

ANALYSIS OF INTERGENERATIONAL POLICY MODELS

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Abstract: Contemporary demographic processes forcing increasing attention to the problems of relationships and dependencies between the different age groups. The ageing of the population in each society leads to changes in the contacts between young people, adults and the elderly. It is reasonable to undertake research on the concept of "solidarity of generations". Maintaining relationships without generational conflict requires actions in the field of social policy known as intergenerational policy. Aim of this article is to present some of its models, which allow not only to analyze the changes in the various communities, but also to create recommendations for public intervention. Description will include activities at the international, national, regional and local levels.

Keywords: intergenerational policy; policy analysis; social policy towards old age and older people; society for all ages; strategic management.

1 Introduction

One of the key challenges for the European Union at the beginning of the 21st century is the rapid ageing its population. This process leads to long-term changes in the intergenerational relationships. The growing number of older people can be considered either as a threat or as an opportunity to improve the quality of life. On the one hand, it is noted that it leads to negative losses in the labor market, problems with maintaining health systems and pensions. On the other demographic change forces the investment in architecture free from functional barriers, lifelong learning, adapting products and services to meet the needs of the elderly. Particularly important is topic of changes in the relationship between young people, adults and elderly. To avoid the risk of intergenerational conflict and reduce the scale of age discrimination is necessary to manage relationships between the generations through the interventions of this social issues by public, private and non-governmental entities. Coordination of goals and objectives can be regulated by models of intergenerational policy. Aim of the article is to present some models that can be used both for research activities in each country at different levels of the social structure, as well as to create specific recommendations and action plans.

2 Intergenerational policy models

Under the concept of generation can be interpreted most generally community of "individuals belonging to the age group of people born at about the same time"¹, or otherwise: "people born in the same period (usually within one year), which social and/or demographic characteristics are considered analytically in time"².

Pros P. Szukalski can be identified types of relations between generations³. These are intergenerational: relationship, bond, solidarity and contract (table 1). While relationships and contract are terms value-free, while bond and solidarity are positive characterized. Researcher also points to derivatives concepts, which have positive connotations (integration) and negative (war, conflict, disintegration)⁴. It should be noted that the presence of contradictions existing between them leads to concept of "intergenerational ambivalence" – coexistence of the different attitudes and ways of thinking about relationships between both micro (individual families) and macro (entire societies) levels.

Table 1. Types of intergenerational relationships and their scope

| Concept | Key features | Range of obligations |
|---------------------------------------|---|-----------------------------------|
| Inter-generational relationship | generally relationship between individuals or groups from different generations interactions, opinions, attitudes, stereotypes | lack of obligations |
| Inter-generational bond | sense of biological, cultural, economic communication with other generations, positive attitudes towards individuals of other generations | "we should do something" attitude |
| Inter-generational solidarity | mutual responsibility towards other generations, considering their activities, interest, needs and opinions by other generation | "we must do something" attitude |
| Inter-generational contract/agreement | written or not rules of redistribution of social status (wealth, power, prestige) between the generations | "let's do this and this" attitude |

Source: based on P. Szukalski, *Czym jest solidarność międzypokoleniowa?*, [in:] D. Kałuża, P. Szukalski (eds.), *Jakość życia seniorów w XXI wieku z perspektywy polityki społecznej*, Wyd. Biblioteka, Łódź 2010, p. 87-88; P. Szukalski, *Solidarność pokoleń. Dylematy relacji międzypokoleniowych*, Wyd. Uniwersytetu Łódzkiego, Łódź 2012, p. 47-49.

Through the intergenerational policy could be understood collections of activities focused on the development and implementation of a specific contract between the generations. This policy applies to establishing and maintaining "regime" – rules defining the shape of relationships between generations, written or not, the principles present in law, religion, ethics and customs⁵. This policy includes conducting the discourse, negotiating use of ethical and ideological arguments on the scales, orientations and traces of resources redistribution between generations. This policy may be forced upon by force or through symbolic violence by one generation to others, as well as co-created through dialogue.

