



The Ministries

Strategy

More Years – More Opportunities

The Norwegian Government's strategy for an age-friendly society



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Contents

More Years – More Opportunities	6
1 Introduction	8
2 Demographic changes and other trends	10
3 Longer life – longer working life	14
4 Age-friendly local communities	22
5 New opportunities for volunteering and civil society	32
6 Innovation and technology for active ageing	38
7 Health and mastery – resources for the older people of tomorrow	46
8 Research on active ageing	52
9 Developing and implementing a modern policy on ageing	54
Literature	56

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More Years – More Opportunities

We are ageing, and the oldest part of the population is growing. That we are ageing is not a problem. On the contrary, it represents success.

There are already one million inhabitants in Norway over the age of 60. They are people who offer diverse resources. They want to participate in society, contribute and be active.

We must take advantage of the opportunities this affords us and create an age-friendly society. "More Years – More Opportunities" is the Government's strategy to achieve this.

There is more than one reason why we need a strategy for an age-friendly society.

First, because we need to make a longer worklife possible for those who want to work longer and can do so. This is essential because work and activity are the very cornerstones of our welfare.

Second, age-friendly societies are about coping and opportunities. Tomorrow's older people must be able to draw on their own resources in order to participate and contribute. Wishes to take part in daily activities must not be limited by physical impairment. We must work to change attitudes that hinder participation.

This strategy has been drawn up to challenge the idea that policy on ageing is limited to and merely covers the aspect of long-time-care.

Creating an age-friendly society is a matter of what we as a society can do to ensure that each individual can leverage their resources.

The older people of the future will be fitter and healthier than the elderly of yesterdays. They have the will and capacity to participate more in society, and have greater power over their own lives.

An age-friendly society is a collective responsibility. Reaching this goal concerns all of us. This is why several ministries have been involved in creating this comprehensive strategy.

The strategy covers transport, planning for local communities, strengthening voluntary organisations, inclusiveness in working life and safety in local communities. It demonstrates how the demographic shift to an older population offers potential for stimulating innovation in business and industry, and how business and industry can help keep older people active.

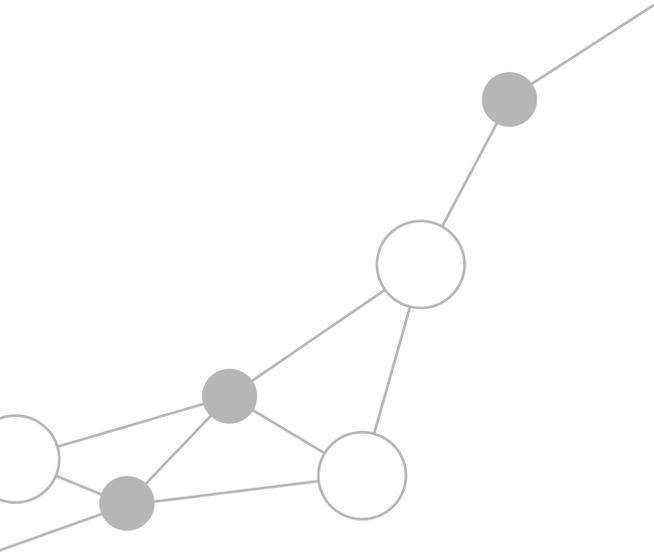
Everyone must be given an opportunity to participate actively in society and working life. This is why we are opening a dialogue on how to create an age-friendly society and work together to realise opportunities for more older people. This strategy represents the first contribution to this dialogue.

We must recognise each individual's intrinsic capacities- irrespective of the year in which they were born, and we must do our utmost to enable them to leverage these resources.

This is how we will create a society where there are opportunities for all.

Erna Solberg
Prime Minister





1 Introduction

The Government wants to form a society that is more age-friendly. In the years ahead, the Norwegian population will age and older people will have longer lifespans. At the same time, the older people of the future will live for more healthy and active years, and will want to engage in and contribute more to society and working life.

Social attitudes as well as the very shaping of societies lead many older people to feel excluded from society and working life. To date, we have failed to build societal structures that adequately exploit the opportunities provided by a growing population of older people. Facilitating active ageing as part of a modern policy on ageing, is about both improving the quality of life, of individuals and achieving more sustainable development of society.

The vision for the strategy is that all Norwegians must be able to lead long and meaningful lives, and experience active and healthy ageing.

It is the Government's goal to make society more age-friendly, and to better harness on the resources offered by older people in terms of participation and contribution. We will update rules, counteract negative attitudes, reduce age discrimination, adopt new technology and provide better facilitation for activity and participation. Including older people in working life in particular will help secure future welfare, as part of the transformation Norway is facing. Activity is also an investment in health. A society that makes it possible for older people to be

active for more years stimulates self-reliance, quality of life and opportunities.

Organisations like the UN, the OECD and the EU have put age-friendly society and active and healthy ageing on the agenda, which improves knowledge exchange and the sharing of experiences. The World Health Organization (WHO) has drawn up a global strategy and action plan for healthy ageing, with the vision that all people should be able to live a long life in good health. It is particularly important to the OECD that labour market policy helps retain older workers for longer, as this can reduce the pressure on the welfare systems of the different countries. The EU has drawn up long-term forecasts for the economic and social challenges associated with this demographic trend.

A modern policy on ageing

Policy on ageing in Norway has to a great extent focused on the Norwegian pension reform and reforms in the health and care sector. These reforms have made Norway better equipped than many other countries, with good welfare services for the rising number of older people.

Henceforth we must direct greater attention towards the growing number of older people in good health; those who are nearing the end of their working life, and who can expect many good, healthy lifeyears ahead. We must meet the challenge involved in a population with fewer

economically active people, and a shortage of personnel in the future. This is true of several sectors. Retaining older workers for more years before they retire will greatly benefit society.

Much can be gained from 60 and 70-year-olds with energy and skills wanting to remain active members of working life and society. In future generations of older people, more of them will have higher education, better health, better finances, and be more comfortable with technology than today's older people. A modern policy on ageing must be based on the awareness that older people possess valuable resources that they can benefit from personally and that will benefit society at large. Ages and birthdates are mere numbers, and interest in and actual opportunities for involvement are not a matter of year of birth, but of the opportunities we create for participation. Age-friendly communities may increase our functional abilities, so that we can perform activities even though our functional ability may be reduced. Being older is not an attribute in itself; there is enormous variation within and between age groups.

We are facing fundamental changes in society and trends in the years ahead. The economy is going through transformations, at the same time that we must contribute to a green shift in society. Patterns of population and settlement are in flux. Technology is developing, everyday life is being increasingly digitised, which offers enormous opportunities. All of these trends will act on and be influenced by the population ageing, affecting older people's abilities to lead active lives.

The purpose of this strategy is to stimulate this development. It is a follow-up of the White Paper on Public Health (Meld. St. 19 (2014-2015), Folkehelsemeldingen. Mestring og muligheter), where active ageing is one of the new priorities in public health.

Strategic goals and instruments

An ageing population has consequences for most sectors in society. The Government believes that promoting a more age-friendly society is important to every part of society, and that efforts must therefore be cross-

sectoral. All ministries have a responsibility to promote an age-friendly society.

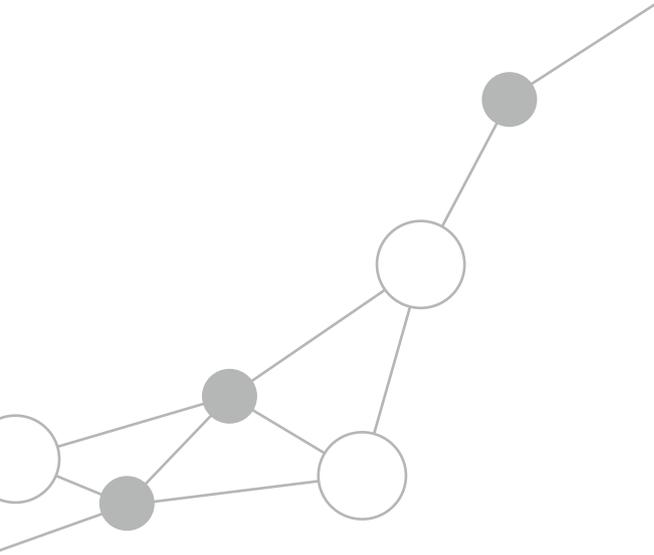
The strategy will indicate the direction and define the content for the efforts to develop a modern policy on ageing and create an age-friendly society. The Government's initiative is based on two principal lines of action: promoting and strengthening the perspective on ageing in ongoing cross-sectoral, work, and developing this policy through further research and development in order to achieve an age-friendly society.

The strategy particularly addresses the following areas:

- **Longer working life** covers professional development, attitude changes, HR-policy for all ages, a higher retirement age, and further work on the pension policy.
- **Age-friendly local communities**, where planning and social development, housing policy, local culture and transport are key components.
- **The voluntary sector and civil society** acquires a more important role in making older people more active and increasing their participation in civil society.
- **Innovation and technology** covers how we can develop and use technology and new solutions that can stimulate business and "the silver economy", at the same time increase autonomy and participation of the older population.
- **The health and care sector** must promote health through the life-course to promote healthy ageing.
- **Research on ageing** and on conditions for active ageing must be improved.

An age-friendly society is created by giving priority to the user's perspective, and mobilising working life and business and industry, local communities, civil society and special interest organisations. Knowledge and research institutions will play an important role.

The strategy will help stimulate in a comprehensive way efforts in a long-term perspective. The annual budget proposals will discuss whether to keep existing measures and implement new ones, as well as examine budgetary consequences.



2 Demographic changes and other trends

Demographic changes

People's life expectancy has increased, and will rise further. The current life expectancy for women is now over 84, and is 80 for men. The life expectancy at birth for women is expected to increase to 89.1 in 2060 and 92.3 in 2100, and for men to 86.5 and 91.3 during the same period (Statistics Norway's population projections, medium alternative, in Economic Survey 4/2014).

More than one million Norwegians are currently aged over 60. The number of people who reach the ages of 90 and 100 is also rising dramatically; there were almost 900 people aged 100 and older in 2015, compared with 430 in 2000.

The number of adults and older people will rise substantially in this century. The increase will be particularly pronounced in the age group 70 and older, which is expected to rise from a bare 11 per cent of the population in 2014 to 19 per cent in 2060. This means that about every fifth person in 2060 will be aged 70 and older, compared with about every tenth now. (Statistics Norway's population projections 2014–2100). The ageing population will become more diverse and complex, and the number of older people with an immigrant background will also rise.

