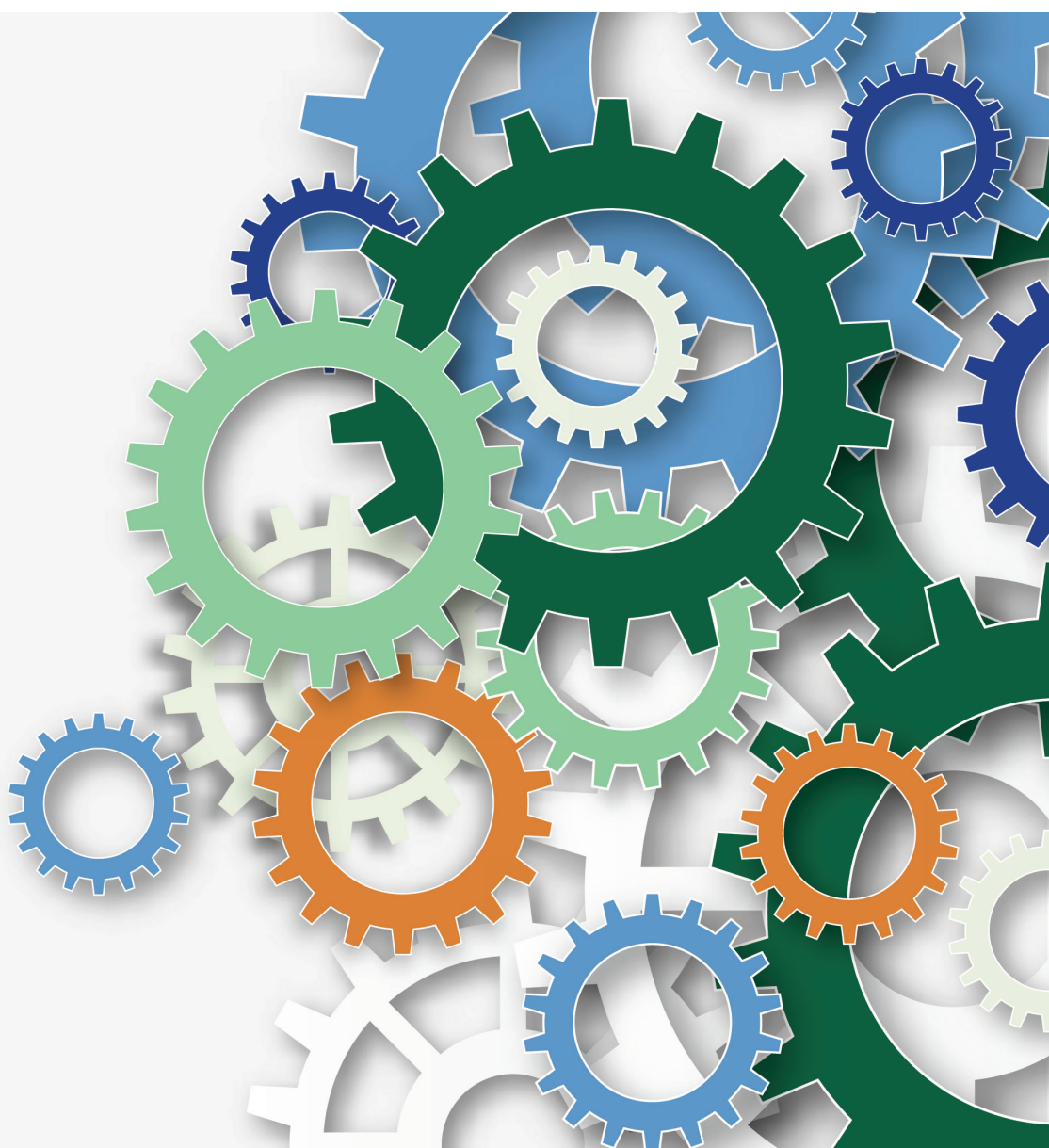


UNECE

GUIDELINES FOR MAINSTREAMING AGEING



UNITED NATIONS

UNITED NATIONS ECONOMIC COMMISSION FOR EUROPE

GUIDELINES FOR MAINSTREAMING AGEING



UNITED NATIONS

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PREFACE

Population ageing has been recognized as one of the global demographic megatrends with continued and lasting impacts on sustainable development and on the way we live and work in our societies. The UNECE region, currently accounting for around 30 per cent of the world's population aged 65 years and older, is at the forefront of this trend. Guiding and strengthening policymaking by member States to adapt to population ageing and to realize the potential of living longer are among the core activities of the UNECE Standing Working Group on Ageing.

The transformative changes required to adapt societies to the implications of individual longevity and population ageing cannot be achieved without a whole-of-government and whole-of-society effort. For this reason, mainstreaming ageing, that is systematic integration of ageing issues across all relevant policy fields and at all levels of government, has been recommended by the Madrid International Plan of Action on Ageing, 2002 (MIPAA) and most international ageing-related policy documents that have followed it.

In UNECE countries, realization of the need for, and efforts to, mainstream ageing are gathering momentum. To support the process and provide methodological guidance, the UNECE Standing Working Group on Ageing established a Task Force on Mainstreaming Ageing, which worked in collaboration with the consultant and the UNECE Population Unit to develop the present Guidelines for Mainstreaming Ageing. The Guidelines were discussed and agreed by the Task Force and approved for publication by the Standing Working Group on Ageing at its 13th annual meeting in November 2020.

The Guidelines provide policymakers across the UNECE region with suggestions on how to advance or improve their mainstreaming efforts by developing a Strategic Framework for Mainstreaming Ageing. They draw on the methodology of UNECE Road Maps for Mainstreaming Ageing and country experiences gained over the past 20 years of MIPAA implementation in the UNECE region.

Creating a society for all ages that leaves no one behind requires policymakers to understand the diverse and evolving needs, rights and preferences of individuals across their life course and along individual ageing trajectories. The Guidelines therefore recommend a 'twin-track approach' to mainstreaming ageing that considers ageing from a societal as well as from an individual perspective. A 'twin-track approach' enables societies to realize the potential of living longer while ensuring sustainable adaptations of education systems, labour markets, health and social care, and social security and protection systems to growing proportions of older persons.

The UNECE Guidelines for Mainstreaming Ageing are published at a critical time. Countries in the region still find themselves battling the second wave of the COVID-19 pandemic that demands unprecedented political, social and economic efforts. Societies with ageing populations have been particularly hard-hit. Awareness of the diversity of needs and capacities and respect of human rights provide valuable guidance for the design of government measures during this time of unprecedented complexity and for building forward better in the years ahead. By putting emphasis on age-sensitive research and analysis, multi-stakeholder engagement, cross-sectoral coordination and collaboration, as well as alignment with relevant international frameworks, the Guidelines for Mainstreaming Ageing also provide a pertinent tool for implementing the Decade of Action for the accelerated implementation of the Sustainable Development Goals and the United Nations Decade of Healthy Ageing (2021-2030).



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Chair
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CONTENTS

Preface	iii
Acknowledgements	iv
Acronyms.....	ix
Glossary	x
Executive Summary	1
Introduction.....	5
Why we need to mainstream ageing	5
Defining mainstreaming ageing.....	7
Purpose of the Guidelines	8
Who the Guidelines are intended for.....	8
Strategic Framework for Mainstreaming Ageing.....	9
Stage 1 – Getting Started.....	11
Introduction.....	11
Potential challenges	13
Suggested actions.....	13
1. Initiating the process	13
2. Mapping and analysing stakeholders.....	14
3. Establishing a team.....	17
4. Drafting a proposal.....	19
Checklist.....	21
Stage 2 – Analysis	23
Introduction.....	23
Potential challenges	24
Suggested actions.....	24
1. Gap analysis – policies and mechanisms	24
2. Gap analysis – data	32
3. Age-sensitive analysis and impact assessments	35
4. Situation analysis report.....	37
Checklist.....	37
Stage 3 – Vision and Directions	39
Introduction.....	39
Potential challenges	40
Suggested actions.....	40
1. Defining the scope	41
2. Consulting stakeholders.....	42
3. Formulating a vision statement	43
4. Setting strategic goals, objectives and expected outcomes.....	44
5. Raising awareness	45
Checklist.....	46

Stage 4 – Identification of Activities	47
Introduction.....	47
Potential challenges	48
Suggested actions.....	49
1. Defining concrete activities	49
2. Identifying implementing partners	53
3. Drafting an implementation plan	54
Checklist.....	55
Stage 5 – Monitoring and Evaluation.....	57
Introduction.....	57
Potential challenges	58
Suggested actions.....	58
1. Determining a monitoring and evaluation mechanism	59
2. Defining indicators.....	59
3. Identifying data sources for monitoring and evaluation.....	62
4. Developing reporting structures and format	63
Checklist.....	64
Completing the Strategic Framework.....	65
Conclusion.....	67
Annex 1 – How the Guidelines were developed.....	69
Annex 2 – International frameworks	72
Annex 3 – Global and regional working groups on ageing.....	74
Annex 4 – How the commitment to mainstreaming ageing has evolved over time	75
Annex 5 – Examples.....	77
References	89

LIST OF BOXES

Box 1.	‘Twin-track approach’ to mainstreaming ageing.....	7
Box 1.1.	Guiding questions for getting started	11
Box 1.2.	Whole-of-government and whole-of-society approach.....	12
Box 1.3.	Benefits of mainstreaming ageing.....	14
Box 1.4.	Questions to consider for the stakeholder mapping and analysis.....	14
Box 1.5.	Stakeholder analysis	16
Box 1.6.	Proposal template	20
Box 2.1.	Guiding questions for the situation analysis.....	24
Box 2.2.	Core sectors in ageing-related policy.....	25
Box 2.3.	MIPAA/RIS commitments.....	26
Box 2.4.	Selected cross-cutting policy issues	28
Box 2.5.	Participatory approach and stakeholder engagement for MIPAA review and appraisal.....	30
Box 2.6.	Guiding questions for the gap analysis	30
Box 2.7.	Mapping of mainstreaming mechanisms.....	31
Box 2.8.	Enabling factors for mainstreaming ageing.....	31
Box 2.9.	What data is relevant?	33
Box 2.10.	Recommendations on ageing-related statistics	34
Box 2.11.	Human Rights-Based Approach to Data (HRBAD)	35
Box 2.12.	Questions of relevance for carrying out age-sensitive analysis	36
Box 2.13.	Suggested content of the situation analysis report	37
Box 3.1.	Questions to consider in formulating a vision and directions for the Strategic Framework.....	40
Box 3.2.	Core principles to guide the vision and directions.....	41
Box 3.3.	Recommendations for the consultation process	43
Box 3.4.	Example of a vision statement	43
Box 3.5.	Examples of strategic goals	44
Box 4.1.	Questions to be considered for the identification of activities	48
Box 4.2.	Examples of activities.....	49
Box 4.3.	Mainstreaming mechanisms	51
Box 4.4.	Building capacities for mainstreaming ageing.....	52
Box 4.5.	Awareness-raising activities and criteria for effective awareness-raising campaigns.....	52
Box 4.6.	Multi-Stakeholder Partnerships for mainstreaming ageing	53
Box 5.1.	Guiding questions for monitoring and evaluation	57
Box 5.2.	Reviews and appraisal of MIPAA and the 2030 Agenda for Sustainable Development.....	58
Box 5.3.	Indicator components.....	62

LIST OF TABLES

Table 1.1. Examples of stakeholders and their potential roles in the development and implementation of the Strategic Framework.....	15
Table 1.2. Roles and composition of the core group and stakeholder network	18
Table 2.1. Mapping policies and measures in line with the ‘twin-track approach’	27
Table 3.1. Strategic planning matrix.....	42
Table 3.2. Applying the ‘twin-track approach’ to the identification of strategic goals and objectives	44
Table 3.3. Example of a strategic goal and alignment with international frameworks.....	45
Table 4.1. Examples of concrete activities, outputs, timelines and implementing partners	50
Table 4.2. Implementation plan.....	54
Table 5.1. Implementation plan including indicators	60
Table 5.2. Examples of indicators measuring progress on outputs and outcomes.....	60
Table 6. Stages, objectives, suggested actions and results	66

LIST OF FIGURES

Figure 1. Stages in developing a Strategic Framework for Mainstreaming Ageing.....	9
Figure 1.1. Team structure	17
Figure 3.1. Evidence-based vision and directions for the Strategic Framework	39
Figure 4.1. Identification of activities to achieve strategic goals, objectives and desired outcomes	47
Figure 6. Completing the Strategic Framework for Mainstreaming Ageing	65

ACRONYMS

AAI	Active Ageing Index
COVID-19	Coronavirus Disease 2019
CSO	Civil Society Organization
ECOSOC	Economic and Social Council
EIGE	European Institute for Gender Equality
GBA+	Gender-Based Analysis Plus
GIF	Global Indicator Framework
HRBA	Human Rights-based Approach
HRBAD	Human Rights-based Approach to Data
HRS	Health and Retirement Study
ICPD	International Conference on Population and Development
ICT	Information and Communication Technology
LNOB	Leaving No-One Behind
LGBTQ+	Lesbian, Gay, Bisexual, Transgender, Queer/Questioning, and others
LTC	Long-term Care
M&E	Monitoring and Evaluation
MIPAA	Madrid International Plan of Action on Ageing
MSP	Multi-Stakeholder Partnership
NFPA	National Focal Point on Ageing
NGO	Non-governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OEWG-A	Open-Ended Working Group on Ageing
PoA	Programme of Action
SDG	Sustainable Development Goal
SHARE	Survey of Health, Ageing and Retirement in Europe
SWGA	UNECE Standing Working Group on Ageing
RIA	Regulatory Impact Assessment
RIS	Regional Implementation Strategy
UN DESA	United Nations Department of Economic and Social Affairs
UNECE	United Nations Economic Commission for Europe
UNFPA	United Nations Population Fund
VNR	Voluntary National Review
WHO	World Health Organization

GLOSSARY

Active Ageing	Active ageing is the process of optimizing opportunities for health, participation, and security in order to enhance the quality of life as people age. ¹ It is a multidimensional concept that focuses on individuals, groups and populations and encompasses participation in the labour market, engagement in unpaid, productive and social activities, and living healthy, independent and secure lives as they age. Active ageing policies thus generally address these dimensions: (i) enabling possibilities for longer working life, ii) ensuring social participation; iii) encouraging healthy lifestyles, and iv) providing opportunities for independent living and ageing in dignity for both men and women.
Ageism	Ageism is a multifaceted social phenomenon that the World Health Organization (WHO) defines as the stereotypes, prejudice and discrimination directed towards others or oneself based on age. Ageism has several interrelated aspects: three dimensions – stereotypes (thoughts), prejudice (feelings) and discrimination (actions or behaviour); three levels of manifestation – institutional, interpersonal and self-directed; and two forms of expression – explicit (conscious) and implicit (unconscious). ² Ageism occurs in various contexts such as in the labour market, healthcare, by the financial service sector, in family contexts, institutions or through the media. Ageism negatively affects health and well-being and can reduce life expectancy. Its complexity and intersectionality call for a comprehensive and multisectoral policy response at all levels of society. ³
Country ownership	Country ownership in the context of these Guidelines means shared responsibility and accountability for mainstreaming ageing among relevant government- and non-government stakeholders such as academia, the private sector, civil society organizations and others.
Healthy ageing	WHO defines healthy ageing as “the process of developing and maintaining the functional ability that enables wellbeing in older age.” Functional ability is about having the capabilities that enable all people to be and do what they have reason to value. ⁴
Holistic approach	A holistic approach to mainstreaming ageing addresses the complexities and interconnected challenges and opportunities that come with population ageing. To encourage the systematic consideration of the concerns of different age groups, including older persons, in all policy areas and at all levels of government, the Guidelines suggest a twin-track process that addresses both societal and individual ageing simultaneously.

¹ World Health Organization, 2002.

² World Health Organization, 2021.

³ United Nations Economic Commission for Europe, 2019.

⁴ World Health Organization, 2015.

Individual ageing	Individual ageing is a multifaceted process. From a health perspective it entails biological, physiological, psychological, and functional changes with varying consequences for individuals; it is also the process of individual development over the course of a person's entire lifespan, associated with life transitions, changing social roles, and acquiring personal and group (e.g. cohort) characteristics. The resulting diversity in individual ageing trajectories and resulting needs and potentials should be considered when designing ageing-related policy.
Intergenerational solidarity	Intergenerational solidarity is defined as "social cohesion between generations". ⁵ The Madrid International Plan of Action on Ageing (MIPAA) emphasizes that solidarity between generations at all levels - in families, communities and nations – is fundamental for the achievement of a society for all ages. ⁶
Intersectional discrimination	Discrimination that takes place based on several personal grounds or characteristics/identities, which operate and interact with each other at the same time in such a way as to be inseparable. ⁷
Human Rights-Based Approach	A conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyse inequalities and redress discriminatory practices and unjust distributions of power that impede development progress and often result in groups of people being left behind. ⁸
Life-course approach	The life-course approach emphasizes a temporal and social perspective, looking across an individual's or cohort's life experiences, or across generations, for clues to current patterns of health, and the social and economic situation of an individual. It recognizes that both past and present experiences are shaped by wider social and economic circumstances. The approach recognizes that the outcomes of older persons depend on experiences throughout the life course (see "Individual ageing"). Accordingly, policies affecting various stages of life matter. ⁹
Lifelong learning	All learning activity undertaken throughout life, with the aim of improving knowledge, skills and competences within a personal, civic, social and/or employment-related perspective. ¹⁰
Mainstreaming ageing	Mainstreaming ageing is a strategy, process and multi-dimensional effort of integrating ageing issues into all policy fields and all policy levels. The ultimate objective is to achieve a more equitable development within society that will benefit all social and age groups. Successful mainstreaming means including all relevant stakeholders in decision-making, to ensure that the needs of all age groups are met in all policy fields. ¹¹

⁵ Bengston, V. and Oyama, P., 2007.

⁶ United Nations Economic Commission for Europe, 2010.

⁷ European Union Agency for Fundamental Rights, 2009. See also <https://www.coe.int/en/web/gender-matters/intersectionality-and-multiple-discrimination>.

⁸ Office of the High Commissioner for Human Rights, 2006.

⁹ Organisation for Economic Co-operation and Development, 2017.

¹⁰ European Commission, 2001.

¹¹ United Nations Economic Commission for Europe, 2009.

Multi-Stakeholder Partnerships	Multi-Stakeholder Partnerships (MSPs) are formed and implemented by different stakeholders such as governments, civil society, the private sector and/or other entities. MSPs are an instrument for achieving goals served by complementing strengths or core values and pooling resources and assets in addressing and solving problems. MSPs are intended to promote a holistic approach to development and efficient government.
Focal Point on Ageing	Designated official responsible for the coordination and promotion of ageing-related policies and programmes.
Policy coherence	Policy coherence in the context of mainstreaming ageing refers to ensuring consistency across policies (both horizontally across policy fields and vertically across levels of government), promoting progress towards a society for all ages. This involves seeking synergies between policy efforts to achieve mutually reinforcing actions. An example would be to advance lifelong learning offers in the education sector while tackling access barriers to training experienced by older workers in the labour market.
Population ageing	Population ageing is a demographic phenomenon that can be observed through increasing median age and rising share of older persons in a population. It brings important changes in economic and social structures and functions of a society, with potential implications for, among others, employment, savings, consumption, economic growth, asset values, and fiscal balance as well as intergenerational relations.
Stakeholder analysis	Stakeholder analysis is a process of systematically gathering and analysing qualitative information to determine whose interests should be taken into account when developing and/or implementing a policy or programme. ¹²
Twin-track approach	The ‘twin-track approach’ to mainstreaming ageing proposed in these Guidelines considers ageing from a societal perspective – population ageing in overall terms – as well as from an individual life-course perspective.
Whole-of-government approach	A whole-of-government approach involves relevant government departments of concern to ageing at national and local level including representatives from line ministries (health, social affairs, education etc.) and representatives from specialized agencies such as the national statistical bodies in mainstreaming ageing.
Whole-of-society approach	The whole-of-society approach entails collaboration of the government with non-governmental stakeholders across and at all levels of society.

¹² Schmeer, K., 1999.

EXECUTIVE SUMMARY

Why we need to mainstream ageing

Populations in the UNECE region are ageing. While there are currently about one in six persons over the age of 65, this will be the case for one in five persons by 2030, and for about one in four persons by 2050. Population ageing impacts all spheres of society and is taking place in the context of climate change and fast-speed digitalisation. These complex and interlinked developments call for innovative solutions in line with the United Nations 2030 Agenda for Sustainable Development. Societies need to anticipate and adapt to the social and economic implications of both population ageing and individual longevity to seize the opportunities and mitigate the challenges of this demographic transformation, which include fiscal pressures on social security and protection systems, changing labour market dynamics and family and intergenerational relations. In designing policy responses, it is important to ensure that everyone can realise their full potential across the life course and age equitably, in security and with dignity, leaving no one behind. The importance of policymaking that takes into account the needs and rights of different age groups and population groups (persons with disabilities, migrants, etc.) and assesses the potential impacts of new laws and programmes for them has become even more evident in light of the COVID-19 pandemic.

The UNECE Guidelines for Mainstreaming Ageing were developed to support member States in adapting to population ageing and creating societies for all ages by strategically considering and integrating ageing issues into all relevant policy fields and at all levels. The importance of mainstreaming has been recognized in various international frameworks on ageing. Mainstreaming ageing is one of the core commitments in the UNECE Regional Implementation Strategy (RIS) for the Madrid International Plan of Action on Ageing (MIPAA), 2002. In the past two decades of MIPAA/RIS implementation, many countries have introduced cross-sectoral ageing policies to adapt pension systems, health and care systems and labour markets, among others, to population ageing and improve the situation of older persons. But in many cases, there has been no emphasis on systematically ensuring coordination and policy coherence across policy areas and government levels. For mainstreaming ageing to be effective, this effort needs to be underpinned by political commitment and leadership, and effective coordination mechanisms. Age-sensitive analysis and impact assessments should systematically inform new laws, policies and programmes and be based on sound data and information. The Guidelines make suggestions on how these potential shortcomings and challenges can be systematically addressed.

What is meant by mainstreaming ageing?

Mainstreaming ageing is a strategy, process and multi-dimensional effort of integrating ageing issues into all policy fields and all policy levels. The Guidelines recommend applying a 'twin-track approach' to mainstreaming that considers ageing from both a societal perspective – population ageing – as well as from an individual life-course perspective, taking into account people's changing needs and capacities as they age. Mainstreaming ageing does not replace age-group specific policy measures that are tailored to the concrete needs and rights of persons at different stages of their lives, from cradle to grave. Rather, it encourages a coherent and holistic policy approach to ageing that is gender-responsive and human rights-based and addresses the needs of all generations, enabling smooth transitions of individuals through different phases of their lives.

Benefits of mainstreaming ageing include the development of government policy that is more relevant to society as it enables policymakers to respond more effectively to the needs of all age groups. By taking into account all generations and recognizing the heterogeneity and diversity within and across age groups, mainstreaming ageing promotes intra- and intergenerational solidarity and social cohesion. While advancing

policy coherence and integration through enhanced coordination and collaboration across policy areas, levels of government, and between different stakeholders, mainstreaming fosters higher quality and more effective public policies. The ultimate aim of mainstreaming ageing is to achieve a society for all ages in which more equitable development within society will benefit all age groups.

Purpose of the Guidelines

The purpose of the Guidelines is to support governments in building a strategic framework for mainstreaming ageing to facilitate the systematic consideration and integration of both individual and population ageing aspects into broader national policies. The Guidelines recognize that each member State is unique and stress the importance of country ownership of the mainstreaming process. They do not prescribe a 'one-size-fits-all' solution but suggest and share approaches that can be adapted to each specific country context, government structure, levels of decentralisation, as well as traditions and cultures. They encourage countries to align their policies with relevant international frameworks and initiatives such as the MIPAA/RIS for the UNECE region, the 2030 Agenda for Sustainable Development, and the United Nations Decade of Healthy Ageing (2021-2030), while taking into account and building on existing structures, processes and measures that work well and can support the mainstreaming process.

The Guidelines include recommendations for broad stakeholder engagement through participatory and inclusive processes in the development, implementation and monitoring of the Strategic Framework. They recommend horizontal and vertical coordination of mainstreaming efforts through a whole-of-government and whole-of-society approach. In line with core principles underpinning the Guidelines, emphasis is placed on ensuring that the Strategic Framework for Mainstreaming Ageing should be human rights-based, life course-oriented, gender-responsive and equitable.

The Guidelines are primarily intended as a tool for government staff responsible for the development, coordination and monitoring of ageing-related policy, who seek to develop or adapt mainstreaming efforts in their country. As the Guidelines support a participatory and inclusive process, they can be of interest to stakeholders such as experts and officials from line ministries and government agencies at the national and subnational levels, social partners, civil society organizations, academia, think tanks, and representatives from the private sector.

Developing the Strategic Framework for Mainstreaming Ageing

The Guidelines outline five stages in developing the Strategic Framework for Mainstreaming Ageing. Each stage is presented as a stand-alone section that can be consulted separately or read in sequence.

Stage 1 – Getting Started

Stage 1 focuses on making the case for mainstreaming ageing to secure stakeholder buy-in and political commitment. Suggested activities include a stakeholder mapping and analysis and the establishment of a team - composed of a core group and broader stakeholder network - that will lead and coordinate the development of the Strategic Framework and provide inputs. Stage 1 results in a proposal and workplan for its development, detailing the rationale, goals, objectives, scope, budget, and timelines as well as the results of the stakeholder analysis and plans for stakeholder engagement.

Stage 2 – Analysis

Stage 2 proposes to carry out a situation analysis and comprehensively take stock of the policy context, data situation and existing mainstreaming mechanisms. The objectives of the analysis are to obtain a thorough overview of the gaps in mainstreaming process and practice, ageing-related policies in place, sectors covered,

and relevant national and international policy frameworks and strategies into which ageing-related priorities should be integrated and/or aligned with to ensure policy coherence.

Stage 3 - Vision and Directions

Stage 3 formulates, based on the evidence gathered and gaps identified in Stage 2, the goals, objectives and expected outcomes for the Strategic Framework. Stage 3 proposes to build to the extent possible on existing approaches, address remaining gaps and address ageing-related issues through policy fields / levels in which this was not yet the case. Suggested activities in Stage 3 support formulating a vision statement and defining the goals, objectives and expected outcomes for the framework.

