



MEETING OF THE PORT PHILLIP CITY COUNCIL 17 MAY 2023

9.1 PROPOSED POSITIVE AGEING POLICY 2023-27

EXECUTIVE MEMBER: ALLISON KENWOOD, GENERAL MANAGER, COMMUNITY WELLBEING AND INCLUSION

PREPARED BY: CHRISTINE DENING, RESEARCH AND DATA ANALYTICS ADVISOR



1. PURPOSE

- 1.1 To provide an update to Council on the draft Positive Ageing Policy 2023-27 and key document amendments in response to community feedback provided.
- 1.2 To present to Council for endorsement the Positive Ageing Policy 2023-27.

2. EXECUTIVE SUMMARY

- 2.1 This report presents to Council the results of further community consultation on the draft Positive Ageing Policy 2023-27 and key document amendments in response to feedback provided.
- 2.2 The proposed Positive Ageing Policy describes Council's role in achieving the six policy goals and sets out 20 commitments that Council will deliver to better enable residents to age positively.
- 2.3 The development of a Positive Ageing Policy aligns to Strategic Direction 1 Inclusive Port Phillip in the Council Plan 2021 - 2031. This direction seeks to ensure that Port Phillip is accessible and welcoming for people of all ages, backgrounds and abilities, and that they can access the services and facilities necessary to support their health and wellbeing. A specific initiative under this direction is to prepare a Positive Ageing Policy.
- 2.4 Ahead of development of the new policy a strong evidence base was developed, using the World Health Organisations Age-Friendly Domains, and broad and diverse input from service users, residents, service providers and Council's advisory committees, including the Older Persons Advisory Committee.
- 2.5 On 1 February 2023 Council endorsed the release of the Draft Positive Ageing Policy 2023-27 for community consultation. Community consultation was undertaken between 10 February and 20 March 2023 (the details of which are outlined in section 5).
- 2.6 The draft Positive Ageing Policy 2023-27 was subsequently released for broad community consultation via have Your Say and through inviting participation from diverse and intersectional groups by using Council's networks (including Community Sector News), providing hard-copy information to older people registered with Council (for example, Seniors Register, Linking Neighbours and in home support programs) and offering and promoting translated versions of key information (in Russian, Polish and Greek) to multicultural seniors groups. Councils Neighbourhood Engagements sessions were also utilised.
- 2.7 Results of this consultation indicated that broadly the policy is fit-for-purpose and will meet the needs of residents as they age. The full community engagement report is outlined in Attachment 1 with the key highlights summarised in Section 5.



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- 2.8 Some policy additions, proposed by the LGBTIQ+ Advisory Committee, have been included and are outlined in Section 5. The proposed policy (with highlighted amendments) is outlined in Attachment 2.
- 2.9 Additionally, the community voiced a need to action the policy in a meaningful way.
- 2.10 Following endorsement of the Positive Ageing Policy, officers will commence development of an implementation plan which will further utilise the consultation findings. Key considerations for the implementation plan, as expressed through the community consultation, are outlined in Section 5.

3. RECOMMENDATION

That Council:

- 3.1 Notes the results of the community consultation on the draft Positive Ageing Policy 2023-27 as presented in this Report (Attachment Two).
- 3.2 Adopts the Positive Ageing Policy 2023-27 (Attachment One) and delegates to the CEO the ability to make changes that do not alter the substantive content of the document.
- 3.3 Request officers prepare an implementation plan, in consultation with stakeholders.

4. KEY POINTS/ISSUES

- 4.1 The development of a Positive Ageing Policy aligns to Strategic Direction 1 Inclusive Port Phillip in the Council Plan 2021 - 2031. This direction seeks to ensure that Port Phillip is accessible and welcoming for people of all ages, backgrounds and abilities, and that they can access the services and facilities necessary to support their health and wellbeing. A specific initiative under this direction is to prepare a Positive Ageing Policy.

Process to develop policy

- 4.2 The policy development process was considered by Council on 2 February 2022, with Council noting the proposed scope, process and community engagement for developing Council's new Positive Ageing Policy.
- 4.3 The policy has been informed by the WHO Age Friendly Communities and Cities Framework. This is an evidence-based framework that identifies eight inter-related social and environmental domains that impact on health and people's experience of ageing. A background paper outlining the key issues and opportunities relevant to the City of Port Phillip across each of the eight domains was prepared to inform community engagement activities and the development of the policy.
- 4.4 To ensure the policy is reflective of the needs and aspirations of people as they age, Council has:
 - 4.4.1 Sought input from a broad range of services providers, service users and community members, and has used the expertise and experience of the Older Persons Advisory Committee.
 - 4.4.2 Established a sub-committee of the Older Persons' Advisory Committee (OPAC) called the Positive Ageing Policy Subcommittee. This group brought members of OPAC together with members of Council's Multicultural Advisory Committee, Multifaith Network and LGBTIQ+ Advisory committee to provide a diversity of lived experience into the development of the policy.