Population ageing is a global trend. WHO's World Report on Ageing and Health (2015)

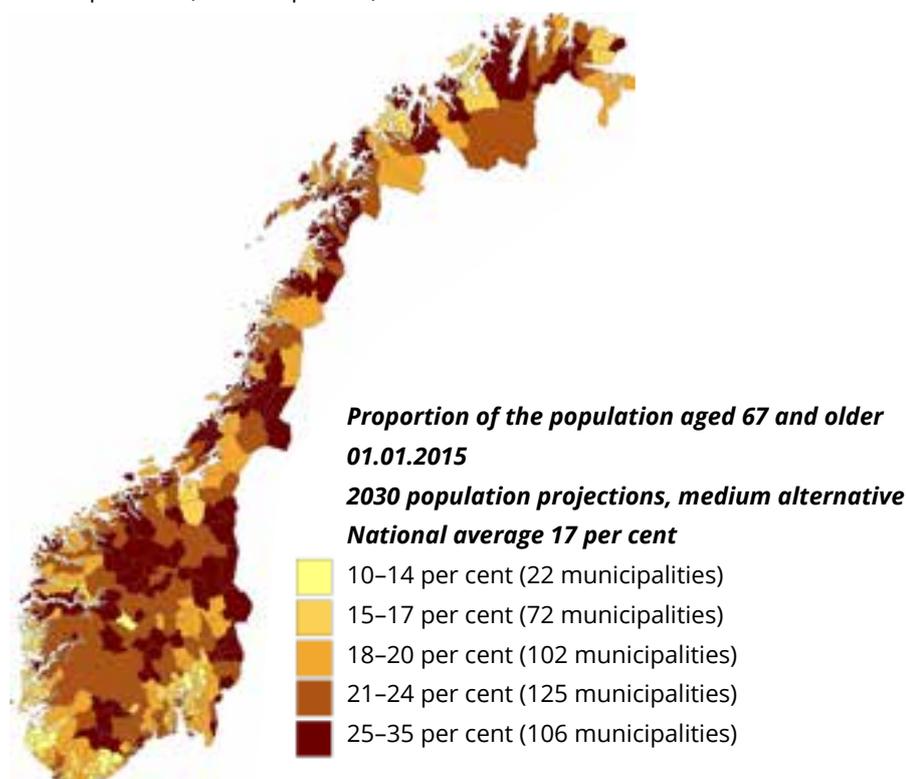
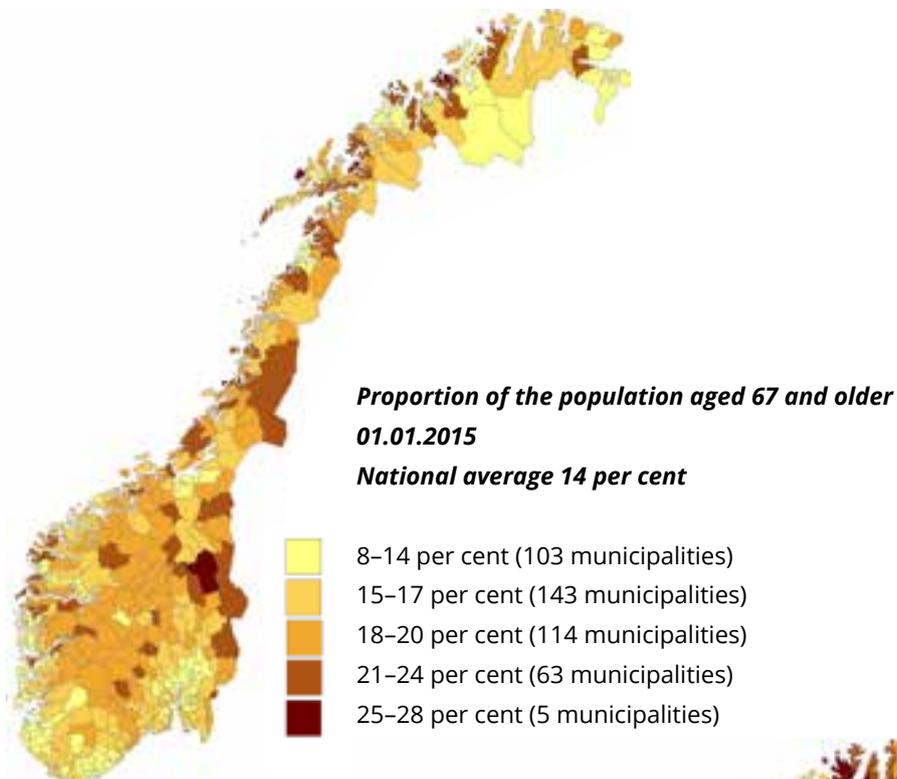
presents a picture where far more countries around the world will see substantial ageing in the coming decades. Norway is among the few countries in Europe experiencing population growth and a relatively high birth rate. Immigration in particular stimulates demographic growth.

We are moving to the cities

Centralisation has been a strong feature over the past few decades, with urban populations growing and a pronounced decline in remote areas. Young people move to the cities, while older people tend to stay put. The trend towards increased centralisation, where 80 per cent of the population lives in cities and densely-populated areas, means that the proportion of older people in rural areas will increase. While all municipalities will see a rise in the number of older people, by 2030 the number of municipalities with about one-third of inhabitants being aged over 67 will be even higher (see the figure on page 11).

Future sustainability

With an older population, the so-called age dependency ratio will be affected. This ratio shows how many economically inactive people are cared for per economically



active person. Statistics Norway defines this as the number of people aged 0–19 and those aged 65 and older, divided by the number of people aged 20–64. In 2014 this figure was 0.7. This means that there are 70 people of an age defined as economically inactive per 100 economically active people. The higher the ratio, the more people defined as economically inactive must be provided for by each person defined as economically active. In the medium projection alternative, the age dependency ratio will rise to 0.9 in 2060. This means that there will 20 more people defined as econ-

omically inactive per 100 people defined as economically active, compared with today.

The White Paper on long-term perspectives on the Norwegian economy 2013 (Meld. St. 12 (2012–2013) Perspektivmeldingen 2013) looks at how ageing may weaken the foundation for funding of pensions, care and health services. The White Paper points out that we should encourage people to work longer when life expectancy increases. Extending working life by a few years for employees in their 60s will greatly benefit society socio-economically.

Employment

High and rising employment among older workers in Norway

Age	Norway			EU		
	2004	2007	2014	2004	2007	2014
55-59	75,4	78,4	79,8	54,2	58,4	65,2
60-64	58,0	58,8	63,9	25,0	28,9	35,3
65-69	22,7	22,2	27,7	9,0	10,3	11,7

Substantial, but declining granting of disability pensions

55-59	22	20,9	18,8
60-64	34	32,7	27,7
65-69	44	42,2	35,1

Source: OECD Scoreboard on Older Workers

Norway has high and rising employment among people aged 55–70. More than seven out of ten Norwegians aged 55–64 work, while the EU and OECD averages for people of the same age who work are about five out of ten. High labour force participation in Norway is also an outcome of the high proportion of women in working life.

One out of four people aged 65–69 are currently in work. There is a pronounced decline in labour force participation in Norway around the age of 65; nevertheless, it is still significantly higher than in most EU countries. On the other hand, Norway is the OECD country with the highest number of older workers who leave the labour force early as a result of disability pension. However, the increase in disability pension figures is now levelling off, especially among older workers.

Labour force participation among people over the age of 50 has risen considerably over time. The average number of years at work after the age of 50 has risen from about 9.5 full-time equivalents (FTEs) in 2001 to about 11.5 FTEs in 2014 (See the discussion in chapter 3).

Trends in an ageing society

Better health and greater independence for older people

More people will have longer lives, and

their health and functional abilities will be better than in past generations. The OECD's annual health report shows that Norwegians aged 65 of both sexes can expect 15–18 years of good functional ability. Another testament to improved health is that far more people over the age of 80 live in their own homes. Among older people who live at home, there is an increase in the share who consider their health to be good or very good. Even though the incidence of illness has increased, the proportion of older people who need care has declined slightly in the last few years.

The trend of more people aged over 80 will nevertheless entail an increase in the proportion of ill members of the population, heightening the need for health and care services. Due to the lifestyles of today's 40-60 year-olds who tend to lead sedentary lives and suffer from overweight, and so forth, researchers are uncertain whether the health of the next cohorts will improve.

Inequality in health and ageing

There are considerable differences in health and lifestyle, reflecting inequalities in education and income. Social inequality thus has consequences for health and opportunities for active lives among older people (Dahl, Bergsli and van der Wel 2014).

There are also differences in the health of men and women, and how they age. Cultural factors will have an impact for

older people with an immigrant background.

Changing family patterns

Increasing numbers of inhabitants will belong to four-generation families, and young adults and mature adults in their 60s and 70s alike may have to care for their parents.

Caring for the oldest people in the family may affect a person's ability to combine a longer working life, take care of one's own health, and level of involvement in society.

Some families will have more grandparents than grandchildren. Family patterns are changing with more divorces and formation of new relations with step-families. Collaboration between generations will remain important. The role of the grandparent is important, with six out of ten grandparents reporting that they care for their grandchildren at least once a month. Divorce in the parental generation may have a negative impact on the relationship between parents and adult children. A growing number of older people will live alone, and many older people will live alone for more years. More people remain childless, especially men.

Education and finances

The level of activity among the older people of tomorrow will be built on different premises than today. The level of education will be considerably higher, especially among women. Education is very important to people's finances, labour force participation, health, lifestyle, values and preferences.

Many older people are in a good financial position, and have paid off their loans. A high proportion have earned pension rights during their working life, and fewer people today receive the minimum state pension. Women who joined the labour force in the 1970s are now retired, and have better pension rights than in the past. The National Institute for Consumer Research (SIFO) believes that we can expect changes in the consumption pattern of the next generation's older people, today's 30–50 year-olds, who are used to higher levels of consumption. There are also signs of greater debt among pensioners today.

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Active and healthy ageing

Active and healthy ageing means how we can age and stay in good health and have a good quality of life, participate in working life and society, and remain independent for longer.

Older people and the older population

In this strategy we use the term older people with the understanding that 'old' has positive connotations. The term "older people" encompasses the Norwegian term 'seniors', mature adults and elderly people. It covers people in the older population aged 60 and older.

In general, the strategy addresses people aged 60–70 who are in the phase between working life and retirement, and who have the health, capabilities and desire to participate in society. The strategy is based

on a life course perspective. This means that factors earlier in life have an impact on health and quality of life, and that it is possible to influence ageing and the conditions in which a person lives when they are older.

Age and functional ability

Age must not be the determining factor in defining opportunities for participation in society. When using the term "older person", there is a risk of concealing the great variation we find among the older population. WHO defines the functional ability of older people as the interaction between individuals and their environments. One may talk about functional age rather than biological age. Older people with a loss of function and health problems may be self-reliant for longer providing their surroundings are adapted to their needs.

3 Longer life – longer working life

High labour force participation is important for welfare and sustainability in the future. Our labour sustains Norwegian welfare. A longer life means that we need to rethink work, careers and professional development. Too many people leave working life unduly early, despite continued motivation to work, and ability to do so. We must find ways of giving those who wish to and can work for more years an opportunity to do so.

Working life is changing, and qualification requirements keep increasing. More people will change jobs during their career or their career path, or need to update their education and skills. Senior policy in working life should place greater emphasis on professional development and inclusion in the labour force built on a life-course perspective.

Work is of great importance to living conditions and quality of life. Better health means that we can work for more years, benefitting individuals and society as a whole. However, attitudes, behaviour and schemes preventing older people from leveraging their potential continue to persist. There are also other challenges and barriers that we need to deal with. Employment among people over the age of 50 is relatively high in Norway, compared with other countries, but it declines markedly in their mid-60s, and many other people take disability pension in their 50s and early 60s. This is an area with potential to increase labour force participation. People approaching regular retirement age may feel that they are no longer wanted, even though

they have great capacity to work, enjoy their job, and are motivated by having interesting, meaningful tasks and being part of the working partnership. Another problem is people leaving too early because too many of them are pushed out of working life in their mid-50s owing to health-related benefits and disability pension.

In working life, schemes like age limits, pension systems and HR-policy must support the idea that different people have diverse abilities and preferences. An inclusive and working environment providing opportunities for development motivates people to have a long working life.

The Government will facilitate positive development and use of the population's labour and competence with the objective of creating a knowledge-based, inclusive, flexible and working life capable of adaptation, where no one is discriminated against.

The Government wants higher employment figures for older people in Norway, particularly for people aged 65 and older.

Skills and life-long learning

Workplaces are experiencing extensive change and restructuring, including greater robotisation and digitisation in most industries. Skills and competence required in working life are changing quickly. For the economically active person, this means that competence is not something they acquire once and for all, but must be constantly refined in order to remain professionally relevant and productive for more years.



The Government's policy will facilitate restructuring, with positive development and utilisation of competence in the workforce. Together with the social parties, the Government will develop a national skills policy strategy. In this context, skills-building measures for older workers are relevant. The strategy will set out the goals and direction of the skills policy, and help build a long-term and comprehensive approach in order to meet skills challenges and restructuring requirements. These efforts form part of the ministries' cross-sectoral follow-up of the OECD Skills Strategy project.

The goal of the strategy is to ensure the supply of good skills in the labour market, through access to qualified labour and goal-oriented learning at work.

The skills policy strategy will have the following goals:

1. good educational and occupational choices for individuals in order to achieve a better balance between supply and demand for labour
2. skills improvement among adults with few skills
3. stimulate and acknowledge goal-oriented learning in working life, including better leveraging of the education and occupational qualifications of immigrants

Greater work and career opportunities for older workers

With the prospect of longer working lives, more people will need to change their tasks, jobs or careers. Many people will find that they can still work, even though their old job has become less attractive. More opportunities to change jobs and career must therefore be offered to people who have worked for many years. We must remove the actual and perceived obstacles hindering the desired mobility. Employers should become better at recruiting people over the age of 50. Today a range of public and private sector pension schemes constitute an obstacle to older workers wishing to change their job or career. Career guidance must be more available for adults, as well as possibilities to update and develop the knowledge and competence they need.

