INTERGENERATIONAL SOLIDARITY
THE WAY FORWARD

Proposals from the NGO Coalition for a 2012 European Year for Active Ageing and Intergenerational Solidarity
The King Baudouin Foundation is an independent and pluralistic foundation. We provide financial support to around 2,000 organizations and individuals annually. The Foundation also acts as a forum for debate and reflection and fosters philanthropy. With an annual budget of 48 million euros, the Foundation looks for sustainable ways of contributing to justice, democracy and respect for diversity.

We operate out of Brussels, but are active at regional, Belgian, European and international level. Our Board of Governors sets out broad lines of action, which are implemented by some 60 colleagues. The Foundation was created in 1976, to mark the 25th anniversary of King Baudouin’s reign.

The King Baudouin Foundation has been active for many years on issues around ageing and intergenerational solidarity. Recently it has provided financial support to 172 projects which help older people play an active and meaningful role in society and create sustainable and reciprocal relationships between generations.

The Foundation set up two reflection groups composed of individuals who are active in the voluntary sector, social movement and enterprises and who, after one year of exchange of ideas and experience, concluded with a series of proposals for action.

The Foundation organised a cycle of seminars on intergenerational solidarity to widen the public debate on these issues. The outcome of the work done by these two groups is described in a publication “Une Société pour tous les âges” (a Society for all Ages) which contains examples of intergenerational projects. The publication is available in French and Dutch on our website and includes an Executive Summary in English.

This publication was funded by the Community Programme for Employment and Social Solidarity (2007-2013). This programme is managed by the European Commission Directorate General for Employment, Social Affairs and Equal Opportunities. It was established to financially support the implementation of the objectives of the European Union in the employment and social affairs area, as set out in the Social Agenda, and thereby contribute to the achievement of the Lisbon Strategy goals in these fields.

The seven-year programme is aimed at all participants who may help shape the development of appropriate and effective legislation and social and employment policy throughout the EU-27, the EFTA-EEA countries, plus the candidate and pre-candidate countries for membership of the EU. The aim of PROGRESS is to strengthen the contribution of the EU and thus help Member States to abide by their commitments and satisfactorily perform their actions with a view to creating more and higher-quality jobs, and to build a society based on solidarity. Naturally, it will help:

• To provide analysis and advice in the activity areas in which it has expertise;
• To monitor and report on the application of community legislation and policy in the same areas;
• To promote the transfer of policy, the exchange of knowledge and support between Member States for EU objectives and priorities, and
• To communicate its opinions to participants and society in general.
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Since 2008, a coalition of European NGOs has been working together to promote greater intergenerational solidarity as a tool to achieve social cohesion, and as a way of addressing the demographic challenge that the EU is facing today.
In April 2008, supporting the suggestion made by this coalition¹, the Slovenian Presidency of the European Union announced that it was proposing to declare 29 April European Day of solidarity and cooperation between generations. The first EU Day was officially launched on 29 April 2009.

To mark the second European Day and as a contribution to the 2010 European Year against Poverty and Social Exclusion, the coalition decided to publish a joint brochure to demonstrate the relevance of intergenerational solidarity in different policy frameworks and provide recommendations on how greater solidarity between generations can be promoted in various policy areas to help provide an environment where the contribution of everyone is valued and everyone is empowered to play a part. With this joint brochure we wish to launch a debate on the impact of demographic change in today’s context of global recession and the urgent need to develop fair and sustainable solutions to ensure the well being of all in the long term.

The current crisis has sharpened the sense of urgency to review fundamentally the way our society functions. As the Joint Report on Social Protection and Social Inclusion 2010² demonstrates, “firm policy intervention and the automatic stabilizers embedded in European welfare systems have limited the economic and social impact of the worst recession in decades”. However some groups have been particularly hit by the crisis, including the young, the low skilled, women, employees on temporary contracts, EU mobile workers, migrants and the elderly and the long term social impact of the crisis is not yet fully known.

Public authorities are faced with unprecedented financial challenges and major reforms are introduced at all levels to curb public spending. As representative NGOs working with large citizens groups, we wish to raise awareness of the need to ensure that whatever reforms are introduced, they will take on board the particular needs of the more vulnerable and will consider social policies as a long term investment rather than a cost to the public purse.

The purpose of this brochure is not to present an exhaustive inventory of the issue nor to list all interesting initiatives existing in this area, but to initiate discussions with all relevant actors. We will continue to gather information on how the debate is progressing and on interesting initiatives and will promote the exchange of ideas and experiences throughout the European Union. If you are interested in our initiative, help us move the debate forward. Circulate this publication among grass roots organisations, political decision-makers and the media, and send us your comments and examples of intergenerational projects and policies. With your help, by next year we will have taken a huge step forward.

A glossary of the terms used throughout this brochure as well as a list of useful links can be found at the end of the publication.

¹ See list of NGOs at end of document.
² http://ec.europa.eu/social/main.jsp?catId=757&langId=en
Intergenerational Solidarity in the context of Poverty, social exclusion and access to minimum living quality standards

“Despite the overall wealth of the European Union (EU), poverty in the EU is still unacceptably high. In 2008, 17% of the EU population live at risk of poverty - about 80 million people. Children, young people and the elderly are among the most at-risk.

Social exclusion and persisting inequalities represent a threat to the European social model. Poverty is very often passed on from one generation to the next. Women are part of every group at risk of poverty and social exclusion, and in most cases they experience poverty and social exclusion more than men.

The adequacy of pensions plays a key role in alleviating poverty among the elderly. Elderly women, while they live longer have fewer healthy life years and together with the very old tend to face a particularly high poverty risk. Adequate minimum income schemes are a lifeline for those unable to work, temporarily or permanently, often because of care responsibilities towards children or elderly family members. It is women, and particularly single mothers, who find themselves in these circumstances. Child benefits have proven to impact on reducing child poverty levels, although this depends on their distribution within the household.

But poverty is more than the lack of financial resources and income, whether through employment or social benefits. It is a multidimensional phenomenon that encompasses the notion of vulnerability, precariousness, lack of opportunities, and denial of rights, such as access to education and health, culture, housing, heating employment, services and infrastructure as well as access to information, social, cultural and political participation. Most importantly it prevents people from participating in society and leading a life in dignity.

Affordable access to quality services, for children, adults and the elderly alike, is crucial to prevent poverty and social exclusion. Access to education, that takes account of each individual’s overall development throughout the life-cycle, can have an important impact on breaking the intergenerational transmission of poverty. Appropriate housing, employment services, and health care for all are important pillars of a cohesive society which can restore social trust. To eliminate poverty, we need to fight prejudice and discrimination. We need to ensure all citizens enjoy equal rights. Solidarity between generations, between different parts of society, and between regions and countries is a fundamental building block.

Did you know that:

According to Eurostat figures, children living in poor families are at greater risk-of-poverty than the rest of the population in most countries, ranging from 10% in Denmark to 25% in Italy and Romania, with an EU average of 19%. The rate for single parent families is even higher. The same rate is valid for the elderly, where the risk of poverty faced by people aged 65 or more ranges from 5% in the Czech Republic to 30% in Lithuania and the United Kingdom, 33% in Estonia and Latvia, and even reaches 51% in Cyprus. Migrants and ethnic minorities like Roma are at even greater risk.
Recommendations

**AT LOCAL LEVEL:**
Affordable, accessible community-based services that empower and involve local citizens can help reduce poverty and social exclusion. For example, early-years education and care services can help to break the intergenerational transmission of poverty and provide a healthy environment for the development of young children and strengthening parenting skills through empowerment and social networking.

**Examples:** *Family card.* The city of Modena (IT) has an innovative way to support families. Those with three or more children under 18 years of age and annual income of less than €80,000 can receive a “Family Card”. Through this popular free-of-charge scheme participating companies offer benefits to registered families.

**AT NATIONAL LEVEL:**
All Member States should provide adequate minimum income schemes to ensure a dignified life for everybody all through the life cycle. Member states should adopt clear targets for reducing poverty and ensuring social progress. Public investment in services needs to be strengthened to create sustainable jobs in areas of key new social needs as well as green smart jobs, including support to Social Economy initiatives and measures that facilitate the transmission of know-how, knowledge and skills (including literacy, digital, history, etc) from one generation to another.

Measures to achieve progress on work/life balance must be assured for all, in order to boost female employment and to combat poverty among single-earner families, as well as elderly poverty and the increased feminisation of poverty. These should also encompass the most vulnerable and those furthest from the labour market.

**Example:** *Vouchers for moderate-income families.* France is offering around 1.5 million moderate-income families €200 worth of vouchers that can be used to buy up to twenty hours of services such as childminding or help for the elderly or disabled.

This service helps create long-term jobs in the personal services sector. As social NGOs we urge public authorities to ensure that the voucher schemes develop into long-term quality jobs.

**AT EUROPEAN LEVEL:**
Combating poverty and inequalities and the defence of fundamental rights should be the main aims of the Europe 2020 strategy. This should be delivered through a balanced architecture (economic, employment, environmental and social), which reinforces the role of the EU Social Protection (pensions, health and long-term care) and Social Inclusion Strategies.

