As representatives of many thousands of families in most European Union Member States, we consider the present demographic challenges as a vital issue for Europe’s future. As the new president of the European Commission recently said in the Mission letter to the Vice-President for Democracy and Demography, we need to ensure “that Europe understands and responds to one of its deepest lying challenges: demographic change.” [2]

Even though demography and population trends are largely predictable, unlike most of the changes experimented by societies, and different initiatives have been taken in the European Union, it seems obvious that this issue has not been addressed proportionally as to what its importance and evidence imply.

The European Union has seen its population grow substantially — by around a quarter in the five and a half decades since 1960 — to the current level of over 500 million people. However, this population is now growing slowly and is even expected to decline in the longer term. At just 6.9 % today, the EU represents an ever-shrinking proportion of the world population; this proportion is projected to fall further, to a mere 4.1 % by the end of this century.

All European regions are affected by demographic impacts, such as the ageing of the population driven by longer life-spans and low levels of fertility, yet some — especially remote, rural and/or border — experience these impacts much more strongly than others. As part of another ongoing trend, people — particularly younger and economically productive people of a child-bearing age — have been moving to the cities, towns or suburbs in ever growing numbers. This trend has had a twofold impact on the regions that have been losing their young people: a population decline and a change in the make-up of the remaining population (faster ageing). Recent migration trends have also improved the demographic dynamics of certain European regions. However, migration on its own will not be enough to reverse the trends of population decline. [3]

Therefore, the response to demographic change should be broad, coordinated and integrated, as this is a cross-cutting issue.
The European Parliament, in its resolution of 9 September 2015 on the Report on the implementation, results and overall assessment of the 2012 European Year for Active Ageing and Solidarity between Generations, called on the Commission “to adopt an EU Strategy on Demographic Change to coordinate EU action in various areas in order to ensure synergies and maximise their positive impact on Europe’s citizens, economy and job creation, as well as protect the human rights of older persons in all EU policies”. [4]

I. A new society

We are living new times. As the president of the European Commission puts it in the Mission letter already mentioned, “changes in climate, digital technologies and geopolitics are already having a profound effect on the lives of Europeans. We are witnessing major shifts all the way from global power structures to local politics. While these transformations may be different in nature, we must show the same ambition and determination in our response. What we do now will determine what kind of world our children live in and will define Europe’s place in the world.” [5]

Reliable data and state-of-the-art analysis are key prerequisites for evidence-based policymaking. There is a need for more capability for comprehensive demographic analysis (by age, education and labour-force status) of likely future population trends in and around Europe. We need to deepen in the new definition on how to know better what is the reality we are living in — without losing touch with it — and to make governance effective, as the way rules, norms and actions are structured, sustained, regulated and held accountable. Experts have already shown that we need a sharing, sustainable and connected society.

1. Sharing

A sharing society makes citizens able to interact, based on the share of information and a co-construction process. This new form of governance is needed to test and implement genuine ways of citizen participation, including the voice of the most deprived. The co-construction will make it possible to establish new methods to meet urban challenges, thanks to a cross-sectoral partnership: public and private, citizens and associations working together to set up collaborative, open-ended strategies to find innovative and non-discriminating responses for the urban future.

2. Sustainable

A sustainable society should implement the energy transition while building smart networks and systems; develop the territory without weakening the environment; make mobility accessible to all and eco-friendly; recycle and consume more responsibly and be every day more resilient.

3. Connected

A connected society creates digital opportunities for everyone and make sure they have access to them; fights against the digital divide; develops a digital media infrastructure; designs and offers new services of general interest; and makes data and information accessible to all.
II. Strategy

The main goal of the strategy should be to bring all policies — cohesion, innovation, transport, health, society and employment, ITC, rural development, emigration, etc. — more into tune with this issue. It should have a firm basis in human rights, involve cost-analysis and projections at national, regional and local level, and prioritise the creation of life sustaining and creating opportunities to help to attract and retain young people in all regions and to foster balanced growth between densely populated areas, areas experiencing population loss and thinly populated areas, focusing on the provision of high-quality public services for all citizens. It should also promote family-friendly policies, in particular measures to remove barriers that discourage parenthood; increase the birth rate; incorporate a gender-related perspective; encourage independent living for older people; increase healthy life expectancy and reduce dependency; combat the social exclusion faced by some of the population and promote renewed efforts to support the recognition of unpaid domestic work and the implementation of policies to balance work and family life. [6]

We mention below some of our inputs for what we consider the three main axes of this strategy: focus on families, be inclusive and incorporate the UN 2030 Agenda.

