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***Population Policy Acceptance Study –  
The Viewpoint of Citizens and Policy  
Actors Regarding the Management of  
Population Related Change***

***DIALOG***

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# **EU RESEARCH ON SOCIAL SCIENCES AND HUMANITIES**

## **Population Policy Acceptance Study – The Viewpoint of Citizens and Policy Actors Regarding the Management of Population Related Change**

### **DIALOG**

#### **Final report**

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## Preface

Within the Fifth Community RTD Framework Programme of the European Union (1998–2002), the Key Action 'Improving the Socio-economic Knowledge Base' had broad and ambitious objectives, namely: to improve our understanding of the structural changes taking place in European society, to identify ways of managing these changes and to promote the active involvement of European citizens in shaping their own futures. A further important aim was to mobilise the research communities in the social sciences and humanities at the European level and to provide scientific support to policies at various levels, with particular attention to EU policy fields.

This Key Action had a total budget of EUR 155 million and was implemented through three Calls for proposals. As a result, 185 projects involving more than 1 600 research teams from 38 countries have been selected for funding and have started their research between 1999 and 2002.

Most of these projects are now finalised and results are systematically published in the form of a Final Report.

The calls have addressed different but interrelated research themes which have contributed to the objectives outlined above. These themes can be grouped under a certain number of areas of policy relevance, each of which are addressed by a significant number of projects from a variety of perspectives.

These areas are the following:

- ***Societal trends and structural change***

16 projects, total investment of EUR 14.6 million, 164 teams

- ***Quality of life of European citizens***

5 projects, total investment of EUR 6.4 million, 36 teams

- ***European socio-economic models and challenges***

9 projects, total investment of EUR 9.3 million, 91 teams

- ***Social cohesion, migration and welfare***

30 projects, total investment of EUR 28 million, 249 teams

- ***Employment and changes in work***

18 projects, total investment of EUR 17.5 million, 149 teams

- ***Gender, participation and quality of life***

13 projects, total investment of EUR 12.3 million, 97 teams

- ***Dynamics of knowledge, generation and use***

8 projects, total investment of EUR 6.1 million, 77 teams

- ***Education, training and new forms of learning***

14 projects, total investment of EUR 12.9 million, 105 teams

- ***Economic development and dynamics***

22 projects, total investment of EUR 15.3 million, 134 teams

- ***Governance, democracy and citizenship***

28 projects; total investment of EUR 25.5 million, 233 teams

- ***Challenges from European enlargement***

13 projects, total investment of EUR 12.8 million, 116 teams

- ***Infrastructures to build the European research area***

9 projects, total investment of EUR 15.4 million, 74 teams

This publication contains the final report of the project 'Population Policy Acceptance Study – The Viewpoint of Citizens and Policy Actors Regarding the Management of Population Related Change', whose work has primarily contributed to the area 'Societal and individual well being: social trends, the implications of structural changes and of technological development'.

The report contains information about the main scientific findings of DIALOG and their policy implications. The research was carried out by fourteen teams over a period of 37 months, starting in December 2002.

The abstract and executive summary presented in this edition offer the reader an overview of the main scientific and policy conclusions, before the main body of the research provided in the other chapters of this report.

As the results of the projects financed under the Key Action become available to the scientific and policy communities, Priority 7 'Citizens and Governance in a knowledge based society' of the Sixth Framework Programme is building on the progress already made and aims at making a further contribution to the development of a European Research Area in the social sciences and the humanities.

I hope readers find the information in this publication both interesting and useful as well as clear evidence of the importance attached by the European Union to fostering research in the field of social sciences and the humanities.

J.-M. BAER,

Director



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## **Abstract**

The "DIALOG – Population Policy Acceptance Study - The viewpoint of Citizens and Policy Actors Regarding the Management of Population related Change" (Contract No. HPSE-CT-2002-00153) project was funded by the European Commission under the Fifth Framework programme for three years (January 2002 to December 2005).

The overarching objective of the Population Policy Acceptance Study (PPAS) is the analysis based on cross-sectional survey data on European's practices, attitudes and opinions concerning demographic changes, fertility behaviour, intergenerational exchange of resources and services, and population-related policies. The study aims to analyse values and attitudes affecting fertility decisions, perception of advantages and disadvantages of having children, meaning of family and parenthood, aspirations in life, opinions and attitudes towards population policy issues and measures, role of government in providing support to families and preferences and aspirations regarding gender roles, paid labour and family life.

One of its main goals is to promote a dialog between the public, politicians and researchers. It aims to offer politicians choices for actions on the basis of the results from the project.

Methodologically the project follows first a quantitative analysis of surveys in 14 European countries with more than 34 thousand women and men aged 18 to 75 years. The national surveys have been merged into one International Population Policy Acceptance Survey (IPPAS) database for Europe wide comparative statistical analyses. Second, a Delphi study has been conducted as a qualitative approach. In this policy-Delphi experts from 15 countries have been interviewed towards their desired future scenarios concerning the demographic and societal development until 2030.

The results from the DIALOG project especially from the analyses of the IPPAS are manifold. The results have been broadly disseminated in many publications and papers.

The main findings are:

- Marriage with children is key to the personally-preferred living arrangements, but unmarried cohabitation is increasingly accepted as preceding marriage.
- Children are highly valued, but the desired number of children is quite low ranging from 1.59 for German men to 2.42 for Cypriot men. The most frequently mentioned reason against a(nother) child is that the desired number has been

reached. But there are also widespread concerns about the future and, particularly in CEE countries, the high costs of children.

- Europeans would like to see more family policy, but there are quite different measures desired in the individual countries. The most effective policy with a hope to stop or slightly reverse fertility decline is likely to be a mix of financial transfers and measures to reconcile family and gainful employment for both men and women.
- The desire to reconcile paid work and family is widespread. Leaving work altogether as a mother is popular. However more part-time jobs when children are small are favoured. Attitudes towards working mothers are improving.
- Europeans are worried about population ageing. Attitudes towards the elderly are nevertheless mostly very positive.
- Desired measures for the elderly include improved health services, flexible transition to retirement, working after retirement, strengthening the role of the family in care of elderly parents.
- Preferred measures to safeguard the pension systems are a willingness to pay higher social insurance contributions or taxes, to abolish early retirement programmes and to increase the retirement age.
- When it comes to personally preferred versus expected retirement age people would prefer to retire well below the age of 60 (from 52.3 in Slovenia to 59.3 in Germany), but they realistically expect to retire later (from 59 in Romania to 64.2 in Germany).
- Reform policies under discussion to adapt to imminent population ageing are accepted and expected personal retirement age reluctantly adjusted to probable policy change.

## **I. EXECUTIVE SUMMARY**

### **1. Background of the DIALOG project**

The background and impetus of the DIALOG project is demographic change and its related social problems. Europe is facing population trends with serious consequences like the low fertility in the first place, rising divorce rates, less families and more individualised living arrangements. Low fertility leads in combination with a welcome increasing life expectancy to population ageing. The problems associated with population ageing entail not at least challenges for the social security systems in the European countries.

The phenomenon of demographic change is not new and did not arise in the last years – it rather had begun decades ago. Nevertheless the alertness of science and politics boosted primarily in the recent past. Especially the challenge of population ageing is connected to urgent policy decisions and actions. It is not only the question how to safeguard the pension systems, but also to avert the risk of weakening intergenerational solidarity.

Another problem is the change of family and living arrangements. Beside the pluralisation of living arrangements which brings up a rise of non-family living situations, also the connection between marriage and parenthood seems to become rather a choice than a matter of course. More and more women and men decide to postpone the family formation to a later stage of their life course or eventually decide to have no children. The consequence of such decisions is a decreasing share of children, then young people, what leads on the one hand to a future declining working population and therewith to a loss of contributors for the pension systems. On the other hand the problem arises that more elderly people will be childless, what brings up the question who would care or who is responsible for them if they need help.

The quest for gender equality and a higher female labour force participation in tandem with low fertility calls for strategies how to reconcile work and parenthood. It also evokes the issue of responsibilities for family duties as homecare, the care for the children or elderly parents.



## **2. Aim, structure and methodology of the DIALOG project**

The major aim of the DIALOG project is to offer research-based recommendations to policy actors and to provide a basis for a dialog between the public, politicians and researchers on the challenges of demographic change. The overarching goal are comparative population studies of the 15 participating countries. These are: Austria, Belgium (Flanders), Cyprus, the Czech Republic, Estonia, Finland, Germany, Hungary, Italy, Lithuania, the Netherlands, Poland, Romania, Slovenia and Switzerland. All of them, except Switzerland, provided national standardised surveys of the **Population Policy Acceptance Study (PPAS)** on different issues concerning demographic change. Cyprus provided data for the international PPAS database as an associated partner. The surveys have been carried out in each participating country under the responsibility of the partner institutions. The surveys have been conducted in the years 1999 to 2003. More than 34 thousand women and men aged 18 to 75 years have been interviewed.

The main research areas (which correspond to the organisational structure of the project in work packages) are: General Population Related Policies and Attitudes; Gender Issues; Work and Parenthood; Child-friendly Policies; and Intergenerational Solidarity. All national surveys have been merged into the International Population Policy Acceptance Survey database (**IPPAS**) for which the DIALOG project partner PSPC was responsible.

In addition, a Delphi study has been conducted, which follows a qualitative methodology. In this study experts from all participating countries (including Switzerland) have been asked about their visions of the demographic development and related policy actions until 2030. The panellists were politicians, scientists and stakeholders from different areas.

The results from the DIALOG project have been broadly disseminated in publications and conferences. All in all the project and the consortium realised great attention from the public, policy makers and the press during the project.

The project was funded for three years by the European Commission under the Fifth Framework Programme.

### **3. Results and policy implications**

#### General Population Related Policies and Attitudes

In the DIALOG project the main demographic issue is the fertility in Europe. In none of the countries studied direct programmes (population policies) which address this complex issue could be found. Indirect measures however played an important role and that is why attention should be directed on family policy.

Based on the family policies different regimes can be found to deal with low fertility. First, there are countries which introduced reforms to improve the reconciliation of gainful employment and family. Second, there are labour market oriented countries with very limited family policy reforms. Third, in the most CEE countries in study there was a breakdown of family benefits and day care systems after 1990. Fourth, in single countries the day care was emphasised, while benefits have been reduced after the 1990s.

Concerning population ageing there was a vivid debate on raising age at retirement and reforming the pension systems. However programmes on "active ageing", especially the labour force participation of the elderly, did not yet exist in most DIALOG countries in recent years.

#### Gender Roles and Gender Relations

The results of this work package show how responsibilities in household and family versus gainful employment are shared between women and men both within partnership and family. There is a diminishing prevalence of families with a traditional division of labour: women caring for the household and men pursuing a gainful employment. Women living in such an arrangement are less inclined to support modern visions of gender roles.

Between the countries there are enormous differences concerning the acceptance of traditional gender roles: the acceptance ranges from 10 to 80% depending on the country. Higher acceptance can be found in some CEE countries and Southern Europe, lower acceptance in Western Europe.

Women have a higher preference towards modern gender roles than men. The same is with preferences towards policies promoting modern gender roles and relations.

Demographic characteristics have their influence on the acceptance of traditional gender roles. The younger the respondents the lower is the acceptance – there is large

agreement of young people in Europe towards modern gender-related values. Unmarried couples tend to more modern gender roles and practices. Respondents living in families with a higher number of children agree more often that children would suffer if a mother works. However, respondents highly preferred policy measure towards establishing better opportunities for women to reconcile gainful employment and child-rearing. This leads to the need of improving the reconciliation of work and parenthood.

### Work and Parenthood

The results of analysis of questions concerning the reconciliation of work and parenthood confirm gender differences. In general, living in families has positive effect on the employment of males, while women have a lower labour market involvement if they have children. There is a diversity of reconciliation strategies between the DIALOG countries: in Western Europe part-time employment is preferred as reconciliation measure; the majority of respondents from the Central and Eastern European countries preferred full-time employment or in some countries to withdraw from employment, especially when their children are small (under 3 years). Remarkable are the results for single countries where motherhood does not seem to reduce the employment of women, even full-time.

The most practised partnership-model in the DIALOG countries is the dual-earner model (over 50% in the former socialist countries). Overall, the second most frequent is the male-breadwinner model (only the male in a couple earns money). The most practiced reconciliation measure differs if the couple has small children: then, the dual-earner model was most practised in three countries only.

The dual-earner and male-breadwinner models are less preferred than practised, what is the case for couples with or without (small) children. Exceptions are Lithuania, where the male breadwinner model is more preferred than practiced and the Netherlands, where dual earning is higher in demand than it is practiced. These discrepancies between practices and preferences indicate that there is an unsatisfied demand for and of the employment of females and mothers. In particular the results indicate a high demand for part-time work as a reconciliation measure.

The results show that in some western countries also men are interested in reducing their working hours to spend more time with the family. According to the dual-earner model this could mean that both mother and father work part-time. For contrast in the former socialist countries and Southern Europe part-time work of men is unpopular.

## Children and Child-friendly Policies

The value of children is closely connected with the hierarchy of values of individuals. The results from the analyses of the IPPAS show that values related to relationships are more important than personal aspects. On the other hand also materialistic values like income and job satisfaction are very important. All in all there are also differences between countries concerning the ranking of values. Of course, also demographic characteristics, particularly age have an effect on the hierarchy of values. Personal values are more important in younger ages.

A very important finding is, that the majority of the European respondents say, that children are not seen as an obstacle fulfilling other personal values and goals.

The value of children is very high in Europe, but is more seen as a value which leads to personal and family pleasure than to personal contentment or societal responsibility. The respondents from the CEE countries, - the DIALOG countries with the lowest fertility - value children higher than women and men in the Western European countries. Childless people value children less than parents, independent from their intention to have children.

All in all the intentions of the respondents to have children are quite low. The average desired number of children ranges from 1.59 for German men to 2.42 for Cypriot men (aged 20-40 years). One of the reasons for the low desired (additional) number of children is partly that a significant share of the respondents already has as many children as desired.

The intention to have children is in general higher for childless respondents but it differs from country to country. There is an interval from 46% in Western Germany on the one side to 91% in Cyprus on the other side. But the results also indicate that only a minority also from the childless people want more than two children.

The main reason for childless people for not wanting a child is that they are not living in a suitable partnership. The respondents are also concerned about the future of their children - also if they are already parents -, their own standard of living, their social and professional activities and the costs of having children.

Relating to the results from IPPAS new and improved family policies have the potential to have an effect on fertility behaviour. Starting with 47% of respondents with the intention to have children in Italy to 85% of those in Estonia an improved family policy would make it easier for them to realise their desired number of children. A considerable share

of people who have doubts to have children or say that they do not want (more) children would reconsider their decision after the implementation of an improved family policy (11% in Italy to 44% in Estonia).

There are a lot of possible policy measures, which could have an impact on the reversal of low fertility. But there is no single policy measure ideal for whole Europe – some measures would work better in one country than in the other. This depends on cultural, social and economic contexts. Second, the success of such policies also depends on the specific population group within each country. In Austria, Western Germany, Finland and the Netherlands parental leave, work arrangements and childcare facilities should be improved to successfully help childless people to fulfil their wish to have children. In Eastern European countries and also for parents in Western Europe an improvement of financial incentives might be encouraging. But in the end, it is of course a private decision to have children or not and when.

#### Intergenerational Solidarity, the Elderly and Ageing

Although if the increasing share of elderly people in comparison to the declining number of young people in the European societies was negatively assessed by a majority of the PPAS respondents, mostly positive attitudes towards the elderly have been found. The results indicate a good and functional intergenerational relationship. This conclusion is supported by the fact that a majority of respondents agree to positive and only a minority to negative statements towards the elderly and their social functions.

To safeguard the pension systems a considerable share of all respondents would agree to curtailing measures like increasing taxes or contributions, raising the age of retirement and abolishing early retirement schemes. Together with the finding of a realistically higher expected than preferred own age of retirement, the results indicate quite rational attitudes. This could be a positive signal for policy decisions concerning retirement.

#### Delphi Study

##### *Background and methodology of the Delphi study*

The Delphi study covers three research issues: (1) Ageing, (2) Family and Fertility and (3) Gender. The aim of the DIALOG Delphi Study was to create future scenarios on population and social policies of 15 European countries. These scenarios have been designed based on the inputs, comments and suggestions provided by 15 experts/panellists selected in each participating country in four consecutive rounds.

The design of this Delphi Study is based on a multi-method approach which integrates Delphi Technique, Appreciative Inquiry and SWOT Analysis. The fundamental hypothesis is that the way people built up their future depends on our capacity to “dream”, to look positively beyond time boundaries and every day life constraints. The timeframe of this study is from 2003 to 2030. So the focus of this study is not on “problems” and their solutions in the short run.

#### *Results and policy implication of the Delphi study*

Four topics were present in the final Delphi scenarios of at least nine countries:

(a) Sustainability of pension systems, (b) Work and family reconciliation, (c) Increase in the number of births and (d) Changing male and female roles.

Experts of all countries selected “Sustainability of pension systems” as their favoured policy objective to be achieved until 2030. Regarding Family the experts of 14 countries wish for a better work and family reconciliation, concerning Fertility experts of nine countries would like to see an increase in the number of birth within the next 30 years. “Changing male and female roles” has been chosen by experts of 11 countries as most important gender topic until 2030.

Within the ageing component there are main policy objectives which all Delphi experts wish to see realised by 2030, namely the sustainability of pension systems, an adjustment of the social security systems to the ageing population and an increase of intergenerational solidarity. These policy objectives shall be reached by several key success factors, namely by increasing the retirement age, widening of private retirement schemes, flexible/gradual retirement and work after retirement. In addition there should be a higher investment in health improvement and in life-long learning. Training in intergenerational solidarity for the youth, financial incentives for those families who take care of old family members and an increase in the number of births were also proposed as measures for obtaining the ageing-related policy objectives. Last but not least the experts suggested an increase of the female employment rate and of the number of legal immigrant workers.

The Delphi experts wished that families could benefit from a better work and family reconciliation until 2030. This can be attained by an increasing number of part-time positions, more flextime opportunities and telework. In addition, improvements in parental leave and the realisation of a better balance between private life and work focused at the individual level were suggested by the experts. An increase in the number

of crèches and kindergartens and a prolonged school time or more after-school facilities would ease work and family reconciliation as well.

According to the final Delphi scenarios an increase in the number of births is desired by the experts until 2030. This shall be reached by increasing financial incentives for families (including economic support, reduction of educational costs, tax deduction and support for young families) and changing the organisation of work. A better availability of infrastructures and services plus changes in the value structure and the social environment are also suggested by the experts for increasing the number of births.

The Delphi experts wished for a higher participation of men in domestic chores and a more equal distribution of childcare as key success factors to be implemented until 2030 in order to change male and female roles. Furthermore letting women acquire better and more visible positions in the labour market and in social, economical and political life was also proposed by the experts.

#### **4. Exploitation and dissemination**

##### Objectives

Production and publication of project deliverables is supposed to be relevant for different users: the scientific community, policy community and citizen's associations. Deliverables were disseminated to these users through the project working papers, papers in journals, rapid reports, the Final Monograph and via internet.

##### Description of Work and Methodology

The dissemination during the 3 years of the DIALOG project included:

- Establishment of the DIALOG website covering all relevant project information, deliverables, reports, meetings and conferences, internet links and addresses <http://www.bib-demographie.de/ppa/IndexDialogStart.htm>
- Preparation and dissemination of 11 rapid reports in electronic and printed version.
- Exploitation and dissemination of 18 project deliverables.
- Publication of a final monograph in 2 volumes entitled "Charlotte Hoehn, Dragana Avramov and Irena Kotowska (Eds.): People, Population Change and Policies: Lessons from the Population Policy Acceptance Study" by Springer in 2006.

- Publication of Delphi results in the Italian Population Journal "Demotrends", 2-3, 2004 ([http://www.irpps.cnr.it/sito/download/demo\\_2\\_3\\_04.pdf](http://www.irpps.cnr.it/sito/download/demo_2_3_04.pdf)).
- Publication of presentations held at the IUSSP Side meeting on DIALOG in a special issue of the Polish Population Journal "Studia Demograficzne" mid 2006.
- Publication of DIALOG working papers at BUBE's DIALOG Series:
  - No. 1: Retranslated Questionnaires
  - No. 2: Delphi Study (D8, D11/12)
  - No. 3: PPAS Presentations at the European Population Conference 2003
  - No. 4: General population related policies and attitudes (D14/15)
  - No. 5: Results of the workshop on multilevel analysis with SPSS and R for cross-national regression problems (D10, Workshop)
  - No. 6: Gender issues (D16/17)
  - No. 7: Work and parenthood (D18/19)
  - No. 8: Child-friendly policies/D20/21)
  - No.9: Intergenerational solidarity and elderly (D22/23)

(No. 5-9 will be published in 2006)
- Organisation of a DIALOG Side Session at the IUSSP Conference on 18<sup>th</sup> July 2005 in Tours. There 8 DIALOG workpackage leaders presented their first findings.
- Participation of Consortium partners at (inter)national seminars and conferences, e.g. EAPS Conference in 2003, IUSSP Conference in 2005.
- Organisation of a workshop for policy makers in cooperation with the Robert Bosch Foundation on 16<sup>th</sup> November 2005 in Stuttgart. Therefore BUBE produced a brochure on PPAS results in English and German. The title of the brochure is "The Demographic Future of Europe – Facts, Figures, Policies" ([http://www.bib-demographie.de/ppa/PPAS\\_brochure\\_en.pdf](http://www.bib-demographie.de/ppa/PPAS_brochure_en.pdf)).
- Public dissemination of the International PPAS Database in 2006.

#### Impact of the Dissemination Strategy

DIALOG's dissemination strategy had impact in different quarters:

- Sensitisation of policy makers and general public to the relevance of population-friendly policies and to the real expectations of individuals towards public support in a life course perspective regarding family dynamics, partial incompatibility



between work and family role, childcare, caring for the elderly and one's own ageing;

- Broadening of theoretical knowledge at the research level about the interaction between public policies and practices, opinions and expectations of individuals and families;
- Improvement of methodologies for comparative research and setting up and exploitation of international databases;
- Impetus to other European countries to implement similar surveys in order to promote informed population policies which take into account viewpoints of citizens;
- Contribution to the dialog-based formulation of population-friendly policies which build on the active expression of concerns and interest of citizens and take into account their needs and expectations and to the formulation of knowledge-based population policies which may be expected to be both feasible and effective;
- Impact on governments in transition countries in view to promote citizens' rights and better governance. In view of the enlargement process active involvement of citizens in polity building in transition countries is one of the important key challenges for the EU.

## **II. BACKGROUND AND OBJECTIVES OF THE PROJECT**

### **1. The demographic situation as background of the DIALOG project**

Since the 1960ies nearly all industrialised countries witnessed remarkable demographic change. Fertility fell below replacement level inducing - together with increasing life expectancy - population ageing and population decline. While population decline was and can be mitigated by international immigration population ageing remains an outstanding phenomenon. The UN Study on "Replacement Migration" (UN, 2000) illustrates options to maintain population size, the size of the population of working age or to halt demographic ageing with this latter option as a rather theoretical one. The example of Europe may illustrate this.

The 47 countries, which Europe comprises in the UN definition, had a population of 728 million in 1995. Total fertility rate (TFR) for this Europe declined from 2.6 births per woman in 1950 to 1.57 by 1990-1995. Life expectancy at birth rose from 66.2 years in 1950-1955 to 72.6 years in 1990-1995. With that the proportion of the population aged 65 or older has risen from 8.2 % in 1950 to 13.9 % in 1995 while the potential support ratio (number of working-age persons (15 to 64 years) per 1 person 65 years or older) declined from 8.0 in 1950 to 4.8 in 1995.

In the UN medium variant of 1998 (assuming net immigration of 428,000 annually) population decline of Europe is to be expected after 2000 leading to 628 million in 2050. In 2050 27 million persons (4.3 %) would be post-1995 immigrants or their descendants. Working-age population would reach a peak in 2010 and start declining to 364 million in 2050; that are a quarter less than in 1995. The elderly population will grow, and the potential support ratio would fall from 4.8 to 2.1 in 2050.

If annually 1.8 million migrants would come to Europe its population could be kept constant at its 1995 level. 127 million persons or nearly 18 % of the total population of Europe would be post-1995 immigrants or their descendants. In 2050, the potential support ratio would be 2.38 (instead of 2.1 in the medium variant).

In order to maintain the working-age population at its 1995 level an annual net migration of 3.6 million would be required. The total population would grow from 728 million in 1995 to 809 million in 2050 with 26 % of post-1995 immigrants or their descendants. In 2050, the potential support ratio would then be 2.62.

If the goal would be to stop population ageing (here measured by keeping the 1995 potential support ratio constant at 4.8) 25.2 million immigrants per year (a total of

almost 1.4 billion from 1995 to 2050) would be required. By 2050, Europe's population would grow to 2.3 billion inhabitants out of whom almost three-quarters would be post-1995 immigrants or their descendants. Such a scenario is hardly conceivable and realistic. It clearly shows the limited effect of immigration to stop population decline and population ageing (UN, 79-84).

Population ageing therefore remains a political and societal challenge to assure the social security systems for pensions, health care, including long-term care of the oldest old. With such reform necessities also the issue of intergenerational solidarity and of fair burden - sharing among generations are evoked and are at stake.

Low fertility is accompanied by lower propensities to marry or remarry and an increasing incidence of divorce. Living alone, or living with a partner in a consensual union, or staying at the parents' home has become very popular with the younger generations in Europe. Family formation is delayed and eventually also disregarded. Both age at first marriage and at first birth as well as childlessness increase. The most frequent family form among the middle-aged generations still comprises two (married) parents and two to three children. But also couples, married or cohabiting, more frequently remain childless. And because of divorce or separation of parents an increasing number of children are living with a lone parent, mostly their mother, occasionally also in a reconstituted family with a stepparent. Family forms and living arrangements are undergoing profound change and diversification.

Also the living arrangements of the elderly are changing. Among the elderly of today most men are still married while women (being typically younger than their husband and having a higher life expectancy) are frequently a widow. Only a small fraction of the elderly is living in old-age homes or in nursing homes. Three or more generation households have become rare. But the generations of a family are often in close contact and live at short distances though in separate households. Relatively little is known about such actual family ties among generations since official statistics are based on the principle of co-residence of household members. This should also be born in mind when looking at 1-person-households of younger persons; in addition, quite a number of "living-apart-together (LAT)"-arrangements are statistically not visible.

With increasing childlessness, divorce and separation or opting not to marry at all the living arrangements of the future elderly will change. The future elderly will much more frequently live in a 1-person-household. Mutual support in informal networks (friends, neighbours) or formal support (nurses, doctors, hospitals) will have to step in if family support is not available.

Demographic change hence entails numerous challenges to society, social policies and every individual. Politically spoken, demographic change has the advantage of developing slowly over decades (or generations) giving time to react and to adapt to the evolving ageing of population. Policy-makers will have to know the attitudes and expectations of citizens concerning having children (How many are desired? What can policies do to support these desires? Where are the constraints?) as well as attitudes and expectations of citizens about living as a senior person (How long do they want to be economically active? Which living standard do they expect? What do they expect from their own children or grandchildren, from their partner?). With that knowledge reform policies can be tailored to the liking of the populace and to adapt to demographic change.

Policy-makers may also wish to know whether and how it is possible to halt demographic ageing. As already mentioned immigration does not contribute very much to achieve such a goal if so desired. The main reason is that immigrants are ageing too and in the future will claim acquired rights for pensions and old age security as the resident population does. Therefore, the only *demographic* solution to the demographic challenge would be to increase fertility. The question whether it is possible to increase fertility requires at least some advice from demographers but certainly also has to consider the views and expectations of the citizens concerned.

## **2. Objectives of the DIALOG project**

The DIALOG project with the full title „Population Policy Acceptance Study - The Viewpoint of Citizens and Policy Actors Regarding the Management of Population Related Change“ wishes to contribute both scientifically and in advising policy-makers in understanding and addressing low fertility (in the context of changing family forms and living arrangements, stability of couples, and gender relations), as well as aspects of population ageing (in the context of intergenerational transfers, living as an older citizen, and expectations for old age) in their interaction with population-relevant policies, that are policies with the potential to interact with having children, family life, partnerships, relations to the elderly family members and with background variables including policies already in place.

The viewpoint of citizens is captured by Population Policy Acceptance Surveys. The viewpoint of policy actors is collected through a Delphi Study. Both citizens and policy actors were invited to give their opinion on the management of population-related change. In the Delphi Study policy actors were confronted not only with demographic facts in their respective country and desirable political measures, but also with the results of the survey on citizens' expectations.

The dialog did not only involve citizens and policy actors in this explorative stage. There also was dialog between the demographers and researchers from institutes in 14 European countries. Already before the DIALOG project started the questionnaire for the Population Policy Acceptance Surveys had been developed together and agreed upon. The data were collected with a likewise comparable sample design and at the expense of the participating countries. At the onset of the DIALOG project a common database was developed, and with these data researchers in different countries joined together to analyse and compare data and discuss their findings by phone, email and during consortium meetings. Finally all findings have or will be published in working papers, brochures, articles and monographs and widely disseminated through conferences with policy actors, civil society and the scientific community.

The overarching objective of the Population Policy Acceptance Study is the analysis based on cross-sectional survey data on Europeans' practices, attitudes and opinions concerning demographic changes, fertility behaviour, intergenerational exchange of resources and services, and population-related policies. The study aims to analyse values and attitudes affecting fertility decisions, perception of advantages and disadvantages of having children, meaning of family and parenthood, preferences and aspirations regarding gender roles, paid labour and family life, aspirations in life, opinions and attitudes towards seniors and population ageing, and the role of government in providing support to families and the elderly.

#### Brief description of the project

The project set up the infrastructure to improve methodologies for comparative research in view of data harmonisation, providing an international database based on the national Population Policy Acceptance Surveys of the participating countries, and comparative analyses.

The Delphi study in conjunction with other information served as a tool for making of predictions regarding future policies and identifying innovative solutions. Delphi experts (as well as citizens) were encouraged to provide ex-ante evaluations of the expected effects of future policies in the field of population ageing and family building process. In addition, the Delphi study (as well as the PPA surveys) included ex-post evaluations of policy measures that had been implemented in the recent past.

The desk review of literature and contextual analysis set stage for the comparative analysis of the interaction between population-related policies and demographic processes. It is a tool for qualitative identification of between country similarities and differences and general trends at the European level in view to reveal the relationship

between the demographic setting, cultural norms and individual values and expectations towards the state.

Analysis of the micro-level data from the European comparative study of attitudes, experiences, preferences and evaluation of policies was implemented through topical workpackages which include five broad areas: general family-related policies and attitudes; gender roles in partnership, family life and work, and opinions about government policies with respect to gender-related rights; reconciliation of work and family life as it relates to the combination between employment, housework, childcare, and care of elderly; attitudes and experiences about having children and child-friendly policies; attitudes, experiences and expectations regarding intergenerational solidarity, elderly, one's own old age and population ageing.

Specific objectives were:

*Contribution and Relevance to the Development of Policy*

At the policy level, a systematic comparative analysis of the acceptance of existing population policy measures and expectations regarding future was to provide informed basis for the development of integrated population policies through active participation of citizens in shaping their own family-related choices in a more family-friendly environment. Dialog between policy actors, citizens' associations and individuals was intended to promote democratic decision processes regarding population policy formation and improve governance.