**Examples:** Important future initiatives of the European Union should be:
- A Framework Directive on Services of General Interest, and sectoral directives on social and health services to ensure the implementation of public service obligations of accessibility, affordability and quality of key public services.
- A target for poverty reduction included in the Europe 2020 Strategy.
- Implementation of the Gender Pact to close the gender pay gap, improve reconciliation measures and provide for affordable, accessible and high-quality care.
- A new integrated migration policy consistent with EU social model, and the safeguard of fundamental rights, which ensures access to rights, resources and services and aims to provide a transparent pathway to citizenship.
- Structured stakeholder involvement, by putting in place appropriate dialogue mechanisms so that people experiencing poverty (including children, youth and the elderly), as well as their civil society representatives, can voice their concerns about policies directly affecting them.
The reliance on families to be the “natural expression of intergenerational solidarity” is challenged by today’s changes in family structures, composition and diversity of family forms. Coupled with increased mobility this makes it more difficult for different generations who can no longer care for each other as used to be the case in the past. Families have long been held responsible for the care of children, grandchildren, disabled, dependent and/or elderly relatives. However, this was very often at the expense of gender equality as women were expected to bear the sole responsibility for caring for their relatives, a contribution which is still undervalued and unrecognised.

The objectives of equality between women and men and increased female labour market together with changes in family structures and demographic challenges, mean that this vision needs to be challenged and responsibilities for dependent persons need to be better shared with the rest of the community through public funded schemes. Families can no longer be left alone with the duty to care for their dependent relatives and special attention needs to be paid to families who face additional challenges such as lone parents and large families who are at a higher risk of poverty. Most families wish to take on their responsibilities, but they cannot fulfil that role alone. They need support from public solidarity through integrated, holistic and sustainable family policies based on the three main elements that all families need - resources, time, and services. Family policies ought to support all generations: children, youth, parents and elderly people, taking due account of the gender dimension and specific role that women play within families. They should also specifically support families of persons with disabilities.

Family policies are still unevenly developed across the European Union and are often limited to policies supporting parents with young children, when in fact they should encompass a much broader vision of families, and address the needs of families with dependent elderly and intergenerational issues as a whole. Leaving family carers to provide all the care for dependent elderly people undermines their social inclusion (poverty risk), health (physical and/or mental exhaustion) and gender equality (most family carers are still women). The trend to ‘outsource’ care to migrant carers – primarily women, is causing inequalities among women and families of lower socio-economic income.

Public authorities at all levels should design and implement family-friendly policies and programmes that recognise the changing nature and diversity of family structures and forms, and geographical distances that prevent families from providing care and support to their dependent relatives. Better measures enabling reconciliation of work life and family life are crucial, in an integrated approach combining accessible, affordable, high quality child and elder care services and fully-paid and non-transferable family care leave.
Recommendations

**AT LOCAL LEVEL:**
Local authorities should develop services supporting families, such as affordable and accessible quality child and elder care services adapted to different needs of increasing multi-family forms. They should also promote local programmes which support intergenerational solidarity within an extended concept of families.

**Example:** the Substitute Grandparent Scheme in Denmark. A number of Danish municipalities have implemented a scheme enabling senior volunteers acting as substitute grandparents to take care of ill children when parents do not have the possibility to take time off from work. It aims both at relieving families and helping them with childcare in connection with illness, and at promoting active ageing and intergenerational solidarity. Similar initiatives are implemented by local non governmental organisations in other regions of the European Union.

**AT NATIONAL LEVEL:**
National authorities should respond better to the problems of family carers including older generations, who are still too widely treated as just part of the long-term care cost-cutting equation to the expense of gender equality, disregarding the risks of poverty, social exclusion and health problems that informal carers face. Supporting policies targeting family carers must be developed and implemented.

**Example:** the Long-Term Care Insurance Act in Luxembourg. One of the objectives of the Long-Term Care Insurance Act 1998 in Luxembourg is to acknowledge the role informal carers and provide them with support and help. Specific measures in support of family carers encompass advisory services, payment of pension insurance contributions for those below 65, respite care and support for the adaptation of the house and technical aids. It has enabled a massive development of home-based care and help services, and family advice and support services.

**AT EUROPEAN LEVEL:**
Although family policies are not of the competence of the European Union, they relate directly to many EU policies, such as gender equality, social inclusion, etc. Family policies should be promoted by the European Union, through exchanges of best practices, policy coordination, and funding. Reinforcing the Barcelona Targets on Childcare by taking into consideration the results of the evaluation in the new European 2020 Strategy is crucial.

**Example:** EU toolkit “Partnerships for more family-friendly living and working conditions”. In 2007, the European Union established the European Alliance for Families, i.e. a platform for exchanges and knowledge concerning family-friendly policies and best practices in the Member States, with a view to meeting the challenges of demographic change. Through the Alliance, the EU also intended to foster extensive cooperation and partnership between all stakeholders in order to achieve a better balancing of professional, family and private life, including the development of partnerships making use of new resources made available by the Structural Funds. The European Commission has published a toolkit on how to obtain support from the European Structural funds for local projects promoting family-friendly living and working environment.

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**Did you know that:**
According to almost two-thirds of EU citizens, people with a responsibility of care for older family members at home do not receive sufficient support from social services. (Flash Eurobarometer on Intergenerational Solidarity, April 2009)

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3 http://ec.europa.eu/employment_social/emplweb/families/index.cfm?id=7&langId=en&newsId=18&d_t=yes
4 Agreed in 2002 by the European Council to reach by 2010, 33% of childcare infrastructure for children in the 0-3 age category and 90% of place for the over 3 – mandatory school age
6 EU toolkit “Partnerships for more family-friendly living and working conditions”: http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=72&furtherPubs=yes
Intergenerational Solidarity in the context of Education Policy

In today’s knowledge-based society education plays a more crucial role than ever. Education in its broadest sense begins at birth and ends at death. The concept of life-long learning has achieved broad consensus across the EU and it is now acknowledged that high quality, inclusive education is the basis of social integration and mobility. It should promote equality of opportunity and respect for diversity and should be based on a holistic view of development and self-realisation. Investment in education therefore needs to take place throughout the life-cycle from early childhood education and care to offering lifelong learning opportunities to older people including the very old.

From a rights-based perspective, every individual has a unique contribution to make to society which evolves throughout the life-cycle. Education can be seen as an expression of inter-generational solidarity. In a traditional sense, children and young people learn from adults in formal care and education settings, but adults can also learn a lot from children and younger generations. A comprehensive approach to education and care goes much beyond school curriculum and formal education and focuses also on the development of social and emotional skills at home and in community environments. Listening to and valuing the voice of children can add value to an adult’s perspective whilst it is also important to instill in children an understanding and respect for adults’ knowledge and experience. Investment in education throughout the life-cycle will reap long-term benefits for society.

Faced with demographic changes, we need to ensure that every child, young person, adult and elderly person is able to fulfil her/his true potential and ensure that learning experiences are possible into their old age and throughout their lives. Education should also be a means of ensuring greater contact, exchange and respect between the generations.

Recommendations

AT LOCAL LEVEL:
Comprehensive community services can play a very useful role in supporting intergenerational cooperation and solidarity. Courses and advice on parenting – in particular, how to support child development – employment and job training, and leisure activities are such examples. Local initiatives can provide support on three levels: (a) informal, creating and strengthening existing social bonds and encouraging new links between parents and their families, neighbours and friends; (b) semi-formal, empowering parents’ and children’s associations and NGOs, and activating a range of self-help and other community-based groups and services; (c) formal, facilitating access to public services. In all instances, there is a need to adopt an approach based on consultation and intergenerational dialogue.

Example: In Belgium, a crèche for pre-school children is located next door to a residential home for the elderly. The elderly residents can volunteer to help the professionals working with the young children. The crèche is allowed to use part of the garden facilities
of the residential home for the elderly. This informal contact is beneficial for both the young children and the elderly.

Example: **Experimental University for grandparents and grand-children in the Czech Republic.** This intergenerational educational project was launched in co-operation with the Mathematics/Physics Faculty of Charles University in academic year 2004/2005. The aim is to enable grand-children aged 6-12 and their grand-parents to study together under the guidance of university lecturers. Later the project was carried on with the Faculty of Forestry of the Czech Agricultural University and the Faculty of Natural Sciences of Charles University. Grand-parents and grand-children work together as a team, helping and advising each other. Summer camps are also organised during school holidays.

**AT NATIONAL LEVEL:**
Education systems must adapt to our changing social and demographic reality. Different options must be available that can adapt to different individual patterns of learning and different stages in learning. Education opportunities – both formal and non-formal – must be available at all stages of the life-cycle. This is particularly important for women many of whom spend years out of the formal education systems due to caring responsibilities and yet their skills learned in informal settings are not valued under the strict formal education definition. Similarly, women pass on useful informal educational skills to younger generations. Therefore, validation of informal skills acquired outside of the formal education structures is necessary, such as the “validation of acquired experiences” mechanisms that exist in some countries.

Example: **Community Schools** in the Netherlands play an important part in implementing local social policy, which focuses on activating the neighbourhood and its residents, and on encouraging them to contribute to their neighbourhood’s organisation and functioning. The activities include pre-school care, after-school care, leisure activities, and courses for parents and grand-parents, among others.

**AT EUROPEAN LEVEL:**
Education must be understood in its broadest sense and not narrowly defined to meet the labour-market needs only. Equally important are measures that support the development of language, reading-writing and technological skills, empowerment and capacity building skills. Investment in high-quality, accessible and affordable early years’ education and care services should be prioritised and the Barcelona targets\(^7\) on childcare should be re-confirmed. The effectiveness of Europe’s education systems should be monitored not only on cognitive skills and readiness for employment, but also on citizens’ social and communication skills and well-being\(^8\).