1. Focus on families

In our research project with UNICEF and UN DESA on SDGs & Families, findings show that the many advantages of well-designed family-focused policy include: reductions in poverty; improvements in employment; gender equality; health and education outcomes. Family policies are a mainstay of national public policies, and the most meaningful vehicle for governments to influence the living standards of upcoming generations. [7]

Helping families is also a way to compensate the social effects of their efforts, especially including decisions on investments in health, housing and education. Too often, the time, effort and money families spend in their children finds no social or economic incentive by the society benefitting from them.

The last Resolution of the United Nations General Assembly on family issues, encourages all Member States to “invest in a variety of inclusive, family-oriented policies and programmes, which take into account the different needs and expectations of families, as important tools for, inter alia, fighting poverty, social exclusion and inequality, promoting work-family balance and gender equality and the empowerment of all women and girls and advancing social integration and intergenerational solidarity, to support the implementation of the 2030 Agenda for Sustainable Development”. [8]

2. Be inclusive

The goal should be to leave no one behind, to get on board as many stakeholders as possible. For this purpose, it is essential to adapt to diversity of situations, considering it as a major value of our present societies. Maybe in the past, choices were more difficult in finding the own way of life and place in society, but today we can choose more, and more freedom is always a step forward in human values and empowerment. Because of that, the combination between leaving no one behind and
redistributing with fairness the goods and services to meet human needs implies recognizing that private decisions often have public consequences, and they are not always the same.

Social policies should take into account the social relevance of choices, so that the public provisions of goods and services is proportional to the results of those choices.

Leaving no one behind also means the answer to these questions: [9]

- Discrimination: What biases, exclusion or mistreatment do people face based on one or more aspect of their identity (ascribed or assumed), including prominently gender as well as ethnicity, age, class, disability, sexual orientation, religion, nationality, indigenous, migratory status etc.?

- Geography: Who endures isolation, vulnerability, missing or inferior public services, transportation, internet or other infrastructure gaps due to their place of residence?

- Governance: Where do people face disadvantage due to ineffective, unjust, unaccountable or unresponsive global, national and/or sub-national institutions? Who is affected by inequitable, inadequate or unjust laws, policies, processes or budgets? Who is less or unable to gain influence or participate meaningfully in the decisions that impact them?

- Socio-economic status: Who faces deprivation or disadvantages in terms of income, life expectancy and educational attainment? Who has less chances to stay healthy, be nourished and educated? Compete in the labour market? Acquire wealth and/or benefit from quality health care, clean water, sanitation, energy, social protection and financial services?

- Shocks and fragility: Who is more exposed and/or vulnerable to setbacks due to the impacts of climate change, natural hazards, violence, conflict, displacement, health emergencies, economic downturns, price or other shocks?

3. Incorporate the UN 2030 Agenda

The 2030 Agenda for Sustainable Development, including its 17 Sustainable Development Goals and 169 targets, was adopted on 25 September 2015 by Heads of State and Government at a special UN summit. Its adoption was a landmark achievement, providing for a shared global vision towards sustainable development for all.

The EU played an important role in shaping the 2030 Agenda, through public consultations, dialogue with our partners and in-depth research. Once it was approved, the EU has continued to play a leading role as we move into the implementation of this ambitious, transformative and universal Agenda that delivers poverty eradication and sustainable development for all.

