

DEPARTMENT OF SOCIAL DEVELOPMENT

OLDER PERSONS PROGRAMME CONCEPT PAPER

Date Updated: 1 June 2009

Prepared by: Charles Jordan

VISION

Active Ageing

STRATEGIC GOAL

To have promoted active ageing and protection of older persons and keeping them in families and communities as long as possible

EXECUTIVE SUMMARY

Growing older should be a period when a person's contribution to society is acknowledged and valued. In poorer communities older persons make a valuable contribution to households as carers for children, people with disabilities and those affected and infected by HIV/AIDS.

The Department has embarked on a process whereby the aspect of active ageing is central to the broader Older Persons Programme. The aspect of active ageing is demonstrated through an inclusive society for all ages in which older persons participate fully and without discrimination and on the basis of equality.

The Active Ageing Programme was instituted at the beginning of 2006. The aim of the programme was to develop a self – reliant society, with respect to Older Persons in the province. Through creating an enabling environment for Older Persons, the programme seeks to deal effectively with the plight of older persons by establishing a framework aimed at the empowerment and protection of older persons and at the promotion and maintenance of their status, rights, well-being as well as safety and security. An integrated approach with the other programmes within the Department will enhance service delivery to the older persons on dealing with issues such as HIV/AIDS, Children & Families, Victim Empowerment, Substance Abuse, Older Persons with Disabilities, Intergenerational bonding (Youth) and Capacity Building of Residential Facilities, Service Centers and Senior Clubs.

Other pertinent issues dealt with by the Act and the Active Ageing Programme includes:

- Residential Facilities / Services Centers / Senior Clubs
- Economic empowerment,
- Intergenerational linkages
- Strengthen networks and partnerships

1. INTRODUCTION

The program has a new developmental approach to ageing which also seeks to keep older persons in their families and communities as long as possible. This approach is holistic, positive and promotes the full participation of older persons in developmental processes. It further promotes self representation and active participation in decision making, recognizing ageing as a normal phase of life.

The Older Persons Act, with its strong emphasis on the rights of older persons, provides the basis for future strategic direction and transformation of services to older persons. The departmental response has seen a shift in focus to community based care. Based on the National Integrated Service Delivery Model, services to older persons need to, among other things, include the promotion of inter-generational programmes to keep older persons in the communities for as long as possible and initiate early intervention programmes to promote the well being of the older persons.

The Act also prescribes that although the need for Residential Facilities do exist, this service is extremely costly. Where there is however a need for Residential Facilities within vulnerable & poor communities as a first option, alternative models needs to be implemented. These models refer to Day Care centers, Service Centers, Senior Clubs, Respite Care and Assisted Living. This will, in turn, enhance the concept of keeping Older Persons within the communities as long as possible.

The departmental response also includes the following interventions:

- Inter-racial /social integration programmes with a focus on social transformation and intergenerational activities
- **Residential facilities / Service centres / Senior Clubs**
- Intervention plans for at risk residential facilities within the Western Cape Province
- **Golden Games Sporting programme**
- Economic Development & Capacity Building
- Awareness on abuse and neglect of older persons, HIV/AIDS, Substance Abuse and Dementia
- Awareness on rights of older persons

- Strengthened partnerships amongst Departments (Department of Health, Cultural Affairs & Sport, Education, Local Government and Housing, Local Authorities)
- Strengthened partnerships with NGO's, CBO's, CFO's regarding delivery of services to older persons
- Building networks within and amongst communities to enhance self-reliance

The Department's focus have for the past years been predominantly on statutory compliance and level 3 interventions. As part of the 10 year strategy, the program now makes a major shift by placing stronger emphasis on the levels of awareness & prevention, early integration and reintegration.

The outcome of the program seeks to create an enabling environment in order to maintain and increase the capacity, self-participation, health and protection of older persons. That will then enable Older Persons to also contribute to the wellbeing of those vulnerable people around them within the communities.