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4.4.3 Conducted extensive community engagement on the draft policy to test the policy goals and commitments and ensure the policy is fit for purpose.

Policy Content: Goals and Commitments

- 4.5 The policy outlines our aspirations for ageing well and what Council can do to position Port Phillip as an age-friendly city for everyone.
- 4.6 The policy applies to the wide range of services and programs that contribute to positive ageing for people aged 60 years and older (and First Nations people aged 50 years and older), and their families and carers in the City of Port Phillip. It reflects that Council has a broad role in creating an age-friendly city that ranges from age-specific services through to designing public spaces that are accessible for all.
- 4.7 The policy sets out six goals to promote positive ageing in the City of Port Phillip which are supported by twenty commitments of what Council will do. These commitments are designed to guide future Council decisions about the programs and services it will provide to promote positive ageing in our community. A summary of the goals and commitments are provided in Table 1 below.

Table 1: Goals and commitments outlined in the proposed Positive Ageing Policy

| Our aspiration for positive ageing | What Council will do |
|---|--|
| 1. All people have access to opportunities for social and intergenerational connections as they age | <ul style="list-style-type: none"> 1. Provide community spaces and support a diversity of community activities and events that promote intergenerational connections, respect for all ages, identities, and backgrounds, and enable older people to remain active in community life 2. Use libraries and community centres to support life-long learning (including digital literacy), and provide opportunities for social connection 3. Support local community groups and agencies to provide programs that enable older people to remain connected, active and participate in community life 4. Connect older people to volunteering opportunities in the local community 5. Facilitate diverse local events and activities including as part of the annual Victorian Seniors Festival. |
| 2. Effective communication and education ensure people are aware of, and can access services to maintain their health and wellbeing | <ul style="list-style-type: none"> 6. Support older people and their families and carers to identify and access services they need through easy access to information, effective communication and enhancing digital capability 7. Provide alternatives to online access to Council services 8. Provide targeted communications that promote activities and services of interest |



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| Our aspiration for positive ageing | What Council will do |
|---|--|
| | 9. Support older people through education and targeted information to mitigate and adapt to the impacts of climate change |
| 3. The contribution of older people from all genders, backgrounds, identities, and abilities is respected and valued across our community | 10. Provide opportunities for older people to participate in civic decision-making and ensure their diverse lived experiences are considered in the development of Council policies, programs, and services 11. Increase awareness in our community and our organisation of ageism, including participating in the Every Age Counts national campaign. |
| 4. Accessible, affordable, and quality services are available to meet changing needs to support health and independence as people age | 12. Determine Council’s future role in aged care services in the context of Commonwealth Aged Care Reforms to ensure: <ul style="list-style-type: none"> • Residents have equitable access to affordable, inclusive, and quality in-home and community support services that support their independence • Council’s role is financially viable and compliant with relevant policies and legislation 13. Enhance the capacity in our local community sector to support older people that experience vulnerability or disadvantage |
| 5. Secure, affordable, and accessible housing enables people to ‘age in place’ | 14. Partner with community agencies to help prevent homelessness, or reduce time spent without a secure home, for older people facing housing stress or loss 15. Encourage the development of accessible and adaptable housing in the City of Port Phillip to enable people to age in place 16. Work with other levels of government, the private sector and community housing organisations to facilitate the delivery of new social and affordable housing, and pilot new housing models, that are designed to meet people’s needs as they age. |
| 6. Well-designed neighbourhoods enable easy access to services, and connection to friends, family, | 17. Ensure that public spaces and community buildings are safe and accessible for older people, through application of universal design and crime prevention principles 18. Create safe, high amenity walking and bike riding routes, and reduce barriers to crossing streets |



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| Our aspiration for positive ageing | What Council will do |
|------------------------------------|--|
| and community life | 19. Provide well-designed neighbourhoods that are safe and easy to navigate, and offer accessible parking, public toilets, seating, shade, and quality lighting 20. Support and promote transport options which connect older people to social activities, shops, and services. |

- 4.8 On 1 February 2023 Council endorsed the release of the Draft Positive Ageing Policy 2023-27 for community consultation. Community consultation was undertaken between 10 February and 20 March 2023 (the details of which are outlined in section 5).
- 4.9 Results of this consultation indicated that broadly the policy is fit-for-purpose and will meet the needs of residents as they age. The full community engagement report is outlined in Attachment 1 with the key highlights summarised in Section 4.
- 4.10 Some policy additions, proposed by the LGBTIQ+ Advisory Committee, have been included and are outlined in Section 4. The proposed policy (with highlighted amendments) is outlined in Attachment 2.
- 4.11 Additionally, the community voiced a need to action the policy in a meaningful way. Following endorsement of the Positive Ageing Policy, officers will commence development of an implementation plan which will further utilise the consultation findings. Key considerations for the implementation plan, as expressed through the community consultation, are outlined in Section 5.

