

Inclusive and effective poverty reduction: the case for targeting all age groups in European Union development

Priority actions for the European Commission
HelpAge International and Save the Children Europe Group
September 2004



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HelpAge International
PO Box 32832, London N1 9ZN, UK
Tel: +44 20 7278 7778
Fax: +44 20 7843 1840
Email: hai@helpage.org
Web: www.helpage.org

Save the Children Europe Group
Rue Montoyer 39, 1000 Brussels, Belgium
Tel: +32 2 512 78 51
Fax: +32 2 513 49 03
Email: savechildbru@skynet.be

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Summary

'The policy responses to the commitment to halve severe poverty by 2015 do not recognise that generations live together and support each other; the poverty of older relatives will impact on the poverty of the younger ones, and vice versa.'¹

Children and older people make up a substantial and growing proportion of the poor living in developing countries.² This paper presents arguments and recommendations for the European Commission to deliver on its international commitments to children and older people.³ Save the Children and HelpAge International are calling on the European Union (EU) to implement inclusive and intergenerational policies that will further the EU's strategic aims for development and human rights compliance.

Currently the absence of inclusive strategies results in the effective marginalisation of children and older people from development benefits. Inclusive development practice involves looking beyond sectors, and points instead towards understanding the relationships, contributions and reciprocal arrangements that are at the heart of each family and community. Intergenerational strategies and mechanisms that include age as well as gender-disaggregated poverty analysis, and also take into account children and older people, are necessary. This dual approach will ensure that EU programmes are properly inclusive of all social groups across the whole age spectrum.

The paper argues that development policy and practice needs to clearly address and support intergenerational connections between children and older persons at household and community level. The paper demonstrates the scale and depth of child and old age poverty, explores how poverty is transferred between generations, and emphasises the interdependence of young and old. It outlines nine priority areas where action is needed to ensure that inclusive approaches to poverty reduction, civil society participation, sustainable development and human rights compliance are at the heart of the delivery of EU development policy.

Specific recommendations to the European Commission are made in relation to policy and funding and in relation to existing commitments of the European Union to children and older people. Appendix 1 summarises the relevant international human rights framework, Appendix 2 outlines the mandate behind the European Union's commitments to children and older people, Appendix 3 details the policies of the European Commission relating to children and older people and Appendix 4 reviews European Parliament support for children and older people.

1. HelpAge International, *State of the world's older people 2002*, London, HelpAge International, 2002, p.12

2. *Chronic Poverty Report 2004-5*, London, Chronic Poverty Research Centre, 2004, also at www.chronicpoverty.org, May 2004

3. The definition of children is 0-18 years and the definition of older people is 60-plus years unless otherwise stated.

The context

The Millennium Development Goals

The Millennium Development Goals (MDGs) will remain elusive unless development analysis and pro-poor investment explores, supports and targets the assets, as well as vulnerabilities, of all poor people, including children and older people. Any policy that fails to take into account children and older people's rights, views, needs and contributions will fail a substantial proportion of citizens in any developing country. It will also compromise the overall aim of poverty reduction within the human rights framework. All UN member governments, including the European Union member states, are responsible for the implementation of the agreed international human rights commitments.

Inclusive policies and human rights

People of all ages, including children and older people, have the same right to benefit from development. Inclusion is a right enshrined in international instruments, including the Universal Declaration of Human Rights, the UN Convention on the Rights of the Child and the Madrid International Plan of Action on Ageing. These rights are linked to commitments to non-discrimination and their accompanying bodies of law. Across the life course there are important connections to be made between the rights, aspirations and possibilities of persons of all age groups and the achievement of internationally agreed Social Summit goals of equity, social integration and pro-poor development policies.

Children and older people are particularly vulnerable to poverty and social exclusion, but are often overlooked and ignored in anti-poverty, rights and development programmes. Their specific rights and needs, their connections and interdependence at community and family level must be acknowledged if these programmes are to reach their objectives. This is why inclusive approaches to poverty reduction, civil society participation, sustainable development and human rights are necessary to take forward European Union development policy and related international development targets.

Currently the European Union has identified certain cross-cutting issues to be mainstreamed. All programmes are supposed to address poverty reduction, gender equality, the environment and human rights in support of all social groups. The problem is that children and older people are not benefiting enough from these mainstreaming commitments. More efforts must be made to include all social groups in poverty reduction initiatives and in all mainstreaming approaches.⁴

4. There are a number of studies that question the effectiveness of mainstreaming. For instance, a recent study by Aprodev and One World Action on mainstreaming gender in EU policies finds that mainstreaming is 'more an idea than a reality'. Save the Children's recent study *Invisible Children?: Towards integration of children's rights in EU and member states development cooperation policy* comes to the same conclusion when it comes to children's rights. Even though children's rights have been identified as one of the thematic areas along with human rights, gender and environment, to be mainstreamed in the EU's development policy, children's rights are surprisingly and notably absent in action programmes, regulations and Country Strategy Papers.

Poverty across the age spectrum

Child and old age poverty

Addressing the poverty and associated rights violations of children and older people is urgent. Some 600 million children and 100 million older people live below the dollar-a-day baseline.

In a number of developing countries children constitute a large proportion of the population. In Latin America and the Caribbean, children aged under 18 make up 43 per cent of the population living below the dollar-a-day poverty line. Worldwide, in 2000, more than 10 million children under the age of five died, mostly due to preventable causes such as pneumonia, diarrhoea, measles, malaria, HIV/AIDS and malnutrition. In developing countries 30,000 children die every day and 183 million are malnourished.⁵

As women and men age, they face spiralling debt, hunger, isolation and destitution. Old age brings with it reduced capacity for work, as well as difficulties in accessing healthcare and other essential services, increasing the likelihood of older people becoming and remaining poor. Those over 70 face greater poverty than other age groups. Those over 80, who are predominately female, are at greatest risk of multiple chronic deprivation.

As a percentage of the global population the proportion of people aged 60 years or older is projected to more than double, from 10 per cent in 2000 to 21 per cent in 2050. This is due to decreasing fertility and mortality rates and lengthening life expectancy, with growth most rapid in developing countries. By 2015, 62 developing countries will increase their older population by more than half, and by 2050, nearly 80 per cent of the world's older population will be living in less developed countries. Poor older women will continue to outnumber poor older men.

Comparisons between households with and without older people show that, almost without exception, poverty rates in households with older people are up to 29 per cent higher than in households without.

Poverty reduction mechanisms are needed that disaggregate data by age as well as by gender, and that clearly target children and older people. This is because children and older people bear the heaviest burdens of poverty and are often powerless to change their situation.

Intergenerational poverty

Work on chronic poverty⁶ and overall poverty monitoring at national level demonstrates that older people and children in their care figure among the chronically, 'hard core' poor. A forthcoming World Bank study of 15 African countries indicates that the poorest households are those with older adults, and that those households headed by older adults with young dependants are at most risk of chronic poverty⁷.