2. DEFINITIONS AND CONCEPTS

Definitions:

“abuse” means the violation of an older person's rights enshrined in Chapter 2 of the Constitution;

“care” means physical, psychological, social or material assistance to an older person, and includes services aimed at promoting the quality of life and general well-being of an older person;

“caregiver” means any person who provides care;

“community-based care and support services” means care and support services provided at a community-based centre and aimed at promoting and maintaining the independent functioning of older persons in a community;

“Day care” for adults is a service within a residential home or service day centre, which provides social, recreational and health related activities in a protective setting to individuals who cannot be left alone during the day because of health care or social needs”. The service is aimed at providing support to older persons in order to enable them to enjoy good quality of life. Thus, daycare is not really meant for the active, healthy and independent older person who does not really need care and support with their daily living activities.

“facility” means a building or other structure managed for the purposes of providing accommodation, housing and community-based care and support services to older persons, and includes a shelter but does not include a private residential home accommodating fewer than seven older persons for reward or a luncheon club or a building or other structure in or on which home-based care is provided;

“frail person” means an older person whose physical or mental condition renders him or her in need of 24-hours continuous care;

“home-based care” means care provided at the home of an older person by a caregiver other than the spouse or a family member of the older person concerned;

“professional health care provider” means a person providing health services in terms of any law;

“older person” means a person who, in the case of a male, is 65 years of age or older and, in the case of a female, is 60 years of age or older;

“service” means any activity or programme designed to meet the needs of an older person;

“Service provider” means a person who is providing service defined in section 1 of the Act;

“**shelter**” means any building or premises maintained or used for the reception, protection and temporary care of an older person in need of care and protection;

“**social worker**” means any person registered as a social worker under section of the Social Service Professions Act, 1978 (Act No. 110 of 1978);

“**Resident**” means an older person residing in a residential facility;

“**The Act**” means the Older Persons Act, 2006 (Act No. 13 of 2006).

Concepts:

“Active ageing” is the process of optimizing opportunities for health, participation and security in order to enhance quality of life as people age;

The objects of the Act are to—

- (a) maintain and promote the status, well being, safety and security of older persons;
- (b) maintain and protect the rights of older persons;
- (c) shift the emphasis from institutional care to community-based care in order to ensure that an older person remains in his or her home within the community for as long as possible;
- (d) regulate the registration, establishment and management of services and the establishment and management of facilities for older persons; and
- (e) Combat the abuse of older persons.

3. LEGISLATION AND INTERNATIONAL OBLIGATIONS

Madrid Plan of Action, April 2002

This International Plan on Ageing was ratified by South Africa and the Madrid Plan focuses on three key priority areas namely: Older Persons and Development, Advancing Health and Well-being into Old **age (Active Ageing e.g. Golden Games as an initiative) and ensuring enabling and supportive environments for Older Persons.**

The South African Plan of Action on Ageing, June 2002

The South African plan focuses on the implementation of the International Madrid Plan of Action and has four key priority areas for implementation: Older Persons and Development, **Advancing Health and well-being into old age**, Ensuring enabling and supportive environments and the Protection and the advancement of the dignity of older persons.

Aged Persons Act, 1967 (Act no 81 of 1067)

This Act provides for the protection and welfare of certain aged and debilitated persons, for the care of their interests, for the establishment and registration of certain institutions and for the accommodation and care of such persons in such institutions. The Act was amended a number of times before April 1994. Further amendments were made in November 1994 in order to, amongst others, repeal certain discriminatory provisions and in November 1998 in order to provide for the establishment of management committees for homes for the aged, to require reporting on the abuse of aged persons and to regulate the prevention of the abuse of aged persons.

