

EUROPEISKA GEMENSKAPERNAS KOMMISSION

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EUROPEISKA KOMMISSIONEN

**Förslag till rådets beslut
om gemenskapsstöd till åtgärder för äldre människor**

Community actions for older people 1991-1993 including the European Year
of Older People and Solidarity between Generations

EVALUATION REPORT

1994

(framlagt av kommissionen)

EXPLANATORY MEMORANDUM

Community Support for Actions in favour of Older People

INTRODUCTION

In this proposal for a Council Decision the Commission proposes to support a range of actions in relation to older people over the period 1 September 1995 to 31 December 1999. This proposal builds on the foundations laid by the European Year of Older People and Solidarity between Generations (1993) and is intended to have, over the period involved, a positive influence on policies affecting older citizens in Member States. It is presented in fulfillment of the commitment given in the White Paper 'European Social Policy - A Way Forward for the Union'.

A proposal for further action was called for by the Economic and Social Committee in its Opinion of 25 November 1993 on Older People in Society (94/C 34/17; OJ C 34 of 2.2.94, p. 61) and was noted in the Declaration of Principles of the Council of the European Union and the Ministers for Social Affairs, meeting within the Council of 6 December 1993, to mark the end of the European Year of Older People and Solidarity between Generations (93/C 343/01; OJ C 343 of 21.12.93, p. 1). The European Parliament in its Resolution of 24 February 1994 on Measures for the Elderly (PE 206.890; OJ C 77 of 14.3.94, p. 24) further called for a Commission proposal in this area.

The main practical achievements of the European Year are set out in the evaluation report, carried out by independent experts, which is attached to the current proposal.

Whilst respecting the principle of subsidiarity, the Commission has shown its ability to provide added value with respect to the raising of awareness of the challenges represented by ageing and the development and dissemination of innovative practices in this field.

1. THE NEED FOR ACTION - THE CHALLENGE OF AGEING

1.1. Demographic developments

The statistics on demographic ageing are by now well-known. At the end of 1994, the European Union comprised 70 million people over the age of 60 : this represents almost 20 percent of the total population and projections point to a situation whereby one-quarter of the population will be aged over 60 by the year 2020. In several Member States **dependency ratios** for the older population will have almost doubled between 1980 and 2020.

Not only are older people making up an increasing percentage of the overall population but, within the older category, the part occupied by the **very old**, the over-eighties, who are more likely to be ill and become dependant, is growing even more rapidly. By 2020, about 20

million people will be aged 80 and over in the present territory of the European Union - representing an increase of some 300 percent in this age category since 1960.

The 1994 report on the **Demographic Situation of the European Union** (1) points to the main areas in which the ageing of the population is having an impact : increasing availability of free time, organization of the labour market, social protection expenditure, the economic and social situation of pensioners and the role of the older population. It concludes that ageing is not simply an demographic matter : it has become '**an overall problem of society**' with further reaching implications than has been supposed until now.

While we should avoid being too alarmist at the range of crises which might be provoked by the ageing of the population, it is clear that current demographic trends present serious challenges to policy-makers. These challenges are of such breadth and complexity that they cannot all be addressed through a single Community initiative - and especially not through a very limited initiative such as the current proposal. This initiative, which addresses specific age-related issues, takes its place alongside not just other Community actions and proposals in the social field, such as employment policy, social security, social exclusion and equal opportunities, but also in other policy areas. For example, in the field of transport policy, the Commission intends to bring forward proposals to improve transport facilities and services for persons of reduced mobility, many of whom are older people; so, too, policy developments in relation to the Information Society can make a significant contribution to improving the quality of life of older people, particularly in alleviating isolation and in easing access to information and services.

1.2 The economic challenge

The ageing of the population has been described as representing a **challenge to the European economies greater than the oil crises of the 1970s or the economic recession of the 1980s** (2).

Presentation of the macro-economic challenge of demographic ageing has tended to focus on the question 'who will pay?' in the context of worsening dependancy ratios with consequences for social budgets and, ultimately, for economic convergence within the Union. This so-called 'catastrophic vista' embraces pensions and services generally but especially in-patient hospital care, where older people are major users.

These bleak scenarios, however, do not give the full economic picture, concentrating as they often do on the tip of the pyramid, the 'older elderly'. Population ageing involves more than increased numbers of very old people : it embraces a **restructuring of the entire age pyramid**. In this process, the part played by the growing numbers of 'third-agers' or 'younger elderly' can have important economic consequences. With increasing and more diverse care needs calling for innovative responses, there will be growing potential for creation of **new forms of employment** in the service sector as a result of ageing of the population (3).

1.3 The retirement debate

Any re-evaluation of the economic role of the third age is confronted with the complex phenomenon of retirement. Studies by the European Observatory show that, while the policy debate on retirement age has intensified, people's behaviour and attitudes in relation to retirement changed radically throughout the 1980s. Although the **trend to early retirement** may now be going into reverse, most workers still 'retire' well in advance of the official 'retirement age' (4). At the same time, the very phenomenon of retirement is seen variously as an imposition or a privilege and the **transition** from working life to retirement remains problematic.

There are European guidelines in relation to retirement age, adopted as a Council Recommendation on 10 December 1982, on the application of which a report was presented by the Commission on 18 December 1992 (SEC(92) 2288 final). The Council, in its Resolution on flexible retirement arrangements of 30 June 1993 (93/C 188/01; OJ C 188 of 10.7.93, p. 1), emphasizes the need for continuing exchanges of information on this topic at European level.

1.4 The 'age resource'

The concept of the 'third age' at the macro level as 'resource' rather than 'burden' is slowly gaining acceptance but is still not fully understood - not to mention made operational by policy makers. We are only beginning to appreciate the '**silent contribution made by retired people to the economy**'. More and better data on use of time by retired people is required.

At the level of the firm, the economics of ageing are equally complex. Worries by managers about **diminishing competitiveness** because of an ageing workforce co-exist with studies showing the advantages associated with older workers. In the meantime, the mass exodus from the workplace by the over-55s continues, while those who remain at work are perceived as suffering unfair **discrimination** (5).

The suggestion that the developing 'age resource' can partially cover the projected **skills shortages** consequent on the fall-off in entrants to the labour market is frequently made but needs to be researched further in the light of the evolving debate on the role of the 'third age'. This also applies to the question of the inter-relationship between activation of the 'age resource' and management of immigratory pressures.

1.5 The social dimension

The social challenge stems directly from the changing population structure. Our inherited public structures for social protection are based on assumptions about population composition and are built, overtly or otherwise, on sets of balances between population sub-groups. These balances concern, for example, the pension contributors in relation to pension recipients, carers in relation to dependent people, the number of healthy people in relation to the number falling sick, to mention but the most obvious.

2. SCOPE AND DEFINITIONS

2.1 Scope

The term 'older people' in this memorandum and proposal covers the following three groups:

- a) people who are still at work but are approaching retirement;
- b) retired people who are still able to lead active, independent lives;
and
- c) the very old and those who are ill, whose ability to live independently is diminished.

2.2 Definitions

Defining these groups in terms of age is both difficult and usually unnecessary. In the 1980s many people prepared for 'retirement' in their early 50s while a significant number of older people now live independently into their late 80s and beyond.

It might be noted that group b), the active retired, is sometimes referred to as the '**third age**' or '**younger elderly**' and group c) as the '**fourth age**' or '**older elderly**'. Traditional terms for the very old, such as '**the elderly**' do not cover group a) and are inappropriate in relation to group b) (5).

3. HISTORICAL OVERVIEW OF EUROPEAN INTEREST IN AGEING

3.1 Up to 1990

The situation of older people was first addressed specifically in a number of Resolutions by the European Parliament during the 1980s, beginning with its Resolution of 18 February 1982 on the situation and problems of older people in the European Community.

The Charter on the Fundamental Social Rights of Workers, adopted by 11 Member States in 1989, refers, in paragraphs 24 and 25, to older and retired people and brings this group within its ambit.

In addition, a number of established legal instruments and policy initiatives, while not specifically aimed at older people, have nevertheless been of relatively greater concern to the older generation. These include initiatives in the fields of disability, such as the HELIOS programme, European anti-poverty programmes and equal treatment between women and men in the matter of social security.

3.2 Decisions 1990-1992

The Commission's 'Communication on the Elderly' of 24 April 1990 (COM (90) 80 final) set out a basis for action at Community level in the interest of older people, while recognizing the clear application of the principle of subsidiarity in this field.

The two Council Decisions, on Community action for older people (91/49/EEC; OJ L 28 of 2.2.91, p. 29) and on the 1993 European Year (92/440/EEC; OJ L 245 of 26.8.92, p 43), respectively, confirmed the Community's role as an important but subsidiary actor in the process underway in all Member States to meet the long-term challenges of an ageing population.

By its Decision of 17 October 1991 (91/544/EEC; OJ L 286 of 26.10.91, p. 42), the Commission established a Liaison Group to promote dialogue with organizations representing older people at European level and, thus, to strengthen the voice of the older citizen at this level.

3.3 Solidarity between Generations

The two Council Decisions also established the promotion of solidarity between generations as a central element in the Community's approach to meeting the challenge of an ageing population. The principle of inter-generational solidarity as the essential basis for policy development by Member States was confirmed in the Declaration of Principles of the Council of the European Union and the Ministers for Social Affairs, meeting within the Council of 6 December 1993 to mark the end of the European Year of Older People and Solidarity between Generations (93/C 343/01; OJ C 343 of 21.12.93, p. 1).

3.4 The European Year

1993, European Year of Older People and Solidarity between Generations, with its thousands of activities ranging from the totally European to the very local, was an exercise in building and managing partnerships across different levels, cultures, disciplines and generations. The effort has been declared a success, not only by an independent evaluation team but also by the European Parliament and by many non-governmental organizations at European and national level. The success of the European Year is, in fact, largely due to the massive contribution of the non-governmental sector in bringing the issues to the attention of those most directly concerned.

3.5 White Paper on Social Policy

The White Paper 'European Social Policy - A Way Forward for the Union', adopted in July 1994, announced that the Commission would propose 'a Decision for further Union-wide actions to help meet the challenges of an ageing population covering, in particular, the role and contribution of the active retired population' (Chapter VI, § 26).

4. THE ROLE OF THE EUROPEAN UNION

4.1 Subsidiarity

In the field of ageing, legislative competence rests almost exclusively with Member States. Indeed, in some cases, important competences are to be found at the **regional and local** as well as the **national** level. However, the EU can play a **role in support** of those policies and actions as established and implemented at the appropriate level, through stimulation of new thinking and exchange of experience. This role, while limited in scope and cost, can be of significant value both for the EU as a whole and for the authorities concerned with the issue of ageing.

4.2 Common challenges

The need for action, at whatever level, is defined largely by challenges which, as has been seen, are **economic** as well as **social** and concern all Member States, without exception. The ageing of the population and its possible repercussions also pose a major challenge to the Union as an entity in key areas of Community competence. In addition to the matter of **social cohesion**, these areas include, as we have noted: pressure on public social budgets, with consequent risks for **economic convergence**; **free movement** of workers; **economic competitiveness**; and **immigration pressures**.

4.3 Shared opportunities

While the challenges associated with the ageing of Europe's population are great, the action proposed is limited and can best be understood in terms of the **opportunity** offered by cooperation between the various authorities against the background of the challenges outlined above.

This opportunity exists essentially because of **diversity**. Demographic ageing, while impacting on all Member States, is doing so differently, depending on the approaches and traditions proper to each Member State. Ageing is also having its effect in different time-scales across the EU : the United Kingdom and Belgium currently have the 'oldest' populations while Ireland, Portugal, France and Spain are the Member States which are least aged. This will change and, by 2010, the situation in regard to dependancy ratios for older citizens will be more similar across the Union (1). Given these circumstances, it is clear that those concerned in the the different Member States have much to **learn from each other** - as, indeed, was seen in practice in numerous activities during the European Year.

4.4 Commission Role

1993, European Year of Older People and Solidarity between Generations, demonstrated how Europe's key players in the ageing field can work together at European level. The main role elements enabling this cooperation were as follows :

- a) Many players at European level, including governmental and other national experts, European experts, NGOs representing older people as well as individuals and organizations with a potential contribution to make at European level;
- b) A shared understanding of the Commission's role in this matter as catalyst and facilitator of exchange of experience;
- c) A set of adaptive structures, built around the Advisory Committee, which enabled effective communication between the Commission and the main players and amongst the main players themselves.

The Commission considers that its essential role is **as catalyst, facilitator and communicator** in promoting exchange of knowledge and experience in the field of ageing. Those concerned with ageing in Europe should be informed of the fruits of this work. To this end, a proper **communications strategy** involving all the partners should be put in place right from the outset.

5. APPROACH

5.1 Operational Approach

5.1.1 User-driven

Experience up to end-1993 has shown the effectiveness and the efficiency of an approach whereby the Commission, rather than leading, essentially **responds** to and supports initiatives from partners at all levels throughout the EU. This support can be in terms of **information**, derived from studies, **contact identification** for potential partners in other Member States, and **financial assistance** for activities which meet established criteria. In this context, particular attention should be paid to the needs and expectations of the non-governmental organizations active at European level.

5.1.2 User-friendly

For this approach to succeed, the partners - and potential partners - must be **well informed** of the possibilities for support of their actions at European level and must have a clear understanding of the steps necessary in order to access this support. **Procedures** should be simple and straightforward and competent staff should be available to **advise** potential partners within Member States. In this respect, the structures and procedures developed for the 1993 European Year can be taken as a basis and developed further to improve visibility and accessibility of the action. (See 5.2, below).

5.1.3 Practical

In promoting exchanges of information and experience, the focus should be essentially on practice rather than on theory. The actions should serve, in particular, to spread awareness and understanding of **best practices** in relation to each of the major themes of the action and to facilitate, in appropriate ways, the transfer of best practices across the internal frontiers of the EU. The non-governmental organizations which work directly with older people have a key role to play in this context.

5.1.4 Partnership

During the European Year, partnership was an essential principle underlying the actions at European Union level for the benefit of older people. Nobody and no group has a monopoly on the best solutions to the challenges posed by the ageing of the population and complex problems are likely to call forth new and unexpected partnerships. Included will be non-governmental organizations, public authorities, semi-public bodies, social partners, private sector interests, charitable social welfare associations and other organizations representing the many interests in the field of ageing. In this context partnerships across generational interest lines and across the internal frontiers of the Union should continue to receive special attention and encouragement.

5.1.5 Participation

One of the lessons of the 1993 European Year is the extent to which actions such as those now proposed can and should be 'with' older people and not merely 'for' older people. Organizations representing older people at all levels, including the European level, have grown in strength and confidence in recent years. Through them, Europe's older citizens should participate at every stage in the action and their **empowerment** to participate further should be an objective. Special attention should be paid to needs of important groups whose special situation is sometimes overlooked. Chief amongst these groups are: **older women, older migrants, older people living in remote areas and disabled older people.**

5.2 Structures for management, advice and consultation

5.2.1 Advisory committee of national experts

In the management of the financial support under the proposed Decision, the Commission will be assisted by an Advisory Committee. The positive interaction between the Advisory Committee and the Commission services, which contributed much to the smooth running of the 1993 European Year, should be maintained and operational changes, as suggested in the Evaluation Report (paragraph 2.5), should be implemented in order to make it even more effective as an instrument in managing the actions.