III. Environments

Other factors that should be taken into account have to do with three aspects that shape the demographic challenges: the so-called ‘fertility gap’, the differences between rural and urban areas and the persistence of ‘brain drain’ in many countries, especially in their influence on the youth transitions.
1. Desired and actual fertility

Lower fertility rates that have spread in European countries can reflect changes in both individuals’ life-style preferences and the constraints that they face in everyday life. These constraints may reflect the emergence of new risk factors (e.g. labour market insecurity, difficulties in finding suitable housing, unaffordable childcare) and the failure of policies to provide adequate support. Evidence about the potential role of these constraints on women’s childbearing decisions can be derived from answers to questions about the ‘desired’ or ‘ideal’ number of children derived from opinion surveys.

While interpreting survey data about these questions is not without problems, evidence suggests that:

- Women generally have fewer children than they actually want.
- The gap between desired and observed fertility rates is higher in OECD countries where fertility rates are lower.
- The gap between desired and observed fertility rates has increased over the past twenty years, both on average and in most OECD countries. The widening of the gap between desired and observed fertility partly reflects the effect of postponement of childbearing on the total fertility rate, but it affects both younger and older women.

2. Rural and urban areas

Demographic developments have various implications for European regions. Some of them, especially rural and remote ones, are experiencing a considerable decline in population numbers. This situation may further exacerbate the economic decline regions are already facing, and thereby widen the gap between wealthy and poor ones.

Cities and urban areas are often seen as centres of economic growth, providing opportunities for study, innovation and employment. European urban areas are often characterised by high concentrations of economic activity, employment and wealth, with the daily flow of commuters into many of Europe’s largest cities suggesting that opportunities abound in these hubs of innovation, distribution and consumption. The good and dense transport system they offer encourages mobility and all forms of transactions.

Cities are indeed attracting people, but because of the high costs of urban living, these same people may settle in nearby towns, suburbs or small urban/rural areas. There are a number of advantages that may attract people to live in rural areas. These include lower housing and living costs, more available space, a less polluted environment and a less stressful lifestyle.

Working-age people in particular tend to move to urban areas, looking for education and job opportunities, while those over 65 tend to move to less expensive locations, like towns, suburbs or rural areas.

Nevertheless, because of the high concentration of their population, many urban areas are exposed to a range of environmental issues that may have an impact upon their sustainability and the quality of life of those living or working in them. In addition, urban areas face a range of complex social challenges: exclusion of less well-off people and families from the city centres and expensive suburbs, issues relating to social cohesion, supply of affordable housing or the provision of efficient and affordable transport services. [11]
3. Migration and brain drain

The movement of skilled workers internationally represents brain gain for the countries that reap their skills and experience and brain drain for their countries of origin. On the brain gain side of the divide, countries increasingly are looking to position their immigration policies to attract the types of international workers and students whose skills they desire. Also, impacts of losing educated workers are being assessed in immigrant-sending and receiving countries alike.

Scientists who have emigrated for several reasons are recoverable assets who can play a part in developing opportunities at home. However, recovery requires the opening of diverse and creative conduits. The health services in the developing world must be supported to maintain their skilled personnel. Only when health staff, whatever their cadre, have the tools they require to do their job, training opportunities, a network of supportive colleagues, and recognition for the difficult job they do, are they likely to feel motivated to stay put when opportunity beckons from elsewhere.

Consequences for legislation and social polices planning should consider the following: [12]

- It is fundamental for local and regional authorities to become aware of the brain drain problem and identify the talent they want to retain, attract or regain.

- There needs to be a coordination of players and the synergy of resources to focus on talent-based growth strategies.

- The opportunity to identify key driving sectors for retaining/attracting talent should be taken into account.

- They should stimulate the absorption of talent from outside, by attracting international talent or regaining such talent that had previously moved away through the setting-up of specific projects or medium-term strategies as well as branding initiatives or initiatives aimed at rewarding talent.

- Structural impediments or barriers should be removed, whether they are related to infrastructure, services and facilities or the reputation of the locality/region and culture.

- Public authorities facing the same challenges should seek cooperative and/or shared solutions.

IV. Recommendations

1. Active ageing

The EU Green Paper on demographic change [13] comprehensively addressed the nature of the challenge Europe is facing and the urgency to take action. In parallel, the Commission communication ‘Common actions for growth and employment’ [14] described population ageing combined with a shrinking working-age population as a challenge that needs to be addressed, as it would affect Europe’s economic and social future. Furthermore, the promotion of active ageing was seen as contributing to the European Commission’s overall objective of improving living standards.