Literature review enables indicating at least five models of intergenerational policy. The first three of them allow primarily work on theoretical and research work on actions in this area (intergenerational social integration; linking strategies of social policy towards old age and elderly people; intergenerational policy dimensions). While the next two refer to interventions promoted and supervised by international organizations (United Nations; European Union).

2.1 Intergenerational social integration

Intergenerational social integration are activities aimed at the consolidation, merger individuals and groups representing different generations, and thus increase relationships strength and solidarity of generations⁶. These actions relate to raising awareness of generations interdependence and take into account the effects of choices and actions of individuals and groups from one generation to another. Integration indirectly affects the intergenerational contract rules.

To the analysis of integration can be used concept of C. Offe, which points to its cultural, economic and political forms and manifestations on the macro-, meso- and micro-structural levels of society (table 2)⁷. This approach allows drawing attention to generational differences such as division of labor, as recognized means of conflict resolution, governance institutions, rule of law,

¹ K. Olechnicki, P. Załęcki, *Słownik socjologiczny*, Graffiti BC, Toruń 2002, p. 29.

² A. A. Zych, *Leksykon gerontologii*, Impuls, Kraków 2007, p. 61.

³ P. Szukalski, *Czym jest solidarność międzypokoleniowa?*, [in:] D. Kałuża, P. Szukalski (eds.), *Jakość życia seniorów w XXI wieku z perspektywy polityki społecznej*, Wyd. Biblioteka, Łódź 2010, p. 74-91; P. Szukalski, *Solidarność pokoleń. Dylematy relacji międzypokoleniowych*, Wyd. Uniwersytetu Łódzkiego, Łódź 2012, p. 47-80.

⁴ P. Szukalski, *Solidarność pokoleń...*, op. cit., p. 49-50.

⁵ Compare: P. Szukalski, *Solidarność pokoleń...*, op. cit., p. 48.

⁶ Compare: P. Szukalski, *Czym jest solidarność międzypokoleniowa?*, op. cit., p. 87; P. Szukalski, *Solidarność pokoleń...*, op. cit., p. 49.

⁷ C. Offe, *Drogi transformacji*, PWN, Kraków 1999, p. 183-184.

access to voting rights, activities of work and leisure time, in the use of media technology and accumulation of cultural heritage⁸. C. Offe concept underscores also meso-structural level - between the state and family, and by this generation analysis and integration activities in local communities, political parties, non-governmental organizations and professional corporations.

Table 2. Forms and levels of social integration

| Forms of integration | Symptoms of integration at different levels of society | | |
|----------------------|---|--|--|
| | Macro | Meso | Micro |
| Cultural | unity consciousness which is reflected in the history, language, tradition, religion | existence of ideology and parties which in its actions and programs are guided by cultural values | anthropological basis for social action, the cultural tradition of shaping the identity of individuals |
| Economic | production capacities to meet the needs of material and social security | presence of the parties and organizations which recognize their identity and program in economic terms | reasonably carried interests and needs of clients of the welfare state |
| Political | universality of institutions capable of damping, adjustment and centralization of political conflict on the basis of constitutional regulations | parties and organizations concentration on certain principles and the institutions of law and constitutional order | ability of citizens to ensure the protection of their rights in action and wise regulation by institutions |

Source: C. Offe, *Drogi transformacji*, PWN, Kraków 1999, p. 184.