Example: **Volunteering Programmes.** Following the success of the European Voluntary Service for young people a similar exchange opportunity is now available for seniors. After retirement, most senior citizens still want to learn and contribute to society. Many actively volunteer in civic organisations in their local community. The European exchange programme gives older people the opportunity to travel and extend their social network whilst also contributing to a worthwhile cause. Many projects involve volunteers from old and young generations, strengthening inter-generational solidarity.

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**Did you know that:**

- 25% of children in the EU do not complete secondary school;
- 15% of young people have only lower secondary education;
- university graduates earn 120% of national median income, but 7% of university graduates are at risk of poverty;
- family poverty is linked to poor educational outcomes;
- a significant number of women compared to men achieve university education but women still earn on average 18% less than men.

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\(^7\) Presidency conclusions, Barcelona European Council, 15-16/03/2002, document SN 100/1/02 REV 1: “provide childcare by 2010 to at least 90% of children between 3 years old and the mandatory school age and at least 33% of children under 3 years of age”

Intergenerational Solidarity in the context of the Environment and Sustainable Development

Solidarity between generations is clearly at the core of the concept of sustainable development.

As the Brundlandt Report stated already in 1983, “Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs”.

Too little is known of health effects resulting from exposure to ambient chemicals. There is however increasing evidence of a wide-scale and long-term differentiated effects of low dose contamination by endocrine disruptive chemicals on girls and boys reproductive health. These will indeed be more seriously affected by the effects of climate change because of the cumulative effect of CO2 concentration, and issues such as nuclear waste, the use of pesticides, access to safe drinking water and sanitation and the ozone depletion will also have long term effects.

People of all generations need to be involved in the decision-making processes on environmental issues. Education for sustainable development is key to a change of mindset and should target all age groups in an interactive way. Long term action should involve younger generations not only because they will have to live with the consequences of climate change, but because they are the decision-makers of tomorrow and they can contribute to finding the right solutions today. Think globally – act locally, ambitious and adequate policies to achieve sustainable development at local, national and European level are a prerequisite to ensure that the right decisions are made today to protect and promote a healthy and sustainable global environment for the generations of tomorrow. So as to not compromise the future of young people in Europe and beyond, the modes of producing and consuming should evolve towards a low resource economy, while at the same time promoting quality “green” jobs.

Recommendations

**AT LOCAL LEVEL:**
Many environmental issues are rooted in a local context. Local and regional authorities play a key role through the environmental, social and economic decisions they take and the way they implement national and international policies at the local level. They should also play a strong role in educating all generations and different social groups that compose the local population and raise awareness of the need to promote sustainable development.

**Example:** Copenhagen’s climate plan. Many cities around the world have adopted their own climate plans. The city of Copenhagen for example has decided to launch 50 initiatives by 2015 to reduce their CO2 emission by 20% with the goal of becoming a carbon neutral city by 2025. ICLEI, the international association of local governments for sustainability and the UN Environment Programme (UNEP) have launched a programme called Carbonn to further the development of low carbon and sustainable communities and cities. It aims at helping cities by providing climate expertise, especially with regards to carbon emission monitoring. These initiatives involve the consultation of various stakeholders at local level, including youth.

**AT NATIONAL LEVEL:**
Member States must reinforce their sustainable development strategies and ensure proper integration of all relevant sectors and the mainstreaming of sustainable development into all policies. They must adopt quantified targets and closely monitor the

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**Did you know that:**

“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs”, (Environment Chapter: Brundlandt Report, 1983)
implementation of the strategies. National Councils for sustainable development must be created where they do not yet exist, taking into consideration a gender balance as well as representative views of different social, ethnic and religious minority groups, and they need to involve youth, and other citizens’ categories. Countries are also encouraged to design official youth delegates’ programmes, in accordance with several UN General Assembly’s recommendations, and involve youth delegates into their national delegations to the UN CSD, UNFCCC COPs, and other relevant fora. Mechanisms to ensure that children’s voices are given a space in national sustainable development strategies should also be put in place.

Example: official youth delegates programmes. An excellent example to strengthen both citizens’ and youth participation is through the official youth delegates programmes set up by some governments in the EU and worldwide. The Netherlands for instance have for years been selecting two young people to be official youth delegates for sustainable development, who act as official delegates in the national delegation to the United Nations Commission on Sustainable Development (UNCSD), and also attend other meetings such as the United Nations Framework Convention on Climate Change’s Conference of Parties (UNFCCC COP). They are given training, opportunities to speak at various national events, and also act as youth champions on sustainable development by promoting it in schools and conferences. Another good practice is the set up of national councils for sustainable development, such as the one in France where the Council advises the government on the implementation of SD polices and consists of 90 members from local authorities, business, trade unions, environmental NGOs, social and consumer associations, and academia13.

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**AT EUROPEAN LEVEL:**
The EU must continue its implementation of the 2006 renewed strategy for sustainable development14, and continue evaluating and monitoring its progress. It should also ensure an effective implementation of EU sustainable development goals through the EU 2020 Strategy Sustainable Growth objective. The EU especially needs to strengthen its role in combating climate change by adopting more fair and adequate targets and funding resources and mechanisms, and by playing a leading role at international level. Throughout its activities, it must strengthen stakeholders’ contribution to the drafting of policies and in the monitoring of their implementation and include a gender perspective as part of gender mainstreaming treaty obligations.

Example: One of the key areas to achieve sustainable development is sustainable consumption and production. In this field the European Union issued a communication and has developed the European eco-label scheme. It started in 1992 as a voluntary scheme but it is now a fast growing brand. It focuses on several crucial criteria and applies to a wide range of products which encourages the producers to be more sustainable in order to gain the label and which enables the consumers to easily identify the products which meet high environmental and performance standards. While raising awareness on sustainable production and consumption In 2010, the European Parliament and the Council adopted the regulation 66/2010 on the EU eco label which aims at developing the label further and especially by increasing the amount of products in the market.

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9 See European Women’s Lobby From Beijing to Brussels, an unfinished journey, The European Women’s Lobby Beijing +15 report on the activities of the European Union, section K. Women and the environment, February 2010
10 In some rural areas in the EU Member States (notably Bulgaria and Romania), centralized drinking water supply and sewerage systems are still lacking
11 Local Agenda 21: Agenda 21, chapter 28
13 Contributions of the Regional and Local Authorities to Sustainable Development Strategies, Committee of the Regions, 2009
14 Review of the EU Sustainable Development Strategy (EU SDS- Renew Strategy. DOC 10917/06
Intergenerational Solidarity in the context of Immigration and Integration

European societies have become increasingly more diverse. Solidarity between generations is clearly at the core of the concept of sustainable development. In recent years, immigration has become a central theme in the EU political debate. It is acknowledged that migration will have a role in the future in relation to demographic and economic challenges facing the EU - such as skills and labour shortages and an ageing population. However, in some countries migration is still seen as a threat and the focus is predominantly on border control, and control of ‘illegal’ immigration. Such a vision is in contradiction with an approach that allows for mutual benefits of migrant and host communities and views migrants as individuals with equal rights that have to be valued and protected.

Ethnic and religious minorities and migrants across Europe are still amongst the groups most vulnerable to poverty and social exclusion. In this context, one of the biggest challenges facing the European Union is to ensure the social and economic inclusion of ethnic and religious minority communities, and to tackle the continuing and persistent discrimination, stereotypes and prejudices faced by Roma, Sinti and Travellers, new migrants, established minorities of immigrant origin, asylum seekers and other minority groups. Integration policies are part of the immigration-equation and while these are implemented at national level, the EU provides Common Basic Principles underlining the importance of a holistic approach to integration.

Among migrant communities and ethnic minority groups, women are often at a greater disadvantage than men as intersectional factors of race, ethnicity, age, marital status, socio-economic status and other grounds of discrimination interconnect with gender and result in women’s acute sense of isolation and alienation in the societies in which they live. The absence of family networks and close support systems, stigmatisation and discrimination prevent women from some migrant communities from accessing the formal labour-market and participating in all areas of life.

Engaging migrant and minority communities in intergenerational solidarity initiatives together with majority communities is crucial to break down harmful stereotypes, to bring communities closer together, dispel myths and create public space for dialogue.

Recommendations

**AT LOCAL LEVEL:**

Local authorities must address cultural and gender stereotyping by creating public spaces for intergeneration and multicultural exchanges at local level, i.e. the level closest to minority and majority communities that cohabit together in the same geographical space. They can facilitate and support migrant and minority communities to develop and expand intergenerational projects and initiatives. They should also take on board the cultural dimension when promoting intergenerational housing and urban planning.

**Example:** The Multicultural Care Centre for Nicosia’s Children is a free day-care centre for children of migrant women, set up in July 2008 in Cyprus. It provides care, food, play facilities and learning environments for children aged 5-12 whose mothers are permanent residents of Cyprus with work permits. The Centre’s activities were jointly funded by the EU and Nicosia municipality. 20 mothers, including

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**Did you know that:**

“Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration” (Common Basic Principle number 7 for immigrant integration policy in the EU)
Russian, Congolese, Armenian, Iraqi, Romanian, Filipino and Georgian nationals, benefited from its services in 2008.

