

Final Report

Work Package 9 – Task 5

Enhancing the civic and political participation of senior citizens

November 2015



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Foreword

MOPACT is a four year Project funded by the European Commission under the Seventh Framework Programme to provide the research and practical evidence upon which Europe can begin to make longevity an asset for social and economic development.

The starting point for MOPACT is the ambitious goals set by Horizon 2020 and the European Innovation Partnership Pilot Project on Active and Healthy Ageing (EIPAHA). Active and healthy ageing is the primary focus of MOPACT and it is built on the momentum created by EY2012.

The aim of MOPACT is to provide the research and practical evidence upon which Europe can make longevity an asset for social and economic development.

Towards the aim, MOPACT has created a high quality, multi-disciplinary critical mass of leading researchers and, in the closest possible partnership with stakeholders and through a carefully planned iterative process, built a compendium of essential state-of-the-art and foresight intelligence upon which to develop the policy, practice, service and product developments and innovations required to meet the goals of Horizon 2020 and, in particular, the EIPAHA.

MOPACT is structured into 9 Work Packages (WP). This Report focuses on the results achieved by the Task 5 – T5 members within the framework of the Work Package 9 – WP9.

Work Package 9

The WP9 aims to create the knowledge base for enhancing the political participation of senior citizens, and improving the capacity of adapting to change.

Central to this WP, is the idea that in order to make longevity an asset for socio-economic development, we need to put in place social and political institutions that induce higher levels of political participation, and increase our ability to resolve emerging distributive conflicts and to adapt to societal change. This WP aims to contribute to these objectives in the following ways:

- To map age-based distribution of preferences with regard to the distribution of public resources, and understand how this is influenced by ageing processes (Task 1).
- To assess the receptivity of stakeholders, namely senior citizens, to the different policy proposals identified by our consortium as promoting a new paradigm of active ageing (Task 2).
- To chart the different patterns of participation of senior citizens in various levels of policy-making and investigate its socio-economic correlates (Task 3).
- To identify ways of promoting positive representations of senior citizens, which may boost social and behavioural processes that promote their empowerment and overcome the stigmatising representations about senior citizens that can create an obstacle /disincentive to their civic participation. (Task 4).
- To identify good practices and promising approaches in successfully advancing effective senior citizens participation in policy-making processes (Task 5).

Task 5

The purpose of Task 5 (T5) has been to identify best practices and promising approaches in advancing the effective participation of senior citizens in policy-making processes. For this purpose, the WP9-T5 members conducted a series of cases-studies of successful initiatives in promoting the political participation of senior citizens. The selection of cases was done in consultation with members of the consortium, including AGE Platform, and national and European experts. The selection of cases has given consideration to a series of variables that are explored in detail further below.

The expected outcomes of WP9-T5 were:

- A database of Best Practices of participatory initiatives with senior citizens on policymaking in Europe
- An in-depth analysis of case-studies selected from the database on the basis of their potential enhancement for senior citizens' participation
- A final report collecting findings and providing guidelines for effective participatory policymaking processes with senior citizens.

The duration of the WP9-T5 was 18 months and the team was composed by three partner organisations:

- ICS-UL (Portugal):
 - Amílcar Moreira (coordinator of WP9-T5)
 - Roberto Falanga (Postdoc Fellow)

- INRCA (Italy)
 - Marco Socci
 - Andrea Principi
 - Agnès Romanini

- NIESR (United Kingdom)
 - Andreas Cebulla
 - David Wilkinson

Acknowledgments

This Final Report represents the conclusion of a deep and new journey within and beyond the frontiers of what we understand as civic and political participation of senior citizens. The journey has been challenging and enlightening and has managed to construct new theoretical ideas and evidence-based insights which need to be further explored and discussed.

From the very start and throughout the duration of the WP9-T5, the members have shared a common research agenda and strategy concerned with running this exploratory study in order to map good practices in participatory policymaking with senior citizens in Europe.

The Report has been written by the WP9-T5 members under the coordination of the ICS-UL team. The three WP9-T5 partners have contributed to each one of the three case-studies that were analysed and discussed through the peer review methodology (as explained in the next paragraphs). In detail:

- INRCA: drafting Peer Review Meeting I Report by Agnès Romanini and Marco Socci
- NIESR: drafting Peer Review Meeting II Report by Andreas Cebulla
- ICS-UL: drafting Peer Review Meeting III Report by Roberto Falanga

The WP9-T5 members would like to acknowledge the extraordinary contribution of everyone whose contribution has made this compilation of the participatory practices possible, especially the members of Age Platform, the EYAA national coordinators, and the representatives from more than 30 European practices who provided additional information about their initiatives.

Finally, the WP9-T5 members would like to acknowledge the active participation of our many colleagues across Europe who accepted our invitation to take part to our Peer Review Meetings: Marianne Lundsgaard (National Association of Senior Citizens' Councils, Denmark), Elisabeth Brand (Dortmund Senior Citizens' Council), Pat Doherty ("Age Friendly Cities and Counties in Ireland"), João Afonso ("Social Rights" Department - Municipality of Lisbon,

Portugal), Philippe Seidel (AgePlatform, Brussels, Belgium), Barbara Eifert (Institute of Gerontology, Dortmund University of Technology, Germany), Sue Warr (“Partnership for Older People Programme” in Dorset, UK), Glenda Watt (Programme “A City for All Ages” in Edinburgh, Scotland), Jana Piacekova (“Fórum Pre Pomoc Starších”, Slovakia), Marlène Siméon, Nhu Tram and Carol Thomas (Council of European Municipalities and Regions, Brussels), Maude Luherne (AGE Platform, Brussels, Belgium), Tine Buffel (University of Manchester), Berta Nunes (Municipality of Alfândega da Fé, Portugal), Carlos Simões (Senior Citizens’ Council, Alfândega da Fé, Portugal), Ana Maria Carriazo (“Active Participation Centres” in Andalusia, Spain), Katarzyna Ziemann (“Municipal Participatory Budget” and “Senior Citizens’ Panel” in Gdynia, Poland), Carlos Mascarell (Council of European Municipalities and Regions), David Wright (Age Action Alliance UK), Ernesto Ganuza (Instituto de Estudios Sociales Avanzados, Spain).

Introduction

Against the changing political background in Europe and the increasing ageing of population, there is a clear need to unfold a comprehensive analysis of the ways new sociodemographic phenomena are demanding new and effective solutions at multiple levels worldwide.

Over the past few decades, new forms of participation with civil society have captured growing interest from political authorities worldwide, being viewed as a pivotal tool towards enhancing the quality of policymaking. As the perceived legitimacy of political representation is slowing down, in Europe participation is seeking to respond to new social issues and claims that need to be extensively covered by public policies.

In this scenario, senior citizens show high levels of engagement in political life through voting in elections, as abundantly debated by several scholars (Walker, 2006). However, there is little evidence of their having influence over political decisions that affect them. Not only that, senior citizens often feel they cannot influence the political debate, and show low levels of collective action (e.g. petition, protests, occupations, etc.).

As stated by UNECE (2009) *“[a]t a time when policies are made to prepare countries for the challenges of ageing societies, it is crucial to integrate those actually affected into the political process”* (*ibidem*: 4). The involvement of senior citizens in public policies that address the challenge of demographic and individual ageing has become a key political issue in recent years (Eurostat, 2012; WHO, 2002). The extent to which participation in policymaking is relevant for senior citizens should be understood in that politics and public policies affect this category of (retired) workers, service users and, above all, citizens.

The creation of new participatory arenas with senior citizens in policymaking implies the establishment of legitimised spaces and mechanisms through which public and statutory authorities can deliberate public policies and/or deliver public services for and with senior citizens (and/or senior citizens' representatives).

We understand participation as a highly complex phenomenon and the enactment of initiatives with senior citizens as dependent on multiple conditions. Several scholars have recently shed light on the variety of initiatives aimed at involving senior citizens. However, a systematic overview on participatory initiatives with senior citizens in policymaking still relies

on a limited assortment of scientific contributions. Given the need to undertake an empirically-grounded exploratory and evaluative research on the modes of senior citizen participation in policymaking, the study carried out within the framework of the WP9-T5 has aimed to make a case in point on innovative initiatives committed with engaging senior citizens in policymaking.

Towards the aim we structured the Task 5 in four phases: (i) review of relevant literature on the theme; (ii) identification and selection of good practices / promising approaches in Europe; (iii) conduction of in-depth case-studies; and (iv) collection of findings in a final report (see Appendix A).

This Final Report focuses on the findings collected throughout the four phases, as detailed in the next section.

Structure of the Final Report

This Final Report presents the findings collected through the study conducted by the members of the WP9-T5 Team in the field of participatory policymaking with senior citizens.

Towards the aim, the Report is structured into two chapters.

1. The first chapter introduces the Taxonomy of participation in policymaking with senior citizens. This Taxonomy was constructed according to the review of literature and evidence concerning senior citizens' participation in Europe. The Taxonomy was constructed in two steps: the first step entailed the characterisation of the initiatives according to the policymaking stage and participatory approaches implemented. The second step further differentiated the initiatives by looking at the scale, at the permanence of the practice, and at the modalities of senior citizens' participation.

The chapter is structured in three sections: the objectives envisioned when we decided to construct the Taxonomy; the methodology through which we organised knowledge on the theme towards the construction of the Taxonomy; and the findings retrieved from the Taxonomy.

2. The second chapter introduces the Toolkit, a set of methodological instruments that we compiled in order to contribute for the enhancement of participation in policymaking with senior citizens. The conception of this Toolkit was inspired by the findings collected through the Taxonomy, as well as by the in-depth case-studies run with a group of good practices in Europe. As the Peer Review methodology was applied for case-studies, we collected a consistent set of relevant information that we decided to convert into a Toolkit.

Likely the first chapter, also this one is structured into three sections. First we provide an outline on the objectives of the Toolkit; second we discuss the methodology that sustained the compilation of the set of tools; and finally we present the Toolkit.

In conclusion, the Report recalls the findings of the study conducted by the T5 members and points out the key issues emerged throughout the 18 months of the Task. We finally provide a set of Policy Recommendations aimed at contributing for the enhancement of the participation of senior citizens in the formulation and/or implementation of public policies.

1. Taxonomy

Objectives

The aim of the Taxonomy is to categorise participatory initiatives. The Taxonomy developed below also provides an initial contribution for the enhancement of the debate about new forms of participation for senior citizens in policymaking.

The development of the Taxonomy was conducted in two steps. First, the initiatives were grouped according to their focus (policy decision-making or policy implementation) and type (consultative or co-decisional), which generated four top-level categories: (i) decision-making with consultative approach; (ii) policy implementation with consultative approach; (iii) decision-making with co-decisional approach; and (iv) policy implementation with co-decisional approach.

Second, within each of these top-level categories, initiatives were differentiated according to scale or geographical reach (national, regional or local) and their permanence (whether, as far as determinable, they are a permanent fixture or more likely of a temporary nature). In addition, the initiatives were differentiated according to the form of senior representation (participation), namely: senior citizens and/or senior citizens' elected representatives take or inform policy decisions and/or implementation (civic engagement); senior citizens are represented by proxies who are themselves appointed by statutory bodies to take or inform policy decisions and/or implementation (appointed); senior citizens organisations take or inform policy decisions and/or implementation (organisations).

Methodology

The development of the Taxonomy commenced with a search for examples of participatory practices with senior citizens and was informed by a review of the literature on the topic (see Appendix B) conducted in parallel with the search for European practices. This was regularly discussed and monitored by the WP9-T5 members in order to corroborate findings and improve knowledge as new evidence was being introduced.

To be included in the initial selection, practices identified in the course of the search had to meet the following criteria:

- **Participation:** practices should adopt participatory mechanisms, either consultative or co-decisional ones.
- **Policymaking:** practices should concern public policies, either in decision-making or implementation.
- **Senior citizens:** practices should be age-specific, i.e. oriented to enhance public policies with and for senior citizens.

The selection process, conducted between May 2014 and February 2015, followed five phases. First, we identified participatory practices with senior citizens in Europe.

The main sources used for the identification of the participatory practices were:

- evidence from the review of the literature;
- review of prominent international agencies' reports on ageing and participation (e.g. Age-Platform; European Union; European Commission; United Nations; World Health Organization);
- consultation of international networks working on participatory policymaking (e.g. Participedia, Open Democracy, International Observatory for Participatory Democracy);
- internet searches using the following keywords¹:
 - Participation-related key-words: "participation", "engagement", "involvement"
 - Policymaking-related key-words: "policymaking", "public policy", "decision-making", "policy-implementation"
 - Senior citizens-related key-words: "senior citizen", "older people", "elderly".

¹ The principal language of search was English; additional searches used Italian, Portuguese, Spanish, French and German keywords.

We identified 87 current or recent practices involving the participation of senior citizens in aspects of policymaking in Europe.

The next phase of the study gathered additional, substantiated information about the 87 practices, using a template (see Table 6 in Appendix A) designed in collaboration and consultation with key informants of the practices (whenever information on their contacts was available), and other national and international experts.

The year 2012 had been designated the European Year of Active Ageing and Intergenerational Solidarity (EYAA) with activities supported under the umbrella of the EYAA coordinated at the national level by so-called National Coordinators (NCs). The research teams approached the 27 NCs seeking additional information about the 87 national initiatives and, where available contact details of persons or organisations facilitating participatory initiatives² (see Fig.2 in Appendix A). These enquiries helped to confirm and generate further detail about 45 of these practices.

The main features of these 45 practices were further examined in order to identify current, formally structured, legislated and preferably permanent processes with a proven impact on the participation of senior citizens in policymaking.

We took into account the impact of new forms of collaborative interaction between political and social actors and, in particular, sought to identify initiatives generating formal agreements about the inclusion of senior citizens in decisions about or the delivery of public services.³

We excluded practices with insufficient or inadequate information about their guiding principles and evidence of their implementation. This resulted in a new shortlist of 37 practices.

The 37 practices included individual projects and, in two cases, multiple initiatives that shared a common legislation: the Spanish Regional Councils for senior citizens (11 initiatives) and the Senior Citizens' representative regional bodies in Germany (2 initiatives). In addition, the Age-friendly Counties and Cities Programme in Ireland and the UK Age Forums were examples of initiatives that involved actors at both the upper national and lower local governmental levels.

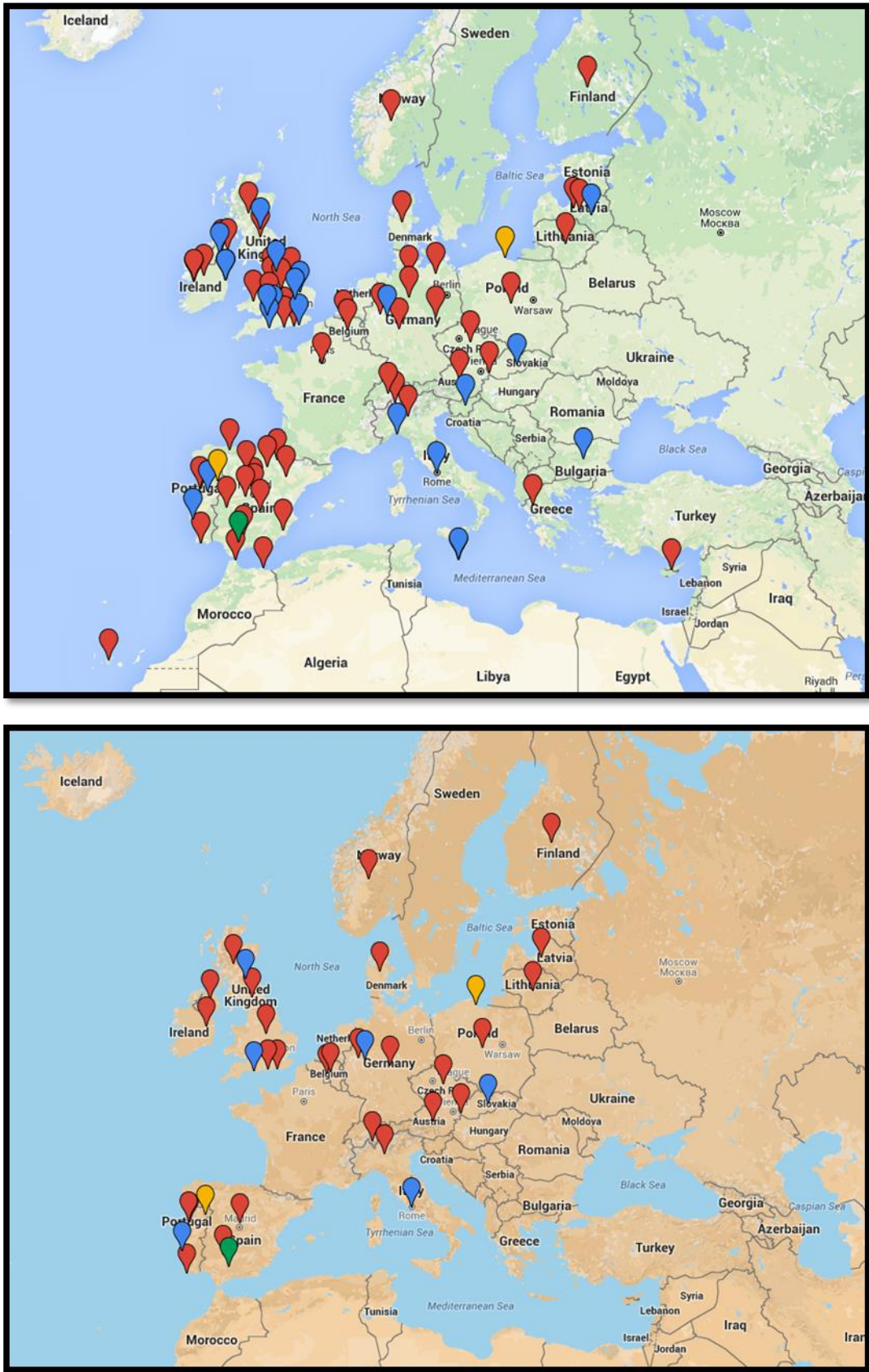
² 12 of the 27 EYAA National Coordinators responded to our enquiry, covering the following countries: Czech Republic, Estonia, France, Germany, Greece, Italy, Liechtenstein, Poland, Portugal, Romania, Slovakia, and Sweden. Age Platform provided additional contacts for 8 of the 12 Countries, namely: Czech Republic, France, Germany, Greece, Italy, Poland, Slovakia, and Sweden.

³ Initiatives, such as Ombudsman and Champions for senior citizens, were excluded as they promoted forms of representation of interests rather than mechanisms for the social and political inclusion of senior citizens.

Figure 1 shows the locations of the 87 original (top map) and the 37 finally selected practices (bottom map). In both cases, initiatives are georeferenced as follows:

- red: decision-making with consultative approach
- blue: policy implementation with consultative approach
- yellow: decision-making with co-decisional approach
- green: policy implementation with co-decisional approach.

Figure 1 – Identified practices (top) and selected practices (bottom)



Findings

The review of the literature and the collection of evidence in Europe helped to categorise the participatory initiatives according to the stages of policymaking at which participation was implemented, as well as the approaches adopted in working with participants. Table 1 below shows the four categories resulting from this first step.

Table 1 – step 1: characterisation of the participatory initiatives

| | Decision-making | Policy Implementation |
|-------------------------------|--|--|
| Consultative Approach | Initiatives approaching decision-making through consultative approach | Initiatives approaching policy implementation through consultative approach |
| Co-decisional Approach | Initiatives approaching decision-making through co-decisional approach | Initiatives approaching policy implementation through co-decisional approach |

As noted earlier, initiatives in each the four main categories were then further differentiated according to the scale of implementation; the initiatives' permanence; and the modalities provided for senior citizens' participation (Table 2).

Table 2 – Step 2: Differentiation of the participatory initiatives

| Scale | National |
|----------------------|--|
| | Regional |
| | Local |
| Permanence | Permanent |
| | Temporary |
| Participation | Direct engagement (or elected representatives) |
| | Appointed representatives |
| | Senior citizens' organisations |

Table 3 shows the distribution of the 37 projects according to this Taxonomy.

Table 3 – Taxonomy of the good practices

| Decision-making consultative approach | |
|--|--|
| Scale: National Permanence: Permanent Participation: Appointed | Government Council for Older Persons and Population Ageing in Czech Republic |
| | State Council for Senior Citizens in Spain |
| | National Council for Senior Citizens in Norway |
| | Council on Seniors Affairs in Latvia |
| | Federal Senior Citizens Advisory Council in Austria |
| | Federal Advisory Council for the Elderly in Belgium |
| | Act for Elderly Care in Finland |
| | Regional Councils for Senior Citizens in Spain (11 initiatives) |
| | Age-Friendly Counties and Cities Programme in Ireland |
| Scale: National Permanence: Permanent Participation: Organisations | Pensioners Affairs Board in Lithuania |
| | Senior Citizens' representative regional bodies in Germany (2 initiatives) |
| Scale: National Permanence: Permanent Participation: Civic engagement | The Pensioners Parliament in Northern Ireland (UK) |
| | Parliamentary Working Group for Older People in Poland |
| | Senior Citizens' Councils in Denmark |
| Scale: Regional Permanence: Permanent Participation: Organisations | Flemish Council of the Elderly in Flanders (Belgium) |
| | The Scottish Older People's Assembly SOPA (Scotland) |
| | Senior Citizens' Council in Canton of Ticino (Switzerland) |
| | Forums on Ageing in England (UK) |
| Scale: Local Permanence: Permanent Participation: Appointed | Senior Citizens' Council in Lagos (Portugal) |
| | Senior Citizens' Council in Bratislava (Slovakia) |
| Scale: Local Permanence: Permanent Participation: Civic engagement | Senior Citizens' Council in Leipzig (Germany) |
| | Senior Citizens' Council in Dortmund (Germany) |
| | Council of Senior Citizens in Oliveira de Azeméis (Portugal) |
| | Older People's Council in Brighton and Hove (England) |
| | Senior Citizens' Council in Chiari (Italy) |
| | Forum of Senior Citizens in Santa Maria da Feira (Portugal) |
| | City Council budget consultation in Portsmouth (UK) |
| Scale: Local Permanence: Temporary Participation: Civic engagement | BME Elders Engagement Project in East Midlands (UK) |
| Policy-implementation consultative approach | |
| Scale: National Permanence: Permanent Participation: Organisations | National Forum for Helping Older People in Slovakia |
| Scale: Local Permanence: Permanent Participation: Civic engagement | Shaping the future of old age agency in Arnsberg (Germany) |
| | A City for All Ages in Edinburgh (Scotland) |
| | Partnership for Older People Programme in Dorset (England) |
| Scale: Local Permanence: Temporary Participation: Civic engagement | Session "Streets are ours also" in Lisbon (Portugal) |
| | Mobility and safe streets: older generations in movement in Rome (Italy) |
| Decision-making co-decisional approach | |
| Scale: Local Permanence: Permanent Participation: Civic Engagement | Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) |
| | Senior Citizens' Panel in Gdynia (Poland) |
| Policy-implementation co-decisional approach | |
| Scale: Regional Permanence: Permanent Participation: Civic engagement | Active Participation Centres in Andalusia (Spain) |

The majority of these European practices had adopted a consultative approach to decision-making (28); in addition, six consultative practices were concerned with policy implementation⁴. The project only identified three co-decisional initiatives, two of which were applied to inform decisions on policy, the third the implementation of policy.

Fifteen practices were implemented at the national level of their host countries, five at the regional levels, and a further 17 were local level initiatives.

The majority (34) were fully constituted and, as far as foreseeable, permanent practices within the policy process, while only three of the 37 were found to have been one-off or temporary projects without long-term implementation or replication plans.

Initiatives promoting direct participation through senior citizens or via elected representatives (who were themselves seniors) was the most frequent mode of representation (19), with a further 11 practices relying on public authority appointed senior representatives. Seven programmes applied models of corporate organisational representation of senior citizens.

A final reading of Table 3 and its underlying data leads to three general findings

- Statutory bodies (Councils and Forums) are the most involved in participatory decision-making through consultative approaches. No relevant differences are detectable in terms of scale.
- Representative bodies from the third sector (civil society organisations and alliances) are equally involved in both decision-making and policy-implementation, and mainly approach participation through consultative methods. Local scale prevails in this case.
- The engagement of citizens is a form of self-advocacy equally concerned with decision-making and policy-implementation, and is mainly approached through co-decisional methods. Direct engagement initiatives are mostly implemented at the local level.

The findings from this Taxonomy informed the development of the Toolkit for senior citizens' participation in policymaking, which is described in the next section.

⁴ The Partnership for Older People Programme in Dorset (England) and the "A City for All Ages" programme in Edinburgh (Scotland) also include participatory mechanisms for decision-making.

2. Toolkit

Objectives

The Toolkit aims to be a guide on how to organise initiatives that are intended to help to address societal challenges through the inclusion of senior citizens.

The main goals of the Toolkit are:

- to provide individuals, groups, organisations and institutions with an understanding of the key features of participation in policymaking and thus to increase the level of participation in public policies for senior citizens in Europe
- to strengthen the impact of public policies affecting senior citizens and support the promotion of direct involvement of senior citizens in problem-setting and solution.

In order to make longevity an asset for socio-economic development and induce higher levels of political participation, the Toolkit aims to serve as a practical guide for Governmental authorities, organisations and civil society committed to enhancing senior citizens' participation in:

- statutory bodies (International Organisations and European bodies; National Governments; Regional/County Governments; Local Authorities)
- organisations representing senior citizens' interests (NGOs, lobbies, forums, working groups, etc.)
- informal groups of senior citizens.

Methodology

The Toolkit evolved from detailed analysis of a selection of good practices in senior citizen participation in policymaking in Europe. It seeks to present options and choices amenable and adaptable to different needs and different models of governance. It should not be understood as an instruction manual.

Representatives of selected practices were invited to participate in peer review meetings organised by the research team (see Appendix E). Each peer review meeting discussed one 'Best Practice' and included representatives of (at least) two similar initiatives promoting the participation of senior citizens in policymaking, as well as three experts in the field of senior citizen participation.

The nomination of practices for peer review was based on two conditions. First, we sought to include one initiative from each of the four broad categories discussed in the Taxonomy above: (i) decision-making with consultative approach; (ii) policy implementation with consultative approach; (iii) decision-making with co-decisional approach; and (iv) policy implementation with co-decisional approach. The small number of co-decisional practices meant that the last two groups were considered jointly for the selection of initiatives for the peer review, leaving three initiatives to be selected.

Second, the aim was to select the one initiative from each category that, based on the information obtained up to that point, promised to provide a platform for the most direct involvement of senior citizens through processes that suggested the most structurally or substantively different outcomes, when compared to conventional practice. Inevitably, these decisions were ultimately qualitative in nature, although every effort was made to root them in the available evidence.

The peer review meetings were based on an in-depth evaluation of the 'Best Practice' and on discussions with peers, and a group of experts – composed of policymakers, academics and relevant stakeholders – to identify the factors that can enhance (or hinder) the participation of senior citizens in policymaking. This provided an additional level of expertise and, on occasion, balancing insight to our initial assessments. The three practices eventually selected as 'Best Practices' for peer review are listed in Table 4⁵.

⁵ In conjunction with the information on selection criteria, the Taxonomy was used to select three practices for in-depth study and peer review. This selection took place in February 2015.

Table 4 – Participatory initiatives for senior citizens selected as ‘Best Practices’

| Consultative initiatives in decision-making | |
|---|---|
| Scale: National Permanence: Permanent Participation: Civic engagement | Senior Citizen’s Council – SCC in Denmark |
| Consultative initiatives in policy-implementation | |
| Scale: Local Permanence: Permanent Participation: Civic engagement | Partnership for Older People Programme – POPP in Dorset (England, UK) |
| Co-decisional processes in policymaking | |
| Scale: Local Permanence: Permanent Participation: Civic engagement | Senior Citizens’ Participatory Budget – SCPB in Alfândega da Fé (Portugal) |

Each peer review meeting was preceded by scoping interviews conducted by the lead researchers nominated for each of the reviews with representatives of the participatory practice to be reviewed. A report based on these discussions was circulated to the other peer review participants in advance of the review meeting (see Appendix D).

The peer review meetings were performed between April and August 2014.

1. Peer Review I was organised and run as a web-meeting on 12 August 2015. The practices adopting consultative methods at decision-making level were:
 - Senior Citizens’ Councils in Denmark (Best Practice)
 - Senior Citizens’ Council in Dortmund, Germany (Peer I)
 - Older People Councils in Ireland – exemplified the case of Dublin Local (Peer II)
2. Peer Review II was also organised as a web-meeting and hosted on 20 August 2015. The initiatives approaching consultative methods at the policy-implementation level were:
 - Partnership for Older People Programme (POPP) in Dorset, UK (Best Practice)
 - Municipal Strategy “A City for All Ages” in Edinburgh, Scotland (Peer I)
 - National Network Forum for Helping Older People in Slovakia (Peer II)
3. Peer Review III was held in Tallinn (Estonia) on 27 April 2014, coinciding with one of the MOPACT conferences. The co-decisional processes invited to the meeting were:
 - Senior Citizens’ Participatory Budget in Alfândega da Fé, Portugal (Best Practice)
 - Senior Citizens’ Panel in Gdynia, Poland (Peer I)
 - Active Participation Centres in Andalusia, Spain (Peer II)

The three peer review meetings were designed to collect, as far as possible, consistent information, which, along with evidence from the review of literature and material from the scoping interviews, allowed key findings to be presented in the form of a set of practical tools (Toolkit) to enhance senior citizen participation in policymaking.

Findings

The Toolkit provides a step-by-step guide for processes that adopt participatory mechanisms with senior citizens. This Toolkit is divided into eight core elements that were analysed throughout the programme of work.

Examples from the selected initiatives are presented alongside the Toolkit findings to highlight practical examples of successful approaches.

1. A clear definition of the purposes and intentions of any participatory initiative is important at the conception stage of the initiative.

- Are senior citizens to be involved in the definition of problems and/or solutions? Are senior citizens to be involved in the delivery of public services? (Decision making and/or policy implementation)
- Are senior citizens' opinions consulted or are they included in final decisions? (consultative versus co-decisional mechanisms)

Examples 1

The Senior Citizens' Councils in Denmark are established in order to promote the involvement of senior citizens in decision-making. National Laws make consultation with the SCC mandatory while the direct election of senior members to the SCC promotes effective advocacy.

The Partnerships for Older People Programme in Dorset (UK) focuses on the implementation of policy through a consultative approach. The Programme operates in connection with the local Primary Care Trust (responsible for delivering health service and care in the area), and seeks to identify the service needs of senior citizens. It (then) directs senior citizens to appropriate service providers. It also operates a seed fund service to stimulate the provision of leisure projects for senior citizens.

The Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) was proposed by the City Council in order to encourage the direct participation of senior citizens. The mechanisms of the Participatory Budget permit to decide on a share of the municipal budget earmarked for senior citizens and co-determined by them.

2. The problems to be addressed, and the strategy to address them need to be clearly defined.

- Problems and challenges that the participatory process is to address ought to be clearly stated alongside the aims and goals of the initiative and the mechanisms to achieve these goals.
- Whether the initiative needs to be formalised or needs legal status should be considered.
- Potential barriers to participation ought to be identified early on, along with strategies to overcome these barriers and to promote inclusive participation.
- Strategic partnerships to be developed ought to be identified as well as strategies to make these partnerships work successfully towards achieving the initiative's aims and goals.
- The costs and benefits of an online presence ought to be assessed.

Examples 2

The Senior Citizens' Councils in Denmark cover policy areas that most directly concern senior citizens, such as primary health care, health and social policies, traffic planning, local infrastructure, and active ageing. They seek to have a greater impact by promoting the use of IT for senior citizens. As a consulting partner they also have a say in the municipal budget as the SCC may propose policies/activities for implementation.

The Partnership for Older People Programme (POPP) in Dorset (UK) identified eight "desired outcomes", which correspond to strategic objectives overseen by a Strategic Board. The Programme adopted a bottom-up approach to improving services for senior citizens and making service providers more responsive to senior citizens' needs. The Programme initiatives link local community organisations with Dorset County Council and the National Health Service. Conscious that geography matters, the Programme has divided the territory into 33 clusters to facilitate this process.

The Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) joins initiatives run by the City Council in partnership with local NGOs in order to improve the collective life of senior citizens. Initiatives like participatory budgeting rely on the search for stronger relationships of trust in the political institutions and goals of more effective public policies.

3. Initiatives need to develop a strategy that operates within existing political and cultural structures.

- A thorough understanding of the political and cultural structures that can support the implementation of the initiative is needed, including:
 - Whether participation of senior citizens is part of the political culture?
 - Whether there are benefits from having a basis in law?
 - Whether the aims of the initiative are covered by policy at national, regional, or local government?
 - Which institutions need to be involved, consulted or informed?

- Is there a dominant political culture? Is there openness to new ideas and change? Is there likely to be resistance? From whom? How should it be addressed?
- At what level can the initiative optimise sustainable impact? (e.g. start small/local, then grow; start small/local stay small/local; start big/national)
- What is the most effective way to engage participants to sustain the initiatives? Are statutory elections required?
- Identification of the scope for new and alternative political structures and partnerships is often beneficial. This should include reflection on how both could most effectively be developed, be embedded into, or replace existing structures and partnership.
- Consideration of measures to establish mutual trust across stakeholders is important.

Examples 3

The 'Best Practices' are structured around different socio-political contexts.

The creation of the Senior Citizens' Councils in Denmark responded to the demand of senior citizens to have a voice on matters that directly affect them. But the open democratic nature of policymaking in Denmark also meant that the concept inspired similar citizens' participation initiatives engaging other sections of society resulting in the constitution of young people's councils, Integration councils, disabled people's councils.