The Older Person's Act, Act 13 of 2006

The Older Persons Act, Number 13 of 2006 was promulgated on 16 November 2006, and will replace the Aged Persons Act, 1967. This Act deals with the plight of older persons by establishing a framework aimed at the empowerment and protection of older persons, as well as the promotion and maintenance of their status, rights, **well-being**, safety and security; and to provide for matters connected therewith. The Act represents a new developmental approach to ageing by recognizing the skills and wisdom of older persons, their participation in community affairs, that they live in the community for as long as possible, they have the right to care and protection and that their rights and dignity be upheld.

National Welfare Act, Act 100 of 1978

The Act provides for the registration of welfare organizations on regional basis; the establishment, functions and operations of regional welfare boards; and the establishment of a national Welfare Board.

Social Assistance Act, Act 59 of 1992

The Act provides for the rendering of social assistance to, national councils and welfare organizations. The Act was amended in 1994 to further regulate allocation of grants and financial awards to persons and bodies.

Public Service Act 1994, Act no. 111 of 1994

The Act provides for the organizing and administration of the public service of the country, the regulation of the conditions of employment, terms of office, discipline, retirement and discharge of members of the public service, and matters connected therewith.

Public Finance Management Act 1999, Act no 1 of 1999

The Act adopts an approach to financial management that focuses on outputs and responsibilities, rather than the rule-driven approach of the Old Exchequer Acts. The Act is part of a broader strategy on improving financial management in the public sector.

Prevention and Treatment of Drug Dependency Act 1992, Act 20 of 1992

As amended the Act provides for the establishment of a Central Drug Authority, the establishment of programmes for the prevention and treatment of drug dependency, the establishment of treatment centres and hostels, the registration of institutions as treatment centres and hostels and the committal of persons to and their detention, treatment and training in treatment centres.

Non-profit Organisations Act, 1997

This Act repealed the Fund-raising Act 1997, excluding this chapter, which deals with the relief funds, and provided for an environment in which non-profit organizations can flourish. The Act also established an administrative and regulatory framework within which non-profit organizations can conduct their affairs. The Act was amended in 2000 to effect certain textual alterations.

National Development Agency Act, 1998

The National Development Agency Act, 1998 provides for a national funding, capacity building and coordination structure known as the National Development Agency (NDA). The NDA is mandated to grant funds to Civil Society Organisations (CSOs) enhance capacity and promote development dialogue, whilst meeting the developmental needs of poor communities.

White Paper for Social Welfare (1997)

The White Paper sets out the principles, guidelines, proposed policies and programmes for developmental social welfare in South Africa. As the primary policy document, the White Paper serves as the foundation for social welfare in the post 1994 era.

iKapa Elihlumayo as Provincial Growth and Development Strategy

The iKapa Elihlumayo as our provincial growth and development strategy is geared towards achieving the Province's vision of "A Home for All." In essence this responds to the challenge of unemployment and poverty and will be driven through *Holistic Governance*, based on the needs of a *developmental state*. Elements which underpin Holistic Governance are Integrated Governance, Cooperative Governance, Responsive Governance and Globally connected Governance. Features of a Developmental State are people-orientated, partnership-based, interventionist and well-managed. Also it is capable of addressing the socio-economic needs of its entire people (poor, marginalized and historically disadvantaged).

All of this will be incorporated within the Active Ageing programme that support good governance and poverty reduction at all Residential Facilities, Service Centers and Senior Clubs through means of entrepreneurship/economic development projects, capacity building interventions, partnerships with all relevant stakeholders and various community-based projects.

4. SITUATIONAL ANALYSIS

The proportion of persons aged 60 years and above is increasing at an unprecedented rate nationally. The 2001 Census and Community Survey 2007 confirmed similar significant growth in the Western Cape. In 2001, older persons constitute approximately 350 000 (7, 8%) of the total provincial population and is expected to increase: SASSA projections suggest that this percentage will rise to 10.71% in 2017. A further analysis of the aged population reveals an aged dependency ratio for the Western Cape estimated at 2.62% for Black Africans; 6.1% for Colored and 6.7% for Indian/Asian and 7.7% for Whites. About 4% of all heads of households living in shacks are elderly people and, although 86% of all elderly persons reported that they had no disabilities, 5% reported having a physical disability. The available information however does not indicate the severity of disability and whether a person can actually function with the disability. The number of persons expected to live past 80 is estimated to grow by 34% over the next ten years.

