Commitment 2 of the UNECE strategy on ageing: To ensure full integration and participation of older persons in society.

Realizing a society for all ages is the declared goal of Governments in member States of the United Nations Economic Commission for Europe. To this end, achieving the integration and participation of older persons in society are important elements. This policy brief outlines the main strategies that may be considered to increase participation of older persons in political and economic life and to improve their access to transport, appropriate housing and cultural activities. It highlights the importance of balanced intergenerational relationships based on mutual respect. Efforts may be made to reduce ageism and to destigmatize old age. The potential of volunteering may also be used – both in support of older generations and by the older generations themselves.

Challenging context:
People live longer and healthier lives than ever before and have also the potential to make important contributions to societies at old age. However, older persons are often vulnerable to exclusion, marginalization and discrimination.

Suggested strategies:
- Political empowerment of older persons
- Promoting labour market participation of older persons
- Promoting life-long learning and education for older persons
- Recognition of older persons as a consumer group with specific needs, interests and preferences
- Considering needs of older persons in housing, public transportation and cultural activities
- Fostering intergenerational relationships through positive media reporting and public image campaigns
- Promoting civil engagement of older persons and strengthening the role of volunteering

Expected results:
- Better quality of life for older persons
- Increased social cohesion for society as a whole
- Achieving a society for all ages

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Older persons are becoming an ever-greater proportion of the total population, with the proportion of the very old (80 years and above) growing the most rapidly. At the same time, those reaching retirement age are healthier and fitter than ever before.

Increasing life expectancy and better health in old age are a major success and represent a potential in terms of working power, qualification and experience that societies need to use productively. Experience with “active ageing” shows that the older persons who are integrated into society have a higher quality of life and longer and healthier lives. Societies need to consider more actively how to integrate older persons and ensure their participation in a cohesive society of all ages.

At the same time, attention on older persons should not come at the expense of younger generations. Regardless of age, each person should be able to contribute to society.

Older persons are integrated into society in many ways. They are part of social networks of friends and family, are active in clubs and associations, work as volunteers and are economically active. However, older persons may be vulnerable to exclusion. Potential obstacles to equal social participation of older persons include poverty, poor health, low educational levels, lack of transportation, access to services and age discrimination. In this context, achieving social integration and participation has many aspects. It brings all social groups and individuals into the political, social, cultural and economic structures of a society so that they can participate in the decision-making process on issues that concern them. This requires a consensus that exclusion should be minimized and eliminated, and that all those who are disadvantaged should be assisted by society.

Social integration is a process of building values, relations and institutions for a society where all individuals, regardless of race, sex, age, ethnicity, language or religion, can fully exercise their rights and responsibilities on an equal basis with others. Every person should be allowed to age in security and with dignity and be in a position to contribute to society in the most meaningful way. Such an environment is at the root of stable, safe and just societies where all members, including vulnerable ones, enjoy equality of opportunities.

Integration and participation are therefore closely linked to the notion of social cohesion, a vital element of a healthy society. It denotes the capacity of a society to ensure the welfare of its members, minimizing disparities and avoiding polarization and conflict, and it requires fostering solidarity and reciprocity between generations.

Care responsibilities often have an intergenerational character, with older persons caring for grandchildren and younger adults providing care for older persons. There is much older and younger persons can learn from each other. Such processes ultimately help realize the goal of achieving a Society for All Ages (Zelenev 2009).

To achieve this goal, concrete action can be taken in three broader areas: functional participation, infrastructure and intergenerational relationships. Each of these will be explained in turn.

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Functional integration

Social participation

Functional integration has many aspects, comprising social, political and economic participation. Social participation refers to the integration of older persons into social networks of family and friends as well as their integration into the communities they live in and into society as a whole.

Older persons play important social roles in assisting their children, taking on care responsibilities, performing household tasks or working as volunteers in the community. Their contributions in providing wisdom and advice to younger generations and the society as a whole should be acknowledged.