**AT NATIONAL LEVEL:**
National authorities have a crucial role to play in promoting diversity in the community and in the labour market. Teaching respect for diversity must start at a very early age and early years services should recognise, respect and positively value diversity. Public authorities should ensure that migrant and minority communities, including women’s organisations, are consulted and an integral part of the social inclusion policies. Increasing diversity in the staff of public authorities and social services help them get closer to minorities, better integrate their needs and fight against their exclusion. This is vital in combating the ‘ghettoisation’ of migrant and minority communities. Finally they can raise awareness on creative initiatives of social solidarity developed by migrant and minority communities.

**Example:** “Three-Generation-Project – Health with Migrants and for Migrants”. This Project started in Lower Saxony in September 2008 and aims to train committed men and women with a migrant background to become inter-cultural health care mediators. The trained mediators have the responsibility to pass on their knowledge in their communities through offering courses on healthcare. Therefore the training contains facilitation techniques and course planning. The “Three-Generation-Project” is a significant milestone in improving the health care and health awareness for migrants as basic attitudes concerning health and elementary knowledge on health are passed on from grandparents and parents to the children. The financial support for the project comes from the Ministry of Social Affairs, Women, Family and Health but also from other sources such as the Lander and the Federal Government. Further information: ethno@onlinehome.de

**AT EUROPEAN LEVEL:**
The EU should adopt a new strategy for the EU 2020 based on fundamental rights, with a strong social pillar that places the human dimension, equality, anti-discrimination, social cohesion and intergenerational solidarity at its heart. Integration of ethnic minorities and the promotion of diversity should be mainstreamed in all relevant EU programmes.

**Example:** INTEGRATION – Intercultural Dialogue for a Multicultural Society in Europe project seeks to improve the intercultural competence of pedagogical staff and teachers in different institutional environments in Europe as well as that of their target groups. Its ‘train the trainer’ course offers a number of innovative approaches, methodologies and tools of intercultural education, such as the analysis of critical incidents, role-play based on intercultural experiences and short online videos on ‘intercultural micro communications’. Training material was developed in cooperation with migrants and is now partially available on the project’s e-learning platform. The idea behind the project is that intercultural activities can alleviate possible isolation and help migrants get in contact with people both from their host country and of other ethnic origins. For more information: http://www.integration-eu.org

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15 Council of the European Union, Common Basic Principles, November 2004
Intergenerational Solidarity in the context of Housing and Urban Development

“A decent home is an essential need and access to affordable and quality housing is one of the main determinants of people’s well-being and social participation.”

To this important acknowledgement by the 2010 Joint Report on Social Protection and Social Inclusion, we should add that livable urban space and a housing stock which meets the needs of all generations is equally crucial for people’s well being and social participation.

Too often, in many places across Europe, public space (the streets and transport systems), collective space (common recreational areas in private properties) and private space (the home) are not adapted to the needs of today’s young people, families with young children, single parents and older people. This bears an increasing risk of ghettoisation of some disadvantaged groups. Cohesive communities are those which respond to the needs of all and which promote cooperation between the different groups that compose them. To foster cohesion, housing policy must be coordinated with other policies to deliver an environment that is supportive and inclusive of all. Public, private and collective conceived spaces to foster cooperation and solidarity between generations and between social, ethnic and religious minority groups.

Various initiatives carried out by community associations and/or housing providers aim to foster greater cohesion in their communities: for example, the inter-generational housing model seeks to promote the mutual interests of all generations involved and to enable them to provide each other with mutual support and services. There are mainly two types of intergenerational housing: 1) shared housing, which brings together several generations in one housing development in order to share costs (for example a lower rent for young residents in exchange for services provided to the older residents); and 2) adapted housing, which aims to adapt the built environment and the dwelling to enable different generations to live in the same building.

For public authorities and housing providers, the question should not be limited to “what type of housing should we build?” but rather “where should we build housing?” and “how do we want to organise our cities and communities to better meet the needs and expectations of all those living in our community?”

Recommendations

**AT LOCAL LEVEL:**

Some experiences that attempt to create a specific environment for older people have been criticised as a ‘segregation trap’. The risk of ghettoisation of elderly people whether they are rich or poor, is not a stereotype but a real tendency in some cities. Other localities on the contrary have understood the importance of an age mixed community and try to attract different age groups by creating adapted intergenerational housing in urban centres or to develop shared intergenerational housing in rural areas, where affordable rents, better transport connection and availability of new technologies can
create incentives for young workers to share a house with older generations

Example: Integration of intergenerational aspect in housing and urban planning. More and more, regional and local housing and urban planning are increasingly taking into account the ageing dimension. The UK strategy “Lifetime homes, Lifetime neighbourhoods” contains tools and recommendations for local authorities to aid planning, for example projections of older households and their size at district level. The city of Longwy in France surveyed the actual routes and services used by elderly people and set up a plan to ensure better accessibility. Lastly, the World Health Organisation developed a methodology called Age Friendly Cities to help municipalities adapt to the needs of their ageing population. The checklist of essential features of an age-friendly city was developed following a consultation in 33 cities in 22 countries. Those features seek to create an intergenerational environment.

AT REGIONAL/NATIONAL LEVEL:
National/regional authorities can launch programmes and initiatives which support a better age mix and greater cooperation and solidarity between generations. Such measures include tax incentives, loans and support to new job creation aiming at providing personal services for older people.

Example: Financial incentives for intergenerational housing. In Wallonia (Belgium), the Fonds du Logement Wallon provides loans to families who wish to renovate their homes to allow an older relative to live with them. Such loans can also be used to create a separate dwelling for the elderly, next to the younger relatives’ apartment/house. Interest rates vary according to the composition of the family (number of dependent persons) and its disposable income.

AT EUROPEAN LEVEL:
Based on existing experience in the field of intergenerational housing, the promotion of intergenerational solidarity should be integrated as an objective of the EU urban development programmes (such as URBACT), interregional cooperation programmes but also in the EU rural development policy implemented in the national rural development programmes (LEADER) to combat the severe marginalisation of elderly people in rural areas.

Example: Promoting intergenerational solidarity as part of integrated urban development. The URBACT II programme financed a network of 9 European cities working on ageing issues. The network is called active A.G.E. This project seeks to develop an exchange of experience between these cities to help them develop an action plan for an integrated approach to labour market and social policies for older people. At the same time, another thematic network composed of European cities, My Generation, seeks to focus on identifying three sets of good practices related to: outreach for deprived categories of youth, education – employment transition and coordination among actors when promoting youth interests in urban contexts.

Did you know that:
For 26% of EU citizens the fact that decent housing is too expensive is the social factor that best explains why people are poor. In the EU as a whole, the impact of housing costs is more than twice as important for the poor as for the non-poor population (33% vs. 17%). Over 27% of low-income people live in overcrowded accommodation, as opposed to 15% of the rest of the population. (Joint Report on Social Inclusion and Social Protection, 2010)

18 http://www.who.int/ageing/publications/Age_friendly_cities_checklist.pdf
Intergenerational Solidarity in the context of Transport and Mobility

Many cities and municipalities are faced with huge mobility challenges. Millions of citizens waste several hours every day in traffic jams and this has a heavy cost for the economy, the environment general well-being and the quality of relationships between generations.

Road safety is a key problem which deserves everyone’s attention to protect the most vulnerable road users. Each year, more than 1100 children under the age of 15 are killed on European roads and 100 000 are injured. Some 17% of all traffic fatalities in EU countries are pedestrians and people aged 65 or older account for the largest share of fatalities. The quality of air is very poor in congested urban areas and this has a direct impact on the health of millions of children and adults who develop pollution related respiratory problems. Additionally, the lack of adequate transportation facilities, as well as the prohibitive cost, may hinder the social participation of certain groups, as well as their access to the labour market.

To cope with these challenges, public authorities should do their utmost to encourage citizens to shift to more sustainable and safer means of transport such as public transport, walking and cycling, to help limit urban congestion, improve road safety and reduce pollution. A recent study on transport systems in several Member States identified a differentiated use of public transport by women and men. Whereas men tend to use more private cars, women tend to use more public transport as they generally have smaller incomes, less leisure time and consume less.21 In today’s context of climate change and increased mobility needs, transport facilities have become of paramount importance for people of all ages: school age children, families with young children, people commuting to and from work, older people, and people with reduced mobility, etc. When such initiatives are implemented, they contribute a lot to creating greater solidarity between citizens and between generations, and help improve safe mobility participation and inclusion of all, particularly the most vulnerable.

Recommendations

At local level:
Local/regional authorities should make sustainable and accessible transport one of their key priorities and set concrete targets for the coming years. Useful tools have been developed which can be used by local/regional actors to evaluate the accessibility of public transport (see for ex. The Review of existing initiatives and methods to assess public transport accessibility developed by the MEDIATE project: http://www.mediate-project.eu/fileadmin/WP_Material/MEDIATE_D21_Review_Report_final.pdf). Address: See ‘useful links’ section.

Local/regional actors should make better use of EU funding opportunities such as the Structural Funds, the FP7 Sustainable Surface Transport programme or the Rural Development Policy initiative which all offer opportunities for local actors to improve their transport infrastructure (see page 16 of Ageing well in Europe brochure at http://www.age-platform.eu/)

Did you know that:

Urban mobility is of growing concern to citizens. Nine out of ten EU citizens believe that the traffic situation in their area should be improved. The choices that people make in the way they travel will affect not only future urban development but also the economic well-being of citizens and companies. It will also be essential for the success of the EU’s overall strategy to combat climate change, achieve the 20-20-20 objective and to promote cohesion.