In many households children and older people depend on each other. People aged over 55 head nearly one in three households in West and Southern Africa⁸. In 66 per cent of these households older people care for children. Older people have always cared for young children while parents are working, and their nurturing role is expanding rapidly. In communities affected by HIV/AIDS, or where large numbers of adults migrate to the cities in search of work, older people are taking sole responsibility for bringing up children. Many of these households are reliant on older people's income and are among the very poorest.

5. M van Reisen, *Invisible Children?: Towards integration of children's rights in EU and member states' development policy*, Save the Children, 2003

6. M Gorman et al., *Chronic poverty and older people in the developing world*, University of Manchester, Institute for Development Policy and Management Centre on Chronic Poverty, 2002

7. K Subbarao, *Preliminary results of a research study on living conditions among older persons and the role of social protection in 15 countries of Africa*, World Bank, April 2004

8. F Clark et al., *Ageing and Development* 16, p.6-7, HelpAge International, 2004

Research is already classifying extreme poverty in old age as an intergenerational phenomenon⁹. Intergenerational transmission of poverty can involve not only a 'private' transmission of resources from older generations of individuals and families to younger generations, but also 'public' transfers of resources from one generation to another. Family composition, social inequalities and discrimination together determine poverty outcomes. Poverty at household level, and poverty of primary carers, who may be very old, remains one of the prime causes of lack of early childhood development, malnutrition and of transmission of poor nutrition and health.¹⁰

Poverty experienced in childhood may well deepen with age, and older carers may bequeath poverty to their dependants. Intergenerational patterns of poverty are often set in early childhood, with the lack of education, health care and nutrition in early years bearing out its consequences in later years. Acquiring education, employment and social opportunities and maintaining good health is often impossible at a later stage in life. There is also greater risk of serious and chronic illness, made worse by poor services and the absence of social protection mechanisms for the poor throughout the life cycle. Similarly, threats and shocks experienced throughout the life course (such as loss of employment, natural and manmade disasters, disability and illness) impact on economic and social wellbeing in later life.

Children and older people's role in poverty reduction

It is important to acknowledge the role of children and older people in poverty reduction. Despite their poverty and vulnerability, children and older people have important roles within their communities, and, if supported and empowered, can contribute to their families' and communities' poverty reduction. This contribution is unfortunately often disregarded or misunderstood. Children and older people are rarely included, if at all, in Poverty Reduction Strategy Papers (PRSP), Country Strategy Papers (CSP) and their related civil society participation processes. People under 15 and over 65 years old are counted as 'dependants' in dependency ratio calculations, an approach that fails to capture the contributions they make to household labour, income and survival.

Children make a major contribution to the community, on their own, within 'traditional' households, or as part of a family business. Boys, but more usually girls, carry out a considerable portion of family chores, domestic tasks, childcare, some forms of agricultural work, and the tending of animals. This contribution frees other members of the family to take on paid work outside the home but never figures in economic analyses.¹¹

In the same way older people's contributions to the household tend not to be recorded and they can too easily be characterised as economically unproductive, dependent and passive. A range of studies are beginning to chart how, in the main, older people are net contributors to family and community, providing income support, family care, and material assets.

With both children and older people it is important not simply to focus on vulnerability, but on capacity, and develop programmes that acknowledge and build on strengths and possibilities, rather than a focus on being 'victims'.

Supporting interdependence between young and old

Tailoring policies and programmes to support and develop existing interdependence between young and old can yield positive results. Experiences in Mozambique and Sudan for example, demonstrate how support to older people as carers and educators of vulnerable children, including those orphaned by HIV/AIDS, delivers tangible benefits for the children, their carers and the wider community.¹² Experiences in mother and child health programmes in Senegal that focus on older

9. M Gorman et al.

10. Grow Up Free From Poverty Coalition, *80 Million Lives: Meeting the Millennium Goals in child and maternal survival*, London, Grow Up Free From Poverty Coalition, 2003, p.63

11. M van Reizen

12. HelpAge International/International HIV/AIDS Alliance, *Forgotten Families: older people as carers of orphans and vulnerable children*, UK, HelpAge International/International HIV/AIDS Alliance, September 2003

women as educators of pregnant women are demonstrating remarkable progress in the achievement of the maternal health MDG target.¹³

Considerable evidence demonstrates that a failure to invest in early childhood development can have long-term negative consequences in later years. Investing in early childhood development contributes to breaking poverty cycles and has an impact on a wide range of social issues.

Addressing the specific rights and contributions of children and older people requires acknowledgement of the links between young and old. These links have existed traditionally, and, when supported, contribute to families and communities' coping mechanisms.

The growing numbers of children and older people require policy and programme responses that are intergenerational in nature and acknowledge the contributions of both groups to poverty reduction and development processes. Intergenerational analysis of poverty would be helpful to increase understanding of the relationship between the role of older and younger people at household level and achievement of the MDGs. Effective long-term poverty reduction programming also requires greater attention to intra-household relations and improved poverty targeting at the household level.

Taking forward inclusive approaches

The application of policy commitments on inclusive and rights-based approaches to poverty reduction and human rights compliance needs to be comprehensive. It requires strategies and actions to include all people regardless of social status, age, gender, ethnic origin, political belief, religion, ability or perceived disability. Discrimination and exclusion also need to be tackled by legislation. By tackling 'exclusionist' practices those presently 'on the margins' or 'outside' will have more control over their lives, and the social and economic framework of a country will benefit.

Policy and legislation need to be accompanied by strategic implementation programmes. The EU is concerned about how to make a reality of its commitments to gender equity and children's rights, and it is prepared to consider policy and practical instruments to take forward its commitments to children, minorities, disabled people and older people. The challenge will be to ensure that these instruments are used in a practical way at country level to achieve inclusion and intergenerational approaches and are reflected in the profile and working practices of the European Commission. The revision processes underway of national poverty programmes, PRSPs and CSPs is a key opportunity for this to happen.

Consultations with children and older people, analysis of their poverty, and appropriate responses to support them to develop capacity to contribute to solutions should be made explicit and transparent in future poverty policies and programmes, especially within PRSPs and MDG action programmes. Further analysis of existing household data – disaggregated by age and sex – as well as new research is required to improve understanding of the poverty profile of children and older persons.

13. J Aubel et al., 'Strengthening grandmother networks to improve community nutrition' in *ender and Development*, Vol. 9 No. 2, July 2001

Priority areas for action

1. Ensure food security for children and older people

Poverty remains one of the prime causes of hunger, malnutrition and of intergenerational transmission of poor nutrition and health.¹⁴ Food insecurity is closely connected with the chronic poverty of older people; research is demonstrating the extent of chronic hunger and absolute lack of food for older people and their dependants. There is considerable evidence of the long-term and intergenerational effects of poor nutrition and lack of food. Food insecurity in old age affects the food security of older people's dependants. To achieve food security of rural and urban households, children and older people must be supported to ensure equitable availability, stability, access to and utilisation of safe and nutritious food for all household members.