Better mobility in the labour market, also among people aged over 50, must be matched with a greater commitment to competence throughout a person's working life. Some people may also want to start their own business.

The Ministry of Labour and Social Affairs has tasked the Centre for Senior Policy with conducting a research project to learn more about labour mobility and the potential among older workers. The project will chart and analyse the mobility of older workers in the labour market, what factors prevent and promote such mobility, and whether it is a matter of wanted or unwanted mobility for individuals, enterprises and society. In many cases, a change of job or career may enable people to work for more years and enjoy them more. The project has the potential to build a foundation for a policy for enhanced mobility in the labour market among older workers.

Career guidance

Career guidance that helps workers make conscious and well-informed career choices will become more important and is particularly important during so-called transitional phases in working life.

The Government has appointed a public commission on career guidance. A proposal regarding improvement of public career guidance services in Norway was submitted in April 2016. Older workers are one of several groups that may benefit particularly from better career guidance services.

Attitudes and expectations may lead people to exit work too early

Many older workers want to continue working for longer, but they may face scepticism in the workplace. As early as in their 50s many people find that they are not invited to interviews, much less being hired in a new job.

The Equality and Anti-discrimination Ombud (LDO) has handled around 730 cases regarding age as grounds for discrimination since 2007. During the past two years, the LDO has received 280 such cases. The complaints usually come from employees in their 60s. The cases are in relation to recruitment processes, being passed over for employment, and age limits

and termination. In more than half the complaints regarding age, the LDO found that the law had been broken.

The Norwegian senior policy barometer survey generally shows positive developments regarding the age at which people are considered old in working life, but also reveals a degree of scepticism towards older workers. When employees were asked in 2015 at what age they envisage leaving working life if they were free to choose, on average they answered about 66 – an increase from 61 in 2003. Several people answered that they considered leaving working life completely at the age of 70 and older. The main reasons economically active people aged 62 and older give for continuing to work are the following: quality of life, good colleagues, interesting work, a good working environment and having a sense of usefulness and value.

Eight out of ten managers answer that they think that companies benefit from employees working until what is called "ordinary retirement age". Four out of ten managers think that the company reaps benefits from people working beyond "ordinary retirement age"; but just as many disagree with this statement. The proportion of managers who are willing to hire older workers has declined slightly, and few do so. Almost half of the economically active population views workers over the age of 50 as unattractive on the labour market.

This reflects a degree of ignorance, uncertainty and stereotypical attitudes towards age in working life – also discrimination. The Ministry of Labour and Social Affairs and the Centre for Senior Policy are therefore considering a new campaign in order to improve information about and change attitudes towards older workers in working life.

A more flexible senior policy

Senior policy is traditionally a matter of collectively negotiated schemes such as more leave with pay. Research shows that enterprises with a successful senior policy move beyond purely financial measures for seniors and emphasise professional development, management, the working environment and organisation through a more individual-oriented personnel policy

adapted to life phases. Research in the field indicates that more local adaptation, goal orientation and customisation may be a good idea (Hilsen and Midtsundstad 2014).

Many people, both employees and employers, call for greater flexibility. Work and tasks can be performed in different ways, and part-time work can be a good alternative for many older workers, for example by combining such work with pension into their 60s.

The current Cooperation Agreement on a More Inclusive Working Life (IA agreement) was entered into for the period 2014–2018. Its overarching objective is to improve the working environment, enhance presence at work, prevent and reduce sick leave and prevent exclusion and withdrawal from working life. Goal 3 is to increase economic activity after the age of 50 by one year, compared with 2009.

The results for goal 3 are promising. Average economic activity after the age of 50 has increased since the IA initiative first began; from about 9.5 FTEs in 2001 to about 11.5 FTEs in 2014. A number of factors have led to the positive employment trend among older workers. There is reason to assume that the positive labour market trend and the higher share of older workers in the labour force have led older workers in general to improve their position in the labour market. At the same time, there is reason to believe that greater competition for jobs due to high inward labour migration affects young workers more than older ones. The 2011 pension reform has made it more profitable for individuals to continue working for more years. In particular, the job incentives for employees in the private sector with a right to contractual pension have improved. Better health, higher qualifications and changes in industry structure have also played important roles.

The Government will ensure that as many people as possible can work, and prevent employees from being pushed out into passive benefit schemes in connection with restructuring processes. This was the main reason why the scheme of severance pay for state employees was phased out on 1 March 2016.

A new employers' strategy for the state

The state must be an employer capable of recruiting, developing and retaining competent workers. With a new employers' strategy for the state, an important priority area will be more systematic work with professional development, helping improve services and creating appealing opportunities for all employees to improve their skills. The strategy also emphasises the point that state enterprises must work methodically to ensure that they are inclusive workplaces.

The Norwegian Maritime Authority

At the Norwegian Maritime Authority, the IA agreement increased the pace of its ongoing work with senior policy. Workshops have been held for managers and a number of employees aged 55 and older, and policy proposals have been devised that have been reviewed in the co-determination forum. A key measure is a three-day course for older workers that addresses issues such as age and work, health and pensions. The older workers' managers and representatives also participate, thus ensuring that knowledge is shared and a common platform for further work. The Authority is aware that it needs the competence of older workers. Many older workers have served as mentors in an unofficial capacity. Now there are plans to put this into a system by establishing a formal mentoring scheme.

Senior policy in Skedsmo municipality

The senior policy in Skedsmo municipality emphasises good leadership. Each manager must see the resources inherent in their older employees, and older workers must feel valued by both managers and colleagues. The perspective of older workers is included in all governance documents, and is key to manager training, performance reviews, courses and information material. The goal is to motivate older workers to want to keep working after the age of 62, and for the municipality to retain valuable skills and labour. Unnecessary burdens on employees must be avoided, and the municipality must also achieve financial gains from the senior policy. One result of the senior policy is a substantial decline in the number of people retiring with contractual pension.

Reduce prematurely career exit through health-related benefits

Too many people leave working life too early through long-term sick leave, work assessment allowance and disability pension, which is a problem.

Musculoskeletal disorders are the most frequent diagnosis applied to people over the age of 60 on disability benefit, while mental illness is most common in the younger age groups. Reducing the number of people who leave working life for health reasons is one of the goals of the IA agreement.

New disability benefit entered into force in 2015. New rules make it easier for people on disability benefit to combine work and disability benefit. There must be greater use of partial disability benefit than today. The proportion of people with partial disability benefit today is highest among 50–59 year-olds.

There is also a need for labour market measures on the demand side. This is to reduce the perceived uncertainty, risk and any additional costs associated with employing or keeping people with poor health, possibly part-time. In 2016, the

Government introduced a new permanent wage supplement in order to increase opportunities for regular work for people with permanently and substantially reduced capacity for work. The measure does not particularly target older workers, but will nevertheless help greater numbers of older workers remain as active members of the labour force for more years.

Research shows that 20–30 per cent of disability pensions are a direct result of restructuring and downsizing in working life (Rege and Telle, Bratsberg, Fevang and Røed, Huttunen, Mjøen and Salvanes). This is a great challenge. Life-long development of knowledge and competence will be decisive if we are to combine restructuring and competitiveness with an inclusive working life in a climate of ever-rising qualification requirements.

Working life – promoting health

It is important to look at the circumstances that result in leaves of absence. They may be a result of burdens in the working environment that cause physical and mental harm. It is the responsibility of employers to ensure that the enterprise undertakes systematic health, safety and environment work.

Lifestyle diseases often begin to manifest themselves in people's 50s and 60s. The workplace has the potential to promote a healthy lifestyle. Being part of a community of colleagues can motivate workers to train together, stop smoking, and help people reflect about their drinking habits. The workplace cafeteria can increase awareness of a healthy diet. Employer-funded training can be used to make it easier for employers to facilitate physical activity among employees.

Caring for older relatives is an added burden for many people, and accounts for some of the sick leave. Mature adults often have old parents and other relatives requiring extensive help during periods and at such times many people need flexibility.

The pension reform is having the intended effect and will be further developed

The pension reform is helping increase labour force participation among older workers. It offers flexibility and opportunities in the transition between work and retirement, as well as making it easier to combine work and a pension. A large number of people are taking advantage of the flexibility afforded by the reform. Quite a few people aged 62–66 continue to work, often combined with a pension. This is particularly true in the private sector, where there is a contractual pension scheme that has been adapted to changes in the national insurance. The fact that the public and private sector have different pension schemes may prevent employees from switching from one sector to another. The Government will continue implementation of the pension reform in the private and the public sector alike, and believes that the public sector pension schemes should be changed. This means that solutions will be sought, together with the social parties, to reduce the differences between the pension systems in the private and the public sector. In December 2015, the Ministry of Labour and Social Affairs published a report on possible new pension schemes for public sector employees, and transitional rules for the existing schemes. The report was written in close collaboration with the social parties, and will provide a foundation for determining whether it is possible to work together to devise new pension schemes for public sector employees.

Age limits

There is currently a pronounced decline in employment at the age of 65. The Government wants more older people to continue working for longer. The age limit stipulated in the Working Environment Act in relation to termination of an employment relationship on account of age was therefore raised from 70 to 72 on 1 July 2015. A lower age limit of 70 was also stipulated for company age limits as a general rule. Age limits must be set on objective grounds, and not represent a disproportionate intervention.

By raising the Working Environment Act's age limits, the Government intends to signal that older employees are welcome in working life. One of the goals is that this will help increase labour force participation among older people.

It follows from the Government's platform that it will review all statutory age limits in working life in conjunction with the social parties. The Ministry of Labour and Social Affairs has appointed a committee consisting of representatives of the parties to assess adaptation of working life with a view to further raising the age limit for termination of protection against dismissal pursuant to the Working Environment Act, or to remove it completely. The committee will particularly look at the rights and obligations of the parties pursuant to labour law, including the special rights afforded to older workers pursuant to the Working Environment Act and the Holidays Act. This includes employees' right to work part-time after the age of 62, their right to adaptation pursuant to the Working Environment Act, and the right to an extra week of holidays for people aged above 60, pursuant to the Holidays Act. The committee will assess the need and opportunities for change, and may submit proposals for legislative amendments. The deadline for submission of the committee's recommendation is 1 December 2016.

Special age limits will also be reviewed. In consultation with the parties, the Government will review the grounds for special age limits, their history, developments in working life, and what this means for the jobs in question.

The health and care sector – a good workplace for older workers

The health and care sector is Norway's largest workplace, and is based in the hospitals and municipalities. It is a workplace dominated by women. It is also a sector undergoing professional and organisational restructuring processes. The sector will face large demographic challenges in the years ahead, as a result of rising numbers of older workers and ageing. This will increase the demand for health and care services and

entail limited access to personnel. Statistics Norway has calculated the regional health authorities' future need for personnel as a result of changes in national demographics. Higher numbers and a larger proportion of older workers, as well as more inhabitants, indicate a need for just under 30 per cent more full-time equivalents up to 2030, and 40 per cent up to 2040. These challenges are also discussed in White Paper on National health and hospital plan (Meld. St. 11 (2015–2016) Nasjonal helse- og sykehusplan (2016–2019)). The municipal health and care service faces similar problems, making it important that this key sector succeeds at being a good workplace for all, irrespective of age. This is how we can help keep more employees at work for longer.

Many doctors want to work past the age of 70 while auxiliary nurses and nurses often want to leave work at an earlier age. Working shifts, demands for greater efficiency and restructuring often motivate health personnel to leave work early. Agreements have been negotiated for certain groups regarding working hours and retirement at the age of 65. A report from the Fafo research foundation shows that many people are interested in working longer, providing they are given some facilitation (Hilsen 2015).

The Ministry of Health and Care Services will examine different issues that impact on early leaving in the health and care sector in greater detail. This includes pensioning behaviour, experiences with the IA agreement, and the challenges as perceived by employers and employees respectively. In order to take the right steps going forward we need more knowledge. The elaboration will also cover the municipal employers' organisation KS. The differences among enterprises may shed light on interesting factors. One of the goals is that enterprises learn from each other in order to become better at retaining employees at work for longer.

