

**United Nations**  
**Department of Economic and Social Affairs**

**Guidelines for Review and Appraisal of the Madrid International  
Plan of Action on Ageing**

*Bottom-up Participatory Approach*

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## Department of Economic and Social Affairs

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**This document is an advanced version issued without formal editing.**

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## Foreword

i. These guidelines have been produced to help national governments with bottom-up review and appraisal of the implementation of the Madrid International Plan of Action on Ageing (MIPAA). This publication is not intended to be a set of rigid instructions, but rather a source of ideas and practical examples that could help governments to design and conduct their own review and appraisal projects.

ii. The participatory approach should not be seen as a panacea that is aimed at replacing all other methods of monitoring, review and appraisal. Instead, it calls for their supplementation through a wider use of qualitative participatory methods. While concrete methodology may vary, qualitative and participatory content should be strengthened and more fully utilized. In addition, the quantitative monitoring of social situations, such as through censuses, surveys and civil registration, can play a very important role in assessing national ageing situations and in helping to identify local and national priorities on ageing for more targeted and in depth participatory inquiry.

iii. The guidelines are primarily intended for *national focal points on ageing* – which is very often a single-person-office responsible for developing, implementing and monitoring national policy on ageing, including the implementation of MIPAA. These guidelines were prepared in order to help national focal points on ageing to organize and facilitate the process of review and appraisal of MIPAA.

iv. At the same time, the guidelines could be useful to policy staff in different ministries such as health, finance, development and planning.

v. They will also be of interest to all *other stakeholders* in this process:

- older people's organizations;
- cross government working groups on social and development policy;
- civil society organizations working with disadvantaged older people and other marginalized groups;
- United Nations offices, programmes and agencies;
- private sector organizations, employers and insurance providers; and
- academic institutions and researchers engaged in social policy research.

vi. While a bottom-up participatory approach has been effectively used by governments and civil society all over the world for diverse research and policy monitoring activities, the adoption of this approach at a global scale for the review of an international framework such as the MIPAA is new. This document offers a clear overview with simple and achievable steps for facilitating the process in a practical and realistic way.

### a. How to use this publication

vii. These guidelines will help the user to prepare for in depth participatory inquiry by reviewing current policy on ageing and deciding where to begin. They also outline how to organize and support a bottom-up process of review and appraisal.

viii. The steps presented in this publication are not intended to be carried out by one person – the national focal point on ageing – alone. We hope the guidelines will help those responsible for organizing the process and supporting others to carry out the tasks with the time, participants and resources that are available.

ix. Users are encouraged to utilize these guidelines in a flexible way, building on their experience and adapting suggestions to fit the scope and objectives of their own review and appraisals. This publication is not a set of prescriptive recommendations, which government officials and other stakeholders are expected to follow step by step. The steps below are presented in logical sequence, but in practice they may run simultaneously, and require different emphasis appropriate to the national policy environment. For example, some governments with established policies and programmes on ageing may have a clear idea of the focus (theme) of their review and can proceed immediately to participatory assessment of impact on older people omitting some preparatory steps.

x. Most users of this document will have multiple responsibilities and functions, of which review and appraisal of MIPAA is only a part. They could find it helpful to integrate the review and appraisal of MIPAA with any established monitoring activities of government and civil society groups. This will contribute to awareness raising and mainstreaming of ageing.

xi. Further materials and useful websites are highlighted in the Resources section at the end of this document.

# **Guidelines for Review and Appraisal of the Madrid International Plan of Action on Ageing**

## ***Bottom-up Participatory Approach***

### **Executive Summary**

I. These guidelines, produced by the UN Department on Economic and Social Affairs (UNDESA) are a step by step guide for a bottom-up, participatory review and appraisal of the Madrid International Plan of Action on Ageing (MIPAA). They are intended to be used in a flexible way, adapted to appropriate national contexts. The guidelines are primarily intended for national focal points on ageing. They will also be of use to policy staff in different ministries (e.g. health, finance, development and planning) and other stakeholders<sup>1</sup>. The aim of this approach is to discover the impact of MIPAA on the quality of life of older people, through involving them in its review. The guidelines set out clearly how to identify stakeholders to work with and how to review national policies and define priorities for action on ageing. They also explain how to conduct a bottom-up review and appraisal with older people including guidance on collection, collation, analysis and dissemination of policy-relevant information.

II. The broad aim of MIPAA is ‘to ensure that persons everywhere are able to age with security and dignity and to participate in their societies as citizens with full rights’<sup>2</sup>. It was adopted in 2002 by the Second World Assembly on Ageing in Madrid, Spain. The three priority directions for MIPAA are:

- Older persons and development
- Advancing health and well-being into old age
- Ensuring enabling and supportive environments

III. Government implementation of policies based on MIPAA varies according to widely differing national contexts. The implementation should be a dynamic process in conjunction with its review and appraisal. By promoting this bottom-up, participatory and flexible approach to monitoring, reviewing and appraising MIPAA, UNDESA recognizes that empowering older people to participate in mainstream policy development processes requires special efforts. While bottom-up, participatory processes are commonly used in many countries for various purposes, the adoption of such an approach on a global scale for review of an international framework such as MIPAA is new. It embodies the need to recognize and build upon the capacity of older persons to contribute to society and to facilitate their participation in decision-making processes at all levels.

IV. The reality of disadvantaged and less powerful older people is often not visible to others. Bottom up participatory approaches bring together primary and secondary stakeholders in order to make this reality visible, and to promote mutual learning and sharing of information.

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<sup>1</sup> For instance: older people’s organizations; cross government working groups on social and development policy; civil society organizations working with disadvantaged older people and their marginalized groups; UN offices, programmes and agencies; private sector organizations; employers and insurance providers and academic institutions and researchers engaged in social policy research.

<sup>2</sup> MIPAA, paragraph 10

V. This generates knowledge for policy makers, supports action and promotes public awareness. In so doing, policies and programmes are improved. Governance is enhanced as social capital is developed and people are motivated to organize and advocate for improvements to their own well-being.

VI. Such an approach for review of MIPAA will enable:

- a broadening of policy and programme relevant information sources (in depth qualitative data to complement quantitative data)
- priority setting of policies and programmes that reflect the interests of the primary stakeholders
- opportunities for marginalized participants to analyze and articulate their situation with other stakeholders. This promotes partnership to work for realistic change.

The guidelines set out in four key sections:

- Identification of stakeholders: who to work with and how
- How to review national policies and define priorities for action on ageing
- How to review implementation of MIPAA with older persons through bottom-up participatory assessment
- How to distill and analyze this information at national and regional level

Case studies from Africa, Asia, South America and New Zealand provide illustrations of positive examples of policy makers engaging with older people and other stakeholders to improve policy and program design and implementation.

Annex 1 gives suggestions the quantitative indicators to help assess implementation of MIPAA which can be combined with findings from bottom-up participatory reviews with older people.

Annex 2 and listed resources provide further in-depth advice and tools on conducting participatory research.

## Overview of Key Steps

### 1) Identifying stakeholders

*Main task: decide who to work with and how.*

VII. The key focal point person on ageing should be the catalyst for this process, supported where possible by the national coordinating mechanism on ageing (or another stakeholder group if this does not exist). Other stakeholders can play various roles in reviewing policies, assessing impact, facilitating participatory processes, distilling and analyzing information and raising awareness of the review with the public. Primary stakeholders are older persons and

secondary stakeholders would include government ministries and departments, civil society, private sector, national academia and research institutions and media. Their various roles should be clarified through a stakeholder analysis including all the important stakeholders.

## **2) Review national policies in response to ageing,**

*Main tasks: define challenges and priorities for action on ageing and determine what to review using a bottom-up approach.*

VIII. Reviews should identify specific policies on ageing related to MIPAA, and also examine how ageing issues are addressed through other national policies, programmes and national budgets. (Suggested indicators and assessment tools for this national level review are included in Annex I of the main document). This involves assessing how far ageing is being mainstreamed and looking at how this could be taken forward. Review of existing sources such as national censuses, household surveys and other research studies can provide additional information (as well as highlighting the gaps in information that exist concerning the economic, social and health status of older people in each country).

IX. The focus, or the theme(s), for bottom-up review should then be decided upon. However, review and appraisal of MIPAA is also an ongoing process: it will not be possible to carry out a meaningful bottom-up review of all priority areas simultaneously.

## **3) Reviewing implementation of MIPAA with older persons**

*Main task: conduct bottom-up participatory assessment of policy impact on older persons*

X. Facilitators with sufficient experience of participatory research should be identified. Poor and marginalized communities should be purposively selected for research. Appraisal teams and field guides also need to be put together and training organized to enable team members to successfully engage with older people. Following research focusing on a few broad areas (themes) of enquiry, findings should be shared with the communities to validate the findings and provide additional information. Ultimately information gathered and analyzed at community level should be synthesized and used in local and national advocacy and policy engagement by older people themselves with other stakeholder groups. In itself this research can therefore be an empowering process as examples from Bangladesh, India and South Africa illustrate.

## **4) Distillation and analysis of information at national and regional levels**

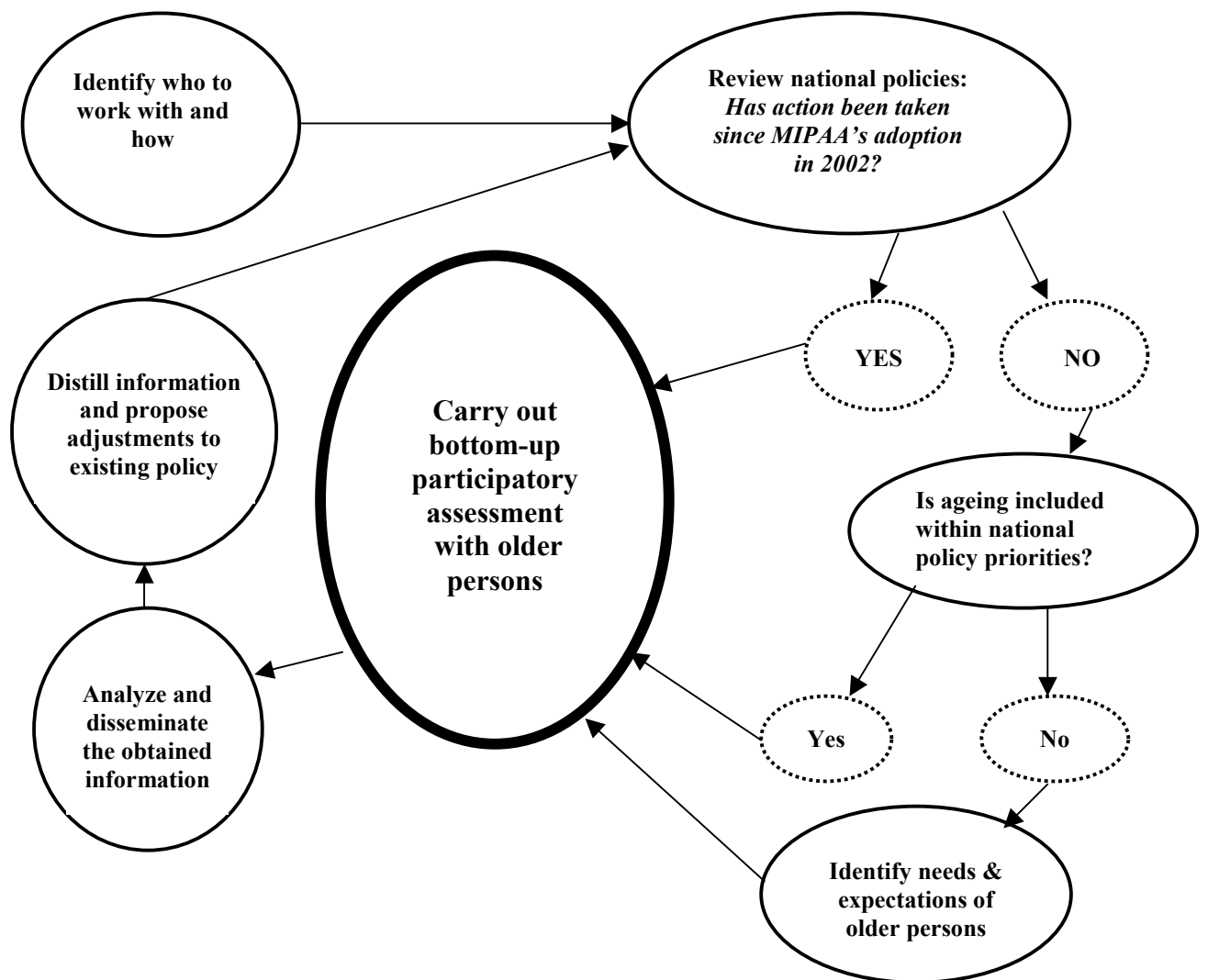
*Main task: identify policy relevant implications and recommendations*

XI. National level analysis of MIPAA should draw on the outcomes of information gained through national policy review and background information sources as well as the results of bottom-up reviews and appraisals with older people. It should be structured around two key questions:

- a) What has been done in our country since the Second World Assembly on Ageing?
- b) What was the impact on the quality of life and well-being of older people in our country?