There is a danger that with age the level of social integration may decrease because of functional impairments (e.g. hearing impairments, lower levels of mobility) because of the loss of the partner or moving to an institution. If older persons become less mobile they may be less able to visit family or friends. Social contacts may have been strongly related to a partnership and common interests may decrease when one partner dies. The loss of a partner may lead to depression and withdrawal from the community. Moving may have the consequence of being further away from established social networks (SPRC 2009). Therefore, facilitating social participation is an important element of an overall strategy to achieve integration.

Policies should take into account that older persons may perceive different levels of contact as beneficial. They may have different needs for company or time for themselves. Therefore, strategies should be based on the individual older persons’ needs and wishes. Support should be provided in ways that enhance older persons’ autonomy.

Older persons should be empowered to pursue their interests and hobbies, building upon life achievements. Interventions may include offering a wide range of activities which are group based and tailored to specific age groups. Older persons’ engagement with friends and relatives should be facilitated where possible. Practical barriers such as communication difficulties, cost and transport should be addressed. Volunteer peers may be used as mentors to facilitate participation in social activities. Engaging older persons in physical activities or activities to improve their nutrition and mental health may prove valuable means to facilitate social participation. Strategies enabling older persons to stay in their homes for as long as possible may be important to allow them to remain integrated into their grown networks (SPRC 2009). Specific programmes should aim at rural and remote areas, where older persons might find themselves isolated, without access to their immediate families or to social and other types of infrastructure.
Political participation

Some older persons may choose to be active in the political realm. At a time when policies are made to prepare countries for the challenges of ageing societies, it is crucial to integrate those actually affected into the political process. Both young and old generations should be equally empowered to express their needs and interests.

Organizations of older persons provide an important means of enabling participation through advocacy. For example, AARP in the United States brings together nearly 40 million retired persons. The goals of AARP are improving older persons’ quality of life by providing information and services in a broad array of areas (www.aarp.org). Trade unions may also provide retired workers with a political platform. They should actively engage in the debate of developing more favourable conditions in the labour market to realize the right of all generations to be economically active by way of paid employment. Therefore, older persons should be equally represented within trade unions, alongside other age groups.

In the countries of the Commonwealth of Independent States, organizations of war veterans play a significant role in representing older persons’ interests.

International NGOs such as HelpAge International, the International Federation on Ageing (IFA), the International Federation of Associations for Elderly People (FIAPA) and others work to promote grassroots activities, influence policymaking and assure representation of older persons in local governments.

A strong means of representation is in political parties, where older persons may directly influence the political agenda, in particular when represented in Parliament. For example, the Democratic Party of Pensioners of Slovenia represents the interests of older persons. It was a member of the Government until 2008 and remains in Parliament. Other countries have known parties representing older persons’ interests, including the Russian Federation and Ukraine.

Some Governments have established coordinating bodies on ageing issues. For example, Austria has created an independent council of senior citizens which has become a major contributor to discussions on national policy on ageing. In Spain, participation and dialogue between older persons and the public administrations has been facilitated through various forums, including the State Council for the Elderly, the Autonomus Community Councils for the Elderly and local councils in some major cities.
The German National Association of Senior Citizen’s Organizations

The German National Association of Senior Citizen’s Organizations (BAGSO) is an umbrella organization that currently includes close to 90 nationally active member associations and represents more than 12 million older persons. It conceives of itself as a lobby group for older generations, advocating their interests to political decision-makers, providing advice and improving work relating to issues affecting older persons at all levels. BAGSO has organized the German Senior Citizens’ Congress since 1987, as well as numerous other conferences and workshops on topics of age and ageing. BAGSO awards a “Senior Living and Housing” seal of approval. The Association regularly publishes a members’ magazine as well as books and brochures on various topics.

BAGSO was established in 1989. Its board of directors, its national office, the European office in Brussels and specific committees ensure the continuous coordination of issues of common concern. The Association was granted advisory status with the Economic and Social Council of the United Nations in 1998.

