

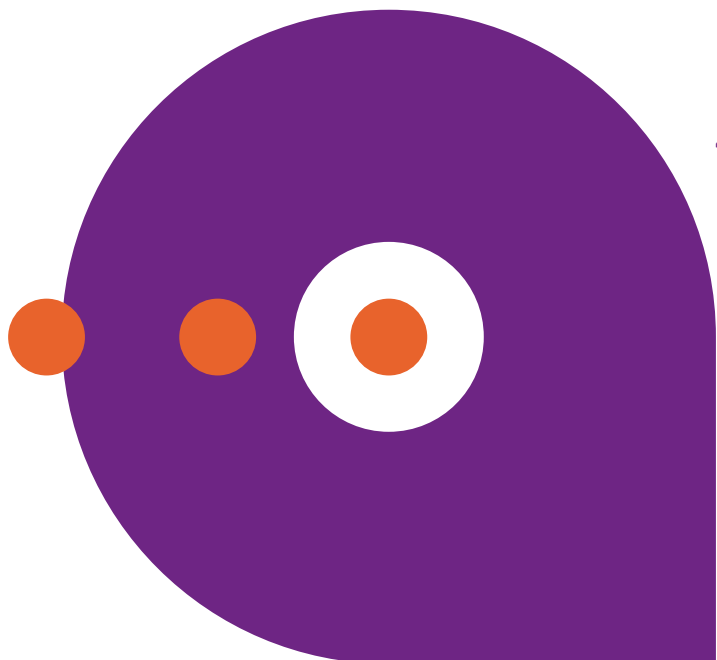
# EUROPEAN CITIZENS' PANEL

## ON INTERGENERATIONAL FAIRNESS

Information **Kit**

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# Introduction

*A warm welcome to the European Citizens' Panel on Intergenerational Fairness. Thank you for joining us. We hope you will find this experience enjoyable, inspiring and meaningful! By accepting the European Commission's invitation, you are taking part in a special journey. Since 2021, 1 800 people from across Europe have joined similar European Citizens' Panels. They have shared their views and helped shape EU policies. Now, it is your turn!*

*You are one of 150 randomly selected citizens from all 27 Member States of the European Union (EU). Together, you reflect the diversity of the EU. Over the coming months, you will be working on coming up with recommendations for key aspects of the **Strategy on Intergenerational Fairness**, which the European Commission is currently preparing. You will have time to listen, learn, and exchange ideas with other citizens to prepare your suggestions for the European Commission. We will do our best to make sure that you feel welcome and supported throughout the whole process.*

## WHO IS ORGANISING THIS PANEL?

*The European Citizens' Panel on a new Strategy on Intergenerational Fairness is organised by the **European Commission**.*

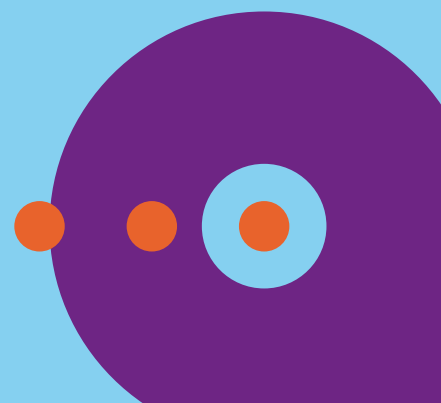
*The European Commission is the EU institution that proposes new laws and makes sure existing ones are followed. It deals with the EU's daily work – like running programmes and managing the budget. It works to improve life in Europe in areas such as trade, the environment and fair competition.*

*Right now, the Commission is preparing a new strategy on making sure that policies are fair for all generations – young, old and future ones. Before presenting the strategy in the first half of 2026, the Commission wants to hear from people across Europe. By bringing together perspectives from citizens from all walks of life and EU Member States, this panel will ensure that the*

*recommendations reflect the diversity of views of EU citizens. Your participation in this Citizens' Panel is important to contribute to identifying areas where action at the European level would be necessary and most helpful. Your recommendations and suggestions will contribute to shaping the strategy, which aims to strengthen communication between generations and ensure that the interests of present and future generations are respected throughout our policy and decision-making.*