5.2.2 Liaison group of non-governmental organizations

As already stated, the NGOs have an important place in the field and the Liaison Group of European non-governmental organizations must continue to play a key role. Its functioning, however, should be revised in the light of the questions raised in the Evaluation Report (paragraph 2.5). The Liaison Group is established by a separate Decision (of the Commission) and, therefore, is not covered in the current proposal for a Council Decision.

5.2.3 European Observatory

The monitoring centre or 'observatory', established for the Community actions for older people 1991-93 and comprising independent experts in the field of ageing, has produced a

number of reports on the situation of older people throughout the Union. These publications are designed to support decision-making by making information available on a comparative basis concerning the main policies and developments impacting on older people in each of the Member States. The Evaluation Report (paragraph 2.2) underlines the value of the Observatory's contribution at a practical level and suggests its continuation and development. In assessing year-to-year trends and progress in the fields covered by the draft Decision, the Commission will continue to rely on the services of an Observatory established by the Council.

5.2.4 European Foundation for the Improvement of Living and Working Conditions

The European Foundation for the Improvement of Living and Working Conditions has been to the forefront in putting various aspects of the ageing of the population on policy-makers' agendas, with its work on family care and the ageing of the workforce being the most recent (7). The Foundation will be the Commission's 'think-tank' insofar as there is a need to study the medium-to-long term implications of the ageing of the European population. In this context, the Commission may wish to associate the Foundation with certain studies and initiatives undertaken under the proposed Decision.

5.2.5 Information points at the national level

For 1993, ad-hoc structures were put in place in most Member States, to stimulate interest in the European actions and to facilitate communication between the Commission and the national/local level in the field of ageing. Typically, these 'coordination offices' were based in a leading NGO and acted with the joint support of the Commission and the national authorities. The important practical role played by these structures has been recognized (Evaluation Report 3.1) and consideration should be given to developing the idea further on the basis of the most successful experiences of 1993.

5.3 Management approach

5.3.1 Planning

The process of adaptation to the ageing of the population is characterized by uncertainty. Against this background it is inadvisable to lay down a fixed programme of work from the beginning covering the entire period. It is better that the process be flexible, with each phase of achievements forming the basis of further priority-setting in the framework of an overall strategy. This approach should be reflected in the operational and financial plans.

5.3.2 Evaluation

As for the first Community actions 1991-93 and the European Year, the actions will be the subject of external evaluation, conducted by independent experts not involved in the activities themselves. An interim report will be presented at the end of 1998 and a final evaluation will be published within one year of the end of the actions.

6. THEMES

Introduction

The 1993 European Year broadened and deepened understanding of the multiple components of the ageing policy field. The result is a rich tapestry of themes and sub-themes around which further action at European level can take its form. The White Paper 'European Social Policy - A Way Forward for the Union' stressed the importance of the **active retired** and **older women** in any follow-up action at EU level, alongside the established concerns of intergenerational solidarity and social integration of older people. In order to address the full spectrum of issues which concern the older population, it is proposed that these core themes be expanded to include the questions of **care** and the **ageing of the workforce**.

6.1 Role and potential of the active retired

Prevention of premature dependence has been but one contributing factor in focusing policy-makers' attention on this, the largest group of older citizens. Here, the debate ranges from the meaning of retirement in today's world to the vital but often hidden contribution made by the active retired. To traditional concerns such as **voluntary work** are being added new issues such as '**empowerment**' - strengthening the voice of older people on all issues which affect them. Some of the constraints on retired people reaching their potential are **attitudinal** and are being addressed through special programmes in various Member States. The debate on structures and rules which prevent older people from contributing to society has been enriched by the 1993 European Year. The conclusions need to be strengthened and developed.

6.2 Older Women

Women comprise the majority of all older people and, amongst the very old, are a big majority. In terms of income, women do not fare as well as men in old age and, despite the improvements in the income situation of older people in general in recent years, poverty continues to be a problem for significant numbers of very old women.(4). Women carry most of the 'burden of care', whether as professionals or as informal - and usually unpaid - 'family carers'. For many, the caring role means an interruption in career, possibly with a negative impact later on pension level, while an increasing number of women use their own retirement to care for dependent relatives. The special needs of older women were highlighted during the European Year. The next phase should show how those needs can be better met.

6.3 Ageing of the workforce

The question of industrial **competitiveness** in the context of an ageing population is receiving much attention. The changes in the technology of production require a workforce with adequate skills which is able to adapt to the ongoing technological evolution. With the increased pace of technological change and a workforce that, to an ever greater extent, consists of older workers and fewer recently trained new entrants, the challenge will be to re-

educate and enable the workforce to adapt to the changes. The special problems faced by older job-seekers and the issue of **age discrimination** were brought forcefully to public attention during the European Year (8). The next phase should examine various models which aim simultaneously at improving the productivity of an ageing workforce and meeting the needs of the older workers themselves. See also point 6.4; following.

6.4 Transition to retirement

At the individual level, the problems of age do not begin with retirement. A particularly important complex of issues surrounds the years leading up to retirement, of which only the main questions have begun to be addressed. The main questions concern **preparation** for retirement and **transition** between work and retirement as well as the issue of discrimination against older workers and older job seekers. The particular needs of the 55 to 65 age-group need to be better understood, for example, in relation to part-time work and the types of support necessary to ensure job satisfaction and self-fulfillment during this phase of people's careers, as well as improving productivity; see also 6.3, above. In this connection, the social security systems in the Member States should be studied in order to ensure that they do not represent an obstacle to gradual transition to retirement or to redeployment of older workers in accordance with their wishes and abilities.

6.5 Care and access to care for dependent older people

The care issue embraces questions of **cost** and **quality** as well as of basic **responsibility**. Much discussion has centred on the expected crisis in the financing of care services while less attention has been paid to the question of access to or quality of these services. The care debate is nowadays conducted in parallel to attempts to obviate or postpone the need for care through measures to safeguard for as long as possible the capacity of older people to live independently. The roles and responsibilities of the public authorities and the private sector in both institutional care and 'care in the community' need to be reflected upon.

Carers are often themselves in a vulnerable position and the need to 'care for the carers' is being recognized. The role and limitations of 'informal' or 'family' care needs to be better understood and its function in the 'grey' economy needs to be evaluated against the alternative of creating new forms of employment in the caring sector.

7. Article-by-Article Guide

Article 1

The essentially supportive nature of the actions is emphasized.

Article 2

The objectives focus on the themes which emerged as priorities from the 1993 European Year and which were subsequently adjusted in the light of the White Paper on European Social Policy.

Article 3

These will, for the most part, be major initiatives aiming to exchange information on specific priority themes, based on an agreed work programme and involving key organizations concerned in several Member States. The role of the formal structures - especially the Advisory Committee and the Liaison Group - as fora for exchange and experience and information in their own right should not be overlooked. Apart from the Observatory reports, it is not envisaged that many studies will be ordered by the Commission under this Decision.

Article 4

Standard text.

Article 5

The procedure envisaged is as under the first Community Actions, 1991-93.

Article 6

Standard text.

Article 7

In line with the experience of the 1993 European Year, the Commission would prefer, where possible, to organize the dissemination of information on the actions, within each Member State, in close cooperation with the national authorities and through specialists appointed in agreement with the national authorities.

Article 8

This is the formal evaluation report. It is intended to prepare and circulate a less-formal interim report in 1998.

REFERENCES

1. 'The Demographic Situation of the European Union : 1994 Report'; European Commission, 1994.
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6. 'European Social Policy - A Way Forward for the Union'; White Paper, European Commission, 1994.
7. 'Family Care of Dependent Older People in the European Community'; Hannelore Jani-Le Bris, Dublin Foundation, 1993.
8. 'Age Discrimination against older workers in the European Community'; Eurolink Age, 1993.

EUROPEISKA KOMMISSIONEN

**Förslag till rådets beslut
om gemenskapsstöd till åtgärder för äldre människor**

(Lämnat av kommissionen)

Förslag till
RÅDETS BESLUT
om gemenskapsstöd till åtgärder för äldre människor

EUROPEISKA UNIONENS RÅD HAR BESLUTAT FÖLJANDE

med beaktande av Fördraget om upprättandet av Europeiska gemenskapen, särskilt artikel 235 i detta,

med beaktande av kommissionens förslag¹,

med beaktande av Europaparlamentets yttrande²,

med beaktande av Ekonomiska och sociala kommitténs yttrande³, och

med beaktande av följande:

Europeiska ekonomiska gemenskapen har som mål en fortgående förbättring av levnads- och arbetsvillkoren och en harmonisk ekonomisk utveckling.

Ekonomiska och sociala kommittén antog den 25 november 1993⁴ ett yttrande om äldre människor i samhället.

Rådet antog den 6 december 1993 en förklaring med anledning av avslutningen av Europaåret för äldre och solidaritet mellan generationerna, vari det noterades att kommissionen hade för avsikt att lämna ett förslag på detta område⁵.

Europaparlamentet antog den 24 februari 1994 en resolution om äldre människors situation i Europeiska gemenskapen⁶.

I den förklaring om samarbete med välgörenhetsorganisationer som bifogats Fördraget om Europeiska unionen betonas vikten av samarbete med välgörenhetsorganisationer och stiftelser i deras egenskap av institutioner som ansvarar för sociala inrättningar och tjänster.

Den nuvarande befolkningsutvecklingen medför en avsevärd ökning av antalet äldre i befolkningen, och denna utveckling kommer att få betydande ekonomiska och sociala konsekvenser, särskilt för arbetsmarknaden, den sociala tryggheten och de sociala utgifterna.

¹ EGT nr

² EGT nr

³ EGT nr

⁴ EGT nr C 34, 2.2.1994, s. 61.

⁵ EGT nr C 343, 21.12.1993, s. 1.

⁶ EGT nr C 77, 14.3.1994, s. 24.

Samarbete och samråd mellan kommissionen, medlemsstaterna och företrädare för äldre vad gäller åtgärder som har konsekvenser för äldre är viktigt för utvecklingen av solidaritet i Europeiska unionen.

De åtgärder som kommer att genomföras på europeisk nivå har som syfte att bekantgöra och komplettera de olika typer av åtgärder som på olika nivåer vidtas i medlemsstaterna.

Europaåret för äldre och solidaritet mellan generationerna (1993) tjänade till att på ett praktiskt sätt visa värdet av utbyte av information och erfarenheter angående de äldres situation i Europa.

De resultat som uppnåtts med hjälp av Europaåret för äldre och solidaritet mellan generationerna motiverar ett särskilt initiativ av engångskaraktär på europeisk nivå för att bygga vidare på vad som uppnåtts under det året.

Vad gäller detta beslut föreskrivs det inte i fördraget några andra befogenheter än de som ges enligt artikel 235.

HÄRIGENOM FÖRESKRIVS FÖLJANDE.

Artikel 1

En ram för gemenskapsstöd till åtgärder i medlemsstaterna med syfte att anta den utmaning som en åldrande befolkning i Europeiska unionen innebär fastställs härmed för perioden 1 september 1995 - 31 december 1999.

Artikel 2

De åtgärder som avses i artikel 1 skall ha följande mål:

1. Att finna metoder för att utveckla den aktiva pensionerade befolkningens roll och potential i samhället.
2. Att främja de bästa metoderna vad gäller
 - a) förbättring av äldre kvinnors situation,
 - b) arbetsledning för en åldrande arbetskraft,
 - c) övergång från förvärvsarbete till ett liv som pensionär,
 - d) omsorg samt tillgång till omsorg för äldre som är beroende av andra för sin försörjning.
3. Att stärka solidariteten mellan generationerna och integreringen av äldre som hotas av isolering.

Artikel 3

Följande åtgärder skall vidtas för att uppnå de mål som avses i artikel 2:

- a) Särskilda projekt som uppfyller de kriterier som anges i bilagan till detta beslut.
- b) Jämförande undersökningar och transnationella initiativ, som är avsedda att främja informations- och erfarenhetsutbyte och de bästa metoderna vad gäller åtgärdens prioriterade frågor och som genomförs i samarbetsprojekt som inbegriper företrädare från den offentliga och privata sektorn, yrkesorganisationer och frivilligorganisationer.
- c) Regelbundna jämförande rapporter över äldre människors socioekonomiska situation i Europeiska unionen som utarbetas av en grupp oberoende vetenskapliga experter (vilken grupp kommer att kallas ett "Europeiskt observationsorgan för åldrande och äldre människor").

Artikel 4

1. Kommissionen skall ansvara för genomförandet av detta beslut.
2. Beslut om finansiering av särskilda åtgärder skall fattas av kommissionen efter samråd med den kommitté som föreskrivs i artikel 6.
3. Kommissionen får även samråda med den kommitté som föreskrivs i artikel 6 vad gäller andra praktiska aspekter angående genomförandet av detta beslut.

Artikel 5

1. Organisationer och enskilda individer får lämna ansökningar om finansiering av åtgärder. Ansökningarna skall lämnas till kommissionen.
2. Gemenskapens bidrag till åtgärder som är berättigade till stöd enligt detta beslut får inte överskrida 75 % av den totala kostnaden, med undantag av sådana undersökningar som kommissionen särskilt har beställt för att uppnå målen i detta beslut.

Artikel 6

Kommissionen skall biträdas av en rådgivande kommitté, nedan kallad "kommittén", som skall bestå av två företrädare från varje medlemsstats regering och ha en företrädare för kommissionen som ordförande.

Kommissionens företrädare skall förelägga kommittén ett förslag till åtgärder. Kommittén skall yttra sig över förslaget inom den tid som ordföranden bestämmer med hänsyn till hur brådskande frågan är, om nödvändigt genom omröstning.

Yttrandet skall protokollföras och dessutom har varje medlemsstat rätt att begära att få sin uppfattning tagen till protokollet.

Kommissionen skall ta största hänsyn till det yttrande som kommittén avgivit. Den skall underrätta kommittén om det sätt på vilket dess yttrande har beaktats.

Kommittén skall själv fastställa sin arbetsordning.

Artikel 7

Kommissionen skall ansvara för organiseringen av spridning och utbyte av information och kunskaper rörande detta program.

Artikel 8

1. Före den 31 december 2000 skall kommissionen till rådet och Europaparlamentet lämna en rapport om åtgärdernas genomförande och resultat.

Artikel 9

Detta beslut skall offentliggöras i *Europeiska gemenskapernas officiella tidning*.

Utfärdat i Bryssel den ?.