5. CONSULTATION AND STAKEHOLDERS

- 5.1 The Draft Positive Ageing Policy 2023-27 was endorsed for release for community consultation on 1 February 2023. Community consultation was undertaken between 10 February and 20 March 2023.
- 5.2 The draft policy released for endorsement was informed by extensive engagement with diverse stakeholders including:
 - 5.2.1 Providing updates and seeking regular input from members of Council’s Older Persons Advisory Committee (OPAC) and inviting members to be part of the Positive Ageing Sub-committee. Throughout the process, OPAC have been invited to provide feedback on iterations of the proposed Positive Ageing Policy.
 - 5.2.2 Establishing the Positive Ageing Policy Sub-Committee to help inform the development of the policy. The Positive Ageing Policy Subcommittee consisted of 8 members of the Older Person Advisory Committee, 3 members of the Multicultural Committee and 1 person associated with the LGBTIQ+ Advisory Committee. The group has met four times to identify the focus areas for the policy, prioritise policy commitments and provide feedback on the proposed policy.
 - 5.2.3 Twenty-five interviews with stakeholder groups and service providers in the City of Port Phillip.
 - 5.2.4 Inviting community members to share their lived experience, needs and aspirations through a survey that was distributed widely using both hard copy and online mechanisms. Responses to the survey were sought from diverse and intersectional groups by utilising Council’s networks and stakeholder lists



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and offering translated versions of the hard copy survey (in Polish, Russian and Greek). Of the 359 respondents to the survey there was a good spread of respondents from across the municipality with 95 per cent residing in the City of Port Phillip.

- 5.2.5 Through the initial engagement, a number of key themes were identified as important to our community including social participation, respect and inclusion, community support and health services, housing, outdoor spaces and moving around.
- 5.3 The Goals and Commitments in the draft Positive Ageing Policy are reflective of these priorities.
- 5.4 On 1 February 2023, Council endorsed the release of the draft Policy for broader community engagement. The purpose of the engagement project was to:
 - 5.4.1 Inform the community of the development of the draft Positive Ageing Policy.
 - 5.4.2 Gather feedback from the community on the overall draft policy and specifically on the proposed goals and commitments to ensure it meets the needs of people as they age and nothing is missing in the policy.
- 5.5 The engagement activities undertaken were as follows:
 - 5.5.1 A short feedback survey was hosted on Have Your Say, asking participants to provide their feedback on the draft Positive Ageing Policy. A copy of the draft policy was provided, as well as an outline of the policy goals and commitments. The Have Your Say page was promoted via an e-mail to stakeholders on the Have Your Say database as well as via Council staff contacts and Council's advisory groups.
 - 5.5.2 A mail-out of hard copy surveys, including reply-paid envelopes, was sent to Council's Linking Neighbours database and Community Home Support Program clients. The draft Positive Ageing Policy was also promoted at Councils Neighbourhood Engagement Session pop-ups at Veg-out, South Melbourne Market and Gasworks.
 - 5.5.3 The opportunity to provide feedback was promoted on Council's social media sites and via a Divercity article, as well as via posters, the fact sheet and hard-copy surveys in libraries and community centres. Additionally, hard-copy surveys and fact sheets were distributed to a number of clubs and community organisations.
 - 5.5.4 Participation from diverse and intersectional groups was also sought by using Council's networks (including Community Sector News) and offering and promoting translated versions of key information (in Russian and Greek) to multicultural senior groups.
- 5.6 Key findings from the community consultation were as follows
 - 5.6.1 A total of 211 responses were received via the Have Your Say consultation.
 - Demographic data gathered indicated that a broad range of voices were heard and the participant profile demonstrated a valid and reliable representation of the community:
 - Participants by suburb – 18% lived in Port Melbourne, 15% in St Kilda and 14% in Albert Park. South Melbourne, Middle Park and Elwood had around 10% of participants each.