The Partnerships for Older People Programme in Dorset (UK) has been described as taking a deliberately different approach to policy and promoting policy change than typically found in local government, by stressing non-bureaucratic, unconventional methods based on community development principles. This juxtaposes the Programme to traditional (government) organisations and forces a new balance between political actors.

The Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) aims to improve the relation between the City Council and senior citizens beyond the traditional adversary model of representative politics. The enhancement of local authority's awareness on priorities and needs through direct knowledge of the living conditions of senior citizens is aimed at enhancing age-based policies.

4. Dissemination of processes and policies are needed to engage senior citizens and ensure the transparency of the operations of the initiative.

- Dissemination activities ought to be planned as an integral part of the initiative.
- Competences and skills required for dissemination tasks ought to be identified and responsibility for dissemination agreed.
- The target audience ought to be identified and different modes of dissemination utilised: meetings, presentations, radio, television, newsletter, brochures, etc.
- Language used needs to be clear and able to cater for speakers of minority languages.
- Information needs to be appropriately formulated to reach people with different information, language, cognitive, and social needs and resources.

Examples 4

The Senior Citizens' Councils in Denmark employs press groups committed to writing for local newspapers to inform citizens about the work of the Senior Citizens' Councils. Newsletters are mailed to senior citizens, to activity centres, libraries, and other places where senior citizens may spend their time. SCCs also disseminate information via their websites, and organise town hall meetings and public hearings.

The Partnerships for Older People Programme in Dorset (UK) takes a direct personal approach to communication. A central aspect is the use of so-called Champions (paid staff) who work in each of the 33 regional clusters to identify the needs of senior citizens and to communicate to local service providers how they might be able to help to meet these needs. Through its Wayfinder Programme, the initiative provides physical contact points in prominent public locations for older residents to seek and gain information about locally available services. The Programme also funds five community development workers. Through the POPP Strategic Board, which includes members of the County Council and the NHS, a shared communication platform is provided.

The information concerning the Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) is retrievable from the official website of the City Council. In order to improve literacy and increase the use of computers and the internet, the City Council provides free training courses on ICT. However, lack of wireless connection in most of the villages, has proved to be a barrier to dissemination of information and the utilisation of the internet in the participatory process.

5. The roles and functions of the different groups of proponents, participants and managers of participatory initiatives need to be clearly profiled to avoid duplication of effort and minimise conflict.

- Who participates and who is eligible to participate in the initiative needs to be clear. Is the initiative open to all citizens or is it oriented to engage mainly or solely senior citizens?
- Define your population of interest. Make clear who can participate and how. Know the rationale for your definition. Is it acceptable to the public? Can it be made to be acceptable?
- Who advocates for senior citizens' rights? Do senior citizens participate through statutory bodies, organisations, or informal groups?
- Are senior citizens or their representatives given sufficient notice to prepare for effective engagement in the participatory process?
- Management of the initiative ought to be formalised. Provide clear rules and structures of management.
 - Are professional, paid or volunteering managerial staff to be involved?
 - Who selects the staff?
 - What kind of expertise is required?
 - Is training provided to improve skills in participation?
 - Does the staff interact with senior citizens? How?
 - Is there a need for an advisory group supporting the management staff?

- Is the group a civil society organization? Is it an informal group?
- Is there an expert giving advice for the process?
- The role and functions of collaborative partners also ought to be profiled to highlight which organisations collaborate with each other and at what level collaboration takes place.
- The target audience of the initiative need to be identified. Are there any other expected recipients beyond the senior citizen participants? Are there hard-to-reach or at-risk recipients that need to be engaged? Is there a risk that the initiative promotes the aims of ‘insiders’ at the expense of ‘outsiders’? How should this risk be addressed?

Examples 5

The Senior Citizens’ Councils in Denmark are elected; they currently comprise about 1,000 members, with each SCC composed of 10 members. Elections take place every four years, and voters must be over 60 years old. Senior citizens can run as candidates to represent senior citizens’ interests only, regardless of political parties or organisations.

The Partnerships for Older People Programme in Dorset (UK) has adopted a representative rather than electoral model. Participation in the process of designing and implementing local support projects for senior citizens is via the Community Initiatives Commissioning Fund (open to not-for-profit local groups) and the Dementia Innovation Fund (open also to professionals). Policy development is a result of the negotiation in the policy process between different statutory and non-statutory agents. The Strategic Board, composed of senior citizens, sits alongside the Dorset County Council and NHS representatives, and decides upon supporting funding proposals.

The Senior Citizens’ Participatory Budget in Alfândega da Fé (Portugal) has also adopted a representative rather than electoral model of engagement with senior citizens, with those aged 65 and older eligible to propose local initiatives.

6. Initiatives need to be accountable for their costs and make the information on budgeting accessible.

- The overall costs of the initiative ought to be estimated.
- Costs should best be disaggregated including:
 - Advertising cost (local media, newspaper, internet, etc.)
 - Direct and indirect staff cost (advisory board, evaluation, experts etc.)
 - staff training courses
 - participants’ expenses (local travel, transportation, meals, etc.)
 - Costs of activities (workshops, meetings, information, etc.)
 - Costs of venues and facilities.
- Overall and disaggregated costs should be disseminated to participants and the general public.

- Self-sufficiency of the initiative could be considered and plans developed to make this achievable, as this could help the initiative to become an embedded, permanent practice.

Examples 6

The Senior Citizens' Councils in Denmark receive funding from the Municipality Budget (reimbursed by the Danish Ministry of Finances). When the initiative started, activities were carried out on a voluntary basis; since 2004, the members have been reimbursed for transport and received a small allowance for each meeting. Furthermore, the National Association of Senior Citizens' Councils receives funding from the Danish Government of 1,000,000 of Danish Crowns a year, i.e. approximately €134,000 per year.

The Partnerships for Older People Programme in Dorset (UK) currently has an annual budget of £800,000 and more than 100 paid, part-time and full-time employees. Funding is provided for a limited number of years at a time, after which the Programme must bid for funding renewal.

The annual funding for the Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) is 10 thousands euros, as a share of the Municipal Budget. The use of these funds is regulated by specific Guidelines included in the City Council Budgetary Programme, which are reviewed annually by the City Council together with the Senior Citizens' Council.

7. Good daily practice is important.

- The location of meeting venues and the venues themselves need to be accessible to all senior citizens, who may include people with disabilities. Good public transportation connections can be vital. Where lacking, alternative transport options should be considered.
- Online streaming can also be used to increase accessibility.
- Deliberate scheduling can help match resources and activities
- The timing of scheduled meetings ought to fit participants' availability and preferences.
- The duration and deadlines of all aspects of the policy process need to be understood.
- The resources and time commitment needed to participate in and manage the policy process need to be understood.
- Book and record keeping, and taking notes should be encouraged and facilitated to record participants' issues and questions; this will be of help in assisting the process and any debates.
- Participants should be notified about what actions are being taken and the impact of their participation. A structured process of regular updates may ensure continuity and improve dissemination.
- Consideration of whether staff and participants have adequate technical equipment is important. It can make the administration of the process easier and, hence, more effective and efficient.

- Supporting documentation about, and outcomes of, the initiative ought to be made available to the general public.
- Information should be provided in an accessible format, such as combining visual aids and written information so as to facilitate awareness and interaction. Consider also the need for audio assistance, including hearing loops.
- Ongoing monitoring and (final) evaluation (by internal and external experts) can positively contribute to the initiative's legitimacy, both in the eyes of the general public as well as policymakers.

Examples 7

The Senior Citizens' Councils in Denmark, composed of elected members in each one of the 98 Danish Municipalities, also own specific organisation though they typically have ten members on average, a person in charge (a president), and small groups of elected senior citizens interested/specialized in some areas (i.e. home care, nursing homes, traffic, etc.). In many cases, the Senior Citizens' Councils have press groups to disseminate their activities and organise local meetings aimed at informing senior citizens about their influence over the City Council's proposal of the municipal budget for the following year (i.e. they may influence the decision to use part of the budget and of the available money to build a new home care, or to open an activity centre for senior citizens, or to have a better cleaning service at senior citizens' homes, etc.).

The multi-year funded Partnerships for Older People's Programme in Dorset (UK) ensure the regular presence of the management staff in the 33 clusters (Parish and Town Council areas). For example, and looking at two of the principal activities of the Programme, the Champions Programme is managed by 33 paid staff (as at 2015) working for seven hours per week in order to identify needs of senior citizens within their communities; the Wayfinder Programme is composed of 66 paid members who work nine hours a week to provide information to senior citizens.

The Senior Citizens' Participatory Budget process in Alfândega da Fé (Portugal) is divided into four phases: (i) Senior citizens aged 65+ are invited to provide proposals between the months of May and June. (ii) The proposals are analysed by the public officials of the Municipality and (iii) then voted on by the Municipal Senior Citizens' Council between the months of October and November. Finally, (iv), the results of the Senior Citizens' Participatory Budget are published between the months of November and December. This cycle is expected to be repeated annually at approximately the same time. Regular implementation of the Participatory Budget is hoped to raise senior citizens' awareness and preparedness for the initiatives.

The three examples illustrates efforts to create awareness and alertness through regular/structured presence of the initiatives in place.

8. Identifying and managing risks is important for the success of an initiative.

- Define and anticipate risks that the process may encounter: is it possible to overcome them? Can contingency plans be prepared?
- Be aware of and guard against reproducing mechanisms of top down decision-making and bureaucratic implementation processes.
- Consider pros and cons of the participatory methods put in place: are senior citizens' need consistently represented? Are marginal voices heard?

- Be aware of who is lobbying and their purpose: are specific interests shadowing more general concerns shared by senior citizens? Are some interest groups more heard than others (i.e. groups with stronger networks and easier ways to access public opinion)?

Examples 8

Some of the main risks with the Senior Citizens' Councils in Denmark are related to the role of the elected members. In order to prevent members from assuming a role of a politician rather than advisor on policy matters relevant to senior citizens, elections are held every four years. To-date, these elections have returned about half of the existing SCC membership with the other half being newly elected.

The Partnerships for Older People Programme has sought to avoid the "bureaucratic and process-driven way" of delivering public services by local authorities. As stated by the Programme manager, the Partnerships for Older People Programme "threw out the rule book", asking communities to direct the Programme, telling the Programme what to do "and they [the communities] just got on with it."

The Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) allows senior citizens to propose community investments to the local authority. Given a high level of illiteracy among the local population, the fact that many senior citizens lived in more distant and isolated rural villages, and a resultant low level of awareness of individual areas' specific needs and priorities, the Municipality found it problematic to have proposals assessed by direct popular vote as it might discriminate against smaller, lesser known villages. For this reason, the final decision on which project to fund under the initiative was reserved for the Senior Citizens' Councils. As a representative body, the Senior Citizens' Council is required to ensure that the measures put into place match local citizens' needs.

Conclusions and Policy Recommendations

The combination of representative and participatory mechanisms has the potential to enhance the quality of democracy. Participation in policymaking is aimed at ensuring that citizens are represented in the arenas where decisions are taken on matters that concern their needs and interests.

The participation of senior citizens has been claimed as a potential driver of change for better public policies that matter them. However, new forms and initiatives for senior citizens' participation in policymaking have rarely been investigated by scholars in depth or scope.

T5 members, on the basis of the review of literature, had earlier defined and explained participation in policymaking as follows:

Participatory policymaking with senior citizens is the set of initiatives designed to involve senior citizens through participatory mechanisms – either consultative or co-decisional ones – in identifying and addressing issues of public concern that directly affect them. The creation of legitimised arenas aimed at gathering public and statutory authorities, stakeholders and senior citizens (and/or senior citizens' representatives) can take place at different stages of policymaking, namely decision-making and/or policy implementation.

According to this definition, the study conducted in the WP9-T5 and described in this Final Report, explored the issues related with the participation of senior citizens in the formulation and/or implementation of public policies.

Towards the aim we proposed the construction of the Taxonomy for participatory policymaking with senior citizens, inspired by the relevant information collected in literature and through existing evidence. Secondly, we identified a set of good practices committed with the enhancement of senior citizens' capacity of influencing public authorities on matters that concern them.

From the Taxonomy of the 37 selected practices we understood that on a normative ground, the aim of senior citizens' participation can be seen as a strategy to enhance the quality of democracy and the legitimacy of policymaking. These aims can be achieved through a wide range of operational objectives that reflect the needs and opportunities unique to specific policy areas. In some instances, public policies and services that affect senior citizens in

particular can be improved and made more efficient or equitable through direct measures, such as the redistribution of economic resources. In other instances, highlighting diversity and conditions of marginalisation of senior citizens may be the sole initial steps that can be taken.

Statutory bodies, mainly Councils and Forums, are more often involved in participatory decision-making than in the delivery of services. Such bodies generally adopt consultative approaches and in most cases they are regulated by official legislation. No relevant differences are detectable in terms of scale; the study found Councils working at local, regional/county, as well as national levels.

Agencies from the third sector (civil society organisations and alliances) representing senior citizens' needs and interests are involved in both decision-making and policy-implementation. Nongovernmental organisations (NGO) for senior citizens have been mushrooming in the last two decades at different levels. In most cases NGOs contribute in health and social care sectors with specific activities and initiatives aimed at senior citizens' involvement. Initiatives approach a large variety of methods; however these more commonly provide consultative frameworks with participants. These initiatives are most frequently found operating at the local level.

Finally, the direct engagement of senior citizens as providers of self-advocacy almost equally concern decision-making and policy-implementation. Where individuals (rather than organisations and representations) are directly involved, initiatives tend to be co-decisional. These are mostly found operating at the local level.

After the selection of good practices, we organised three Peer Review meetings with a group of practices in order to discuss three Best Practices, identified according to their potential for participation as: (i) consultative initiatives in decision-making; (ii) consultative initiatives in policy-implementation; or (iii) co-decisional initiatives in policymaking.

We highlighted a number of benefits and barriers shared across the practices involved in the Peer Review meetings. The arguably most critical finding from the case studies was that they demonstrated the strategic contribution that age-inclusive policies were shown to have made in making public policy, policymaking and politics more transparent by making them more accessible to citizens. Increased accountability of public authorities can not only strengthen public legitimacy, but also the effectiveness of public policymaking.

However, participatory initiatives can face resistance. Representatives from the case study acknowledged occasional reluctance on the part of statutory bodies and elected representatives to relinquish and share power with their organizations or the senior citizens represented in or representing them. This was rarely in response to the perceived or incurred costs of participation innovations, nor any public sector budgetary constraints.

Senior citizens faced social and health related barriers to participation. Participatory initiatives seeking to improve policy making and delivery almost inevitably were working for and with people with specific needs and often living in disadvantaged conditions, including poverty, economic decline or rural remoteness. Engaging typically marginalized communities required not only initiative and ideas, but also infrastructures and the injection of resources that made active participation possible and equitable. Introducing statutory requirements and legal structures were shown to have helped overcome such barriers, but it may require substantive, lasting preparatory ground work and lobbying before this can be achieved.

Throughout this report, we have emphasized the often unique socio-political, legal and environmental contexts in which the best practice case studies were embedded, and the need to reflect on these when devising participatory schemes. The emphasis on difference and context risks overlooking the scope for replicating successful participatory schemes through policy learning and transfer. While acknowledging the quasi uniqueness of the best practices, the peer reviews sought for opportunities to learn and apply learnings across initiatives. These explorations concluded that the best practices should not be understood as model structures, but as model pathways. They represented principles and broadly defined processes for emulation and experimentation, not generic solutions to the challenges of democratic policy making and service delivery. Understood in this way, best practices can serve to inform and stimulate participatory reform at different legislative and governmental levels: the local, regional and national (and arguably: European).

At whatever level a participatory initiative is pitched, it always requires political commitment to set root and be sustained and sustainable. To get to this point, trust will need to be built between civil society and political institutions. Here our peer reviews highlighted the need for participatory schemes to demonstrate their impact, their ability to achieve their own stated objectives in a way that aligns them with or connects them to the traditional, 'ruling' political structures. They may achieve this by demonstrating budgetary cost benefits or engendering political support from among the older population (because of recognizable service

improvement or a reduced 'democratic deficit') that cannot be overlooked in local, regional or national politics.

From this experience we learned a number of crucial key lessons that we wanted to turn into practical tools for the enhancement of senior participation. Therefore, we decided to construct a Toolkit where we listed a set of tools drawn from the issues that we considered as those that most need to be addressed for successful participation.

Not only that, the study evidences also that a set of Policy Recommendations can be drawn from the analysis of the cases studied in this Report, as described below.

Participation can drive changes towards more effective policies at different scale. Evidence confirms that at higher levels senior citizens are more commonly represented by interest and advocacy groups. Due to proximity, the local level demonstrates to more easily provide chances for forms of direct participation of senior citizens. The Regional/County level can play coordinating functions between higher and local levels.

Policy Recommendation 1

Political authorities aiming to promote participation with senior citizens should ensure high levels of governance coordination between EU, national, meso (Region/County) and local scale.

Participation is more effective when framed within transparent and accountable goals of governance.

Policy Recommendation 2

Political authorities should make sure that participatory initiatives are sustained by broader institutional changes aimed at overcoming entrenched bureaucratic processes and addressed to improve open public data systems.

The mainstreaming of participation should be consistent with norms and values of equity serving the entire population in accordance with the principle of equality before the law.

Policy Recommendation 3

Political authorities should take into consideration the ways senior citizens from different social status - not only of highly-educated citizens – and different ages – as the older senior citizens aged +80 – can have access and participate to the initiative.

As regards the participation of civil society, UNDESA highlights that «[s]ocial mobilization is key to ensure local ownership and commitment through meaningful consultations involving the full range of local participants. This helps get a better understanding of the issues and their complexity on the part of the various stakeholder groups, as well as a shared commitment to address priority issues in a cross-sectoral manner» (UNDESA, 2007a, p. 74).

Policy Recommendation 4

Participation needs public statements of commitment between political authorities and civil society. They should pay equal attention to the ways political and social leaderships can catalyse senior citizens' participation and support the self-organisation of senior citizens in activities that aim to enhance their capacity of decision.

Participation is about sharing knowledge, expertise, and power. For this, participation requires the improvement of skills and competences of the actors involved in the initiatives.

Policy Recommendation 5

The agencies in charge for the organisation of participatory initiatives should invest on training activities for the actors involved in the process. Public and elected officials should have the opportunity to improve technical and relational skills for better perform the process.

In the same vein, social actors should be regularly informed about the progress of the participatory process in which they are involved, as well as receive training to have higher impact on policymaking.

Policy Recommendation 6

Civil society should have the chance to be informed about the state of the art of the policies to be debated, and should also be regularly updated about the advancement of the participatory process. More specific training activities should regard the nature of the participatory methods as well as the policy-areas debated in the initiative.

This Report will hopefully contribute to the international debate about ageing phenomena and challenges for enhancing the participation of senior citizens. More research is needed in what concerns different participatory approaches adopted at different scales on different policy areas.

Appendix A: Framework of the Task 5

The framework of the WP9-T5 entailed the definition of both Methodology and Work Plan of the task.

In detail:

The first phase of our work (May – June 2014) **reviewed the literature** on:

- the main arguments of senior citizens' participation in policymaking or policy delivery
- existing evidence of senior participation in public policy decision making or delivery
- criteria for assessing the effectiveness of participatory approaches, techniques, and mechanisms.

The second phase (initially: July – September 2014; actually: May 2014 – March 2015) of the study compiled a **database of Best Practices** in promoting the participation of senior-citizens in policymaking. This involved:

- organising the identified participatory initiatives into a database, where we compiled detailed information on the processes, as showed in the Tab. 6 below.
- contacting relevant informants to confirm the information about participatory initiatives at different scale (local; regional; national) and led by either governmental bodies or senior citizens (or their organisations) and responding to these two conditions: (1) stage in the policy-process (decision-making; policy-implementation); (2) participatory approach (consultation; co-decision). The Figure below shows the text by email sent to the national representatives of the European Year for Active Ageing (EYAA) in Europe 2012, as they key informants to confirm information about participatory practices (Fig.2).

Figure 2 – Text of email sent to the EYAA National Coordinators

Dear Mr/Mrs [National Coordinator EYAA]

My name is Roberto Falanga, researcher at the Institute for Social Sciences (University of Lisbon) and fellow member of the European Commission-funded project MOPACT "Mobilising the Potential of Active Ageing in Europe" (<http://mopact.group.shef.ac.uk>), coordinated by Prof. Alan Walker (University of Sheffield).

On behalf of the research team, I would like to ask you for information about initiatives that are designed to actively engage senior citizens in policy-making in your country. In particular, the team would like to identify and, if available, gather contact details of persons or organisations facilitating these initiatives.

Initiatives may be consultative or co-decisional; they may operate at a local, regional or national level, or may indeed be part of international projects. They may also affect different areas of policy-making, such as healthcare, long-term care, employment, to name but a few.

This information will be used to record and catalogue best practices and promising approaches for promoting the participation of senior citizens in public policy-making.

If you require more information about MOPACT or this particular study, please do not hesitate to contact me on my email (roberto.falanga@ics.ulisboa.pt) and/or telephone (00351 – 217 804 700).

I thank you in advance for your assistance and look forward to hearing from you.

*Kind regards,
Roberto Falanga*

Table 6 – Form for the collection of information regarding participatory initiatives

| | |
|--|---|
| Case n°: | |
| Name of the initiative: | |
| Country: | |
| Region: | |
| City: | |
| Scale of the process | National |
| | Regional |
| | Local |
| Type of participatory design | decision-making (e.g. formulation of solutions) |
| | policy-implementation (e.g. delivery of services) |
| Approach with participants | consultation |
| | co-decision |
| When has the initiative started? | |
| What is the duration of the initiative? (e.g. concluded, ongoing: weekly meeting, lasting up to December 2014) | |
| What is the aim of the initiative? | |
| Which are the principal activities of the initiative? | |
| Who has proposed/led the initiative? (e.g. governmental bodies, senior citizens, senior citizens representative organisations, other civil society organisations, private companies) | |
| Who is involved in the initiative? (e.g. senior citizens, delegates, senior citizens representative organisations, other civil society organisations, private companies) | |
| How is the initiative regulated? (e.g. National legislation, Principles' Chart) | |
| What kind of policy areas does it cover? (e.g. healthcare, long-term care, labour market policy) | |
| Does the initiative involve the use of ICT to promote the participation of senior citizens? (e.g. website, social networks) | |
| Do participants receive training? (e.g. capacity building courses, seminars) | |
| Are there any measures to support/enable the participation of senior citizens? (e.g. reimbursement of expenses, minimized costs for transport, adaptation of the place of meetings, disabled parking facilities) | |
| How is the initiative funded? | |
| Is the initiative monitored/audited /evaluated? | |
| Is the initiative transferable to other contexts? | |
| Source: | |
| Website of the source: | |

In the third phase (initially: October 2014 – January 2015; actually: April – August 2015), we conducted a series of **in-depth case-studies** in order to identify the mechanisms and tools found most effective in promoting the participation of senior citizens in policymaking processes. In particular, the researchers:

- Selected case-studies of initiatives promoting the participation of senior citizens that, based on the review of the literature (and on the availability of evidence), were likely to help to identify effective mechanisms for enhancing senior participation in policymaking.
- Developed a common methodology to ensure the comparability of the results.
- Conducted of the in-depth case-studies. The two different formats – face-to-face and online meetings – adopted within a common framework – the Peer Review methodology – demonstrate to have both positive and negative aspects (Tab.6):

Table 7 – Positive and negative aspects retrieved from Peer review meetings

| | Positive factors | Negative factors |
|---|--|--|
| Face-to-face Peer Review meeting (physical presence) | <ul style="list-style-type: none"> • Direct interactions facilitating discussion, analysis and exchange | <ul style="list-style-type: none"> • Logistical challenges: participants' availability, project time lines • Comparatively high(er) costs |
| Online Peer Review meeting (remote presence) | <ul style="list-style-type: none"> • Low(er) cost | <ul style="list-style-type: none"> • Communication less fluid due to reduced visual contact, delayed transmission over very long distances • Technical challenges; reliance of stable and fast internet connection |

The fourth phase (initially: February – April 2015; actually: September – November 2015) analysed and summarised the findings, and brought them together in this **final report**.

However, due to the complex nature of the exploratory study to be carried out in the WP9-T5, we agreed with the MOPACT team to extend the deadline to October 2015 and, consequently, adjust the timings of the sub-tasks. The adjusted Timeline follows in the Tab.8:

Table 8 – Timeline of the Task 5

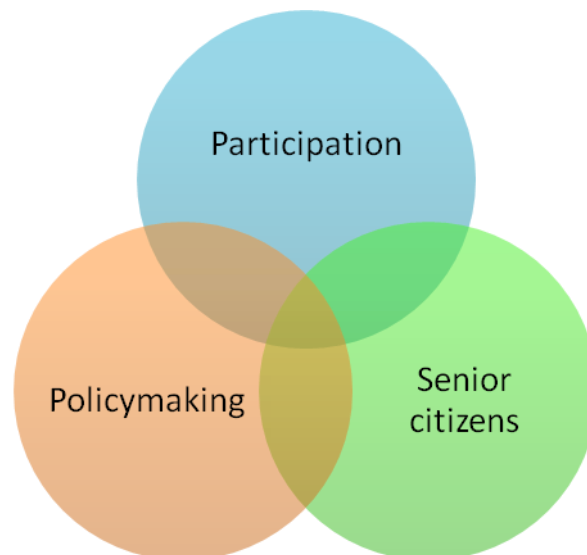
| | 2014 | | | | | | | | 2015 | | | | | | | | | | |
|-----------------------------------|------|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|
| Sub-Tasks | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N |
| 5.1 - Review of Literature | | | | | | | | | | | | | | | | | | | |
| 5.2 – Selection of Best-Practices | | | | | | | | | | | | | | | | | | | |
| 5.3 – In-depth Case-Studies | | | | | | | | | | | | | | | | | | | |
| 5.4 - Analysis & Final report | | | | | | | | | | | | | | | | | | | |

Appendix B: Review of Literature

This Appendix introduces the main themes related to senior citizens' participation in policymaking, showing the insights drawn from the review of scientific literature and reports issued by international agencies in the last few years.

The review of literature conducted between May and June 2014 and covered three main items: participation; policymaking; senior citizens (Fig.3).

Figure 3 – The three main items for the review of Literature



The exploration of the three main items and correspondent fields of study, helped to frame the study as follows:

Item 1 - Participation: focus on new public arenas where political authorities and social actors meet to deliberate over matters that affect the society. We decided to categorise the analysis of the participatory methods adopted in the public arenas into two main approaches: consultation and co-decision.

Item 2 - Policymaking: focus on actors and actions involved in the identification of public problems, definition of solutions and implementation of practices. We decided to study the course of actions characterising the policymaking process as split into two main phases: decision-making and policy implementation.

Item 3 - Senior citizens: focus on the ways the problems related with the ageing phenomena are addressed through public policies. We decided to look at age-specific policymaking processes involving senior people variably aged over 55, over 60 or over 65, - varying according to the legal framework of the initiatives included in our study.

The insights retrieved from the Review of Literature are presented in this Appendix through a set of driving questions. These questions helped us to step towards a comprehensive understanding of participation with senior citizens in policymaking.

The driving-questions are:

- Why should we promote participation?
- Why should we promote participation in policymaking?
- How should we study participation of senior citizens in policymaking?
- What evidence supports the study on participatory policymaking with senior citizens?
- The exploratory study of the Work Package 9 – Task 5

Why should we promote participation?

States are considered no longer the primary and only source of power in contemporary societies as they seem to be stepping back from a more interventionist role in societies. International agencies and multi-national corporations have gained a great deal of power and influence over domains that were, until not so many years ago, regulated by States (Diamond and Morlino, 2005; Foster and Magdoff, 2009).

While so, governments have been demanded to tackle increasing phenomena of citizenry mistrust, disenchantment, and scepticism towards political representatives (Hay, 2007). Citizens have increasingly felt discouraged from playing active roles in economic, social, and political life and, in several cases, in their communities and societies. The need to unfold effective measures in a changing scenario has led more and more governments at different levels to initiate new institutional forms for the enhancement of citizen engagement.

The search for effective syntheses between traditional and contemporary principles and techniques of governance have mainly struggled against forms of command-and-control arrangements of democratic regimes. The shift towards new networks and the promotion of social demand driven rather than merely supply driven approaches have given new emphasis to incorporating views of citizens in public decision processes (Schmidt, 2006; UNDESA, 2008).

On the one hand, the “upgrade” of the citizen from mere user and consumer of services to partner of the state has been comprehensively embodied by new paradigms of participatory governance emerging worldwide. On the other hand these paradigms have taught governments that residents can be active participants in decisions that affect them. They should be rather included in political debates as stakeholders of the public good. In doing this, governments should be very attentive to the diversity constituting societies and devise inclusive policies that reach otherwise vulnerable or marginalised populations, such as women, ethnic minorities, youth, seniors, etc. The diverse range of knowledge, expertise, priorities, and needs of these categories should raise widespread awareness about risks of marginalisation, whether they are related to gender, ethnicity, income, status, disabilities, and age issues (FCM, 2007).

Scientific contributions in the field of participatory democracy have helped to frame the wide range of experiences worldwide and aimed at including citizens in different fields of economic, political and social lives.

«Policy-makers across the world are coming to share the understanding that the active engagement and participation of communities and citizens in the policy-making process, as well as establishing suitable institutional arrangements for securing dialogue with communities, are key to effective policy-making» (UNDESA, 2007a, p.3)

Governments have enforced regulations that shape new paradigms of governance including principles, tools, and goals of participatory democracy. In complementing representative democracy and adding to the conventional tools of democratic rule concerning the direct access of citizens to decision-making – such as petitions and referendums – participatory democracy has provided a set of new principles and tools aimed to enhance the quality of democracy (Bobbio, 2006). The attempts to go beyond the traditional adversary model of political debate and decision and the opportunity for civil society to have a say over public policymaking have compelled social and political sciences to make sense of a deeply changing scenario for governments (Arnstein, 1971; Farrington *et al.*, 1993).

In more operational terms and according to international agencies promoting and regulating participation at higher levels, the participation of civil society can be understood as the set of measures to facilitate the access to different opportunities and towards different aims (UNDESA, 2013; WB, 1994). Participation can be run in three main fields of daily life: the economic, the political, and the social. As regards the first, participation especially concerns

the inclusion of marginalized groups in the labour market and/or volunteering activities designed to enhance job skills. Participation in the political field generally aims at guaranteeing that all citizens can enjoy basic freedoms and rights against political institutions and in respect of the rule of law. Finally, social participation includes those activities oriented towards the shaping of communities' environments and the enhancement of the quality of life (UNDESA, 2007b; UNDECE, 2009).

The participation of citizens in these different fields has contributed to the debate on new cooperative forms of governance while also focusing on new challenges for more citizens' empowerment. The statutory inclusion of citizens and third parties has become evident worldwide (OECD, 2009). In doing so, the concept of governance has shifted towards new forms of expressing public interest as a responsibility of government, private sector and civil society. The Recommendations of the Seoul Declaration on Participatory and Transparent Governance reinforces the point by asserting that participation:

«[...] hinges upon the ability of governments to collaborate and cooperate with diverse actors in their societies, including business, trade unions, civil society organizations and individual citizens. By encouraging networking to create mutually reinforcing relationships and broad-based collaboration among all actors in society, governments can enhance governing capacity while ensuring that there are proper checks and balances among actors» (UNDESA, 2007b, p. 100)

The remark on proper checks and balances is key for understanding the role of participation in making government systems more accountable to society. Collaborations for more effective solutions to public issues have not only sought to ensure greater access to and effectiveness of public services. It has also led to new forms of democratic accountability emerging in a context of complex negotiation of public interests and goods (UNDESA, 2013).

Why should we promote participation in policymaking?

Over the past few decades, the participation of civil society in public arenas has provided new challenges to the decreasing of citizenry trust towards political institutions. While so, participation has also helped to frame new goals of accountability for governments. European Union has encouraged the introduction of forms of both interest group and citizen inclusion in member states so as to serve consensus on problem definitions and create wider support for public policies. Twenty years after the Maastricht agreement, which aimed to decrease territorial inequalities by instituting solidarity and enlarged decision-making processes with

sub-national powers, the question about active citizenship is still at the centre of EU debates (see: Vodusek and Biefnot, 2011).

Participatory processes have become object of growing interests and investment by both civil society organisations and governmental authorities. Participation has represented an instrument for the formulation and delivery of public services to complex demands raised by societies, as well as for the accountability of the potential influence of actors over governmental decisions (Fischer, 2003). By giving societies greater power to deliberate with decision-makers over public policies, governments have adopted new participatory models of governance in what specifically concerns policymaking. The identification of problems of public concern, the definition of the course of actions to solve them, and the implementation of those actions determine political agendas. Whereas such agendas have been shaped through plans, programmes and projects understood as public policies in the hands of the elected officials, participation opens the doors to new decision-makers.

«Participatory governance provides citizens with access not only to information, but also to decision-making and power to influence public choices. It means access not only for a privileged few, but for all, including those who are still too often excluded from the benefits of development, particularly the poor, the marginalized, and vulnerable groups » (UNDESA, 2007b, p. 3).

The participation of citizens in policymaking means the inclusion in the constant struggle over the definitions of problems, boundaries of ontological categories used to describe them, criteria for their classification and assessment on multiple meanings and ideals guiding specific courses of actions. The origin of participation in policymaking emerges with first experiences of participatory budgeting in Latin America in the end of 1980s. The allocation of a share of the municipal budgets on behalf of investments agreed with local communities through new mechanisms of co-decision was aimed to recover goals of social justice and redistribution of economic resources (Avritzer, 2006).