XII. Policy relevant implications and recommendations should be drawn out and discussed with policy makers and civil society representatives at local, provincial and national levels with older people present. This will help to determine the more general applicability of the research in the country. A national workshop conducted with the national coordinating body or stakeholder group should present the major findings and proposals, involving the media to disseminate the findings more widely. This can then feed into regional and global level reviews.

XIII. The diagram below provides an overview of this process:



XIV. Further materials and resources are listed at the end of the main document.

# Guidelines for Bottom-up Review and Appraisal of the Madrid International Plan of Action on Ageing

## Introduction

1. This publication is prepared to support the process of monitoring, review and appraisal of MIPAA focusing on the bottom-up participatory approach.
2. MIPAA was adopted in 2002 by the Second World Assembly on Ageing in Madrid, Spain, “to respond to the opportunities and challenges of population ageing in the twenty-first century and to promote the development of a society for all ages”<sup>3</sup>. Since then, the task of national governments has been to translate the objectives and recommended actions of the Plan into policies and practices that impact positively on the lives of older people in the local context. The broad aim of MIPAA is “to ensure that persons everywhere are able to age with security and dignity and to participate in their societies as citizens with full rights”<sup>4</sup>. Policy actions taken by governments to implement this aim are shaped by the widely differing economies, political structures, resource bases, cultural norms and social and demographic conditions that exist among nations and regions. The implementation of MIPAA is a continuous and dynamic process that runs hand in hand with its review and appraisal - these processes are highly interdependent and continuously evolving.
3. The three priority directions of the MIPAA are designed to guide policy formulation and implementation, and thus provide a broad framework for monitoring, review and appraisal activities. These directions are: older persons and development, advancing health and wellbeing into old age; and ensuring enabling and supportive environments. Against these three directions, three broad areas of inquiry are suggested, within which specific topics (issues, themes) for review and appraisal can be identified (Table 1).

**Table 1. Priority directions of MIPAA and areas of inquiry for review and appraisal**

Priority directions of MIPAA	Areas of inquiry
1. Older persons and development	Level of integration of ageing in development
2. Advancing health and well-being into old age	Quality of life for older persons
3. Ensuring enabling and supportive environments	State of environment for promoting individual development into older age

4. Using this as a broad framework, governments are encouraged, in cooperation with other stakeholders, to decide the focus of national review and appraisal and to develop appropriate

<sup>3</sup> Political Declaration adopted at the Second World Assembly on Ageing, Madrid, Spain, 2002; Article 1.

<sup>4</sup> MIPAA, paragraph 10

mechanisms for organizing and supporting this. Within the UN, the Commission for Social Development (CSD) has responsibility for follow up of MIPAA at the global level. At its 41<sup>st</sup> session in 2003, the CSD endorsed a **bottom-up participatory approach** for review and appraisal of MIPAA, thus promoting greater participation of older people and other stakeholders in the process.

5. The endorsement of the bottom-up approach is a significant development. At its heart is the conviction that to realize the ideals, objectives and actions of the MIPAA, all sectors of society have a role to play in its implementation. A central theme of MIPAA is the need to recognize and build upon the capacity of older persons to contribute to society and to facilitate their participation in decision making processes at all levels<sup>5</sup>. The bottom-up approach seeks to include the voices of older people into local and national decision making processes that affect them. Because the majority of the world's older people are excluded from mainstream policy development processes, it requires special efforts to empower older people to participate meaningfully in all stages of policy development, implementation, monitoring, review and appraisal.

6. In facilitating the review and appraisal, governments are encouraged not to limit their inquiries to ageing specific policies but to consider all sectors that have direct or indirect impacts on older persons and to work with colleagues across departments.

7. At the 42<sup>nd</sup> session of the CSD in 2004, member states were encouraged to establish or strengthen **national coordinating bodies on ageing**, or similar mechanisms, to facilitate implementation and dissemination of information about MIPAA, including its review and appraisal.

8. At the global level, the review and appraisal will be undertaken every five years, focusing on priority directions of the MIPAA. While review and appraisal is an on-going process at the national level, it will provide important and regular opportunities to share and consolidate outcomes at the international level. The global theme for the first five year cycle was identified by the CSD at its 44<sup>th</sup> session in 2006: *“Addressing the challenges and opportunities of ageing”*.

9. In 2007, five years after member states approved MIPAA at the Second World Assembly on Ageing, the CSD will mark the occasion with an up-date on the global situation on ageing<sup>6</sup>. This will provide the first opportunity for member states to share, through the UN Regional Commissions, any progress made on implementation of MIPAA since 2002. It will also enable member states and Regional Commissions to identify the focus of their plans for national and regional review and appraisal during the first cycle beginning in 2007.

10. The Department of Economic and Social Affairs (UN DESA), the UN entity responsible for promoting the implementation of the Madrid Plan, offers this publication as the first step in assisting member states with their efforts to implement, monitor and evaluate the MIPAA at national level. *DESA would like to invite all interested parties to share their experience during the first cycle of the review and appraisal process, so that good practices, as well as obstacles encountered, can be identified and shared by the international community.*

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<sup>5</sup> MIPAA, paragraph 22.

<sup>6</sup> See report E/CN.5/2006/2 at

<http://daccessdds.un.org/doc/UNDOC/GEN/N05/600/86/PDF/N0560086.pdf?OpenElement>

## The bottom-up, participatory approach

11. The bottom-up participatory approach has a dual function in the process of implementation of the MIPAA. The first one is of a “technical”, or “methodological”, nature as the participatory approach will be used for in depth evaluation of national efforts to implement the Madrid Plan.

12. The second function of the bottom-up participatory approach aims at directly involving older persons in actions on their behalf, thus promoting their participation in the implementation of the MIPAA. The immediate purpose of the participatory approach is to ensure that older persons have an opportunity to express their views on the *impact* of national policy actions affecting their lives. However, the overall goal is to ensure that older persons are involved in *all phases* of policy actions on ageing, including policy design, implementation, monitoring and evaluation. Therefore, the participatory approach to review and appraisal of the Madrid Plan could be viewed as an *entry point* for engaging older persons in all spheres of the Plan’s implementation. It should not be simply a one-time activity for reporting to national authorities or international bodies. The bottom-up participatory approach should ideally represent an ongoing process of engagement and participation that will be incorporated into the implementation of the MIPAA. This is in full agreement with the participatory context of the Madrid Plan of Action.

13. Thus the bottom-up approach should be seen as a way of bringing older people’s voices into the process of development, implementation and review and appraisal of MIPAA-related policies and programmes on ageing. The inclusion of older people who are disadvantaged and less powerful is particularly important in policy review and appraisal, because their reality is often not visible to others. Bottom-up and participatory approaches attempt to make this reality visible and enable people to act upon it. Findings and learning from community level appraisal are an important part of the national review process, which feeds into activities of the UN Regional Commissions and from there to the global level review and appraisal of MIPAA. This is an ongoing process, which evolves along with the more general process of implementation of MIPAA, rather than an activity carried out at a certain time.

14. Participatory approaches are based on a mixture of methods and a systematic learning exercise. The use of a combination of methods, rather than a single procedure, requires teamwork and flexibility. Some of the methods are those used in qualitative research such as semi-structured interviewing, focus group discussions and participant observation. Other methods feature diagramming and visual sharing of information, which facilitate build-up and analysis of information by participants for themselves. The common theme to all these methods is the full participation of people in the process of identifying their needs, learning about opportunities and deciding the action required to address them.

15. A key feature of this approach is to bring together primary and secondary stakeholders to share information and accumulate learning. The aim is not purely to generate knowledge for policy makers, but to support action and promote public awareness. The techniques and methods used encourage community members to analyze their situation and define their priorities and the desired outcomes of development processes. The participation of different stakeholders enables a range of perspectives to be heard and valued.

16. Participatory processes do not rely on representative sampling of participants, but deliberate selection of a range of viewpoints. Marginalized groups are purposely included,

since otherwise their views could not be heard. It is therefore important to be transparent about who is represented and how.

17. The outcomes of participatory processes are by nature unpredictable, since the focus is on people's views and analysis of key issues in their lives. The findings are also context specific; they reflect the view of particular groups of people in a particular situation. At the same time, the detailed revealed information can be extremely helpful in shaping implementation and delivery of programmes and services.

18. A bottom-up participatory approach to review and appraisal is expected to offer the following *advantages*:

- broadening the sources of information available to policy makers by complementing numerical data with qualitative information that is not always possible to gain through surveys and other research methods;
- gathering information directly from older persons, the primary stakeholders in the implementation of MIPAA, and providing opportunities for participants, particularly those who are excluded and marginalized, to analyze and articulate their situation, needs and aspirations;
- discovering emerging issues quickly; and
- giving regular feedback to stakeholders as a basis for making necessary adjustments to existing policies and programmes.

19. At the same time, a bottom-up participatory approach is neither the ideal nor the only possible way to review and appraise national efforts to implement MIPAA. The *limitations* of participatory assessment include:

- the complexity of the process,
- the difficulties in assuring the continuing availability of core stakeholders originating from the same community,
- the challenge of ensuring participation of most vulnerable older persons, such as those with problems of mobility, communication or cognition, and
- the availability of sufficient expertise to analyze and process information.

20. Other possible challenges include how to assure that the bottom-up review and appraisal is representative and its results are informative and valid for policy adjustment. Meanwhile, it is the approach that directly responds to the participatory thrust of MIPAA, which promotes participation of older persons in decision-making processes at all levels.

### **Reviewing and appraising the Madrid Plan of Action**

21. The overall task and immediate content of the bottom-up participatory review and appraisal of MIPAA is to find out the impact of MIPAA-related policy measures on the quality of life of older persons. Implementation, monitoring and review and appraisal exercise ideally go in parallel, with a bottom-up participatory approach at their core (see Table 2).

**Table 2. Interactions between implementation and review and appraisal (R &A) of MIPAA**

Implementation process	MIPAA →	Regional implementation strategies (RISs) →	National implementation plans →	Implementation activities →	Outcome & Impact	
<b>Review &amp; Appraisal</b>	<b>Bottom-up participatory assessment</b>	Assessing awareness of MIPAA	Assessing awareness of RIS	Assessing awareness of national actions. – <i>How are older persons involved?</i>	Assessing participation of older persons in implementation. – <i>How are older persons involved?</i>	Assessing impact on older persons. – <i>What do older persons think of impact?</i>
	<b>“Instrumental assessment”</b>			What policies have been introduced following MIPAA? – <i>Instrumental indicators</i>		What has been outcome/impact on older persons? – <i>Outcome indicators</i>

*The text that follows is directed to the person(s) responsible for organizing and carrying out national review and appraisal exercises.*