(EC Action Plan on Urban Mobility, 2009)
Example: Traffic and Mobility Plan. Odense (Denmark) has just launched a new Traffic and Mobility Plan which gives a unique opportunity to create a new, livable city. The plan focuses on giving better opportunities to citizens to walk, cycle and use public transport as an alternative to the car. The city wants to reduce car traffic primarily by prevent cars without an errand to go through the city. More of the small parking places will be transformed into places, which will give citizens a chance to take a break, rest, or look at different kinds of activity such as music, theatre etc. (For more information: http://www.aeneas-project.eu/?page= odensemobilityplan).

AT NATIONAL LEVEL:
Member states should devote efforts to achieve seamless, reliable and affordable mobility for all. Investments in such initiatives should be supported by the national authorities given their essential role in the promotion of sustainable economic development and include a gender perspective as women have different mobility needs than men.

Example: The Easy-Going project (Germany): The goal of the “easy-going” project is to bring together existing scientific expertise, practical ideas and creativity potentials in the field of barrier-free mobility. Barrier-free mobility means that both the structural environment and the transportation system can be used by as many people as possible without requesting external assistance (in the sense of a “design for all”-concept). The project “easy-going” is funded by the German Federal Ministry of Transportation, Construction and Urban Development (BMVBS) within its innovation programme “Economy meets Science” (grant no. 03WWB057A). For more information; http://www.easy.going-network.de

AT EUROPEAN LEVEL:
In the framework of the upcoming European Disability Strategy 2010-2020, Member States should agree to develop common accessibility standards for all public transport modes based on the concept of “Design for All”.

Example: MEDIATE (Methodology for describing the accessibility of transport in Europe) aims to establish a common European methodology for measuring accessibility to public transport. The aim of this EU funded project is to contribute to the creation of inclusive transport systems providing better and easier access for all citizens. For more information: http://www.mediate-project.eu

See European Women’s Lobby From Beijing to Brussels, an unfinished journey, The European Women’s Lobby Beijing +15 report on the activities of the European Union, section K. Women and the environment, February 2010
Intergenerational Solidarity in the context of Quality Working Life

Today’s social, economic and demographic context requires that urgent action is taken to facilitate young people’s entry into quality employment as early as possible after their studies in order to allow them to become autonomous and to enable older workers to remain involved in the labour market even after retirement if they so wish.

This is necessary to mitigate the impact of demographic ageing and the shrinkage of our working age population. All forms of discrimination in employment should be banned and a more inclusive approach to workers of all ages needs to be promoted if we are to allow everyone to enjoy equal opportunities in employment as well as effectively address the challenges facing our social protection systems.

Policies and initiatives supporting decent jobs for all, including young and older workers, and addressing the gender pay gap should be set in place and explored at local, national and European levels. For example, students should be enabled to gain practical work experience with more experienced workers in such ways that it is possible to balance study and work life. Internships should offer young people opportunities for professional development while ensuring they have the means to support themselves, rather than be exploited as a cheap labour force. A life-cycle approach to employment should be promoted that addresses school drop-out, successful integration of young people in the labour market but also enables active ageing allowing older workers to remain in employment and combine part-time work with retirement for those who wish to remain active for longer.

Intergenerational solidarity can be a valuable tool for an efficient transfer and transmission of knowledge benefiting both younger workers as well as more experienced ones. This should be more widely acknowledged and supported to allow the mutual acquisition of knowledge and experience. Barriers between the age groups in the workplace need to be broken down and employers as well as trade unions need to support a more positive image of younger and older workers.

Recommendations

**AT LOCAL LEVEL:**
Local governments should explore new forms of intergenerational cooperation in employment and remove barriers which prevent younger and older workers from accessing and remaining in the labour market. For instance, they should ensure that training and retraining are available to all workers irrespective of their age and implement mentoring programmes which enable older workers and the recently retired to pass on their knowledge and skills to younger workers.

**Example:** Mentoring: For several years now a new model – mentoring – of sharing work-related know-how has been developing. The objective is for older workers and younger retirees to transmit their skills to younger workers. Through mentoring, an older worker introduces a younger worker to his/her social and professional environment, a valuable aid in many occupations where contacts and networking are essential. Mentoring is highly valued by older workers and recently retired workers because it allows them to make use of their professional skills and maintain contact with the work environment.

Did you know that:

- Youth unemployment is as high as 21.4% and the employment rate of older people is only 46.2% (EC data from 3Q, 2009)
- The average employment rate of women between the ages of 55-64 years in the EU is 36.8%, 18% lower than men in the same age category
Companionship. Retired craftsmen teach the young the skills of their trade and strive to pass on their skills, knowledge and passion for their job to future generations. Carpenters, cabinet-makers, masons, electricians, etc. who often acquired their trade on the job, seek to help young people, often those experiencing difficulties at school, to find their vocation.

AT NATIONAL LEVEL:
In the context of an increasing sense of precariousness with regards to Member States’ employment policies, social protection and financial systems, active steps must be taken to address the fears and expectations of Europe’s younger and older workers. This could be achieved in part through the adoption of a more positive approach to promoting age-friendly workplaces and the development of employment policies which take a life-cycle approach to work and the removal of age discrimination in labour-market policies. Public employment services and assistance with job seeking should be adapted to respond better to the needs of the individual jobseeker regardless of their age, and these services should be equally accessible in rural areas and for people with disabilities.

Support should also be provided for self-employment and entrepreneurship through the simplification of procedures and the provision of financial and other start-up support targeted at young and older entrepreneurs. Entrepreneurship education should be further developed in close cooperation with civil society organisations.

Example: Centrica - Age management policy (UK). Centrica, a large-scale UK gas supplier, is attempting to encourage age diversity among its labour force by setting up various measures such as its Age Action Group which brings together the managers of various sections to see how they, as a group, can best meet the needs of their ageing work force. With this in mind, they have developed an awareness-raising programme on age management with flexible working conditions, teams of different ages with varying family responsibilities, and potential for mentoring. They feel that the age mix helps staff members in these groups to be mutually enriched.

AT EUROPEAN LEVEL:
The new Europe 2020 Employment initiatives should seek to reinforce the links between generations and increase participation rates through sustainable quality employment of all gender and age groups to ensure the long-term sustainability of Europe’s social protection systems.

The EU should develop and monitor a European Quality Framework on Internships that sets basic quality requirements to ensure their learning dimension and an appropriate remuneration and social protection. Intergenerational mentoring schemes and initiatives to promote longer working lives such as job sharing and phased retirement should be promoted by relevant EU programmes.

Example: PATRON Project
This Grundtvig project (see ‘useful links’) identifies and tests ways to transfer skills that senior managers and entrepreneurs have developed in their working lives which have helped them to develop their creativity, competitiveness, management and entrepreneurial capacities. Young entrepreneurs and managers benefit from this skills transfer in the participating countries and regions. The methods and results are disseminated through the project’s website, so these can be used in other participating regions. For details: http://www.patronproject.org.
Intergenerational Solidarity in the context of Co-ordinated Retirement Schemes and Occupational Pensions

In today’s context of ageing population, high unemployment and low birth rate, ensuring pensions sustainability and adequacy in the long term is an unprecedented challenge for public authorities across the EU.

Both pay-as-you-go (PAYG) and occupational funded schemes are under pressure as a result of the shrinking workforce, the increasing number of retired people and the financial crisis. With the wave of baby boomers approaching retirement, the pressure is such that it becomes urgent to find innovative ways to ensure their sustainability by promoting greater solidarity between and within generations.

As the Joint Report on Social Protection and Social Inclusion 2010 states: “Many Member States have increased incentives to work longer. Measures include increasing retirement age, flexible retirement options, increasing contributory periods needed for a full pension, and designing work incentives into pension schemes. These offer ways and means to bring effective retirement age into line with expected increases in life expectancy.” As part of their reforms many Member States are increasingly promoting private funded schemes as a way to relieve public authorities from the financial burden linked to public pension schemes. But the potential detrimental impact of such reforms on women and vulnerable groups (unemployed, those with caring duties, etc.) is worrying and needs to be addressed. Reforms should be based on the principle of solidarity between and within generations and gender equality. Every pension reform needs to address the diverse causes of gender inequalities, e.g. career gap due to caring responsibilities or segmentation in labour market, and ensure that all workers will have access to adequate pension provision, through both PAYG, occupational and other supplementary pension schemes.

Solidarity brings an added value to society in terms of fairer wealth distribution, reinforced social cohesion and broader transfer of knowledge.

Recommendations

AT LOCAL LEVEL:

Although most pensions systems are organised at national level, some regional or local authorities can contribute to building a better pension income for their population by setting up local occupational pension funds shaped for their populations’ needs and they can co-finance the solidarity elements in those funds, such as the coverage of the contributory periods in case of sickness or parental leave.

Example: The PensPlan promoted by the Italian border region of Trentino Alto-Adige Südtirol is a good example of regional involvement in the promotion of sustainable pension systems. Through this regional project, the local Government offers several services and solidarity benefits to its citizens in order to support their adhesion to a supplementary pension fund. PensPlan pays for the administration costs and covers the contributions on behalf of the participants.