*Wider Scientific, Technical Economic and Social Benefits*

Scientific benefits included broadening of the theoretical knowledge about the impact of population policies on individual behaviour and the interaction between attitudes, expectations and behaviour regarding family building, partner relations and care functions, and one's own old age.

The benefits were supposed to relate both to empirical concerns and impetus for the verification and construction of theories concerning the inter-relationship between fertility behaviour, within-family transfers of resources and care, gender equity and public policies.

*European Added Value*

European added value was achieved both at the scientific level, through the production of deliverables, and at the level of logistics, through the system of co-funding at national and European levels.

European added value was expected to be achieved also at policy level by means of better understanding what impact and how policies might have an effect on fertility decisions and intergenerational solidarity and in understanding determinants of policy acceptance. This knowledge could contribute to the elaboration of European standard-setting principles for family-related policies.

In view of the participation of several newly acceded (at the beginning of the project still associated) countries in the DIALOG project there was capacity-building and policy relevance for the participating CEE countries.

In view of the enlargement of the European Union, joint research efforts to bring together old and new Member States and one candidate for EU membership lead to exchange models of good and bad practice from the viewpoint of individuals and families and to promote convergence towards greater empowerment of citizens and to informed dialog between citizens and policy actors at all levels of governance - local, regional, national and international.

### Partnership

The composition of participating countries was not accidental, but followed the existence of national demographic research institutes. Partnership is composed of such institutes that either have the mandate or the experience of advising policy-makers in their countries or to international organisations in population matters. For some countries a partner institute could not be convinced to join. In a number of countries such demographic infrastructure is not existent. A condition to join the DIALOG consortium was to take a Population Policy Acceptance Survey with means not covered by EU project money.

The following list of partners reflects not only the broad geographic coverage of European countries, it also identifies the main responsibilities as partners (in particular the content of the workpackage (WP) of which the partner is responsible) and the existence of a national Population Policy Acceptance Survey (PPAS) taken by that partner.

**Table 1.** Partners and their activities

	<b>Partner</b>	<b>Activities</b>
1	Bundesinstitut fuer Bevoelkerungsforschung (BUBE), Wiesbaden, Germany	- Management and Co-ordination (WP 1) - Exploitation and Dissemination (WP 9) - PPAS Germany
2	Population and Social Policy Consultants (PSPC), Brussels, Belgium	- International Database (WP 2)
3	Consiglio Nazionale delle Ricerche – Istituto di Ricerche sulla Popolazione e le Politiche Sociali (CNR/IRPPS), Rome, Italy	- Delphi Study (WP 3) - PPAS Italy
4	Vaestoeilitto ry – Population Research Institute (PRI), Helsinki, Finland	- General Population Related Policies and Attitudes (WP 4) - PPAS Finland
5	Oesterreichische Akademie der Wissenschaften – Institut fuer Demographie (OeAW), Vienna, Austria	- Gender Issues (WP 5) - PPAS Austria
6	Warsaw School of Economics – Institute of Statistics and Demography (ISD), Warsaw, Poland	- Work and Parenthood (WP 6) - PPAS Poland
7	Stichting Nederlands Interdisciplinair Demografisch Instituut (Netherlands Interdisciplinary Demographic Institute) (NIDI), The Hague, Netherlands	- Child-friendly Policies (WP 7) - PPAS Netherlands
8	Centrum voor Bevolkings- en Gezinsstudie (CBGS), Brussels, Belgium	- Intergenerational Solidarity and Elderly (WP 8) - PPAS Belgium (Flanders)
9	Masarykova Univerzita v Brně – Department of Sociology, School of Social Studies (SSS MU), Brno, Czech Republic	- PPAS Czech Republic
10	Estonian Interuniversity Population Research Centre (EKDK), Tallinn, Estonia	- PPAS Estonia
11	Institut za ekonomska raziskovanja (Institute for Economic Research) (IER), Ljubljana, Slovenia	- PPAS Slovenia (together with Partner 13)
12	Demographic Research Institute at the HCSO (DRI), Budapest, Hungary	- PPAS Hungary
13	Scientific Research Center of the Slovenian Academy of Sciences and Arts – Institute of Medical Sciences at SRC SASA (SRC SASA), Ljubljana, Slovenia	- PPAS Slovenia (together with Partner 11)
14	University of Zuerich, Institute for Sociology (SUZ), Zurich, Switzerland	- Methodological and theoretical advisor



<i>Subcontracting Partners to the Co-ordinator are:</i>		
	Beatrice Manea, Bucharest, Romania	- PPAS Romania
	Vlada Stankuniene, Vilnius, Lithuania	- PPAS Lithuania
<i>Associated Partner</i>		
	Cyprus	- PPAS Cyprus

PPA Surveys are hence available for 14 European countries:

Germany, Italy, Finland, Austria, Poland, the Netherlands, Belgium (Flanders), the Czech Republic, Estonia, Slovenia, Hungary, Romania, Lithuania and Cyprus.

Work Plan: Work Content and Time Table

The study was set up as a three-year research project consisting of 9 workpackages.

*The study was developed as a strategic policy analysis at three levels:*

- First, at the macro-level for identifying the relevant population policy measures and types and the extent of needs that they currently meet;
- Second, at the level of formulation of policies for identification of measures to be implemented in future for addressing problems associated with changing demography;
- Third, at the level of users to better understand the viewpoint, needs and expectations of individual citizens regarding current and future policy measures.

*In the scientific procedure the levels of analysis are interwoven but for operational purposes they are identifiable in specific workpackages. Namely:*

- Workpackage 4 (General Population Related Policies and Attitudes) addresses largely the first level of analysis. It collected demographic and socio-economic data and information on the content of population-related policies for each country. It also compared the questions on general attitudes in the PPAS.
- Workpackage 3 (Delphi Study) addresses largely the second level of analysis by organising the national and European Delphi rounds.
- Workpackages 2 (International Database) and workpackages 5 to 8 responsible for thematic comparative analysis of PPAS like WP 5 (Gender Issues), WP 6 (Work and Parenthood), WP 7 (Child-friendly Policies) and WP 8 (Intergenerational

Solidarity and Elderly) address largely the third level of analysis. The harmonisation of the national PPAS in an international database proceeds obviously the comparative analysis of data.

All partners were actively involved in workpackages 2 to 8.

- Workpackage 1 was the project management and co-ordination workpackage.
- Workpackage 9 dealt with exploitation and dissemination of pertinent results from workpackages 2 to 8.
- Workpackage 1 and 9 together were run by the co-ordinating institute, the Bundesinstitut fuer Bevoelkerungsforschung in Wiesbaden, Germany.

The DIALOG Group presented findings at international conferences and workshops. It produced short and crisp information materials as well as working papers. The final scientific outcome is a monograph in 2 volumes to which all partners contributed.

### **III. SCIENTIFIC DESCRIPTION OF PROJECT RESULTS AND METHODOLOGY**

#### **1. Introduction: Scientific and technical overview**

The overarching objective of the Population Policy Acceptance Study is the analysis based on cross-sectional survey data on European's practices, attitudes and opinions concerning demo-graphic changes, fertility behaviour, intergenerational exchange of resources and services, and population related policies. The study aims to analyse values and attitudes affecting fertility decisions, perception of advantages and disadvantages of having children, meaning of family and parenthood, aspirations in life, opinions and attitudes towards population policy issues and measures, role of government in providing support to families and preferences and aspirations regarding gender roles, paid labour and family life.

The three years of the DIALOG project (months 1-37)<sup>1</sup> were devoted to work relating to the following workpackages (WPs): Management and Co-ordination (WP1), International Data-base (WP2), Delphi Study (WP3), General Population Related Policies and Attitudes (WP4), Gender Roles and Relations (WP5), Work and Parenthood (WP6), Children and Child-friendly Policies (WP7), Intergenerational Solidarity, the Elderly and Ageing (WP8) and Exploitation and Dissemination (WP9).

##### WP1: Management and Co-ordination

WP1 covered structural, technical, organisational and scientific issues. It encompasses project co-ordination work, technical management and scientific co-ordination in view of achieving smooth implementation and completion of all tasks, and production of all deliverables in due time and according to high standards of excellence.

WP1 ran for 37 months and had to prepare 23 reports (R1-R23) and four deliverables (D1, D2, D3, D28) as well as to co-ordinate 6 Consortium meetings.

##### WP2: International Database

WP2 covered setting up of the infrastructure to improve methodologies for comparative re-search; data harmonisation of the national Population Policy Acceptance Surveys of the participating countries; preparation of the international PPAS standard re-code file (SPSS database) and of the code-book and guidelines; dissemination of the database and

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<sup>1</sup> The Reporting period 1-3 of the DIALOG project spans the time from 01.12.2002 to the 31.12.2005. The Commission has agreed on a one-month prolongation of the DIALOG project (until De-cember 2005). The duration of the project is now 37 month (1<sup>st</sup> December 2002 to 31<sup>st</sup> De-cember 2005).

documents among the DIALOG Consortium; preparation of methodological guidelines for the multivariate statistical analysis of the comparative studies and preparation of standardised tables and figures; dissemination of the final international database to the general research community.

WP2 ran for 37 months and had in the three years of the DIALOG project six deliverables (D6, D7, D9, D10, D25, D29).

#### WP3: Delphi Study

WP3 covered setting up of national teams; preparation of the questionnaire to be used in the national Delphi surveys and identification of categories of potential experts/social and policy actors; setting guidelines for the background information package; meetings with national representatives; adaptation of the questionnaire to country specific issues; control on the list of potential experts/social and policy actors to be included in the national panel; selection of the European experts social and policy actors for the European Delphi study; preparation of the questionnaire to be used in the European Delphi study, identification of categories of potential experts/social and policy actors; field work at national and European level; preparation of guidelines for summary national reports by the project team; preparation of the summary national reports in English by national teams; preparation of the Final comparative report on the results of the national and European Delphi study.

WP3 ran for 18 months and had in the three years of the DIALOG project five deliverables (D4, D5, D8, D11, D12).

#### WP4: General Population Related Policies and Attitudes

WP4 covered identification of between-country similarities and differences in terms of demographic dynamics, recent social policy reforms and attitudes of men and women regarding general social policies and demographic developments.

WP4 ran for 8 months and had in the three years of the DIALOG project three deliverables (D13, D14, D15).

#### WP5: Gender Roles and Relations

WP5 covered European comparative study of attitudes, experiences, preferences and evaluation of gender roles in partnership, family life and work and opinions about government policies with respect to gender-related rights.

WP5 ran for 8 months and had in the three years of the DIALOG project two deliverables (D16, D17).

#### WP6: Work and Parenthood

WP6 included European comparative study on practices, attitudes, experiences, preferences and evaluation of work and parenthood and opinions about government policies with respect to the reconciliation of work and family life.

WP6 ran for 8 months and had in the three years of the project two deliverables (D18, D19).

#### WP7: Children and Child-friendly Policies

WP7 covered European comparative study of attitudes, experiences and preferences about having children and about child-friendly policies.

WP7 ran for 8 months and had in the three years of the project two deliverables (D20, D21).

#### WP8: Intergenerational Solidarity, the Elderly and Ageing

WP8 covered European comparative study of attitudes, experiences and preferences about intergenerational solidarity, elderly and population ageing.

WP8 ran for 8 months and had in the three year of the DIALOG project two deliverables (D22, D23).

#### WP9: Exploitation and Dissemination

WP9 covered production and publication of project deliverables relevant for different users: the scientific community, policy community and citizen's associations. Deliverables were disseminated through the project working papers, papers in journals, rapid reports, the final monograph and via Internet.

WP9 ran for 35 months and had in the three years of the DIALOG project to exploit and disseminate 11 rapid reports in electronic and printed version (R2, R4, R7, R10, R12, R14, R16, R17, R19, R22, R23) and 18 deliverables (D11-D29).

## **2. Methodology and the International Population Policy Acceptance Survey database (IPPAS)**

### **2.1. Activities implemented by PSPC under workpackages 2 to 9**

The first main activity of DIALOG Partner 2 (PSPC) as workpackage 2 leader consisted of compiling the International Population Policy Acceptance Survey database (IPPAS). The components of IPPAS are the national databases of the 14 European countries, which co-operated in the DIALOG project. The second main task was to produce the IPPAS preparatory and supporting tools and documents, such as the IPPAS guidelines, the IPPAS country overview, the matrix IPPAS SPSS-datafile and the IPPAS codebook.

The quality control of the basic variables in the IPPAS database was preceded by a thorough examination of each of the national questionnaires. A file was composed with the original English IPPAS questionnaire and all the back-translated national questionnaires of the PPAS. The original questionnaire was translated in the participating countries into the national language. The back-translation into English language of the national questionnaires, made by independent translators not involved in the translation of IPPAS questionnaire into national languages, was carefully compared to the original questionnaire to control the international comparability of the national surveys. Consultations were held with each of the DIALOG partners regarding country-based specificities.

Next, the basic variables, country-specific variables, recoded variables and proposals for composite variables were defined in a codebook (Deliverable 6) for inclusion in the IPPAS database. The basic variables include the data from the core questionnaire and all of the topic-specific modules. The core questionnaire deals with attitudes on general social policies and demographic developments, attitudes on household and family structures and developments, attitudes about having children and policy measures supporting parenthood, and socio-demographic and socio-economic identification of respondents. The five modules deal with gender, values of life, caring, ageing, and childcare.

In addition to the basic variables from the PPAS standard questionnaire, some other general variables, such as date of the survey, population base size, survey sample size, pooled weight, etc. were devised to be added to the database.

Next to the basic variables, several hundred additional country-specific variables were added to the international database to illustrate country-specific phenomena or to allow for some more in-depth analysis of particular problems for groups of countries.

A large number of recoded or regrouped variables were constructed to facilitate cross-country comparative analyses and the use of identical recoded variables in the different analytical and comparative parts of the DIALOG project.

Suggestions for several composite variables based on variable batteries concerning attitudes on particular issues were formulated, but only some of them have been included in the database. The codebook, however, includes all suggestions of possible composite variables.

The following step consisted of creating an SPSS template for the IPPAS database that was mailed to all DIALOG partners who prepared their national basic and country-specific variables to be inserted in IPPAS. The SPSS template was accompanied by guidelines (Deliverable 8) for the construction of the national PPAS standard recode files. In view of the need to examine thoroughly the national databases of some countries in the initial phase of the setting up of the international database, several partner organisations were visited for consultation.

Wherever necessary, codes were harmonised for enhancing the international comparability of the data. Next, each one of the national databases was carefully examined, and adjustments made wherever needed. Finally, the national databases were merged into the IPPAS database and the frequency distributions for all of the basic variables compared by country to identify and correct possible distortions or errors such as inversions of variable value codes.

Subsequently, the recoded variables were constructed and suggestions were proposed for possible composite variables as explained above.

The recoded variables consist in essence of two types of variables: corrected basic variables and combinations of basic variables. The latter group consists of a wide variety of variables, going from recoded variables in which the large number of codes have been reduced to a smaller, manageable number (e.g. age groups), variables constructed on the basis of the combination of different basic variables (e.g. total expected number of children; household composition), variables comparing actual data with PPA estimated data (e.g. percentage difference between the PPA estimated percentage of aged population and the actual one), and computed variables (e.g. equivalised income).

The IPPAS database (Deliverable 12) comprises 336 basic variables from the PPAS standard questionnaire and some other basic variables, 406 country-specific variables, and 145 recoded or regrouped variables.

In the course of the DIALOG project, the IPPAS database and codebook have continuously been completed and refined, as the analytic work on the comparative study progressed. Several new recoded or regrouped variables have been added to the database.

In order to facilitate the international comparative analysis of the international database, a comparative table of the IPPAS variables per country was prepared and circulated among the DIALOG partners. This table allows identifying in an easy way, which countries can be, used for comparative analyses of the IPPAS variables.

Finally, all supporting documents to the IPPAS database were assembled in one single document, the 'Manual, Questionnaire, Codebook and Database of the International Population Policy Acceptance Survey (IPPAS)' together with the IPPAS database itself recorded on CD-ROM (Deliverable 31).

In addition to this Manual, PSPC also produced 'Guidelines for the Choice of Multivariate Statistical Methods' (Deliverable 13) and the 'Tables and Figures for the Monograph' (Deliverable 28). Finally, it gathered information on the survey sampling and fieldwork for drafting the chapter in the DIALOG Monograph on the Methods of the Population Policy Acceptance Study (Deliverable 30).

DIALOG Partner 2 (PSPC) also contributed to the activities of Workpackages 3 to 9. Under WP 3 PSPC undertook literature review in view of contributing to the conceptualisation of Delphi study and the production of deliverable 26, the Final Monograph. For WPs 4 to 8 PSPC undertook the analyses of the IPPAS basic variables of the workpackages entitled: "General family related policies and attitudes; "Gender issues", "Work and parenthood"; Child friendly policies", "Intergenerational solidarity and elderly" and constructed the recoded and composite variables in the database. PSPC used selected thematic-specific variables for the substantive contributions in publications or conference presentations produced for workpackage 9 and specified in the list of references.



## **2.2. Methodological opportunities and challenges of the IPPAS database**

The methodological work concerning the merging and comparative analysis of the national databases on the Population Policy Acceptance Surveys of 14 European countries (13 DIALOG partner countries plus Cyprus which acceded to the DIALOG project in the course of the implementation) consisted first in the meticulous scrutiny and comparison of the basic tools of the national surveys – the national PPA questionnaires and the databases – and the adjustment of the basic variables in the merged international database.

Second, in order to facilitate the comparative analysis of the gathered data in IPPAS by 17 research units involved in the DIALOG project, the construction of the international database not only required the merging of the basic variables of the 14 national databases, but also the production of a large number of recoded, regrouped, and composite variables.

Finally the methodological preparation of the comparative analysis of the IPPAS database included a comparative overview of important contextual regression strategies that can be used to tackle such cross-national analysis problems: separate regressions, analysis of covariance and multilevel analysis. From a technical point of view, multilevel analysis should have been considered the most appropriate method. In practice, due to the small number of countries involved ( $n = 14$  or even smaller because of country-level non-response), one might also resort to analysis of covariance or separate regressions as a second option. Unfortunately, these alternative methods are not able to identify relevant characteristics of the context.

The IPPAS database contains individual-level and country-level data from 14 countries. The IPPAS data can be regarded as hierarchically nested with individuals at the lower level and countries at the higher level.

In such a hierarchically nested or multilevel system, three classes of propositions can be distinguished: about individual-level relations (e.g., the impact of the educational level on the timing of a third birth), about country-level relations (e.g., a family benefits index and its effect on fertility, both at the country level) and about both individual level and country level relations (e.g., the effect of the gender empowerment of a country on the household division of labour).

In the context of cross-national comparative research, the DIALOG team was primarily interested in contextual regression methods for mixed-level problems. Several extensions of single level regression models have been suggested to deal with multilevel

propositions: traditional non-hierarchical models (e.g., separate regressions), classical contextual models (e.g., analysis of covariance) and modern multilevel models (random components).

In general, the decision to use multilevel modelling or another contextual model depends on the focus of the statistical inference and the magnitude of the group sample sizes. The multilevel model is appropriate when one wishes to test effects of country-level variables or when the countries are regarded as a sample from a (real or hypothetical) population of countries. On the other hand, when the primary goal is to draw conclusions pertaining to each of  $J$  countries, then an analysis of covariance should be the first choice.

A rule of thumb is that when the number of countries is small (i.e.,  $J < 10$ ), analysis of covariance is preferable. On the other hand, when  $J$  is large and the country sample sizes  $n_j$  is small (i.e.,  $n_j < 100$ ), the random coefficient approach is more appropriate. Finally, when both the number of countries  $J$  and the country sample sizes  $n_j$  are large, then both approaches are appropriate (Snijders and Bosker, 1999: 43).

Technically spoken, there is no doubt that multilevel analysis should be considered a superior method for contextual research problems. However, in practice, due to missing data problems and the small number of countries involved, the application of multilevel modelling to the PPAS database might become cumbersome. If such is the case, one might resort to analysis of covariance or separate regressions as a second option. However, neither analysis of covariance nor separate regressions will be able to give an answer to the quest in quantitative cross-national research: to replace the name of nations with the names of variables.

### **2.3. Opportunities for analyses**

The research opportunities of the IPPAS database are manifold: international comparison of differences and similarities in attitudes and behaviour, analysis of national data from an international comparative perspective, analysis of socio-demographic and socio-economic within-country differentials in attitudes and behaviour, analysis of interrelations between various variables on the pooled data, study of small social sub-populations on the pooled data.

In the DIALOG approach, the international comparison of the PPAS results is obviously of central importance. This has systematically been pursued. European countries and cultures, although clearly showing trends towards increasing convergence, still show

remarkable variation in attitudes, values and behaviour in population and family policy relevant or related issues, including policies. Cross-national or cross-cultural comparison, consequently, offers rich opportunities to study important components of country or region related determinants of demographic behaviour and expectations on population and family related social policies. A scientifically particularly interesting and socially important aspect is the study of East-West differentials at this very point of European history with its shattering overall societal transition in the East, and the socio-economic transformations resulting from globalisation all over Europe.

However, not only between-country differences are interesting in this respect. Of equal importance are the increasing similarities in attitudes, preferences and expectations in demographic behaviour and population or family related social policies. One of the salient findings in IPPAS is the simultaneous presence of country differences and similarities in population(policy)-related attitudes, preferences and expectations.

However, international comparative studies are equally important for purely national study purposes. The broader picture, which appears from the international comparison, allows also a better understanding of the presence or absence of national specificities an advantage that national policy makers often fail to see.

Nevertheless, country differences and similarities are only one, albeit important, source of differentiation. A second important domain in the study of differentials in attitudes and preferences regarding family and population issues and their related policies concerns the within-country variation. All of the major themes studied in DIALOG project are analysed according to the socio-demographic and socio-economic characteristics of the respondents that could be recorded: age and sex, household and family characteristics, education, activity and income, religiosity, urbanisation of residence, values in life.

Last but not least, the IPPAS database allows the use of pooled and weighted data for several purposes. It may serve for exploratory purposes to investigate interrelations between various variables. This type of analysis allows formulating a series of research questions and hypothesis to be explored by using the IPPAS database and other sources.

Another reason for pooling data is the sample size, which is as a rule too small to address topical issues or specific population sub-groups. Whereas national survey samples are limited in size and usually too small to study the specificities of minority groups in the population, except if these have been over-sampled, the pooled data can encapsulate a few thousand respondents. The pooled database, hence, allow not only to compare nations but many small social sub-populations that often require special policy concern and care. In the field of demography, well-known minority or problem groups

are one-parent families, large families, divorcees, widow(er)s, reconstituted families, childless couples, retired people, and immigrants. Many of those subgroups are experiencing various forms of material and non-material deprivations that require social policy responses. Considering such groups in large international databases often enables to isolate sufficient numbers, allowing for statistically justified problem and policy-oriented analyses.

#### **2.4. Difficulties of international comparison and lessons learned**

The national PPA surveys were carried out with national resources. There was no formal commitment by countries to completely comply with the recommendations of the drafting team of the core questionnaire. Due to the request from the national funding bodies, and national research agendas, some research teams did not include all of the standard questions and modules in their survey. This resulted in some between-country variation in questionnaire coverage.

In addition, in a number of cases some countries eliminated one or more sub-items of particular question batteries, thus reducing the possibility of between-country comparison. This is a supplementary difficulty, particularly in the case where a set of items would have been suitable for constructing and comparing a composite variable.

The reasons for the country deviations are multiple. In addition to the lack of a formal obligation to comply with the core questionnaire and all the modules, several other factors contributed to the variation in the composition of the national survey questionnaires and results obtained. In some cases, some of the modules were not included because the national institute recently undertook a specific survey on the topic of the module (e.g. ageing/elderly in Belgium, Italy, Hungary, and the Netherlands). In other cases, the national institute chose not to include a particular topic (e.g. gender in Belgium, Finland, and Slovenia; values in Austria, Belgium and the Netherlands). In one case, in Italy, the survey methodology (telephone survey) did not allow for a lengthy interview. In another case, in the Netherlands, the survey was done by a computer-assisted personal interview sent via Internet. In some countries the available financial resources were too limited to cover all of the subjects of the PPAS (e.g. Cyprus, Romania). In some cases, several of these factors cumulated, resulting in relatively weaker contributions to the overall international endeavour.

The conclusion to be drawn is that there are strong advantages of undertaking the national surveys within the common formalised framework that obliges national partners to comply with international guidelines for the core questionnaire and the modules. This was not possible for the national Population Policy Acceptance surveys, which were

funded from domestic resources and from which national data were compiled before the launching of the DIALOG international project. Whereas this was an advantage in terms of capitalisation on national research effort, it also entailed disadvantages with respect to comparability. Consequently much effort was put under workpackage 2 to ensure the comparability of national data in the constructed international database.

### **3. Main findings of the International Population Policy Acceptance Study**

These are the main findings presented to policy-makers and media at the occasion of a conference in Stuttgart in November 2005, sponsored and hosted by the Robert Bosch Foundation. The following is based on a brochure prepared for this conference, drafted by Juergen Dorbritz, Bundesinstitut fuer Bevoelkerungsforschung (BUBE), Germany.

#### **3.1. Attitudes towards the demographic trends**

The models of family formation in Europe have fundamentally changed in recent decades. A very low birth rate can be observed in the majority of the countries participating in the PPAS. The average numbers of children were 1.2 – 1.4 in 2003. Exceptions are Finland and the Netherlands, with 1.7 children per woman. More and more children are being born to unmarried mothers. Values of 30 % - 40 % are no longer rare. Only in Cyprus (3.5 %), Italy (13.6 %) and in Poland (15.8 %) are women more seldom unmarried when their children are born. The proportion of marriages, which end in divorce, is increasing, although there are considerable differences between the countries. The lowest value measured was in Italy, at 13 %, and the highest in Finland, at 51 %. With the exception of Italy, the total divorce rate reaches values in excess of 20 %.

Trends, which place families at a risk, are generally valued negatively. Demographic trends showing a risk to families staying together are valued very negatively. These include the increase in the divorce rate (in an average of all countries, 79 % answered negatively or very negatively), the fall in the birth rate (75 %), the increasing number of lone parents (75 %) and the increase in the number of single persons (61 %) and childless couples (60 %).

The fall in the significance of marriage is seen less negatively, and more neutrally. It is largely tolerated in Europe that the number of unmarried couples is increasing, that children are born, whose parents live in non-marital cohabitation, and that the number of marriages is falling.

The evaluation of family-related demographic trends is an expression of the fact that living together as a couple with children is still extremely important in the attitudes of

people in Europe. Family formation however no longer absolutely needs to be based on marriage.

The evaluations are largely uniform when it comes to the demographic trends most frequently disapproved of: the increase in the number of divorces, the fall in the birth rate and the rising number of sole parents. In the Netherlands, a country with a high birth rate in the European comparison, the fall in the number of births, at 21 %, is regarded much less negatively. The rising number of childless couples, of those living in non-marital cohabitation, as well as of single persons, and the decline in the number of marriages and the growing number of births to unmarried couples is valued less critically in Belgium (Flanders) and the Netherlands.

Statements expressing a turn away from marriage and children (childlessness, increasing number of single persons, unmarried births) are more strongly rejected in southern Europe and the former Socialist countries. There is little acceptance of the increasing number of sole parents in any of the countries.

### **3.2. Preferred living arrangements**

Being married and having children is the most frequently preferred living arrangement. The majority of respondents in all countries personally prefers the living arrangement of marriage and would like to have children. This living arrangement finds the highest agreement in Poland, Italy and Lithuania, at more than 80 %. Marriage is the least accepted in the Netherlands and in Germany, at approx. 53 %.

The countries of the PPAS however differ as to the desired path to this living arrangement. In the Czech Republic, Finland, Italy, Lithuania and Poland, preference is given to marrying and having children without living together beforehand. Living together in non-marital cohabitation prior to marriage is preferred in Germany and the Netherlands.

Living arrangements without children are becoming more significant. Marriage with children continues to be prevalent in absolute terms among living arrangements in Finland, Lithuania and Poland. This is also shown by the finding that living arrangements without children are highly unpopular. 8.7 % of respondents in Poland, 11.8 % in Lithuania and 13.0 % in Finland prefer a living arrangement, which does not include children. This share is much higher in the Czech Republic (26.7 %), in Germany (28.4 %) and in the Netherlands (31.3 %).

Living alone - with or without children - is unpopular. Only very few respondents prefer to live alone. With the exception of Germany, only approx. 3 % do not want to live in a

partnership in the other countries. This share is much higher in Germany, at 13.3 %. Those, who consider living alone to be the most desirable living arrangement, do not want children. Only a very small minority would not like to have a partner, but do want children.

Non-marital cohabitation is a preliminary stage to marriage. Non-marital cohabitation with no intention to subsequently marry is a living arrangement, which few people prefer. This living arrangement is preferred most frequently in the Netherlands, at 14.7 %. The values are also still relatively high in Germany and Finland, at 11.8 and 10.6 % respectively. It is of virtually no significance in Poland, at 2.6 %.

By contrast, the share of those who would like initially to enter non-marital cohabitation and wish to marry only later is relatively high. This path of family formation is the most popular in the Netherlands, at 56.9 %, and in Germany at 45 %. Values of slightly more than 30 % are reached in the Czech Republic, Finland and Italy. Non-marital cohabitation possesses little significance as a preliminary stage to marriage in Poland and Lithuania.

If children are desired, non-marital living arrangements are relatively insignificant. Respondents would like to live together with children primarily on the basis of marriage. Living alone with children, partnerships with separated households and long-term non-marital cohabitation with children were rarely mentioned as preferred living arrangements. Some of these living arrangements were however mentioned more frequently, above all in the Netherlands and in Germany. 9.0 % of the Dutch regard non-marital cohabitation with children without subsequent marriage as the preferred model (Germany: 6.4 %).

Partnership involving living together but not sharing a household is not popular. So-called 'living apart together (LAT)' has only very small significance among the looked-for living arrangements. 'LAT' is favoured by the highest proportion of respondents in Germany, at 11.0 %. With the exception of the Netherlands, the values are lower than 5 % in the other countries.

### **3.3. Desired fertility of women and men**

Average desired fertility in Europe is still in line with the two-child family. More than half of all women and men in all PPAS countries want to have two or more children. Only in Cyprus are three or more children most often wanted. Desired fertility is only lower than 2 in four countries.

Desired fertility reaches the highest values in Cyprus, at an average of 2.4 children. Poles want 2.3 children on average. Relatively high desired fertility of more than 2 is still to be

found in Finland, Estonia and Lithuania, as well as in Hungary and the Netherlands, but in the latter countries only among women. By contrast, desired fertility has already fallen far below 2 in four European countries (Germany, Austria, Belgium (Flanders), and Italy). The lowest number of desired children is to be found in Germany, where women only wish for 1.75 children, and men in fact only want 1.59 children. This is the lowest desired fertility of the PPAS countries.

