THE ROLE OF PUBLIC SECTOR IN SHAPING OF THE SILVER ECONOMY

Ewa Sobolewska-Poniedziałek
Brygida Cupiał

ABSTRACT
Public administration is persistently looking for savings on the one hand and tends to extend service package it provides in response to new needs emerging, including the needs of the elderly. Consequently, there are new challenges for the public sector to face, related to growing number of people requiring assistance or aid. The aim of this paper is to analyze the role institutions and public organizations play in shaping the trend of the silver economy.

KEYWORDS: **Silver Economy, Local Development, Ageing Policy, Social Divide**

INTRODUCTION

There are many tasks carried out In the public sphere, that are important from the citizen's point of view[1]. The problems undertaken by public organizations are of the great significance for the community, but the authorities need also to genuinely consider the public welfare[2] while implementing them. The essence of public welfare is "to provide society with independence, security, sovereignty, to make its basic needs met, and to promote its constant and balanced development"[3]. The activities and services undertaken by public organizations – it may be state or local government - are called public policies. A. Zdybała puts it like this: "It is (...) the arena of collective actions, that are taken in response to the major problems of a society. As a rule, action formatting is to be based on the objectified and the most up-to-date knowledge, and the execution thereof – in accordance with the structured process of designing and implementation. The goal of these actions is to create the conditions for sustainable development of society and its members"[4]. The purpose of this paper is to analyze the role played by institutions and public organizations in shaping the trend of the silver economy in the Polish conditions.

Since the 90's, "public sector is the subject and the object of transformations in the developed countries"[5]. Those transformations are given the general name in the literature - New Public Management (New Public Management - NPM)[6]. Unlike so-called traditional methods of a command-and-control and bureaucratic nature, NPM is characterized by a wide

---

[1] For more on this subject see. Lubimow-Burzyńska I., Różnice w zadaniach realizowanych przez gminy w krajach europejskich i w Polsce W: Stosunki gospodarcze Unii Europejskiej: wybrane kierunki polityki wspólnotowej, red. nauk. M. Dudek, Zielona Góra: Oficyna Wydaw. Uniwersytetu Zielonogórskiego 2004, s. 429-439, ISBN 83-89712-04-0.

[2] Kożuch B., Zarządzanie publiczne w teorii i praktyce polskich organizacji, Warszawa: Wyd. Placet 2004, s. 71, ISBN 83-85428-89-5.

[3] Ibidem p. 30.

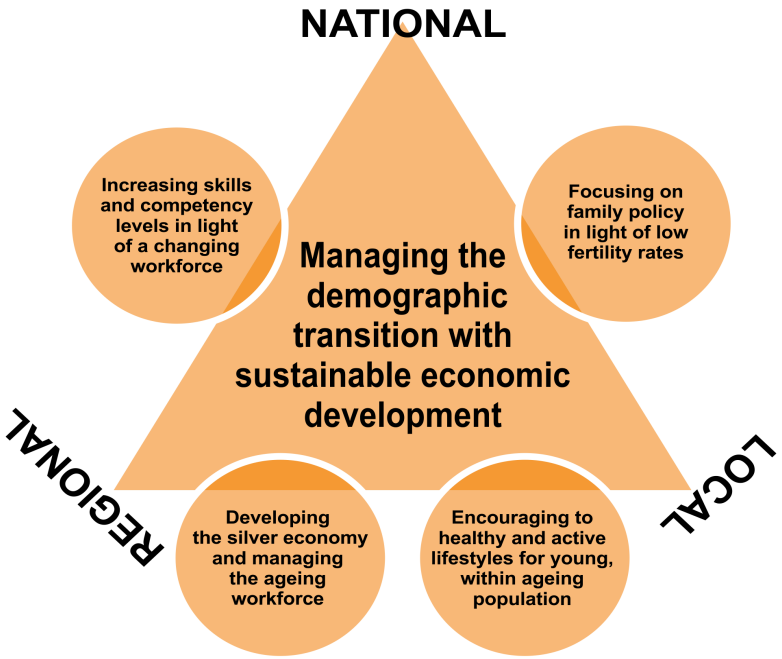
[4] Zdybała A., Polityki publiczne. Doświadczenia w tworzeniu i wykonywaniu programów publicznych w Polsce i innych krajach, Warszawa: Wyd. KSAP 2012, s. 3, (data dostępu: 10.10.13), http://www.ksap.gov.pl/ksap/file/publikacje/polityka_publiczna.pdf

[5] Czetwertyński S. w: Zarys ekonomii sektora publicznego, pod. red. M. Brola, Wrocław: Wyd. UE 2010, s. 43, ISBN 978-83-7695-040-2.