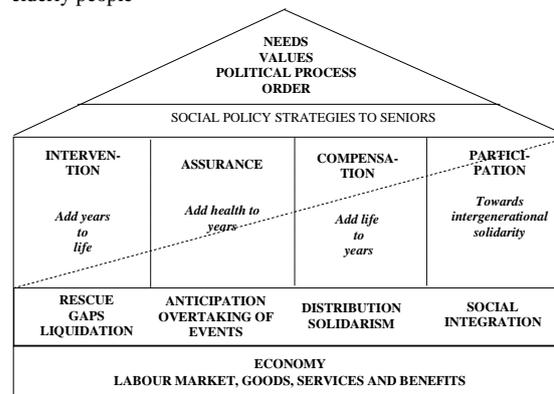
2.2 Linking strategies of social policy towards old age and elderly people

Model proposed by Z. Woźniak can be considered as a broader concept that allows to design and analysis of intergenerational policies. It concerns social policy towards old age and elderly people understood as “a set of goals, strategies and actions of systemic and legislative action, both at the national, regional and local levels in order to maintain and/or improving the social status and living conditions of the elderly, to increase their ability to lead an active and independent life”⁹.

This model assumes a combination of four strategies that should include general and specific tasks (drawing 1). These are: (1) “add years to life” – short-term, intervention-insurance, oriented to dealing with shortages, replenishment of social deficits and rescue; (2) “add health to years” – mid-term (5-10 years), insurance-compensation, including preventive and promotional programs for anticipate negative phenomena, events and processes, mainly relating to health; (3) “add life to years” – perennial compensating-participatory strategy, including prevention programs on preparing for old age, ability for self-care, improving quality of life, addressed to oldest of seniors groups; (4) “towards intergenerational solidarity” – long-term, participatory-integration, dominant strategy in the future using “Society For All Ages” concept – adaptation to the needs,

abilities and skills of all citizens, and activating as well as using the potential of the various generations.

Drawing 1. Strategies of social policy considering old age and elderly people



Source: Z. Woźniak, *Priorytety w programach gerontologicznych organizacji międzynarodowych i struktur europejskich jako przesłanka budowy polityki społecznej wobec starości i osób starszych*, [in:] M. Szlązak (ed.), *Starzenie się populacji wyzwaniem dla polityki społecznej. Materiały konferencyjne*, ROPS, Kraków 2003, p. 28.

Intergenerational policy can therefore be considered as a combination of several approaches and direction of change in the design of specific programs and strategies.

2.3 Intergenerational policy dimensions

A different approach propose J. Sáez, S. Pinazo and M. Sánchez by indicating the intergenerational policy dimensions¹⁰. According to the researchers this concept emerges through the implementation of development projects, generations cooperation as well as work of research entities and institutions in carrying out intergenerational projects under certain conditions. Interdependence among generations refers to the integration of the three dimensions: place of life, life cycle and life project (drawing 2). Those dimensions correspond to: environments which facilitate the intergenerational relations, interpretations and stereotypes about stages of life as well as visions of the future showing individuals their rights and opportunities in the case of losing different types of resources. Intergenerational policy should include joined together strategies and programs for: in the first dimension, environmental and architectural policies, in a second (inter)cultural and educational policies as well as in the third economics, labour and healthcare policies. It should also take into account the decisions agreed upon by many stakeholders, ethical explanation of the meaning of actions and practical possibilities of their implementation¹¹.

Discussed concept can be used for policy analysis at central, regional and local. Indirectly, also points to building solidarity of generations by adjusting to people of all ages, not only the life of individual families, but also public spaces significant for local communities (municipalities, districts). It is possible to create (or convert existing) facilities and institutions as “intergenerational shared sites”, as a those which meet at the same time the needs of children, youth and seniors, as well as serve to shape their relationship¹². This includes a joint running nursing homes and kindergartens, senior clubs and schools, homes for the elderly and homeless mothers, day care for seniors and child development centers, retirement and academic communities. Programs of this kind will help to stimulate the exchange between the generations and create a number of benefits to the participants and their environment (table 3).

⁸ Compare: A. Klimczuk, *Bariery i perspektywy integracji międzypokoleniowej we współczesnej Polsce*, [in:] D. Kaluza, P. Szukalski (eds.), *Jakość życia seniorów w XXI wieku z perspektywy polityki społecznej*, Wyd. Biblioteka, Łódź 2010, p. 94-95, 103.

