UNITED NATIONS ECONOMIC COMMISSION FOR EUROPE

Guidelines for Reporting on National Follow-up to the UNECE Regional Implementation Strategy (RIS) of the Madrid International Plan of Action on Ageing (MIPAA)

April 2011
Adopted by the Bureau of the Working Group on Ageing

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Introduction

The report of the United Nations Secretary General "Further implementation of the Madrid International Plan of Action on Ageing, 2002" (MIPAA) to the 48th session of the Commission for Social Development in 2010 (E/CN.5/2010/4) stated that it is highly important for countries to share information, experiences and good practices, to draw conclusions and to set priorities for future cooperation and technical assistance. This is most relevant **at the regional level and in particular during the review and appraisal exercises** organized by the regional commissions. In the UNECE region, the first cycle of review and appraisal of implementation of MIPAA/RIS was concluded in 2007 at the UNECE Ministerial Conference hosted by Spain in León. The secretariat of the UNECE is currently engaged in conducting the second review and appraisal cycle¹ receiving support from the Working Group on Ageing and its Bureau and the European Centre for Social Welfare Policy and Research, Vienna (ECV). The UNECE Ministerial Conference on Ageing, to be hosted by Austria in Vienna on 19-20 September 2012, is planned as a concluding regional event of the second cycle of review and appraisal of MIPAA/RIS implementation.

The present guidelines are designed to assist member States in reporting on the national follow-up to the UNECE Regional Implementation Strategy (RIS) of MIPAA. They are intended for national focal points on ageing and all the others involved in preparing the report. It is hoped that the outline provided in this document will help the focal points on ageing to organize existing and newly collected material into a concise report. The harmonized structure of country reports is also helpful for summarizing ageing-related developments across the region and for exchanging experiences between member States.

Information provided through these member States' reports will form the basis for discussions at the 2012 UNECE Conference on Ageing in Vienna, Austria. "Ensuring a society for all ages: promoting quality of life and active ageing" will be the main theme of the Ministerial Conference therefore it is expected that national reports will focus on these aspects where relevant and possible. A synthesis report based on national findings will be prepared by the UNECE secretariat and presented at the Conference.

It is suggested that the length of the country report is 6000 to 8000 words (12-16 A4 pages, single-spaced, excluding annexes), including an executive summary of 500 to 700 words. The **deadline for submitting this report to the UNECE secretariat is 31 October 2011**. For additional background information, you are referred to the following documents available on the UNECE Population Unit's website http://www.unece.org/pau/:

- Regional Implementation Strategy (RIS) of the Madrid International Plan of Action on Ageing (http://www.unece.org/pau/docs/ece/2002/ECE_AC23_2002_2_Rev6_e.pdf)
- Berlin Ministerial Declaration A Society for All Ages in the UNECE Region (http://www.unece.org/pau/_docs/ece/2002/ECE_AC23_2002_3_Rev2_e.pdf)
- Léon Ministerial Declaration A Society for All Ages: Challenges and Opportunities (http://www.unece.org/pau/_docs/ece/2007/ECE_AC30_2007_2.e.pdf#Page=6)
- Guidelines for the review and appraisal of MIPAA: bottom-up approach (http://www.un.org/ageing/documents/MIPAA/GuidelinesAgeingfinal13%20Dec2006.pdf)

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¹ The modalities of the second review and appraisal of MIPAA, to be carried out on national and regional levels in 2011-2012, were outlined in the Secretary General's report to the 49th session of the Commission for Social Development in 2011 (E/CN.5/2011/7).

Outline of the Report on the Follow-Up to the Regional Implementation Strategy (RIS) of the Madrid International Plan of Action on Ageing (MIPAA) in [country]

Executive Summary

Please provide an executive summary of 500 to 700 words (1-1.5 A4 pages, single-spaced) according to the structure below:

- Methodology used for this report, in particular an explanation of the bottom-up participatory approach used, if any
- Brief review of national progress in fulfilling (or lagging behind) the commitments of MIPAA/RIS. Include three to five major achievements since 2007 and three to five important aspects to be improved in the future
- Conclusion.

Suggestion: consider using a 'text box' or 'text table' format to list your country's major achievements and aspects to be improved in the future.

General Information

This introductory section should contain general information about the member State that is submitting the report, in particular:

- 1. Country name
- 2. Name of and information about the author(s) of the report
- 3. Contact details for the author(s) of the report
- 4. Name and contact details of official national focal point on ageing
- 5. Name, reference, and date of adoption or status of preparation of national strategy, action plan or similar policy document on ageing (please attach relevant documents in the annex).