Soon Europe started to look at participation as a potential gateway for regaining citizen trust, reducing electoral abstention and finding effective solutions in the context of increasing uncertainty in complex transnational networks and multi-scale economic, financial and political pressures (Sintomer *et al.*, 2005). The realization that civil society has a role in making public policy decision more effective and legitimate emerged from learnings from previous experiences, mainly in labour, education and social fields. As pointed out by Cornwall (2001) these experiences helped to shift from a vision of citizens as merely “beneficiaries” of public

policies towards new forms of self-determination in the 1970s. Together with more “consumerist” trends, the dissemination of new practices addressing new development goals also put the spotlight on alternative approaches based on self-advocacy (Freire, 1996) in the 1980s. From 1990s onwards, debates on participation became more explicitly concerned with forms of effective operationalization, and emphasis has increasingly been given to the empowerment of citizens (UNDP, 1993; 1997). As the better policymaking through citizen engagement became recognized as an international goal, as abundantly stated by international agencies and European Union all through the 2000s, and the theme of participatory democracy entered in the political debate, scholars were compelled to make sense of the new trends of participatory phenomena.

Arnstein (1971) pointed out first the key factors that connected effective participation to the empowerment of citizens. Factors are the redistribution of information and resources, as well as the possibility to influence decision-making. The author operationalises the argument by positing a ladder of eight different rungs of participation, from the less to the most empowering ones: Manipulation; Therapy; Information; Consultation; Placation; Partnership; Delegated Power; Citizen Control. Arnstein suggested a hierarchy from lower and tokenistic to higher gradations of participation in which citizens are given ever greater influence and decision-making power. The ladder model has been understood as a milestone reference from 1970s onwards. Likewise, the International Association of Public Participation has recently issued a model of Public Participation composed of five ranges: Information; Consultation; Involvement; Collaboration; Empowerment (IAP2, 2007).

All in all, it is clear that information-driven participation tends to implement one-way relationships where governments inform citizens, while participation-driven approaches promote two-ways relationships. As the UNDESA put it *«[f]or participation to be meaningful, real and ongoing efforts must be made to enable access to information and the decision making process»* (UNDESA, 2007b, p. 42). This study of participation has focused on two-way relationships between public and statutory authorities, such as governments, and civil society (and civil society organisations).

Different policy arenas have begun to adopt participatory mechanisms, and scholars have turned to theorising these developments through systematic empirical investigation. Redistributing powers, gathering new agents for shared projects, reconsidering the borders between public and private, regenerating trust towards political institutions, are some of the main issues emerging by participatory experiences in the last few years (Sintomer, 2007).

Typology-based contributions have shaped models where participation is differentiated according to variable indicators and have promoted a more complex view on participation that complement the initial ladder-based models described earlier (Fung, 2006; Gaventa, 2006).

Following the typology-based models, participatory methods can be understood by looking at the ways they adopt either consultative or co-decisional approaches. The difference lying at the heart of the two approaches is the “quota” of power in determining actions and decisions with which citizens are provided.

For instance, in the field of social innovation, participatory methods are argued to be ladderized as follow: Information (e.g. newsletter; leaflets; notice boards; digital information); Consultation (e.g. questionnaires; exit interviews; focus groups; suggestion boxes); Participation (e.g. focus groups; participatory appraisal; stakeholder events; peer research & education); Sharing Power (e.g. staff recruitment; supported volunteering; governance level); Full Control (e.g. community-run committees, groups or organizations; service user led projects within hosting organizations) (see also: BEPA, 2010).

The Table 9 seeks to give an overview of the main methods adopted in participatory initiatives. While some of them are more clearly connected to one of the two approaches, as it is the case for consultation, others can implement one or more approaches.

Table 9 – List of most common participatory methods

| Approach | Method | Brief description |
|------------------------------|---|---|
| Consultation | Questionnaires and surveys | Consultative method aimed at collecting information on needs about particular issues. |
| Consultation | Opinion Poll | Quantitative surveys to collect people's views, experiences and behaviours. |
| Consultation | Public Hearing | Meeting of officials and citizens with no obligation to respond or act on citizens' views. |
| Consultation | OST – Open Space Technology | The OST is an approach that can be adopted for a wide range of purposes (e.g. conferences, summit events, symposiums, etc.). Participants discuss different topics concerning a central theme, distributed among different rooms and timeslots. |
| Consultation | Consensus Conference | A panel of informed citizens questioning expert witnesses on a particular topic at a public conference and then widely circulating their recommendations. |
| Consultation | Focus groups | A selected group of people (typically around 8) asked about opinions on particular topics; discussions often lasting no more than 2 hours. |
| Consultation | Workshops | Invited or self-selecting participants exploring issues in depth, exchanging information and developing arguments to reach an informed position. Workshops can also produce future scenarios. |
| Consultation and co-decision | Jury | A group of randomly selected citizens (around 25 members) hearing from expert witnesses and deliberating a solution to a public or policy issue. Juries usually meet for up to one week. |
| Consultation and co-decision | Advisory Group | A committee composed of about 20-30 people concerned with advising decision-makers over an extended period of time. It is usually a local government entity of volunteer members. |
| Consultation and co-decision | Town Meeting | Public meeting to discuss local, regional or national issues; attendance can be in person or virtual/remote, e.g. facilitated by ICT. |
| Consultation and co-decision | Deliberative Polling | Representative samples of a defined population asked to provide information or opinions about a public or policy issue; unlike standard opinion polling, in deliberative polling people are asked to explain their reasoning. Specialists and participants may assess how to rate different policy options. |
| Consultation and co-decision | Citizen Conference | A (typically) one-day event aimed at providing policy recommendations for a government entity. |
| Consultation and co-decision | Civil society and Civil Society Organisations Partnership | Citizens and organisations deciding and implementing policies in agreement with political authorities. |
| Consultation and co-decision | Participatory budgeting | Mechanisms engaging civil society over the allocation of a share of public budgets. |

How should we study participation of senior citizens in policymaking?

Over the past few decades, participation has captured growing interest from political authorities worldwide, being viewed as a pivotal tool towards enhancing the quality of policymaking. As the perceived legitimacy of political representation is slowing down, in Europe participation is seeking to respond to new social issues and claims that need to be extensively covered by public policies.

Phenomena related with population ageing, have become a key issue for policy-makers, public provisions and policy analysis in Europe (EC, 2005; 2010; 2012; OECD, 1996). Public policies have helped to transform the image of senior citizens as social group, and have had high impact on the relational patterning of different status within (Biggs, 2001; Estes, 2001; Hendricks, 2004; Hicks, 1997; Martinson and Minkler, 2006). Politics of retirement have particularly contributed to build an image of dependence to State economic resources and public healthcare services (Campbell, 2003).

Although senior citizens show high levels of engagement in political life, for example through voting in elections, there is little evidence of their having influence over political decisions that affect them. Not only that, senior citizens often feel they cannot influence the political debate, and show low levels of collective action (e.g. petition, protests, occupations, etc.) (Goerres, 2009).

The involvement of senior citizens in public policies that address the challenge of demographic and individual ageing has become a key political issue in recent years (Eurostat, 2012; WHO, 2002). As stated by UNECE (2009) “[a]t a time when policies are made to prepare countries for the challenges of ageing societies, it is crucial to integrate those actually affected into the political process” (*ibidem*: 4). The extent to which participation in policymaking is relevant for senior citizens should be understood in that politics and public policies affect this category of (retired) workers, service users and, above all, citizens (Sharif *et al.*, 2012).

Participation in policymaking means the involvement of senior citizens through different processes and activities. Activities are always related to the kind of participatory process run with senior citizens. Understanding the variety of processes and activities run through participatory methods, means understanding the ways senior citizens are encouraged to express their voice in new public arenas.

The participation of senior citizens in policymaking requires that public and statutory authorities and senior citizens agree to debate, negotiate, and deliberate over public policies in public arenas. These arenas can adopt different methods to mainstream senior citizens' views and voices in policymaking. At the one extreme, public authorities may seek senior citizens' input through consultative processes; at the other extreme, public authorities may choose to share decision-making responsibilities jointly with senior citizens.

Not only the political field, but also NGOs and senior lobbies have argued the case for greater senior citizens' engagement in public policy design and delivery. Increasingly attention is being paid to participatory policymaking together with the diffusion of global evidence-based contributions on, *inter alia*, social innovation and co-production⁶.

«In public service delivery, this refers to having service users actively involved in their services, working with frontline workers using their skills, knowledge, and experiences, rather than as passive recipients» (AgeUK, Engaging with Older People Evidence Review, p.5).

Some scholars have sought to systematize the new forms through which senior citizens can have influence over policies that affect them, by taking inspiration by main contributions in the field of participatory studies and paying special attention to typologies and ladders of participation.

Among them, Carter and Beresford (2000) take inspiration from Arnstein's ladder and propose a comprehensive set of ranges concerning senior citizens' participation: Advocacy and Information; Senior Councils/ Forums; User Panels; Consultation; User groups; User-led services; Direct Payments; Networks; Campaigning and direct action; Initiatives in other countries. Lowndes et al. (2011) also contribute to the debate by identifying different forms of participation: Consumerist Methods (e.g. complaints schemes, satisfactions surveys, opinion polls, etc.); Traditional Methods (e.g. public meetings, consultation documents, co-option committee, Q & A sessions, etc.); Forums (e.g. service user, area/neighbourhood-based, issue-related, shared interest, etc.); Consultative Methods (e.g. interactive websites, citizens' panels, referendum, etc.); Deliberative Innovations (e.g. focus group, community plan, visioning exercise, user management, citizens' juries, etc.).

⁶ The notion of social innovation and co-production differs from contractual state-society partnerships. Although framed as participatory mechanisms, social innovation and co-production share a strong focus on incremental change in the delivery of public or private services. In some cases, this has resulted in social innovation and co-production being perceived as tokenistic or consumerist rather than active, empowering approaches to democratic engagement (EC, 2013, Age Platform, 2014).

However, when taking into consideration the specific nature of policymaking, the ladder-based models only capture part of the complexity of policy processes. As mentioned earlier, policymaking represents a “competition” over the definitions of problems and their solutions (Lasswell, 1963). In policy analysis literature, the division between two phases of policymaking – formulation and implementation – has corroborated the dichotomist vision on politics as the “mind” and administration as the “body” of policies (Easton, 1965; Jenkins, 1978). The critique of policy as the outcome of rational political formulations has shifted empirical studies of democratic decision making processes from “traditional” top-down approaches (concerned with the power of decision in the hands of top politicians and managers) towards new networks of decision-makers and implementers. When understanding policymaking process as more than responding to single patterns of political and social behavior, the variety of political structures, purposes, actors and arenas associated with policy gains new legitimacy. Successful policymaking processes have passed from being a matter of policy design attainability to being a by-product of interaction among actors “doing” policy itself (Hudson and Lowe, 2009).

What evidence supports the study on participatory policymaking with senior citizens?

An overview on collected and discussed evidence in scientific literature has helped to better frame this exploratory study.

Several scholars have recently shed light on the dissemination of a variety of initiatives aimed at involving senior citizens. Current examples of consultation and co-decision making involving senior citizens are encouraging governments to enact new initiatives in shared policymaking. But frequently, policymakers have remained reluctant to embrace these new ideas and, occasionally, opposed them (Carter and Beresford, 2000).

At the level of implementation, Walker (2006) operates a threefold distinction of participatory policymaking with senior citizens. At the national level, participation is more likely supported by “representative” forms and through consensual models. At this level political bodies are concerned with leveraging and driving local “person-centered” experiences providing adequate guidelines and documents (see also: Hayden and Benington, 2000, Older People’s Steering Group, 2004). At the meso-local level, participation is more likely aimed to address the delivery of health and social services.

Participatory initiatives are mostly experienced by “representative” groups (Councils, Forums, Advisory Boards, etc.), what raises questions on the ways senior citizens are effectively represented through civil society organisations and how the organisations filter their claims

and demands with decision-makers or are formally included in decisional bodies. This point is related to the legitimisation of the participants and the satisfactory achievement of the goals of the process (Hayden and Boaz, 2000; Barnes *et al.*, 2003; Scourfield, 2010; Ahmed-Mohamed *et al.*, 2014).

As regards the participatory approaches, the majority of participatory experiences with senior citizens in Europe seems to rely on consultative approaches with organised committees (e.g. Councils and Forums), while experimental practices especially entails local public services (e.g. Advisory Boards and Focus Groups). The latter are generally based on consultative approaches and in many cases concerned with the involvement of service users, what could represent a selective form of developing high-profile deliberation (Barnes, 2005; Cook and Klein, 2005; Postle *et al.*, 2005). Some scholars have stressed the necessity to “consumerist” experiences aiming to better existing services through low-profile deliberative approaches, such as provision of information or formal meetings from “democratic” practices, based on more involving methods concerning public policies (Abbott *et al.*, 2000; Carter and Beresford, 2000; Reed *et al.*, 2006). Public authorities are likely to maintain their structures, functions and interests when enacting consultations with citizens and, as reported in participatory experiences in general, seldom respond to new claims of accountability (Hayden and Bennington, 2000; Lowndes *et al.*, 2001). Evidence shows that government-led practices may have more credibility though undermining the feeling of political empowerment and that consultative approaches may be perceived as reducing the involvement of people and likely to reinforce existing power relations (Thornton, 2000).

Many scholars have stressed the significance of participation in terms of renewal of traditional forms to improve societal trust and service effectiveness while pointing out some risks such as unrealistic public expectations constrained by financial and legal limitations; participation seen as further bureaucratic and human resources costly step in policymaking; participation seen as undermining the authority and legitimacy of elected officers; inappropriateness of participation to issues like internal management, confidential issues, commercially sensitive matters and activities which are prescribed by statute (Lowndes *et al.* 2001; Cooper *et al.* 2006).

The exploratory study of the Work Package 9 – Task 5

This study has focused on how the enhancement of participatory initiatives with senior citizens can be understood as an asset for social and economic development.

On the basis of the review of Literature and for the purposes of the WP9-T5 study, senior citizens' participation in policymaking was defined as follows:

Participatory policymaking with senior citizens is the set of initiatives designed to involve senior citizens through participatory mechanisms – either consultative or co-decisional ones – in identifying and addressing issues of public concern that directly affect them. The creation of legitimised arenas aimed at gathering public and statutory authorities, stakeholders and senior citizens (and/or senior citizens' representatives) can take place at different stages of policymaking, namely decision-making and/or policy implementation.

The decision on what kind of participatory approach to develop is reciprocally embedded with what stage of policymaking the approach is applied to. Towards the aim of classifying the most representing practices of participation with senior citizens in Europe, we decided to adopt a two-stage model for understanding policymaking.

The decision-making stage includes a wide range of actions: definition of problems of public concern to be addressed, classification of their multiple meanings and impacts, formulation of possible solutions, priority setting, and planning of the course of actions. The policy-implementation stage regards the execution of what has been decided through concrete public policies and services. This stage also implies key-decisions concerning, for example, government capacity to have an impact over society as a whole or as a set of interest groups⁷.

Participation can take place in either one or other stages as well as in both. In one case, participation is more visibly related with the decision over problems and solutions, while in the other case participation more evidently concerns the impact that decisions can have on society.

As regards the participatory approach to be adopted, we identified two main “families” of participatory methods. As aforesaid, while the consultative approach aims at influencing the formulation and/or implementation public policies, the co-decisional approach aims at shaping political agendas and public policies through the direct engagement of senior citizens.

⁷ Participation can also take place to evaluate a public policy or service. However, due to the narrow room of influence provided to citizens over final decisions, we decided to not consider this third option.

Appendix C: List of good practices in Europe

The Taxonomy categorised the 37 practices that were, in a first step, grouped according to their focus (policy decision-making or policy implementation) and type (consultative or co-decisional), generating four top-level categories:

- I. decision-making with consultative approach
- II. policy implementation with consultative approach
- III. decision-making with co-decisional approach
- IV. Policy implementation with co-decisional approach.

In a second step, the practices were further differentiated according to scale or geographical reach (national, regional or local); their permanence (permanent, or temporary practices); and form of senior representation (participation).

The following list of the 37 cases aims to provide a comprehensive set of information concerning all the initiatives selected throughout the Task 5.

Selected participatory initiatives

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|---|----|
| Case 1: Government Council for Older Persons and Population Ageing in Czech Republic | 56 |
| Case 2: State Council for Senior Citizens in Spain | 56 |
| Case 3: National Council for Senior Citizens in Norway | 57 |
| Case 4: Council on Seniors Affairs in Latvia..... | 57 |
| Case 5: Federal Senior Citizens Advisory Council in Austria | 58 |
| Case 6: Federal Advisory Council for the Elderly in Belgium | 58 |
| Case 7: Act for Elderly Care in Finland | 59 |
| Case 8: Regional Councils for Senior Citizens in Spain | 60 |
| Case 9: Age Friendly Cities and Counties Programme in Ireland | 61 |
| Case 10: Pensioners Affairs Board in Lithuania..... | 62 |
| Case 11: Senior Citizens' representative bodies in Germany | 63 |
| Case 12: The Pensioners Parliament in Northern Ireland (UK)..... | 64 |
| Case 13: Parliamentary Working Group for Older People in Poland | 64 |
| Case 14: Senior Citizens' Councils in Denmark | 65 |
| Case 15: Flemish Council of the Elderly in Flanders (Belgium) | 65 |
| Case 16: The Scottish Older People's Assembly SOPA (Scotland)..... | 66 |
| Case 17: Senior Citizens' Council in Canton of Ticino (Switzerland) | 66 |
| Case 18: Forums on Ageing in England (UK) | 67 |
| Case 19: Council of Senior Citizens in Lagos (Portugal) | 67 |
| Case 20: Council of Seniors in Bratislava (Slovakia) | 68 |
| Case 21: Senior Citizens' Council in Leipzig (Germany)..... | 68 |
| Case 22: Senior Citizens' Council in Dortmund (Germany) | 69 |
| Case 23: Council of Senior Citizens in Oliveira de Azeméis (Portugal)..... | 69 |
| Case 24: Older People's Council in Brighton and Hove (England) | 70 |
| Case 25: Senior Citizens' Council in Chiari (Italy) | 70 |
| Case 26: Forum of Senior Citizens in Santa Maria da Feira (Portugal)..... | 71 |
| Case 27: City Council budget consultation in Portsmouth (UK)..... | 71 |
| Case 28: BME Elders Engagement Project in East Midlands (UK)..... | 72 |
| Case 29: National Forum for Helping Older People in Slovakia | 73 |
| Case 30: Shaping the future of old age agency in Arnsberg (Germany) | 73 |
| Case 31: A City for All Ages in Edinburgh (Scotland)..... | 74 |
| Case 32: Partnership for Older People Programme in Dorset (England)..... | 75 |
| Case 33: Session "Streets are ours also" in Lisbon (Portugal)..... | 75 |
| Case 34: Mobility and safe streets: older generations in movement in Rome (Italy) | 76 |
| Case 35: Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal) | 77 |
| Case 36: Senior Citizens' Panel in Gdynia (Poland) | 77 |
| Case 37: Active Participation Centres in Andalusia (Spain) | 78 |

Decision-making consultative approach

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|---|
| Case 1: Government Council for Older Persons and Population Ageing in Czech Republic |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| <p>Case description:</p> <p>Who proposed and when: The Council was set up by the Ministry of Labour and Social Affairs in 2006 as a permanent advisory body to the Government of the Czech Republic.</p> <p>Who is involved: The Council includes 28 members who meet at least three times a year. The Chairperson of the Council is the Minister of Labour and Social Affairs.</p> <p>Statutory organisation: The secretariat of the Council is part of the organizational structure of the Ministry of Labour and Social Affairs of the Czech Republic.</p> <p>Goals and activities: The Council's mission is to promote conditions for healthy and active ageing, dignity in old age, and active participation of senior citizens in economic and social development in the context of demographic ageing. It aims to ensure equal rights for senior citizens in all areas of life, to protect their human rights and support development of intergenerational relationships in family and society.</p> |

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| Case 2: State Council for Senior Citizens in Spain |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Engagement: Appointed representatives |
| <p>Case description:</p> <p>Who proposed and when: The Council was set up in 1994 with the remit to institutionalize forms of collaboration and participation of senior citizens. The Council sits within the Ministry of Health, Social Services and Equality and is represented through the State Secretariat of Social Services and Equality.</p> <p>Who is involved: The Council is composed of the President, three vice-presidents, the Secretariat, and 61 councillors elected for four years. The Council receives and forwards claims and initiatives of senior citizens to the General Administration of the State.</p> <p>Statutory organisation: The Council supports and informs consultations with Ministerial Departments about ageing issues.</p> <p>Goals and activities: The Council represents senior citizens before national and international institutions and organizations; issues proposals concerning strategic choices and policy priorities for the State; enhances third sector engagement and participation of senior citizens; promotes the State Senior Citizens' Congresses in collaboration with the Ministry of Health, Social Policy and Equality and the Senior Citizens and Social Services Institute (Instituto de Mayores y Servicios Sociales – IMSERSO); manages senior citizens' opportunities offered by the General Administration of the State.</p> |

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| Case 3: National Council for Senior Citizens in Norway |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| Case description Who proposed and when: The National Council started in 1970 as an advisory body for public authorities and institutions at the national level. Who is involved: The Council provides a venue for discussions between the 10 Council members appointed by the King (who also appoints the Council's leader and deputy leader) and representatives of public authorities and institutions about issues of significance to senior citizens. Statutory organisation: The Council sits within the Ministry of Health and meets at least four times a year, or whenever the leader, at least three Council members or a ministry requests so. Goals and activities: The Council works on a free and independent basis, raising issues relating to senior citizens' activities and participation in society (people over 60). The Council advice affects counties, municipalities, associations, the workplace, industry and commerce, and people generally. |

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| Case 4: Council on Seniors Affairs in Latvia |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| Case description Who proposed and when: The Council started in 2013 under proposal of the Ministry of Welfare, who is also the Head of the Council. Who is involved: It is composed of 4 senior organizations' representatives, members from the Ministry of Health, the State Social Insurance Agency, Cross-Sectorial Coordination Centre (institution under President of Ministers), and invited members . Statutory organisation: The Council is a consultative body charged with evaluating the impact of social and welfare policy on the living conditions of seniors (retired people) and making recommendations to improve policy. Goals and activities: The Council analyses the developments of the state social insurance system and provides the Minister with proposals for possible amendments to the scope of the social insurance specified in regulatory enactments; provides opinions on the Cabinet report projects that affect seniors' living standards; promotes the inclusion of measures aimed to improve the living conditions of seniors in the actions plans of the Cabinet and the ministries as well as other policy planning documents; analyses and reports on the anticipated or actual impact of draft regulations and laws on the social situation of seniors. |

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| Case 5: Federal Senior Citizens Advisory Council in Austria |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| Case description Who proposed and when: the Federal Council started in 1998 under proposal of the Ministry of Labour, Social Affairs and Consumer Protection. Who is involved: It involves political decision-makers and representatives of the senior citizens' organisations and serves as an institutionalised discussion forum on issues specific to senior citizens. Statutory organisation: The Council was established by the Federal Senior Citizens Act on the Promotion of the Interests of the Older Generation in 1998. Goals and activities: The Federal Council makes proposals for social, economic, health policy, housing policy and cultural measures in senior citizens policy; making statements on draft bills and regulations that affect the interests of senior citizens. |

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| Case 6: Federal Advisory Council for the Elderly in Belgium |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| Case description Who proposed and when: The Federal Council was established in 2005 on the initiative of the Legislative Chamber. Who is involved: The Council is composed of 25 members who are not representatives of senior citizens organization. However, membership of an organization engaged in senior policy is imperative. In addition to the 25 full members, there are also 25 deputy members. The meetings are also attended by representatives of various public administrations and of the government. Statutory organisation: On its own initiative or upon request of the government or a Legislative Chamber, the Federal Advisory Council for the Elderly may issue non-binding recommendations within the competence of the federal government on matters affecting the elderly. Five permanent committees have been established to discuss various issues and prepare recommendations. Goals and activities: The Advisory Council monitors policies relating to senior citizens and their needs. Each year, the Council discusses the Government's policy statement on matters affecting senior citizens. It evaluates services provided to the elderly by the federal authority. |

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| Case 7: Act for Elderly Care in Finland |
| Classification: Policy-implementation co-decisional approach |
| Scale: National |
| Permanence: Structural |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The 2013 Act for Elderly Care determined that Finnish local authorities must establish a council for senior citizens to ensure the older population's opportunities to participate and exert influence as well as see to it that the council has the necessary prerequisites for its operation. The council for senior citizens must be included in the preparation of plans for services for senior citizens and in their evaluation.</p> <p>Statutory Regulation: National legislation contains general directions concerning the arrangement of public services for senior citizens. Councils must be provided an opportunity to influence the planning, preparation and monitoring of actions in the different spheres of responsibility of the municipality in regard to matters that are of significance for the wellbeing, health, inclusion, living environment, housing, mobility and daily activities of senior citizens or for the services needed by the older population.</p> <p>In 2001 the first National Framework for High-Quality Services for Older People was issued, the second in 2008, and the third Quality recommendation to guarantee a good quality of life and improved services for senior citizens was launched in 2013 to support the goals of the "Act for Elderly Care".</p> <p>Statutory power/role: During each electoral period, local authorities are required to prepare a plan for supporting the wellbeing of the older population, and the availability of social welfare and health care services for the elderly. Local Councils of the Elderly are involved on an annual basis in the planning, preparation and monitoring of the municipal plans as concerns senior citizens policies.</p> <p>Who is involved: Local Councils of the Elderly</p> <p>Method of Participation of Senior Citizens: Local Councils of the Elderly representing senior citizens' needs.</p> |

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| Case 8: Regional Councils for Senior Citizens in Spain |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| <p>Case description</p> <p>In 1992, the Gereontological Plan was issued as comprehensive response to ageing in Spain. It was structured into five working areas: retirement; healthcare; social services; culture and leisure; participation. The World Assembly on ageing in 2001 took place in Spain and encouraged the reinforcement of the State Council of Senior Citizens (set up in 1994). Several Spanish regions and autonomous cities have since set up their own Councils for Senior Citizens.</p> <p>Regional Initiatives:</p> <p><u>Council for Senior Citizens in the Region of Madrid</u>: Issued according to the Regional Decree 65/1998, 23rd of April</p> <p><u>Regional Council for Senior Citizens in Extremadura</u>: Issued according to the Regional 39/2006, 14th December “Promotion of personal autonomy; care of dependent persons; development and coordination of social policies for senior citizens, as well as physically or mentally disabled people”.</p> <p><u>Regional Council for Senior Citizens in Murcia</u>: Issued according to the Regional Decree 95/2004, 24th of September</p> <p><u>Council for Senior Citizens in Andalusia</u>: Issued according to the Regional Decree 277/1995, 7th of November (and then Decree 165/1997).</p> <p><u>Council of Senior Citizens in Canarias</u>: Issued according to the Regional Law 3/1996, 11st of July concerning senior citizens’ participation and intergenerational solidarity. Decree 135/2007 about the constitution of the Council.</p> <p><u>Council of Senior Citizens in Navarra</u>: Issued according to the Regional Decree 344/1997, 24th of November</p> <p><u>Council of Senior Citizens in Aragon</u>: Issued according to the Law 3/1990, 4th of April. The Law 22/2002, 16th of October then changed the definition “Third Age” with “Senior Citizens”.</p> <p><u>Council of Senior Citizens in Castilla-La Mancha</u>: Issued according to the Regional Decree 183/2010, 6th of July.</p> <p><u>Council of Senior Citizens in La Rioja</u>: Issued according to the Regional Order of 4th of February 1992 (Department of Health, Consumption and Social Welfare).</p> <p><u>Council of Senior Citizens in the Autonomous City of Ceuta</u>: Issued according to the Local Regime Law 7/85</p> <p><u>State Council of Senior Citizens in Asturias</u>: Issued according to the Regional Decree 79/1994, 13rd of October.</p> <p>N.B. Councils of Senior Citizens have been created also in Castilla y León Province and in Melilla. However, due to insufficient information retrievable on the Internet, we cannot provide more information about the two councils.</p> |

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| Case 9: Age Friendly Cities and Counties Programme in Ireland |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Appointed representatives |
| <p>Case description</p> <p>The Age Friendly Programme started in 2009 from the recognition of the critical role that senior citizens can and should play in shaping their communities for the better. A core component of the Age Friendly Programme in any city or county is the establishment of an Older Peoples Council where senior citizens work side by side in partnership with service providers and other relevant stakeholders. To date 27 of Ireland's 31 Local Authorities have adopted or have committed to adopting a formal age friendly city or county wide programme. A fertile ground for the improvement of senior citizens' measures is provided also by the National Positive Ageing Strategy issued by the National Government in 2013, which provides a framework to enable better engagement to identify and to address issues that require co-operation among, in the first instance, a number of Government Departments. The third sector is also committed through the Active Ageing Partnership (AAP), which collaborates with Age Friendly Counties & Cities programme, local Older People's Councils, and the many groups, organisations and service providers where senior citizens have a central role to play. Established in 2014, central to the work of the AAP over the coming three years will be the promotion of civic engagement at the local level to be brought to national forums and policymakers. AAP will mount an intensive programme of collaborative civic engagement based on Collaboration Laboratories (Touchstone Districts) in four sites over a three-year period. The Touchstone model ('thinking and planning', 'preparing and engaging', and 'responding and measuring'), to be developed initially in Galway City and County Meath will be in partnership with the Irish Centre of Social Gerontology (ICSG) as an action research programme.</p> <p>Local initiative</p> <p><u>The Older People Council in Dublin⁸:</u></p> <p>Who proposed and when: The Older Peoples Council is, in many ways, the key group of the Age Friendly Cities and Counties Programme. It brings the concerns and experiences of senior citizens to the Age Friendly Alliance and the voice of senior citizens to the decision making process of the Age Friendly Initiative throughout the City/County. It is an active and equal partner in raising issues of importance to senior citizens that can go on to inform and influence the work of state and voluntary agencies.</p> <p>Statutory organisation: Although historically Older People Councils have existed for years in some Local Authority Areas, the National Positive Ageing Strategy (2013) under the Programme for Government (2011 – 2016) commits to the establishment of senior citizens councils by all Local Authorities. So far, 18 Older People Councils have been established and the remaining OPCs are to be established by the end of 2015.</p> <p>Goals and activities: The OPCs represent the views of senior citizens, and keep senior citizens up to date on key Age Friendly County initiatives and structures. They are consulted for and collaborate to the establishment of City or County Age Friendly Strategy (a strategy promoted on the national, regional and local level).</p> <p>Who is involved: Membership is made up of individuals and group representatives who submit a membership form and become thus representatives of the city or county as a whole. Executive membership are elected by members of the committee and re-appointed bi-annually. A chair and a vice chair are elected, independent of the agencies involved with the Age Friendly Alliance, as all executive members. City and County wide Older People Council meets annually as a group, the executive steering group every 6 – 8 weeks. It elects the representatives onto Age Friendly Alliance and any other working groups / thematic groups. An annual general assembly of the OPC takes place to report back on progress and elect new executive steering group.</p> |

⁸ This initiative was selected as Peer for the Peer Review I meeting

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| Case 10: Pensioners Affairs Board in Lithuania |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Organisations |
| Case description Who proposed and when: The Board was established in 2004 as a consultative body committed to analyse problems of the quality of life of senior citizens. Who is involved: Main organizations of senior citizens Statutory organisation: Representatives of the Board participate to the activities of the State Social Security Board as an observer. Goals and activities: The Board delivers proposals for policy meeting the needs of senior citizens and observes social justice issues. |

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| Case 11: Senior Citizens' representative bodies in Germany |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Organisations |
| <p>Case description</p> <p>In Germany public participation of seniors in political decision-making is organised both at regional and local levels. The Memorandum for 'Participation in shaping and decision-making: senior citizens in their local community' was issued at the federal level in 2008 and provides guidelines for the federal programme on 'active ageing'. The Memorandum was developed under the leadership of the BAGSO network (Bundesarbeitsgemeinschaft der Senioren-Organisationen) in cooperation with other senior citizens' or third sector organisations, federal public authorities, churches, service providers, welfare groups etc. (cf: AgePlatform, 2010)</p> <p>Regional Initiatives:</p> <p><u>Senior Citizens' representative bodies in Hamburg metropolitan region:</u></p> <p>Who proposed and when: The Hamburg ministry for Health and Consumer Protection provided a new legal provision facing demographic challenges and strengthening the participation of the elderly in decision making in 2012.</p> <p>Who is involved: A broader representation of advocacy groups (e.g. involvement of migrants, broader spectrum of age groups).</p> <p>Statutory organisation: New laws for participation of senior citizens have created new representative bodies on the communal and on the level of the Land.</p> <p>Goals and activities: The goal is to have an impact on Housing, Social Participation, Information and Communication, Community support and health services.</p> <p><u>Senior Citizens' Council in Mecklenburg-Vorpommern:</u></p> <p>Aim: The Council involves senior citizens in government policy planning and contributes to the establishment of laws in State Parliament. It supports cooperation between local senior councils and intergenerational relationships, promotes participation of seniors in society and public interest on matters that concern them.</p> <p>Statutory Regulation: The Council in Mecklenburg-Vorpommern was established in 1994 as a non-profit organisation. It has been framed within the Federal Programme 'Active in Old Age' issued in 2008 and regulated by the Regional Law "Seniorenmitwirkungsgesetz MV" issued in 2010. This Regional Law gives the Council the right to advise the Mecklenburg-Vorpommern Parliament.</p> <p>Statutory power/role: The Council was established in agreement between elderly citizens and the Ministry of Social Affairs and Health. It is represented and actively involved at hearings of the Enquiry-Commission (Enquete-Kommission) on demographic change concerning the situation of elderly people in the region.</p> <p>Who is involved: The Council's members are elected by the local senior councils in the Region of Mecklenburg-Vorpommern, which includes members elected by senior citizens.</p> <p>Method of Participation of Senior Citizens: The 36 members of the Council are elected by the local senior councils (in the 6 administrative districts and the two county boroughs), and by civil society organisations in the Region of Mecklenburg-Vorpommern. A maximum 12 of senior citizens can be included in the Council as honorary members for their long-lasting career in the Council and/or their political commitment in community life.</p> |