The impact of HIV and AIDS, the declining birth rate as well as the increasing mortality rate of younger persons are some of the causal factors of this increase in the proportion of older persons. The profile of older persons in residential facilities show a distinct racial and gender dimension, with only three old age homes located in African communities. Approximately 80 % of the occupants of old age homes are women. One of the reasons for this is longevity of women relative to men.

There are currently 10 440 older persons in the Province who are accommodated in 130 old age homes funded by the Department of Social Development. This number of older persons excludes private registered facilities not funded by the Department, as well as unregistered facilities. In addition, 14 091 older persons are receiving services at 208 service centers and 7 340 older persons in senior clubs. These figures indicate that the Western Cape has reached the national norm of 2 % (7 000) for residential care although the location of the facilities is skewed and future planning needs to take this into account. However, it falls short of the target of 20 % (70 000) for community-based services, which ensure that older persons remain independent, and at the highest possible level of functioning within the community. The target for home-based care as a viable alternative to institutional care is 3 % (10, 500 persons) and, like community-based care, will have to be accelerated as will funding thereof because although older

persons reside within communities, there is still a bias towards residential care in terms of funding as opposed to community-based care. During the 2008/09 financial year, the Department will embark on an audit on all Residential Facilities for aged persons, might it be funded or unfunded by Government, private, registered, unregistered and even boarding house facilities for Older Persons within the Western Cape Province. This information is currently not available for the Province and will assist the Department to more appropriately assess the availability and quality of services.

From a socio economic perspective older persons are still subjected to widespread violation of their rights. This is exacerbated by chronic and deepening poverty, weakened family ties and community structures due to migration, natural disasters, the impact of HIV and AIDS and various forms of abuse against older persons. Indeed, the dependency burden of HIV and AIDS is enormous and older persons who can least afford it, now find their care giving and financial support functions starting again. In the Western Cape as on 30 April 2007 a total of 170, 920 older persons were in receipt of state old age pensions that, in many cases, are the primary or only source of income for the family. The reality is that many older persons are making a valuable contribution to households as carers for children, people with disabilities and those affected and infected by HIV and AIDS. This contribution should not only be acknowledged and valued but older persons should also be supported and capacitated in fulfilling these roles

5. STAKEHOLDERS

The key recipients of our services are vulnerable and marginalized older persons who need easy access to appropriate services. To achieve this, the programme partners with a range of service providers across the province such as various NGO's, CBO's and FBO. The kind of services that are rendered are the management of Residential Facilities, Service Centers, Senior Clubs, the protection of Older Persons, Dementia issues, Developmental projects (economic, social, cultural and intergenerational), Home care and Community Based services.

In order for them to implement high quality services, the DSD provides the legislative framework, policies, funding, capacity building, and lobby on issues of older persons, implement pilot projects and facilitate new approaches in the older persons sector.

It is also necessary to liaise closely with other government departments ((**Department of Health, Cultural Affairs & Sport, Education, Local Government and Housing, Transport & Public Works**)), local government and community structures and corporate sector so that integrated service delivery is ensured.

6. INTEGRATED SERVICE DELIVERY STRATEGY

6.1. AWARENESS & PREVENTION

6.1.1. Description

This is the most important aspect of social service delivery. Programmes are designed to create awareness of the rights and responsibilities of older persons and to provide information about services which are accessible. It aims to strengthen self reliance.

6.1.2. Strategic Objective

Older persons and communities are aware of the rights and responsibilities of the older person and the services available to strengthen and support them and to promote active ageing.