In 2006, the European Commission stated in its communication ‘The demographic future of Europe — from challenge to opportunity’ [15] that “in view of the complexity of the challenges of ageing, an overall strategy appears essential. Both at EU and at national levels it will be necessary to review existing policies to determine whether they need to be adjusted to take account of the changing demography of the EU.”
The new College of Commissioners will produce a new Green Paper on ageing, “launching a wide debate on long-term impacts, notably on care and pensions, and on how to foster active ageing,” according to the referred letter of President von der Leyden. This Green Paper is also meant to “assess whether our social protection systems are fit to deal with the needs of an ageing population.“ [16]

The core policy directions are identified as follows: [17]

- Support demographic renewal through better conditions for families and improved reconciliation of working and family life.
- Boost employment — more jobs and longer, better quality working lives.
- Raise productivity and economic performance by investing in education and research.
- Receive and integrate migrants into European society.
- Ensure sustainable public finances to guarantee adequate pensions, health care and long-term care.

In order to meet the challenges, other recommendations are: [18]

- Link the retirement age with increases in life expectancy.
- Restrict access to early retirement schemes and other early exit pathways.
- Support longer working lives by providing better access to lifelong learning, adapting work places to a more diverse workforce, developing employment opportunities for older workers and supporting active and healthy ageing.
- Equalise the pensionable age of men and women.
- Support the development of complementary retirement savings to enhance retirement incomes.

To summarise, population ageing is one of the most important phenomena influencing policy directions in the multidimensional context of social, labour market and economic transformations. The reform focus is on tapping the potential of all generations, and of the growing elderly population in particular, to contribute to economic development and welfare in the EU and its Member States. In any case, future populations of EU Member States will have to become more adaptable.

Fortunately, the average educational attainment is continuing to rise. Such investments in education and human capital will be the best defence against uncertainty. For the EU, it is also important to recognise that internal mobility encouraged by economic disparities has the potential to disproportionately influence the emigration of skilled people and even the overall population sizes of certain Member States, primarily in Eastern and Southern Europe.

2. Work-family balance

Nearly one in five workers (18%) in the EU reports a poor work-life balance; this percentage has remained stable since 2000. Indicators of conflict between work and life have increased slightly in the past decade. Work-family balance is primarily a gender-equality issue. Women in employment report a better work-life balance than men, linked to their shorter working hours. Differences in reported work-life balance between people of different age cohorts emerge when a life course perspective is considered: problems combining work and life are most frequently reported by people with young children. This is especially the case for men: during this phase, they also express a strong preference
Most unpaid work involves caring for children or dependent adults. Women assume care responsibilities more often than men (working fewer paid hours or not at all). Formal support services are not available or affordable for everyone: a sizeable share of women not seeking employment because of care responsibilities indicates a lack of available or affordable care services. There are clear indications that the demand for formal long-term care is rising and will continue to do so. However, to meet this demand will put pressure on government budgets: hence, further reliance on informal care is likely, with a consequent impact on work-life balance.

It is evident that many factors influence the ease with which care and paid work can be combined, including the number of working hours and intensity of care work, as well as the availability of flexible working arrangements or formal care services. Not surprisingly, there are large differences between Member States in the proportion of workers finding it more or less easy to combine paid work with care. Beyond its impact on quality of life, caring is also likely to affect working carers’ material well-being, as time spent providing care is not remunerated, working hours may be reduced and so income is lower — although even lower for someone who cares full-time and does not work at all. As long-term care can last for several years, it can completely change the carer’s life. The average duration of care is 6.7 years, with a significant impact on pension entitlements, social embeddedness, savings and more. [20]

In that sense, Target 5.4 of the 2030 Sustainable Development Agenda can be especially relevant: “recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate.” [21]