1. National ageing situation

This first section (about 500 words, or one A4 page, single-spaced, excluding annexes) should include an overview of the national ageing situation with respect to demographic, social, economic and political developments, and in particular major challenges related to population ageing in the country.

One of the key objectives of the national reports is to allow member States to share good practices and novel approaches to similar challenges and opportunities related to the ageing of their societies, taking into account the different contexts in which population ageing evolves. Therefore, this section *may* consist of the following:

- Presentation of demographic indicators that could help better understand the country's development regarding the issues discussed
- Presentation of key quantitative social and economic indicators and features that may help to put into focus the issues treated and to permit quantitative analysis
- Brief description of the **social, economic and political situation**, which may help to understand the context in which ageing-related issues are dealt with in your country.

Suggestion: You may provide more detailed analytical tables and charts in the annex. You are invited to use the indicators developed in the European Centre Vienna MA:IMI project (http://www.monitoringris.org/index.php?id=23) for the above descriptions.

2. Methodology

This section (up to 500 words, or one A4 page, single-spaced, excluding annexes) should deal with the methodology for an evaluation of policy actions taken towards the implementation of MIPAA/RIS within the framework of the ten commitments of RIS. It is suggested that both a quantitative and a qualitative approach be used for assessing the impact of policy actions.

Quantitative information can be taken from ongoing and new studies on ageing, both cross-sectional (assessing the impact of policies across several sectors) and longitudinal (observing a specific policy impact over a period of time).

Qualitative information can be obtained through a bottom-up participatory approach or other available qualitative data from recent research (preferably undertaken since 2007). If member States wish to conduct new qualitative research for the purpose of this report the participatory approach may be a suitable tool, as it calls for the involvement of older persons in assessing the impact of policy actions on the quality of their lives. This approach is flexible, and can be adapted to country-specific challenges and opportunities.²

In general this section should refer to interactions with the different stakeholders – such as ministries, non-governmental organizations (NGOs), the private sector, academia and older persons – and on how these interactions contributed to the report. If applicable, the links between the review and appraisal of MIPAA/RIS and other established monitoring mechanisms in your country should be discussed here.

Suggestion: If the national focal point on ageing is going to organize the process of bottom-up participatory assessment, s/he is encouraged to identify and engage one or more *facilitators* with expertise in using a participatory methodology. Such facilitators could come from academia or NGOs. See footnote 2 for reference.

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² For a detailed description of the bottom-up participatory approach see UNDESA (2006), 'Guidelines for Review and Appraisal of the Madrid International Plan of Action on Ageing: Bottom-up Participatory Approach' at http://www.un.org/ageing/documents/MIPAA/GuidelinesAgeingfinal13%20Dec2006.pdf.

3. Review and Appraisal of National Actions to fulfil Commitments of UNECE MIPAA/RIS

This part of the report is expected to be divided into subsections devoted to the individual RIS commitments (about 400-500 words per commitment on average or one A4 page, single-spaced, excluding annexes). Since many of the commitments stress several aspects, the guidelines provide some indicative prompts on each aspect, aligned with the content of the corresponding RIS commitment. The prompts are provided for guidance to stimulate your ideas — you are not expected to report on every aspect mentioned in the bullet-pointed prompts, but rather to choose those most relevant to the situation in your country.

a) General framework

You are expected to **report on all commitments.** Note that at the 3rd meeting of the Bureau of the Working Group on Ageing it was decided that member States should also report on commitments where no progress had been made. This should help to indicate areas where further work is needed and may assist in facilitating the discussion during the 2012 Ministerial Conference on Ageing.

The report is expected to include evidence of **results and outcomes** that the measures, programmes or initiatives described have achieved, especially in the **period after the León Conference** (2007 to 2011 or the latest available). For empirical evidence, longer time series might be preferable and could be presented in the annex.

b) Instrumental assessment

The reporting on the RIS commitments should include instrumental assessment, focusing on **policies, laws and regulations** adopted and/or modified since the León Conference (for instance, a new law on palliative care, etc.); on **programmes** established to adjust to demographic change (such as a new programme for home care, etc.); on measures to adapt the **physical environment** (such as new housing or new transport facilities for older persons); and, if available, on the allocation and rates of change per annum of **budgets** relevant for ageing-related issues.

c) National capacities

Reference should be also made to available national capacities, if applicable, under each commitment. You may include information on:

- institutions responsible for follow-up to MIPAA/RIS
- organizations of older person taking part in the follow-up activities
- educational, training and research activities on ageing
- data collection and analysis of the ageing-related situation in your country
- mobilization of financial resources dedicated to MIPAA/RIS follow-up
- monitoring mechanisms in place for the review and appraisal of MIPAA/RIS.