The differences in average desired fertilities could be explained from the special orientations of the respondents towards a certain number of children. Considerable shares of desires for 3 and more children lead to a high desired number of children. This is the case in Cyprus, Poland and Finland in particular. Approx. 34 % of women and men in Poland want to have 3 or more children. In the other countries, the largest group would like to have two children. This trend is particularly strong in the Czech Republic, Estonia, Hungary, Italy, Lithuania and Slovenia. For instance, desired fertility of 2.0 is caused in Slovenia by the fact that approx. 60 % would like to have two children. The desire for 3 and more children, by contrast, is relatively low, at 20 %. An exception is Austria, where the share of first and second children is virtually identical in desired fertility.

Few people want to have no children. The desire to remain childless is virtually non-existent in the majority of countries. As a rule, only fewer than 10 % do not want to have children, whilst desired childlessness is frequently lower than 5 % (women and men in Cyprus, Slovenia and Lithuania; women in Poland, Hungary and Estonia). Desired childlessness is remarkably high, by contrast, in Western Europe (Germany, the Netherlands and Belgium (Flanders)). 15.4 % of women and 22.5 % of men in Germany do not want children. In the Netherlands, it is 12.5 % and 17.5 % respectively, and in Belgium (Flanders) 10.4 % and 15.3 %. In these countries, the polarisation phenomenon when it comes to family formation, that is a split between the childless and those who form a family, is already reflected in desired fertility.

The trend is for women to want more children than for men. This statement does not apply to all countries, and the differences in desired fertility between women and men are frequently very slight. Pronounced differences can be found in Germany (M: 1.59, F: 1.75), Hungary (M: 1.90, F: 2.19) and the Netherlands (M: 1.98, F: 2.13). The desired fertility of men is higher than that of women in Cyprus, Lithuania and the Czech Republic.

Desired fertility and reality are far apart. In particular in the Eastern European transition states, where desired fertility is still high and the birth rate is low, desire and reality are far apart. The differences are less pronounced in countries such as Germany (low desired



fertility, low birth rate), Belgium (Flanders) (low desired fertility, medium birthright) or the Netherlands (higher desired fertility, higher birthright).

### **3.4. Arguments against having children**

The most frequently mentioned reason is that the desired number of children has been reached. There are three aspects to understand this argument against having children. Firstly, also women, who have already concluded their family formation phase and reached their desired fertility, were asked. Secondly, desired fertility is so low in some countries that it is quickly attained. Thirdly, those who do not want any children attach a higher value to this reason. Having reached the desired number of children has reached the highest significance in Austria, Cyprus and Romania. It appeared to be less important to respondents in Italy, Finland and the Netherlands.

Misgivings about the future also prevent achievement of desired fertility. Concerns about the future were mentioned as the second most important reason for not wanting any (or more) children in six countries (Estonia, Germany, Hungary, Romania, Slovenia and Cyprus). Greater weight appears to be attached to this reason in the transition states of Central and Eastern Europe (highly important in Estonia, Lithuania, Cyprus and Poland). By contrast, concern for the future is much less significant in Finland, Italy and the Netherlands.

One's own age or that of the partner is named in five countries as the second most important reason against a(nother) child. These are countries in which family formation starts relatively late, namely Austria, Belgium (Flanders), Finland, Italy and the Netherlands.

The cost of children makes it easier to decide against having children. The high costs that a(nother) child would cause are stated as the second most important reason in Lithuania and Poland, and as the third most important reason in Hungary. In this context, the fear of not being able to maintain one's standard of living plays a major role for respondents in Germany (third most important reason). In Austria, Lithuania and Cyprus, it was placed at No. 4. Considerable weight also was attached to the cost of having children as the fourth most important reason in Estonia, Germany, Romania and Cyprus.

The state of health does not permit it. The third most important reason preventing the birth of a child is the state of health in eight countries (Belgium (Flanders), Finland, Italy, Lithuania, the Netherlands, Poland, Slovenia and Cyprus). A close link can be seen here to having children late.

Problems to reconcile work and family that might occur in the future are not regarded as being so important in opting against a(nother) child. Only in Belgium (Flanders) does this reason rank fourth, whilst in the other countries it is placed in the middle. This result of the questionnaire does not mean that improving conditions for reconciliation of family and gainful employment is insignificant in terms of future family policy. It is simply an expression of the fact that reconciliation problems occurring later are not yet regarded as being very important at the time of opting for or against another child.

Individualistic motives such as 'I wouldn't be able to enjoy life as before' or 'I'd have to give up my hobbies' are of subordinate significance when deciding against having children. These reasons are more significant in Austria, Belgium (Flanders) and Germany.

### **3.5. Expectations of family policy**

There is a consensus in favour of a combination of financial support and working-hours regimes in family policy. The measures mentioned most frequently as an average of all countries are: Firstly, better regulations on maternity leave for working women. Secondly, lower wage and income taxes for parents with minor-age children. Thirdly, more and better opportunities to work part-time for parents with children, and fourthly, flexible working hours for working parents with small children.

Respondents in the western countries tend to afford greater preference to more measures aiming to improve reconciliation of family and gainful employment. In particular, there are calls for more and better opportunities to work part-time (first place in Austria, Belgium (Flanders), Germany, Italy and the Netherlands) and for more flexible working hours (first place in Finland, second place in Belgium (Flanders), Germany and the Netherlands). In light of the significance of reconciliation-orientated measures, it should not be overlooked that financial support is hardly less important. A lower wage and income tax is the second most important measure in Austria and Finland, and the third most important in Belgium (Flanders) and Italy.

In the Eastern European transition states, financial assistance and an improvement in the housing situation tends to be more important than reconciliation-orientated measures. The measures called for are highly divergent. Higher maternity allowances are considered to be the most important measures in the Czech Republic and Lithuania (second place in Poland). Lower wage and income taxes are preferred in Romania (second place in the Czech Republic). A reduction in training costs was rated highest in Estonia (second place in Hungary). In addition to the desire for financial transfers, the most significant measure desired in Hungary and Slovenia is an improved housing situation (Romania third place).

The measures available to family policy were strongly favoured in general terms. The degree of agreement in the former Socialist countries once more clearly exceeds the evaluation in the western countries. The measure regarded as being the most important each time has higher than 90 % approval in all places in Eastern Europe. The highest value is experienced by the reduction in the wage and income tax in Romania, at 98.2 % agreement. In the western countries, the degree of approval is less than 90 % as a rule. It is noticeable that approval of the measures is relatively low in the Netherlands, and also in Finland.

When asked what would be the impact of the implementation of the measures called for, the majority of respondents in all countries answered that it would make it easier to achieve the personally desired number of children. Agreement was very low in Austria, at 31.7 %, and very high in Romania, at 89.6 %. A probable option for another child is less strongly favoured by comparison. It is very low in Italy, at 5.9 %, but reaches high values in some countries (Estonia, Finland, Romania and Lithuania).

### **3.6. Preferred reconciliation of family and work**

The desire to reconcile work and family is widespread. The majority of female respondents in the PPAS countries want to have children and -at the same time- work. The proportions of those who want to reconcile family and gainful employment are very high in Estonia (97.7 %), Romania (86.0 %), Belgium (Flanders) (77.7 %) and in Slovenia (76.1 %). Reconciliation is less frequently desired in the Netherlands (53.4 %) and in Lithuania (45.2 %). Lithuania is the only country where the simultaneous reconciliation of both fields of life does not have a majority.

In the desire for reconciliation, quite different models are regarded as being ideal as to the number of children and the working hours regime. In Estonia, Poland, Romania and Cyprus, the largest group would like to work full-time and have two children; the highest values here were recorded in Estonia, at 55.8 %. Part-time employment is more frequently the aim in Belgium (Flanders), Germany, Italy and the Netherlands. In Italy, 48.1 % opted for the part-time employment/two children model.

Leaving work altogether is unpopular. Only very few women want to follow the traditional breadwinner-homemaker model. More popular by contrast is leaving work as long as the children are small. The largest group of respondents opted for this model in Lithuania, at 48.4 %. In Italy (24.0 %), the Netherlands (22.5 %), Germany (21.7 %) and Poland (19.9 %), leaving work for a limited time is named the second most frequently. Gainful employment without children is equally unpopular.

### **3.7. Attitudes towards working women and mothers**

The results show that reconciliation of family and gainful employment is desired, but not universally accepted.

Working mothers can be just as caring towards their children as those who do not work. The majority of women and men in each country agree with this. The degree of agreement is particularly high in Germany (88.7 % of women and 83.5 % of men), Austria and the Netherlands, whilst this is more commonly placed in doubt in Poland and Estonia.

The statement that a pre-school child probably suffers from his or her mother going to work leads to polarisation. Roughly one-half of respondents agrees with this statement. In comparison, it is very low in the Netherlands (21.3 % of women and 31.7 % of men), whilst this opinion is shared by more than one-half in Austria, Hungary, Italy, Lithuania and Poland.

It is presumed by a major share that family life suffers if the woman works full-time. In Lithuania, Hungary and Germany, somewhat more than half agree with this view, at 69.2 – 52.5 %. The view is held by a little less than half in Romania, Cyprus and the Netherlands.

The majority does not accept the statement that the role of a housewife is just as fulfilling as gainful employment. Agreement with this statement is particularly low in Romania and Lithuania. In Italy, by contrast, 47.0 % of women and 54.8 % of men show a relatively high degree of acceptance.

Men tend to be more critical towards the role of the woman as a working mother. They more frequently hold the opinion that working women have a less caring relationship with their children, that pre-school children suffer from their mothers going to work, and that working is just as fulfilling as being a housewife.

### **3.8. Attitudes to gender roles**

It is largely accepted that women and men contribute to the household. This statement was the most commonly agreed with in all countries in which it was to be evaluated. In Romania, 92.1 % answered "I agree" or "I agree completely". It was 88.2 % in Hungary. The lowest degree of agreement, at 77.1 %, was found in Germany.

The attitude that working women are respected is not as widely spread as the acceptance of women's contribution to the household income. Only in Romania does a narrow

majority of 53.8 % of respondents agree with this statement. In the other countries, the shares of concurring answers range from 41.4 % (Slovenia) to 32.2 % (Germany).

The traditional distribution of roles between women and men - the man is responsible for the income and the woman for the household - is favoured only in Hungary. In Hungary, a relatively large proportion agrees with this model of the gender roles, at 61.2 %. In Poland, Lithuania and Romania, less than half accept it, at approx. 45 %. It is largely rejected in Germany, Austria and Estonia.

The idea that work should be more important for a man than the family finds no agreement. This is only affirmed relatively strongly in Italy, at 41.2 %. It is clearly rejected in the other PPAS countries.

It is recognised that family life suffers if men concentrate too much on work. With the exceptions of Slovenia and Poland, where low agreement is recorded, at 39 %, the majority of respondents affirms this. The highest agreement was found in Estonia, at 82.2 %, and in Hungary at 75.6 %.

Opinions vary widely on whether the man should stay at home and the woman should go to work. There is considerable acceptance for this in the Netherlands - only 7.9 % consider this not to be good. There is virtually no acceptance in Romania and Hungary for the man to stay at home. 83.9 % and 56.3 % respectively do not consider the "only woman working" model to be a good one.

The distribution of housework is seen from women's point of view. According to their statements, they do most of the housework themselves. 74.9 % of women in Austria said that they do the housework alone. This share is also very high in Hungary, at 70.4 %. The lion's share of the housework is done by women in Estonia and Romania as well. In these countries, however, housework is shared out more in a spirit of partnership between women and men. In Estonia, 48.7 % stated that they did the housework together. In Romania, it was 35.2 %, in Hungary 25.6 % and in Lithuania 23.6 %. It is rare in all countries for men to be largely responsible for the housework. Approx. 4 % of female respondents in Austria and Romania stated that their partners assumed principle responsibility for the housework. In Estonia, Hungary and Lithuania, it was as low as 1 - 2 %.

### 3.9. Values in life

Harmonious partnership enjoys the highest appreciation. This area of life is regarded as the most important in almost all countries. The exceptions are Hungary (having enough money/income) and Poland (offering security to those who are close to one). The highest value was allotted to having a harmonious partnership in Cyprus, Hungary and the Czech Republic. 99 % of respondents in Cyprus answered very important or important. The comparatively lowest value is found in Slovenia, but even there, 96.6 % chose the categories important or very important.

Offering security to those who are close to one is the second most important area. This value has been allotted second place in five countries (Estonia, Finland, Hungary, Slovenia and Cyprus). Having enough money/income takes second place among the values in the Czech Republic and Germany.

Satisfaction with work reached third place in six countries among judgements of importance (the Czech Republic, Estonia, Germany, Hungary, Lithuania, Poland and Cyprus). Exceptions were Poland (living in a nice house) and Slovenia (having enough time for oneself).

Material orientations are less significant. Statements like 'having enough money/income', 'going on holiday at least once per year' and 'living in a nice big house' rank in the middle. There are however significant differences between the countries. In Hungary, 84.7 % said that this is highly important. In Finland it was 22.7 %.

Individualistically-orientated values take on a lower ranking. Orientations such as 'having enough time for oneself and one's interests', 'having enough time for friends' and 'looking for self-realisation' are much less important in comparison with other values. In Germany, for instance, 19.4 % chose 'highly important' in response to 'looking for self-realisation'. Only 7.8 % of respondents in Estonia answered that 'having enough time for friends' was highly important.

Realisation of most values does not depend on the number of children. In particular, realisation of the values 'living in harmony with one's partner', 'being recognised outside the family' and 'being satisfied at work' are largely regarded as being independent of the number of children. It was answered most frequently in the Czech Republic, Hungary, Lithuania and Poland that their realisation does not depend on the number of children.

If realisation of the values is not considered to depend on the number of children, the respondents take the view that it is possible to realise them with two children. Two

children as an upper limit was frequently named in connection with 'having enough time for oneself and one's interests', 'having enough money/income' and 'having enough time for friends'. In Estonia, Germany, Italy and Slovenia, realisation of values is less frequently regarded as being independent of children.

In some cases, the realisation of the values is connected with more people wanting to remain childless. If one would like to have enough money/income and time for oneself and friends, it is relatively frequently said that this is best done without children. This answer was given frequently in Germany in particular. For instance, 27.4 % stated that one could only achieve a sufficient income without children.

Only very few respondents think that the stated values can also be achieved with three or more children. The share of those who consider three and more children to be possible is as a rule very low, at values around 5 %. Only in Cyprus is the share comparatively high, at 10 - 20 %.

### **3.10. Ageing and the elderly**

Demographic ageing, which is also expressed in the increase of the share of those over 65 in the population, is seen as an unfavourable trend. The share of respondents who value demographic ageing negatively is higher than 50 % in all countries with the exception of Belgium (Flanders). Approx. 70 % valued demographic ageing negatively in the Czech Republic, Germany, Estonia, Poland and Lithuania. A very negative view is taken of ageing in Poland in particular, with a high share of the answer 'very bad'. In Romania and in particular in Belgium (Flanders), the trend is much less frequently judged to be bad or very bad.

Society is given considerable responsibility for caring for elderly people. Between 95.2 % (Austria) and 61.8 % (Estonia) take the view that society should care for elderly people by providing suitable institutions and services. Expectations of society relating to care for the elderly are particularly strong in Austria and Slovenia.

Children are also considered to have a responsibility in caring for the elderly. The statement that children should take care of their parents is very frequently accepted. Children are however given less responsibility for caring than society. Only in Poland, Romania and Lithuania is the share of agreement very high, at 90.1 %, 87.4 % and 85.5 % respectively. In Finland, at 31.6 % agreement, the view is rarely taken that the children should take care of the elderly.

Family members (other than children) are given less responsibility. Agreement with the statement that it is the 'duty of the family members to take care of the elderly' is lower

than was the case with society's and children's responsibility. Only in Poland is the share of concurring answers very high, at 80.2 %. Children, and also the rest of the family, are given greater responsibility for care than society. Society is made more responsible in the other countries, not including the Czech Republic.

Living together with elderly parents is not always desired. The willingness to have elderly parents live with one is common only in a few of the PPAS countries. The response 'If my parents are old and the necessity arises, I would ask them to live with me' found considerable agreement in Romania (85.9 %), Poland (85.1 %) and Lithuania (82.9 %). A relatively large distance exists in Germany (16.4 % agreement) and in Belgium (Flanders) (23.5 %).

The role of the sandwich generation is accepted in the majority of countries. There is little agreement with the assertion that one should not also have to take care of one's parents if one has small children. Agreement with this is very low in Lithuania (6.6 %), Slovenia (8.2 %), Estonia (8.9 %) and Romania (12.9 %). High shares of 46.3 and 43.5 % respectively of agreeing answers in Belgium (Flanders) and Finland show that a double burden of looking after parents and children is less widely accepted there.

The generations nevertheless are holding together. This is indicated by the low shares of agreement with the statements that 'elderly people should live in old people's homes' and 'it is not the job of the children to take care of their elderly parents'. The highest values are reached in Finland, at 17.7 and 23.8 % respectively.

### **3.11. Preferred living arrangements in old age**

Staying at home with assistance is the most frequently wished for living arrangement in old age. 'If I can no longer manage the household in old age, then I would still like to remain at home with regular assistance': 64 - 88 % of respondents opted for such a model.

Support in the household should be primarily provided by the children or the family. Data are available for eight countries. This form of care in old age was selected as being the most important in five countries (the Czech Republic, Lithuania, Poland, Romania and Slovenia). Particular importance is attached to it in Poland and Romania, where 60.2 and 53.0 % respectively opted for this living arrangement. 'Staying at home with the assistance of the children/family' reached second place in the three other countries. In Austria and Estonia, greatest importance was attached to a combination of 'professional assistance and support of the children' and in Germany to 'staying at home only with professional assistance'. With the exception of Germany and Austria, in all other



countries the value of professional assistance is much lower than that of the children or the family.

In addition to the extraordinarily high significance of the various forms of care at home, 'living in old people's homes' has relatively high significance in three countries. 18.9 % in Slovenia, 11.0 % in Austria and 10.8 % in Germany prefer this living arrangement in old age.

Little importance is attached to living together with children. Only in Lithuania does moving in with the children, at 13.7 %, take on comparatively high significance. This is not popular in the other countries.

### **3.12. Attitudes towards the elderly**

Attitudes of people in the PPAS countries are not negative towards the elderly. Although demographic ageing is considered to be a negative trend, the role of elderly persons in society was valued positively. All statements expressing a rejection of elderly people, by contrast, hardly found agreement.

Society should give greater consideration to the rights and problems of elderly people. Such statements found the highest degree of agreement in all countries. With the exception of the Czech Republic (second place) the statement "Society should consider the problems of elderly people" was agreed with the most frequently in all other countries. More than 90 % of respondents answered in this vein. Only slightly less acceptance was found by the "stronger consideration of the rights of elderly people". The differences between the countries here are extremely slight.

The knowledge and experience of elderly people are appreciated. A very large share of the respondents takes the view that younger people can benefit from the knowledge and experience of the elderly. This is agreed with the second most frequently in Lithuania and third most frequently in the Czech Republic, Estonia, Romania and Slovenia. The degree of concurrence ranges between 81.1 % (Estonia) and 91.3 % (Poland). The statement that the elderly are important to society thanks to their considerable experience finds very high acceptance in Poland (92.2 %) and Austria (90.7 %). This is much less the case in Lithuania (75.8 %) and Estonia (65.4 %).

The elderly stand for maintaining traditions. Roughly 80 % of respondents hold this view. Agreement is relatively low in Estonia (69.0 %), the Czech Republic (71.4 %) and Germany (75.2 %). By contrast, much higher acceptance values were recorded in Poland (89.3 %), Romania (88.3 %), Austria (84.3 %) and in Slovenia (84.0 %).

The role of the elderly as a source of emotional support is seen more differentiated. In comparison to the previous aspects, the share of non-concurring answers is higher. Even so, however, more than half agree with this statement. Higher values, at more than 70 % agreement, can be found in Poland, the Czech Republic, Lithuania, Slovenia, Austria and Germany. In particular in Romania (52.1 %) and also in Estonia (65.6 %) the role of the elderly as a source of emotional support is more strongly doubted.

Negative statements on elderly persons are only recognised by minorities. Three different statements had to be assessed putting forward a highly negative view of the role of the elderly in society ('The elderly are an obstacle to change'; 'The elderly are a burden on society'; 'The elderly are an economic burden'). The majority of respondents disagreed with these statements in all countries.

The most frequent agreement is still to be recorded as to the opinion that the elderly are an economic burden. The highest frequency of concurrence is to be found in Germany, at 19.9 %, followed by Romania (19.3 %) and Estonia (19.2 %). This is most stridently rejected in Poland, with a share of concurring answers of only 5 %.

Rejection of the opinion "The elderly are an obstacle to change" is even stronger. The highest acceptance of the statement is found in Austria, at 17.2 %, once more in Germany, at 15.9 %, and in Slovenia, at 15.8 %. The highest degree of rejection is directed at the statement that "The elderly are a burden on society". The degree of agreement is extremely low in Poland (4.4 %), Lithuania (6.6 %) and the Czech Republic (6.8 %). Higher values can be found in Estonia, Germany and Slovenia.

### **3.13. What can be done for elderly people?**

Elderly people attach primary importance to improving the conditions for health. The measures most frequently named for elderly people are improvements to the healthcare system and the expansion of non-institutional long-term care services. An improved orientation of the healthcare system to meet the needs of the elderly was named most frequently in the Czech Republic, Germany, Lithuania and Poland. This measure reached second place in Estonia and Slovenia, and third place in Belgium (Flanders). This measure was particularly frequently mentioned in Poland, Lithuania and Germany. The expansion of non-institutional long-term care services is most important to respondents in Belgium (Flanders) and Slovenia.

The elderly should work for longer. Enabling elderly people to continue working after retirement was agreed with in particular in Estonia, where at 54.4 % it was named

extraordinarily frequently, and in Romania (38.4 %). Such a measure is also relatively important in Lithuania, Germany and Belgium (Flanders) (second place).

The results to date have shown that cohesion between the generations is strong. It therefore does not come as a surprise that arrangements enabling families to provide better care services (such as long-term care leave to care for elderly family members) are so important. The creation of such conditions is the second most important measure in the Czech Republic and Poland, and the third most important measure in Lithuania and Germany.

Design of the environment (buildings, paths, creating meeting places) to be more suitable for the elderly is of little significance to respondents.

### **3.14. How to safeguard pensions?**

There is a willingness to pay higher social insurance contributions. In six out of ten countries, an increase in the contributions to pension insurance is most frequently named as a measure enabling the State to continue to fund the pension systems. These include Finland, Lithuania, the Netherlands, Poland, Romania and Slovenia.

The abolition of the early retirement programmes takes first place in the other four countries (Belgium (Flanders), the Czech Republic, Estonia and Germany). This is particularly frequently favoured in Belgium (Flanders), with 45.2 % agreement.

Increase in the retirement age is less accepted. In some countries, an increase in the retirement age was also more strongly concurred with as a measure (second place in Estonia, Finland and Romania, third place in the Netherlands and Poland).

A reduction in the amount of pension or making the children more responsible is hardly accepted.

### **3.15. Anticipated and preferred retirement age**

Respondents in all countries prefer to retire before 60. The differences between the countries are relatively pronounced on this issue. The lowest desired retirement ages are in Slovenia and Poland, at 52.3 and 53.5 years respectively. In general terms, the preferred retirement age is lower in the former Socialist countries than in the western countries. It is also low in Romania, Lithuania and the Czech Republic, with values around 55. The highest preferred retirement age is to be found in Germany and the Netherlands. Eastern Germans prefer to retire at 59.3 on average, and Western Germans at 59.0. A similar value can be found in the Netherlands (59.1).

Virtually no one would like to work after the age of 65. Only few respondents prefer to continue working after 65. The highest value, at 5.0 %, was found for the Netherlands. The lowest value was 0.7 % in Slovenia.

The actual age at which it is expected to become a pensioner is admittedly higher in all countries than the preferred age. Once more, it reaches the highest values in Germany, at 64.3 and 64.2 respectively. It is also higher than 60 in Finland, Lithuania and the Netherlands. It is just under 60 in the other PPAS countries. The greatest difference between preferred and expected age is in Lithuania, at 7.2 years, and the lowest is to be found in the Netherlands.

### **3.16. Expectations towards governments**

The State was most frequently regarded in all countries as being particularly responsible for healthcare. An exception is Romania, where the creation of jobs for young people was regarded as being even more important.

The second most frequent responsibility is attributed to the State for providing jobs for young people. This area is placed second in Belgium (Flanders), Germany, Hungary, Lithuania, the Netherlands, Poland, Romania and Slovenia.

Care and assistance for elderly people also tends to be regarded as being a major task for the State. This however does not apply to all countries to the same degree. In the Czech Republic and Finland, the social area 'Care for elderly people' is the second most important task attributed to the State, after healthcare. It was categorised as the third most important task in Belgium (Flanders), the Netherlands, Poland, Romania and Cyprus.

For respondents in Finland, the creation of suitable housing is to a great degree the responsibility of the State (third place). Improved conditions of reconciling family and work for women play a major role in Germany and Lithuania, while the promotion of work for women is important in Hungary and Slovenia.

The degree of attributed responsibility differs greatly. The call for the State to act is louder in Belgium (Flanders), Germany, Hungary, Romania and Cyprus than in the Czech Republic, the Netherlands and Romania.

You find the download of the brochure on:

[http://www.bib-demographie.de/ppa/PPAS\\_brochure\\_en.pdf](http://www.bib-demographie.de/ppa/PPAS_brochure_en.pdf)

#### **4. General Population Related Policies and Attitudes**

The Population Research Institute (FAFEFI.PRI) was in charge of the research subject *General Population Related Policies and Attitudes* which covers the identification of between-country similarities and differences in terms of demographic dynamics, recent social policy reforms and attitudes of men and women regarding general social policies and demographic developments. The workpackage leader was responsible for three project deliverables, namely: 13 Parsimonious National Studies Based on Contextual Data and Analysis of General Attitudes (D13), Summary Policy Implications of the National Reports (D14) and Synthesis Report on Demographic Behaviour, Existing Population Related Policies and Expectations of Men and Women from the State (D15). Furthermore the Finnish partners prepared 4 articles for the Final Monograph.

##### **4.1. Background of the workpackage**

Objectives were to identify between-country similarities and differences in terms of demographic dynamics, recent social policy reforms and attitudes of men and women regarding general social policies and demographic developments.

A review of literature and contextual analysis was carried out in view to set stage for the comparative analysis of the interaction between population-related policies and demographic processes. It is a tool for qualitative identification of between country similarities and differences and of general trends at the European level.

The comparative contextual analysis and the analysis of micro-level data on attitudes regarding general policies and demographic development was constructed on the basis of country case studies drafted by partners according to the comment grid and guidelines regarding the use of standard methods of quantitative data analysis.

In a first step detailed guidelines for these country case studies had to be developed and a standard report for Finland provided. Much importance was attached to using already standardised data sources as well as policy databanks. Then 14 parsimonious national case studies were drafted by partners. It had been decided in Bingen at the kick-off meeting that the recommended length of each national report would be approximately 30-50 pp. These country reports have been made available to partners since IPPAS results have to be interpreted against the background of contextual data on demographic facts and trends as well as policies in place in the DIALOG countries. The 14 national case studies are Deliverable 13.

A summary report of the contextual data including a Summary of Policy Implications was based on the national reports and is written for the outside audience (D14). The initially recommended length of ca. 30 pages was of course exceeded.

Finally a synthesis report addressing similarities and differences between sub-regions by means of clustering of countries according to the demographic behaviour, existing population-related policies and expectations of men and women was prepared (D15). This report was published in the DIALOG working papers as well as by the Finnish partner institute.

The Finnish Population Research Institute (FAFEME.PRI) also contributed to 4 chapters in the Final Monograph of the DIALOG project and submitted articles on groups of countries to peer-review scientific journals in the domains of population, family, gender and social policy.

#### **4.2. Scientific deliverables**

The following deliverables were published during the WP4-process (a-c)

- a) 14 parsimonious reports (= D13), ca 40 pp. each. These reports were disseminated to the co-ordinator and to all partners on CD-ROM during the Vienna meeting in March 2005.
- b) Summary report (D14, Summary of Demographic Trends and Policy Implications Presented in the National Reports) was also delivered to the co-ordinator in Vienna, in March 2005. The authors of the report were Ismo Söderling and Elina Laitalainen. The length of the report was 62 pages including also a two-page demographic review from each country.
- c) Synthesis report (D15) on Demographic Behaviour, Existing Population Related Policies and Expectations Men and Women Have Concerning the State. Authors: Osmo Kontula and Anneli Miettinen, 151 pp. Also this report was delivered to the co-ordinator of the DIALOG project in Vienna, March 2005.

The following four manuscripts were sent to the editors of the final monograph in December 2005. (Final monograph: *"People, Population Change and Policies. Lessons from the Population Policy Acceptance Study"*, Volume I, Springer, Berlin 2006 (Deliverables d-g)).

- a) Osmo Kontula: The role of education and family policies on the age of first birth.
- b) Osmo Kontula/Ismo Söderling: Demographic change and family policy regimes.

- c) Anneli Miettinen (with Ingrid Esveltd/Tineke Fokkema of NIDI): Family Policies and Preferences: Financial or Institutional Measures.
- d) Anneli Miettinen (with Esveltd/Fokkema of NIDI): Expectations towards family policies: impact of policies on childbearing behaviour).

### **4.3. Main results**

The following results are based on the main reports of the WP4 Deliverables D14 and D15.

#### D14 (Söderling/Laitalainen: Summary of Demographic Trends and Policy Implications Presented in the National Reports):

Main demographic issue among the DIALOG countries was connected with the complexity of low fertility. None of the DIALOG countries has specific programs for addressing population policy, e.g. low fertility. On the contrary, in many transition (ex-socialist) countries the government's current population policy attitude seemed to be very passive, and mostly more restrictive. In some of these countries pronatalist policies had been pursued prior to transition, and the contrast between past and present was clear. On the other hand, in some Western European countries, governments' eagerness to be active in population policy seemed limited. Instead of direct population policy, indirect measures were used. In this context family policy and its variations played a central role.

There is a continually growing need to prolong elderly worker's participation in the labour market. The policies to lengthen the active years vary clearly between different DIALOG countries: for example, four countries reported that they had no reforms to keep elderly workers working longer.

In five of the countries the education of the 'third age' has been a goal of the reforms for elderly. In five out of 13 countries, there appeared to be no active-ageing policies. However, governments' interest in activating elderly people in the different DIALOG countries seemed to be rather small.

Transition countries in particular were faced with fertility decline in the 1990's. It was reported some examples showing that the new family policies and other social policy measures are being used in a more clear-cut fashion.

D15 (Kontula/Miettinen: Synthesis report on Demographic Behaviour, Existing Population Related Policies and Expectations Men and Women Have Concerning the State)

*Demographic conclusions*

It was presented several factors behind the low fertility, for example:

- modernisation process;
- higher standards and expectations towards the potential partner (as a reason to postpone the engagement to relationship);
- higher education (the highly educated often postpone their sexual initiation and steady relations in order to meet the other aims in their life (graduation...));
- change of individual values and lifestyles.

Society-wide economic factors may affect fertility rates by increasing human capital investment of women: as firms' demand for skills increase, a much higher proportion of women will acquire high levels of education, reducing fertility among these women. People have to adapt their life-course to fit to the expectations from the labour market. One of the implications is the postponement of founding a family.

