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INTERREGIONAL CONSULTATIVE MEETING ON NATIONAL
IMPLEMENTATION OF THE MADRID INTERNATIONAL
PLAN OF ACTION ON AGEING

VIENNA, AUSTRIA, 9-11 DECEMBER 2003

Report of the Meeting

United Nations Department of Economic and Social Affairs
Division for Social Policy and Development

Hosted by the Government of Austria

Introduction

The Interregional Consultative Meeting on National Implementation of the Madrid International Plan of Action on Ageing was held in Vienna, Austria from 9-11 December 2003 at the Europahaus Wien. The Meeting was hosted by the Government of Austria and organized by the Social Integration Branch, Division for Social Policy and Development, Department of Economic and Social Affairs (DESA).

This report is based on discussions in plenary and the reports of working groups.

Objectives of the meeting

The objectives of the meeting were to contribute to the implementation of the Madrid International Plan of Action on Ageing (MIPAA) at the national level by:

- Identifying national implementation issues
- Producing strategy guidelines to mainstream ageing issues into national development agendas
- Contributing to the development of a technical assistance programme to help build national capacity for the implementation and follow-up of the Madrid Plan of Action.
- Identifying possible pilot countries, capacity building needs and potential trainer of trainers to ensure that capacity remains in country.

Participants and agenda

The meeting was attended by 17 participants drawn from Government, NGOs and academia as well as several observers. (See Annexes 1 and 2 for agenda and list of participants). The Agenda covered the following items:

1.   Constraints to and best practices in implementation of MIPAA
2.   Mainstreaming Ageing into National Development Agendas: from theory to practice
3.   Capacity Building for Implementation
4.   Consolidation and Evaluation

The meeting was opened on behalf of the Government of Austria by Mag. Herbert Haupt, Federal Minister for Social Security, Generations and Consumer Protection followed by a representative from the Ministry of Foreign Affairs and a representative of the Division for Social Policy and Development of the United Nations Department of Economic and Social Affairs.

Background to the meeting

The Madrid International Plan of Action on Ageing was adopted in April 2002 at the Second World Assembly on Ageing. A new Plan of Action was deemed to be required by Member States twenty years after the adoption of the first one in Vienna in 1982 to

take into account the recent acceleration of population ageing in developing countries and the transformed economic and social landscape in all countries.

The Madrid Plan of Action has two core concepts:

- a developmental approach to population ageing through the mainstreaming of older persons into international and national development plans and policies across all sectors; and,
- a life-course intergenerational approach to policy that stresses equity and inclusiveness of all age groups through all policy arenas.

The rationale for and design of this Meeting was to address promote a more widespread implementation of policies on ageing, particularly in developing countries and countries with economies in transition. In an environment of limited resources, insufficient capacity and competing political priorities for programming in support of different social groups, this Meeting aimed to lay the groundwork for a capacity building programme to assist Member States in implementing and monitoring the Madrid Plan of Action, with a particular focus on mainstreaming ageing issues into other policy arenas.

Constraints and best practices in implementing the Madrid International Plan of Action on Ageing

The secretariat made an introductory presentation based on a previously distributed issues paper "Mainstreaming ageing into national policy frameworks – an introduction" (available on DSPD website: www.un.org/esa/socdev/ageing.htm) to give an overview of the evolution in the developmental discourse on ageing issues in the period between the First and Second World Assemblies on Ageing that led to a call to mainstream ageing into development plans in the Madrid Plan of Action. The presentation also discussed the basic concepts of mainstreaming, why we should mainstream, how to mainstream, when to mainstream, who is responsible for mainstreaming, and what tools are available or are needed to mainstream.

General comments from participants centered around the need for those "responsible" for mainstreaming ageing to be proactive, and the need to have a recognized institutional mechanism such as a minister with a seat at the cabinet table in efforts to mainstream. It is important that those responsible for ageing have a strong voice and not be dependent upon someone advocating on their behalf. Participants acknowledged the relevance of mainstreaming ageing but expressed caution and awareness of its limitations. The process cannot simply be driven from outside but must involve a sense of ownership by all actors, including civil society and older persons themselves. By the same token, the theory of mainstreaming assumes a good understanding of both the substance and methodology of ageing by all the actors. This may call for a "bottom up" approach through education and advocacy as a first step. Participants also stressed that quite often it is the politicians who need to be brought on board since they are the ones approving policy and budgets.

