Collaborative Governance to Meet the Challenge of Aging
The Case of Age-Friendly Cities and Communities in Quebec

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The goal of our presentation

Explain the collaborative governance approach with 4 cases studies of Age-Friendly Cities in Quebec

1. Describe the Age-Friendly Cities program
2. Present the Ansell and Gash model (2008)
3. Address the methodology behind the case studies
4. Illustrate the research results with the collaborative governance model
The age-friendly cities program
The collaborative governance

“A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets” (p. 544)

The methodology behind the cases studies

- **Funding**
  - CIHR, Intervention Research Grant

- **2014-17**

- **Research design**
  - Developmental evaluation (Patton, 2011)

- **Objectives**
  1) To describe the different community building factors within the Age-friendly Cities process
  2) To understand how the conditions and the long-term effects of the Age-friendly Cities program contributed to interventions promoting the health of older adults in terms of their living conditions and their lifestyles
  3) To consolidate the actions through the development of collective intervention and evaluation tools for the Age-friendly Cities process and effects on the social determinants of health

- **Cases**

<table>
<thead>
<tr>
<th>Geographic Description</th>
<th>Case A</th>
<th>Case B</th>
<th>Case C</th>
<th>Case D</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seven rural villages surrounding a central city</td>
<td>340,2 km²</td>
<td>122,9 km²</td>
<td>48,9 km²</td>
<td>24,9 km²</td>
</tr>
<tr>
<td>A dense urban milieu</td>
<td>7550 persons</td>
<td>238,935 persons</td>
<td>30,280 persons</td>
<td>7,400 persons</td>
</tr>
<tr>
<td>A suburb of a metropolis</td>
<td>20%</td>
<td>15.5%</td>
<td>12.6%</td>
<td>12.9%</td>
</tr>
</tbody>
</table>

1 Data from 2012
2 From social diagnostic to the implantation of the action plan
The methodology behind the cases studies

- **Mixed methods**

<table>
<thead>
<tr>
<th>Method</th>
<th>Case A</th>
<th>Case B</th>
<th>Case C</th>
<th>Case D</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group interviews</td>
<td>3 (N 32)</td>
<td>3 (N 16)</td>
<td>5 (N 27)</td>
<td>2 (N 16)</td>
<td>13 (N 91)</td>
</tr>
<tr>
<td>Individual interviews</td>
<td>4</td>
<td>3</td>
<td>8</td>
<td>5</td>
<td>20</td>
</tr>
<tr>
<td>Direct observation</td>
<td>6</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Collaboration questionnaire</td>
<td>12</td>
<td>8</td>
<td>9</td>
<td>9</td>
<td>38</td>
</tr>
<tr>
<td>Network questionnaire</td>
<td>12</td>
<td>7</td>
<td>9</td>
<td>9</td>
<td>27</td>
</tr>
<tr>
<td>Documentation</td>
<td>30</td>
<td>12</td>
<td>12</td>
<td>5</td>
<td>59</td>
</tr>
</tbody>
</table>

- **Knowledge transfer**
  - Development of decision’s tools, N5
  - Implementation of follow-up’s tools, N3
  - KT presentations, N5

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1 (Mattessich, Murray-Close, Monsey, & Wilder Research Center, 2001)
2 (Provan, Veazie, Staten et Teufel-Shone, 2005)
The results
Starting Conditions

• Political context in which AFC occurs

• Power/resource imbalances
  • Composition of the steering committees

• Inequalities in resources, as well as in power relationships, exist between different actors on the steering committee, but also within the same group of actors
The results
Starting Conditions

• **Incentives to participates**
  • Motivation as a central condition for success
  • AFC relies on a social diagnosis (shared analysis and common goal)...
  • and an action plan (commitments and obligations of members)
  • **Risk of demobilization**

**Case C**
At the implantation stage, municipal authorities decided to dissolve the AFC steering committee in order to replace it with a healthy lifestyle committee. Only two members of the AFC steering committee found themselves on this new committee. These members were older citizens with no attachment to an organization or association. In the absence of a goal and of clear AFC objectives described in the action plan, the motivation of these members in fact declined.

• **Prehistory of antagonism and cooperation**
  • A positive culture of collaboration, based on trust and openness between the actor, is a condition for governance to succeed
The results
Facilitative leadership

- Various leadership within cases

<table>
<thead>
<tr>
<th>Case A</th>
<th>Case B</th>
<th>Case C</th>
<th>Case D</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Elected official of the central city</td>
<td>1) Elected official responsible for age-friendly cities</td>
<td>1) Elected officials responsible for Age-friendly Cities</td>
<td>1) Director of Leisure Services and Coordinator of the steering committee</td>
</tr>
<tr>
<td>2) Community organizer</td>
<td>2) Manager and Coordinator of the steering committee</td>
<td>2) Director of Leisure Services</td>
<td></td>
</tr>
<tr>
<td>3) Coordinator of Leisure Services and of the steering committee</td>
<td></td>
<td>3) Older citizens</td>
<td></td>
</tr>
</tbody>
</table>

- Importance of the elected municipal official

**Case A**
AFC steering committee benefited from the competence and the leadership of the community organizer and of the coordinator of leisure services of the central city. These persons did not exercise power on the members of the steering committee. On the contrary, the relationship was based on the trust and the respect which members of the committee had for the devotion of these two people.
The results
Institutional design

• AFC program in Quebec imposes a clear and structured process
  • Each step as requirements to be recognized AFC

• Formal procedures within cities
  • In relation to the size of the municipality
  • Human resource, direction of services, committees, policies, etc.

• New procedures between municipalities
  • Because they were unable to contact the municipality on the day of an activity in order to obtain access to the appointed space (“who has the keys to unlock the door”), as well as to the material essential for the activity to function properly (“for a chair-based yoga activity, a municipality does not have chairs adapted to the activity”)
  • Because poor communications (“no email address in the municipality”) made impossible to some municipalities to transmitted texts to the regional newspaper
  • Because they did not receive all the resolutions from the councils required for a provincial grant, and this despite the fact she had furnished a model of the letter needed
The results
Collaborative process

• Face-to-face dialogue
• Trust building
• Commitment to the process
• Share understanding

• Intermediation outcomes
  • Many short-term and tangible results
    • Printing and publishing the action plan
    • More participants present than expected for the official launching of the action plan
    • Obtaining a grant permitting the implantation a specific project
    • Positive feedback from the implantation of leisure activities

Variables are found throughout the AFC process in Quebec
Conclusion

• Ansell and Gash (2008) model constitute a conceptual framework appropriate to understanding the complexity of the AFC program in Quebec

• Governance is a process which is not linear, but iterative

• Collaboration relies on a community building approach

• The case studies demonstrated
  • “the capacity to link local resources together, to see them collaborate and to profit from the synergies this created [...]” (2002, p. 25), while allowing them to circulate information in their milieu and to reinforce the sense of belonging to members of the steering committee to their community

• Collaborative governance is not only limited to AFC program

• Occasion to reinforce the collective power of the milieu