*This 'Information Kit' will help guide you step by step. It is divided into three parts and an annex with additional resources.*

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# 1/ Process

## What are European Citizens' Panels?

European Citizens' Panels bring together 150 randomly selected people from all 27 Member States to discuss upcoming initiatives important for the EU's future. Now, the focus turns to you – and to ensuring fairness between generations. You will join 149 other citizens, selected to reflect the diversity of EU citizens – for example in terms of their age, gender, or nationality. One in three panellists will be under the age of 29; this will ensure that discussions truly take place between generations. Together, you will form the European Citizens' Panel on Intergenerational Fairness.

Citizens' Panels on the European level were created for the first time during the 2021–2022 Conference on the Future of Europe. The Conference showed how valuable citizens' input can be, and the 800 randomly selected citizens asked for more ways to be involved in EU decision-making. In response the Commission made Citizens' Panels a regular part of European policymaking.

Since then, citizens have worked on topics such as [food waste](#), [shaping virtual worlds](#), [fostering learning mobility](#), [energy efficiency](#), [tackling hatred in society](#) and the [EU's long-term budget](#).

### HOW WILL THIS EUROPEAN CITIZENS' PANEL ON INTERGENERATIONAL FAIRNESS WORK?

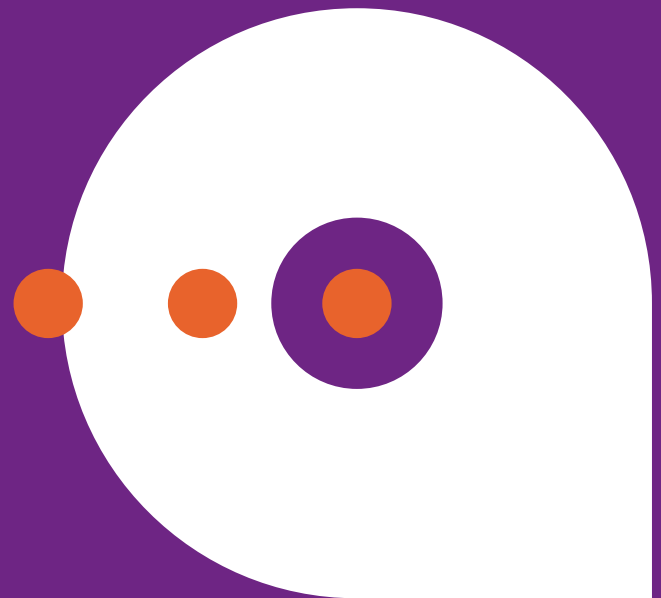
You will be working in **small groups** (around 12 people each) and in **larger sessions** where everyone comes together (called 'plenaries'). In the small groups, you will explore the topic in more depth, exchange views and draft ideas for the final recommendations. In the plenaries, you will be able to share your thoughts, listen to each other and to experts, and give feedback on the ideas of other small groups. At the end of the process, the recommendations will be adopted by the entire panel.

You will be able to speak in the EU language you are most comfortable with, as **professional interpreters** will ensure that everyone understands each other in all 24 official EU languages.

You will also be supported by:

- **Experts** from the **'Knowledge Committee'**, who will be able to answer your questions, explain the topic and provide background information – both on intergenerational fairness and on the EU. You will also exchange with representatives of civil society, EU institutions and academia.
- **Facilitators**, who help the small group sessions run smoothly and make sure everyone can speak and be heard.
- **European Commission staff**, who will listen to your discussions and take your input into account as part of the work on the Strategy on Intergenerational Fairness.

Some **observers** – such as academic researchers – may follow your sessions but will not take part in the discussions. **Journalists and media** might also ask to interview participants to share their experiences with the wider public, but this is voluntary, and you won't have to take part in any interview if you do not wish to do so.



You will meet with the other participants three times: twice in-person in Brussels and once online.