A combination of several family-friendly measures would seem to be the most affective approach to increase fertility. If individuals have the means to purchase services that reduce the workload consequent on maternity, it will be easier to combine employment and fertility. The same applies where childcare services are cheaply available or are freely provided by the state. When state schemes of parental leave are not available, combining work and family will be easier where working hours are flexible and part-time jobs are widely available. Universal and at least middle-level family benefits seems to be a precondition in order to attain the fertility level that would be even close to the fertility rate that could keep up the natural population increase.

At the beginning of the D15 report it was shown that population policy proper is not practised by governments of the DIALOG countries. Instead of direct policy, indirect measures were used. In this context family policy and its variations played a central role.

Weakening the childcare facilities and a generally insufficient attention to family policy have influenced the declining fertility levels, the welfare of the families and the postponement of child bearing. Hungary is a good example of the effects of family policies to fertility. Unlike many other transition countries it managed to somewhat



preserve its rich family policy in the early 1990s after the fall of communism. The result of it was an only modest decline in fertility as compared to many other transition countries.

The interplay between demographic change and the changes in family policy could not be presented by some direct causal relationships, but it is plausible that values, economy, demography and policies are in a complex interrelationship with one another.

#### *Family policy praxis and reforms*

In recent years family allowances were made subject to a means test in several countries. The imposition of a means test on previously universally available allowances marked a considerable change in the politics of state support for families.

Income transfers for families varied a lot from country to country. Maternity grants were most generous in Romania, Estonia, the Czech Republic, Lithuania, and Italy (starting from second child). Maternity grants were more prevalent in countries that had started to apply means-tested family benefits. The Netherlands, Austria, Germany, Poland and Cyprus did not have any maternity grant.

In DIALOG country reports the provision of day care services for children under three years old were shown to be quite limited. Services for children younger than 3 years old are especially important for working parents. Only in Finland and Slovenia these services were available for all families in need of day care. In Belgium, the Netherlands, Italy, Hungary, Poland and Romania there were limited day care services for young children. The general trend now is to assume that a parent who is subsidised for at least one year at home should care for infants. This model was prevalent in Germany, Switzerland, the Czech Republic, Estonia, Lithuania and Cyprus, which had no day care services at all or very limited services.

Governments are trying to increase female employment as a means to produce greater opportunities for social inclusion, to reduce the dependence of families on welfare systems, and in the long term to counter the fall of the labour force due to decrease in fertility.

The proposed 'Work and family reconciliation index' combines information about the extent of part-time employment, flextime working and voluntary family leave provided by firms, in addition to childcare availability and maternal leave provisions. In many countries reforms based on 'atypical' work patterns as well as 'telework' were founded.

The following regimes (based on the family policies) were found:

- 1) 'Income transfer' regime countries (Belgium, Germany, Austria, Italy) had introduced especially reforms in policies that facilitated the better combination of paid work and family life
- 2) 'Labour market' regime countries (the Netherlands, Switzerland, Cyprus) had very limited family policy reforms
- 3) 'Imposed home care' regime countries (the Czech Republic, Estonia, Hungary, Poland, Romania, Lithuania) faced a real breakdown in the 1990s in their family benefits and day care systems
- 4) 'Day care service' regime countries (Finland, Slovenia) were emphasising the day care model more than ever before. Family benefits were reduced in the 1990s but day care was given additional resources.

#### *Ageing policy praxis and reforms*

There had been a tendency for early retirement on most DIALOG countries. The average age of retirement has been lower than the legal age of retirement in each country. For men it has been 59.8 years and for women 58.5 years. A gap between the legal age of retirement (that was on the average 64 years for men and 62 years for women) and the effective age of retirement was 4.2 years for men and 3.3 years for women.

There was also a lot of variation in labour force activity in the age group 55-64. The employment rate in the age group 55-59 varied among men from 44 per cent (Slovenia) to 89 (Switzerland) and among women from 17 percent (Slovenia) to 66 (Switzerland). On the average, these rates were 62 percent for men and 38 percent for women

'Income transfer' regime countries were orienting themselves into lifting the average age of retirement in order to cut down the increasing costs of pension systems.

'Imposed home' care regime countries had divided their ageing policies partly based on the state economy, partly to private sector.

Governments in 'labour market' regime countries aimed at keeping a low profile in their ageing policy. Individual responsibility was promoted and regional activities were expected.

'Day care' regime countries were attempting to raise the age of retirement and to improve home care for the aged.

The ageing population can increase the level of income by continuing work, part-time or full-time, beyond the current age of statutory retirement, and continued economic activity is indeed found to be a buffer against poverty for those who have acquired poor insurance-based benefits (see Avramov, 2002). While the average age at retirement should be increased, the variation of retirement age should also be increased and flexibility in retirement schedules (part-time/full-time) should be introduced. It would also contribute to eliminating social exclusion of older adults who are now more and more excluded from work and social life as a whole (see Avramov & Cliquet, 2003).

#### *Self evaluation*

The reported results show that Europe is really facing challenges concerning demographic trends, population and family policy, and ageing. The governmental attitudes and readiness towards reforms in this field seem to be scarce at present.

Workpackage 4 provided a great chance to go deep into the demographic and family/population policy obstacles observed in different DIALOG countries. The results provide a good opportunity and tool package for politicians and administrators who consider to make profound reforms. The current demographic development does not provide a sustainable ground for Europe in the future.

## **5. Gender Roles and Gender Relations**

The Institut fuer Demographie (OAW.ID) was workpackage leader of the topic *Gender Roles and Relations* which includes a European comparative study of attitudes, experiences, preferences and evaluation of gender roles in partnership, family life and work and opinions about government policies with respect to gender related rights. OAW.ID prepared two deliverables, namely: Comparative Report on Gender Roles and Relations (D16) and Summary Policy Implications Regarding Gender Roles and Relations (D17). Moreover two contributions for the Final Monograph were submitted by the Austrian partners.

### **5.1. Objective**

The DIALOG Group included a study of gender issues in the Population Policies Acceptance Project, because of the well known interdependence between work for pay and work at home, on the one side, and family formation and childrearing in particular, on the other. It was found particularly important to learn more about the way different European population assess the contemporary gender roles in the family and gender issues connected to the family and work.

The main objective set in this respect was: carry out a European comparative study of attitudes, experiences and preferences and evaluation of gender roles in partnership, family life and work and opinions about government policies with respect to gender related rights.

The deliverables were designed as follows:

- Comparative report on the findings of the project with respect to gender roles as described above;
- Chapter in the final monograph;
- Publications in peer reviewed journals (individual countries or groups of countries).

## **5.2. Organisational issues**

The PPA research team had decided to include a special module for the study of the gender attitudes. The module included two batteries with 9 and 7 items (questions) correspondingly. The module was designed on the basis of items that have been used in other surveys, such as the International Social Studies Program (ISSP). Thus it was made sure that the items will suit international comparisons. The gender module was applied in 10 countries. Gender role attitudes are described by the 15 items along three dimensions: gender role ideology, consequences for the family when women (in one item men are considered) work, and economic consequences of work for women.

Another group of questions was designed for the study of gender experiences. It was oriented towards the study of gender-specific decision taking in the family and the distribution of the household work between the two partners. The questions were applied in 5 countries.

A third group of questions was designed to understand the respondents' attitudes towards gender-oriented governmental policies. The questions were designed to elucidate also other research topics set by the DIALOG team.

The workpackage content was discussed on a sequence of meetings of the consortium. The consortium members regulated the structure of the material as well as the contents of each of the chapters.

### **5.3. Main findings on gender practices**

Data were available for 5 countries: Austria, Estonia, Hungary, Lithuania, and Romania.

The data inform about the way partners in a family do the household work, organise and manage diverse household activities. The results show that women usually do most of the household work. The percentage of men doing this work is trifling. The percentage of families where both partners are sharing the household activities is high as well, although not as high as that of women doing the household work.

The proportion of women with a partner who do not work for pay and who do most of the household activities is between one fourth and one third of all women who live with a partner. This proportion expresses a measure of the prevalence of families with a traditional division of labour, where the woman is a home-carer and the man is the breadwinner. It can be assessed as very high.

In the same five countries it was found that women are actively involved in other household activities: management of income, decision-taking related to the household of diverse kind. The same is true for men; it is only where real household work is considered that women have a "priority".

Further on the data show that women in traditional families (where the man is the breadwinner and the woman looks after the family) are less willing to support modern gender roles as compared to other women. Apparently these women are satisfied with their position; they do not view it as a gender inequality.

### **5.4. Main findings on gender role attitudes**

The countries where information became available include: Austria, Estonia, Germany (Eastern and Western), Hungary, Italy, Lithuania, The Netherlands, Poland, and Romania. At a later stage of the work data for Cyprus also became available. They could be used in the monograph papers.

Our study reports enormous inter-country diversity with respect to gender role attitudes. The results indicate that while in some countries the acceptance of some traditional gender roles can be as high as 80% of all respondents included in the comparisons, in other countries this proportion can be as low as 10-15%. The former high proportions are observed in some CEE (Central and Eastern European) countries, and the latter in the Netherlands, as well as in some other countries (Austria and Germany in particular).

Populations in the CEE countries are explicitly more oriented towards traditional gender roles as compared to other countries.

The group of CEE countries itself is not homogeneous. Our data showed that respondents from Poland and Lithuania frequently expressed more pronounced preference towards traditional gender roles as compared to the other CEE countries included in our analysis (Estonia, Hungary, and Romania). Poland and Lithuania are specific with respect to the higher religiosity that permeates the cultural system in both countries. It is likely to expect that norms and values in these two countries will change with some lag as compared to the whole region.

Although the scope of western countries in our analysis is small (Austria, Germany, Italy, the Netherlands) there is heterogeneity in it as well. The Netherlands can be unequivocally separated from the other countries in that it is by far leading with the acceptance of modern gender roles. Italy is at the other extreme; respondents from this country frequently reveal attitudes that lean towards traditional roles more than respondent in the CEE countries. It is well known that culture in Italy is strongly permeated by religiousness and familism. These cultural traits are dominating in the formation of gender role attitudes.

The results indicate that women express preference towards modern gender roles more than men do. The preference is revealed both in the study of gender role attitudes and in the assessment of governmental responsibility to promote gender-related policies. The observations that support this inference are valid all throughout the comparisons considered in the report, with very little exceptions. This result is not surprising. Gender issues are more women's than men's issues. This stance dominates all over Europe, although some exceptions (that could not be systematised) have been found.

However, there can exist diverse reasons for the gender differences among diverse countries. In some countries the observed attitudes can be the result of gender practices in the family, for example where women work for pay and do most of the household work. In other countries where the division of labour in the household is not skewed towards women, they express higher attitudes than men towards modern gender roles because of other skewed practices. Ideological differences can be even more important. Ideational changes relate closely to gender issues. Where women are more apt to search for individual autonomy and self-expression, they will be more likely to underline gender differences even if the latter are not as outlined as in countries where ideational changes are not as advanced.

### **5.5. Main findings on gender policy preferences**

Three governmental policies were compared: promotion of work for women; better opportunities for women to reconcile out-of-house work and child-raising; and better opportunities for men to reconcile out-of-house work and childraising. The second one has been perceived as relatively more important than the other two, as far as shown by the level of agreement with government's responsibility for each one of the three policies.

In the ex-socialist countries where the relevant questions have been asked the governmental gender-related policies are desired predominantly by those people who perceive home and children as ultimate desires for women. This observation is valid for both genders. Inversely, in two western countries (Germany and the Netherlands), people who reject traditional roles of women are more likely to expect governmental action towards reconciliation of work and family. These observations, considered in the overall framework of the whole study, can be taken as an indication that policies are desired by very different types of people in the CEE countries as compared to the western countries. The exact specification of these groups can only be speculative in our data.

### **5.6. Gender aspects of basic population characteristics**

*Age:* The major observed change by age is the relative decrease in the acceptance of traditional gender roles with the decrease in age. The apparent association is difficult can be explained either from the cohort (i.e. when getting older people may change their attitudes towards more traditional ones) or from the period perspective (i.e. there is an increasing prevalence of modern attitudes during the recent years among the young adults). Both cohort and period interpretations seem to hold, and from the policy-making point of view what matters is that younger people accept more readily modern gender-related values.

*Marital status:* The data indicate that cohabiting people are more likely to accept modern values, as are unmarried people.

*Level of education:* In general respondents with a lower educational degree tend to accept traditional gender roles more than respondents with a higher educational level.

*Working status:* The inferences differ to some extent between the "consequences" and the "gender ideology" dimension of the gender attitudes. The percentage of women not working for pay who agree with the negative consequences of working mothers is higher in all countries than that of working women. This observation is in line with the one made

about gender practices above. Once again we note the existence of a sub-group of the population where traditional gender roles attitudes dominate as an ideational view and hence family-related gender policies are either deemed irrelevant or need a thorough specification and promotion.

*Children in the household:* The data indicate that the higher the number of children, the more likely it is that the respondent will agree that a child will suffer if the mother works. We select this specific item because it seems to be closely connected to a relevant specific policy: one that will enhance reconciliation of work and childcare.

### **5.7. Gender and fertility - evidence for a direct relationship?**

A comparison of fertility intentions and gender role attitudes revealed an important finding: women who agree that a pre-school child will probably suffer if the mother works are less likely to intend having another child as compared to women who do not agree with this consequence of women being in work. This is an indication that fertility intentions are constructed with having in mind some consequences of certain gender practices. In this case the practice in question is work of the mother: our data show that the well known "work and family"-dilemma plays a crucial role in planning life choices. We recall the similar inference where the number of children was considered.

In a more detailed study in the monograph chapter, where multivariate analyses were considered, it was found that intentions to become a parent are more closely related to the gender roles ideology dimension than to the other two dimensions (family consequences and economic consequences of women at work). Thus childlessness seems to relate to an ideological topic of gender, rather than to the consequences of women in work.

## **6. Work and Parenthood**

Warsaw School of Economics, Institute of Statistics and Demography (WSE.STD) was responsible for the research topic *Work and Parenthood* which includes a European comparative study on practices, attitudes, experiences, preferences and evaluation of work and parenthood and opinions about government policies with respect to the reconciliation of work and family life. The workpackage leader wrote the Comparative Report on Work and Parenthood (D18) and the Summary Policy Implications Regarding Work and Parenthood (D19). In addition the Polish partners were authors of three contributions for the Final Monograph.



## **6.1. Objective of the workpackage**

The main purpose of the workpackage "Work and Parenthood" is twofold: to investigate how parenthood is combined with employment in 14 European countries and to analyse the preferences people have for work-family arrangements. The study covers countries, which represent different stages in demographic development, level of economic development and welfare state regimes. The following countries constitute the group under study named the "DIALOG countries": Austria, Belgium (Flanders), Czech Republic, Cyprus, Estonia, Germany, Finland, Hungary, Italy, Lithuania, the Netherlands, Poland, Romania, and Slovenia.

*It aims to answer the following research questions:*

- Which employment-family arrangements are practised in the DIALOG countries?
- Which types of employment-family arrangements are preferred across countries and how do they differ from the practised ones?
- How does the fact of having children and children's age influence firstly preferences and practices and secondly the discrepancies between preferences and practices?
- Which policy measures are considered as of primary relevance for combining work and parenthood and are smoothing the conflict between preferences and reality?
- Can differences between preferred and practised work-family arrangements be related to different institutional settings?

## **6.2. Selected main findings**

Living in a family and especially having children affected employment of males positively. On the contrary, females living with children had a lower labour force participation in terms of both employment incidence and working time, however, the picture is more complicated. What really had a dominant effect for female employment was motherhood. When children were present mothers reduced their labour market involvement, especially in Western Germany, the Netherlands, Austria, Hungary, Czech Republic and Poland. The only exceptions were Finland, Slovenia and Estonia.

The DIALOG countries showed a diversity of reconciliation strategies to be derived from the PPAS data: to stay in employment, to reduce working hours or to withdraw from the labour market. Part-time employment was used as a reconciliation measure in the Netherlands, Germany, Austria and Belgium (Flanders), however, to a different extent

and to a slightly different purpose. The Netherlands seemed to be the only country where part-time employment was used as a generalised way of life while in Austria, Germany, and Belgium (Flanders) part-time employment aimed at reconciling work and motherhood.

In Italy and countries of Central and Eastern Europe (except for Slovenia) mothers of small children either stayed at work or withdrew from the labour market, especially when children were below the age of 3 years. Part-time work was used on a marginal scale, although it was quite widely preferred. On the other hand, however, there is some evidence that some part-timers took these jobs involuntarily due to difficulties with getting full-time work. One can conclude on a polarisation of motherhood-employment related behaviours which results in a remarkable part of women's labour force to be out of the labour market.

Only in Slovenia and Finland motherhood did not reduce the employment of mothers - they stayed at work, mainly full-time, when having children.

An increase of the labour market participation of women brought up remarkable changes in the structure of families by employment patterns of couples. The common change was the shift towards the family-partnership model with both partners working on an equal basis. Except for the Netherlands it was the most prevailing practice in the DIALOG countries. The incidence of dual earning varied among countries: markedly: more than half of the couples in the former socialist countries lived in the dual-earner model, in Belgium (Flanders) and Italy that percentage was slightly below 50. The second most frequent family-partnership model practised in the Central and Eastern European countries and Italy was the male-breadwinner model, in Belgium the family with the woman working part-time, and in the Netherlands the dual-earner model.

Due to different reconciliation practices by couples in the DIALOG countries the structure of couples with small children (the youngest child aged 0-5 years) by work patterns differed from that of all couples. The dual-earner model was the most practised in Slovenia, Belgium and Romania only. Women's withdrawal from the labour market when caring for small children in Italy, Poland, Estonia and Lithuania was confirmed by the shift to the male-breadwinner model as the most often practised. In the Netherlands the family with a mother at part-time work (modernised male-breadwinner model) replaced the dualearner family on a large scale.

Comparisons between preferred and practised work-family arrangements by all couples as well as couples with the youngest child aged 0-5 years demonstrated that both, the dual-earner and the male-breadwinner models, were less preferred than practised. On

the contrary, the modernised male-breadwinner model was more demanded than achieved. There were three exceptions: Lithuania, where the male-breadwinner model was more demanded than lived, and the Netherlands and Romania, where dual earning was more preferred than practised while the modernised male-breadwinner family was more lived than preferred (in the case of the Netherlands). In general, results of comparisons between preferences and practices with regard to employment and family indicate an unsatisfied demand for mothers' employment. Moreover, they showed that reducing the incompatibility between caring for small children and work for pay would result in more mothers to be employed. In some countries it would create work opportunities for women with lower educational attainment (Belgium, Romania, Slovenia), in others it would attract employment to better-educated women (Poland, Italy). However, the entry (re-entry) of the former group in the labour market requires additional investments in skills of young women. Therefore reconciliation measures should be combined with training opportunities for mothers. Italy and Poland are countries in which such policies would keep young women of a relatively high education attainment in employment.

The remarkable discrepancy between preferences for the modernised male-breadwinner model and its practice by couples with children, especially with small children, indicates again on a high demand for part-time work of mothers as a reconciliation measure. Only the Dutch mothers preferred this arrangement less than they practised it, however, the lowest discrepancy was found for parents of small children.

Despite the fact that dual earning was more practised than preferred in general, this work-family arrangement was highly demanded. For instance, couples with children aged 0-5 in Estonia, Poland, the Netherlands and Romania would like to practise this arrangement more often than they really did. The finding for the former socialist countries confirms the pressures young people experience due to the rising incompatibility of parenthood and employment under the existing institutional settings.

In some countries also men were interested in reducing their working hours when children are present at home. It holds particularly for Germany, both Eastern and Western, the Netherlands and, although to a lower degree, for Belgium. This could mean that also men feel to be under the constant labour market pressure of a high availability and would like to reduce its influence on their time spent with the family. If this is the case, it may signal a shift toward a dual-earner family with both partners reducing their working hours in order to share the care duties. On the contrary, in the post-socialist countries and also in Italy such phenomenon could not be observed. The preference for part-time work by men was marginal and much lower than that for women.

### **6.3. Expectations on policy support**

Expectations towards the policy support, evaluated on people's opinions on different policy measures related to combining work and parenthood responsibilities, were highly diversified across the DIALOG countries. All countries preferred the policy support, however, to a different degree. The lowest demand for institutional measures (child-care facilities, flexible working time and part-time work of parents) was found in Finland. These measures were strongly demanded in Romania and Hungary, slightly less in Eastern and Western Germany, and Austria and markedly less in the Czech Republic, Lithuania, Poland, and Slovenia. The Estonian respondents formulated even lower preferences than the Finns did.

When contrasting preferences for the institutional and financial support with the existing family policy models, the most striking observation is a heterogeneity of preferences in the former socialist countries, although having the common experience in reducing the institutional and financial support for the family in the 1990s.

## **7. Children and Child-friendly Policies**

The Netherlands Interdisciplinary Demographic Institute (NEINDI) was in charge to prepare a synthesis report on a cornerstone of the DIALOG project, the value of children, the desired number of children and on the assessment of family policy measures including their impact on reproductive decisions of respondents. In addition to this synthesis report (Deliverable 20) including Summary Policy Implications Regarding Children and Child-friendly Policies (Deliverable 21) partners contributed to 3 chapters of the Final Monograph.

### **7.1. Values in life and the motivation for parenthood**

#### Goals in life

Europeans attach much more importance to values related to relationships than to values related to personal and social success and respect, equality between men and women, and having enough time for themselves, their hobbies and friends. Two other values which appear to be very important for the majority of Europeans are 'Having enough income/money' and 'Being satisfied in the job.'

Despite the high extent of similarity, some inter-country variations in the ranking of goals in life exist. To some degree, these variations refer to specific country circumstances (e.g. living in a nice, spacious house is fundamental for the Hungarian and Poles).

Next to country differences, some noticeable differences between socio-demographic groups show up. Individualism, for instance, is especially valued by the younger generation (20-29), those who do not live with a partner and childless people. Values related to relationships, on the other hand, are significantly more valued by women, parents and people who live with a partner.

Most Europeans state that the number of children is irrelevant for realisation of other goals in their life; only a minority of Europeans thinks that having children is incompatible with fulfilling other goals in life.

Values that appear to be the most competitive with having children are the materialistic value 'Having enough income/money' and the post-materialistic value 'Having enough time for yourself and for your own interests'.

Most of the Europeans do not see parenthood as an obstacle to achieve other goals in life, at least not so in case of one or two children. This does not only hold for parents but also for childless people with intentions.

#### Values of children

Europeans still value children highly, although some aspects more than others. Children are especially regarded and valued as a source of private, parental, and family pleasures. They are less considered as an essential element in personal happiness or an obligation towards society.

People in the CEE countries value children more than those living in the Western European countries. This is interesting, as the CEE countries are the ones with the lowest TFR at the time of the PPA-survey.

The value of children seems further be related to the transition, either realised or expected, to parenthood rather than to family size. Childless people attach less value to children than parents, especially when they have indicated that they have no intentions to have children ever, and only small differences are found between parents along the number of children. In addition, higher values of children are observed among younger age groups and child-less people who do not live with a partner (probably because of idealising family life), mothers, inactive people, low-educated people, and those to whom religion is important in their life.

## 7.2. Planned fertility

### Intentions

Although children are valued by most people, the intentions to have a(nother) child are not very high. The average desired number of children (including the children in the family of the respondent) ranges from 1.59 for German men to 2.42 for Cypriot men with the Cypriot women next highest (2.36). It is interesting to note that the desired number of children of women is slightly higher than of men in most DIALOG countries; exceptions are Cyprus, the Czech Republic, Lithuania and Slovenia.

As to intentions to a(nother) child, the Poles and Lithuanians are least inclined to have (more) children (32%) while the Cypriots seem to be the most child-oriented (70%). A not negligible group, on average 19 per cent, has doubts about having (more) children; among the childless people this is 18 per cent, among the parents 20 per cent.

The intention level is partly low because many parents already have completed their family. The intentions of childless people are in general much higher, varying from 46 per cent in Western Germany to 91 per cent in Cyprus. In seven of the fourteen countries 72 to 91 per cent wants to have children.

Intentions of the childless people decline rapidly with increasing age, suggesting two different groups: those who are young and may want to start a family some time in the future and the older people who either cannot have children or (more often) are the convinced childless people, who do not wish to have children ever in their lives.

Besides the younger childless people, also women, those with a partner, a full-time job, or a high educational level are more inclined to have children in the future.

The intentions of parents vary from 16 (in Eastern Germany) to 55 per cent (in Cyprus) and drop with the increasing number of children they have. Especially parents with one child want more children (23 to 81%). After that, intentions drop quickly, and this pattern is consistent over all countries.

Intentions of parents also decline with increasing age. In addition, also fathers, parents whose youngest child is below 6 years of age, who live with a partner, have a high educational level (compared to those with a medium level), or think that religion is important, are more inclined to have another child.

### Reasons for not wanting another child

Most parents say that they have already all the children they want, implying that for them there are no obstacles (anymore) to realise their dreams, as their desired number of children corresponds with the number they have. The worries they have about the future of their children and the financial costs of children are an obstacle to many parents.

For the childless people, being single is the main reason why they say they do not have intentions to have children. This implies that once they have found a suitable partner they may change their mind and decide to have children after all, causing a rise in the percentages having intentions. Furthermore, childless people are, like the parents, concerned about the future of their children, but they are more worried about their standard of living, their professional activities and that they would enjoy life not as much when they have children, than about the costs of children.

### Expected number of children

Based on the respondents' statements, the ultimately expected average number of children will run from 1.39 in Western Germany and 1.41 in Eastern Germany to 2.34 for the Cypriots. Also in Estonia the fertility is expected to reach replacement level in the future (2.05), and the Hungarians will come close (2.01).

If parents succeed in realising the number of children they plan to have, then their average completed number of children will be around or well above replacement level in all the participating countries, except in Eastern Germany. The expected number of children among parents varies from 2.01 in Western Germany to 2.86 in Cyprus (in Eastern Germany the expected number is 1.81).

Striking is the average number of children that the young (20-29) childless people intend to have, which is well below the final number that parents plan to have and below replacement level (except in Estonia). Especially in Poland the number is very low (1.18). One should keep in mind, however, that these figures represent a lower limit as the group who say that they do not know yet whether they will have children, may decide to have children in the future.

### Childlessness and large families

In general, having a family is more popular in the CEE countries than in Western Europe. Childlessness clearly does not have the preference of most CEE countries (6-13%), and is much more accepted in the Western European countries (20-32%).

A relatively high percentage wanting a large family with three or more children can be found in the first place in Cyprus, but also in Finland, Poland, Hungary and the Netherlands. Especially the Germans do not like large families at all, which (together with the high percentage of people who want to remain childless) is why the planned number of children is very low there, compared to the other countries.

Large families are much more liked by parents than by childless people.

In most countries the two-child ideal family size is preferred by a large majority, and more pronounced among parents. Among the childless people the two-child family is less frequent, but still the norm in most CEE countries.

### **7.3. PSPC contribution to the data analysis of possible effects of family policies on fertility**

On the basis of the analysis of attitudes of Europeans on the future of Europe's population, total number of expected children and expectations towards family policies, PSPC studied the possible effects of policies on fertility.

Namely, a study was undertaken about the possible consequences of the implementation of desired family policy measures for: having the number of children the respondents want; enabling the respondents to have their next child sooner; reconsidering the possibility of a(nother) child; and probably deciding to have a(nother) child.

In order to analyse the possible effects of the selected family policy measures on fertility, not only the relations between measures and possible consequences, but also the relations between the measures and the total number of children people expect to have was investigated. In general, positive relations are found between the individual policy measures considered and the possible consequences on future childbirth. The strength of the relation, however, varies according to the measure considered. The correlation between the family policy measures considered and the possible consequences on future fertility is positive but quite low ( $r = 0.17$ ). Also the correlation between the composite variable on policy measures and the expected number of children is low ( $r = 0.14$ ). A somewhat stronger association is found between the composite variable on policy measures and the number of additionally expected children ( $r = 0.23$ ), but the correlation with the expected number of children is much lower ( $r = 0.09$ ).

How much exactly might those measures boost fertility? On the basis of the number of respondents who originally did not know whether they would get a(nother) child and those who declared not to want a(nother) child, but who stated that they would probably decide to have a(nother) child in case the desired family policy measures would be



implemented, it can be calculated for the pooled PPAS data that the effect of policy measures would increase the average number of children by circa 7 percent. This is, however, a minimal estimate. This result may underestimate the potential for real increase, because also respondents who intend to have a(nother) child might further increase their intentions upon implementation of specific family policy measures. A maximal estimate can be obtained if all respondents are considered who would probably decide to have a(nother) child at implementation of desired policy measures. In that case, the effect of policy measures would be circa 15 percent. In general, it can be concluded that the possible effect of specific family policy measures may be expected to be positive, i.e. be estimated between 7 and 15 percent.

The number of children people expect to have and additional children they might want to have providing that the desired policy support is obtained needs to be revisited in view of obstacles people do not clearly perceive or acknowledge. Indeed, research shows that people realign their intentions with respect to the number of children they want in view of their personal life-course experience which is lived in a dynamic family and general societal context. Postponement of childbearing or renouncement to having (another) child may be associated with health problems, subfecundity, relational problems (no partner, disruption of a relation such as divorce or bad relation), various forms of social exclusion (unemployment, precarious employment, and poor access to social protection), as well as lifestyle choices made over the life-course.

Data on the total number of children people expect to have as the sum of children they already have and the expressed intention to have additional children, as recorded in the PPAS, used for the calculation of expected fertility levels need to take into account life course events that result both in deficit and excess fertility, i.e. realised fertility that lies below or above the level intended.

Fertility surveys undertaken at regular time intervals in the past decades have shown that excess fertility has become a minor problem due to the generalised use of modern contraceptives and the availability of induced abortion. "Deficit fertility" (i.e. the difference between larger desired and smaller realised number of children) is still a considerable problem.

The rationale for taking into account deficit fertility in evaluating and correcting expressed fertility intentions is based on two major sources of information, namely the results of earlier investigations on reproductive behaviour and the knowledge about recent societal trends with respect to family life. On the basis of the two last Flemish fertility surveys (1982 and 1991) in which information was gathered on the degree of

and the reasons for deficit fertility, this phenomenon may be estimated to be around 20 percent. Contrary to what is often thought the major reasons for deficit fertility in developed countries are not so much of a simple economic nature, but have mainly to do with socio-biological factors (in particular subfecundity at higher ages), relational problems (e.g. no partner, divorce), and socio-psychological factors (various lifestyle options, which result in low fertility). The major societal trends which can be expected to have a depressing effect on reproductive behaviour under the prevailing labour market conditions, welfare models and value shifts towards ever increasing secularisation in the DIALOG countries are: increasing female employment, increase of alternative living arrangements, and increase of divorce.

When we apply the survey-based Flemish correction factor to the pooled PPAS data, the expected number of children for the youngest age group (20-24), decreases from 2.00 to 1.75 children. The possible decrease, however, varies quite substantially according to country. For example, in Western Germany the expected number of children corrected for deficit fertility decreases from 1.8 to 1.5, whereas in Finland it decreases only from 2.4 to 1.9.