Country papers were prepared for Egypt, Kenya, Jamaica and Vietnam to serve as case studies for participants on how ageing policy is dealt with by a diverse group of countries and what opportunities exist for mainstreaming ageing within the policy environment. The participant from New Zealand and made a presentation on that country's Positive Ageing Strategy, which was launched in 2001 and makes the mainstreaming approach a specific target. This was a useful example of mainstreaming in action and proved a rich source of discussion and lessons learned for participants. Papers were circulated to participants in advance of the meeting that enabled them to proceed with substantive discussions on mainstreaming, having benefited from knowledge of what other countries were doing on ageing policy and mainstreaming. The country case studies are available on www.un.org/esa/socdev/ageing.htm

Mainstreaming Ageing into National Development Agendas: From Theory to Practice

Basic guidelines for mainstreaming ageing

The session aimed to:

1. Reach a common understanding on the concept of mainstreaming;
2. translate the mainstreaming concept into specific guidelines to be applied to the analysis of development plans.

In order to do this the Secretariat made a short presentation of the rationale of successful mainstreaming, the key elements of which are:

- A clear policy coupled with a goal to mainstream ageing and integrate the specific issues of older persons
- A consistent and systematic approach throughout all policies and programmes as well as necessary budget allocations
- An explicit attention to and effort for mainstreaming to ensure visibility of the issue and facilitate monitoring and evaluation.

The plenary discussions stressed that in order to be successful, mainstreaming should focus on the policies, programmes and budget of a given institution in a country or a country's institutional framework; mainstreaming makes integration of older persons' specific issues central to the work of an institution, government or organization. It is, therefore, linked to increasing the potential for influencing policies, goals/objectives, programmes and outcomes, monitoring and budgets. It must be emphasized, however, that mainstreaming ageing or older persons as a group is a means to an end, and not an end in itself; therefore, it is a continual process.

When successful, mainstreaming reduces differences between older persons and other members of society; narrows the gap between social groups by reducing the marginalization of older persons and overall social exclusion; optimizes older persons' potential contribution to development; contributes to the improvement of

intergenerational relations by recognizing the right of older persons to receive, but also their responsibility to give and contribute.

Working groups were launched with a discussion of the process of mainstreaming and specifically three main areas: policy, programmes; interventions/actions; and, budget/finances/resources:

Guiding questions included:

1. Does the policy or national plan under discussion have a situational analysis of issues affecting older persons/ageing? Does this situation analysis contain data that could be used to monitor changes, the policy process, and assess the effect and impact of programmes?
2. Are the related programmes, actions and interventions specific or integrated with others targeting social inclusion? How do they address ageing issues?
3. Can one determine precisely the monetary allocation for older persons/ageing issues? (This is crucial for achieving results)
4. Are there monitoring systems and mechanisms in place to explicitly reflect ageing issues/older persons' needs, responsibilities, requirements?
5. Is the mainstreaming is explicit? You must be able to trace it.

Working groups embarked on developing guidelines for mainstreaming ageing into national development plans by focusing on needs, goals and objectives and implementation strategy.

It was agreed that a critical starting point was the need to have a common understanding among all national level stakeholders of the meaning, the process and the desired outcome of mainstreaming. A structure or national body should be identified to lead the process, and it should be made very clear who is participating and why, with clear roles assigned to each participant. The importance of the inclusion of and consultation with relevant stakeholders, including the representation of older persons within those consultation groupings, was noted. If the mainstreaming of ageing issues is to be successful it must be a nationally owned process and not a concept merely imposed by international or bilateral agencies. This implies that due attention must be given to both the political and technical aspects of mainstreaming through lobbying, debates and awareness raisin. In this vein, the unit or office responsible for promoting mainstreaming would have to have sufficient influence and leverage to be able to affect the policy making process and work across all sectors. One suggestion was that ageing sensitive focal points could be established within different Ministries to further the mainstreaming exercise within the various sectors.