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| Case 12: The Pensioners Parliament in Northern Ireland (UK) |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: The Parliament was proposed by the charity Age Sector Platform (ASP) and eventually established in 2011 by the Age Sector Reference Group (ASRG) to be in operation for seven years supported by Help the Aged and Age Concern Northern Ireland.</p> <p>Who is involved: Senior citizens, senior citizens' organisations, policy experts, influential people and high level politicians.</p> <p>Statutory organisation: The Parliament works through three actions: a general survey to all senior population; Local Parliaments (taking place between March and April to ensure that senior citizens' views from every county in Northern Ireland are represented); Northern Ireland Pensioners Parliament (two-day meeting gathering senior citizens from each county). The parliament structure and process have been designed to ensure that any senior citizen is able to have their say - through filling in a survey, attending one of the local parliaments or by putting their name forward to attend the two-day Northern Ireland Pensioners Parliament. Everyone has an equal vote when it deciding on priorities and motions for change.</p> <p>Goals and activities: The Parliament aims to provide a bottom-up and democratic approach to tackling the issues of concern for older people across Northern Ireland in order to have their say on the issues that matter to them.</p> |

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| Case 13: Parliamentary Working Group for Older People in Poland |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: The Working Group was established in 2008 by the Polish Senate</p> <p>Who is involved: Senior citizens' representatives.</p> <p>Statutory organisation: N.A.</p> <p>Goals and activities: Its goal is to mobilize members of the National Assembly to elaborate long-term age-based policy measures and to mainstream the ageing dimension into all relevant policy developments; to promote and involve senior citizens' organizations into local and national policy debates; to disseminate senior citizens' needs among politicians and general public.</p> |

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| Case 14: Senior Citizens' Councils in Denmark⁹ |
| Classification: Decision-making consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description (SCC in Frederikssund)</p> <p>Aim: The aim of Senior Citizens' Councils is to work as an intermediary between the City Council and the elder population of the municipality. The SCC in Frederikssund aims to improve the standards of public services and contributes in health care, traffic planning, culture, and infrastructure policy-areas. Beyond the mandatory consultation issued by National Law, the SCC can carry out some activities and hearings with local senior citizens.</p> <p>Statutory Regulation: Danish National Law (1996)</p> <p>Statutory power/role: According to Danish Law, all the Danish City Councils are obliged to consult their SCCs before any final decision is reached in matters affecting the elderly. The Senior Citizens' Councils can influence the City Council's proposal of the municipal budget for the following year. The SCC in Frederikssund has influence on numerous decisions made by the City Council concerning elderly people (e.g. in the areas of primary health care, traffic planning, cultural policy and public services for elderly people).</p> <p>Who is involved: Statutory elected senior citizens' representatives who contribute to local policies for senior citizens. The SCC in Frederikssund is composed of nine members who inform senior citizens through the SCC Website and by sending emails to residential homes for elderly people, activity centres, libraries and all the places where senior citizens are likely to spend their time.</p> <p>Method of Participation of Senior Citizens: Senior citizens elect their representatives in the Senior Citizens' Councils. The elections are held every four years and all 60+ citizens have the right to vote. The last election percentage of voters in Frederikssund was 61.6 % of 60+ senior citizens.</p> |

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| Case 15: Flemish Council of the Elderly in Flanders (Belgium) |
| Classification: Decision-making consultative approach |
| Scale: Regional |
| Permanence: Permanent |
| Participation: Organisations |
| <p>Case description</p> <p>Who proposed and when: Firstly established as platform in 1993, it was officially recognized by the Flemish Government as advisory body, under the name of the Flemish Council of the Elderly in 2005.</p> <p>Who is involved: Issues affecting senior citizens are discussed in different commissions. In these commissions the representatives of the senior citizens' organisations and relevant experts prepare the advices and positions. Needs of senior citizens are identified through research and inquiries.</p> <p>Statutory organisation: The Flemish Council of the Elderly advises the Flemish government, the Flemish Parliament and other advisory bodies on all matters concerning older people. Policy issues on federal and EU-level are monitored as well.</p> <p>Goals and activities: The Flemish Council is the official advisory body of the Flemish Government on all matters concerning senior citizens and the consultation platform of the organisations of senior citizens. As platform the Flemish Council of the Elderly promotes the interests of seniors and their organisations and raises awareness about specific issues regarding senior citizens.</p> |

⁹ This initiative was selected as Best Practice for the Peer Review I meeting

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| Case 16: The Scottish Older People's Assembly SOPA (Scotland) |
| Classification: Decision-making consultative approach |
| Scale: Regional |
| Permanence: Permanent |
| Participation: Organisations |
| Case description Who proposed and when: SOPA was founded in 2009 under the agreement of senior citizens and the Scottish Government. Who is involved: SOPA Committee includes representatives from senior citizens' organisations and groups across Scotland. The Committee is responsible for the Assembly and its local arrangements. Statutory organisation: SOPA has good access to government and can raise issues directly with Ministers, in cross party groups in Parliament and with the Convention of Scottish Local Authorities. Goals and activities: SOPA identifies issues that worry senior citizens and conveys messages from the grassroots direct to Scottish and Westminster Governments. |

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| Case 17: Senior Citizens' Council in Canton of Ticino (Switzerland) |
| Classification: Decision-making consultative approach |
| Scale: Regional |
| Permanence: Permanent |
| Participation: Organisations |
| Case description Who proposed and when: The Council was established in 2004 under proposals of the State Council. Who is involved: Association of organizations representing senior citizens at the Canton, regional and local levels. Statutory organisation: The Council is regulated by the Senior Citizens' Law concerning promotion, coordination and support to social activities in favour of senior citizens. Goals and activities: The goal is to promote senior citizens' policies for their wellbeing and dignity; to support autonomy and active ageing in society; to promote social policies for effective public services; to evaluate and propose age-based policies. |

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| Case 18: Forums on Ageing in England (UK) |
| Classification: Decision-making consultative approach |
| Scale: Regional |
| Permanence: Permanent |
| Participation: Organisations |
| <p>Case description</p> <p>The nine groups of the English Forums On Ageing established by the Government as part of its response to age and ageing in the 21st Century, aim to influence key policy and decision makers concerned with demographic change and ageing, and to promote partnership working to advance such issues. The Forums aim to enhance the quality of life of senior citizens within local communities; improve the engagement and involvement of older people; increase economic wellbeing and opportunities for current and future senior citizens. The groups are linked through the Partnership Board, of which at least half of the voting representatives are older people appointed by their respective local forums and organisations. Every advisory forum actively engages with senior citizens, listen to what they have to say and feed those views directly to Government Ministers through the UK Advisory Forum on Ageing (UKAFA). The UKAFA gives senior citizens a direct line to government to comment on new policy ideas, services, legislation and other areas they feel the government should deal with.</p> <p>Local Initiative: <u>Over 55's Forum in Basingstok and Dean:</u> Who proposed and when: The Forum was established as part of the strategy Promoting Quality of Life for Older People in Basingstoke & Deane in 2004. Who is involved: The executive committee's members are elected at the Annual General Meeting (AGM) and can hold office for up to three years. At the AGM, members elect a chairperson and secretary who may hold office for one year, but may then stand for re-election. Statutory organisation: The Forum represents the over 55s on a number of groups including: Basingstoke Area Strategic Partnership; NHS Foundation Trust; Basingstoke Voluntary Services; Older Persons Special Interest Group; Older Persons Partnership Board; Disability Forum. It is also one of the founder members of the Hampshire Association of Older Persons Forum which now represents the interests of 14 separate forums across the county. Goals and activities: The Forum provides a voice for the over 55s in the borough, putting their views to authorities and other organisations. Regular meetings are held with speakers from energy companies, local housing groups, transport companies, police force, fire service, NHS, HCC, educational services, pensions, Royal Mail, local clubs and associations to name but a few.</p> |

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| Case 19: Council of Senior Citizens in Lagos (Portugal) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Appointed representatives |
| <p>Case description</p> <p>Who proposed and when: The Council was proposed by the City Council and has a four-year mandate (2013-2017).</p> <p>Who is involved: Municipality with public and private sector representatives</p> <p>Statutory organisation: The Council represents senior citizens as intermediary for public solutions, is open to citizens' participation; promotes transparent debates on senior citizens' needs in order to provide public authority with solid proposals; increases programmes and action plans' effectiveness.</p> <p>Goals and activities: The Council elaborates proposals and recommendations; evaluates initiatives concerning senior citizens; promotes senior citizens' rights and prevention from dangerous situations; encourages projects aiming at higher senior citizens' participation; organizes campaigns and training for the enhancement of active ageing; pinpoints situations of vulnerability; supports information on public services; disseminates good practices against abandonment; promotes intergenerational solidarity and dialogue; gets closer senior citizens' representative bodies at both national and international levels.</p> |

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| Case 20: Council of Seniors in Bratislava (Slovakia) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Appointed representatives |
| <p>Case description</p> <p>Who proposed and when: From the Strategic Vision document issued in January 2010, the Council was established in 2011.</p> <p>Who is involved: The Council is composed of 21 members and comprises representatives of associations of retired persons operating in each city district, a nominee of the Union of Pensioners of Slovakia and experts professionally engaged in the topic of active ageing.</p> <p>Statutory organisation: The Council works in coordination with the area of municipal budget in order to include issues related to seniors. The Council also works with other associations and experts in the field of ageing.</p> <p>Goals and activities: The Council deals with increasing the level of support, protection and respect for the rights of seniors; processing opinions and resolutions towards draft laws, generally binding legal regulations and internal regulations, as well as municipal, departmental and other materials that may have an impact on the quality of life of seniors; cooperating to develop strategies for active aging; participating actively in the implementation of all the activities; updating the document strategy for active aging seniors; stimulating research in the field of quality of life of seniors and disseminate statistical sources in this area; follow the documents of the European Union and other international organizations dealing with issues of the elderly and aging population, monitoring reports on the older and aging population.</p> |

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| Case 21: Senior Citizens' Council in Leipzig (Germany) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: The Council is a volunteer and independent organ established in 1991 by the City Council.</p> <p>Who is involved: 24 voluntary members of the Council aged over 55 years.</p> <p>Statutory organisation: The Council is organised into 5 working groups: culture, learning and leisure; politics, public security and mobility; social living and activities. The Council meets in the City Council and meetings are open to general public.</p> <p>Goals and activities: The Council seeks to improve the quality of life of senior citizens and supports organizations working for senior citizens, trade unions, charity institutions. Particularly concerned with combatting ageism, enhancing intergenerational dialogue and sharing experience.</p> |

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| Case 22: Senior Citizens' Council in Dortmund (Germany)¹⁰ |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: Democratic legitimization of the DSCC, once only composed of welfare organisation representatives, dates back to 1990 (August 16th). In 1994, it became independent from the city administration and was established in the main constitution of the city. In 2005, the DSCC office was connected to the Department for Social Affairs.</p> <p>Who is involved: The DSCC is elected by city citizens aged over 60. The DSCC consists of 27 members representing 12 city districts. Each district has one senior office with "round table" and neighbourhood assistants. Seniors can participate in DSCC events and consulting hours for seniors usually 2-3 times per month and in the main public conference, which takes place 6-7 times a year to discuss proposals issued by the DSCC four study groups (care within old age; housing and living; culture, sports and leisure time; public relation work) to present to the council of the city. DSCC has a secretary at disposal (15 hours a week), paid by the city. Other members are unpaid but get an expense allowance of a maximum of €73 per month. The DSCC has a budget of about €6,000 per year.</p> <p>Statutory organisation: The DSCC supports the interests of all senior citizens; it is a speaker in the City Council of Dortmund, in the administration of the Council and in the 12 local districts as well as in welfare organisations. It takes an active part in the committees of the Council of Dortmund, especially on matters concerning urban planning as well as other matters affecting senior citizens (help for old persons, housing politics, city development, traffic, culture and education policy as well as security); it gives information to and consults with senior citizens.</p> <p>Goals and activities: The Dortmund Senior Citizens' Council (DSCC) is the democratic legitimated representative of senior citizens in Dortmund. Its job is to promote age-friendly development in Dortmund, and to observe senior citizens' interests and to represent them.</p> |

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| Case 23: Council of Senior Citizens in Oliveira de Azeméis (Portugal) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: The Municipality took into account the results of the social survey on low senior citizens participation in local policies and established the Council in 2010 during the European Year for Combating Poverty and Social Exclusion.</p> <p>Who is involved: The Council is composed of the Municipality, both public and private sector representatives, and over 65 years old representatives from the 19 Parishes of the Municipality, elected by the residents of the Parishes.</p> <p>Statutory organisation: The Council represents senior citizens as intermediary with public powers; promotes public debates on senior citizens' needs and provides public authorities with results; encourages senior citizens' autonomy, integration and participation to civil society; improves prevention plans.</p> <p>Goals and activities: the Council elaborates proposals and recommendations; evaluates third sector's claims concerning senior citizens; defends senior citizens' rights in dangerous situations; supports senior citizens' initiatives and activities aiming to involve senior citizens; organizes training plans and campaigns for the dissemination of active ageing principles; encourages both social and third sector mobilization around senior citizens' issues; reports on cases of special need; facilitates access to public services; disseminates good practices against abandonment.</p> |

¹⁰ This initiative was selected as Peer for the Peer Review I meeting

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| Case 24: Older People's Council in Brighton and Hove (England) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: Campaigning by senior citizens led Brighton & Hove City Council to establish the Older People's Council in 2003.</p> <p>Who is involved: Senior citizens living in the city elect members to the Council, with any resident over the age of 60 able to stand as a candidate. Elections are held every four years with the city divided into nine electoral zones. Each zone elects one member and one substitute member.</p> <p>Statutory organisation: N.A.</p> <p>Goals and activities: The goal is to ensure that all senior citizens in Brighton & Hove are treated with respect and dignity and have access to services, support and opportunity to lead a fulfilling life. The Council acts on older people concerns and keep them informed of what they do on their behalf; secure the respect and acknowledgement of the Council; monitor the city council, local health trusts and other providers of goods and services ensuring that they take full account of the needs of older people; highlight the services, opportunities and goods that enable senior citizens to live dignified, independent and fulfilling lives; challenge any disadvantage experienced by senior citizens that is a result of discrimination because of age, ethnic origin, religion, disability, gender or sexual orientation; promote the human and civil rights of senior citizens.</p> |

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| Case 25: Senior Citizens' Council in Chiari (Italy) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: The Council was proposed by the City Council in 2006.</p> <p>Who is involved: City Council representatives, private and public sector, four senior citizens elected in each city district.</p> <p>Statutory organisation: The Council participates through consultation on: age-based policy measures; age-based initiatives; problems reported by senior citizens; proposals concerning public services' management and use; joint execution of public projects; volunteering.</p> <p>Goals and activities: The goal is to examine quality of life, social conditions and needs of senior citizens; to encourage participation of senior citizens' representatives to submit projects to the City Council.</p> |

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| Case 26: Forum of Senior Citizens in Santa Maria da Feira (Portugal) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: The City Council encouraged the establishment of the Forum in 2012 as an independent body.</p> <p>Who is involved: The Forum includes both public and private bodies' representatives as well as 33 citizens (aged between 30 and 80 years). The "Operative Group" (GOP) is composed by 11 members elected by the Forum (4 aged between 30 and 64 years, 7 aged over 65) and cooperates with the Municipality.</p> <p>Statutory organisation: The Forum analyses and assesses public policies concerning senior citizens, proposes initiatives and actions designed to improve the implementation of existing policies.</p> <p>Goals and activities: The Forum proposes actions and initiatives concerning active ageing in partnership with both public and private authorities; evaluates public action and provides advice on strategic actions; disseminates good practices concerning senior citizens' involvement; improves campaigns and training in order to increase senior citizens' image and value; promotes both social and third sector's mobilization; debates senior citizens' rights towards the enhancement of autonomy, integration and participation as well as intergenerational solidarity.</p> |

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| Case 27: City Council budget consultation in Portsmouth (UK) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Organisations |
| <p>Case description</p> <p>Who proposed and when: The City Council invites Portsmouth Pensioners' Association (PPA) together with other voluntary bodies, including the local Age UK, to a consultation meeting on a draft budget every January.</p> <p>Who is involved: PPA members, voluntary bodies, local Age UK and City Council</p> <p>Statutory organisation: Following the budget, the PPA asks one of the city financial officers to provide a breakdown of all the expenditure on senior citizens for the coming year.</p> <p>Goals and activities: PPA meets to discuss and makes representations as a deputation (five minutes) at the full council meeting when the budget is agreed.</p> |

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| Case 28: BME Elders Engagement Project in East Midlands (UK) |
| Classification: Decision-making consultative approach |
| Scale: Local |
| Permanence: Temporary |
| Participation: Organisations |
| <p>Case description</p> <p>Who proposed and when: The Project was proposed by Age Concern East Midlands with partner East Midlands Racial Equality Consortium in 2009.</p> <p>Who is involved: The Project was managed by Age Concern East Midlands and Age Concern Leicester and involved Local Age Concerns and local Racial Equality Councils (RECs), including Derby REC and Northamptonshire REC.</p> <p>Statutory organisation: The project piloted different approaches in each sub region of the East Midlands that enabled BME elders to play a role in influencing public authorities: Leicester Black and Minority Ethnic Elders' Forum; Age Concern Northamptonshire BME advisory group; training for Lincolnshire Forum; Role lay in Derby; Nottingham Chinese Welfare Association focus group.</p> <p>Goals and activities: BME elders are often not represented on mainstream Boards, advisory groups and forums. The Project focuses on the role of public local forums and advisory groups in engaging BME elders. These forums have a role to influence public agencies and through them individual members may gain the confidence to sit on decision making boards or to go for public office.</p> |

Policy implementation consultative approach

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| Case 29: National Forum for Helping Older People in Slovakia¹¹ |
| Classification: Policy implementation consultative approach |
| Scale: National |
| Permanence: Permanent |
| Participation: Organisations |
| <p>Case description</p> <p>Who proposed and when: The Forum was founded in 2000 and started developing national and international activities from 2005. The Forum was proposed by the civic association "Fórum pre pomoc starším" a national network that has nationwide scope and cooperate with other organizations in Slovakia.</p> <p>Who is involved: The Forum is made up of representative bodies of senior citizens. Senior citizens participate as representatives or in social programmes promoted by the Forum and its members.</p> <p>Statutory organisation: None, but represented on Government's Committee of Seniors.</p> <p>Goals and activities: Increase awareness and legal knowledge of elder; increase their financial literacy. Monitor problems and needs of elder people. Lobbying government. Submit proposal for new legislation to increase elders' social status. Communication with experts and subjects from Slovakia. Protection against abusing, malpractices by salesmen and non-bank subjects - financial abuse. Media campaigning. Initiating courses and workshops.</p> |

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| Case 30: Shaping the future of old age agency in Arnsberg (Germany) |
| Classification: Policy implementation consultative approach |
| Scale: Local |
| Permanence: Structural |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The Council of Arnsberg aims to involve networks of actors in the provision of care and support; to combine offers and to improve the availability of those providing assistance; to support helpers from civil society; to improve the dialogue between generations; and to provide better life conditions for people with dementia.</p> <p>Statutory Regulation: City Council Programme</p> <p>Statutory power/role: The survey of around 28,000 citizens aged over 50 in 1995 was a milestone in confronting the issue of an "ageing society". The need for good local conditions for senior citizens led to the establishment of the administration's unit "Engagementförderung Arnsberg" charged with promoting and supporting the civic involvement of citizens of all ages. In 2000, the "Future Agency" was established for the town's strategic response to demographic change. In 2004, the staff unit "Fachstelle Zukunft Alter" ("Shaping the future of old age agency") was founded as part of the "Future Agency". The staff unit "Fachstelle Zukunft Alter" is responsible for organising networks and partnerships to support local initiatives aimed at promoting active ageing. The Programme is supported by the Senior Citizens' Council of Arnsberg, composed of elected senior citizens who represent the interests of senior citizens before the public authority. The Programme is also supported by both public and private service providers for senior citizens with dementia in order to guarantee better life conditions in society.</p> <p>Who is involved: Public authorities, charitable organisations, commercial bodies, service providers, senior citizens and groups involved on a civic basis.</p> <p>Method of Participation of Senior Citizens: Consultation and surveying of senior citizens; network with health and care services; implementation of intergenerational initiatives with the direct involvement of senior citizens.</p> |

¹¹ This initiative was selected as Peer for the Peer Review II meeting

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| Case 31: A City for All Ages in Edinburgh (Scotland)¹² |
| Classification: Policy implementation consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic Engagement |
| <p>Case description</p> <p>Aim: “A City for All Ages” (ACFAA) is a long term strategy for the social and economic inclusion of senior citizens in Edinburgh. The strategy encourages people aged 50+ to be actively involved in planning ahead for their own health and wellbeing, addressing issues concerning transport, income levels, advice and information, community and road safety and the local environment.</p> <p>Statutory Regulation: ACFAA is endorsed by the City Council of Edinburgh in partnership with the National Health Service (NHS) in Lothian, and voluntary and commercial sectors.</p> <p>Statutory power/role: The City Council of Edinburgh together with the National Health Service (NHS) Lothian and the voluntary and commercial sectors have shared the strategy “A City for All Ages” since 2000 in order to integrate public services and opportunities for older people. The strategy was enacted as an initial five-year action plan evaluated in 2005, and confirmed for the period 2007-2010. The strategy has six overall aims implemented through action plans for 2000-2005 and 2007-10, utilising existing structures and mechanisms (e.g. joint planning arrangements).</p> <p>Who is involved: Senior citizens; organisations for senior citizens; representatives from NHS Lothian; voluntary sector; Edinburgh Equalities Network; local Neighbourhood Partnerships and Community Councils.</p> <p>Method of Participation of Senior Citizens: Senior citizens are directly involved through seminars on the main themes of the strategy involving senior citizens, voluntary organisations, service providers and practitioners. Since 2008 this role has been sustained by the ACFAA Advisory Group whose membership is drawn from older volunteers from groups and organisations that represent senior citizens on issues of health, wellbeing and support. Members of the Advisory Group have been integrated into the Scottish Council, NHS redevelopments concerning senior citizens, and local health partnerships.</p> |

¹² This initiative was selected as Peer for the Peer Review II meeting

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| Case 32: Partnership for Older People Programme in Dorset (England)¹³ |
| Classification: Policy implementation consultative approach |
| Scale: Local |
| Permanence: Permanent |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The “Partnerships for Older People Programme” (POPP) aims to develop person-centred services for senior citizens, aimed at promoting their health, well-being and independence and preventing their need for higher intensity or institutional care. The direct involvement of senior citizens in the design and implementation of the Programme is an objective.</p> <p>Statutory Regulation: The POPP in Dorset began in 2006 as one of 29 national local authority-led pilots in UK, funded by the UK Department of Health, and testing new ways of improving public services for senior citizens and helping shift resources in order to invest in locally based support.</p> <p>Statutory power/role: The Dorset POPP is a partnership between Dorset County Council, Dorset Clinical Commissioning Group, Age UK, Help and Care, National Development Team for Inclusion, Dorset Fire and Rescue, Dorset Police, community pharmacies, community matrons, voluntary sector groups and other organisations. The Programme comprises five component parts: (1) Champions Programme (33 paid staff working with service providers and senior citizens to identify gaps in service delivery and provision); (2) Wayfinder Programme (66 paid staff provides support relating to any service that affects senior citizens); (3) Evaluation and Monitoring Programme; (4) The Community Initiatives Commissioning Fund (a pot of money is available to 'seed fund' local initiatives that have been identified by senior citizens); (5) The infrastructure, central Programme Management Team and Governance of Dorset POPP.</p> <p>Who is involved: Senior citizens, service providers, paid staff.</p> <p>Method of Participation of Senior Citizens: Senior citizens participate in all the activities developed in Programme’s five components. Beyond its implementation, senior citizens have participated in the initial design of the Programme through steering committees with the service providers.</p> |

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| Case 33: Session “Streets are ours also” in Lisbon (Portugal) |
| Classification: Policy-implementation consultative approach |
| Scale: Local |
| Permanence: Temporary |
| Participation: Civic engagement |
| <p>Case description</p> <p>Who proposed and when: City Council of Lisbon in 2010</p> <p>Who is involved: Senior citizens (almost 200 residents aged 55 and over participated in this session).</p> <p>Statutory organisation: The Session is part of the comprehensive assessment of the Lisbon Province for the “Pedestrian Accessibility Plan”.</p> <p>Goals and activities: The public consultation session “Streets are ours also” was held to collect information that could be useful for the development of Lisbon’s Pedestrian Accessibility Plan. Participants have been distributed into different groups, and each has been chaired by one facilitator (volunteer). Three methods have been adopted: (1) individual inquiry; (2) direct questions to participants; (3) group thematic forms.</p> |

¹³ This initiative was selected as Best Practice for the Peer Review II meeting

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| Case 34: Mobility and safe streets: older generations in movement in Rome (Italy) |
| Classification: Policy-implementation consultative approach |
| Scale: Local |
| Permanence: Temporary |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The Municipal pilot project “Mobility and safe streets: older generations in movement in Rome” aims to inform and consult senior citizens on public services for easier mobility and public transportation in the city of Rome.</p> <p>Statutory Regulation: The Italian Ministry of Transportation and Infrastructure agreed with the Department for Transportation and Mobility of the Municipality of Rome, the Municipal Agency for Mobility of Rome, and the University “La Sapienza” of Rome to undertake a pilot consultation with senior citizens in the city of Rome on issues regarding mobility and transportation.</p> <p>Statutory power/role: The Municipal pilot Project “Mobility and safe streets: older generations in movement in Rome” took place in Rome in 2014.</p> <p>Who is involved: Senior citizens have been consulted on issues concerning public transportation and mobility in the city of Rome.</p> <p>Method of Participation of Senior Citizens: Voluntary members of Senior Citizens’ Centres in the city of Rome. The Senior Citizens’ Centres play a central role for information delivery, leisure and participatory activities with senior citizens in the city and are regulated by the City Council (decrees 182/2003 and 311/2004).</p> |

Decision-making co-decisional approach

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| Case 35: Senior Citizens' Participatory Budget in Alfândega da Fé (Portugal)¹⁴ |
| Classification: Decision-making co-decisional approach |
| Scale: Local |
| Permanence: Temporary |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The City Council promotes the participation of senior citizens in the allocation of a share of the annual Municipal Budget through citizen-generated proposals for specific project investments.</p> <p>Statutory Regulation: City Council Budgetary Programme (2014). The total amount of the senior citizens' participatory budget is €10,000.</p> <p>Statutory power/role: Senior citizens' proposals for small project investments are assessed by the City Council and then voted by the Senior Citizens' Council. The Senior Citizens' Council composes local authority representatives, senior citizens' organisations and senior citizens elected by the City Council. The Participatory Budget proposals selected by the Senior Citizens' Council are included in Municipal Plan and Budget of the following year.</p> <p>Who is involved: Senior citizens, Senior Citizens' local Council, and senior citizens' organisations.</p> <p>Method of Participation of Senior Citizens: Senior citizens aged 65+ in Alfândega da Fé are invited to submit small project proposals online via the City Council Website or physically handed in at City Council headquarters.</p> |

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| Case 36: Senior Citizens' Panel in Gdynia (Poland)¹⁵ |
| Classification: Decision-making co-decisional approach |
| Scale: Local |
| Permanence: Structural |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The "Senior Citizens' Panel" (SCP) is a tool for hearing the views of senior citizens and to promote social dialogue with a view to improving policies for senior citizens. The Panel members are interviewed through home visit by staff trained by the municipal Centre of Welfare. The Panel aims to come to an agreement on senior citizens' needs and priorities in each district of the City. Senior citizens can directly propose new measures through the Municipal Participatory Budget, which is not exclusive for senior citizens and where all the citizens have the possibility to vote projects for their districts.</p> <p>Statutory Regulation: The SCP was first instituted in 2012 within the Programme "Gdynia Dialogue with Seniors", promoted by the local government (which includes political members from the civil society organisation "Gdynia Solidarity"). The first Panel took place in 2013 and some of these proposals have been voted in the Participatory Budget (first edition in 2014). The projects with the highest vote were implemented using the budget allocated to each district (e.g. repairs of streets and outdoor facilities for fitness activities were some of the projects most strongly supported by senior citizens).</p> <p>Statutory power/role: The SCP in Gdynia is framed within the City Council Programme "Gdynia Dialogue with Seniors", which works in collaboration with other local public bodies and non-governmental organisations in order to implement policies and initiatives for senior citizens.</p> <p>Who is involved: The SCP involves a representative group of senior citizens (the 2013 Panel involved 454 senior citizens aged 55+). The goal is to engage an average of 800 to 1,000 senior citizens for three years so to provide enough time to see the implementation of projects selected by the Panel. In 2014, 4,530 senior citizens voted through the co-decisional mechanisms of the Participatory Budget.</p> <p>Method of Participation of Senior Citizens: Representative groups of senior citizens are engaged in the Panel, advising the City Council on public policies for senior citizens. The Participatory Budget is a co-decisional mechanism open to all the citizens.</p> |

¹⁴ This initiative was selected as Best Practice for the Peer Review III meeting

¹⁵ This initiative was selected as Peer for the Peer Review III meeting

Policy-implementation co-decisional approach

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| Case 37: Active Participation Centres in Andalusia (Spain)¹⁶ |
| Classification: Policy-implementation co-decisional approach |
| Scale: Regional |
| Permanence: Structural |
| Participation: Civic engagement |
| <p>Case description</p> <p>Aim: The “Active Participation Centres” (APC) in Andalusia promote senior citizens’ well-being and solidarity through new forms of participatory service delivery.</p> <p>Statutory Regulation: The Regional Government of Andalusia issued the Decree 72/2012 which transformed the “Day Centres” for senior citizens into “Active Participation Centres” (BOJA 66, 04/04/2012). There are currently 168 APCs across the provinces of the Andalusian region</p> <p>Statutory power/role: The APC deal with social, cultural, leisure, music, touristic, sport, handcrafted activities, ICT training, and advice on juridical matters for senior citizens (order 1/9/2003). Centres have dining service for a minimum number of 10 users. Services for senior citizens are discussed in the General Assembly and decided by the Management and Participation Board together with the APC Directors.</p> <p>Who is involved: APC users are senior citizens aged 60+, or younger if married to Centres’ users or belonging to special needs or interest groups. Senior APC users can participate in the annual General Assembly and elect representatives onto the APC Management and Participation Board.</p> <p>Method of Participation of Senior Citizens: The General Assembly is the main arena for senior participation in the running of the APC as they elect the Management and Participation Board (4 representatives with less than 2500 senior users, 6 with 5000 senior users, up to a maximum of seven representatives). The General Assembly meets ordinarily (by the end of the first semester of each year) and extraordinarily when requested by the Direction of the centre; by 2/3 of the members of the APC Management and Participation Board; or by the 15% of the APC senior users.</p> |

¹⁶ This initiative was selected as Peer for the Peer Review III meeting

Appendix D: Best Practice Reports

The Best Practice Reports provided Peers and Experts of each Peer Review with detailed information on the Best Practice that they were invited to discuss. The Reports were circulated before the meetings in order to facilitate feedback and discussion between the Best Practice representatives, the Peers, and the Experts.

The Best Practice Reports brought together institutional data and other information collected through interview conducted by the Task 5 team with the key informants of each Best Practice.

The Institutional data were collected according to the following criteria (Tab.10) and targets (Tab.11):

Table 10 – Criteria adopted for the collection of institutional data

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|-------------------------------------|---|
| Name of the initiative: | |
| Country: | |
| Region: | |
| City: | |
| Scale of the process | National |
| | Regional |
| | Local |
| Type of participatory design | Decision-making (e.g. formulation of solutions) |
| | Policy-implementation (e.g. delivery of services) |
| Approach with participants | Consultation |
| | Co-decision |

Table 11 - Targets adopted for the collection of institutional data

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| <p>1. BACKGROUND</p> <ul style="list-style-type: none"> a. When the initiative started b. Who proposed the initiative c. Why the initiative started <ul style="list-style-type: none"> i. General aims ii. Specific goals |
| <p>2. DESCRIPTION</p> <ul style="list-style-type: none"> a. Legal status of the initiative b. Activities and policy areas covered by the initiative c. People involved in the initiative d. Participation of senior citizens <ul style="list-style-type: none"> i. How ii. How many e. Resources employed <ul style="list-style-type: none"> i. Funding ii. Technical resources iii. Training and enabling measures for participants iv. Use of ICT |
| <p>3. EVALUATION</p> <ul style="list-style-type: none"> a. Evaluation/Audit/Monitoring b. Changes c. Strengths and weaknesses d. Transferability |

The key informants included those with deep knowledge and often managerial oversight of the Best Practices. They typically were:

1. Elected officials responsible for the enactment of the Best Practice (e.g. City Council Mayor, Political Representatives, etc.)
2. Technical experts charged with planning and/or implementation of the Best Practice (e.g. Directors, Managers, Civil Servants, etc.)
3. Senior citizens participating in the Best Practice.

The key-informants were interviewed by the WP9-T5 team in order to retrieve in-depth information about the Best Practice. Towards the end, the WP9-T5 team followed a common Interview Form, as follows in Tab.12.

Table 12 – Form for Interview with the key-informants

Target 1: Background

Q1. When has the initiative started?

Q2. Who proposed to start the initiative?

- Interview note: which actors?
 - o Senior citizens (how are they self-organised?)
 - o Governmental bodies (which bodies?)
 - o Senior citizens representative organisations (which organisations?)
 - o Other civil society organisations (which organisations?)
 - o Private companies (which companies?)

Q3. What was the reason or motivator for starting the initiative?

- Interview note: what general aims does the initiative want to achieve?
- Interview note: what kind of problems does the initiative want to solve? Please list the specific goals addressing the listed problems.

