NATIONAL POLICY FOR SENIOR CITIZENS

MINISTRY OF LABOUR & SOCIAL SECURITY

NATIONAL COUNCIL FOR SENIOR CITIZENS
11 West Kings House Road
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The National Policy for Senior Citizens was tabled in the House of Parliament on March 12, 1997 by the Hon. Portia Simpson-Miller, Minister of Labour, Social Security and Sport.

This historic policy document represents the commitment of our country to our senior citizens who make up more than ten percent (10%) of the population. By the year 2020, the number of senior citizens is expected to double.

The ageing of our population should be viewed as a challenge rather than a burden. Senior citizens are a great resource of our nation - socially, culturally and otherwise - and they are the repository of our traditions.

The National Policy envisages a developmental approach for senior citizens, and stresses the importance of considering seniors in strategies for national development.

Over the years governments have recognised the importance of senior citizens. Programmes such as the Golden Age and Drugs for the Elderly Programmes attest to this.

In 1995, recognising the need for a more comprehensive approach, Minister Portia Simpson-Miller established a Committee charged with the responsibility of drafting a policy document, as a further step in the process of integrating our seniors at the centre of national life.

The policy document takes note of the recommendations of several international meetings since 1990, including the Beijing Conference and the Social Summit in Denmark. It is also in keeping with the 1982 Vienna Plan of Action and the 1991 UN Global Targets and Principles.

The first in the region, the policy has attracted wide international attention. The Chairman of the National Council has been invited to several international fora to discuss the document and a number of countries have asked for Jamaica's assistance in shaping their own policy for senior citizens.

The main goal of the policy document is to meet the challenge of a growing, healthier and more active senior citizen population, by ensuring that
those in need are assisted, and protected from abuse and violence.

It is the responsibility of all of us to enhance the self-reliance and functional independence of senior citizens, and to facilitate their continued participation in their families and in society.

The National Council for Senior Citizens has increased its collaboration with the two (2) non-governmental organisations working specifically with the elderly, namely the Association of Senior Citizens Clubs and Action Ageing, both of which have a positive impact on the policy. Its success depends largely on the input and support of other agencies including the private sector.

Appreciation for the preparation of this historic and comprehensive document is extended to the very hard-working and dynamic Chairman at the National Council for Senior Citizens, Dr. Denise Eldemire-Shearer, and to all those individuals who worked tirelessly in its preparation.

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INTERNATIONAL PRINCIPLES FOR OLDER PERSONS

INDEPENDENCE
1. Older persons should have access to adequate food, water, shelter, clothing and health care through the provision of income, family and community support and self-help.
2. Older persons should have the opportunity to work or to have access to other income generating opportunities.
3. Older persons should be able to participate in determining when and at what pace withdrawal from the labour force takes place.
4. Older persons should have access to appropriate educational and training programmes.
5. Older persons should be able to live in environments that are safe and adaptable to personal preferences and changing capacities.
6. Older persons should be able to reside at home for as long as possible.

CARE
1. Older persons should benefit from family and community care and protection in accordance with each society's system of cultural values.
2. Older persons should have access to health care to help them to maintain or regain the optimum level of physical, mental and emotional well-being and to prevent or delay the onset of illness.
3. Older persons should have access to social and legal services to enhance their autonomy, protection and care.
4. Older persons should be able to utilize appropriate levels of institutional care providing protection, rehabilitation and social and mental stimulation in a humane and secure environment.
5. Older persons should be able to enjoy human rights and fundamental freedoms when residing in any shelter, care or treatment facility, including full respect for their dignity, beliefs, needs and privacy and for the right to make decisions about their care and the quality of their lives.

PARTICIPATION
1. Older persons should remain integrated in society, participate actively in the formulation and implementation of policies that directly affect their well-being and share their knowledge and skills with younger generations.
2. Older persons should be able to seek and develop opportunities for service to the community and to serve as volunteers in positions appropriate to their interests and capabilities.
3. Older persons should be able to form movements or associations of older persons.

SELF-FULFILLMENT
1. Older persons should be able to pursue opportunities for the full development of their potential.
2. Older persons should have access to the educational, cultural, spiritual and recreational resources of society.