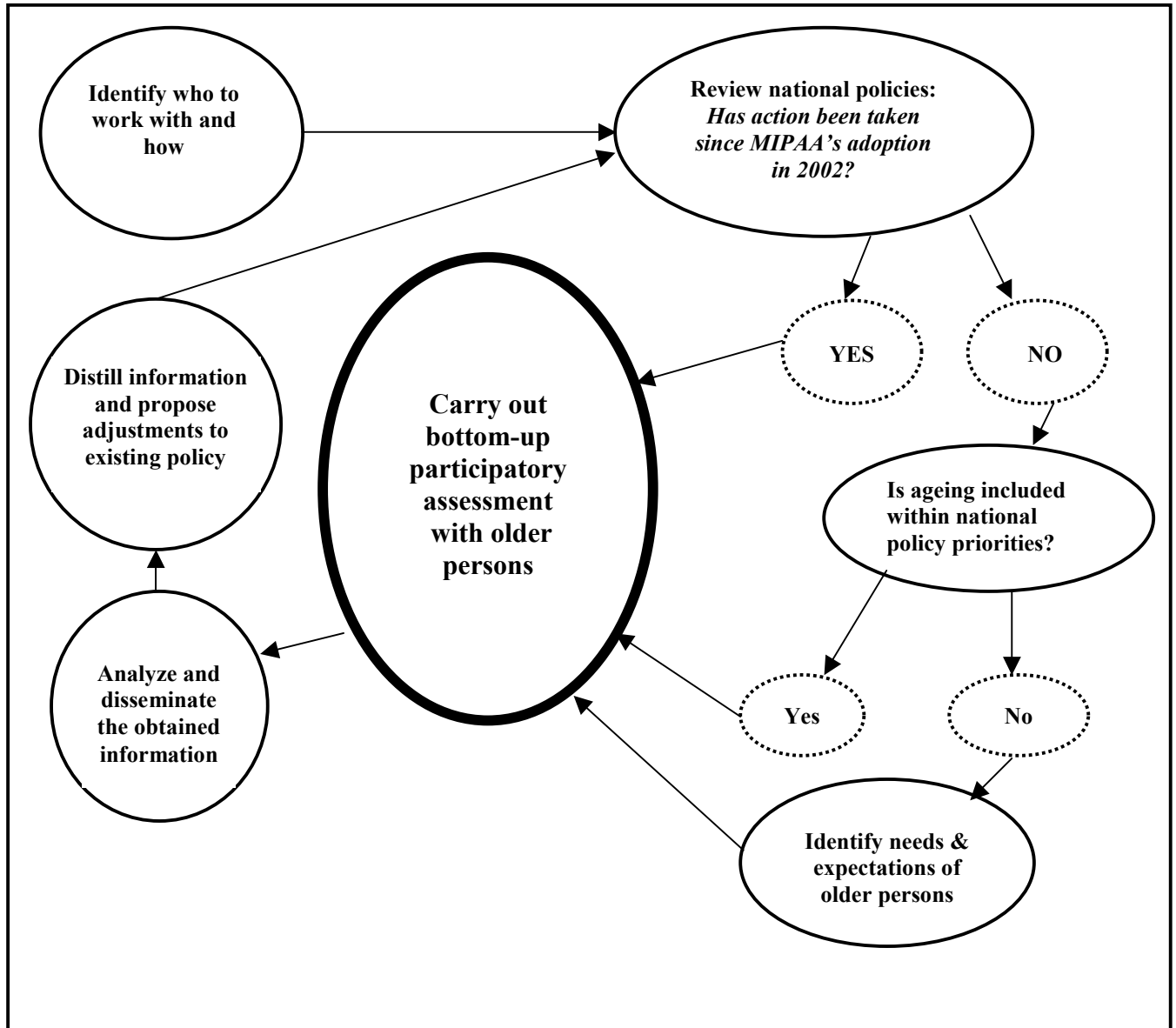
### How to begin

22. The guidelines provide practical suggestions how to plan and facilitate the review and appraisal exercise, and analyze findings of its bottom-up participatory inquiry. It will help you to:

- identify who to work with and how (section 1);
- review national policies and define priorities for action on ageing (section 2);
- determine what to review and appraise using a bottom-up approach (sub-section 3.1);
- carry out bottom-up review and appraisal with older people (sub-sections 3.2-3.3);
- put together, analyze and disseminate information gathered from different sources (sub-section 3.4);
- distill gathered information and propose relevant policy adjustments (section 4).

23. The principal stages of your review and appraisal project are presented in Fig. 1.

**Fig. 1** Principal stages of review and appraisal of MIPAA



## 1. Identifying stakeholders: who to work with and how

24. This section will help you to

- identify people who will help you to manage the review and appraisal;
- clarify their roles; and
- raise awareness.

### **Box 1.**

*"The implementation of the International Plan of Action on Ageing, 2002, will require the partnership and involvement of many stakeholders: professional organizations; corporations; workers and workers' organizations; cooperatives; research, academic and other educational and religious institutions; and the media".*

Political Declaration adopted at the Second World Assembly on Ageing, April 2002

### **1.1 Identify people who will help you to manage the review and appraisal**

25. The process of review and appraisal needs a catalyst and a facilitator. As a government focal point on ageing you should see yourself as a principal **catalyst** and **organizer** of the entire process, involving, as necessary, **facilitators** with sufficient experience in conducting participatory research. In performing your tasks you may receive essential support from an established national mechanism (coordinating body) on ageing, which would have overall responsibility for implementation, monitoring and appraisal of national action on ageing, including implementation of MIPAA.

26. The national mechanism on ageing, whether a council, committee or similar body, will have important responsibilities for the review and appraisal exercise. First of all, it has to decide, after consulting with all major stakeholders, what to review and appraise. That involves identifying principal national *priorities* on ageing, relevant *policies* and *programmes* that were adopted on the basis of the recommendations of MIPAA, *goals* and *targets* established and *resources* allocated for their accomplishment by each stakeholder. Available statistical data could allow for a preliminary assessment of the local and national ageing situation and the identification of areas for more specific participatory inquiries. Another important step is to find out what participatory experience and traditional practices of participatory dialogue are available in the country and decide how they could be adapted to the specific objectives of the review and appraisal exercise. A major partner with experience in participatory research — a non-governmental organization, academia or a consultant group — could be invited to facilitate, but not direct, the participatory exercise, including gathering information, analyzing it and presenting it in a policy-relevant format.

27. Some governments have already set up national coordinating bodies on ageing, which can plan and coordinate the review and appraisal process. If there is no such body, you will need to form a new group of stakeholders. You may wish to include other people in your existing group once you have carried out a stakeholder analysis as outlined below. Priorities are to include older people and to achieve gender balance.

28. **Stakeholders** in this review and appraisal exercise are people and groups that are affected by the outcome of a proposed intervention, and those who can influence the outcome.

29. The **primary stakeholders** are the many groups of older people<sup>7</sup> whose concerns the MIPAA aims to address. Secondary stakeholders include all other groups who contribute to developing and implementing policy and programmes that affect the lives of older people. All these categories of stakeholders are potential partners in the process of your review and appraisal.

30. While older persons are the primary stakeholders in the implementation of MIPAA, including its review and appraisal, the participatory nature of the review and appraisal exercise implies the involvement of members of family and community of different ages, including children and youth. This could add an important intergenerational context to the review and appraisal, and build consensus and commitment among community members of all ages.

### **Government ministries and departments**

31. It is important to build relations between different government departments, so that ageing policy is integrated across all sectors. Ensuring older people's views and needs are included in national policies – or 'mainstreaming ageing' – is the approach recommended in MIPAA. Key ministries to work with include those responsible for health, social development, youth and gender, finance, planning, population and statistics. This will allow you to integrate reporting on MIPAA with already established monitoring frameworks. It is particularly important for you to establish relations with gender focal points across sectors and involve them into the review and appraisal.

32. Most governments, for example, have systems for measuring progress on the Millennium Development Goals (coordinated by UNDP), and for monitoring Development or Poverty Reduction Plans (coordinated by Ministries of Finance). Although these frameworks directly impact the lives of older people, this perspective is often missing and older people are invisible in these national reviews. By working with people involved in these processes you can gather important information (for example on poverty and older people) and raise awareness of MIPAA and ageing issues across sectors.

33. In most countries, ministries or departments of social welfare or health are responsible for policies and services for older people. But older people are affected by many government policies and services, so you will need to work with stakeholders from a wider range of government departments.

34. National offices of statistics are key sources of background information, for example on the demographic, economic and social situation of older people. However, it is sometimes the case that national statistics are not well disaggregated on the basis of age and sex, and your role could be to encourage greater disaggregating in future.

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<sup>7</sup> This publication refers to older people, or persons, as those at the age of 60+ years.

35. Government authorities at the local level should also be included as essential partners. Local government staff are particularly important stakeholders, especially in countries where responsibilities are decentralized to district and local levels. Initial review and appraisal activities will have to be conducted with older people at community level, and it is therefore vital to ensure that local and municipal authorities support and facilitate this process.

### **UN system**

36. United Nations organizations, funds and specialized agencies can also contribute from national and global levels. These entities work at different levels on policy, research and action on issues related to ageing. In addition these entities can offer technical experience and support. For example, the World Health Organization can provide information on health, well-being and equity and information on some of the quantitative indicators suggested for the MIPAA and Millennium Development Goals.

### **Civil society**

37. Community based organizations, faith based organizations, national and international non-governmental organizations, trade unions, and older people's groups can contribute to the review and appraisal of MIPAA. These organizations may work with older people directly, or indirectly through their focus on social and economic issues such as poverty, health or rights. They are important partners for understanding the impact of current policies on the lives of different groups of older people in your country. It is likely that some organizations working closely at community level have expertise in using participatory and bottom-up approaches. Such organizations can provide experienced **facilitators** for bottom-up and participatory review and appraisal of MIPAA at local and national level.

38. At community level you will need to identify and work with **indigenous or traditional structures** and organizations, such as burial societies, water associations, shura gatherings in Muslim communities, or credit circles. Such local structures are not always obvious to outsiders but may be crucial vehicles for consulting with groups of local people. You may not be able to identify these local groups until you plan for participatory work at community level and begin to discuss local structures with people who know the community.

### **Private sector**

39. Private companies also influence and implement social policy, although this is not always apparent at first glance. Many companies deliver basic services such as health care and water although they may not have taken into account the needs of ageing populations. The involvement of private sector firms can help to raise awareness and build a sense of joint responsibility for the health and well being of older citizens. They may also provide organizational support or financing for local review and appraisal activities.

### **National academia and research institutions**

40. Universities and research institutions can provide background information for the review and appraisal, and along with other partners, help to determine the focus of your activities.

They often possess expertise and experience in conducting qualitative participatory research, and, therefore, could be involved, along with civil society, in facilitating the review and appraisal exercise. Their involvement in the review of MIPAA can also raise awareness within their institutions of ageing issues and ensure that their future work takes account of ageing issues. They can also help to ensure that existing data is disaggregated by age and sex.

## **Media**

41. Radio, TV and press agencies are vital partners that can help to change perceptions of older persons, to raise awareness of their issues, to inform them of their government's policies and programmes that affect them, and to build support for their rights as outlined in MIPAA.

42. A checklist of stakeholders might include some of the following:

- older people and their families;
- national government officers from ministries and departments, such as finance, statistics, health, social welfare, interior, gender, housing, agriculture, education, and legal affairs;
- local government officers, including municipal authorities;
- existing committees on ageing or national networks of older people;
- community members;
- local health workers and other service providers;
- research institutes, universities;
- geriatric and gerontological societies;
- organizations (government, non-government and private) working in the area of prevention of elder abuse;
- local non-government organisations working with older people;
- local non-government organisations working in development and human rights;
- women's or men's organisations;
- international non-government organisations;
- UN agencies, donors;
- private sector organisations, such as business, pension and insurance companies and private utility (power, water) providers;
- labour organisations or trade unions;
- media, such as press, television and radio.

43. As you develop the focus of your review, you may need to identify specific subgroups of stakeholders. For example, if the focus is on MIPAA Priority Direction II (Advancing Health and Well-being into Old Age), you may choose to focus on health services for older people in rural areas. In this case the most important stakeholders will be older people in rural areas. If poverty is an important aspect of your review and appraisal (MIPAA Priority Direction I, issue 6), the primary stakeholders will be the poorest and most disadvantaged older people, in both urban and rural areas.

## **1.2 Clarify roles**

44. By working with your **national coordinating group**, or stakeholder group, you will be able to share responsibilities and work as a team.

45. A major role of the stakeholders is to raise public awareness about MIPAA, and you may have to explain to them what the MIPAA is and why it is needed. The stakeholders will have ideas about ways in which they and others can contribute to the review and appraisal. You could conduct a stakeholder analysis to identify who should participate, and then organize meetings or workshops that involve all the important stakeholders, including older people. You could use a chart like the one below (Table 3): this maps out the stages of review and appraisal and the contributions of stakeholders at each stage.