Nutrition is both one of the most crucial 'inputs' to children's survival and development, and an area where damage in early childhood can have some of the most significant effects on an individual's well being, and that of the next generation. Households comprising older people and children, such as those affected by HIV/AIDS, are already identified as food insecure; targeted action is required to support such households.

2. Ensure free and equal access to health services for children and older people

Healthcare is a basic right for everyone. Yet, every day 35,000 children die from preventable diseases. Without access to healthcare, millions of children will never break the cycle of poverty. Older people put maintaining their health and access to health services at the top of their priorities, yet recent World Bank studies in Africa point to the absolute failings of health services to deliver health care to older people.¹⁵

Access to health care is often denied older people due to discrimination, lack of purchasing power and information, physical isolation, limited mobility, lack of government resources and the inability of older people to advocate for their rights.¹⁶ Old-age based health care 'rationing' is commonplace. Chronic conditions are often put down to 'just old age' and treatment is often seen as a waste of resources.¹⁷

Increasing long-term investment in free, quality healthcare and ensuring equal access for all age groups will help deliver the right to health for all and contribute to breaking intergenerational chronic poverty cycles.

3. Address the impact of HIV/AIDS on children and older people and acknowledge the role of older carers and educators

Strategies to tackle HIV/AIDS must include a focus on HIV/AIDS infected and affected children and older people. Older people are heads of HIV/AIDS-affected households, carers, counsellors and educators. They are also at risk of infection themselves.¹⁸

In 2001, at least 580,000 children died of AIDS, and an estimated 800,000 children under 15 were infected by HIV.¹⁹ Younger children and older people are often excluded from HIV/AIDS education campaigns. AIDS awareness work tends to be youth oriented, using language and methods that may not be appropriate for younger and older age groups.

The rates of HIV infection among older age groups are hidden in current data sets where statistics are only compiled up to the age of 49. In many cases, HIV remains undiagnosed in older people because of the assumption by health workers that they are not sexually active or otherwise at risk.

14. C Harper et al., *Enduring poverty and the conditions of childhood life course and intergenerational poverty transmissions*, Save the Children, 2003, p10

15. K Subbarao

16. HelpAge International, London, 2002, *State of the world's older people 2002*, p.45 and p.63

17. HelpAge International, *Tackling older people's poverty*, Annual Review 2001/2002, London, HelpAge International, 2002

18. HelpAge International/International HIV/AIDS Alliance

19. *Grow up free from poverty*, Development Dialogue Team, 2001

However, older people are at risk of HIV infection through being sexually active, through contaminated blood transfusions, and through exposure to secondary infections of HIV-related illnesses by caring for infected household members. Older people are at risk because they lack knowledge about the causes, transmission and prevention of HIV and of AIDS and are routinely excluded from HIV awareness and educational campaigns.

The last ten years have seen a dramatic increase in the number of children living without their parents due to HIV/AIDS. Many of these children become dependent on their extended family, often already over-burdened and in poverty. With the death of adult sons and daughters, older people are left as the sole carers of their orphaned grandchildren.

Over 60 per cent of orphans and vulnerable children are living in grandparent-headed households in Namibia, South Africa and Zimbabwe, and over 50 per cent in Botswana, Malawi and Tanzania. In Ethiopia 68 per cent of adults who died from HIV-related illnesses left orphans in the care of their older parents.

Older women and men must be acknowledged and supported as carers of infected household members and children orphaned due to HIV/AIDS.²⁰ Given an enabling environment, research and practice demonstrates that older people are key contributors to rolling back the HIV pandemic in line with MDG Goal 6, as carers and educators and as providers and counsellors.

At the same time, the number of street children and child-headed households has risen significantly. These children are left to take on adult responsibilities, such as caring for their siblings and working for the family's survival, while being denied the caring they themselves need. Moreover, their rights to education, adequate health, protection from violence and family life are all jeopardised. Children can play a vital role in educating other children, as well as reducing stigmatisation and increasing gender sensitivity among peers.²¹

Community-based resource systems that target children and their carers need to be supported, since they often form the first line of support for orphans and vulnerable children.

4. Provide free and quality basic education for all

Lack of education is both a consequence and a cause of poverty. The second Millennium Development Goal states the commitment to ensure primary education for all children by 2015. Education across the life course increases chances of employment and improves poverty outcomes for children and older people.

At least 130 million children, two-thirds of whom are girls, are still denied their right to education. Research has shown that people completing primary school could expect to earn 50 per cent more in their first job than those who had not done so.²² A failure to invest in children's, and girls', education will result in continued poverty and undermine development efforts. Further resources are needed to deliver basic education to all children.

Of the 960 million people in the world who are not literate, 700 million are women. Many older people, especially women, lack basic literacy and numeracy skills because they were denied education when young. The failure to invest in adult learning programmes means that they are also denied their right to educational opportunities when older. Poor older people often lack the basic citizen documentation required to access any benefits and entitlements that may exist for them, and poor education restricts their employment possibilities and chances for skill development to help increase income.

20. *Africa's orphaned generations*, UNICEF, 2003, p.14, *Children's rights: a second chance*, Save the Children, 2001 p. 26 and *Forgotten families; older people as carers of orphans and vulnerable children*, HelpAge International/International HIV/AIDS Alliance, 2003, p.20

21. Save the Children, *Children's rights: a second chance*, Save the Children, 2001, p.85-86

22. C Harper et al., p.13 and p.15

Findings reported by the United Nations Development Programme (UNDP) derived from ECLAC studies in Latin America show that education deprivation among older adults slows down progress towards reaching the MDGs.²³ Illiteracy rates among older women in some countries of Latin America²⁴ are as high as 60 per cent. This situation further challenges the achievement of educational targets for children, as older people increasingly take on the tasks of caring for school-age children because of HIV/AIDS and migration patterns of the middle generations. Their role as providers as well as educators is compromised by their own lack of literacy skills.

Along with increased commitment to basic education provision for children, adult learning programmes that include basic literacy are urgently needed.

5. Ensure that responses to emergencies are sensitive to, and address, the specific vulnerability and contributions of children and older people

Children and older people are disproportionately vulnerable during and after disasters. The impacts are many and varied. For children these include loss of life (over two million children killed in war since 1990), injury (six million injured as a result of conflict), displacement (more than 22 million driven from their homes), abuse and exploitation, separation from family (over one million orphaned or separated), violence and sexual abuse, recruitment into armed forces, psychological trauma (10 million suffering serious psychological trauma), increased vulnerability to HIV infection, starvation and malnourishment.²⁵

Older people face displacement, abandonment, misunderstanding, invisibility and poor and inaccessible services. Older people may not make it to camps, through weakness or preference or both; they may be poorly educated, have little or no family to support them and lack basic protection mechanisms, including identity papers. Older people may find themselves in the protector's role, caring for the offspring of a generation decimated by conflict, migration and disease. They are routinely left out of reconstruction and rehabilitation programmes, despite their potential contributions to reconstruction and peace building.²⁶

Targeted support for all age groups in emergency situations reinforces different generations' contributions to families' and communities' survival. Supporting children and older people in emergencies may entail special services and protection policies to uphold and further the rights of both age groups in conflict and humanitarian emergency situations.