Stage 4 – Identification of Activities

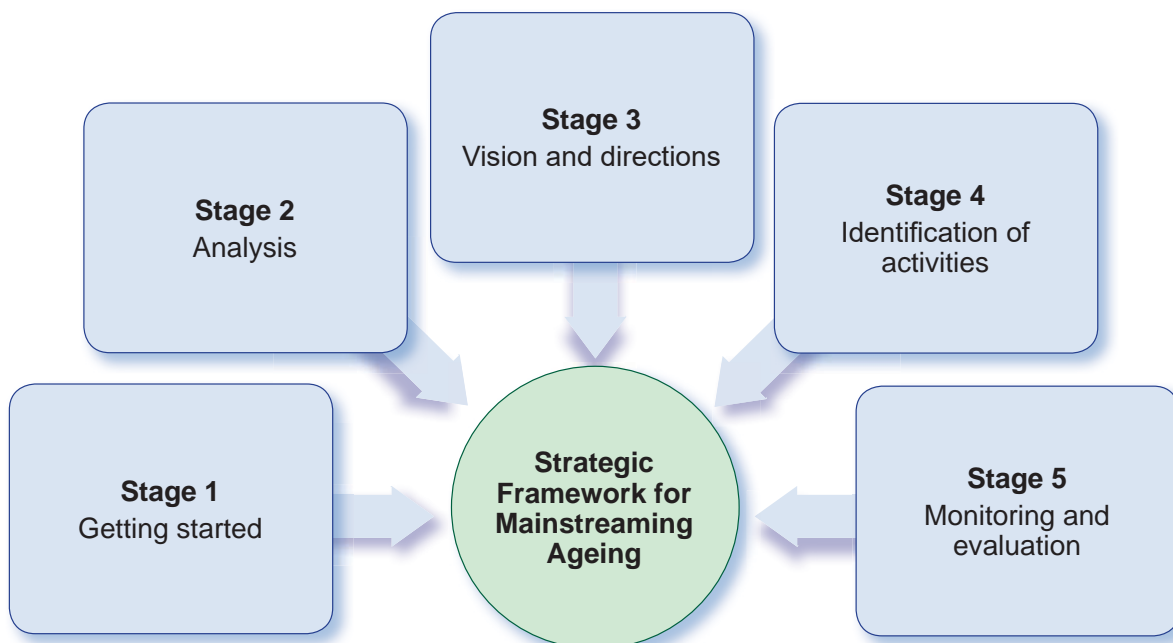
Stage 4 focuses on identifying concrete short-, medium-, and long-term activities that ensure that ageing is addressed through all policy fields and at all levels of government and that implementing partners have the capacity and resources to do so. Suggested activities include setting up a coordination mechanism for the implementation of the framework and producing an implementation plan detailing the activities, expected outputs, timelines and implementing partners to reach the goals, objectives and expected outcomes formulated in Stage 3.

Stage 5 – Monitoring and Evaluation

Stage 5 suggests making provisions for both a continuous assessment of progress on defined activities, outputs and expected outcomes (monitoring) as well as the periodic examination of the relevance, effectiveness, efficiency and impact of activities in light of the specified goals and objectives (evaluation). The mechanism for monitoring and evaluation should ensure that lessons learnt are captured and feed into a continual adjustment and improvement of mainstreaming efforts. Suggested activities include developing relevant output and outcome indicators, plans for data collection and the definition of a reporting structure and format.

The results of the five stages will provide the core content of the Strategic Framework for Mainstreaming Ageing and can be presented in a final document.

Five stages of developing a Strategic Framework for Mainstreaming Ageing





INTRODUCTION

Why we need to mainstream ageing

People are living longer and the number and share of older persons is growing. Persons aged 65 years and older accounted for almost 17 per cent of the population in the UNECE region in 2019. This proportion is expected to increase to 21 per cent by 2030 and 24 percent by 2050.¹³ Population ageing has been and will be impacting all spheres of society with the potential to transform labour and financial markets, education systems, the demand for goods and services, family structures, gender and intergenerational relations.

Longer lives hold opportunities as well as challenges. Longevity is a great achievement in terms of medical, social and economic advancement. As individuals, older persons make important contributions to their families, communities, the economy and society in general. They add value to the economy as entrepreneurs, employees and consumers by stimulating innovations and new markets. They play important roles as volunteers and through their participation in civil society organizations. Furthermore, they take on responsibilities as unpaid caregivers to family members and supporters for their families.

Older persons are only able to fully and meaningfully realise the potential of longevity when they are not faced with barriers that limit their opportunities. In societies where ‘young and healthy’ is the norm, older persons’ needs, preferences and rights are often overlooked. Growing older, many face intersecting challenges related to poverty, social isolation, abuse and discrimination on the grounds of age, gender, sexual orientation, ethnic background, religion, and disability amongst other factors, undermining their fundamental rights and limiting their opportunities for healthy ageing and contributions to society. Addressing these various compounding challenges and overcoming ageism calls for solutions that respect human rights of people of all ages in their individuality and diversity, and that are gender and health equitable, economically sound and intergenerationally just. These solutions should be inclusive of older people’s chosen identities and lifestyles. This requires a clear understanding of the situation, conditions and needs of older persons to ensure that everyone can age in dignity, security and safety.¹⁴ Although older persons can be an important asset in achieving sustainable and inclusive societies if enabling measures are in place, issues of concern to ageing societies and older persons still suffer from a lack of attention and resources.

Societies need to anticipate and adapt to the social and economic implications of both individual and population ageing to seize the opportunities and mitigate the challenges. The demographic changes that ageing societies are undergoing create challenges for the labour market and economic performance as well as fiscal pressures, impacting health and social care systems, social security and social protection, as well as family and intergenerational relations, even more so in light of the COVID-19 pandemic, which is expected to significantly increase public debt and impact economic performance and social welfare into the future.

A number of international policy frameworks and initiatives have provided policy directions for the response to population ageing and for meeting the needs and upholding the rights of older persons. The Vienna International Plan of Action on Ageing that was endorsed in 1982 as the first international policy framework on ageing, the Madrid International Plan of Action on Ageing and the UNECE Regional Implementation Strategy of 2002 represent important blueprints supporting older persons and moving towards building societies for all ages. With the adoption of MIPAA, governments committed for the first time to linking ageing-related issues to a broader spectrum of social and economic development and human rights. To date, MIPAA remains the principal international policy framework guiding ageing-related policy. In the UNECE

¹³ United Nations Department for Economic and Social Affairs, 2019.

¹⁴ United Nations Economic Commission for Europe, 2009.

region, its implementation, periodic review and appraisal is facilitated by the UNECE Standing Working Group on Ageing (SWGA). At the global level, governments and civil society organizations are considering the existing international framework of the human rights of older persons, identify gaps and how best to address them in the Open-ended Working Group on Ageing that was established by the United Nations General Assembly in 2010. Essential policy directions were also outlined by the World Health Organization (WHO) in the 2002 Policy Framework on Active Ageing, the WHO Global strategy and action plan on ageing and health (2016-2020), and most recently in the proposal for the United Nations Decade of Healthy Ageing (2021-2030).¹⁵ Ageing-related aspects such as social security, lifelong learning and accessible and safe local environments were included into the broader global framework of the 2030 Agenda for Sustainable Development, which united countries around the pledge to 'leave no one behind' and determined to ensure that every person can fulfil their potential in dignity, equality and in a healthy environment.

The importance of mainstreaming ageing has been recognized in respective international frameworks and dialogues globally and in the UNECE region (see Annex 2 for more details). However, a holistic approach of mainstreaming ageing across and at all levels of society and government policy has not been systematically pursued in most countries.¹⁴ National policies on ageing, where they are in place, cover multiple policy fields. Yet, ageing-related policies remain largely sectoral efforts, often focused on older persons as a group rather than addressing both societal and individual aspects of population ageing strategically. As a result, few countries to date consider and address ageing as a transformative power with wide-ranging implications for all aspects of societies while many have not yet developed comprehensive, holistic policy approaches to address it. At the international level, this is exemplified by the 2030 Agenda for Sustainable Development, which does not address demographic change as a key factor in sustainable development and only mentions older persons as a vulnerable group in a selection of its sustainable development goals. This limited attention to demographic changes, population ageing, and older persons is reflected in the voluntary national reviews in which older persons and population ageing tend to be mentioned in passing if at all.

Responding to population ageing and the needs, preferences and rights of persons along their life course and individual ageing trajectories requires a fundamental adjustment of government policy, societal awareness and attitudes, and the way generations live together. While targeted policies and measures to address the needs and rights of older persons remain important, these efforts should be part of a broader policy strategy that considers the dynamics and implications of demographic change for all generations and across all policy fields, including education systems, labour markets, social and cultural life, and changing demands and needs for goods and services. Ultimately, this can help bring economies and societies in harmony with demographic change and support achieving a society for all ages.¹⁶

The COVID-19 pandemic has put a particular spotlight on the importance of mainstreaming ageing. Early research on the impact of the pandemic revealed a disproportionate risk of severe illness and death for older persons. Yet, institutions where the most vulnerable among them congregate – care homes – had been largely overlooked in the early emergency response. In many countries, the long-term care sector was left without coordinated guidance and access to needed information, infection control measures and protective equipment, which resulted in many preventable deaths among the oldest old. This has highlighted the importance of cross-sectoral coordination, notably between health and social care sectors, ensuring that government measures can respond effectively to the specific needs and rights of the most vulnerable. The pandemic is anticipated to have a long-lasting impact on societies and calls for short- and long-term policy responses at the international, national, and subnational level. Learning from the pandemic, appropriate humanitarian, health, social and economic measures have to take into consideration the needs and rights of older persons along with other age groups to build forward better in the years ahead.¹⁷

¹⁵ World Health Organization, 2002; World Health Organization 2017; <https://www.who.int/initiatives/decade-of-healthy-ageing>.

¹⁶ A stocktaking of mainstreaming practices across the UNECE region was undertaken in 2019 to which 23 UNECE member States contributed. A list of country notes is included in Annex 1.

¹⁷ United Nations, 2002; Venne, R., 2009.

Defining mainstreaming ageing

Mainstreaming ageing has been defined as “a strategy, process and multi-dimensional effort of integrating ageing issues into all policy fields and all policy levels”.¹⁸

Advancing towards societies for all ages necessitates attention to both population ageing - and the need for societies to prepare and adapt to it - and to individual ageing with the changing needs and preferences of individuals over the life course, including in older age. Mainstreaming both dimensions of ageing at the same time calls for a cross-cutting approach that is inclusive, human rights-based, life-course oriented and that builds on the participation of all relevant governmental- and non-governmental stakeholders.

Box 1. ‘Twin-track approach’ to mainstreaming ageing

The ‘twin-track approach’ to mainstreaming ageing proposed in these Guidelines considers ageing from a societal perspective – population ageing in overall terms – as well as from an individual life-course perspective.

Societal perspective - population ageing

The first track reflects the reciprocal relationships between population ageing and societal development. Population ageing has implications for nearly all sectors of society, including labour and financial markets, the demand for goods and services, such as education, housing, transportation, health and social care, as well as family and intergenerational relations. At the same time, the global ‘longevity revolution’ has its roots in social, economic and scientific progress. As ageing cuts across various sectors, mainstreaming ageing should consider the multifaceted interactions between population ageing and society in general.

Individual perspective – changing needs and capacities over the life course

The second track aims to ensure that the needs of all age groups, including older persons, are taken into account in all stages of policymaking. Understanding the changing needs and capacities of people as they age, and their diversity is critical in the design and provision of services. Meaningful engagement and participation of stakeholders is key to ensuring that policies and programmes in all fields and at all levels of government are human rights-based and responsive to the needs and preferences of all age groups, while inclusive of the specific concerns of older persons.



¹⁸ This definition was used in UNECE Policy Brief No. 1 on Mainstreaming Ageing' in 2009 and was derived from the definition proposed in “Mainstreaming the concerns of older persons into the social development agenda” by Robert Venne (United Nations Department for Economic and Social Affairs, 2009) . See also Annex 4 on the historical overview of how the concept of mainstreaming has evolved in international frameworks.

Complex and interconnected in nature, ageing-related opportunities and challenges need to be addressed systematically in all policies, programmes and practices and at all levels of government in a coordinated and cross-cutting way. Mainstreaming should systematically consider the needs, preferences and rights of different age groups and how these are affected by government policy. To ensure that all relevant aspects are considered, mainstreaming ageing should prioritize the participation of all relevant stakeholders and age groups in the policy-making process. Mainstreaming efforts should be further informed by ageing-related and age-disaggregated data and evidence.

Mainstreaming ageing does not replace age-group specific policy measures that are tailored to the concrete needs and rights of persons at different stages of their lives. Rather, it promotes a coherent strategy for addressing the needs of all generations and enabling smooth transitions of individuals through different phases of their life course and individual ageing trajectories, while ensuring intra- and inter-generational equity. The ultimate objective of mainstreaming ageing is to achieve a society for all ages in which more equitable development within society will benefit all age groups.¹⁹

A strategic framework for mainstreaming ageing can facilitate this process. To support countries in this endeavour, the UNECE Standing Working Group on Ageing has developed the Guidelines presented in this document.

Purpose of the Guidelines for Mainstreaming Ageing

The purpose of these Guidelines is to support governments in building a strategic framework for mainstreaming ageing to facilitate the systematic consideration and integration of both individual and population ageing aspects into broader national policies. The Guidelines recognize that each member State is unique and stress the importance of country ownership of the mainstreaming process. They do not prescribe a 'one-size-fits-all' solution but suggest and share approaches that can be adapted to each specific country context, government structure, levels of decentralization, as well as traditions and cultures. They encourage countries to align their policies with relevant international frameworks and initiatives such as MIPAA/RIS, the 2030 Agenda for Sustainable Development, and the United Nations Decade of Healthy Ageing, while taking into account and building on existing structures, processes and measures that work well and can support the mainstreaming process. The methodology used and principles underpinning the development of these Guidelines are detailed in Annex 1. Several examples of mainstreaming practices by UNECE member States are shared in Annex 5.

Who the Guidelines are intended for

The Guidelines are primarily intended as a tool for government staff responsible for the development, coordination and monitoring of ageing-related policy who seek to develop or adapt mainstreaming efforts in their country. As the Guidelines support a participatory and inclusive process, they can be of interest to stakeholders such as experts and officials from line ministries and government agencies at the national and subnational levels, social partners, civil society organizations, academia, think tanks, and representatives from the private sector.

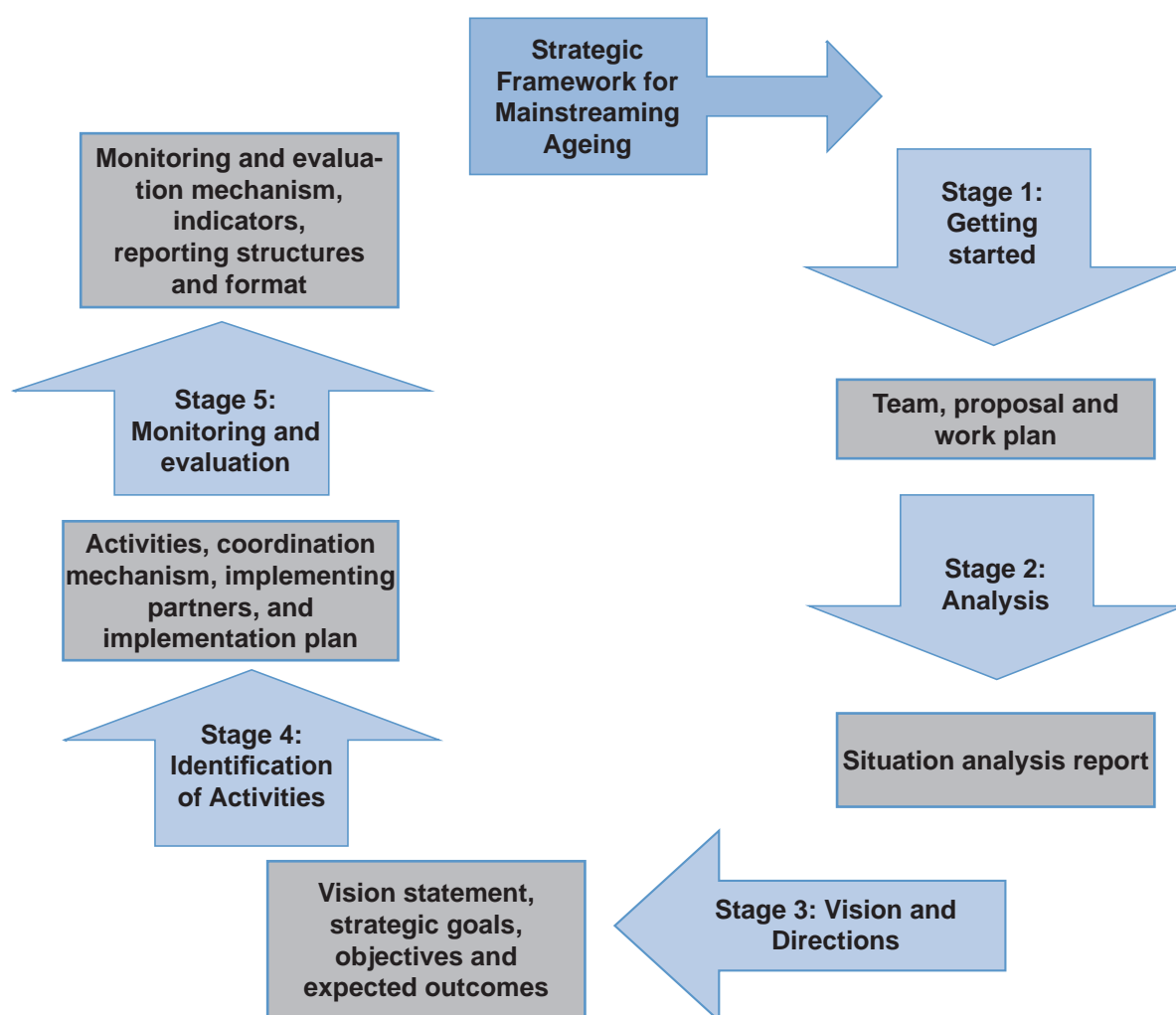
¹⁹ United Nations Economic Commission for Europe, 2009.

STRATEGIC FRAMEWORK FOR MAINSTREAMING AGEING

The starting point for developing a strategic framework for mainstreaming ageing is the observation that current ageing-related policy does not go far enough in preparing societies for the implications of population ageing and ensuring that every person can fully realise their potential across their life course; that there is a need to take a more systematic and comprehensive approach to creating a society for all ages. The starting point will be different in each country. The stages proposed in the Guidelines provide policymakers in the field of ageing with guidance to identify the strengths and weaknesses of a country's current approach to ageing-related policy, to identify gaps and to address them.

The Guidelines encourage the development of a strategic framework for mainstreaming ageing to systematically address both individual and population ageing across all policy fields and all levels of government. It proceeds through five stages, each outlining recommended actions supporting the process. Each stage is developed in a stand-alone section that can be consulted separately or read in sequence.

Figure 1. Stages in developing a Strategic Framework for Mainstreaming Ageing



Stage 1: Getting Started

Stage 1 focuses on ensuring political commitment and preparing the ground for developing the Strategic Framework for Mainstreaming Ageing. Suggested actions include making the case for mainstreaming ageing to secure stakeholder buy-in and required resources; undertaking a stakeholder mapping and analysis, setting up a team consisting of a core group and stakeholder network; and defining the rationale, goal, objectives, scope, budget, timelines, and plans for stakeholder engagement in a proposal and work plan for developing a Strategic Framework for Mainstreaming Ageing.

Stage 2: Analysis

Stage 2 proposes to provide an overview and analysis of the current situation that sets a baseline for the development of the Strategic Framework. Suggested actions include comprehensively taking stock of the policy context, existing mainstreaming mechanisms, and data situation; mapping and reviewing relevant legislation, government policy documents, progress reports, and research studies for determining whether existing and/or planned policy actions are inclusive of population and individual ageing; analysing the extent to which ageing issues are integrated into policies and programmes; assessing the impact of relevant legislation, policy and programmes upon the situation of different age groups, including older persons; and summarising the findings in a situation analysis report.

Stage 3: Vision and Directions

Stage 3 focuses on identifying the vision and strategic directions for the Strategic Framework. The vision and directions should be developed with the participation of key stakeholders, including older persons. Suggested actions include the formulation of a vision statement, organising a consultation process; determining strategic goals and objectives that are outcome-based and include short-, medium-, and long-term goals aimed at achieving a society for all ages.

Stage 4: Identification of Activities

Stage 4 focuses on defining concrete activities that can help realize the strategic goals, objectives and expected outcomes. Suggested actions include establishing a mechanism for coordinating the implementation of mainstreaming; developing awareness-raising activities; conducting age-sensitive analysis and impact assessments of existing and planned policies and programmes; and proposing capacity-building measures. In addition to a detailed definition of the activities and outputs, suggested actions in Stage 4 include assigning responsibilities to implementing partners, resources and timelines that can be detailed in an implementation plan for the Strategic Framework for Mainstreaming Ageing.

Stage 5: Monitoring and Evaluation

Stage 5 suggests establishing a monitoring and evaluation mechanism to measure progress, evaluate, adjust and continually improve mainstreaming ageing. Suggested actions include identifying indicators and data sources and deciding on a reporting structure and format. The monitoring and evaluation mechanisms help measure progress on activities, capture implementation lessons, and help support potential adjustments and improvements to the Strategic Framework for Mainstreaming Ageing.

STAGE 1 - GETTING STARTED

What is this Stage about?

Objective: To ensure political commitment and prepare the ground for developing the Strategic Framework for Mainstreaming Ageing.

Content: To initiate the process, a number of preparatory aspects need to be considered such as making the case for mainstreaming ageing and ensuring political commitment and resources required; carrying out a stakeholder analysis and determining stakeholder engagement; setting up a team to lead and coordinate the development of the Strategic Framework; defining the rationale, goal, objective, scope and timeline of the process and drafting a proposal and work plan.

Result: Political commitment, team, proposal and work plan.

Introduction

A holistic approach to mainstreaming ageing is required to respond to the growing ageing populations from a societal as well as an individual perspective. The overall aim of a Strategic Framework for Mainstreaming Ageing is to support the integration of ageing-related priorities into all relevant national and local policies, plans, strategies and measures to create a society for all ages.

Box 1.1. Guiding questions for getting started

- What are the benefits of mainstreaming ageing in the specific country context?
- How does one present a strong case for mainstreaming ageing?
- Who in the Government needs to be convinced?
- Who needs to be involved in the development of the Strategic Framework?
- Which international frameworks and commitments could be considered?
- What should be the scope and timeline of the Strategic Framework?

A whole-of-government and whole-of-society approach is recommended to facilitate mainstreaming (Box 1.2). This approach entails setting up a mechanism for communication, coordination and collaboration among different government departments, such as those responsible for health, social development and cohesion, youth and gender, employment, education and lifelong learning, finance, urban planning, climate change, housing, transport, civic participation, population and statistics (whole-of-government); different levels of government (national, subnational) and between governmental and non-governmental stakeholders, including

the engagement of youth and older persons, civil society, the scientific/research community and the private sector (whole-of-society). An important element of the whole-of-society approach is stakeholder engagement and their bottom-up participation in developing the Strategic Framework for Mainstreaming Ageing.²⁰ To implement this participatory and inclusive approach a stakeholder mapping and analysis is required to set up a team that will develop the framework and oversee its implementation. Annex 5 includes an example of a whole-of government and whole-of-society approach.

Box 1.2. Whole-of-government and whole-of-society approach

Mainstreaming ageing across and at all levels requires a whole-of-government approach that engages relevant government departments and line ministries and representatives from specialized agencies such as the national statistical bodies. Consideration to engaging Parliament should be given as well as participation of representatives from the subnational level (regional and local government) to ensure alignment between national and local mainstreaming efforts. The whole-of-society approach aims at the inclusion of non-governmental stakeholders.

These approaches can help inform the development of the Strategic Framework for Mainstreaming Ageing that consider governmental as well as societal perspectives and ensure a system-wide incorporation of ageing priorities. It can at the same time foster awareness and eventually support mainstreaming ageing into the relevant institutional mandates, policies and programmes. A coordination mechanism established at the highest level of Government can help ensure coherence through cross-cutting (horizontal) and multi-level (vertical) coordination, alignment of actions and collaboration.

Horizontal coordination

Priorities of relevance to individual and population ageing cut across various sectors and services, calling for the coordination of activities and collaboration between a wide range of government departments and agencies such as those responsible for finance, economy and small and medium-sized enterprises, transport, environment, culture, statistics, health, social welfare, the interior, gender, housing, agriculture, education and legal affairs as well as relevant non-governmental organizations (such as trade unions, employer organizations, and the media).

Vertical coordination

It is suggested that government authorities and local stakeholders be included in the development of the Strategic Framework for Mainstreaming Ageing. A coordinated top-down and bottom-up process enhances alignment between national and local mainstreaming efforts. Including and ensuring the participation of subnational government representatives, local government officers or local non-government stakeholders (such as civil society organizations and private sector) is therefore critical to ensure vertical coordination.

²⁰ A participatory bottom-up approach has been encouraged in the review and appraisal exercises of MIPAA. It has a methodological function as it is used for in-depth evaluation of national efforts to implement MIPAA. Secondly, it helps directly engage older persons in actions on their behalf and thereby promotes their participation in implementation efforts. While this approach can help make the needs and expectations of older persons visible, it also provides insights from community and local realities. In addition to MIPAA, SDG 16, Target 7 of the 2030 Agenda for Sustainable Development calls for ensuring 'responsive, inclusive, participatory and representative decision making at all levels.

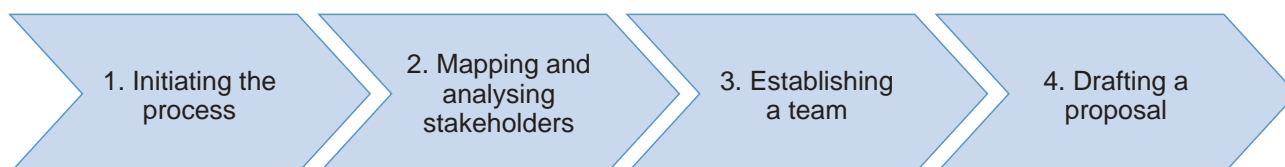
Potential challenges

- Lack of awareness, political leadership and resources for mainstreaming ageing
- Lack of coordination and collaboration on ageing-related policy (working in silos)

Issues concerning ageing societies and older persons relative to other age groups may suffer from a lack of political and public attention and dedicated resources in many countries. Existing responsibilities for ageing-related issues might be scattered across government/society or operate in silos leading to fragmented approaches that pose a barrier to systematically addressing ageing-related aspects. Political commitment and leadership are needed to achieve effective mainstreaming. Awareness-raising activities to help governmental and non-governmental stakeholders understand the need for and advantages of mainstreaming ageing and making the case for why a systematic approach should be developed are needed to ensure the buy-in of key stakeholders and decision-makers, their willingness to cooperate and collaborate, and the allocation of adequate resources necessary to develop the Strategic Framework for Mainstreaming Ageing. Stage 1 therefore recommends conducting a stakeholder mapping and analysis and the establishment of a central coordinating group and stakeholder network.

Suggested actions

The preparatory steps of making a case for mainstreaming ageing, identifying and engaging key stakeholders and securing buy-in and political commitment, the establishment of a team with clear roles and responsibilities to lead the whole-of-government and whole-of-society approach, and the preparation of a proposal and work plan for the development of a strategic framework could be initiated by the entity in charge of ageing-related policies (the national focal point on ageing).



1. Initiating the process

- **Make the case for mainstreaming ageing and secure the political commitment and resources required to initiate the development of the Strategic Framework for Mainstreaming Ageing**

A critical first step is to ensure political commitment. This requires raising awareness as to why mainstreaming ageing is needed. Convincing decision makers of the benefits of developing a strategic approach to mainstreaming ageing can help secure the financial and human resources needed. Securing political commitment and leadership from the highest level of government is recommended to kick-start and later coordinate the process. Box 1.3 lists some of the benefits of mainstreaming ageing which could be considered in building and communicating the case for mainstreaming ageing.

