the Edmonton Seniors' Sector Outreach Workers Toolkit used city-wide by frontline workers. For nearly a decade, ESCC also facilitated informal meetings of outreach workers. Staff also collaborated with workers on updates to the toolkit.

Another major catalyst was a move by providers of Seniors Home Supports to share the data needed to do collaborative planning and service. Originally offered by Sage Seniors Association in response to seniors' need for help with snow removal, Home Supports broadened and decentralized in 2015, with ESCC providing backbone support. One senior-serving agency in each district of the city received FCSS funding to help connect seniors to snow removal, housekeeping, yard maintenance, personal care, and other services.





Once workers began sharing their work in real time, opportunities to collaborate multiplied. Now the team could spot and address barriers and see who had capacity to share the load, making the service more client friendly. The evident value of sharing data and resources in the Home Supports program created appetite to do the same for outreach, both among senior serving agencies and within FCSS.

One reason FCSS asked us to create a coordinated model for seniors outreach was because the Home Supports program improved once it was coordinated. It really got the collaborative muscle going.

- Sheila Hallett, Executive Director, ESCC



The new Seniors Coordinated Outreach model uses the power of collaboration to address Edmonton seniors' increasingly varied and complex needs. Already, this project has demonstrated the collective impact possible through funderdriven prioritization. It reminds us that funders can play a significant role in moving collaboration from "nice to do" to "top priority" by requiring agencies to work together as a prerequisite for funding. As always, capacity generated by the collective has potential to accomplish more than any one organization can do on its own.

The staff and stakeholders involved in the model's design all share passion for serving seniors well. Their massive investment of time and energy builds on previous initiatives and sparks confidence that Seniors Coordinated Outreach will improve the lives of a myriad of older adults.

### **Organizations at the Design Table**

Africa Centre	<ul> <li>Metis Child and Family Services</li> </ul>
<ul> <li>ASSIST - Community Services</li> <li>Centre</li> </ul>	Mill Woods Seniors Association
<ul> <li>Bent Arrow Traditional Healing Society</li> </ul>	Multicultural Health Brokers
<ul> <li>Canadian Mental Health Association (211-2)</li> </ul>	North Edmonton Seniors Association
• Edmonton Meals on Wheels	<ul> <li>North West Edmonton Seniors Society</li> </ul>
Edmonton Mennonite Centre for Newcomers	<ul> <li>Operation Friendship Seniors Society</li> </ul>
• Edmonton Seniors Centre	Sage Seniors Association
Edmonton Seniors Coordinating     Council	<ul> <li>Senior Citizens Opportunity</li> <li>Neighbourhood Association</li> </ul>
• Family & Community Support Services (funder)	Strathcona Place Society
GEF Seniors Housing	<ul> <li>South East Edmonton Seniors         Association     </li> </ul>
• Islamic Family Services Association	<ul> <li>South West Edmonton Seniors         Association     </li> </ul>
Jasper Place Wellness Centre	The Shaama Centre
• Jewish Family Services, Edmonton	<ul> <li>Westend Seniors Activity Centre</li> </ul>

# II. Key Components of Seniors Coordinated Outreach

This section describes eleven key components of the model created to provide Seniors Coordinated Outreach. Designed to provide as much service as possible at the first point of contact, the model has the built-in benefit of involving multiple partners who share a desire for equity and are committed to working together to serve all seniors well. The new approach to seniors outreach blends diverse perspectives with unified service and, as a result, embodies the best of both.

The greater good of seniors was very present: 'How can we make it better?' Especially in the shift to putting priority on the ones who are hard to reach.

- Rosalie Gelderman, Program Coordinator, ESCC

### 1. Multiple partners

Ten organizations are involved in delivering outreach to seniors, ensuring a diversity of approaches and perspectives that would not be present if one organization were doing it alone. Each agency contributes strengths to the whole, and together they bring a wide range of expertise from work with economically, socially, and culturally diverse populations. The model also includes an expanded role for 211, which was already operating a special line for seniors' concerns (211-2) and now will be equipped to do more initial intake and scheduling. Edmonton Seniors Coordinating Council provides overarching support for program coordination and convenes the leadership committee.





















These 10 community partners have received FCSS funding to provide coordinated outreach to seniors. They are supported by the 211-2 phone line and by ESCC as the program's backbone organization.

### The Evolving 211 Role:

For nearly two decades, Canadian Mental Health Association Edmonton has operated 211 around the clock to connect Albertans with community and social services. Since 2014, callers have been able to signal that their concerns relate to seniors by dialing 2-1-1 and pressing 2. Whether or not they use Ext. 2, their call was answered by an operator with access to an extensive listing of services that met seniors' needs.

But some seniors found the service they received through 211 disjointed. Despite best attempts to provide "warm handoffs" to the services they were seeking, seniors would call back to say they hadn't connected with the help they needed.

Soon operators will be able to see open spots in workers' calendars, so they can book appointments while on the phone with seniors or their caregivers. Staff from 211 will also participate in a community of practice with outreach and support workers, so those answering the phone can more confidently match seniors with workers who speak their language and offer the expertise they seek. By 2024, 211 staff will also be providing referrals to callers seeking services such as shoveling and housekeeping, thus reducing demand on Home Supports workers.

Some will look at the list of agencies involved and say how can you manage that many? But we advocated for a larger group of partners because we believe diversity is a strength.