DIGNITY
1. Older persons should be able to live in dignity and security and be free of exploitation and physical or mental abuse.
2. Older persons should be treated fairly regardless of age, gender, racial or ethnic background.
NATIONAL POLICY FOR SENIOR CITIZENS

The government of Jamaica recognizes that the progressive ageing of the society and the continuing increase in the senior citizen population (those over 60) both in absolute and proportional terms, are inevitable. The economic and social impact of this "ageing of populations" is both an opportunity and a challenge to all, recognizing that older persons constitute a valuable and important component of a society's human resources. To ensure that the situation of senior citizen will not be just one of providing protection, care and residential services, but also of the involvement and participation of the senior citizen in the national development process, government policy direction will be to:

GOALS

Meet the challenge of a growing, healthier and more active senior citizen population, by ensuring that senior citizens are able to meet their basic human needs, that those in need are assisted, and that older persons are protected from abuse and violence and are treated as a resource and not as a burden.

Enhance self-reliance and functional independence of senior citizens and facilitate continued participation in their family and society:

In Particular:

- To provide senior citizens with protection and care physically and mentally, through appropriate support services while preserving their human dignity and providing the circumstances to live worthwhile lives;
- To guarantee proper resource allocation for the social and economic welfare of senior citizens while appropriately respecting their rights, responsibilities and roles;
- To encourage formal and informal services for senior citizens which recognize the family as the fundamental unit linking the generations, and enhance the ability of the senior to remain in the family.

To devise strategies and programmes to promote positive images of senior citizens and to combat negative age stereotypes and age discrimination;

- To promote the concept of "individual responsibility" in preparation for the later years;
- To develop and promote programmes to facilitate the participation of senior citizens in economic activities and offer opportunities for them to share their expertise, skills and experience;
- To adopt legal measures to promote the welfare of senior citizens;
- To complement the statements and activities of related policy statements e.g. The Population Policy and Policy for the Disabled.

The principles on which the Policy is based include:

1. Individuality - There is great diversity among older persons and the variation increases with age.
2. Independence - The keystone of all policy is to help older persons maintain the maximum degree of independent living.
3. Choice - Older persons should always participate in decisions affecting their lives.
4. Accessibility - There should not be any discrimination in the availability of services.
5. Role Changes - Older persons have special needs based on role changes more commonly found in the later years.
6. Productive Ageing - All senior citizens should be able to live socially and economically productive lives.
7. Family Care - Home is the best place for older persons. Institutional care should be a last resort.
8. Dignity - Senior citizens are entitled to receive services and benefits in a manner so as to maintain human dignity.
FURTHERMORE-

- The National Policy will be multisectoral in nature and will need the input of all ministries and agencies concerned-Government, Non-governmental and Private Sector - including health, social welfare, legal affairs, information and communication, housing and transport.

- The National Council for Senior Citizens (NCSC) will be strengthened and given the responsibility of ensuring appropriate implementation of the National Policy, monitor its implementation on a continuing basis, and take appropriate actions when necessary (to implement the policy).

- A comprehensive reliable database is considered an essential prerequisite for the national strategy, and is essential for monitoring and evaluating the National Policy.

- All aspects of the Policy shall ensure gender equality and take into account that women represent the larger proportion of the senior citizens population and that older women generally have a lower socio-economic status than older men.

- The promotion of activities to safeguard the welfare of senior citizens should be an essential part of the National Development Plan.

- The realization of the overall objectives is dependent on the achievement of goals in nine areas which, although presented under individual headings, are all interdependent.

1. National Infrastructure
2. Education and Media
3. Health
4. Social Welfare
5. Income Security
6. Housing
7. Family
8. Legal
9. Research

GOALS AND POLICY RECOMMENDATIONS
SITUATIONAL ANALYSIS

Demographic Situation

The population of senior citizens (60+) is increasing both in absolute numbers and as a percentage of the total population. This group has grown from 158,400 or 8.5% in 1970 to 239,700 or 10% in 1990 and is expected to increase further over the next twenty years. It is the age group showing the highest growth rate in the population over the period 1980-90. Significant also is the growth of the 75+ population which increased from 21.6% of the sixty plus population in 1970 to 39.4% in 1990.

Other significant features include the decreasing male to female ratio with increasing age, the longer life expectancy of females and the higher levels of widowhood among females.