Box 1.3. Benefits of mainstreaming ageing

- Mainstreaming ageing contributes to increasing the relevance of government policy to society, as it enables policymakers to respond more effectively to the needs of all age groups.
- By taking into account the needs and rights of all generations and recognizing the heterogeneity and diversity within and across age groups, mainstreaming ageing promotes intra- and intergenerational solidarity and social cohesion.
- By fostering better policy coherence and integration through enhanced coordination and collaboration across policy sectors, levels of government and between stakeholders, mainstreaming fosters higher quality and more effective public policies.
- Mainstreaming ageing enables governments to adapt policy to long-term demographic changes.

2. Mapping and analysing stakeholders

► Identify governmental and non-governmental stakeholders that need to be engaged in developing the Strategic Framework for Mainstreaming Ageing

Effective, meaningful and informed stakeholder participation is needed for ensuring the integration of ageing-related issues across and at all levels of government. Once the initial commitment and resources are secured, it is recommended to map and analyse the stakeholders that should be involved in the development of the Strategic Framework for Mainstreaming Ageing. The mapping should consider both governmental and non-governmental stakeholders.

Box 1.4. Questions to consider for the stakeholder mapping and analysis

- Which stakeholders need to be on board?
- What are the interests of the stakeholder?
- Why do they need to be on board?
- What are the responsibilities of the stakeholder?
- What is their role in - and impact on – addressing ageing-related issues?
- How much influence does the stakeholder have?

As a starting point, it is useful to map stakeholders that already work on ageing-related issues across government, academia, civil society and the private sector. This can include preparing an organigramme of units and focal points for different age groups (children, youth, older persons) in line ministries at national- and subnational level. The mapping can moreover inform to what extent policies and activities on ageing are already being coordinated and how stakeholders are connected across sectors and levels of government. The mapping should consider what existing structures and processes can be built upon when composing the team that will lead and coordinate the development of the Strategic Framework, as well as which stakeholders should be informed and consulted. Existing interdepartmental or multi-stakeholder coordinating and consultation bodies on ageing should be considered. These may be ageing or demographic councils, commissions, working groups or processes in place - both within government and civil society or industry - that support collaboration on ageing within government and between government and non-governmental actors. The identification of

who is in charge of ageing-related policies across and at different levels of the government should also help identify sectors or government entities that are not yet dealing with ageing-related issues and need to be engaged and involved.

The stakeholder mapping and analysis is a preparatory step for the establishment of a team to coordinate the process of developing the Strategic Framework for Mainstreaming Ageing and its future implementation and monitoring. It is recommended to set up a team in line with the whole-of-government and whole-of-society approach. Effective coordination at the national and subnational level is critical to ensure alignment of mainstreaming efforts. Examples of relevant stakeholders and the roles they may play are listed in Table 1.1.

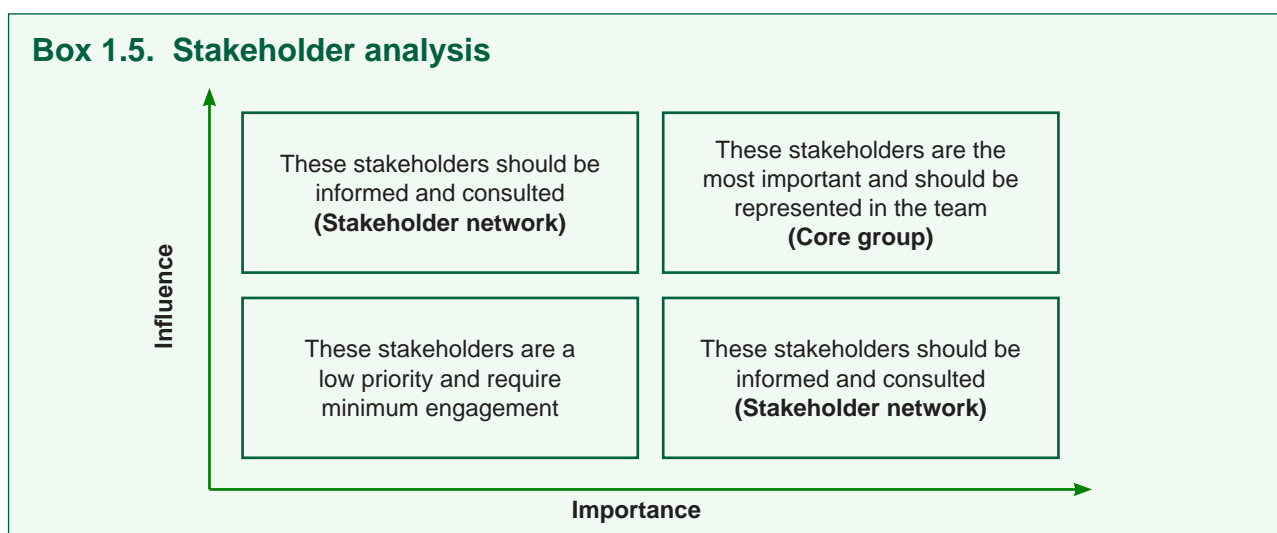
Table 1.1. Examples of stakeholders and their potential roles in the development and implementation of the Strategic Framework

Stakeholder groups	Roles in the development of the Strategic Framework for Mainstreaming Ageing
Older persons and their organizations as well as interest groups representing other life stages such as childhood, youth, parenthood	<ul style="list-style-type: none"> - Participating in the planning of the Strategic Framework for Mainstreaming Ageing - Generating information and conducting analysis - Engaging in consultation processes and providing feedback on analysis and assessment of ageing-related policy and priorities - Voicing the needs of different population groups - Engaging in the identification and verification of strategic goals, objectives and activities - Participating in defining the monitoring and evaluation of the framework
Representatives from line ministries and departments, including national statistical offices, ombudspersons and local governments	<ul style="list-style-type: none"> - Identifying ageing-relevant information, data and measures in the respective fields of responsibility - Providing background information from respective sectors, relevant data or subnational activities - Providing feedback on analysis and (impact) assessments - Identifying gaps and opportunities in service provision - Contributing to the planning process and formulation of strategic goals and objectives as well as the identification of activities - Acting as implementing partners - Leading the monitoring and evaluation of the framework
Civil society groups representing the voices of carers, people with dementia, various age groups etc.	<ul style="list-style-type: none"> - Generating information, data and analysis - Facilitating or supporting participatory consultation processes at national and local level - Participating in the planning process and formulation of strategic goals and objectives as well as the identification of activities - Generating awareness-raising and advocacy efforts - Acting as implementing partners - Supporting monitoring and evaluation efforts

Table 1.1. Examples of stakeholders and their potential roles in the development and implementation of the framework (continued)

Stakeholder groups	Roles in the development of the Strategic Framework for Mainstreaming Ageing
Research groups and academia	<ul style="list-style-type: none"> - Supporting with research and information to assist in analysis and (impact) assessment - Facilitating or supporting participatory processes at national and local level, and providing background and justification for involvement of older persons - Generating quantitative and qualitative information - Verification and review of findings of analysis and (impact) assessments - Participation in M&E planning
Private sector	<ul style="list-style-type: none"> - Participating in the planning process and formulation of strategic goals and objectives as well as the identification of activities - Providing feedback on analysis and (impact) assessments - Supporting awareness-raising and advocacy efforts - Acting as implementing partners - Supporting monitoring and evaluation efforts
Media	<ul style="list-style-type: none"> - Generating awareness-raising and advocacy efforts - Promoting positive image and perceptions of older persons - Supporting the dissemination of information on e.g. the vision, strategic goals and expected outcomes, and the Strategic Framework for Mainstreaming Ageing in general - Acting as implementing partner e.g. carrying out awareness-raising campaigns. - Building support for the rights of older persons

Once the mapping has been finalised, a stakeholder analysis can help identify the major stakeholders, their influence, interests and relations to determine whose interests should be taken into account in the development of the Strategic Framework for Mainstreaming Ageing. Box 1.5 provides a diagram to map and position stakeholders according to their influence and importance.



3. Establishing a team

Based on the mapping and stakeholder analysis it is suggested to establish a team composed of a core group with responsibility to lead and coordinate the development of the Strategic Framework and a broader stakeholder network.

1 - Core group

The core group will lead and coordinate the development of the Strategic Framework for Mainstreaming Ageing. It should consist of members from relevant government departments at national and subnational level, representatives of relevant parliamentary commissions, ombudspersons as well as major non-governmental stakeholders. Key elements of importance when establishing the core group are to define the roles and responsibilities, reporting structures as well as which capacities should be taken into consideration based on the stakeholder analysis. The core group can be put in place temporarily for developing the Strategic Framework or it can operate as a more permanent body to also coordinate its implementation (a coordination mechanism for the implementation of activities will be discussed in Stage 4). It is suggested to locate the core group within the office of the Prime Minister or the Head of State, rather than within a line ministry, to reflect political commitment and leadership at the highest level of government.

2 - Stakeholder network

The stakeholder network provides a platform for engagement of a wider circle of stakeholders whose inclusion in consultation processes, information gathering, data collection can support the work of the core group. The stakeholder network can assist in awareness-raising and promoting an inclusive policy dialogue on ageing related issues. It should include stakeholders from civil society, the social partners, the scientific community, the private sector as well as civil society organizations representing diverse population groups. Particularly the voices of women that have greater longevity than men - and face different challenges – as well as the voices of younger persons, older persons with disabilities, and older persons from minorities are of critical importance. Younger persons are current contributors to pension systems and will be affected by demographic changes across the life course and when they reach the retirement age. Their involvement is fundamental in view of contributing an intergenerational perspective to the Strategic Framework and to build consensus and commitment across populations of all ages. Suggested roles and stakeholders for both the core group and the stakeholder network are summarized in Table 1.2.

Figure 1.1. Team structure

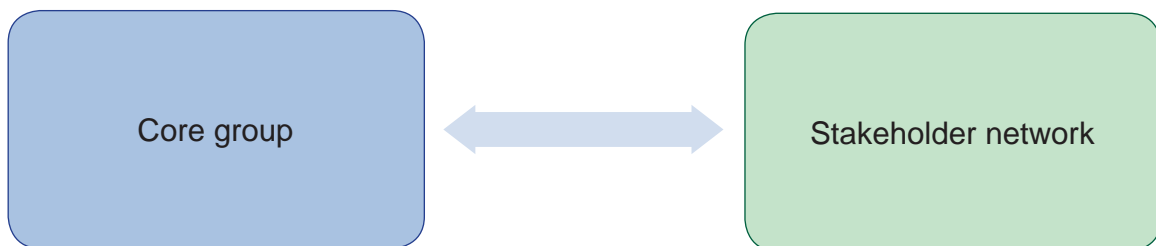


Table 1.2. Roles and composition of the core group and stakeholder network

	Roles	Composition
Core group	<ul style="list-style-type: none"> - Leads the development of the Strategic Framework for Mainstreaming Ageing - Coordinates consultations with the stakeholder network 	<ul style="list-style-type: none"> - Focal points on ageing - Representatives from line ministries/departments and government agencies, including gender focal points, human rights, statistical offices - Representatives from civil society/older persons - Representatives from subnational government level - Private sector representatives - Representatives from academia
Stakeholder network (Representatives from both national and local level should be included)	<ul style="list-style-type: none"> - Provides feedback to consultations by the core group based on grass roots experience of different age groups - Wider communication and coordination of activities with members/ community - Provision of information and data collection - Awareness-raising 	<ul style="list-style-type: none"> - Older persons and their families - Existing committees on ageing or national networks of older persons - Youth organizations - Health workers and other service providers - Research institutes and universities - Geriatric and gerontological societies - Organizations (governmental, non-governmental and private) working in the area of prevention of elder abuse - NGOs working with older persons as well as NGOs working with specific ethnic groups, women, the LGBTQ+ community, people of colour, those living at risk of poverty, immigrants. - NGOs working in the areas of human rights - Women's and men's organizations - International NGOs - United Nations organizations and donors - Private sector organizations e.g. businesses, banks and financial service providers, pension- and insurance companies and private utility providers (e.g. power, water etc.) - Employer organizations and trade unions. - Media (press, television and radio)

In addition to deciding on the composition of the core group and stakeholder network, it is recommended to agree on roles and responsibilities by members of each group and on a stakeholder engagement approach.

4. Drafting a proposal

➤ Define the rationale, goal, objectives, scope and timeline of the process of developing the framework

When the team is established, it can be involved in preparing a proposal for the development of the Strategic Framework for Mainstreaming Ageing. First tasks could include carrying out a preliminary selection of the areas that the Strategic Framework should cover and clarifying what governmental and non-governmental sectors and subnational levels should be considered and which international commitments and frameworks (such as MIPAA/RIS, the 2030 Agenda for Sustainable Development and the Decade of Healthy Ageing should be taken into account. This would lay an initial basis for the framework development planning analysis. The aim is to determine whether there is a need to strengthen procedures or regulate the process of mainstreaming ageing, initiate awareness-raising efforts and/or consultation processes. The analysis can also help identify systems and structures of relevance for the different stages of developing the Strategic Framework.

➤ Draft a proposal for the Strategic Framework for Mainstreaming Ageing

A proposal could then be drafted outlining the rationale, goal, objectives, and scope (see suggested template in Box 1.6). The proposal should include key arguments for why mainstreaming ageing is needed and what benefits it can bring. It can include the description of the team and its roles and responsibilities, the stakeholder engagement approach, findings of the planning analysis, and potential costs. The proposal can be utilised to address potential challenges related to capacity, resources, and allocation of funds that may exist.

➤ Prepare a work plan for the development of the Strategic Framework

As a part of the proposal, a preliminary work plan should be included. The work plan should address what concrete deliverables and timelines of activities that are envisaged in developing the Strategic Framework. The work plan can follow the sequence of stages proposed in the Guidelines: analysis, developing a vision and directions; identification of activities; and defining monitoring and evaluation modalities. Depending on the preferred approach, the work plan can take into consideration the timing and what type of stakeholder engagement, consultations and awareness-raising efforts should be envisaged. Once finalised, the work plan can be included as an annex to the proposal. The proposal can be used to raise awareness, make a clear case of why the development of a Strategic Framework for Mainstreaming Ageing is needed and seek endorsement for the go-ahead of its development among stakeholders. Endorsement of the proposal and work plan should be sought by the highest political level.

Box 1.6. Proposal template

This template suggests what information could be included in the proposal for developing a Strategic Framework for Mainstreaming Ageing.

Rationale

- What is the country-specific starting point for mainstreaming ageing?
- Why is mainstreaming ageing relevant for the country?
- What are the benefits?
- What are the consequences of not mainstreaming ageing?
- Why is the development of a strategic framework for mainstreaming ageing needed?

Goal

Indicate the goal of the process, for example: “To develop a Strategic Framework for Mainstreaming Ageing that integrates ageing-related priorities across and at all levels of society to achieve a society for all ages by 2030”.

Objectives

- To identify directions and activities that support a holistic approach to mainstreaming ageing across and at all levels of society.
- To develop a framework that is based on a ‘twin-track approach’ and captures the societal as well as individual ageing-related priorities.
- To move away from working in siloes and in a fragmented way.
- To apply a whole-of-government and whole-of society approach.
- To ensure an evidence- and human rights-based, gender-responsive, and inclusive approach.
- To promote equality and non-discrimination; explicitly avoid ageism in policy development and implementation, and support eliminating inequalities of opportunities related to age that may exist in different fields.
- To align ageing-related priorities with relevant international commitments and frameworks.

Scope

- Preliminary identification of areas that the Strategic Framework should cover.
- To what extent subnational levels of government will be considered.
- To what extent non-governmental sectors will be considered.
- Key principles guiding the framework.
- Main foreseen elements/activities constituting the Strategic Framework.
- International commitments and frameworks that should be considered.
- Relevant policy sectors that should be included.
- Timeline foreseen for the process of developing the Strategic Framework.

Budget

- Breakdown of the budget allocated for the process of developing the Strategic Framework.
- Assessing the need for additional resources.

Team and Stakeholder Engagement

- Results of the stakeholder analysis.
- Composition of the core group and the stakeholder network.
- Ways of engaging stakeholders, for example through consultations, roundtables etc.

Conclusion

Summary of the proposal, key recommendations.

Annex: Work plan which could be structured according to the stages introduced in the Guidelines.

Checklist

- Benefits of mainstreaming considered
- Political commitment and resources ensured
- Mapping of stakeholders carried out
- Stakeholder analysis completed
- Team established
 - Core group
 - Stakeholder network
- Whole-of-government and whole-of-society approach applied
- Scope determined
- Aligning the process with the international commitments considered (MIPAA/RIS, SDGs, Decade of Healthy Ageing, etc.)
- Work plan developed
- Proposal completed
- Awareness raised and buy-in secured
- Proposal and work plan endorsed



STAGE 2 - ANALYSIS

What is this Stage about?

Objective: To provide an overview and analysis of the current situation that sets a baseline for the development of the Strategic Framework for Mainstreaming Ageing.

Content: The stage suggests to review, map and identify gaps in mainstreaming ageing in existing legislation, policies, and programmes, review mainstreaming mechanisms and data of relevance to individual and population ageing. Age-sensitive analysis and impact assessments of policies for different age groups are suggested. It is suggested to summarise the findings from the gap analyses and age-sensitive analysis and impact assessments in a situation analysis report.

Result: Situation analysis report.

Introduction

A comprehensive situation analysis is recommended to obtain a baseline on mainstreaming ageing that will inform subsequent stages in developing the Strategic Framework. Ageing-related policies spanning national strategies, action plans and programmes to specific legislation aimed at sector specific actions will already be in place. Various mainstreaming efforts might have already been initiated. To build on the existing efforts and to evaluate priorities and potential gaps, a thorough exercise to collect information/data, review, map, analyse and assess the current situation is needed.

While the scope and depth of the analysis depends on the time and resources available, it is recommended to identify gaps in policy, mainstreaming mechanisms and data. First, a review and mapping of the current “landscape” of policies across policy sectors at national and subnational level allows to identify the priority areas in ageing-related policy, alignment with international frameworks and policy coherence as well as the “blank spots” in mainstreaming ageing, that is policy sectors in which ageing-related issues are not yet sufficiently integrated and addressed. Second, a review and assessment of the mechanisms for mainstreaming ageing that are already established and in practice help to provide an overview of the current mainstreaming approach, identify what works well and which mechanisms might be needed to enable the integration of ageing issues into all policy fields and policy levels. And third, a review of available ageing-related data is important to identify existing data gaps that need to be addressed. Age-sensitive analysis and impact assessments can provide insights about different age groups and point to priorities for policy action in view of achieving a society for all ages. The purpose of the situation analysis is to provide the basis for the strategic direction of the mainstreaming framework.

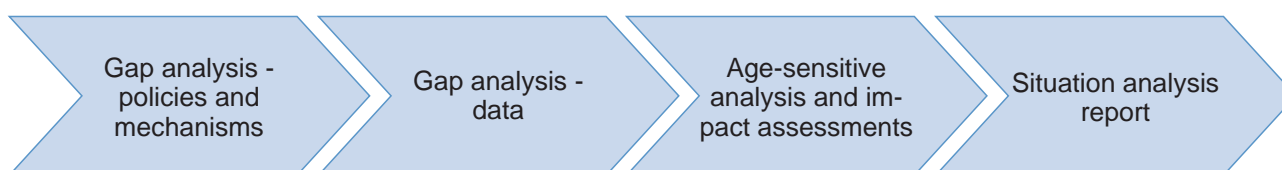
Box 2.1. Guiding questions for the situation analysis

- What is the current policy approach to population and individual ageing?
- Is ageing-related policy aligned with relevant international frameworks?
- What is the current approach to mainstreaming ageing and what mechanisms are in place?
- What data are available and relevant? What are the data gaps?
- What are the blank spots and problems in mainstreaming ageing?
- Which are the main problem areas and priorities for action that the Strategic Framework for Mainstreaming Ageing should address?

Potential challenges

- Lack of coherent information about various existing mainstreaming efforts in the country
- Lack of ageing-related and age-disaggregated data
- Lack of methodology for age-sensitive analysis and impact assessments

Suggested actions



1. Gap analysis – policies and mechanisms

➤ Establish an overview of relevant policies at national and subnational level

The situation analysis may start with a compilation and mapping of existing policies and initiatives in the field of ageing to take stock and appraise the current approach. Box 2.2 outlines core policy sectors that are typically covered by ageing-related policies. In addition to a review and mapping of explicitly ageing-related policies, it is recommended to map out the broader policy context including relevant international, national and subnational policy strategies in the areas of sustainable development, the economy, labour market, poverty reduction, demography, gender equality, education, security, transport, and others. This broad policy mapping will enable a screening and analysis of the degree to which ageing is addressed and help uncover “blank spots” in mainstreaming ageing, that is policy fields in which the implications of individual and population ageing are not or insufficiently taken into account and addressed.

Box 2.2. Core sectors in ageing-related policy

To realize the potential of longevity and address the challenges and opportunities of population ageing, policy priorities identified in both international and national context typically focus on the following sectors:

Education

The increasing lifespan and rapid social and technological change pose specific challenges for the education sector to provide access to inclusive and equitable quality education and lifelong learning opportunities for all age groups. Access to and encouragement of lifelong learning and opportunities for education and (re)training need to be available irrespective of age. To adapt to ever shorter cycles of technological innovation, people will need to continuously adapt to new demands and technological opportunities. Example of lifelong learning opportunities include adult training programmes, financial support and flexible working arrangements that facilitate skill development for working age populations, trainings in information and communication technologies for older employees and retirees, and universities of the third age.

Employment

In many UNECE countries the average age of labour market exit is below the statutory retirement age in particular among women. This means that the labour market is losing important resources in terms of experience and labour capacity, while older workers lose in terms of their pension rights and income security. Ageing societies, with their shrinking workforce, cannot afford to lose the highly valuable resource of experienced older workers. Policy measures that promote the employment of older workers include training and skills development, the provision of accessible workspaces and tailored employment assistance, measures to encourage employers to hire and retain older workers and the encouragement of age-management at company level. Examples include information campaigns that highlight the value of older workers and age diversity to businesses, financial incentives, and measures against ageism in employment. Other policies support older workers with caring duties by enhancing access to flexible working arrangements.

Health and Social Care

Health is an important determinant of quality of life and an enabler of the contributions older persons make. However, later years of life might not be lived in good health. Personal lifestyles at all ages, and public policies and environments that promote healthy ageing can help prevent or delay ill health and disability in older age. Investment in health promotion and in preventive healthcare practices can enhance personal well-being and prolong the years that a person can contribute to the community and live independently, overall reducing the need for health care treatments and long-term care (LTC). Without adequate investment in health promotion and disease prevention, population ageing will come with a growing need for informal and formal LTC. At the same time, the number of people of working age, who could provide informal LTC, will decrease. Ensuring the sustainability of long-term care systems and a qualified care workforce are key elements in securing an optimal quality of LTC and protecting human dignity in an ageing society.

Housing

Ageing populations call for provisions in the area of housing. In many cases older persons live alone or with a partner, which is often their preference. Supporting preferred living arrangements and independent living may require assistive measures that enable older persons to remain at their home, such as adapting dwellings to the needs of older persons, remodelling homes to remove barriers and providing meals or household assistance. To avoid unnecessary institutionalization of older persons who require assistance, families should be empowered to provide care and support when feasible. In addition, applying ageing-in-place measures that support independent living can include: the provision of affordable housing, utilizing smart technologies for independent living, ensuring secure home environments, designing safe and functional homes, and ensuring energy efficiency in buildings to enhance appropriate living environments. Development of housing that supports independent living can be facilitated through various models of co-housing or congregate living, and availability of assisted facilities. The provision of income security and income support to older persons can also help fulfil their housing needs and contribute to reducing risks of poverty and homelessness.

Box 2.2. Core sectors in ageing-related policy (continued)

Social Security and Social Protection

Guaranteeing sustainable, adequate and equitable social security and social protection systems is critical for preventing economic insecurity and poverty, including in older age. The growing numbers of older persons receiving pensions and other social benefits and services is a considerable challenge for fiscal systems in many countries. Access to social security and social protection is strongly associated with existing gender inequalities, thus special attention should be paid to older women as they are at greater risk of falling into income poverty than older men.

Transport and Mobility

Transportation is crucial for maintaining social connections, participating in communities and accessing health and social services. Mobility enhances physical- and mental health, enabling older persons to enjoy life and defer the onset of disability and dependence. However, many older persons with reduced mobility cannot be self-sufficient without adequate transportation. The growing ageing population therefore calls for the development of sustainable, smart and age-friendly transportation and for reconsidering planning priorities to make public transportation appropriate, available, affordable and accessible as well as safe and secure for all.

Mapping out key international frameworks of relevance, including MIPAA/RIS (Box 2.3), the 2030 Agenda for Sustainable Development, international instruments on human rights and gender equality and the Decade of Healthy Ageing, among others (Annex 2) will enable an assessment of alignment with the policy priorities and commitments they include.

Box 2.3. MIPAA/RIS commitments

1. To mainstreaming ageing in all policy fields.
2. To ensure full integration and participation of older persons in society.
3. To promote equitable and sustainable economic growth in response to population ageing.
4. To adjust social protection systems.
5. To enable labour markets to respond to the economic and social consequences of population ageing.
6. To promote lifelong learning and adapt educational systems.
7. To strive to ensure quality of life at all ages and maintain independent living including health and well-being.
8. To mainstream a gender approach in an ageing society.
9. To support families providing care for older persons and promote intergenerational and intragenerational solidarity among their members.
10. To promote the implementation and follow-up of the regional implementation strategy through regional cooperation.

The review and mapping of policies can be organised according to the twin-track approach that distinguishes between societal and individual dimensions of ageing as illustrated in Table 2.1.

Table 2.1. Mapping policies and measures in line with the ‘twin-track approach’

	Population Ageing	Individual Ageing
Social Protection and Security	<ul style="list-style-type: none"> - Policy measures that secure social protection and security for all age groups - Measures to ensure long-term sustainability of the pension system 	<ul style="list-style-type: none"> - Adequate and equitable social protection and income security across the life course - Measures that promote access to social security and social protection for all
Labour Markets	<ul style="list-style-type: none"> - Labour market policies encouraging longer working lives - Flexible retirement schemes - Policies and regulation against age-based discrimination in employment - Information campaigns promoting age management by employers 	<ul style="list-style-type: none"> - Measures that promote lifelong learning - Tailored employment assistance for disadvantaged age groups such as youth and older workers - Age-adapted accessible workspaces - Measures helping reconcile work and family life
Health and Well-being	<ul style="list-style-type: none"> - Public policies and environments that promote healthy ageing - Measures aimed at strengthening preventive healthcare practices - Long-term care sector reforms 	<ul style="list-style-type: none"> - Measures that promote equal access to health and social care across the life course - Measures that address the needs and rights of older persons in care situations
Transportation	<ul style="list-style-type: none"> - Adapting transport policy to changing age structures and mobility needs among the population - Information and communication 	<ul style="list-style-type: none"> - Measures that promote appropriate, available, affordable and accessible as well as safe and secure transportation for all - Measures that remove the barriers that limit the mobility of older persons
Gender Equality	<ul style="list-style-type: none"> - Policies and regulation that promote gender equality - Age-sensitive gender equality plans, strategies or policies 	<ul style="list-style-type: none"> - Measures aimed at reducing age and gender-based discrimination - Specific efforts aimed at providing equal access and participation in the workforce and social, economic and financial services - Provisions to prevent violence, abuse and neglect of older women and men
Urban Planning	<ul style="list-style-type: none"> - Promotion of intergenerational housing and planning of neighbourhoods that favour a mix of generations - Adapting to ageing populations by promoting of age-friendly cities and communities 	<ul style="list-style-type: none"> - Accessible housing and public spaces that favour independent living for people of all abilities - Ensuring that community-based services address the needs of all age groups
Etc.	<ul style="list-style-type: none"> - Etc. 	<ul style="list-style-type: none"> - Etc.