- Asheika Sood, Program Manager, Seniors Coordinated Outreach, ESCC

### 2. Ease of access

Despite the complexity of the service network, Seniors Coordinated Outreach is designed to be simple and easy to navigate.

Like a computer with user friendly software, the program's inner workings are unseen by those it serves. Seniors can visit any of the 10 organizations directly or call 211. When the system is fully resourced, operators at 211 will be able to access the calendars of workers from all 10 partner agencies, so they can immediately book times with appropriate workers for callers, avoiding the missed calls between agencies and seniors.





A lot of design decisions focused on having the fewest possible interactions for the person to get the service needed. The goal is to minimize barriers to service.

- Roman Katsnelson, KRD Consulting

### 3. Equity at the core

Early in the design process, participants spent significant time defining bedrock values for seniors outreach. As the model came together, the following five values rose to the top as overarching priorities for the program. These values set the bar high, calling the team to think conscientiously about equity and make it central to every decision and action.

- Honouring First People
- Anti-Oppressive
- Social Justice
- Culturally Responsive
- Honouring Diversity

By putting equity at the core of coordinated service, the aim was to ensure that seniors with diverse experiences receive support. As so often happens when service becomes more equitable, we anticipate improved access for all.

### **Bedrock values for Seniors Coordinated Outreach:**

Honouring First People: We honour that the lands we are situated on have been walked by Indigenous peoples since time immemorial. Their knowledge and wisdom have great importance and we have a responsibility to listen to and give power to Indigenous communities to lead and be able to drive decisions in how we work to serve Elders and seniors in our community. This practice requires those of us who are settlers to let go of power and place the knowledge of leaders in the Indigenous community central to how we could serve our community better. It also involves understanding that Indigenous peoples may have unique ways of experiencing and accessing services. Indigenous seniors may prefer to work with organizations and professionals they trust within their communities. Relationship and safety-building are key to ensuring meaningful support for Indigenous seniors. By acknowledging this difference in experience and providing tailored services, we work to remove barriers and harms created by the social service system towards Indigenous peoples.

Anti-Oppressive: We recognize the structural and social process of oppression, relationships in which groups and individuals with power in society create barriers for others who are treated lesser based on their identities, which may include age, gender, sexuality, race, disability, socio-economic status, homelessness and language differences amongst many other identities. We work collaboratively with our participants and in our practice toward dismantling these systems by actively removing barriers to service.

**Social Justice:** Through our work we aim to advocate for the seniors we serve. We identify and actively challenge policies and systems that harm diverse seniors and look for opportunities to consistently improve services, both in our own work and with the community at large.

**Culturally Responsive:** We recognize the diversity of experiences shaping how seniors view their role in society, how they wish to be treated, and how best to support their care. To better serve seniors and older adults in our community, we actively listen to each senior's unique lived experience and provide care that is considerate of their needs, perspectives and identities.

**Honouring Diversity:** Knowing that diverse seniors come into our care with varied lived experiences, strengths, barriers and emotions, we are thoughtful and intentional about providing support that honours this diversity. We seek to build deep relationships, knowing that is essential to adapting to and working with the needs of each senior.

### 4. Mutually agreed definition of outreach

Outreach defined for the purposes of Seniors Coordinated Outreach Program is: a supportive service to help seniors 55 and older connect with supports they need to improve their wellbeing. No issue is too small and the goal is to reach those who might not otherwise reach out.

Case Finding	Reaching into the community to find and connect seniors in need of support, including those who may be too isolated to reach out to this service. This outreach includes "hoteling" - that is, being available part-time in places where seniors gather, such as multicultural and seniors centres, homeless shelters, and community hubs.
Assessment	Listening carefully to understand the whole picture of a senior's need and discover the level and type of support required. Using assessment tools to get a deeper understanding of the unique needs of the senior and how to best support them.
Information and Referral	Linking seniors to programs and services such as financial services, bereavement support, companionship, or aids to daily living.
Case Management	Helping seniors develop a plan of action for meeting their goals and needs.
System Advocacy	Using the information gleaned through coordinated data collection to identify recurring barriers faced by some or all seniors and advocate for better service.
Community Engagement	Building relationships with other organizations within the larger community to make sure seniors and their caregivers know where they can go for help.

We want to develop a cohesive and thoughtful brand for the program and get beyond 'My problems are not big enough.' Any size of issue is worth asking for help. Ideally, we can prevent significant issues from occurring.

But if big problems come along, you'll know where to turn.

- Asheika Sood, Program Manager, Seniors Coordinated Outreach, ESCC

### 5. Dedicated team

Seniors Coordinated Outreach depends on a dedicated team with mutually agreed roles. Together with 211 and ESCC staff, workers from 10 agencies form a community of practice that will build the trust and expertise needed to work well together.

Working, learning, and building trust as a team promises to enhance the group's collective ability to serve seniors well.