6.1.3. Desired Outcomes

Active Ageing becomes a lifestyle of choice for all and not only limited to persons of 60 years and older.

6.1.4. Measurable Objectives

- To ensure the provision of information through public awareness campaigns in urban and rural areas on the rights and responsibilities of older persons and how to access services for them by March 2017.
- To facilitate annual policy education workshops for 16 district offices and service provider's i.t.o. the Older Persons Act by March 2017.

6.1.5. Proposed Basket of Services

Celebration of national and international days by organizing special events with older persons, communities, corporate sector, local authorities and provincial departments
Information, Education and Communication Programmes on legislation, regulations, HIV/AIDS, Substance Abuse and Dementia
Promotion of rights in terms of the Act to the communities and older persons
Life Skills/Life orientation for Older Persons in order to enable them to deal better with emotional, social and economic challenges within families and communities.
Prevention against violence programmes. Focus is on awareness of abuse against children, older persons and families.
Gender- based educational programmes with a focus on equality within families and communities
Marriage and family enrichment with a focus on moral regeneration
Substance Abuse prevention with a focus on caring and support to family members.
Partnership with South African Social Security Agency on social security issues and saving schemes for retirement age
HIV/AIDS prevention with a focus on awareness and caring for children who are affected and infected.
Research being appropriate and responsive to issues and needs of Older Persons

6.1.6. Action Plans

- Create marketing and media strategy i.t.o. access to information about Acts, Policies, Protocols, Norms & Standards and Regulations
Head Office – develop marketing and media strategy
- Media campaign per quarter at all 16 district offices reaching service centers, residential facilities, clubs and communities.
Head Office and Corporate Sector to assist District Offices
- Public events celebrating National and International Older Persons days
District Municipalities, Department of Health
- Make available up to date information & research about Older Persons
Head Office – Older Persons Programme
- Facilitate the implementation of a programme for rights of Older Persons via industrial theatre - reaching the illiterate beneficiaries directly in vulnerable communities (includes, HIV/AIDS, abuse, dementia and substance abuse)
Head Office to coordinate with a service provider
- Facilitate the implementation of a public education programme about services

that promote and support Older Persons via radio and newspapers medium (includes, HIV/AIDS, abuse and substance abuse)

- Facilitate the implementation of awareness programmes that promotes and support Older Persons on issues of HIV/AIDS, gender equality, gender violence. Life skills, family enrichment and substance abuse.

Head Office on Provincial level and District Offices on local level

- Develop a integrated data base of services and service providers available to Older Persons

District Offices to develop district data base. Head Office to manage Provincial and District integrated data base.

- Establish a network of private partnerships/sponsorships that promote and facilitate active ageing

Head Office at Provincial level and District Office on local level

6. 2. EARLY INTERVENTION

6.2.1. Description

Services delivered at this level make use of developmental and therapeutic programmes to ensure that Older Persons who have been identified as being at risk are assisted before they require statutory services, more intensive intervention or placement in alternative care.

6.2.2 Strategic Objectives

At risk older persons are identified early and assisted before they require in depth interventions or statutory services

6.2.3. Desired Outcomes

- Early identification of at risk Older Persons
- Services for Older Persons are coordinated, appropriate and accessible
- Private Partners assist with funding of programmes for early intervention.

6.2.4. Measurable Objectives

To have supportive, protective and developmental services for older persons available in all 16 District Offices by March 2017.