Target 2: Description

Q4. What is the legal status of the initiative?

- Interview note: what kind of regulation?
 - o Legislation (which? At what scale? When was it issued? By whom?)
 - o Programme (which? At what scale? When was it issued? By whom?)

Q5. Which are the activities and which policy areas they cover?

- Interview note: please provide some examples that can help to understand better what the initiative does and how
- Interview note: please provide detailed information about the policies (e.g. Healthcare, Long-Term Care, Labour Market Policy, etc.)

Q6. Who is involved in the initiative?

- Interview note: which actors?
 - o Senior citizens (all or a sample?)
 - o Delegates (how are they chosen?)
 - o Senior citizens representative organisations (which organisations?)
 - o Other civil society organisations (which organisations?)
 - o Private companies (which companies?)

Q7. How do senior citizens participate?

- Interview note: please provide detailed information about which is the contribution/role of senior citizens/senior citizens' organisations in the implementation of the initiative
- Interview note: please provide the number of senior citizens participating to the initiative

Q8. What resources are employed for the development of the initiative?

- Interview note: how is the initiative funded and by whom?
 - o Public funding (which governmental body funds the initiative?)
 - o Public/private funding (which organisational body funds the initiative?)
 - o Private funding (which private company funds the initiative?)
 - o Self-funding (how does self-funding work?)
- Interview note: in terms of management, how many people are involved in the implementation of the initiative?
 - o Staff (how many? Who?)
 - o Competences/professional background (which?)
 - o Technical skills' improvement (how?)
- Interview note: are there any training activities (e.g. capacity building courses, seminars, etc.) or other enabling measures for participants (e.g. reimbursement of expenses, minimized costs for transport, adaptation of the place of meetings, disabled parking facilities, etc.)?
- Interview note: are ICT adopted for the improvement of participation (e.g. website, newsletter, social networks, etc.)?

Target 3: Evaluation**Q9. Is the initiative monitored/audited /evaluated?**

- Interview note: who evaluates?
 - o External agency (which agency? How? When?)
 - o Self-evaluation (how is it run out? By whom?)
- Interview note: please provide details (e.g. references) of any published reports and explain how this information has been or is being used.

Q10. What has changed and why?

- Interview note: have there been any changes to the initiative's activities, focus or approach in recent years/since its inception?
- Interview note: have there been any changes concerning senior citizens and/or senior citizens' organisations contribution/role in the implementation of the initiative in recent years?

Q11. Bearing in mind the objectives that underpin the process, how do you assess the effect of the initiative?

- Interview note: please specify strengths and weaknesses for each objective
- Interview note: what are the areas you find you need some improvement?

Q12. Is the initiative transferable to other contexts?

- Interview note: what is innovative about the initiative and what distinguishes it from other existing approaches to similar problems?
- Interview note: are there any conditions or resources that must be in place to make such an initiative work elsewhere?
- Interview note: based on their experience, what recommendations would you give to someone who would like to start a similar scheme?

In the remainder of this Appendix, we reproduce the three original Best Practice Reports (Appendixes C1, C2, and C3) with some ex post editing.

Appendix D1: Best Practice Report I

The key informants for the Best Practice “Senior Citizens’ Councils in Denmark” were:

1. **Policymaker 1:** Marianne Lundsgaard, Head of Secretary of the National Association of Senior Citizens’ Councils, Denmark. Thanks to her commitment in the mentioned Association, her opinions are crucial and valuable to have an overall picture of the initiative at national level.
2. **Policymaker 2:** Hanne Vedersø, Vice-chairman of the Frederikssund Senior City Council, Frederikssund. Her point of view is significant to understand working methods and activities carried out by a Senior Citizens’ Council in a specific local context.

The Best Practice Report

The following section is taken from the Information Package disseminated to participants prior to the web-meeting. The information provided was confirmed by the representative of the Best Practice. However, it may not necessarily reflect the content of the web-meeting presentation given by Marianne Lundsgaard.

Denmark is recognised as a country that contributes to the development and dissemination of participatory democracy and the statutory, elected Senior Citizens’ Councils – SCC in local government is one successful and well-integrated example of this. In other words, and more in detail, the initiative of SCC is a good practice of democratic involvement of senior citizens in creating and maintaining “active ageing” in Denmark.

In many countries, senior citizens are often at risk of being left out of the decision-making process because people of working age are regarded as “more valuable” and more “useful”. In Denmark, few 70+ years-old citizens are elected for decision-making bodies in government and municipalities and thus senior citizens have gone without representation. In 2014, the Danish population aged 65 and over was 18.2% and this proportion is increasing (+3.4% from 2004; in 2030 it will be about 27%). Many senior citizens today are physically well functioning until high up in age and want to contribute to society. In this context, it is

important to ensure that policies and services for older people are developed in collaboration with representatives of senior citizens themselves.

As a protest against the lack of involvement in local decision-making processes, in the 1990s, senior citizens' organisations established local cooperation forums in municipalities named *Ældreråd* (SCC) in order to promote the involvement of senior citizens in local decision-making. The *Ældreråd* aimed to provide information about senior citizens' needs and wishes for better public policies. In that period, citizen involvement was a completely new mode of collaboration for politicians and civil servants. Since then, however, senior citizens' participation has developed into a legitimate form of cooperation with public authorities, contributing constructively to promoting and supporting politicians' and administrations' focus on senior citizens' needs and wishes. Indeed, in 1996, the Danish Law decided to regulate the forums and transformed them into a statutory requirement in all municipalities.

The institution of the Senior Citizens' Councils has been followed by the creation of the National Association of Senior Citizens' Councils – NASCC (*Danske Ældreråd*) in 1999. The NASCC is the national secretariat for all the Danish Senior Citizen Councils.

In September 2014, the National Association of Senior Citizens' Councils was awarded with the first prize in Open Government Award (the year's theme was "Citizen Participation") initiated by Open Government Partnership. The ceremony was held in New York at the United Nations. The NASCC is a voluntary nationwide organization, which consists of members from the SCC established in the 98 municipalities in Denmark.

It has to be pointed out that on 1st January 2007, a new administrative map of Denmark was created, as the Danish Local Government Reform came into force. The number of municipalities was reduced from 271 to 98 by mergers, and the previous 13 counties were abolished and replaced by five regions. The municipalities after the local government reform are significantly larger than the municipalities before the reform: now only 7 Danish municipalities (out of 98) have less than 20,000 inhabitants. The population of the average municipality increases from just under 20,000 inhabitants before the reform to approx. 55,000 inhabitants after the local government reform. One of the reasons to change this division and enlarge the municipalities was to make the local governments more efficient and enable them to take on more extensive tasks and responsibilities: they are now responsible for most of the welfare tasks. And the new regions were established primarily to strengthen health care and hospital services.

The municipality of Frederikssund (where it has been established a SCC about which this report will provide some information) is located in the northern part of the island of Zealand in eastern Denmark. On 1 January 2007, the municipality was enlarged to include the old Jægerspris, Slangerup, and Skibby municipalities. It now covers an area of 250 km² and has a population of 44,400 (1 January 2014). Frederikssund municipality belongs to Region Hovedstaden. The seat of its municipal council is the town of Frederikssund, with a population of 15,865 (1 January 2015).



Fig. 4 – The administrative map of Denmark after the last Danish Local Government Reform

Popularly elected councils govern both municipalities and regions and in every municipality, the local government elections take place every fourth year. Since 1970, the turnout for the election for the local governments in Denmark has been stable, with an average of 70%. In the last municipal elections, held in 2013,

voter participation has been in line with the average values: 69.1% (+4.6% from 2009).

In Denmark, there are several procedures to support direct democracy. For example, a number of local councils arrange advisory referendums in connection with the last Danish Local Government Reform. Furthermore, local councils experiment different models of advisory committees in connection with formulation of local development plans, discussions on user payment/taxation versus service delivery etc. It is a practice that is not prescribed by any law or regulation.

Instead, as already stated above, in Denmark the establishment of SCC is mandatory. In the next pages, this document will provide more detailed information about these kind of bodies, mainly offering a national global perspective, i.e. providing general information about all the 98 SCCs according to the knowledge and expertise of the interviewed person representing the National Association of Senior Citizens' Councils. At the same time, the report includes some specific insights about the local experience of the SCC in the municipality of Frederikssund, according to the information provided by a representative of this council.

1. BACKGROUND

When did the initiative start?

The bottom-up initiative started during the 1990s. Formally, the Senior Citizens' Councils initiative started in 1996 (see below for more details). In 1999, the SCCs established their national association, the National Association of Senior Citizens' Councils.

Who proposed the initiative?

“At the beginning, in the 1990s, SCC started as a bottom-up initiative proposed by some local politicians, some senior citizens organizations, and some senior citizens in the municipalities” [quote from the interview with the Policymaker 1].

Gradually, the role of City Councils became more relevant in the initiation of the initiative, together with the contribution of senior citizens organizations.

However, it has to be pointed out that some senior citizens organizations were against this initiative: they did not think that it was necessary, because they wanted to “monopolize” the politicians in the municipalities. But there were many other that had a different idea and that supported the initiation of the initiative.

In general, since their inception as a voluntary mechanism, SCC have evolved from being a bottom-up grass-roots initiative in various parts of the country, to become a statutory requirement in local government nationwide. Indeed, in 1996 the Danish Ministry of Social Affairs enforced a law that transformed the *Ældreråd* into a statutory mechanism in all municipalities: all of them had to elect a Senior Citizens Council (see below for more details).

Why was the initiative started?

Senior Citizens' Councils have been established in order to promote the involvement of senior citizens in local decision-making. The initiators were campaigning for more formalised dialogue between politicians, civil servants and senior citizens. They wanted to have influence on local policy for senior citizens, and they wanted that local politicians would seek and listen their advices.

The above is also confirmed by interviewed people. For example, according to the Policymaker 1, general aims of the initiative were:

- to give a “voice” to senior citizens in local decision-making processes, because there were a widespread need of more formal representation and participation of senior citizens in local politics
- (from the point of view of local politicians) to have a formalised body which could represent the voice of senior citizens (without the necessity of interacting with several organizations, as in Denmark there is a huge number of organizations - also seniors citizens organizations - asking something to politicians).

The specific goal of the initiative is to make the policies for senior citizens better, by knowing what senior citizens need, and what they wish. Indeed, local politicians wanted to have the point of view of senior citizens, in order to better decide which kind of policies and initiatives they should implement (within the budget and economic resources available) in the municipalities, for improving the quality of life of senior citizens.

These bodies have represented an important innovation concerning Danish policies for senior citizens and for its administrative ways. The idea is that the Senior Citizens’ Councils have to have influence on all decisions and ways of acting in municipalities on all the areas concerning the older population.

2. DESCRIPTION

Legal status of the initiative

As stated above, SCCs are mandatory and regulated by a statutory National Law. The Danish National Law regulating this type of bodies was issued in 1996¹⁷. In 1997, the national legislation came into force through the establishment of SCC in each Danish municipality. Indeed, it is stated by law in Denmark that all municipalities must have a Senior Citizens Council. *“Four years ago, there has been a revision of the law, but it did not change a lot”* [quote from the interview with the Policymaker 1].

¹⁷ Information on the National Danish Law on Seniors Citizens’ Councils (“Retssikkerhedslovens bestemmelser vedrørende Ældreråd” Lovbekendtgørelse nr. 656 af 15/06/2011) is retrievable on: <http://danske-aeldreraad.dk/relevant-lovgivning/>

Activities and policy areas covered by the initiative

In general, SCC works for all senior citizens in the municipality through identifying relevant issues and new ideas/proposals for older population and report the findings to the City Council and local politicians. SCCs have a statutory right to be heard in all proposals on local policy relevant for senior citizens, which ensures that their opinions are heard.

“I think that our politicians are competent but we – the citizens – are competent too, that’s why we have to talk to each other and tell them, what we think about our lives and which opinions older people have about their life situations. We can give to politicians, civil servants at to the local administrations a lot of information and many good ideas. But sometimes we have to stop them, to say no to their proposals before they will make the proposals into decisions” [quote from the interview with the Policymaker 2].

The SCC can also influence the City Council’s proposal of the municipal budget for the following year. For example, when politicians and civil servants start the budget process for the following year, SCC have no position to decide directly measures and policies to be implemented, but these bodies are in a role of consultants and people elected in SCC can provide their own ideas and suggestions about policies and activities that municipalities have planned/will plan to implement in the following year. SCC point of view and proposals might be accepted by politicians and civil servants, and in this way SCC have a concrete chance to influence and change part of the municipal budget for the following year (i.e. they may influence the decision to use part of the budget and of the available money to build a new home care, or to open an activity center for senior citizens, or to have a better cleaning service at senior citizens’ homes, etc.). It has been pointed out that SCC and elected people in these bodies are *“idea generators on how local politicians should use money for older people in the municipalities”* [Policymaker 1].

Even though SCC have to be involved by the City Councils in all issues concerning senior citizens, nowadays these bodies work mainly in the following policy areas affecting senior citizens’ lives: primary health care, health and social policies, cultural policy, standard of public services, traffic planning, local infrastructure, active ageing. Furthermore, they work and counsel local politicians on the use of IT, welfare technology and digital solutions (including telemedicine), care housing, house cleaning, local transport and policies on specific issues, such as dementia.

Concerning the National Association of Senior Citizens' Councils it has to be pointed out that its work and activities, amongst other things, consist in arranging courses, conferences and workshops with different themes in order to help Councils around the country, publish newsletters and reports and also to advise the Senior Citizens Councils whenever they have any doubts. Members of NASCC, by direct representation, provide advices and suggestions to the Government and to several boards in order to design better policies for senior citizens. The function of the Association is also to support and put focus on the political work, which is being carried out by the local members of the Senior Citizens' Council, without interfering. By being a member of the NASCC, each council will have a national, political representation, in relation to national politics, as well as in relation to other national NGOs. The Association is neutral when it comes to party-political matters – and primarily makes an effort to support Senior Citizens' Councils. All 98 SCCs are members of the NASCC.

People involved in the initiative

People involved in the initiative are senior citizens' elected delegates. The SCCs in the 98 Danish Cities comprise an average of around 1,000 members (i.e. every SCC has 10 members on average), all of whom hold a broad knowledge of senior citizens' way of living, their needs, dreams and potentials. According to the law that came into force in 1997, SCCs are elected every four years by direct election among, and by, all 60+ year-old citizens.

The candidates elected are generally equally split between men and women, *“even though I think now there are about 52% men and 48% women”* [Policymaker 1].

Being a member of a Senior Citizens' Council is a much-coveted position: on average, the turnout for elections is just over 50% and rising and the number of candidates running in the elections is also rising - both evidence of an increased interest in the SCC. Many of the members of the SCC have a large network and deep roots in the local community.

It is stated in the law that people elected in the SCC must not represent political parties and/or organizations: they are elected as citizens and they represents *“only”* all senior citizens of their municipalities at the political level, without representing specific interests of a single senior citizens' organization and/or of a single political party.

The SCC and senior citizens organizations are collaborating, but with different roles; for example organizations do a lot of social work, humanitarian work, cultural work, etc., and SCC do the political work.

According to the interviewed Policymaker 1, less than 15% of members of the SCC has been a local politician; some of them are former civil servants and many of them are former teachers. Almost all senior citizens elected in the SCC are retired people; the average age of members of SCC is around 69-70 years old, and there are people in their 60s, 70s, 80s and some other close to their 90s.

Concerning motivations, according to the interviewed people, senior citizens that run for elections of SCC are inspired by a democratic engagement; usually they are in good health and they also want to represent the voice of “weaker” senior citizens in poor health. Furthermore, they want to be part of these Councils in order to contribute to the implementation of the best possible policies for senior citizens in the municipalities.

Participation of senior citizens

As stated above, each Senior Citizens’ Council is elected on a democratic basis, directly by senior citizens (i.e. 60+ years) living in the municipality. At the same time, senior citizens have the right to both run as candidates and vote.

The SCCs help increase citizens’ engagement in local decision-making on policy for senior citizens by ensuring that dialogue and cooperation between senior citizens and the local council are promoted, maintained and expanded. The SCC are not interest groups which work unilaterally to promote the immediate interests of their constituents; rather the decisions which the SCC influence can reach many years into the future and are thus also important for future generations of senior citizens.

The SSC works as a connection/intermediary between senior citizens, the local decision makers, the City Council of each municipality. The SCC advises local politicians in issues affecting local senior citizens policies and, according to Danish Law all the City Councils of the country are obliged to consult their SCC before any final decision is reached in matters regarding senior citizens.

Beyond the mandatory consultation issued by National Law, the SCC can carry out some other activities (i.e. debates, public meetings, etc.) and hearings with local older population. For example, since the SCCs have taken the initiative to mark the UN International Day of senior citizens on October 1st (this event is celebrated in Denmark) they arrange public meetings (often around that date) for dialogue with senior citizens organizations and local politicians on the future of ageing policy.

In addition to consulting the local SCC in formal decision-making processes, many local City Councils involve the SCC and their members in planning the construction of new care housing, relocation of bus stops, developing special measures for people with Alzheimer's, etc.

Every SCC have a specific organization, but typically, they have ten members on average (nine in Frederikssund) a person in charge (a president), and small groups of elected senior citizens interested/specialized in some areas (i.e. home care, nursing homes, traffic, etc.). Many SCCs have press groups, in order to write articles in local newspapers to inform citizens about their work. The SCC organise several meetings with senior citizens who have elected them, in order to inform older citizens about activities carried-out, and about what they have achieved for senior citizens through their work.

Some specific examples of participation of senior citizens, concerning the SCC of Frederikssund, are as follows:

"I am the webmaster of our own web site. I update this web site at least once a month when writing the news".

"In our Senior Citizens Councils (...) we have also worked together with the politicians making the local policy for older people and we just had influence on the standard about the yearly house cleaning. (...) Two members of the Senior Citizens' Council have a seat at a building project about a new residential home for older people" [Policymaker 2].

Resources employed

Funding:

- The NASCC receives funding from the Danish Government of 1,000,000 of Danish crowns a year, i.e. approximately €134,000 per year.
- The SCC receive funds from the Municipality Budget (reimbursed by the Danish ministry of Finances). The way in which the State allocates the money to the municipalities differs according to some criteria (e.g. number of inhabitants, number of older inhabitants, etc.); big municipalities receive more money than small towns. In sum, municipalities receive funds from the State in order to run the Councils, but all 98 SCCs receive "indirectly" some money from the municipalities, according both to the needs of SCC and to the activities/services planned/to be implemented

by municipalities after consultative processes with the SCC. It has to be pointed out that recently the Danish Government decided to provide more funds for senior citizens' needs and services (around 1 billion of Danish crowns), but, again, who decide how to spend the money allocated by the State are municipalities. In that process SCCs have to be consulted and these bodies can make suggestions and proposals in order to influence the municipality budget about senior citizens policies. *"It is a very special Danish way of hanging up money"* [Policymaker 1].

Technical resources: the NASCC has four staff members working part-time involved in the initiative and for carrying out activities of the Association. Concerning their background/competencies, one of them is a cultural sociologist, one is specialised in sociology and communication, one is a lawyer and one is specialised in administration. As stated above, SCCs are composed by around 10 people, on average that usually work in small groups (for more details, see section "Participation of Senior citizens"). Civil servants of the municipalities provide support to and collaborate with SCC on issues promoted by these bodies.

Training and enabling measures for participants: as stated before, the National Association of Senior Citizens' Councils hold seminars, conferences, meetings, etc. for the members of the SCC. In particular, the NASCC organizes: two annual conferences concerning a political issue affecting senior citizens (each attended by about 400 people in the last edition); about ten educational courses for SCC members around the country per year, on several issues (i.e. providing information and advices to SCC in order to better manage their job). The members of the SCC can ask for advice to the National Association of Senior Citizens' Councils.

Use of ITC: SCCs realize newsletters and they often send these newsletters to newspapers, to residential homes for senior citizens, to activity centers, to libraries, or to other places in which senior citizens usually go. Furthermore, many SCCs have their own website or are part of the municipality website. This is part of a new and interesting issue in Denmark: the development of ITC, welfare technology and of new practices of communication and interaction between municipalities and senior citizens through the use of websites, e-mails, etc. Indeed, all 98 SCC in Denmark are very focused on working on these issues, trying to help municipalities in communicating with senior citizens in the best way through ITC and supporting senior citizens in using new technologies.

Enabling measures: when the initiative started, activities were carried out on a voluntary basis; from 2004, the members of the SCC are reimbursed by about 400 Danish crowns for

transport to SCC meetings (once a month) and they receive a small fee for each meeting. Some of them have been given i-Pads to do the job.

3. EVALUATION Evaluation/Audit/Monitoring

The National Association of Senior Citizens' Councils has evaluated the initiative several times. In particular, according to ministerial guidelines, NASCC have published some reports (all in Danish language), including evaluations of the "effectiveness" of activities carried out by SCCs. For example, a national survey among SCCs' chairmen, civil servants and local politicians have shown that all three parties generally agree that hearing statements from SCCs are taken seriously by City Councils and that SCCs have a real impact on local politicians' decisions.

A confirm of this is provided by the opinion of a key-informant about activities carried out by the SCC of Frederikssund:

"Our Senior Citizens' Council have influenced a lot of the decisions made by the City Council concerning older people (...) for example on the standard about the yearly house cleaning" [Policymaker 2].

Furthermore, each time there is an election for the renewal of SCC, the National Association of Senior Citizens' Councils carries out surveys of these elections, reporting how the elections have been running, who have been elected, the voting percentages, etc.

"So, I would say that the initiative is monitored quite closely" [Policymaker 1].

According to the evaluation of the key-informants, some issues faced/some of the policies concretely implemented recently at the local level (also in the municipality of Frederikssund) for improving the quality of life of senior citizens, through activities and work carried out by SCCs concern the following areas: initiatives for supporting the quality of life of people affected by Alzheimer's and of their caregivers; provision/delivery of meals to senior citizens' homes; removal of architectural barriers and facilitating of the movement of older disabled people; house cleaning.

Changes

“I think the most important thing to say is that SCC have been accepted more and more. New democratic initiatives like SCC take some time to be accepted by all partners, such as civil servants or local politicians, but now we feel that they are more accepted, they are more listened to, they have a better voice than they had before” [Policymaker 1].

Furthermore, senior citizens members of SCCs have developed a more active role, and today people listen to them more: they are more acknowledged, because senior citizens in municipalities have realized the effectiveness of activities and work done by members of SCCs at the local level, in terms of policies implemented for older citizens. For such reasons, in recent years it has become more interesting to be a member of SCC. Indeed, more people run for elections and the percentages of voting by senior citizens in municipalities when there is an election for the SCC is around 52%, which is a very high value for an initiative like this.

Strengths and weaknesses

According to the key-informants, statutory elected SCC is a unique institution. Some other countries have similar initiatives but only in Denmark council members are elected by, and among, the local senior citizens in a democratic and transparent process. Furthermore, as stated above, the establishment of SCC in Denmark is mandatory according to a national law.

“Because we have been elected by older people of the municipality we have the strength to be the bond to the politician and the civil servants” [Policymaker 2].

Indeed, it has been pointed out that with the Senior Citizens' Councils it has been created a culture of dialog between these bodies, the City Council, local politicians, civil servants, and of course, also with the citizens themselves. This culture is a driver for developing and implementing better policies and initiatives for older citizens. Another strength underlined by the key-informants was that, through SCC, senior citizens had their own voice, and at the same time, local politicians recognized the importance of SCC, seeking advices provided by these councils, in order to better design services and policies for older citizens.

Even though the key-informants think that the effects of the initiative are positive and good in general, they highlight some weaknesses. In particular, they have the idea that not all the 98 SCCs are working in the same way, with a very positive effectiveness. It means that the few

SCCs with less positive “performance” need some improvement, for example through advices, support initiatives and training activities provided by the National Association of Senior Citizens’ Councils, and by sharing knowledge and practices with other SCCs.

Transferability

The Danish Senior Citizens’ Councils is an innovative initiative because, as stated above, in Denmark the council members are elected by, and among, the local senior citizens (60+) in a democratic process.

“There are no other existing approaches to similar problems. It is innovative at all” [Policymaker 1].

Furthermore, according to the national law, the municipality must consult the Senior citizens’ Council in all cases of importance for senior citizens, before decisions are taken by the City Council. The members of the Senior Citizens’ Council maintain close contact with the senior citizens and disseminate citizens’ concerns to the City Council.

The knowledge, which is being shared between the Councils – concerning senior citizens’ way of living – is being gathered and passed on to the Government, the Parliament, the counties and the municipalities by the National Association of Senior Citizens Councils.

Indeed, inspired by the work of the SCC, the Danish Parliament has passed legislation on Disabled people’s Councils (appointed out). Some municipalities have Young people’s Councils, and Integration Councils on a voluntary basis. All municipalities in Denmark have these kind of Councils inspired by the experience of SCC, and it is the proof that the democratic participatory “model” of SCC works not just for senior citizens, but also for other groups of population.

The key-informants have information about similar initiatives (i.e. with some differences) implemented in other countries (i.e. Finland, Germany, Norway, even though for example in Norway older people members of SCC are appointed by politicians and politicians are members of the Councils) and they believe that the initiative of SCC is easily transferable in many in other contexts. Anyway, to support the transferability and the implementation of the Danish experience of SCC in other countries, the key informants suggest to involve and share the idea with politicians from the beginning, and, mainly, to pass a statutory law for regulating and to make mandatory these kind of bodies, in order to enhance the ability of senior citizens to influence decision-making processes.

"I think that it would be a very good idea to spread this initiative in other countries, because it is very important to give older people a voice in political issues" [Policymaker 1].

"I think that this Danish model with Senior Citizens Councils is so good that all country should know about it. But I do not know if our model will fit your citizens and culture, but I have given you the idea" [Policymaker 2].

Appendix D2: Best Practice Report II

The key-informant for the POPP in Dorset, England, was Sue Warr, Programme Manager in Dorset. Due to both her role in the Programme, she represents an exclusive source of knowledge of the Best Practice initiative.

The Best Practice Report

The following section is taken from the Information Package disseminated to participants prior to the web-meeting. The information provided was confirmed by the representative of the Best Practice. However, it may not necessarily reflect the content of the web-meeting presentation that the POPP Programme Manager, Sue Warr, gave (which is summarised further below).

The National “Partnership for Older People Projects” – POPP was funded by the Department of Health (DoH) in 29 local authorities in England, between May 2006 and March 2009. The original objective was to develop services for senior people that promoted their health, well-being and independence and prevented or delayed the need for higher intensity or institutional care. Funding of £60m was made available by the DoH.

The national POPP was independently evaluated by a research team headed by the University of Kent over three years; the evaluation report was published in 2009.

Key findings at the time were:

- Projects developed ranged from low level services, such as lunch-clubs, to more formal preventive initiatives, such as hospital discharge and rapid response services.
- Over a quarter of a million people (264,637) used one or more of these services.
- There was evidence of reduced hospital emergency bed days as a result of the interventions. Overnight hospital stays were reduced by 47% and use of Accident & Emergency departments by 29%.

- Case coordination services were found to have helped to reduce Accident & Emergency hospital visits by 60%, hospital overnight stays by 48%, phone calls to GPs by 28%, visits to practice nurses by 25% and GP appointments by 10%.
- No adverse effects on the use of social care resources were found.
- Three percent of POPP projects had been closed (because they did not deliver the intended outcomes or because strategic priorities had changed).
- About 20% of POPP projects were fully funded through Primary Care Trusts (PCT); in 14% of projects, PCTs provided at least half of the funding.
- Using the EQ-5D health and wellbeing indicator, the researchers concluded that POPP services had contributed to better quality of life, in particular for individuals with complex needs.
- Projects involved senior people in their design and management, as members of steering or programme boards, in staff recruitment panels, as volunteers or in the evaluation. Involvement did however vary.

The **Dorset POPP** – one of the 29 local-based experiences – is a Partnership between Dorset County Council, Dorset Clinical Commissioning Group, the Third Sector and senior people.

Dorset is a county in the South-West of England with a population of approximately 400,000; about 180,000 live in Bournemouth and a further 150,000 in Poole.

Figure 5 – Map of United Kingdom, in red: Dorset



The area has an ageing population. The Tab.13 (copied from the Dorset County Council's "dorsetforyou" website) shows the 27% of Dorset County Council residents are aged 65 or older, compared with 18% of the population in the whole of England and Wales. Other sources suggest that, in 2007, 58% of people in Dorset and in receipt of council tax and housing benefit lived in pensioner households; over 70% of these were lone pensioner households.¹⁸ Numbers were rising at the time.

¹⁸ Older People's Programme (2008) Dorset POPP Final Local Evaluation Report

Table 13 – Registrar General's mid-year home population mid-year estimates (MYE's) by age bands, 2013

| Area | Total population | % aged 0-17 | % aged 18-64 | % aged 65+ |
|--|------------------|-------------|--------------|------------|
| England and Wales | 56,948,230 | 21.3 | 61.3 | 17.4 |
| South West | 5,377,600 | 19.9 | 59.4 | 20.8 |
| Bournemouth Unitary Authority | 188,730 | 17.8 | 64.3 | 17.9 |
| Poole Unitary Authority | 149,010 | 19.8 | 58.6 | 21.6 |
| Dorset (DCC Area) | 416,720 | 18.6 | 54.5 | 26.9 |
| Dorset (including Poole and Bournemouth) | 754,460 | 18.6 | 57.8 | 23.6 |
| Christchurch | 48,370 | 17.9 | 51 | 31.1 |
| East Dorset | 87,900 | 17.7 | 52.4 | 29.9 |
| North Dorset | 69,880 | 20.4 | 56.3 | 23.3 |
| Purbeck | 45,410 | 18.5 | 55.7 | 25.9 |
| West Dorset | 100,030 | 18.2 | 53.7 | 28.1 |
| Weymouth and Portland | 65,130 | 18.9 | 58.4 | 22.8 |

Source: Office for National Statistics (ONS) 2013 Mid-Year Estimates.

Note: Figures rounded

From: <https://www.dorsetforyou.com/article/344863/Key-facts-on-population>

The vision of Dorset POPP has been '*to build supportive communities to enable older people to remain living in their own homes for as long as they wish*' by developing responsive, appropriate services and activities at a localised level.

In order to ensure local focus and effective delivery of all elements of the programme, the Dorset POPP has divided the area it covers into 33 'clusters' with dedicated staff operating in each area.

The Dorset POPP has four components:

- The Champions Programme - 33 paid staff (as at 2015) working within local clusters.
- The Wayfinder Programme - 66 paid staff (as at 2015) working within the local clusters to provide signposting and support relating to any service that affects senior people.
- The Community Initiatives Commissioning Fund and the Dementia Innovation Fund, i.e. seed funding for local initiatives identified by and for senior people.
- The Strategic Board working in partnership with the outsourced service providers of the Champions and Wayfinder Programmes.

Dorset POPP also employs five Community Development Workers.

1. Background

When did the initiative start?

The Dorset Partnership for Older People Programme (POPP) was first set up in 1 May 2006.

Who proposed the initiative?

POPP was part of the National initiative conceived and funded by the Department of Health (DoH).

DoH invited Local Authorities to bid for a total of had £600m in funding for collaborative project involving Primary Care Trusts (NHS). The invitation asks Las to propose initiatives that would help to reduce DoH spending on acute services, notably hospital bed spaces, accident & emergency admissions, care homes.

Why was the initiative started?

Dorset County Council developed its plans for submission to the DoH on the premise that capacity building in the community would be most effective in achieving these output improvements. To do so, consultants were hired to help with developing the idea and writing the proposal, in consultation with organisations representing senior people in the area, such as Age Concern.

The starting point was the recognition that Dorset County Council (DCC) had an above average proportion of senior residents. The idea of building capacity within the community evolved from a shared conceptualisation of change as 'regeneration'. The objective was to help people remain in their communities.

2. Description

Legal status of the initiative

The Dorset POPP is a statutory service, funded equally by the National Health Service (NHS) and Dorset County Council (DCC); the latter is the lead (and accountable) body.

Being a statutory service precludes access to other funding opportunities, such via the Big Lottery Fund, that would be open to POPP if it adopted an alternative legal status, e.g. that of a

social enterprise. Although briefly considered, such alternative was dismissed as unnecessary since POPP was already leading to savings to the DCC (and the NHS).

Aims and Objectives

In order to achieve its vision '*to build supportive communities to enable older people to remain living in their own homes for as long as they wish*' the Dorset POPP has defined eight desired outcomes, namely that senior people in Dorset communities:

- have housing suitable for individual needs
- are socially integrated and not isolated
- are making a positive contribution and experiencing fulfilment as a result
- feel secure and safe
- feel free from discrimination
- feel financially secure
- are in good health in mind and body
- have dignity, choice and control throughout their life, especially towards the end.

Activities and policy areas covered by the initiative

Dorset has been divided into 33 clusters to ensure local focus and delivery of all elements of the programme. The clusters refer to Parish and Town Council areas.

In total, the Dorset POPP covers an area of 2673km² in the Shire of Dorset, i.e. excluding the Unitary Authorities of Bournemouth and Poole, but including Weymouth.

The Dorset POPP components are:

- The **Champions Programme** - 33 paid staff (as at 2015) working within local clusters. For seven hours each week, POPP Champions work with senior people to identify needs within their communities. With this knowledge, Champions convey to local service providers and decision makers how services can be improved. Identified needs have included, amongst others, befriending circles to reduce isolation, lunch club, exercise mornings.

Champions help senior people and organisations representing and working with senior people to explore opportunities for, and assist with applications to, the Community Initiatives Commissioning Fund. Specifically, their role¹⁹ involves:

- encouraging and supporting the involvement of senior people in the community, including those who are hard to reach and do not traditionally participate in group activities
- working with senior people to identify their aspirations and community needs
- influencing local providers of services in developing and shaping services that are centred on the needs of senior people
- using local knowledge and experience to identify existing facilities where community resource centres can be established.