**Table 3. Stakeholders and their roles in the review and appraisal process**

<b>Stakeholders<sup>8</sup>:</b>	<b>Role in reviewing national policies and identifying priorities for bottom-up, participatory review of MIPAA</b>	<b>Role in assessing policy impact through bottom-up, participatory review with older people</b>	<b>Role in facilitating older people’s continuing engagement in policy review and development</b>	<b>Role in the distillation and analysis of information at national and regional level</b>
<b>e.g. Older people, especially poor older people</b>	Attend planning meetings and provide feedback on your assessment of ageing policy and priorities	Participate in participatory review exercises at local and national level to generate information and analysis	Engage in national consultation processes on key policies (e.g. health, poverty reduction)	Engage in verification and analysis of findings and formulation of policy proposals
<b>e.g. Staff of Ministry of Health (and Finance, Planning, local government etc)</b>	Identify older people focussed policies, attend planning meetings and provide feedback on your assessment of ageing policy and priorities	Provide background information, participate in participatory review at local and national level	Identify gaps and opportunities in service provision, include older people’s groups in consultation processes	Engage in verification and analysis of findings. Lead the process of formulation of proposals for policy adjustment.

<sup>8</sup> These are examples: each country will identify its own stakeholders

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**Table 3. Stakeholders and their roles in the review and appraisal process (continuing)**

<b>Stakeholders:</b>	<b>Role in reviewing national policies and identifying priorities for bottom-up, participatory review of MIPAA</b>	<b>Role in assessing policy impact through bottom-up, participatory review with older people</b>	<b>Role in facilitating older people’s continuing engagement in policy review and development</b>	<b>Role in the distillation and analysis of information at national and regional level</b>
<b>e.g. Staff of NGO working with and for older people</b>	Attend planning meetings and provide feedback on your assessment of ageing policy and priorities	Facilitate or support participatory review exercises with older people at community and national level, provide information	Work with government to create opportunities for older people to participate in national policy review processes	Engage in verification and analysis of findings. Lead the process of formulation of proposals for policy adjustment.
<b>e.g. Research, academia</b>	Share research findings on existing national policies and programmes on ageing.	Facilitate or support participatory review exercises with older people at community and national level, provide information and methodology	Provide background and justification for continuing involvement of older persons in national policy review process. Assist in analysing past experience of participatory exercises.	Lead the process of verification and analysis of findings. Assist in formulation of proposals for policy adjustment.

46. Think about how to keep stakeholders informed and involved. One way to do this is to organize stakeholder meetings at important stages of the review. If you cannot hold regular meetings you need to agree with stakeholders at the start how they can best be kept informed and involved. When available, use electronic means of communication, such as e-bulletins, to keep an established network of stakeholders functional.

## **Box 2. Practical tips for working with stakeholders**

- Use a stakeholder analysis chart to make sure that all the important stakeholders are included at different stages of the project.
- Hold meetings with stakeholders early on in the process, so they can contribute to defining the tasks of the review and appraisal and carrying them out.
- Try to include groups and organizations which would not normally be involved in issues concerning older people, as well as those that would.
- Encourage everyone in the group to share contact information.
- Plan meetings so that people can learn from the experience and views of others.
- Identify facilitator(s), who will work with older persons at local level, assisting, but not directing the review and appraisal.

### **1.3 Raise awareness**

47. Stakeholders can support your planned review by informing the public about it and the issues to be addressed. This can lead to wider participation in the process. Word-of-mouth is an important means for disseminating information and raising awareness. A drawback is that information may not always be accurately conveyed. Therefore, more formalized arrangements should also be utilized, and here is where the media can be involved. A press release is an effective way of publicizing key information to the media. Think about how you can use print media such as newspapers and newsletters and find out about opportunities on radio and television. Remember to keep the information you offer clear and simple, summarizing what you are doing, with whom, why and when in your first paragraph.

48. Case studies on working with stakeholders are presented in boxes 3 and 4.

## **Box 3. Identifying stakeholder groups in Lithuania**

During the development of participatory research with older people in Lithuania (2000), a meeting was organised for a group of older people, leaders of older people's organisations, service providers and local government officials. At the meeting, participants drew up a list of stakeholder groups they wanted to participate in the research and specified very clearly which categories of older people they needed to involve. They identified the following list:

- older men and women aged 80 and over
- older people in rural and in urban areas
- older people living with their families and without them
- older people in institutions
- three-generation households
- older people with and without a good level of education
- older people with high and low levels of pension.

*Source:* This exercise was carried out under the auspices of the Elderly Woman's Activity Centre, Kaunas, Lithuania.

#### **Box 4. Working with stakeholders in New Zealand**

New Zealand has a Positive Ageing Strategy, which aims to build ‘a society where older persons’ contributions are valued, where they can participate in their community, and where people of all ages value older age as positive and empowering’. The strategy was drafted using a highly participatory process involving many stakeholders and was coordinated by the Ministry of Social Development. This process built on research undertaken and networks developed during the International Year of Older Persons in 1999. Care was taken to integrate policy development with actions being taken across different government departments.

A range of stakeholders continue to be involved in evaluating the strategy in the following ways:

- A yearly action plan, which reports on the previous year’s results. This is developed by the Office of Senior Citizens of the Ministry for Social Development, in collaboration with 34 government departments. It is widely published and disseminated to the public and members of government.
- A three yearly report on the status of older persons, which identifies achievement and timeframes for future monitoring.
- Quarterly Interdepartmental Network Meetings include officials from most other government departments to discuss current progress on implementing the Action Plan and future actions.
- The Office for Senior Citizens is frequently asked to comment on other policies and programmes using the Positive Ageing Strategy as a guide.

*For information on the Strategy see: <http://www.osc.govt.nz/positive-ageing-strategy/>*

## **2. Reviewing national policies and defining priorities for action on ageing**

49. This section will help you to

- Review national policies in response to ageing;
- Define challenges and priorities for action on ageing; and
- Determine what to review using a bottom-up approach.

50. This section helps you to make a preliminary review and appraisal of MIPAA in terms of programmes and policies, and to assess the national ageing situation using existing information that is available.

51. Your task here is to identify policy measure(s) which have an impact on older persons. This is an impact you will further assess in-depth, using a participatory approach. Start your review by determining whether a specific national policy (plan, programme, legislation) on ageing exists. If yes, this will provide your focus for review and appraisal. If no, you can investigate whether ageing is addressed in different areas of other national policies, such as policies on education, health care, employment, housing or transport, to name a few.

52. Policy responses to ageing differ enormously between regions and nations, because of differences in demographic, economic and social conditions. The following section may be less relevant to readers and users in countries with a longer history of developing and mainstreaming ageing policy, but it should be viewed as a preliminary stage in bottom-up and participatory review and appraisal exercises involving older people. You may not have the time, participants and resources to make a very detailed policy review. When you have read

through this section, consider how much you can do and adapt these guidelines as appropriate for your situation.

## 2.1 Review national policies in response to ageing

53. The first step is to familiarize yourself and your stakeholders with the broad contents of MIPAA<sup>9</sup>. This will enable you to link existing policies with some of the broad objectives of the Plan.

54. You will also find it helpful to refer to the set of indicators and assessment tools for national review and appraisal of MIPAA, in **Annex I** of this document<sup>10</sup>. Suggested *instrumental* indicators can be used to assess the availability of policies and programmes addressing issues of ageing in relation to MIPAA objectives. The *outcome* indicators are designed to assess how MIPAA related actions have affected the quality of life of older persons, as they themselves determine it. You will also find *instrumental* and *outcome* indicators useful for assessing the national ageing situation using existing statistical and quantitative data that may be available in national surveys. For example, a policy on ageing that promotes free health care for all older persons, would demonstrate significant achievement within MIPAA Priority Direction II, Issue 2 – *Universal and equal access to health care services*. An instrumental indicator could tell you how many older persons use health services; an outcome indicator could tell you how they feel about the quality of the services they receive.

55. It would not be practical to try to work on every objective of MIPAA: there are literally hundreds of recommendations in the document. The purpose of this stage of the review and appraisal is to identify which broad areas of policy linked to MIPAA to focus on for bottom-up review and appraisal with older people.

56. In reviewing specific policy on ageing, you will:

- Identify what, if any, policies on ageing or plans of action on ageing have been introduced since MIPAA was endorsed in 2002;
- Identify any national ageing policies or provisions for older people in the constitution that existed prior to 2002;
- Identify current priorities of these policies (What issues do they address?);
- Note which broad MIPAA objectives these policies address (see suggested instrumental indicators in Annex I);
- Note what stage of development these policies or plans are at, for example, planning stage, legislative stage, already being implemented;
- Note how, if at all, these policies are financed (is there a budget attached?);
- Finally, identify one or more priorities of the policy on ageing that could be the focus of a bottom-up participatory review and appraisal with older people.

57. If there is *no* specific national policy on ageing, you may consider how ageing issues are addressed through other national policies, programmes and even in national budgets. For instance, if there is no specific ageing policy, but a national poverty reduction strategy includes measures to reduce the poverty of older persons, among others, this would

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<sup>9</sup> <http://www.un.org/esa/socdev/ageing>

<sup>10</sup> Also available on <http://www.un.org/esa/socdev/ageing>

demonstrate significant achievement within MIPAA Priority Direction I, Issue 6 – Eradication of poverty, and could be appraised as a contribution to achieving the goals of MIPAA.

### **Review ageing within national policy priorities**

58. Whether or not governments have developed specific policies on ageing, it is important to look at how ageing is addressed within the broad range of national policies. This activity could be undertaken by stakeholders from government departments and non-governmental organizations, including older people's groups.

59. In some countries national priorities are expressed through Development Plans or national Poverty Reduction Strategies. Most developing countries have clear national plans and programmes to achieve the Millennium Development Goals, but these rarely address the needs of older populations. One of the key objectives of Priority Direction I of MIPAA refers to Millennium Development Goal One, to halve global poverty by 2015, and urges governments to "Include older persons in policies and programmes to reach the poverty reduction target" (MIPAA Priority Direction I, Issue 6, Objective 1).

60. National policies on health, education, employment, children, agriculture, HIV/AIDS, or the environment also cover sectors in which older people play a significant role. There may also have been actions on for example, employment, rural development, decentralization or participatory government that you could assess for their inclusion of older people. There may be policies on social protection that may include provisions for old age pensions, health insurance, or protection for people who are disabled or unemployed.

61. The following steps will enable you to consider how far ageing is mainstreamed and what opportunities exist for further mainstreaming:

- Identify a current policy priority (priorities) in your country;
- Taking these core policies in turn, identify whether they currently address the needs of an ageing population;
- Note which broad MIPAA objectives they address (see suggested instrumental indicators in Annex I);
- Finally, for each policy or strategy, note any ways in which ageing issues could be included.

### 62. Example checklist:

(The examples below are taken from suggested indicators for national review and appraisal of MIPAA in Annex I of this document).

Do these policies or strategies provide:

- Opportunities for older persons to participate in decision-making processes?  
(*MIPAA Priority Direction I, Issue 1, Objective 2: Participation of older persons in decision-making processes*)
- Opportunities for increased labour market participation of older people?

*(MIPAA Priority Direction I, Issue 2, Objective 1: Employment opportunities for all older persons who want to work)*

- Pensions or cash transfers for older people?  
*(MIPAA Priority Direction I, Issue 7, Objective 1: Promotion of programmes to enable all workers to acquire basic social protection/social security)*
- Educational programmes for older people, such as skills building to remain in employment, literacy programmes, information on social issues such as new technology, HIV /AIDS or the environment?  
*(MIPAA Priority Direction I, Issue 4, Objective 1: Equality of opportunity throughout life with respect to continuing education, training and retraining.)*
- Recognition of older people as a vulnerable group in emergencies?  
*(MIPAA Priority Direction I, Issue 8, Objective 1: equal access by older persons to services during and after natural disasters and other humanitarian emergencies)*
- Measures for disadvantaged groups, such as poor older people, caring for spouses, vulnerable children or people living with HIV and AIDS?  
*(MIPAA Priority Direction II, Issue 3, Objectives 2 and 3: provision of support to and recognition of the role of older persons as caregivers)*

63. Conclude your review of national policy priorities vis-à-vis ageing by identifying an ageing-related priority, whose impact on older persons you would assess in depth using bottom-up participatory approach.

### **Review national budgets from an age perspective**

64. A national budget is a policy statement since it reflects, in monetary terms, a government's commitment to specific programmes and policies. Although national budgets may appear to be age-neutral, government expenditure and revenue collection have different impacts on people of different ages. Reviewing what is being spent at a national and local level can be a useful part of any policy appraisal of the implementation of MIPAA.

65. For example, the following budget questions and indicators could be used in measuring progress towards universal and equal access to health-care services:

*MIPAA Priority Direction II, Issue 2, Objective 2: Development and strengthening of primary health-care service to meet the needs of older persons and promote their inclusion in the process.*

Some budget questions:

- How much money has the government allocated and spent to provide free services to older people rather than their having to pay fees?
- How much money has the government allocated and spent to pay community health workers?
- How much money has the government allocated and spent to train primary health-care workers in basic gerontology and geriatrics?