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Outreach Workers	Typically registered social workers, provide specialized support for seniors with high complexity needs and goals. Outreach workers have specialized training - either in social work, when focused on high complexity needs, or in cultural competency, when focused on cultural needs.
Support Workers	Help seniors seeking short-term social and navigational support, such as help accessing government or community services. These team members do not need to be registered social workers.  Support workers who see signs that a senior's needs are complex, or involve significant emotional support, refer the senior to a social worker. During the pilot phase, there are two kinds of support workers – general support workers and Home Supports workers.
Community of Practice	A centralized space for workers from the 10 agencies and 211 to build relationships and receive support for collaboration. This space has two main foci:  • building a shared community of work and learning, so team members learn to trust and rely on each other; and  • holding each other to high standards of practice, so seniors consistently receive excellent support.
System Coordination	Provided by two ESCC staff members - a program manager and a practice coordinator. Together they support the team by providing administrative support, developing new partnerships, implementing strategies and scouting for new resources for the program. Equally important, they create a welcoming space where partners learn together and feel free to speak their minds, share their challenges, contribute their expertise, and gain practice in thinking collaboratively about their work.

Ten years ago, the push was to hire only social workers, but gradually we recognized that social workers don't need to do everything. Multicultural outreach leans on brokers, and in the mainstream as well there's a role for navigators who provide information and links to services.

- Rosalie Gelderman, Project Coordinator, ESCC

### 6. Diverse skills and cultural backgrounds

The outreach team hails from agencies across the city that serve a broad range of cultural communities. When fully staffed, the team will include 21 highly skilled workers. As envisioned, they represent a wide range of cultural and social groups and can serve seniors in about 18 languages.

Individually and as a group, team members have the passion and expertise to markedly improve service to Edmonton's expanding population of seniors, with particular focus on those who are isolated and/or come from diverse lived experiences.



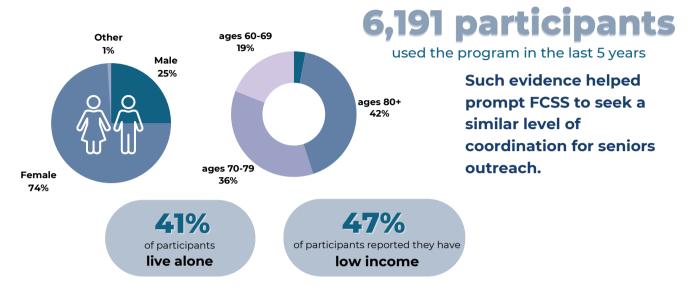
### 7. Hoteling

The new outreach model aims to build the resourcing and supports for workers to reach into the community to find isolated and vulnerable seniors. One way of doing that is "hoteling" – stationing workers at set times in places where seniors congregate and feel comfortable. Places such as cultural centres, seniors centres and homeless shelters. Hotelling partnerships will be developed once the program's foundational processes are operating smoothly.

### 8. Integration of Senior Home Supports program

Since 2015, seniors have had access to a Home Supports program to help them live well at home. The program was delivered from district agencies in geographically defined areas across Edmonton, with backbone support from ESCC. A senior seeking help with snow shoveling, lawn maintenance, housecleaning, personal care or other services could call the agency serving their postal code and receive referrals to three service providers. They could then choose which of those options to employ. Efforts were made to identify as many low-cost options as possible.





Access to Senior Home Supports will now be integrated with Seniors Coordinated Outreach. A consistently updated and vetted Senior Home Supports list will be available to all program partners. Seniors will be able to call either 211 or a worker at one of the partner agencies and immediately receive three referrals to service. Home Support workers will move from district agencies to being employed by Jewish Family Services Edmonton, which was already serving seniors who could not afford to pay private businesses for home supports. Two Home Support workers are becoming part of the outreach team while two others concentrate more of their time on expanding the number and diversity of service providers.

Besides connecting seniors to services more seamlessly, this approach will enable the team to assess whether a senior seeking home supports also would benefit from other resources. By connecting directly to the outreach team, they are more likely to get that support.

Home supports might be the first gateway to services. Already we are seeing people saying they need home support but dealing with ancillary needs. By connecting directly with someone who can help, it's more likely they can build a deeper relationship and get support in other ways.

- Asheika Sood, Program Manager, Seniors Coordinated Outreach, ESCC

### **Data sharing lesson from Home Supports Program**

Originally offered by SAGE in response to seniors' need for help with snow removal, Home Supports broadened and decentralized in 2015. The city was divided into districts; one senior-serving agency in each district received funding to hire a coordinator who helped connect seniors to snow removal, but also to services such as housekeeping, yard maintenance, personal care, and moving. Seniors seeking help were given three referrals to vetted businesses. ESCC, as the backbone agency, helped determine processes for vetting businesses, assessing seniors' needs, making referrals and tracking outcomes. ESCC also helped capture that information (and more) in a manual, both to support workers and to encourage consistent service. A shared database was established to store each district's information and house forms needed for service providers and for program participants.

After a few years in which each district saw only its own information, the team wanted to learn more about the collective impact of the work. Despite initial privacy and data sovereignty concerns, agencies involved (all seniors centres) agreed to share the data needed to track, analyze and improve service. Together they worked through questions of confidentiality, ethics, accountability and risk, and signed an agreement setting boundaries around the information to be shared. KRD Consulting built a central database that captured information from participating agencies to allow real-time analysis of gaps and overlaps, referrals, and missed opportunities.

It took more than a year for workers to begin doing real-time sharing of their work. But once they did, opportunities to collaborate multiplied. Now they could case conference about clients and see who had capacity to share the load making the service more client friendly. They could also spot and address barriers.

The realization that some seniors didn't contact any of the three businesses referred to them due to cost, for example, led to the creation of a subsidy pool for those unable to afford snow removal. Discovering that some seniors simply can't face the prospect of comparing and choosing among three private providers, workers began referring those callers to Jewish Family Services Edmonton, a not-for-profit that employs some home support workers.