Health

The majority of Jamaican senior citizens are physically (88.5%) and mentally well (85.9%) and are living in family units. The major health issues faced are those associated with increasing levels of chronic diseases particularly hypertension, diabetes and arthritis, the increasing cost of medical care especially medications and access to health care including transportation problems.

Economic

The main economic problems of senior citizens revolve around the inadequacy or lack of financial security, which is aggravated by structural adjustment programmes, inflation and lack of adequate pensions. Many senior citizens continue in productive activities.

Social

The majority of senior citizens are living in families who provide caregiving where necessary, but the quality and stresses of such care are unknown. There are gender differences and males have more social problems than females. In comparison, females are more likely to have economic problems.
Three groups of senior citizens were identified as needing special services - frail seniors, those in ill health and those mentally incompetent.

In examining the status of the senior citizens it is clear that in developing strategies several things have to be taken into consideration, including the need for a community-based approach, a multisectoral approach, the utilization of existing institutions and the importance of net-working.

Implementation of policy will be done jointly by Government, private sector, and voluntary sectors.

**NATIONAL INFRASTRUCTURE**

The Policy recognizes the need to create the conditions and possibilities for the full participation by all in implementation, by providing basic national infrastructure.

The overall goal is to encourage and facilitate full participation of senior citizens in the community for as long as is possible, and to ensure systems of care and protection where necessary.

**Objectives**

The implementing agencies will seek to:

1. Integrate the issue of ageing and senior citizens into national policy, programmes and plans.
2. Integrate the needs of senior citizens, both urban and rural, into all aspects of community planning, including housing, transport, health and social services, while taking into consideration their diversity and rights.
3. Ensure that the ability of senior citizens to contribute to development is recognized and facilitated.
4. Promote the establishment and effective functioning of organizations of and for senior citizens.
5. Promote the expansion and establishment of intergenerational policies and programmes.
6. Promote coordination and collaboration between all sectors and agencies - Government, private and voluntary.

**Strategies**

1. Strengthen the National Council for Senior Citizens especially in the area of health and social services.
2. Produce and widely disseminate regular reports on the national ageing situation.
3. Standardise the age used to define the senior citizen population as 60 years and over in keeping with United Nations (UN) resolutions.
4. Ensure that national data sets include information which is gender and age specific and that the information is available.

5. Develop and use indicators needed as the basis on which the health and social and economic status of senior citizens can be monitored on a continuing basis through various sectoral information systems.

6. Identify existing development policies and plans and lobby for the inclusion of a senior citizens component.

7. Identify the different Government and Non-Governmental divisions involved with senior citizens and develop and maintain coordinating systems between them.

8. Support and strengthen existing senior citizens organizations and encourage an intergenerational approach.

9. Encourage the participation of the private sector which is considered a vital and integral element of the National Policy, especially in areas such as establishing institutions and homes, providing social benefits, formation of groups for social mobilization in favour of the senior citizens population, and providing income generating opportunities.

**EDUCATION AND MEDIA**

Ageing is a lifelong process and preparation for the later stages of life is essential. There is a need to educate the entire society about the process. The specific goal is to increase awareness of the ageing process and to change negative attitudes and impressions of ageing at all ages while encouraging adequate preparation for retirement.

Objectives are to:

1. Develop and provide an information, education and communication (IEC) programme on ageing to promote positive images of ageing, the values of an aged society, planning for retirement and old age and recognition of senior citizens.

2. Provide information on ageing and the value of senior citizens, in all curricula.

3. Increase the knowledge of all persons responsible for providing facts, information, and advice to senior citizens.

4. Educate senior citizens on new developments which will increase their ability to take part in family activities and improve the functional independence and quality of life.

Strategies

1. Launch a nation-wide campaign to make everyone aware of the demographic transition resulting in the increased senior citizen population.

2. Launch a national campaign to inform about the components of the National Policy.

3. Launch a national education programme to educate the general public with regard to:
   a) the ageing process as a life-long process and stressing that it is a natural process.
   b) the facts and information necessary for preparing throughout life for the later years and retirement.
   c) the beneficial role of seniors in families and the
4. Expand Family Life Education programmes to incorporate the life-cycle approach, including all stages.

5. Establish links with the Ministry of Education, other Educational Institutions, and informal Education Programmes to review curricula and include a component on ageing and the issues where appropriate and possible.