Support should also ensure that children and older people have equal access to vital services. If this does not happen the vulnerability of both age groups, rather than their capacity to contribute, is enhanced. Children and older people need to be included in the planning and delivery of services that are directed to the wider community so that they have proper opportunities to support each other, and participate fully in rehabilitation efforts. The needs of children and older people should be visible in all rescue plans, rehabilitation processes and peace settlements.

The recently revised Sphere guidelines provide a useful framework for improved targeting of older and younger age groups.²⁷

6. Deliver gender equity and empower girls and women of all ages on an equal basis with men and boys

The third Millennium Development Goal is to 'promote gender equality and empower women'. Girls and older women, many of whom are widows, are among the poorest and most vulnerable groups in developing countries. While the EU has progressed in its policies to promote gender

23. E Zepeda, *The MDG agenda: including older persons in anti-poverty strategies*, UNDP BDP/Poverty Group, presentation at the Ageing and Poverty Workshop, Tanzania 2003

24. *Los adultos mayores en America Latina y el Caribe, datos e indicadores 2002*, Economic Commission of Latin America and the Caribbean (ECLAC)

25. International Save the Children Alliance, *Child protection in complex emergencies: an analysis of law and practice*, International Save the Children Alliance, 2002

26. HelpAge International/ECHO/UNHCR, *Older people in disasters and humanitarian crises: guidelines for best practice*, London, HelpAge International/ECHO/UNHCR, 2000

27. www.sphereproject.org

mainstreaming, implementation remains weak, and specific attention to older women is generally absent.

Poverty exposes girls and older women to discrimination and human rights abuse. Girls and young women are 50 per cent more likely to contract HIV than boys and young men, mainly due to harmful and exploitative forms of work. In some countries older women are subject to witchcraft accusations and associated violence. Older people in all regions report land grabbing, harassment, human rights abuses and difficulties in obtaining legal redress. The necessity of girls and older women to contribute to household survival often deprives girls of possibilities to go to school and can directly lead to their engagement in harmful work; older women are forced to work until physically unable to do so.

Throughout the life course women often suffer physical and mental abuse. They are also likely to suffer from chronic health problems as a result of multiple and early child bearing. Older women are frequently sidelined from mainstream gender programmes and left to struggle alone with their key household roles. These include providing income (often through farming), looking after grandchildren, and caring for sick and very old family members. Research demonstrates that despite poverty and discrimination, older women adapt readily to change and are able to respond creatively to new opportunities for income generation. They are more likely to be part of social groupings, which can reinforce support through development interventions. Protecting and building up the assets of older women can result in asset accumulation among younger generations. Older women both deserve, and have a right, to be included in gender mainstreaming efforts.

Including women and girls of all ages in development outreach and human rights programmes should form an essential element of the EU's gender mainstreaming approach.

7. Ensure the right to participation of all children and older people in civil society consultation processes

Both children's rights organisations and older people's civil society groups are not currently well represented in CSP and PRSP consultation procedures. Both the EU and developing country governments need to ensure that all segments of society are included in these processes, and that the young and old are specifically supported to contribute to those national consultations they have the right to be involved in.

Barriers to participation are sometimes enshrined in law and are sometimes a matter of custom. Alongside the poorest, the contributions and voices of the age groups that are rarely heard – the children, oldest old, adolescent girls and older women – need to be sought out. Affirmative action needs to be taken by governments and policy makers to ensure systematic application of participatory working principles to ensure that all age groups are participating in the consultative processes they are entitled to take part in.

Not consulting children and older people is a denial of their right to participate in processes that affect them directly. It can also lead to costly mistakes – when planners fail to take into account the needs, interests and views of children, in the siting of a school, or health centre, or the needs of older people in the choice of drugs for a subsidized health scheme.

Policies must reflect both the needs and rights of older people and of children; this will allow both groups to be subjects and holders of rights, and become empowered and less dependent. They should be recognised as contributors to their own and their community's development. The EU must ensure that children's and older peoples' concerns and contributions are reflected and included in the consultation processes with civil society, especially in relation to the development of Country Strategy Papers.

8. Deliver and resource adequate social protection for children and older people

Evidence shows that investment in education, health, cash transfer benefits and safety net programmes for older people impacts positively on the livelihoods and coping mechanisms of children and their carers, many of whom are older women. Social budgeting is an important

mechanism to estimate cost, feasibility and pro-poor impact of putting resources into social protection.

Research demonstrates that small amounts of regular cash income have real poverty-reducing impacts for the poorest older people and their households. Studies in Brazil, India, South Africa, Zambia and Namibia show that older people's pensions and cash transfers to very poor older people are supporting families' basic needs, including food, clothing and school fees for children. South Africa has termed its means-tested pension, available to the over 60s, a 'core poverty reduction strategy'. Research in Namibia²⁸ demonstrates that the income grant to the over 60s is spent overwhelmingly on the nutrition and education of the young, and that the sites of pension points have become centres of small-scale income generation which have a regeneration effect of the local economy. A pilot scheme in Zambia²⁹ which is targeting vulnerable older and younger community members affected by HIV/AIDS reports that 'the most cost effective way to improve the welfare of orphans and vulnerable children is to economically empower their care givers'.

Research in Brazil, South Africa and India on the impact of the non-contributory pension shows that cash transfer on a regular basis to older people (especially older women) improves social standing, reduces incidents of abuse and alleviates the poverty of recipients and their dependants³⁰.

Targeted cash transfer schemes need to be developed alongside policy and funding commitments related to poverty reduction, to ensure secure access for children and older people to education and health. The ILO calculates that merely 0.5 per cent of global income is needed to finance a minimum social protection package for all poor children and older people.

9. Address the negative impacts of trade liberalization on all age groups and introduce specific impact assessments that are inclusive of children and older people

Certain kinds of trade liberalisation can provide a stimulus for poverty reduction, if conditions are right. However, there may be substantial trade-offs, especially for the poorest people, if liberalisation results in imports that undermine the prices of local products, and leads to unemployment or lower returns for labour.^{31,32} Among the negative impacts of increasing globalisation is the damage done to vulnerable economies and to the most vulnerable workers, and their dependants, in those economies.

When older people are included in programmes and policies that address the impacts of trade liberalisation, they can avoid extreme poverty and supplement their families' incomes and/or pensions. This can be a factor in avoiding the requirement of dependants to work (often in harmful and exploitative ways) to support the family and older carers. Both young and old can therefore be empowered to become active members within their communities.

Older people's traditional skills and knowledge can contribute to initiatives in their communities to move towards niche markets, such as the development of organic agriculture based on traditional farming techniques; the fruits of which will benefit young dependants in their households.