Source: Information provided by the Federal Ministry Federal Ministry of Family Affairs, Senior Citizens, Women and Youth, Germany; www.bagso.de.

Economic participation:
Labour market

As important as participation in the social and political spheres is integration in the economic realm. Older persons have gathered substantive experience throughout their lives. They should be enabled to capitalize on this experience, for example by pursuing entrepreneurial activities and joining the labour market. The workplace provides income as well as social networks and a sense of being needed and contributing productively to a society to people of all ages. Many employees who reach retirement age still feel healthy and fit enough to continue working. Others depend on the income and may choose to continue working for that reason. If the formal employment sector does not accommodate them, they may be driven to the informal sector and suffer from worse conditions, becoming more vulnerable.

Older persons should be given the opportunity to continue working for as long as they are able and willing. Actively increasing integration of older persons into the workplace is vital for achieving a balanced diversity of age groups in the workplace. Luckily, a shortage in qualified labour force is anticipated for the coming years. This will require breaking away from early retirement policies that have been prevalent in a number of countries as a strategy to counter high unemployment rates.

To this end, there is a need to promote a more favourable attitude among employers regarding the productive capacity of older workers. New work arrangements and innovative workplace practices can be developed. Older workers who cannot work in physically demanding jobs anymore may be transferred to jobs that suit them better. The Human Resources Development Recommendation of the International Labour Organization (ILO) suggests developing work methods, tools and equipment or otherwise adjusting the workplace to accommodate the needs of older workers. Increasing the legal retirement age is an option that should be accompanied by other measures. Workers in physically demanding professions may not be fit enough to continue working as long as employees in other positions. In principle, it may be advisable to count more on flexible solutions that accommodate the individual needs of the person. This may include options to continue full-time work as well as subsidized part-time employment and phased retirement. Phased retirement schemes allow workers to reduce their hours gradually in the period leading up to complete retirement.

Furthermore, government may introduce incentives for employers and employees to extend working lives beyond the mandatory retirement age. One option may be to offer wage subsidies for employers offering jobs to low-paid older workers. At the same time, social security and pension systems should be eliminated that penalize workers if they choose to work longer. For example, Switzerland has amended its State and private pension system in a way that encourages people to postpone retirement. If they do work longer, they eventually increase their pension.
At the same time, older workers should also adjust their expectations. Often salaries increase with age and seniority. Therefore, employing older persons may be a disincentive simply because they are more expensive. Comparative experience from countries across the region shows how in countries with lower salaries for older persons, employment levels of this age group increase. Such experience may point to a direction where remuneration is rather bound to merit and performance rather than seniority.

Another strategy to increase the employability of older workers is to invest in training. Following the life-cycle approach, this strategy should be directed at all generations to enable them to adjust continuously to changing work environments. If regularly trained to cope with new technologies and methodologies throughout their working lives, employees will be able to adjust more easily when getting older. They will not be confronted with a whole range of new qualifications all at once. Seeing employees successfully adjust over time may help employers become confident in employees' abilities to adjust in old age. Lifelong learning should be promoted as a strategy not only to increase integration in the workplace, but to achieve participation in society more generally. In fact, the classical differentiation between education, work life and retirement as consecutive phases of life does not reflect today's realities anymore. Therefore, the life-course approach is based on the assumption that learning, working and participating in society more generally are overarching concepts and not refined to certain age groups.

Special provisions may be necessary for older women. As they live on average longer than men, more women may need to continue working to sustain themselves financially after their partner’s death. Typically, women have earned less than men throughout their lives and have accumulated less pension credits due to childbearing breaks in their careers. Some have received little education and suffered from discrimination in the workplace. Negative stereotypes on the part of employers may lead to a perception of older women as frail and unfit to work. Incentives may be provided to employers to provide work for older women or to offer them with specific training.

Older persons as consumers

In many high-income countries, older persons constitute a substantial consumer group. Most of the economic strength of older persons is derived from their pensions, which generate considerable purchasing power. However, less affluent countries tend to place greater reliance on families to support people as they age compared to those in more affluent countries, who stress independence and financial planning to prepare for retirement.