6. Provision of continuing education and retraining opportunities for the senior citizens.

7. Arrange social events that provide senior citizens with opportunities to demonstrate their talents, so as to gain public acceptance of their important role in society.

8. Develop and implement a system and methodology for senior citizens to share their experience and knowledge.

9. Provide support to the activities of the Memory Bank to encourage a permanent record of national history, culture and heritage.

10. Promote an awareness campaign about the importance of wills and the implications associated with not writing wills.

11. Mobilize all existing resources such as churches, cultural centres, non-formal education centres and other recreational places, as the meeting centres where senior citizens and their community can exchange experiences and information, in an attempt to fully involve senior citizens with the community.

**HEALTH**

The goals of health service intervention is to allow senior citizens to enjoy a high quality of life, by promoting maximum functional levels and delaying, as long as possible, disability and impairment.

**Objectives are to:**

1. Promote Primary Health Care programmes which emphasize the promotion of health including:
   - Health education and health promotion activities
   - Nutrition promotion
   - Physical and mental health services
   - Dental health services
   - Physical exercise, recreation, and suitable employment programmes
   - Sanitation and environment programmes
   - Treatment of common diseases
   - Essential drugs provision

2. Place emphasis on health maintenance and disease prevention both physical and mental.

3. Ensure that primary health care is available, accessible and affordable to senior citizens.

**Strategies**

1. To ensure that health policy:-
   a) Recognizes that the care of senior citizens should go beyond disease orientation and involve the total well-being approach, taking into account the interdependence of the physical, mental, social, spiritual and environmental factors, and therefore involve the health and social sectors and the family in improving the quality of life of older persons.
   b) Recognizes that the well-being and independence of senior citizens should be maintained through self-care, health promotion and prevention of disease and disability which requires a new orientation and skills, among the senior
citizens themselves, their families, and health and social welfare workers.

c) And that the health of senior citizens is fundamentally conditioned by their previous health and, therefore, life-long health care starting at a young age, and continuing through the life cycle is of paramount importance; this includes preventive health, nutrition, exercise, the avoidance of health-harming habits and attention to environmental factors.

2. Inclusion of the specific needs of senior citizens in all health policies, programmes and reforms.

3. To specially review existing Primary Health Care policies and programmes to ensure that appropriate care of senior citizens is included.

4. To launch a campaign on "Healthy Lifestyles" for school, adult and senior citizens populations, with age specific messages promoting healthy ageing.

5. To establish or strengthen mechanisms to provide national indices of health and disability that are age and gender specific and by five (5) age groups.

6. To encourage and facilitate the development of community-based programmes in both the public and private sector, to offer:
   - home care
   - respite care
   - physiotherapy services
   - support groups for dementia/mental impaired groups
   - support for caregivers
   - assessment of functional capacity in association with high-risk registers.

7. To encourage and facilitate the development of a broad range of ambulatory services such as: day-care centres, out-patient clinics, day hospitals, medical rehabilitative and nursing care.

8. To ensure that institutional care should always be appropriate to the needs of senior citizens.

9. To initiate efforts to achieve proper balance between the role of institutions and the family in providing health care for senior citizens - based on recognition of the family and the immediate community as elements in a well-balanced system of care.

10. To ensure that health and health-allied services are developed to the fullest extent possible in the community.

11. Develop standards and procedures for the registration and monitoring of 'Homes for Senior Citizens' and enforce the Regulations.

12. Encourage the establishment of programmes to rehabilitate seniors when recovering from incapacitating illness.

13. Facilitate in-service training of community health workers in "Health Care of Senior Citizens", especially in the identification of early signs of impairment and disability, in order to take timely and appropriate actions.

14. Encourage the establishment of a technical aids supply and maintenance system, including walkers, glasses, crutches and hearing aids.
SOCIAL WELFARE

The main goal of the Social Welfare Programme is to meet the social needs of senior citizens and aims at encouraging independence rather than dependency, while at the same time allowing choice. The private and voluntary sectors including Churches are recognized as being very important in delivering community-based services.

Objectives are to:

1. Legislate for, promote, strengthen and expand where necessary "social protection systems", in order to protect from poverty, people who cannot work due to old age or due to the fact that they are caregivers to older relatives.
2. Provide the most equitable and efficient mix of public and private incentives which encourage the development and provision of opportunities for senior citizens by all sectors.
3. Encourage and facilitate the establishment of "community care" social service programmes by nongovernmental organizations.
4. Promote programmes to enhance the collaboration of family units, private sector, nongovernmental organizations and community groups with government in caring for senior citizens.