A broad policy review and mapping further enables an assessment of policy coherence between sectors and levels of government (horizontal and vertical coherence). Actions in one policy area can create obstacles or barriers to the achievement of priorities in another area if there is no coherence between policies. Challenges related to ageing cannot be addressed by policy measures in one sector alone – they are multi-dimensional and require mutually supportive and reinforcing policy measures across policy sectors. Box 2.4 provides selected examples of cross-cutting policy issues for which this is the case.

Box 2.4. Selected cross-cutting policy issues

Poverty in Old Age

While many accomplishments in reducing poverty in old age were obtained over the past decades, it is widely acknowledged that older persons – especially older women - are at greater risk of experiencing poverty. On average, the poverty level for persons among the 75+ year-old group across OECD countries is 14.7 per cent, which is 3.5 percentage points higher than the poverty level among persons 65-74 years old. Those aged 80+ are less able to work, more likely to have spent their savings and are among the most in need of care services. Poverty in old age is both a social and fiscal challenge that is likely to increase as populations continue to age. Mitigating the consequences of poverty at the individual and societal level can be addressed through mainstreaming ageing and gender concerns.

For more information: [‘Income Poverty in Old Age. UNDESA.](#)

Gender Equality in Ageing Societies

Women across the UNECE region have a longer life expectancy than men and dominate in numbers among the older age group. The different gender roles shape the lifetime opportunities and experience of ageing unequally. Ageing impacts men and women differently including intersecting discriminations leading to inequalities disadvantaging older women. The fact that women face greater challenges when they are old is often the result of lifelong inequalities and discrimination that are compounded at old age. It includes the unequal distribution of labour between paid work and unpaid care, uneven opportunities in the world of work, uneven distribution of income, resulting in lower pensions and wealth. Hence, gender inequality in old age is manifested by a greater risk of poverty, which is higher among older women than older men due to disparities in the labour market as described above but also due to women’s higher risk of living alone in old age. A comprehensive gender-responsive and societal adaptation to population ageing can ensure that the opportunities and risks of ageing will be equally shared by women and men, and that women and men can age equally.

For more information: [UNECE Policy Brief No. 23 on Gender Equality in Ageing Societies](#)

Ageism

Ageism is the stereotyping, prejudice and discrimination towards people on the basis of age. Ageism cuts across the life course and has often significant impacts and/or can have harmful effects on older persons. Ageism occurs in various contexts such as in the labour market, health sector, education, the family and community and can be inflicted by the financial service sector or through the media. Ageism negatively affects health and well-being and can reduce life expectancy. Its complexity and intersection with other grounds for discrimination such as gender or ethnicity (intersectional discrimination) call for a comprehensive and multisectoral policy response at all levels of society.

For more information: [UNECE Policy Brief No. 21 on Combating Ageism in the World of Work.](#)

Box 2.4. Selected cross-cutting policy issues (continued)

Abuse of Older Persons

Abuse of older persons is a serious societal problem that often goes undetected and underreported. WHO has defined elder abuse as “a single, or repeated act, or lack of appropriate action, occurring within any relationship where there is an expectation of trust which causes harm or distress to an older person”. Abuse can range from criminal offences, to acts that are not criminal but which nevertheless cause harm to an older person. It can occur in both formal and informal settings. Common forms of abuse include physical-, psychological-, sexual-, and financial or material abuse, as well as (self-) neglect and discrimination. With the ageing population, abuse of older persons is inclined to increase, adding urgency to respond.

For more information: [UNECE Policy Brief No.14 on Abuse of Older Persons; WHO Fact Sheet on Elder Abuse](#)

Social Isolation and Loneliness

Older persons are at increased risk of isolation and loneliness as they are more likely to face situations such as loss of family and friends, chronic illness, decreased mobility, living alone and income loss. Social isolation and loneliness have been exacerbated during the COVID-19 pandemic. It can have serious effects on health and wellbeing, particularly mental health. Interventions and advocacy are needed to reduce loneliness and social isolation among older persons.

For more information: [UNECE Policy Brief No.4 on Integration and Participation of Older Persons in Society](#)

Emergency Situations

Older persons remain among the most seriously affected groups in emergency situations. This has been demonstrated by heat waves, influenza as well as during the COVID-19 pandemic, which impacted populations and groups disproportionately, including particularly older persons, but also youth, women, children, persons with disabilities and informal workers among others. The disproportionate effect on older persons sheds light on longstanding gaps that make some groups of older persons less resilient in a time of crisis (such as comorbidities, lack of resources in long-term care homes and lack of digital literacy in the context of lockdowns) calling on countries to respond. Emergency situations impact older persons to different degrees depending on their specific health and social status. These may relate to physical health, mental health, functional status and disability, nutrition, lifestyle habits, family and social relations, gender relations and the economic situation of older persons. Awareness of the needs and contributions of older persons while developing activities can contribute to more effective interventions, including equitable access to essential health and social services by older people during all phases of an emergency.

For more information: [UNECE Policy Brief No. 25 on Older Persons in Emergency Situations](#)

Led by the core group, the review and mapping should take into consideration contributions from - and the views of – all relevant line ministries and solicit information from a number of sources. The participation of the stakeholder network in conducting the analysis is recommended to ensure all relevant perspectives are taken into consideration to determine which areas require attention in the further formulation of the framework. Guidance on the bottom-up participatory approach developed for MIPAA reviews and appraisal can be useful in this regard (Box 2.5).

Box 2.5. Participatory approach and stakeholder engagement for MIPAA review and appraisal

The immediate purpose of the participatory approach is to ensure that older persons have an opportunity to express their views on the impact of policies and action affecting their lives. The overall goal is to warrant that older persons and other relevant stakeholders are engaged in all the phases, including strategic development, policy design, identification of activities and monitoring and evaluation. The aim of this approach goes beyond generating knowledge and consists of supporting action and promoting public awareness. Applying a participatory approach supports:

- The identification of problems, needs and expectations of individuals as they age
- A better understanding of how ageing-related content relates to policy measures and activities
- Strengthening participant's empowerment and trust in the mainstreaming process
- Prevention and management of risks, unexpected results and misunderstandings
- Effectiveness and identification of efficient measures

Source: Guidelines for review and appraisal of the Madrid International Plan of Action on Ageing – Bottom-up participatory approach, United Nations, 2006.

Reviewing and mapping of policies and measures can help inform the development of an evidence-based framework and support the process in identifying trends, risks, challenges and opportunities.

➤ Identify mainstreaming gaps across policy fields and levels

To identify mainstreaming gaps in policy, it is recommended to use the review of the broader policy context at national and subnational levels to detect policy strategies and priorities in which ageing issues are not currently considered or not sufficiently addressed.

In the gap analysis, the guiding questions outlined in Box 2.6 could be considered to help organise relevant information and cross-check adherence and alignment with core commitments related to ageing, gender equality and human rights. Structuring the mapping in compliance with the MIPAA/RIS commitments and other priorities of relevance to ageing can help shed light on policy areas that need specific attention in the development of the framework.

Box. 2.6. Guiding questions for the gap analysis

- Are policies at national and subnational level aligned with MIPAA/RIS and other relevant frameworks and are there relevant ageing-related challenges that are currently not or insufficiently addressed?
- Are both societal and individual dimensions of ageing addressed policies?
- Are ageing-related policies human-rights based and gender-responsive?
- Do they acknowledge the diversity and heterogeneity of the population?
- Are ageing-related policies focused on older persons only or do they follow a life-course approach?
- Do ageing-related policies consider the needs and rights of all generations and promote inter- and intragenerational equity?

A screening of the national and subnational budget allocations can help evaluate whether financial commitments to specific policy areas reflect ageing-related policies and priorities and are allocated equitably between different age groups.

➤ **Establish an overview of mainstreaming ageing mechanisms**

Complementing the policy review, it is recommended to map and review mainstreaming mechanisms already in place to support mainstreaming ageing. The review can build on the stakeholder mapping and analysis prepared in Stage 1, which will have identified the relevant entities and focal points with responsibilities for ageing-related policy across government. The following aspects and guiding questions presented in Box 2.7 could be considered for the mapping exercise.

Box 2.7. Mapping of mainstreaming mechanisms

- Which coordination mechanisms for mainstreaming ageing are in place?
- Are there focal points on ageing established across government departments?
- Is there political commitment to mainstream ageing?
- Are there mandates, administrative instructions, coordination and communication activities to support mainstreaming ageing and cross-sectoral policy coordination?
- Is there regular exchange and coordination between ministries and focal points on ageing on ageing-related questions to ensure policy coordination and coherence?
- Are there existing mandates at national and subnational levels for systematic mainstreaming of ageing issues into all new policies?
- Are there trainings and capacity-building on ageing for focal points on ageing and other decision-makers?
- Are there administrative instructions on how to systematically address ageing in new policies?
- Are there administrative instructions on conducting impact assessments of new laws and policies on different age groups?
- Have there been and/sufficient resources allocated to mainstreaming activities?

➤ **Identify gaps and shortcomings in mainstreaming mechanisms**

The gap analysis on mechanisms to support mainstreaming ageing is particularly important to help bring to light existing gaps and weaknesses in the institutional arrangements for mainstreaming ageing and to identify areas for action that the Strategic Framework needs to advance. Box 2.8 summarises key enabling factors for mainstreaming, which could be considered in the gap analysis to assess if and to what extent conditions for effective mainstreaming are in place.

Box 2.8. Enabling factors for mainstreaming ageing

Commitment

Leadership on mainstreaming ageing is an essential pre-condition to ensure that ageing is recognized as a transformative process that needs to be addressed in all policy fields and at all levels. The buy-in and political commitment at the highest political level and by all relevant stakeholders and decision makers is needed to establish the necessary mandates, institutionalise mainstreaming ageing and facilitate coordination and collaboration..

Box 2.8. Enabling factors for mainstreaming ageing (continued)

Capacity

Adequate capacity for mainstreaming needs to be ensured. This includes clear mandates, responsibilities and accountability for mainstreaming by all policy sectors and levels of government, staff time and skill development as well as allocation of funds required for activities that underpin mainstreaming ageing.

Communication

Regular communication and awareness-raising are key to ensuring that the importance of mainstreaming ageing is understood and embraced and that there is regular dialogue and exchange on ageing-related questions.

Coordination

Effective policy coordination across and at all levels is needed and depends on a participatory and inclusive approach to mainstreaming ageing.

Collaboration

The whole-of-government and whole-of-society approach to mainstreaming ageing requires governmental and non-governmental stakeholders to work closely together across sectors and levels of government. Mainstreaming ageing requires joined-up thinking and collaborative action.

Coherence

As mainstreaming ageing seeks to integrate ageing issues into all policy fields, policy coherence needs to be ensured by striving for consistency between policies across policy sectors and encouraging mutually reinforcing actions.

Based on the review and mapping of mainstreaming mechanisms, the analysis can identify priority areas and needed activities to establish and institutionalise - or strengthen - mainstreaming processes. Complementing this review, an overview of available ageing-related data is needed.

2. Gap analysis - data

➤ Establish an overview of available ageing-related data

Age-disaggregated and ageing-related data is essential in understanding the situation and needs of different age groups (at present and in the future) and to inform evidence-based planning, decision-making, monitoring and evaluation of policies. The collection of age- and gender-specific information for planning, monitoring and evaluation has long been identified as a critical element of the implementation of MIPAA. Statistical agencies have faced many challenges in meeting this need: statistics on the lives of older people are often dispersed, and limited in their scope, comparability and completeness. As part of the initial review and mapping it is recommended to obtain an overview of available and relevant data at national and subnational levels.

The policy mapping can guide the assessment of what data is relevant. At the core of the mainstreaming framework is an understanding that population ageing affects all domains of society bringing opportunities and challenges that require evidence-based policies. Data on the situation of different age groups in society allows to identify gaps, inequities and barriers that need to be addressed. The need for relevant information is

therefore wide-ranging. Data on socio-demographic, economic, medical, intergenerational, gender and other aspects should cover all age groups including the oldest old (often data collection stops at age 65, 75 or 80).²¹ Data, where possible, should be disaggregated by age, gender, income, educational attainment, disability and ethnicity. Examples of data sources are included in Box 2.9.

Box 2.9. What data is relevant?

Depending on the country context and data environments the following data can be considered:

- For analysing demographic shifts and demographic impact: population data drawn from censuses, civil registration, surveys, etc., and based on population projections, including at subnational levels.
- For data on the general status of older persons and other age groups: censuses, household- and other surveys, as well as data from the civil registration system.
- For sector- based data:
 - Data relating to labour market and experiences of older persons from e.g. Labour Force Surveys, Household Budget Surveys and population surveys.
 - Health-related data from National Health Surveys, and in Europe the Survey of Health, Ageing and Retirement (SHARE). Data on well-being, cognition, chronic illness and disability, care needs, receipt of formal and informal care; preventative care, as well as access to health and long-term care.
 - Data on economic status
 - Data on education and lifelong learning
 - Data on ICT use
 - Data on social participation
 - Data on transport, measuring the availability of and access to transportation
 - Data on housing, living arrangements and independent living from e.g. household surveys.
 - Gender data from gender surveys (e.g. Generations and Gender Survey)
 - Data on intergenerational transfers (e.g. Generations and Gender Survey, SHARE)

For more information on statistical data in support of ageing-related policymaking see [UNECE Recommendations on Ageing-related Statistics](#).

➤ Identify data gaps

It is widely acknowledged that many gaps in ageing-related statistics exist. Lack of data challenges a quantifiable assessment and understanding of the challenges and opportunities related to ageing. In particular the need for data disaggregated by age, gender, disability and socio-economic status and indicators addressing issues relevant to older persons and population ageing are of critical importance. The lack of data may limit the analysis and challenges the ability to establish an evidence-based framework. Where possible, it is suggested to combine qualitative information with quantitative sources, to help address any data availability gaps there may be.

The policy areas in which ageing is not currently considered and on which ageing-related data may not yet be collected can help identify data gaps across different policy sectors. Working with national data hubs/statistical offices is critical to fill these gaps in the medium and longer term and identify the type of data needed to inform mainstreaming strategies. It is advised to consider including strengthening of ageing-related statistics, increased data availability and disaggregated data as a strategic goal in Stage 3 and related activities in Stage 4 to enable a stronger evidence-base for future ageing-related measures.

²¹ The need to collect statistics on the older age groups was stressed in the report on ageing-related statistical data collection (<https://unstats.un.org/unsd/statcom/49th-session/documents/2018-19-Ageing-E.pdf>). This report was endorsed by the UN Statistical Commission on 6-8 March 2018: <https://unstats.un.org/unsd/statcom/49th-session/documents/Report-on-the-49th-session-E.pdf>

Recommendations to improve the availability, accessibility and comparability of statistical data in support of ageing-related policymaking were discussed and addressed in the context of the UNECE Task Force on Ageing-related Statistics as well as by the Titchfield City Group on Ageing-related and Age-disaggregated Statistics. Recent work has also produced recommendations for measuring older populations living in institutions as they are often excluded from official statistics (Box 2.10).

Box 2.10. Recommendations on ageing-related statistics

UNECE Recommendations on Ageing-related Statistics

In 2013, the Conference of European Statisticians established a UNECE Task Force on Ageing-related Statistics in response to the increasing need for a sound evidence-base for policy formulation on population ageing. The Task Force developed and in 2016 issued recommendations for statistical offices to improve the availability, accessibility and comparability of statistical data in support of ageing-related policymaking. The recommendations were prepared through the lens of the four goals of the 2012 Vienna Ministerial Declaration:

- i) Encourage longer working life and maintain ability to work.
- ii) Promote participation, non-discrimination and social inclusion of older persons.
- iii) Promote and safeguard dignity, health and independence in older age.
- iv) Maintain and enhance intergenerational solidarity.

In addition to these four areas, the recommendations cover demographic measures of ageing, issues such as data gaps and the need for further data collections; institutional population aspects; dissemination and communication of ageing-related statistics as well as recommendations for national statistical offices.

https://www.unece.org/fileadmin/DAM/stats/publications/2016/ECECESSTAT20164_ENG_web.pdf

UNECE Recommendations for Measuring Older Populations in Institutions

Statistics on social and demographic topics are usually produced from surveys of private households. People living in institutions are often excluded because it can be complicated and expensive to identify and sample the institutions and their residents. The recommendations guide national statistical offices in deciding whether, when and how to include institutional populations of older people in the production of ageing-related statistics. It examines definitions and classifications; proposes a methodology for quantifying bias; and considers the particular challenges for survey design and data collection posed by institutional populations of older people, including challenges in using administrative data sources and ethical considerations particular to this group.

<https://unece.org/statistics/publications/recommendations-measuring-older-populations-institutions>

Titchfield City Group on Ageing-related and Age-disaggregated Statistics

The Titchfield City Group was created at the United Nations Statistical Commission in 2018. The purpose of the group is to contribute to establishing international standards and methods for the compilation of statistics and data on the major dimensions of ageing-related and age-disaggregated data across the life cycle.

The Group develops standardized tools and methods for producing both disaggregated data by age and ageing-related data. It supports dissemination of good practices across the world and facilitates collaborations between National Statistical Institutes. The Group includes members from National Statistical Offices from 58 countries as well as representatives from United Nations agencies, multilateral and bilateral agencies, academia and civil society organizations.

<https://unstats.un.org/unsd/methodology/citygroups/Titchfield.cshtml>

Disaggregated data is particularly important for the analysis and evidence-based policymaking to advance human rights and gender equality. A human-rights based approach to data suggests considering also data from non-traditional data sources from e.g. big-data, citizens generated sources or from non-government data providers to address the gaps of relevant (disaggregated) data availability. Guidance on a human rights-based approach to data and gender statistics can help advance collection and analysis of relevant data (Box 2.11).

Box 2.11. Human Rights-Based Approach to Data (HRBAD)

Data disaggregation and collection by population group is central to HRBAD. HRBAD enables assessing possible inequalities and discrimination and can help determine whether human rights obligations are met. The approach focuses on the collection and publishing of disaggregated data by sex, age, ethnicity, migration or displacement status, disability, religion, civil status, income, and gender identity.

The HRBAD aims to strengthen systematic data disaggregation by bringing together relevant data stakeholders to supplement traditional data collection efforts and can be helpful in addressing data gaps and the identification of indicators to monitor progress on the mainstreaming ageing efforts. At the same time, data collection, disaggregation and analysis need to ensure respect for human rights principles, such as participation, self-identification, transparency, privacy and accountability, in order to avoid risks to the protection of the rights of older persons or groups concerned.

- For more guidance on the HRBAD: [A Human Rights-Based Approach to Data – Leaving no one behind in the 2030 Agenda for Sustainable Development – Guidance note to data collection and data disaggregation](#)
- Additional information: [Human rights of older persons and the data gap: Report of the Independent Expert on the enjoyment of all human rights by older persons, 2020](#)
- For guidance on gender statistics: <https://unece.org/statistics/gender-statistics>

3. Age-sensitive analysis and impact assessments

- **Identify potential effects of policies, strategies, plans or activities on different age groups, including older persons**

In addition to the results of the review, mapping and analysis of policies, mainstreaming mechanisms and data, more specific analysis of the implications of policies for different age groups can be included in the situation analysis and help identify challenges and priorities for action towards achieving a society for all ages. While limited methodologies and experience in carrying out age-sensitive analysis is available to date (see Annex 5 for examples), methods have been developed in the field of gender mainstreaming to assess the gender impact of policies through gender-sensitive analysis. Box 2.12 provides some guiding questions that can be used to analyse the (potential) impact of a policy, plan, programme or legislation on different age groups in the population.

Box 2.12. Questions of relevance for carrying out age-sensitive analysis

- Who is the target of a policy, plan, programme or legislation? Specifying age groups, gender, population group.
- Why is the policy, programme or legislation of relevance to older persons or other age groups and how?
- What is the potential impact of the policy, programme or legislation on the needs or rights of different age groups?
- Were different age groups consulted?
- How are activity, access and other patterns shaped by the social and economic context, structural factors (demographic, legal and institutional) and by cultural and religious aspects?
- Where do opportunities or entry points for change exist? And how can they best be used?

Source: Questions inspired by the [Gender Mainstreaming tool – Gender Analysis](#) developed by the European Institute for Gender Equality; Annex 5 provides an example of a 'Gender-Based Analysis Plus' tool that integrates age-sensitive analysis with gender analysis.

The COVID-19 pandemic illustrates the importance of age-sensitive analysis. The measures taken in response to the pandemic have impacted different age groups in different ways. Older persons, especially those living in care homes, were identified as a high-risk group for COVID-19. Measures taken to protect them, such as stay-at-home orders and social distancing lead to increased social isolation, loneliness, and difficulties in accessing goods and services. Children and youth have been strongly impacted by the closure of schools with negative consequences for their education and mental well-being. The working age population has been impacted by risk of unemployment due to the closure of businesses, and challenges with reconciling work and care during day care and school closures. An age-sensitive analysis can help uncover these diverse impacts and bring to light the experiences, challenges and needs of different population groups.

Impact assessments can be carried out to help identify potential effects of measures on older persons as well as other age groups. They can for instance check if existing or planned laws, policies and measures have ageist provisions, which may lead to the need for strengthening measures against age-based discrimination, stereotypes and prejudice. If impact assessments for different age groups are not yet routinely carried out when developing new policies, programmes or legislation, the development of methods and guidelines is recommended to avoid negative impacts of policies on specific age groups or ageing-related priorities.

Developing guidelines for age-sensitive analysis and impact assessments can be considered as one of the objectives (Stage 3) or activities (Stage 4) of the strategic framework for mainstreaming ageing. To enable mainstreaming across sectors, inter-disciplinary assessments can help evaluate existing laws and policies. In some countries, assessments and inter-disciplinary assessments of relevance to ageing have been carried out as a part of national planning efforts, or as a part of regulatory assessments, that include older persons as a target group in poverty impact or other assessments (see example in Annex 5). As many impacts affecting ageing and older persons depend on future events, assessments should reflect uncertainties posed by e.g. climate change, demographic developments, digitalization, economic shocks, disasters and other emergencies including COVID-19.

4. Situation analysis report

- **Summarise the findings from the mapping and analyses and list gaps and problem areas**

Findings of the above-mentioned analyses can be summarized in a situation analysis report specific to population ageing and the situation of different age groups along the life course, including older persons. (Box 2.13). The report should be subject to consultation with line ministries and stakeholders (stakeholder network).

Box 2.13. Suggested content of the situation analysis report

- Overview on the ageing situation in the country
- Adherence to international commitments
- Overview of frameworks, policies in place and activities implemented
- Results of the policy gap analysis
- Results of analysis of gaps in mainstreaming processes and practices
- Results of data gap analysis
- Results of age-sensitive analysis and impact assessments
- Assessment of the strengths and weaknesses of the current approach to mainstreaming ageing
- Priority areas identified as a result of the analyses

By presenting the current situation on mainstreaming ageing from a sector specific/cross-cutting perspective, the purpose of the situation analysis report is to provide a baseline, highlight gaps and point to areas that need specific attention. As a result, the report can provide a comprehensive overview of the status quo and serve as a base line for developing the vision and directions for the Strategic Framework for Mainstreaming Ageing in Stage 3.

Checklist

- Relevant policies reviewed, mapped and gaps analysed
- Mechanisms of mainstreaming ageing reviewed, mapped and gaps analysed
- Relevant data revised, mapped and gaps analysed
- Gaps, problems and priorities for action identified
- Age-sensitive analysis and impact assessments conducted
- Situation analysis report completed
- Report consulted among the stakeholder network



STAGE 3 - VISION AND DIRECTIONS

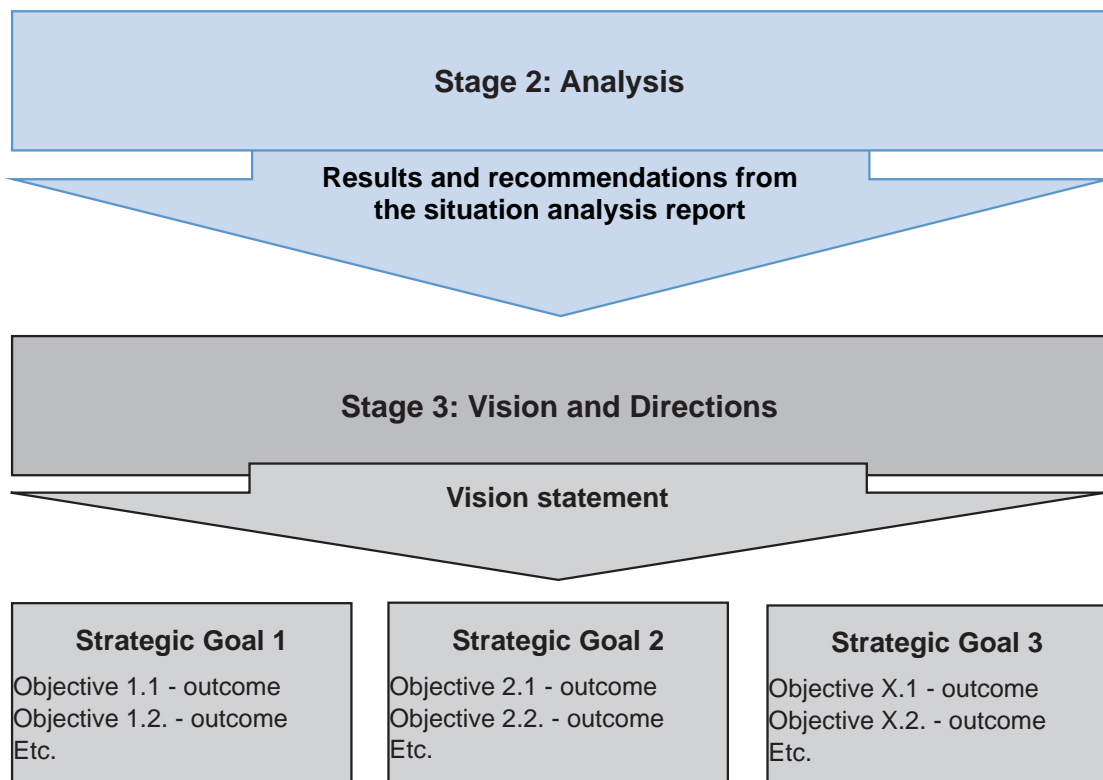
What is this Stage about?

- Objective:** To identify the vision and long-term goals to be achieved by the Strategic Framework for Mainstreaming Ageing.
- Content:** Stage 3 focuses on developing the strategic direction as an overarching blueprint for the Strategic Framework. In accordance with the 'twin-track approach', suggested actions support setting a realistic yet ambitious scope for mainstreaming ageing, consulting stakeholders, formulating a vision statement, setting strategic goals, objectives and expected outcomes and raising awareness.
- Result:** Vision Statement, strategic goals, objectives and expected outcomes.

Introduction

The purpose of identifying a strategic vision, goals and expected outcomes is to determine the overarching direction of the Strategic Framework and define short-, medium- and long-term goals for mainstreaming ageing. These should address the results and recommendations of the situation analysis conducted in Stage 2.