Some output indicators:

- How many older people received free health services, and how many paid user fees?
- How many village and community health workers did the government employ?
- How many primary health-care workers were trained in basic gerontology and geriatrics?

### **Box 5. Practical tips for reviewing policies:**

- Carry out this policy review with your coordinating body on ageing or stakeholder group;
- Write a short summary of this review.

## **2.2 Define challenges and priorities for action on ageing**

66. Your review of current policies and programmes will give you a sense of priority issues that are emerging at the national policy level. You should also find out what information is already available on these themes. This will help you to avoid gathering information that has already been collected and to focus your review and appraisal activities.

67. A bottom-up participatory approach focuses on the ideas generated by local people themselves (see section 3). Information gathered from other sources and with different objectives in mind provides contextual material and complements locally derived information. You may find some of these sources of information useful (see Table 4).

**Table 4. Complimentary information for bottom-up review and appraisal: content and sources<sup>11</sup>**

Type of information	Source	Where to find it
Demographic & population information (for example, age, sex, ethnicity, births, deaths, marital status)	National census or vital registration systems	Bureau of Statistics/government statistical services, Department/Ministry of Home Affairs or other government offices
Broad range of household social and economic issues in a population (for example, geographic location, water source, sanitation, sources of income, consumption patterns, poverty levels, use of services)	Household survey	National (statistics institutes, bureau of statistics, universities, research institutes) International (international organizations, private agencies)
Health status, well-being, economic status, living environment, work, function and disability, quality of life, life satisfaction, community and social supports	Health and living standard survey	International organizations, national statistics offices, universities
Social policy issues (for example, impact of pension and transfers on poor households, inequalities, poverty, social capita, access to services (social and health) Possible causes and consequences of social, economic, political, environmental change	Research studies	National and local government offices, University and research institute libraries National and international non-government and donor agencies Internet sites

68. You do not have to look at all these sources of information, but select from one or two sources that are most relevant to your review. Your **national coordinating body on ageing** or stakeholder group should be able to help you identify and review the most helpful documents. Some of these sources may not have the information you hope to find. For example, statistics disaggregated by age and sex are absent or incomplete in many countries. You should discuss these with the agencies responsible and you may be able to persuade them to disaggregate by age in routine national data collection processes.

69. Many national surveys collect more information than is actually analyzed and published. Information collected on age during a survey may be excluded from the analysis due to other priorities, lack of time and resources. In some countries it has been possible to revisit existing

<sup>11</sup> Compiled with assistance from Paul Kowal, Coordinator, Study on Global Ageing and Adult Health, WHO, November 2005.

survey data sets and extract new information on age and sex. With a small amount of resources to hire a good statistician this can be done very quickly.

70. Another way of getting information to fill the gaps you identify is to encourage your country's statistics office to include one or two key questions into the national census or regular household surveys so that data is routinely collected.

71. You may find it useful to include in your review of current national policy and programmes on ageing a clear statement on the existence and availability – or lack thereof – of information about the economic, social and health status of older persons in your country.

72. Again, you may wish to refer to the important areas for data gathering highlighted as *instrumental and outcome* indicators in **Annex I** of this document, Suggestions for Participatory Assessment Tools and Indicators for National Review and Appraisal of the MIPAA<sup>12</sup>. Some examples of the kind of contextual information you may be able to obtain include:

#### Poverty:

MIPAA Priority Direction I, Issue 6, Objective 1: Reduction of Poverty among older persons.

#### Indicators:

- *Percentage of older persons living below national poverty line (by age and sex)*
- *Percentage of older persons living below international poverty line of US\$ 1 per day (by age and sex)*

#### HIV/AIDS:

MIPAA Priority Direction 2, Issue 3, Objectives 1 and 3: Improvement in the assessment of the impact of HIV/AIDS on the health of older persons, both for those who are infected and for those who are caregivers for infected or surviving family members; and enhancement and recognition of the contribution of older persons to development in their role as caregivers for children with chronic diseases, including HIV/AIDS, and as surrogate parents. Indicators:

- *Inclusion of data on older persons (both infected and caregivers) in national HIV/AIDS statistics*
- *Percentage of older persons caring for orphaned grandchildren/kin*
- *Percentage of older persons caring for adult children with HIV/AIDS*
- *Percentage of older persons caring for grandchildren with HIV/AIDS*

#### Health services:

MIPAA Priority Direction II, Issues 2 and 4: Universal and equal access to health-care services; and training of care providers and health professionals. Indicators:

- *Percentage of older persons having access to primary health care services*
- *Proportion of older population with access to affordable essential drugs<sup>13</sup> (see also Millennium Development Goal indicator 46)*
- *Number of health care and social care professionals with training in the care of older clients, per capita*

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<sup>12</sup> Also available at <http://www.un.org/esa/socdev/ageing>

<sup>13</sup> Essential drugs are those drugs that satisfy the health care needs of the majority of the population. (WHO Expert Committee on Essential Drugs, November 1999). Essential drugs are listed by WHO in its Model List of Essential Drugs (1997 version, [www.who.int](http://www.who.int)).

### **2.3 Determine what to review using a bottom-up approach**

73. The review described so far is necessarily broad and indicative. When the policy responses to ageing in your country are mapped out you will have a good idea of national priorities relating to older people and how these relate to MIPAA priority directions or specific MIPAA objectives. A more in-depth assessment centered on the views of older people will improve understanding of what is most relevant to them in their own context. The inclusion of older people's forums or groups in this process may have highlighted areas where policies and programmes are making a positive difference to older people, areas where implementation could be improved and concerns that are currently still to be addressed. This will give you a focus, or a theme, for your bottom-up participatory inquiry.

74. For example, if a policy or programme has recently been introduced, you may wish to find out how aspects of this have impacted on particular groups of older people. If you have identified clear gaps in policy, you may wish to gather views of different groups of older people on how a particular service could be introduced or improved.

75. Review and appraisal of MIPAA is an ongoing process and it is not possible to carry out a meaningful bottom-up review of all priority areas at the same time. This is perfectly all right. Once you have identified priorities, you can cover as many of them as your time and resources permit.

76. Several case studies on national policy and information on ageing are presented in boxes 6-8.

77. The next section outlines a process for enabling older people and other key stakeholders to review any actions taken and to contribute to the shaping of programmes and policies that could address their concerns.

### **Box 6. A mainstream approach to policy review in Uganda**

*“The task is to link ageing to other frameworks for social and economic development and human rights”. (MIPAA Paragraph 15)*

In 2003, members of the Ugandan government formed an innovative partnership with community based older people’s organizations and an international non-governmental organization, to promote greater inclusion of ageing in government policy. The programme was launched during a stakeholder meeting in which government and NGO representatives presented research on the situation of older people and considered ways of integrating ageing issues across all policy areas.

To carry out the work, a 12-member cross-ministerial working group was formed from the Ministries of Health; Gender, Labour and Social Development; Agriculture; and, critically, Finance and Economic Planning, as well as two NGOs that work with older people.

An early task was a detailed review of policies and sector plans, identifying opportunities for greater inclusion of older people. A key document was the Uganda Poverty Eradication Action Plan (PEAP), which outlines the overall policy framework and budget priorities.

They found that the PEAP includes older people among the vulnerable groups to be targeted through social protection, and that it recognises older people’s role as carers of people living with HIV/AIDS and of orphans and vulnerable children. However review of the sector policy documents demonstrated gaps. For example, it was revealed that national HIV/AIDS plans and programmes lacked interventions to support older carers.

For most of the group it was the first time they had analyzed the national policy response to ageing, and, for many, the first time they had considered policies outside the remit of their own departments. The working group member from the Ministry of Finance was simultaneously working on a revision of the PEAP, and was able to feed the analysis into that process.

The cross-sectoral representation and participation of representatives of older people generated learning within the group and raised awareness of how issues of ageing impact in every sector of policy. In particular, awareness of older people as a vulnerable group has been raised within the Ministry of Finance through the presence of a ministry representative on the working group. This is a work in progress. In 2004 the working group carried out a survey with older people in six provinces of the country, the findings of which were disseminated during a workshop in December 2005. Twenty-five older persons participated in this meeting, presenting their views directly to the Minister for Older People and Disability, who responded to each point made. Recommendations discussed at this meeting will be reflected in the national policy on ageing, being prepared by government at the time.

Key success factors included:

- Time was taken to establish good contacts within several departments
- A cross-section of departments was represented as well as older people’s representatives

### **Box 6 (continuing).**

- The programme was located within the government, and had NGO support
- The working group had secretarial support and a budget
- Activities were jointly planned and scheduled when all members were available to undertake tasks
- A team of champions emerged within government to continue this mainstreaming work

This example illustrates how a review of policy responses to ageing could be conducted with a multi-sector stakeholder group. Older people were represented through community based organizations and many participated in the survey that followed. It was equally important that members of government from a range of sectors were involved, as this would facilitate policy development in response to ageing in future. Priority areas for policy on ageing identified by this review and survey could be the focus of a bottom-up and participatory review and appraisal of the MIPAA.

*Further information:* Ministry of Health, Uganda: [www.health.go.ug](http://www.health.go.ug)

Uganda Reach The Aged Association (URAA): [ugreach@africaonline.co.ug](mailto:ugreach@africaonline.co.ug)

### **Box 7. Mainstreaming ageing in poverty reduction in Tanzania**

MIPAA Direction 1, Issue 6, Objective 1: Reduction of poverty among older persons. Instrumental indicator: Availability, scope and coverage of poverty reduction strategies of the government, such as Poverty Reduction Strategies which include older persons as a target group.

Tanzania agreed its second National Strategy for Growth and Reduction of Poverty (NSGRP), or MKUKUTA, the Swahili abbreviation, in early 2005. It seeks to sharpen the focus on vulnerable groups and clarify measures to address them. In 2003 the Vice President's Office established a 'cross cutting group' representing various sectors of government as well as non governmental organizations. Vulnerable groups were identified as older persons, children, youth, women, persons living with HIV and AIDS, widows and orphans.

Organizations involved in the cross cutting group were encouraged to facilitate national consultations with representatives of identified vulnerable groups. Consultations were held at district level and at village level through Village Assemblies. The government also requested members of the cross cutting group to submit clear recommendations to ensure that the new Strategy for Growth and Poverty Reduction accommodated the issues being raised in the consultations.

### **Box 7 (continuing)**

HelpAge International and its national partners worked with older people and other marginalized groups to provide input to local level consultations and to develop their submission to the Government. A national workshop with 'age care' groups was also held. It emerged that lack of income made it difficult for older people to buy even basic necessities, including adequate food, and to access social services. Water shortage caused by droughts in some areas and lack of piped water supply was a major issue for many older people unable to buy water or to walk long distances to fetch it. Although health policy provides for free health services for older people, they were still charged levies of 500-1,000 Tanzania Shillings (US\$0.45-0.90). They also needed to purchase medicines in advance since stocks in the public health units did not last<sup>1</sup>.

Provisions of the MKUKUTA respond to older people's voiced concerns about income, health, water, inheritance, identity cards, adult education and abuse. It commits to delivering 'adequate social protection and rights of the most vulnerable and needy groups with basic needs and services' and 'the reduction of political and social exclusion and intolerance'. Operational targets under social protection include reaching 40% of eligible older people with effective social protection measures by 2010, and increasing support to poor households and communities to care for vulnerable groups targeting older people, orphans, other vulnerable children and persons living with HIV/AIDS. It recognizes the need for a baseline study disaggregated by age, sex and disability and for the development, piloting and monitoring of different social protection schemes, including those developed at community level.

The challenge for government and its non governmental partners is to ensure that budgetary provision is made available to deliver on these commitments.

*Tanzania's Poverty Monitoring System: <http://www.povertymonitoring.go.tz/> also PEAP <http://www.tanzania.go.tz/nsgrf.html>*

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<sup>1</sup> Adapted from report of consultations with older people on PRS 11, May 04.