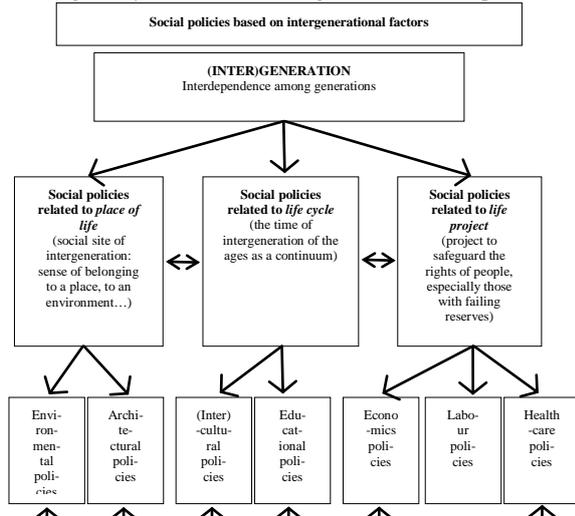
⁹ Z. Woźniak, *Priorytety w programach gerontologicznych organizacji międzynarodowych i struktur europejskich jako przesłanka budowy polityki społecznej wobec starości i osób starszych*, [in:] M. Szlązak (ed.), *Starzenie się populacji wyzwaniem dla polityki społecznej. Materiały konferencyjne*, ROPS, Kraków 2003, p. 28.

¹⁰ J. Sáez, S. Pinazo, M. Sánchez, *Fostering intergenerational policies*, [in:] M. Sánchez (eds.), *Intergenerational programmes. Towards a society for all ages*, “la Caixa” Foundation, Barcelona 2007, p. 186-191.

¹¹ *Ibidem*, p. 200.

¹² S.E. Jarrott, A.P.C. Weintraub, *Intergenerational shared sites: A practical model*, [in:] M. Sánchez (eds.), *Intergenerational programmes...*, op. cit., p. 139.

Drawing 2. Key dimensions of intergenerational social policies



Source: J. Sáez, S. Pinazo, M. Sánchez, *Fostering intergenerational policies*, [in:] M. Sánchez (eds.), *Intergenerational programmes. Towards a society for all ages*, “la Caixa” Foundation, Barcelona 2007, p. 202.

Table 3. Benefits of intergenerational exchange

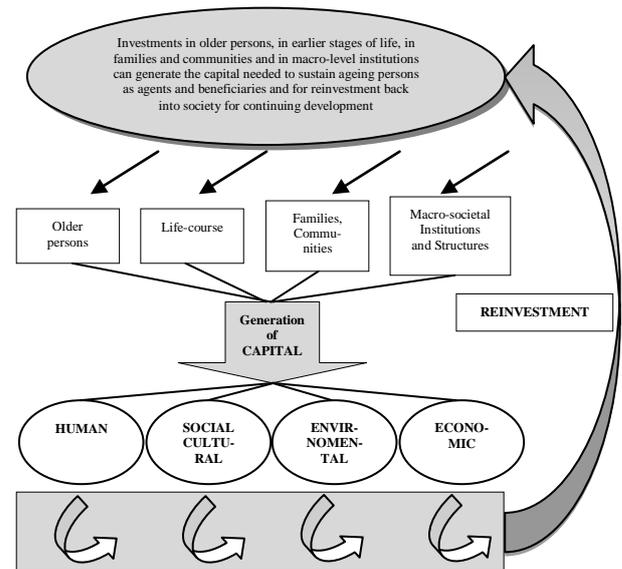
| For older persons | For children and young people | For the community |
|---|---|---|
| <ul style="list-style-type: none"> Better mood, more vitality Increased ability to cope with physical and mental illness Increased perception of self-worth Opportunities to learn Escape from isolation Renewed appreciation for their past experiences Reintegration in the family and community life Friendships with younger people Receipt of practical help, such as for shopping or transport Spending time with young people combats feelings of isolation Increased self-esteem and motivation Sharing experiences with an audience which appreciates their achievements Respect, honour and recognition of their contribution to the community Learning about young people Development of skills, especially social skills and the use of new technologies Transmitting traditions, culture and language Enjoy themselves in physical activities Exposure to diversity Increased strength to cope with adversity | <ul style="list-style-type: none"> Increased sense of worth, self-esteem and self-confidence Less loneliness and isolation Access to adult support at difficult times Enhanced sense of social responsibility More positive perception of older persons Greater awareness of the heterogeneity of older persons More practical skills Better school results Better reading habits Less involvement in violence and drug use Better health More optimism Strength in times of adversity Increased sense of civic and community responsibility Learning about one's history and origins and the history of others Building one's own life history Enjoyment and fun Gain respect for the achievements of adults Receive support for one's own professional career Alternative leisure activities to cope with problems, particularly drugs, violence and antisocial conduct | <ul style="list-style-type: none"> Reconstruction of social works Development of sense of community Construction of a more inclusive society Breaking down barriers and stereotypes Enhanced social cohesion Construct and strengthen culture Relieve parental pressure Build social networks and develop bridges in the community Change stereotypes Provide civic behaviour models Build, maintain and revitalise community opportunities and public infrastructures Produce public art Develop volunteer work Provide volunteers for community services and encourage people to work with others in community groups Create stories in common Care for the environment |