På rådets vägnar

XX

Ordförande

BILAGA

HUVUDKRITERIER FÖR FINANSIERING AV VERKSAMHETER

I. PRIORITERADE FRÅGOR

Åtminstone en av följande frågor bör behandlas:

- i) De aktiva pensionärernas roll och potential i samhället.
- ii) Förbättring av äldre kvinnors situation.
- iii) Arbetsledning för en åldrande arbetskraft.
- iv) Övergång från förvärvsarbete till ett liv som pensionär.
- v) Omsorg samt tillgång till omsorg för äldre som är beroende av andra för sin försörjning.

II. HUVUDPRINCIPER

De verksamheter bör prioriteras som baseras på en eller flera av följande principer:

1. Främjande av solidaritet mellan generationerna.
2. Förbättring av äldre människors möjlighet att delta i samhällslivet.
3. Integrering av äldre som hotas av isolering, särskilt äldre migrerande arbetstagare, äldre som är bosatta i avsides belägna områden och äldre som är handikappade, samt äldre kvinnor.

III. ALLMÄNT

Vid urvalet av de verksamheter som skall finansieras bör hänsyn tas till följande allmänna kriterier:

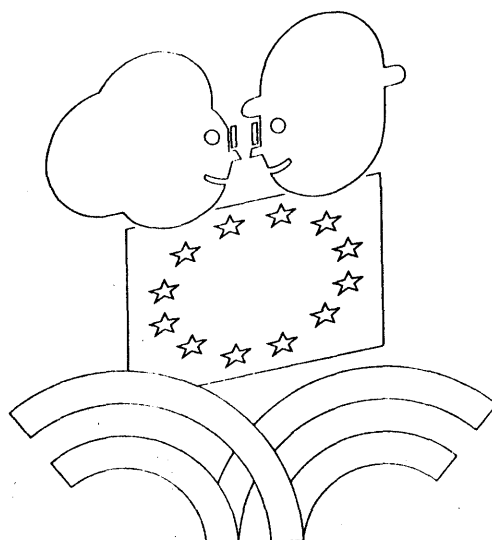
1. De bör vara nydanande eller experimentella jämfört med gängse verksamhet.
2. De bör ha som mål att främja användning av de bästa metoderna inom det berörda området.
3. De bör inbegripa organisationer och individer som är erkända som tongivande inom det berörda området.
4. De bör innefatta bestämmelser om att icke-deltagande intressen skall få information om resultaten. Verksamheter som leder till en kedjereaktion av ytterligare insatser i allt ökande utsträckning kommer att prioriteras.
5. De bör vara transnationella vad gäller omfattning.

Vad gäller jämförande undersökningar och transnationella initiativ (se artikel 3) förbehåller sig kommissionen rätten att inbjuda Europeiska fonden för förbättring av levnads- och arbetsvillkor eller Europeiska observationsorganet för åldrande och äldre människor till att bli involverade i arbetet.

Community actions for older people 1991-1993 including the European Year
of Older People and Solidarity between Generations

EVALUATION REPORT

1994



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This Report is produced by an independent team, commissioned by the European Commission to conduct the evaluation of the EC actions for older people 1991 - 93, including the European Year of Older People and Solidarity between Generations. The team is led by Anne Jamieson, based at Birkbeck College, London University. She is assisted by three researchers: Mathias Grube (Germany), Nicole Malpas (Belgium) and Marie-Jose Raetsen (Netherlands).

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We wish to thank all those who have so willingly taken time to talk to us and to complete questionnaires, and to the many who have helped us by sending material informing us of their organisation and events during the Year.

The information contained in this report does not necessarily reflect the opinion or the position of the European Commission.

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SUMMARY

The evaluation report

This report presents the findings from the evaluation of the three year Community actions for older people 1991-93, following a Council Decision of 1990 (1). The third year, 1993 was designated the European Year of Older People and Solidarity between Generations, and represents the culmination of the three year actions (2). The heavy emphasis of the report on the Year reflects the fact that much of the work in 1991-92 was preparation for 1993, and most activities took place in this year.

The three year actions: Context, aims and initial activities

Bearing in mind the principle of **subsidiarity** and the limited powers of the European Union (or 'Community' as it was called when actions began), the overall aims of the three year actions were to **stimulate** debate and action in Member States related to the challenges arising from the ageing of societies. The objectives emphasise the importance of promoting the **independence, integration and positive contributions** by older people to society. In the first two years, the Commission organised a number of **conferences**, supported a series of **studies**, set up an **Observatory on Older People**, and began the planning of some **European Networks of Innovative Projects**.

By the same Council Decision an **Advisory Committee** was set up, with two representatives from each Member State. A Commission decision (5) resulted in the establishment of a **Liaison Group of NGOs** with a consultative function.

The European Year: Objectives and measures

The **objectives** were to highlight the Community's social dimension; to raise the awareness of societies about ageing issues; to promote debate; to promote intergenerational solidarity; and to involve older people in the process of Community integration. The **measures** taken by the Commission were partly stimulation measures with no financial implications, and partly measures either fully financed or co-funded by the Commission. The latter covered both Pan European and national activities.

Activities at European level

Activities directly organised and financed by the Commission included **publicity work**, i.e. the production of press material, a logo, stationary, T shirts and other things, which were used by Member States to varying degrees. Secondly, a number of **publications** were produced, some of these by the **Observatory**. Thirdly, two **Networks of innovative projects** were set up, involving 36 projects from all Member States, and their activities were supported throughout the year. Fourthly, the Commission allocated 522 **grants** for national and European wide activities organised by organisations in the Member States. Fifthly, the unit had links with other Commission units, and with the **European Parliament** and the **Economic and Social Committee**.

Activities in Member States

Through the Advisory Committee, Member States appointed National Coordinating Committees to organise events at national levels. Arrangements for the national coordination and the degree of centralisation of the planning and information work varied between countries, as did the amount of national resources devoted to the Year. As a whole, the **level of activity** was exceedingly **high**, totalling more than 5000, which is about ten times as many as were co-funded by the Commission.

Activities included conferences and seminars; celebration events with exhibitions, films and other cultural events; production of material including videos; and exchange visits as well as exchange of information within and between Member States.

The main achievements in Member States

The overwhelming response from the grassroots to the initiative is in itself an indication of success. But more specifically it is possible to point out some of the achievements in more concrete terms:

Older people themselves have to some extent been involved in activities, and some have travelled to other European countries for the first time. The degree of their involvement has been variable, but in so far as they were involved, their confidence has grown.

Organisations working with or on behalf of older people have greatly enhanced their status and confidence, and new **links and networks** have been created as a result, which are likely to last well after the end of the Year. The efforts put into the establishment of **Networks of innovative projects** seem to have paid off, by bringing together projects previously unknown to each other, which have exchanged ideas and increased their own profile nationally.

A vast amount of **material** has been produced in the Member States, like books, videos and training packs. This is likely to remain useful in the future.

The **wider social impact**, in the form of policy measures and attitude changes, has probably been limited, although the latter is hard to measure. In view of the fact that 'older people' is not always the most popular media topic, publicity for the Year was considerable, especially at local levels, and there are signs that the role of older people is becoming more part of the public debate in various countries.

The main achievements at the European level

The **Advisory Committee** has been largely successful as a structure for collaboration between Member States and the Commission. It has provided an important forum for exchange of information and views about policies for older people, and some of these discussions led to the **Council Declaration of Principles** for elderly policies (7), agreed in December 1993.

Another concrete decision reached at the European level was the **Council resolution on flexible retirement** (13), which followed the preparation of a **Commission report on retirement age** (12).

The body of cross-national European literature has expanded as a consequence of the three year actions. The **publications** by the Observatory and the Eurobarometer surveys are particularly successful examples. They are widely quoted both by policymakers and older people's organisations.

Much of the impetus for the elderly actions, including the European Year, came from the **European Parliament**, which has long promoted actions for older people. Towards the end of the Year they organised a **Seniors' Parliament**, which was followed up by a Parliamentary report on measures for older people, agreed by Parliament in February 1994 (9). The **Economic and Social Committee** has also supported actions for older people, and in November 1993 passed an Opinion on Older people in society (10).

Problems and limitations.

The Year has strengthened and often brought together many of the organisations working with or for older people. It has to some degree caught the imagination of many Local Authorities and leisure organisations. It has been less successful in involving the social partners, and it is perhaps in relation to employment issues that notions of intergenerational solidarity are most severely challenged. Solidarity

between generations has been manifest in the numerous activities involving children and older people together. Those 'in the middle' have figured less prominently in the Year.

There are some lessons to be learnt, among others in relation to publicity strategy, decision making structures and communication processes, which could be useful in the planning of future activities.

Many activities through the Year were 'one-off' and may eventually be forgotten. But others did result in more long term links being created and in ideas for collaboration both within and between countries. Expectations may have been created among many organisations regarding the continuation of support for activities both from national and European sources. Whatever is decided about this, there is no doubt that for the foreseeable future there is plenty of work to be done in relation to the role of older people in our societies. The European actions and the Year have shown that Member States share many concerns. Links across the national boundaries involving older people and their organisations have been greatly strengthened, and they are likely to continue to develop.

PART I: THE EVALUATION - AIMS AND METHODS

1. Aims and limitations of our study.

All the work on the evaluation (planning, data collection and analysis) was carried out over a period of six months, from September 1993 until February 1994. The brief was to evaluate the European Year (1993) in the context of the Community Actions for older people (1991-93). Thus the evaluation covers a three year period, but with overriding emphasis on 1993 ('the Year').

The **aims** have been to:

1) provide a brief **overview** of the main activities undertaken and encouraged by the Commission during **1991-92**, in the context of the Council Decision of 26 Nov. 1990 on Community actions for the elderly; 2) provide a more detailed **description of the pattern of activities** carried out and supported by the **Commission** as part of the **European Year**, in relation to the objectives and measures specified in Article 1 of the Council Decision of 24 June 1992; 3) describe the **mechanisms by which** these activities were carried out - the role of the Commission and of the relevant European and national committees established to manage the actions - and to identify the strengths and weaknesses of these mechanisms ; 4) identify some of the **main achievements** of the European actions for older people, and some of the less successful aspects of the work; 5) discuss the **implications** of the findings for future EU activities.

The evaluation work is mainly a 'post hoc' study, and a very limited study. One of the main limitations which must be emphasised is that the work is undertaken primarily from a **European perspective**. We have of course sought information about activities in Member States; after all, this is where 'things happened', but with limited time and resources the picture of activities is very much from a 'top down' perspective, through interviews or correspondence with key individuals at national levels. Many of the Member States are currently conducting their own

reviews of the Year, and it would have been a different exercise altogether if we had been able to build our evaluation on these. Despite this we have had enormous response from many individuals and organisations throughout Europe, which has enabled us to put together a picture of what was achieved, which, although it does not tell the whole story, is very informative and which provides a sufficient basis for our conclusions.

2. Methods

Very broadly speaking, information was gathered through a range of methods, i.e. documentary analysis, interviews, questionnaires and participant observation. Since only three months remained of the Year at the time the evaluation started, a great deal of the data collection aimed to trace events and activities which had already taken place. The sources of information for this were partly existing documents at European level (Council and Commission documents and discussion papers, publicity material, newspaper cuttings, publications, correspondence, minutes of key meetings, and financial information), and partly 'key actors' and interest groups. Some were interviewed, and others were asked to complete a questionnaire. A more general invitation to comment was issued through some of the NGOs for their members. Finally, we attended meetings of the Advisory Committee, the Liaison Group, the Observatory, the Networks of Innovative projects, and some national events.

Most of the material gathered is of a qualitative nature, i.e. information about themes, processes and attitudes. Some quantitative analysis has been conducted of the distribution of Commission resources.

The detailed aspects of the methodology are set out in Appendix 1.

PART II: 'COMMUNITY ACTIONS FOR THE ELDERLY' 1991-93

1. The social context - the challenge of ageing populations

It is now well known that countries throughout Europe and beyond have undergone profound changes in their demographic profiles during this century. Declining birth rates and dramatic increases in survival rates have shifted the numerical balance between young and old in our societies. In most EU countries almost a third of the population are over 50 years old, and around 15% are aged 65 and over.

So why does this matter?, one might ask. First of all, it is of course an achievement that most of us can now expect to survive into old age, and for most of the time in a fit and healthy state. But at the same time it presents an enormous challenge, because social and economic life has been structured on the basis that fewer people would survive so long and that at some stage -between ages 60 and 70 - people had 'run out of steam', fit for retirement from normal life and deserving a pension for their last few years.

Thus the problem is not that there are more older people around - on the contrary this should be something to celebrate. The problem is that our social and economic structures are still very much based on an outmoded view of old age, despite the fact that an ever increasing number of people live healthy lives for twenty or thirty years beyond formal retirement. Policymakers are now concerned with the increasing pressure on social security and on health and social service budgets. Debates about retirement age and pensions reforms, about health care rationing and about care for frail older people are now on the agenda in all the EU countries. Many of these debates have tended to see older people as a burden, and societies in general have adopted very ageist attitudes to older people, who are seen if not as a burden, then as an irrelevant group who have had 'their fair share of life'. In contradiction to this trend, many older people themselves through their daily activities and involvement are increasingly challenging such ageism, but the challenge has largely gone unnoticed - at least until recently. In the last ten years

or so there has been a significant increase in the number and strength of organisations aimed at combatting the social exclusion of older people, aimed at showing what older people could do if the opportunities were there. Politicians are beginning to take notice of this, realising perhaps that it is not in society's interest to exclude older people. Yet in the current climate of economic recession and high unemployment with competition for jobs and for public provision of income and services, there are real policy dilemmas, one of them concerning equity between generations.

This then is the background against which to understand the initiative towards a European programme. In very specific terms, the programme is the result of the very considerable support by the European Parliament for older people. Following a number of debates and resolutions was a proposal, put forward in 1986 for a European Year of the Elderly. This was a timely proposal widely supported by both governments and elders groups in Member States. It was to become the culmination of the three year action programme which took place between 1991 and 1993. After some discussions the full title of the Year, as it is referred to in the Council decision, became 'The European Year of the Elderly and of Solidarity between Generations'. Although rather a lengthy name, the addition of 'intergenerational solidarity' was to become quite an important aspect of the Year's activities. By the beginning of the Year, the English language version had been changed from 'elderly' to 'older people', as a less ageist term, more acceptable in the Anglo Saxon world.

2. Objectives of the 1991-93 actions.

The objectives for the '**Community actions for the elderly 1991-93**' are set out in the **Council Decision of 26 November 1990** (1). They have to be understood against the background of the limited powers of the EC in the area of social policy and the principle of subsidiarity. This is reflected in Article 2 of the Council Decision, which states the objective of the actions as being '**to contribute**, through the transfer of knowledge, ideas and experience, particularly in the context of the

effect of the internal market, towards actions carried out by the Member States...'. .

Thus the task of the Commission has been to 1) **stimulate exchange of information**, 2) **to carry out studies, including the setting up of a monitoring centre**, and 3) **to explore the possibility of setting up a European Network of innovative experiences**.