Did you know that:

Currently, pension systems have significantly reduced poverty among older people, though the risk of poverty is higher among older people than for the general population and, on average, people aged 65 have an income which is around 83% of the income for younger people, ranging from 54% in Latvia to more than 100% in Hungary. However, single elderly women still face a much higher risk of poverty than single men. (Joint Report on Social Protection and Social Inclusion, 2010)
workers who are temporarily unable to work. More and more regions in Italy, Spain and France are taking similar initiatives to promote local pension funds to support the welfare of their populations.

**AT NATIONAL LEVEL:**
Member States should guarantee minimum pension to fight poverty among most vulnerable older people: older women, older single persons, older migrants or disabled older people need adequate safety nets provided by the State to live independently and in dignity.

Member States should restore equity and solidarity across the pension architecture. When they consider adding private occupational and supplementary pensions to the state-regulated PAYG schemes, there is a need for mechanisms to ensure equity, equality and solidarity in the reformed pension systems. Pension reforms should promote intergenerational solidarity to strengthen social cohesion on the long term. Solidarity between and within generations is a typical feature of the statutory pensions, where the ‘contract’ between generations is transparent and everyone participates in the pension scheme. In countries where national legislation provides for occupational pension schemes based on solidarity, promoted and managed by employer and employee organisations, such schemes should be mandatory to guarantee solidarity with those that are in a weaker position as members of these schemes.

**Example:** The Dutch occupational pension schemes are set up through collective agreements at industry-wide level, and are then mandated compulsory by a Government’s authorisation for all the workers and employers of the sector. These schemes are collectively and democratically run by representatives of the employers and employees, and they are based on solidarity among the participants: employees are offered the same pension rights on the same conditions irrespective of gender, age or state of health. In addition, these compulsory schemes offer protection against risks such as inability to work, their running costs are lower due to their big size and the returns on their investments are usually higher because they can invest on a long term basis.

**AT EUROPEAN LEVEL:**
The European Union has a key role to play in reinforcing a global social cohesion in the interests of all citizens, in particular the most vulnerable population groups. This role is more than ever legitimate in the current time of financial and economic crisis, where citizens need to be reassured about their future, regardless of the pension architecture model in their respective countries.

In the framework of the Europe 2020 Inclusive Growth objective, the European Union plans to undertake an assessment of the adequacy and sustainability of social protection and pension systems. This should be done through a reinforced Open Method of Coordination on social protection and social inclusion (OMC) to look for common benchmarking opportunities, agree targets to reduce pensioners’ poverty and benefit from mutual learning.

**Example:** In order to grant solidarity elements within the scheme, occupational pension funds need to have mandatory affiliation. The European Court of Justice recognized this principle by considering the solidarity provision as a mission of general interest. In particular, the Court explained that the mandatory affiliation to an occupational pension fund set up by a collective agreement is justified insofar as its mandatory nature is necessary to guarantee solidarity among its participants. Therefore, the Court justified the exemption of these particular funds from the EU competition rules.

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23  Cases C-67/96, C-115-117/97 and C-219/97
Intergenerational Solidarity in the context of Health and Long-term care

In the EU health and long term care (LTC) systems are based on solidarity within and between generations and play a key role in social cohesion.

It is therefore vital to maintain a high level of social protection, as the current financial and economic crisis showed the positive effect on the daily life of all the generations and its shock absorber effect\(^{24}\).

Chronic diseases cause 86\% of deaths and 77\% of the disease burden in the World Health Organisation (WHO) European Region\(^{25}\). These are largely preventable and to a high degree linked to socio-economic factors leading to health inequalities. Environmental factors and lifestyle determinants play a key role in the intergenerational transmission of health risks. This is also why there is an obvious need to mobilise all generations to prevent the intergenerational transmission of health inequalities.

New sources of financing must be found to face the inevitable increase of spending, particularly in long term care. Health and long term care, including prevention and early intervention, should be considered within a life-cycle approach to the benefit of all age groups as an investment and not as a cost. These sectors also have a high potential for job creation, as underlined also by President Barroso in his Political Guidelines. More financial resources through budget provision should be allocated towards prevention\(^{26}\) and healthy lifestyles, to avoid or delay the onset of chronic diseases and dependency. Quality health and care services are essential for a decent life of all, and as such they need to be accessible and affordable for all, and particularly to the most disadvantaged groups of our society.

To improve the quality of health services, public authorities should strive to improve the coordination and integration of health and long term care services, to move towards community and home care and to develop better working conditions to attract and retain qualified care professionals. The highly feminised care sector is characterised by high levels of part time work, temporary contracts and high levels of migrant workers. More worryingly wage levels have declined relatively and are now below the EU economy average and well below other non-market services. The quality of life and dignity of healthcare recipients and the need to prevent abuse are essential policies to develop. In addition, the growing numbers of older people suffering from Alzheimer and other dementias imply that, besides adequate treatments for patients, support to informal/family carers should be effective, including enabling men to take their share of care responsibilities over the life-cycle. The care sector is also a job creation sector where the potential for high quality employment can be developed.

Recommendations

**AT LOCAL LEVEL:**
Municipalities should look at good practice in other European regions on how to coordinate better health and long term care at local level, pulling resources together, fostering multidisciplinary, establishing case managers and involving nurses in follow-up of chronic diseases. They should better integrate informal/family carers and volunteers in the overall care process and provide them with support and guidance. Healthy lifestyles and active ageing should be promoted at local level and carried out from a gender equality perspective.

**Example:** volunteering in hospitals and rest homes/nursing homes in Belgium. In several parts of Wallonia (BE), volunteers get support to pay visits to residential homes residents and/or children that are hospitalised to build relationships, help with meals, take them for a walk, read books and newspapers and talk or play...
with them. Similar initiatives involving volunteers of all ages are implemented in various regions across the EU and most need support from the local authorities to sustain this type of crucial support.

AT NATIONAL LEVEL:
In response to our ageing society, intergenerational solidarity should be reinforced in all reforms of social and health protection systems. Preventive measures should be adopted to improve quality of life and reduce the burden of chronic diseases, frailty and disability. National governments have a role to play in addressing care staff shortage and can implement innovative measures to create a better work environment to help local authorities recruit and retain professional carers. They can also adopt policies in support of informal/family carers.

Example: the Long-term Care Further Development Act in Germany. Thanks to the Long-term Care Further Development Act which took effect in July 2008 in Germany, persons with care needs and their relatives can now get the support of a case manager, which, as a central point of contact, provides counselling and advice and coordinates the entire spectrum of care on behalf of the persons in need of care. Furthermore, the law foresees the establishment of close-to-home care support centres in the Länder.

AT EUROPEAN LEVEL:
In the framework of the Europe 2020 Strategy, the Commission is proposing “to identify ways to ensure access to health care systems”. This objective should be achieved on the basis of solidarity between and within generations, between the rich and the poor, the healthy and the ill and between regions. The Open Method of Coordination on social protection and social inclusion has proved to be a useful tool for the exchange of good practice and mutual learning but it needs to be strengthened to pursue the development of targets, benchmarks, monitoring, and implementation. In their reporting for the Joint Report on social protection and social inclusion, Member States should explain how they promote greater solidarity between and within generations to ensure the long term sustainability of their health and LTC care systems, what measures do they put in place to prevent the transmission of health inequalities from one generation to the next, what support do they provide to informal carers, etc.

Example: review of benchmarks and indicators in active and healthy ageing activities. In the November 2009 conclusions of the Employment, Social Policy, Health and Consumer Affairs Council (EPSCO), Member States committed to strengthen their cooperation and coordination in the field of LTC to promote a healthy and dignified ageing. The Commission invited them to review ongoing activities in the field of healthy and dignified ageing, including existing work on benchmarks and indicators, and if appropriate, come forward with an action plan for further activities in 2011, which will promote dignity, health and quality of life for older persons. It remains to be seen now how this will be incorporated in the Europe 2020 Strategy.

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Did you know that:
Between EU Member States there is a 5-fold difference in deaths of babies under one year of age, a 14 year gap in life expectancy at birth for men and an 8 year gap for women. Large disparities in health are also found between regions, rural and urban areas and neighbourhoods. Differences in life expectancy at birth between lowest and highest socio-economic groups reach 10 years for men and 6 years for women.

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25 Health Portal, European Commission, DG SANCO, Major and chronic diseases
26 In the European Union, only 3% of health spending goes on prevention. OECD Health Data 2009
27 Volunteering in rest homes
28 Effects of Long-term Care Further Development Act http://www.bmg.bund.de/nn_1177806/EN/Pflege/pflege__node.html?nnn=true
Intergenerational Solidarity in the context of Citizen-based initiatives

Many initiatives launched by individuals within local communities foster contacts between generations and facilitate residents of a neighbourhood to get to know each other. They contribute to the social inclusion and integration of the members of the particular community and to more solidarity between them.

In the past, social contacts, exchange and solidarity within a neighbourhood were more customary since mobility was reduced and more services were provided locally. In our current modern society, however, they tend to diminish with the development of more “self-sufficient” and individualistic ways of life. Current changes, such as the transformation and diversity in family structures, the ageing of the population and rural depopulation, also play a part in the growing number of isolated women and men. The current financial crisis is another factor that potentially could increase isolation among vulnerable people.

Local community initiatives therefore need to be encouraged and supported, especially in large cities where the sense of belonging to a community does not develop naturally. To be truly effective, support should be provided at all levels: the local and regional levels, which are directly concerned, but also at the national and EU levels which can provide the impetus for citizen-based initiatives by providing all motivated citizens with adequate legal and financial tools and offering support for provision of information, coordination and exchange of good practices.