The negative effects of trade liberalisation on older people are illustrated by a recent study on the impact of such policies on older farmers, many of whom are women, in Jamaica, St Vincent and the Grenadines, Grenada and Haiti. The study traces the destitution of older farmers, due to

28. S Devereux, *Social pensions in Namibia and South Africa*, Institute of Development Discussion Paper 379, 2001

29. Social Safety Net project of the MCDSS, Zambia, 4th progress report, 2004, socsec@zamnet.zm

30. A Barrientos, *Non-contributory pensions and the well-being of older people. Evidence on multi-dimensional deprivation from Brazil and South Africa*; IPD/Manchester University, 2003

31. A Barrientos et al., *Non-contributory pensions and poverty prevention, a comparative study on Brazil and South Africa*, Institute of Development and Policy Management/HelpAge International, September 2003, p.5

32. R Marcus et al., *Poverty Reduction Strategy Papers (PRSPs) – Fulfilling their potential for children in poverty?* Save the Children, 2002

market changes, the fall in income from traditional industries and the exclusion of older farmers from commercial agricultural programmes.³³

Negative impacts on children are clearly linked to increased family poverty. Additional strains on poor people's livelihoods can lead to children dropping out of school, taking up harmful and exploitative work, or having inadequate diets. This has occurred in vulnerable farming communities in Kenya, India, Mexico, the Philippines, Uruguay and Zimbabwe.³⁴ Boys and girls are affected differently because they usually have different access to education, girls are much more likely to work and less likely to follow education.³⁵

The EU must address the impacts of trade liberalisation on children and older persons. The EU should include an age perspective in Sustainability Impact Assessments (SIAs) of EU trade agreements to ensure that age-related components are included and addressed.

33. M Harris, 'The impact of trade liberalisation on Caribbean economies: the special case of older farmers in Jamaica, St Vincent and the Grenadines, Grenada and Haiti', HelpAge International, 2003, photocopied

34. J Marshall et al.

35. Save the Children, *Children, economics and the EU*, Save the Children, 2000

Specific recommendations to the European Commission

In relation to policy and funding

- Ensure food security for children and older people.
- Ensure free and equal access to health services for children and older people.
- Address the impacts of HIV/AIDS on children and older people and acknowledge and support the role of carers and educators of all ages.
- Provide free and quality education for children and older people.
- Ensure age-sensitive responses to emergencies and address the specific vulnerability and contributions of younger and older age groups.
- Deliver gender equity and empower girls and women of all ages on an equal basis with men and boys.
- Ensure the right to participation of all age groups in civil society consultation processes.
- Deliver and resource adequate social protection for children and older people.
- Address the negative impacts of trade liberalisation on all age groups and introduce specific impact assessments which are inclusive of children and older people.

In relation to existing commitments of the European Union to children and older people (see Appendix 2)

- Adopt rights-based approaches to EU development policy and programming for children and older people.
- Publish guidelines and action plans for inclusion of children's and older people's rights in Country Strategy Papers, National Indicative Plans and Regulations.
- Ensure that older people's and children's rights, concerns and contributions are taken into account in poverty reduction programming, especially in relation to gender, HIV/AIDS, education, health, trade agreements, emergencies, conflict and violence.
- Develop and introduce child and older people impact assessments in all development instruments, including CSPs.
- Ensure consultation with civil society organisations representing children and older people.
- Ensure direct participation of disadvantaged children and older people in decision making, including that of girls and older women equally with boys and older men.
- Ensure the training of staff in children's and older people's rights, as well as in intergenerational aspects of development, at all levels, including within delegations.

Appendix 1

Addressing poverty across the age spectrum within the international human rights framework

'The Union and Member States shall comply with the commitments and take account of the objectives they have approved in the context of the United Nations and other competent international organizations'.³⁶

In recent years, the international community has made important advances in defining rights of older people and children.

Governments have a duty to ensure that children and older people participate and are heard, especially with regard to issues that concern them. The 2002 Madrid International Plan of Action on Ageing³⁷ and the Convention on the Rights of the Child assert the rights of both age groups to participate in all decision-making processes that affect them. Experience shows that interventions without prior consultation of children and older people often fail.

In 1991 the United Nations Principles for Older Persons were agreed by all UN member states, including EU governments. These principles comprise the practice standard through which it is recommended that programmes with older persons should be developed.³⁸

On 12 April 2002, 159 UN member Governments agreed the Madrid International Plan of Action on Ageing (MIPAA).³⁹ Older people gained the 'right' to be 'mainstreamed' into development policy and practice. The affirmation, in paragraph 45, that 'the struggle against poverty among older persons aiming towards its eradication is a fundamental aim of the International Plan of Action on Ageing' is followed by the commitment of governments to reduce the proportion of all persons living in extreme poverty by one half by 2015. Governments further committed to include older persons in policies and programmes to reach the MDG1 poverty reduction target, and to promote and respect the rights and freedoms of older persons, including their right to development. Of note is the commitment to 'introduce policies to provide support, health care and loans to older caregivers to assist them in meeting the needs of children and grandchildren in accordance with the Millennium Declaration' (para 81 (b)). The related Political Declaration⁴⁰ lays out a comprehensive strategy to tackle the exclusion, abuse of rights and poverty of older women and men, and to reinforce their position in their families and communities.

In October 2003 a MIPAA follow-up meeting was hosted by the Government of Tanzania. It was co-organized by the Department of Economic and Social Affairs of the United Nations (UNDESA) and HelpAge International. The meeting brought a range of UN and donor institutions, the World Bank, 12 governments of Southern, Eastern and Central Africa and civil society together, to review the means by which older persons might be integrated into poverty plans of developing country governments.⁴¹ The first key recommendation reads: 'Governments need to ensure that policy responses to the older poor are explicitly integrated into future poverty and development processes, including MDG programmes. Strengthening national capacity and awareness of the rights and priority needs of the older poor is needed. Mechanisms to advance this include responses to ageing in national poverty monitoring systems as well as the development of age sensitive monitoring under MDG and PRSP programmes.'

36. Article III-218 of the draft European Convention

37. United Nations April 2002 A/CONF. 197/9

38. UN Principles for Older Persons are Independence, Dignity, Participation, Care and Self-Fulfilment, UN Resolution 46/91, 16 December 1991

39. *Madrid International Plan of Action on Ageing*, UN, April 2002, A/CONF.197/9

40. *Madrid Plan*, A/CONF.197/9 paras 13-15

41. United Nations Department of Economic and Social Affairs: Report of Regional Workshop on Ageing and Poverty, Tanzania, October 2003, www.un.org/esa/socdev/ageing

A direct outcome of this workshop is the development of a 'policy and practice' note by the United Nations Development Programme (UNDP), supported by HAI. The note will guide UNDP on the mechanisms to integrate old age with PRSPs and MDGs, within the integrated human rights framework adopted in 2003 by United Nations agencies.⁴²

The 1989 UN Convention on the Rights of the Child (CRC) has reached almost universal ratification. The CRC sets out a wide range of human rights for children, based on the principles of non-discrimination; the right to life, survival and development; the promotion of the best interest of the child; and participation.