The evident value of sharing data and resources in the Senior Home Supports program created appetite to do the same for Seniors Coordinated Outreach, both among senior serving agencies and within FCSS, the civic body funding both programs for seniors.

### 9. Centralized data warehouse

Fully coordinated service depends on shared data. Yet, organizations involved in designing the outreach model recognized that it would not be workable for partners to separate their seniors outreach data from their other work. Nor was it feasible for them to switch data systems. So, the team worked with KRD Consulting to design a data warehouse to pull program related portions of individual agencies' data systems into a centralized warehouse.



When the system is fully populated, the information needed to coordinate services and analyze outcomes across the entire city will be available in one place while partner agencies retain the information within their own databases. Data sharing agreements developed through the leadership committee will ensure that use of the data warehouse aligns with agreed parameters including consent, confidentiality, data sovereignty, and ethical use

As a coordinated system, we can think more effectively about what seniors need across the city and track the data and hopefully predict trends earlier. Rather than individual advocacy, we can advocate collectively using that collective data. - Rosalie Gelderman, Project Coordinator, ESCC



The data warehouse will open the door to several new features that promise to improve service to seniors:

Calendaring	Having all organizations, including 211, connected to a central database makes it possible to do real-time scheduling. All team members will be able to book appointments with seniors.
Minimizing repeated gathering of intake information	With seniors' informed consent, their information will be passed forward to other service providers, saving them from the time-consuming and sometimes painful task of retelling their stories. Once a senior establishes a relationship with a worker, the senior won't need to go through the centralized service again but can call the worker directly.
Barriers tracking	Workers will be able to actively report and track barriers within service processes. Where those barriers involve internal systems, the team can make immediate changes. Systemic concerns will also be tracked, so that repeated issues with a particular agency or service can be identified. That information will be used to advocate for change, improving the sector's capacity to hold the larger community accountable for the needs of seniors.
Digital resource list	Workers will have real-time access to the list of resources for seniors amassed by 211 and can update that list whenever they discover a change. This digital list will help keep workers up to date about available programs and ensure the team is working with a robust information source that taps the workers' skills and frontline experience. The service provider database from Seniors Home Supports program will also be accessible for the whole team.

### 10. Iterative design

The program's 30-month pilot is split into a 12-month developmental phase and an 18-month formative phase. Especially in the developmental phase, all involved will be looking for ways to evolve the model, seeking even better ways to break down barriers and make resources and supports more accessible to more seniors.

### 11. Outcome-based evaluation

Evaluation is a key component of Seniors Coordinated Outreach. With the help of KRD Consulting, frameworks are being built to assess outcomes at three levels: individual, organizational, and systemic. Evaluations will be formative and outcome-based.

Shared evaluation of outreach services was attempted in the past by FCSS by Common Outcomes Reporting; however, accurate accounting was difficult as some agencies combined outreach with other programs. Now the information will be captured using consistent parameters, then tracked over time and across the population served to determine whether the program is meeting its goal of providing equitable services to a diversity of seniors. For example, are many of the referrals going to one agency, exacerbating lineups for service? Are language barriers keeping some seniors from being served? Is the overall demand for service outstripping supply? Are seniors feeling supported and affirmed by the service they receive? If not, outcome-based evaluations will help signal what needs to change.

### How will we know the program is achieving its goals?

Shared data and evaluation will enable the team to assess outcomes in quantitative and qualitative terms and determine whether changes are needed. A few examples:

- Monitoring race-based demographic data. Seeing evidence that we are reaching more identity factors and that people are feeling comfortable to share information about their diversity.
- Expanding the program's ability to address language barriers. Adding to the 18 languages offered by the outreach team to include Braille and other languages.
- Building connections to more boundary partners for hoteling. Involving a larger and increasingly diverse cohort of partners in opening their spaces to part-time use by members of the seniors outreach team.
- Evolving the model based on iterative evaluations. Building thoughtful
  understanding of what Seniors Coordinated Outreach is accomplishing and
  what needs change so that service to Edmonton's diversity of seniors continues
  to improve.

# III. The Design Process

Upon receiving the challenge from FCSS to create a more coordinated approach to seniors' outreach, ESCC invited community partners to participate in the design.

26 organizations answered the invitation and became intimately involved in the process, united by the desire to serve seniors better and to make outreach more seamless and more equitable. For a list of the organizations involved, see page 7. Their dedication to designing the new model was key to the success of the work.

### Design schedule at a glance

January 2022	Initial planning by funder and backbone organization
March to April 2022	Sharing organizational expectations and laying a collaborative foundation
April to December 2022	Building relationships, gathering insights from seniors and service providers, and making sense of the data
January to March 2023	Pilot model development and design
April to June 2023	Preparation for launch
July 2023	Launch of pilot

As the work progressed, ESCC published three project updates, which went to all City Councillors, as well as potential funders, and seniors services providers. To view the updates, see Appendix 1.







### Phase 1: Setting common definitions and goals

First, the group developed mutual agreement about the foundational pieces needed to work well together.

### **Defining outreach**

Recognizing that outreach in the past had varied from agency to agency, an important early step was agreement on what constitutes outreach. Participants agreed that outreach in this context must be available to everyone in Edmonton over 55 and include case finding, assessment, information and referral, case management, system advocacy, and community engagement.