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- Gender of participants – 200 participants identified their gender, with 11 answering that they'd prefer not to say. 67% identified as a woman or female, 27% identified as a man or male and less than 1% identified their gender as non-binary.
- Age groups – Participants' age ranged from 25 to over 85 years, with the highest represented age group (58%) being 70 to 84 years, followed by those aged over 85 (20%) and those aged 60 to 69 years (18%).
- Connection to Port Phillip – 87% of participants identified as a resident, with 34% identifying as ratepayers (answers did not have to be mutually exclusive).
- Intersectional statements – 61% of participants indicated that they live alone, 22% were from a non-English speaking background, 21% identified as a person with disability and 11% considered themselves financially disadvantaged.
- How participants heard about the consultation – 46% of participants indicated they heard about the consultation via miscellaneous means (and provided more information in written responses), 17% via community email/e-newsletter, 15% via other Council email/e-newsletter and 10% via the Have your Say e-newsletter.

5.6.2 Survey respondents were asked to what extent they agreed or disagreed that overall, the Draft Positive Ageing Policy helps to support the needs of people as they age in the City of Port Phillip. 75% agreed, 10% disagreed, 12% neither agreed nor disagreed, and 3% weren't sure.

5.6.3 Participants were asked to provide reasons for these ratings. While many of these reasons were specific to the individuals' own situations and experiences with Council services, the main reoccurring theme was regarding policy implementation and specific actions Council would take to realise the policy commitments. The policy was seen as a positive start and offered many residents hope and reassurance that Council would assist them to age positively.

5.6.4 Survey respondents were asked to provide feedback about each Policy goal and its commitments. Verbatim comments were coded to quantify the sentiment expressed as positive, negative or mixed/neutral. The highest proportion of positive sentiment was around goal 1 (40%) and the lowest around goal 4 (29%):

| Sentiment | Goal | | | | | |
|---------------|------|-----|-----|-----|-----|-----|
| | 1 | 2 | 3 | 4 | 5 | 6 |
| Positive | 40% | 32% | 37% | 29% | 38% | 31% |
| Negative | 12% | 18% | 15% | 24% | 18% | 24% |
| Mixed/neutral | 28% | 30% | 22% | 26% | 20% | 27% |
| None | 19% | 21% | 26% | 21% | 24% | 17% |



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- 5.6.5 Verbatim responses were also themed to understand key themes or concerns expressed around each goal and its corresponding commitments.
- 5.6.6 The dominant concern expressed across all goals was regarding the practicality in implementing the policy, Concerns around whether Council will follow through on the proposed actions and if/how they will remain accountable.
- 5.6.7 Themes specific to each goal are outlined in the table below:

| Our aspiration for positive ageing | Key consultation findings |
|---|---|
| 1. All people have access to opportunities for social and intergenerational connections as they age | Participants emphasised the importance of older people staying engaged and interacting with their local community. In particular, many mentioned that they would like to make intergenerational friendships. |
| 2. Effective communication and education ensure people are aware of and can access services to maintain their health and wellbeing | Participants reiterated the importance of using paper-based methods for communication with older residents, who tend to have lower levels of digital literacy and may not have access to computers or the internet. Some detailed negative experiences that they have had in trying to communicate with Council, particularly with phone calls, long wait times and trying to get hold of someone. |
| 3. The contribution of older people from all genders, backgrounds, identities, and abilities is respected and valued across our community | Participants expressed the importance of respecting everyone and embracing diversity , as well as recognising the problem of ageism . They also sought more information regarding the avenues to civic participation for older people mentioned in the Policy. |
| 4. Accessible, affordable, and quality services are available to meet changing needs to support health and independence as people age | Many expressed praise for Council service workers in the Home Care Support Program. However, there was some concern around the potential of Council's Home Care Support Program being outsourced or privatised . Some also mentioned the staff shortages being experienced in Council's services, where there is a long waiting list or no one available to help with their home care. |
| 5. Secure, affordable, and accessible | Participants reiterated the importance of housing for older people, particularly in making it more accessible |



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| Our aspiration for positive ageing | Key consultation findings |
|---|--|
| housing enables people to 'age in place' | and affordable for people, and especially with the current state of the housing and rental market. Some expressed concerns surrounding insufficient public housing , long waiting lists and local developments needing to be more affordable. Poorly resourced charity housing organisations were also mentioned in relation to this. |
| 6. Well-designed neighbourhoods enable easy access to services, and connection to friends, family, and community life | Participants emphasised the importance of transport and public areas being accessible to everyone, including people with disability and/or mobility limitations. Trams and footpaths were identified as areas for improvement. Bikes and e-scooters on footpaths were a common concern for respondents, with many describing them as a safety hazard for older residents. |