### **Box 8. Filling information gaps: age figures in Bolivia**

Although Bolivia's National Plan on Ageing was formulated in 1998, there was very little specific data on ageing that could inform how this plan could translate into policies and programmes. HelpAge International in Bolivia had qualitative information on older people based on programme experience and work with partners, but needed quantitative data to confirm certain dimensions of population ageing and local statistics in order to work with local authorities. In 2002, a year after the last 10 year census had been carried out, HelpAge approached the National Institute of Statistics (INE) with a proposal to draw on data collected for a study on ageing. They discovered that the United Nations Population Fund (UNFPA) had supported a number of studies and were interested in a study on older people. A project was quickly set up between these three partners and two demographers were hired to analyze the data. The partners met regularly to agree on what information was most needed, and to review first results. The process lasted three months, and findings were published and sent to national agencies and all of Bolivia's 314 municipalities. Further funds were raised to produce leaflets that have been used by local and national organizations in awareness raising, advocacy and training events.

### **Box 8 (continuing)**

Some of the key findings have highlighted priority areas for policy development:

- High level of poverty among older people – 63 percent (higher than the national population at 59 percent)
- Higher poverty of rural older people – 90 percent
- Lack of identification documents – 8 percent without documentation and a high percent with incorrect documentation
- high level of economic participation – four out of nine older people work for a living, and in rural areas more than four out of five older people are engaged in agriculture

*Further information available from HelpAge International Latin America Regional Development Centre: [info@helpage.org](mailto:info@helpage.org)*

## **3. Reviewing implementation of MIPAA with older persons: bottom-up participatory assessment**

78. This section turns to the core activities of the bottom-up participatory review and appraisal of MIPAA in your country. In undertaking these activities you will need to work closely with facilitators who will lead your review and appraisal teams. This section helps you to look at the implementation and impact of policies and programmes as perceived by older people, and to enable older people and other stakeholders to participate in ongoing policy formulation.

79. This section will specifically help you to understand how to:

- Plan bottom-up participatory review and appraisal activities;
- Carry out participatory review and appraisal with older people;
- Share findings with communities;
- Put together and analyze information gathered.

### **3.1 Plan bottom-up participatory review and appraisal**

80. Many non-governmental and community based organizations, research institutions and government departments use bottom-up participatory approaches. Your **national coordinating body on ageing** or stakeholder group and your other networks should help you to find out which organizations or individuals have experience in this way of working. The United Nations regional commissions may also provide information on relevant activities in the region. HelpAge International has a network of affiliates in many countries, and you can contact your regional HelpAge office for details of organizations in your country (see Resources section).

81. You will need to identify and work with **facilitators** with experience in planning and leading participatory inquiry activities. The facilitators will need to:

- contribute to the design and planning of the bottom-up review and appraisal;
- train a team to undertake participatory review and appraisal; and
- facilitate and support the participatory review in selected communities, including collating and analyzing information, feedback and report writing.

82. It is important to ensure that your **facilitators** understand participation and how it works bottom-up, as claims are often made about participatory processes that are in fact quite top down.

83. You may look for facilitators among community workers or members of non-governmental organizations active at the local level, as well as academia and research institutions. They often have extensive experience with participatory methodologies. Do not limit your search to people who have previously worked with older persons. Many agencies use bottom-up approaches at community level, although these may not have included older people. Organizations that are working in particular sectors such as agriculture, water or health, may not have realized how these issues impact on older people's lives. This is a good opportunity to raise their awareness and promote the inclusion of older people across all sectors.

84. Once you have identified experienced facilitators, they can help plan the activities with your **national coordinating body** or stakeholder group. If this group is large, you may wish to form a smaller **advisory group** who have time and particular skills to contribute.

85. Together, they will need to agree and plan for the following:

- the objective of your inquiry and the participatory methods review and appraisal teams will use;
- the communities where review and appraisal teams will work; and
- who will lead and carry out the appraisal exercise.

86. You will already have agreed with stakeholders on the focus, or the theme, of the review. You may want to find out about the impact of a particular policy on older people, or you may want to find out more generally what their main concerns are. A participatory approach starts with a broad theme of inquiry which becomes more focused as participants' priorities emerge and knowledge about these deepens. This ensures that you do not miss important aspects of a theme by asking very specific questions at the beginning of the process. You will therefore need to identify some broad objectives and questions. Experienced facilitators will be able to match these questions with tools for generating discussion and analysis. This is sometimes called a **field guide** and is usually drawn up by the facilitators and teams who will carry out the appraisal.

87. You also need to identify one or more communities in which the assessment will be conducted. If resources allow, it is a good idea to carry out similar exercises in more than one community, for comparison. Facilitators should be able to help you choose appropriate communities, so that comparability could be assured. If you are looking at access to services, you may want to compare the situation in a remote rural area, with a poor part of a town or city. Depending on the objectives of your review and appraisal, communities can be selected to see if there are differences between urban and rural areas, lightly populated and densely populated communities, communities with different environmental, income and livelihood characteristics, and so on. One guiding principle of a bottom-up approach is to include people

who have typically been excluded from review and appraisal processes, so it is a good idea to include communities that are poor and marginalized.

88. Participatory methods are most effectively carried out by a small team. This enables interviews and other methods to be facilitated and recorded carefully, and makes it possible for team members to work with different groups at the same time. Try to include people with a mix of skills and experience in one team. These can be drawn from your coordinating body, government departments and local communities. If possible, include policy makers who can apply what they learn from communities in future policy formulation, and people who can share findings widely. Many languages may be spoken in your country, and you may choose communities where different languages are used. You will need to make sure that your **appraisal team** includes some people who can speak these languages and some people who are familiar with the community or area.

89. Your participatory facilitators and review and appraisal teams (those who will carry out the review and appraisal activities) will need to prepare for the review and appraisal exercises before they visit the communities. Even if teams comprise people with experience, it is essential to build good working relationships among team members. They will work together very closely over several days, and this requires an appreciation of the skills that each team member brings, as well as a shared understanding of the work. A workshop can be organized to build and practice team member's skills and develop a plan for the field work, or **field guide**. Team members may not have worked with older people before, so it is important for them to understand how older people can be encouraged to participate. Some older people may have problems with eye sight, hearing or mobility, and some may not read or write, and the team members should discuss how they will engage all people and enable them to participate.

### **3.2 Carry out review and appraisal with older people**

90. When you have selected your research sites, your facilitators should visit them and prepare people. At least one member of each review and appraisal team should be from the community. It would be a good idea for you to accompany your facilitators during these visits and during the appraisal exercises, to help develop your understanding. When you visit, explain your plans, seek permission for them, and tell people in the communities clearly what you will do with the information generated. Talk to traditional and government officials and as many groups as possible. People may be surprised to learn about the Madrid Plan, but this is an opportunity to raise awareness about government commitments to older people.

91. Communities are usually very willing to participate if they are clear about the purpose and outcomes. Once your teams have agreed on review and appraisal activities with appropriate authorities, your facilitators, and if possible you personally, should be prepared to spend several days in the community for your review and appraisal. People, especially in poor communities, have little time to spare, and your team members can build good relationships by showing willingness to reciprocate with their own time.

92. The appraisal teams may need to hold separate focus groups/meetings for women and men as women may not feel comfortable expressing their views and needs in public, and/or

are likely to censor their thoughts and speak up for their husbands and fathers rather than for themselves.<sup>14</sup>

93. Participatory methods emphasize joint learning and analysis and rely on strong skills in facilitating interviews and discussions. Sources of more information about these methods can be found in the Resources section and in Annex 2.

94. Your appraisal teams can use visual techniques such as maps, diagrams, seasonal calendars and matrices to stimulate analysis with individuals and groups. These enable older people to explain complex relationships and link issues in ways not possible through verbal means alone. They also encourage everyone to participate as equals, regardless of age, status, gender or ability to read and write. The construction of a map or diagram provides a clear focus for discussion and allows people to represent complex issues in their own way. When using visual tools, your appraisal team guided by a facilitator, should *support but not direct* the review and appraisal activities, allowing older people to become the investigators.

95. One of the core methods is semi-structured interviewing. While it can be used alone, all of the methods are in a sense interviews in which review and appraisal teams listen, record dynamics of discussions, and probe for further analysis.

96. Team members, guided by facilitators, work within the framework developed but use their initiative in selecting and sequencing appropriate tools to investigate themes, and to follow up new lines of inquiry as they emerge.

97. **Triangulation** is a key feature of the methodology. This is the sharing of information from different sources (women, men, health practitioners) and in different ways (ranking exercises, interviews). It encourages analysis of diversity and different perspectives, especially gender analysis and, potentially, also age analysis. It is also a tool for continuous cross checking of information and it therefore adds rigour and credibility to the findings. Good teamwork is however essential to successfully facilitate the methods, encourage analysis, and for recording and collating of information.

98. An important outcome of this bottom-up approach to review and appraisal is that older people generate and own the findings for themselves. If managed well, this can empower older people to engage in further review and appraisal activities and build closer relationships with policy makers. Your appraisal teams should create opportunities for older people and local implementing bodies to continue to work together to find ways of achieving desired changes highlighted by the review and appraisal.

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<sup>14</sup> See, for example, Parpart, Jane (2000) *The Participatory Empowerment Approach to Gender and Development in Africa: Panacea or Illusion?* [Available on [www.teol.ku.dk/cas/nyhomepage/mapper/Occasional%20Papers/Occ\\_paper\\_Parpart%20](http://www.teol.ku.dk/cas/nyhomepage/mapper/Occasional%20Papers/Occ_paper_Parpart%20) (Word).doc, or MAGUIRE, P. (1987) *Doing Participatory Research: A Feminist Approach*. Amherst, MA: Centre for International Education. ]

### 3.3 Share findings with community

99. Holding a feedback meeting with community members (not just those who participated) is an important sign that your review and appraisal teams have genuinely sought to understand their perspectives. It is also a demonstration of downward accountability – it shows that your teams are willing to account to older people for their time and input. Feedback meetings also enable older people to verify findings presented and to provide explanations for any remaining inconsistencies. Review and appraisal teams should include diagrams or maps constructed by participants during the review and reproduced in poster size to explain community analysis. These posters can be left with the community as a public account of the findings and record of any commitments made. These diagrams can be revisited in future reviews, as a starting point for discussions about what changes have been made.

100. Feedback meetings should take place when as many people as possible can participate. This is another opportunity to raise awareness and gain local support for implementation of MIPAA.

### 3.4 Put together and analyze information gathered

101. Your review and appraisal at local level includes feedback of findings and their policy implications with members of the community and local authorities. The team's report of local level review and appraisal exercises should therefore be finalized only after this feedback process, and should incorporate any additional information or corrections obtained during the feedback.

102. Because the findings of bottom-up and participatory review and appraisal are cumulative, analysis is continuous and takes place daily. Each team will generate information from a wide range of sources and through different methods fairly rapidly, so the appraisal teams need to record findings systematically. Notes should be taken during each discussion and interview, and carefully labeled with date, location, participants and theme of inquiry. At the end of each day, a team should meet to share findings from all records made that day, and plan for the next stage of the review. At the end of the review and appraisal exercise a facilitator can pull together these notes to form a **community report**.

103. The following steps will help a facilitator to synthesize information and write up findings:

- discuss objectives and key themes investigated, including new topics that emerged during the exercise;
- take each theme in turn, note key points learned, taking care to note any differences between different groups and between older women and men;
- write key points on cards and arrange them under subject headings: these headings can become sections of the report;
- keep in mind specific underlying questions that clarify the information being obtained:
  - What pieces of information are most important?
  - Which findings are most surprising?
  - What are the main similarities and differences in viewpoints?

- What are the gender and age differences of respondents, and are there patterns in their responses?
- What are the key implications for policy and implementation?
- select diagrams that illustrate main points and provide comparative perspectives;
- select quotes from older people and other stakeholders that highlight particular viewpoints, taking care to record how common or uncommon each viewpoint was, and whether this reflected the views of a particular group of older people.

Facilitators can get team members to write up different sections of the report and then lead a review of the whole report as a team.

104. If you conduct review and appraisal in more than one community, you will need to draw all these community reports together into a single report. You should do this together with the facilitators of all review and appraisal teams. It is easier to do this if you agree with your facilitators in advance how to structure all team reports in a similar way, based around the themes of your inquiry. The following steps will help you to synthesize several community reports:

- Take each main theme (or topic of a single theme) of your review and appraisal in turn;
- Look at findings under each theme in each community report, asking:
  - Which findings are the same in all communities?
  - Which findings are different across communities?
  - Which findings highlight age and gender differences?
  - Which similarities and differences are linked to cultural, geographic, economic, social or political environments?
  - Which findings stand out as surprising or hard to explain?
- Note the key points under each theme;
- Select diagrams and quotes of participants to illustrate key points and comparative perspectives.