Many participants mentioned the importance of a lifecycle approach to the development of policy (which would also take into account the impact on future cohorts) that takes into account the implications and impact of policies in all sectors for all age groups while giving an ageing perspective.

Following on this theme, participants also discussed the usefulness of taking an "intergenerational" approach to policies. It was revealed that the intergenerational concept is complex and conveyed different meanings in different contexts and cultures. For example, for one or two countries the intergenerational concept immediately had a negative connotation because it raised issues of generational gaps. For another, arguments on intergenerational resource distribution and which age group "deserves" more resources were raised. However, an intergenerational approach that "sells" the idea that there is a concern for all age groups and that the emphasis in mainstreaming ageing or designing policies for older persons is not intended to ignore other groups, but rather to promote the idea of identifying the special needs of all groups. It was also mentioned that in taking an intergenerational approach one has to be careful not to dilute the objective of ensuring that the needs and contributions of older persons are taken into account in development plans. Finally, it was agreed that given the intent behind the terminology, a more inclusive society, perhaps the term "inclusive" policies might be more appropriate and less misunderstood.

Mainstreaming in national development planning

Participants from developing countries examined their national developments plans, poverty reduction strategy papers and other major policy papers to see how ageing issues are or are not mainstreamed and what needs to be done. It was clear that each country was at a different stage in its response to ageing and its level of integration of ageing into the development agenda.

Bolivia

In the case of Bolivia, the national Strategic Development Plan focuses almost completely on economic issues at the conceptual level – with no policies or programmes outlined. Older persons are not mentioned. The PRSP was formed from a good national consultation process and offers a good situation analysis (although older persons were not included as a group in the consultation). This document also focuses on strategies and action lines rather than policies or programmes. While older persons are mentioned in passing amongst other vulnerable groups they are not the subject of any specific recommendations. Finally, the Bolivian National Health Plan makes a brief mention of the national health scheme for older persons.

The Bolivian participants also presented some thoughts on where their work could start on mainstreaming ageing into national programmes. They identified the need to make sure that older persons participate in the January to April 2004 national dialogues. They also recognized the importance of sensitizing older people to the national dialogue for them to lobby effectively; forging new alliances with other groups like children, youth, disabled persons to work towards inclusion; working further on sensitization and training within Ministries which could lead to the establishment of focal points on ageing to further the mainstreaming strategy; strengthening the political and legal position of the national coordinating body on ageing within the Ministry of Sustainable Development.

Egypt

In the case of Egypt, the two Ministries addressing ageing issues are Health and Population and Insurance and Social Affairs. There is no national coordinating entity to ensure a unified approach to ageing or act as a focal point for mainstreaming across other Ministries. As a result, ageing is not addressed within a wider national development framework beyond health and social welfare.

Jamaica

In Jamaica, a National Policy for Senior Citizens was adopted in 1997 and a National Council for Senior Citizens was established in 1976 to act as the central institutional mechanisms to develop and implement strategies and programmes for older persons. Ageing issues are integrated into a number of policy arenas such as social assistance, health and, culture. Further work on mainstreaming ageing into other policy areas and obtaining more extensive age disaggregated data could improve outcomes significantly. As reflects its middle income status, Jamaica has progressed a long way in terms of ageing policy development and implementation. On the specific issue of initiatives to mainstream ageing into other policy arenas, in the National Planning Institute, there is a Social Policy Development Unit that has a focal point on ageing issues. Furthermore, the Jamaica Social Policy Framework identifies social integration, which covers all "vulnerable" groups as a key focus area. All national development plans must take the Social Policy Framework on board. In practice, there is still room for improvement in national development plans in their integration of ageing issues.