- **Session 1**  
**12-14 September 2025** (in Brussels)
- **Session 2**  
**17-19 October 2025**  
(online via a video conference tool)
- **Session 3**  
**14-16 November 2025** (in Brussels)

Please respect the timing of the meetings and ensure that you are present for each session. If you have any practical problems, our support team will help. If you have any medical needs, please let us know - support will be available on site or through your hotel reception. If you have accessibility or support needs, you can ask to bring an accompanying person to assist you during the Panel. If you are a minor, you will have to come accompanied. However, only the randomly selected citizens can take part in the Panel discussions. **Accompanying persons** are welcome to join as observers and attend social events.

Each evening (Thursday, Friday, Saturday), we will organise informal **social events** like dinners or receptions. These will be a great opportunity to meet other participants from your home countries and from all over the EU. Participation is voluntary, but we warmly encourage you to join! If you require any assistance, have any questions, or notice something that should not happen, please do not hesitate to speak to the **inclusion officer**.

In addition to the Panel, we are also running an **online debate on the Citizens' Engagement Platform**, where any EU citizen can share their ideas about intergenerational fairness. Please feel free to invite your family, friends and colleagues to join this conversation and share their perspectives online.

You are also welcome to post about your experience in the Panel on social media. Just make sure not to share other participants' personal details or views, and please respect everyone's privacy.

# 2 / Remit

## What will I be working on?

In the first half of 2026, the European Commission will adopt a Strategy on Intergenerational Fairness.

The EU has already worked on several initiatives to bring different generations together and to ensure its decisions are fair and address the needs of different generations. In 2007, the Communication '[Promoting solidarity between the generations](#)' focused on family policies. 2012 was the '[European Year for Active Ageing and Solidarity Between Generations](#)'. More recent initiatives include the [2019-2027 EU Youth Strategy](#), the 2021 Green Paper on '[Ageing - Fostering solidarity and responsibility between generations](#)' and the 2023 Communication '[Demographic change in Europe: a toolbox for action](#)'. The EU also runs tools like the [EU Youth Dialogue](#), the [EU Children's Participation Platform](#) and the [European Citizens' Panels](#) to support dialogue both within and between different generations.

Thinking about the future has been an important aspect of EU policymaking for some time now. Each year, the Commission publishes a Strategic Foresight Report to support long-term planning and help policymakers consider the potential impact of today's choices on future generations.

The 2024-2029 Political Guidelines, a 5-year strategic plan made by the President of the European Commission, state that decisions taken today should not harm future generations and that greater solidarity and engagement between people of different ages needs to be reached. To ensure this, Commissioner Glenn Micallef has been tasked with developing a Strategy on Intergenerational Fairness, in order 'to map out how we can strengthen communication between generations and ensure that the interests of present and future generations are respected throughout our policy and law making'.

The Commission's Strategy on Intergenerational Fairness will be the first of its kind at EU level. It aligns with global efforts to take a long-term approach to planning and policies. In September 2024, world leaders adopted the [Pact for the Future](#), which includes commitments to protect the needs of future generations and ensure that decisions are made with their interests in mind.

The Strategy on Intergenerational Fairness will not be a law. It will formally be a Communication, which is an official EU document that outlines intentions, planned policies, and priorities. It will be a policy document explaining why fairness between generations matters, what actions are necessary and possible at European level, and how this perspective can be respected throughout our policy and decision-making. The goal is a fairer Europe for everyone – now and in the future.

### YOUR ROLE

Your role as a member of the Panel is to share your ideas and views on Intergenerational Fairness, and to help shape a set of recommendations that will be addressed to the European Commission. The preparations to lay the ground for the Strategy have, from its inception, been designed to be inclusive and participatory. A wide range of stakeholders, from international organisations to policymakers, experts, civil society and citizens have so far been involved. Together, they have explored the significance of fairness between generations, identified issues related to it, and envisioned what fairer futures for everyone might look like.

You can read more about the inclusive and participatory co-creation process [here](#), and on first insights gathered through the early stage of the process [here](#). As a member of the Citizens' Panel, you will be able to build on this work while also bringing in your own ideas and exploring new areas you believe deserve attention.