Champions attend Council and Town Hall meetings and community events etc. in order to connect with senior people and to encourage linkages and initiatives.

POPP Champions were previously known as POPP Community Leaders. The name change involved no change in roles or responsibilities. It came about as a result of changing funding arrangements and the realisation that the reference to 'leaders' in the old title was not appropriate. A rule that formerly required Community Leaders to be aged over 50 also no longer applies as it was found to contravene anti-discrimination legislation. Posts are filled via usual application process. Staffing is now mixed although the majority of Champions probably continues to be senior people.

- **Wayfinder Programme:** 66 paid *Wayfinders* covering the 33 clusters of the Dorset POPP provide information on welfare benefits and pensions, social activities, exercise opportunities, transport, Telecare, carers' issues and lunch clubs and coffee mornings, to name but the most important advice. Wayfinders visit GP practices, libraries, shopping centres, *Fifty Plus Forum*²⁰ meetings etc. Each Wayfinder works nine hours a week. The Wayfinder Programme is managed by the charity Help and Care.

¹⁹ In their role, POPP Champions are supported by the local registered charity, Help and Care. Web: <http://www.helpandcare.org.uk>. Email: contact@helpandcare.org.uk. Tel: 0845 4500 418

²⁰ Fiftyplus Forums are independent action groups for people over the age of 50. They provide information about local services and developments. Representatives attend key partnership and planning meetings, and run specific projects to meet local needs. The aim is to improve the quality of life for the over 50s.

- The **Community Initiatives Commissioning Fund (CICF)** provides seed funding for local initiatives that have been identified by senior people to meet their local needs. Funding applications are appraised at a monthly meeting led by the POPP Board senior people members and supported by the POPP Programme Manager and the Community Development Workers.

Proposed projects are expected to fit the overall goals of Dorset POPP; provide a rapid response to a particular visible or contentious problem, or respond to an identified need. Projects must seek to improve the quality of life in the county and benefit senior residents of Dorset. They should also be financial self-sustainable and have a long term impact, help to build community confidence, and address longer term issues of provision of acute health and social care services. Up to £2,000 are available for funded projects.

An example of a fundable project would be a lunch club that is supported by 30 local senior people and which charges £5 per person per event to fund room hire and other expenses.

The POPP board includes four senior people (2 men, 2 women) who have been part of POPP since its inception, and three voting members from DCC, NHS and Dorset Community Action. Statutes require the POPP Board always to ensure that senior people are in a majority. The Board meets monthly as the “Exchange group” to discuss requests for funding under the CICF. Applications can be made anytime.

Over 200 initiatives have been funded to-date, including lunch clubs, table tennis clubs, computer classes, Dial-a-Ride, Neighbour Care, First Responders, exercise tutors, equipment and classes, memory cafés, singing for the brain, carer support activities, the co-ordinator of the Dorset Senior Forums, and an information trailer. Funded Projects to-date have included the

- Dorchester Social Stroke Club (a self-support group for stroke survivors, their partners or carers and volunteers from the Dorchester and Weymouth area; Contact: Jackie Sherfield; Tel: 01305 257464), and
- Dorset Food and Health Trust – “Anyone for lunch” project (a project for senior people aimed at bringing people together in cookery and healthy eating sessions; also organising community lunches and helping to set up lunch clubs).

Unlike the CICF, not only senior people but professionals operating in the dementia field can seek funding under the **Dementia Innovation Fund**. Proposed projects must meet at least one of the aims of the Dorset Dementia Strategy. These are:

- increasing early diagnosis of dementia
- increasing post diagnosis information, support and signposting
- increasing support to carers of people with dementia
- reducing ongoing support from primary care
- increasing self-supporting communities
- reducing avoidable admissions to hospitals and care homes.

Again, proposals must prove financial viability and funding for this fund is limited to \$2,000.

- The infrastructure, central Programme Management Team and Governance of Dorset POPP: the **Strategic Board** in partnership with the service providers for the Wayfinder, Champions and Evaluation Programmes. The Strategic Board is made up with representatives of the DCC and the NHS. It also includes four senior residents amongst its members. All four have been members of the Board since its inception.

The POPP also funds the salaries (and overheads) of five **Community Development Workers**. Three of these have a geographic and generic responsibility for senior people across the county (covering West Dorset and Weymouth & Portland; North Dorset and Purbeck; and East Dorset and Christchurch). The other two have specialist responsibilities work in the areas of Access to Food and Nutrition; and the Volunteer Driver and Car Schemes each covering the whole of Dorset.

Outputs/People involved in the initiative

- 63,000 contacts with Dorset POPP
- 23,000 received a service, activity, or information
- 2000 in-depth information cases undertaken
- 3000 Activities
- 600+ new volunteer posts
- 270 funded projects
- 1000+ Outcome stories / over 500 stories analysed.

From: Sue Warr (2012) Dorset POPP - Early Intervention Promoting Health, Independence and Well-being. PowerPoint presentation made 6th March 2012

Resources employed

POPP funding is currently £800,000 per annum, which covers the wages of Wayfinder and Champion staff, running costs, Community Development Workers, and includes two funds: the Community Initiatives Commissioning Fund (£80,000) and the Dementia Innovation Fund (£20,000).

In its first two years (2006-2008), the Department of Health had provided funding amounting to £2.4m. Additional details are as follows:

- DCC/NHS Dorset funding – from 2008: £800,000 annual funding (half from DCC, half NHS) (actually £1.28m for years 2008 – 2010 as using up underspent from previous year.
- DCC/NHS currently committed to retain POPP until 2020, but without cost-of-living indexing. But current contracts ending March 2016 will be re-tendered.
- Staffing (see above)
- Current annual budget: £800,000.
 - of which £50,000 is set aside for the Community Initiatives Commissioning Fund and £20,000 for the Dementia Innovation Fund.

3. Evaluation

Evaluation/Audit/Monitoring

Until 2009, the Dorset POPP engaged 15 volunteers to facilitate its Evaluation Programme designed to measure the impact of the Dorset POPP Programme on senior people and services.

Since then, £5,000 per annum has been set aside for evaluation purposes. The Dorset POPP engages the National Development Team for Inclusion to collect “outcome stories”. The Team also produced an Economic Value Report that assigned values to POPP funded projects in order to assist with cost-benefit assessments.

Strengths and weaknesses

POPP aims to change attitudes. To make POPP work, the principle is to build community capacity. POPP’s message to public institutions is to “let go of bureaucracy” (Sue Warr), to get rid of unnecessary paperwork, and to deliver services faster. It seeks to encourage Council bureaucracies to operate more like the voluntary sector where changes are made as soon as a policy or approach is found not to work, and before momentum is lost.

Transferability

The Dorset POPP is based on simple, yet seemingly effective principles of community consultation through local outreach. This simplicity makes the idea inherently transferable. However, this said, Dorset POPP is also an ambitious project that by now is firmly rooted in local government institutions and practice in the County. In fact, its history and its achievements are shaped by and, arguably, the result of institutional and political collaborations that cross traditional boundaries, and supported at grassroot, local and national government level. Moreover, Dorset POPP is comparatively well resourced and may appear costly from the perspective of some observers who may wish to emulate the Programme.

In sum, whereas intuitively simple yet effective and intelligent in approach, an initiative such as the Dorset POPP may require considerable upfront investment to achieve the coverage and sustained enthusiasm of this particular initiative.

Appendix D3: Best Practice Report III

The key-informants for the Best Practice “Senior Citizens’ Participatory Budget” in Alfândega da Fé (Portugal) were:

1. Policymakers:
 - a. Policymaker1: Berta Ferreira Milheiro Nunes, Mayor of the City. Due to both her role in the City Council and commitment with the enactment of the Senior Citizens’ Participatory Budget, she represents an exclusive source of knowledge of the Best Practice initiative.
 - b. Policymaker2: António Manuel Amaral Salgueiro, political representative of the Department of Public Works. Due to the role of the Department in the evaluation and selection of the proposals in the 2014 edition, his voice is critical to understanding the initiative.
2. Public officials: Alexandra Castillo and Marisa Velho, public officials engaged in back office meetings with the Mayor and frontline activities (dissemination and support for proposal making) with the participants of the Senior Citizens’ Participatory Budget. Due to their role in the implementation of the practice, we asked them about their points of view on strengths and weaknesses of the initiative.
3. Participant: Berta Morais, representative from the senior citizens who have initiated the Senior Citizens’ Participatory Budget initiative by proposing the winning project in the village of Castelo. Her point of view is crucial to understanding how the proposal has been developed and what the impact the Participatory Budget has had on the senior population of Alfândega da Fé.

The Best Practice Report

The following section is taken from the Information Package disseminated to participants prior to the peer review meeting. The information provided was confirmed by the representative of the Best Practice. However, it may not necessarily reflect the content of the presentation given by the Mayor of the City (which is summarised further below).

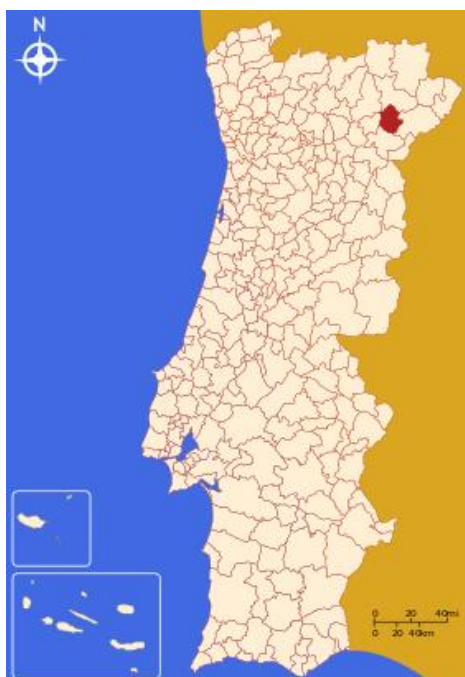
In recent years several Portuguese local authorities have decided to implement new mechanisms of participation in policymaking in civil society. The growth and diffusion of these processes in the country has been encouraged by national think tanks, research institutions and NGOs. Portugal is today the country with one of the highest rates of participatory processes in Europe.

The local government of Alfândega da Fé, led by the Mayor Berta Ferreira Milheiro Nunes since 2009, has developed new measures for more civic participation of senior citizens. In 2013, the creation of the Senior Citizens' Council followed by the launch in 2014 of the Senior Citizens' Participatory Budget represents a suitable case study of high impact for informing the international debate on age-friendly measures in policymaking.

The implementation of participatory mechanisms to decide on a share of the municipal budget earmarked for senior citizens and co-determined by them has to be understood at the light of the following scenario and set of experiences.

The Municipality of Alfândega da Fé is composed of twelve parishes in the District of Bragança in the Northern Region of Trás-os-Montes in Portugal. The Municipality has seen its population decrease dramatically in recent decades and currently has about 5000 inhabitants. Since the 1960s more than 2200 people have left the Municipality; between 2006 and 2011 alone, the areas lost almost 8 per cent of its population due to migration. In the same period, while it has been largely younger people who left the area, the number of 65+ citizens living in Alfândega da Fé has increased (5,2%). Today almost a third (30%) of the population (about 1600 people) is aged 65+, which is the highest proportion of all municipalities in the Region of Trás-os-Montes. If these trends are maintained, more than 650 people would be expected to leave the Municipality in the next decade.

Figure 6 – Map of Portugal, in red: Alfândega da Fé



A large number of senior citizens live in the rural villages around the Municipality. As they are predominantly active in farming they also often have low incomes. The majority are pensioners. These factors, together with the demographic trends, have contributed to a steady erosion of community life and a fear that the local community might be all but extinguished in the next few years.

Against this background, the local government has implemented an interesting set of measures and activities for and with senior citizens. First, the Mayor adopted suggestion from the International Age-Friendly Cities Programme promoted by the WHO - World Health Organization²¹, joining the programme itself in 2012. Between 2009 and 2010 the Municipality together with local NGOs ran a broad consultation with the city's senior population in order to map and understand their priorities and needs²². The consultation was structured in two parts:

1. A standard WHO inquiry with a randomly selected sample of 300 senior citizens which was run with the support of the NGO "Associação VIDA" ("LIFE Association")
2. Focus groups with senior citizens in the Municipality, carried out in partnership with the NGO "Associação Vencer o Tempo nas 7 Cidades" ("Beating Time in the 7 Cities Association")

The principal outcomes from both WHO inquiry and focus groups can be summarised as follows:

- **Isolation:** about 300 senior citizens - out of the 1600 senior citizens in the Municipality – were living alone. Most of them had little access to public life and services as a result

²¹ More information on the Age-Friendly Cities Programme can be accessed here: <http://www.who.int/ageing/age-friendly-world/en/>

²² More information on the consultation can be accessed here: <http://www.cm-alfandegadafe.pt/documentos/>

of poor health or inadequate public transport. The lack of public spaces in rural areas was reported to force senior citizens into social isolation.

- **Mobility:** despite the relative high density of the Municipality's urban structure, senior citizens were greatly concerned about the lack and paucity of public transport. The rural villages of Alfândega da Fé represented the areas with the biggest problems in terms of mobility as public transport was not frequent. In addition, the design of public transport (buses, trains...) was reported as not providing adequate access for senior citizens with physical restrictions or disability.
- **Housing:** most of the senior citizens claimed inadequate living conditions and poor housing. The lack of public regulation and oversight of housing projects in the areas led to housing that was inadequate for senior citizens with mobility constraints and, it was reported, increased risk of senior citizens suffering accidents (typically falls) in their houses.
- **Mental health:** sadness and depression were reported in the inquiry as a result of social isolation.

In response to these issues, the Municipality initiated a wide range of activities.

As regards the **quality of senior citizens' housing**, the Municipality ran a house-to-house assessment of their conditions. Public experts provided free advice to senior citizens on how to improve living conditions and facilitate mobility. In some cases, the public funding for housing provided by the FSAH "Fundo Social de Apoio à Habitação" was used to repair and refurbish parts of dwellings. Meanwhile, the cessation of the National Programme Solarh, aimed at supporting the rehabilitation of housing, has taken away from the municipalities, which is now limiting the scope and scale for future local intervention²³.

As regards the **mental health** of senior residents and, specifically, cases of sadness and depression, the Municipality has initiated a voluntary programme promoting house-to-house visiting and assistance in partnership with the local NGO "Liga de Amigos do Centro de Saúde"

²³ More information on the FSAH can be accessed here: <http://www.cm-alfandegadafe.pt/gabineteTFAM/63>
More information on the National Programme Solarh can be accessed here: http://www.portaldahabitacao.pt/opencms/export/sites/portal/pt/portal/docs/Legislacao/DL66_2014.pdf

("League of Friends of the Community Health Centre"). More than 35 volunteers got involved in the Programme and attended the training courses since its initiation in 2009. Since 2013, 25 of those 35 volunteers have joined the programme on the field, visiting senior citizens in their houses providing help, support and social contact when needed.

Isolation is seen as the major problem of the senior citizens' living in the Municipality. Some initiatives have attempted to improve collective activities with senior citizens. The informal group "Jovens de Outrora" ("Once Young") has been one of the most dynamic in organising meetings, walks, and other leisure activities in the Municipality. The recent increase of foreign tourists visiting the area in the summer has represented the chance for the NGO "Liga de Amigos do Centro de Saúde" to propose new language training courses and exchange schemes. These initiatives have involved also senior citizens living in the Municipality.

Combatting isolation, the Municipality is also planning to support Skype meetings between senior citizens and their families living in the abroad as part of public social activities and of Information, Communication and Technology (ICT) courses offered by the Municipality.

The University for Senior Citizens in partnership with the "Liga de Amigos do Centro de Saúde" has been addressing the problem of isolation through numerous initiatives and activities. Around 100 senior citizens are currently members of the University for Senior Citizens and involved in a wide range of activities (e.g. gymnastics, health, theatre, singing, writing, etc). The Directorate of the University for Senior Citizens is composed of one member of the "Liga de Amigos do Centro de Saúde" and two senior citizens elected by the members of the University. Today the mission of the University is to reach those senior citizens living in rural villages, who cannot move to the city and participate in social activities there. Towards this aim, the local government is planning to support the University in the promotion of new activities in the rural villages. To support and facilitate the expansion of the University's activities, the Municipality is considering reclaiming abandoned public spaces, such as local primary schools that closed some years ago as a result of declining student number.

All the initiatives rely on the commitment of the City Council to improve community life through a strong relationship of trust in the political institutions. For this reason, the Municipality has recently invested heavily in enhancing accountability and transparency²⁴. In

²⁴ The NGO TIAC "Transparência e Integridade, Associação Cívica" ("Transparency and Integrity, Civic Association"), member of the global network "Transparency International", has published the annual ranking of municipal

the Municipality's view, civic participation and transparency should be seen as two sides of the same coin that should complement each other. The Municipality understands transparency as more than providing access to information. It perceives the effective engagement of civil society as fundamental to its policy of being transparent.

«We believe that this is the best way to make politics, because politics is not about taking decision for people, it rather compels us to make decisions with people» [Policymaker 1]

Towards this aim and with the intention to induce the participation of senior citizens in formal bodies and mechanisms, the City Council initiated the Senior Citizens' Council in 2013 and the Senior Citizens' Participatory Budget in 2014. The enactment of the Senior Citizens' Council was inspired by the local senior citizens' councils operating in other cities across Portugal, as well as by the local experience of the Youngsters' Council in the Municipality of Alfândega da Fé. Following the enactment of the Senior Citizens' Council, the Senior Citizens' Participatory Budget was launched in 2014²⁵.

Looking ahead, Alfândega da Fé joined the National Network of Participatory Municipalities "Rede de Autarquias Participativas" in 2014 in order to promote participation in policymaking²⁶. The City Council is presently planning to include both Young People and Senior Citizens' Participatory Budgets within comprehensive Municipal Participatory Budget Guidelines.

transparency in Portugal from 2013. In 2014 the Municipality has been awarded as the most transparent local authority in Portugal by the NGO TIAC. Information on the "Index of Municipal Transparency" of Alfândega da Fé can be accessed here: <http://poderlocal.transparencia.pt/camara/66>

²⁵ The initiative must also be seen as a result of the wide spreading participatory processes in the country, as well as by the enactment of the Youngsters' Participatory Budget in 2013, proposed by the members of the Youngsters' Council. More information on the Youngsters' Participatory Budget can be accessed here: http://www.cm-alfandegadafe.pt/files_user/NORMAS_FUNCIONAMENTO_OPJ.pdf

²⁶ More information on the National Network of Participatory Municipalities can be accessed here: <http://www.portugalparticipa.pt/>

1. Background

When did the initiative start?

The Senior Citizens' Participatory Budget started in 2014

Who proposed the initiative?

The initiative was proposed by the Municipal Division of Social Affairs as one of a range of potential measures to be adopted in response to the outcomes of the inquiry inspired by the WHO Age-Friendly Cities Programme. The proposal was accepted by the Mayor of the City Council with the support of the City Council.

Why was the initiative started?

General aims: the City Council promotes the participation of senior citizens 65+ living in Alfândega da Fé on the allocation of a share of the annual Municipal Budget in order to solve problems that directly affect them. Its general aim is to promote more civic engagement of senior citizens to inform how problems identified in the consultation can be addressed by the Municipality.

According to Policymaker 1, the Senior Citizens' Participatory Budget aims to provide an effective response for:

- The promotion of participatory democracy principles in the Municipality in order to strengthen the relation between political institutions and senior electors.
- The improvement of public policies through the inclusion of innovative solutions provided by senior citizens.
- The optimization of the existing financial resources towards the problems identified by the senior population.

Specific goals: the Senior Citizens' Participatory Budget aims to frame new solutions to problems identified in the Inquiry. As such, the initiative does not predefine specific goals before considering the voice of participants.

«We want the senior citizens to help us in defining public policies. They know what priority is and what is not; therefore it is up to them to tell us what is best for them. So they define the priorities and we provide the instruments to implement the public policies» [Policymaker 1]

«Only by hearing senior citizens' voices it is possible to prevent the City Council from adopting wrong decisions» [Public Officials]

The 2014 event confirmed some of the outcomes of the consultation with senior population and great emphasis was given to problems concerning isolation.

2. Description

Legal status of the initiative

The Senior Citizens' Participatory Budget in 2014 provides a total of €10,000 regulated by specific Guidelines included in the City Council Budgetary Programme.

The Guidelines have been approved by the City Council in 2013 and provide information regarding competences, mechanisms and the timing of the Senior Citizens' Participatory Budget. The City Council is required to validate the Guidelines every year and implement possible alterations demanded by the Senior Citizens' Council.

The Participatory Budget proposals selected by the Senior Citizens' Council are included in Municipal Plan and Budget of the following year, not exceeding €10,000²⁷.

Activities and policy areas covered by the initiative

Senior citizens aged 65+ in Alfândega da Fé are invited to provide proposals through the mechanisms of the Participatory Budget between the months of May and June. The proposals are first assessed by the public officials of the Municipality and then voted on by the Municipal Senior Citizens' Council between the months of October and November. The results of the

²⁷ More information on the process of selection carried out by the Senior Citizens' Participatory Budget Guidelines can be accessed here: <http://webcache.googleusercontent.com/search?q=cache:btASw2XR2VYJ:www.cm-alfandegadafe.pt/documentos/download/2622fbce8444830ac45f8378b8a91b74+&cd=4&hl=pt-PT&ct=clnk&gl=pt>

Senior Citizens' Participatory Budget are published between the months of November and December.

In detail, the Senior Citizens' Participatory Budget is structured in five phases:

- dissemination of the participatory budget (March/April);
- collection of the senior citizens' proposals (May/June);
- technical assessment of the proposals by the City Council (October/November);
- vote on the proposals by the Senior Citizens' Council (October/November);
- public presentation of the most voted proposals (November/December).

In 2014, four proposals were received by the City Council. The four of them dealt with the rehabilitation of public spaces and facilities for community activities. For this reason, the proposals were analysed by the Department of Public Works. One proposal has been excluded because costs for implementing the project were thought to exceed the budget²⁸.

People involved in the initiative

All residents of Alfândega da Fé aged over 65 may propose their ideas through the Participatory Budget mechanism. The proposals can be either sent by email (Participatory Form retrievable on the City Council Website) or physically handed in at the City Council headquarters (Municipal Division of Social Affairs).

The Senior Citizens' Council, which votes on local residents' proposals, is composed by local authority and parishes' representatives, three representatives of senior citizens' organisations, eight senior citizens (and four substitutes) elected by the City Council, national and regional institutions and associations possibly committed with senior citizens' policies (e.g. "Liga de Amigos do Centro de Saúde").

²⁸ More information on the process of selection carried out by the Senior Citizens' Council can be accessed here: <http://www.cm-alfandegadafe.pt/documentos/>

Outputs

In 2014, the Senior Citizens' Participatory Budget received on a total number of four proposals. The four proposals were produced by groups of senior citizens living in rural villages. A total number of 40 senior citizens were engaged in the preparation of the proposals.

The four proposals for the 2014 edition were:

1. Project in the village of Castelo (winning proposal): rehabilitation of the Primary School and purchase of heating.
The proposal was agreed on by the senior citizens living in the village (around 25 people), all committed with farming activities. The village had, until then, no public spaces for communal meetings or leisure activities. Furthermore the village is isolated from the city centre as a result of poor road conditions as well as insufficient and infrequent public transport. Senior citizens aim to have activities (e.g. physical education, ICT training, health check-up, etc.) take place in the former Primary School. The activities will be supported by the City Council and other partners: the Community Health Centre, the Charity NGO Misericórdia and NGO "Liga de Amigos do Centro de Saúde"²⁹.
2. Project in the village of Valverde: rehabilitation of the Primary School and purchase of other facilities (heating, chairs, television, etc.).
3. Project in the village of Eucísia: rehabilitation of the Primary School and purchase of other facilities (heating, chairs, television, etc.).
4. Project in the village of Cabreira (excluded proposal): purchase of a building for collective activities. The proposal was excluded by the City Council because of high estimated costs. However the Municipality provided the former Primary School – used for touristic apartments hitherto – as a new public space for senior citizens activities.

The City Council assesses the viability of the projects in financial terms (i.e. the sum of the cost of the projects cannot be more than €10,000) and then the Senior Citizens' Council select by vote one winning project. The members vote on the winning project on the basis of their knowledge about senior citizens' priorities and necessities in the Municipality. Towards this

²⁹ More information on the winning proposal can be accessed here: <http://www.cm-alfandegadafe.pt/documentos/> and <http://www.cm-alfandegadafe.pt/noticias/680>

aim, the Senior Citizens' Council members visit proposed projects before voting. From the 2014 visits, the Project in Castelo resulted to be the most in need of rehabilitation.

According to the Policymaker 1 the decision to give to the Senior Citizens' Council the power of vote is based on two grounds:

- Method: the Senior Citizens Council is the representative body of senior citizens in Alfândega da Fé and is required to ensure that means and measures are put into place that pro-actively facilitate the participation of senior citizens in local elections. Taking into account the high rate of illiteracy, it would be hard to directly involve senior citizens in voting. For the same reason, online voting would require considerable commitment in training courses and, therefore, additional costs to the City Council.
- Context: a high number of senior citizens live in the rural villages of the Municipality. In some cases these areas are isolated and, as the 2014 edition of the Senior Citizens' participatory Budget witnesses, demand new investments for collective activities. However, not all citizens living in Alfândega da Fé are aware about priorities and necessities in these areas. As a result, if senior population were to vote directly for the Participatory Budget, the risk of underestimation for projects to be implemented in less known villages could be expected. The case of the project in Castelo is illustrative of the impact of direct in-the-field knowledge on Senior Citizens' Council members before voting.

«The village of Castelo was almost unknown to most of the members of the Senior Citizens' Council. Only after having taken knowledge of that specific reality they came to the decision to vote for that project» [Public Official]

Resources employed

Funding: €10,000 (share of the Municipal Budget)

Technical resources: the Municipal Division of Social Affairs provides the commitment of two public officials on the field: one social assistant and one expert in communication and social innovation. The two public officials are supported by the Municipal Coordinator of the Division

of Social Affairs, by the political representative of the Department of Public Works, and by the Mayor of Alfândega da Fé.

Training and enabling measures for participants: Senior citizens do not receive training in participating in the Participatory Budget initiative. However, the public officials involved in the implementation of the process support senior citizens with information throughout the whole process. In addition, the University for Senior Citizens provides a wide range of activities that aim to enable their participation in social and political life (e.g. cognitive training, leadership, writing, etc.).

Use of ICT: all the information concerning the Senior Citizens' Participatory Budget is retrievable from the official website of the City Council. In order to expand literacy and use of ICT the City Council provides free training courses on ICT. Moreover senior citizens are allowed to use a specific Participation Form for their proposals and send it by email to the City Council. In the 2014 edition senior citizens have provided the City Council with their proposals exclusively by hand, witnessing the low use of ICT in the Municipality.

Enabling measures: Senior citizens are provided with a special card for public transportation. The City Council guarantees return transport from the villages to the city centre and back for all the activities implemented with senior citizens, including the provision of proposals for the Senior Citizens' Participatory Budget.

3. Evaluation

Evaluation/Audit/Monitoring

The Senior Citizens' Participatory Budget is monitored by the Mayor of the Municipality, together with the members of the Municipal Division of Social Affairs, and the members of the Senior Citizens' Council.

All proceedings are available on the official website of the City Council³⁰.

³⁰ More information on the Senior Citizens' Council is retrievable from: <http://www.cm-alfandegadafe.pt/accaoSocial/143>

The ongoing evaluation of the 2014 edition of the Senior Citizens' Participatory Budget highlights the following outcomes:

- More dissemination is needed in order to reach more senior citizens.

«In many cases senior citizens did not even know what a participatory budget is. As a result we have used a lot of time to ensure that senior citizens knew principles and mechanisms of the process. We are sure that in the next edition more people will participate to the Participatory Budget» [Public Official]

- The methodology of the Senior Citizens' Participatory Budget is confirmed for the next year, i.e. no changes in terms of proposal-making and voting will be made.
- The winning project will be one of the scenarios for the dissemination of the next event in order to show the results of the 2014 edition.

Changes

The Senior Citizens' Participatory Budget has concluded its first event in 2014. According to the key informants the role and contribution of senior citizens is expected to increase as a result of:

- Increased dissemination of information about the PB in the Municipality.
- The PB achieving its objectives, i.e. rehabilitation of the Primary School in the village of Castelo.

«When senior citizens will see that things are done, they will understand that our commitment is serious. Most importantly, they will trust in the process of the Participatory Budget and so, in the City Council»
[Policymaker 1]

- The City Council is planning the future inclusion of both Youngsters' and Senior Citizens' Participatory Budget Guidelines within revised comprehensive Municipal Participatory Budget Guidelines.

Strengths and weaknesses

According to the key-informants the expectations for this inaugural Participatory Budget have been realised. As they put it, the strengths of the process have been:

- Spontaneous self-organization of meetings among senior citizens for the definition of the proposals. In some instances, local political representatives supported these meetings, however their main driver was the active self-engagement of senior citizens.
- Collective meaning and weight of the proposals in terms of collective life and public spaces.

«They came up with ideas for the community as a whole» [Public Official]

«All the proposals are consistent with the City Council competences. This outcome demonstrates high pragmatism of senior citizens as concern public life» [Policymaker 2]

«We have to think in the present and in the future, we don't have to think just about ourselves» [Participant]

- The PB has two primary objectives. First, to improve relationships between the City Council and citizens and encourage new forms of interaction. Second, to increase awareness of priorities and needs of senior citizens.

According to the key informants the weaknesses specifically concern two aspects of the use of IT in the Senior Citizens' Participatory Budget:

- Lack of wireless connection in most of the villages, which compromises wide spread dissemination and further online improvements of the process.
- Insufficient ICT literacy, which reduces the scope for using online tools and communications in the PB process.

Both wireless connection and ICT training courses are understood to need improving for the next round of the PB.

Transferability

The Senior Citizens' Participatory Budget in Alfândega da Fé is innovative in that it aims directly to engage senior citizens on public spending decisions. Through these co-decisional mechanisms the City Council aims to break with patterns of paternalistic political cultures that see senior citizens as passive actors.

«Very few experiences in Portugal see senior citizens as active citizens who are able to have a say and decide over public decision-making processes» [Policymaker 1]

«The point is that senior citizens are often given services without asking what they really need» [Public Official]

The key informants believe that the inclusion of senior citizens in the process of policymaking has had a direct positive impact on the effectiveness of public policies.

According to the interviewees there is no need of additional resources to make processes such as the Senior Citizens Participatory Budget possible. Rather what is needed are:

- Political will to initiate the process towards achieving better public policymaking.
- Technical expertise of the team engaged in the process in both back-office and frontline activities.
- City Council capacity to accomplish and be accountable for achieving the PB objectives.

«Public authorities have the instruments to make things happen. It is not a matter of having extra financial resources» [Policymaker 2]

The transferability of the PB process would therefore seem to depend on the degree of adaptation to specific contexts and resources. Critical are public authorities' receptivity to social demands and their awareness of the resources at hand. Participatory budgets can be applied flexibly and hence be innovative in the way they respond to social needs.

In sum, transferability calls for:

- Adaptation (context)
- Receptiveness (demands)
- Awareness (resources)
- Flexibility (solutions)

Finally, and taking the Senior Citizens' Participatory Budget in Alfândega da Fé as a key example, the effects of the process may be better amplified when relying on previous actions with senior citizens.

«If we had not worked previously towards more engagement of the senior citizens, it would have been impossible to initiate the Participatory Budget» [Policymaker 1]

This point should be understood as a recommendation. The Participatory Budget needs a solid basis, since it should not be seen as a solution *per se*. The Participatory Budget is rather an instrument for new effective solutions.

Therefore, public authorities should promote self-organization of senior citizens and support them in their activities in the most transparent way. Towards the aim, it is necessary to support senior citizens' capacity to decide upon, and then also to provide them with, the right instruments to do just that.

Appendix E: In-depth case-studies

Based the review of the most relevant literature on the theme, and the selection of good practices in Europe, our initial intention was to conduct a series of case-studies of successful initiatives, which would later be subjected to a comparative analysis. However, as our research work progressed, it became apparent that a more cost-effective approach was to organise a set of Peer Review meetings.

The Peer Review methodology had originally been adopted by the European Commission as part of the Mutual Learning Programme and developed under the European Employment Strategy. Taking inspiration from this, three Peer Review meetings were organised to explore factors that may enhance (or hinder) the participation of senior citizens in the policy process.

The following Appendixes describe in detail each one of the three Peer Review meetings, which occurred as follows:

- Peer Review meeting I: August 12, 2015 as web-meeting
 - One Best Practice (two representatives)
 - Two Peers (one representative each)
 - Three Experts
- Peer Review meeting II: August 20, 2015 as web-meeting
 - One Best Practice (one representative)
 - Two Peers
 - Three Experts
- Peer Review meeting III: April 27, 2015 as meeting
 - One Best Practice (one representative)
 - Two Peers (one representative each)
 - Three Experts

Appendix E1: The Peer Review I Meeting

Background and brief description of the Peer Review I Meeting

This chapter summarises the peer review of the **Senior Citizens' Councils in Denmark**. The case was selected to identify which mechanisms can enhance the ability of senior citizens' councils to influence public policies.

The Appendix C1 includes the Best Practice Report collecting information retrieved from the interviews with the key-informant of the Senior Citizens' Councils in Denmark. The Report is reproduced with some ex post editing.

The Peer Review I proceeded as follows:

- After a review of existing evidence and case studies, the WP9 team identified the Senior Citizens' Councils in Denmark as a best practice case (February 2015).
- MOPACT team prepared Best Practice Report, which brought together institutional data and information collected through interviews with key-informants of the best practice (information collected and collated in May and June 2015)
- The Best Practice Report was disseminated to peers and experts ahead of the Peer Review (on 27 July 2015)
- A web-meeting was conducted with peers and experts (on 12 August 2015)
- The findings from this process are summarized in this report (October 2015).