6.2.5. Proposed Basket of Services

Home/community based programmes involving families and communities in caring & supporting of older persons
Service centers/Social clubs/Senior clubs as part of the network where Older Persons can meet and interact on a weekly basis and access primary services such as health care, nutritional meals, day care and recreational activities.
Training of caregivers who can care and support frail older persons at home
ABET programmes for those older persons who are illiterate in partnership with Education
Support programmes to older persons such as food security, assisted living, safety and protection, financial security, transport, entertainment, counseling and therapeutic services (Local Authorities to provide infrastructure)
Social assistance with intervention and then referral to SASSA
Active Ageing programmes with a build up to 2010 and in partnership with Cultural Affairs & Sport on sporting events. Golden Games as an initiative to be rolled out within the Western Cape.
Programmes for older persons with degenerative diseases to be assisted by Department of Health and NGO sector

6.2.6. Action Plans

- Develop an early identification and referral system for at risk Older Persons, Residential Facilities, Service Centers, Senior Clubs and Service Providers
Head Office to develop system and District Offices to implement
- Identify appropriate, competent organizations to deliver services
Head Office and District Offices
- Facilitate the co-ordination of accessible, affordable support systems and service delivery for Older Persons
District Offices
- Facilitate the delivery of programmes that support active ageing such as Golden Games events
District Offices with support of Head Office

6.3. STATUTORY

6.3.1. Description

At this level the Older Person is no longer able to function adequately in the family and the community. Services are aimed at supporting and strengthening the Older Person

and their families and caregivers. At this level an Older Person may have to be removed from his/her place of abode into alternative care.

6.3.2. Strategic Objective

Services provided for older persons that comply with the Older Persons Act, statutory requirements, protocols and minimum standards.

6.3.3. Desired Outcome

Older Persons, especially victims of abuse, receive adequate protection, care and support.

6.3.4. Measurable Objectives

To ensure that all services provided by the 16 District Offices to Older Persons are appropriate and comply with the Older Persons Act and statutory regulations by March 2017.

6.3.5. Proposed Basket of Services

Services to abused older persons in the format of 24/7 helpline provide by a service provider
Residential care programmes at facilities to promote integration & transformation such as community outreach projects and mentoring of service centers/senior clubs by facilities.
Respite care services provided by service providers in partnership with Health
Assisted living to be provided by service provider to ensure that older persons receive care and support

6.3.6. Action Plans

- All services provided are appropriate and comply with the Older Persons Act and statutory regulations.
Head Office to provide support and guidance – District Office to monitor compliance on District level
- Develop new residential care models
Head Office
- Develop a plan for Residential care programmes
Head Office to develop and District Offices to implement
- Audit on the assessment of Residential Facilities at risk funded and unfunded.
Head Office with Service provider

6.4. REINTEGRATION

6.4.1. Description

Programmes and services at this level are aimed at reintegration in a way that enhances a positive life style, self reliance and optimal social functioning. This could include services aimed at improving family and community well being.

6.4.2. Strategic Objective

A network of after care support structures and services that assist Older Persons to be resilient and maintain their level of reconnection

6.4.3. Desired Outcome

Optimally functioning Older Persons.

6.4.4. Measurable Objectives

To ensure that after care support services are available for Older Persons within 16 districts by March 2017

6.4.5. Proposed Basket of Services

Community- based support services involving families and communities in caring & supporting of older persons (care-givers)
Intergenerational programmes to enhance skills of youth and transfer knowledge & experience of Older persons
Employment/income generating programmes as part of mainstream economic development

6.4.6. Action Plans

- Facilitate the connection of Older Persons, their families and caregivers to a range of appropriate integrated services across DSD programmes, local government and other government departments within their community.

Head Office for support and guidance & District Offices to ensure implementation for integration

- Facilitation of intergenerational programmes with Residential Facilities, Service centers and Senior Clubs

District Offices to implement

- Facilitation of economic development projects to ensure income for the Older Persons in partnership with Sustainable Livelihood programme.

Head Office to facilitate and District Offices to implement

7. CONCLUSION

The approach of this paper to ageing is to keep older persons with their communities as long as possible. This approach includes a developmental approach and the recognition of the social and economic contributions of older persons. The implementation of the Older Persons Act will ensure that the rights and needs of older persons will be promoted and protected. It is government's responsibility to facilitate an enabling and supportive environment to make it possible for older persons to live independently within their communities and to receive a quality service should they need to institutionalize.