The areas in which stimulation of debate and action should be encouraged concern:

- **social protection and health care**, with emphasis on **facilitating independence**
- **strengthening intergenerational solidarity and integration of older people**
- **highlighting the positive contribution** by older people

These areas stated in the Council Decision form the recurrent themes throughout the three year period, including the European Year. They can be interpreted as an attempt to inform and influence public debate towards a **positive attitude** to ageing and older people, towards meeting the challenge of ageing populations in ways which emphasise the potential and **encourage the active involvement of older people** rather than consider them as a burden. At the same time it pays attention to the social and health **care needs** of some older people, but in a way which emphasises **preventive** strategies.

3. Commission activities 1991-92

(Actions related to Council decision of 26 Nov. 1990 (1))

Activities during 1991-92 were solely European actions, and included:

- a) Organisation of conferences and seminars

During 1991-92 six conferences took place, supported by and organised in collaboration with the Commission. See Appendix 2 for a list of events.

Apart from the events in Brussels, the other major conferences were organised around particular **themes**: One theme was very broadly to do with the **social integration** of older people. Other themes focused on particular aspects, i.e. **housing, family relations and health**.

b) Support for studies

The **Observatory on Older People** was established at the beginning of 1991, and its work has continued throughout the three year period. A preliminary report was published in 1991 (3), covering the four topics with which the Observatory has been concerned: living standards and way of life; employment and the labour market; health and social care; and the social integration of older people.

Subsequent reports appeared during 1993 (see Appendix 3), and the details of the Observatory and its studies will be discussed below.

Two **Eurobarometer surveys** were conducted in 1992, on attitudes towards ageing and older people. The results were published in 1993 (4).

Other studies were initiated with the support of the Commission during this period, and resulted in a number of publications, which appeared during 1992 and 1993 (See Appendix 3).

c) Networks of innovative experiences

During the period until 1993, the preparatory work was being done to set up European Networks of innovative experiences, and by the beginning of 1993, two networks had been established. Since most of the activities have taken place in 1993, the Networks will be dealt with under the heading of the European Year.

4. Management of actions

An **Advisory Committee** composed of two representatives of each Member States, and chaired by the Commission, was set up to advise the Commission on the strategies for the implementation of the Community Actions, including the Year. In October 1991, a **Liaison Group** was set up by Commission Decision (5), to act as a consultative group. It consists of representatives from international, mainly European NGOs of older people.

The **process of implementation** of the Council objectives has been the responsibility of a team of Commission staff. During 1991/93 between six and seven professional/administrative staff (plus secretarial staff) were devoted fully to the elderly programme.

Conferences were organised in collaboration with each of the Member States concerned. As far as **studies** were concerned, varying approaches were adopted. Members for the Observatory were identified on the initiative of the Commission and the Advisory Committee. For other studies and projects, a general invitation to apply for support was published through the Official Journal, and projects were selected by the Commission.

PART III: 1993: THE EUROPEAN YEAR OF OLDER PEOPLE AND OF SOLIDARITY BETWEEN GENERATIONS

1. Objectives and overall distribution of Commission resources

Objectives.

As already indicated, a great deal of the Commission work during 1991 and in particular 1992 was preparatory work for the Year. Hence it does not make sense in the evaluation totally to separate the Year from the previous two years. In many respects, 1993 can be seen as a means of highlighting the whole action

programme, as a culmination of previous activities, and also as the beginning of future activities.

The Council Decision on Community Actions for older people designated 1993 as the European Year. A later Council Decision of 24 June 1992 set out the objectives and organisation of the Year (2).

The **objectives** of the Year, listed in five points in the 1992 Council Decision emphasise the following: highlighting of the **Community's social dimension**; general **awareness raising** of the situation of older people; promotion of **debate** about **changes** needed to meet the challenge of ageing; promotion of **intergenerational solidarity**; and **involvement** of older people in the process of Community integration.

The Commission was charged with taking three types of **measures**: 1) Measures with **no financial implications**; 2) Measures **co-financed** with Member States; 3) Measures **funded solely** by the Community.

Thus, unlike the previous two years, resources in 1993 could in part be spent on purely national activities, although the emphasis was on activities which included two or more Member States. The **organisation** at **national** levels, according to the Council Decision, was to be done by **National Coordinating Committees**, representing the interests of older people as well as employers and workers.

Distribution of Commission resources for 1993.

The work of the Commission has focused on a wide range of areas. Most of the work has been directed at **enabling** and **facilitating** activities within and between Member States. Other parts of the work has entailed a more **direct** involvement in organising events, managing publicity work and in working with other bodies of the EU.

Table 1
Distribution of Commission Resources for 1993

	Amount in ECU	Percentage
Grants to applicants from Member States (includes both Pan European and national activities)	5,471,920	72.3
Networks of innovative projects	363,439	4.8
European NGOs	270,973	3.6
Conferences organised jointly by the Commission and Member States	346,901	4.6
Publicity material	1,115,389	14.7
Total	7,568,625	100

Source: Commission records

The total Commission budget for the Year was around 7.5 mil. ECU. As Table 1 shows, the largest part of this was given to applicants from Member States to organise activities, some purely national, others involving people and organisations from across Europe.

2. Activities from a European perspective

This section will describe and discuss the Year as it looked from a European perspective. Thus it will consider the range of work in which the Commission took an active part and also include other bodies of the European Union.

2.1. Publicity and information work

First, since an important objective of the Year has been **awareness raising**, much of the work of the Commission has centred on the production and dissemination of **publicity material**, and over one mil. ECU, nearly 15% of the total budget for the Year, was devoted to publicity (see Table 1). This included the design and production of the logo, and the slogan for the year, 'Older yes, less to offer, no'. Material - such as stationery, pens, umbrellas and T-shirts - with the logo and slogan was produced and dispatched to Member States for them to distribute within their own countries. Much of the work was contracted out to various specialist organisations, and, following a process of competitive tendering, the largest contract was given to the GCI/Grey Communications Group (in the following referred to as GCI). The advertising and public relations activities of GCI have included the **design and production** of publicity material - such as a media file, a guide to participation, posters, and a one minute video; **dissemination** of information through communication with the media and through direct mailing to relevant organisations and individuals; the production of a magazine '**Communique**', two issues of which have appeared so far; and an **evaluation** of the media impact through an analysis of newspapers and journals. GCI have branches in all the EC countries, each of which was mobilised in the public relations work.

The principle underlying the Commission's public relations strategy was to help Member States get their activities publicised and to assist in the production of publications, videos etc. This was seen, and indeed seemed to have been a more cost effective way than direct advertising in the mass media. One of the most valuable aspects of the work done by GCI was the monitoring of media publicity

during the year. Thus the space devoted to aspects of the European Year was measured and the equivalent costs of using this space for advertising calculated. The results of this analysis will be discussed below when we consider activities in Member States.

Of course, as is the case for activities generally, much of the publicity of ageing issues in the media would have happened irrespective of the Year, but in such cases the European dimension obtained publicity 'free of charge'. The publicity directly associated with the European Year was not, it has to be said, primarily the result of the Commission/GCI work. Member States themselves invested considerable resources in public relations, and much of the material, like information for the press and posters, was considered of limited use by most Member States. Many of the 'products' received from the Commission, like T shirts, bags etc. were welcomed, and the main regret from national teams was that they arrived rather late and in too small quantities. Many national teams produced their own posters and adapted material to their own national needs. The question of what are the 'right images' to promote of older people, whether verbally or visually, is a delicate one. Opinions and perceptions vary between different groups as well as countries, and it was probably unrealistic to expect consensus about these matters. Some national teams did receive direct financial support from the Commission for their publicity work, and it might have been a better strategy to have devolved more resources for national teams to produce their own material.

A limited amount of publicity work was also done through the Commission's own channels, DG X, which distributed press material to the bureaus in the Member States.

2.2. Publications

The Commission has been directly involved in the publication of material, through bodies like **Eurostat** and the **Observatory**. The Council Decision lists five publications, which have now been completed or are near completion. Completed

publications are listed in Appendix 3, and include the following reports: a) Economic and social policies and older people (Observatory report); b) The social integration of older people (forthcoming) c) 'Eurobarometer' survey; d) A social portrait of European senior citizens and e) a special issue of 'Social Europe'.

These publications have been widely appreciated in Member States, among government departments as well as local, national and European NGOs. Despite some criticisms related to delays in obtaining translated versions, there is no doubt that the output of the Observatory including the Eurobarometer surveys, is a tangible and extremely successful result of the Commission work, which has filled some serious gaps in our knowledge about many aspects of ageing issues across Europe, and which will continue to be of use for many years beyond 1993, and much of which is clearly worth updating and expanding in the future.

2.3. European Networks of innovative projects

Themes and projects selected.

The Networks of innovative projects, although in quantitative terms - less than five percent of the total budget - a relatively small part of the total activities initiated, form a central part of the overall programme. They were set up as a result of more systematic and focused efforts 'from the top'. Preparations began in 1991 and continued during 1992, at the end of which two networks had been set up. Each Member State was asked to nominate a network contact person, whose task it was to identify five projects for each Network. From these, a maximum of two projects were selected for each Network on the basis of a joint decision by the Commission and the national representatives. The Advisory Committee played an important role in identifying the projects, either directly or through their own national Network contact person. The themes of the first two Networks were 1) **Care and housing** arrangements which stimulate autonomy and the integration of older people into society and 2) **Use of potentialities** and experiences of older people. The aims of these networks were to stimulate exchange of information and

ideas and to promote innovation and a positive image of older people. It should be mentioned, although it cannot be included in the evaluation at this stage, that a **third Network** with the theme of solidarity between generations through education and training was set up towards the end of 1993, and the projects participating had their first meeting in November 1993.

Nineteen projects have been participating in Network 1, and 17 in Network 2. Since January most of the network projects have been very actively involved in meetings and exchange visits, and many have built up close contacts and working relations with each other.

A separate report will be prepared by the Commission and the projects themselves, aiming at disseminating the experiences and lessons from the networks, and a publication from the Commission already exists, describing each of the participating projects (6).

The projects chosen, although their mission related to one of the two common themes, were quite varied. Those participating under the theme of Care and Housing arrangements included housing projects integrating young and older people, projects offering services for people living in their own homes, projects focusing on psycho-geriatric care, day care centres and various forms of support programmes aimed at encouraging older people to help each other. Participants under the theme of the use of Potentialities and experiences of older people included projects enabling older people to pass on their skills to younger age groups, projects encouraging volunteering of older people in various spheres of life, community centres for older people, an organisation working at national level to promote positive images of older people, and a hospice.

The processes of network building.

All these different projects were brought together for the first time in January 1993. In the light of what they learned about each other small groups of projects

with common interest began to develop. Thus under the heading of the two themes many small networks evolved, each consisting of an average of four or five projects. These projects began to visit each other and arrange meetings and seminars. Each project was granted a fixed sum towards travel, translation and production of material, and they were encouraged to organise their own meetings and exchanges. The role of the Commission has been to act as a catalyst, enabling different projects to establish contacts with each other on the basis of mutual interests. The Commission called a meeting of the Networks in May, which resulted in an agreed programme of events for the rest of the year. Projects not already involved were encouraged to participate in some of these events, and the Commission granted some additional funding to meet part of the costs of these.

The processes of the network building, their activities and achievements are in many ways illustrative of what happened more widely within and between Member States during the year. In both cases 'seeds were sown' by the Commission, and what came out of them was to a large extent dependent on the responses at the grass roots. The innovative Networks are a case of 'intensive farming', which has made it possible to observe the processes and achievements more closely. One of their unique aspects was that project workers were brought together who did not know each other, and were expected to form networks. It is perhaps not surprising therefore that initially projects experienced some uncertainty about what to do and how to do it. It took time for them to find each other, and much of the first half of the year was spent getting to know each other and working out an agenda and purpose for the exchanges. It was to be expected that some were more successful than others in finding partners for collaboration, and by the end of the year various groups had developed. Some are highly integrated with a clear purpose, and with ideas for further collaboration around the production of material. Others are more loosely connected networks, and a few could be said to be on the periphery.

Most participants have indicated that the networks could have operated even more effectively, had it not been for certain organisational and financial barriers. As for the latter, the procedures for issuing contracts and payments delayed the entry of

many projects. Some feel that the problem of building up and maintaining contacts between the projects could have been eased, if more attention had been paid to the coordinating function. The Commission has intentionally taken the role of servicing rather than directing the Networks. This lack of leadership meant that it was left entirely up to the projects to agree ways of collaborating. This has worked better for some than for others. Some would have benefited from more direct coordination and leadership, perhaps through the nomination of a network participant as coordinator. They would most certainly all have benefited from more direction at the beginning, which might have enabled the networks to get off the ground more quickly.

The achievements of the Networks.

From our questionnaire survey and from discussions with participants it is clear that all without exception have found the involvement a useful and worthwhile experience. One important reason underlying the very strong feeling of success could be summed up as the experience of **commonalities** as well as **differences**. Thus many of the participants stress how they feel **strengthened** in their endeavour through meeting others who experience the same problems and share the same objectives. At the same time they have felt **stimulated** and often developed new practices through **learning new solutions** to common problems. Some mention that they saw their own activities in a new light, in some cases questioning practices they had taken for granted, and in other cases making them realise that what they saw as ordinary was to others innovative and extraordinary.

Although in most cases exchanges were between workers, in some, where project workers were themselves older people acting as volunteers, the involvement of **older people themselves** in exchange visits was seen to increase their status and **self-esteem**. Some projects are involved in producing common material, and one small network is undertaking their own comparative study of three of the projects, the results of which will be published later in 1994. One of the outcomes for projects of participating in the European wide activities has undoubtedly been to

strengthen the projects themselves in their own internal context. Thus many point to the **increased status and publicity** given to them locally and nationally, and many have received a growing number of visitors from within as well as outside their country. For most, the support from the European Commission has enabled them to produce material, like books and videos.

Many of the projects feel they have only just begun and would therefore like to continue their involvement in the networks. There are indications from our evaluation that several projects are already engaged in various forms of **dissemination** activities, which would deserve further support. For example, some projects have plans to produce a regular magazine; others have plans to hold events in their own country, inviting some of their network colleagues to present their ideas. The network participants have gained experience in working with other European colleagues; they have gained knowledge of what happens in other locations and of how their own activities are perceived elsewhere. In particular one would expect them to have gained greater insight into what is seen as **innovative** in the different Member States, and what each could learn from others. They ought therefore to be able to continue to play an important role as a **resource** which could be used or consulted in relation to future activities, be they new innovative networks or other cross-national exchange activities. How far and in what ways their expertise can be used will depend very much on the reports which are forthcoming from the projects.

2.4. Co-funding of activities in Member States

Six major conferences were organised jointly between the Commission and other Member States (see Appendix 2).

Grants to Member States

A major proportion of the activities of the Commission and the National Coordinators during the Year was related to the measures whereby individual

Member States could obtain **co-funding** for either information activities and exchanges **between** bodies from the **Member States** (up to 60% EC funding), or information and consciousness raising activities purely at **national** level (for which up to 30% funding could be obtained).