Further, you will help explore the following key question:

**What should we do today to make the European Union fair for all current and future generations?**

You will look at this question from two key angles:

- 1. How can we ensure that decisions taken today do no harm to future generations while respecting the interests of both present and future generations?**
- 2. How can we strengthen communication, solidarity, and engagement between generations?**

You will explore these questions alongside fellow members of the Panel with the support of experts and facilitators during three sessions:

**SESSION 1:** You will learn more about the topic and reflect together about what a fair Europe should look like. You will reflect on different visions and identify the steps needed to turn them into reality.

**SESSION 2:** You will start working on suggestions to shape the content of the strategy. You will hear from experts, researchers and creative thinkers, then work in groups to develop specific ideas and proposals.

**SESSION 3:** You will refine your ideas and proposals. Eventually, these will become the final recommendations that will be addressed to the European Commission. The recommendations will be voted on and adopted at the end of this final session.

By the end of the Panel, your collective vision, priorities and recommendations will feed into the ongoing reflections surrounding the drafting of the Strategy on Intergenerational Fairness. The European Commission will also publish a final report of this European Citizens' Panel, including the recommendations adopted by the Panel (as an example, [here](#) is the report by the last Citizens' Panel 'On a new European budget fit for our ambitions').



# 3 / Topic

## What do I need to know about Intergenerational Fairness?

Tackling today's big challenges - like climate change, demographic change, inequality or global instability - means rethinking how we live and make decisions as a society. These developments create political tensions and conflict - but they are also a timely opportunity for the EU to act proactively. This has made it more urgent than ever to think about fairness across generations. We need a new way forward that includes everyone: young people, older generations and those not yet born.

One of the tasks of this Citizens' Panel is to define what intergenerational fairness means from the perspective of the participants and to translate this into a set of concrete recommendations. For instance, based on existing academic and practical perspectives, this could involve promoting cooperation between generations and encouraging a forward-looking approach. It might include considering during decision-making the social, economic, environmental, and cultural well-being of people and communities, both now and in the future, and placing more emphasis on long-term considerations alongside short-term needs.

This approach is not about finding one perfect future. Instead, it recognises that different people and generations have different needs, wants and expectations - and that they should all have a say in shaping their future. The goal is to build a society where the needs of all current generations are met without compromising the ability of future generations to meet their own, so that one generation's progress does not come at the expense of another's. Intergenerational fairness also supports key

EU principles like equal chances, social protection, good health care and access to basic services. It can help tackle poverty and discrimination in new ways: not by assuming age alone makes people vulnerable, but by looking at the full picture of each person's situation.

This way of thinking can contribute to a more resilient and inclusive society in Europe. It encourages policies to consider how people's lives evolve over time and how short-term choices may have long-term implications. Intergenerational fairness is about building a fair and sustainable future - together.

### WHAT ASPECTS DOES IT COVER?

With input from stakeholders and experts, the Commission has identified three key areas where intergenerational fairness can help shape Europe's future:

#### **1. Better governance and democratic participation**

There is a need to strengthen systems and institutions to better consider long-term perspectives. This could mean considering the interests of both current and future generations in policymaking and democratic processes. Political decisions often respond to pressing short-term needs, which can make it more difficult to give consistent attention to challenges that unfold slowly over time.



## 2. Tackling long-term challenges together

Issues like climate change, pollution, demographic change, fair access to housing, forward-looking education and lack of innovation affect all generations. Addressing these long-term challenges could bring lasting benefits for future generations. By working together across age groups, we can contribute to more balanced and sustainable solutions that reflect a longer-term perspective.

## 3. Protecting people and building stronger communities

When generations join forces, we are better able to support those in need, now and in the future, by improving access to healthcare, care services, and essential resources, all while contributing to social systems that are more resilient in the face of change and future challenges.

## WHAT COULD THE STRATEGY ON INTERGENERATIONAL FAIRNESS INCLUDE?

### **BETTER GOVERNANCE AND DEMOCRATIC PARTICIPATION**

Public policy should consider both today and tomorrow, looking beyond the present to protect the wellbeing of future generations. The EU already has tools that can support action with a long-term perspective, focusing on intergenerational fairness.