Suggestion: in reporting on each RIS commitment, you may follow this general algorithm \rightarrow instrumental assessment of action (e.g., policies, programmes, etc. that have been introduced) \rightarrow impact assessment (outcomes of policy action) \rightarrow analysis (what was successful and what did not work, and why) \rightarrow conclusion and proposed way forward (what needs to be done).

RIS Commitment 1: 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

This subsection should focus on analysis of whether and to what extent mainstreaming ageing is part of national priorities. It should reveal whether ageing is included in development plans and policy strategies on the national, regional and local levels.

In your analysis you may consider:

- areas in which ageing is mainstreamed
- extent to which the different policies related to ageing pursue a holistic approach and are coordinated and applied consistently
- initiatives taken by your country to tackle age discrimination
- participation of older persons in the development of policies and strategies and in their implementation
- involvement of NGOs and the private sector in policy development and their role in the implementation of policies and programmes.

RIS Commitment 2: To ensure full integration and participation of older persons in society

The member States committed to further enhancing the social, economic, political and cultural **participation** of older persons. In reporting on the follow-up to this aspect of the commitment you *may* take into account:

- measures undertaken by your country to recognize, encourage and support the contributions of older people to society (e.g. media campaigns, school curricula)
- mechanisms put in place to take into account the views of older persons on the services provided to them
- channels for recognising older persons as a significant consumer group with shared and specific needs, interests, and preferences
- actions promoting active ageing and encouraging the participation of older persons in society, culture, and economy
- activities undertaken to promote the political participation of older persons and in particular of older women
- mechanisms and organizations that provide a political voice for older persons
- existence of a national advisory body on ageing or a similar institutional mechanism that includes older persons to ensure a dynamic and coordinated contribution of older persons to national policy responses to ageing
- adoption of policies and programmes to improve the housing and living environment of older persons, especially in rural areas (access to and affordability of services, such as housing, utilities, sanitation and, in particular, transport).

The member States also committed to promoting the **integration** of older persons by encouraging their active involvement in the community and by fostering **intergenerational** relationships:

- steps taken to promote age-integrated communities where facilities are made available to people of all ages and where they can meet and interact (e.g. joint community centres for the elderly and the young)
- actions to promote volunteer activities enabling younger and older people to interact and help each other.

The RIS commitments also refer to the need to **promote a positive image of ageing**:

- steps undertaken by your country to promote a positive image of ageing (e.g. media campaigns, incentives for employers to promote continued employment of older persons, initiatives within local communities and with the participation of other social actors to facilitate dialogue and a better understanding between the generations)
- measures taken to promote a differentiated and heterogeneous view of the life of older persons to better reflect reality
- actions taken (in particular in cooperation with mass media) to encourage older persons to make the general public more aware of the positive aspects of ageing.

RIS Commitment 3: To promote equitable and sustainable economic growth in response to population ageing

The member States committed to promoting **equitable and sustainable economic growth** in response to population ageing. To ensure that growth is environmentally and socially sustainable, efforts to boost economic growth and productivity must be accompanied by a broad strategic policy response, including to population ageing. Equitable growth ensures that resources are available for transfer and distribution amongst generations and helps to ensure the financial sustainability of social protection systems in general and pension schemes in particular. You *may* refer to:

- strategies adopted to transform your economies with a view to eradicating poverty, especially among older persons
- measures taken to review and adjust macroeconomic policies to address the needs of a growing ageing population.

RIS Commitment 4: To adjust social protection systems in response to demographic changes and their social and economic consequences

The member States committed to taking steps to **ensure the financial sustainability of social protection systems** in the face of demographic ageing. They agreed that social security systems

should strengthen incentives for citizens to participate in the labour force while protecting the weakest groups in society. Social protection systems should be adjusted so that they can fulfil their basic functions of assisting those who are deprived and safeguarding those who are at risk. They need to be supported by a high level of employment, comprehensive health services, functioning educational systems and active labour market policies.