In both instances, older persons represent a consumer group with specific needs that should be taken into consideration by industries and service providers. Sometimes, small adjustments – such as bigger buttons on telephones – make a big difference in terms of usability by older persons, facilitating their coping with everyday tasks. Older persons may also be given an institutionalized say in issues that concern them as consumers. In Austria, for example, pensioner representatives have a seat on the domestic consumer council. A number of UNECE countries provide pensioners with institutionalized representation in bodies supervising the quality of care services. According to policies recently introduced in Belgium and Denmark, care homes must have standing inhabitant committees that can directly influence the provision of services. The UNECE Policy Brief on Ageing No. 3 is specifically dedicated to this topic, and provides more detailed information on older persons as consumers.

Infrastructure

To ensure that older persons can participate satisfactorily in society, certain provisions can be made in the area of infrastructure, in particular in the areas of housing, transportation and cultural activity.
In Europe, 35 per cent of women and 13 per cent of men above 60 years of age live alone (UNDESA 2005: xiv). This trend is in accordance with a general preference for independent living in economically developed countries. However, older persons living either alone or in skipped-generation households tend to be an especially disadvantaged group in the less developed regions. In many cases, living alone is not a matter of choice, but of external circumstances, especially for women who live longer and are less likely to find a new partner in older age. For the same reason, the level of institutionalization is higher for women than for men in most countries. Institutional care, however, is generally regarded as a measure of last resort for those who are in constant need of medical care and assistance.

Many older persons prefer to live independently for as long as possible. With the help of small measures, older persons may be enabled to stay at home for a relatively long time. Such measures may be assistance for the remodelling of homes to remove barriers and make them accessible for persons with disabilities. Others may be small mobile services offered at home for older persons with reduced mobility, such as meals on wheels, assistance in the household, shopping or mobile hairdressers. For older persons whose pensions are small, financial support may be feasible, for example in the form of discounted repair services or heating subsidies.

To avoid the unnecessary institutionalization of older persons who require frequent assistance, families should be empowered to provide care and support. This may involve respite care services or temporary institutional care to allow families to take holidays. Such encouragement for families may also take the form of financial support.

**Figure: Views on the responsibility for the care of elderly people (percentage)**

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- Old people should live in an old people’s home only when there is nobody of the family who can take care of them
- Old people should live in an old people’s home

### Transport

Another crucial area for the inclusion of older persons is affordable and accessible public transport. Strategies in this area should also address urban-rural disparities. In order to allow older persons to live in their chosen domicile for as long as possible, strategies may be pursued to allow older persons to stay in their homes in remote areas.

To increase affordability, a number of UNECE countries have chosen to offer their seniors free or discounted transport. The issue of accessibility is more complex. Among the factors negatively affecting mobility of older and disabled persons are poor access to stations, low platforms requiring steep steps to board, lack of assistance at the station and on the train, and lack of information about accessible stations and trains or buses.

A number of countries have introduced specific legislation to tackle these issues. For example, Spain has a National Law for Equal Opportunities, Non-Discrimination and Universal Accessibility in place, and Italy has a Law on the Accessibility of Buildings, Public Transport and Services. The European Commission has developed an Action Plan on Equal Opportunities for Disabled People, which has made accessible public transport a key priority in achieving the overall objective of “enhancing the economic and social integration of people with disabilities”. The Commission’s White Paper “European Transport Policy for 2010” also recognizes this priority. Within the European legal framework, there is also a Directive in place on bus and coach accessibility (2001/85/EC) as well as a regulation on disabled passenger rights for air travel (1107/2006). At the country level, accessibility of trains, buses and stations should be improved. Some countries in the UNECE region have already increased efforts to introduce low-floor buses and improved-access trains. Access to transport also involves the purchasing of tickets. This may require use of ticket machines that may not be sufficiently self-explanatory. Increasingly, the Internet and mobile phones are used to purchase tickets. Older persons may not be familiar with such use of technology and may not have access to it. Reduction of ticket counters with physical presence of support staff may thus complicate older persons’ access to public transportation. Therefore, new services should be tested for accessibility of an older or disabled target group.