The general conclusion is that the overall effect of the 11 proposed policy measures on increasing the number of children may be estimated at between 6 percent and 12 percent. Thus, the family policy measures considered in PPAS may have a slight positive effect on completed fertility. On the basis of the analysis of the IPPAS database and other research by PSPC and literature review a conclusion is drawn that a substantial and long-lasting effect of policy measure to enable people to have the number of children they wish can only be expected from comprehensive changes in the labour market conditions and increase of opportunities for individuals to manage their life-course in innovative ways. The future fertility levels may be expected to be determined by the economy of time and social support made available to individuals and families over the entire life-course and not just during the early childrearing years.

## **8. Intergenerational Solidarity, the Elderly and Ageing**

The Centrum voor Bevolkings- en Gezinsstudie (CBGS) in its capacity as workpackage leader was in charge of writing a synthesis report on the ageing module of the DIALOG – Project (Deliverable 22) including Summary Policy Implications Regarding Intergenerational Solidarity, the Elderly and Ageing (Deliverable 23). Researchers from CBGS contributed one chapter from this subject matter to the Final Monograph (Schoenmaeckers, Vanderleyden, Callens with the collaboration of Vidovicova (Czech

Republic), and as well as two further chapters, one on methods of analysis (Callens) and one the future of fertility (Van Peer together with Rabusic (Czech Republic)).

### **8.1. On the rising number of older persons**

A majority of citizens is of the opinion that "the rising number of older persons" is a 'bad' (45%) to a 'very bad' (25%) evolution. However, also a majority 'agrees' (48%) to 'strongly agrees' (33%) that "the aged are socially useful". Similar results are found re the statements that the "aged guarantee maintenance of traditional values" and "subsequent generations could profit from the presence, knowledge and experience of the aged". The elderly are also seen as "an important resource for emotional support" ('agrees': 50%/^strongly agrees': 18%);

On the other side, there is less agreement on the following rather negative statements: "Elderly are no longer productive and take away resources from society" ('disagree': 37%; 'strongly disagree': 24%); "Elderly are an obstacle to change" ('disagree': 37%; 'strongly disagree': 28%); "Elderly are a burden for society" ('disagree': 36%; 'strongly disagree': 34%).

### **8.2. On first and second preference about Government's way to ensure old-age benefits in the future**

'Raising monthly taxes' received the highest score (29%) among first preference measures; 'abolishing early retirement programmes' came next (25%). Worthwhile to note that 'Raising monthly taxes' received the highest score in 6 partner countries (out of a total of 11 with information on the item), with scores varying from 29% to 41%. 'Abolishing early retirement programmes' scored also high among second preference measures; with 26% it received the highest score, before 'making old-age benefits dependent on the number of children' (25%).

### **8.3. On expected and preferred age of retirement**

About 70% of the citizens (median value across partner-countries) have a preferred age of retirement that is higher than the expected age; for 26% the preferred age corresponds to the expected age; and a mere 3% would prefer to work longer than the expected age of retirement.

#### **8.4. On policy implications**

A mere 10 percent of citizens seem to have a fair idea about the exact number of older persons in their country. On the other hand, close to 85% largely overestimate the number; over 50% overestimate the number by a factor of no less than 2 (and more). The hypothesis has not been tested, but it seems fair to believe that the negative attitude vs. the "rising number of elderly" is related to this misperception. This is an indirect indication of the importance of correct information; one cannot expect citizens to have an unbiased opinion on 'population ageing' - and its related socio-economic consequences - without being well informed on the issue(s).

On the positive side, one should keep in mind that citizens seem to be ready to pay a 'cost' to ensure the payment of old-age benefits in the future (29% to 49% seem to be willing to pay higher taxes, 25% to 51% agree on abolishing early retirement programmes). Moreover, older people are (still) highly valued socially and respected; over 80% state that "the aged are socially useful".

In many DIALOG partner countries the results indicate the preference for professional assistance at home, (if possible supplemented with help from children and other family members). Many respondents are of the opinion that children (and other relatives) have some responsibility in the care taking of their elderly parents. This is a sign that intergenerational solidarity has not become a dead letter. Given the fact that most care is provided by family members, more particularly by the spouse or partner, a sensible policy measure would be to support such kind of assistance. In spite of their preference for informal care (and the responsibility given to children and relatives) citizens also stress the fact that it is the government's responsibility to provide the necessary services and institutions; care for the elderly is a shared responsibility between the children and the state.

One particularly worrying finding is related to the preferred age of retirement: Governments (and researchers) underline the fact that one of the ways to compensate for the economic burden caused by 'population ageing' is 'working longer'. Findings show, however, that a large majority of citizens does not want to work longer but, on the contrary, prefer to retire at an earlier age than at the expected age of retirement. One solution to solve this paradox - people live longer but wish to retire at an early age - could consist in making the transition from work to retirement as flexible as possible; the DIALOG results indeed indicate that many citizens prefer a combination of retirement and (flexible) work (39% state to prefer "to combine retirement and work"; another 36% would like to "gradually diminish working").

## **9. Delphi Study**

### **9.1. Introduction**

The DIALOG project has included in its work-plan a study whose aim was to design population and society-policy scenarios at 2030. Scenarios were designed following the inputs, comments and suggestions provided by the 15/20 "experts" selected in each participating country (for a total of 250 experts) who collectively contribute to create the scenarios through an innovative iterative multi-method approach which integrates the Delphi technique, Appreciative Inquiry and SWOT Analysis. Experts – who were strictly anonymous – were all influential persons who may well contribute to re-shape the future.

Scenarios were socio-political scenarios at 2030 addressing population-related policies. Three main issues were dealt with in terms of policy developments:

- 1) Population ageing.
- 2) Family and fertility.
- 3) Changes in gender roles.

The three issues are socio-demographic developments which are extremely relevant for Europe: they influence the economic decisions taken at national and European level, they shape the welfare systems and impact on labour market policies and trends. In addition they modify the everyday life of European citizens through changes in the family organisation, working life and use of services.

Fifteen European countries (Austria, Belgium (Flanders), Cyprus, Czech Republic, Estonia, Germany, Finland, Hungary, Italy, Lithuania, Netherlands, Poland, Romania, Slovenia, Switzerland) participated in the study from spring 2003 to autumn 2004. An additional study was conducted at the level of European international organisations.

The panels - which were set up in each one of the fifteen countries - comprised a highly diverse set of experts, namely: policy-makers, industrial organisations, entrepreneurial associations, lobbies and pressure groups, trade unions, journalists, church representatives and religious associations, gender equity institutions, academics, representatives of the cultural world, local administrators, representatives of best practices in the field of population policies.

## 9.2. Methodology

In order to design future population scenarios the Italian research team set up an original methodology to conduct the field and desk study. The method has been based both on the use of quantitative data with statistical relevance and qualitative data. The quantitative and qualitative data have been collected and processed to design the future policy-scenarios at 2030. The method integrates complexity theory and the thoughtful exercise of dialogue. Scenarios were made up of policy objectives and practical methods of achieving them. One natural consequence of this idea has been the construction of a multi-method process that has joined up:

- *Policy-Delphi*, a method conceived in order to integrate into a consensus the voice of coming from backgrounds both in expertise and in experience.
- *Appreciative-Inquiry*, a process using dialogue in order to identify the positive elements that characterise our present and bringing them into the definition of a possible future.
- *SWOT Analysis*, to evaluate the strength points and the weaknesses in the scenarios and to identify the opportunities and threats that could interfere with bringing the scenarios to fruition in 2030.

The starting point in the definition of future scenarios has been the set up of a questionnaire (every country has constructed its own questionnaire under the supervision of IRPPS-Institute of Population and Social Policies), designed – with respect to every issue in the survey – to integrate polarised points of view. In each of the four rounds, in order to correlate the views and information pertaining the three topics and for allowing respondents to react to and assess differing viewpoints the questionnaire the was structured in three sections concerning respectively:

- *Population trends*: panellists were asked to design desired future population trends on the basis of historical trends, their knowledge, perception and intuitions. Trends were submitted to panellists' attention in a graphic format (i.e. historical curves of population from 1980 up to date).
- *Population Policy Objectives*: panellists were asked to select a variable number of policy objectives - depending on the round of interview - in the field of population, given a thirty year time-frame and to list up to three key success factors for each selected policy objective.

- *Controversial Policy Issues*: panellists were asked to express their views, and highlight the effects deriving from the adoption, erasure or the lack of controversial policy issues proposed in the list. This part was very country specific and did not allow for inter-country comparisons.

For each of the three areas of the survey (family and fertility, gender roles, and growth of the elderly population), the objectives were defined (on average, 15 for each theme, for a total of 45), as well as the political measures (key success factors) intended to bring about each objective (again, about 15 per objective, for a total of about 670 suggestions for each questionnaire/country).

### 9.3. The survey

The survey included the following four interview cycles in the course of 18 months:

**Phase 1 - Discovery:** Before they underwent the first interview, the experts being interviewed were each sent two brief reports on the demographic tendencies and on the political measures in effect relative to the three themes which were the objects of research. The summarising of the two documents had been done without making value judgements and comments in order to avoid influencing the members of the panel. In the course of the first survey cycle, the panellists described – always in terms of the three themes – the present, evolution in the future, and how they would like to see society evolve from today to 2030 (their “*dreams*”). The information relative to the dreams were synthesised in a list of ideal wishes that helped to construct the scenarios presented to the panel in the course of the fourth and last phase. Attached to this first, descriptive section (typical of the first phase), was a compilation that had as its goal the collecting of experts’ responses to the questions in the questionnaire in all three above-mentioned sections.

The information gathered in the first phase was used and developed in order to construct the second questionnaire, which formed part of the second phase.

**Phase 2 - Dreaming:** In the second phase, the panel of experts was asked to express its own opinions on the questionnaires obtained from the data gathered by the end of the first phase. The new questionnaire was stripped of positions that were not generally representative (i.e., extremes) of the will of the experts. In the course of this second phase, the experts were asked:

- to observe the population tendency graphs and to outline the trends on the basis of their desiderata. Each graph has the shape of scissors, having as extreme of

the scissors the lower and the higher level indicated by the panpanellists in the previous round;

- attribute to all the policy objectives over a determined threshold, a valuation, in terms of desirability, based on a scale of four steps. To each one of the policy objectives considered desirable or very desirable, the experts should associate three critical factors and indicate the relative level of importance based on a scale of importance;
- outline the positive and negative effects, which could result from the application of controversial policies.

**Phase 3 - Design:** The interviews conducted over the course of the third phase have substantially the same structure as those of the second phase. The experts are once again asked to:

- observe the plotted population trends - in their scissors form cleared of extreme positions - and to outline the trend based on their desiderata;
- indicate for each of the three themes, which are the objects of the survey, three political objectives and qualify their desirability based on a three-level scale, afterward qualifying them according to their feasibility on the same scale.

The positive and negative effects that result from the application of controversial policies and collected in the preceding phase are brought to the attention of the experts, who are thereafter invited to evaluate the policies based on a scale of desirability and feasibility.

**Phase 4 - Destiny:** Between the third and the fourth phase, the data have been developed in order to construct four scenarios set into a feasibility and desirability matrix according to political goals, critical success factors, controversial policies, and the list of dreams built on the basis of information gathered in the first round. Population trends were not integrated into the scenarios but continue to stand on their own. The four scenarios were thereby presented to the experts who must then select the scenario which they wish to see achieved by 2030. Each expert is then asked to evaluate the scenario he/she has selected using the SWOT analysis technique. Population trends are once again treated according to the method used in the course of the preceding phases.



#### **9.4. Main findings of the final scenarios**

The core of the policy-Delphi was to identify the main policy priorities at EU- and country level concerning the three issues: ageing, family and fertility and gender roles. Each country had arrived at two or more socio-political scenarios. Each scenario included a number of policy objectives, which the panellists wished to see attained by 2030. The combination of the various policy goals/objectives and how to attain them was country specific and describes the possible "future" a country might wish for and expect if the policy objectives suggested by the panellists were implemented. Scenarios are thus a relevant input for European policy-makers who want to deal, in an innovative way, with three relevant social issues, namely ageing population, family and fertility, and gender roles.

In brief, the common goal for Europe at 2030 according to all the countries participating to the policy-Delphi study is the identification of policies tailored to achieve a better balance amongst the various parts of life of the citizens, namely: work, family and free time.

It derives from above that countries where part-time is less diffused (Czech Republic, Italy, Poland, Slovenia and Hungary) asked for policy actions that aim at promoting and sustaining easier access to part-time work. Austria, Estonia, Finland, Germany and Switzerland wished for more effective flexibility in working time. In particular, Finland, Netherlands and Switzerland asked for actions aimed to encourage employers' to take into account the family responsibilities and the needs of male and female workers.

As long as there is a widespread conviction within the workplace that there must be a hierarchy in the values and behaviour of the employees based on the view that work is more important than any other aspect of peoples' lives, the career and employment opportunities for those who make different choices or who are forced to find a compromise between work commitments and personal life will be necessarily limited. The idea of having to reconcile work and family or to find a work-life balance still implies a dichotomy between two parts of life which fail to communicate properly, and require people to somehow divide their time between the two. This divide between private and public sphere in the life European citizens – due to market demands and work environment needs – is a strong obstacle in the achievement and even the design of policies which are grounded on individual needs and above all on women who most often continue to bear the principal burden of family responsibilities. The new vision implies a considerable change in attitudes, labour market structures and working patterns in the public and private sectors.

All the countries panellists considered a priority for the future well being of Europe to eliminate discriminations and stereotypes concerning gender roles. Austria, Cyprus, Czech and Slovak Republic, Hungary, Italy, Lithuania, Poland and Switzerland suggested actions aimed at let women acquire better and more visible positions in the labour market and in the social, economical and political life, simplify the tasks and commitments of mothers and reduce the pay gap between men and women. Germany and Belgium (Flanders) identified policy actions above all aimed at fostering a higher participation of men in domestic chores and an equal distribution of childcare.

Finally, as emerged from the policy-Delphi, one of the European priorities should be to step up investments on the realisation of a society well aware of its ageing process. All the panellists in shaping the future in quantitative terms have identified at 2030 a very consistent quota of the elderly out of the total population. For example, the panellists shaped a future where the life expectancy at birth is on average ninety years for both sexes and in Poland even 120 years for men and women. What is even more important is that those years should be healthy and without marginalisation problems.

The great number of measures suggested by the panellists can be broken down into three main categories: increasing protection of the elderly by securing their economic, physical and emotional safety with regard to the risk of poverty, vulnerability and isolation (Estonia, Finland, Hungary, Lithuania, Netherlands, Czech Republic, Slovenia); increasing participation of elderly people that refers to the need to establish a greater and more active social role of the elderly (Austria, Belgium (Flanders), Cyprus, Estonia, Finland, Germany, Italy, Netherlands, Poland, Romania, Czech Republic, Switzerland); improving elderly's image that refers to the need to define a more positive, less degrading and discriminatory idea of who elderly persons are and what they are capable of doing (Italy, Lithuania, Romania, Slovenia).

The achievements of these objectives pursuing a widespread improvement in the quality of life of European citizens generate a stronger social cohesion playing the role of a strength key in sustaining the future. Its limits are not in society but in the decision making process adopted to shape the future.

#### **9.5. Main findings on future population trends**

During the interviews, the panellists were asked to express their desires and dreams regarding a number of population trends, on the basis of historical developments, through their perceptions and intuitions. The trends do not correspond to a forecasting logic but are – in line with the overall applied methodology – the results of a wishful-thinking based on current status quo. Each of the participating countries autonomously

identified which were the issues to be included in the study according to their social relevance. Amongst all the issues considered, there are some aspects common to several countries. The comparative analysis highlights that:

**Number of inhabitants:** This trend showed two major positions, those countries who wish to see an increase of population in the future years and those who on the other hand hoping to see the number inhabitants maintained at the current levels. Those countries (Germany, Lithuania, Poland, Slovenia) which were wishing for an increase are proposing a slight growth of the curve, while Italy suggested a higher growth. Five (Belgium (Flanders), Czech Republic, Netherlands, Romania, Switzerland) are alternatively those countries wishing for "zero population growth". Overall the future is expected to be no more crowded than today, in order to maintain the current social organisation and reduce the risks that are associated with a growing population.

**Fertility:** 2030 is overall a time of desired birth increase, even though with different levels recorded in the various countries. In fact, while in Austria, Germany and Italy birth increase is close to replacement level, in Belgium (Flanders), Estonia, Poland and Switzerland the future 25 years are desired to be characterised by more than two children per woman. Between these two expectations are positioned those of Lithuania, the Netherlands, Romania and Slovenia showing a desired growth in line with the current situation but astray from the levels recorded in the past. Last but not least in Hungary the panellists dreamed a "*questionable*" increase in birth rate.

**The elderly:** Dreaming has proved to be a difficult exercise when coming to design the future presence of the elderly in our societies. The panels were of course well informed on the topic and the dream is therefore an informed one and extremely concrete. As a result in the large majority of countries an increase of the elderly population has been recorded. Only in the Czech Republic, Cyprus, Estonia and Italy an expectation of decline or stabilisation in the presence of the elderly was shown.

**Marriage rate:** 2030 is a time of narrow growth of marriage rate. In fact, 6 countries out of 11 believed in a tendency towards an increase in the trend. In fact, in Germany; Hungary, Lithuania, Poland and Slovenia the panels have taken the growth direction even if of a small percentage, while in the Czech Republic growth was of a higher dimension. In Switzerland, Romania, Estonia, Italy and Austria the dreamt marriage rate varied from a small increase to a decrease. Marriage of course does not coincide with cohabitation and its meaning might still have for many a religious dimension, determining for those indifferent to the issue indifference toward the increase of the rate.

**Marital instability:** This is certainly not an expectation for the future. The tendency is expected to move towards a stabilisation in marriage ending in divorce and a decrease in the separation/divorce rate (half of the countries) with some tendency expecting zero marital instability. The wish in decline of divorce was strongly driven by the desire to ensure children the right/need to live with both parents.

**Out-of-wedlock births:** Children born from unmarried couples were perceived an unclear issue in the countries where this trend has been submitted. In fact out of 9 countries where the issue has been approached, three showed the desire towards an increase, three wished stabilisation in the current level, while three others ended-up the cycle of interviews in no-place lacking to prove a clear tendency in the future. This issue is having less and less importance in modern societies, has no stigma and is not any longer associated with having children within or outside a marriage.

**The age at first motherhood:** The common tendency in Europe is to postpone the setting-up of a family and as a consequence the age of woman at first birth is continuously growing. In all investigated countries the dreamed trend showed a progression toward the higher part of the scale

**Women labour force participation:** Many policy papers and economic studies are quite determined in affirming that future economic growth in Europe has to follow the path of higher female employment rate. The recent past has observed – in most Western countries but some of Eastern European ones too- a quite sustained growth of female participation in the labour market. The recent increase has narrowed country differences determining closeness amongst European regions and shaping a less heterogeneous labour market, at least from a gender perspective. The trends coming out from the policy- Delphi highlights a European-wide agreement amongst the panels to sustain higher female participation to wealth production and this via their higher participation in the labour market. The only difference in a commonly shared trend is Hungary where a moderate decrease in the trend was proposed. In some countries such as: Austria, Germany, Italy and Lithuania 2030 is a year of goals attainment, in others the growth is expected to be less impressive or suggesting alternative ways of benefiting from women's talents.

## **9.6. Diffusion of results and methodological transfer**

The policy-Delphi of WP3 gave rise to a number of publications at country level and two publications in English namely:

Delphi Study, BIB –DIALOG series, No.2, 2005.

Special Issue of *Demotrends*, 2-3 2004.

The methodological transfer has been achieved through various instruments namely:

- A video in English on how to run the interviews in the four rounds uploaded to the IRPPS website;
- A new software aimed at generating the Delphi questionnaires at the various rounds;
- Guidelines to the participants pertaining each phase of the study.

## **9.7. Spin-off**

WP3 has a spin-off in Latin America. The method set up in the framework of DIALOG project is currently applied in four Latin America countries namely, Chile, Uruguay, Dominican Republic and Panama. All the activities in the Latin American countries have been supervised by IRPPS – CNR, Rome. The study, related to ageing population, is carried out by CELADE – División de Población – CEPAL – Comisión Económica para América Latina y el Caribe – UNITED NATIONS.

## **IV. CONCLUSIONS AND POLICY IMPLICATIONS**

### **1. General Population Related Policies and Attitudes**

#### Evaluation of demographic trends

In general the demographic trends, like the declining number of births, the increasing number of divorces in recent years are negatively assessed. The exclusive link between marriage and family has become less significant in the attitudes of the population. Family policy models linking family promotion solely to marriage no longer seem up to date. Traditional values towards the family are more infrequent in Belgium and the Netherlands, but more frequent in Southern and Eastern Europe. Family promotion should take place where adults live together with minor-age children.

#### Preferred living arrangements

To be married and to have children is the most preferred living arrangement. Nevertheless there are differences between the Europeans and their attitudes how to reach this goal – either by previous cohabitation or not. Living without children is getting more and more favoured (except of Finland, Lithuania and Poland). ‘Living apart together’ and living alone is not popular in Europe. At the same time, there are still pronounced East-West differences in Europe as to attitudes towards the family. The family policies of the individual countries should accommodate these particularities.

#### The policy response to low fertility

Childlessness is a growing phenomenon in western cultures. An exceptionally high rate of childlessness can be seen in Germany (especially in its western part) and in Austria. Italy, Lithuania and Slovenia form a group that differs from the other countries, because in these countries childlessness has remained at a low level.

None of the countries had specific programs for addressing population policy – for example, low fertility. On the contrary, in many transition countries the government’s current population policy attitude seemed to be very passive, and mostly more restrictive. In some of these countries pro-natal policies had been pursued prior to transition, and the contrast between past and present was clear. Population policy proper is not practised by governments of the DIALOG countries. Instead of direct policy, indirect measures were used. In this context family policy and its variations played a central role.

Transition countries (former socialist countries), in particular, were faced with fertility decline in the 1990s. There were some examples showing that new family policies and other social policy measures are being used in a more clear-cut fashion. As one Estonian scientist has reported: "Our society has stood still for the last 15 years. Recently, however, while standing still, it has begun to march in place ever faster. The social reforms are on their way: we can only hope that these policies will also have some demographic value."

There was great variation between employment rates in DIALOG countries. The employment rate among women is now low in transition countries, the possibilities of entering the workforce being limited because of the decline in day care facilities. Also, public family benefits are limited in these countries. The clear exception is Slovenia, which has a quite modern family policy system that helps women enter the labour market.

#### Attitudes towards ageing, the elderly and how to sustain the pensions

Elderly people are seen positively in society. The generations are holding together. The elderly wish for support from their children. Falling back on institutional assistance is only accepted if there are no other possibilities. The younger generation appears to be willing to provide the help that is wanted. The family context therefore plays a major role in supporting elderly people. It is hence important for politicians to support families in achieving solidarity between the generations.

Increasing the retirement age and abolishing early retirement are regarded as effective measures to safeguard pensions in most European countries. On the other hand, the personally preferred retirement age is below 60 in all countries. The anticipated age is however above 60 as a rule. One may conclude from this that the population is realistic about this issue, and that people accept that they will have to work longer in their lifetimes, even if it does not correspond to the personal wish to retire earlier.

#### Policies related to population ageing

There is a continually growing need to prolong elderly workers' participation in the labour market. The policies to lengthen the active years vary clearly between different DIALOG countries: for example, four countries reported that they had no reforms to keep elderly workers working longer.

There were several measures to support families participating in long-term care: to provide allowances or other financial support was the most common policy in this

context. This kind of support was provided in nine out of 15 countries. Two countries - Italy and Austria - provided supportive measures at work.

Austria and Finland seem to be countries with the most comprehensive active-ageing programs. Combining public and private arrangements might be especially fruitful from a policy standpoint.

In five of the countries the education of the 'third age' has been a goal of reforms. In five out of 15 countries, there appeared to be no active-ageing policies. However, government interest in activating elderly people in the different DIALOG countries seemed to be rather small.

The main topics in the mass media related to population issues were also studied. Two explicit themes were found: ageing (pensions) and immigration.

Overall, the governments are mainly seen as responsible for providing adequate health care for all. The degree of the attributed responsibility differs from country to country.

## **2. Gender Roles and Gender Relations**

### Countries and gender-related policies

Individuals form their opinions, attitudes, preferences and decisions in a concrete contextual background with its political, economic, social, cultural components. The latter bear considerable differences among diverse countries. The better these differences are known the more effective can be the construction and promotion of gender-related policies.

The domain of countries included in the analysis is not fully representative for the discussion of family-related gender issues among welfare states. Hence we do not use a welfare state typology (a celebrated one being due to Esping-Andersen, 1999) for inter-country comparisons. Moreover, a considerable number of our countries are situated in Central and Eastern Europe (CEE). The latter, ex-socialist, countries are not included in the available welfare typologies. This circumstance called for a specific attention namely towards these countries.

The results are pointing to a high diversity between the DIALOG countries. The acceptance of traditional gender roles ranges from 10% to 80% of the respondents in single countries. Populations in the CEE countries are explicitly more oriented towards traditional gender roles as compared to other countries. This apparent observation (at the same time surprising to Western observers who praised the egalitarian gender



approach as reflected in economic activity rates of women and men and a comprehensive out-of-house child care during the socialist era) calls for direct inferences where policy is considered: CEE countries need gender-related policies that could bear a specific approach, not necessarily being the same as the one practised in Western Europe.

The CEE countries have been on the transition road for some 15 years. A tremendous lot of institutional changes have been implemented, including those related to gender. However, the tuning of the legal system to the contemporary understandings requires time for the corresponding organs, as well as time for the population where the corresponding norms and values need their relevant adaptation. The legal system with respect to gender has begun significant changes only in 1999 when the law of equal opportunities was adopted for the first time in the region in Lithuania. The same law has been adopted in Western European countries considerably earlier. It is unlikely to expect therefore that the legal system has fully completed its tasks. It seems most likely that its further amendment will continue along with the contemporary gender mainstreaming approach in policy-making.

Norms and values change slowly, and in the case of gender this change will frequently need to adapt to the changes in the legal system. This adaptation requires time. Until it is completed it will not be unlikely to observe practices that do not correspond to the moral fibre set in the new society and expressed in the legal system. That is what 'the second wave' or the second phase in western countries was about. Thus policy-makers in the CEE countries are facing the challenge of designing policies that have to combine in one some aspects of policy construction and implementation carried out in consequence in other countries.

But the CEE countries themselves are not forming a homogeneous group. In Poland and Lithuania a higher acceptance of traditional gender roles in comparison to other CEE countries can be found. This relates to higher religiosity in these two countries and thus a lag of change of norms and values can be expected there. A similar heterogeneity can be found in the western DIALOG countries even if the scope of these countries for the analysis is small. We found two extremes: the Netherlands with a leading acceptance of modern gender roles and on the other side the respondents from Italy with attitudes like in the CEE countries.

Countries are heterogeneous: this is hardly a surprise. Heterogeneity translates as a requirement to consider country specifics in the construction and implementation of the relevant policies. However, the heterogeneity we discussed reveals some regularity that can be helpful in policy orientation.

### The gender dimension in gender issues: policy implications

The next topic deliberates on a comparison between men and women: a central one in a study on gender issues.

Revealing gender role attitudes as well as the expectation on policies in this area women have a higher preference towards modern gender roles than men have. This result is not surprising. Gender issues are more women's than men's issues. This stance dominates all over Europe, although some exceptions (that could not be systematised) have been found. (The finding is all the more important because recent findings in genetic biology seem to indicate that women prefer family care more than men do, and consequently their genetically based choice could be expected to be turned towards their traditional role in the family).

The reasons for the gender differences can be first the result of gender practices and second – and this seems to be more important – a result of ideological differences. Women with a higher preference towards individual autonomy and self-expression are underlining gender differences more. This indicates that gender-related policies that consider the gender dimension in gender role attitudes need a meticulous specification of the proper reason for the observed gender differential.

### The population as an object of gender-related policies

As it has become apparent from the previous discussion the populations are heterogeneous with respect to the gender issues. It has to be considered when designing the policies: heterogeneity may require the construction of a set of policies for one and the same issue that addresses the diverse sub-population groups resultant from the prevailing heterogeneity, for example by age, level of education, marital and employment status, as well as by gender practices.

Modern gender-related values are more accepted by younger, cohabiting and higher educated people. Women who are not working for pay assess the negative consequences of working mothers more negative than women within a gainful employment. The higher the number of children in a family the more respondents agree that a child will suffer if the mother works.

Women living in families with a gender practice of a traditional division of work support modern gender roles less and do not view their position as gender inequality. We can consider the choices made by these women from the perspective of the two basic theories on fertility and family formation. In case, the economic theory of family formation pertains, women are satisfied with the division of labour and most probably

this is true for their partners as well. From the point of view of the ideational perspectives, it can be supposed that some women may simply have no interest in pursuing individual autonomy and find self-expression and joy in care about the family and rearing children. Thinking of these women as an object of a gender policy design, it is hard to imagine what kind of policies, could be relevant to their position.

We would like to underline another aspect of observed gender differences in real life. It concerns a specific situation of a living arrangement: living alone (recalling that the ages are from 20 to 40 years) with the consequence of doing the household alone. The data show that men are much more likely than women to live alone. Some part of the difference is due to the younger age at marriage among women. Still a considerable part remains that needs an explanation: do women live with others because they have less preferences to live alone as compared to men? Do women live with others because they cannot afford to live alone, for example because of lower income? Our data cannot provide information on the latter case but it is evidently a serious issue of gender inequality.

The analysis showed that European populations are heterogeneous with respect to family-related gender issues in a number of ways: among different countries, according to practices, and by diverse population characteristics. This implies that relevant gender-related policies need the relevant specification. Otherwise it may well happen that a policy that is highly effective for some part of the population will appear as ineffective for another part; or a policy that has been successfully implemented in one country may appear to be futile in another.

### **3. Work and Parenthood**

The issue of reconciling work and family life, which has got a rising interest among social policy researchers, labour economists and demographers especially over the last decade, has started to be considered from a new perspective recently. Challenged by the shrinking labour force as well as the rapid population and work force ageing, which take place under globalisation and technological change pressures, Europe is searching for solutions to increase its development potential. A rise in women's employment is indicated as one of the primary targets to be achieved. However, more women in paid work could have a negative effect on fertility, being already at a low level, which raises more and more concerns.

Presuming that both an increase in women's employment and fertility are equally important for Europe, one can look for solutions which facilitate the combination of parenthood and work. Our study aims to identify both country-specific and common

problems in balancing demands of the family and the labour market requirements. By referring both to the existing national institutional settings one can suggest some measures to be implemented in order to achieve these two targets not necessarily being competitive.

To study how work and parenthood is combined in the DIALOG countries the survey data on employment and the family status have been used. In addition, people's preferences have been analysed by using data on their opinions with respect to combining parenthood with paid work of parents. Keeping in mind all reservations, which might be formulated about cross-sectional data on opinions, one can use them to illustrate a gap between expectations and reality.

#### Desirable family policy measures related to reconciliation of work and parenthood

The PPAS data offer possibilities to analyse people's opinions on different policy measures. Our focus was on these instruments which aimed at combining work and parenthood responsibilities. The following measures were proposed to be considered: child allowances, tax regulations, parental leaves, and child-care facilities for children at different age groups, flexible working hours and part-time employment for working parents with young children, i.e. both work and home care incentive measures. The analysis revealed the most important latent factors that are decisive for opinions people expressed. One factor mirrored expectations about some labour market regulations and institutional care, which are work-friendly for parents: child-care facilities, flexible working time, and part-time work of parents. The second factor referred to expectations about child allowances, tax regulations, and parental leaves. These two components were interpreted as preferences for the institutional support and the financial support for parents, respectively.