As the last report of the UN Secretary General on family issues states, “support for the caregiving functions of the family through policies that foster work-family balance and through generous parental leaves has had a great impact on making sure that both men and women in the family have equal rights and responsibilities. When care is not fairly distributed and supported, unequal relations within the family persist, as care deficits are usually filled by women. Shared care within a household creates a family life where both parents are involved in raising a child and a better environment for shared decision-making that benefits the family.” [22]

The recent Directive on Work-life balance for parents and carers focuses on the wide range of its potential beneficiaries. “While parents and carers will profit from work-life balance better adapted to the needs of today’s families, an increase in women employment, their higher earnings and career progression will positively impact them and their families’ economic prosperity, social inclusion and health. Companies will benefit from a wider talent pool, a more motivated and productive labour force as well as less absenteeism. The rise in female employment will also contribute in addressing the challenge of demographic ageing and ensuring Member States’ financial stability.” [23]

Comprehensive legal and policy frameworks balancing work and family life should be established to encourage shared responsibilities between family members, the State, the private sector and the society at large. Such policies may range from parental leave to child benefits and access to quality and affordable childcare. Flexibility of working hours and working place, professional support and advice and efforts to create a more family-friendly culture in the workplace are equally important. To achieve this, the following actions are recommended: [24]

- Recognise and communicate the value of work-family balance in the economy and in society.
- Develop, provide and communicate comprehensive well-resourced and flexible parental leave entitlements throughout the life course of the family and in periods of transition.

- Support, promote and communicate part-time working arrangements according to parental choice by ensuring non-discriminatory practices towards parents in the labour market. Promote skill development and learning systems throughout the life course of the family and in periods of transition to facilitate parents’ re-entering the labour market.

- Promote, develop and communicate key media messages focusing on the value of children, maternity, paternity and families in our communities and societies.

- Develop, promote and communicate the economic and social value of family-friendly workplaces in accordance with comprehensive systems of accreditation.

- Enhance dialogue and partnerships between social policy makers and relevant stakeholders, including families, family associations, business sector, trade unions and employers to develop and improve family-friendly policies and practices in the workplace.

- Support and promote a stronger, integrated, accessible and supported framework to enhance lone parents’ opportunities to balance work and family life and therefore fully engage in education, skill development and job advancement.

- Recognise and communicate the social, economic and cultural value of family care work.

- Offer and promote a variety of care practices and opportunities to enable families to make choices (e.g. regarding childcare arrangements), according to their parental responsibilities, needs and values.

3. Child protection

Child poverty or social exclusion is high — around 21 % of Europe’s children live in income poverty, 8.5 % live in severe material deprivation and 9.3 % in workless households. Child poverty is multidimensional as issues of education, leisure, clothing, food, health and housing are involved along with income. Research confirms that poverty and deprivation in childhood has both short- and long-term effects causing an intergenerational cycle of disadvantage. Further it shows that well-designed cash transfers and tax benefits, employment of parents, early child education and care and family services are key to fight child poverty. A European Child Guarantee was called for by the European Parliament in 2015. [25]


- Equal opportunities for all children: children have the right to an adequate standard of living and to appropriate social and economic protection. However, too many children, even in richer countries, are affected by poverty. Certain groups of children, such as children “on the move” and affected by migration, are particularly vulnerable. Discrimination of children on the grounds of gender, disability, or sexual orientation is a reality in Europe. The Strategy calls on member States to change their legislation and policy relying on specific Council of Europe legal standards, such as the European Social Charter.
- Participation of all children: children have the right to be heard and participate in decisions affecting them. Their views should be given due respect in the development, implementation and evaluation of child-related laws, policies and actions. Member States should make sure that children are consulted in all contexts relevant for their rights. One way to achieve this is to use the Council of Europe Child Participation Assessment Tool to measure the extent to which countries involve children in decision-making.

- A life free from violence for all children: States must guarantee that children are protected against all forms of violence, including sexual abuse and exploitation. The Council of Europe is a pioneer in setting standards for protecting children against violence: it has such legal tools as the Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention), the Convention on Domestic Violence and Violence against Women (Istanbul Convention), the Convention on Action against Trafficking in Human Beings, and the Convention on Cybercrime. The Strategy also calls on member States to put an end to corporal punishment of children in all settings — schools, institutions and at home.