The Convention on the Rights of the Child also requires states' parties to promote and encourage international cooperation with a view to achieving progressively the full realisation of the rights of the child and to support countries which lack resources and capacity to do so (CRC articles 4; 24; 28). In this regard, particular account shall be taken of the needs of developing countries so as to enable them to fulfil their obligation towards children's rights. The CRC should thus form the framework for international development assistance related directly or indirectly to children.⁴³

The Declaration and Plan of Action – *A World Fit for Children* (WFFC), adopted at the United Nations General Assembly Special Session on Children (SSC) in 2002, is the international community's pledge to act together to put children at the heart of development and to build a better world for children. Delegations from 190 countries committed their governments to a time-bound set of specific goals for children and young people, with a particular focus on promoting healthy lives, providing quality education, protecting against abuse, exploitation and violence, and combating HIV/AIDS.⁴⁴

42. *Human rights based approach to development cooperation: towards a common understanding among the UN agencies*, Stanford, Connecticut USA, May 2003

43. General Comment (No 5), The Committee on the Rights of the Child, 34th Session, 19 September – 3 October 2003

44. UNGASS: 1st Anniversary Report on follow-up, UNICEF, 2003

Appendix 2

The commitments of the European Union to children and to older people

The section that follows details both the substance of the commitments and actions taken to date by the European Union to deliver on commitments to children and to older people. HelpAge International and Save the Children acknowledge the progress made, and believe that there is now a solid foundation at European policy level to adopt the strategies and mechanisms to deliver an effective inclusive and intergenerational development programme.

The European Commission has stated that children do not form a specific target group in EU's development policy, and children's rights are not considered as a separate area of attention.⁴⁵ Children's rights are supposed to be mainstreamed in development policy. Children are also expected to benefit from initiatives aimed at larger population groups or communities. The EU's broad commitment to advancing children's rights in its development policy and poverty reduction strategies can be seen in the light of the objective to mainstream human rights through all its external policies, including development and humanitarian assistance: 'In implementing our policies we recognise children as a particularly vulnerable group in the overarching policy focus on poverty. Within this framework, mainstreaming of gender aspects and human rights, including rights of the child based on the Convention on the Rights of the Child, are closely linked with our poverty eradication efforts.'⁴⁶

Older people in developing countries are also not a specific target of the EU. Nevertheless, in the light of MIPAA commitments, EU member governments are pledged to the mainstreaming of older people's concerns into development programmes aimed at achieving national and international development targets. EU governments commitments to mainstream human rights into development also requires them to further the rights of older people in development programmes.

It should be noted that EU member governments (UK and the Netherlands) supported HelpAge International's programme to ensure that the voices of older people were heard in the preparations for the 2002 World Assembly on Ageing, and at the Assembly itself. Consultations with older people were held across the developing world, published in HelpAge International's *State of the World's Older People 2002*. Support from member governments enabled HelpAge International to secure the presence of older persons at the Assembly.

International development commitments

The Millennium Development Goals were adopted at the United Nations Millennium Summit of 2000. They include the commitments to eradicate extreme poverty and reduce hunger by one half by 2015; reduce by one-third the death rates for infants and children under five; improve maternal health; combat and reverse HIV/AIDS, malaria and other diseases; and ensure environmental sustainability. These goals and targets were added to and reaffirmed by world leaders during the World Summit on Sustainable Development in Johannesburg in 2002.

The EU is committed to contributing to the achievement of these goals via its development policy and associated funding mechanisms. Current predictions are that the MDGs, particularly those relating to poverty reduction and health will not be met by 2015. Recognition of the challenge in meeting the targets is being accompanied in some quarters by the realisation that changes in development approach are needed alongside increased funding for development. Inclusive approaches to poverty reduction and household-based understanding of poverty relations are required to ensure effective targeting of development resources. In this respect, intergenerational policies that address the specific contributions, vulnerabilities and rights of children and older people are needed.

45. Commissioner Poul Nielson, *European Voice*, 13-19 February 2003

46. HE John B Richardson, Head of the Delegation of the European Commission to the United Nations, UN Special Session for Children, New York, 10 May, 2002

Four of the MDGs refer specifically to children, which has provided an important impetus for creating a framework for child-focused development policies. The MIPAA states that older people should be included in poverty reduction programmes relating to the reduction of poverty by one half by 2015, and commits governments to 'introduce policies to provide support, health care and loans to older caregivers to assist them in meeting the needs of children in accordance with the Millennium Declaration' (paragraph 81).

As both EU member states and the commission embark on the 2005 MDG review as well as the review of the 2000 EU development policy it is important that there is recognition of the interdependence of young and old at household level, and increased attention to this aspect of policy to support delivery of the MDG and EU goals.

European Convention commitments to children and older people

The European Convention (Draft Treaty establishing a Constitution for Europe, 18 July 2003), states that 'any discrimination based on any ground such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation shall be prohibited' (Article II-21 Non-discrimination). This is also a Treaty article.

Article I-3.3 and I-3.4 ensures the protection of children's rights in internal and external affairs. It states that the EU 'shall combat social exclusion and shall promote social justice and protection, equality between women and men, solidarity between generations and protection of children's rights' (Article I-3.3) and that in its relations with the wider world, 'The Union shall contribute to protection of human rights and in particular children's rights, as well as the strict observance and development of international law, including respect for the principles of the United Nations Charter.'

With the integration of the EU Charter of Fundamental Rights, the Convention also includes specific articles on the rights of the child (Article II-24) and the rights of older people (Articles II-25).

Cotonou Agreement

Article 25 (Social Sector Development) of the Cotonou Agreement (Section 2: Social and Human Development) states that 'Cooperation shall support ACP states' efforts at developing general and sectoral policies and reforms which improve the coverage, quality of and access to basic social infrastructure and services and take account of local needs and specific demands of the most vulnerable and disadvantaged, thus reducing the inequalities of access to these services. Special attention shall be paid to ensuring adequate levels of public spending in the social sectors.' It also specifies that cooperation shall aim at 'encouraging the promotion of participatory methods of social dialogues as well as respect for basic social rights'.