Long-term thinking means involving people in shaping decisions. In democracy, everyone affected by decisions should have a voice. But policies often fail to reflect the views of all age groups, including younger people and those not yet born.

Setting clear goals and allocating the necessary resources are also essential for fair and forward-looking decisions. The EU aims to improve social, environmental and cultural wellbeing, not just economic growth. New ways of measuring progress are being explored, such as frameworks that focus on inclusive and sustainable wellbeing, to help ensure that both current and future generations can live well.

## **TACKLING LONG-TERM CHALLENGES TOGETHER**

Climate change, biodiversity loss and pollution threaten future generations' right to a clean, healthy and sustainable environment. Taking action now is vital. This includes thinking carefully about long-term risks and making sure we work within the planet's limits. EU laws and strategies, such as the Nature Restoration Law and the European Climate Law, already include intergenerational fairness.

Even before the environmental and climate crisis became a topic of discussion regarding intergenerational fairness, there were debates about fair levels of government debt between generations. After all, governments carry debt since the existence of nation states, and such debt is likely to persist for as long as nation states exist. This seemingly dry topic has always been relevant for intergenerational fairness.

Technology drives progress but also brings risks. Major threats – from nuclear weapons to climate disasters show the need for innovation that protects the planet, people and shared values. The EU applies two key principles that balance innovation with protecting future generations: the precautionary principle (to prevent serious harm) and the innovation principle (to support new ideas).

The 2008 financial crisis, the COVID-19 Pandemic and other global changes such as ageing populations and climate change have raised concerns about fairness towards young people and future generations. These concerns include the sustainability of public finances, social mobility and equitable access to essential services such as healthcare, pensions, education and social security. Youth employment, flexible retirement patterns, and affordable housing are common concerns across the EU.

## **PROTECTING PEOPLE AND BUILDING STRONGER COMMUNITIES**

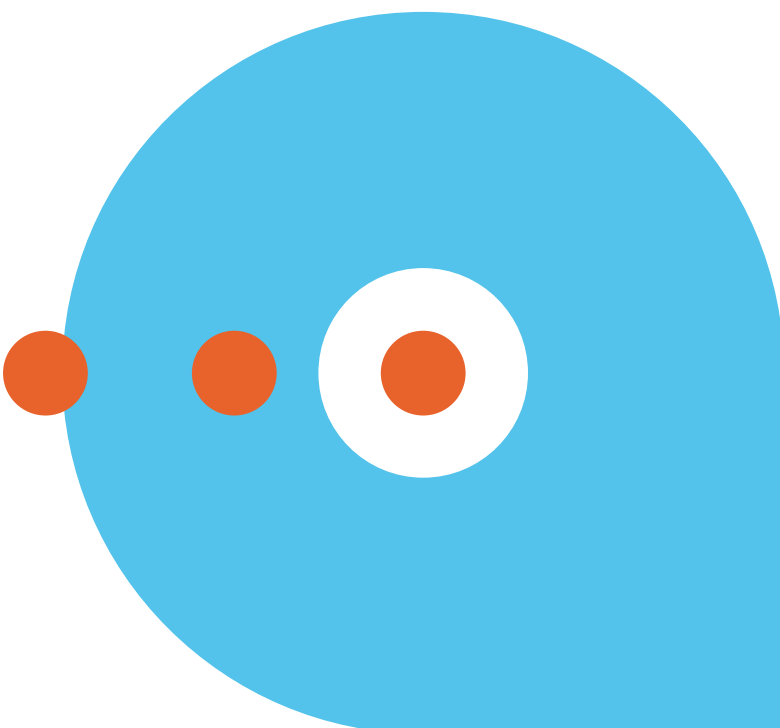
Topics discussed in relation to fairness between generations include health, care, security, digital inclusion, and access to services. By planning across a lifetime and thinking ahead, we can create solutions that take into account the needs of everyone.