[6] Cupiał B., Rola teorii i praktyki zarządzania w doskonaleniu kadr administracji lokalnej W: Wpływ edukacji na rozwój społeczno-ekonomiczny w warunkach globalizacji, pod red. D. Fic, Zielona Góra: Oficyna Wydaw. Uniwersytetu Zielonogórskiego 2006, s. 175-185, ISBN 83-7481-036-8.

range of different approaches and methods. There are not unambiguous definitions of it in the literature due to its great diversity, however, the following features of NPM are the most characteristic ones: non-hierarchical management, introducing the mechanisms for participation of the society, fostering greater transparency and accountability of the administration[7]. These methods are present both in business and in public administration - as L. Kolarska - Bobińska notes. The trend of multi-level management is another trend affecting the changes in the mechanisms of public policies. It is complemented by the so-called integrated management practices, which in turn allows to avoid the mutual contradiction of the policies. Another features of this trend is also the use of networks and of partnership methods in decision-making processes of management, as well as sharing of responsibilities between the actors involved in the processes. The authors of the OECD document entitled: "Demographic change and the aging population: implications for the local labor markets in Poland" point out - the transformation of the public sector promote its flexible and efficient adaptation to the challenges of the present[8]. The authors emphasize namely, that, "The key elements of an effective policy in such issues as aging or family-friendly policies include: strong leadership (usually on the level of government), the strategic planning of the public policies implementation, cooperation of all key participants (such as trade unions, local authorities, NGOs , employers, etc.) and the complexity of the support (all the key issues need to be carried out simultaneously). These key elements should not only be applied in the national level, but should also play part at the local levels of planning and implementation of public policies"[9].

Figure 1. Activities model of the public policies responding to demographic changes in Poland.



Source: own study based on: „Przemiany demograficzne i starzenie się społeczeństwa: konsekwencje dla lokalnych rynków pracy w Polsce", OECD, LEED, 2013, s.134

[7] Kolarska–Bobińska L., Nowe Metody Zarządzania w państwach Unii Europejskie, Warszawa: Wyd. Instytut Spraw Publicznych 2009, s. 8, ISBN 9788389817846.

[8] Raport: Przemiany demograficzne i starzenie się społeczeństwa: konsekwencje dla lokalnych rynków pracy w Polsce, 2013, s. 58, (data dostępu: 5.10.13), http://www.mrr.gov.pl/aktualnosci/fundusze_europejskie_2007_2013/Documents/scenariusze_demograficzne_12042013.pdf

[9] Ibidem p.51.

As shown in Figure 1, the formation of public policy in relation to the intense demographic changes in Poland should be considered in three dimensions: national, regional and local. Actions at all levels need to be adjusted to higher level, but also must take into account regional conditions. Managing demographic changes should be oriented to pursuit sustainable economic development. Further, this goal is effected by activities in area of family-friendly policies regarding low fertility rates, encouraging young people to live hygienic and active lifestyle in response to the aging population, development of silver economy and management of aging workforce, skills upgrading and competence in the context of the changing structure of the workforce.

The aging of the population is considered as one of the most important social phenomena of the twenty-first century, and its effects are a priority challenge in the area of social policy. This process is the natural result of long-term changes in two vital components of natural progress of the population - reproduction and mortality. It should also be remembered that their consequences are complex and relate both to economic and health issues, as well as intergenerational relations at both, micro and macro levels. Living situation of the elderly has a significant impact on the aging process and depends on the environment, as well as on the seniors attitudes towards their own old age. Both, social and economic changes taking place in society, causes, that the families' responsibility for their the oldest members, decreases, which resulting in the development of institutional forms of care, which are the part of the social welfare system[10].