The Cotonou Agreement makes specific reference to the Convention on the Rights of the Child. Article 26 states that co-operation under the Cotonou agreement "shall support policies, measures and operations aimed at protecting the rights of children and youth, especially those of girl children". Children are also specifically mentioned under article 11 on Peace-building Policies, Conflict Prevention and Resolution, as well as in article 70 on Trade and Labour Standards.⁴⁷

47. 'ACP-EU Partnership Agreement', European Commission Directorate General for Development, signed in Cotonou, June 2000

Appendix 3

Policies of the European Commission

1. Development policy

The 2000 European Community's Development Policy's main objective is to reduce, and eventually eradicate poverty. Poverty, including the concept of vulnerability, is recognised as being 'multifaceted...encompassing non monetary factors such as the lack of access to education, health, natural resources employment, land and credit, political participation, services and infrastructure'. Furthermore it is recognised that poverty-related problems are 'complex and multidimensional', and that EU policies should not have negative effects on certain groups of the population.⁴⁸

Critical features of the policy include attention to gender, children's rights, the targeting of resources to the poorest of the poor and the widening of access to basic social services and social protection for all social groups. Based on these policy directions, the Community is 'determined to support poverty reduction strategies which integrate these many dimensions and are based on the analysis of constraints and opportunities in individual developing countries'.⁴⁹

In their statement of 2000, the EU Council and European Commission affirm that children's rights should be mainstreamed 'at every stage of execution of the activities' outlined in the European Community Development Cooperation Policy (2000).⁵⁰ However, recent studies on mainstreaming in EU policies find that mainstreaming is 'more an idea than a reality'.⁵¹ A study from Save the Children on the integration of children's rights into EU development policy comes to the conclusion that that horizontal issues such as children's rights only are adequately addressed through a double-track approach of both specific targeting and mainstreaming, supported by clear instruments for implementation.⁵² Moreover, *even* 'though children's rights have been identified as one of the thematic areas along with human rights, gender and environment, to be mainstreamed in the EU's development policy', children's rights are surprisingly and notably absent in action programmes, regulations and Country Strategy Papers.

In April 2000, HelpAge International, in its response to the EU Development Policy, called on the Commission to consider ageing as a cross-cutting issue in all development cooperation programmes. HelpAge International also called for targeted support to older people in EU development programmes to enable them contribute to national and international efforts to reduce and eliminate poverty.⁵³ HelpAge International did not receive a reply. But in February 2002, in the run-up to the Second World Assembly on Ageing, Commissioner Nielson stated that: 'Ageing is a global and horizontal subject, which touches most other policies. It therefore requires a detailed and careful analysis including discussion with most of the Commission's DGs'.⁵⁴

2 European Commission policy statements

In March 2002, the European Commission issued its Communication 'Europe's response to World Ageing: Promoting economic and social progress in an ageing world. A contribution of the European Commission to the Second World Assembly on Ageing'. The Commission stated that 'ageing is not a separate issue to be tackled in isolation from other ones' and that 'the EU approach to ageing aims at mobilising the full potential of people of all ages'.⁵⁵

The Communication on Fighting Rural Poverty (July 2002) states: 'It is also important to take account of differences between socio-economic groups within a given community, and to provide adequate assistance to the most vulnerable groups, which include the landless, pastoralists, ethnic

48. COM 2000 212 final, The European Community's Development Policy, paras 3.1 13.2

49. European Development Targets and Indicators, Seminar, 26 September 2002, European Commission

50. Council statement, 2000

51. *Assessing gender mainstreaming in EC development cooperation*, Aprovev and One World Action, 2002

52. M van Reisen

53. Response to the EU Development Policy 2000, HelpAge International, April 2000

54. Commissioner Nielson in a letter to John Bowis, MEP, 15 February 2002

55. Paragraph 3.1

minorities, indigenous groups, female-headed and AIDS-affected households, the elderly, refugees and internally displaced people.’

2.1. Gender Regulation

The Commission’s 2003 proposal for a Regulation on Promoting Gender Equality in Development Cooperation (COM (2003) 465 (final)) states that ‘gender equality of women and men of all ages is recognized as important to effective and efficient work against poverty. To achieve the goal of gender equality through the gender mainstreaming strategy there is a need to combine it with specific measures in favour of women of all ages.’ Article 4 states that ‘activities in the field of promoting gender equality eligible for financing include, in particular... supporting the analysis and improvement of statistics by sex and age...’ and article 5 states that ‘particular attention should be paid to... efforts to promote synergies with policies and programmes targeting reproductive health and sexual health and poverty diseases, girl-child issues, and education, ageing people and environment’.

2.2. Regulation on Development and Human Rights

The Council Regulation (No. 975/1999) lays down the requirements for the implementation of development cooperation operations which contribute to the general objective of developing and consolidating democracy and the rule of law, and to the respect of human rights and fundamental freedoms. It states that ‘whereas these operations should in particular focus on those discriminated against or suffering from disadvantage, children, women, refugees, migrants, minorities, displaced persons, indigenous people, prisoners and victims of torture’.

3 Country Strategy Papers

A HelpAge International survey carried out in 2003 of 40 CSPs revealed that only two of them – Bolivia and Belize – specifically mention older people as ‘vulnerable’. An East and Central Africa wide study of PRSPs and CSPs carried out by HAI in 2003 underlined a lack of focus on vulnerability overall in PRSP and CSP analysis and related programmes and budgets, despite the accumulating evidence in developing countries of growing vulnerability among the already chronically poor, in which young and older populations are heavily represented.⁵⁶

A Save the Children analysis of 48 CSPs show that while many of them mention problems related to health and education, as well as the need for support for action in these areas, only three mention any kind of support to children’s rights. This is in spite of the fact that many of these papers mention severe abuse of children’s rights. Four of the papers make no reference to children at all.⁵⁷

4. Humanitarian aid policy

In 1999, to mark the UN Year of Older Persons, the European Commission’s Humanitarian Office (ECHO) and the United Nations High Commission for Refugees (UNHCR), funded and launched HelpAge International’s research and publication of *Older people in disasters and humanitarian crises: guidelines for best practice*.

In 2003, children became one of the three specific themes of focus of the ECHO strategy. Based on a workshop with UNICEF, ECHO is also planning to work more with a child rights-based approach. Projects will include protection and registration of refugees with a main focus on children; data collection on children affected by armed conflicts; and actions to address measles.

5. EC funding

As previously noted, the Commission does not currently specifically target children or older people, nor their rights, in its programmes. Funding and policy linked to poverty reduction, human rights realisation and gender equality is supposed to support younger and older people. But the absence

⁵⁶ *Off the margins: older people, human rights and poverty reduction in Africa in the 21st century. Linking ageing to national poverty policies, the PRSPs and the Millennium Development Goals*, HelpAge International, October 2003

⁵⁷ R Marcus, J Wilkinson, J Marshall, *Poverty Reduction Strategy Papers (PRSPs) – Fulfilling their potential for children in poverty?* Save the Children, 2002

of age disaggregated data in impact monitoring and selection criteria for funding makes it difficult to ascertain how much of the funding is actually benefiting children or older people.