Expectations towards the policy support, expressed in terms of demands for the institutional and financial support, were highly diversified across the DIALOG countries. All countries preferred the policy support, however, to a different degree. The lowest demand for both types of measures was found in Finland. The work-family friendly measures were strongly demanded in Romania and Hungary, slightly less in Eastern and Western Germany, and Austria and markedly less in the Czech Republic, Lithuania, Poland, and Slovenia. The Estonian respondents formulated even lower preferences for the institutional support than the Finns did.

When taking into account our findings on polarisation of work-family related behaviours in the Central and Eastern European countries, which are also distinctive with respect to underdeveloped day care facilities as well as a marginal use of flexible work patterns

including part-time work, one can expect higher preferences for the institutional support in the Czech Republic, Lithuania, Estonia and Poland. Also, demands to reduce the male breadwinner model practices derived from people's opinions about a preferred combination of employment and rearing children justify such expectations. Preferences for work-friendly measures were strongly voiced in Austria and Germany, the countries with better day care facilities and part-time work used for reconciliation purposes. These results seem to indicate on more complex interrelations between the existing institutional settings and people's preferences about family policy measures, which reflect their perception of support they consider as relevant.

Nevertheless, for some countries demands are lower than it would be expected, e.g. for parents' work-friendly policy measures, which might stimulate mother's employment. That observation strengthens our arguments for policy instruments designed to diminish incompatibilities between work and parenthood responsibilities (like childcare facilities, flexible working time and part-time work of parents).

Preferences for financial measures were similar in Germany, the Czech Republic, Lithuania, and Poland, i.e. in the countries, which belong to different family policy settings. A stronger demand for the financial support was expressed in Romania, Hungary and Estonia contrary to Finland, Austria and Slovenia, the countries with the lowest desires about financial measures. Again, the former socialist countries, which have a common experience with respect to the reduction of family assistance in both financial and institutional terms in the 1990s, showed diverse preferences for financial measures. In all of these countries, costs of children for parents increased considerably while the family income became unstable and more difficult to gain due to restructuring economy, rising competition in the labour market, high unemployment, etc.

When contrasting preferences for institutional and financial support with the family policy models, proposed to classify the DIALOG countries by their family policies, the most striking observation is heterogeneity of preferences in the former socialist countries. Except for Slovenia, they represent the imposed home-care model. Preferences found for Germany and Austria, which were included into the income transfer model, as well as for Finland and Slovenia, classified as the day-care service model, do not differ so much within the model.

Despite the diversity across countries under study and the family policy models proposed, people's opinions on desirable family policy clearly reveal expectations towards the state regarding improvements of work-family friendly measures and instruments,

which directly or indirectly contribute to sharing costs of children between the parents and the society.

#### Part-time as reconciliation measure

Our study clearly shows that in the DIALOG countries, varying considerably in terms of the incidence of part-time work, there is an unsatisfied demand for part-time work for mothers. It concerns also the countries in which part-time practices have developed remarkably during the recent years, like Belgium and Italy.

Nevertheless, although part-time employment certainly supports work and family reconciliation and raises the flexibility of the labour market, it has also some drawbacks. As it has already been mentioned, there is strong evidence that part-timers tend to receive lower hourly wages, have less access to training and are more likely to be in unstable jobs. Moreover, it is also acknowledged part-time employment does not necessarily have to be a temporary solution.

For the reasons given above, one should be very cautious when recommending the development of part-time employment or encouraging women to take up this employment form. It can have a positive impact on female employment and, in the case of women who do not want to withdraw from the labour market for the childcare period, also on fertility as it enables women continue their labour force participation. It may also be helpful for those who want to (re-)enter the labour market, although, as it was mentioned above, it does not necessarily facilitate the transition into full-time employment. Nevertheless, the development of part-time employment should be definitely accompanied by other work-family reconciliation measures to enable full-time labour market participation of those who want neither to reduce their working hours nor to withdraw from employment.

Therefore, one should create conditions to develop different family-friendly work arrangements. Besides part-time employment the opportunity of having flexible working hours or conducting work partly at home are most recommended. The preferences for these employment forms were not the issue of our study as the list of possible answers for choosing the most desirable work-family reconciliation options included only full-time work, part-time work or no work at all. For this reason we do not know if the high support for part-time work does not reflect preferences for more flexible and family-friendly work arrangements. Another reason for recommending the development of family-friendly work arrangements other than part-time employment is that the high preference for the modernised male breadwinner model in the post-socialist countries is accompanied by the relatively high percentage of involuntary part-timers, mainly among

the young and prime aged workers. This may suggest that although women declare they would like to reduce their working hours, in practice they look for full-time jobs. The expected reason for this behaviour may be that household welfare is worse in the Central European countries in comparison to the old European Union member states that make the secondary earner to enter full-time employment.

The opportunities, including working hours reduction, should be however promoted not only with reference to women, as it has often been done in the European Union documents (see Kok, 2003, 2004), but also to men. Since all family-friendly work arrangements require from employers to adjust the production process to the new work organisation, directing them mainly to women may lead to the labour market segmentation and discrimination by gender. The rationale for such a policy recommendation is also a sign of men's preferences for reduced working hours in some of the studied countries (the Netherlands, Germany, and Belgium).

#### Other work-family reconciliation measures

Apart from the development of family-friendly work arrangements, like part-time employment, flexible working hours or telework, also other policies directed at family and work reconciliation are highly recommended. The rationale for it is that our study revealed a relatively high support for female work, either full-time or part-time, as well as preferences for institutional support, including childcare facilities.

First of all, the access to and quality of childcare facilities do matter. There is strong evidence that public unpaid childcare services increase maternal employment or the number of working hours, reducing the value of mother's time spent at home in relation to the value of her market work (e.g. Jaumotte, 2003; Matysiak, 2005). On the contrary, high childcare costs increase mother's reservation wage and lower female labour supply (e.g. OECD, 2003). In the majority of European countries, the access to unpaid childcare services for older children is quite good – the coverage rates are well above 70%. The exceptions are some of the post-socialist countries where after 1990 the expenditures on childcare services were sharply cut which resulted in a severe drop in the number of places in childcare institutions. Contrary to kindergartens, the childcare services for the youngest children are seriously underdeveloped in nearly all European countries. The exceptions are Sweden and Denmark with coverage rates at over 60%. The worst situation is again in the post-socialist countries, but also in the Mediterranean countries, Germany and Austria, i.e. countries with the lowest female employment, where less than 15% of children aged 0-2 years attend crèches. The improvement of the access to unpaid or low paid childcare services through the development of public facilities or granting childcare subsidies should be then one of the integral parts of an effective family policy.

There is also a role to be played by employers who could support parents in arranging childcare or cover part of the childcare costs (family-friendly enterprises).

Another element of family policy is parental leaves. There is strong evidence that job guarantee during the care period strengthens female labour market participation and facilitates maternal return into the labour market (e.g. Ruhm, 1998; Joesch, 1995). On the other hand, however, long career breaks contribute to the human capital deterioration and affect negatively female future earnings and female labour supply (Beblo and Wolf, 2002; Jaumotte, 2003; Ruhm, 1998). Another thing is also the flexibility of the leave schemes (opportunity to take the leave in parts, to combine it with part-time work) and transferability of the leave rights to the partner. Although in all EU countries men have the right to use parental leave, they rarely make use of it. The exceptions are the Scandinavian countries where the right to the parental leave is individualised. The reforms of the parental leaves should then be defined by three directions – duration optimal from the point of view of the human capital deterioration, flexibility and individualisation of parental leave rights. The first direction concerns mainly the Central European countries, Spain and Germany, where parental leaves are quite long (about 2.5 - 3 years).

Another factor influencing female labour force participation is the social benefit and taxation system. The amount of family benefits granted, the eligibility criteria and system of taxing the spouses may either have a neutral or negative influence on female employment. The rule is that the higher the non-wage income a person loses when taking up a job or extending the working hours, the lower the work incentives (OECD, 2001, 2002, 2003, 2004). The loss in non-wage income in relation to the income earned after entering employment or extending the working hours (including social benefits received while in employment) is measured by the marginal effective tax rates the secondary earner faces. They are higher the higher the rate the social benefits are phased out after entering employment or extending the working hours, the higher the amount of social benefit in relation to the market wage and the higher the tax deductions granted for a dependant spouse. According to Carone et al. (2004) the higher marginal effective tax rates on the second earner in a family with two children are observed in Portugal, Denmark, Slovak Republic and also (although lower) in UK, France, Poland, Germany and Belgium, the lowest in Spain, Greece, Hungary, Austria and Norway. In Belgium, Slovak Republic, and particularly in Germany, high marginal effective tax rates result to a high degree from the tax deductions granted for a dependant spouse (Matysiak, 2005b, Eichhorst, Thode, 2002 for Germany). Therefore, reducing the marginal effective tax rates on the spouse is highly recommended. The strategy for doing this should depend on the country specific regulations in this field. For instance in



Germany it should be first of all the reduction or a withdrawal of the tax deduction for a dependant spouse.

All these measures should accompany the development of family-friendly work arrangements, including part-time work, in the societies with a high support for female work. Their lack in such a situation will only strengthen the incompatibility between family and work and will definitely not affect positively the partners' fertility decisions.

#### Welfare state models – towards work–parenthood friendly settings?

Family policies, discussed in the context of desired reconciliation measures, constitute a part of the broad structural context. In order to situate our findings about interrelations between family and work in countries under study within a framework of welfare state regimes we used the typology by Letablier (1998) and modified by Trifiletti (1998). Three groups of the DIALOG countries were distinguished with respect to the family-partnership model supported by the existing institutional settings:

- Austria, Germany, the Netherlands: work-family alternated arrangements are supportive for the modernised male-breadwinner model;
- Finland, Belgium and Slovenia: public policies support the dual-earner model;
- Italy and the post-communist countries: the Czech Republic, Estonia, Hungary, Lithuania, Poland, and Romania, where family and work are in competition, which results in polarisation of family-employment related behaviour; both the male-breadwinner and the dual-earning model are supported.

These groups differ in terms of actual societal opportunities and constraints on the roles of women as an economic provider and a home-carer i.e. in levels of the structural incompatibility between the family and women's work as defined by Liefbroer and Corijn (1999). The lowest structural incompatibility concerns countries with the dual earner model to be supported, the highest one refers to the countries where family and work are in competition.

That concept reflects in fact a kind of a structural lag in developments of the institutional setting which account for changes in women's roles in the family and outside the family. Discussions on reconciliation measures, also presented in the report, concern policies aimed at reducing that structural incompatibility. The major dimension of proposed policy regulations is defined by taking into account a dual role of women as workers and home-carers. In other words, reconciliation issues have predominantly been debated as mostly women's issues. Moreover, the emphasis has been on women as workers i.e. on women's

participation to employment. That perspective is also present in the study – we have focused on impacts children would have on employment of their parents. As negative effects have found for mothers, a main attention is on measures reducing these effects. Results are also summarised in terms of possible increases in women's employment.

However, a structural lag in adjustments of welfare state institutions to new conditions under which families live, imposed by women's labour market participation, is accompanied usually by too slow changes in the perception of women's social roles. The cultural incompatibility results from the traditional perception of women's roles, which coexists with their participation in the labour market (Liefbroer and Corijn, 1999). The strong cultural conflict exists in the countries of Central and Eastern Europe, accompanied by the rising structural incompatibility between work and family in the 1990s. It is also a case of Southern countries while the Netherlands, Belgium, France, Germany are in the intermediate position. The lowest cultural incompatibility was found in Nordic countries (Muszyńska, 2004, 2005).

As the cultural incompatibility reduces impacts of reconciliation policies on labour participation of mothers, one cannot neglect the cultural component in policy recommendations. Policies that diminish the traditional perception of gender roles by promotion of equality between men and women are supposed to strengthen reconciliation measures already implemented (e.g. by encouraging fathers to use existing regulations on parental leaves for men and to take flexible working time or part-time work when caring for small children, etc.). The promotion of equal opportunities for employment and equality in family responsibilities seems to be of a special relevance in the DIALOG countries belonging to the third group of the welfare state classification proposed.

Another dimension of combining parenthood with employment is how to live as a family under rising pressures of the highly competitive and dynamic labour market and uncertainties related to work and income. The relationship between parent's labour force participation and fertility, not directly studied in the report, is attracting more and more attention in debates on reconciliation of work and family life. Europe needs more persons at work. But another strategic goal for the continent is more children to be born. The latter has recently found an official recognition by the European Commission (e.g. European Commission, 2004, Vignon, 2005; Communication from the Commission COM (2005) 94 final, 2005). How to combine a needed increase in women's employment with fertility on rise?

That issue seems to be more challenging when one accounts for transformations that are taking place on the contemporary labour market. They result in unstable and discontinuous employment, which requires more individual efforts and time to be managed. Additionally, employees are expected to be highly available and mobile. These conditions for labour market participation are in essence not conducive to the family and increase competition between family and employment. They also prompt for dual earning to diversify risks related to deterioration of family welfare due to job losses. Moreover, deinstitutionalisation and destabilisation of the family, low fertility, ageing and reforms of social security get a new rationale for female employment.

Our study showed, however, that some people preferred less dual earning to be practised, especially when children are young. It may reflect feeling of being overloading by labour market pressures and attempts to balance both life domains. Therefore, to help parents in reconciling their responsibilities both dual earning as well as the family with part-time work of either one of parents or even both of them needs to be supported. It necessitates a change in conceptualisation of reconciliation issues i.e. to consider them in terms of combination by both parents their professional and family obligations instead of focusing on how to assist women (mothers) in their dual responsibilities only. It means relieving the structural conflict upon changes with respect to perception of women's and men's responsibilities as workers and caregivers. As it has been shown countries with a lower structural and cultural incompatibility tend to have a higher fertility (e.g. Nordic countries, France) while those with the strong conflicts have lowest fertility levels (Central Europe, Italy) (Liefbroer, Corijn, 1999; Muszyńska 2005).

#### **4. Children and Child-friendly Policies**

In nearly all European countries the total fertility rate is well below replacement level (2.1 child per woman), and has dropped to alarmingly low levels (below 1.3) in most Central, Eastern and Southern European countries. Consequently, the population is growing older and will decline in due time and the labour force population is ageing. These demographic developments may cause serious social and economic problems. A smaller (less production) and older (less innovation) working population may threaten economic growth. A shrinking working population may also lead to a shortage of people to provide care and support for the elderly and it may jeopardise the affordability of facilities such as the pension system and the health care services. All these issues are subject to frequent discussions. The national governments and the European Union are well aware of the negative consequences of the long-lasting low fertility and are searching for solutions.

From the literature it has become clear that government family policies usually just have a timing-effect on childbearing (e.g. Grant et al., 2004; Gauthier, 1997, 2001). However, although governments in most of the European countries consider their level of fertility as too low, not all of them admit to put efforts to increase fertility. In 2001, 12 out of the 29 inquired European governments have reported to the United Nations that they have policies intended to elevate the birth rate (United Nations, 2001). Most of them were former socialist countries and six countries are participating in this project: the Czech Republic, Hungary, Lithuania, Poland, Romania and Austria. However, when asking directly whether or not their governments have implemented explicit family policies to increase fertility (pronatalist policies), only Hungary and Estonia of the participating countries in this report are saying so (Söderling & Laitalainen, 2005).

An important reason for this unresponsive attitude is that governments are reluctant to intervene in the personal life of people and their decisions whether, when and how many children they want. Moreover, there is a lot of scepticism about the effectiveness of policies when it comes to influencing the fertility behaviour of people. Except unambiguous evidence of the impact of some family policy packages in the past (e.g. the restriction of abortion in October 1966 in Romania and the introduction of a wide variety of financial incentives in 1976 in Eastern Germany), scientific results are often undecided, contradictory with other studies, or disputable because they are based on simple models that do no justice to the complex societal situation (Gauthier, 2001). While some policy measures appear to be effective in some countries, similar policies introduced in other countries or in other years did not seem to have a substantial impact on fertility. Several studies also showed that the impact was mainly on the timing of fertility rather than on the completed number of children, which raises the question whether people actually want to increase their family size. The increase of people remaining childless seems to indicate that the value of parenthood and having children has lost significance, and it has been suggested that people will not go beyond the desired number of children and that parents' fertility and planned fertility are close (Devolder, 2005). Finally, it is often argued that younger generations want to have fewer children because they attach increasingly more value to achieve other goals in life, like having time for hobbies and friends and striving for a professional career.

Is it true that Europeans are nowadays less child-minded? What are the major goals of life they striving for and to what extent do they think that these goals are competitive with having children or a large family? Which other factors determine not wanting a(nother) child? Are Europeans satisfied with the current national child allowance and parental leave schemes? And if governments would take action to increase fertility, what

kind of family policy measures do Europeans prefer and to what extent do people think that these measures will lead to a change in their own fertility behaviour?

#### Desired number of children and arguments against children:

More than a half of the female and male respondents want 2 children on average. The average number of desired children differs from country to country: in Germany, Austria, Belgium and Italy the number is below two children. Childlessness is not preferred. The desired number of children is higher for women than for men. There is a big gap between the desired number of children and the realisation in Eastern European countries. The main argument against children is that the desired number of children is already fulfilled. Other major reasons against children are worries about the future of the children and costs.

Desired fertility, which is still relatively high in many countries, offers an opportunity for European family policy. If it becomes easier to achieve desired fertility, more children would be born once again. Countries with low desired fertility are faced with the task of looking for ideas leading to more family-friendly attitudes. The considerable share of those wanting no children in some countries increases the problem of whether family policy is still able to promote more births.

Concerns about the future have been named as a major reason against opting for another child. Opting for children is a decision which imposes long-term ties which would be strongly supported by there being an outlook for the future for one's own family. Many respondents consider themselves to be too old to have a child. A major task hence arises for family policy, namely to set the stage to facilitate an early start of the family formation phase.

#### Preferences for family policy measures

- 1) In general, Europeans are not very content with the current operating type of child allowance schemes. While in most of the DIALOG countries the amount of child allowances does not vary with family's income and/or increases with the number of children (the higher the rank of the child or the larger the family, the higher the level of benefit), the majority of the population prefers a means-tested scheme of which the benefit level is independent of the number of children. In addition, a very high percentage of people in the CEE countries in general and the less educated in particular, are not satisfied with the amount of child allowance they receive, i.e. viewing the child benefit as too low.

- 2) The great majority of Europeans is satisfied with the current duration of the parental leave, i.e. viewing the period of parental leave as enough. This holds for all the DIALOG countries in question although the highest percentages of people arguing that the parental leave is too short are observed in those countries where rather short leaves – between 5 and 8.5 months – exist: the Netherlands, Slovenia and Finland.
- 3) Improvement of current family policy measures or the introduction of new ones are all welcome: an overwhelming majority is in favour of each of the proposed measures. Only in some DIALOG countries, specific policy measures do not get support of the majority, viz. 'Child care facilities for school-going children' in Estonia, 'An allowance at the birth of each child' and 'Better housing for families with children' in the Netherlands, and 'A substantial decrease in the costs of education' in Finland.
- 4) The three family policy measures that receive in general the highest support are: 'Improved parental leave arrangements for working women', 'Lower income tax for people with dependent children' and 'More and better opportunities for parents with young children to work part-time'.
- 5) Clear east-west differences in the approval ranking of the family policy measures exist. While financial incentives for people with children receive the strongest support in the CEE countries, compatibility measures (i.e. leave and work arrangements in order to reconcile work and family duties) and child-care facilities are more supported in the western countries.
- 6) Beyond the inter-country differences, financial incentives receive more support from people in the younger age groups, those with low to medium level of education, and from parents in general and those with three or more children or no paid job in particular. Leave and work arrangements and child-care facilities, on the other hand, receive higher approval ratings by childless people, women, single parents and, in case of child-care facilities, by those parents with one or two children.
- 7) When people, however, are forced to rank the proposed policy measures, first priority is given to financial measures (especially 'Lower income tax for people with dependent children', 'A substantial rise in child allowance' and 'An income-dependent allowance for families with children'). This does not only hold for the CEE DIALOG countries but also for parents in the richer western DIALOG

countries. Only childless people in Western Germany, the Netherlands, Austria and Finland give higher priority to compatibility measures and child-care facilities.

### Effects of family policies on demographic behaviour

#### *Perceived policy effect on fertility behaviour*

- 1) New or improved family policies have the potential to have an effect on fertility behaviour. This is especially the case if it concerns fertility changes, which have the least far-reaching consequences for people's personal life. Of the people with intentions to have children, 47 (Italy) to 85 (Estonia) per cent agree with the statement that introduction of the new or improved policies of their preference would make it easier for them to realise their desired family size. When they expect that these policies have an impact on the timing of their intended child, the percentages vary from 9 (Italy) to 65 (Slovenia and Estonia). Of the people who already have decided that they do not want a(nother) child or have doubts, around 11 (Italy) to 44 (Estonia) would reconsider the possibility of having a(nother) child after implementation of their preferred policy measures, and 2 (Italy) to 35 (Estonia) per cent will even probably decide to have a(nother) child.
- 2) In general the CEE countries show a lot more confidence in the effects of policies implemented by their governments than the rest of Europe does. The main exceptions are Hungary (except when it concerns making it easier for people to have the number of children they want; in that case Hungary takes a middle position between the CEE countries with higher percentages and the Western European countries with lower percentages) and Romania when it has to do with the number of children. Countries, which have the lowest trust in the policy effects, are Italy, Austria and the Netherlands.
- 3) The differences between parents and childless people are rather small or even non-existent. The only exception is observed with regard to the perceived effect of policies on the timing of children. In all countries except Slovenia, the Eastern and Western Germany and the Netherlands the percentage for the parents is (significantly) higher than for the childless people.
- 4) Within the group of parents, one-child families are more likely to change their fertility behaviour in case of improved or new policy measures. For instance, one-child families are comparatively much more inclined to reconsider their previous decision (especially in Lithuania, Poland, and Eastern Germany). In most countries, no significant difference exists between families with two or at least

three children. One explanation of this finding is that one-child families with no child intention have a higher chance of not being correspondent to the deeply wished ideal family size, as most people want more than one child.

#### *Potentially effective measures*

- 1) To prevent a (further) delay of childbirth or enable people to have the number of children they want or more, financial measures will have the highest potential in most countries, followed by an improved parental leave arrangement.
- 2) If the focus is limited to the first priority mentioned by the respondents (which will probably have the highest potential of being effective) then one measure will potentially be enough to move up the child birth and raise the number of children born as well in five of the DIALOG countries: Romania, Slovenia, Poland, Finland and the Netherlands. The Romanian and Slovenian governments should consider improving the parental leave, the Polish government lowering the income tax for families with dependent children. In Finland the government should invest in an allowance for people who wish to care for their children full-time. For the Dutch a substantial rise in the current child allowance has the highest potential of influencing the people's fertility decisions.
- 3) In Germany the government would have to consider the difficult if not impossible idea of a regionally split policy, bearing in mind the different attitudes in Eastern and Western Germany. In the first region a higher child allowance gives the highest chance of success while in the latter part of Germany a mixture of an allowance for care-taking parents and lower income tax has more potential.
- 4) As in Western Germany, in the Czech Republic, Lithuania, Hungary and Austria a combination of different measures might be a more fruitful approach. Both the people in the Czech Republic and Lithuania ask for lower income tax and a better parental leave. The Austrians also think that the latter can be effective but in combination with an allowance for care-taking parents. Finally, in Hungary the potentially most effective policy to move up child birth or increase family size would be a combination of better housing for families with children and a substantial rise in the child allowance.

#### *Potential impact of policy measures on level of fertility*

- 1) As mentioned before, 2 to 35 out of 100 persons would be influenced by the policies that they themselves identified as high priorities, and would have an additional child. The corresponding total policy effect would range from 0.01 (Italy)



to 0.27 (Lithuania) children, i.e. a rise of 1 to 27 children per 100 women. While interpreting these results one should keep in mind that attitudes and intentions do not give an exact estimation of (future) fertility behaviour. Still, saying that you probably would decide to have a(nother) child on the condition that desired policy measures are introduced is rather revealing.

- 2) Even if the preferred policy measures will have the perceived effect, the future average number of children will not reach the completed fertility level of birth cohort 1965 (CTFR65) in Belgium (Flanders) (1.86) and Cyprus (2.56). Policy may only slow down its decrease. In Poland (CTFR 2.00), Eastern Germany (1.57) and Western Germany (1.48), Finland (1.91), and the Czech Republic (1.93), on the other hand, the future average number of children may reach the CTFR65 in case of policy intervention.

Which policy messages can be based on and proposed from these research results? First, our results indicate that there is certainly some potential scope for policymaking to increase the level of fertility, either by reversing the postponement of childbirth or increasing the number of children. Despite limitations and cautions regarding several research findings, the main indications for a 'window' of opportunities for governments are the following:

- 1) Europeans still value children to a large extent.
- 2) Many Europeans do not see parenthood as an obstacle to achieve other goals in life, at least not so in case of one or two children;
- 3) There is a substantial gap between the desired and realised fertility;
- 4) A considerable number of people still have doubts whether or not they want a(nother) child;
- 5) Among those who do not have child intentions, a not negligible group gives other reasons (e.g. high costs of children and worries about the future of children) than demographic (e.g. having already the children they want and having no steady partner) and health reasons;
- 6) People's preferences with regard to the type of child allowance scheme deviate from the current operating system;
- 7) The majority considers the level of child benefit as too low; and, last but not least

- 8) A considerable percentage of people state that their fertility behaviour would be influenced by the introduction of the new or improved policies of their preference, i.e. they would have the intended child sooner or would reconsider or probably decide to have an a(nother) child.

Second, governments will have the greatest chance of success if they direct their family policies on the childless people in the youngest age groups and, to a lesser extent, on one-child families. Child intentions are much higher among these two groups. Furthermore, the convinced childless people are more often found in the older age groups: the main reason why the youngest childless people do not have the intention to have a child is because of not having a steady partner, while the 'older' childless people more often say that they do not want to have children ever in their lives. Finally, the highest percentages of people, who expect that they will change their fertility behaviour, are found among childless people and parents with one child; parents having two or three children appear to be least inclined to change their mind. Childless people, however, are the least easy population group to be persuaded by policy measures. The decision to become parent has much more far-reaching consequences (e.g. irreversible changes in life style and consequences for other life domains, lifelong responsibility for others, give up hobbies) than the decision of having an additional child.

Finally, no single policy intervention can reverse low fertility in whole Europe. What may work in one country may not work in another, because of a different social and economic context and family policies in the past. The same holds for different population groups within a country. Given the reasons for not wanting a child and the ranking of family policy measures, the German, Dutch, Austrian and Finnish government would be well-advised to improve leave and work arrangements and child-care facilities if they want to persuade childless people to become parent. With regard to parents, more fertility-enhancing effects can be assumed if the governments in both Central, Eastern and Western Europe will focus on improving or introducing financial incentives, i.e. lowering the high costs of children. In addition, more general policy interventions that stimulate economic growth have the potential to be effective in especially the CEE countries. This type of policy may improve the external conditions which are still not favourable for childbearing in these countries, like reducing unemployment (exceptional high in Poland and, to a lesser extent, the Czech Republic), increasing disposable incomes and providing affordable housing (especially a problem in Hungary and Poland). These unfavourable conditions leads to uncertainty, one of the main reasons especially given by people in CEE countries for not wanting a(nother) child. Policies that stimulate economic growth might lower this threshold.

## 5. Intergenerational Solidarity, the Elderly and Ageing

### Setting

'Population ageing' is an unavoidable demographic evolution. It can be considered to be the last 'leg' of the 'demographic transition' (Schoenmaeckers, 2004a). Not all countries have reached the same stage in the transition and at the start of the XXIst century the highest proportions of older people are observed for European populations. By 2050 it is to be expected that more than one quarter of the European population will be aged 65 and over. The fastest growing segment of the older population are the 'oldest old' or the people aged 80 and over (Schoenmaeckers, 2004b). The 'ageing' of the 'old' is often referred to as the process of 'double greying'.

In essence, the process of 'population ageing' dramatically changes the age composition of the population. A crucial point is that it creates an 'imbalance' between the numbers in the population at working age – in general defined as those aged 20-64 years – and those at non-working age – those aged 0-19 and 65 and more. It is precisely this shift (that can be captured in the changes in the dependency ratio or the ratio of the economically active in the population over the economically non-active in the population) that is at the heart of the economic and financial implications accompanying 'population ageing'. This issue is the source of concern for the general public and the reason why policy makers are forced to look for appropriate counter measures. The crucial point in the debate will be to find a balance between the new (and needed) policies and the basic principles such as solidarity underlying the existing social welfare regimes.

### The need for better information

A clear majority of the 20-64 year olds interviewed in the DIALOG countries consider the 'rising number of people aged 65 and over' as a 'bad' and even 'very bad' evolution. Belgian/Flemish respondents appear to have a less negative opinion but a non-insignificant part of them preferred not to give an answer to the question. The highest negative score is observed for Eastern Germany (the former German Democratic Republic). According to the results older citizens would show a somewhat milder opinion. But at any rate a negative perception is the dominant attitude, regardless of age.

According to public opinion 'population ageing' is foremost a problematic evolution; citizens do not seem to perceive its implications as 'challenges' that result from positive evolutions such as better living conditions, better nutrition, in short increased longevity, including better health at old age. Public opinion seems to be in sharp contrast with the positive message contained in the citation of Frank Notestein from 1954.

Most citizens apparently regard an 'aged' population as a sign for a less dynamic society and a weaker economy. This association must stem from the general idea that being 'old' also implies 'being 'weak' or 'frail'. Facts rather indicate the contrary. For example, at a recent OECD forum 44, in May 2004, on the theme 'Health of Nations', according to one participant life expectancy would be a significant indicator in explaining differences in economic growth. A positive difference in life expectancy of 5 years could imply an additional economic growth of 0.3 to 0.5 percent. In other words higher life expectancies (and older population structures) would not be a handicap for economic growth, rather the contrary. It is of course not life expectancy per se that is the explanatory factor. Countries with high life expectancy are also those where citizens enjoy the benefits of good and preventive health policies, of high educational levels, of social stability. In sum, the prospect of living a long life is the end result of all these favourable factors.

The 'hostile' opinion of citizens on the rising number of older persons is an indication that citizens must be poorly informed about the underlying mechanisms of 'population ageing', which in essence encompass a positive message, i.e. that people live longer than ever before, and that one can expect that this trend will continue in the future. There is no doubt that in general citizens are poorly informed about demographic trends. This is clearly illustrated by the poor knowledge on the actual proportion of older persons in their country. The negative attitude is likely related to the gross overestimation of people aged 65 and over; the perception of very high numbers can only have reinforced the concern or anxiety of the modal citizen.

One specific reason that may explain the concern of the modal citizen with respect to 'ageing' is that all 'older persons' are perceived as one homogeneous and frail group, suffering from worsening health, decreased mobility, increased dependency, in need for financial support, etc. Public opinion is not aware that 'older people' constitute, in fact, a very heterogeneous group. Indeed, in general, a 65-year-old person is quite different from an 80-year-old. Many 'young old' are themselves caregivers to those who are in need of support. Public opinion apparently largely underestimates the care and support that is provided by older persons in society.