Governments, public institutions NGOs and the market attempt to effectively meet emerging needs of the elderly, noting the need to provide for them different kinds of goods and services, like those associated with health, sports recreation, culture and education. Alongside with the disappearance of the various forms of, so far functioning in the population, social organization, and together with a change in lifestyle, there are new services emerging, like the Daily Senior Homes and The Third Age Universities, which are increasingly expanding their activities even in the rural environment.

Here are the main areas of development of silver economy, classified by P. Szukalski[11]:

- Actions taken to extend the working life of society to both the employees (the development of skills and competencies corresponding to the expectations of employers) and the employers (staff age management training, ways of adapting the workplace positions to the needs of older workers, by job-sharing, mentoring, flexible working hours and ergonomics);
- Actions to support the extension of the independent living of the elderly, (cleaning , shopping , health), training on how to use household appliances and high technology, providing friendly transport for the elderly; solutions like "smart houses" (flats and houses equipped with electronic equipment, enabling greater independence and contributing to a longer independent life);
- Supporting the elderly in managing leisure time after retirement, It is offering a variety of leisure time, such as education (e.g. the Third Age Universities), entertainment, tourism and recreation;
- Health and care services for the elderly, realized in spa centers, health resorts and sanatoriums;

[10] See. Raport „Instytucje wobec potrzeb osób starszych", Instytut Rozwoju Służb Społecznych, Warszawa 2010, s. 4, (data dostępu: 5.10.13), http://irss.pl/wp-content/uploads/2011/07/Instytucje-wobec-potrzeb-osob-starszych-raport-IRSS.pdf.

[11] See. Szukalski P., Solidarność pokoleń. Dylematy relacji międzypokoleniowych, Łódź: Wydawnictwo Uniwersytetu Łódzkiego 2012, ISBN: 978-83-7525-694-9.

- Actions fostering inclusion of elderly people, to develop intergenerational relationships in the older persons' place of living and working;
- Self-organization of the elderly, volunteering or work in non-profit organizations - with a minimum pay or without remuneration;
- Social and financial benefits for the elderly.

Due to these trends and new needs emerging in this area, resulting from the changing socio-demographics, public administration units should consider new tasks thereof. It is important to note the problem in the trend of public management and to make up for specific services and resources, to consciously direct the development processes of country, region and municipality.

Article 32 of the Polish Constitution states that " No one shall be discriminated in social (.....) life, (.....) for any reason,"[12] and in art . 67 reads that "A citizen has the right to social security (.....) after retirement." Article 68, in turn, says that " Public authorities shall provide special health care (.....) to the elderly". As it is clear from the Constitution quoted above, the issues concerning elderly people rights ensured by the State Constitution boils down to the social security and access to health services. The Constitution guarantees that no one shall be discriminated against in society, also in terms of age. Hence, at this point, the research question appears. How do the public organizations carry out the rights of the elderly written in the Constitution in practice. In many national strategic documents, policies and programs, the problems of social exclusion, including the one based on age is noticed and treated as a task, unfortunately often for the future.

The National Regional Development Strategy[13] predicts, that regional policy will integrate the actions of different actors, and concentrate them, and address them to the relevant territory. This includes the fight against social exclusion, together with the reduction of poverty, especially among children and the elderly.

The Government Program for Active Ageing (ASOS) for the period 2012-1013 is worth noting here. It was developed as a response to the social and demographic challenges which Poland faces. The main objective of the program ASOS is to create conditions for the development of the social activity for the elderly. According to the authors of this program, activity is one of the necessary conditions for healthy aging. An important role in this process is played by the co-operation and integration in both intra- and inter-generational. The program also sets actions in four areas of seniors social activity: education of the elderly, social activity that promotes the intra- and inter-generational integration, social participation of old people and social services for the elderly[14]. In addition, the Senior Policy Council was established in the Ministry of Labor and Social Policy in 2013 as a component of the Government Program ASOS. It is a subsidiary body in the Ministry of an advisory and consultative nature. The long-term seniority policy objectives in Poland is the expected outcome of the Council's work.