The **Senior Citizens' Councils in Denmark** was selected as an example of best practice on two grounds. First, the creation of this type of bodies is mandatory and regulated by a statutory national law. Second, and most importantly, the members of the Senior Citizens' Councils are, by force of law, directly elected by the local senior citizens (aged 60 plus).

The Danish experience presented by the representative of the National Association of Senior Citizens' Councils in Denmark Marianne Lundsgaard was discussed in the peer review web-meeting by two "peers", who represent initiatives that are comparable and that can therefore help to identify the mechanisms that might enhance (or hinder) the ability of senior citizens to influence policy-making through this type of bodies.

Peer I was the Senior Citizens' Council in Dortmund (Germany). Public participation of seniors in political decision-making in Germany is organised at regional and local level. The Memorandum for 'Participation in shaping and decision-making: senior citizens in their local community' was issued to provide guidelines for the Federal Programme 'Active in Old Age' in 2008. This programme promotes the constitution of consultative bodies to represent the interests of senior citizens at both regional and local scale (Bundesländer/ Federal Lands)³¹. There are around 1,300 senior citizens' councils in Germany, operating at either regional or local levels, including in the city-states of Hamburg and Bremen. In the Region of North Rhine-Westphalia, there are 396 municipalities and 164 local consultative bodies³². The Senior Citizens' Council in Dortmund is one of a minority of councils in the region (about one third) whose senior citizens representatives are directly elected every five years by postal vote open to residents aged over 60. This is similar to the Danish peer initiative. However, unlike the Danish case, there is no national statutory law in Germany that enforces regional or local consultative bodies or that regulates modalities of membership election. The establishment of such bodies in Germany can be enshrined into regional law, as is the case in North Rhine-Westphalia.

Aim: The Dortmund Senior Citizens' Council (DSCC) is the democratic legitimated representative of senior citizens in Dortmund. Its job is to get involved in the forming of a suitable city for senior citizens, to observe their interests and to represent them.

Statutory Regulation: the democratic legitimation of the DSCC, once only composed of welfare organisation representatives, dates back to 1990 (August 16th). In 1994, it became independent from the administration and was established in the main constitution of the city. In 2005, the DSCC office was connected to the social department.

Statutory power/role: The DSCC supports the interests of all senior citizens and receives their wishes; it is a speaker in the council of Dortmund, in the administration of the council and in the 12 local districts as well as in welfare organisations. It takes an active part in the committees of the council of Dortmund especially regarding planning and tasks that concern senior citizens (help for old persons, housing politics, city development, traffic, culture and education policy as well as security); it gives information to and consults elder people.

Method of Participation of Senior Citizens: The DSCC is elected by the more than 60 years old citizens of the city. The DSCC consists of 27 members who come from 12 city districts. There is one senior office in each local district network with "round table" and neighbourhood helpers. Seniors can participate in DSCC events and consulting hours for seniors usually 2-3 times per month and in the main public conference, which takes place 6-7 times a year to discuss proposals issued by the DSCC four study groups (care within old age; housing and living; culture, sports and leisure time; public relation work) to present to the council of the city. DSCC has a secretary at disposal (15 hours a week), paid by the city. The members do honorary work but get an expense allowance of a maximum of €73 per month. Out of that, the DSCC has a budget of approximately €6,000 a year.

³¹ Information on the Federal Programme "Aktiv im Alter" (Active in old age) issued by the Ministry of Family, Senior Citizens, Women and Youth (Bundesministerium für Familie, Senioren, Frauen und Jugend) in 2008, can be accessed here: <http://www.bmfsfj.de/BMFSFJ/aeltere-menschen,did=103700.html>

³² Information on the North Rhine-Westphalia Senior Citizens' Councils can be accessed here: <http://www.lsv-nrw.de>

Information on the Dortmund Senior Citizens' Council can be accessed here: http://www.dortmund.de/de/rathaus_und_buergerservice/lokalpolitik/wahlen/seniorenbeiratswahl/in dex.html

Peer II was the Older People Councils in Ireland, exemplified the case of Dublin. Unlike in Denmark (at the national level) and in Germany (at regional/local level), the creation of ‘Older People Councils’ in Ireland is not enshrined by law, but is the product of the implementation of a national strategy – the “Age Friendly Cities and Counties Programme” signed up by all 31 Local Authorities – and is endorsed by both the Irish Government’s National Positive Ageing Strategy and the Ireland’s Programme for Government 2011-2016³³. There are 20 Older People Councils currently operating in the country and the Older People Council in Dublin city is one of the four Older People Councils in Dublin County. The citywide Older People Council is being set up together with five area Councils, after Dublin Local Authority decided to join the “Age Friendly Cities and Counties Programme” in 2014³⁴.

Aim: The Older Peoples Council is, in many ways, the key group of the Age Friendly Cities and Counties Programme. It brings the concerns and experiences of senior citizens to the Age Friendly Alliance and the voice of senior citizens to the decision making process of the Age Friendly Initiative throughout the City/County. It is an active and equal partner in raising issues of importance to senior citizens that can go on to inform and influence the work of state and voluntary agencies.

Statutory Regulation: Although historically Older People Councils have existed for years in some Local Authority Areas, the National Positive Ageing Strategy (2013) under the Programme for Government (2011 – 2016) commits to the establishment of senior citizens councils by all Local Authorities. So far, 18 Older People Councils have been established and the remaining OPCs are to be established by the end of 2015.

Statutory power/role: The OPCs represent the views of senior citizens, and keep senior citizens up to date on key Age Friendly County initiatives and structures. They are consulted for and collaborate to the establishment of City or County Age Friendly Strategy (a strategy promoted on the national, regional and local level).

Method of Participation of Senior Citizens: Membership is made up of individuals and group representatives who submit a membership form and become thus representatives of the city or county as a whole. Executive membership are elected by members of the committee and re-appointed bi-annually. A chair and a vice chair are elected, independent of the agencies involved with the Age Friendly Alliance, as all executive members. City and County wide Older People Council meets annually as a group, the executive steering group every 6 – 8 weeks. It elects the representatives onto Age Friendly Alliance and any other working groups / thematic groups. An annual general assembly of the OPC takes place to report back on progress and elect new executive steering group.

³³ Information on the Age Friendly Cities and Counties Programme can be accessed here: <http://agefriendlyireland.ie/>

Information on the National Positive Ageing Strategy can be accessed here: <http://health.gov.ie/healthy-ireland/national-positive-ageing-strategy/>

Information on the “Programme for Government 2011-2016” can be accessed here: [http://www.taoiseach.gov.ie/eng/Work Of The Department/Programme for Government/Programme for Government 2011-2016.pdf](http://www.taoiseach.gov.ie/eng/Work%20Of%20The%20Department/Programme%20for%20Government/Programme%20for%20Government%202011-2016.pdf)

³⁴ Information on the Older People Council in Dublin can be accessed here: <http://www.dublincity.ie/agefriendlycity>

The two peers presented their respective initiatives and were also invited to draw comparisons with the Senior Citizens' Councils in Denmark.

In addition, the experience of the "Senior Citizens' Councils" in Denmark and its potential transferability to other political contexts was also commented by three experts. The experts were:

- From the "Social Rights" Department - Municipality of Lisbon, the political representative João Afonso
- From Age Platform, Belgium, the policy officer Philippe Seidel
- From the Institute of Gerontology, Dortmund University of Technology, Germany, Barbara Eifert.

Report of the Peer review I Meeting

The Peer Review took place on 12 August 2015 through a web-meeting, from 9.00 AM to 12.00 AM (GMT).

The attendees of the meeting were:

- Roberto Falanga (ICS-UL, WP9 – Task 5 Coordinator and Chair of the meeting)
- Marco Socci (INRCA, WP9 - Task 5 Partner, co- Chair of the meeting)
- Agnès Romanini (INRCA)
- Andreas Cebulla (NIESR)

- Marianne Lundsgaard (National Association of Senior Citizens' Councils, Denmark)
- Elisabeth Brand ("Senior Citizens' Council", Dortmund, Germany)
- Pat Doherty (national Programme "Age Friendly Cities and Counties in Ireland" – representative of the "Older People's Council", Dublin, Ireland)

- João Afonso ("Social Rights" Department - Municipality of Lisbon, Portugal)
- Philippe Seidel (AgePlatform, Belgium)
- Barbara Eifert (Institute of Gerontology, Dortmund University of Technology, Germany)

Web-meeting Schedule

- Presentation of Peer Review methodology by the MOPACT team by Marco Socci and Roberto Falanga
9:00-10:30am
- Presentation of the Best Practice “Senior Citizens’ Councils” (Denmark) by Marianne Lundsgaard, Head of Secretary of the National Association of Senior Citizens’ Councils
10:30-11:00am
- Feedback and discussion of success/blockage factors, and potential of transferability of the Best Practice by ‘Peers’:
 - Peer I – Elisabeth Brand, former chairman of the “Senior Citizens’ Council” in Dortmund (Germany)
11:00-11:15am
 - Peer II – Pat Doherty, “Older People’s Council” in Dublin (Ireland)
11:15-11:30am
 - Discussion
11:30-11:45am
- Feedback and discussion of success/blockage factors, and potential of transferability of the Best Practice by ‘Experts’:
 - Policymaker – João Afonso (Municipality of Lisbon, Portugal)
11:45-12:00am
 - Stakeholder – Philippe Seidel (AgePlatform, Brussels, Belgium)
12:00-12:15am
 - Researcher – Barbara Eifert (Institute of Gerontology, Dortmund University of Technology, Germany)
12:15-12:30am
 - Discussion
12:30-12:45am
- Summary of findings by the MOPACT team
12:45-13:00am

Introduction

Marco Socci and Roberto Falanga provided an overview of MOPACT and gave details about the aim of the Work Package 9 – Task 5 concerning enhancing civic and political participation of senior citizens in Europe. In introducing MOPACT, they pointed out that the overarching objective of the programme was to “provide research with practical evidence upon which Europe can make longevity an asset for social and economic development”.

One important aspect of this particular WP 9 was to identify best practices and promising approaches that have the potential to advance the participation of senior citizens in policy-making. Such initiatives were expected to assist in addressing emerging distributive conflicts and help with adapting to social change.

The identification of good practices led eventually to choose the Senior Citizens’ Councils in Denmark as one of the three best practices to study, essentially for two reasons:

- the creation of this type of bodies (i.e. Senior citizens’ councils) is mandatory in Denmark and regulated by a statutory National Law
- the members of the Senior Citizens’ Councils are, by force of law, directly elected by the local senior citizens.

The Peer Review may play its part in enhancing the political participation of the senior citizens since it aims to encourage mutual learning and assess the transferability of the best practice. It finally aims to identify the factors that can enhance or hinder participation of senior citizens in policy-making processes.

The best practice: the Senior Citizens’ Councils in Denmark

The experience of the Danish Senior Citizens’ Councils was presented by Marianne Lundsgaard, Head of Secretary of the National Association of Senior Citizens’ Councils.

Marianne Lundsgaard (Senior Citizens’ Councils, Denmark)

In 2014, the Danish population aged 65 and over was 18.2% and this proportion is increasing (+3.4% from 2004; in 2030 it will be about 27%). Many senior citizens today are physically well-functioning until their old age and want to contribute to society. In this context, it is important

to ensure that policies and services for senior citizens are developed in collaboration with representatives of senior citizens themselves.

The senior citizens' organisations date back to the 1990s, when local cooperation forums in municipalities named *Ældreråd* (SCC) were established in order to promote the involvement of senior citizens in local decision-making. At the beginning the activities were focused on promoting a more formalised dialogue between politicians, civil servants and senior citizens. They wanted to have influence on local policy for senior citizens, and they wanted that local politicians would seek and listen to their advices.

This bottom up approach for policy engagement reached a turning point in the year 1996 for the Danish Law decided to regulate the forums and transformed them into a statutory requirement in all municipalities. At that time, senior citizens' organisations were present in about half of the Danish municipalities so that the national government decided that passing such a law could benefit all the municipalities.

The SCCs members are elected every four years by direct election among, and by, all 60+ year-old citizens. It means that senior citizens have the right both to vote and to run as candidate. The 60+ threshold do not represent the retirement age (65+), but the age at which one can retire depending on the number of years of contributions. People elected in the SCC must not represent political parties and/or organizations: they are elected as citizens and they represents "only" all senior citizens of their municipalities at the political level, without representing specific interests of a single senior citizens' organization and/or of a single political party. Former civil servants at a high level and former politicians run for election too because they may finally work more freely in the council than what they have done before.

The SCCs comprise around 1,000 members. Every SCC has a specific organization according to the law, but typically, they have ten members on average: a person in charge (a president), and small groups of elected senior citizens interested/specialized in some areas (i.e. home care, nursing homes, traffic, etc.). No gender differences are to be noted.

Many SCCs have press groups, in order to write articles in local newspapers to inform citizens about their work.

Beyond the mandatory consultation issued by National Law, the SCCs can carry out some other activities (i.e. debates, public meetings, etc.) and hearings with local older population.

In addition to consult the local SCC in formal decision-making processes, many local City Councils involve the SCCs and their members in planning the construction of new care housing, relocation of bus stops, developing special measures for people with Alzheimer's, etc.

SCCs' mission is to work for all senior citizens in the municipality through identifying relevant issues and new ideas/proposals for older population and report the findings to the City Council and local politicians. SCC have a statutory right to be heard in all proposals on local policy relevant for senior citizens, which ensures that their opinions are heard.

The SCC can also influence the City Council's proposal of the municipal budget for the following year as a consulting partner by providing ideas and suggestions about policies and activities that municipalities have planned/will plan to implement in the following year.

The main goals of the SCCs are:

- to give a "voice" to senior citizens in local decision-making processes, because there were a widespread need of more formal representation and participation of senior citizens (and of their organizations) in local politics
- (from the point of view of local politicians) to have a formalised body which could represent the voice of senior citizens and of their organizations (without the necessity of interacting with several organizations, as in Denmark there is a huge number of organizations - also seniors citizens organizations - asking something to politicians).

The SCCs have to be involved by the City Councils in all issues concerning senior citizens. Mostly, they work on policy areas that affect senior citizens' lives such as primary health care, health and social policies, cultural policy, standard of public services, traffic planning, local infrastructure and active ageing. For instance, SCCs work and counsel local politicians on the use of IT, welfare technology and digital solutions (including telemedicine), care housing, house cleaning, local transport and policies on specific issues, such as dementia.

The creation of a National Association of Senior Citizens' Councils – NASCC (*Danske Ældreråd*) followed the institution of the Senior Citizens' Councils in 1999. It supports and advises the 98³⁵ SCCs on specific issues affecting senior citizens, promotes training, and provides

³⁵ Corresponding to the 98 Danish municipalities created after the Danish Local Government Reform that came into force the 1st January 2007.

counselling activities for senior citizens. Moreover, by being a member of the NASCC, each council has a national political representation, in relation to national politics, as well as in relation to other national NGOs. Nevertheless, the function of the Association is also to support and put focus on the political work, which is being carried out by the local members of the Senior Citizens' Council, without interfering.

The NASCC organises courses, conferences and workshops with different themes in order to help Councils around the country, publishes newsletters and reports and advises the Senior Citizens Councils whenever they have any doubts.

As for funding, the NASCC receives from the Danish Government 1,000,000 Danish crowns a year, i.e. approximately €134,000 per year and the SCCs pay it a fee. The SCCs receive funds from the Municipality Budget (reimbursed by the Danish ministry of Finances). Recently, the Danish Government decided to provide more funds for senior citizens' needs and services (around 1 billion of Danish crowns).

After 20 years of experience, old people members of SCCs have developed a more active role, and today people listen to them more: they are more acknowledged, because senior citizens in municipalities have realized the effectiveness of activities and work done by SCCs' members. More people run for elections, and the percentages of voting by senior citizens in municipalities when there is an election for the SCC is around 52%.

The major achievement stemming from the creation of the Senior Citizens' Councils, is the creation of a culture of dialog between the City Council, local politicians, civil servants, and of course, with the citizens themselves. This culture is a driver for developing and implementing better policies and initiatives for older citizens. There is still room for improvement since not all the 98 SCCs are working in the same way, with a very positive effectiveness. It means that the few SCCs with less positive "performance" need advices, support initiatives and training activities provided by the National Association of Senior Citizens' Councils, and to share knowledge and practices with other SCCs.

Regarding the "internal" transferability, the Danish Parliament inspired by the work of the SCC has passed legislation on, respectively, Disabled people's Councils, Young people's Councils, and Integration Councils. As a result, all municipalities in Denmark have these kind of Councils

inspired by the experience of SCC, and it is the proof that the democratic participatory “model” of SCC works not just for senior citizens, but also for other groups of population.

Likewise, “external” transferability is possible. The initiative of SCC is transferable if the implementation is supported by the involvement of politicians from the beginning.

It is crucial to pass a statutory law for regulating and to make mandatory these kind of bodies in order to enhance the ability of senior citizens to influence decision-making processes.

It is also crucial that the country where the model is to be transferred to possesses or at least allows for the creation of a culture of dialog.

The Peers and their presentations

Elisabeth Brand (Dortmund Senior Citizens’ Council)

Elisabeth Brand presented the German example of the constitution of a Senior Citizens’ Council in Dortmund. The Dortmund Senior Citizens’ Council (DSCC) was at its beginning composed of representatives of the welfare organizations. It was only in 1990 that the Council of the city decided its democratic legitimation through direct election by senior citizens. Until 1994, the office depended from the municipality. That year, the establishment of the DSCC entered in the main constitution of the city and a year later, it was connected to the social department. However, even though citizens over 60 years old directly elect the 27 members out of the 12 city districts of the Dortmund Senior Citizens’ Council (DSCC) by absentee ballot every five years, no national statutory law exists on senior citizens’ councils on the contrary to Denmark. Germany’s federal structure explains this state of art and the fact that no national association of the SCCs exists, even though Elisabeth Brand believes there is a need for one. Moreover, at the regional level, not all regions have instituted SCCs since every *Land* can decide on its own if implementing a SCC and even in the North-Rhine-Westphalia region where they are enshrined by laws, SCCs are not present in all cities and especially not in small cities and in the countryside.

The DSCC’s aim is to support the interests of all senior citizens and receives their wishes in the forming of a suitable city for senior citizens. It gives information to and consults senior citizens. Therefore, it makes senior citizens’ voice heard in the city council of Dortmund, in the administration of the council and in the 12 local districts as well as in welfare organisations. It takes an active part in the committees of the council of Dortmund especially reading the planning and the tasks that concern senior citizens and, in particular in the:

- committee of welfare, work and health
- committee of services for citizens, public order, suggestions and complaints
- committee of culture, sports and leisure
- committee of environment, town planning, living and real estate
- committee for economy and support of employment
- committee for children, youth and family
- committee for integration political network for disabled persons.

Unfortunately, in the view of Peer 1, the DSCC is not part of the financial committee, which represents a real disadvantage.

The DSCC has representatives in the assembly of all senior citizens' councils in North Rhine Westphalia, and, in Dortmund, in the forum of the city for help and care and in the health conference of the city.

A small number of members (5 to 7) is working together in workshops in order to present important and interesting subjects at the DSCC's main public conferences that are held 6 or 7 times a year, where the proposals that are being put up in the city council are decided - after the discussion took place in the board by its 5 members.

The DSCC works in 4 study groups:

- care to senior citizens: this group conducts and reports its researches within senior citizens' home, visits the institutions and invites speakers (medicine doctors etc.) to speak about legal and financial guidelines
- housing and living: this group tries to let old persons live as long as possible in their homes, contacts housing programmes, housing requirements also for disabled persons, tries to find out a subsidy for renovations so that senior citizens can stay in their home - barrier free
- culture, sports and leisure time: this group watches the local theatre and music scene, contacts the local main library on initiatives, all museums and the city's main sport organisation
- public relation work: this group issues statements on relevant senior topics, presents the DSCC as often as possible in organisations/events, publishes 4 times a year a newsletter called 'Seniors today'.

At the local level, DSCC members take part in meetings where they can actually propose things, contact the welfare organisations, visit senior citizens' homes and take part in their events, contact meeting places for old citizens. Moreover, there is one office for senior citizens in each local district of the town where to organize events and have consulting hours for seniors usually 2-3 times per month. The office is provided with a secretary for 15 hours and paid by the municipality. The office is also supported by two social workers, one of them from the municipality and the other from the welfare organisations.

In a city where one third of the population is over 60 and where a large share of older women need to be supported, the DSCC has managed to obtain an expense allowance (paid by the municipality) that can reach €73 per month for female members, in order to increase the participation of older women in this council. Other than these allowances, the DSCC has a budget of €6,000 a year to use for meetings, etc.

Despite its long existence, only 27.8% of the old population participated in the elections of the DSCC, a result that is improving thanks to the efforts of the public relation work even if it remains less impressive than the circa 50% in the Danish case.

When comparing the DSCC with the best practice, Elisabeth Brand pointed out that the Danish experience benefits especially from a statutory national law, which gives their SCCs their legitimacy, and the creation of the national association to support the local SCCs. Such law would be desirable and needed in Germany but the situation is more complex due to the size of the country and its federal structure. This notwithstanding, it is the objective of DSCC to influence the federal and national government to pass such a law.

Pat Doherty (Older People's Council in Dublin, Ireland)

Contrary to Denmark and Germany, Ireland is a relatively young country with only 12% of the population aged 65+, expected to grow to 22% by 2046. Nevertheless, Older People Councils (OPCs) have existed from the late 90s, early 2000 in some local authorities areas, maybe under different names (Age Equality network, Network of older people, etc.). Since 2013 however, the National Positive Ageing Strategy under the programme for government (2011-2016) commits to the establishment of OPCs by all local authorities. To date, 18 OPCs have been established.

The key governmental document regarding senior citizens engagement is undoubtedly the 2013 document called 'The National Positive Ageing Strategy'. This strategy supports "all ages and senior citizens to enjoy physical and mental health and wellbeing to their full potential and promote senior citizens' engagement in economic, social, cultural, community and family life, and foster better solidarity between generations". The Programme for Government commits to the establishment of Older People Councils by local authorities, where members of the community can raise local concerns or issues of importance. In establishing these Councils, local authorities should ensure among other things that:

- their composition is representative of the diversity of the older population at the local level
- they are linked with local groups of senior citizens
- the participation of the most vulnerable is supported.

The present restructuration of local authorities under the programme 'Putting People First' plays also its part in supporting the creation of OPCs. According to the subsidiarity principle, this programme states that "local government will be the main vehicle of governance and public service at local level leading economic, social and community development, delivering efficient and good value services and representing citizens and local community effectively and accountably".

This programme promotes local community development committees, local economic and community plans, special strategic committees and public participation networks - a local authority formal mechanism to enable the public to take an active and formal role in the policy making. As for the link with OPCs, the 'Putting People First' programme already indicated that the local economic and community plans will support senior citizens strategy and OPCs are registered under the local public participation networks.

Finally, the Ireland's 'National Age Friendly Cities and Counties' programme enhance the involvement and participation of senior citizens in decision-making process. According to the World Health Organization definition, "An Age-friendly City (and community) encourages active ageing by optimizing opportunities for health, participation and security in order to enhance quality of life as people age. In practical terms an age-friendly city adapts its structures and services to be accessible to and inclusive of senior citizens with varying needs and capacities". In Ireland, this programme took the form of a framework for developing Age

Friendly Communities. It provides a vehicle for multi-agency engagement to age-related planning and service provision that includes senior citizens in the process. The Ireland's national programme started in 2009 and in 2014 all the 31 local authorities signed up to this national programme. All authorities are thus currently developing an age friendly programme in Ireland or have to develop one, regarding the following domains: outdoor spaces and buildings, transportation, housing, social participation, respect and social inclusion, civic participation and employment, communication and information, community support and health services. After the programme is launched, senior citizens are supposed not only to be consulted but also to take an active part by co-designing solutions as they are involved in the process of building the local strategy in the consulting and planning phases.

The OPC, as a representative group of senior citizens within a local authority catchment area, is the cornerstone of the entire Age Friendly Cities and Counties programme. Having senior citizens involved in the Age Friendly Cities and Counties programme is essential to ensure that organisations respond to the real concerns and issues of senior citizens, rather than what they identify them to be. The OPC is not a campaigning or lobby group but an active and equal partner in raising issues of importance to senior citizens that can go on to inform and influence the work of state and voluntary agencies.

Contrary to Denmark and Germany, the creation of OPCs only started two years ago and is still an ongoing process. To date, 15 OPCs remain to be established by the end of 2015 or the beginning of 2016.

Once established, a City and County wide OPC meets annually as a group. An executive steering group is established from every city / county council and meets every 6 to 8 weeks. It is in charge for 2 to 3 years and elects the representatives onto the Age friendly alliance and any other working or thematic group (housing, transport, health, etc.). Each OPC holds an annual general assembly to report back the progress and elect the new steering group when needed.

As for the supporting capacity, OPCs are to be linked within all Local Authority Public Participation Networks. A capacity building exercise is underway in partnership with NGO's and programmes such as Age Friendly Ireland, Age and Opportunity and Touchstone and a biannual national gathering of OPCs was convened facilitated by Age Friendly Ireland.

To sum up:

- Older People's Councils are central to the consultation with senior citizens and in the construction of City or County Age Friendly Strategy
- All OPCs are registered formally under Public Participation Networks
- All OPCs have seats on the Area, City or County Alliance
- Macro to Micro and vice versa feedback
- In July 2015, the first National gathering of OPCs representatives has taken place.

The OPCs have influenced the Age Friendly Cities and Counties Programme in a number of ways:

- Members of OPCs are involved in thematic and specific working groups within city or county Age Friendly Programmes, identifying problems and co-designing solutions
- Members of long standing OPCs have been involved in the development of new local authority consultative structures at a local level
- Submission to local authority for a number of city and county strategies – e.g. Louth Retail strategy
- OPC members are active in national over 55 fares, promoting social and active engagement
- Supported local Age Friendly activity i.e. walkability audits, Age Friendly Towns Initiatives, mystery shoppers, information sessions (weekly / monthly basis).

The rationale behind all these programmes is also to change the image of senior citizens, from a culture of dependency to a culture that acknowledges the innovation and proposition potential of senior citizens.

When comparing the OPCs with the best practice, Pat Doherty wondered how to involve the people who normally do not get involved, since local authorities are committed to the establishment of OPCs but their establishment is neither mandatory nor regulated by law at present, in opposition to what appears to be the biggest strengths of the Danish experience. Moreover, he also wondered about the funding of the OPCs since it depends on the local authority willingness/possibility and since for the time being no national association exists that can either support the work of the local OPCs or benefit from subsidies, unlike the best practice.

In an attempt to create efficient OPCs in Ireland, the Danish best practice is therefore considered by Pat Doherty as an example to follow.

Discussion

First, Marianne Lundsgaard answered to a question from Elisabeth Brand regarding the attendance allowance. She explained that Danish members of the SCCs were initially not supposed to receive any kind of “wage”. It was only after members of the Council for Disabled People, which was created after the SCCs model, were granted attendance allowances that the SCCs members started to ask for an allowance too. They now receive €30 (for which they have to pay taxes) for attending their SCC monthly meeting.

Then, she commented about the other initiatives. According to her, some of the work done by the Councils in Dortmund and in Ireland is a work that is usually done by senior’s organizations. On the contrary, in Denmark, the SCC does only political work and is not involved in activities or services. It is rather giving advices to politicians and initiates new debates together with the local organisations.

As for the financial side, the SCCs in Denmark are very well aware of the budget. In their attempt to obtain money for senior citizens they also work closely with the other organisations such as youth organisations in order not to create a gap between them and the young.

The Experts

João Afonso (“Social Rights” Department - Municipality of Lisbon, Portugal)

In Lisbon, the overall population amount to half a million inhabitants, with a mean age of 44 years. Senior citizens (aged 65+) represent a quarter of the total population (19% for Portugal). Among the old, 85,000 people are living alone and there are 186 senior citizens for 100 children and young people. The municipality of Lisbon is working on active ageing and is committed in promoting daily-life autonomy, supporting mobility and preventing loneliness, developing strategies to fight social risk situations, boosting the conditions for political, cultural and social participation and promoting the participation into decision-making processes.

Lisbon's experience in people's participation dates back to the 1992 with the creation of the local youth council. After that, several other councils were built in the 1990s (intercultural and citizenship, disability, equality, etc.) until the institution of a senior citizens council this year. All councils ground on different basis, a National Law for the youth, participation in municipality assembly for the intercultural council, the result of a national equality plan, etc. However, all councils share the same goals. They are all meant to discuss the local policies and express their views about the budget regarding specific matters.

According to his experience, João Afonso pinpointed in the Danish Senior Citizens' Councils the following success factors:

- Deepening democracy in general and within senior groups in particular
- Defending senior's Human Rights
- Long-term process of senior participation (since the 90's)
- National basis and action – running as a network, under national legislation
- Bottom-up initiative, engaging seniors from the very beginning of the decision making process
- Power to influence effectively local policies
- Gender equality approach
- Away from organisations and parties' lobbies, by directly electing senior individuals
- Annual budget allocated to the initiative
- Permanent staff developing the initiative
- New permanent dialogue channels between relevant stakeholders – seniors individuals, local politicians, organisations, others, etc.

He identified also the following barriers:

- As an affirmative/positive policy, there is the risk of becoming a “ghetto” on senior matters only
- With the creation of other local councils (youth, disability, etc.), there is the risk of lack of intersections amongst the different policy areas
- It's in one organisation's hand (NASCC)
- Small structures (10 individuals/each on average) could lead to lack of representativeness

- The budget that the municipality has available is often insufficient to guarantee the implementation of the requested (by the SCC) actions.

As for the transferability of the experience, João Afonso believes that in general, this practice could be easily transferable for Lisbon, if they would focus on the methodology, only: defining the council, running the election, supporting the council meetings and having the proposals for the municipality board. Nevertheless, Portugal does not have national legislation on these matters and some different approaches/ideas on participatory processes across the country already exist.

João Afonso assessed the best practice as a very good and inspiring idea to take into account when dealing with local policies on active ageing.

Philippe Seidel (AgePlatform, Brussels)

AgePlatform is a lobbying organization working on behalf of and for older people, grouping 160 member organisations at the European level, representing 40 million members. Their goal is to advance the interests and raise awareness for the issues of 160 million senior citizens in the EU. AgePlatform is organised internally in 14 task forces one of which has a focus on senior citizenship that deals also with senior participation. The funding takes the form of grants from the European Commission and fees from their members.

AgePlatform has participated in a number of projects on senior participation: among them, the Engaged project (<http://engaged-innovation.eu/>) whose aim was to build a community and ensure the representation of older persons in the European Commission's "European innovation partnership on active and healthy ageing"; the "InnovaAge" project (<http://www.innovage.group.shef.ac.uk/>) for the development of guidelines on older person's users involvement in social innovation projects; the Active Senior Citizen for Europe (<http://www.age-platform.eu/age-work/age-projects/active-citizenship>) whose aim was to explain EU policies, the functioning of the European institutions and the ways to influence EU policies and which brought together seniors and members of the European Parliament; the AFE-INNOVNET project (<http://afeinnovnet.eu/>) which is a thematic network, grouping together municipal and regional authorities, industries, employers, research centres, etc., on age-friendly environments that is on how to organise public and private spaces for senior citizens in an ageing society and which gathered a collection of good practices.

Philippe Seidel was very impressed by the Danish practice and he reported a number of enabling or success factors:

- Statutory need to consult the SCCs
- The creation of a national association which supports a good preparation and provides guidance, network building, capacity building
- Gathering of competent experts
- Clear definition of role and objectives
- Design of messages in a way that talks to everyone
- Taken seriously by decision-makers
- Work in networks
- Commitment of senior citizens even out of the political sphere in order to bring in diversity
- Efforts put on public conferences and meetings in order to bring in people.

On the barriers side, Philippe Seidel pointed out several problems or risks to avoid not only connected to the Danish case, but more in general about these kinds of initiatives:

- Risk of silo thinking
- Potential lack of resources
- Possible lack of competencies of the SCCs members
- To avoid the risk of consultations when it is too late, especially if no statutory law exists
- To avoid the risk of being pro-forma consultation
- Stakeholders could not be always collaborative (this does not seem to apply however in the Danish case).

Barbara Eifert (Institute of Gerontology, Dortmund University of Technology, Germany)

Barbara Eifert has been a scientific advisor of the Senior Citizens' Councils' association in North Rhine-Westphalia (LSV NRW) since 1990. The LSV NRW is the regional umbrella organization of currently 164 local SCCs. This means that in almost 40% of the North Rhine-Westphalian municipalities (164 out of a total of 396 municipalities) SCCs are represented on a voluntary

basis and in various, different forms. About one-third of the SCCs are elected, the others take the form of delegation, designation and mixed forms. Their mission, as independent, voluntary/civic bodies is to participate in local society by practicing, strengthening and ensuring the political participation of senior citizens.

The Association of SCCs of North Rhine-Westphalia was founded in 1986. Since 1993, the LSV NRW has been receiving funding from the regional council (the 'Land'). These funds are used to inform, advice and train the increasing number of members of the LSV NRW, i.e. the municipal SCCs.

The aim of the LSV NRW is the active participation of senior citizens in society and in shaping the pre-parliamentary space (i.e. the LSV informs regional parliamentary decisions without direct power of decision). The LSV NRW is meant to represent senior citizens' interests, independently from political parties, other kind of associations and confessions (as formulated in §2 of the Articles of Association of Seniors of North Rhine-Westphalia). It is an essential actor in the field of ageing by giving an active contribution to the preservation and further development of a society based on solidarity at municipal and regional levels.