### Recognizing the challenge

Participants acknowledged the urgency of this work, given the increasing size and diversity of the seniors population, and the growing complexity of needs that many individuals present.

### Agreeing on a vision

The group shared hopes for what Seniors Coordinated Outreach might accomplish and developed a common vision for a program that serves all seniors well. Important aspects include:

- consistently person-centred
- ensures agency for seniors
- offers seamless access to support
- grounded in social determinants of health

All the organizations involved really wanted a senior-centred model, equity led. Those had to be core tenets of the approach throughout the process. That kind of centering helps.

- Sheila Hallett, Executive Director, ESCC

### Agreeing on shared values

Because the desire to ensure equitable service was a key reason to develop a new outreach model for seniors, participants spent considerable time determining the values needed to ensure that equity is central to each stage of planning and delivery. A half day spent in detailed conversations led to the following shared values to guide the design phase:

- **Bias-aware:** It is essential to compassionate service to continuously check in with ourselves about the biases we may hold that inhibit understanding, and look to question our assumptions about others in order to serve them well. We want to try to understand the unique barriers our clients are facing rather than judging them for their challenges.
- **Continual learning:** We are working together on a continual learning journey, where sometimes we might feel challenged by what we learn or find ourselves uncomfortable. We must make room to work through these feelings and give ourselves grace to understand this is an ongoing process, while being willing to be flexible and open to change.
- Courage: As we work to unpack issues of equity through this work, we may
  come to realize that some of the ways we have approached things in the past
  may have not served diverse seniors as well as they could have. We must have
  the bravery to acknowledge when we need to improve and the willingness to
  work diligently towards change, both through the work of our systems and in
  our own ways of thinking, in order to put seniors first.
- Respect: Seniors deserve to be treated with respect and dignity.
   Acknowledging and valuing cultural and social differences is essential to this occurring. It is also essential that we bring this value into our own practice, ensuring that we honour the unique strengths we each bring to the work ahead.
- **Empathy:** In order to learn how to do work with a perspective towards equity, we must be willing to approach each other with a sense of curiosity and willingness to understand one another's differences rather than placing judgement on other communities' unique ways and experiences.
- Creativity: Approaching complex challenges around equity requires
  imagination and a willingness to see things in ways we have not thought of
  before. By being willing to have an open mind and a curiosity towards the
  potential to serve diverse seniors more thoughtfully and inclusively, we open
  ourselves to solutions far more powerful than the status quo.
- Social justice and Honouring diversity: (See page 11)

This early work helped to define the framework and way of thinking that led to agreement on the most important overarching value - bedrock values - for the program. They are further described on page 11.

### Agreeing on how to work together

Design participants also made the following commitments about how they intended to work together:

- Ask questions and remain open-minded.
- Strive for consensus.
- Be practical.
- Collaborate to discover answers and learn from each other.
- Leverage the collective strengths of each program.

### **Phase 2: Building collective understanding**

In Phase 2, surveys and interviews were conducted to build common understanding of past approaches to seniors outreach in Edmonton and to hear from both seniors and service providers about hopes for the future. The team also interviewed staff from seniors outreach programs elsewhere in Canada that incorporate some form of coordination, to ensure the model would build on available expertise and promising practices.

### Seniors engagement

To learn about the unique experiences of seniors from diverse demographics, population-based focus groups were held with seniors from South Asian, Indigenous, Chinese, Syrian, African, and 2SLGBTQ+ communities; 45 seniors participated in those conversations. In addition, 21 one-on-one interviews were conducted with seniors who responded to a request for seniors perspectives by Executive Director, Sheila Hallett, on a local news segment.

Those conversations helped affirm that work on the model was heading in the right direction. For example, seniors emphasized that they want one trusted place to go to access information, which is exactly what collaborative outreach aims to provide.

Findings also affirmed the importance of paying heed to the needs of multicultural seniors. Their situations tend to be more complex and involve such emotionally charged experiences as: historical and ongoing trauma faced by Indigenous populations, survivor guilt from those who escaped war torn situations with loved ones left behind, and fears about safety and security. Seniors with roots in other cultures also shared a desire to take more ownership for storytelling and spoke of the tension between not wanting to look rude to their adopted country, but feeling the impact of different treatment.

It also became apparent that one or two life experiences can catapult seniors from seeking simple short-term referral to needing more intensive and long-term support. Outreach design needs to take those sudden shifts into account.

### What are seniors looking for?



Help with requesting financial assistance (i.e., Alberta Srs Benefit, Income Support, employment)



How to use public transit (multilingual), ID low-cost transport, transport b/w seniors centres.



More seniors programs that promote social interaction, are free, and tailored to older seniors



Financial sponsorship (and help with applying for it) to bring family members from war torn countries.



Help with accessing home care (for things like bathing, grooming and other personal care) and family dr.



One place that seniors can access seniors-specific information (by phone and/or in person).



More subsidized seniors housing availability



One person that can help a senior find what they need, will follow up and check-in to confirm they got it.



Home supports (i.e., house cleaning, yard maintenance, snow removal)



Culturally-specific programs (i.e. by faith, gender, and/or identity).



More digital literacy classes and access to low-cost home computers



Help completing forms (e.g., subsidized housing, income support, DATS forms, etc.)



More conversational English classes, tailored for seniors



Access to (free) food when they can't afford it or aren't physically able to prepare it.

We're seeing the after-effects of the pandemic. Seniors previously on the edge of not being able to manage now say they're not able to cope.