The needs of elderly people in the Polish reality for some time are widely discussed, both in the public realm and so-called tertiary sector. Certain expectations about the construction of the Silver Economy in Poland are also shown in the selected files of the

---

[12] Konstytucja Rzeczypospolitej Polskiej z dnia 2 kwietnia 1997 r., Dz. U. 1997 nr 78 poz. 483.

[13] Krajowa Strategia Rozwoju Regionalnego na lata 2010-2020: regiony, miasta, obszary wiejskie,) Warszawa 2010, (data dostępu:3.10.13), www.mrr.gov.pl/ROZWOJ_REGIONALNY/POLITYKA_REGIONALNA/KSRR_2010_2020/Strony/default.aspx

[14] Rządowy Program na rzecz Aktywności Społecznej Osób Starszych na lata 2012–2013, Warszawa 2012, (data dostępu: 2.10.13), http://www.mpips.gov.pl/gfx/mpips/userfiles/_public/1_NOWA%20STRONA/Aktualnosci/seniorzy/Rzadowy%20Program%20ASOS_2012-2013.pdf

civilization project "Poland 2030. Third wave of modernity"[15]. The problem has also been noticed by the local and regional governments in Poland. Three of the 16 governments at the regional level took effort to create documents with the rank of strategies, primarily in those areas of the development of their territories.

It should be noted that planning and strategic management is a method that became popular in the Polish local government in the last two decades. It includes the design of the territory development trends, together with the methods of achieving of development objectives. Currently, at regional level, there are bundles of sectorial documents operating to program the main directions of economic and social development[16]. The elderly people subjects has often been presented in so-called sectoral strategies for social policy[17]. Programs and local initiatives require adequate resources, also the coordinated approach has to be applied, which would take into account the local context. To achieve this goal it is necessary to update the strategic planning at various levels of government, as well as to include the issue of demographic change in each of the areas of public intervention. Although demographic issues have already been considered in almost all the strategies developed by the provinces, but the phenomenon of aging of the population is still treated in various ways in these strategic documents. Therefore, it is necessary to both, make a comparative analysis of the various provinces, as well as to conduct an ongoing evaluations in those cases, in which it is necessary to make certain changes to strategies and programs. That is why three Polish regions (Lodz, Pomeranian and Malopolska) took the initiative and created the new document focused only on the silver economy. It is a prove of maturity of the regional influential circles, leaders and managers, who not only recognized the importance of this issue, but also have linked it with the whole matter of regional development. As indicated in the literature, the problem of the so-called silver economy is closely related to the new growth stimulators, such as "green", "black" and "white" economy. The new and evolving sectors of the economy, also include actions in the area of tourism and recreation, health care and so-called "Green" economy – the areas, in which the aged workers can still play an important role. The activities in all these sectors, as developed together, can bring on the systemic solutions to the problems in a particular area. Such a holistic approach to the silver capital is completely new and leads to the practical creation of the territorial partnerships. It is a new model of coordination between the different entities: authorities, parliaments, the official advisory structures, public agencies, private service providers, academic circles, research institutes, the media, representative bodies, such as the social partners and various NGOs. They are all part of a complex mosaic consisting of decision-making entities and policy implementing bodies. Decision-making is therefore the process no longer dominated by the administrative hierarchy, since the key role is played by regional actors, cooperating in the network. Such kind of cooperation is called a collaborative network, and one of its characteristics is a long term cooperation. The commitment and the risk level here is greater than in the other two types of networks (coordination and cooperation ones) as it requires the full integration of the actions, as well as the development of a shared way of services providing. They are created to solve very complex problems; the partners recognize that they can no longer operate

[15] "Polska 2030. Trzecia fala nowoczesności", Długookresowa Strategia Rozwoju Kraju, Warszawa 2012, (data dostępu: 5.10.13), https://mac.gov.pl/wp-content/uploads/2011/12/Polska2030_final_november2012.pdf.