Figure 3.1. Evidence-based vision and directions for the Strategic Framework



Developing a vision and main directions for mainstreaming ageing can help provide a shared understanding of how to address individual and population ageing in the years ahead and draw an overall blueprint for strategically placing and integrating ageing-related issues on the national and local policy agendas.

Box 3.1. Questions to consider in formulating a vision and directions for the Strategic Framework

- How can the Strategic Framework respond to the findings of the Analysis (Stage 2)?
- What should be the overall vision for the Strategic Framework?
- What are the overarching strategic goals of the Strategic Framework?
- Which objectives and outcomes are needed to achieve the strategic goals?
- How do these goals translate the 'twin-track approach'?
- How do the goals, objectives and expected outcomes relate to relevant international frameworks?
- How can human rights, gender and other principles be addressed (highlighted in Box 3.1)?
- How can the goals ensure each policy sector and government level mainstreams ageing?.

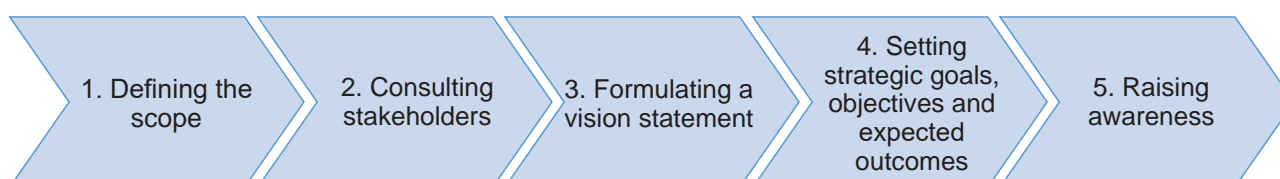
The strategic objectives and expected outcomes should seek to facilitate mainstreaming ageing by enhancing awareness, political commitment and leadership; horizontal and vertical coordination, cooperation and collaboration on ageing-related objectives; as well as building mainstreaming capacities through the allocation of needed resources, the establishment of administrative processes and capacity development among government staff responsible for ensuring mainstreaming.

Potential challenges

- Achieving cross-sectoral buy-in and collaboration in defining a joint vision and main directions for mainstreaming ageing
- Organising a broad stakeholder consultation
- Handling the complexity of addressing both population ageing and individual ageing over the life course
- Identifying priorities in addressing diverse needs and rights of different age groups
- Setting realistic goals
- Agreeing on measurable outcomes
- Ensuring alignment between national and subnational levels

Key suggested actions to develop the vision and directions include defining the scope for the Strategic Framework for Mainstreaming Ageing; carrying out stakeholder consultations to help identify the broader goals and directions; developing a vision statement; formulating strategic goals, objectives and measurable outcomes; and once these are identified, raising awareness about the Framework.

Suggested Actions



1. Defining the scope

➤ Set a realistic yet ambitious scope for mainstreaming ageing

In determining a realistic yet ambitious scope for the Strategic Framework for Mainstreaming Ageing, a number of factors need to be taken into account. The planning and situation analyses carried out in Stages 1 and 2 will have provided an overview of the current landscape of relevant international frameworks and national and local policy strategies and programmes, as well as existing mainstreaming mechanisms, on which the framework can build to address identified gaps. The scoping exercise will include an evaluation of which international frameworks to align with (see Tables 3.1 and 3.3), which core principles to follow (Box 3.2), and which mainstreaming priorities to set. Depending on the country-specific situation, the priority may be to develop a systematic mainstreaming approach for the first time or, if mainstreaming efforts are already well established, to improve and strengthen existing capacities, coordination and monitoring. It might be necessary to take an incremental approach focusing on core policy sectors first before considering a comprehensive mainstreaming scope that covers all policy fields and levels. Another question to consider in the scoping is if the mainstreaming efforts should in a first instance be limited to government policy or follow a whole-of-society approach, that would involve goals and objectives for mainstreaming ageing across civil society and the private sector. Box 3.2 below presents core principles that can guide the vision and directions for mainstreaming ageing.

Box 3.2. Core principles to guide the vision and directions

While considering ageing both from a societal perspective - societal adaptation to population ageing - and from an individual perspective - responding to the changing needs and capacities of persons as they age – it is suggested that the Strategic Framework for Mainstreaming Ageing shall be:

- **human rights-based** - seeking to ensure the enjoyment of all human rights by all age groups, including older persons. This includes explicitly avoiding and preventing ageism and age discrimination in laws, policy development and implementation and addressing the inequalities of opportunities that may exist in different fields according to age, as well as to the intersection of age and other factors such as gender, disability, cultural background, or sexual orientation. A Human Rights-Based Approach (HRBA) clarifies how human rights standards and principles should be put into practice. Under the HRBA, plans, policies and processes are anchored in a system of rights, corresponding to the entitlements of rights-holders and obligations of States as duty-bearers established by international law, including all civil, cultural, economic, political and social rights and the right to development. HRBA requires human rights principles: universality, indivisibility, equality and non-discrimination, participation, and accountability, to guide policy and programme formulation and implementation (see also [Human Rights-based Approach to Development Cooperation and Programming](#)).
- **life course-oriented** – promoting a coherent strategy for addressing the needs of all across the lifespan and enabling smooth transitions of individuals through different phases of their life course and individual ageing trajectories. Mainstreaming does not replace age-group-specific policy measures that are tailored to the concrete needs and rights of persons at different stages of their lives but ensures coherence between them.
- **gender-responsive** – seeking to advance gender equality in ageing societies (Commitment 8 of MIPAA/RIS). It is recommended to fully mainstream gender in the vision and directions for the Strategic Framework, building on international and national instruments for the advancement of women and gender equality.
- **equitable** – ensuring that measures addressing population and individual ageing and resources allocated promote intra- and intergenerational equity, including for future generations. Solidarity between generations at all levels – in families, communities and nations – is identified in MIPAA as fundamental for the achievement of a society for all ages. Intra- and intergenerational equity and solidarity are important prerequisites for social cohesion and for ensuring to leave no one behind.

Setting a timeframe for the implementation of activities under the Strategic Framework - for instance whether planning over a time span of 10, 15, or 20 years - is another element to agree on. The timeframe may be guided by various factors, such as the need to ensure alignment with government planning or implementation of other policy actions. Sectoral strategies of relevance to mainstreaming ageing may exist.²² These can be plans on ageing and/ or sectoral strategies such as health, lifelong learning or others. The existing policies and programmes and their timeframe should be taken into consideration to ensure alignment and maximise opportunities of integrating ageing issues when existing policy strategies are scheduled to be renewed or reformed. Alignment with existing policy planning cycles for core national policy strategies can provide orientation for strategic mainstreaming opportunities and by when expected outcomes can realistically be achieved. Identifying the scope of the vision and directions includes setting timelines for monitoring and evaluation of progress in implementing the framework (Stage 5). A strategic planning matrix (Table 3.1) can be useful in aligning the vision, strategic goals, objectives and outcomes with the findings of Stage 2 and priorities framed by selected international commitments.

Table 3.1. Strategic planning matrix

Vision Statement					
Strategic Goal 1					
Gaps to be addressed	Strategic objectives	Expected Outcomes	MIPAA/RIS	SDGs	Other international frameworks
Include gaps identified in the situation analysis in Stage 2 to be addressed by the strategic objectives and expected outcomes	Objective 1.1.	Outcome 1.1.1	To which MIPAA/RIS commitments do the objectives correspond?	To which SDG(s) and targets do objectives correspond?	
	Objective 1.2:	Outcome 1.1.2			
	Objective 1.3:	Etc.			
	Etc.	Etc.			
Strategic Goal 2					
Gaps to be addressed	Strategic objectives	Expected Outcomes	MIPAA/RIS	SDGs	Other international frameworks
	Objective 2.1				
	Etc.				
Strategic Goal 3					
Gaps to be addressed	Strategic objectives	Expected Outcomes	MIPAA/RIS	SDGs	Other international frameworks
	Objective 3.1				
	Etc.				

2. Consulting stakeholders

- **Solicit feedback from the stakeholder network to inform the vision and determine strategic goals**

Complementing the scoping exercise, it is recommended to carry out a stakeholder consultation to inform the formulation of the vision statement, the strategic goals and objectives. Stakeholders bring diverse perspectives

²² Some examples of existing national strategies are featured in Annex 5.

on which strategic priorities are most important and how different policy directions can impact specific policy sectors, population groups, gender equality or human rights objectives. Consultation is important in order to solicit specific feedback that can help foster a clear understanding of the complexities of ageing-related questions and the interests and needs of different stakeholders.

A consultation can take many forms, including through surveys, strategic workshops or roundtables at national and subnational level. Information and expected outcomes of the process can be summarized in a report that informs the development of the vision, strategic goals and objectives. In addition, the consultation of key stakeholders can strengthen buy-in, commitment, cooperation and collaboration of relevance to the further development and implementation of the Strategic Framework. It is suggested to carry out the consultation in such a way that feedback on both population ageing as well as individual ageing is provided.

Box 3.3. Recommendations for the consultation process

- Engage the stakeholder network (Stage1) to ensure relevant stakeholders including older persons are consulted.
- Choose an appropriate format for the consultation according to resources available and desired outreach (for example, surveys, strategic workshops or roundtables at national and subnational level).
- Select a main partner with experience in participatory processes, for example a non-governmental organization, research institute or a consultant group could be invited to facilitate the consultation.
- Carry out the consultation based on the twin-track approach.
- Make sure the consultation is in alignment with international commitments, incl. MIPAA/RIS, the 2030 Agenda for Sustainable Development and others.
- Clearly state from the beginning how and where expected outcomes will be used to manage expectations of stakeholders.
- Ensure gender and human rights perspectives are considered.

3. Formulating a vision statement

➤ Define the vision for mainstreaming ageing

The vision for mainstreaming ageing captures the “big picture” of what you want to achieve through mainstreaming ageing successfully – a society for all ages. The strategic goals, objectives and expected outcomes that will be defined by the Strategic Framework should contribute to achieving this vision. It is recommended to formulate a vision statement in collaboration with the stakeholder network to ensure a broad ownership of the vision. A vision statement can help foster a common understanding about the overall purpose of mainstreaming ageing, and guide the strategic goals, objectives, expected outcomes, as well as activities needed to achieve it successfully. Box 3.4 provides an example of a vision statement that aspires to achieve a society for all ages, addressing ageing-related aspects at both the individual and societal levels. See Annex 5 for a country example.

Box 3.4. Example of a vision statement

“Country X will be a society that respects the needs, preferences and human rights of all age groups and adapts to population ageing through measures across and at all levels of society. It will realize the full potential longevity offers with the aim of bringing society and the economy into alignment with demographic change. It aspires to enable all age groups to live their full potential and cultivate solidarity between generations. By pursuing independence, equality and dignity of persons across their lifespan, country X will be a society for all ages by 2030”.

4. Setting strategic goals, objectives and expected outcomes

- **Identify strategic goals, objectives and outcomes that outline the main directions of the Strategic Framework in response to the vision**

In collaboration with the stakeholder network and based on the results of the consultation process, strategic goals, objectives and outcomes should be determined. Strategic goals can be broad and cross-cutting in order to support the vision statement and reflect both societal and individual aspects on ageing as exemplified in Box 3.5.

Box 3.5. Examples of strategic goals

Strategic Goal 1:	Mainstream ageing into all sectors and strengthen collaboration across and at all levels of government.
Strategic Goal 2:	Build awareness and commitment to develop a society for all ages at national and subnational level and among stakeholders and partners.
Strategic Goal 3:	Remove barriers to participation and provide opportunities for the continued involvement of older persons in all aspects of social, economic and cultural life in their communities according to their needs, preferences and capacities.
Strategic Goal 4:	Foster intra- and intergenerational solidarity and ensure quality of life at all ages and independent living including health and well-being.
Strategic Goal 5:	Etc.

Under each strategic goal a number of objectives and expected outcomes should be formulated that are needed to achieve the respective goal. It is suggested to formulate the objectives in line with the twin-track approach as illustrated in Table 3.2.

Table 3.2. Applying the twin-track approach to the identification of strategic goals and objectives

Example Strategic Goal 3 (Box 3.5): Remove barriers to participation and provide opportunities for the continued involvement of older persons in all aspects of social, economic and cultural life in their communities according to their needs, preferences and capacities			
Population ageing		Individual ageing	
Objective 1.1: Broadening labour market and employment options for older persons, including options for gradual retirement.	Outcome 1.1: X per cent increase in employment rate among age group 65-75 by 2030.	Objective 1.2: Remove barriers to continued employment and lifelong learning for women and men as they age.	Outcome 1.2: Increased participation of older women and men in training.
Objective 1.4: Promote volunteering and development of civil society organizations.	Outcome 1.3: X per cent increase in government funding for civil society organizations by 2030.	Objective 1.3: Encourage older women and men to volunteer.	Outcome 1.4: Increased proportion of volunteers among older persons by 2030.
Etc.			

When defining the vision and directions for the Strategic Framework for Mainstreaming Ageing, it is recommended to align these with relevant international and national policy strategies identified by the situation analysis in Stage 2.²³ This alignment can help translate the objectives defined in international frameworks such as MIPAA/RIS, the 2030 Agenda for Sustainable Development, the Decade of Healthy Ageing and relevant human rights and gender equality instruments into national and subnational policy across sectors and address implementation gaps that may exist. Table 3.3 provides a practical example of mapping the strategic goal, outcomes and its objectives against corresponding international commitments. In addition to policies and cross-cutting sector-specific strategic goals and objectives, consideration to priorities that support awareness-raising as well as strengthening institutional capacities for the systematic mainstreaming ageing efforts should be considered.

Table 3.3. Example of a strategic goal and alignment with international frameworks

Strategic Goal 1	Objectives	Expected outcomes	MIPAA/RIS	SDGs	Other frameworks
Mainstream ageing into all sectors and strengthen collaboration across and at all levels of government	Objective 1: Ensure ageing is mainstreamed into all relevant policy areas	Outcome 1: X% of relevant policies have considered ageing-related priorities	MIPAA/RIS Commitment 1: Mainstreaming ageing in all policy fields with the aim of bringing societies and economies into harmony with demographic change to achieve a society for all ages	Goal 17, target 14: Enhancing policy coherence for sustainable development	
	Objective 2: Strengthen capacity in line ministries by establishing focal points on ageing	Outcome 2: Focal points on ageing appointed in each relevant line ministry			
	Objective 3: Strengthening coordination and collaboration on ageing-related efforts across and at all levels of government	Outcome 3: Coordination mechanism to manage ageing-related efforts across and at all levels of government established			

5. Raising awareness

Finally, campaigns and other communication activities can help raise awareness of the vision, strategic goals and objectives to enhance political and stakeholder commitment to mainstreaming ageing and ensure a shared understanding (see also Box 4.5).

²³ See also Annex 2 and Annex 5, Stage 2.

Checklist

- Situation analysis and key findings, identified gaps and needs considered
- Existing strategies reviewed and considered
- Stakeholder consultation carried out
- Vision statement formulated
- Strategic goals identified
- Objectives and outcomes determined
- Strategic objectives take into consideration the twin-track approach
- Measurable expected outcomes for the strategic objectives have been defined
- The vision, strategic goals, objectives and expected outcomes have been cross-checked with international commitments e.g. MIPAA/RIS, SDGs and others
- The vision, strategic goals and expected outcomes are human-rights based, gender-responsive, life-course oriented and equitable
- The vision, strategic goals and expected outcomes are endorsed by the stakeholder network
- Awareness-raising activities on the vision, strategic goals and expected outcomes completed

STAGE 4 - IDENTIFICATION OF ACTIVITIES

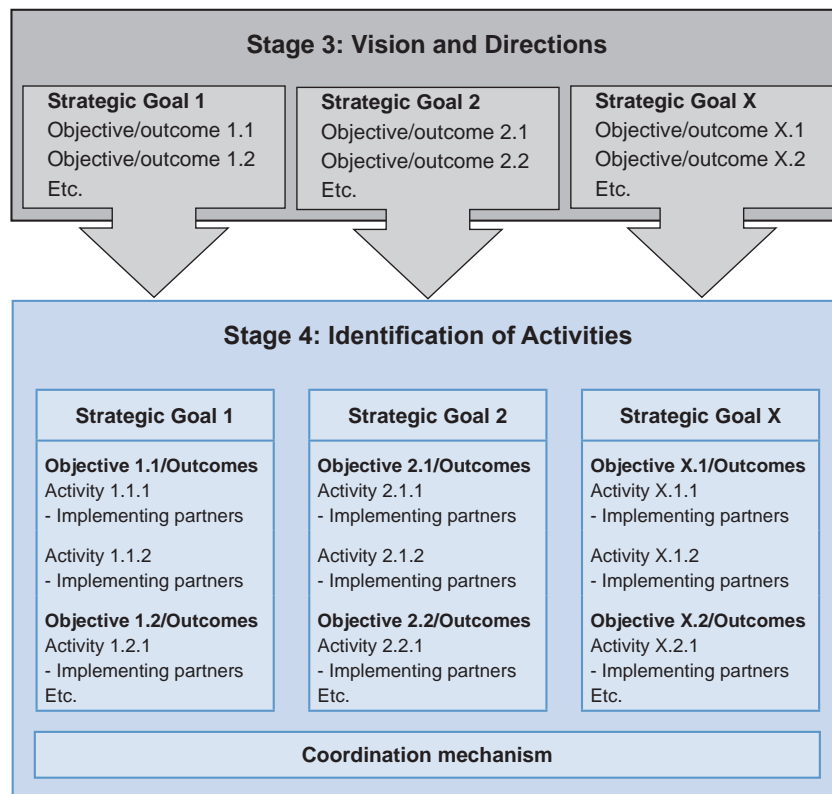
What is this Stage about?

- Objective:** To identify activities that can help realize the strategic goals, objectives and expected outcomes identified in Stage 3.
- Content:** Stage 4 suggests identifying activities that can be short-, medium- or long-term activities. When identifying the activities and outputs, responsibilities should be clearly assigned to implementing partners. Stage 4 further suggests steps to set up a mechanism for the coordinated implementation of activities.
- Result:** Coordination mechanism, implementing partners, implementation plan.

Introduction

Stage 4 focuses on identifying activities and outputs that help achieve the strategic goals, objectives and expected outcomes that were defined in Stage 3. It is recommended to include among the activities the establishment of a coordination mechanism for mainstreaming ageing as well as awareness-raising and capacity-building to ensure a successful and coherent implementation of mainstreaming activities. In addition to a detailed definition of the activities and outputs, it is important to assign responsibilities, resources and timelines that can be detailed in an implementation plan for the Strategic Framework for Mainstreaming Ageing.

Figure 4.1. Identification of activities to achieve strategic goals, objectives and desired outcomes



The activities can consist of new measures but can also integrate and build on existing policies, programmes and laws, making amendments where needed.²⁴ The engagement of stakeholders in the identification of activities is recommended to ensure broad ownership and help identify realistic activities with the commitment of implementing partners across sectors and at all levels of government/society. Ensuring coherence between national and local activities is important. Local efforts to create age-friendly communities already exist in a number of countries and could be considered and strengthened through activities defined in the Strategic Framework.²⁵

Giving the cross-cutting nature of ageing issues, responsibility for ageing-related activities may be assigned across sectors, and between governmental and non-governmental actors. Cross-sectoral collaboration may be fostered by (multi-stakeholder) partnerships. Activities in one area can impact progress in another. Cross-cutting activities should take into consideration potential trade-offs. Introducing age-sensitive analysis and impact assessments can help assess planned policies and measures and uncover if they have potentially negative impacts on other policy objectives or the situation of specific population or age groups. Ideally, activities across sectors and levels of government should mutually support and reinforce each other towards achieving the strategic goals, objectives and desired outcomes identified in Stage 3. The promotion of new forms of collaboration and a whole-of-government and whole-of-society approach to mainstreaming ageing requires effective coordination. The establishment of a central coordination mechanism that ensures both horizontal and vertical coordination of activities is recommended. Competence development and capacity-building on mainstreaming ageing among implementing partners is recommended and can help enhance awareness, strengthen commitment as well as the allocation of resources to implement the Strategic Framework.

Box 4.1. Questions to be considered for the identification of activities

- What activities and outputs are needed to achieve the strategic goals, objectives and expected outcomes that were defined in Stage 3?
- What coordination mechanisms are needed to ensure effective implementation?
- How do these activities correspond to the 'twin-track approach'?
- When should each activity be implemented?
- Who should be responsible for the implementation of the activities?
- What resources are needed?
- How can resources for proposed activities be secured?

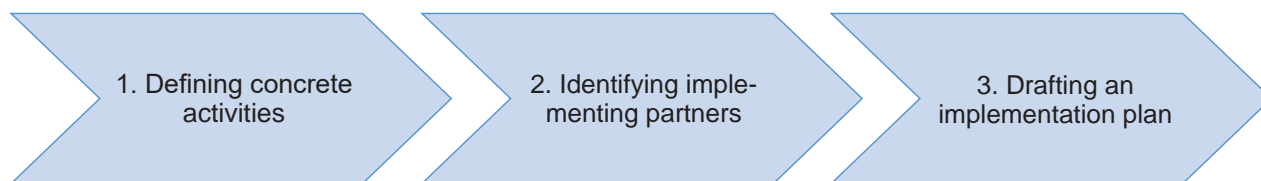
Potential challenges

- Achieving coherence across planned activities
- Obtaining commitment of implementation partners
- Ensuring effective coordination of mainstreaming activities
- Securing adequate resources for proposed activities

²⁴ Examples of ageing-related activities that have already been put in place are summarised in Annex 5.

²⁵ Many of these efforts are based on the WHO Age-friendly Cities and Communities framework and guidelines. See Annex 5, Stage 4 for more details.

Suggested Actions



1. Defining concrete activities

- **Identify activities that support the achievement of the strategic goals, objectives and expected outcomes defined in Stage 3**

Activities should support mainstreaming ageing into thematic and cross-cutting areas such as poverty prevention, health promotion, gender equality, decent work, reducing inequalities, creating accessible environments, and emergency situations. In addition to ensuring coherence across policy fields, activities for both national and subnational mainstreaming should be aligned for the short-, medium- and long-term. Box 4.2 provides examples of activities that can support mainstreaming ageing.

Box 4.2. Examples of activities

- Identify incentive barriers to mainstreaming ageing that could exist within the workings of government.
- Develop a resource mobilization strategy and plan aimed at further strengthening mainstreaming ageing across and at all levels of government.
- Establish a multi-stakeholder coordination mechanism and strategy aimed at strengthening information exchange and coordination among implementing partners.
- Establish focal points on ageing in all relevant line ministries at national and subnational level and define clear terms of reference and mandates.
- Develop guidelines for age-sensitive analysis and impact assessments.
- Provide training to focal points on ageing across ministries at national and subnational level.
- Establish the post of an ombudsperson on age-based discrimination or strengthen the mandate of the existing post.
- Organise roundtables or thematic seminars with stakeholders on specific topics of concern to individual and population ageing.
- Develop sector-specific resources to support awareness-raising on the importance of mainstreaming ageing in each sector.
- Carry out a national campaign addressing ageism.
- Establish public-private partnerships to develop innovative approaches to strengthen and improve data on ageing-related trends, demographic developments and the situation of different age groups.

Activities should be identified through a participatory process with the inclusion of the stakeholder network. Stakeholder engagement can be organised in the form of thematic advisory groups focusing on activities to achieve specific goals or objectives. Multi-stakeholder dialogues may help build consensus and shape joint activities and also support the identification of cross-cutting aspects. An overview of how activities, timelines and implementing partners are linked to the strategic goals and objectives that were defined in Stage 3 is provided in Table 4.1.

Table 4.1. Examples of concrete activities, outputs, timelines and implementing partners

Vision Statement (Stage 3)				
Strategic Goal 1 Mainstream ageing into all sectors and strengthen collaboration across and at all levels of government.				
Objective 1.1 Address ageing issues in all policy fields.				
Expected outcome 1.1 Ageing issues are integrated in all policy fields.				
No.	Activities	Outputs	Timeframe	Implementing partner
1.1.1	Develop guidelines for age-sensitive analysis and impact assessments.	Guidelines for age-sensitive analysis and impact assessments developed.	2022-2025	Mainstreaming ageing entity in collaboration with research institutes.
1.1.2	Develop and provide training courses on age-sensitive analysis and impact assessments.	Training provided on age-sensitive analysis and impact assessments.		
1.1.3	Introduce administrative instructions for carrying out age-sensitive analysis and impact assessments for all planned legislation and policies.	Administrative instructions in force.		
1.1.4	Systematically carry out age-sensitive analysis and impact assessments as part of the planning process for new legislation and policies.	Age-sensitive analysis and impact assessments carried out as part of planning process for new legislation and policies.		
Objective 1.2 Coordinate mainstreaming ageing horizontally and vertically across government sectors and levels.				
Expected outcome 1.2 Mainstreaming activities are effectively coordinated.				
No.	Activities	Outputs	Timeframe	Implementing partner
1.2.1	Establish a central coordinating body responsible for mainstreaming ageing across government.	Central coordination body established.		Central government.
1.2.2	Establish focal points on ageing with clear terms of reference in all ministries at national and subnational level.	Focal points on ageing established in all ministries at national and subnational levels with clear terms of reference.		All ministries at national and subnational level.
1.2.3.	Establish mechanisms for regular information exchange.	Regular coordination meetings between central mainstreaming body and focal points on ageing.		Central mainstreaming body.
1.2.4.	Develop action plans for the implementation of the Strategic Framework across sectors.	Focal points on ageing develop ministerial mainstreaming plans.		Focal points on ageing.
1.2.5	Establish a reporting mechanism to monitor the implementation of activities.	Focal points on ageing report annually on progress made.		Focal points on ageing.

➤ **Establish a coordination mechanism**

It is suggested to include among the core activities the establishment of a body with the mandate to oversee and coordinate both horizontally and vertically the implementation of the Strategic Framework for Mainstreaming Ageing. Placing this body centrally at the highest level of government, rather than within a line ministry, is recommended. It can coordinate the work of the focal points on ageing across ministries and levels of government and of any other relevant body (such as older people's councils, youth councils, parliamentary commissions dealing with relevant portfolios such as demographic change, gender equality or ageing). It would also be responsible for continuously engaging with the stakeholder network. The mapping and gap analysis of mainstreaming mechanisms prepared in Stage 2 can help ensure that existing bodies and processes are considered and integrated in the coordination mechanism. Box 4.3 lists a number of considerations for the coordination of mainstreaming.

Box 4.3. Mainstreaming mechanisms

In view of the need for new forms of collaboration and responsibilities for mainstreaming ageing, mechanisms may need to be newly established or strengthened to coordinate and enable mainstreaming ageing across and at all levels of government. Some key recommendations are:

- Establish a central mechanism to ensure coordinated collaboration to implement and monitor activities under the Strategic Framework for Mainstreaming Ageing at national and subnational levels.
- Establish the mechanism at the highest level of government to provide centralised oversight.
- Provide a clear mandate for mainstreaming ageing, ensuring legitimacy, acceptance and cooperation across government through clear terms of reference for each actor (Core group, focal points on ageing at national and subnational levels) that specify responsibilities.
- The mainstreaming mechanisms should enable the participation of multiple stakeholders, including civil society organizations, the private sector, and academia as well as representatives of all age groups.
- Regular information exchange and dialogue across actors responsible for mainstreaming should be facilitated through formal and informal communication channels and opportunities.
- Activities should be coordinated with existing mechanisms for gender, human rights, disability and SDG mainstreaming to ensure coherence with related processes and where possible achieve synergies.
- National statistical offices are key sources of background information for example on the demography and economy, as well as economic and social situation of older persons, and should be included in the mechanism.
- Strengthen the mandate on ageing of parliamentary commissions.
- Establish measures that ensure implementation of non-discrimination on the basis of age and provide support to victims of age-discrimination and/or a mechanism that addresses anti-discrimination issues e.g. an ombudsman or commission.