- Asheika Sood, Program Manager, Seniors Coordinated Outreach, ESCC

### Service provider surveys

Individuals and agencies providing outreach to seniors also participated in interviews and focus groups. Their responses underlined the need to put concerted energy into finding and serving seniors who may not reach out when they need help. Isolation was the most-often mentioned barrier for seniors, a factor exacerbated by the pandemic.

Among the factors keeping seniors from accessing services, providers mentioned lack of access to transportation most frequently, followed by fear/discomfort, limited mobility, financial difficulties, lack of information, inadequate support from family, the complexity of the current system, systemic discrimination, and not knowing the technology. Chief identified barriers to greater equity, diversity, and inclusion (EDI) include lack of resources (funding, staff, translators, interpreters) and limited understanding of Indigenous populations, 2SLGBTQ+ communities and other cultures.

Providers' hopes for the new model centre on collaboration. Many expressed hope that the model would improve service to seniors by enhancing communication, skill sharing, networking, training, mutual accountability, and use of resources. Responses indicated desire to build stronger relationships, employ better and more consistent data and evaluation systems, and also to amass evidence to attract more resources needed to serve older adults well.

### **Environmental scan of other communities**

To ensure that Edmonton's coordinated outreach model incorporates promising practices, the following programs in Canada that employ some system coordination were scanned:

- Calgary's The Way In, a four-agency collaborative, funded by FCSS with an intake line funded by United Way.
- Lethbridge Seniors System Navigation Team, a six-agency collaborative led by the Seniors Community Services Partnership, funded by FCSS and Outreach Support Services Initiative (OSSI).
- Strathcona County's all-ages outreach, provided by county-hired "solution navigators" in concert with community partners, funded by FCSS and grants.
- British Columbia's Better at Home program, delivered by 100 agencies across the province, funded by the Ministry of Health.
- Ontario's seniors outreach, delivered by scattered health and community agencies, funded by the Ministry of Health.
- Manitoba's Connect Program, delivered by A&O Support Services for Older Adults, funded by the Ministry of Health.

The scan looked most closely at Alberta communities, particularly Calgary and Lethbridge. Collaboratives that, like Edmonton, are largely funded by FCSS and, in theory, limit their outreach to 'prevention'. Programs in BC, Ontario and Manitoba, by contrast, receive provincial health funding and have a broader mandate that includes more complex and urgent cases.

The jurisdictional scan confirmed directions being set by partners working on Edmonton's new model while reminding them that coordination is easier said than done. Findings highlighted the importance of a wise and strategic leadership table; a strong community of practice with opportunities for shared learning, appropriate funding, and coordinated data management that serves several audiences. For more findings from the jurisdictional scan, see Appendix 2

Coordination is hard work and not always what it seems on paper. In reality, we are doing more coordination than many people we interviewed.

- Wendy Keiller, Liaison, FCSS

### **Phase 3: Defining success**

Participants divided into four design task teams, each mandated to address crucial components of the work:

Service Mapping and Referrals Team	Analyzing current services and referrals; reviewing evidence from the environmental scan to understand where seniors are going for services and whether they are being referred to the supports they need; envisioning a robust and responsive model.
Equity, Diversity, and Inclusion Team	Identifying gaps in equitable service for diverse communities as well as opportunities to make these services more welcoming; recommending values to carry forward into a new model with an eye to intersectionality and accessibility for diverse communities.
Data Management and Evaluation Team	Reviewing current data collection approaches at various outreach programs and recommending a collaborative way forward that illuminates client intersectionality while respecting privacy and agency needs.
Senior Engagement Team	Designing meaningful opportunities to connect with seniors who use and do not use outreach and other services, so that their perspectives are embedded in the new approach.

Initially, the teams helped design survey questions and analyzed current conditions. Later, the teams related to equity, service delivery, and data/evaluation considered what "success" in their part of the work would look like. They then prioritized elements and developed outcome measures in their respective areas of focus.

Each team developed a list of goals for the program, then used those to narrow down focus areas and determine how to prioritize the work ahead. The teams shared their work in round tables and gathered feedback for moving forward together.

Incorporating EDI will probably not be as hard in future because we really worked to get those values articulated. Going forward, these values will be foundational to everything we do.

- Sheila Hallett, Executive Director, ESCC

### **Phase 4: Developing the model**

By the time the previous phases were completed, very limited time remained for formal model development. In hindsight, the time used to gather and analyze survey data could have been pared back, but that time allowed trust and understanding to build.

KRD Consulting assisted with model development, taking an iterative approach. A draft model was shared with seniors organizations for review, and changes were made based on their comments. Participants approved a final iteration at a second model presentation meeting. Some expressed a desire for more time to make the program stronger, but there was general agreement about seeing the new vision roll out, knowing that changes would be made as opportunities for improvement become apparent.

Once the new model was agreed upon by the partner organizations, FCSS held a decision-making process to determine who would be involved in the delivery of the new model. During this process, organizations applied to employ outreach or support workers at their locations and shared how they would approach work within the collaborative. These applications were reviewed by a panel of community members, with final decisions made by FCSS and support from ESCC.

### **Phase 5: Launching the pilot**

The July 2023 launch of Seniors Coordinated Outreach demanded all-out effort from everyone involved. Organizations transitioned existing workers and hired new staff where required. The outreach team began meeting as a community of practice and learning new systems.