Preparedness and security are urgent priorities due to geopolitical risks. Addressing security challenges is critically important to ensuring stability and protecting citizens. It is essential to recognise that peace remains a fundamental condition for human well-being and the long-term development of societies. Only in peaceful environments can people fully realise their potential, which is a factor with lasting implications for the quality of life and opportunities of future generations. Intergenerational thinking can further reduce risks for vulnerable groups and improve long-term resilience.

The healthcare system as well as the care systems face major challenges. People live longer, and the cost of care is increasing. These changes can deepen inequalities. Long-term thinking and trust in institutions are essential to ensuring equal access and health services that meet everyone's needs today and in the future.

Social cohesion connects generations and builds stronger communities by fostering mutual support, shared values, and collaboration across age groups. When people of different ages and backgrounds come together – through mentorship, community programmes, or shared projects – they exchange knowledge and skills, blending tradition with innovation to enrich collective wellbeing. It helps prevent exclusion and supports resilience. Such approaches can help combat age discrimination, improve intergenerational mobility and revitalise sectors like agriculture.

The European Pillar of Social Rights includes access to essential services like transport, energy, and finance. These services need to be high-quality, accessible, affordable, and available locally. Needs can vary between urban and rural areas, and decisions made today will influence how these services develop in the future. That is why long-term planning is vital.





### EXAMPLES OF INTERGENERATIONAL FAIRNESS IN THE EU

Since its inception, the European Union has been conceived as a long-term project aimed at securing peace and the well-being and prosperity of its citizens – today and for generations to come. Solidarity and collaboration between generations has been fundamental to this vision, as highlighted in the Schuman Declaration, which emphasised building the European Union on achievements that create a ‘de facto solidarity’. Article 3.3 of the Treaty on European Union and the Charter of Fundamental Rights both reference responsibilities towards future generations, underlining the forward-looking nature of the European project.

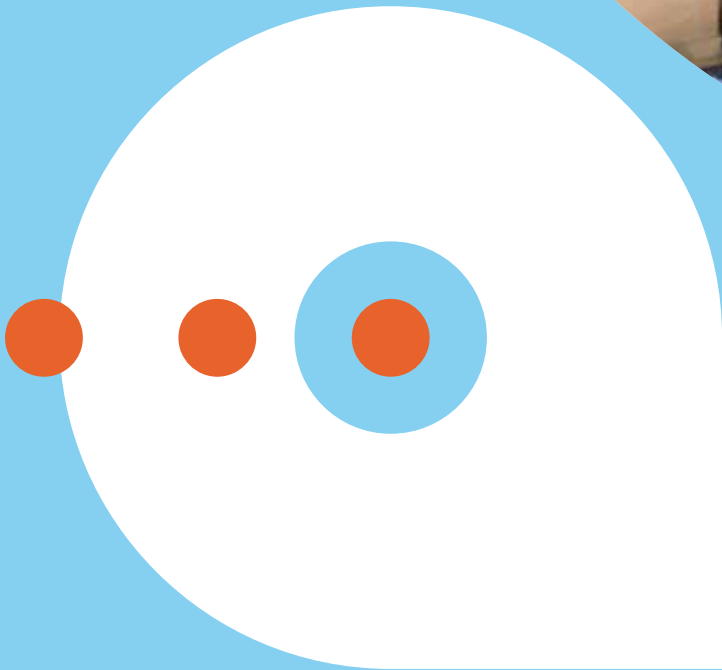
Across the European Union and beyond, there are several positive examples where communities faced the question of intergenerational fairness in creative and new ways. Below we present a list of such examples, that might help the members of the Citizens’ Panel to imagine what an intergenerationally fair perspective could look like in practice.

### TÜBINGEN

In the German city of Tübingen, a municipal theatre staged a play addressing the dangers of short-term thinking and neglecting the future. To help the audience grasp that many will live long after them, some seats in the auditorium were reserved for future generations. These seats bore names and birthdates, and attendees were asked to leave them empty. This powerful gesture served as a vivid reminder that the decisions we make today have lasting impacts far into the future.