Kenya

The Kenya PRSP and National Development Plan was judged to be unclear on the issues of older persons – particularly with regard to statistical data to assess the socio-economic situation of older persons. Also, there is a clear need for mainstreaming ageing across all relevant ministries. The draft National Plan on Ageing has neither the budget allocation nor the institutional capacity to support its implementation.

Kyrgyzstan

In the very large PRSP for Kyrgyzstan, the only reference to ageing is for the need to improve pension payments, and older persons and ageing are, in general, only a consideration in that policy sphere. The starting point for work on furthering issues on ageing will be challenging.

Senegal

In the Senegal PRSP there is a mention of ageing under health and education. The lack of age disaggregated data was noted to be a major problem. Older persons are identified in the vulnerable group category, the protection of which constitutes the third pillar of the

PRSP strategy. The PRSP acknowledges the lack of initiatives for this segment of the population and plans to establish a welfare coverage system for older person, as well as providing professional re-training for health care providers and geriatric facilities. Although older persons are identified as a vulnerable group and the PRSP lays the groundwork for economic and social measures to reduce poverty in Senegal, there is ample room for mainstreaming ageing in addition to the specific measures identified on welfare and health care.

Vietnam

In Vietnam, the poor, rural development, gender and ethnic groups are top priority targets for the Government within development planning and monitoring. Older persons are not included within these priorties. There are a number of national sectoral strategies, and Ten Year Socio-Economic Development Strategy (-2010), and a Socio-Economic Development Plan (- 2005), as well as a Comprehensive Poverty Reduction and Growth Strategy. In general since the start of the reform period in Vietnam in 1986, one of the main directions for action that has included older persons is the expansion in the social welfare system. There is a legal framework "Ordinance" on older persons, enacted in 2000 but no policy/strategy on ageing. A number of Ministries and socio-political organizations address the issue of older persons and there is a focal agency within the Ministry of Labor, Invalid and Social Affairs. However, collaboration between these bodies is lacking or ineffective with no overall coordination.

In summary, most of the national documents (PRSPs, national development plans etc.) studied showed a gap in relation to ageing throughout, even if some countries had addressed the ageing issue in part.

Capacity building for Implementation

This session aimed:

- To define capacity building in its various forms;
- To discuss adult learning and identify target audiences;
- To devise and agree upon a capacity building framework and an implementation schedule with specific responsibilities at national and international levels;
- To devise criteria for selection of pilot countries and training of trainers exercises.

Participants were also directed to do a self-analysis by asking themselves the questions:

What do you need to know?
What do you want to develop skills in?
What are you interested in?
How do you want to do it?
The participants received an overview of the different meaning of "training" and the key practices that make for successful training.

Participants thought that the main reasons that capacity building assistance was needed at the national level were:
- to learn how to optimize and maximize the use of human resources in sectors when there are financial gaps;
- to identify and train trainers on mainstreaming techniques;
- to improve their institutional capacity to identify issues and respond strategically;
- to translate strategy into programmes, policies and monitoring systems at the individual and community levels;
- to help the target group lead full and meaningful lives;
- to improve and develop their advocacy and lobbying skills; and,
- to enhance implementation planning in order to assess human, physical and financial resource capacities.

It was agreed that capacity building is needed at all stages of the policy process because it is a continuous process, but in addition, capacity building ideally needs to be undertaken at the conceptualization phase, and that politicians/decision makers from the top down through technocrats and civil society were all likely targets of capacity building assistance. In addition, since it is an ongoing process, the goal of training trainers in each country to carry forward the message and contribute to national-level sustainability was considered very important by participants.

Two working groups began drafting a framework for capacity building in more detail to identify target audiences and the type of capacity building required (why, what, who and when) and recommend a specific training area.

<u>Working Group one: Capacity building to influence policy making</u>

What is the objective? To incorporate issues of older persons in development policies by formulating strategic directions.

Target audience for capacity building for policy formulation?* People with responsibilities for policy formulation – policy managers, senior executives, permanent secretaries, ministers/deputy ministers, executive directors, etc.