- Child-friendly justice for all children: many children come into contact with the justice system in one way or another. Sadly, justice systems in Europe are still ill-adapted to the specific needs of children. The Strategy calls on member States to implement the Council of Europe Guidelines on child-friendly justice, to ensure that primary consideration is given to the child’s best interest, and to use deprivation of liberty only as a measure of last resort and for the shortest appropriate period of time.

- Rights of the child in the digital environment: Internet has become an integral part to children’s lives. They have the right to learn, play and communicate online — and to be protected from bullying, hate speech, radicalisation, sexual abuse, and other risks of the “dark net”. Guaranteeing the rights of the child in the digital environment is a key challenge all member States of the Council of Europe face, and the Strategy will help them provide children with practical knowledge of how to be online and stay safe.

Going forward, the following key priorities are suggested: [27]

- Setting a results-oriented, child poverty target which integrates a focus on the poorest children (measured on a clear basis).

- Integrating a specific concern with child poverty and the achievement of a target into the multi-annual financial framework.

- Encouraging and enabling Member States to adopt national strategies around a Child Guarantee.

- Working out the mode of delivery of the Child Guarantee and deciding whether particular areas of the five components of the Guarantee should be prioritised. It may be strategic to start with service areas where approaches for the poorest and most vulnerable children are better developed, such as early childhood education and care and education. These could be test cases for the Guarantee.

V. Conclusions

We suggest to strengthen the evidence in all the previous topics, in order to create a coordinated ‘Policy Coherence on Demography,’ through the following steps: [28]

- Resuming the European Demographic Forum (interrupted by the outgoing Commission), as a place of debate and exchange of best practices.
- Resuming the European Platform for investing in children (which succeeded the European Platform for families initiated under the German Presidency).

- Create an even stronger investment case for family-friendly policies, which also incentivizes governments to improve their policies (there may be a need to create regional investment cases as well).

- Identify and approach business sectors that would be ready for the policy change.

- Offer alternatives on the policies so there is flexibility in adoption, as all companies may not reach the gold standard immediately.

- Promote the relationship between the government policy-legislative framework and the realities of families working in the informal sector.

Member States could also improve their policies in the following points: [29]

- Provide statutory, nationwide paid leave to both mothers and fathers, where it is lacking.

- Remove barriers to the take-up of childcare leave, especially those faced by fathers.

- Enable all children to access high-quality, age-appropriate, affordable and accessible childcare centres irrespective of their personal or family circumstances.

- Fill the gap, where it exists, between the end of parental leave and the start of affordable and accessible childcare in centres so that children can continue their development without interruption.

- Ensure that mothers can breastfeed before and after they return to work by providing such things as guaranteed breastfeeding breaks, places to pump and store milk and quality childcare nearby.

- Build the capacity of health professionals to provide breastfeeding support in hospitals and communities.

- Collect more and better data on all aspects of family-friendly policies so that programmes can be monitored, policies compared, and countries held accountable.

- Improve parenting education and family learning contents in the different levels of education.

- Above all, ensuring that every future impact assessment put in place by the Commission take in due consideration the impact of every new piece of EU legislation on families and demography.

Notes

[1] The International Federation for Family Development, an umbrella organization for more than 250 Family Enrichment Centres that operates in 71 countries, benefits over 90,000 people annually and has been granted reclassification of the consultative status at ECOSOC from special to general, a situation granted to only 3% of the organizations working with the UN. The main activity of those Centres are the courses we organize for parents. Our work also involves the design, team coordination and direction of activities with United Nations ECOSOC, UNICEF, UN Women and other agencies and international institutions, and with local, regional and national governments of the countries where the Federation operates, sending regular information on family policies research and good practices, and evidence-based and result-oriented consultancy. More information available at www.iffd.org and www.familyperspective.org.


[5] Ursula von der Leyen, Mission letter ...


[16] Ursula von der Leyen, Mission letter ...


[20] Eurofound, ‘Striking a balance …’


[25] Ursula von der Leyen, Mission letter ...


[29] Cf. Letter to Dubravka Šuica ...