Recommendations

AT LOCAL LEVEL:

Thanks to their knowledge of the community, local stakeholders (local authorities, community associations, volunteer groups, etc.) are well placed to boost citizens’ initiatives which create greater solidarity. Local authorities and their action plans should encourage citizen and volunteer initiatives which support solidarity between generations and between different social, cultural and ethnic groups. Action Plans developed by local authorities should be elaborated with the direct input of local communities themselves, paying particular attention to women and men’s respective participation as well as the input of the diverse social, ethnic and religious minority groups that live in the area.

Local authorities can, for example, organise meetings between the different local stakeholders to promote exchange and cooperation among them or organise information sessions providing practical details on the basis of common knowledge of what’s best for themselves. They can also provide coordination, advertising, financial or material and logistic support.

Example: “Carrefours des generations”. This project is organised by municipalities and associations at the local level, to raise public awareness and show what is already being done in support of solidarity between generations, to encourage new initiatives and make politicians more aware of the challenges of the intergenerational issue. Their website presents a data base of activities and services provided to promote exchange and mutual support between generations in Belgium. Activities can be selected according to their location or interest: leisure and culture, mobility and transport, shared housing.

Did you know that:

85% of Europeans agree that local authorities should support associations and initiatives that foster stronger relations between young and older people (Euroflash survey on intergenerational solidarity, 2009)
employment, social life, independent living, etc. For more info: www.carrefoursdesgenerations.be

**AT NATIONAL LEVEL:**

National authorities can take measures to encourage and support citizen-based initiatives and volunteering activities, including those involving an intergenerational aspect, by removing the legal, administrative and/or financial barriers which prevent many men and especially women from becoming involved. They could also promote the cooperation between communities and the share of best practice and experience, for example through the organisation of events and meetings, the creation of a dedicated website, the production of information leaflets, or newsletters, etc.

Members States could also seize the opportunity of the European Year of Volunteering in 2011 to encourage volunteering initiatives with an intergenerational dimension. The designation of 2011 as the European Year of Volunteering is a result of a common civil society initiative led by EU networks of organisations active in volunteering. A budget has been assigned for the Year’s preparatory and implementation activities. For more information: http://www.eyv2011.eu/

**Example:** **UK Programme to promote Intergenerational Solidarity.** In April 2009, the UK Government launched a £5.5 million programme to help close the generation gap in their communities. The programme funded 12 intergenerational projects across the country where young and older people engage with each other on equal terms, breaking down barriers and challenging negative stereotypes.

The Government encouraged all English local authorities with social services/children’s service responsibilities to submit an application in partnership with third sector organisations for funding to develop demonstrator sites of intergenerational practice (e.g. volunteering; programmes promoting active ageing, improving health and well-being; and programmes to support young people and families). The demonstrator sites programme was designed to generate wider interest in and thinking about intergenerational work and to provide robust evidence of the effectiveness of intergenerational initiatives. For more information: http://www.dcsf.gov.uk/pns/DisplayPN.cgi?pn_id=2009_0076

**AT EUROPEAN LEVEL:**

Measures should be taken at European level to ensure that intergenerational solidarity becomes an objective of the relevant EU programmes (Citizens panels, town twinning, relevant research programmes, PROGRESS, Youth in Action, etc.), issuing information material, providing opportunities for exchange of best practice between stakeholders from different EU countries and organising EU-wide activities or events promoting more interaction and solidarity between the generations. The designation of 2011 as the European Year of Volunteering and of 2012 as the European Year for Active Ageing and Intergenerational Solidarity are further examples of what can be done at EU level to raise public, media and political awareness on the importance of volunteering initiatives, active ageing and intergenerational solidarity.

**Example:** **MATES - Mainstreaming Intergenerational Solidarity Project.** This project aims to produce a wide dissemination of results of Intergenerational Projects and is funded by the Grundtvig Programme to encourage the exploitation and exchange of good practices in the field of intergenerational learning and improve the quality of education and training of different EU institutions. Under this project, a “Guide of Ideas for Planning and Implementing Intergenerational Projects” was published, intended for all professionals that are or wish to be enrolled in the development of intergenerational activities. It presents 37 examples of projects, a brief road map to implement intergenerational practices and an extensive list of recommendations and ideas. For more information: www.matesproject.eu.
Conclusion: a call for a European Year on Active Ageing and Intergenerational Solidarity and a European Action Plan

The 2010 European Year against Poverty and Social Exclusion takes place in a context of severe economic recession which exacerbates social tensions caused by demographic ageing and makes it all the more urgent to find innovative ways to organise the way citizens relate to each other and generations support each other.

The drastic demographic changes that European countries are currently experiencing call for a holistic approach based on a shared vision of a society inclusive of all ages. The debate should not focus exclusively on the financial implications of demographic ageing but rather take a broader perspective and promote fair and sustainable solutions to support our European social model. Policies on employment, social protection, health and long term care, social inclusion and the fight against poverty, education, family, environmental protection and climate change, immigration and integration, transport, housing and urban development, should be developed in a more integrated way based on the needs of present and future generations.

In 2011 preparations should start to ensure that the 2012 European Year on Active Ageing and Intergenerational Solidarity will deliver a lasting and effective legacy. The preparation phase should be used to mobilise all relevant actors at all levels (local, national and European), help them build a common and coherent vision of a society inclusive of all and to agree an action plan for the coming decade. The 2012 European Year should then have a strong political objective and should enable all stakeholders to launch their action plan in a coordinated and mutually supporting way.

Such a year will only succeed if grass root citizens feel directly involved and develop ownership of this action plan throughout the whole process. It is therefore important from the preparation phase, to engage organisations representing people of all ages and civil society representative organisations working at grass root and national level together with policy makers (local authorities, national parliaments, etc.).

The European Day of Solidarity between generations which is celebrated on 29 April will help ensure that work continues over the years, providing an annual opportunity to raise awareness and take stock of progress achieved toward the agreed objectives. The bi-annual Open Forum of Demography could also provide an ideal opportunity to report on achievements at European level.

On behalf of the millions citizens that our networks represent, we call on the European institutions and Member States to support the launch of a European Year on Active Ageing and Intergenerational Solidarity and to agree a ten year European Action Plan to help the EU develop a fair and sustainable social model based on intergenerational solidarity.

Did you know that:

Article 3.3 of the new Lisbon Treaty states that the European Union “shall combat social exclusion and discrimination, and shall promote social justice and protection, equality between women and men, solidarity between generations and protection of the rights of the child”
Useful links

• AEIP’s dossiers on retirement pensions and pension funds: http://www.aeip.net/index.cfm?myCatid=E597E66E-C42D-FAD6-1EF5107D58FA1729&lang=en&Parent=Dossiers&ParentID2=E597E66E-C42D-FAD6-1EF5107D58FA1729


• European Alliance for Families: http://ec.europa.eu/employment_social/emplweb/families/index.cfm


• European Court of Justice cases: http://eur-lex.europa.eu


• Open Method of Coordination: http://ec.europa.eu/employment_social/psps/the_process_en.htm

• PensPlan of the Trentino region: http://www.pensplan.com

Glossary

**Collective agreement:** A way of investing money with others to participate in a wider range of investments than feasible for most individual investors, and to share the costs and benefits of doing so.

**Co-ordinated retirement scheme:** A public scheme where the pension payable, or the design of the benefit promise made, takes into account the old age contributory pension (or other similar contributory benefits) payable by the State. It is regulated under public sector law while a private pension fund is regulated under private sector law.

**Decent jobs:** Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men. Decent work is central to the efforts to reduce poverty and is a means for achieving equitable, inclusive and sustainable development. (ILO)

**Family carer:** A family carer is “a non-professional person who provides primary assistance with activities in daily life, either in part or in whole, towards a dependent person in his / her immediate circle. This regular care may be provided on a permanent or non-permanent basis and may assume various forms, in particular: nursing, care, assistance in education and social life, administrative formalities, co-ordination, permanent vigilance, psychological, support, communication, domestic activities, etc.” (COFACE)

**Green jobs or green-collar jobs:** Green jobs, also called green-collar jobs are, according to the United Nations Environment Program (UNEP), “work in agricultural, manufacturing, research and development, administrative, and service activities that contribute substantially to preserving or restoring environmental quality”.

**Guaranteed minimum pension:** The minimum pension payable by a pension scheme for the members to be allowed to contract out of the State Second Pension.

**Local occupational pension funds:** Occupational pension schemes set up at local or regional level, shaped for their populations’ needs, and sometimes even promoted either by social partners or governments.

**Managed by the employers’ and employees’ organisations = paritarian:** An institution of social protection is “paritarian” when it is jointly managed by the representatives of employers and employees, usually the social partners: trade unions and employers’ organizations.

**Occupational pension scheme:** A pension scheme set up by employers to provide pensions and life assurance benefits for employees. It is usually a supplementary pension scheme where the income from a pension plan tops off the income received from public plans (see above). In contributory schemes both the employer and employee contribute to a fund. In non-contributory schemes, only the employer contributes. The amount paid out to the employee on retirement will depend on the type of scheme and reflect either the contributions put in (so-called defined contribution) or the number of years service and the final salary of the employee (so-called defined benefit plan).