Strategies

In order to achieve the goals of the social welfare policy, all relevant agencies will work together:

1. To review the social welfare programmes now offered by Government and other sectors and examine how such programmes can be expanded and strengthened and suggest ways of improving coordination.
2. To ensure that there is a senior citizens component in all family-related programmes offered at community level.
3. To give recognition to service providers, including informal care-givers of senior citizens, by providing training, adequate compensation and a positive public image.
4. To develop registers of vulnerable senior citizens at risk and provide adequate services.
5. To establish more day-care centres for seniors where they could spend time during the day in becoming economically and socially productive.
6. To facilitate the establishment of Seniors Clubs nationally.
7. And will recognize and be sensitive to gender differences.
INCOTUIE SECURITY

The main goal is the promotion and support of reasonable and sufficient incomes for all senior citizens. The emphasis is on promoting the concept of "productive ageing" and ensuring full participation by senior citizens in income-generating activities.

Objectives

1. To have in place a National Pension Policy including:
   - universal coverage
   - indexation
   - portability
   - legislation/regulation
   - supervision and control

2. To provide Public Assistance for those senior citizens without an income and who are dependent and helpless.

3. To provide programmes to promote and support the senior citizens' working ability according to their individual talents.

4. To ensure the inclusion of senior citizens in the national skills bank.

5. Promotion and utilization of the talents and potential of senior citizens for the benefit of themselves, their families and their communities.

6. Ensure gender equality in all policies, programmes and plans.

Strategies

To provide income security, Government, Non-governmental organizations and private sector should:

1. Work closely with employers and trade unions to ensure that adequate pension schemes are in place.

2. Organize and fund foundations for rendering assistance to senior citizens with no income or to those with insufficient income.

3. Determine an effective and flexible strategy for possible continuation of employment of senior citizens at their retirement age, in appropriate roles and positions according to their aptitude and ability, including alternatives to the traditional roles.

4. Organize local clubs for senior citizens in order to provide income-supplementing activities.

5. Encourage young people to start saving and investing early in their careers to provide for their retirement years.

6. Equip both young and old with financial advice, in order to deal with inflation.

7. Preparation of a manual on income-generating activities by seniors which may provide useful advice, models and practical support to others.

8. Ensure availability of training opportunities and technical advice and guidance for self-employment ventures, as well as financial assistance to senior citizens.

9. Distribution of all pensions and entitlement in a manner that does not offend the dignity of the recipients.

10. Ensure that programmes and plans show no gender discrimination.

11. Make available tax incentives for organizations supporting income-generating activities among senior citizens.
FAMILY TARGETS

The family is recognized as the fundamental unit of society linking the generations. The specific goal is to facilitate the senior citizen to remain an important contributing member of the family, while enabling the family to meet the needs of the senior citizen when necessary.

Objectives are to:

1. Promote social policies encouraging the maintenance of family solidarity among generations with all members of the family participating.
2. Facilitate older men and women to fulfill their roles as family leaders, counselors, and caregivers.
3. Encourage and enhance the earning-power of all adult members of economically deprived families, including senior citizens and women who work in the home, by giving special consideration when formulating socio-economic development policies.
4. Ensure recognition and encouragement of the valuable contribution that senior citizens make to families and society, especially as volunteers and caregivers.
5. Enhance the self-reliance of senior citizens, and create conditions that promote quality of life and enable them to work and live independently in their own family and community as long as possible or as desired.
6. Plan and provide services which recognize the importance of and take full account of the needs of the carers.

Strategies

To achieve the goals:

1. Family Life Education programmes will be encouraged to use a life-cycle approach.
2. The role and contribution of the non-governmental organizations in strengthening the family as a unit will be stressed at all levels.
3. Senior citizens will be recognized as an important age group in all poverty alleviation policies and programmes.
4. Training and retraining programmes will include components about ageing and senior citizens, especially women.
5. Intergenerational activities will be encouraged and facilitated.
6. Community-based programmes offered by the private and NGO sector will be facilitated and encouraged through tax and other incentives.
7. Family care-giving will be promoted, enhanced and supported and social support systems developed, both formal and informal, with a view to enhancing the ability of families to take care of older people within the family.