Disabled and older persons need some confidence before embarking on a journey. Availability of related information in advance is crucial, such as booking arrangements, station facilities, facilities on board as well as availability of staff assistance at the station and on board are all major issues. Communication is an important aspect in gaining confidence; therefore, support staff should receive appropriate training.

Investing in this area may be in the best business interest of transport companies, in particular since in many countries older persons are a target group with the necessary means and the time to travel while not being able or willing to drive longer distances by car. In Germany, for example, older persons travel more often and for longer periods than the younger ones, making them a new target group with special needs for the tourism industry.

### Culture

Several UNECE countries support their elderly in participating in cultural life through subsidized theatre tickets and reduced fees for other cultural activities and courses. The Czech Republic and Belgium organize cinematic activities such as a festival for older persons and intergenerational cinema circles. Here again, accessibility of the venue should be taken into account, and provisions made for older persons should be communicated in advance.

At the same time, the active contribution of older persons to cultural life, for example as actors, should be acknowledged positively.
Cultural life of older persons in the Czech Republic

To promote participation of older persons in cultural life, the National Senior Theatre Festival of the Czech Republic organizes a festival for older persons every two years at different locations throughout the country. The Ministry of Culture offers financial assistance to older persons to promote amateur cinematic activities and traditional folk culture.

The National Information and Advice Centre for Culture (NIPOS) surveys the cultural needs of seniors and evaluates them against the cultural activities offered. In 2006, the survey aimed at identifying this demand. In the following year, it focused on reconciling demand and availability of these cultural activities. Currently, the mass media offer programmes especially targeting older people. Based on the Czech Television Act, Czech public television adapts programmes to the special needs of older persons. The majority of its broadcasts must be closed-captioned, open subtitled or translated into sign language for the hearing impaired. Since 2007, distributors of copies of Czech audiovisual work must adapt them to the needs of people with hearing impairments.


Communication

Another aspect of cultural integration is access to modern means of communication. Special programmes exist in Germany and the number of Internet users is increasing steadily: from 2004 to 2007, there was an increase of 33 per cent in online users aged 60 years and more. Today, 24 per cent of older women and 47 per cent of older men use the Internet (Lehr/Felscher 2008). With more and more services being offered in the Internet, training should help older persons to profit from them. The Internet, after all, can help bring the world into the homes of those older or disabled persons who cannot venture outside easily anymore.

Intergenerational relationships

Destigmatization

To make productive use of resources and competencies available in society, older persons should be positively valued for the contributions they make. Ageing should be considered as an opportunity, and negative stereotypes should be addressed proactively. Rather than portraying older persons as a drain on the economy in terms of escalating health care and pension costs, the positive contribution of an active, healthy and productive older population should be highlighted – from caregiving to starting entrepreneurial activities or becoming volunteers in their communities. Older persons are important repositories of the society’s history and values. Such messages can be transported through special days or even weeks dedicated to older persons, via image campaigns or popular movies and through the mass media. Journalists may be trained and educated about how to avoid undesirable stereotypes and how to use appropriate language.

Ultimately, the view of older persons will depend on their own actions. The way they are seen by others will also depend on how they see themselves. Ageing stereotypes very often are also self-stereotypes. Therefore, older persons themselves should be empowered to be self-confident and positive about their role, thus inspiring the related discourse.