The fact that older people largely contribute to informal care is unfortunately not reflected in GDP values. Statistics show that up to age 75 elderly are rather careproviders than care receivers. And also as of this age their role as caregivers comes not to a complete stop. Above age 75 they gradually cease to take care of people older than themselves but continue to support their children for example by caring for their grandchildren (Vanderleyden and Corijn, 2005). In a recent Belgian report on 'population ageing' (Pacolet et al., 2005) the suggestion is made to adopt a new coefficient to better

illustrate the intergenerational contribution of elderly, more particularly with respect to childcare. The coefficient would be an indicator for the ratio between the 60-79-year-olds over the 25-44-year-olds.

One and the other shows that the authorities should not - and cannot - ignore the importance of better information. On average, citizens in Italy regard the rising number of older people as being less menacing than in other countries (with the exception of Belgium/Flanders). Italy has however the highest proportion of people aged 65 and more in its population compared with any other partner country. But, according to the Delphi-results, Italy would also be the only partner country where the future scenario contains a positive message that goes clearly beyond the strict economic issues related to 'population ageing'.

#### Intergenerational exchange and solidarity: what can governments do?

The results also contain some more positive messages. In general, citizens recognise that elderly are 'still socially useful'. Because of their life experience, older people would be a source of information, of wisdom. They are at any rate perceived as the 'defenders' of traditional values in society and as an important resource for emotional support.

People's beliefs and attitudes do not necessarily reflect their precise behaviour. Norms and values however, do provide a measure of what people think about the right thing to do in a certain situation (Daatland & Herlofson, 2003). To the extent that the normative dimension of intergenerational exchanges is an important measure for the strength of family ties, the IPPAS results encompass a positive message. In most DIALOG countries citizens agree on the statement that children should take care of their aged parents, especially if one of them is in need. This does not refrain them from being aware of the importance of developing and creating proper institutions; citizens also realise the limits of informal care (provided by family members) and the need for specialised care.

The implication is that governments must be aware of the importance of family care and act properly by giving support to family members, but it is also obvious that this does not mean that the state is released from his responsibility towards elderly people (it is a matter of 'the one and the other' and not 'the one or the other').

#### The importance of a life course perspective

Riley and colleagues (1994) talk about the 'dynamic interplay' that exists between individuals and society. Behavioural patterns of successive (birth) cohorts are different because society changes and because these behavioural patterns foster the way society looks like. It is clear that the concept finds its roots in earlier writings of the authors.

Riley and colleagues moreover put forward the idea that the change in social structures does not always keep pace with those that occur in individual life courses. They identify this problem as 'structural lag'. Societies are very much age-stratified. The activities, roles and responsibilities that are expected from members of society are largely determined by the age they have reached. Younger people go to school; adolescents start relationships and eventually marry; adults join the labour force; older people enjoy retirement. What is clearly too much overlooked is that each individual transits during his or her lifetime from one stage to the next. The problem is not only that these transitions are not sufficiently reflected in the way society is organised, the transitions are also not sufficiently perceived by individuals themselves. Younger people do not necessarily adopt a life style in function of later stages in life. Many individuals only adopt more healthy life styles after receiving signals from their body that it is not as fit as it used to be. In short, society should be organised around the central issue of a life course perspective. It offers much more a guarantee to arrive at a true and necessary intergenerational solidarity.

#### Institutional versus home care: not a contradiction

The results indicate that citizens continue to favour informal care given by children and other relatives over institutional care; many see the transition to an old people's home as a measure of 'last resort', dictated by health reasons or by the fact that children or relatives are not present and/or are not able to provide the needed care.

The preference from citizens for receiving informal care has been identified in Belgian surveys since the 1970ies as well as in other more recent European surveys (see for example De Jong-Gierveld et al., 2001; Wielink and Huijsman, 1999). This finding has become an essential element in the development of social policies, and the new policies are apparently being implemented successfully (Vanderleyden, 2004b: 252).

This does not imply that residential care must be cut back. On the contrary, a reliable ageing policy has to be organised within the setting of and the necessity of both pillars: institutional care and home care (informal as well as formal support), must be complemented with intermediate facilities. This is in accordance with the view of the great majority of citizens in most DIALOG countries: they stress the fact that it is the government's responsibility to provide the necessary services and institutions. As said above, citizens are fully aware of the fact that informal care has its limitations, that cohabitation between older parents and adult children is neither always feasible nor preferable.

Demographic developments themselves may positively influence the availability of informal care. The result of increased longevity will be that more and more couples will

reach an advanced age together. Before receiving care from their children citizens expect that their partner will take care of them. British studies (cf. the aforementioned study of Pickard et al., 2000) foresee in the future not less but more informal care. But increased survival at older age will certainly not be the only determining factor. In fact, behavioural changes such as divorce, re-partnering followed or not by remarriage may operate in the opposite direction. Such changes will result in a greater variety in living arrangements. Finally, some findings indicate that older people would prefer to continue living alone, also in the event of having started a new partnership. As noted by Esping-Andersen (2003), the building of successful welfare states for the twenty first century needs both to acknowledge changing family structures and to support the family.

#### Implications regarding work and retirement

Policy measures regarding the aged go beyond the issue of 'care and support'. Out of a list of 7 possible policy measures citizens appear to give the highest priority to 'the development of health care services'; next in line appears to be 'facilitating family care' (and the 'development of home care services'). However, for one-fifth to one-third of citizens - on average, 19 percent state it as a first preference and another 12 percent as a second preference - the highest priority should go to the issue of the transition from work to retirement. By and large the results indicate that European citizens want a 'smooth' transition. Nearly 40 percent of them (median value across countries) would like to combine retirement and work, most likely to continue staying active and to obtain some additional revenue.

One of the measures taken by the Belgian government as a result of the debate on 'career ending' is, among others, the extension of the admission for pensioners to work after the retirement age (which is fixed in Belgium/Flanders at age 65). Another action regards raising the age of early retirement, with a few exceptions, from the age of 58 now to 60 in the future. In both cases, the policy is sustained by the reflections observed in society.

With respect to the way of ensuring payment of old-age benefits in the future, public opinion is in favour of two measures, which are more or less split evenly: 'abolishing of existing early retirement schemes' and 'the raise in monthly taxes'. The results are surprising to the extent that both are against individual self-interest. However, policy makers should consider both measures seriously. The fact that both are cited by a large majority of citizens indicates that acceptable solutions (for ensuring the payment of old-age benefits) may need to cover a wide array of specific measures.

### In sum: population ageing is a challenge

To conclude, policy makers need to become convinced of the importance of disseminating relevant information. 'Population ageing' is a challenge caused by demographic change, it does involve costs but is also a great opportunity (people live longer). There is the need (and room) for a more positive message. The fact that we all get old and benefit much longer from our pensions than ever before, often in good health, is a plus point for society. This does not mean that one must ignore the (important) financial and economic implications. And also here the evolution is not entirely negative. Health care, for example, has become the field with the greatest increase in employment, especially for young people. As such, the ageing of the population also provides an added economic value and gives new opportunities to those who have difficulty in finding a decent job.

In order to arrive at appropriate (and sustainable) solutions the positive message needs to be kept in mind. 'Living longer' involves indeed a 'cost'. A financial cost in the sense that there can be higher expenses for medical care and certainly for pensions; and a social cost, because one will need to rethink the social (and economic) position of each individual in society to arrive at 'a society for all ages'.

## **6. Delphi Study**

The future of Europe moves from the inadequacy of intervening on emergencies, largely created by our way of constructing societies, to a logic more inspired by a positive and collectively shaping of a social Europe based on the promotion of a good quality of life.

The policy-Delphi approach is therefore based upon five main integrated pillars:

- *co-creation*: the future designed in scenarios is a project collectively designed by various panellists merging together their diverse perspective;
- *long-term*: the future scenarios have a 30 years' life span enactable from today;
- *holistic*: future scenarios integrate both the individual and social perspective; policy objectives and associated measures have an economic, cultural, social and psychological perspective; the measures to achieve the policy objectives concerning gender roles, ageing, family and fertility are strongly intertwined and often coincide; the future scenarios are emerging using the voices of a diverse set of thinkers;
- *positive*: we look at all the positive aspects existing in the present and enact them in the construction of the future;



- *realistic*: our scenario planning departs from the existing present to 'dream' the future, identifying the weaknesses and threats together with strengths and opportunities to audit the feasibility of the scenarios.

The policy recommendations resulting from the Delphi study cannot address separately each one of the three themes - gender roles, ageing, family and fertility - but should alternatively tackle the future with an integrated perspective.

### Shaping a co-created future for Europe up to 2030

The results of the Delphi study indicate a clear route towards which Europe should be built and directed. Europe in 2030 would (must?) coincide with a better quality of life for its citizens, a simple concept, which carries a positive and concrete vision of our future. While it is obvious that political interventions should move towards an improvement of the well being, in reality this is rarely achieved in an integrated way. The segmented thinking improves one aspect of society and appears to somehow damage many others.

What does quality of life mean in the view of our panellists? It appears that the results of the policy-Delphi coincide with the most widely accepted definition of quality of life, namely a "multi-dimensional welfare term that means good 'objective' living conditions and a high degree of 'subjective' well-being, and also includes collective welfare in addition to the individual satisfaction of needs" (Glatzer, Mohr, 1997, p. 15).

Well-being and collective welfare need to be better defined in terms of the population perceiving and benefiting from them. The results of the Delphi study highlight that, while in 2030 there is a collective search for a better quality of life, its achievement calls for different thinking, measures, actions, services depending on the target groups.

Two target groups have emerged from our study, the working-age population and those who have never been or are no longer active in the labour market. The classic division between active and non-active population has been maintained even though this separation was not intended part of our approach.

While for the economically active population quality of life evolves around the concept of work and family reconciliation, for the elderly and children, who compose the non-active age group, quality of life coincides respectively with better health and guaranteed pensions for the first and child-friendly environment for the latter, which with children benefiting directly, impacts also in an indirect way on the quality of life of families.

In 2030 the active population of Europe would aim at achieving a higher quality of life in the form of a better work and family reconciliation. Work and family reconciliation however means different things depending on the gender trying to achieve it.

In all European countries progress has been made in facilitating the labour force participation of workers with family responsibilities, especially mothers. But it are still women who most often continue to bear the principal burden of family responsibilities. This is due on the one hand to the insufficient account taken by labour market actors, e.g. employers, workers organisations, of the family commitments of the workers and on the other hand to the considerable complexity of reconciling work and family, which still remains insufficiently understood, analysed and properly addressed by specific policies.

Female jobs and career opportunities and their relations with family matters are in fact a complex reality. 'Internal' factors depending on the organisation, functioning, and structure of the labour market are part of that reality. These are in turn interdependent upon the 'external' factors that pertain to society at large, e.g. existing gender roles inside and outside the family, the changing status of women in education and the labour market, and the political framework for equal opportunities.

The complexity of the issue and all the intertwined relationships have been lucidly perceived by the panellists participating to the Delphi survey and in all the countries the wish to find a better balance between work and family has been strongly expressed. On the agenda of stakeholders and policy makers of today the main aim of national policies should be to enable persons with family and children who are engaged or wish to engage in employment to avoid any conflict between their employment and family responsibilities. The policy actions taken today in this area will possibly make easier the task of reconciling work and family in the future.

The measures suggested by the panellists imply a considerable change in attitudes, labour market structures and working patterns in the public and private sectors.

With a view to promote the reconciliation of working and family life, the Delphi study suggests a number of actions which need to be taken up in some related priority policy areas, namely:

- the re-organisation of working time;
- the development of adequately financed child-care services;
- the re-organisation of school time and curricula.

Actions to reorganise working time should promote effective flexibility, encouraging employers to take into account the family responsibilities and the needs of male and female workers. Easier access to part-time work for those workers who so wish or need and easier access, where possible, to options for "distance employment" such as, for example, telework or homebased work for those workers who so wish should also be sustained.

Public and private work environments must become more family-friendly, more aware of the needs of those who want to work and continue to "lead their own life." As long as there is a widespread conviction within the workplace that there must be a hierarchy in the values and behaviour of the employees based on the view that work is more important than any other aspect of peoples' lives, the career and employment opportunities for those who make different choices or who are forced to find a compromise between work commitments and personal life will be necessarily limited.

The need for women and men to meet their responsibilities for childrearing should become a policy priority for 2030. Fathers of newly born children should be allowed a period of leave to be with their families. In addition, both fathers and mothers should have the right to take parental leave but fathers should be encouraged by means of specific actions to enjoy the rights they are entitled to. The need to increase fathers' involvement in childcare and family organisation, though expressed by many panellists, is also an issue discarded from the final scenarios. This highlights a hierarchy in priorities positioning the wish to facilitate mothers' participation in the labour market prior to the need to increase fathers' commitment in childrearing.

Economic development in Europe requires a higher participation of women in the labour market. In order to achieve this goal women's role should be re-designed. Various are the priorities shown at national level in order to achieve equal opportunities and equal treatment between the two genders, such as the reduction of wage differentials between female-dominated and male-dominated occupations and the reduction of the double burden for women who work and have children. The increasing presence of women in the decision-making circles has not been considered a desirable and feasible priority.

By 2030 there will be an expectation in terms of better care services, which should be provided by both the public and private sector. These services should respond to the increasing needs of parents to reconcile their occupational and family responsibilities. Last but not least, employers should be encouraged to participate, financially and via other means, in the provision of childcare for their workers.

An effort should be made to better harmonise school and working hours and to let workers combine their education and work commitments.

Being able to engage individuals with family responsibilities to the labour market can surely play a positive role for our economies, for the promotion of employment, for the strengthening of social cohesion and possibly also in increasing fertility.

The results of the Delphi study are quite clear showing that policy actions in the field of fertility increase should integrate traditional economic measures that support families with children with innovative ones aimed at realising the increase in births via new work practices.

The measures desired by our panellists to ensure a better reconciliation of job and family responsibilities relate essentially to labour market rules and practices. But the reconciliation of work and family life, by promoting -as it does- self-fulfilment in public, professional, social and family life, is a precondition for a meaningful quality of life.

The future of the policy-Delphi also is characterised by an improvement in quality of life of the elderly. To meet this challenge our society should equip itself with policies that reduce the need for long-term care and its consequential costs. Policies designed to respond to elderly needs should be sustained by measures that promote healthy ageing, including its demographic, social and economic effects, and by interventions leading to the postponement in retirement.

Moreover, the Delphi study shows with regard to elderly rights that these can be broken down into three main categories: protection, participation and image. *Protection* refers to securing the economic, physical and emotional safety of elderly people with regard to their risk of poverty, vulnerability and isolation. In this respect, promoting intergenerational solidarity is a priority for 2030 which may well help in avoiding all the above mentioned risks. *Participation* refers to the need to establish a greater and more active role of the elderly in society. *Image* refers to the need to define a more positive, less degrading and discriminatory idea of who elderly persons are and what they are capable of doing.

The achievements of these objectives pursuing a widespread improvement in the quality of life of European citizens would generate a stronger social cohesion playing the role of a strength key in sustaining the future. Its limits are not in society but in the decision-making process adopted to shape the future. Its limits are the fear of policy-makers to look beyond their mandate and take the chance to courageously start shaping the future.

Europe in 2030 is a place where everyone -no matter their age- benefits from a better quality of life sustained by a new welfare system, a reorganisation of work rules and an environment promoting work and family reconciliation. Those who are active in the work-environment will have the chance to choose the time they wish to allocate to their families and to their work, those who are coming close to retirement will slowly exit the labour market if they wish so, and their exit will be shaped in various forms; the youngest will benefit from better services and care supporting their development; the elderly will have better health, will be a more integrated component in society, in constant dialogue with the younger generation. It is not a dream, is a challenge to be considered and enacted.

## **7. Methodological Remarks**

### General limitations of the data

In certain issues there are problems concerning the comparability of the international PPAS data: the age brackets differ between countries, also not all modules have been collected and not all questions have been asked in every country.

The reason for this is that the PPA surveys have been conducted by partner institutes on their own expenses, so the co-ordination and harmonisation of the national PPA surveys was voluntary.

These comparability problems could be solved if the survey would be centrally financed. Then one could demand to use the same questionnaire and the same methodology in each country. Examples for centrally financed and co-ordinated surveys are World Fertility Survey and Eurobarometer.

### Limitations of the data for the analyses of gender issues

The data bear certain limitations that are typical for most, if not all, gender-related survey-based data sets available elsewhere.

One important limitation is the cross-sectional character of the surveys that measure statuses and positions of the respondents as well as their attitudes and preferences at the time of the interview. While statuses and positions can be measured retrospectively in an event-history framework, this is not the case where attitudes are considered. Attitudes are rarely fixed throughout the life course of the individual. They may change in time along with all other time-dependent changes in and around the individual: his or her values system, position and status in society and in the family, institutional changes that affect construction of attitudes, norms, and values. In particular, from the point of view

of direction of causality, attitudes and personal behaviour can be closely related as a "chicken and egg". Attitudes towards a particular topic may invoke a particular behaviour, and vice versa, behaviour may cause a corresponding change in the attitude. For example, a woman that aims towards personal autonomy may prefer to start family life by a cohabitation rather than a direct entry into marriage. In this case the attitude causes the behaviour. Inversely, a woman may enter a cohabitation and as a consequence come to evaluate higher the wider freedom provided by this status as compared to the more binding marriage; i.e. strengthen a positive attitude towards individual autonomy. In the latter case causality is inverted as compared to the former. Cross-sectional data do not make it possible to understand the flow of causality (without the adoption of crucial hypotheses). For the purpose longitudinal/panel data are necessary. However, they are very rare. To our knowledge, there are no such data that might make possible a European-wide comparative study of gender issues related to the family.

Another problem relates to the choice of survey items and questions. In our study the choice has been made on the basis of available modules that have been collected in other surveys. However, recent research shows that the module does not fit contemporary international comparative studies for at least three important reasons. One is the problem of relevance: most of the questions address gender issues that have been actual during the last few decades. In particular, they address the traditional family division of labour where the man is a breadwinner and the woman cares about the household. This family type has become less frequent in Europe towards the beginning of the 21<sup>st</sup> Century. The preponderant case is where both partners work for pay, independently of the way the division of household labour is organised. Apparently, gender differences have changed accordingly. The modules do not address the latter changes fully adequately. As a result variability in answers decreases which leads to the supply of too little new information. The second problem addresses international compatibility of the questions. The trends of gender change are not uniform among the countries, and as a result one and the same question may be interpreted differently in different countries. Finally, in any of the cases described above one can find a growing ambiguity in understanding the questions by the respondents that increases incompatibility of their answers.

However, the data limitations described above do not hinder a careful draw of inferences, provided the latter do not overdo the data. In our study we have been careful to rely on those items in the gender module that are least subject to the problems of relevance, inter-country compatibility, and ambiguity. Where attitudes-behaviour dilemma is

considered, we discuss it in terms of associations, indicating causality in a speculative way.

#### Limitations of the data for the analysis of work and parenthood

Joint analyses of practised and preferred work-parenthood arrangements of women and men and their respective partner along with policy preferences and existing family policies define the main value added of the study. Another important contribution is made by including the Central and Eastern Europe countries to these comparisons. However, since the available survey data differ between countries, in particular what the preferences for the partner would be, parts of the study had to refer to a small number of countries. Another drawback of the study results from the small number of cases of living arrangements in some countries. It explains the limited analyses carried out for lone mothers. This problem could only be solved by a much larger sample size or over-sampling.

#### Limitations of the data for the analysis of ageing issues

One specific problem with the PPAS database is that the information that is available varies across DIALOG partner-countries. The reason is that some partner-countries have not included the module 'Ageing' into their questionnaire; but also for those partner-countries who did decide to include the module, the information that is available varies. In addition, there is the problem of a varying age range; some partner-countries have opted for a survey design including respondents below age 20 and/or of age 65 and above; others have restricted the age range between ages 20 and 65.

## V. DISSEMINATION AND EXPLOITATION OF RESULTS

### 1. Dissemination and exploitation activities of the Co-ordinator

#### Objectives

Production and publication of project deliverables relevant for different users: the scientific community, policy community and citizen's associations. Deliverables were disseminated through the project monograph, papers in journals, rapid reports and via Internet.

#### Description of Work and Methodology

In order to establish an interaction between project outputs and user demands this work package was allocated to exploitation and dissemination. The dissemination included:

- *Establishment of the DIALOG website*  
During the 3 years of the project BUBE had to administrate and update the DIALOG website (D3) by posting all project relevant information, working documents, periodic reports and project deliverables on the (non-)restricted area of the website (*see <http://www.bib-demographie.de/ppa/IndexDialogStart.htm>*).
- *Preparation and dissemination of rapid reports*  
In the 37 months of the DIALOG project BUBE prepared and disseminated 11 rapid reports in electronic and printed version (*see R2, R4, R7, R10, R12, R14, R16, R17, R19, R22, R23*).
- *Exploitation and dissemination of project deliverables*  
BUBE exploited and disseminated 18 deliverables in the 3 years of the DIALOG project (*see D11-D29*).
- *Publication of a monograph on the subject relevant to the project*  
WP9 had several activities to undertake concerning the production of the final monograph:

At the fourth Consortium meeting BUBE presented a revised version of the list of contents of the final monograph, which was compiled by BUBE according to the proposals made by the DIALOG partners. Further the co-operation of authors has been organised. The final outline of the final monograph was presented at the 5<sup>th</sup> Consortium meeting.

BUBE gathered and formatted the tables and figures for the final monograph (D25). Later all articles for the final monograph had to be collected, read, corrected and



formatted. Finally the draft final monograph has been delivered to the Commission  
(see outline in the Annex);

The Final monograph will be published by Springer in 2007. Therefore BUBE is in steady contact with the publisher.

- *Publication of at least one special thematic journal issue dealing with themes relevant to the project*

Each of the 14 Delphi monitors wrote a short contribution on his/her national Delphi results for the Italian Population Journal "Demotrends", 2-3, 2004.

(See: [http://www.irpps.cnr.it/sito/download/demo\\_2\\_3\\_04.pdf](http://www.irpps.cnr.it/sito/download/demo_2_3_04.pdf))

Each DIALOG workpackage leader wrote a contribution on his/her presentation at the IUSSP Side meeting on DIALOG. These articles on the DIALOG workpackages will be published in a special issue of the Polish Population Journal "Studia Demograficzne" mid 2006 (see D24).

During the EAPS 2003 Conference in Warsaw, 15 papers on national PPAS studies have been presented. These papers will be published at BUBE's DIALOG Series in 2006.

- *Publication of DIALOG working papers at BUBE*

BUBE already published in its DIALOG Series:

- No. 1: Retranslated Questionnaires
- No. 2: Delphi Study (D8, D11/12)
- No. 3: Contribution from PPAS at the European Population Conference 2003
- No. 4: General population related policies and attitudes (D14/15)

Further publications in BUBE's DIALOG Series during 2006

- No. 5: Results of the workshop on multilevel analysis with SPSS and R for cross-national regression problems (D10, Workshop)
- No. 6: Gender issues (D16/17)
- No. 7: Work and parenthood (D18/19)
- No. 8: Child-friendly policies/D20/21)
- No.9: Intergenerational solidarity and elderly (D22/23)

- *Organisation of a side meeting at conferences organised by professional associations*  
BUBE organised a DIALOG Side Session at the IUSSP Conference on 18<sup>th</sup> July 2005 in Tours. There, DIALOG WPLs 1-8 presented their WPs (please find the agenda attached).

- *Participation of Consortium partners at seminars and conferences*

BUBE collected information on the participation of DIALOG partners at seminars and conferences (see list of references).

Further WPL9 gathered papers on IPPAS data and on the DIALOG project in general drafted for workshops and conferences and organised by professional associations, citizens' associations and/or the Commission.

- *Organisation of round table discussions with policy makers at (inter-)national level*  
BUBE organised the workshop for policy-makers (D28) in co-operation with the Robert Bosch Foundation on 16<sup>th</sup> November 2005 in Stuttgart. Therefore BUBE produced a brochure on PPAS results in English and German (Please find Agenda, List of participants and Brochure of the Stuttgart workshop attached; the brochure can also be downloaded from the DIALOG website ([http://www.bib-demographie.de/ppa/PPAS\\_brochure\\_en.pdf](http://www.bib-demographie.de/ppa/PPAS_brochure_en.pdf)).
- *Exchange of information with citizens' organisation active in the field of family rights, reproductive rights, gender equity and rights of elderly people*  
BUBE included leading citizens' organisations in their initial mailing list drawing their attention to the DIALOG website.
- *Public dissemination of the International Database (D29).*  
IPPAS database together with the Codebook will be published together with the Final Monograph in form of a CD-ROM.

### Achieved Results

Characteristic of DIALOG's dissemination strategy was that we distinguished between types of users and sought to develop specific activities and used different dissemination tools for each type of user. In view of reaching a large audience rapid reports were prepared by the co-ordinator (BUBE) and distributed in printed and electronic form.

BUBE achieved a broad dissemination of project deliverables and reports to the scientific community, policy-makers and citizen's associations. Since dissemination of partial results started already from the 3<sup>rd</sup> month of the project implementation, interaction took place in view of the critical input from peer scientists not directly participating in the project, policy-makers and citizens' associations. This interaction contributed both to high standard of scientific excellence, transparency of results easily accessible to the non-researchers, and active involvement of end-users in the process of drafting and exploitation of deliverables.

### Exploitation Plan

The importance given to exploitation and dissemination was reflected in the allocation of a specific work package under the leadership of the project co-ordinator. All work package leaders assisted directly and constructively the co-ordinator in exploitation and dissemination activities. Considerable human and financial resources were allocated to this activity which were implemented from the 3<sup>rd</sup> month of the project, and ranged from

the setting up of the DIALOG Website, publication and dissemination of results of each project activity during the duration of comprehensive research to a variety of user groups, up to the public dissemination of the final report and the final International Database for use by the research community in general.

Characteristic of the dissemination strategy of the DIALOG Consortium is that we distinguish between types of users and intend to develop specific outputs for each type of user: researchers, policy makers, citizen's associations, mass media and general public.

#### Identification of User Groups, their Involvement and Dissemination Tools and Means

##### a) Research Community and Dissemination Tools

Regarding the dissemination of research findings, database and methodological advancement, the following was achieved:

- Publication of papers and reports in the publication series of the partners' respective organisations and/or commercial publishers;
- Publication of at least one special thematic journal issue dealing with themes relevant to the project;
- Publication of a monograph on the subject relevant to the project;
- Organisation of workshops at conferences organised by professional associations;
- Participation of Consortium partners at scientific seminars and conferences;
- Public dissemination of the International Database;
- Involvement of partners' university students both as users of research results and as users of the database;

##### b) Policy Actors and Dissemination Tools

The project co-ordinator, lead partner in dissemination, is an independent research institute incorporated in the Federal Administration of Germany, as are several of the participating institutes for their country. Ten partners are governmental research structures. All of them have a statutory responsibility in advisory activities for governments, international organisations and other policy actors. The following specific actions were undertaken during the 3 years of the DIALOG project:

- Newsletters and journals of the participating organisations, and other research organisations, which are devised as instruments for information of the broad audience and disseminated to authorities and policy makers of research findings, regularly provided information about the activities and findings from the Population Policy Acceptance Study;
- In view of reaching a large policy making audience 11 rapid reports were also prepared by the co-ordinator and distributed in printed and electronic form;
- A summary of policy implications from each work package relevant for the development of research policies and public policies was presented in a user-friendly format and broadly disseminated;
- A list of policy actors (social partners, local authorities, government representatives and international officers) both those included in the national and European 'policy Delphi' and those identified as users and suppliers of policy relevant information were used as core focal points to sensitise other policy actors;
- Project participants participated in policy-oriented workshops, seminars and conferences organised by policy actors in their respective countries;
- Organisation of round table discussions with policy-makers at national and European level;
- Organisation of a workshop to present policy-relevant results of DIALOG at which European parliamentarians and representatives of national governments responsible for population-related policies were invited to act as contributors and discussants.

#### c) International Associations, Civil Society, General Public and Dissemination Tools

Exchange of information with citizen's organisation active in the field of family rights, reproductive rights, gender equity and rights of elderly people as integral part of various research phases. Interaction with these organisations were both used as input into research and tools of dissemination of results:

- DIALOG rapid reports and summary reports on policy implications of each of the work packages were forwarded to professional associations, civil society associations, and mass media;

- DIALOG website established links to other relevant websites of professional organisations, civil society organisations;
- Setting up of networks with key international professional and civil society organisations and data suppliers and users (IUSSP; IPPF; The European Network in the Field of Ageing and Older People; EAPS; CICRED; COFACE; The Platform of European Social NGO's; European Women's Lobby; CAHP, CDEG and CDCS of the Council of Europe; Committee on Migration, Refugees and Demography of the Parliamentary Assembly of the Council of Europe; ILO; ETUC; UNICE; EURO-CEF; EUROSTAT; UNESCO; UNICEF; UN ECE Population Activities Unit; World Population Foundation).

#### d) Exploitation and Dissemination by the Individual Participants

The exploitation and dissemination at the national level followed the same logic as that at European level, namely different deliverables were targeted at the scientific community, policy makers and civil society and individual citizens:

- All 13 countries prepared a national Population Policy Study report with the synthesis of main findings in each of the national languages of the participating institutions. These reports were published in the participants' publication series and/or by commercial publishers;
- Articles were drafted in national languages and presented at scientific conferences, seminars and workshops and published in national journals;
- Each of the 7 summary reports identifying policy implications of topical work packages were broadly distributed at regional and national levels in printed and electronic form.

#### Impact of the Dissemination Strategy

DIALOG's dissemination strategy had impact in different quarters:

- Sensitisation of policy makers and general public to the relevance of population-friendly policies and to the real expectations of individuals towards public support in a life course perspective regarding family dynamics, partial incompatibility between work and family role, childcare, caring for the elderly and one's own ageing;

- Broadening of theoretical knowledge at the research level about the interaction between public policies and practices, opinions and expectations of individuals and families;
- Improvement of methodologies for comparative research and setting up and exploitation of international databases;
- Impetus to other European countries to implement similar surveys in order to promote informed population policies which take into account viewpoints of citizens;
- Contribution to the dialog-based formulation of population-friendly policies which build on the active expression of concerns and interest of citizens and take into account their needs and expectations and to the formulation of knowledge-based population policies which may be expected to be both feasible and effective;
- Impact on governments in transition countries in view to promote citizens' rights and better governance. In view of the enlargement process active involvement of citizens in polity building in transition countries is one of the important key challenges for the greater EU.

## **2. List of DIALOG dissemination activities, by partner**

### All 15 DIALOG partners

Each Delphi monitor wrote a short contribution on his/her national Delphi results for the Italian Population Journal "Demotrends", 2-3, 2004.

(See: [http://www.irpps.cnr.it/sito/download/demo\\_2\\_3\\_04.pdf](http://www.irpps.cnr.it/sito/download/demo_2_3_04.pdf))

### All DIALOG workpackage leaders

Each DIALOG workpackage leader wrote a contribution on his/her presentation at the IUSSP Side meeting on DIALOG. These articles on the DIALOG workpackages will be published in a special issue of the Polish Population Journal "Studia Demograficzne" in February 2006.

