

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.

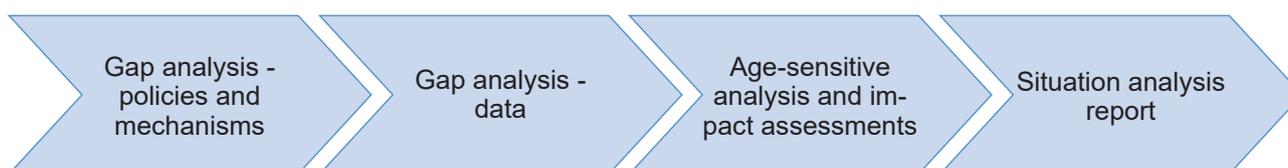
Box 2.1. Guiding questions for the situation analysis

- 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