Volunteer and community work

For the practical integration of older persons, it seems warranted to pay more attention to the voluntary sector as a vehicle to facilitate intergenerational exchange. Many countries offer financial support to volunteer organizations that offer help to older persons. Volunteers can play an important role in caring for older persons without close relatives. Voluntary initiatives may at the same time encourage older persons to use their knowledge and skills by volunteering themselves. Older persons make important contributions in the sector of unpaid support services in the family or in their communities. Some of these initiatives offer intergenerational art courses (Lithuania) or encourage the production of an intergenerational newspaper (Estonia).
Promotion of positive attitudes among children in Spain

The Spanish Government has recognized that, apart from homes and families, schools are among the primary locations where basic values are developed, such as solidarity, respect to others and care about oneself and others. The goal of the “PROGRESS” project is to enhance positive attitudes among children towards older and disabled persons to prevent discrimination. Children in infantile or primary education are made aware of issues pertaining to older persons and persons with disabilities. They are trained to develop empathy and the capacity to put themselves into the position of older or disabled persons, so as to better understand older persons’ feelings and needs. The children are then encouraged to communicate about and to these groups in a positive way and to help give care and attention to older persons in their environment.

The project, carried out by Spanish IMSERSO (Institute for Older Persons and Social Services) in the framework of the European Commission Progress Programme, is implemented in three stages. During the first phase, pedagogical material is developed for use by teachers. Meetings are held at educational centres to explain the approach. In the second stage, the project is implemented at the educational centres with support of IMSERSO. In the third phase, the first phases are evaluated, experiences are shared and improvements are introduced.

The project started in November 2007 and the pilot phase should be finished by November 2009. So far, 65 educational centres have been covered, including those in Madrid, Andalucía, Galicia, Castilla y León, Castilla La Mancha and La Rioja. After evaluation, it is envisaged to roll out the project across the country.

Source: Information provided by IMSERSO; http://www.seg-social.es/imserso/internacional/i0_progress.html.

Multi-generation houses in Germany

In Germany, the action programme “Multi-Generation Houses” of the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth supports community centres where different generations meet, interact and support each other. The centres offer inexpensive services and support in daily activities, for example shopping and cleaning assistance for older persons as well as food or care services. These services are heavily based on help from volunteers who work side by side with professional staff.

Older persons offer their services to families, children and adolescents, and get involved in an educational, recreational and professional knowledge transfer. Multi-generation houses provide concrete, practical childcare assistance, help parents gain training competence, and provide opportunities for at-risk families. At the same time, they create positive conditions for the successful professional development of disadvantaged children and adolescents, for example those with a migration background, by promoting language skills and educational counselling. Furthermore, qualification measures are offered that facilitate the entry or re-entry into the workforce of mothers and fathers ending the parenting period as well as of immigrants, disadvantaged adolescents and older workers. The programme is continuously monitored by a service agency that works to develop these facilities into information and service platforms. So far, 500 multi-generation houses have been established.


International Cooperation

The need to integrate increasing numbers of older persons into society is a relatively new issue, so no single blueprint solution fits all local circumstances. Many countries pursue different strategies, gaining experience along the way. Other countries in the region may profit from such experiences, and UNECE provides a platform for discussion between policymakers, researchers and NGOs, for example through regular conferences. Integration and participation of older persons were widely discussed at the UNECE Ministerial Conference on Ageing in León, Spain, in 2007 and during the Geneva conference “How Generations and Gender Shape Demographic Change” in 2008. Many of the contributions made during these events can be accessed online at http://www.unece.org/pau/.

Integration and participation are also discussed more globally. For example, the 47th session of the Commission for Social Development in February 2009 chose social integration as its priority theme (http://www.un.org/esa/socdev/csd/2009.html).
Consulted and recommended sources


## Checklist: Integration and Participation

<table>
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<tr>
<th>Main areas</th>
<th>Areas of implementation</th>
<th>Key elements</th>
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<td>Functional integration</td>
<td>Social participation</td>
<td>Acknowledge contributions of older persons</td>
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<td>Facilitate contacts with family and friends</td>
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<td>Facilitate volunteering in the community</td>
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<td>Empowerment to pursue personal interests</td>
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<td>Offer group-based activities, including sports, health-and nutrition-related</td>
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<td>Volunteer peers to facilitate forming new social contacts</td>
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