IT experts began working with partner agencies to create the network needed to pull pertinent information into the data warehouse. Meanwhile, senior serving agencies all around the city began learning what the coordinated program would mean for them.

Throughout the model's 30-month pilot, the team will be tweaking the program to serve seniors better. The first 12 months is all about development: training staff, populating data systems, and strengthening relationships. In the 18 months that follow, the mode will shift to refinement: determining what's working well, identifying the pinch points disrupting service, and analyzing whether the mix of partners and approaches is meeting service and equity goals. Significant changes may occur by the end of the pilot with the goal of emerging with an effective and stable system that truly does provide equitable service to seniors.

# IV. Previous Coordinated Initiatives

Seniors Coordinated Outreach builds on several previous collaborative efforts that brought enhanced coordination among agencies serving seniors. In 2005, the urgency of improving services to all seniors through collective action prompted the formation of the Edmonton Seniors Coordinating Council (ESCC) to serve as a sector backbone organization. ESCC works mostly behind the scenes with multiple organizations to address opportunities for collective impact, provide leadership in system approaches and shared planning, support shared measurement and other aligned activities, and do central planning and communications.

### Early collaboration on outreach

Some of the groundwork for Seniors Coordinated Outreach was laid in 2010, when ESCC along with 14 participating agencies and a facilitator created a report that outlined an improved model for delivering outreach services. That document, *Helping Seniors Age in Place-A Strategic Framework to Improve Outreach to Edmonton's Isolated Seniors*, led to an *Outreach Workers Manual* used citywide by frontline workers.

### Informal outreach network

For nearly a decade, ESCC facilitated informal meetings of outreach workers to share experiences, discuss issues, and learn from speakers. ESCC also collaborated with outreach workers to develop and regularly update a toolkit containing an agreed definition of their role and numerous tools: needs assessment forms, tips for recognizing hoarding and elder abuse, ways to sensitively support people of diverse cultures and gender identities, pertinent regulations, background about Indigenous culture, and more. The workers also sought to build bridges with the healthcare system, for example by sharing a list of their locations and contacts with homecare workers and inviting them to refer seniors for outreach support.

Until now, neither the workers nor the agencies employing them wished to develop a more rigorous collaborative model, one with shared data and expectations. As a result, outreach approaches varied. For example, some workers spent most of their time in their office while others reached out to a broader diversity of seniors.

Even though outreach workers had been meeting for a long time, they never really thought of themselves as a team. Prior to that they were in the sandbox but siloed. Gradually we're edging into 'You have to be intentional and strategic to be more effective.'

- Rosalie Gelderman, Project Coordinator, ESCC

Since 2005, ESCC has been involved in the following coordinated initiatives:

2006: Transportation Roundtable
2007: Seniors Centre Core Services
2011: Core Community Support Project - Elements For Community Supports for Aging in Place in Edmonton
2012: Age Friendly Edmonton
2014: Seniors Information Phone Line (211-2)
2015: Seniors Home Supports Program

2016: Social Isolation (PEGASIS)

2019: Stewardship Roundtable

**2020: Coordinated Pandemic Response** 

From the perspective of a person who has spent a lot of time in similar work in a different city, just the fact that ESCC exists and then on top of that how effectively it exists is a huge success factor. Having an organization committed just to sector level work - to creating more opportunity for collaboration and leveraging opportunities when they surface - is a powerful component of the ecosystem here.

- Roman Katsnelson, KRD Consulting

# V. Ongoing Challenges in a Crucial Sector

The work of designing and implementing Seniors Coordinated Outreach confirmed what many around the table knew already: collaborative system change is hard work and often involves giving up a slice of autonomy, but the results are worth the effort.

Two factors were key in making this change possible:

- 1) the FCSS mandate to move to a collaborative, equity-infused system as a prerequisite for future funding, and
- 2) deep commitment by everyone involved to doing better for all seniors, especially in light of the growing size and complexity of need.

The fact that a new model came together in such short order is a tribute to the passion evident around the design table - and among the organizations now delivering outreach using the new model.

Collaboration takes a lot of hard work, so the easier path is to not do it but talk about it. In the absence of resourcing and accountability that's what happens. Coordinated outreach has the potential to be a very significant move in that direction, an example for others to follow. It's very, very exciting.

- Roman Katsnelson, KRD Consulting

### **Learning from time limitations**

The tight timeline for completion limited engagement at key points. Additional time would have opened space for more consistent engagement and for even more trust to be built.

Both the jurisdictional scan and community surveys took longer than anticipated. The resulting mass of data could not be fully mined, nor did it all prove relevant to the project. That experience taught the partners to be more selective in choosing what questions to ask in future surveys.

### **Challenges for senior centres**

The challenge of stretching available dollars across more agencies forced compromise for this program. The team is aware that fewer seniors centres received FCSS funding for outreach than in the past. The new mix of providers reflects the imperative of more intentionally reaching seniors of diverse cultures, incomes, and gender identities. However, as a result, some seniors centres are seeing reductions in both their already stretched budgets and their onsite access to outreach.

Seniors centres help older adults age well in their communities. Seniors find companionship, meals, physical activity, artistic endeavors, and much more. Volunteers play a huge role in making those services possible, but they can't do it alone. Salaries are needed for managers, programmers, volunteer coordinators, course leaders, cooks, janitors, and accountants. Facility costs can be very high for those not located in a subsidized City of Edmonton building. Many centres charge fees to help balance the budget, but even at less-than-market rate, fees keep some seniors away.