St. Olavs hospital

The senior policy at St. Olavs hospital has led to a change in culture at the enterprise for the management, employee representatives and employees. As a result of a good development process, employees and the organisation have developed a greater mutual understanding, and the hospital's approach has become more focused on the individual. The senior policy has been integrated into the personnel policy, and consists of three key areas: awareness-raising measures, development measures and senior days. Awareness-raising has been showcased as a success factor, and dedicated senior courses are held for people over the age of 55.

The Government will

- develop working life, so that older workers are given better opportunities to work for more years
- continue to increase employment among older workers, not least among people aged 65 and older
- place greater emphasis on professional and career development and opportunities for greater mobility throughout people's entire working life, also after the age of 50
- continue and further develop the tripartite collaboration on an inclusive working life
- intensify the work with knowledge-based information and attitude-building work to influence attitudes and behaviour regarding older workers
- prevent and limit early leaving from working life because employees are granted health-related benefits
- review all statutory age limits in working life in consultation with the parties
- assess adaptation of working life together with the parties in order to further raise or remove the general age limit for protection of employment in the Working Environment Act
- collaborate with the social parties to reduce differences between occupational pension systems in the public and private sectors, and make it easier to be able to change jobs across sectors
- develop a strategy for employer policy in the state – two important areas are professional development and an inclusive working life
- develop the health and care sector as a good workplace for older workers

4 Age-friendly local communities

Local communities must be adapted to facilitate activity and participation for all, so that they are perceived as safe places to grow old in. We need good architectural and design solutions, proactive municipalities that act to develop their communities, and business sector innovation.

Physical surroundings have a great impact on people's ability to live good, active lives physically and socially. It is a goal that local communities, areas and urban spaces, homes, service functions, cultural life, leisure activities, outdoor spaces and transport systems are designed to offer good accessibility and, together with the use of technology, promote participation, self-reliance and healthy ageing.

The Government's vision is a society that enables everybody to participate. The local government reform is a general strategy designed in order to better equip municipalities to handle demographic changes, with small municipalities in particular due to see a substantial increase in their older population.

The work for a universally accessible society will be of particular importance to older people and to disabled people. The Action Plan for Universal Design and Increased Accessibility 2009–2013 has been followed up by a new Action Plan for Universal ICT and Welfare Technology Design 2015–2019 which will pave the way for technological development to enhance accessibility.

The Government has several programmes and processes for urban and rural development that will take age-related issues into account, and where policy development will be premised on the composition of the

population. The Government will present a White Paper on sustainable cities and robust rural areas. There are also plans for a joint Nordic venture regarding development of cities and densely-populated areas in order to face common challenges in the Nordic countries, as part of the Norwegian Presidency of the Nordic Council of Ministers in 2017. The development of local communities has been highlighted as a priority area in public health policy, see White Paper Meld. St. 34 (2012–2013) and White Paper Meld. St. 19 (2014–2015). Planning and development must focus on people, and emphasis must be placed on learning more about which qualities in local communities that promote health and well-being.

Development of age-friendly local communities

The municipalities have an important role in local community development, and as such, municipalities are responsible for ensuring that older people, as all inhabitants, can live active lives, and contribute their experiences and resources to the community.

All societal and area planning must take into account demographics and issues related to accessibility and facilitate active lives for all groups. Great societal benefits may be reaped from adapting area use, housing, transport and local communities to facilitate the active participation of older people in society. Guidelines for state plans and national expectations regarding regional and municipal planning place emphasis on forward-looking urban and rural development.





Innovative planning methods

The Ministry of Local Government and Modernisation plans to develop and share innovative methods. The objective is to improve the municipalities' competence in planning that takes account of diversity, and the fact that people's participation is based on different needs and abilities. The Near city-project (Nærhetsbyen) puts people at the heart of urban development. When people have a short distance to activities like school, work, shops, services and outdoor activities and are provided with good public transport and opportunities for walking and cycling, they will be able to perform everyday activities without driving a car. Use and analysis of large amounts of data will yield considerable knowledge on movement patterns, behaviour, etc. The knowledge can be used to plan surroundings, infrastructure and recreational areas, for example "smart cities".

The Ministry of Local Government and Modernisation will devise an idea book for everyday urban spaces and connections. It will illuminate issues that must be kept in mind in the planning of outdoor spaces, in terms of creating a sense of community and belonging, and for satisfactory access to the services offered by the near city. Outdoor lighting will also be discussed as a factor in safety, experience and satisfaction.

The programme for area-specific ventures entails a special focus on areas where living conditions are poor and that have a high proportion of immigrants. The Government has signed a letter of intent with the City of Oslo regarding continued focus on the

Grorud district in 2017 where one of the priority areas is the development of the local community. The project will also create added value for older people, regardless of their ethnicity.

As it has a high proportion of immigrant inhabitants, there will be a higher share of older people with an immigrant background in the Grorud district. Given that they do not have a long history in the local community, they may find involving themselves in society at large more difficult. Furthermore, their language skills may be poorer, and the cultural activities, transport and social life may be more unfamiliar than for people who have grown up in Norway.

Oslo is part of the WHO Global Network of Age-friendly Cities and Communities

"Age-friendly Cities" is an international project implemented by WHO to help cities prepare for rapid ageing and growing urbanisation. The project is concerned with the environmental, social and economic factors that affect the health and satisfaction of older people. It has gathered cities in a number of countries in a network of shared practices and has developed a guide that presents the features of an age-friendly city:

- outdoor spaces and buildings
- transport
- housing
- social participation
- respect and social inclusion
- civic participation and employment
- communication and information
- community support and health services

Oslo was the first Norwegian city to join the network in 2014. A city that is age-friendly is a city for all, and expands on the concept of universal design. The City of Oslo has charted age-friendly measures and has launched a pilot project to make the district of Nordre Aker age and dementia-friendly. The city of Trondheim has also joined the network.

Participation

Participation is a resource for social development that contributes to the health and opinions of individuals by empowering them. User involvement will become more important in an ageing population, because people over the age of 65 have inadequate representation on political bodies and other special interest policy work, considering the share of the population they represent. As a result, the differing needs and perspectives of older people are easily ignored. Municipalities exercise influence in many ways, like inhabitant surveys, public meetings, "meet the politician" days, brainstorming, etc. A digital participation method where children and adolescents register their patterns of walking around in the local community will be expanded and include older people and other segments of the population to ensure safer traffic .

The Norwegian Directorate of Health is leading a three-year development project focusing on local communities for the period 2015–2017 in order to promote public health. Some 40 municipalities are participating in the project. The goal is

to build local knowledge on features of local communities that promote health by using and developing suitable methods for inhabitant participation, including the preferences and participation of older people.

All municipalities and county administrations must have councils of older people in order to ensure user participation in matters of particular interest regarding the living conditions of older people. The Government has circulated for consultation a proposal for a new provision in the Local Government Act regarding councils for older people and councils for disabled people. The provision will replace the Municipal and County Municipal Councils for the Elderly Act and the Councils for Disabled People Act. The proposed new regulations recommend that the councils include people down to the age of 60, in order to ensure that input is provided regarding the transition from working life to retirement, which is an important period in terms of encouraging older people to engage themselves actively.

Local meeting places and cultural life

Being active in the social life of the local community enhances well-being. Local meeting places like the library, arts centres and meeting halls are low-threshold meeting places for all people, and across generations.

The Government is helping support public libraries as an active communicator of knowledge and cultural heritage, and is taking steps to promote public libraries as relevant, independent meeting places for conversation and discourse. About 40 per cent of people aged 65–79 use public libraries (Statistics Norway's survey of library use). Many municipalities offer a number of services dedicated to older people: outreach lending to older people who live at home, visitors who read books to older people, computer training for older people and cooperation with the University of the Third Age.

Older people are active patrons of the theatre, concerts and museums. Cultural

institutions provide positive experiences together with social interaction, and constitute a meeting place across generations. Several cultural institutions also have friends' associations and volunteer groups, where many older people participate.

The county administrations manage the decentralised scheme of passing on funds from public gaming to cultural facilities. The scheme helps establish and upgrade good meeting places throughout the country. The Norwegian Centre for Design and Architecture (DogA) has focused on the where institutions for older people are located. DogA stresses that such institutions should be centrally located in the municipalities and located together with other functions. Residential and care centres should be designed and run to a greater extent to offer services to external users or co-located with other cultural arenas.

Bruket arts centre in Malvik municipality

Bruket arts centre is linked to a residential and service centre by means of a glass bridge. The local meeting hall from 1915 has been modernised, and Hommelvik residential and care centre has been expanded. Halls for cultural activities, an underground car park, meeting rooms, offices and outdoor spaces can be used by the different functions. The project will provide sustainable development, with greater interaction between the sectors. Both school and public health resources are associated with the project and it has received funding from the decentralised scheme of funds from public gaming for cultural facilities.

Aalesunds Museum: Older people as volunteer museum educators

Every Tuesday from early spring to late autumn, you can meet a friends special interest group on the fishing boat M/K Heland, which is moored at the museum quay at Sunnmøre Museum. The volunteering involves serving as crew, practical volunteer work like rigging the Viking ship Borgundknarren, and dissemination of "the art of knots" to tourists who visit the museum.

Shops as a social arena

Grocery shops are very important in rural areas. By means of the Merkur programme, the Ministry of Local Government and Modernisation will ensure that the inhabitants in rural areas have access to groceries. The project "The local shop as a social arena" allows selected shops to test out ideas. Local shops may offer services to inhabitants in need of assistance, for example driving them to and from the shop. For older people, going to the shop can be a valuable social activity, and offering them organised public transport, possibly combined with other activities, shows how new forms of collaboration can improve their chances of living active lives in the rural areas.

Outdoor activities in the local area promote healthy ageing

Hiking is a simple activity that is a good way of bringing activity to the lives of people who currently lead a sedentary lifestyle. Activities far from their home can be difficult for many older people. In order to encourage older people to be physically active, they need to have options close to their home. Research shows that people are more active when foot trails and green areas are not far away. Older people's use of nature and green areas in the local community and their need for them to be protected and adapted is part of the Ministry of the Environment's local community project regarding adaptation of green spaces. Measures related to local outdoor activities in the local community is prioritised in the White Paper on outdoor activities submitted in the spring of 2016. The goal is for all people to have access to a foot trail or hiking area within 500 m of their home. Trygg i lokalsamfunnet

Safety in the local community

Feeling safe is a basic need. Older people are the least exposed to crime, but they are among those who fear it the most. However, older people can be very vulnerable to crime. The design and illumination of common areas, outdoor spaces, footpaths, etc. can increase their sense of safety. Police councils have been established as a forum between the police and municipalities in order to guarantee good collaboration on crime prevention and safety in the local community. The preventive police work and collaboration with

other actors will be reinforced in the local police reform.

WHO has developed the tool *Safe communities*, which will be used to increase the efficiency of work to prevent accidents in the municipalities. The Ministry of Health and Care Services, in collaboration with the Ministry of Local Government and Modernisation will make the collaboration and the method better known in the municipalities. The work is being led by the Norwegian Safety Forum, on behalf of the insurance industry.

Violence and assault against older people

Violence and assault are crimes against each individual's human dignity. Vulnerable groups are particularly entitled to protection. Violence against older people is covered by the Government's focus on violence in close relationships; however, violence and assault against older people is a neglected area. More knowledge is needed about violence against the oldest part of the population. The Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) will present a survey of violence and older people in 2016. There is a national helpline for protective services for the elderly (Vern for eldre) staffed by experts that people can call if they experience violence, assault or other offences. Some municipalities offer a similar service.

Housing – opportunities for an active life for older people today and tomorrow

An ageing population increases the need for suitable and accessible homes. Homes and local communities that facilitate independence and an active lifestyle may reduce the demand for care services and aids. Each homeowner, the municipalities, the housing sector and the Norwegian State Housing Bank have important roles in the development of suitable homes for older inhabitants.

The Technical Building Regulations require accessibility in new homes. Over time, the requirement will lead to a regular influx of homes that are good to grow old in. By 2040, it is expected that about 40 per cent of buildings will have been built pursuant to the Building Regulations that entered into force in 2010.