➤ **Strengthen capacities and knowledge on ageing-specific priorities to support the implementation of the Strategic Framework for Mainstreaming Ageing**

In addition to assigning mandates and responsibilities for mainstreaming ageing across all relevant policy sectors and levels of government, it is important to increase awareness of and capacities for mainstreaming ageing. It is suggested to include activities that help strengthen capacities and knowledge on ageing in the implementation plan (Table 4.1). The development of information materials, guidelines and training, for instance on age-sensitive analysis and impact assessments can help increase the understanding of ageing-specific priorities among government officials and stakeholders. Examples of competence and capacity-building efforts are listed in Box 4.4.

Box 4.4. Building capacities for mainstreaming ageing

Competence development and capacity-building is critical to ensuring that government departments and other stakeholders are well equipped to mainstream ageing. Related activities should aim at enhancing knowledge about key issues relating to population and individual ageing and about the mainstreaming ageing processes. Awareness-raising and capacity-building can consist of:

- Training seminars and workshops on the overall mainstreaming strategic goals, objectives and activities of the Strategic Framework, the benefits of mainstreaming ageing, as well as key concepts and priorities such as active ageing, human rights of older persons, among others.
- Developing guidelines and trainings on age-sensitive analysis and impact assessments and stakeholder engagement.
- Developing and disseminating sector-specific information materials that raise awareness about the relevance of population ageing for each sector.
- Investing in a web portal with information and analysis that provides a resource hub on ageing for e.g. media and other users. It could include ageing-related statistics, research findings, infographics, case studies, best practices and lessons learnt.

Capacity-building measures should take into consideration the competence of specialists in the field of ageing as well as those with expertise in human rights, gender, disability, or other areas. Experts should be sensitised to the intersection between age and human rights, or age and gender, and the specific needs and vulnerabilities of older women and men, to ensure that the needs and concerns of older persons are mainstreamed.

Awareness-raising activities should be a part of the implementation plan. Such activities can be aimed at generating awareness about the impact of population ageing on society as well as at creating sensitivity to issues related to individual ageing and the needs of older persons ('twin-track approach'). Successful awareness-raising efforts require collaboration among stakeholders. Some efforts that can help raise awareness as well as criteria for effective ageing-related awareness-raising activities are listed in Box 4.5. Annex 5 also lists various country examples of awareness-raising activities.

Box 4.5. Awareness-raising activities and criteria for effective awareness-raising campaigns

Examples of awareness-raising efforts:

- Leaflets, brochures, handbooks, manuals and guidance
- Websites and information materials
- Inclusion in school curricula, including education on human rights
- Conferences, roundtables and workshops
- Media campaigns
- Exhibitions
- Inclusion of ageing as part of related campaigns on gender equality or human rights

Some criteria for effective awareness-raising campaigns are:

- Strong basis in human rights and gender
- Clear and comprehensive definitions
- Multi-sectoral and multi-level approaches; inclusion and engagement of relevant stakeholders/communities
- Awareness-raising grounded in evidence
- Accessibility

2. Identifying implementing partners

➤ Identify partners that will be responsible for implementing the activities

To ensure implementation of the activities, partners responsible for each activity should be identified. In accordance with the whole-of-government or whole-of-society approach, these can be government departments, government agencies, subnational authorities, civil society organisations, academia, businesses or other stakeholders. Their roles and responsibilities should be determined for each activity and output. The development of Multi-Stakeholder Partnerships can be useful in promoting collaboration across sectors (Box 4.6). Partnerships that cross disciplines, sectors and levels of government can ensure the necessary capacities that are needed to implement activities. This does not only foster innovative solutions but also lead to new knowledge.

Box 4.6. Multi-Stakeholder Partnerships for mainstreaming ageing

The development of Multi-Stakeholder Partnerships (MSPs) can be useful in the development and implementation of activities aimed at systematically mainstreaming ageing across and at all levels of government. The importance of MSPs has been widely promoted as a result of the adoption of the 2030 Agenda for Sustainable Development. To achieve the SDGs, national governments are strongly encouraged to work closely on implementation with subnational governments, academia, philanthropic organizations, volunteer groups and others. This partnership approach is embodied in SDG 17 (“Strengthen the means of implementation and revitalize the global partnership for sustainable development”), target 17.14, which calls on countries to “enhance policy coherence for sustainable development” as a means of implementation. The target speaks to the interconnectedness between the 17 SDGs and the benefits of synergetic actions among stakeholders and levels of government. The need for integrated, inclusive, and coherent approaches— that enhance horizontal coordination between sectors, and vertical integration between levels of government—also addresses one of the underlying principles of the 2030 Agenda of “leaving no one behind.” Target 17.17 also encourages and promotes effective public, public-private, and civil society partnerships, building on the experience and resourcing strategies of partnerships.

For more information on Sustainable Development Goal 17, see <https://sdgs.un.org/goals/goal17>.

3. Drafting an implementation plan

To complete Stage 4, it is suggested to draft an implementation plan that details the agreed activities and outputs, including timelines and implementing partners for each activity as illustrated in a Table 4.2.

Table 4.2. Implementation plan

Vision Statement (Stage 3)					
Strategic Goal 1 (Stage 3)					
Strategic objectives (Stage 3)	Expected outcomes (Stage 3)	Activities (Stage 4)	Outputs (Stage 4)	Timeframe (Stage 4)	Implementing partners (Stage 4)
Objective 1.1	Outcome 1.1.1	Activity 1.1.1	Output 1.1.1	E.g. by 2030	E.g. Ministry of Social Affairs
	Outcome 1.1.2	Activity 1.1.2	Output 1.1.2	Etc.	Etc.
	Outcome 1.1.3	Activity 1.1.3	Output 1.1.2		
	Etc.	Etc.	Etc.		
Objective 1.2	Outcome 1.2	Activity 1.2.1			
		Activity 1.2.2			
Objective 1.3		Etc.			
Strategic Goal 2					
Strategic objectives	Expected outcomes	Activities		Timeframe	Implementing partners
Objective 2.1					
Objective 2.2					
Etc.					
Strategic Goal 3					
Strategic objectives	Expected outcomes	Activities		Time frame	Implementing partners
Objective 3.1					
Etc.					
Etc.					

Checklist

- Vision, strategic goals and expected outcomes considered (Stage 3)
- Findings of the analysis and impact assessment considered (Stage2)
- Mapping of existing activities against the objectives carried out
- Adherence to MIPAA/RIS, the 2030 Agenda for Sustainable Development and other international frameworks ensured
- Short-, medium- and long-term activities identified
- Implementing partners committed
- Stakeholder network consulted
- Coordination mechanism established
- Competence development and capacity-building considered
- Implementing partners/multi-stakeholder partnerships identified
- Implementation plan drafted



STAGE 5 - MONITORING AND EVALUATION

What is this Stage about?

Objective:	To establish a Monitoring and Evaluation (M&E) mechanism to track and evaluate progress, evaluate, adjust and continually improve mainstreaming ageing.
Content:	Suggested actions include determining M&E mechanisms that support timely and consistent monitoring and evaluation, and enable continual learning, and improvements to mainstreaming ageing. This includes defining indicators and identifying both qualitative and quantitative data sources. Suggestions are further made on developing a reporting structure and format.
Result:	M&E mechanism, indicators and reporting format and structure.

Introduction

Based on the strategic goals, directions, expected outcomes, activities and outputs defined in stages 3 and 4 respectively, a final step in developing the framework is deciding on the monitoring, evaluation and reporting modalities. M&E is critical to track and review whether the implementation of the framework is progressing as planned and whether there is progress towards achieving expected outcomes. M&E is important to ensure learning and continual improvements to mainstreaming ageing. M&E supports the determination of whether and how activities are being implemented (outputs) and whether transformative change is occurring by mainstreaming ageing (outcomes). This can help decide if additional activities may be required due to evolving needs and what adjustments need to be made (adjustments). Regular reporting on M&E findings ensures transparency and accountability.

Box 5.1. Guiding questions for monitoring and evaluation

- How can we best measure progress and document lessons learnt?
- How frequently should progress be tracked and reviewed?
- What M&E mechanism is most appropriate?
- Who should be responsible for M&E?
- Which indicators best measure progress?
- What format should the review have?
- Which reporting structures are needed?

Established monitoring, evaluation and reporting modalities for national and local government policies, including for ageing-related policies, can be followed when designing the M&E approach for the mainstreaming framework. It may be helpful to also consider international monitoring and review processes such as the periodic reviews and appraisals of MIPAA (Box 5.2), or Voluntary National Reviews of the implementation of the 2030 Agenda for Sustainable Development.

Box 5.2. Reviews and appraisal of MIPAA and the 2030 Agenda for Sustainable Development

Every five years, United Nations Member States undertake a review and appraisal of progress in the implementation of MIPAA (Box 5.1). Modalities and guidance for monitoring, review and appraisal of MIPAA were developed by the United Nations and include qualitative and quantitative methods as well as a set of indicators to assess progress made. In the UNECE Region, the first review and appraisal (MIPAA+5) was carried out in 2007, the second (MIPAA+10) in 2012 and the most recent review (MIPAA+15) was completed in 2017. The UNECE Standing Working Group on Ageing facilitates the periodic reviews by preparing guidelines for national reports.

For more information on periodic MIPAA reviews visit <https://unece.org/review-and-appraisal>

The follow-up and review processes of the 2030 Agenda for Sustainable Development can also be relevant for tracking progress on ageing-related policy priorities. As such, the 2030 Agenda encourages member States to «conduct regular and inclusive reviews of progress at the national and subnational levels, which are country-led and country-driven». These Voluntary National Reviews (VNRs) should take into consideration the key principles of the Agenda including the commitment to the principle of 'leaving no one behind'. The follow-up and review of the 2030 Agenda is to ensure a participatory approach to tracking progress and ensuring accountability through the engagement of governmental and non-governmental stakeholders across sectors and at all levels. To strengthen inclusive implementation of the SDGs and, among others, reduce inequality, data should be disaggregated by sex, age and other socio-economic aspects such as income/wealth, location, class, ethnicity, disability status.

A Global Indicator Framework (GIF) was developed and adopted in 2017 to ensure monitoring of the SDGs. It includes 231 indicators. Complementing the Global Indicator Framework, countries are to identify nationally relevant and human rights-sensitive indicators and targets and establish baseline data. The 2030 Agenda encourages the development of disaggregated indicators by sex and age, covering older age groups. As countries are to develop monitoring and reporting systems, many monitoring efforts are ongoing. They include developing review processes and mechanisms that measure progress on national and subnational SDG implementation efforts. It is recommended to consider aligning or integrating monitoring of ageing mainstreaming efforts with the process of monitoring the achieving of the SDGs.

Global Indicator Framework: <https://unstats.un.org/sdgs/indicators/indicators-list/>; see also [A/RES/71/312](https://www.un.org/News/Press/docs/2017/1709/170913.html)

Potential challenges

- Identification of relevant indicators
- Data availability
- Resources needed for monitoring and evaluation activities

The following suggested actions can guide the development of the monitoring and evaluation mechanism for the Strategic Framework.

Suggested Actions



1. Determining a monitoring and evaluation mechanism

➤ Establish mechanisms that supports timely and consistent monitoring and evaluation

The monitoring and evaluation mechanism in the Strategic Framework for Mainstreaming Ageing should make provisions for both a continuous assessment of progress on defined activities, outputs and expected outcomes (monitoring) as well as the periodic examination of the relevance, effectiveness, efficiency and impact of activities in light of the specified goals and objectives (evaluation). While monitoring activities can be organised and carried out through the mainstreaming mechanism put in place (the central coordination body, focal points on ageing and members of the stakeholder network), the evaluation should be conducted by an independent entity to ensure independence, transparency and impartiality of the results and recommendations. The mechanism for monitoring and evaluation should ensure that lessons learnt are captured and feed into a continual adjustment and improvement of mainstreaming efforts. The scope of the monitoring and evaluation framework should be determined according to resources available for these activities.

It is recommended to determine how frequently the monitoring of activities, outputs and progress towards expected outcomes defined in the Strategic Framework will be carried out. There may be different timelines for the monitoring of activities and outputs and of progress towards expected outcomes. For instance, progress on activities and defined outputs could be reported annually by focal points on ageing and the central coordination body, while it may be appropriate to have longer reporting cycles on progress towards expected outcomes, which may take a longer time span to achieve.

To assess the outcomes and societal impact of mainstreaming ageing, it could be considered to draw on existing monitoring tools such as the Active Ageing Index (AAI) or to integrate relevant questions in periodic sectoral reviews that monitor outcomes of government policies for different age and population groups in educational achievement, labour market participation or socio-economic status.²⁶ Periodic MIPAA reviews could be used as a monitoring mechanism to assess changing outcomes for older persons over time.

A participatory approach to assessing the implementation of the activities of the framework involving all relevant stakeholders across government and society allows a broad examination of progress towards the objectives and outcomes of the planned activities, nurtures continuous stakeholder engagement and transparency of the process. A format that builds on ongoing stakeholder engagement in the M&E of all planned and implemented activities is recommended.

2. Defining indicators

➤ Select indicators to track progress

Indicators should be linked to each activity of the implementation plan to measure progress on defined outputs and expected outcomes of mainstreaming ageing. Indicators may have already been developed for measuring progress of existing ageing-related activities or outcomes for specific age groups (for example the AAI, indicators to measure progress in the implementation of MIPAA, the WHO Age-friendly Cities and Communities Framework or the 2030 Agenda for Sustainable Development).²⁷ If so, these indicators could be reviewed to assess their relevance to the goals, objectives and activities identified in the framework. New indicators will likely have to be developed that are tailored to the expected outcomes and outputs defined in the implementation plan as illustrated in Tables 5.1 and 5.2.

²⁶ Annex 5 includes an example of how the monitoring of ageing-related activities of a national strategy is approached in practice.

²⁷ An example of measuring progress on establishing age-friendly communities is featured in Annex 5.

Table 5.1. Implementation plan including indicators

Vision Statement (Stage 3)							
Strategic Goal 1 (Stage 3)							
Strategic objectives (Stage 3)	Expected outcomes (Stage 3)	Outcome indicators (Stage 5)	Activities (Stage 4)	Outputs (Stage 4)	Output indicators (Stage 5)	Timeframe (Stage 4)	Implementing Partners (Stage 4)
Objective 1.1	Outcome 1.1.1		Activity 1.1.1	Output 1.1.1		E.g. by 2030	E.g. Ministry of Social Affairs
	Outcome 1.1.2		Activity 1.1.2	Output 1.1.2		Etc.	Etc.
	Outcome 1.1.3		Activity 1.1.3	Etc			
	Etc.		Etc.	.			
Objective 1.2			Activity 1.2.1				
			Activity 1.2.2				
Objective 1.3			Etc.				
Strategic objectives	Expected outcomes	Outcome indicators	Activity	Outputs	Output indicators	Timeframe	Implementing Partners
Objective 1.1	Outcome 1.1.1		Activity 1.1.1	Output 1.1.1		E.g. by 2030	E.g. Ministry of Social Affairs
Etc.	Etc.						

Table 5.2. Examples of indicators measuring progress on outputs and outcomes

Goal 1	Mainstream ageing into all policy fields		
Objective 1.1	Address ageing issues in all policy fields.		
Expected outcome 1.1	Ageing issues are integrated in all policy fields.		
Outcome indicator 1.1	Increased share of new laws and policies that address aspects of population ageing and the needs of different age groups.		
	Activities	Outputs	Output indicators
No. 1.1.1	Develop guidelines for age-sensitive analysis and impact assessments.	Guidelines for age-sensitive analysis and impact assessments developed.	Guidelines published (yes/no).
No. 1.1.2	Develop and provide training courses on age-sensitive analysis and impact assessments.	Training provided on age-sensitive analysis and impact assessments.	Percentage of government focal points on ageing trained in age-sensitive analysis and impact assessment methodology.

Table 5.2. Examples of indicators measuring progress on outputs and outcomes (continued)

Goal 1	Mainstream ageing into all policy fields		
Objective 1.1	Address ageing issues in all policy fields.		
Expected outcome 1.1	Ageing issues are integrated in all policy fields.		
Outcome indicator 1.1	Increased share of new laws and policies that address aspects of population ageing and the needs of different age groups.		
	Activities	Outputs	Output indicators
No. 1.1.3	Introduce administrative instructions for carrying out age-sensitive analysis and impact assessments for all planned legislation and policies.	Administrative instructions in force.	Administrative instructions in force (yes/no).
No. 1.1.4	Systematically carry out age-sensitive analysis and impact assessments as part of the planning process for new legislation and policies.	Age-sensitive analysis and impact assessments carried out as part of planning process for new legislation and policies.	Percentage of new laws and policies for which age-sensitive analysis and impact assessments were carried out.
Objective 1.2	Coordinate mainstreaming ageing horizontally and vertically across government sectors and levels.		
Expected outcome 1.2	Mainstreaming activities are effectively coordinated.		
Outcome indicator 1.2	Annual mainstreaming report evidences continual progress on horizontal and vertical coordination of activities.		
	Activities	Outputs	Output indicators
No. 1.2.1	Establish a central coordinating body responsible for coordinating mainstreaming ageing across government.	Central coordination body established.	Central coordination body established (yes/no).
No. 1.2.2	Establish focal points on ageing with clear terms of reference in all ministries at national and subnational level.	Focal points on ageing established in all ministries at national and subnational levels with clear terms of reference.	Percentage of ministries at national and subnational levels with a focal point on ageing. Percentage of focal points on ageing with clear terms of reference.
No. 1.2.3.	Establish mechanisms for regular information exchange.	Regular coordination meetings between central mainstreaming body and focal points on ageing.	Number of coordination meetings held per year.
No. 1.2.4.	Develop action plans for the implementation of activities under the Strategic Framework across sectors.	Focal points on ageing develop ministerial mainstreaming plans.	Percentage of ministries at national and subnational level with mainstreaming ageing plans.
No. 1.2.5	Establish a reporting mechanism to monitor the implementation of activities.	Focal points on ageing report annually on progress made.	Percentage of focal points on ageing that report on progress per year.

Some key components for developing indicators are summarised in Box 5.3.

Box 5.3. Indicator components

When new indicators are being developed the following elements can be considered:

Title:	A brief heading that captures the focus of the indicator.
Definition:	A clear and concise description of the indicator.
Purpose:	The reason why the indicator exists.
Method of measurement:	The logical and specific sequence of operations used to measure the indicator: data collection tools, sampling frames and quality assurance.
Numerator:	The top number of a common fraction, which indicates the number of parts from the whole that are included in the calculation.
Denominator:	The bottom number of a common fraction, which indicates the number of parts in the whole.
Calculator:	The specific steps in the process to determine the indicator value.
Data collection method:	The general approach used to collect data (for example administrative registers, surveys, models, estimates, etc.).
Data collection tools:	The specific tools used to collect the data (for example household surveys, demographic and health surveys etc.).
Data collection frequency:	The intervals at which data are collected (for example quarterly, annually, etc.).
Strengths and weaknesses:	Subgroups - collected data is disaggregated by sex, age, etc.
Challenges:	Potential obstacles or problems that may have an impact on the use of the indicator or its accuracy.
Relevant sources of additional information:	References to information/materials that relate to the indicator.

Source: An Introduction to Indicators, UNAIDS, Monitoring and Evaluation Essentials, 2010

3. Identifying data sources for monitoring and evaluation

► Quantitative data

A core prerequisite for effective monitoring and evaluation is data availability. A lack of (disaggregated) data forms a constraint for monitoring mainstreaming efforts as the measurement of indicators is subject to the availability of relevant data. This may require planning the collection of new data and information and considering new approaches to data collection. The review of data in Stage 2 should help inform about available data and information sources that can be used to monitor outcomes and societal impacts of mainstreaming efforts. It should also point to existing data gaps that need to be addressed with new data collection at national and subnational levels.

In order to address data gaps, the application of non-traditional data or the use of non-official data sources can be considered after careful evaluation of reliability, including big-data, citizens-generated data or data collected from non-government data providers or stakeholders. Establishing an online platform or database that enables stakeholder collaboration on the collection of data can help broaden the data collection sources and engage non-governmental stakeholders as data providers.

➤ Qualitative data

Some of the indicators identified as well as evaluation of the relevance, effectiveness, efficiency and impact of activities can be measured through qualitative information provided through interviews and surveys of key stakeholders and progress reporting by focal points on ageing. Other sources of qualitative information can be available research or bottom-up participatory processes (such as seminars with stakeholders or research projects that explore ageing-related questions). Qualitative research can be commissioned to explore to what extent ageing-related priorities are addressed in new policies and programmes. Qualitative information can also be obtained through consultations with focal points on ageing to assess to what degree communication, coordination, and collaboration have been enhanced to measure effectiveness of mainstreaming mechanisms put in place. The information obtained can respond to the defined questions relating to monitoring and evaluation but also generate new knowledge and insights about emerging concerns and challenges related to mainstreaming.

4. Developing reporting structures and format

➤ Strengthen accountability and commitment

As a part of determining the monitoring and evaluation approach it is important to define reporting structures (who reports to whom) and formats (how should information be reported). Guidelines for reporting can then be prepared accordingly. The reporting structure should ensure accountability to all engaged stakeholders. This is particularly important for the purpose of evaluation and assessment of progress as well as to applying lessons learned from one reporting period to the next.

Implementing partners could be required to regularly report progress to the central coordination body, who in turn would communicate the findings from monitoring and evaluation exercises back to all stakeholders through periodic mainstreaming reports. For instance, progress reports on implementing the Strategic Framework for Mainstreaming Ageing can be published on an annual basis. Transparent reporting can help strengthen accountability among implementing partners and ensure that the Strategic Framework remains a priority for the government and stakeholders. Reporting structures should also provide an opportunity for stakeholders to provide feedback.

➤ Raise awareness

Regular progress reports can form part of an overall communication strategy or applied as an awareness-raising activity on mainstreaming ageing. It could be considered to create a forum or platform where reporting can be made publicly available, presented and discussed. In addition to enabling the communication of challenges and lessons learnt, a forum can be instrumental for making public the progress made on implementing the Strategic Framework for Mainstreaming Ageing. It can also help raise awareness of ageing-related priorities that need attention and help ensure commitment among stakeholders to continue mainstreaming efforts in rapidly evolving contexts.

Checklist

- M&E approach considered
- Monitoring and reporting timelines determined
- M&E mechanism identified
- Data and information sources considered
- Indicators identified
- Reporting structure and format determined
- Participatory approach to M&E ensured
- Mechanism in place to ensure lessons learnt are used to adapt activities and improve the Strategic Framework for Mainstreaming Ageing

COMPLETING THE STRATEGIC FRAMEWORK

As a final step, the Strategic Framework for Mainstreaming Ageing can be presented in a document that includes the results of each stage:

- Situation analysis report
- Vision statement, strategic goals, objectives and expected outcomes
- Overview of short-, medium- and long-term activities and expected outputs, coordination mechanism, implementing partners and timelines
- Monitoring and evaluation mechanism, indicators, reporting structure and format

The objectives, suggested actions and outcomes of the five stages that support countries in establishing a Strategic Framework for Mainstreaming Ageing are summarized in Table 6.

Figure 6. Completing the Strategic Framework for Mainstreaming Ageing

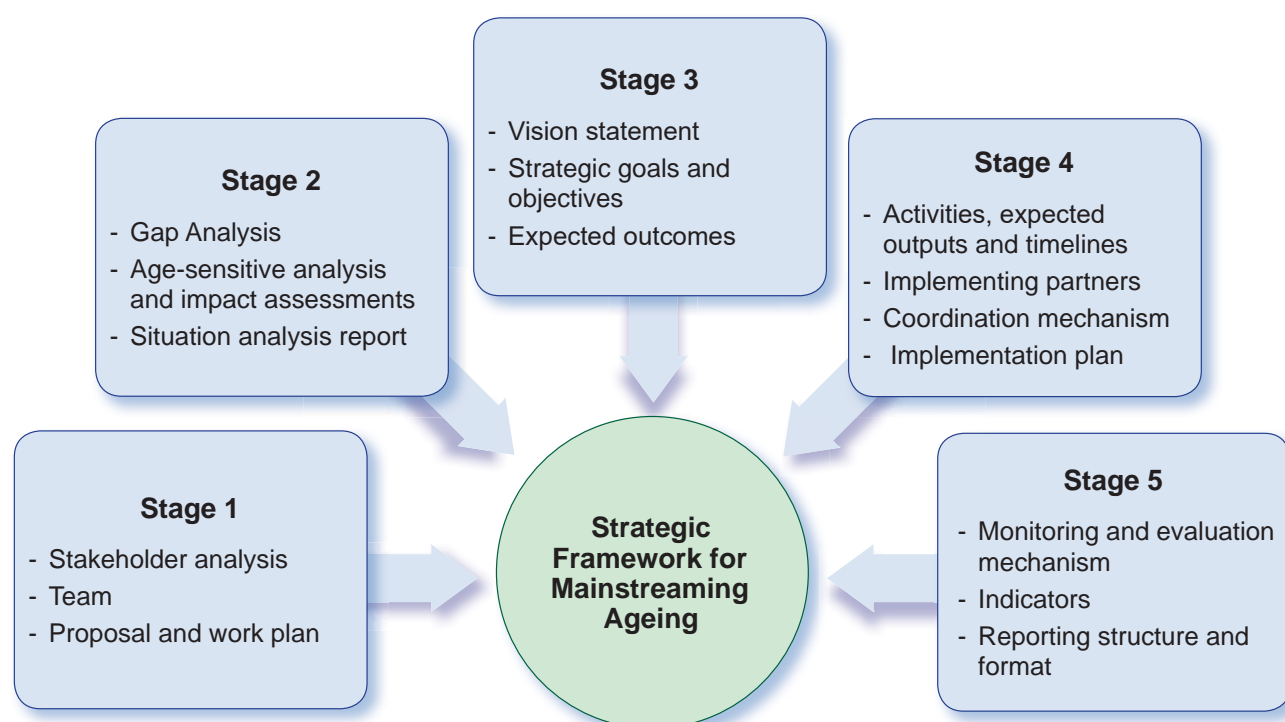


Table 6. Stages, objectives, suggested actions and results

Stages	Objective	Suggested actions	Results
Stage 1: Getting Started	To ensure political commitment and prepare the ground for developing the Strategic Framework for Mainstreaming Ageing.	<ul style="list-style-type: none"> - Making the case for mainstreaming ageing and securing political commitment and resources. - Conducting a stakeholder analysis. - Establishing a team (core group and stakeholder network). - Determining the scope and timelines of the process. - Drafting a proposal. - Establishing a work plan. 	<p>Political commitment</p> <p>Team</p> <p>Proposal</p> <p>Work plan</p>
Stage 2: Analysis	To provide an overview and analysis of the current situation that sets a baseline for the development of the Strategic Framework for Mainstreaming Ageing.	<ul style="list-style-type: none"> - Collecting and mapping of information, data and measures to identify gaps in policies, mainstreaming mechanisms and data. - Carrying out age- and gender-sensitive analysis and impact assessments to identify potential effects of measures on different age groups. - Summarising findings, gaps and analysis in a situation analysis report. 	<p>Overview of existing efforts</p> <p>Identification of problem areas and gaps</p> <p>Situation analysis report</p>
Stage 3: Vision and Directions	To identify the vision and long-term goals to be achieved by the Strategic Framework for Mainstreaming Ageing.	<ul style="list-style-type: none"> - Identifying the scope of the strategy. - Organising a public consultation process. - Formulating a vision statement. - Identifying national goals and strategic objectives. - Raising awareness of the vision, strategic goals, objectives and expected outcomes. 	<p>Vision statement</p> <p>Strategic goals</p> <p>Objectives</p> <p>Expected outcomes</p>
Stage 4: Identification of Activities	To identify activities that can help realize the strategic goals, objectives and expected outcomes identified in Stage 3.	<ul style="list-style-type: none"> - Identifying short-, medium- and long-term activities. - Establishing a coordination mechanism. - Awareness-raising and capacity-building. - Identifying implementing partners. 	<p>Activities, outputs and timelines</p> <p>Coordination mechanism</p> <p>Implementing partners</p> <p>Implementation plan</p>
Stage 5: Monitoring & Evaluation	To establish a Monitoring and Evaluation (M&E) mechanism to track and evaluate progress, evaluate, adjust, and continually improve mainstreaming ageing.	<ul style="list-style-type: none"> - Determining M&E timelines and mechanisms. - Defining indicators. - Identifying data sources. - Developing reporting structure and format. 	<p>M&E mechanism</p> <p>Indicators</p> <p>Reporting structure and format</p>

CONCLUSION

Mainstreaming ageing is a policy strategy directed towards integrating ageing issues into all relevant policy fields on all levels, which helps to adapt to population ageing and ensure the integration of the needs of all age groups, including older persons, into the policymaking process.