5.7 The above community consultation feedback emphasised the requirement for an implementation plan and confirmed the existing content of the Draft Policy. Additionally, the LGBTIQ+ Advisory committee submission suggested some inclusions to the policy. Based on this feedback, the following key changes have been made:

| What we heard | What we have done |
|---|---|
| The policy specifically recognise and refer to "intersectionality" and intersectional data collection to reflect that various groups can intersect. | Addition to page 23 Where possible, we will evaluate outcomes by intersectionality through intersectional data collection including measures such as gender, disability, cultural identity and sexual orientation, and the intersection of those attributes. |
| The specific inclusion of, and commitment to the Rainbow Tick program within the body of the Draft Positive Ageing Policy. | Addition to page 20 Any direct services delivered are Rainbow Tick Accredited. |
| Specific inclusion and reference to those older persons who are living with HIV in the Draft Positive Ageing Policy. | Addition to page 10 of Policy: HIV Status Australia's current population of people living with HIV is the first to reach older age. While advances in medical technology mean HIV is no longer a death sentence, people living with HIV may have a different experience of ageing due to increasing comorbidities, |



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| | side effects of long-term treatment and biological ageing processes often occurring earlier. As people living with HIV live longer, and this is the first generation to widely do so, they are at an increased risk of acquiring disability and poorer physical and mental health-related outcomes in comparison to the general population. This poses challenges for care providers to understand their care needs in the future, as well as addressing stigma and discrimination concerns. HIV continues to disproportionately impact men who have sex with men, however it notably also disproportionately impacts Indigenous Australians compared to non-Indigenous. |
|--|--|

- 5.8 Additionally, the feedback made a number of key suggestions for policy implementation outlined below and will be considered in the development of an implementation plan:
- 5.8.1 Consider the use of paper-based methods for communication with older residents.
 - 5.8.2 Continue to educate older residents regarding the avenues to civic participation and advocate for the diversity of our residents.
 - 5.8.3 Include comments made around support for Council Home Care Support Program and concern regarding the potential of the program being outsourced or privatised in Council's Aged Care Service Review.
 - 5.8.4 Continue to advocate for safe footpaths and neighbourhoods and ensure appropriate review of policies and issues which may impact safety (such as electric scooters).
 - 5.8.5 Advocate with partners for affordable and appropriate housing for older people.
 - 5.8.6 Ensure LGBTIQ+ older persons have adequate access to health services acknowledging these populations continue to remain invisible, afraid, and hidden.
 - 5.8.7 Take into account the form of intersectional trauma and lived experience, as well as the intersectional stigma and discrimination felt and experienced by LGBTIQ+ older persons because of their sexuality, sex, gender identity, intersex status and their age.
 - 5.8.8 Advocate with partners for inclusive health services in the City of Port Phillip that demonstrate commitment to diversity and inclusion, such as the application of Rainbow Tick Standards.
 - 5.8.9 Develop and implement a schedule to apply the lens of Rainbow Tick Standards across Council services and identify services where formal accreditation would deliver additional value (Delivery 2023-2026).

6. LEGAL AND RISK IMPLICATIONS

- 6.1 The Commonwealth Government has announced significant reforms to improve the delivery of aged care services in Australia with changes muted for July 2024. This policy will provide a framework for Council to make informed decisions about its future role in Commonwealth-funded aged care services. It also defines the many other roles Council plays in creating an Age Friendly City.



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7. FINANCIAL IMPACT

- 7.1 The goals and commitments in the draft Policy will guide future budget decisions by Council in relation to delivery of services, programs and infrastructure that support an Age Friendly City. It does not however directly commit Council to expenditure or to delivery of specific services.

8. COMMUNITY IMPACT

- 8.1 The Positive Ageing Policy will outline Council's role in providing services and programs for people as they age. It was developed alongside a broader project which will review the potential impact of the Commonwealth Aged Care Reforms on Council's delivery of Commonwealth funded aged care services.

ENVIRONMENTAL IMPACT

- 8.2 The Positive Ageing Background Paper outlined the issues associated with climate change and positive ageing including the impacts of climate change on older people.

9. PROPOSED NEXT STEPS

- 9.1 That Council formally endorse the Positive Ageing Policy 2023-2027 as the key policy driver in providing services and programs for people as they age.
- 9.2 Officers prepare an implementation plan, in consultation with stakeholders.

10. OFFICER DIRECT OR INDIRECT INTEREST

- 10.1 No officers involved in the preparation of this briefing have any direct or indirect interest in the matter.

ATTACHMENTS

- 1. Draft Positive Policy Ageing Community Consultation Report**
- 2. Proposed Positive Ageing Policy 2023 - 2027**