Existing buildings have been built with poorer accessibility requirements than the current ones, but their accessibility can be improved. The housing statistics from Statistics Norway show that 95 per cent of households in blocks of flats have all of their home functions on a single level, but that many buildings do not have a lift. Retrofitting of lifts can make more homes accessible.

Facilitating the use of technology in private homes and in nursing and care dwellings allows more people to take advantage of the opportunities for an easier life afforded by technological solutions. Private

developers, housing associations and municipalities can implement smart house technology in homes.

Municipal planning can provide good homes for older people. Despite the great potential for savings in the welfare sector, many municipalities have failed to plan adequately for how to accommodate rising numbers of older people living in regular homes (NOVA Report 17/14). There is room for improvement in the municipalities' understanding of the relationship between the policy on ageing and housing policy. The Norwegian State Housing Bank's competence grant for sustainable housing and building quality has in recent years been awarded to several projects for housing suited to the needs for older people.

Many older people have the resources to take charge of their own living situation and clear ideas as to how they want to live. It can be an advantage to plan for future living conditions at an early stage, and not wait until one's health deteriorates. Not least, older people play a part in planning changed housing needs in good time. However, many do not see any need for improved adaptation, and wait too long; others lack the knowledge or finances to improve their housing situation. In some cases, options in their local community may be limited. The

Government will help develop information about suitable dwellings for an ageing population.

The Norwegian State Housing Bank

The Norwegian State Housing Bank promotes universal design and greater availability of new and existing homes through mortgages, grant schemes and information.

For more information about the Norwegian State Housing Bank, see www.husbanken.no

Transport – better solutions and services improve opportunities for active lives

Safe surroundings are a prerequisite for leading an active life. Public transport must be available and easy for everyone to use.

As people age, many become unable to drive their own car, limiting their everyday freedom. Policy-makers must take this into account by developing good, accessible public transport.

Better accessibility in the public transport system

The National Transport Plan includes the goal that the transport system should as far as possible be accessible to people of all ages and with different abilities. The Government's great focus on the transport sector is the main measure, and will benefit all transport users, including older ones.

There are still aspects of the transport system that make it inaccessible to many older people.

New public transport solutions must be universally designed. Measures must be implemented to make it easy to access stops and stations. Public and private transport planners and transport providers must cooperate on designing cohesive travel chains that offer good accessibility to older people. This is why it is important for all municipalities to have their own walking strategies.

New technology allows new, more flexible transport solutions. Digital ticket solutions can make it easier for many people to travel. However, the design, user interface and ticket solution limited to smartphones may exclude relevant users. Such obstacles are more likely to affect more older people than young ones.

A number of measures to achieve universal design have been implemented in several areas. Provisions that guarantee universal design of transport equipment and infrastructure have been introduced in most areas and upgrades have begun within the

state's area of responsibility. New infrastructure, terminals and means of transport are being built in accordance with the universal design requirements.

Most of the transport system was built before introduction of the universal design requirement. The transport agencies are working systematically to upgrade stations, stops and public transport hubs. Costs and technical solutions are the greatest hurdle in terms of achieving step-free access to trains. Moreover, facilitating step-free access to public transport places great demands on cooperation among state agencies, municipalities, county administrations and private transport companies.

Focus on local strategies to promote walking

An extensive network for walkers is of great importance to older people's opportunities for physical activity in their local community. The Ministry of Communications wants faster construction of footpaths and cycle paths. The recommendations in the National Walking Strategy that was presented in 2012 provide a good foundation for the work of the transport agencies and others. The strategy proposes that municipalities devise local walking strategies. Ensuring that roads are gritted in the winter, that there is good lighting, railings, and benches for resting while walking are measures that are essential to older people being able to make the journey from their doorstep at home to their destination.

Walking strategy for older people in Kristiansand municipality

Kristiansand municipality takes part in a pilot project for developing municipal walking strategies. Knowledge was developed for a municipal walking strategy in conjunction with the Norwegian Centre for Transport Research and the Norwegian Public Roads Administration. Older inhabitants were interviewed in order to identify their desires and needs, and researchers and planners worked together on selected sections to chart obstacles. A research workshop that included older people discussed findings and measures.

Measures identified were better winter maintenance, separate footpaths and cycle paths, wider pavements, lower curbs, more benches, better lighting, information about activities, and setting up walking groups.

The study showed that those who live in the centre of the city walk to their daily activities more often than those who live rurally, and that women walk more than men. It is important to keep up good walking habits, and foster new walking habits among people who used to drive cars. The research workshop identified a need for cross-sectoral measures at the municipal level, and collaboration between different agencies and voluntary organisations in order to develop a walking strategy.

Over 500 participants were later placed in follow-up studies, and the experiences resulted in installation of several benches in the municipality. The project has helped identify good outdoor spaces and measures to motivate older people in Kristiansand to walk more. The work with the walking strategy is also related to the municipality's work to promote public health and physical activity, including the project "Get out of the chair".

Norwegian Centre for Transport Research Report 1265/2013.

Access to public transport

Older people are active users of public transport for short and long journeys alike. The Government's considerable focus on public transport means that better services are provided also to older people. Many older people travel at other times than rush hours, and it is easy for them to find a seat.

Public transport is often served by regular scheduled routes and departures. In rural areas, it is often more rational to run demand responsive transport when people actually travel. There are also publicly-funded services for special groups in the countryside and in the cities. Flexible public transport using smaller vehicles is a

solution that appears to have potential for further development in Norway, especially when there are few passengers.

Transport at demand can solve tasks that cannot be handled by scheduled routes. This includes transporting patients, some transport to school, travel to work and education, adapted transport, travel to day centres, and other services developed by the municipalities and the county administrations.

A customised booking system can handle new tasks that cannot be solved by ordinary public transport, for example holiday travel and the leisure travel market.

Transport in Lierne municipality

Lierne municipality is a rural municipality that covers a large geographical area, and with sparse settlement in and around the municipal centre Nordli and the village of Sørli. About 20 per cent of the inhabitants are aged over 67. In addition to a bus route to Namsos, the municipality has several demand responsive transport services at the price of a bus ticket. The municipality offers shuttle transport to buses and trains in collaboration with the neighbouring municipalities. The public can order service transport in order to reach shops, the bank, post office, day centre and other service offices in the municipality. The transport is provided by taxis in the municipality on fixed dates, from 10:00 to 14:00.



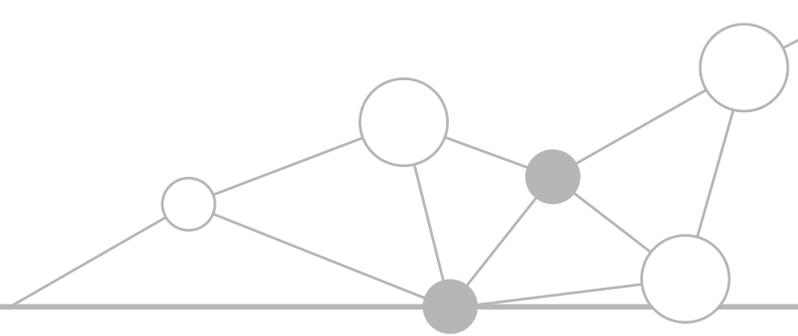
Future transport

New and better technology is constantly being developed to help drivers and to automate the job of driving. Certain vehicle manufacturers and technology suppliers are now testing fully self-driving cars (autonomous vehicles). It is important to keep an

eye on new technology in order to increase the mobility of older people. New technology often challenges established legislation or requires new regulations in order to be adopted. The Government wants to take steps to enable new technology to be adopted early.

The Government will

- develop safe local communities that facilitate activity and participation for all
- lower the threshold for outdoor activities and facilitate outdoor activities close to your home
- promote public transport that is available and easy for everyone to use
- help develop new methods to improve user participation from older people
- help devise good information about homes that are suitable for an ageing population



5 New opportunities for volunteering and civil society

Volunteering and social participation provide older people with excellent opportunities to be active and perform meaningful tasks. Voluntary organisations are a large and autonomous part of society, of great value to individuals and society as a whole. Voluntary organisations solve key societal tasks, and are important, including in the development of innovative health and care services.

More active older people with resources and a desire to involve themselves represent untapped potential for the voluntary sector and local communities. Voluntary organisations should commit more strongly to attracting more older volunteers, and should look at how they can help promote activity among older people. The authorities must provide information to voluntary organisations about the opportunities afforded by older workers, and facilitate cooperation. Many immigrants, also older ones, want to participate more. Voluntary organisations should do more to reflect a more diverse population.

Comprehensive and wide-ranging volunteering

Norway is a global leader in the proportion of the population that volunteer. Over 50 per cent of people over 60 volunteer; the share declines slightly for those over

75. The level of volunteering varies, from weekly to occasionally. According to the main findings from the Centre for Research on Civil Society and Voluntary Sector (www.sivilsamfunn.no), volunteering levels also vary depending on social background.

The various activities in the voluntary sector promote contact across generations and environments. Most older people participate in hobby and leisure organisations, and residents' associations and community groups. Many people also participate in athletic clubs, arts and cultural organisations, religious and beliefs organisations, and health, care and rescue work. This also includes unpaid work organised through voluntary organisations like visitation services, homework help, and guiding refugees. There is also volunteering outside voluntary organisations, for example in public and private enterprises, and in volunteer centres. Much volunteering takes the form of working together to solve important tasks.

Engaging greater numbers of older people

Voluntary organisations can provide structure and meaning to people in the transition from work to retirement. Many fresh pensioners want to perform other tasks and use other skills than they employed in working life, and they want to belong to



a social community. Different pensioner organisations can contribute to new activities. The Norwegian Labour and Welfare Administration NAV provides grants to pensioner associations, earmarked operations and work covered by policy on ageing. The Association of NGOs in Norway has a project called "Time that counts", and has developed tools to motivate older people

facing retirement to become involved in voluntary organisations, and increase voluntary organisations' competence on recruiting older workers. A number of organisations have dedicated programmes for older people. For example, the Norwegian Trekking Association, the Norwegian Red Cross and the Oslo sports confederation offer activities for older people.

The net portal for voluntary work - frivillig.no

In December 2015, the Association of NGOs in Norway launched a national net portal for recruiting volunteers (www.frivillig.no). The portal will make it easier to identify organisations people can work with, and is a tool for organisations to recruit outside their own network and reach new groups, like older people.

Frivillig.no will answer the question "How can I help where I live?" and showcase the entire spectre of voluntary organisations. This service is free for voluntary organisations and people who want to volunteer.

Frivillig.no is a joint venture between the Association of NGOs in Norway and the City of Oslo.

Developing volunteer centres in local communities

Volunteer centres are based in the local community, and are developed according to the local situation and needs. Their activities are based on volunteer work, help create social meeting places and facilitate volunteering. The centres offer a wide

range of activities and provide low-threshold services for young and older people alike. Older people are active participants and contributors. The Storting has adopted the Government's proposal for the grant for volunteer centres to be transferred to the municipalities in order to give the municipalities a comprehensive responsibility for volunteering, prevention and public health.

Pensioners provide school meals

Hunn school in Overhalla municipality is visited by pensioners from the volunteer centre once a week. The pensioners prepare a lunch buffet, consisting of wholemeal bread, vegetables, fish products and other healthy spreads and cold cuts. Once a month they serve a hot meal. The pupils pay NOK 25 per meal. The school has no expenses related to this scheme, and the pensioners take care of all of the practical work, so that this does not detract from the teachers' time or the lessons.

The school management is very pleased with the meal scheme, and the collaboration with the volunteer centre. The head teacher says that the social element is just as important as the fact that the pupils have the opportunity to eat a healthy meal, and wants to involve more pensioners in the school's activities. The pupils' concentration improves after the meal, and the scheme has been in place for several years.

Mobilisation to combat loneliness

Loneliness is a growing societal problem for younger and older people in particular. For those aged 70 or more, the share who reports that they are lonely has remained stable at about one out of ten; among people aged over 80, three out of ten say that they are lonely. Failing health and the loss of close relatives and networks often results in isolation and loneliness. A lack of social support may make it more difficult to manage everyday challenges. In the future, a large proportion of older people will live alone, a factor which increases the risk of loneliness. The Government has therefore increased its efforts to reduce loneliness among older people and facilitate increased social contact and activity together with voluntary organisations. The idea is to involve more people in social and physical activities, strengthen volunteer visitor

schemes and train older people to use computer technology.