The Guidelines presented in this document recommend a ‘twin-track approach’ to mainstreaming that considers both individual and population ageing, is human rights-based, gender-responsive and fosters intra- and intergenerational equity and solidarity. A whole-of-government and whole-of-society approach is recommended and facilitated by the establishment of a coordination mechanism that places a strong emphasis on stakeholder engagement to help leverage the promotion and implementation of mainstreaming ageing across sectors and at all levels of government and society.

The Guidelines address challenges for mainstreaming that governments may encounter, such as: lack of knowledge and awareness of the concerns and advantages that population ageing brings and the needs of different age groups, including older persons; lack of political commitment and resources; limited experience in systematically mainstreaming ageing; potential silo-ed and fragmented approaches and lack of effective coordination and policy coherence; as well as lack of information and (disaggregated) data to support analysis and evidence-based definition of strategic goals, objectives and activities as well as their monitoring and evaluation.

Each country is unique, given the diversity of national contexts, government structures, levels of decentralisation, traditions and cultures across the UNECE region. The activities suggested under each stage aim to be non-prescriptive and the Guidelines encourage countries to build on existing efforts and processes whenever possible when developing their Strategic Framework for Mainstreaming Ageing.

By putting emphasis on age-sensitive research and analysis, multi-stakeholder engagement, cross-sectoral coordination and collaboration, as well as alignment with relevant international frameworks, the Guidelines for Mainstreaming Ageing also provide a pertinent tool for implementing the Decade of Action for the accelerated implementation of the Sustainable Development Goals as well as the Decade of Healthy Ageing, with the ultimate goal of creating a society for all ages.



ANNEX 1

How the Guidelines were developed

The Guidelines for Mainstreaming Ageing are the result of a collaborative process among the UNECE member States. This annex explains the methodology and general principles that were applied to support their development, including the work process, provision of case examples, tools, research, literature and longstanding experience in the UNECE member States.

In response to the MIPAA/RIS commitment to “mainstream ageing in all policy fields with the aim of bringing societies and economies into harmony with demographic change to achieve a society for all ages”,²⁸ and building on the experience gained in developing country-tailored road maps for mainstreaming ageing,²⁹ the UNECE SWGA included the development of Guidelines in its Programme of Work for 2019-2020. A Task Force on Mainstreaming Ageing was established in June 2019. The Task Force consisted of representatives of 10 UNECE member States³⁰ and three civil society organizations,³¹ who between June 2019 and November 2020 have guided the work on the development of the Guidelines.

Stocktaking

As a first step, Task Force members, in collaboration with the UNECE secretariat, initiated a stocktaking exercise to: i) learn to what extent UNECE countries have developed mainstreaming ageing strategies to integrate ageing issues into all relevant policy fields, and ii) to identify and collect available mainstreaming ageing methods and tools that are applied in the UNECE region. To understand how mainstreaming ageing is practiced in the respective countries, a stocktaking questionnaire was initially piloted by members of the Task Force and thereafter shared with all members of the SWGA. As a result of this process and based on an agreed template, countries were invited to prepare country notes on mainstreaming ageing.

Country Notes on Mainstreaming Ageing

In total, 23 country notes were completed.³² They included a general overview of the national implementation of mainstreaming ageing, concrete information on methods and tools developed as well as good practices illustrating their use. The country notes were reviewed by the Task Force and informed the development of the Guidelines. Following the stocktaking exercise, a consultant was engaged to draft the Guidelines in collaboration with the UNECE Secretariat and the Task Force.

Literature and document review

While developing the Guidelines, the consultant analysed documents of relevance to mainstreaming ageing and population ageing in general, including the country notes prepared by UNECE member States, international frameworks, relevant research, policy briefs and other reports. Literature related to planning and key aspects of relevance to mainstreaming in general were also reviewed.

²⁸ Regional Implementation Strategy for the Madrid International Plan of Action on Ageing', Commitment 1, UNECE, 2002.

²⁹ Road maps for Mainstreaming Ageing were developed for Armenia, Belarus, Georgia and Republic of Moldova. They are available on the UNECE website at <https://unece.org/capacity-development>.

³⁰ Austria, Belarus, Canada, Czech Republic, Germany, Ireland, Italy, Portugal, Republic of Moldova and Spain.

³¹ International Longevity Centre (ILC) (Canada), Ardager (Kazakhstan); Turbota pro Litnih v Ukraini (Ukraine).

³² Country notes on mainstreaming ageing were prepared by Austria, Belarus, Belgium, Bulgaria, Canada, Czech Republic, Denmark, Finland, France, Germany, Hungary, Ireland, Israel, Italy, Malta, Monaco, Portugal, Republic of Moldova, Slovakia, Spain, Sweden, Turkey, United Kingdom

Selection of cases

Cases presented in Annex 5 were provided in response to the stocktaking questionnaire and content included by member States in their respective country notes. These were selected based on their ability to exemplify specific matters discussed in the Guidelines. Hence, references to countries and examples featured are for illustrative purposes only and do not express any judgement, expert advice, evaluation or political views.

Consultation

Regular updates and revised versions were shared between the UNECE secretariat and the Task Force, enabling feedback at various stages of the development of the Guidelines. Consultations took place over the summer 2020 to gather comments and inputs on a zero-draft of the Guidelines from National Focal Points on Ageing (NFPA), stakeholders and experts. Feedback and comments were received from:

- **Canada** - Joëlle Bastien and Racha Saad, Seniors and Pensions Policy Secretariat, Employment and Social Development
 - **Denmark** - Anne Bækgaard, Ministry of Health, NFPA Denmark
 - **Finland** - Satu Karppanen, Ministry of Social Affairs and Health, NFPA Finland
 - **Luxembourg** - Michaela Zuniga, Ministère de la Famille, de l'Intégration et à la Grande Région, NFPA Luxembourg
 - **Romania** - Olivia Rusandu, Ministry of Labour and Social Justice, NFPA Romania
 - **Serbia** - Dragana Savić, Ministry of Labour, Employment, Veteran and Social Affairs, NFPA Serbia
 - **Slovakia** - Karel Molin, Ministry of Labour, Social Affairs and Family, NFPA Slovakia
 - **Spain** - Manuel Montero Rey, Ministry for Social Rights and 2030 Agenda, NFPA Spain
 - **Sweden** - Jan Rehnberg, Ministry of Health and Social Affairs, NFPA Sweden
 - **United States of America** - Edwin L. Walker, United States Department of Health and Human Services, NFPA United States of America
-
- Jane Barratt, International Federation on Ageing
 - Julia Ferre, Programme on Ageing Unit, Division for Inclusive Social Development, United Nations Department of Economic and Social Affairs
 - Marvin Formosa, Department of Gerontology and Dementia Studies, Faculty for Social Wellbeing, University of Malta
 - Michael Herrmann, UNFPA Regional Office for Eastern Europe and Central Asia
 - Heidrun Mollenkopf, AGE Platform Europe / Bundesarbeitsgemeinschaft der Seniorenorganisationen BAGSO e.V. Germany
 - Anne-Sophie Parent, AGE Platform Europe
 - Silvia Perel-Levin, International Network for the Prevention of Elder Abuse and NGO Committee on Ageing, Geneva
 - Louise Plouffe, Independent Expert
 - Lorna Roe, Trinity College Dublin and the Global Brain Health Institute
 - Raymond Saner and Lichia Saner-Yiu, Centre for Socio-Eco-Nomic Development
 - Alexandre Sidorenko, Independent Expert
 - Maria Varlamova and Kai Leichsenring, European Centre for Social Welfare Policy and Research

Core principles that guided the development of the Guidelines

The Task Force on Mainstreaming Ageing agreed on a number of principles to guide the development of the Strategic Framework for Mainstreaming Ageing. It was agreed that the Guidelines should address both the societal and individual dimensions of population ageing; that they should recognize the heterogeneity of older persons and the importance of addressing their various needs, challenges and human rights; that they should

foster intergenerational solidarity and equity by applying a life-course perspective in developing policies and promoting dialogue among generations.

The Strategic Framework should be human rights-based, promoting equality and non-discrimination; explicitly avoiding ageism in policy development and implementation; and promote participation, reducing the inequalities of opportunities that may exist in different fields according to age, as well as to the intersection of age and other factors such as gender, disability, cultural background, or sexual orientation. Alignment with relevant international frameworks including MIPAA/RIS, the 2030 Agenda for Sustainable Development and the Decade of Healthy Ageing, (2021-2030), should be ensured.

In addition, the following general principles guided the development of the Guidelines:

A holistic and systematic approach

The Guidelines promote a holistic approach that ensures the systematic consideration of the concerns of different age groups, including older persons, in all areas and levels of policymaking. This approach encourages collaboration across and at all levels of government to leverage the promotion and implementation of mainstreaming ageing. The holistic and systematic approach is among others supported by the introduction of a whole-of-government and whole-of-society approach as well as participatory processes to include the voices and interests of all relevant stakeholders and age groups.

Adaptable and accessible

The UNECE region consists of 56 member States, each with its own country context, government structure, levels of decentralisation, as well as traditions and cultures. The Guidelines recognize that each Member state is unique stressing the importance of country ownership of the mainstreaming process. The stages are designed to provide non-prescriptive and adaptable guidance and suggestions that support countries with the development of a sound and structured mainstreaming process while respecting their own principles and priorities. Furthermore, the Guidelines are developed for specialists that are familiar with ageing specific policies and priorities as well as non-specialists.

Outcome-oriented and evidence-based

To support the development of a Strategic Framework for Mainstreaming Ageing, the Guidelines seek to provide practical 'hands-on' suggestions that are supported by case examples from UNECE member States (included in Annex 5). Evidence accumulated at global, regional, national and local level was considered as well as experiences obtained in mainstreaming processes on gender, human rights, disability, and of the Sustainable Development Goals. The Guidelines recommend an evidence-based approach to mainstreaming, which is critical for informing the mainstreaming process itself, but also helps define targeted policies and activities. Each stage includes a checklist that helps to ensure key expected outcomes of relevance to mainstreaming ageing are considered in the development of the framework.

Promoting efficiencies and offering practical approaches

The Guidelines encourage countries to consider and build on existing measures and processes in the development of the Strategic Framework to avoid duplication while advancing the purpose and scope of existing national legislative and policy frameworks supporting mainstreaming ageing. Through the inclusion of suggested actions, the Guidelines aim to offer practical approaches across the five stages. Guidance is grounded in the practices of UNECE member States and informed by gaps and challenges identified in the stocktaking of country notes and ageing-related efforts in the region.

ANNEX 2

International frameworks

The following lists the main international frameworks on population ageing and older persons.

Vienna International Plan of Action on Ageing, 1982

As the first international instrument on ageing, the Vienna International Plan of Action on Ageing was endorsed in 1982. It aimed at strengthening the capacities of governments and civil society to deal effectively with population ageing and to address the developmental potential and dependency needs of older persons. The declaration included 62 recommendations for action, addressing research, data collection and analysis, training and education, and covers a number of sectoral areas: health and nutrition, protection and older consumers, housing and environment, family, social welfare, income security and employment, and education.

<https://www.un.org/esa/socdev/ageing/documents/Resources/VIPEE-English.pdf>

United Nations Principles for Older Persons, 1991

Ahead of the 10th anniversary of the International Plan of Action on Ageing, the United Nations General Assembly adopted the United Nations Principles for Older Persons – Independence, Participation, Care, Self-fulfilment and Dignity – in resolution 46/91 of 16 December 1991. Countries were encouraged to incorporate these principles into their national programmes whenever possible.

<https://undocs.org/pdf?symbol=en/A/RES/46/91>

International Conference on Population and Development (ICPD) Programme of Action, 1994

The 1994 ICPD articulated a vision about the relationships between population, development and individual well-being. Its 20-year Programme of Action (PoA) included a bold vision of the integral interlinkages between population and development and focused on meeting the needs of individual women and men, rather than demographic structures. The Programme of Action was extended in 2014 and serves as a guide to people-centred development.

<https://unece.org/population/population-and-development>

WHO Active Ageing Policy Framework, 2002

The 'WHO Active Ageing: A Policy Framework' report provided a first comprehensive definition of the concept of active ageing, describing multi-sectoral determinants and proposing specific policy recommendations. The concept of active ageing has subsequently influenced the development of national and local ageing policies across the UNECE region, as well as the development of the Active Ageing Index (AAI). It also provided the conceptual basis for the development of the WHO Global age-friendly cities guide in 2007.

https://www.who.int/ageing/publications/active_ageing/en

Madrid International Plan of Action on Ageing, 2002

The Madrid International Plan of Action on Ageing (MIPAA) was adopted at the Second World Assembly on Ageing in April 2002 and continues to serve as the main international guiding framework for ageing-related policy. MIPAA offers a comprehensive agenda for ageing in the 21st century. It focuses on three priority areas: (1) older persons and development; (2) advancing health and well-being into old age; and (3) ensuring enabling and supportive environments. A review and appraisal of MIPAA takes place every five years. The first three global review and appraisal processes were completed in 2008, 2013 and 2018.

https://www.un.org/en/events/pastevents/pdfs/Madrid_plan.pdf

UNECE Regional Implementation Strategy for MIPAA, 2002

The Regional Implementation Strategy (RIS) for MIPAA was adopted by UNECE member States in follow-up to the Second World Assembly on Ageing to focus on specificities of the demographic, social and economic situation in the UNECE region. The overarching emphasis of the strategy is to “mainstream ageing concerns in all policy fields with the aim of securing gender-sensitive and evidence-based coordinated and integrated policies to bring societies and economies in harmony with demographic change”. The first three MIPAA/RIS reviews concluded with the adoption of respective UNECE Ministerial Declarations in 2007 (León), 2012 (Vienna), and 2017 (Lisbon).

<https://unece.org/population/ageing/mipaaris>

The 2030 Agenda for Sustainable Development

The 2030 Agenda for Sustainable Development was adopted in 2015 and consists of 17 Sustainable Development Goals (SDGs) and 169 targets. The Agenda sets out a universal plan of action to achieve sustainable development in a balanced manner and seeks to realize the human rights of all people. It calls for ‘leaving no one behind’ and for ensuring that the SDGs are met for all segments of society, at all ages. Ageing cuts across the 2030 Agenda, referring to age or older persons in the specific Goals on poverty eradication (Goal 1), nutrition (Goal 2), good health (Goal 3), education (Goal 4), gender equality (Goal 5), economic growth and decent work (Goal 8), reduced inequalities (Goal 10), sustainable cities (Goal 11) and disaggregated data (Goal 17). The 2030 Agenda aims to embrace transformative change and to achieve the SDGs through participatory and inclusive approaches. It thereby provides a context for recognizing older persons as active agents, responding to the needs of older persons and help mainstream ageing into policies, programmes and actions.

<https://sdgs.un.org>

WHO Global Strategy and Action Plan on Ageing and Health (2016-2020)

The Global strategy and action plan on ageing and health was adopted by the Sixty-ninth World Health Assembly in May 2016 and provides a political mandate for the action that is required to ensure that everyone has the opportunity to experience both a long and healthy life. The strategy builds on MIPAA and WHO’s policy framework on active ageing. The strategy called for a Decade of Healthy Ageing to implement the political commitments and evidence-based actions, which was endorsed by the World Health Assembly (WHA) in August 2020.

<https://www.who.int/ageing/global-strategy/en/>

The United Nations Decade of Healthy Ageing (2021-2030)

In December 2020, the United Nations General Assembly adopted a resolution (75/131), declaring 2021 to 2030 as the United Nations Decade of Healthy Ageing. The Decade aims to promote concerted, catalytic and collaborative action to improve the lives of older persons, their families and the communities in which they live. The Decade focuses on 10 priorities, which provide the concrete actions needed to achieve the objectives of the WHO Global Strategy and Action Plan on Ageing and Health. It places older persons at the centre in bringing together governments, civil society, international agencies, professionals, academia, the media and the private sector. With the aim of improving the lives of older persons, their families and their communities, the Decade addresses four areas of action: i) change how we think, feel and act towards age and ageing; ii) ensure that communities foster the abilities of older persons; iii) deliver person-centred integrated care and primary health services responsive to older persons; and iv) provide access to long-term care for older persons who need it.

<https://www.who.int/ageing/decade-of-healthy-ageing>

ANNEX 3

Global and regional working groups on ageing

Open-Ended Working Group on Ageing for the Purpose of Strengthening the Protection of Human Rights of Older Persons

The Open-Ended Working Group on Ageing (OEWG-A) was established by the United Nations General Assembly in 2010. The OEWG-A is convened annually and provides a platform for the consideration of the existing international framework of the human rights of older persons, to identify possible gaps and to discuss how best to address them including by considering the feasibility of further instruments and measures. A question often raised by civil society organizations and some Member States in the context of the OEWG-A is the potential establishment of a mechanism that protects and promotes the rights of older persons in the form of an international convention on the rights of older persons.

For more information visit: <https://social.un.org/ageing-working-group/>

UNECE Standing Working Group on Ageing

The UNECE Standing Working Group on Ageing (SWGA) is an intergovernmental regional body, first convened in 2008. Its membership consists of National Focal Points on Ageing who represent the member States of the UNECE region. Representatives from NGOs, academia and international organizations participate as observers. The SWGA aims to support all members to mainstream ageing in their policy and regulatory frameworks, adjust to demographic change and create an environment that is conducive to the full realization of the individual and societal potential of ageing. The SWGA supports the realization of the policy principles of MIPAA/RIS and the subsequent Ministerial Declarations on Ageing among UNECE member States. It strives for synergies in the activities related to the implementation and monitoring of MIPAA/RIS and those related to the regional and national follow-up on the implementation of the 2030 Agenda for Sustainable Development and other population related international frameworks such as the ICPD Beyond 2014 and the WHO global Strategy on Ageing and Health.

For more information visit: <https://www.unece.org/population/wga.html>

ANNEX 4

How the commitment to mainstreaming ageing has evolved over time

As an overall concept, a historical prototype of mainstreaming can be traced back to the 1997/2 ECOSOC conclusions that defined mainstreaming in the context of gender. The conclusion stated: “Mainstreaming of gender is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that men and women benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality....”.

Actions that have been employed to mainstream gender include data collection, analysis, refocusing strategies, goals, actions and processes according to gender, reflection of gender in budget allocation, policy decisions and overall planning. In contrast to the clear existing definitions and approaches available to mainstream gender³³ mainstreaming ageing has mostly featured as an aspiration in international strategies and plans.

For instance, MIPAA highlights the important role of mainstreaming ageing in paragraph 15: “Mainstreaming ageing into global agendas is essential. A concerted effort is required to move towards a wide and equitable approach to policy integration. The task is to link ageing to other frameworks for social and economic development and human rights. Whereas specific policies will vary according to country and region, population ageing is a universal force that has the power to shape the future as much as globalization. It is essential to recognize the ability of older persons to contribute to society by taking the lead not only in their own betterment but also in that of society as a whole. Forward thinking calls us to embrace the potential of the ageing population as a basis for future development.”³⁴

Commitments to mainstream ageing are also included in the UNECE RIS that was adopted in 2002. Its first commitment is to mainstream ageing in all policy fields with the aim of securing gender-sensitive and evidence-based coordinated and integrated policies to bring societies and economies into harmony with demographic change. This applies equally to the health, economic, labour market, social protection and education sectors.³⁵ The subsequent ministerial declarations on ageing in the UNECE region continued to call for mainstreaming ageing. The León Ministerial Declaration of 2007 highlighted the need to mainstream ageing at multiple levels of government and identified principles of intergenerational reciprocity, equity and interdependence, which were to be comprehensive, properly coordinated, and gender-sensitive. Commitment to protecting the rights of persons of all ages and to preventing age discrimination and social exclusion was expressed.³⁶ The promotion of active ageing and of incorporating a life-course approach was highlighted in the Vienna Ministerial Declaration of 2012, which stated the need to implement integrated policies for active and healthy ageing, where older persons are continuously recognized as an asset for a sustainable and inclusive society for all ages.³⁷ The Lisbon Ministerial Declaration of 2017 reconfirmed the commitment to achieve a ‘Sustainable Society for All

³³ The Beijing Platform for Action’s Section H refers to “national machineries for the advancement of women” as central policy-coordinating units inside government that support government-wide mainstreaming of a gender equality perspective in all policy areas. It states “the necessary conditions for an effective functioning of such national machineries include: A: location at the highest possible level of Government, falling under the responsibility of a cabinet minister; B: institutional mechanisms of processes that facilitate, as appropriate, decentralized planning, implementation and monitoring with a view to involving NGOs and community organisations from the grass-roots upwards; C: sufficient resources in terms of budget and professional capacity; D: opportunity to influence development of all government policies. Political Declaration and Madrid International Plan of Action on Ageing, 2003, DPI/2271, p.12-13.

³⁴ Political Declaration and Madrid International Plan of Action on Ageing, 2003, DPI/2271, p.12-13.

³⁵ Regional Implementation Strategy, paragraph 2

³⁶ United Nations Economic Commission for Europe, 2007. Leon Ministerial Declaration, 2007 (MIPAA+5): A society for all ages: challenges and opportunities, paragraph 6.

Ages” and aimed at realizing the potential of living longer. In the Lisbon Declaration, UNECE member States stressed the importance of further mainstreaming ageing into relevant policy areas and combating ageism in its many forms. They reaffirmed their commitment to designing and implementing integrated policies for active and healthy ageing, where older persons are continuously recognized as an asset for a sustainable and inclusive society for all ages.

The WHO Global Strategy and Action Plan on Ageing and Health (2016-2020) called for a multisectoral approach to mainstreaming developed from a health perspective. The plan urged ‘Member States to implement the proposed actions in the Global Strategy and Action Plan on Ageing and Health through a multisectoral approach, including establishing national plans or mainstreaming those actions across government sectors, adapted to national priorities and specific contexts’.³⁸

The United Nations Decade of Healthy Ageing (2021-2030) continues to put emphasis on the need for mainstreaming. The proposal encourages “multisectoral mechanisms at national, subnational and local levels to promote healthy ageing, and address the determinants of healthy ageing, ensuring policy coherence and shared accountability” and call for the “inclusion of the voices of older adults, particularly disenfranchised and marginalized groups, in multisectoral and multi-stakeholder platforms, processes and dialogues”.³⁹

To support countries in mainstreaming ageing, UNECE has worked with member States, upon individual request, to develop tailored Road Maps for Mainstreaming Ageing in national policy. As part of this programme, Road Maps were developed for Armenia (2011), Republic of Moldova (2012), Georgia (2015) and Belarus (2019).⁴⁰

³⁷ United Nations Economic Commission for Europe, 2012. Vienna Ministerial Declaration, 2012 (MIPAA+10): Ensuring a society for all ages: promoting quality of life and active ageing, Paragraph 11.

³⁸ World Health Organization, 2017

³⁹ World Health Organization, 2019. Decade of Healthy Ageing proposal, Table 4, p.11 https://cdn.who.int/media/docs/default-source/decade-of-healthy-ageing/final-decade-proposal/decade-proposal-final-apr2020-en.pdf?sfvrsn=b4b75ebc_5, accessed 8 February 2021.

⁴⁰ UNECE Roadmaps for Mainstreaming Ageing are available at this link: <https://unece.org/capacity-development>.

ANNEX 5

Examples

Cases presented here were selected based on their ability to exemplify specific matters discussed in the Guidelines. References to countries and examples featured are for illustrative purposes only and do not express any judgement, expert advice, evaluation or political views.

Example of a national mainstreaming approach

National multilevel co-managed coordination of active ageing policies (Italy)

The “National multilevel co-managed coordination of active ageing policies in Italy” is a three-year (2019-2021) pilot project that aims to lay the foundation of a national active ageing strategy. The project was initiated under the auspices of the Department for Family Policies at the Presidency of the Council of Ministers (DIPOFAM). The Department, together with the National Institute of Health and Science on Ageing (IRCCS INRCA - the scientific coordinator of the project), the Ministry of Labour and Social Policies (MINLAV) and the National Institute for Public Policy Analysis (INAPP) constitute the project team. The project activities were planned in 2018; they are fully oriented towards mainstreaming active ageing according to a similar model as suggested by the present Guidelines for Mainstreaming Ageing. The MIPAA/RIS with its 10 commitments as well as the 2030 Agenda and the SDGs related to the MIPAA were adopted as the main framework for the project.

- The first stage of the project aims at getting started by building a national stakeholder network at multiple levels of government. The latter consists of representatives of the main governmental levels (i.e. Ministries, Departments at the Presidency of the Council of Ministers, Regions, Autonomous provinces), other relevant government agencies, as well as representatives from civil society (Third Sector, NGOs, experts, academia, etc.). The network contributes in a consultative/co-decisional way to the project activities, by agreeing on definitions, tools, the fieldwork to be carried out and the workplan, in close collaboration with the project team.
- The second stage focuses on carrying out a study about the state of the art of active ageing policies in Italy, at all governmental levels, and involving all the relevant stakeholders.
- The third stage aims to produce guidelines for policymaking on the topic of active ageing, with suggestions and recommendations indicating the direction for policymaking in this field, based on the results of the analysis of the state of the art.
- The fourth stage aims at identifying areas of intervention and therefore activities by using the guidelines to improve the state of the art.
- The fifth stage is about trying to realise the interventions planned to improve the situation with respect to the state of the art, by also monitoring progresses.