The development of support groups will be promoted for families with special problems and special care-giving needs, such as those having to deal with dementia and physical disabilities.
HOUSING AND LIVING ENVIRONMENT

The specific goal is to enable senior citizens to live at home as long as possible and promote alternatives if necessary.

Objectives are to:

1. Provide barrier-free and community integrated accommodation and public facilities for all senior citizens in cities, towns and villages.
2. Provide support for senior citizens so they may continue living in their own homes as long as possible or choose alternative accommodation if their home is no longer suitable or desired.
3. Provide and enhance accessibility and mobility for senior citizens in all situations.
4. View housing for senior citizens as more than mere shelter. It has psychological and social significance, which has to be taken into account.
5. Ensure co-ordination of policies on housing with those concerned with community services (social, health, cultural, leisure, communication) so as to secure, when possible, an especially favourable position for housing for seniors vis-a-vis dwelling for the population at large.

Strategies

To achieve the objectives, Government and the private sector will work together:

1. To plan and introduce - under a housing policy that also provides for public financing and agreements with the private sector - housing of various types for the older person to suit the status and degree of self-sufficiency.
2. Encourage financial institutions to increase the age ceiling on the loan level on money for building - e.g. an extra room and/or adaptations for a senior citizen at home.
3. Develop and encourage "assisted living" housing schemes.
4. Make buildings accessible through the provision of ramps and rails to staircases.
5. Services for senior citizens to be on the ground floor when there is no elevator available and to have doors which can accommodate wheelchairs.
6. Promote community education on personal security in the home and community.
LEGAL

The specific goal is to promote the legal framework to protect the rights of senior citizens.

Objectives

- To ensure the protection of all the rights of senior citizens
- Laws and regulations regarding retirement and post-retirement benefits and pension will have provision to protect the rights of senior citizens.

Strategies

1. To work with the Attorney General's Office and Parliamentary Council to establish a mechanism to examine and adjust existing legislation and practices for omissions, contradictions and discriminations involving seniors.
2. The establishment of a system of universal social insurance for all senior citizens.
3. Enact legislation to ensure equitable access for senior citizens to social welfare services.
4. Pension legislation to be revised and a regular review system established.
5. Enforcement of the section of the Maintenance Law covering the maintenance of parents and grandparents.
6. Review of the existing laws to ensure protection of the property rights of older persons.
7. Review of the law to extend the exemption of death duties now applicable to husband and wife only to other senior citizen persons living together.

RESEARCH

Policy needs to be informed by scientific data related to senior citizens and their needs. Research is also required on ways of integrating the senior citizens into the mainstream of economic, social and political life, and its implications for intergenerational cooperation.

The goal is to provide the data necessary for formulating, evaluating and implementing policies and programmes.

Objectives are to.

1. Provide the information necessary for regular review and updating of policies and programmes.
2. Establish and facilitate the research agenda on all matters relating to seniors.

Strategies

1. To develop and maintain a data base on the situation of senior citizens in Jamaica.
2. To develop and implement research activities to supplement current knowledge and to include:
   a) the implications of the ageing of the population
   b) the needs of ageing populations
   c) the use of skills, expertise and knowledge of senior citizens
   d) the most efficient use of "age care" resources.
3. To produce and disseminate regular reports on the status of senior citizens.
4. To promote the use of secondary data sources.
5. To encourage all age care organizations to collaborate with the (PIOJ) Planning Institute of Jamaica and research-oriented institutions to formulate research needs and identify funding sources.
6. To promote the dissemination of information.
Front Row L-R:
Rt. Hon. P. J. Patterson O.C.,
M. P. Prime Minister of Jamaica
Beside him:
Rt. Hon. Hugh Lawson Shearer
O.J., P.C., L.L.D., Patron
Association of Senior Citizens
Club Fund and the National Council for Senior Citizens.

Senior Citizen playing a musical instrument -
Lebert Forbes
Senior Citizen of Darliston Senior Citizen Club #1, Westmoreland

Left Lady Cooke hands a citation and souvenier to a Centenarian.
Beside her is Dr. Denise Eldermire - Shearer M.B., B.S., Ph.D.,
C.D., Chairman National Council of Senior Citizens.