Who is the target for training?
1. – (policy making) All stakeholders at different levels, such as decision makers (Government officials, legislature, cabinet, ministers); senior executive/managers (awareness of issues, analytical skills, information, research, allocation of budget); Planning agencies, development partners, Finance Ministry;

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*Since the targets of capacity building in each country differ because of varying government structures, it was decided to refer here to post functions rather than specific posts.

2. – (pressure groups) international organizations; civil society (to influence policy directions/process/partnership); faith based organizations; trade unions; CBOs, NGOs, Media, political representatives/parties, traditional leaders/cultural leaders, educational and research institutions (to inform policy process).

What kind of capacity building? Training in policy formulation – situation analysis to identify the needs of older persons; mainstreaming issues relating to ageing; integrating ageing into policies, plans, projects and programmes. The training would include such things as:

Exposure to relevant conventions, legislation, international, regional, national plans/strategies/policies; current demographic situation/trends in population dynamics; impact of HIV/AIDS, natural disasters on population structure; gender dimensions; concepts and terminologies; review of existing documentation on issues affecting older persons and identification of those most relevant to the socio-economic situation; information analysis skills; communication skills; programme implementation; strategic thinking/planning (negotiating skills, communication etc.).

How:

Development of baseline needs assessment in-country prior to development of training programme
Use of participatory methods, including adult learning processes in training
Training of trainers (technical issues/training techniques) to enhance national capacity to replicate – use international experts to develop local expertise – mixed team to design curriculum to ensure local ownership.
Follow up and evaluation.

Who is responsible for training?: United Nations and Government.

Working Group 2: Practical skills for mainstreaming into development plans/work programmes

What is the objective?

To mainstream ageing into development plans

How?

1. Training and workshops on: situation analysis on ageing, mainstreaming techniques and their adaptation to the national situation, advocacy skills, age sensitive budgeting, optimilization of resources, resource mobilization

2. Technical advice to enhance data collection; to draft a national plan of action; to create indicators to enhance monitoring and evaluation

Content and target audience?

Situation analysis by focal point on ageing in Ministry and experts. Targeted at programme planners/officers, finance, planning, health, social welfare/development ministries, budget controller, and selected members of civil society.
Mainstreaming by UN trainer/key-NGO targeted at mid-level directors in Ministries, decision makers in relevant institutions
Age sensitive budgeting by focal point, experts, international advice, regional organizations targeted at government officials, selected members of civil society

Conclusion

It was agreed that the Secretariat would draft a report of the meeting that would include an action plan and schedule of implementation for capacity building based upon the discussions and working group presentations. A discussion followed on the criteria that should be employed by the Secretariat for selecting those countries for provision of initial capacity building assistance during 2004. Criteria such as the existence of a minister or portfolio on ageing at the national level, whether a national plan of action on ageing had been approved, level of engagement by the government, prioritization of issues by the government, percentage of older persons in the population, high degree of problems for older persons identified, and motivation of actors were discussed.

However, it was finally agreed that all the countries participating are at very different stages of either development or engagement in policies on ageing, and that lack of policies did not equate with lack of need. In fact, countries where virtually no ageing policies are in place presents an opportunity for DESA intervention in the development of strategies based on the principles of the Madrid Plan. It was decided that those countries desiring technical advice and assistance from DESA should prioritize the type of support they needed and write a letter from the Government to the Director of the Division for Social Policy and Development, UNDESA so that technical advisory services can be secured.

Finally, one of the outcomes in the sharing of information and ideas during the meeting led to suggestions that exchange visits between interested countries could be arranged to further the "hands on" learning from others and to keep the momentum generated at the meeting moving forward. Annex 3 contains a draft work programme at time of report writing for follow-up action.