In this regard, the member States agreed to pursue the objective of preserving and strengthening the basic functions of **social protection**, namely to prevent and/or reduce poverty and provide adequate benefits for all. In addition, the member States agreed to adapt existing social protection systems to demographic changes and changes in family structures. In your report you *may* refer to:

- actions to adapt social protection systems in your country to societal and demographic changes
- steps taken to achieve a sufficient income for all older persons
- policies adopted to address in a timely manner the needs of older persons for a variety of social and health services, including sheltered housing and long-term care
- actions to improve standards of living for persons with disability and for fragile older persons which allow them to maintain their independence and dignity.

The member States also committed to establishing a regulatory framework for occupational and private **pension provision**:

- steps taken to establish or further develop a regulatory framework for occupational and private pension provision
- changes made to the laws regulating mandatory retirement.

The member States also pledged to pay special attention to the social protection of women and men throughout the life course:

- policies adopted to ensure the equal treatment of men and women by the social protection system
- policies adopted to ensure that social protection system supports a better reconciliation of work and family responsibilities throughout the life cycle (e.g. through special leave arrangements for working parents and other caregivers, or supportive measures such as respite care services that is, professional care services provided on an ad-hoc basis to give the regular caregiver some time off).

RIS Commitment 5: To enable labour markets to respond to the economic and social consequences of population ageing

A commitment was made by member States to take measures to **enable labour markets to respond** to the economic and social consequences of ageing. In this regard, they pledged to seek increases in employment rates, especially the employment rates of older persons. In your report,

while addressing measures taken to promote access to employment opportunities and to reduce the number of out-of-work persons, especially for older age groups, you *may* refer to:

- active labour market policies (job search assistance, training, counselling, etc.)
- adaptation of curricula to labour market needs; measures to ease the transition between formal education and work
- efforts to reduce non-wage labour costs while protecting workers' rights; easing of factors reducing demand for labour (e.g. excessive administrative regulations, etc.).

The member States also agreed to improve the **employability of older workers**:

• measures taken to improve the employability of older workers, e.g. through vocational guidance and training, promoting lifelong learning (delivery of job-relevant training to enable workers to adjust to changing labour markets), improvement of working conditions.

Raising participation rates for all women and men is another commitment of the member States.

- steps taken to raise participation rates in labour markets of all women and men, e.g. through removing barriers and disincentives to stay in employment
- specific measures to increase the labour force participation of women, e.g. through suitable education and training, efforts to broaden their job opportunities and avoid discriminatory situations in relation to pension benefits or personal income.

The member States committed to taking steps towards increasing the age at which people stop working and towards making **retirement** more **flexible** and **gradual**:

- steps taken to introduce incentives for the participation of older persons in the labour market
- abolition of incentives to take up early retirement
- mechanisms put in place to promote a smooth and gradual retirement.

RIS Commitment 6: To promote lifelong learning and adapt the educational system in order to meet the changing economic, social and demographic conditions

The member States committed to promoting lifelong learning and adapting their educational systems in order to meet the changing economic, social and demographic conditions.

In particular, they committed to facilitating and encouraging **lifelong learning**. Addressing this commitment in your report, you *may* refer to:

steps taken to adjust educational institutions to the needs of persons in retirement

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³ Please identify specific age groups of older persons if applicable (for instance: 50-64 years, 55+, 65+)

- initiatives undertaken in relation to pre-retirement programmes
- learning methods developed to teach older persons the use of new information technologies
- adaptation of educational curricula to prepare people for lives of continuous change and to equip them with the necessary skills and attitudes favouring flexibility; promotion of new didactic methods in this regard.

The member States also committed to ensure that the **education system** achieves better **employability** of all persons:

- steps taken to establish closer links between educational institutions and employers and to encourage employers to provide on-the-job training for workers of different ages, including older workers
- development and/or promotion of special programmes to facilitate the reintegration into the labour market of those who left the formal educational system early
- steps taken to make formal schooling more gender-sensitive, e.g. through the introduction of gender-sensitive curricula, specific programmes for girls and women, and specific programmes for older women to help them re-enter the labour market.

RIS Commitment 7: To strive to ensure quality of life at all ages and maintain independent living including health and well-being

The UNECE member States committed to striving to ensure quality of life at all ages and maintain independent living including health and well-being. In particular, the member States agreed to promote health and well-being over the entire life course, by mainstreaming health through sectoral policies. In your report you *may* refer to:

actions taken to integrate ageing issues into sectoral policies.

