

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.

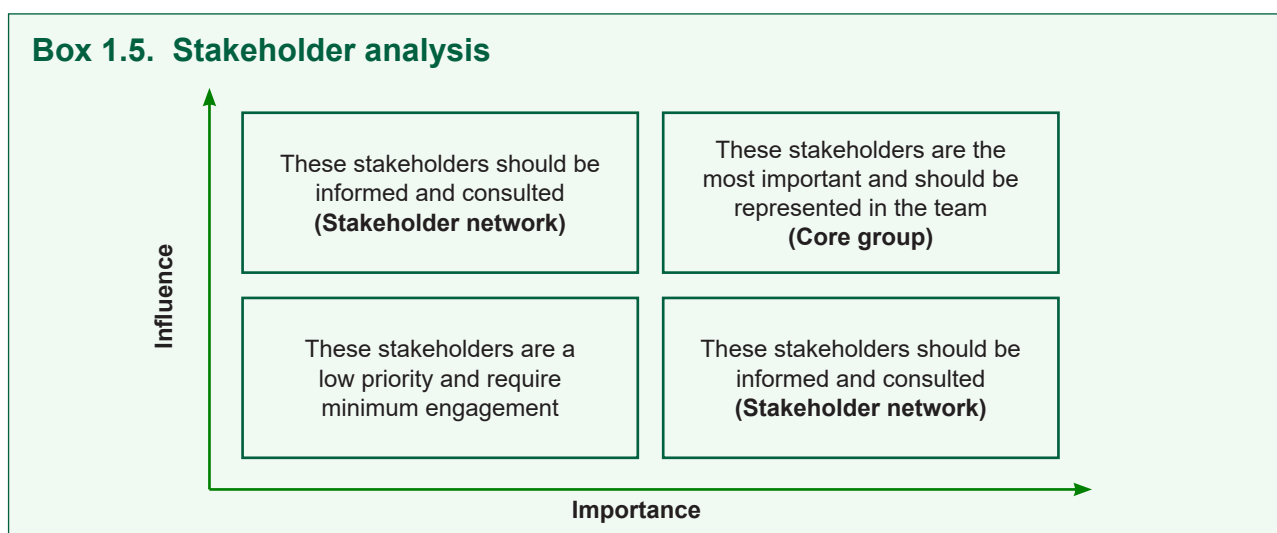
Table 1.1. Examples of stakeholders and their potential roles in the development and implementation of the Strategic Framework

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

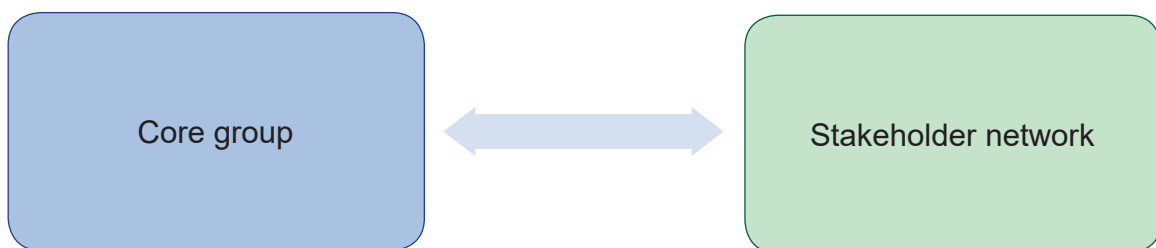


Table 1.2. Roles and composition of the core group and stakeholder network

	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