**Occupational pension scheme based on solidarity:** A scheme in which all employees are offered the same pension rights on the same conditions irrespective of gender, age or state of health. Occupational pension schemes are most of the time funded, which means that contributions from the employer, and sometimes also from plan members, are invested in a fund towards meeting the benefits. The future returns on the investments, and the future benefits to be paid, are not known in advance, so there is no guarantee that a given level of contributions will be enough to meet the benefits.

**Open Method of Coordination on social protection and social inclusion (OMC):** A relatively new and intergovernmental means of governance in the European Union, based on the voluntary cooperation of its
member states. For more information on OMC: http://ec.europa.eu/employment_social/spsi/the_process_en.htm

**Pay-as-you-go (PAYG) schemes:** Method of financing of unfunded pension arrangements (provided and regulated by the state in most countries in the world), with benefits paid directly from current workers’ contributions and taxes. In an unfunded defined benefit pension, no assets are set aside and the benefits are paid for by the employer or other pension sponsor as and when they are paid.

**Pension fund:** Pooled-contributions from pension plans set up by employers, unions, or other organizations to provide for the employees’ or members’ retirement benefits (pension provision). Pension funds are the largest investment blocks in most countries and dominate the stock markets where they invest. Commonly, pension funds are exempt from capital gains tax.

**Return on investment:** The overall profit (or loss) on an investment, including both dividends and price appreciation, expressed as a percentage of the total invested.

**Safety net:** Non-contributory transfer programs seeking to prevent the poor or those vulnerable to shocks and poverty from falling below a certain poverty level. Safety net programs can be provided by the public or by the private sector.

**Statutory pensions:** A so-called inter-generation contract where the working population pays contributions and therefore finance the payments for current pensioned persons. The monthly contribution depends on the gross income and the rate of contribution. The statutory pensions work normally on the PAYG basis.

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**Acronyms**

**EPSCO:** Employment, Social Policy, Health and Consumer Affairs Council

**ICLEI:** Local Governments for Sustainability - International Council for Local Environmental Initiatives is an international association of local governments as well as national and regional local government organizations that have made a commitment to sustainable development.

**LTC:** Long Term Care

**SD:** sustainable development

**UNCSD:** The United Nations Commission on Sustainable Development

**UNEP:** United Nations Environment Programme

**UNFCCC:** United Nations Framework Convention on Climate Change

**UNFCCC COP:** UNFCCC Conference of Parties

**WHO:** World Health Organisation
NGO Coalition on Intergenerational Solidarity - Contacts

This Campaign on Intergenerational Solidarity is run by the following coalition of European NGOs

AGE PLATFORM EUROPE
AGE Platform Europe is a European network of around 150 organisations of people aged 50+ representing directly over 28 million older people in Europe. AGE aims to voice and promote the interests of the 150 million inhabitants aged 50+ in the European Union and to raise awareness of the issues that concern them most. AGE aims to give a voice to older and retired people in the EU policy debates through the active participation of their representative organisations at EU, national, regional and local levels so as to inform EU policy development. AGE’s work focuses on a wide range of policy areas that impact on older and retired people. These include issues of anti-discrimination, active ageing, social protection, pension reform, social inclusion, health, research, accessibility of public transport and of the build environment, and new technologies.

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AEIP, THE EUROPEAN ASSOCIATION OF PARTNERSHIP INSTITUTIONS OF SOCIAL PROTECTION
AEIP, the European Association of Partnership Institutions of Social Protection promotes the partisan management of social protection at EU-level: “partnership management” means joint management of the social partners, 50% by employers’ and 50% of employees’ representatives. The AEIP was established in 1996 and teams now 38 member institutions in 19 European countries. Concretely, AEIP is focussing on the fields of coordinated pension schemes, pension funds, health and provident benefits, health and safety at work, unemployment benefits and holiday pay schemes; indeed, several of these social schemes were set up and jointly managed by the social partners. The main activities of AEIP are the study and dissemination of partisan in the area of social protection through conferences, seminars and publications and its representation at EU-level through close contacts and cooperation with the European Commission, the European Parliament and the Economic and Social Committee. This engagement is based on the values of a social economy including joint management, transparency and solidarity. The finding of a harmonic intergenerational agreement within retirement schemes is one of AEIP’s concerns.

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AIM THE INTERNATIONAL ASSOCIATION OF MUTUAL BENEFIT SOCIETIES (ASSOCIATION INTERNATIONALE DE LA MUTUALITÉ, AIM)
AIM The International Association of Mutual Benefit Societies (Association Internationale de la Mutualité, AIM), created in 1950, brings together 41 national federations of autonomous health insurance and social protection bodies in 27 countries worldwide, all operating according to the principles of solidarity and not for-profit orientation. The members of AIM provide coverage against sickness and other social welfare risks to more than 240 million people worldwide (160 million in Europe), either by participating directly in the management of compulsory health insurance, by providing voluntary health insurance or by delivering directly health care and social services through own facilities. AIM’s goal is to defend and promote, at international and European level, the social values and basic principles shared by its members: access
to health care as a fundamental right, solidarity and non-exclusion as essential means to ensure this access to quality health care for all, irrespective of health status or financial capacity to pay; finally, autonomous management and non-profit orientation as guiding principles for health insurance based upon the needs of citizens.

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CECODHAS - HOUSING EUROPE
CECODHAS-HOUSING EUROPE is the European Committee for social and cooperatives housing, a network of national and regional social housing federations gathering public, voluntary and cooperatives housing organisations. Together the 45 members in 19 EU members States manage 25 million dwellings. CECODHAS members work together for a Europe that provides access to decent and affordable housing for all in communities which are socially, economically and environmentally sustainable and where all are enabled to reach their full potential.

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COFACE
COFACE - Confederation of Family Organisations in the European Union is a pluralistic organisation, at the heart of civil society, which aims at promoting family policy, solidarity between generations and the interests of children within the European Union. COFACE advocates a policy of non-discrimination and of equal opportunities between persons and between family forms, and specifically supports policies aiming at equality between women and men. COFACE links together general and single-issue national family organizations. It currently has more than 50 member organizations across 20 Member States of the European Union. As such, it gives a voice to many millions of parents and children.

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EAPN – THE EUROPEAN ANTI-POVERTY NETWORK
EAPN – the European Anti-Poverty Network is an independant network of non-governmental organisations (NGOs) and groups involved in the fight against poverty and social exclusion in the Member States of the European Union, existing since 1990. EAPN has consultative status with the Council of Europe, and is a founding member of the Platform of European Social NGOs. The main objectives of the work include promoting and enhancing the effectiveness of actions to eradicate poverty and prevent social exclusion; raising awareness around these issues; empowering and lobbying for and with the people living in poverty and social exclusion. EAPN is one of the main partners of the European institutions. It keeps under close review Community policies and programmes likely to impact on groups facing poverty and social exclusion.

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ENAR - THE EUROPEAN NETWORK AGAINST RACISM
ENAR - The European Network Against Racism is an EU-wide network of more than 600 organisations working to combat racism in all the EU member states and acts as the voice of the anti-racist movement in Europe. ENAR is determined to fight racism, racial discrimination, xenophobia and related intolerance,
to promote equality of treatment between European Union citizens and third country nationals, and to link local/regional/national initiatives with European Union initiatives.

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**EUROCHILD**
EUROCHILD is a network of organisations working in and across Europe to improve the quality of life of children and young people. Our mission is to promote the rights and welfare of children and young people in Europe. Our work is underpinned by the principles enshrined in the United Nations Convention on the Rights of the Child. EUROCHILD is funded by the European Commission within the PROGRESS Programme. EUROCHILD’s strategic goals are to: help shape policies at European and national level that affect children and young people’s quality of life; facilitate mutual learning between member organisations; raise awareness and share information on policy and practice; and facilitate the participation of children and young people.

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**FEFAF**
FEFAF represents European at-home Parents and Carers at European and UN level. It informs them on their economic, social, juridical and political rights, and it contributes to an exchange of information between its members. FEFAF works with European, African, Asian and American NGOs. It is a member of the European Platform of European Social NGOs and the European Women’s Lobby.

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**FERPA – THE EUROPEAN FEDERATION OF RETIRED AND OLDER PEOPLE**
FERPA – The European Federation of Retired and Older People is a member of the European Trade Union Confederation (ETUC). It was founded in 1993 by pensioners who wanted to carry on their trade union struggle for a fairer, more democratic, more civic-minded and inclusive society with young people and active workers. FERPA’s 10 million-strong membership makes it the most representative pensioners union in Europe today. It coordinates its policy with that of the ETUC, especially on social security and social protection, with a particular focus on pensions, health care, and action against social exclusion and poverty.

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THE RED CROSS/EU OFFICE
The Red Cross/EU Office represents the interests of the Red Cross National Societies in the EU and EFTA and of the International Federation of Red Cross and Red Crescent Societies at EU level. Priority areas are: Intra-community: health and social care, asylum, migration and displacement, non-discrimination, youth and volunteering. Disaster Management: humanitarian aid and civil protection; International Development: health, disaster risk reduction, food security, climate change and migration.

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EUROPEAN YOUTH FORUM (YFJ)
The European Youth Forum (YFJ) is an independent, democratic, youth-led platform, representing 99 National Youth Councils and International Youth Organisations from across Europe. The Youth Forum works to empower young people to participate actively in society to improve their own lives, by representing and advocating their needs and interests and those of their organisations towards the European Institutions, the Council of Europe and the United Nations.

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