### BUBE (Germany)

*Presentations at (inter)national conferences and workshops:*

Dorbritz, Jürgen; Ruckdeschel, Kerstin, „Einstellungen zur Familie und zum Kinderwunsch in Deutschland“. Presentation on 17.03.2005 at DGD Potsdam.

Dorbritz, Jürgen; Ruckdeschel, Kerstin, „Kinderlosigkeit in Deutschland, Ein europäischer Sonderweg? Daten, Trends und Gründe“. Presentation on 06.10.2005 at the Workshop „Ein Leben ohne Kinder? Kinderlosigkeit in Deutschland“ organised by the Max-Planck-Institut für Demographie, Rostock.

Dorbritz, Juergen, Die Hauptergebnisse der Population Policy Acceptance Study (Main results of the German PPAS), at BMI (Ministry of the Interior), IMA „Bevölkerung“, 17.1.2005 in Berlin.

Dorbritz, Juergen, Demographischer Wandel und die Bewertung durch die Bevölkerung, Ergebnisse der PPAS (Main results of the German PPAS), at IFAD (Institute for Applied Demography), 29.11.2005 in Berlin.

Dorbritz, Juergen, Demographischer Wandel in Deutschland, Ursachen und Konsequenzen und ausgewählte Ergebnisse der PPAS (Main results of the German PPAS), at Friedrich-Ebert-Stiftung Friedrich-Ebert-Foundation), 18.11.2004 in Darmstadt.

Dorbritz, Juergen, Hauptergebnisse der PPAS für Deutschland (Main results of the German PPAS), at BMFSJ (Ministry of Family Affairs, Senior Citizens, Women, and Youth), 17.11.2004 in Bonn.

Höhn, Charlotte, „Aim and Structure of the DIALOG Project“. Presentation on 18.07.2005 at the IUSSP Side Meeting on DIALOG in Tours.

Höhn, Charlotte (2005), „The Double Meaning of Age – The Need for Bridging Generations. Presentation of international survey results“. Conference on the Demographic Future of Europe. Robert Bosch Stiftung, Stuttgart, 16 November 2005.

Roloff, Juliane, „Bewirken verbesserte familienpolitische Leistungen langfristig eine Erhöhung der Geburtenzahlen?“ Presentation on 19.02.2004 at Soroptimist International, Club, Mainz.

Roloff, Juliane, „Bewirken verbesserte familienpolitische Maßnahmen eine Veränderung des Geburtenverhaltens? Presentation on 19.11.2004 at Final Conference of the project „Zukunftschancen junger Frauen und Familien in Sachsen-Anhalt“.

Roloff, Juliane, „Bewirken verbesserte familien-politische Leistungen langfristig eine Erhöhung der Geburtenzahlen?“ Presentation on 24.02.2005 at Europaschule "Dr. Obermayr", Wiesbaden

Roloff, Juliane, „Demographischer Faktor, Ursachen und Effekte der demographischen Alterung“. Presentation on 23.04. and 30. 4. 2005 at Friedrich-Naumann-Stiftung, Seminar „Die Alternde Gesellschaft“, Mainz und Groß-Gerau.

Roloff, Juliane, „Demographischer Wandel in Deutschland, Ursachen und Auswirkungen“. Presentation on 14.05.2005 at Evangelisches Studienwerk, Haus Villigst.

Roloff, Juliane, „Auswirkungen familienpolitischer Leistungen auf die Fertilität“ Presentation on 22.10.2005 at Universität Gießen, Arbeitsstelle Gender Studies; Heinrich-Böll-Stiftung Hessen.

Ruckdeschel, Kerstin, „Zum Kinderwunsch von Kinderlosen“. Presentation on 23.05.2005 at IFAD Berlin.

Ruckdeschel, Kerstin, “Can a Good Mother Work – Concept of Motherhood and Fertility in Cross-European Comparison”. Poster presentation on 20.07.2005 at the IUSSP Conference in Tours.

Schmid, Susanne, Erfahrung und Ergebnisse einer Delphi-Studie zur demographischen Entwicklung in Deutschland bis 2030, presentation at the meeting of Deutsche Gesellschaft für Demographie (German Society for Demography), Arbeitskreis Bevölkerungswissenschaftliche Methoden, on „Demographische Alterung – gestern, heute, morgen“ (Demographic ageing – yesterday, today, tomorrow), 04. - 05. November at Schloss Schönberg in Bensheim.

Schmid, Susanne, “Looking into Visions – Methods and Results of a Delphi Study on Demographic Development until 2030” Presentation on 18.07.2005 at the IUSSP Side Meeting on DIALOG in Tours.

#### PSPC (Belgium)

*Marc Callens*, PhD student who has provided an input into deliverables of PSPC has obtained a PhD degree on 22 November 2004 at the University of Leuven, Faculty of Economics and Applied Economic Sciences, Belgium, with the dissertation entitled “Essays on Multilevel Logistic Regression”.

*Dr. Dragana Avramov* has presented the IPPAS database at the session ‘Examining views and drawing lessons on international data collection’, at the workshop ‘The Impact and Utility of Eurobarometer in the Social Sciences and Humanities’ organised by the European Commission DG RTD Dir K on 30 November 2004 in Brussels. (PowerPoint presentation and workshop programme are provided as PSPC Appendix).



*Presentations at conferences and workshops*

Avramov, D. (2004), Examining views and drawing lessons on international data collection: the IPPAS case. Workshop 'The Impact and Utility of Eurobarometer in the Social Sciences and Humanities' organised by the European Commission DG RTD Dir K on 30 November 2004 in Brussels.

Cliquet, R. (2004), Population trends in Europe and their sensitivity to policy measures. Background document for the explanatory memorandum by Mr. Christian Brunhart. Committee on Migration, Refugees and Population, Parliamentary Assembly, Council of Europe. Strasbourg: Council of Europe.

Cliquet, R. (2005), Panel chair introduction on population issues and social cohesion: priorities for action. Council of Europe, European Population Conference, 7-8 April 2005.

Avramov, D. (2005), Population issues and social cohesion: priorities for action. Council of Europe, European Population Conference, 7-8 April 2005.

Marc Callens (2005), CBGS seminar on multilevel logistic regression with application on the IPPAS data. Brussels, 26 May 2005.

Avramov, D. (2005), Long-term and immediate challenges of demographic dynamics: Longevity and Low Fertility. Results from the DIALOG Project. Conference on the Future of the European Social Model, Luzern 2-3 June 2005.

Avramov, D., R. Cliquet (2005), Opportunities and Challenges of the International Population Policy Acceptance dataset IPPAS. IUSSP side meeting on the DIALOG project at the IUSSP Conference in Tours, France, 18 July 2005.

Avramov, D. (2005), Desired number of children and expectations towards family policies in Europe. Presentation of international survey results. Conference on the Demographic Future of Europe. Robert Bosch Stiftung, Stuttgart, 16 November 2005.

*Others*

The IPPAS database has been disseminated to the Inter College in Cyprus as a new privileged user.

FAFEFI.PRI (Finland)

*Papers, posters*

Ainsaari, Mare & Paajanen, Pirjo. Reasons of Postponement of Births in Estonia and Finland. Seminar on Reproductive health, fertility and families, Tallinn, Estonia 31.3.-1.4.2005.

Ainsaari, Mare & Paajanen, Pirjo. Reasons of Postponement of Births: Comparison of Estonian and Finland. Poster presented in International Meeting on Postponement of Childbearing in Europe. Vienna, Austria, December 1-3, 2005.

Miettinen, Anneli. Time or money? The preference of family policy measures among 20-40-year-old Finnish men and women. Presentation at EPC 26.-30.9.2005. Warsaw, Poland.

Miettinen, Anneli & Paajanen, Pirjo. Childbearing Intentions Among 20-44-year-old Finnish and German Men and Women. 15<sup>th</sup> Nordic Demographic Symposium. Ålborg University, Denmark, 28 - 30 April 2005.

Miettinen, Anneli and Paajanen, Pirjo. Low fertility intentions among Finnish and German men and women. Presentation at 15<sup>th</sup> Nordic Demographic Symposium, 28.-30.4.2005 Ålborg, Denmark.

Paajanen Pirjo. Women and Postponing Childbearing in Finland. Paper presented at the European Population Conference Warsaw, Poland 26 – 30 August 2003.

Paajanen, Pirjo & Miettinen, Anneli. Who Prefers Marriage? Poster presented in XXV International Population Conference. Tours, France 18 - 23 July 2005.

Söderling, Ismo. General Population Related Policies and Attitudes. Paper presented at the IUSSP Side Meeting "Results of the European Population Policy Acceptance Surveys/DIALOG". 18<sup>th</sup> July 2005, Tours, France.

#### OAW.ID (Austria)

Irene Tazi Preve, Anne Goujon and Dieter Bichlbauer (2003): "Do men and women perceive inequality within their partnership and/or society?" Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

Peter Schimany (2003): "Attitudes to policy on ageing." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

Philipov, Dimiter, "Gender Roles and Relations". Presentation on 18.07.2005 at the IUSSP Side Meeting on DIALOG in Tours.

Philipov, Dimiter (2005), "Squaring the Circle of Work and Parenthood. Presentation of international survey results". Conference on the Demographic Future of Europe. Robert Bosch Stiftung, Stuttgart, 16 November 2005.

#### WSE.STD (Poland)

*Irena Kotowska and Anita Abramowska* (2003): "Reconciliation of paid work and the family in Poland." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

*Irena Kowalska* (2003): "Demographic changes and family policy in Poland: attitudes and behaviour." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

*Magdalena Muszynska* (2003): "Gender, structural conflict and family formation in Poland." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

*I.E.Kotowska* (2004), presentation of the paper "Attitudes of Poles towards a family – selected results of the PPAS study for Poland", seminar of the Government Population Council, March 9, 2004, (in Polish).

*I.E.Kotowska*, "Work and Parenthood". Presentation on 18.07.2005 at the IUSSP Side Meeting on DIALOG in Tours.

Organisation of the seminar "Population policy scenarios up to 2030", on June 17, 2004 devoted to results of the Delphi study for Poland. Experts participating in the study as well as other persons interested in that topic were invited. Altogether 46 persons attended the seminar. The report (in Polish) on results for Poland and other selected countries (Germany, Italy, Lithuania, Romania, Finland) has been sent to participants in advance. Remarks on the report as well as discussions during the seminar have been taken into account to prepare the revised version of the report (finished in October 2004), which will be published in 2005 in Polish under the title: The final report on the Delphi study in population changes and population-related policy, *I.E. Kotowska (ed.), A. Matysiak, A. Domaradzka*.

#### NEINDEI (Netherlands)

*Fokkema, Tineke*, "Family Size: Wishes and Limitations". Presentation on 18.07.2005 at the IUSSP Side Meeting on DIALOG in Tours.

### CBG (Belgium)

Desmet, B. & Van Peer, C (2004). Ouderenbeleid met blik op de toekomst, resultaten van een Delphi studie. Presentation at "Studienamiddag ouderen". 9.12.2004. Organised by CBGS. (Presentation)

Desmet, B. (2005): Bevolkingsbeleid in Vlaanderen: een lange termijn visie aan de hand van een Delphi-bevraging (\*Population Policy in Flanders: long term view on the basis of a Delphi study),\* [www.cbgs.be](http://www.cbgs.be), Bijdragen onderzoek, 14.02.2005.

Schoenmaeckers, R.: Population ageing and its challenges on social policies. Paper presented at the European Population Conference, Strasbourg, 7-8 April 2005.

Schoenmaeckers, R., "Intergenerational Solidarity and Elderly". Presentation on 18.07.2005 at the IUSSP Side Meeting on DIALOG in Tours.

### UMASA.SO.S (Czech Republic)

Ladislav Rabusic and Ales Burjanek (2003): "Active Czech immigration policy and potential public resistance." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

Lucie Vidovicova-Ehrenbergerova (2003): "Image and position of elderly people in Czech society." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

Lucie Vidovičová and Stropnik, Nada (2004): "Attitudes towards Ageing and Family Support of the Elderly in Slovenia and the Czech Republic". Paper presented at the workshop organised by EAPS Working Group on Demographic Change and Care of Older People, INED and LSHTM on "Demographic and social change; implications for support and well-being of older people in Europe", Paris, 1-3 September 2004, 14 pp.

### ESIPRC (Estonia)

The results of the project have been communicated also to general public via article in central newspaper Päevaleht. The DIALOG was briefed to the Social Commission of the Parliament (November 2004) and the relevance of the results for legislative procedures was discussed.

The Delphi publication (methodological report and standard tabulations) was presented at the meeting of Estonian Demographic Association. Also it will be presented to the Ministry of Social Affairs and Bureau of the Minister of Population Affairs.

#### IECOR (Slovenia)

Stropnik, Nada (2003): Attitudes towards ageing and the aged in Slovenia. In Book of Abstracts, European Population Conference 2003, Warsaw, Poland, 26-30 August, 2003, p. 139. (Also: Stropnik, Nada (2003): Attitudes towards ageing and the aged in Slovenia. European Population Conference 2003, Warsaw, 26-30 August 2003)

Stropnik, Nada, and Lucie Vidovičová (2004): Attitudes towards Ageing and Family Support of the Elderly in Slovenia and the Czech Republic. Paper presented at the workshop organised by EAPS Working Group on Demographic Change and Care of Older People, INED and LSHTM on "Demographic and social change; implications for support and well-being of older people in Europe", Paris, 1-3 September 2004, 14 pp.

Stropnik, Nada and Jože Sambt (2005): Parental Leave and Child Allowances: Attitudes, Preferences and Possible Impact. The XXVth International Population Conference, Tours, 18-23 July 2005.

(<http://iussp2005.princeton.edu/download.aspx?submissionId=51958>)

#### NEKUIN (Hungary)

Spéder Zsolt, Partnership and Childbearing. Recent development in Family formation in Hungary „Population and family at the turn of the century”. Előadás a Népeségtudományi Kutatóintézet 40 éves fennállása alkalmából rendezett „Family and population at the turn of the century” konferencián, Budapest, KSH 2003

Spéder Zsolt, Párkapcsolatok és gyermekvállalás Magyarországon. Bethesda Gyermekkorház, Budapest, 2004

Spéder Zsolt, Párkapcsolatok és gyermekvállalás. Előadás a „Demográfiai folyamatok napjainkban” című, MTA székházban szervezett AIDELF konferencián, Budapest, 2004

Spéder Zsolt, Childbearing behaviour in the new EU Member states: basic trends and selected attitudes. Presentation at the „Europe's Coming Generations: demographic trends and social change” Annual seminar of the European Observatory on the Social Situation, demography and Family, Brussels, 27-28 Sept 2004.

### CRSLO (Slovenia)

Majda Cernic Istenic (2003): "Preferences to reconcile family and professional life versus reality in Slovenia." Paper presented at the European Population Conference in Warsaw, Poland, 26-30 August 2003.

Majda Cernic Istenic (2004), "Gender roles in Slovenia: rural and urban citizens' perceptions" Analysis of Slovenian PPA data for the paper presentation at XI World Congress of Rural Sociology in Trondheim, Norway, July 25-30 2004.

### UZUR.IS (Switzerland)

Bertschinger, Alfred: Die Zukunft des Sozialstaates Schweiz. Eine Expertenbefragung. Work on diploma at Sociological Institute, University of Zurich, 2005 (unpublished manuscript).

### Beatrice Manea (Romania)

Manea, B. (2003): paper on "Attitudes towards social and population policies in a changing society: preliminary insights from a quantitative study" presented at European Population Conference, Warsaw, August 2003.

Manea, Beatrice: "The meaning of research: interdisciplinary character and border line themes in Population Studies", Rome, 1-3 December 2004 – Poster and paper. Data from the PPA2 Czech Republic was used to prepare the paper and the poster. The papers might be published in a special issue.

Beatrice Manea sent article to Special Issue of Feminist Economics on "Gender and Change in Central and Eastern Europe" (1<sup>st</sup> of November 2004). The article is under review and the special issue will be published in 2007. PPAS data for Romania and the Czech Republic were used for the paper.

Manea, B. (2004): "The meaning of research: interdisciplinary character and border line themes in Population Studies", Rome, 1-3 December 2004 – Poster and paper. Data from the PPA2 Czech Republic was used to prepare the paper and the poster. The paper is published online: <http://w3.uniroma1.it/scidemo/manea.pdf>

Manea, B. (2005): Paper "Balancing work and family: Western Europe versus Eastern Europe" was accepted for the session 1108, "Eastern and Western Europe: convergence and divergence" at IUSSP conference in Tours, France. The IPPAs database is used for the paper.

Manea, B. (2005): EGSSS (European Graduate School for Social Sciences), May 2005, Telč, Czech Republic – paper presented

Vladislava Stankuniene (Lithuania)

*Presentations at international scientific conferences:*

V.Stankūnienė, A.Maslauskaitė. Assessments of the changing family formation pattern in postcommunist countries. DIALOG meeting. 17-20 April 2005, Viena

V.Stankūnienė. Specific Preconditions of Family Changes in the New Market Economy Countries. Paper presented at the IUSSP conference "XV International Population Conference". Tours, 2005 July 18-25

Maslauskaitė A. Cohabitations in post-communist Lithuania: the case of family modernization? Rethinking Inequalities. 7<sup>th</sup> European Sociological Association Conference, 2005 rugsėjo 9-12 d., Nicholas Copernicus University Torun, Poland.

Jonkaryte, A. (2003), Changing gender roles in society and family in Lithuania, conference "The Second Demographic Transition in Europe", Euroconference on Implications of Family and Fertility Change for Individuals, Families and Society, Spa, Belgium, June 19-24, 2003.

Jonkaryte, A. (2003), Changing gender roles in Lithuania, European Population Conference, Warsaw, Poland, August 26-30, 2003.

Stankuniene, V. (2003), Family policy in Lithuania: assessments and needs, European Population Conference, Warsaw, Poland, August 26-30, 2003.

*Presentations at national scientific conferences:*

Stankūnienė V. Family in the Changing Society. Lithuanian Academy of Science. Vilnius, May, 2005.

Stankūnienė V. Demographic Crisis as Indicator of Social Deteriorations. Seminar, Siauliai University, March, 2005

Stankūnienė V. Demographic Situation in the Changing Society. Seminar, Vilnius, December 2004.

Stankūnienė V. Demographical Changes in Lithuania: Impacts on Population Policy. Seminar: Challenges of Demographical Crisis. Vilnius, May 2004.

Stankūnienė V. Demographic Crisis as a Indicator of Social Deteriorations. Seminar: Lithuania's Development: Economical Progress and Social Deteriorations. Vilnius, December 2004.

Maslauskaite A. What's behind the Family Changes? Seminar: Challenges of Demographical Crisis. Vilnius, May 2004.

Maslauskaite A. Gender, Care and Opportunities of Welfare Capitalism in Lithuania. Seminar: Lithuania's EU accession process and it's Impact for Lithuanian Women. Kaunas, October 2004.

Mikulionienė S. Is the older generation otiose? Challenges of Demographical Crisis. Vilnius, 13 May 2004.



## VI. REFERENCES AND BIBLIOGRAPHY

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#### WP1

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Hoehn, Charlotte; Mackensen, Rainer (1980), "Determinants of Fertility Trends: Theories Re-examined". IUSSP: Liege

Kamaras, Ferenc; Kocourkova, Jirina; Moors, Hein (1998), "The impact of social policies on reproductive behaviour", In: Palomba and Moors (eds.), loc.cit., p. 242-263

Kinsella, Kevin; Velkoff, V.A. (2001), "An Aging World: 2001", US Census Bureau, Series P95/01-1, Washington DC: Government Printing Office

Klijzing, Eric; Corijn, Martine (eds.) (2002), "Dynamics of fertility and partnership in Europe", Vol I and II, UNFPA: New York and Geneva

Kohler, Hans-Peter (2001), "Fertility and Social Interaction: an Economic Perspective", Oxford University Press

Kohler, Hans-Peter; Billari, Francesco; Ortega, J.A. (2002), "The emergence of lowest-low fertility in Europe during the 1990s", In: *Population and Development Review*, 28, 4, p. 641-681

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Palomba, Rossella; Moors, Hein (eds.) (1998), *Population, Family and Welfare. A Comparative Survey of European Attitudes*", Vol. 2

Pinnelli, Antonella; Hoffmann-Nowotny, Hans-Joachim; Fux, Beat (2001), "Fertility and New Types of Household and Family Formation in Europe", (Population Studies No. 35), Council of Europe: Strasbourg

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## WP2

Avramov, D., 2002, *People, Demography and Social Exclusion*, Population Studies No 37, Council of Europe Publishing, Strasbourg.

Avramov, D., and Cliquet, R., 2003, *Economy of Time and Population Policy: Rethinking the 20<sup>th</sup> Century Life Course Paradigm in the Light of Below-replacement Fertility*, *Zeitschrift für Bevölkerungswissenschaft*, 28 (2-4): 905-938.

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Callens, M., 2005, *Regression Modelling of Cross-National Data with an Application based on the Population Policy Acceptance Survey*, BUBE-Materialen, Bundesinstitut für Bevölkerungsforschung, Wiesbaden.

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Cliquet, R.L., Debusschere, R., Deven, F., Delmotte, G., Van Maele, C. and Wijewickrema, S., 1983, *Gezinsvorming in Vlaanderen, Resultaten van de Nationale Enquête Gezinsontwikkeling 1975-1976 (NEGO-III)*, C.B.G.S. Rapport 58, Brussel.

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## **2. Final Report of the associated partner Cyprus**

### Final Report: Cyprus

The contract on data sharing and on confidentiality between project co-ordinator and Cyprus was signed by Charlotte Hoehn and exchanged with the representative of Cyprus (Georgia Loizia, Inter College, 46 Makedonitissas Ave., P.O. Box 24005, 1700 Nicosia, Cyprus). at the 4<sup>th</sup> Consortium meeting on 27<sup>th</sup> September 2004 in Bled.

The DIALOG project was undertaken and funded by Inter College, which is the largest private institution of tertiary education in Cyprus. Cyprus participated in this project as a silent partner and took part in three workpackages (WP2, WP3 and WP4).

### WP 2 - PPA (Study for the Formulation of Demographic Policy Proposal for Cyprus)

The survey on demographic attitudes in Cyprus was held in October- November 2001 and has covered all Cypriots of reproductive age. It was based on a sample of 1163 persons between the ages 20 and 45, classified by district, urban/rural residence, and gender, in proportion to the size of the population for each of these characteristics. The survey was conducted through personal interviews. The aim of the survey was twofold: to get a general picture of the perceived demographic situation/problem in Cyprus and to identify those socio-economic factors and other demographic variables that may impact the potential for having children – and in general, the attitude of Cypriots toward having children.

### The main results of the survey may be summarised as follows:

The mean number of children Cypriots (between the ages of 20-45) would like to have is 2.6.

The 'ideal' number of children families should have was reported to be 2.9 on the average;

A family was considered to be 'large' if it had on average 4.4 or more children.

The major factors which were given for women nowadays to have fewer children than in previous generations were, in order of importance, the following: the financial burden of raising children, the economic setback and consequent increase in unemployment, the increasing number of women working outside the home, people's wish to live more comfortably, the desire for independence and personal advancement, the fear of problems related to raising children, and increasing divorce rates. Other factors such as

insufficient child-care facilities, poor housing conditions, abortions, urbanization, and overpopulation were considered to be of less importance.

The level of education and place of residence (urban or rural) were proven to be the most significant variables in explaining the degree of desirability for more or fewer children. The more educated would like to have fewer children while those in rural areas desire more children as compared to urban dwellers. Concomitant to education, important factors in deciding to have more or fewer children were personal, social satisfaction and career considerations.

Financial incentives were reported to be most important in having, looking after, and raising more children, as compared to non-financial incentives. The most important financial incentives given were (in descending order): free medical care, lower income tax for people with dependent children, a substantial decrease in the cost of education, providing an allowance at the birth of each child, or/and an allowance for families with children based on family income.

The majority of those interviewed rated government policies regarding the family as satisfactory. Moreover, it was reported that the government pays more or less the same attention to issues of child care now, as before. As for the services that should be provided by the government in order to improve the welfare of its people, as well as to encourage more children, 'providing adequate health care for all' was rated first, followed by "taking care for the elderly", and "providing opportunities for women to combine employment outside the home with raising children".

On the average, respondents were reported to be conscious of population problems in Cyprus and would like to see the population increase. Nearly 90% rate the declining number of births as something bad/or very bad, and 85% of the people view the increasing number of couples who decide to remain childless, as bad or very bad.

The traditional values of the family still persist to a very large extent in Cyprus. Marriage is not seen to be an outdated institution by 88% of the respondents, and 95% agree that it would be a good thing if more emphasis was placed on family life. Cohabitation, although it exists on a very small scale, was preferred only by 11% of respondents – provided it would be followed by marriage! Unmarried cohabitation, with no intention of getting married, was preferred by only 3%. Moreover, 81% agreed that people who want children ought to get married. Lastly, nearly 90% of respondents agreed or strongly agreed of always enjoying having children near them, and 81% stated they would be happy or very happy if they were a good mother or father, with 68% believing that they could not be really happy if they had no children.

### WP3 Delphi Study

The Delphi Study in Cyprus started in mid-December 2003 and was completed during the first week of March 2004. The panel consisted of 16 participants: 10 men and 6 women. The interviews comprised of a highly diverse set of experts from all sectors of economic, social, cultural, local and religious life. Panellists contributed with their knowledge, expectations, dreams and creativity in the design of scenarios addressing population policies and more specifically concentrating on the issues of ageing, family and fertility and gender roles.

An analysis of the three rounds led to the realization that a high degree of consensus existed amongst the experts of the study regarding their expectations, their dreams and opinions concerning population issues in the areas of ageing, gender roles, family, and fertility. This high level of similarity that was obtained from participants' responses led to the design of 4 scenarios. Scenario 4 was the product of the most popular policy objectives plus key success factors in the areas of ageing, gender roles, and family and fertility, that were obtained by participants in the first 3 rounds. An analysis of the final round revealed that 8 of the participants showed a preference for scenario 3 ("A moderate view of society"), 4 participants selected scenario 2 ("In favour of conservatism"), while scenarios 1 ("Towards an open-minded society") and 4 ("Society and its dynamics") were chosen by 2 participants respectively.

*Scenario 1* is basically family-, economy- and policy-oriented and does not offer suggestions for solving problems in the short-run. This scenario offers the possibility of rectifying mistakes of the past. The scenario is concerned with: a. the social integration of the old people, b. the transformation of the prevailing mentality towards gender equality and the participation of women in decision making centers, the raising of fertility rates and c. the reinforcement of child care services infrastructure, and the better communication between spouses.

*Scenario 4* is family- and policy-oriented. It highlights the welfare and the general position of the elderly in society. In terms of gender roles the scenario points out to the new trends in the working world that demand a constructive and functional combination of family life and labour. The family and fertility issues concentrate on the increase of the birth rate and the improvement of the families' quality of life.

*Scenario 3* is family- economy- and policy oriented. This scenario concentrates on the functional policies and on the formation of a positive climate that could promote the welfare and the general position of the elders in society. The issue on Gender Roles emphasizes the importance of a balance between family life and working life, and the

elimination of gender stereotypes in the working place. The theme on Family and Fertility deals with the increase of the birth rate and the improvement of the quality of family life.

*Scenario 2* is economy- policy- and family oriented. This scenario is concerned with the rise of pensions so as to offer the aged a life with more dignity and less-dependence on their children. Regarding Gender Roles the scenario underlines the expansion of the institution of whole-day schooling in order to give the opportunity to more mothers to apply for better jobs in the labour market and the social upgrade of the role of women as mothers. In relation to the Family and Fertility thematic this scenario concentrates on the raising of fertility rates and the increase of child allowance.

The majority of the experts had reached consensus regarding population trends in Cyprus. In particular, an analysis of the graphs, as well as the preferences and expectations of the Delphi participants, points to the fact that the majority of the respondents was aware of the population problems and would like to see the population increase. Additionally, participants expressed a strong wish for an increase in female activity rates, as well as in the educational attainment level of women. Moreover, 90% of the respondents stated that the onset of the first born should be postponed to a later age, and more specifically to the age of 26-27.

Finally, the high consensus of the experts' attitudes, dreams and expectations regarding the demographic phenomena and population trends in Cyprus, could be attributed to the strong family values that still persist in Cypriot society. More specifically, despite the increasing modernizing influences which have had a great impact on the size of the family in the last decades, the traditional values and roles of the family unit greatly determine fertility decisions and act as a strong influence on the demographic trends on the island. A lot of emphasis is still placed on the importance of marriage and family life.

#### WP 4: Social and Population Policy Systems in Cyprus (1990-2002)

##### *Family-related social policy system in 1990-2002*

Family structures are changing in Cyprus. Although family ties are still strong, they are weakening as a result of urbanization, new technology, higher divorce rates and increasing participation of women in the labour market. Generally speaking there is no explicit population policy at the moment in Cyprus. Nevertheless, the government pays a lot of attention to family policy and the pension system. For instance, a child allowance scheme was implemented for all families in 2003. Among other things, there is an increasing demand for social support and new forms of formal care for dependent family members. Cyprus has an effective social protection system, which ensures satisfactory



living standards for its residents. Prevention at all levels is at the core of all governmental and non-governmental policies. The Social Welfare Department is the official authority for policy-making, promotion, control of standards and coordination as regards family support services. Furthermore, the Government has been operating a scheme encouraging NGOs to develop family support programs and services on a local level.

The benefits that the Cypriot government gives for marriage and parenthood (2000-2002) are: 1. Marriage Benefit (to every insured woman on her wedding), 2. Birth Benefit (upon the birth of a child, in cases of miscarriage after 28 weeks of pregnancy), 3. Maternity grant (provided to entitled insured pregnant women for 16 weeks), 4. Child Allowance (income support for large families, 4+ children). There are also: maternity leave, parental leave and child care leaves.

#### *Work-Related Social Policy System in 1990-2002*

Employment policy and programmes are designed and adopted within the framework of the overall national economic and social policy as outlined in the government's Development Plans. One of the basic objectives of the Plans is to encourage the full productive utilization of human resources in conditions of full employment.

Unemployment benefit is granted to employees who are registered with the state social insurance fund. It is composed of a basic as well as an additional benefit. The weekly amount of basic benefit should be equal to 60% of the average weekly social insurance contributions.

Additional social security transfers besides work-related social security, include the public assistance that may be provided in the form of money or services depending on individual needs. Special categories of vulnerable people are entitled to public assistance even if they are in full-time employment (i.e. persons with disabilities, single-parent families, families with four or more children, families in high risk of dissolution).

#### *Social Policy System Related to Gender Roles in 1990-2002*

Government policy on gender equality has been expressed through measures aiming at a legislative framework to combat discrimination, the provision of an infrastructure for childcare facilities, relevant institutional mechanisms and improving women's participation and status in economic activity and to reconciling work and family life. Special emphasis has been given to raising women's employment rates.

#### *Social Policy System Related to Ageing in 1990-2002*

The key objective of the services given to the elders is the promotion of independent social functioning, for as long as possible, within the family and the community at large. Older persons may be provided with home-care and day-care at a local level. Residential care is used only when other solutions are not sufficient to meet individual needs on a 24-hour basis.

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