105. As you go through this process, you will notice more and more links between themes and the important issues will become clearer, and your analysis deeper. This provides the structure, examples and key areas of analysis for your report. You and your facilitators should now be able to write the report within a few days. Include a summary of key findings and implications for policy implementation at the beginning of the report, as this is the section that most people will read.

106. By involving older people in analysis at local level, you will have created opportunities for wider dialogue between older people, service providers and responsible officials. The involvement of older people in the review and appraisal project will stimulate civil society participation in the policy development and monitoring cycle. This will help build political support for the MIPAA. Information gathered and analyzed at community level can be synthesized and used by older people in local and national advocacy and policy engagement with other stakeholder groups.

107. Several case studies related to bottom-up and participatory review and appraisal with older people are presented in boxes.

### **Box 9. Supporting older people's advocacy: the "Older citizens monitoring" project in Bangladesh**

Government social protection schemes provide vital support for poor older people in Bangladesh, particularly older women. However, many are not receiving their entitlements, a problem identified by Resource Integration Centre (RIC), one of a small number of non-governmental organizations that target older people in Bangladesh. The project they devised demonstrates the potential for governments to work with users to improve services.

The aim of the older citizens' monitoring (OCM) pilot project in Bangladesh is to increase older people's access to two government services that are intended to alleviate poverty: the Old Age Allowance and the Vulnerable Group Development Programme. The project covers nearly 6,000 older people in 80 villages in a rural and peri-urban area of Bangladesh. With RIC's facilitation, these participants have formed older people's associations (OPAs). At an early stage of the project, the older people conducted their own census and found significantly higher percentages of older people than the last government census had recorded. In the rural community for example, they found that 9% of the total population was over 60, compared to 6% recorded by the official census.

RIC began by holding village meetings with older people to discuss their priorities. They identified food security as a major problem, together with low income, a lack of assets and the absence of government health services. These meetings initiated a process of forming older people's associations, and electing committees and monitoring groups. The older people involved all received training in leadership and data collection.

### **Box 9 (continuing)**

The participants reviewed each government policy and then identified relevant indicators to monitor how they were being implemented over time. They established systems to collect, analyze and discuss their findings with local, district and national stakeholders, including government officials, in order to improve implementation. Regular meetings were held with local government officials, providing opportunities to cover a range of issues affecting older people.

For example, older people's associations in each village have identified who is eligible and compared their findings with those actually receiving the Old Age Allowance. In one village in Pubail district, only 85 older people were receiving the Old Age Allowance, out of 978 who were eligible. The group is petitioning for a further 243 of those who are eligible – the most vulnerable – to get the allowance.

During 2005, the Old Age Allowance in Bangladesh increased from US\$2.50 to 2.75 a month, and was extended from 1 million to 1.32 million people. This may in part be due to national-level advocacy by the project. Local-level management and administration has also improved. Local banks have streamlined the distribution of the Old Age Allowance and allocated specific times for its collection, which makes it easier for older people to collect.

The confidence of older people has increased through their involvement in organizations that promote their interests. "We were sleeping ... before this organization we were lambs, now we are lions," says Bhimkanthi, a committee chairman in one project area. The older people's associations have also developed other activities in addition to their monitoring work. A number of committees make regular home visits and offer basic health care. In one case, the committee was involved in relief work following floods. Another committee has developed dispute-resolution techniques and tackled family issues, such as the neglect of frail older people.

Older men and women see potential for the project. One committee member said that it should be developed across the country, as working in only two areas meant that there was not enough negotiating power with the national government. Other members have talked about using the voting power of older people as a potential incentive to encourage local officials to co-operate with the associations.

Resource Integration Centre, Bangladesh: [ricdirector@yahoo.com](mailto:ricdirector@yahoo.com)

### **Box 10. Accountability to users of services – a “bottom-up” approach in India**

Monitoring and evaluation have become familiar tools for review of service delivery, but normally from a “top down” perspective, when governments and official agencies decide to review their own performance or that of their providers such as NGOs. However, accountability to the users of services is also important, and this can be achieved using very basic tools. HelpAge India has been developing such approaches in its work with coastal communities in the wake of the Asian Tsunami.

### **Box 10 (continuing)**

One method in working with local communities is social mapping. Social maps, developed as a tool for participatory planning with community groups, can also be an effective means of feeding back information to policy makers. The relief stage of the Tsunami operation had inevitably proceeded at a very fast pace, and HelpAge India staff felt the need to enable the communities to “understand, analyze and question what we did and how we did it”. The organization and its partner NGOs had worked with communities to identify priority needs, and the mapping exercise enabled the communities to identify and agree the households who required these services.

A meeting convened by village elders assembled both the community and all project staff. The agreed inputs were described (these ranged from replacement fishing boats and nets to ploughs and other agricultural equipment) and the processes to prioritize households needing support were described.

Using a map sketched on the ground, households were identified and through discussion a priority list of those needing support was agreed. These households were then marked on the map. Symbols were agreed to represent the various inputs as well as a simple way of identifying key features of the village to enable beneficiary households to be easily identified.

The community discussion also highlighted where older people or their households had been inadvertently excluded, identified which households were receiving multiple benefits, provided commentary on the adequacy or inadequacy of the support, and helped to explain the reasons for inclusion or exclusion, from the perspective of service deliverers.

The resulting maps were then reproduced in a printed form on large posters and displayed prominently in the villages. This enabled community members to see where services were provided, and helped other NGOs to identify provisions and gaps in services. A further development is community auditing of the effectiveness of service provision, again using the map as a reference point.

Participatory methodologies such as social mapping are powerful tools for community inclusion, and older community members in particular were able to participate in the mapping exercise. More information on participatory approaches can be obtained from organizations based in many countries. Particularly useful resources can be found in the Resources section.

Source: Head of Emergencies, HelpAge India, New Delhi 110 061, India. [www.helpageindia.org](http://www.helpageindia.org)

### **Box 11. Impact review of an action research project in South Africa.**

The benefits of involving all stakeholders in MIPAA implementation and delivery (MIPAA paragraph 22) are illustrated in this case study. In 2000, a year after completing action research in South Africa, the stakeholder group comprising older people, government representatives, NGOs and CBOs reviewed the impact of the project on policy, practice and the lives of older people. The review consisted of workshops with the research team and partner organizations, and meetings with older people and government representatives.

### **Box 11. (continuing)**

Main findings were:

- more information was available to older people at pension pay points and queuing time at pension pay points had been reduced; and
- Older people who had taken part in the research said that they felt that, during the national dissemination workshop, government officials had listened to them and understood. This had given them great hope for change in future.

The government had taken forward some action points agreed to at the dissemination workshop. It had:

- made a start on education activities about older people's rights;
- begun the networking of social services databases;
- distributed booklets on resources, services and contacts for older people;
- built good public awareness of new national leaflets about services for older people with cancer and diabetes;
- increased numbers of home visits made to older people by health staff in two provinces; and
- ensured family members were included on the health boards of two provinces.

Non-governmental and community-based organizations had:

- initiated education activities a round older people's rights
- improved coordination with government on programmes for older people, especially to combat abuse.
- Increased emphasis on income-generation work with older people

*Source: The Contribution of Older People to Development: South Africa Study. 1999. HelpAge International. [www.helpage.org](http://www.helpage.org)*

### **Box 12. Report of the Qualitative Assessment of the Living Conditions, Health and Nutrition Situation of Older People in Six Districts of Uganda**

Recognizing that older people were excluded from existing health and nutrition policies, standards and practices, the Ugandan Ministry of Health set up an Inter-ministerial working group with support from HelpAge International and Uganda Reach the Aged. It combined a qualitative participatory study with older people to assess their health and nutrition situation and living conditions with a review of existing governmental and non-governmental poverty reduction initiatives. As well as providing marginalized older people with the opportunity to talk to technical people that influence policy processes, the research team took the opportunity to raise awareness with older people of their rights.

### **Box 12 (continuing)**

The research also highlighted discrepancies between what older people said regarding their access to services and what service providers and district planners said regarding budget allocation.

Recommendations of the report include:

- Older peoples' issues need to be mainstreamed within policies and programmes in all sectors
- Older people need to be enabled to improve their income security through the provision of grants, loans and social security services
- Concerted effort is needed from health service providers to ensure increased and improved health care for older people, for example subsidized/ free drugs/ mobile clinics/ support to older people in HBC programs/ support to traditional healers/ appropriate training on older people's issues in medical institutions and HIV prevention/ care work targeted at older people.
- IEC materials on nutrition, VCT, HIV/AIDS, water and sanitation and older people's rights need to be developed in an appropriate format for older people
- Support is needed for older people and OVCs to reduce the burden of care for OVCs
- Further research is needed to highlight successful programmes alleviating poverty with older people.
- Access to retirement benefits for older people should be improved
- Uganda should consider a universal social protection scheme which ensures income for all older people 60 and above.

*Ministry of Health, Uganda*

*www.health.go.ug*

*Uganda Reach the Aged Association (URAA)*

*ugreach@africaonline.co.ug*

## **4. Distillation and analysis of information at national and regional levels**

### **National level**

108. At this stage you will link all the information of your review and appraisal exercises into composite national findings. If you have followed the steps outlined in the guidelines above, you should have recorded the following findings:

- Key priority areas for policies and programmes on ageing in your country;
- Key outcomes of the preparatory policy review and review of background information (outlined in section 2 of these guidelines); and
- Key information obtained through in-depth review and appraisal with older people in selected communities (described in section 3).

109. Whereas there may be some non-MIPAA related policy interventions and programme measures that may have had an impact on older persons, along with people belonging to age groups below 60 years, you may wish to structure your presentation of national findings on the basis of two fundamental questions that are central to the whole exercise:

- what has been done in your country since the Second World Assembly on Ageing?
- what was the impact on the quality of life and well-being of older people in your country?

110. In answering the first question, you tapped many sources of information and generated different types of knowledge. These include your review of the policy environment and government priorities in relation to ageing and review of any available quantitative and qualitative information at the national level. In analyzing the obtained information you can use *instrumental indicators* to assess the availability and focus(es) of national policy and programmes on ageing and their relations to MIPAA.

111. In answering the second question, the findings of bottom-up participatory review and appraisal with older people during community based exercises will provide the central evidence to determine how well policies have succeeded. In conclusion, and equally important, you should be able to propose adjustments to the ongoing implementation process in order to overcome any shortcomings and obstacles that were revealed.

112. For the information that you have obtained through participatory exercises to be useful in drawing conclusions for your review and appraisal, however, you may need to interpret, or “distill” it. You may find that the information you received is very specific or anecdotal, and it may be necessary to extrapolate more general lessons, so that issues can be crystallized and patterns can be identified that will guide policy review. The first question to ask is “what do policy makers want to know?” Policy makers generally do not want raw information, but an understanding of information in ways that are relevant to policy making. Therefore, in drawing up your findings you should always consider the question, “what is the policy relevance of the information?”

113. It is also essential to document how conclusions were arrived at, and to record the process in a transparent way. A transparent process should also enable those who participate to determine whether the findings are legitimate, reliable and valid. This will lend credence to your findings. Ultimately, however, ***it is important to remember that a participatory bottom-up review and appraisal is not carried out with a representative sample of all older people, but selects participants purposefully.***

114. The findings of participatory bottom-up review and appraisal are context specific, as they reflect the analysis of particular groups of people in a particular location or situation. The task in distilling the information is to determine what the information tells you about policies in general and whether it is valid across locations and situations. The team members should get together to compare notes and make sense of the vast amount of information that is before them. They will have to look very carefully for any patterns and trends that may be emerging. They should look at findings against key instrumental and outcome indicators that measure quality of life of older persons and the success, or the lack of it, of policies that affect older persons (increase in services for older persons, improvement in social security benefits, as described by participants in participatory exercises). They should see whether the information which was gathered tells them whether current laws and policies adequately reflect the concerns of older persons. If not, what did the older persons say needed to be done? If any new policies or programmes have been introduced the team should check to see if older persons reported any benefits from them. After careful analysis, the team should come up with a clearer picture of *changes* in the *quality of life of older persons* as well as

their concerns, hopes and fears, and whether any progress was made since implementation of MIPAA began.