The Commission strategy was to respond to applications on the basis of whether the nature of the activity fell within the themes of the Year. There were no national quotas and no formal deadlines for applications. Altogether **522 subventions**, totalling just over five mil. ECU were granted during the year to applicants from Member States. This covers activities organised by local groups as well as national governments, as well as some activities initiated by or involving the Commission. It covers activities which were purely local or national as well as activities involving several or all Member States. We shall discuss these activities in more detail below.

What is worth noting from a Commission perspective is the very **high number of subventions** which were processed within the Year. It is therefore not surprising that some problems were experienced by the applicants. Given the concentration of events within a very short time span, there was a great deal of pressure for applications to be processed very quickly. The **staffing** allocated to consider applications was **modest**, and the normal **Commission procedures** for issuing contracts and making payments are not geared to fast decisionmaking. Many of the projects applying for funds were small enterprises with no capital reserves, and concerns have been reported about delays in obtaining a response, delays which sometimes resulted in missed opportunities.

Despite these problems there is no doubt that in view of the size of the team, the achievements in the Year were enormous. The processing of applications was only part of the work of the team, who also serviced the various committees and took part in the organisation of numerous events across Europe. It seems to us that it would have been worth investing in one or two extra professional staff to help manage this large programme and thus ensure that all inquiries could be dealt with fairly.

2.5. Mechanisms for decisionmaking and consultation

The **Advisory Committee** of government representatives and the **Liaison Group** of NGOs have been important vehicles for the interpretation and implementation of the Council Decisions. Whereas the former has been an effective link between the Commission and individual Member States, the latter has encountered major difficulties in functioning as a group.

The Advisory Committee.

The Advisory Committee has been the very important link between the Commission and Member States. It consisted of two representatives from each Member State plus observers from the EFTA countries, and it was chaired by the Commission. Members were responsible for the implementation of policies in their own Member States, including the establishment of National Coordinating Committees and the identification of projects for the innovative networks. The meetings of this Committee provided an opportunity for representatives to exchange information and discuss elderly policies across Europe, and to provide information relevant to the Commission's activities. During 1993, members became engaged in discussions about **policy objectives**, discussions which resulted in the **Declaration of principles (7)** agreed by the Council at the end of the year.

A regular item on the agenda was the Commission Recommendation (8) regarding a European '**over 60's card**', to be a symbolic manifestation of existing concessions for older people in the areas of transport and culture. It was the subject of a conference in May 1993, organised by two European NGOs. This conference called for a common symbol to be agreed initially just for the area of culture and leisure. Discussion continued in the Advisory Committee, and, although no firm agreement was reached about this, efforts are likely to continue to find a common symbol, as stated by Commissioner Flynn at the Year's closing conference.

Some members had expected to be better informed about Commission activities, and to be more involved in decisions about the allocation of major grants (for example the publicity strategy). However, it has generally been seen as being an effective committee, despite a few minor changes to membership, which are inevitable. Although the formal basis for the Advisory Committee ceased at the end of the Year, there is general support, both among its members and in the Commission, for its continuation. Some members have pointed to ways in which it could become even more effective, for example by giving members more time together to get to know each other and find common policy themes; by setting up smaller sub-groups around common themes; and by clearly identifying the tasks and agendas of the committee well in advance, so that members could involve relevant experts.

The Liaison Group.

The **Liaison Group** was established by a Commission Decision (8) as a consultative group. This group represents older people themselves and includes representatives from international, mainly European, non- governmental Organisations of older people. Members are: EURAG (European Federation for the Welfare of the Elderly), Eurolink Age, FERPA (European Federation of Retired and Older People), FIAPA (International Federation of Older People's Associations), and a more recent addition is EPSO (European Platform of Seniors Organisations). It has provided an official channel of communication between the Commission and older people's representatives. The group has met with Commission officials regularly, and has also met with the Advisory Committee.

Relations between the Commission and each of the NGOs are of course long standing. The NGOs have been heavily involved in organising activities throughout the period, supported financially by and often in close collaboration with the Commission. However, there is a strong feeling among its members that the very existence of this group has been extremely important, first because it marks an official recognition of their status vis a vis the Commission, and secondly, because

it has given the organisations involved a forum for exchange of information and opinions. Thus the main outcome of the work so far is perhaps that the organisations have got to know each other and exchanged views about aims and priorities. However, there is an equally strong feeling that its achievements as a consultative group have been modest, and that a review of its working methods is important if the group is to work effectively in the future. Thus the following areas should be considered. First, it should be recognised that each organisation has its own priorities, although there are considerable overlaps. If it is to play an effective role as a **group**, and not just a series of independent organisations, it is important that certain broad objectives are agreed. Secondly, there is a need to work out with the Commission some agreed working procedures for the group, to include a clear timetabling of meetings as well as clear agendas and information from the Commission distributed well in advance. The chairing of the meetings has changed each time; thus there has been no continuity of leadership. Many members have proposed that a chairperson should be chosen for a minimum of a year at a time. An alternative possibility might be to appoint an independent person as a permanent secretary who would also chair meetings. Thirdly, because the group has included five representatives from each organisation, totalling 25 participants, it could be useful to have a small working party who could prepare the meetings, or to reduce the size of the Liaison Group itself.

2.6. Activities in relation to other parts of the European Union.

The European Parliament and the Economic and Social Committee.

Within the various bodies of the European Union there is of course a great deal of the ongoing work and many new initiatives relevant to older people. Some of these have taken place in parallel with the Commission programme for older people. Others have been instigated or encouraged through this programme. The **European Parliament** has already been mentioned as an important force initiating the programme and the Year, and as a continued strong supporter of the cause of older people, not least through the Parliamentary inter-group on Ageing. They have

organised their own activities, culminating with the European Seniors Parliament in Luxembourg towards the end of the Year. The declaration arising from this event has been incorporated in the report by the Parliamentary Committee on social affairs, employment and the working environment (9). This report, which was endorsed by Parliament on 24 February 1994, calls for a series of measures for older people and will be important in the development of the future European action in the field. So will the Opinion on Older People in Society (10) passed in November by the **Economic and Social Committee**, Section for Social, Family Educational and Cultural Affairs.

Links within the Commission.

Much of the work in other parts of DG V and other Directorates of the European Commission include issues related to older people. Other areas within DG V include: complementary pensions schemes; equal opportunities and elderly women; social security for migrant workers; HELIOS (measures and research for disabled persons); public health and older people. Relevant work in other Directorates include: Farmers' early retirement (DG VI); transport for older people (DG VII); medical research on ageing (DG XII); COST - new technologies - (DG XII); TIDE - rehabilitation technologies -(DG XIII); DRIVE - transport - (DG XIII); and RACE - communications (DG XIII) [Source: Interservice Directory on Older People]. During the three year period of the elderly programme, a Commission **Interservice group** has been convened to inform others of the elderly actions. This group has functioned as a loosely knit forum for exchange of information, and an Interservice Directory on Older People (11) has been produced by the elderly team, which could form a useful starting point for some ongoing monitoring and further collaboration around ageing issues across the Commission.

Work on retirement age.

An area in which the Commission undertook some important work relates to **retirement age**. Thus a report was produced in 1992 on the principles of a

community policy with regard to retirement age (12). This formed the basis of the **Council Resolution on flexible retirement arrangements** (13), which was passed at a Council meeting in June 1993 in Luxembourg during the Danish presidency. This resolution is particularly important in that it focuses on the role of older people on the labour market.

3. Activities in Member States.

3.1. National strategies.

As already stressed, the role of the Commission has been to encourage and facilitate activities in Member States, and to respond to initiatives by giving financial and administrative support. The strategy of the Commission was to spread resources widely and not to target them on specific activities and with no national quotas. Furthermore, the resources allocated by the Commission were only expected to cover a small proportion of all activities, and a considerable 'multiplier effect' was expected. There is no doubt that this was achieved - the response from Member States and within them from the 'grassroots', was overwhelming, with thousands of activities initiated and carrying the logo of the European Year.

All Member States set up **National Coordinating Committees**, as stated in the Council decision about the Year. A person in each country was appointed **National Coordinator** and acted as the important day to day link between national groups and the Commission. The ways in which the work was coordinated at national levels varied greatly, reflecting to a large extent differences in existing structures and concerns in the Member States. In some countries full time national coordinators were appointed and in others the task was done directly by government ministries. Nearly all countries devoted a large amount of resources to the Year, partly to the central coordination, including publicity work, and in some countries also to the direct funding of activities.

One of the ways in which national strategies **varied** was in the **degree** to which

initiatives and coordination was **centralised**. From the point of view of the evaluation this means that the nature of the information from the different countries varies, and it would be unfair to make detailed comparisons of levels of activities on the basis of national programmes and reports. Nearly all central teams (National Coordinators) produced programmes of events during the year - some monthly, some less frequently. Most, but not all, produced a regular newsletter with more detailed information about events and developments. Some National Coordinating Committees produced a framework programme from the outset, with their own priorities on the basis of which they encouraged activities. In the UK for example, there were a number of 'task groups' around different themes, each appointing relevant experts and representatives, each identifying projects which were put forward for support from the Commission. In Ireland for example, funds were allocated nationally to subsidise activities and a leaflet inviting applications was distributed widely. In other countries strategies were more decentralised. In Germany for example, a great deal was devolved to individual states, reflecting the federal structure of this country. In Denmark, initiatives were devolved to Local Authorities, reflecting the decentralised structure of decision making, and the dominant role played by the (public) Local Authorities. In Italy, many initiatives came from the very large unions of pensioners.

The ways in which **applications to the Commission** were processed varied between Member States. Some forwarded all applications, whereas others made up priority lists before sending them on. One country, the Netherlands, gathered a large number of small applications into one large request, which was granted. This clearly saved much administration time, and other Member States could perhaps have been encouraged to follow this strategy.

Many national teams devoted resources towards **publicity**, both the production of press material and in liaising with the media. Some found collaboration with the local GCI staff helpful, whereas others, as already mentioned, produced their own posters and other material.

The national teams have clearly been essential in stimulating activities at the grassroots and in providing the link to the Commission. But it is clear that in all Member States a significant proportion of initiatives and responses came from **local** groups, both public, private and voluntary organisations. Local coordinators - many regions or local authorities nominated their own European coordinators - have been important in encouraging and organising activities, and in bringing together different organisations and projects. Activities have varied considerably between localities in each country, and much has depended on whether or not local coordinators existed. Yet it is also clear that many small projects and events took place, of which we have no systematic information.

3.2. The extent of activity in Member States.

Table 1 shows the number and total value of subventions from the Commission to each Member State. In terms of numbers of activities, this represents the tip of the iceberg. How much is 'beneath the water' probably varies between countries. No country knows exactly how many activities took place. However, from activities **known** to have taken place, it is clear that the multiplier effect has been enormous. The number of known events reported from the different countries ranges from 3,000 to less than 100, most countries reporting several hundred. It could be misleading to compare exact figures, as they are estimates and depend very much on the ways in which information has been gathered in each country. The **total** number of **known** activities (using the logo of the Year) across Europe is **more than 5,000**. As the number of activities co-funded by the Commission was just over 500, this represents an enormous extra activity on top of what was directly supported by the Commission. In other words, the **multiplier** is **at least 10**, and probably more. It is of course difficult to say precisely how much would have happened if it had not been the European Year. Many of them would have taken place irrespective of the Year, but the use of the logo gave them some added status, just as it helped to publicise the European dimension. We shall return to this below.

Activities in most Member States were so plentiful that the main reservation expressed by some organisers is that there was too much going on. Many people were busy attending events, and some conferences and seminars had to be cancelled or postponed because of lack of subscribers. This was probably an inevitable consequence of the '1000 flowers' strategy; there were patches where the response was just so overwhelming that not all the flowers had room enough to grow.

3.3. The nature of activities in Member States.

The activities shown in table 2 supported by the Commission, gives a broad indication of the kind of activities which took place during the year.

Table 2
Nature of activities co-funded by the Commission

Conferences and seminars	197
Celebration events*	158
Research and publications**	92
Exchange visits/exch. of information	40
Information campaigns	35
Total number of events	522
* This is a wide category, which could include conferences and information campaigns	
** Includes videos Source: Commission records	

By far the largest category was **conferences** and seminars. Secondly, many activities can be categorised under the heading of 'celebration events'. This includes a range of initiatives such as exhibitions, film festivals, theatre performances, concerts, sports events, and competitions. This category is probably the largest if one includes all activities and not just those financed by the Commission. Much activity was devoted to the **production and dissemination of**

information, whether in the form of written material or videos, including radio and television programmes (we include there research, publications and information campaigns). Finally a number of exchanges and visits took place between individuals or organisations from different countries.

The following examples, presented in random order, aim to illustrate the possible range of activities. They do not cover the whole range of possible events, and they are **not** meant to be **representative** of the countries from which they have been selected, but purely illustrative.

Example 1. Stamps for older people

- Adaptation of an existing organisation to the cause of older people-

The organisation 'Fonds Zomerpostzegels' ('Summer stamps') in the Netherlands was established in 1935 and has each year issued special stamps for social and cultural purposes. In 1992 the statutes were adapted and older people were chosen as the target group. The Fonds aims to contribute to the improvement of living conditions of older people (over 50). After the change in the statutes the Fonds, a charitable organisation, works exclusively for older people. From now on Summer Stamps are always Older People Stamps. The specific themes each year will be chosen in the light of social developments and the needs of older people.

The Fonds has special stamps designed which cost 50% more than their face value. The total revenue is more than 3 mil Guilders per year and is spent on projects for older people. Requests for contributions for projects are only accepted from organisations in the Netherlands, not from private people. The stamps are mainly sold by volunteers (about 6,000 people), who give at least a week of their time each year to sell the stamps at special stands.

Example 2. Radio series on older people in the twelve Member States.

- The European dimension brought into a national context during 1993 -

This is an example of a radio programme for seniors in Belgium (called 'Not from yesterday'), which during 1993 was devoted to information about ageing in the European countries. The series was done in collaboration with the Commission. Each month was devoted to one of the European countries, and a wide range of different aspects of life in this country were dealt with, ranging from daily life, pension age and benefits, social life, family care and special innovations related to intergenerational solidarity (some of the latter were examples from the networks of innovative experiences). Each month was closed with a quiz about the 'country of the month', and the prize would be either a trip to this country or a book about it. This quiz was very popular and generated a lot of responses.

Example 3. Nursing and older people in Europe

-A Europe wide collaboration between nurses, with the prospect of a longer term outcome -

In November 1993 a conference was held in Greece entitled 'Nursing, Older People and Solidarity between Generations'. It was organised jointly by The Advisory Committee on Training in Nursing in the EC, The Hellenic National Graduate Nurses Association and the Greek Ministry of Health, Welfare and Social Security, and supported by DG V. The aim was to consider the role of the nurse in the care of elderly people and to make recommendations on core curriculum content for nurse education and to explore ways of establishing a network across Europe for nurses working in this area. The conference was attended by nurses and nurse educators from across Europe, and work is continuing after the event with a view to reaching an agreement about the nursing curriculum in relation to older people.