[16] Cupiał B., Analiza procesu powstawania synergii rozwoju w wyniku interaktywnego zarządzania w regionie. Przypadek regionu Lubuskiego, W: System planowania przestrzennego i jego rola w strategicznym zarządzaniu rozwojem kraju, pod red. T. Markowski, P. Żuber, Warszawa : Komitet Przestrzennego Zagospodarowania Kraju PAN 2011, s. 204-223, ISBN 978-83-89693-07-5.

[17] Cupiał B., Polityka samorządu województwa lubuskiego wobec problemów jakości życia w regionie, Zarządzanie Publiczne. Zeszyty Naukowe Instytutu Spraw Publicznych Uniwersytetu Jagiellońskiego nr 4, Kraków 2010, s. 27-41 .

independently, which often occurs during emergencies or crisis situations[18]. At the same time it is necessary to emphasize, that partnership between local governments (horizontal and vertical partnerships), and cooperation with other local actors - businesses and nonprofit organizations, is the essence of strategic planning of the region development. Multidimensionality of the silver economy problems, necessitates the region's development strategy to be linked to the social policy strategy of the region. It also should be associated with the other planning documents, so as to integrate them, and so that the implemented tasks could meet the challenges arising from them, in a coherent and not contradictory manner. In the sphere of government services we should make attempts to improve e-administration and to increase the quality of services, as here are the elements, that help the elderly to exceed the administrative barriers, which along with the aging process are becoming more obstructive.

CONCLUSION

The new models of public services are based on the theory of balanced development. They are using the latest theory and practice of public management and basing on self-organization of the society, as this is the most efficient way to implement these services. The principle of subsidiarity, partnership and network as well as multilevel governance create conditions for the optimization of public action in relation to needs and conditions of the region. The demographic changes are reflected in different ways in the strategy implemented at regional and local level in all the regions. They are taken to consideration within the defined objectives and priorities, as well as specific actions and the process of their implementation. In this type of strategy we should, in particular, focus more on activities related to the phenomenon of aging of the society and of support for young people, not only in the short term but also in medium and long term. Besides, in this case there is the need to define and implement specific actions at the local level. In particular, at the local level, we should notice, the places, where it is necessary to implement programs designed to manage and support efforts in the field of social inclusion, to prevent social exclusion.

REFERENCES:

1. Austen A., Wyzwania badawcze w obszarze pomiaru efektywności partnerstw lokalnych, Współczesne Zarządzanie. Kwartalnik Środowisk Naukowych i Liderów Biznesu, 3/2012 s. 176-177, (data dostępu: 2.10.13), http://bazekon.icm.edu.pl/bazekon/element/bwmeta1.element.ekon-element-000171229349.
2. Cupiał B., Analiza procesu powstawania synergii rozwoju w wyniku interaktywnego zarządzania w regionie. Przypadek regionu Lubuskiego, W: System planowania przestrzennego i jego rola w strategicznym zarządzaniu rozwojem kraju, pod red. T. Markowski, P. Żuber, Warszawa : Komitet Przestrzennego Zagospodarowania Kraju PAN 2011, s. 204-223, ISBN 978-83-89693-07-5.
3. Cupiał B., Polityka samorządu województwa lubuskiego wobec problemów jakości życia w regionie, Zarządzanie Publiczne. Zeszyty Naukowe Instytutu Spraw Publicznych Uniwersytetu Jagiellońskiego nr 4, Kraków 2010.
4. Cupiał B., Rola teorii i praktyki zarządzania w doskonaleniu kadr administracji lokalnej W: Wpływ edukacji na rozwój społeczno-ekonomiczny w warunkach globalizacji, pod red. D. Fic, Zielona Góra: Oficyna Wydaw. Uniwersytetu Zielonogórskiego 2006, s. 175-185, ISBN 83-7481-036-8.

[18] See. Austen A., Wyzwania badawcze w obszarze pomiaru efektywności partnerstw lokalnych, Współczesne Zarządzanie. Kwartalnik Środowisk Naukowych i Liderów Biznesu., 3/2012 s. 176-177, (data dostępu: 2.10.13), http://bazekon.icm.edu.pl/bazekon/element/bwmeta1.element.ekon-element-000171229349.