115. It is essential to ensure, to the best of your ability, that the information obtained through participatory exercises is reliable, valid and relevant. The next step would be to share this information with policy makers and civil society representatives at local, provincial and national levels – with older persons present – to determine whether the findings obtained through selected participatory activities can be generalized to larger settings. This is an important step in the distillation process, because it provides an opportunity to discuss and confirm your findings publicly and therefore give them greater validity, and it allows for other views to be incorporated. It also sets the stage for larger public discussion of issues of ageing, so that appropriate steps can be taken in areas that call for further action. At this point, it would be good to raise the issue of adequate national budgeting for older persons.

116. It is important to support continued involvement of older people in the various dissemination and analysis activities, including media work. At community level the review process should create opportunities for older people and local authorities to meet to discuss findings and initial implications for policy. Relationships built up during the initial review process between older people and other stakeholders can be maintained, and this can be done with just a little support from you. In this way, review and appraisal can become an ongoing process at this level.

117. You would conclude your national review and appraisal exercise by discussing its major findings and formulating proposals for policy adjustments. This stage should be conducted together with your national coordinating body or stakeholder group, and it might be done in the format of a national workshop. The media should be encouraged to disseminate the national findings widely. National findings can also feed into the regional level review and appraisal where countries will share their experiences and discuss best practices and constraints.

118. This process should continue. Implementation and monitoring of MIPAA should be ongoing and continue to include older people both in further research and in policy review and development. This includes ensuring that older people are represented in national processes open to civil society engagement such as the review of poverty reduction strategies. Alliances should also be developed with non age-focused organizations and networks to encourage them to include older people in their development programmes. Older people should also be involved in collaborations with regional bodies and UN agencies working on regional implementation strategies.

### **Regional level**

119. United Nations regional commissions are responsible for the Regional Implementation Strategies<sup>15</sup> of MIPAA and will coordinate the regional review and appraisal

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<sup>15</sup> To date, three Regional Commissions have developed RISs for MIPAA: ECE in September 2002, ESCAP in September 2002, and ECLAC in November 2003. Specific situations exist in two other Regional Commissions: ECA and ESCWA. While ECA has not elaborated its RIS, *the African Union Policy Framework and Plan of Action on Ageing* was adopted by African Union heads of state and government in Durban in July 2002. Similarly, ESCWA does not have RIS; however, it adopted *The Arab Plan of Action on Ageing to the Year 2012*

exercises. They will invite Governments to feed the findings of their national review and appraisal activities into a regional assessment exercise, so that Governments may learn from one another. The actual arrangements for these regional exercises have yet to be determined, and they may vary from region to region. You may wish to consult with the focal point on ageing for your region for further information and to consider areas where support and assistance may be forthcoming. Contact details of all the Commissions are provided in the Resource section of this document.

120. The regional commissions might support your national review and appraisal activities by providing advice and technical support. They could assist you in such areas as information gathering, as well as its distillation and analysis. At the regional level, the Commissions will also be engaged in the formulation of regional findings and priorities for future policy action. For instance, ECLAC's technical cooperation activities cover six areas: (1) advocacy; (2) diagnosis of situation of older persons; (3) assistance in developing national action plans involving various stakeholders; (4) indicators development; (5) promotion of research; and (6) long-term implementation of national policy. ESCAP responds to requests for national capacity building services in the areas of data gathering, indicators development, health and social security.

121. Regional review and analysis exercises will be based on findings of national review processes, and will consider the following:

1. Ageing situation in the region since the endorsement of MIPAA;
2. Policy developments on ageing within the region;
3. Inclusion of ageing in regional frameworks and plans;
4. Differences between sub-region and country level ageing situation;
5. Priorities for future action on ageing in the region.

### **Global level**

134. National and regional findings of review and appraisal will be consolidated at the global level by the Commission for Social Development. The first cycle of the global review and appraisal process was launched by the Commission in February 2006 and would end in February 2008 at the forty-sixth session of the Commission.

135. You may find it useful to consult the calendar for the first cycle of the global review and appraisal<sup>16</sup> in order to better plan your national review and appraisal activities (see Box 12).

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during the Arab Preparatory Meeting for the Second World Assembly on Ageing, which was held in February 2002 in Beirut. Both ECA and ESCWA regional documents are conceptually and operationally closely related to MIPAA. At the same time, the regional policy documents on ageing differ in terms of priorities for action.

<sup>16</sup> Subject to approval by the Commission for Social development at its forty-fourth session in February 2006.

## **Box 12. Calendar for the first cycle of the review and appraisal of MIPAA<sup>17</sup>**

### **2006:**

- (a) The Commission for Social Development decides on the timing, modalities and the theme for the first cycle of the review and appraisal.
- (b) Member States receive practical guidelines for the review and appraisal of the Madrid Plan of Action prepared by the UN Department of Economic and Social Affairs in consultation with the regional commissions and programmes and agencies of the United Nations system. As a first step, Member States will indicate their priorities for review and appraisal and undertake an “instrumental” assessment, including identifying laws and implementing regulations, institutions, policies and programmes introduced or altered since 2002 in response to the Madrid Plan of Action. Countries will also recall national priorities and review the national ageing situation. As a result, each country would have identified for itself specific areas for in-depth participatory inquiries using the bottom-up approach. They would present this information at the Commission for Social Development in 2007.
- (c) The Department of Economic and Social Affairs and the United Nations system work jointly to promote awareness of the bottom-up approach and familiarity with the guidelines, to assist countries in beginning the process.
- (d) Regional commissions, at their governing bodies, undertake an initial regional assessment of the ageing situation based on country reports on accomplishments of national plans of action on ageing and submit their findings to the Department of Economic and Social Affairs for inclusion in a report of the Secretary-General to the Commission for Social Development

### **2007:**

- (a) The Commission for Social Development will mark the fifth anniversary of the Second World Assembly on Ageing. The Secretary-General will submit to the Commission a report on major developments in the area of ageing since the Second World Assembly (report on the world ageing situation), which could include short regional contributions (regional ageing situations) by the regional commissions. Member States will inform the Commission about the actions they have taken since the Second World Assembly to implement the Madrid Plan of Action (for example, new laws, policies and programmes, the establishment of coordinating mechanisms and information campaigns) and exchange information on which area each country will determine for itself to evaluate using a bottom-up participatory approach.
- (b) National and regional processes of review and appraisal will begin. Countries will review and appraise the national policies and strategies that they identified. Information on the initial experience and good practices in organizing and conducting bottom-up participatory evaluation at the local and national levels will also be collected, analyzed and presented to the regional commissions.
- (c) Upon request, the regional commissions, in cooperation with other entities, will assist countries in conducting their national review and appraisals and encourage participatory approaches to the process.
- (d) Regional commissions will convene regional conferences (pending the availability of sufficient resources) to consider the findings of national reviews, share experiences and good practices and identify priorities for future action. The commissions will submit the conclusions of the meetings and individual national reports to the Commission for Social Development in 2008.

<sup>17</sup> Modalities for the review and appraisal of the Madrid International Plan of Action on Ageing. Report of the Secretary-General to the forty-fourth session of the Commission for Social Development.  
<http://www.un.org/esa/socdev/ageing/>

### **Box 13 (continuing)**

#### **2008:**

- (a) The Commission for Social Development, at its forty-sixth session in February 2008, will conduct the global segment of the first cycle of the review and appraisal of the Madrid Plan of Action. The modalities of this segment could include a series of plenary meetings or deliberations of a series of round tables. An outcome document could include the conclusions of the first review and appraisal exercise along with the identification of prevalent and emerging issues and related policy options. A series of parallel events, including panels, workshops and seminars organized by all major stakeholders will be conducted, including the presentation of findings of independent monitoring projects.

136. Participatory review and appraisal of the implementation of the Madrid International Plan of Action on Ageing marks a watershed in the way that Governments and the international community assess their actions in fulfillment of international commitments and consider the impact of those actions. And yet participatory methods are not something extraordinary and new that have fallen from the sky. They are being used already in countries all over the world. The social perspective they introduce provides essential information to policy making and increases understanding of actual conditions in a country, as expressed by the people concerned. They encourage participation and promote the active involvement of older persons who have often been overlooked. They also encourage the development of social capital, as people begin to organize and develop essential networks to promote their interests and their well being. A bottom-up, participatory review and appraisal is a tool for better decision making, not just for improving policies and programmes, but also for improving governance. It may not always provide the right answer to questions of policy, but it is essential for avoiding crucial mistakes.

## 5. Resources

(1) The following items are available at the website of the United Nations programme on ageing (<http://www.un.org/esa/socdev/ageing>):

- *Political Declaration and Madrid International Plan of Action on Ageing*
- *The Framework for Monitoring, Review and Appraisal of the Madrid International Plan of Action on Ageing* (containing a description of qualitative and quantitative methods that can be used in review and appraisal, and a *set of indicators* to assess progress made on the implementation of the MIPAA)
- *UN reports and resolutions related to implementation and review and appraisal of MIPAA*

(2) MIPAA regional implementation strategies:

ECE: <http://www.monitoringris.org/skel.php?id=27>

ECLAC: <http://www.eclac.org/celade/noticias/paginas/1/13611/FINAL-DSC-1-Ingles.pdf>

ESCAP: <http://www.unescap.org/esid/psis/ageing/strategy/index.asp>

African Union Policy Framework and Plan of Action on Ageing:

[http://www.helpage.org/Resources/Policyreports/main\\_content/1118337558-0-11/AUFrameworkBook.pdf](http://www.helpage.org/Resources/Policyreports/main_content/1118337558-0-11/AUFrameworkBook.pdf)

The Arab Plan of Action on Ageing:

<http://www.escwa.org.lb/information/publications/edit/upload/sd-02-01.pdf>

### Contacts and websites:

National focal points on ageing:

In ESCAP region: <http://www.unescap.org/esid/psis/ageing/profile/directory.pdf>

In ECE region: <http://www.monitoringris.org/skel.php?id=177>

Other focal points<sub>[m1]</sub>:

### HelpAge International

For information on issues affecting older people in developing countries, and for contact details of national affiliates of HelpAge International, visit [www.helpage.org](http://www.helpage.org)

To contact HelpAge International Regional Centres:

Africa Regional Development Centre:

[helpage@helpage.co.ke](mailto:helpage@helpage.co.ke)

Asia Regional Development Centre

[hai@helpageasia.org](mailto:hai@helpageasia.org)

Brussels Office

[helpage.brussels@skynet.be](mailto:helpage.brussels@skynet.be)

Caribbean Regional Development Centre

[helpage@candw.lc](mailto:helpage@candw.lc)

Eastern Europe and Central Asia

[ltemple@helpage.org](mailto:ltemple@helpage.org)

Latin America Regional Development Centre

[info@helpagela.org](mailto:info@helpagela.org)

International Federation on Ageing (IFA)

<http://www.ifa-fiv.org>

AARP

<http://www.aarp.org>

Fédération Internationale des Associations  
de Personnes Agées (FIAPA)

<http://www.fiapa.org>

International Association of Gerontology  
and Geriatrics (IAGG)

[www.iagg.com.br](http://www.iagg.com.br)

### **Materials:**

Participatory research with older people: A sourcebook. (2002) HAI. Available free of charge from HelpAge International and can be downloaded from website [www.helpage.org/Resources/Manuals](http://www.helpage.org/Resources/Manuals)

Participatory Learning and Action. A trainer's guide. (1995) IIED. Available by order: [orders@earthprint.com](mailto:orders@earthprint.com)

[http://www.iied.org/NR/agbioliv/pla\\_notes/index.html](http://www.iied.org/NR/agbioliv/pla_notes/index.html)

PLA (Participatory Learning and Action) notes by International Institute for Environment and Development. Informal series to enable people using participatory methods from around the world to share practical experiences, reflections and innovations.

<http://www.ids.ac.uk/ids/particip/information/recentpubkn.html>

The website of the Participation group at the University of Sussex's Institute of Development Studies (IDS) has a lot of resources on the theory and practice of participation.

[www.worldbank.org/participation](http://www.worldbank.org/participation)

The World Bank's website includes various manuals and tools on participation

[www.eldis.org](http://www.eldis.org)

The Eldis website provides a gateway to a wide range of development information, including summaries and texts of the latest development research publications, and lists of books and articles on participation. Useful links to international participation networks and other resource centres. The participation pages can be reached through the alphabetical site map.

<http://www.who.int/healthinfo/systems/sage/en/index.html>

WHO Study on Global Ageing and Adult Health. Contains quantitative data on the situation of older persons, including health, well-being, poverty, gender, water and sanitation, and health care utilization data on older adults in low and middle income countries for the MDGs and MIPAA. Data are available from 70 countries currently participating in the study, and can be downloaded from the website:

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