Example 4. Local arts festival in a European context.

- linking other local projects inside and beyond the European Union, bringing old and young together -

A festival in Kerry, Ireland, called 'Traces Face Us', aimed to explore aspects of the historical and contemporary inter-relationships between Ireland, Germany, Poland and Sweden. This seven day festival included exhibitions, concerts, readings and theatre performances. It was a multi-media outreach programme between the National Folk Theatre and local schools. More than 400 schoolchildren from 30 schools were involved in recording life stories from older people in the community. Polish, Swedish and German representatives took part in the activities through exhibitions and performances. They plan to put on exhibitions of from the Kerry festival back in their own countries in 1994.

Example 5. A national competition under the theme 'Growing up is Ageing - Ageing is Growing up'

- A nationwide competition, involving children and young people in a variety of creative activities -

This competition was launched in France in September 1993 and will finish in June 1994. It is organised in collaboration between the National Gerontology Foundation [La Fondation Nationale de gerontologie] and the National association of councils for Children and Young People [l'association Nationale des Conseils d'Enfants et de Jeunes]. The aim is to get young people to reflect on different aspects of ageing and the richness of this time of life. 37 children's council are taking part, covering all regions France. A survey of the children's attitudes to ageing was conducted at the beginning, and any changes will be monitored during the period. The children will do various activities including surveys and interviews with older people, poetry and intergenerational games. A number of prizes will be given at an event in June 1994.

Example 6. Research into the needs of older people settling in another country.

- A project conceived during the Year, to be carried out in 1994 -

A research project on older non-Spanish people settled in Spain will be carried out in 1994. The European Year has provided the impetus for this work, and Paneuropean contacts and collaboration will be essential. The project includes the following: updating of national and international legislation regarding non-spanish older people living in Spain; contacts with the professions responsible; study of the situation and needs of non-Spanish older people; exploration of the possibility of making bilateral or multilateral agreements with their countries of origin, in order to promote their integration. Three local governments are expected to be involved, as having areas with particularly high proportions of older immigrants, i.e. L'Alfas del Pi (Alicante); Marratxi (Balears) and Mijas (Malaga).

Example 7. Reminiscence work across Europe

- programme of activities involving both professionals and older people themselves in visits and exchanges in Europe -

An independent charity in the UK, 'Age Exchange Theatre Trust and Reminiscence Centre', carried out a series of activities during the Year, in part supported by the Commission. This organisation aims to improve the quality of life of older people through involving them in educational and artistic activities connected with reminiscence. In 1993 older people travelled to other countries performing their show, and meeting other older people. For many older people these were their first trips abroad; in Germany their show about the war was particularly well received by the older Germans, who found the opportunity to talk about this with their British contemporaries a powerful and positive experience. Other events included a major conference involving researchers and practitioners, various training events and the preparation of a handbook. The number of European visitors to the Centre has greatly increased, there are plans to produce a European centre for training and development in reminiscence.

Example 8. Excavation project for old and young in the border area between two countries.

- archaeological excavation which broadened to become a multifaceted series of meetings and activities -

This project, 'Old and Young without frontier', involved 2,500 people took place in Gersheim, a German village near the French border. It was funded by the Landkreis Saarland, the German Federation and the European Commission. Two thousand five hundred people participated in a festival, which centred on the history of the region through archaeological workshops, sports, games music, and narration workshops. It was placed in and around a big school, and the school has decided to continue these narration workshops with older people after 1993. Similarly, cross-border visits and exchanges between care homes for older people have resulted in a new partnership between two homes. The project obtained a great deal of publicity in the regional press and TV; radio Saarland followed the project from beginning to end.

Example 9. Conference on the role of institutions and families in caring for older people.

- awareness raising of care issues through a series of public events on nine islands -

A number of events were organised as collaboration between the nine islands of the Azores. Regional and local authorities as well as the European Commission supported this project. Older people themselves took part in the organisation of events, which included a major conference; ethnographic procession; exhibitions; theatre performances involving local school children; and open air public gatherings. The main theme of the conference, which was attended by many from other European countries, was the role of older people in the family. Among the 260 participants in the conference were local politicians, NGOs, volunteers, academics and older people. The events attracted a great deal of publicity at regional, but also national level. The whole project is considered an immense success: attitudes have been changing, the training of those working with older people has changed, and older people's self esteem has improved.

Example 10. A week for all generations

-Collaboration between a local authority and elders organisations-

A week's programme of celebration events was put together in a local authority Birkerod in Denmark, illustrative of what went on in many localities across Europe. It brought together many different groups and organisations - schools, nursing homes, older people's organisations and others. Each day had a specific programme, consisting of crafts workshops where different things were being crafted on each day (jewel making; doll making; cooking; spinning and weaving). Each day had lecturers and panel discussions covering topics like: elderly policies in the European Community; the role of the family and the public sector; contact between the generations. There were exhibitions; theatre performance involving young and older people; folk dancing. The local public library had exhibitions and offered special information sessions for older people, and the local cinema showed 'Fried Green Tomatoes at the Whistlestop Cafe' (An American film which was not just used in Denmark during the Year).

Example 11. Repeat of a European football match from 1955.

-An event involving old and young from two countries -

In September a football match was organised in Esch, Luxembourg, between Real Madrid and Jeunesse Esch. The idea for this project came from a youth commission of the sport association jeunesse Esch, which also organised the activities. The group is composed of member of different ages. Financial support was obtained from various private sponsors and from the European Commission. It was a revival of the European Cup match which was played between these two teams in 1955, played by the same players as then. (Real Madrid won 7:0). The event included many other sports activities apart from the football match, like judo, jazz dance. Despite heavy rain the event was attended by 1500 people, and the event received wide publicity. Almost every newspaper wrote about it, there were radio broadcasts about it and TV transmitted a round table discussion about it.

Example 12. A dance festival 'dance with the grandparents'.

- Information campaign through a dance festival -

In Lecce in Southern Italy a dance festival was organised for older people by a committee called 'la festa dei nonni' ('the festival of grandparents'). One third of the members of the committee were older people,; the project did not receive any financial support. Its aims were to publicise the objectives of the European Year and to promote a campaign for a telephone information service for older people. It is estimated that between a thousand and fifteen hundred older people participated in the project. Some of the participants were from other Member States. The project obtained publicity in the regional television and newspapers. The project was considered successful in having focused attention on older people, and in having started something which will continue in the forthcoming years.

The examples illustrate the **wide range** of activities which took place during the Year. Many **different types of organisations** were involved: voluntary and statutory; local, regional, national and European. Sometimes one particular organisation organised its own activities, but often different organisations and professionals worked together around particular events, indeed many who did not previously know about each others' existence found each other during the course of the Year. This happened particularly at local levels, where often all those involved with older people - including the local university, local social services, health services and voluntary organisations - produced a whole programme of activities in the area, including for example exhibitions, schools projects, competitions, seminars and the production of publications. In such cases activity could stretch over the whole Year, sometimes prepared in 1992. Other more focused activities at a national level also lasted over a longer period, such as for example the radio series mentioned in example 2 above, or various competitions. Many competitions aimed at producing representations of old age in words, paintings or photos, and resulted in many different products like books, videos, Christmas cards and calendars.

The largest proportion of all the thousands of known activities however, were 'one-off' events, whether they lasted for one or more days. In many localities there were an 'older people's week' or 'older people's day', with a range of different activities. The 'one-off' events often aimed to involve the public as far as possible. Some were modest and reached a few hundred people. Others were much larger in scope and reached thousands of people. One particular event, a 'gathering' in Denmark for example, attracted 10,000 people to one spot - a lot of people by any standard, and certainly in a country with just over five mil. inhabitants.

The slogan of the Year '**older yes, less to offer, no**' portrays well the themes underlying the majority of activities and events. The message projected throughout was that older people are able to take an active part in social life, that they have much to contribute, and that old age can be enjoyable and is to be celebrated. Hence the large number of 'celebration events'. There was however also another strand of activities, more manifest in conferences, seminars and publications than in celebration events, which relates to the problems experienced by older people like social exclusion (lack of employment and adequate income) and health and social care needs, for example the European conference on Nursing (example 3 above), or the publication on Age discrimination in employment across Europe (see Appendix 3).

3.4. Discussion of activities in relation to the objectives of the Year.

Taken as a whole, the objectives for the Year have been broadly achieved. The question is how far and in what areas they have been achieved.

The European dimension

One of objectives was to highlight the social dimension of the Community (as it was then called), in other words, to bring in as widely as possible the **European dimension**. This has been done very successfully in several ways. A large number of activities have involved more than one Member State. There have been major

European conferences organised by Member States and attended by professionals, scientists and representatives of older people. There have been many more smaller conferences involving all selected country representatives. There have been exchanges and visits between countries, both between workers and between older people themselves. The networks of innovative experiences have constituted a major part of these activities. In addition to this, a range of publications have been produced which cover issues across Europe, both directly by the Commission through the Observatory, but also by teams in Member States. However, many more activities were organised within countries as purely national or, more often, purely local events. In these cases the European dimension was also highlighted, through the use of the European logo on publicity material. As reported by a government representative in one country: 'Throughout the year, whenever we opened a new home for older people, we flew the European flag'.

Reflection and discussion

Another objective was to promote **reflection and discussion** on the types of change required to deal with the ageing of populations. Certainly, the Year has very much been one of reflection and discussion, in particular among organisations working with or on behalf of older people. The number of conferences, publications and etc are in themselves evidence of this. But perhaps even more importantly, one of the most positive aspects of the Year for organisations has been the **networking**, that is the discovery of partners and the establishment of new contacts, both locally, nationally and across Europe. The coming together of a myriad of large and small organisations and of individuals - all working within the same broad framework, is the most concrete achievement, which, as we shall discuss below, could have a lasting effect. It has strengthened individual organisations and given them more confidence.

Involvement of older people

It has also to a certain extent given more confidence to **older people themselves**.

One of the objectives related to their direct involvement in the process of Community integration. There are many examples from the different countries, of visits and exchanges by older people, and it seemed to be particularly among voluntary organisations that these took place. Many national and local events were aimed at older people, and, as some of our examples illustrate, older people sometimes took part in the organisation of events.

As a whole it is debatable whether they could have been more involved than was the case. People's views about this point vary. To some extent this reflects real differences regarding the involvement of older people. In the UK for example, it appears that in Scotland there was more success in involving older people than elsewhere in the UK. This is in part explained by the extensive networks of older people which already existed and which were already in contact with the Scottish Age Concern organisation. But the different assessment of this question can also be due to different expectations and to the level of knowledge about what has actually been going on. Thus many activities, especially of course all the small scale very local activities of older people, have gone unnoticed and are not reported, at least at this stage. It is certain that during the Year older people themselves have begun to become more actively involved, and in so far as this has happened it has left them more confident that they can do things for themselves. It has also in many cases given them a strong sense of shared interest with others across national boundaries, and as such it has involved them more in the process of European integration.

Solidarity between generations

How far and in what ways has the principle of **solidarity between generations** been promoted? It is interesting to note that the notion of intergenerational solidarity was added on at a later stage as a theme for the Year, which was originally conceived of as a year 'of older people'. It was not altogether popular at the beginning, partly because the title of the Year became 'a bit of a mouthful', partly because the concept of 'solidarity' in some languages conjures up notions which

in some quarters are politically unattractive. However, it has in fact been adopted widely as a crucial aspect of the Year and promoted heavily in most activities. Thus it served to promote the involvement of people of other ages and to remind the public that the Year was not just a matter for older people. In concrete terms, its clearest manifestation was through the involvement of the youngest generation - the **children**. Numerous events have included young and old, among them projects with schools stand out as increasingly popular. Children have been learning to appreciate the contributions of older people in various ways, through local history and reminiscence projects, and they have been engaged in activities alongside older people, like sports events, theatre performances etc. A book ('The Best Thing about having a Grandparent') consisting entirely of children's writings about their grandparents, was published in Denmark by one of the projects of the innovative networks as part of the European Year. It was given a great deal of publicity, mentioned in the Prime Minister's New Year speech, and has inspired other projects in the European network to produce something similar. The ways in which children relate and appreciate older people are important to emphasise. They have many affinities with each other, and children do not perceive the oldest generation as a burden. In many ways they are both excluded from the world of those 'in the middle', the 'busy adults' who are the workers, the breadwinners and those who make the important decisions. Children and old people are valuable to each other, and the Year has highlighted this.

When it comes to those '**in the middle**', existing feelings of solidarity are weaker, and it is therefore more difficult to find manifestations of this during the Year. This is not to say that there were no activities involving all age groups, but they have been less prominent. The second European Network of Innovative Projects have examples of this, like the Gilde projects in the Netherlands and Belgium, where retired people are encouraged to pass on their skills to all age groups. Organisations in other countries have taken inspiration from these and are planning to set up similar schemes. Indeed it is increasingly realised that retired people possess a range of skills which could still be useful to society. There are debates and efforts in all countries to encourage their use, and also to engage retired

people in contributing in areas where there is a lack of personnel, like the care of the very frail older people. Attitudes to voluntary work vary between groups as well as countries, but many older people welcome opportunities to make voluntary contributions, and the possibilities and opportunities for doing this have undoubtedly widened during the Year. Also, the Year has contributed to making their existing contributions more visible and appreciated.

However, there is a widespread feeling that as far as the position of older people on the **labour market** is concerned, there is still a great deal of work to be done. It is in this field that the notion of intergenerational solidarity presents the greatest challenge. The trend towards ever earlier retirement is well known, and one of the publications from the Year provided documentation of age discrimination in employment. Underlying these trends are vastly complex economic and political issues, which are beginning to be debated in many contexts. It seems fair to say that at national levels the involvement of employers' organisations and employment ministries has been modest. Few have been actively involved in the work of the National Coordinating Committees, or in events generally. The Dutch event 'Parliament for the generations' included young and old as well as representatives from workers and employers, an indication, if nothing else, that their involvement is seen as important. At European level several conferences have been devoted to employment issues. An important symposium supported by the Commission entitled 'Investing in older people at work' was held in the UK in October 1993. One hundred delegates from 15 countries attended, and a number of important resolutions were passed in relation to areas such as equal opportunities, recruitment, training, health and career development of older workers. We shall return to these below.

Awareness raising in society

One of the challenges of the Year was to reach as many parts of society as possible in order to 'heighten society's awareness' of the situation of older people. As regards the active engagement by non-elders organisations, many have

expressed the feeling that achievements have been modest. Again much depends on what could realistically be expected. It is certainly the case that many different professions addressed elderly issues to mark the Year. This happened in education - for example in connection with the promotion of adult learning, where particular attention was paid to older people. It happened in architecture - for example in the form of exhibitions about housing for older people. It happened through the involvement of sports and leisure organisations. It happened among nurses, and it happened more widely through the commitment of many local authorities to activities for older people during the Year. We lack sufficient evidence from Member States to assess this fully, but it does appear to be the case that older people's organisations dominated the Year, as would be expected, and that to a large extent the involvement of others took the form of 'one-off' events, which were not always organised in collaboration with older people or their organisations. This highlights a very real dilemma for all of us concerned with older people's issues: there is often a concern that by getting too involved with non-elderly organisations, the interests of older people might be losing out. Yet the very existence of organisations specifically for older people could itself run the risk of promoting ageism.