These centres are essential to the ecosystem of community-based senior services. They can bring much wisdom to the table about the lived experience of the seniors they serve. It is in everyone's best interest to ensure they thrive and link with other service providers as well as governments and funders. Securing additional funding to address increasing needs for services remains a priority.



## VI. Conclusion

The new Seniors Coordinated Outreach model takes an important step toward a united **community based senior sector** (CBSS) with greater ability to meet Edmonton seniors' increasingly varied and complex needs. This project has demonstrated the collective impact possible through funder-driven collaboration. It reminds us that funders can play a significant role in moving collaboration from "nice to do" to "top priority" by requiring agencies to work together as a prerequisite for funding. For service providers, the hard work of collaboration has spinoff benefits beyond dollars. Capacity generated by the collective has potential to accomplish more than any one organization can do on its own.

This more coordinated approach to outreach puts equity at the core and involves a passionate team that more closely reflects the diversity among the seniors it serves. It holds promise to reach further into the community to serve Edmonton's full diversity of seniors.

Because the team has firmly committed to shared data management and formative evaluations, it will be possible to track the program's impact, identify aspects requiring change, take corrective action, and advocate for policy and funding changes to fill documented gaps. Experience with the Seniors Home Supports Program suggests improvements gained through coordination will attract interest from other providers as well as funders, especially if, the program's ability to address seniors' needs in community relieves pressure on the healthcare system.

The model's design involved a massive investment of time and energy by staff in the sector who share a passion for serving seniors well. That investment, building as it does on previous collaborative initiatives, is the greatest reason to hope that Seniors Coordinated Outreach will make a difference for seniors and for the community as a whole. System change would not be possible without that grassroots involvement.

# VII. Appendices

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### 1. Updates 1-3

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## **3. FCSS Expectations for Seniors Coordinated Outreach Funded Agencies**

As a partner in the Seniors Coordinated Outreach Program - Phase 1, funded agencies will provide outreach and home support services to Edmonton seniors (55+) and will:

- Recognize that the Edmonton Seniors Coordinating Council (ESCC)'s role in the system is to provide program support and coordination, as well as facilitate system level planning based on decisions and agreements from the collaborative (including operational staff and the leadership table).
- **Sign a memorandum of understanding (MOU) with ESCC** which outlines their commitment to participate in the following collaborative work:
- Participation in the leadership table The leadership table will meet regularly to discuss shared policies, procedures and strategic direction of the program. They will meet monthly while the program gets up and running and will reduce frequency as appropriate. All agencies are expected to have a member of their organization's leadership (with decision-making authority) in attendance at leadership table meetings. Community partners (unfunded) will be linked into these meetings as appropriate to advise on community connections and access to the Seniors Coordinated Outreach Program.
- Staff participation in the community of practice (COP)– ESCC will host a monthly community of practice for outreach workers and support workers where staff will be able to share resources, troubleshoot processes, identify shared needs of participants, engage in shared training, identify system issues that require advocacy etc. Seniors Coordinated Outreach staff are expected to contribute to the collective learning and growth of the program. Operational staff will be an important connection for the developmental evaluation to inform changes to the Seniors Coordinated Outreach Program over time. Participation at the COP by outreach workers and support workers (at least one per partner agency) is expected.
- Shared training and development ESCC will coordinate shared training opportunities for outreach and support staff based on needs that are identified by both the operational staff and the leadership table. All operational staff are expected to attend shared training opportunities if they are not already recently trained/certified in the topic.
- Triage process and collection of common data ESCC will work with the
  operational staff and leadership table to finalize what data will be collected
  during the intake process. ESCC and 211 are working on a triage process that
  includes many layers of consideration including proximity, in-person/virtual,
  worker specialties (e.g., language spoken, cultural background, specific
  expertise [grief, hoarding, etc.])

- Shared data and evaluation- ESCC will lead the development of a dashboard where relevant participant data will be stored for evaluation purposes and to enable the sharing of client information by consent (to limit the number of times a client has provide information). Protocols and permissions for sharing information will be designed into the data management system. ESCC has facilitated connections between a data warehouse contractor and funded agencies to ensure that all relevant data will be able to be pulled from each individual data system. To roll up the data for the coordinated program, agencies are expected to participate in the shared data warehouse and shared data agreements will be developed for partner organizations. ESCC will work with the leadership table to develop shared evaluation tools. These tools will support the operational staff and the leadership table in reflecting on trends and needs of participants. This data will be required to support requests for additional resources to address identified needs. As part of the developmental evaluation the shared data will help the collective to identify areas of improvement in process design. Agencies are expected to keep their participant data up to date so that data can be pulled regularly, and caseloads remain manageable for staff.
- Shared reporting Rolled up data will support the collective in discerning the impact of the program for the clients that are being served. It will inform where the program is effective and where strategic and operational adaptations could be made to improve client experience/outcomes and improve operations in the collaboration. ESCC will be submitting a year-end Common Outcomes Report on behalf of the Seniors Coordinated Outreach program based on the shared data. Funded agencies will still be responsible for completing some program reporting to the City as per their funding agreement, but it will be minimal.
- Shared public education and marketing ESCC will work with operational staff and the leadership table to develop public education and communications materials for the program. All agencies are expected to use the common materials to ensure brand consistency and common messaging about how to access the program.