The Government has also initiated a three-year campaign for community and social support organised by voluntary organisations. The campaign is being coordinated by the Association of NGOs in Norway. The work will involve a wide range of voluntary organisations and will be based in the member organisations. Its purpose is to mobilise volunteers and recruit others who want to contribute their resources, competence and compassion, and who want to prevent loneliness. The campaign will stimulate engagement among member organisations, promoting activities with a low threshold for participation. The frivillig.no recruitment portal is a central instrument in this campaign.

Hiking groups to stimulate social and physical activity

Norwegian Red Cross and the Norwegian Trekking Association are working together on hiking groups for older people. The Ministry of Health and Care Services will provide grants for this. The purpose is to engage more lonely older people in social and physical activities. The groups have a leader, who takes them on hikes in nature areas and on foot trails that are suitable for older people.

The changing nature of volunteering

People's relationship with volunteering is changing. More people want to participate in volunteering for periods, work on specific tasks on an engagement, and not as a permanent activity, or as a member of an organisation. For many organisations, the number of volunteers has become more important than the number of members. The changes are taking place at the same time that the population is aging and social forms of association are changing, accor-

ding to research from the Centre for Research on Civil Society and Voluntary Sector.

The internet and social media are gaining ground in voluntary organisations, and are particularly used as a communication channel with members, volunteers and others. Many older people use the internet actively, which makes it easier for them to follow current events, contribute actively, and keep in contact with others.

Work to help refugees

The influx of refugees to Norway in the autumn of 2015 illustrates how ad hoc volunteering mobilises, and the key role played by social media in this context. Large endeavours can mobilise people to help out in new ways. Concurrent to these ad hoc efforts, the major established organisations work during the acute phase, in reception centres and integration work. This is an area with a plethora of opportunities for older and active people to contribute at the local level. New pensioners can play a role in local integration efforts, and both young and old volunteers with an immigrant background can be an important resource in this work.

The interaction between public authorities and voluntary organisations

The volunteer declaration is the Government's acknowledgement of the importance of voluntary organisations, and it commits the Government to cooperation, participation and predictability. The declaration has been followed up by regular meetings between the authorities and voluntary organisations, where ageing is one of the challenges that can be discussed.

KS (the association of local government) and the Association of NGOs in Norway have drawn up a platform for interaction and collaboration between the voluntary and the municipal sector. The municipalities facilitating and cooperating with local voluntary organisations will increase people's interest in making a contribution in care activities, and create activities for older people.

Participation and voluntary activity promote health and happiness, and are important in public health work. The Association of NGOs in Norway, the Ministry of Health and Care Services and KS are collaborating on a public health meeting place. The meeting place will foster new ideas and a dialogue

between the public administration, politicians and voluntary organisations. Issues like loneliness, the place of volunteers in well-functioning local communities and how local volunteering policy can improve public health have been addressed in the meeting place.

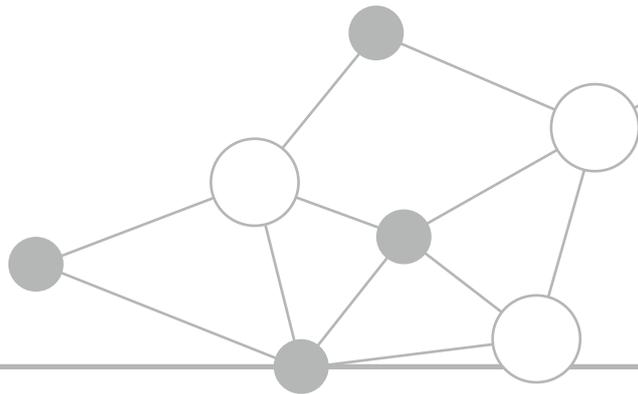
The Association of NGOs in Norway, KS and the Ministry of Health and Care Services have launched a strategy for volunteering in the field of health and care. The purpose is to strengthen social contact for care service users. Older people represent an excellent source of active volunteers.

Research and development

The research programme "Research on Civil Society and Voluntary Sector 2013-2017" is a joint venture between several ministries. The programme will lead to greater knowledge about volunteering and about the people who participate as volunteers, illuminating changes taking place in volunteer work (www.sivilsamfunn.no). Better knowledge about voluntary organisations will be part of future policy making.

The Government will

- contribute to voluntary organisations and civil society to become an important arena for active older people
- cooperate with the voluntary sector to mobilise against loneliness among older people
- follow up the strategy for volunteering in the field of health and care
- follow up the research programme "Research on Civil Society and Voluntary Sector 2013-2017"



6 Innovation and technology for active ageing

The demographic change is creating opportunities for business and industry to develop relevant products for the rising proportion of older consumers who will need and enjoy tailored products. Technology and other forms of innovation will provide considerable opportunities for increasing the independence and mastery of older people. Digital technology is already part of Norwegians' everyday lives in a way that was difficult to envisage only a few years ago.

Even though it is difficult to predict all of the opportunities that technology will afford, it is obvious that technology will play an important role in how we face and handle the greying of the population. Technology can simplify life, improve health, and allow greater mastery and safety in everyday life. Technology can be a tool for each individual to better manage their own life and health, despite reduced functional ability. For older people, new technology creates opportunities for working longer, greater activity, and the ability to cope for longer on one's own outside an institution. At the same time, new technology also creates synergies for business and industry and the health and care sector, which will have greater importance in terms of the changes society is facing.

The technological trends that will be of great economic importance leading up

to 2025 are presumed to include mobile internet, automation of knowledge work, the internet of things, cloud services, robotics, autonomous vehicles, 3D printers, nano materials and renewable energy (McKinsey Report 2013). These trends will affect us all in different phases of our lives, both at work and in everyday life.

It will be important to ensure that older people can acquire and continue to develop technological and digital skills in order to leverage all of the coming opportunities, and to keep up with developments in society. There will be challenges associated with different user patterns across generations, and technology must be adapted to people with different needs. Not every group in society is equally able to adopt new technology. Countries with a higher number of older people than Norway like Japan and Singapore can share the positive experiences of older inhabitants associated with use of technological aids and robots as part of their everyday surroundings, and how they are perceived as giving them greater dignity and independence.

Innovation Norway, the Norwegian Agency for Public Management and eGovernment (Difi), the Norwegian Board of Technology, InnoMed and the Research Council of Norway are key players in promoting new technology and showcasing the opportunities it affords.



A new generation of older people with spending power

A SIFO survey points out that a growing number of older people have more resources with which to face their old age. A large share of the older people of the future will have great spending power and be more used to consumption than was the case for past generations. Their demand for goods and services may generate a market adapted to their needs, increasing market opportunities which business and industry can take advantage of. Many older people will play a role in solving the challenges associated with a greater need for health and care services. This is what the OECD and other international organisations call "the silver economy".

The silver economy is a term that covers a number of policy areas that may improve

quality of life and foster inclusion and involvement of older people in working life and other economic activity through the development of new, forward-looking policies and new innovative products and services. The topic was put on the agenda when the European Commission's report on the subject was launched. The term offers a holistic understanding of ageing and related opportunities, and the importance of a number of areas of policy such as preventive health care, the physical environment, city planning and labour policy. New technology like smart houses, sensors and self-driving cars and driver assistance systems are also important in terms of how technology can be used to improve the everyday lives of older people and reduce the socio-economic costs of ageing. At the same time, technology can be a major stimulus to business development.

Older people are important to the travel industry

The travel industry provides an example of the importance of the new generation of older people to business and industry. On average, people over the age of 67 spend twice as much per year on holiday travel and package holidays as the age group 30–39. In the early 2000s, about 30 000 Norwegians aged over 60 travelled abroad every quarter. The figure has now reached 120 000, constituting a 300 per cent increase since Statistics Norway began its travel survey in 2002.

The great changes in consumer habits apply to the generations born after World War II. The travel industry reports that travel for the group aged 60 and older keeps increasing, and this group wants a higher standard of facilities. The older people of today spend more money on themselves, especially as they approach retirement age and after retirement.

Entrepreneurship among older people

One aspect of "the silver economy" is entrepreneurship among older people. Studies from other European countries indicate that entrepreneurship among older people may represent a major source of innovation. Older entrepreneurs are successful at establishing enterprises that endure over time. Their superior results may be attributable to the fact that they are more motivated, base their start-up on relevant experience, and that they have easier access to capital and a network of colleagues. The Government is working to make Norway

a better country for entrepreneurs and to recruit entrepreneurs from every part of the population. The principal measures are described in the Government's plan for entrepreneurship "Good ideas – the workplaces of the future". Easier access to money, competence and networks are among the measures in the Government's entrepreneurship policy.

The Government plans to use agriculture as a resource for innovation and entrepreneurship. Agriculture is an arena with many opportunities in terms of raising the activity levels of both older and younger people.

The programme "Come to the farm" is a range of welfare services centred around the farm as an arena that are offered to different health and welfare-services and educational institutions to provide activities and training for children, young and older adults outside an institutional and illness-based setting. Food and meals are often an important part of these services.

Needs-driven innovation

New technology, products and services must be adapted to user needs if they are to be helpful. Older people are an important user group that should be included in relevant innovation projects. User participation in innovation work can lead to better treatment or services and a better experience for those receiving treatment or service. User participation entails meeting the user's and/or employee's needs in the best possible way. Participation throughout the innovation process increases the likelihood that the innovation meets the user's actual needs.

Needs-driven innovation is part of the ten-year innovation programme initiated by the Ministry of Health and Care Services and the Ministry of Trade and Fisheries in 2007. Key players like the Norwegian Directorate of Health, Innovation Norway,

the Research Council of Norway, KS and the regional health authorities have entered into a national joint-venture agreement regarding needs-driven innovation. InnoMed promotes innovation through the national competence network for needs-driven innovation in the health sector. Examples can be found at www.innomed.no.

The requirement of universal design and stimulating development of inclusive design are instruments that trigger development of products suited for older people. If we are to enjoy the opportunities afforded us by technology, we must take further steps to ensure that older people can use this technology. In order to be used, it is also important that new technological solutions appeal to the users' values, experiences and feelings (affective design). It is not enough that technological innovations fulfil a need; the end users must also wish to own and use them. Cultural and social issues also affect the adoption of new products and solutions, and will also determine whether we implement solutions from other countries.

The Norwegian Centre for Design and Architecture – Design for all

The purpose of the Innovation for All programme is to inspire and contribute to the development of products and services that are accessible to all.

The programme was established in 2005 by the Norwegian Design Council, and is one of several programmes that form part of the Government's action plan for universal design in the work towards a society designed to facilitate accessibility for all.

The objective of the programme is to develop a more inclusive society, where products, services and surroundings are designed with a view to diversity, inclusion and equal opportunities for participation for all. The programme will promote innovation in Norwegian businesses and show the need and potential for product solutions that have been developed based on the principle of universal design.

An important objective is to help Norwegian industry and business adopt design as a tool to trigger innovation, based on a user-centric approach.

An innovation prize for universal design is awarded every year.

(www.inclusivedesign.no)

Through the National Programme for Supplier Development (<http://leverand-orutvikling.no/>), both central and local government can encourage development of new technology which is better suited to meeting the needs of an ageing population. This may be the design and user-friendliness of technological equipment or adaptation of homes and surroundings. The Government will introduce simpler national and EU-based procurement rules in 2016. One of the purposes of the revised rules is to better facilitate innovation, so that health authorities and municipalities can increase the use of innovative procurement.

Norway will become a universally accessible society where all people can participate regardless of any functional disabilities. An ageing population is part of the target group. A scenario will be designed to highlight the opportunities offered by technology and better organisation to achieve universal design and opportunities in a society for all. In conjunction with the Ministry of Health and Care Services, the Ministry of Children, Equality and Social Inclusion has commissioned the Directorate of Children, Youth and Family Affairs/the Delta Centre with this task. The report will be written in 2016.

Innovation of nutritious food

A good nutritional status is essential to good health and active older people. Several chronic diseases are related to poor diet, and we often hear about malnutrition/malnutrition among older people. Knowledge about food, nutrition and health can provide a foundation for business development and greater competitiveness in the food industry through innovative product development. Development of healthy meals and innovative products is important in order to promote public health and improve quality of life. At Måltidets hus in Stavanger, nutrient-dense products are developed that take into account older people's need for nutrition (www.maaltidetshus.no/).