Publicity

An important aspect of the Year was awareness raising through the **publicity and information** campaign. The analysis from GCI indicates that the extent of publicity in the different countries amounted to the equivalent of considerable sums of money. Thus the value of media coverage immediately following the launch of the Year was calculated to be the equivalent of spending two mil. ECU on advertising. On this basis it could be argued that investing resources in getting publicity for events and activities rather than using them on direct advertising was a cost-effective strategy. This is probably a reasonable conclusion, in view of the enormous cost of advertising in national newspapers. However, it must be said that only a comparative analysis with previous years' coverage would give an indication of how much coverage would have been given to older people, had it not

been the European Year. Also, the figures do not indicate anything about the nature of publicity given. It would have been interesting to conduct an analysis of the contents of the publicity to see what themes and attitudes were publicised.

The distribution by country is shown in Table 3.

Table 3
The value of media coverage immediately
after the Launch of the Year

	<u>ECU</u>
Netherlands	1,197,128
Belgium	214,300
France	192,598
Germany	180,413
UK	139,292
Ireland	127,073
Spain	114,638
Italy	93,811
Denmark	65,626
Greece	34,950
Luxembourg	12,000
Portugal	4,544
Total	2,376,313

Source: GCI, London

Even if one allowed for differences due to variation in population size and prices of advertising, the Netherlands stands out as having had a particularly high level of publicity. Reports from this country about the number and range of activities as well as publicity throughout the Year do suggest that the level of activity was extremely high here.

Accounts from many of our national sources suggest that, although there was a

good deal of publicity given to older people's issues in the national media, the most successful aspects of the publicity work happened at **regional or local** levels. Figures from the UK central team, for example, indicate that the Year was mentioned in the national press about 100 or so times during the year, whereas it was mentioned more than 3,000 times in the regional press. It was mentioned 15 times on national TV, and 33 times on regional TV. These do not necessarily reflect the pattern in other countries, and there have been variations depending among other things on whether particular journalists from the national press have taken an interest in the topic.

It seems to us the level of attention given to the Year by the national media was no less than could be expected. Events celebrating the contribution of older people or promoting positive images of ageing are of limited interest to national newspapers. They do not constitute 'news', nor do they present a 'cause' deemed to be of sufficient interest to the general public. It is easier to publicise 'bad news'. For example, the publication on age discrimination in employment received quite wide national publicity in the UK. Similarly, news that older people are discriminated against in health care tends to reach national headlines more easily than news about a 75year old person running in a marathon race. The Year was aimed at changing this and promote positive images, but such a change can only be expected to happen gradually.

As far as the outcome of the publicity efforts are concerned, there is little hard evidence as yet to indicate how far it has heightened the awareness of the population in general. The only evidence is from the Netherlands, where a 'before and after' panel survey indicated that a significant proportion of the sample surveyed had knowledge of the Year and its aims by the end of 1993. Informal reports from other Member States suggest that it may be questionable whether similar changes would be found to the same degree in all Member States.

3.5. What makes for a successful Year?

Many Member States are still in the middle of reviewing and evaluating the Year, and much more can be said of this later in 1994. A preliminary report exists from the Netherlands, which suggests that this country has had a particularly active and successful Year. It seems to us, judging from the general responses that many other Member States may have been equally successful, but the information collected about events in the Netherlands is particularly extensive. Their first report therefore gives some useful clues to what in general makes for success. The **indicators of success** in the Netherlands are: the large number of activities - more than 3000 counted; the wide range of participating organisations at national, regional and local levels; the involvement of the social partners in debates about employment conditions; the involvement in a number of ways of women's groups; of young people and of migrants. The participation by professional groups, voluntary agencies and scientific institutes. All this has resulted in older people becoming more visible and in creating new debates about ageing issues. Among the **factors contributing** to the success the report points first of all, to the strong tradition in the Netherlands in the field of elderly policies and elderly organisations; the strong commitment by the Ministry for Welfare, Health and Cultural Affairs; the interest of political parties in older people's affairs; the fact that the Year coincided with various events and policy developments in the field; the already existing advisory structure for older people and existing organisations in the field; a strong central coordinating structure.

Timeliness, existing structures and leadership

The main points which stand out from this point to **three major ingredients of success**: first, the **timeliness** of the Year. The Commission programme came at the right time, addressing issues which are on the agenda in all Member States. Secondly, the presence of already **existing structures** in the area. Clearly, the ways in which the programme was implemented in the different Member States

depended on the nature of existing organisations and structures, and also on the already existing levels of activity in this area. The third ingredient was **leadership**. The importance of the organisational work done by the National Coordinating Committees clearly shaped the direction of the Year, but also at sub-national levels it is clear that the existence of structures and leadership helped to promote activity.

PART IV: OUTCOMES OF THE YEAR AND LESSONS LEARNT

Limitations of the evaluation study

This report does not tell the whole story. It has been written immediately after the end of 1993, and before many of the national teams have completed their own evaluation, and it is done very much from a 'top down' perspective. Many - though not all - Member States are currently conducting extensive reviews of the Year's activities. The national reviews are likely to point to more concrete outcomes and lessons for the future. This includes the national reviews from the **EFTA countries**, where a great deal of activity was organised during the Year.

However, the evidence we have gained does provide a sufficient basis to draw out some general conclusions about the outcomes of the Year and some of the lessons learnt.

The enthusiastic response to the Commission initiative which happened in Member States through national strategies and local initiatives is in itself an important achievement. But even more importantly, there is a widespread feeling that the Year continues - 'The year cannot be wrapped up and disposed of', as one person put it, expresses well the views held by many who have been involved at national as well as local levels.

So what are the outcomes of the three year programme, and what, at the end of 1993 remains to build on?

1. Summary of the outcomes.

1.1. In Member States

Older people

Older people themselves, although only a small proportion of them, have travelled to other European countries, many of them for the first time. They have widened their outlook and established bonds across the national boundaries. They as well as the many others who have been involved locally, have increased their confidence and feel more ready to participate and take initiatives. There is work to be done in encouraging more older people to become involved in this way.

Networking

Organisations working for or with older people have greatly enhanced their status and visibility. They have created new links with each other, and a large number of new formal and informal **networks** now exists, whose collaborative work is ongoing, and who are hoping for some support to continue these. These organisations have taken many **initiatives** in areas such as housing, leisure, education, volunteering, older people's councils, and fund raising, initiatives the effects of which will remain after 1993. There are many reports for example of successful events, such as an 'older people's day' or 'older people's week', which are being adopted as annually recurring events. However, it has to be said that one of, probably inevitable, the limitations of 'the Year' has been its emphasis on '**one off events**' rather than initiatives of long term duration.

The European Networks of Innovative Projects continue to exist, a new network has only just started, and although the precise benefits have yet to be assessed, they have already shown that direct initiatives through the Commission can help to generate fruitful new links.

Information material

A vast amount of **material** has been produced, including publications, information material and videos, all of which will be of future value. There is work to be done to ensure that this is disseminated as widely as possible. There is also work to be done on systematically analysing the output from research and to identify gaps for further work.

Policy measures

When it comes to the question of the **wider societal impact** of the Year in terms of attitude changes and **concrete policy measures** for older people, the picture is mixed. Whilst the programme has strengthened those who lobby on behalf of older people, it would be unrealistic to expect this to result in any immediate legislative changes. However, in some areas events have accelerated as a result of the Year, and in others new initiatives have come out of the Year. Thus in Denmark, the number of older people's councils in local authorities has doubled. In Spain, a National Council for older people has been established as a permanent body to represent older people in social policy making. Similarly, in Belgium an Advisory Committee for older people is now a permanent forum for discussion of elderly policies, and a number of measures have been taken by various ministries, such as a road safety campaign, a telephone service and information on consumer rights for older people. In Portugal a national guide for older people has been produced.

In general it has to be said that the impact has been primarily in relation to small scale or local initiatives. This is a reflection of the fact that the interests of older people are represented by a variety of different organisations, in a rather fragmented way. A positive outcome of the Year however, has been to add some more cohesion to this fragmented field. But policies for older people cannot be separated from general policies. Any area, be it social security, care, housing, education or employment, concerns all members of society, and the interests of older people must be seen in that context. Indeed, 'older people' themselves are

an extremely diverse group with different abilities, needs and interests. Ageist attitudes ignore this diversity, and one of the aims of the Year has been to combat such ageism and spread the message that age does not necessarily matter. In terms of policies therefore, one should not only look out for 'elderly policies', but on policy measures more generally, and their implications for particular age groups. The challenge for the future, it would seem to us, is to ensure that ageing issues are part of the wider societal agendas of social and economic policies. This applies as much to individual member states as to the level of the European Union.

1.2. At European level

A number of important developments have occurred in respect of European collaboration around elderly policies, which has cleared the ground for further collaboration and left a great deal to build on.

Interservice group

Within the Commission itself, the **Interservice** group on ageing provided a useful forum for cross-departmental fertilisation, which could develop into a more focused task group. The Handbook on social security rights for pensioners (14) was produced by another part of DV V as a contribution to the Year, and other Directorates General have been addressing age related aspects, for example in health services research and in science and technical research. It seems to us that there is scope for more systematic efforts towards introducing the ageing dimension in many of the different working areas of the Commission, not least areas like employment and education.

New structures

More direct outcomes of the elderly programme include a range of **publications**, which, as already mentioned, remain extremely useful and important to many different groups in the Member States. Many of these were produced by the

Observatory, one of the **structures** which have worked effectively and successfully, and which could be continued in the future. The **Advisory Committee** of Member State representatives has been one of the most crucial structures; it has provided a European forum for discussion of policies for older people. It has helped to clarify and compare policy issues in the different Member States, and it led to the agreement about common policy objectives, adopted by the Council of Ministers (6). The Advisory Committee members, with the backing of their ministers, have expressed their support for the continuation of some form of European collaboration around elderly policies and initiatives, and the experience of the Committee will form a fruitful base for this. The **Liaison Group** of European NGOs has provided the opportunity for these organisations to come together, although its impact on the decisionmaking of the Commission is difficult to identify. The Year has not resulted in any common policy statement from this group; individual organisations such as Eurolink Age and EURAG have each produced their own set of recommendations for future action, outside the framework of the Liaison Group.

The network of **Innovative projects** represent a set of structures directly involving the Commission, structures which remain at the end of the Year, and which are likely to continue much of their work well beyond 1993. Their experience will be important for future networks.

Decisions/agreements

In terms of concrete **decisions** or **agreements** at the European level, actual legislation in this area is a matter for individual Member States only. However, the recommendations on **flexible retirement** (11) agreed earlier in the Year by the Council, and the **Declaration of Principles** (6) for elderly policies agreed by the Council to mark the end of the Year, are important. The Declaration covers a wide range of policy areas, including employment, retirement, housing, and care policies. These two Council agreements represent clear acknowledgements by all governments that Member States share the same concerns and objectives regarding policies for older people.

The separate initiatives resulting in documents from both the **European Parliament** and the **Economic and Social Committee** add crucial impetus to the continuation of a European elderly programme. Indeed, the ongoing concern and advocacy by the European Parliament was a crucial force behind the launch of the 1990-93 programme including the Year, and is likely to be so in the future. Parliament has already approved 5.67 mil. ECU for the follow-up of elderly actions for 1994.

The Green Paper on European social policy

Older people have become part of the agenda in relation to the debate about the future of social policy in Europe. Thus the **Green Paper on European social policy options for the future** (15), produced by the **Commission** and currently out for consultation, mentions the need for new thinking regarding the role of older people in social and economic life. It points out the clause in the Social Agreement of the (Maastricht) Treaty on European Union, which provides for a specific **monitoring** of the development of the **demographic situation**, as part of the Commission's annual monitoring of progress in relation to the Treaty's aims. This monitoring could provide an opportunity to raise wider issues for older people. The Green Paper clearly opens up this possibility in asking how this monitoring function could be used 'as a basis for a strong debate on demographic trends and their consequences for social security, employment, etc. and perhaps the development of a regular monitoring process' (15, p.47).

Commission support

So, 1993 has ended with widespread support by all the European bodies for a continued programme for older people, not least from the **Commission** itself, which has already indicated what the **future priority areas** might be. Thus Commissioner Flynn in his speech at the conference which marked the close of the Year listed the following areas: First, **older people who are dependent**; secondly, **active retired people**; thirdly, **older workers**; fourthly, **healthy ageing**.

2. Strengths and weaknesses - lessons to be learnt.

In this final section we will attempt to draw out some of the main lessons learnt from the Year. There are lessons which could be useful for others planning **future 'European Years'**, and there are lessons which could be worth bearing in mind if any **further actions for older people** were contemplated. First, there are lessons related to the **processes** of implementation, i.e. to **how** things were done; and secondly, there are some conclusions related more to the **contents** of the actions themselves, i.e. to **what** happened.

2.1. Processes of implementation

Decision making structures

The important role played by both the Advisory Committee and the National Coordinators has already been stressed. The former could perhaps have been even more effective if there had been more clarity initially about its programme of work; if members had received more information about the implementation of its decisions; and if more advance preparation of meetings had taken place. The role of the National Coordinators was a matter for Member States. Some set up National Committees well in advance of the Year, which was a great advantage. As mentioned above, the Liaison Group of NGOs had difficulties, which was due to lack of agreement or clarity about its aims and working methods. It might have helped if the Commission had taken more of a lead in providing information and in helping to set agendas for the meetings.

Commission input and procedures

The size of the team in the Commission devoted to the implementation of the Council Decisions did not reflect the enormity of the task involved in organising and attending conferences, public relations work, answering inquiries and processing applications for funding. If just a small fraction of the total budget for the Year had

been spent on a few extra staff, matters could have been run more smoothly.

Their work was not helped by the complexity of existing procedures for issuing contracts and making payments. Since so much was concentrated within such a short period of time, it would have been useful if some decentralisation of decisions had been possible. However, since this did not seem to be possible, it would have been helpful if some clearer information had been issued for potential applicants, not only regarding criteria for funding and deadlines for applications, but also regarding the exact procedures of the Commission.

Communication from the Commission

In general, more information could have been produced and distributed by the Commission about its own plans and initiatives, and about progress during the Year. The two issues of 'Communique' gave highlights of events around Europe and was part of the public relations work. For more systematic and direct communication of information from the Commission, a simple newsletter similar to those produced in many national settings would have been useful. The regular Bulletin produced by Eurolink Age with support from the Commission was a useful source of information, which could perhaps have been used more by the Commission as a vehicle for communication, provided it had been distributed more widely.