ANNEX 1

Division for Social Policy and Development,
UNDESA in Collaboration with the Government of Austria

Inter-regional Consultative Meeting on
National Implementation of the
Madrid International Plan of Action on Ageing

Vienna, Austria, 9-11 December 2003
Draft Programme

Tuesday 9 December2003: Constraints to & Best Practices in Implementation of MIPAA

9.00 – 10.00   Opening Ceremony
                    - Austria
                    - DESA

10.00 – 10.30   Coffee Break

10.30 – 12.30   Personal Introductions
                    Participant Expectations
                    Objectives
                    Approach
                    Programme
                    Ground rules

11.30 – 1.00   Mainstreaming ageing into National Policy Frameworks – An
                    introduction. DESA paper

                    Brainstorming. (issues of direct relevance to the rest of the
                    programme will be posted on flip-charts to maintain focus throughout
                    the meeting)

1.00 – 2.00   Lunch

2.00 – 2.30   Best Practices in Implementing IPAA: The New Zealand Case.
                    Presentation & Discussion using the matrix (see below)

2.15 – 3.15   Best Practices in Implementing MIPAA: The Jamaica Case
                    Presentation & Discussion using the matrix (see below)

3.15. – 4.00   Best Practices in Implementing MIPAA: The Viet Nam Case.
                    Presentation & Discussion using the matrix.

4.00 – 4.45	Best Practices in Implementing MIPAA: The Egypt Case. Presentation & Discussion using the matrix.
	Summary of Main points and Wrap up.
4.45 – 5.30	Best Practices in Implementing MPAA: The Kenya Case Presentation & Discussion using the matrix (see below)

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Wednesday 10 December 2003: Mainstreaming Ageing into National Development Agendas: from Theory to Practice

9.00 – 9.15	Summary of key elements of day 1
9.15 – 10.15	<u>Basic guidelines for mainstreaming ageing</u> Brainstorming.
10.15 -10.45	Coffee break
10.45 – 12.00	4 Working groups to further develop guidelines for mainstreaming ageing (& other social issues) in national development plans/strategies
12.00 – 12.30	Presentation of Working groups on guidelines
12.30 – 1.30	Lunch
1.30 – 2.15	Mainstreaming Ageing through an Inter-generational Perspective
2.15 – 3.15	. Working groups on 3 main tasks:

- Review national plan to assess whether Ageing is referred to, analysed & addressed.
- Effectively mainstream ageing into such plans?
- Identify stakeholders (primary & secondary) for potential partnership/networking (role, capacity building needs, etc).

| 3.15 – 4.30 | Presentation of results of working groups. Brainstorming |
| 4.30 – 5.30 | Building Capacity to effectively mainstream ageing: Understanding capacity building & skills imparting |

Why do we need capacity building?
What type of capacity building (experiential learning)

Who is the target audience?
When is capacity building needed?

Brainstorming.

Important Points from today (taking the pulse of the meeting)

Thursday 11 December 2003: Capacity Building for Implementation

9.00 – 9.15	Summary of key elements of day 2
9.15 – 10.15	Working groups to identify target audiences and sketch broad lines for capacity building (why, what, who, & when)
10.15 – 10.45	Coffee Break
10.45 – 12.00	Presentation of Working groups & discussion
12.00 – 1.00	Working groups: each entrusted with the task of further developing a specific training area (TORs to be devised) (and continue after lunch)
1.00 – 2.00	Lunch
3.00 – 4.00	Presentation of working groups, consolidation and approval
4.00 –4.45	Consolidation of capacity building framework; action plan/schedule of implementation
4.45 – 6.00	Follow up plan & evaluation Closing

ANNEX 2

List of Participants

**Interregional Consultative Meeting on national implementation of the Madrid
International Plan of Action on Ageing
Vienna, Austria, 9-11 December 2003**

<u>List of participants</u>

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ANNEX 3

Country	Policy status/ageing	Schedule
Bolivia	National Plan of Action	Needs assessment mission – April/May 04

Letter of request for technical advisory services to DESA

| Kenya | National Plan of Action with legislature |

No request for assistance to date

| Senegal | Policies under consideration | Needs assessment end March 04 |

Request by Minister for assistance

| Vietnam | Legal framework |

Request for assistance under discussion within Government

| Kyrgyzstan | Pension policy | Needs assessment mission – Fall 04 |

Letter of request for technical advisory services to DESA

| Jamaica | National Plan of Action |

No request for assistance to date

| Egypt | Health and social welfare policies |

No request for assistance to date