The Minister of Health and Care Services has established a group of food industry players to promote healthier products. One focus area has been to reduce salt and unhealthy fats in common dietary products. Development of healthy products and meal concepts adapted to different target groups, portion sizes, etc. are other relevant areas. The collaboration is an example of innovative partnership between business and industry and politics in order to solve important societal challenges.

An innovative health and care sector will benefit business and industry

With a higher proportion of older patients, it is necessary to adopt both technological and social innovations. There are great opportunities here to give users and pati-

ents access to health data and faster, better and more user-friendly services.

The Ministry of Health and Care Services has initiated the Health&Care21 process to trigger new forms of collaboration between research institutions, the health and care sector, patient organisations and business and industry. The Government will facilitate new arenas for cooperation between business and industry, users, the health sector, and the higher education sector through its Health&Care21 action plan.

Welfare technology

The Government will benefit more from the opportunities afforded by existing information and communications technology. Holistic and user-friendly ICT solutions are a prerequisite for creating patients' health services.

Welfare technology will improve each indi-

vidual's ability to manage in everyday life. Technology is an aid for our own mastery and opportunities for being independent and active, and creates great benefits for inhabitants and society. Welfare technology solutions will help people keep up contact with working life and work for longer. For example, technology may compensate for loss of physical functions, simplify the treatment of chronic disease or help maintain cognitive skills. Technology improves inhabitants' ability to master their own lives, so that they can live in their own home for longer. At the same time, technology will improve leveraging of the resources of the health and care sector.

There is much activity in the field of welfare technology in the health and care sector, and more services are being offered. Digital services provide more opportunities to involve and treat patients than the traditional physical appointment between a practitioner and patient. A national welfare technology project for distance treatment and care of the chronically ill began in 2015. Patients suffering from diabetes, COPD and mental illness can be monitored using tablets and mobile sensors. Patients and users talk about a new life full of greater freedom and security.

Several municipalities are testing new technology through the national welfare technology programme. The goal is for welfare technology to become an integrated part of care services in 2020. In 2015, the programme provided funding to 31 municipalities to try out safety packs, digital medicine dispensers, GPS tracking of people suffering from dementia, digital monitoring, electronic door locks and tools for better scheduling of home nursing services. In October 2015, the Norwegian Directorate of Health presented a benefits realisation report (IS-2416) that shows that the most important gain for users with mobile elderly care alarms is increased safety and freedom to move outdoors. For next-of-kin, safety is linked to the knowledge that the user can be tracked if they get lost. For many relatives, this means that they can work for longer.

Standardisation of welfare technology will provide greater opportunities for faster development. The municipalities will receive greater assurances regarding

their investments and suppliers will have greater opportunities to market themselves in a larger national and international market. A common framework will provide greater predictability for municipalities and suppliers, which will lead to more and better solutions. The Norwegian Directorate of eHealth is working to establish an infrastructure and introduce standards for welfare technology.

According to the Nordic Centre for Welfare and Social Issues, a subordinate agency of the Nordic Council of Ministers, studies show that the common Nordic market is weak in welfare technology. A small market constitutes a barrier to development and distribution. Closer Nordic collaboration has the potential to strengthen the home market and give standards developed in the Nordic region international potential. Norway will emphasise this collaboration under the Norwegian Presidency of the Nordic Council of Ministers in 2017.

From welfare technology to everyday technology

The efforts in the field of welfare technology primarily focus on solving important tasks in the municipal care services. Users' safety and security in their own homes is vital. In principle, technology and infrastructure are delivered by the municipalities.

There is also a commercial market for technological aids. There is a growing range of products that can make everyday life simpler and safer for older people. Many products are already available in regular shops, for example robot vacuum cleaners and sensors that control electricity. There is a wide range of everyday technology which is readily available to each individual, at no great expense.

Electric meters allow smart homes

The introduction of two-way electric meters will increase the opportunities for implementing welfare technology and smart homes. New meters will also allow additional smart services for those who want them.

Beneficial robot vacuum cleaners

Flekkefjord municipality has tested robot vacuum cleaners among disabled older people. The test has had very good results:

- Users: "I can relax, now that my everyday life has become easier", "I feel a sense of mastery in managing to clean my home without help"
- Workers: "The user's sense of mastery rose from 1 to 10 with this tool", "Falling is no longer a problem"
- Workers have time for new tasks: "We used to spend two hours twice a week explaining to users how to vacuum and wash floors. Now we spend a minute reminding them to start the robot".

The consumer research institute SIFO will look into an information programme regarding everyday technology. The purpose is to improve consumers' ability to use products and technology that make everyday life easier. This commission comes from the Ministry of Children, Equality and Social Inclusion. The Ministry also collaborates with the higher education sector to strengthen the competence of students and teachers on welfare technology, everyday technology, technological aids and the importance of products everyone can use.

Improve the ICT competence of older people

Norway is a global leader in people's access to ICT equipment. Access to and use of the internet and digital channels of communication is key to communication between the authorities and the public. However, many older people in their late 60s and older lag behind in internet use (SIFO Report 5-2014, Difi Memo 2014:05). This is why it is impor-

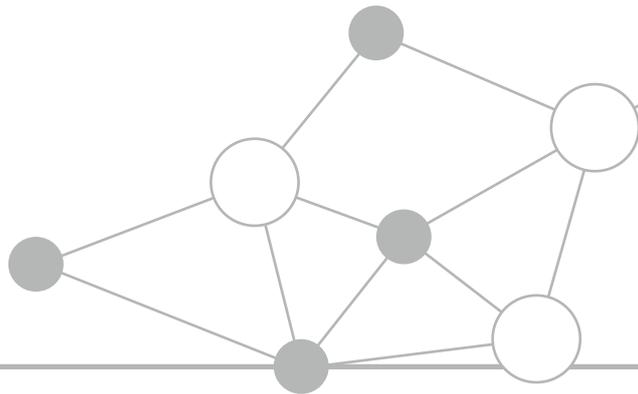
tant to ensure that non-digital users get online, including older people. The Digidel 2017 programme will increase digital participation and skills.

The Government will present a new digital agenda for Norway in the form of a White Paper. The White Paper will focus on the end-user and address other topics such as the need for greater digital participation and competence in the population. A key objective is a pronounced decline in the number of inhabitants who are weak users or non-users of the internet and digital tools. Public, private and voluntary players will collaborate in order to achieve this objective.

The Government has launched a new action plan for universal design that focuses on ICT and welfare technology. Several ministries have participated in the work.

The Government will

- facilitate public procurement that promotes innovation
- follow up the action plan for universal design in ICT and welfare technology
- strengthen the work of standardisation in welfare technology
- improve competence on ICT skills among non-digital users through Digidel
- follow up the Government's "Come to the farm" action plan, and use agriculture as a resource for service innovation and entrepreneurship



7 Health and mastery – resources for the older people of tomorrow

WHO highlights the importance of health as a resource in an ageing society. Healthy ageing and good functional ability are important in order for older people to continue to lead active lives and work for longer.

The health of the older people of today and tomorrow

There are significant individual variations in the health and functional abilities of the older people of today. Many older people perceive their health and functional ability to be good. Even though many live with disease and loss of function, their perception is that they master everyday life well, and older Norwegian people are among those with the highest score for good health ("Health at a Glance", OECD). A 65-year old in Norway can expect 15–20 years of healthy life years ahead of them. Despite this, there is a widespread perception that age equals frailty.

However, research shows that it is not clear whether older people as a whole will be healthier and have better functional abilities than the previous generation (The public health report, Folkehelse rapporten 2014). The health habits of the intermediate

generation (aged 40–60) will be of importance to the older people of tomorrow. Many of them lead sedentary lives, have an unhealthy diet, smoke and consume large quantities of alcohol. This means that the health of the older people of the future, seen as a group, will not be better than that of the older people of today. One out of three adults and older people follow the health authorities' recommendations regarding physical activity. Twenty-eight per cent of people aged 55–64 smoke every day or occasionally. The highest alcohol consumption can be found in the age group 55–70. One out of four consume the recommended amount of vegetables and fruit in the dietary guidance. Lifestyle, health and functional ability are in part a result of own choices, and in part attributable to education and income levels.

Cardiovascular disease causes most deaths, while musculoskeletal disease, mental health issues and bone fractures lead to most years of deteriorated health and loss of function.



The health and care service will promote active and healthy ageing

The population trend of more older people is one of the most important drivers of the reforms in the health and care sector. The foundation for the adaptation of the health and care policy has been provided in the White Papers presented in 2015: the Public Health Report (Folkehelsemeldingen– Meld. St. 19 (2014–2015)), The primary health service of the future (Fremtidens primærhelsetjeneste (Meld. St. 26 (2014–2015))), The pharmaceutical report (Legemiddelmeldingen (Meld. St. 28 (2014–2015))), and the national health and hospital plan (Nasjonal helse- og sykehusplan (Meld. St. 11 (2015–2016))). The public health report and the primary health report show how the municipalities can be better equipped to prevent, limit and treat disease. The national health and hospital plan will form the basis for development of the specialist health service, so that we have safe hospitals and improved health services for all, regardless of where one lives in the country. Also the action plans Care 2020 (the Government's plan for the field of care and long-term-care, Omsorg 2020), Dementia plan 2020 (Demensplan 2020), and the work with e-health, and quality, and patient safety, follow up the challenges set out in the Coordination Reform for integrated health care. The Government will present an action plan for nutrition 2017, which will cover food and meals for people during their older years. All of the White Papers and plans contain measures to improve quality and competence, offer more coordinated services and strengthen the role of patient and user. In following up the White Papers, the Government will work for the health and care sector to consistently apply a life course perspective and promote healthy ageing.

A life course perspective in the health and care services

The way we age is linked to lifestyle and environment as well as individual experiences through life; a number of ageing processes can be influenced. A healthier lifestyle accounts for half of the decline in deaths from cardiovascular disease. Improvement of functional level, lifestyle changes,

and the ability to handle change can be developed throughout a person's life. Health and care services must be designed to better handle the most prevalent disease groups, and implement measures at the right time. Healthy and active ageing are in part an outcome of a person's health and lifestyle from a young age.

Good health and functional ability are necessary in order to be able to work longer and be more active. A healthy diet, daily physical activity, reduced tobacco and alcohol consumption and social support all promote health and quality of life. By taking a more active approach to helping individuals and groups at risk of disease or who are already suffering from disease, the number of people who exit their careers prematurely due to absence caused by illness and disability can be reduced, lessening the need for health and care services.

The municipalities will build primary health teams and work to give users with long-term and chronic conditions more comprehensive and coordinated services, follow them up more closely and give them better help to prevent disease and deterioration of illness and achieve coping and independence when they fall ill.

The specialist health service has a statutory responsibility for promoting public health and countering illness, injury and suffering. Its responsibilities are split into three main areas: prevention and promotion of health for people who come into contact with the specialist health service, monitoring of disease and risks, and exchange of knowledge and competence with municipalities and other partners. Lifestyle changes may speed up patient recovery, and make treatment safer, with fewer complications. Ensuring that patients are smoke-free prior to surgery is an example of a measure that benefits patient health and improves patient safety.

The national health and hospital plan defines clearer roles for small and large hospitals and more clearly stipulates their responsibilities associated with treatment of patients. In conjunction with the municipal health and care services, good local hospitals will treat patients with chronic diseases, older patients, and patients moni-

tored by the specialist health service over a long period of time. Many investigations and treatments can be performed closer to the patient's home, in small hospitals, at local medical centres and in the patient's home.

The health and care service must provide better systems and follow-up of groups at risk of diseases associated with a poor lifestyle. Examples are guidance on lifestyle and follow-up of patients with high blood pressure and high cholesterol levels. There is potential for expanding healthy living centres and learning and mastery services to also include services related to nutrition, mental health and accident prevention.

The health and care services and the educational programmes must improve the level of competence on ageing and ensure greater understanding of living conditions, lifestyle, nutrition, risk factors, and about physical, social and cultural barriers to participation in society. There is a need for more knowledge about physiological conditions and lifestyle in relation to healthy ageing, and competence about user participation must improve. New digital solutions must enable active participation. The services must be familiar with welfare technology and how older people can use aids (see chapter 6).