Source: based on J. MacCallum (et al), *Community building through intergenerational exchange programs*, NYARS, Canberra 2006; cited by: S. Pinazo, M. Kaplan, *The benefits of intergenerational programmes*, [in:] M. Sánchez (eds.), *Intergenerational programmes. Towards a society for all ages*, “la Caixa” Foundation, Barcelona 2007, p. 72, 75, 84.

2.4 United Nations “Society For All Ages“ concept

Proposed actions for solidarity of generations are also created by international organizations. At this point, attention should be paid only to the most important ones. First of all, intergenerational policies are accompanied by promoting active ageing policy – concept disseminated since the 90s mainly due to the World Health Organization, which combines the desire to maintain the productivity of older people with their quality of life as well as mental and physical well-being. This policy stresses the need to reduce age discrimination, multidimensional education and citizen participation in protecting the economic, political and social rights of elderly which is conducive to improve health and address actions to family and local communities¹³.

Drawing 3. Flow between elements and capitals in framework for a “Society For All Ages“



Source: *Highlights of an expert consultation on developing a policy framework for a society for all ages - From the Annex of A54/268 - Report of the Secretary General International Year of Older Persons 1999: activities and legacies*, United Nations, www.un.org/esa/socdev/ageing/policyframework.html [04.01.2011].

At the global level both of these policies are part of “Madrid International Plan of Action on Ageing“ which is coordinated since 2002 by the United Nations and which contains recommendations for national governments¹⁴. The core of this approach is the created by UN concept in 90s “Society For All Ages” (drawing 3)¹⁵. Generally, it assumes: (1) use and reinvestment in the life cycle a human, socio-cultural, economic and environmental capitals; (2) adaptation of families, communities and countries infrastructure into of the demographic structure; as well as (3) carrying out activities on behalf of: active ageing, lifelong learning, promote healthy lifestyles, intergenerational relations integration, flexibility of labor markets, the development of age-friendly environments, civil society development, sustainable social policies to prevent poverty and exclusion the elderly.

2.5 European Union concept of “Silver economy”

In the European Union debate on active ageing was spurred in 1999 in Communication “Towards a Europe for All Ages -

¹³ *Active Ageing. A Policy Framework*, WHO, Geneva 2002.
¹⁴ *Report of the Second World Assembly on Ageing Madrid. Madrid International Plan of Action on Ageing*, United Nations, New York 2002.
¹⁵ *Highlights of an expert consultation on developing a policy framework for a society for all ages - From the Annex of A54/268 - Report of the Secretary General International Year of Older Persons 1999: activities and legacies*, United Nations, www.un.org/esa/socdev/ageing/policyframework.html [04.01.2011].