In addition, member States committed to ensuring **equal access** to health and social services including long-term care for persons of all ages:

- targeted measures to reduce inequalities in access to health and social services, including for people in rural and remote areas
- initiatives to improve long-term care services for older persons, in particular community-based services that are needed to overcome the mismatch between the home-based services that are usually desired and the residential care services that are in fact supplied
- actions to improve the coordination and integration of services provided to older persons (e.g. through case management systems)
- initiatives concerning special needs in case of dementia and Alzheimer's disease
- efforts to improve the training of care providers: professionals, volunteers and family members

• efforts to improve the skills of older persons in terms of self-care, health promotion, prevention of disease and disability.

The member States also committed to ensuring appropriate **financing** of health and social services for persons of all ages:

• steps taken to ensure efficient, equitable and sustainable financing of health and social services for persons of all ages.

In addition, member States pledged to enable people to make healthy choices:

• measures undertaken to facilitate the adoption of healthy lifestyles (e.g. information campaigns).

RIS Commitment 8: To mainstream a gender approach in an ageing society

The member States committed to mainstreaming a **gender** approach in an ageing society. In your report you *may* refer to:

- measures taken to mainstream gender, to remove all obstacles for achieving gender equality, to eliminate all forms of discrimination against women, and to promote individual development of women throughout their entire life cycle
- actions to give particular attention to collection and analysis of gender- and agedisaggregated data
- measures to promote the economic rights of women (such as legislation to ensure equal pay for equal work, to protect women's rights in the workplace, to reconcile family life with work life, etc.)
- social protection policies reviewed to ensure full and equal participation of men and women in social protection systems
- measures to encourage and facilitate equal sharing of family and care responsibilities between women and men.

RIS Commitment 9: To support families that provide care for older persons and promote intergenerational and intra-generational solidarity among their members

The RIS describes the family as the basic unit of society. The member States committed to ensuring support to families that provide care for older persons and to promoting solidarity among their members, to respond to the needs and changing roles of individual **family** members and strengthen **inter- and intra-generational solidarity**. In your report you *may* address:

adjustments made to family policies in view of changing demographic circumstances

- policies and programmes adopted to respond to the needs of family members of different ages
- specific elements introduced in these policies and programmes to promote equality between men and women
- awareness-raising measures on the contribution of older persons to family, community and society at large
- measures adopted to help families deal with the growing responsibilities of care for their older members
- mechanisms put in place to strengthen the role of communities, organizations and associations in providing support and care to older persons.

The member States also committed to supporting families in coping with the social and economic consequences of demographic change:

- support to care-giving families, family friendly policies and services
- adaptation of the infrastructure of towns to the needs of families, and in particular the needs of young and older persons, to ensure that generations can live together; improvements in planning of services.

RIS Commitment 10: To promote the implementation and follow-up of the regional implementation strategy through regional cooperation

UNECE member States have the primary responsibility for the implementation and follow-up of the RIS. They are encouraged to do so, among other means, through regional cooperation, civil society involvement, and cooperation with the UNECE secretariat.

The analysis of your activities in this field may take into account the following:

- activities undertaken by your country to strengthen cooperation among UNECE member States in the field of ageing (e.g. participation in meetings of the UNECE and the ECV, exchange of information with member States and with the UNECE secretariat)
- opportunities provided for civil society to cooperate in this process
- assistance requested/received from the UNECE secretariat and/or other entities of the United Nations system in the implementation of RIS (if so, consider providing a brief evaluation)
- possible needs for assistance.

4. Conclusions and Priorities for the Future

This section (about 1,000 words or two A4 pages, single-spaced) is expected to:

- briefly summarize the extent to which your country has addressed the challenges and opportunities of population ageing since the León Conference in 2007
- indicate, based on the assessment provided and in view of expected future demographic developments, what will be your country's future policy challenges and perspectives related to ageing
- indicate major strengths and weaknesses of your country in the field of ageing
- outline future activities in the areas of population and individual ageing and other related areas
- propose adjustments to existing policies
- identify priorities for further policy research
- indicate capacity development needs
- describe the level of need or wish to exchange experiences across countries
- indicate your country's requests, needs and wishes with regard to the work of international organizations in the field of ageing.

Annex

- 1. List and contact details of organizations in your country that are directly involved in preparing this report
- 2. List and contact details of organizations in your country that are involved in the follow-up to MIPAA/RIS, by sector (government institutions, NGOs, academia, private sector)
- 3. Attach, if applicable, the national action plan on ageing and the relevant laws on ageing
- 4. Any other applicable material (tables, charts, methodological explanatory notes, etc).