### AMSTERDAM

Back in the late 1990s, a neighbourhood in Amsterdam experienced significant changes as many Turkish and Moroccan immigrants moved in, bringing new cultures, shops, and mosques. At the same time, many Dutch families moved out, leaving behind an older Dutch population who began to feel like strangers in their own area. There was no outright conflict, but people kept to themselves, and a growing sense of tension and disconnection took hold. This changed when the Amsterdam Historic Museum started a storytelling project to collect memories from long-time Dutch residents. Over time, immigrants joined the project, sharing stories not only about Amsterdam but also about the small villages they had come from. These stories resonated with people, and it turned out that their rural pasts were not so different from those of the Dutch residents’ grandparents. The project is a great example of how real change can come from simply listening to each other and how unlikely partners, like a museum, can help unite a community by evoking and sharing collective memories to build intergenerational and intercultural connections.



## ZARAGOZA

The 'Door Breakers' project in Zaragoza is another example of intergenerational fairness in action. Unlike the Amsterdam project, it focuses on the interests and needs of younger generations. This initiative empowers young people aged 16 to 21 to become active advisers for the city's municipal museums. By involving youth directly in decision-making, choosing what to exhibit and how to reach out to the broader community and museum visitors, the project ensures that museums also reflect the interests, creativity, and needs of younger citizens. The young advisers propose improvements, design activities, and help shape strategies to attract and engage their peers, making culture more accessible and relevant for new generations. Moreover, the project gives young people a real stake in their community's cultural life, recognising that today's youth will inherit cultural institutions and encouraging them to take responsibility for preserving and innovating cultural heritage.

## MALMÖ

The transformation of Varvsstaden in Malmö is another compelling example of intergenerational fairness. This innovative urban development project focuses not just on revitalising a historic area but also on ensuring a sustainable future for people of all ages, including those not yet born. By preserving and repurposing existing buildings and materials, the Varvsstaden project minimises waste and reduces CO2 emissions, leaving a smaller environmental footprint for future generations. The initiative includes a 'material bank', which catalogues materials from dismantled structures for reuse, embodying a commitment to circular economy principles. The project also fosters community involvement and embraces collaborative governance, aligning development goals with community needs. This approach not only honours the area's industrial heritage but also creates vibrant and inclusive spaces where different generations can live, work, and thrive together. By prioritising sustainability and community engagement, Varvsstaden shows how thoughtful urban planning can benefit both current and future residents, ensuring the needs of today do not compromise the opportunities of tomorrow.

## WARSAW

Poland announced the launch of the 'Intergenerational School' project in autumn 2024, aiming to open schools for activities involving seniors and youth to foster collaboration and mutual learning between generations. Education Minister Barbara Nowacka highlighted the project during the European Day of Intergenerational Solidarity, emphasising the importance of nurturing intergenerational bonds in today's fragmented society and promoting knowledge exchange where youth benefit from seniors' experience, and seniors learn new skills, such as digital literacy, from youth.

This initiative was complemented by the broader framework of the 'Dialogue between Generations and Cultures' promoted during Poland's Presidency of the Council of the European Union in the first half of 2025, which emphasised culture's ability to act as a bridge connecting various traditions, languages, and experiences. Together, these efforts seek to embed intergenerational fairness and solidarity across education and community life, ensuring that multiple generations participate actively in shared social and cultural spaces.

## WHAT IF ... YOU COULD IMAGINE WHAT A FAIR FUTURE FOR ALL GENERATIONS LOOKS LIKE?

Asking the right questions is often just as important as finding the right answers. You will find below ten '**What if**' questions designed to encourage reflection, spark inspiration, and open your mind to new perspectives. Take your time to consider them. They are not meant to be answered immediately. Instead, let them guide and inspire you throughout the Citizens' Panel process. We look forward to exploring these and other questions with you.