Promoting Prosperity and Intergenerational Solidarity”¹⁶ issued on the occasion of the celebration of the UN International Year of seniors as well as in 2012 by the organization European Year for Active Ageing and Solidarity between Generations. Intergenerational policies and active ageing are disseminated for a number spheres of socio-economic life¹⁷. Noteworthy in relation to the labor market are age management programs in organizations as part of a broader strategy for diversity managing¹⁸. The essence of the the proposed changes is taking into account differences in age of employees in the processes: recruitment, training, development and promotion; flexible forms of employment and ergonomic design of work stations, as well as change in attitudes towards older workers.

Another, more complex, recommended by the European Commission approach is to build a “silver economy”¹⁹. Wherein as the researchers of this phenomenon note is not only the market of goods and services for the wealthy elderly, but also special arrangements for trade between economic operators to allow adaptation to the ageing workforce; as well as ideas of “universal design” and “intergenerational relations” aimed at adaptation of goods and services to people of all ages, physical and cognitive capabilities, which can lead to improve social social integration²⁰.

3 Conclusions

The purpose of the article was to present selected models of intergenerational policy. It is a concept of social policy related to the ageing of the population, which specifically refers to the maintenance of good relations between the generations of young people, adults and elderly. Intergenerational policy allows to take action at different levels of society aimed at preventing and mitigating the effects of generational conflict as well as age discrimination. Discusses five models - three for the research and construction recommendations, as well as two models promoted and controlled by international organizations.

It is reasonable to identify a number of practical recommendations for action arising from the review. Given the increase of multigenerationality it is reasonable to continue to support activities intergenerational integration and policy. This approach should be taken into account in the specific policies (including population, family, education, migration). It is important to make efforts for the development of the national silver economy models, taking into account more activities in line with the policy of innovation. Intergenerational policies should aim to increase the benefits of cooperation by elderly (grandparents) and young (grandchildren) and their social environment. It is appropriate to take into account in the proposed actions solutions for eliminating overlapping generations divisions on territorial dimension and with situation on the labor market.

The following directions for further research on solidarity of generations may be proposed. Reasonable are studies on scale and signs of disintegration in intergenerational relations in particular of social, cultural, economic and political spheres. Presented models allows construction of discourse analysis on intergenerational policies and contracts as well as changes in the life cycle. Analyze of

compatibility of national strategy papers on solidarity of generations with recommendations of international organizations are needed. Research is also needed on the possible development of a common intergenerational relations spaces in local communities.

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Primary Paper Section: A

Secondary Paper Section: AD, AE, AO

¹⁶ *Communication from the Commission. Towards a Europe for All Ages - Promoting Prosperity and Intergenerational Solidarity*, COM(1999) 221, Brussels, 21.05.1999.

¹⁷ Dimensions of intergenerational policies and active ageing in the EU include: European Employment Strategy, Open Method of Coordination on social protection and social inclusion, fight against age discrimination, policy of equal opportunities for people with disabilities and gender equality, promotion of social innovation, public health and physical activity, accessibility and mobility, ICT for the elderly, lifelong learning. See: *The EU contribution to active ageing and solidarity between generations*, European Commission, Luxembourg 2012.

¹⁸ A. Walker, *Active ageing in employment. Its meaning and potential*, „Asia-Pacific Review”, Vol. 13, No. 1, 2006, p. 89.

¹⁹ According to the European Commission's silver economy is a concept that refers to “a combination of good delivery conditions (high levels of education, research and development, sensitive and flexible markets) with the increasing purchasing power of older consumers, which offers great opportunities for new economic growth”. See: *Europe's demographic future. Facts and figures on challenges and opportunities*, European Commission, Luxembourg 2007, p. 96.

²⁰ See: A. Klimczuk, *Supporting the Development of Gerontechnology as Part of Silver Economy Building*, „Ad Alta: Journal of Interdisciplinary Research”, Vol. 2. Iss. 2. 2012, p. 52-56.