Monitoring and evaluation

It would have been useful if mechanisms for ongoing monitoring and evaluation had been put in place at the beginning. At little cost it would have been possible to set up some simple information system, which would greatly have facilitated the evaluation which was initiated towards the end of the Year. It might also have been useful in monitoring progress during the course of the Year.

2.2. The contents of the Year

Publicity work

The centralised aspects of the publicity work was not entirely successful. The strategy was worked out at a rather late stage, and this may have left insufficient time for detailed consultation with national representatives. There were difficulties when it came to agreeing visual images for material like posters, as national preferences and concerns varied. A more decentralised approach to some of the work would therefore have been preferable. Some of the material centrally produced (umbrellas, T shirts etc) was welcomed, and an earlier start on this work would have enabled national teams to make use of this from the beginning of the Year.

Short term vs long term initiatives

It was inevitable that the Year produced a large number of activities of short term duration, indeed it is perhaps surprising to find so many reporting plans for more long term collaboration. Lasting links do appear to have been made, although it is possible that in the long term these may weaken unless further support is provided. Some Commission supported initiatives, for example in research, have clearly been longer lasting, as they were started as part of the three year actions, and some, like the Networks of innovative projects, continue beyond 1993. There is much ground to build on, and in so far as resources were to become available there is work to be done on identifying existing initiatives in need of consolidation. On the other hand, the Year has shown that the injection of resources into 'one-off' events can sometimes bring about more lasting results.

'A thousand flowers' strategy

The distribution of resources very broadly over a large number of activities yielded

an enormous response from the many existing organisations for older people. The strategy gave opportunities for those who wanted to take action, and as far as Commission funding was concerned, it gave opportunities to those most enterprising and able to submit applications. It was clearly a successful strategy, which also brought about a considerable amount of publicity. The drawback of this open approach was that at times the spread of activities was uneven, and some topics were given less attention than others. Any possible follow-up from the Year could benefit from a more thorough analysis of existing potential and perhaps a clearer strategy, depending on the specific aims for any future actions.

In the field of research for example, a variety of topics were covered resulting in a large number of publications. Because the funding of research was not based on any specific set of priorities, it is possible that some areas have been weighted heavily at the cost of others. It might have been worthwhile, as part of the whole three year programme to have had a panel of experts to advise on research strategy and on the quality of research proposals. The research and information work with which the Commission was directly involved, including the work of the Observatory, is generally held to have been extremely successful. It was the result of a clear strategy for priority areas to be studied.

Older people: what are the issues and whose concern are they?

Very broadly speaking, there are two contrasting concerns regarding older people. One is to do with presenting older people as active and resourceful; the other is a concern with the specific needs of those who may become or are already frail and dependent. The Year has seen a concern with both these aspects, but especially the former, through celebration events targeted at active retired people. One of the limitations has been the relatively modest involvement by non-elderly organisations, not least from the labour market. Issues arising from the ageing of our societies ought not be purely the concern of older people's organisations, but getting ageing dimensions on the agendas in areas like employment, education, transport, environment etc. demands ongoing, long term efforts. Any more long term actions

for older people could develop strategies for this to happen.

The Year has celebrated the contributions of older people and the enjoyable aspects of retirement and old age. It has also paid some attention to the needs of frail older people, like housing and care arrangements, including the contributions of the family. Because of the emphasis on active ageing, those least able to be active, like those suffering from extreme ill health including dementia, have perhaps been kept on the fringes of the Year's activities. In a more long term programme, the health care needs and ageism in health service provision might have been more part of the agenda.

Many activities through the Year were 'one-off' and may eventually be forgotten. But others did result in more long term links being created and in ideas for collaboration both within and between countries. Expectations may have been created among many organisations regarding the continuation of support for activities both from national and European sources. Whatever is decided about this, there is no doubt that for the foreseeable future there is plenty of work to be done in relation to the role of older people in our societies. The European actions and the Year have shown that Member States share many concerns. Links across the national boundaries involving older people and their organisations have been greatly strengthened, and they are likely to continue to develop. If one accepts that older people's issues should be part of the agenda in a wide range of debates and activities in society, then the current International Year of the Family could perhaps offer a concrete opportunity for some involvement of older people and their organisations in a wider context.

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3. A Walker, A-M Guillemard and J Alber, **Social and economic policies and older people**, First Report of the European Observatory, CEC, 1991
4. **Age and Attitudes. Main Results from a Eurobarometer Survey**, 1993, CEC, DG V
5. Commission Decision of 17 October 1991 on the Liaison Group on the Elderly. 91/544/EEC
6. **European Networks of Innovative Projects concerning Older People**, CEC, Brussels, 1993
7. Declaration of principles of the Council of the European Union and the ministers for social affairs, meeting with the Council to mark the end of the European Year of the Elderly and of Solidarity between Generations, Brussels, December 1993
8. Commission recommendation of 10 May 1989 concerning a European over-sixties' card. 89/350/EEC
9. European Parliament, Committee on social affairs, employment and the working environment, **Report on measures for the elderly**, 27 Jan. 1994. DOC-FR\RR\244\244907.fd (PE206.890/bef./A)
10. Economic and Social Committee, **Opinion on Older People in Society**, 25 Nov. 1993, Brussels, CES 1171/93 F/P/OU/ym
11. **Interservice Directory on Older People**, Unpublished Commission document
12. Report from the Commission of 18 December 1992 on the application in the Member States of Council Recommendation 82/857/EEC of 10 December 1982 on the principles of a Community policy with regard to retirement age (excerpts), SEC(92)2288 final
13. Council resolution on flexible retirement arrangements of 30 June 1993
14. **Guide: Pensioners' Rights in Social Security in the EC**, European Commission 1993, INFCO EUROPE

15. **Commission of the European Communities, Green Paper - European Social Policy - Options for the Union, 17 November 1993, COM(93) 551**

Evaluation methodology

Information has been gathered about activities and outcome at **European level** as well as **national levels**.

Sources of information include:

* **Documentary material** - from Commission; national coordinators and other projects; and from GCI

* **observation/participation in key meetings** at European level: Advisory Committee; Liaison Group; Network Projects. An evaluation event in the UK in January 1994 was attended, as were other national activities.

* **Interviews** - or in some cases correspondence with - representatives on the Advisory Committee; Liaison Group; ECOSOC; EP; Commission Interservice Group; Observatory; National Coordinators; GCI London; some local project leaders and representatives. Thirty five people were interviewed, including four who gave extensive answers in writing. In addition to this, informal discussions were held with a variety of people involved in activities in Member States.

* **Questionnaires** to Network project leaders (19 responses received out of 36); and a general letter inviting comments from members of EURAG, Eurolink Age and EPSO (25 responses received).

* **Media analysis** undertaken by GCI was used for information about publicity given to the Year in different countries.

Appendix 2

Conferences organised in collaboration with the European Commission

1991

Discussion of EC actions: Brussels, 18-19 Sept. 1991

Netherlands: Older people and housing, Dec. 1991

1992

Portugal: Older people and the family, Madeira, 23-25 April, 1992

UK: Social integration of the older person, St Andrews, 30 Sept-2 Oct. 1992

UK: Ageing Well, London, 30 Nov.-1 Dec. 1992

1993

Brussels: Launch of the European Year, 20-21 Jan. 1993

Ireland: The elderly: a challenge to the general hospital, Dublin, 25-26 March 1993

Denmark: Danish senior policy seen in a European perspective - Quality of life in focus, Copenhagen, 25-27 May 1993

Germany: Social protection in dependency, Königswinter, 15-16 June 1993

Germany: Active life in old age, Heidelberg, 27-29 September 1993

France: Older people and solidarity between generations, Paris, 20-22 October 1993

France: Ageing and employment, Paris, 22-23 November 1993

Brussels: Closing conference for the European Year, 6-8 Dec. 1993

Appendix 3

Publications from the Commission:

Age and Attitudes. Main Results from a Eurobarometer Survey, 1993, CEC, DG V

DaneAge, Travel and Culture - Access to Concessions by Older People in Europe, 1993, DaneAge (initiated in 1992)

European Networks of Innovative Projects concerning Older People, 1993, CEC

Eurostat, RAPID REPORTS 1, Older People in the European Community. Population and employment, 1993

Report from the Commission on the application in the Member States of the Council Recommendation 82/857/EEC of 10 December 1982 on the principles of a Community policy with regard to retirement age. 1992

Social Europe, 1993: European Year of Older People and Solidarity between Generations, 1993, CEC

A Walker, A-M Guillemard and J Alber, Social and economic policies and older people, 1991, First Report of the European Observatory, CEC

A Walker, A-M Guillemard and J Alber, Older people in Europe: Social and economic policies, 1993 Report of the European Observatory, CEC

Appendix 4

Other published material

Publications produced in connection with the Year, mostly with financial support from the Commission.

This is not a complete list of all publications, but are those received by or known to the Commission and/or the evaluation team.

J.W. Appleton and J.M. Messado, *Breaking out - breaking through*, Anchor Housing Trust 1993

L'ASBL '30 + 30', *La problematique de la situation des personnes agees, analyse au sein de quatre pays faisant partie de la C.E.*

D. Berry-Lound, *An employers' guide to eldercare*, HOST consultancy, 1993

Centre International de Recherche et d'etudes sur la vie sociale, *Travaux de recherche sur les Nouvelles Technologies et las Communication des Personnes Agees avec leur environnement*, 1992

Centre International de Recherche et d'etudes sur la vie sociale, *La prevention des toxicomanies: le dialogue intergeneration*, 1993

S. Clennel, *Older students and employability*, Open University 1993

Communaute francaise de Belgique, Direction de L'Audivisuel, *Catalogue de films et de videoprogrammes sur l'AEPA*

Communaute francaise de Belgique, Ministere de la Culture et les Affaires Sociales, *Generations en scene*

Communaute francaise de Belgique, Ministere de la Culture et les Affaires Sociales, *Proposition de lectures sur 1993, AEPA*

Communaute francaise de Belgique, Ministere de la Culture et les Affaires Sociales, *Des videogrammes sur 1993, AEPA*

N Cronin, *Older people in the European Community*, Fact Sheet, Centre for Policy on Ageing and Family Policy Studies Centre, London 1993

S. Dadzie, *Older and Wiser, A study of educational provision for black and ethnic minority elders*, N.I.A.C.E. 1993

M. Denman, *A European Community health policy for older people*, Eurolink Age, London 1993

- G. Dooghe, The Ageing of the population in Europe, Garant, 1992**
- E Drury, Age discrimination against older workers in the European Community, Eurolink Age 1993**
- EURAG, Est-ce que le travail volontaire a un avenir dans l'Europe du 21eme siecle?, Bulletin d'information, report of a European seminar Oct. 1991**
- EURAG, Quality of life of the elderly in a united Europe, report of a colloquium April 1992**
- European Travel Guide for Older People, INFCO EUROPE, 1993**
- U.B. Gregersen, Det bedste ved at have en bedste, Viborg 1993**
- Guide: Pensioners' Rights in Social Security in the EC, INFCO EUROPE 1993**
- H. Jani-Le Bris, Family Care of dependent older people in the European Community, European Foundation for the Improvement of Living and Working Conditions, 1993**
- S.Mayence, P.Mayence and C. Lorent, Bien vieillir - 50 texte pour le dire, I.E.A.S.**
- Ministere des Affaires Sociales et de la Sante de la Commaunaute francaise de Belgique, Memorandum du Conseil Consultatif du Troisieme Age de la Commaunaute francaise de Belgique, 1993.**
- A.I.L. Monteiro (ed.), Older people and the family, Proceedings of European Conference on Older People and the Family, Madeira April 1992**
- S. Murray, Using public transport: comparing notes from older people travelling in the European Union, Final report on a study tour to Utrecht, Cologne and Barcelona, by older people from Greater Manchester, Oct-Nov. 1993, Transport Resource Unit, Manchester 1994**
- National Council for the Elderly, Bearing fruit, a programme for primary schools about being young and growing old, 1993**
- National Council for the Elderly, In due season, a programme for post-primary schools about being young and growing old, 1993**
- National Institute for Adult Continuing Education, Adults learning, Special Issue to mark the European Year of Older People and Solidarity between Generations, Dec. 1993**
- P. Oster, Europe's 100 mil. older consumers, Forum Europe, 1993**
- B. Petit and D. Martean, Ajouter de l'aplomb aux anees, I.E.I.A.S.**

C. Riley and S. Murray, Survey on the use of buses by older people in Greater Manchester, Transport Resource Unit, Manchester

C. Romijn and Th. Miltenburg, Monitored innovations in the care for the elderly in the Netherlands, Institute for applied social sciences, Nijmegen 1993

Social Policy and Administration, Age speaks for itself in Europe, Vol 27, No 3, Sept. 1993

University of Central Lancashire, Older workers, an economic asset, report of a conference held 13 May 1993

University of Ulster, Celebrating Age - report of a conference held 24-25 June 1993

A large number of videos have been produced by organisations in Member States and received by the Commission. A list of these will be available from the Commission.

Appendix 5

List of members of the Advisory Committee, National Coordinators and Presidents of NGOs of the Liaison Group

1. Members of the Advisory Group (end of 1993)

Germany:	Mrs. S.Kornwolf and Dr. H.Berie
Belgium:	Mrs. N.Scheerlink, Mr. P.Wanlin and Mr. G.Hertecant
Denmark:	Mr. I.Valsborg and Mrs. H.Hendil
Spain:	Mrs. I.Codon and Mr. R.Pineda
France:	Dr. Mischlich and Dr. F.Dubuisson
Greece:	Mrs. D.Papazoglou and Mrs. M.Constantides
Ireland:	Mr. J.Brady and Mr. T.Fallon
Italy:	Dr. S.Dell'Orco and Prof. P.Quattrocchi
Luxembourg:	Mr. S.Eberhard and Mr. M.Neyens
Netherlands:	Mr. P.H.B.Bakkerode and Mr. J.R.Krutzenga
Portugal:	Dr. R.Ribeiro and Dr. G.Varzielas
UK:	Mr. C.Joyce and Mrs. S.Lewis

2. National Coordinators

Germany:	Mrs. C.Keller
Belgium:	Mr. E.Deloof
Denmark:	Mr. P.Sanderhoff
Spain:	Dr. D.R.Pineda
France:	Mrs. D.Schwendener

Greece: Mr. N. Drakos
Ireland: Ms. C. Rose
Italy: Mr. P. Quattrocchi
Luxembourg: Ms. D. Philippi
Netherlands: Dr. A.H.M. van den Kerkhof
Portugal: Mrs. M. Moutinho
UK: Ms. A. Bennett

Presidents of the NGOs of the Liaison Group *

EPSO: Dr. B. Croux
EURAG: Dr. U. Braun
EUROLINK AGE: Mr. M. Bonnet
FERPA: Mr. G. Debunne
FIAPA: Mr. X. Dinh

* Each of these organisations sent five representatives to the Liaison Group

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