Better monitoring of the health and functional ability of older people is necessary, so that measures can be implemented at the right time. Development of a municipal patient register will yield better knowledge. National quality indicators are giving us a more systematic understanding of relevant factors, helping support preventive work in the health and care sector.

The Government will take a proactive role in promoting systematic public health work. It is important that the county administrations and the municipalities work systematically on the challenges associated with demographic developments, by planning societal development and services that support individual persons' participation, self-reliance and independence.

New opportunities for prevention and independence

There is much to be achieved by having the health and care services work together with different professions and organizations to protect people better in every phase of life. Information about health issues can reach more people and provide a foundation for health and care personnel to initiate conversations regarding health issues through collaboration with voluntary organisations, working life and business and industry, using new methods to share information with people, and new technology and digital media. Making it easy to make healthy choices will yield great benefits.

Patients and their next-of-kin want to be more involved in the prevention and treatment of their own illness, and they need training. Information about health and disease, functional ability and social conditions must be supplemented with information about how the situation can be expected to progress, potential treatment and rehabilitation alternatives, practical advice on how to live with disease, contact with peer organisations, and information about opportunities for help and respite care. Self-service technology and information tailored better to patient and next-of-kin needs will put patients in a position in which they can manage their own health and treatment to a far greater extent than today.

Capacity and health for the oldest old

Versatile physical and mental activity are important factors in quality of life. The health and care service must place greater emphasis on interventions that increase activity levels, mastery and participation for those who are ill, also the very oldest.

Even though the health of many older people is good, biological ageing increases the probability of loss of senses and functions, like deterioration of sight and hearing, a poor appetite, problems with balance, reduced mobility and lower cognitive functions. Many people will live with the effects of a variety of chronic diseases and the side-effects of necessary medica-

tion. Many people also lose their partner, family and friends when they become old. For many people, loss of work, less social contact and a change of home also create a sense of loss and grief. Several older people report that little social support and changes to their life result in loneliness and mental health issues. An increasing number of older people will live alone, a factor which is known to increase the risk of loneliness.

The goal of rehabilitation for daily life is to strengthen patients' ability to retrain by mastering everyday tasks. In order to achieve this objective, there is a need to further develop home-based services. New nutritional products have been developed to ensure that older people with difficulty eating consume nutritious food. Greater facilitation of physical activity, e-health and welfare technology will increase people's opportunities for independence. The 2020 dementia plan will contribute to the expansion of day centre activities, to give people with dementia meaningful activities, relieve some of the burden on their next-of-kin and prevent or postpone admission to an institution.

Correct use of medication will allow more people to live at home and maintain their health and quality of life. Multidose drug dispensing, which is tablets/capsules that are packed in the same sachet for each dosage time, are useful here. Levels of medication among older people are high. Data from 2011 shows that 57 per cent of users of medication aged over 65 were prescribed more than five different medications during a single year, while 21 per cent were prescribed more than ten medications (Norwegian Institute of Public Health). Taking several medications at the same time increases the chance of unnecessary use and adverse combinations. Reviewing patients' prescribed medication improves their health and quality of life, and may reduce the number of hospital admissions.

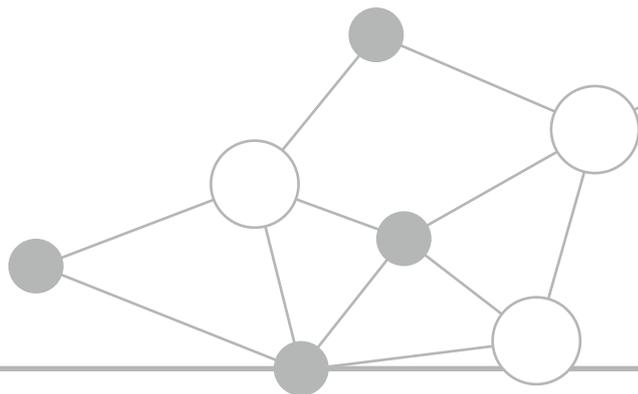
Quality of life for older people in nursing homes involves leading an active social and cultural life, and having happy and sociable meals, with good and nutritious food. Easy access to outdoor spaces right by the institution makes it simpler to be physically active. Strength, cardiovascular and balance training are also important.

Working actively to achieve correct use of medications, preventing falls and infections promotes patient safety for older people in institutions.

Norway has the highest level of hip fractures in the world. In addition to high mortality and reduced function and quality of life, hip fractures impose great costs on the health and care service. In the White Paper on public health, the Government stipulated a goal of a 10 per cent reduction in the number of hip fractures. The goal will be achieved by including fall prevention in the work with quality indicators, home visits, the patient safety programme and in the cross-sectoral public health work.

The Government will

- place greater emphasis on issues that promote active and healthy ageing in the health and care sector
- develop help and services for patients with chronic disease and older patients who have experienced loss of function
- strengthening knowledge about ageing and how to mobilise older people's own resources in the health and care sector



8 Research on active ageing

The trend of an ageing population and an ageing society must be followed up with good knowledge, documentation and research.

The Norwegian Study on Life Course, Ageing and Generation (NorLAG) has followed up a sample of the population over a period of 40 years. Data from this life course study will give us new insights into trends in the quality of life of older people. The social research institute NOVA at the Oslo and Akershus University College of Applied Sciences is about to start a third round of data collection. NOVA will use data from NorLAG in the research project "Active ageing pathways and outcomes", which covers working life, civil society and families. Norway has good health registers that show health trends among the population and older people. Pooling data from health and social research allows the development of more and higher-quality data on the relationships between quality of life and health, and the prerequisites for successful active ageing. It is important that the data can be analysed for the different age cohorts that include older people, and also be able to follow issues related to younger generational cohorts – the older people of tomorrow.

The Ministry of Health and Care Services and the Ministry of Labour and Social Affairs are funding several research programmes through the Research Council of Norway. "Better Health and Quality of Life", "High-quality and Reliable Diagnostics,

Treatment and Rehabilitation" and "Health, Care and Welfare Services Research" are increasing the volume of research on ageing and health and the services offered to older people. The programmes also support the building of research communities and establishment of networks of researchers. The establishment of Centres for Care Research has led to more research on municipal health and care services. The research programmes "Welfare, Working Life and Migration" and "Sickness Absence, Work and Health" fund research related to older people and labour force participation.

The EU's research and innovation programme Horizon 2020 is the world's largest research and innovation programme. "Health, Demographic Change and Well-being" is a high-priority societal challenge. Horizon 2020 funds the European partnership on innovation regarding active and healthy ageing. Oslo Medtech is one of the participants. Other European joint programmes for research that contribute to development of knowledge on ageing and health are "More Years Better Lives" and "Joint Programme Neurodegenerative Disease Research", where Norway plays a prominent role, as well as "A Healthy Diet for a Healthy Life". The Government will increase Norwegian participation in the Horizon 2020 health programme, which is not at the level it should be.

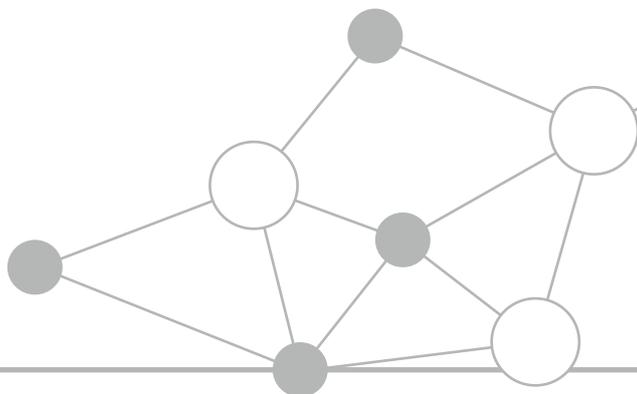
In collaboration with NOVA, the Norwegian Institute of Public Health has written a memo regarding ongoing age-related

research in Norway. The memo shows that much age-related research is being conducted at universities, university colleges and at research institutes. However, it is clear that many of the communities are small, many of the research communities are unfamiliar with each other's research, and that few communities have international ties.

The report shows that there is potential for better coordination of the research, including through research networks and meetings. Better collaboration may improve the communities' opportunities to win international funding. The Norwegian Society for Research on Ageing and the Nordic Gerontological Federation regularly organise conferences that increase the sense of community.

The Government will

- improve the foundation of knowledge in order to develop an age-friendly society
- further develop, share and implement knowledge and research on ageing and health



9 Developing and implementing a modern policy on ageing

The strategy will provide a platform for further elaboration of a new ageing policy. The implementation will be linked to the system for following up the public health policy which builds on cross-sectoral cooperation, with four-year reports and White papers. Knowledge will be developed, as well as an overall understanding that will provide the foundation for policy development. The Government will also involve the municipal sector, the voluntary sector, the social parties, business and industry and knowledge and innovation communities. User participation will be secured.

In order to ensure that development of an age-friendly society and active older people is on the political agenda, annual meetings and seminars will be held on the political level in connection with the International Day of Older People – 1 October.

The Active Ageing Index and international cooperation

International cooperation will be an important part of developing a modern policy on ageing. Norway is now part of the "Active Ageing Index" (AAI) prepared by the European Commission and the United Nations Economic Commission for Europe (UNECE). The index compares the status of

the EU countries regarding the participation of older people in different forms of social activity. The index measures the extent to which older people are able to live an independent life, labour force participation, participation in social activities, and the extent to which older people are able to enjoy a healthy and active old age. The index is updated every year, and countries are ranked according to their results. The Nordic EU countries perform very well in the ranking. Sweden and Denmark took first and second place in 2012, while Finland took fifth place. Norway will join the "Active Ageing Index" in 2016. Norwegian participation will help chart Norway's position, compared with countries we like to compare ourselves with. The index is also based on an ideal score for each domain. The ideal score has been set at 100, and the best scores are around 70. This means that even though a country is ranked high on the list, every country has potential for improvement. The work with the index will be part of the follow-up of this strategy.

International reports and cooperation will help set the agenda going forward. Both the EU and the UN, through UNECE and WHO, have processes for stimulating a comprehensive policy on ageing among the member countries. The OECD has initiated

a study of ageing and inequality. Norway will also work for the Nordic cooperation to include active older people.

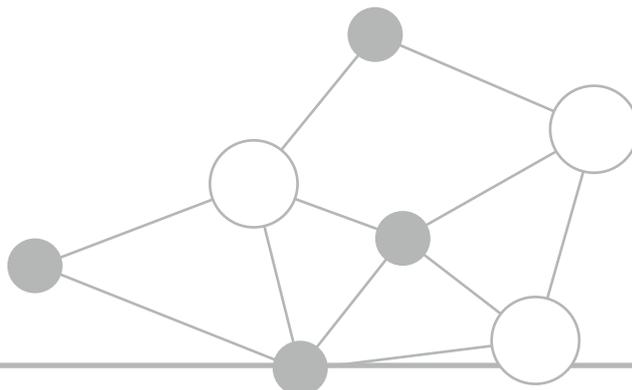
User involvement

Development of an age-friendly society will require mobilisation of the older people of today and tomorrow alike, as well as young people. The various sectors and authorities must secure user involvement and a common understanding of the challenges. Inspiration can be drawn from the British government and its Governmental Office for Science. It implemented a broad-ranging investigation of the possible consequences and implications of ageing across different

sectors. Many of the analyses are based on foresight, and will contribute to a shared understanding of reality in order to meet future opportunities and challenges. The analyses are a tool in strategic planning, but are also a pedagogical tool for increasing the understanding of the consequences of ageing. They will also serve to mobilise efforts to work better with planning and measures in order to improve health and quality of life. Ordinary people were involved in the analyses that will provide the academic foundation for the British government's work with ageing by means of different activities.

The Government will

- ensure systematic follow-up of the strategy, including submitting reports using the public health policy monitoring system
- engage in a dialogue on ageing in policies, professional communities, the public administration, voluntary organisations and working life, and contribute to good involvement in developing an age-friendly society
- participate in international cooperation on active ageing
- employ methods for health-friendly choices, innovation and user involvement
- host a seminar at the political level on 1 October every year regarding age-friendly society



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