In Italy, many ageing-related policies fall under the responsibility of subnational governments, thus mainstreaming while aligning efforts at multiple levels of government is important. Efforts to align the national measures with the development of regional plans of action on active ageing is a case in point. For example, specific regional laws about the promotion of active ageing were enforced in the last decade across the country. These regional laws can therefore contribute to/enable adopting the national mainstreaming approach to the subnational level, in conducting regional analysis and in developing actions on the basis of an agreed methodology and national framework.

For information concerning this project: <http://famiglia.governo.it/it/politiche-e-attivita/invecchiamento-attivo/progetto-di-coordinamento-nazionale>

Stage 1: Getting started

Example of a core group

Cross-Departmental Group (Ireland)

Ireland's National Positive Ageing Strategy was developed by a Cross-Departmental Group. This Group was composed of representatives of the Departments of Health; Social Protection; Jobs, Enterprise and Innovation; Education and Skills; Environment, Community and Local Government; Communications, Energy and Natural Resources; Taoiseach; Transport, Tourism and Sport; Justice and Equality as well as the Central Statistics Office and An Garda Síochána. The development of the Strategy was overseen by the Cabinet Committee on Social Policy.

Source: Country Notes

Examples of stakeholder engagement platforms/networks

National stakeholder network (Italy)

In Italy, the national stakeholder network established within the project "National multilevel co-managed coordination of active ageing policies in Italy" described above, consists of representatives of the main governmental levels (i.e. Ministries, Departments at the Presidency of the Council of Ministers, Regions, Autonomous provinces), other relevant government agencies, as well as representatives from civil society (Third Sector, NGOs, experts, academia, etc.). The network contributes in a consultative/co-decisional way. It meets periodically to discuss the work plan and agree on activities to be carried out. It works in close collaboration with the project team described above, that is responsible for the implementation of the planned tasks.

Platform for active ageing (Republic of Moldova)

In the Republic of Moldova, the Ministry of Health, Labour and Social Protection consults the 'Platform for active ageing', which includes 16 NGOs of older persons, other interested stakeholders are the Congress of Local Authorities, UNFPA, Confederation of Trade Unions and Employers. The platform has played an instrumental role in carrying out public consultations as well as awareness-raising campaigns.

Source: Country Notes

Stage 2: Analysis

Examples mapping ageing-related goals against the SDGs

The 2030 Agenda for Sustainable Development is of relevance to ageing policies and programmes in various ways. The Agenda aspires to achieve sustainable development through inclusive, cross-cutting and transformative efforts. The implementation of the SDGs has triggered the creation of new platforms and structures at national and local level that can help mainstream ageing into policies and programmes. Its significance for ageing is indirectly embedded in the SDGs as well as through its commitments to 'Leave No One Behind' (LNOB).

Connecting MIPAA/RIS and the 2030 Agenda for Sustainable Development: areas for policy integration










Source: Background paper to the 2018 UNECE Policy Seminar on Ageing and the Sustainable Development Goals. For a detailed mapping and more information visit <https://unece.org/population/events/policy-seminar-ageing-and-sustainable-development-goals>

A cross-checking of strategic goals against international frameworks and commitments such as MIPAA or the SDGs is illustrated by the example of how ageing-related goals were mapped against the SDGs in Austria.

Cross-checking ageing goals and the SDGs - Austria

Inclusion of ageing-related issues in various policy fields e.g.:

	Social security of older persons to prevent poverty
	Healthy and active ageing, dementia strategy
	Austrian Strategy on life-long learning, empowerment through education after working life
	Special situation of older women and informal carers
	Employment initiative 50+, fit2work, intergenerational workplace-management
	Equalisation supplement for recipient of small pensions
	Senior citizens-friendly cities and caring communities

Source: UNECE, Policy Seminar on Ageing and the SDGs, Presentation by Mr. A. Schaller, Austria, 21 November 2018.

Example of an age-sensitive impact assessment

Regulatory Impact Assessment (Ireland)

Since 1998, Government Departments and Offices in Ireland have been required to proof impacts on poverty and vulnerable groups. Based on a commitment set out in the national partnership agreement, the Government is committed to a coherent strategy for social inclusion based on a life-cycle approach. The approach places the individual at the centre of policy development and delivery by assessing the risks facing him or her and the support available at key stages of the life cycle. The life cycle stages are children, people of working age, older persons and persons with disabilities. The 'Regulatory Impact Assessment' (RIA) is applied as a tool that is used for the structured exploration of different options to address particular policy issues. While it is used for the consideration of regulatory measures, it involves detailed analysis that can potentially benefit all policy areas and groups. Guidelines on RIA recommend examining potential impacts for a number of areas, including the rights of citizens as well as the socially excluded and vulnerable groups. The guidelines are based on a participatory approach and suggest the identification of various options/scenarios enabling alternative solutions and allowing for addressing transformative change. The guidelines highlight the national development planning efforts and the need to address the cross-cutting nature of poverty and exclusion. These are stressed in the context of tackling exclusion in a number of areas, such as employment, income maintenance, education, health and housing policy and identify several groups vulnerable to poverty, including older persons. Taking account of the highlighted policy areas, RIA encourages the consideration of the impacts on people of different genders, ages, sexual orientation to identify likely impacts on inequality. The guidelines detail how poverty impact assessments should be conducted and references guidance on social inclusion and equality.

Source: [RIA Guidelines. How to conduct a Regulatory Impact Assessment](#), Department of the Taoiseach Government Buildings, 2009.

Example of an age-sensitive analysis tool

Gender-Based Analysis Plus (GBA+) (Canada)

Gender-based Analysis Plus (GBA+) is a tool for the development of policies, programmes, legislation and other initiatives that examines who is impacted by an issue, how they are impacted, how their identities and environments shape those impacts, what responses are needed, the potential different impacts of the response on groups of people, and how any barriers or negative impacts can be mitigated. The “plus” in GBA+ acknowledges that everyone has multiple identity factors that work together to influence who we are and how we experience the world. The graphic illustrates how factors such as religions, ability, age, language, education, income, culture, geography, sexual orientation, race and ethnicity, in addition to sex and gender, work together to shape our identities and experiences.



GBA+ is a method that helps assess what policies, programmes or other initiatives are needed and the impact of those, raise awareness of inequality, and identify who is at risk of being left behind by a programme, policy or initiative.

- It helps understand who BENEFITS from public policy but more importantly, it helps us understand who may be EXCLUDED from benefitting.
- When done rigorously, it can help address unintentional negative consequences reducing or even preventing inequalities.

In addition to helping assess the potential effects of future policies on groups of various ability, sexual orientation, ethnicity, geography, faith, income, gender identity and gender expression, GBA+ helps identify and mitigate for institutional barriers and systemic discrimination.

GBA+ requires disaggregated data and research, in addition to qualitative data. It involves considering social, economic and cultural conditions and norms. Applying GBA+ also involves engaging and reflecting the perspectives of people with multiple identities and engaging diverse individuals and groups proactively to learn from their lived experience.

Since 1995, the Government of Canada has adopted GBA+ as its tool for developing responsive policies, programs and legislation.

Applying GBA+ can make invisible inequalities visible. It can also help identify opportunities and solutions aimed at social and structural change that reduce inequalities.

Additional information on GBA+ can be found at:

GBA+ website (Women and Gender Equality Canada): <https://cfc-swc.gc.ca/gba-acs/index-en.html>

GBA+ Course: <https://cfc-swc.gc.ca/gba-acs/course-cours-en.html>

Stage 3: Vision and Directions

Examples of existing national plans on ageing

Various ageing-related strategies and plans already exist across the UNECE region. Depending on country contexts the approaches to mainstreaming ageing take different forms. Some examples of strategies and plans that were developed are:

Federal Plan for Senior Citizens: “Ageing and the Future” (Austria)

Austria’s Federal Plan for Senior Citizens: “Ageing and the Future” follows the four main goals of the 2012 Vienna Ministerial Declaration on ‘Ensuring a society for all ages: promoting quality of life and active ageing.

National Action Plan Promoting Positive Ageing for 2013 – 2017 (Czech Republic)

The Czech Republic’s National Action Plan Promoting Positive Ageing for 2013 – 2017 is a strategic document that aims to change attitudes towards attitude to active ageing including age management and pension reform, increase interest of society as well as the prolonging of age and the quality of the life spent in old age. The plan consists of eight strategic areas: i) Implementation of the Ageing Policy in the Czech Republic; ii) Securing and Protecting the Human Rights of Older People; iii) Life-long learning, iv) Employment of older workers, v) Quality life environment for seniors; vi); Volunteering and intergenerational cooperation; vii) Healthy ageing; and viii) Care for older persons.

Examples of existing national strategies

National Demographic Strategy: “Every Age Counts” (Germany)

In Germany, the 2012 national demographic strategy ‘Every Age Counts’ applies to both federal and local level and aims at benefiting from the opportunities offered by population trends and describes fields of action in response to demographic change. A dialogue was launched with representatives from multiple levels of government, the private sectors, social partners, academia and civil society. Concrete approaches were formulated by joint working groups in 2013. Follow-up and further development of the strategy was initiated in 2015 aimed at “greater prosperity and better quality of life for all generations”, including additional activities and strengthened partnerships.

The National Strategic Policy for Active Ageing: 2014-2020 (Malta)

‘The National Strategic Policy for Active Ageing: Malta 2014-2020’ is premised upon three major themes: active participation in the labour market, participation in society and independent living. Based on a context analysis the strategic policy is embedded in the concept of ‘active ageing’ and follows seven key principles: i) contribution to the well-being of older persons; ii) involving all older persons; iii) focusing on the avoidance of ill-health and social exclusion in later life; iv) Intergenerational focus and stakeholder inclusion; v) embodiment of both rights and obligations; vi); participation and empowerment; and vii) sensitivity to national and cultural diversity.

Source: Country notes

National Positive Ageing Strategy (Ireland)

Ireland’s ‘National Positive Ageing Strategy’ was developed on the basis of a citizens-centred approach and considered the expressed views of older people and their representatives about what they say, as citizens,

and need to enable them to age positively. It furthermore is developed based on a 'whole-of government' and 'whole-of-society' approach to ensure a holistic and integrated Strategy that addresses a wide spectrum of issues necessary to ensure that the experience of ageing is a positive one. The strategy was developed based on cross-departmental collaboration and the inclusion of stakeholders.

The strategy was moreover grounded in and consistent with commitments of relevance to ageing. Of these developments, the WHO's 'Active Ageing – A Policy Framework (2002)' was considered the most appropriate as it among others i) provides a road map for designing multi-sectoral active ageing policies; i) aims to encourage policy makers to recognize and address factors that affect how people and populations age, iii) encourages a life-course perspective and to promote inter-generational solidarity; and iv) emphasizes the need for a balance between the roles of both individuals and government in facilitating active ageing. The WHO Active Ageing Framework calls for action on three pillars of actions: participation, health and security.

Ireland's 'National Positive Ageing Strategy' consists of a vision statement, operating principles, four national goals, goal-specific objectives, cross-cutting objectives, priority action areas, and an implementation and monitoring arrangement.

Source: ['Positive Ageing – Starts Now!', National Positive Ageing Strategy, Ireland](#)

More Years – More Opportunities. Strategy for an age-friendly society (Norway)

In 2016, the Norwegian Government launched the first cross-sectorial strategy for an age-friendly society. The strategy was elaborated with the involvement of all ministries based upon the understanding that an age-friendly society is a collective responsibility and contribute to sustainability. Older people in Norway today have better health and more resources than previous generations, but many face barriers to participation, and should be enabled to leverage these resources better. The strategy covers areas like longer working life, participation in volunteering and cultural life, access to transport, more age-friendly local community development and housing and healthy ageing. It also demonstrates how technological and social innovations offers potential for stimulating business as well as active ageing. The Ministry of Health and Care Services, based upon the health in all policies-approach, coordinates the strategy.

Source: More Years – More Opportunities. The Norwegian Government's Strategy for an Age-friendly Society. May 2016. <https://www.regjeringen.no/en/dokumenter/more-years--more-opportunities/id2477934/>

Active Ageing Strategy (Slovenia)

Slovenia's Active Ageing Strategy lays out a vision and principal objectives to respond to challenges brought about by population ageing. The document includes starting points for development, key highlights of a new paradigm, the vision and objectives, and proposals for guidelines. The strategy is in line with international frameworks including MIPAA and builds on the concept of active ageing. It aims to create an environment in which individuals across their life course, old age included, can live active, healthy, independent and safe lives, in intergenerational harmony and in full enjoyment of their rights.

The document focuses on four segments (pillars):

1. Employment (adjustments on the labour market, including education and training, and provision of sufficient labour through net immigration).
2. Independent, healthy and safe living for all generations (systems of social protection, accessibility of healthcare and long-term care services, concern for health, reducing inequalities in healthcare).
3. Participation in society (intergenerational cooperation, volunteering, use of ICT in communication, prevention of discrimination and violence in society, political activity).
4. Environment enabling an active life throughout the life course (adjustments to the economy, dwelling conditions and transport systems with the support of ICT and technological solutions).

Source: [Republic of Slovenia, 2018, 'Active Ageing Strategy'](#)

Example of a vision statement

The Irish National Positive Ageing Strategy was built on the following vision statement:

“Ireland will be a society for all ages that celebrates and prepares properly for individual and population ageing. It will enable and support all ages and older people to enjoy physical and mental health and wellbeing to their full potential. It will promote and respect older people’s engagement in economic, social, cultural, community and family life, and foster better solidarity between generations. It will be a society in which the equality, independence, participation, care, self-fulfilment and dignity of older people are pursued at all times”.

The vision and strategy are underpinned by the United Nations Principles for Older Persons, which are: independence, participation, care, self-fulfilment and dignity. These principles are set to guide the actions developed to progress Ireland towards an age-friendly society i.e. they should be used to assess the age-friendliness of policies, programmes and services for older persons and serve as an age-proofing tool for policy development and service delivery purposes.

Source: [‘Positive Ageing – Starts Now!’](#), National Positive Ageing Strategy, Ireland, April 2013

Stage 4: Identification of Activities

The following highlights examples of activities that can support mainstreaming ageing, including framework legislation, specific policies as well as an example of subnational effort to mainstreaming ageing:

Act on adapting society to an ageing population (France)

The Act on adapting society to an ageing population entered into force in France in 2016. The reform is based on three pillars:

1. Anticipating loss of autonomy by better meeting the demands of older persons in terms of housing, transport, social and civic life, and in doing so preventing and combating isolation.
2. Adapting society to ageing by housing measures, including renovating residence accommodation for independent living and encouraging older persons to engage in volunteering activities.
3. Supporting older persons facing loss of autonomy to enable them to stay at home as long as possible. In addition, a “personal independence allowance” and measures to support informal carers are covered by the law.

National Action Plan on Dementia (Denmark)

In 2018, Denmark launched the “National Action Plan 2025”, which sets overarching goals toward 2025 for the care of patients with dementia. The aim is i) to create a dementia friendly country underlining the importance of having dignified and safe lives and ii) to ensure treatment and care for people with dementia that is based on individual needs with a focus on prevention, best evidence and more research; iii) to ensure the active involvement of caregivers and increased access to support. The plan aims to create 98 dementia friendly municipalities with the support of 23 initiatives that focus on; early diagnosis and better quality of diagnostic evaluation and medical care; better quality of care and rehabilitation; support and counselling to caregivers of people with dementia; dementia friendly society; and better education and research.

Age-friendly Cities and Communities (Belgium)

In response to population ageing, the City of Brussels has since 2016 invested in developing a policy aimed at addressing population ageing and older persons. As a member of WHO’s Global Network of Age-friendly

Cities and Communities, the city-initiated consultations and identified a number of priorities including: opening a 'house for seniors', improving public spaces, strengthening access to social services, paying extra attention to frail older persons, developing policy on senior housing as well as strengthening the participation of older persons in policy-making.

Source: Country Notes

Examples of promoting mainstreaming ageing at the local level

WHO Age-friendly Cities and Communities Framework

In an age-friendly community, policies, services and structures related to the physical and social environment are designed to support and enable older people to “age actively”, that is, to live in security, enjoy good health and participate fully in society. The [WHO Age-friendly Cities Framework](#) and [Guidelines](#) provide a useful tool for cross-sectoral collaboration and joined-up thinking across sectors at community level. Informed by the WHO's approach on healthy and active ageing, the purpose of the WHO framework is to support communities and cities to become more age-friendly by responding to the needs of the ageing population as well as to tap into the potential of older persons.

The WHO framework proposes eight interconnected domains that can help to identify and address barriers to the well-being and participation of older people in urban environment. These are: i) community and health care; ii) transportation; iii) housing; iv) social participation; v) outdoor spaces and buildings; vi) respect and social inclusion; vii) civic participation and employment; and viii) communication and information.

The approach builds on the establishment of a steering group that coordinates and brings different actors around the table including elected community leaders. It furthermore builds on a participatory process in which older persons and their representatives are directly involved.

A Global Network of Age-friendly Cities and Communities was established by the WHO in 2010 to bring together like-minded cities and communities committed to becoming more age-friendly, to facilitate the exchange of information, resources and best practices.

The Decade of Healthy Ageing also promotes age-friendly cities and communities by ensuring communities foster the abilities of older persons and enabling them to be included, participate and contribute to their communities while retaining their autonomy, dignity, health and wellbeing.

WHO Europe developed modules to guide the development of age-friendly environments, including tools for monitoring and evaluation as well as templates for municipal action plans on age-friendly environments.

<https://www.euro.who.int/en/health-topics/Life-stages/healthy-ageing/activities/age-friendly-environments-in-europe-afee/modules-of-a-guide-for-age-friendly-environments-in-europe>

Age-friendly communities (Canada)

Specific guidance by the Canadian Federal Government is provided to enhance age-friendly communities in Canada's provinces and territories. Online resources provide support for the implementation of the age-friendly communities model as well as evaluation of efforts using a set of indicators to measure progress. To help communities, 'Pan-Canadian Age-Friendly Communities Milestones' were developed describing the steps a community needs to follow to successfully apply the 'Age-friendly Communities' model. Communities that have demonstrated that they have met at least three age-friendly communities' milestones can be recognized by their province or territory as officially on the road to becoming age-friendly. They may also seek recognition from the Public Health Agency of Canada and the World Health Organization.

Examples of awareness-raising practices

Multiple types of awareness-raising efforts are practiced in the UNECE region. The following includes examples of initiatives that aim to increase general public awareness, or on a specific topic, while others aim at enhancing awareness to help mainstream ageing at the local level.

Exhibition ‘What’s old anyway?’ (Germany)

A photographic and video competition was organized by the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth focusing on how ageing is understood and perceived. The exhibition called ‘What’s old anyway?’ aimed to address questions such as: how old is old age? Until what age are we young? What is life in old age really like? The results were included in a publication shedding light on themes such as active ageing and generational aspects.

Awareness campaign on violence against older people (Czech Republic)

In the Czech Republic, Zivot 90 – an NGO dedicated to the issue of abuse of older persons – implemented a campaign against violence and abuse of older persons. With support from the Ministry of Labour and Social Affairs, the campaign aimed at increasing the awareness, enhancing the ability to recognize different forms of abuse among the general public, and make existing support services known. The campaign included media interviews, press releases, media advertisements, billboards and banners, as well as information disseminated through social media. It was launched on the International Day of Older Persons in 2012.

Source: Country Notes

Examples of institutional structures to mainstream ageing

Various institutional structures to mainstream ageing have been initiated across the UNECE region. Some countries appoint a national coordinator or have a unit established in a main ministry that can help drive ageing-related strategic efforts and activities. Depending on the government structure, levels of decentralization, division of responsibilities, and/or whether strategic efforts and action plans are in place, these structures take various forms:

Active Ageing and Community Care (Malta)

An example of a permanent institutional structure that aims to holistically address ageing is Malta’s ‘Active Ageing & Community Care’ directorate. This entity is responsible for community services and long term-care facilities for older persons. It has also adopted the recommendations of the National Strategic Policy for Active Ageing: Malta 2014-2020 in its strategic plan. Collaboration and programmes are carried out with other ministries whose portfolio has an impact on the wellbeing of older persons, especially with the Ministry of Education and Employment, the Ministry for Justice, Equality and Governance, and the Office of the Deputy Prime Minister and Ministry for Health.

Central- and subnational level coordination (Austria, Denmark, Germany)

In Austria the ‘Unit on Ageing, Population and Volunteering Policies’ coordinates with various line ministries including those responsible for health, science, technology, mobility, education. At the subnational level, similar units on ageing are responsible for ageing-related priorities. A Senior Citizens’ Advisory Council was established in 1998 under the Chair of Minister for Labour, Social Affairs, Health and Consumer Protection. The Council consists of representatives of all federal ministries, social partners, provinces and senior citizens’ organisations at province and community level.

In Denmark, ageing is mainstreamed at both national and subnational level. At the national level the Ministry of Health coordinates the follow-up of MIPAA. However, due to the bulk of local social service delivery, a strong role is assigned to subnational governments.

In Germany mainstreaming ageing is practiced through a national, regional and local level institutional structure. At the national level, three Directorates General of the Federal Ministry for Family Affairs, Senior Citizens, Women, Youth work on ageing-related matters; i) Demographic changes, ii) Senior Citizens, and iii) Social Welfare. The Ministry is also responsible for the coordination and implementation of MIPAA. At the subnational level, 16 “Länder” have coordinating ministries that monitor and assess implementation of the action in their Länder. Input from the Länder and stakeholders for the review of MIPAA is also ensured.

Shared responsibilities across levels of government (Canada)

In Canada, within the federal government, Employment and Social Development Canada’s Seniors and Pensions Policy Secretariat is the focal point for federal seniors-related efforts, to raise the profile of seniors’ issues and to develop a collaborative approach to policy and programme development for the rapidly increasing number of older persons as Canada’s population ages. The Seniors and Pensions Policy Secretariat plays a role in mainstreaming ageing through its support to the minister responsible for the seniors’ portfolio. The Forum of Federal, Provincial and Territorial Ministers Responsible for Seniors is an intergovernmental body that meets regularly to discuss issues of importance to older persons; share information on seniors’ wellbeing; and undertake initiatives to advance issues of common concern. The Seniors and Pensions Policy Secretariat supports the National Seniors Council, which was created in 2007 to advise the Government of Canada on issues that matter to seniors.

Source: Country Notes

Establishment of an Ombudsperson for Older Persons (Norway)

An Ombudsperson for the Elderly was established in the end of 2020. The ombudsperson is regulated by The Act on the Ombudsperson for the Elderly, ensuring their independence. The ombudsperson is charged with promoting the interests, needs and situation of older people in all areas of society. The ombudsperson will give older people a voice and be an independent stakeholder on ageing issues.

The Ombud for the Elderly is co-located with the Center for Age-friendly Norway in Aalesund.

Source: information provided by the national focal point on ageing for Norway

Stage 5: Monitoring and Evaluation

M&E at subnational level

‘Age-friendly Communities Evaluation Guide’ (Canada)

The ‘Age-friendly Communities Evaluation Guide’ developed by the Public Health Agency of Canada provides communities with practical information on how to use indicators to measure progress and evaluate their age-friendly initiatives. Age Friendly Communities are those communities that are taking steps to help older persons remain healthy, active and independent, and to continue to make important contributions as they age. The Guide focuses on the use of indicators in planning, implementing and evaluating age-friendly community initiatives. In addition to providing information on how and why the use of indicators can strengthen community age-friendly initiatives, it offers a menu of specific, measurable indicators that are applicable to eight domains

of community life that are being addressed in age-friendly programming. The Guide also includes four other indicators that reflect longer-term health and social expected outcomes for seniors. The Guide provides practical and flexible indicators that are supplemented by ready-to-use or adapted tools as well as links to information to support community evaluations. It outlines the benefit of evaluation and how communities can make the most of evaluation results to strengthen and improve programs, increase community interest, attract funders and meet their needs.

<https://www.canada.ca/content/dam/phac-aspc/migration/phac-aspc/seniors-aines/alt-formats/pdf/indicators-indicateurs-v2-eng.pdf>

WHO Guide on Measuring age-friendliness of Cities: A Guide to using core indicators

The WHO has developed a set of indicators to monitor the age-friendliness of cities.

https://apps.who.int/iris/bitstream/handle/10665/203830/9789241509695_eng.pdf?sequence=1

Examples of M&E efforts

Many countries carry out monitoring of ageing-related policies and programmes in the context of the review and appraisal of MIPAA/RIS, or as a part of regular government reporting activities. Some countries where plans or strategies on ageing exist have established specific reporting and monitoring structures.

Monitoring the National Positive Ageing Strategy (Ireland)

The implementation of the National Positive Ageing Strategy is monitored on an ongoing basis to ensure that it remains reflective of older people's needs and preferences. A mechanism to review the implementation of Healthy Ireland, an initiative which aims to improve the health and wellbeing of people living in Ireland is used to monitor the National Positive Ageing Strategy. A robust framework and levels of indicators were defined. Collaboration across government was initiated to identify indicators that were included in an 'outcome framework'. A National Health and Well-Being Council as well as an Annual Positive Ageing Forum were established to reflect and to assess progress from the perspective of older persons and their representative organizations. An annual report is produced and presented to the so-called Cabinet Committee on Social Policy, which oversees the implementation of the National Positive Ageing Strategy.

Source: ['Positive Ageing – Starts Now!'. National Positive Ageing Strategy 2013. Ireland](#)

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Websites:

Decade of Healthy Ageing

<https://www.decadeofhealthyageing.org>

Gender based Analysis Plus

<https://cfc-swc.gc.ca/gba-acis/index-en.html>

European Institute for Gender Equality (EIGE), Gender mainstreaming toolkit

<https://eige.europa.eu/publications/gender-equality-training-gender-mainstreaming-toolkit>

WHO Global Network of Age-friendly Cities and Communities

<https://extranet.who.int/agefriendlyworld/>

GUIDELINES FOR MAINSTREAMING AGEING

Mainstreaming ageing is a strategy, process and multi-dimensional effort of integrating ageing issues into all policy fields and all policy levels. The Guidelines for Mainstreaming Ageing provide policymakers with suggestions on how to advance or improve their mainstreaming efforts, considering ageing both from a societal and individual life-course perspective. They draw on the methodology of UNECE Road Maps for Mainstreaming Ageing and country experiences gained over close to 20 years of implementing the Madrid International Plan of Action on Ageing in the UNECE region.

The Guidelines outline five stages that support countries in establishing a Strategic Framework for Mainstreaming Ageing.

- **Stage 1 - Getting Started** - outlines a number of preparatory activities, including making the case for mainstreaming, securing political commitment, carrying out a stakeholder mapping and analysis and setting up a team to develop the Strategic Framework.
- **Stage 2 - Analysis** - proposes to carry out a situation analysis and comprehensively take stock of the policy context, data situation and existing mainstreaming mechanisms to identify the gaps.
- **Stage 3 - Vision and Directions** - focuses on identifying the strategic directions for the Framework and supports formulating the vision, goals, objectives and expected outcomes for mainstreaming ageing.
- **Stage 4 - Identification of Activities** - helps defining specific activities to support mainstreaming ageing. Emphasis is put on the importance of instituting a coordination mechanism and selecting implementing partners.
- **Stage 5 - Monitoring and Evaluation** - suggests establishing a mechanism that helps measure and evaluate progress over time and fosters continual adjustment and improvement of mainstreaming efforts.

The publication mainly targets government staff responsible for the development, coordination and monitoring of ageing-related policies at national and local level.

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