***What if ... decisions taken today took more into consideration future inequalities they might create?***

***What if ... age diversity was valued as a strength?***

***What if ... Nature had a voice?***

***What if ... care – for ourselves, others, and all forms of life – were the purpose of our lives?***

***What if ... we build resilient, democratic societies where every person has a voice, believes in their future, and no one is pushed to the margins?***

***What if ... education helped people of all ages gain life skills, share knowledge across generations, and improve collective well-being?***

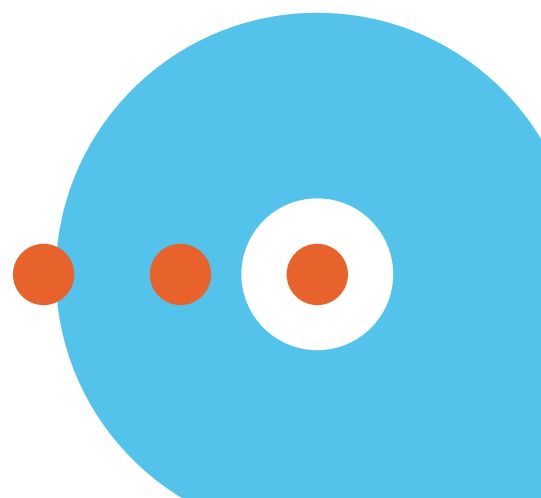
***What if ... every city, region, and/or country had an (intergenerational) council to defend the rights of current and future generations to a healthy planet?***

***What if ... financial decisions were guided by a clear 'do no harm' principle, including the perspective of future generations?***

***What if ... cooperative (intergenerational) housing models were an essential cornerstone of public policy?***

***What if ... everyone had the time and means to participate in policymaking?***

***What if ... the stories we tell today shaped the future and become the foundation for designing tomorrow's policies?***



# 4 / Additional Resources

You want to explore the topic further? Below you will be able to find a list of resources that the European Commission, as well as external experts from the Knowledge Committee, have selected for you. You do not have to read or watch all (or even any) of them - but if you are curious to learn more, they can serve as an easy, accessible and helpful introduction to the topic.

## List of suggested resources:

If you are curious and would like to get inspired:

- Intergenerational Fairness Day Podcast; Introducing Intergenerational Fairness: A Global Movement (7 Episodes, English) : <https://www.buzzsprout.com/2273376/episodes/13926495-introducing-intergenerational-fairness-a-global-movement>
- A New Intergenerational Contract (English website): <https://www.if.org.uk/research-posts/a-new-intergenerational-contract/>
- Future Generations Commissioner from Wales (Video, English): [A thank you from Ameerah. Year 2050. Cymru.](https://www.youtube.com/watch?v=13926495-introducing-intergenerational-fairness-a-global-movement)
- [Roman Krznaric: How to be a good ancestor | TED Talk](https://www.youtube.com/watch?v=13926495-introducing-intergenerational-fairness-a-global-movement) (Video, English with subtitles)
- An intro to Intergenerational Fairness in Europe: The Imperative, the Journey, & the Opportunity: <https://playingwithtime.substack.com/p/dispatches-8-an-intro-to-intergenerational> (Article in English)
- Intergenerational Fairness in 90 seconds (Video, English). <https://youtu.be/64XpINtldAQ>
- TED-Ed Future Forward - Futures Literacy; how can you explore the future <https://ed.ted.com/future-forward>

## If you want to go even further:

- Krznaric, Roman (2021): [The good ancestor: how to think long in a short-term world](https://www.whAllen.com/9781781154444). London: WH Allen. (Book)
- Fair public policies for all generations. An assessment framework: <https://gulbenkian.pt/de-hoje-para-amanha/en/public-policies/> (English)
- Niels de Fruquier (2025). [Rethinking Generation: An Invitation to embrace a Life-Centered approach](https://www.researchgate.net/publication/388888888). (Article in English)
- OECD (2020). [Governance for Youth, Trust and Intergenerational Justice](https://www.oecd.org/governance/governance-for-youth-trust-and-intergenerational-justice/). Comparative assessment of the policies, laws, institutional capacities and governance tools put in place by national governments and the European Union to promote youth empowerment and intergenerational justice. (English)