5. Czetwertyński S. w: Zarys ekonomii sektora publicznego, pod. red. M. Brola, Wrocław: Wyd. UE 2010, s. 43, ISBN 978-83-7695-040-2.
6. Kolarska–Bobińska L., Nowe Metody Zarządzania w państwach Unii Europejskiej, Warszawa: Wyd. Instytut Spraw Publicznych 2009, s. 8, ISBN 9788389817846.
7. Konstytucja Rzeczypospolitej Polskiej z dnia 2 kwietnia 1997 r., Dz. U. 1997 nr 78 poz. 483.
8. Kożuch B., Zarządzanie publiczne w teorii i praktyce polskich organizacji, Warszawa: Wyd. Placet 2004, s. 71, ISBN 83-85428-89-5.
9. Krajowa Strategia Rozwoju Regionalnego na lata 2010-2020: regiony, miasta, obszary wiejskie, Warszawa 2010, (data dostępu: 3.10.13), www.mrr.gov.pl/ROZWOJ_REGIONALNY/POLITYKA_REGIONALNA/KSRR_2010_2020/Strony/default.aspx
10. Lubimow-Burzyńska I., Różnice w zadaniach realizowanych przez gminy w krajach europejskich i w Polsce W: Stosunki gospodarcze Unii Europejskiej: wybrane kierunki polityki wspólnotowej, red. nauk. M. Dudek, Zielona Góra: Oficyna Wydaw. Uniwersytetu Zielonogórskiego 2004, s. 429-439, ISBN 83-89712-04-0.
11. Polska 2030. Trzecia fala nowoczesności, Długookresowa Strategia Rozwoju Kraju, Warszawa 2012, (data dostępu: 5.10.13), https://mac.gov.pl/wp-content/uploads/2011/12/Polska2030_final_november2012.pdf.
12. Przemiany demograficzne i starzenie się społeczeństwa: konsekwencje dla lokalnych rynków pracy w Polsce, 2013, s. 58, (data dostępu: 5.10.13), http://www.mrr.gov.pl/aktualnosci/fundusze_europejskie_2007_2013/Documents/scenariusze_demograficzne_
13. Raport „Instytucje wobec potrzeb osób starszych", Instytut Rozwoju Służb Społecznych, Warszawa 2010, s. 4, (data dostępu: 5.10.13), http://irss.pl/wp-content/uploads/2011/07/Instytucje-wobec-potrzeb-osob-starszych-raport-IRSS.pdf.
14. Rządowy Program na rzecz Aktywności Społecznej Osób Starszych na lata 2012–2013, Warszawa 2012, (data dostępu: 2.10.13), http://www.mpips.gov.pl/gfx/mpips/userfiles/_public/1_NOWA%20STRONA/Aktualnosci/seniorzy/Rzadowy%20Program%20ASOS_2012-2013.pdf
15. Szukalski P., Solidarność pokoleń. Dylematy relacji międzypokoleniowych (Solidarity between generations. Dilemmas of intergenerational relations), Łódź: Wydawnictwo Uniwersytetu Łódzkiego 2012, ISBN: 978-83-7525-694-9.
16. Zdybała A., Polityki publiczne. Doświadczenia w tworzeniu i wykonywaniu programów publicznych w Polsce i innych krajach, Warszawa: Wyd. KSAP 2012, s. 3, (data dostępu: 10.10.13), http://www.ksap.gov.pl/ksap/file/publikacje/polityka_publiczna.pdf

COMMUNICATION

Ewa Sobolewska-Poniedziałek, PHD, Professor Assistant, University of Zielona Góra, Faculty of Economics and Management, Ul. Podgórna 50, 65-246 Zielona Góra, Poland, e-mail: e.sobolewska-poniedzialek@wez.uz.zgora.pl, mobile 606972753.

Brygida Cupiał, PHD, Professor Assistant, University of Zielona Góra, Faculty of Economics and Management, Ul. Podgórna 50, 65-246 Zielona Góra, Poland, e-mail: b.cupial @wez.uz.zgora.pl, mobile 662330811.