Projects that are supposed to benefit children include those directed at access to education; taking forward issues relating to the girl child and gender; reducing infant and maternal mortality; and combating communicable diseases that affect the young. The Commission has also funded street children projects across the globe, including recent projects in Brazil, Mexico and Paraguay. ECHO has made children a specific priority in Africa and South-East Asia and funded work tackling the demobilisation, reintegration and psychosocial support for child soldiers. Projects also include the psychosocial support and re-integration of war-affected children; family tracing and integration; education; health and nutrition; and awareness-raising on the urgency of the problem. ECHO has also funded publications on child soldiers, for example *Children – not soldiers*, which contains guidelines for working with child soldiers and children associated with fighting forces, and supported its launch in Brussels in 2001.

Specific funding for children's rights has been channelled through the European Initiative for Democracy and Human Rights. During 2001 children's rights projects formed part of the selection criteria in the European Initiative for Democracy and Human Rights – as a result ten projects were funded. However, from 2002-2004 greater mainstreaming has been identified as a focus for this programme. As a result, the number of focal sectors were reduced from ten to four and children's rights were taken out. This has resulted in far fewer projects in support of children's rights.

The Commission has supported older people through HelpAge International projects via the EC co-funding, CARDS and TACIS budget lines. Projects supported in 2002 were in Mozambique, India (Thar desert, Rajasthan), China (Western regions) and Moldova. ECHO has supported emergency work with older people in Iraq, South Korea, Rwanda, India, Sudan, Mozambique and Zimbabwe, as well as the research and publication of *Older people in disasters and humanitarian crises: guidelines for best practice*. The Development Education budget line has supported HelpAge International's programme of raising awareness of the issue of ageing in development in EU member states. This included support to HelpAge International's input into the regional implementation meeting of the MIPAA follow-up meeting in the UNECE region (Berlin, October 2002) and a seminar and documentation on inclusive approaches to development, held in Brussels in late 2003 and co-organised with Brussels-based gender and development networks. Current agreements include funding for a rights programme in Peru and Bolivia to establish a network of socio-legal centres to support the delivery of essential documentation and related legal services to poor older people.

Intergenerational responses are currently reflected through the European Union's emphasis on education as a central pillar of poverty reduction and sustainable development. The Commission has supported education aid through the Fast Track Initiative and has proposed to extend it to other developing countries. The Commission has also emphasised the responsibility of the Fast Track Initiative in defining the quality of education and has highlighted the need to ensure gender balance in the provision of education to younger age groups, though it has not yet made statements in favour of the provision of education across the life course.

Additionally the EC is a major international donor to health, HIV/AIDS and population interventions in developing countries. In its 'Programme for Action: Accelerated action on HIV/AIDS, malaria and tuberculosis in the context of poverty reduction' the EC developed the policy framework outlined in the September 2000 communication and established a broad and coherent community response for the period 2001-2006 to these three diseases. The Global Fund to Fight AIDS, Tuberculosis and Malaria was created in 2002 to respond to the burden of these diseases. Links between older persons and dependants were explicitly mentioned in the budget amendments to ensure both groups benefit from financial and programme decisions.

6. Staff support

Since July 2002, one official in the Social Development Unit of DG Development has been covering children, gender, older people, corporate social responsibility and core labour standards.

While the inclusion of children and older people as specific areas to be addressed is to be welcomed, it should be noted that as yet neither a strategic approach to incorporating children and older people's issues in EU development policy has been developed, nor have specific policy statements on children or older people been issued.

Appendix 4

European Parliament support for children and older people

In April 2002 the European Parliament plenary session in Strasbourg adopted a resolution⁵⁸ which in paragraph 2, called on the Council and the Commission to 'mainstream ageing issues into all relevant policy areas and to include older people in all relevant European social, economic and development cooperation policies and programmes on the basis of the UN Principles for Older Persons'.

Two resolutions have been adopted by the EU-ACP Joint Parliamentary Assembly: 'The rights of disabled people and older people in ACP countries' calls on the Council of the European Union and the European Commission to 'include people with disabilities and older people in all relevant development cooperation policies and programmes, on the basis of the UN Standard Rules on the Equalisation of Opportunities for Persons with Disabilities and the UN Principles for Older Persons'. A second Resolution on 'Health issues, young people, the elderly and people living with disabilities' calls on the Council of the European Union and the Commission 'to include the specific issues of disabled and older people in development cooperation strategies to improve overall health status, giving older and disabled women's health needs special attention as they often forego treatment in favour of younger or able-bodied family members'.

The European Parliament's Intergroup on Ageing held a special session on the outcomes of the Second World Assembly on Ageing in April 2002, chaired by Mr Guido Podesta, MEP and including Alexandre Sidorenko, Head of the UN Programme on Ageing, and Pat Cox, Head of the European Parliament, as speakers.

The European Parliament has adopted specific resolutions on children in general and on issues related to children. Of particular interest are the resolution of 11 April 2002 on the resolution on the EU position in the Special Session on Children of the UN General Assembly, the resolution of 6 September 2001 on the Special Session on Children of the UN General Assembly, the resolution of 17 May 2001 on child trafficking in Africa, the resolution of 6 July 2000 of child soldiers in Uganda, the resolution of 28 January 1999 on the protection of families and children, and the resolution of 17 December 1998 on child soldiers.

The European Parliament resolution on the UN Special Session on Children welcomed the Commission's commitment to integrate a child rights perspective in the development co-operation instruments and to issue strategic implementation guidelines. It called on the Commission and Council to implement this commitment without delay. The most recent resolution regarding children's rights was adopted in June 2003 and refers to child trafficking and child soldiers.

On World AIDs Day 2003 the European Parliament hosted the launch of the HelpAge International and International HIV/AIDS Alliance joint policy report, *Forgotten Families: older people as carers of orphans and vulnerable children*. The event was organised by Mrs Ulla Sandbaek, MEP, and chaired by Mr Max Van den Bergh, chair of the Development Committee. Evidence was heard by representatives of HelpAge International in Mozambique and the International HIV/AIDS Alliance, and comments and feedback were received by a number of MEPs including Glenys Kinnock and John Corrie. Follow-up took place in the context of the European Commission's update on the Programme for Action (PfA) on HIV/AIDS, Malaria and TB. Two amendments submitted by HelpAge International were accepted; the first calls for reference to the UNGASS article on older people as carers and educators in the revised PfA; the second calls on the EU Commission and member states to ensure that policy and funding commitments to HIV/AIDS orphans and older people as their carers and educators be made within the financial framework for 2006-2011.

In mid-March 2004 the Development Committee held a hearing at the European Parliament on ageing and development. The hearing provided an opportunity for HelpAge International

58. P5_TAPROV (2002) 0184

recommendations on how to include ageing in development policy⁵⁹ to be reviewed. The hearing also took evidence from the ILO on the impact of enhanced social protection mechanisms for the young and old on poverty reduction. While no commitments were made by the Commission to take forward ageing or social protection in development cooperation, the urgency of building the Commission's knowledge on both the impact of ageing in poor countries and the potential of social protection to combat poverty and achieve MDGs was acknowledged. Notice was given to the Commission to take action on both areas.

September 2004

59. *The case for inclusion: recommendations to the European Commission for Action on Ageing*, HelpAge International, 2004