The LSV NRW is managed by a nine-member board of volunteer directors. The members of the board are elected for a period of three years from the municipal SCCs during a General Assembly, which takes place once a year. The Board is supported by an office with two staff members and a scientific advisory committee, whose office is located at and in connection with the Institute of Gerontology in Dortmund. The scientific advisory committee gives specialist and organizational independent advice in science and practice, and follows an emancipatory consulting approach by supporting the volunteer work without replacing it. Its work is perceived as a mediator function advising at several levels (board and members, organization and cooperation partners). This combination of volunteer work within the SCCs and its support by a scientific advisory exists only in the *Land* of North Rhine-Westphalia and represents an added value for the representation of the interests of older citizens.

Barbara Eifert explained some of the challenges of effective senior citizens' (or seniors) organisation. In her view, as far as political location was concerned, seniors' representatives ought to be present close to, but not inside parliament, in a network of actors, interests and themes. Of course, possible areas of tension may arise depending on: ignorance (thematic and/or organizational); re-election orientation of politicians (difficulty to promote the theme "age"); competition (who had the idea? - if successful, rarely attributed to the SCCs); potential

competition between the volunteers and the others; prejudices against age and interpersonal problems (only one person refers to the organisation).

As for the obligations, it is important that SCCs and their representatives are seen to be politically neutral and denominationally independent, looking to represent the interest of seniors organisations regardless of their associations.

The tasks should encompass participation in planning in the community (e.g. in urban planning), provision of information and policy advices, placement and counseling services for senior citizens (provide information, forwarding to expert), qualification (technical and methodological) and public relations for the senior citizens and the aged.

Finally, seniors organisations have to be able to respond to questions regarding their legitimacy, independence, professionalism, demarcation to the old policy, and their legal and action framework. These organisations also ought to start from the bottom up (i.e. working locally) moving towards the federal level.

Barbara Eifert observed also that several problems adversely affected the efficiency of the Senior Citizens' Councils in Germany, notably the absence of binding rules at the national level and lack of formal funding routes. No national rules apply and, across the *Land*, SCCs differ in their formal constitution ('seniors involvement laws' or 'integrations' in the municipal codes) and in terms of attitudes and traditions. All these aspects affect the organizational forms, the approaches and orientations, as well as the possibilities for the formulation of senior citizens' interests and ultimately the role and influence of the SCCs at the national level. Barbara Eifert observed that more established seniors organisations had more opportunities to talk to formal political institutions and to be listened to. However, in Barbara Eifert's opinion, the general attitude regarding age was negative, representing a major obstacle to greater senior civic engagement, and a cultural change may be needed before tangible results could be achieved.

As for the Danish best practice, the expert evaluated it very positively, considering it an exemplary process, in a land with a long tradition of democracy. The Danish case could present a model for Germany and other countries. One of the biggest success factor was the fact that the SCC was enshrined by law and that its members were elected by senior citizens living in the community (strengthening the participation of senior citizens and thus benefiting everyone because "senior citizens always think about the future generations"). Moreover, the binding consultation of the SCC made it an effective policy model.

The Danish model enabled senior citizens to shape municipal policy, as a matter of fact. It was desirable, mandatory, funded and it supported participation. This had more - age independent - positive effects on:

- readiness for participation by citizens
- the ability to influence for all those involved
- solidarity in (local) organisations
- the participation willingness, because participation was experienced as a natural part of the local culture
- evidence that it was possible increasing self-efficacy significant experiences by participation
- future participation, as young people learned from an early stage that participation at all ages, 'even' at old age was possible and, in fact, a reality (at least for some).

As for barriers, the expert felt that there was always a risk that consultation were tokenistic or that stakeholder, especially in the municipalities, lacked genuine interest in working with seniors organisations. This would strengthen the argument for the introduction of a statutory national law on the engagement of older citizens.

The expert believes that a combination of the Danish example of SCC with a national ageing strategy as in Ireland could be the best approach for enhancing the participation of senior citizens in decision-making processes.

Discussion

Marianne Lundsgaard commented on the feedback from the experts. She agreed with Joao Afonso that the senior council, just like any other councils (young, disabled, etc.) must not become a ghetto. It is thus important that council members are not decision-makers but just consultants and of course, that they collaborate with other groups and councils.

Members need to bear in mind that they are 'arguments' and 'researches', in other words input and knowledge for the politicians, but that they are not politicians themselves. If closely familiar with the political system, they should be able to present politicians ideas and proposals in a way that politicians understand.

As for the Irish Age Friendly City, Marianne Lundsgaard believed that an Age Friendly City was a friendly city to everyone so that senior citizens should be able easily to convince other age groups that their work was useful for the community as a whole.

As for the Danish case, a question that was raised inside the NASCC was the risk that the elected members started to feel too close to the politicians and the civil servants and might not be close to the senior citizens anymore. A 4-year cycle of elections sought to overcome this risk, but it may not be enough and every member should be well aware of that.

Above all, it was important that the councils and their members did not forget to express and represent the wishes and need of the '*older old*' (people aged 70 and over) who were most likely to be at the margins of the policy process. They might not be part of a council, yet surely had important needs, yet fewer opportunities to express them others.

As for the size of the representative organisations (10 members on average, 25 in big cities), it was true that the members might not represent all the (older) population. However, smaller representative bodies made decision making easier. This said, councils should promote diversity and transparency in policy making.

Regarding the risk of tokenistic or formulaic consultation, the Danish representative believed this did not apply as long as SCC had the right to be heard. Example from the past illustrated that decisions can be revoked because an SCC had not been heard prior to the decision. The question however was still legitimate and had been discussed in Denmark, too.

Marianne Lundsgaard also reported that Finland, where politicians had been very interested in the Danish SCC, had passed a law for the creation of Finnish SCCs after 5 years of studying the Danish case.

Further comments from Pat Doherty stressed on the importance of equal partnership in decision-making processes (importance of a national law) and on the need for members of seniors organisations to (be given the chance to) understand the often complex and legalistic language used in policy making, and to see through the political 'games' played in the municipality council. For this reason, capacity building was critical, and so was the fact that members understood their roles. The problems faced by the Irish expert were: how to make

sure that SCC was truly representative of all senior citizens and how to broaden this representativeness. That was why the support of the people to be involved was critical, especially in rural areas where people did not usually get involved in political matters.

The German representative illustrated other problems that their SCCs were facing when seeking to ensure effective engagement of elected candidates, who occasionally became “sleeping members”, i.e. inactive and disengaged. This problem also existed in Denmark, where the response had been to give representatives specific responsibilities to encourage their continuous engagement.

All participants agreed that the European Union could support and acknowledge these kinds of initiatives for senior citizens as they have the capacity to change the public image of senior citizens, for instance by enhancing and promoting active ageing (shifting perceptions from one seeing senior citizens as a burden to one perceiving them as benefiting the community). In turn, this was felt to influence young people’s engagement in the community. Active ageing was seen to be essential for all, especially at times of economic crises when social and economic relationships had to be reconfigured collaboratively.

Lessons learned

The web-meeting turned out to be a great occasion for gathering actors in initiatives enhancing the civic and political participation of senior citizens, and for exchanging opinions and experiences.

Specifically, the web-meeting highlighted some particular strengths of the Danish best practice case, which included:

- the promotion of political participation of senior citizens through the creation of Senior Citizens’ Councils whose establishment was mandatory and regulated by a statutory national law
- statutory election of the members of Senior Citizens’ Councils by local senior citizens
- mandatory consultation of the SCCs on policies affecting senior citizens enshrined in national law

- establishment of a national association coordinating and supporting all 98 Danish SCCs
- growing recognition of the work carried out by the SCCs by stakeholders (e.g. municipalities, civil servants, politicians, senior citizens, etc.)
- ability to influence local policies for senior citizens and budgetary decisions affecting the wide community
- acknowledgment of the Senior Citizens Council as a model for the creation of other similar bodies (e.g. Disabled people's Councils, Young people's Councils, etc.)
- acknowledgment of the SCC as a principal representative body expressing the voices of senior citizens
- importance of involving politicians from the very beginning of the process to establish a Senior Citizen Council
- creation of a culture of dialog between the stakeholders, pro-actively involving senior citizens' councils, City Council, local politicians, civil servants, and citizens themselves.

The discussion about this inspiring best practice has also pointed out some barriers to implementing these types of initiatives. These included political structures, as, for instance, in a federal system national and regional law may need to be called upon and perhaps aligned in order to provide a statutory basis for SCCs. Moreover, in order to ensure the best possible representation of senior citizens and their needs, it may be necessary to adopt measures that facilitate inclusion across social groups and stimulate active engagement of individuals who are often somewhat more marginalized (e.g. the older old, older women and people living in rural areas). Removing financial barriers to participation, for instance by compensating for costs incurred (e.g. allowances) could be one such step.

SCCs and similar organizations must avoid becoming isolated and disconnected (risk of developing 'silos'), and of engaging or becoming the victims of tokenistic and formulaic, rather than practical and pragmatic consultation processes that have the capacity to influence political decisions affecting senior citizens. The discussants argued that, adequately supported by institutions at the international, national, regional levels (European Union, national or regional governments), SCCs can be successfully put into place across Europe, even in the absence of nationally specific laws.

To sum up the Danish best practice case is an innovative way to promote the political participation of senior citizens. The transferability of the model is however not automatic since different cultural and political contexts can influence the establishment of SCCs and their effectiveness in affecting policies concerning senior citizens³⁶.

³⁶ The first prize in Open Government Award (the year's theme was "Citizen Participation") received in 2014 by the National Association of Senior Citizens' Councils was seen as proof and recognition of the international status and relevance of this initiative beyond Europe (<https://www.opengovawards.org/2014results>).

Appendix E2: The Peer Review II Meeting

Background and brief description of the Peer review II Meeting

This chapter summarises the peer review of the **Partnership for Older People Programme** in Dorset, England. The Programme was selected as an example of a consultative initiatives through which senior citizens can contribute to, and better benefit from, the implementation of public policies.

The Appendix C2 includes the Best Practice Report collecting information retrieved from the interviews with the key-informant of the Partnership for Older People Programme in Dorset. The Report is reproduced with some ex post editing.

The Peer Review II proceeded as follows:

- After a review of existing evidence and case studies, the WP9 team identified the Partnership for Older People Programme in Dorset, England, as a best practice case (February 2015)
- MOPACT team prepared Best Practice Report, which brought together institutional data and information collected through interviews with key-informants of the best practice (information collected and collated in May and June 2015)
- The Best Practice Report was disseminated to peers and experts ahead of the Peer Review (on 29 July 2015)
- A web-meeting was conducted with peers and experts (on 20 August 2015)
- The findings from this process were summarized in a separate report (September 2015), upon which this chapter draws.

The **Dorset's Partnership for Older People Programme** (hereafter: POPP) was selected as a best practice case for three reasons. First, POPP had a comparatively long history of supporting initiatives through networking service providers and senior citizens. Second, the programme itself appeared comprehensive, involving senior citizens on a wide range of policy-areas, especially in social and health care public services. Finally, POPP engaged and offered a level of

(financial and human) resources that appeared exceptional as far as the MOPACT team was able to determine³⁷.

In the Peer Review web-meeting, the experience of Dorset was discussed by two peers who represented other consultative initiatives working with senior citizens in Scotland and Slovakia. It was hoped that comparisons between the three would help to identify mechanisms that may enhance (or hinder) senior citizens' ability to influence public service provisions. The peers were:

Peer I was the initiative "A City for All Ages – ACFAA" in Edinburgh (Scotland). The City Council of Edinburgh had launched ACFAA in order to integrate the views of senior people in the development of a person-centred approach to service delivery³⁸. Senior citizens are consulted on mainstream policy matters together with voluntary organisations, service providers and practitioners. Unlike the Dorset POPP, however, the Edinburgh strategy does not provide a specific set of financial and paid human resources for senior citizens.

Aim: Promoting social inclusion, positive attitudes to ageing; encouraging people aged 50+ to plan ahead for their own health and wellbeing; and supporting senior people in need of care.

Statutory Regulation: City Council regulation

Statutory power/role: Originally situated with the Council's Corporate Governance Department, but since moved to Health and Social Care, ACFAA was, initially, close to the centre of policy making.

Method of Participation of Senior Citizens: A City for All Ages Advisory Group meets to discuss issues relevant to senior people, plan events and monitor Edinburgh's Joint Plan for Older People in partnership with local forums, groups and voluntary organisations.

³⁷ Information on the "Partnership For Older People Programme" in UK can be accessed here: <http://webarchive.nationalarchives.gov.uk/+/www.dh.gov.uk/en/SocialCare/Deliveringadultsocialcare/Olderpeople/PartnershipsforOlderPeopleProjects/index.htm>

Information on "Partnership For Older People Programme" in Dorset can be accessed here: <https://www.dorsetforyou.com/popp>

³⁸ Information on the "A City for All Ages" Programme in Edinburgh can be found here: http://www.edinburgh.gov.uk/info/20215/adult_social_care_and_support/627/edinburghs_plan_for_older_people

Peer II was the National Network Forum for Helping Older People (Fórum Pre Pomoc Starších) in Slovakia. The Forum runs inquiries with senior citizens in Slovakia, lobbies for or facilitates activities for senior citizens, at national, regional and local levels, in particular in relation to legal, social, healthcare services or placements in nursing homes. The Forum influences the National Government on issues that affect senior citizens and relies on a wide network of government institutions, NGOs, and citizens³⁹. However, unlike the Dorset case, the Network is supported or constituted as a result of a statutory programme for senior citizens.

Aim: Increasing awareness and legal knowledge of elder; increase their financial literacy. Monitor problems and needs of elder people. Lobbying government. Submit proposal for new legislation to increase elders' social status. Communication with experts and subjects from Slovakia. Protection against abusing, malpractices by salesmen and non-bank subjects - financial abuse. Media campaigning. Initiating courses and workshops.

Statutory Regulation: Third Sector organisation

Statutory power/role: None, but represented on Government's Committee of Seniors.

Method of Participation of Senior Citizens: Made up of representative bodies of senior citizens. Senior citizens participate as representatives or in social programmes promoted by the Forum and its members.

The two peers presented their respective initiatives and were also invited to draw comparisons with the Dorset POPP.

In addition, the Dorset POPP and its potential transferability to other political contexts were reviewed by three (groups of) experts. The experts were:

- From the Council of European Municipalities and Regions (CEMR):
 - Marlène Siméon (Policy Officer, Economic, Social and Territorial Cohesion)
 - Nhu Tram (Project Officer, Age-friendly environments)
 - Carol Thomas (Adviser – Governance and Institutional Relations)
- From the AGE Platform, Belgium, the policy officer Maude Luherne
- From the University of Manchester, England, Tine Buffel who submitted written comments based on her research on social issues associated with ageing populations. Owing to unforeseen technical problems, she had not been able to participate in the web-meeting.

³⁹ Information on the National Network Fórum Pre Pomoc Starších in Slovakia can be found here: www.forumseniorov.sk

Report of the Peer review II Meeting

Peer Review II took place on the 20 August via web-meeting, from 9.30am and 12.30pm GMT.

The attendees of the meeting were:

- Roberto Falanga (ICS-UL, WP9 – Task 5 Coordinator and Chair of the meeting)
- Andreas Cebulla (NIESR, WP9 – Task 5 Partner, co- Chair of the meeting)

- Sue Warr (“Partnership for Older People Programme” in Dorset, UK)
- Glenda Watt (local Programme “A City for All Ages” in Edinburgh, Scotland)
- Jana Piacekova (“National Network Forum for Helping Older People”, Slovakia)

- Marlène Siméon, Nhu Tram and Carol Thomas (Council of European Municipalities and Regions, Brussels)
- Maude Luherne (AGE Platform, Brussels)

Apologies:

- Tine Buffel, University of Manchester

Web-meeting Schedule

- Presentation of Peer Review methodology by the MOPACT team by Andreas Cebulla and Roberto Falanga
9:30-10:00am
- Presentation of the “Partnership for Older People Programme”, Dorset by Sue Warr
10.00-10:30am
- Feedback and discussion of success/blockage factors, and potential of transferability by ‘Peers’:
 - Peer I - Glenda Watt, Strategy Manager of “A City for All Ages”, Edinburgh
10:30-10:45am
 - Peer II – Jana Piacekiva on behalf of L’Ubica Gálisová, “National Network Forum for Helping Older People”, Slovakia
10:45-11:00am
 - Discussion
11:00-11:15am
- Feedback and discussion of success/blockage factors, and potential of transferability by ‘Experts’:
 - Policymaker – Marlène Siméon, Policy officer, Council of European Municipalities and Regions, Brussels
11:15-11:30am
 - Stakeholder – Maude Luherne, AGE Platform, Brussels
11:30-11:45am
 - Researcher – Tine Buffel, University of Manchester
11:45-12:00am
 - Discussion
12:00-12:15am
- Summary of findings by the MOPACT team
12.15-12.30am

Introduction

Andreas Cebulla and Roberto Falanga provided an overview of MOPACT and how Work Package 9 (WP9) was situated within the overall context of MOPACT. In introducing MOPACT, they pointed out that the overarching objective of the programme was to “provide research with practical evidence upon which Europe can make longevity an asset for social and economic development”. It sought to do so by gathering state-of-the art information and providing foresight intelligence.

One important aspect of this particular WP 9 was to identify best practices and promising approaches that have the potential to advance the participation of senior citizens in policy-making. Such initiatives were expected to assist in addressing emerging distributive conflicts and help with adapting to social change.

In this context, the Dorset POPP had been selected from amongst 38 good practice models⁴⁰ as one outstanding example of an initiative that actively engaged senior citizens in a consultative process of policy implementation. The objective of the Peer Review was to share information about this best practice case and to explore its challenges and discuss its transferability.

The Best Practice: the POPP in Dorset

The experience of the POPP in Dorset has been presented by the Programme Manager Sue Warr.

Sue Warr (POPP Programme Manager)

Sue Warr, the Programme Manager of the Dorset POPP presented a summary of the project. In particular, she explained:

- The National “Partnership for Older People Projects” – POPP was funded by the Department of Health (DoH) in 29 local authorities in England, between May 2006 and March 2009.

⁴⁰ Out of a total of 88 originally identified.

- The Dorset POPP, first set up on 1 May 2006, is a Partnership between Dorset County Council, Dorset Clinical Commissioning Group, the Third Sector and senior people.
- The original objective was to develop services for senior people that promoted their health, well-being and independence and prevented or delayed the need for higher intensity or institutional care.
- The POPP follows a set of eight desired outcomes (described above) against which its activities and achievements are measured.
- Its four components are (a) the Champions Programme, (b) the Wayfinder Programme, (c) the Community Initiatives Commissioning Fund and the Dementia Innovation Fund, and (d) the Strategic Board. (These were described in some detail above.)
- The POPP also funds the salaries (and overheads) of five Community Development Workers (also described earlier).
- Outputs to-date has included: 63,000 contacts with individual members of the public each year. Some of these contacts are double-counted as, for instance, someone may speak to a Wayfinder and, as a result, joins a club or group or activity funded by POPP, at which point he or she would be counted again. – Some 23,000 people have been in receipt of a service as a result of the POPP. About 2,000 people have a case file open especially for them for in-depth information support. 3,000 activities are conducted each year, e.g. lunch club meetings, car sharing schemes. In total, there have now been “way in excess of 480 funded projects” (slides showed old number: 270).
- POPP funding is currently £800,000 per annum, covering Wayfinder and Champion staff wages, running costs, Community Development Workers, and the two funds. Each year, £5,000 are set aside for evaluation purposes.
- Dorset POPP seeks to encourage Council bureaucracies to operate more like the voluntary sector where changes are made as soon as a policy or approach is found not to work, and before momentum is lost. This is its strength, but also a challenge to achieve.

Sue Warr felt a particular strength of POPP was its aim to ensure senior people could remain living in their own communities for as long as they wished, and how it realised this aim. To help achieve the aim, the practical principle was for senior people to inform how POPP was to work, whilst, in return, the Programme gave senior citizens the responsibility for delivering the programme. POPP does not deliver, but provides info and capacity building, and “almost give permission” to local communities to develop their own responses to locally identified needs.

The eight “desired outcomes” are a further strength of POPP. Everything that is commissioned these days is assessed against these desired outcomes.

A weakness (or threat to the programme) was avoided by not adopting the approach taken by local authorities in delivering similar programmes, namely in a “bureaucratic and process-driven way”. Instead, POPP “threw out the rule book”, asking communities to direct the POPP, telling POPP what to do “and they [the communities] just got on with it.”

Sue Warr explained that she considered the POPP highly transferable, because it was based on simple, yet seemingly effective principles of community consultation through local outreach. It was now firmly rooted in local government institutions and practice in the County, supported at grass-root, local and national government level. However, to get to this point, an initiative such as the Dorset POPP required considerable upfront investment.

Later in the discussion, Sue Warr elaborated that to engage and mobilise people, POPP publically asked the local populations to reflect on the following questions: “What makes it difficult for you to age well in Dorset? What can you do about it? What can the County do about it?”

The Peers and their presentations

Glenda Watt (“A City for All Ages”, Edinburgh)

Glenda Watt introduced the “A City for All Ages” (ACFAA) initiative in Edinburgh, Scotland.

The principal objective of ACFAA has been to change the public perception of senior citizens, in particular in policy cycles and local government. It has sought to educate the public that senior citizens should not be considered potential or actual burdens to the public purse. To achieve this, the initiative has largely worked through existing structures and channels, using existing mechanisms to facilitate dialogue.

Glenda Watt explained that senior citizens faced a number of challenges, which were not typically unique to Edinburgh, such as the risk of social isolation and loneliness (with associated risks of depression), health risks (such as dementia) or poverty. The objective was to help to address these risks by “working and living together”.

The vehicle for this has been Edinburgh’s Plan for Older People, - a ten-year strategy launched in 2000. The strategy funds a council employee and a part-time NHS employee (including

Glenda Watt). An Action Plan guides the strategy's implementation, focusing on mainstreaming policies for senior people, partnership working and adapting local public services to the needs of senior citizens.

Older people themselves are involved in the planning, implementation, evaluation and mainstreaming of the Plan, through seminars and conferences. However, unlike the Dorset POPP, the Edinburgh ACFAA has no dedicated budget. It was originally located in the Council's Corporate Governance Department, from where it has since moved to Health and Social Care.

Specific issues that the initiative addresses are information and advice for senior people; community safety; local environmental matters affecting senior people; and transport and road safety. The initiative is also concerned with ensuring quality of life for people receiving care and/or living in care homes.

ACFAA has set up an Advisory Group (originally launched as the Older People's Equality Forum in 2001/2), which discusses and provides opinions on plans and service developments. The group is also linked to other local forums, groups and voluntary organisations. Its members are elected to the Council-led Older People's Joint Management Group (2), the Equality Transport Group (1) and the Scottish Older People's Assembly Committee (1). Group members are only paid expenses, with the budget currently capped at £2,900 per annum.

The ACFAA arranges seminars for and with senior citizens and organisations representing or working with them, touching on subjects, such as health, housing and social care, and community safety. Since 2011, it has helped to organise the Scottish Older People Assembly, which has met annually. In addition, the Today and Tomorrow Task group represents senior people and carers from ethnic minority communities.

ACFAA also promotes the Live Well in Later Life programme, a commissioning strategy jointly arranged by the City of Edinburgh Council and the National Health Service (NHS) of the Lothian region, which includes Edinburgh. The strategy seeks to involve senior people in the development of a range of services, including residential care, supported housing and day care. Older citizens have been involved, for instance, in bidding arrangements. They also contributed to the training of staff in the Reablement Service.⁴¹

⁴¹ The Reablement Service is an initiative that seeks to change "the way care is delivered to people who use services by focusing on 'doing tasks with' rather than 'doing for' and 'doing to'. People who use services are involved in setting goals with managers and staff work collaboratively to help them gain control of their lives, maximise their independence and improve their quality of life." (from:

Other activities promoted through ACFAA are Ageing Well (physical and other leisure activities for senior people, supported by volunteers), ACE-IT (a computer training project for those aged 50 or over), Care and Repair Edinburgh (a small repairs scheme, and trades and handyperson referral and reference services for senior citizens), and Home Safe Home (a trading standards service designed to tackle doorstep and related crime).

Housing has been one of the top issues for Edinburgh's senior citizens, in particular its affordability and accessibility, and the availability of specialist housing, including sheltered housing. Under the Scottish Housing Strategy for Older People, consultation with senior citizen is facilitated (and, in fact, a statutory requirement).

Whereas ACFAA has helped senior people in learning "to challenge" the Council and service providers, Glenda Watt felt that there was "still a lot of work to do". At times, the ACFAA experience had been one of "stop-start-stutter". Time and again, senior people had dropped off the political agenda. Neglect and elder abuse continued to be issues; "attitudes in care setting have not been good".

Glenda Watt's comments on POPP: In Glenda watt's opinion, the people-perspective of POPP with its emphasis on engagement and capacity building are highly transferable concepts. In Scotland, this would be facilitated through the Community Empowerment (Scotland) Act, which gives community bodies new rights and public sector authorities new duties to boost community empowerment and engagement.

Differences between Edinburgh and Dorset included the approach (operating through an Advisory Committee in Edinburgh and working within institutions, versus active engagement in the delivery of the programme in Dorset), staffing and general resources (in Edinburgh the main funding had come through the programme for re-commissioning social care service rather than directly to or through the ACFAA).

Glenda Watt also noted later (following the presentation by Maude Luherne) that "tackling people who say something inappropriate" about senior people was essential if attitudes towards this section of the population were to be changed. Producing media outputs, such as newspaper articles or short films, in response to inappropriate commentary was one way of doing this.

Glenda Watt also stressed that the current policy of fiscal austerity in the United Kingdom was making it harder for even low-cost initiatives, such as the ACFAA, to operate.

Jana Piacekova (National Network Forum for Helping Older People, Slovakia)

Jana Piacekova introduced the Forum on behalf of L'Ubica Gálisová who was not able to attend.

Jana Piacekova explained that the Forum was a national network of some 350 civil organisations in Slovakia, established in 2000. Its members are national, regional and local senior clubs. The Forum works with important institutions and organizations, including the Slovak National Centre for Human Rights, the rights group 'Public Defender of Rights', the local government, and the police. It also collaborates with Central Government, where it is a member of the Council of Seniors. The Forum is also connected with European organisations, including AGE Platform and various national bodies.

The Forum provides legal and social consulting services, operates a Senior (telephone) helpline and publishes a magazine directed at senior citizens ('Fórum seniorov'). It also runs about 40 workshops each year with and for senior citizens in the regions, and holds an annual 'Senior of the year' award ceremony. Finally, the Forum also runs and contributes to national and international conferences concerned with issues affecting senior citizens, including poverty and social exclusion, and discrimination in the labour market.

The Forum has helped to set up a 'Parliament of Seniors' at the national level and supported senior activity groups in the regions. Through these channels, it collects data on services and gaps in services and monitors the problems and needs of the senior people in social and health care. It also participates in and organises training and learning sessions to share information and expertise.

The **Slovak Parliament of Seniors** consists of representatives of organisations and clubs for retirees from across Slovakia. Its aim is to inform seniors about and involve them in the development of national plans for improving their lives, providing services to senior people, and to help senior people become more active in political, public and social life. The Parliament meets at least once a year.

Jana Piacekova felt that the Dorset POPP would currently be difficult to implement in Slovakia.

Following Jana Piacekova's presentation, Sue Warr remarked on some of the differences she had observed between the POPP and the other initiatives. In particular, she pointed out the

benefits of having large funding. She also noted that POPP was, in fact, working much more with 'younger senior people', people who were less frail, than appeared to be the case in Edinburgh or Slovakia. Sue also felt that part of the reason for success of POPP had been its independence. It also had political influence, not least through one of its strategy board members, Jackie Allen, who had represented POPP at central government level ("at No. 10 Downing Street") contributing to the development of the UK's senior people strategy.

The Experts and their commentary

Marlène Siméon, Nhu Tram and Carol Thomas (all Council of European Municipalities and Regions [CEMR], Brussels)

Marlène Siméon, Nhu Tram and Carol Thomas provided a verbal commentary (without PowerPoint presentation) on the Dorset POPP.

The CEMR representatives argued that, although the Dorset POPP appeared eminently "Anglo-Saxon" where more people appear to engage in volunteering than was the case elsewhere in Europe, its principles were highly transferable. The focus of POPP on capacity-building and its direct support aspects, in particular the provision of information and sign posting, should be easily adaptable in other legislations and circumstances. However, a challenge that others may encounter would be matching the seed funding provisions available in Dorset for locally funded and local managed project. Such funding is not typically forthcoming elsewhere and requires a very committed public polity.

Carol Thomas asked Sue Warr about the relationship between political commitment and financing: might the future of the POPP depend on continued funding and, for this reason, may be at risk? Sue Warr's reply was that "actually, the politicians in Dorset love us". She did not fear about the future of POPP because of its central role in supporting and also legitimising local policy and politics. Sue Warr acknowledged that POPP had a "head start" because of the quite considerable funding it had initially received. However, since then, it had become obvious that the real beneficiaries of the POPP are the local electorate. This makes politicians listen (in fact, the senior citizen electorate tells the politicians) to the positive feedback about the POPP, which, consequently, ensures politicians retain an interest in keeping POPP going. Also, Sue Warr noted, POPP didn't really cost "that much money". Sue Warr explained the link between spending on POPP and POPP passing some considerable responsibility for services back to local people. POPP effectively serves as a filter, a rationaliser of services because it

ensures that only services that people want are actually delivered: “It doesn’t make sense to give people services they don’t desire”.

Sue Warr also remarked that POPP funding had not, in fact, changed since 2008; the programme had been receiving the same total annual amount in the last 6 or so years. At the same time, POPP has continued to keep people out of expensive services, continuing to keep mainstream service costs in check.

With respect to transferability, Sue Warr said that “it’s about the ethos of the programme that is transferable”, pointing out, especially, POPP’s capacity building and information provision (Wayfinder) roles, which she felt were both transferable to most environments. This said, Sue Warr also acknowledged that POPP was different in that it offered direct contact between, to and with senior citizens, whereas alternative initiatives would have opted for the cheaper, but less personal telephone advice option. Sue Warr also expressed the opinion that POPP’s seed funding scheme was generally transferable, because it was essentially low-cost, emphasising the need of seed funded initiatives to be self-sustainable “from Day One”.

Glenda Watt echoed Sue Warr’s view, pointing out that there may well be local variations to the type of activities that POPP represented, but that its principles were transferable. Glenda Watt felt that it was important to select the appropriate elements of POPP to transfer; one should not expect that the whole project may fit every circumstance.

Maude Luherne (AGE Platform, Brussels)

Maude Luherne briefly introduced AGE Platform, a European Network of some 160 organisations (representing 40 million members), established to advance the interests and raise awareness of the issues affecting senior citizens in the EU. AGE Platform specifically focusses on income/poverty, employment, senior citizenship, transport and tourism. Its Secretariat in Brussels currently has 13 staff; it is funded through membership fees and grants from the European Commission. AGE Platform is currently developing a training programme designed to help with breaking stereotypes on ageing.

Maude Luherne outlined some principles of and risks to the successful engagement of senior citizens in local activities. These included learned habits and routines that may need to be overcome; and that affected both the target populations, i.e. senior citizens, and programme implementers. Neither may typically perceive senior people as having a voice or as populations

who ought to be involved in policy planning, asked for their opinions, or expressing opinions by asking questions. This can cause disagreement and misconceptions, also resulting from poor communication.

In addition, financial resources, preparation (meetings must have a fun element!) and ensuring participation in events has impact are crucial.

Maude Luherne asked Sue Warr about the role of volunteers. In her view, in the UK, there is a high level of commitment towards volunteering at local level that is not present in other European countries. To what extent does this weaken the transferability of the POPP model, which so heavily relies on volunteers? Sue Warr acknowledged that reliance on volunteers could be problematic because people may decide to give up volunteering (the elevated age of volunteers may enhance this effect). In reality, however, Sue Warr remarked that the vast majority of initiatives supported or initiated under POPP have kept going for some time, often many years, as retiring volunteers are replaced by new ones.

Sue Warr also pointed out that there may be 'niche' volunteering activities that could be particularly attractive and suitable for senior people meeting specific characteristics or having specific interests. Stressing her example was not to be understood as implying any gender bias, Sue Warr gave driving for the neighbourhood car scheme as an example of an activity that may particular suit or interest men. Sue Warr also noted that Wayfinders and Champions were, of course, paid and not volunteers.

Maude Luherne pointed out the importance of creating shared spaces for volunteering and connecting through activities. Sue Warr replied by noting that POPP had achieved much of this through its outreach activities that prepared the ground. Moreover, Sue Warr stressed that having a specific issue or concern clearly defined also helped with attracting support and volunteers.

Glenda Watts turned to the potential threat posed to programmes such as the POPP by austerity politics in the UK. She explained that many local authorities had been forced to down size, in particular in England, but also in Scotland. As a result, local people, including employees championing senior citizen initiatives were stressed and could not do what they were originally trained to do. Instead they had to find new ways to achieve the same objectives. Greater use of technology was one new route being taken, but this created new challenges, in particular for senior people who would be less likely to be technology savvy. As a

result, in Scotland, well-intentioned policies may, in effect, be working against senior people because of the way in which they were now being implemented.

Lessons learned

The presentations and subsequent discussions highlighted some relevant lessons for initiatives that seek to engage senior citizen through consultative initiatives in policy implementation. Some of these lessons may apply to related initiatives that are also targeting other age groups. The key lessons are:

- Consultative initiatives may not always be transferable in their entirety, but some aspects or principles should be. Capacity building and information provision are such principles. The democratic ethos of encouraging senior people to express preferences, to ask questions, articulate their needs, should also be transferable.
- Engaging senior citizens in policy processes may encounter perceptual and behavioural barriers. For instance, the public may not expect nor accept senior people expressing their voice, or given the opportunity to do so. At the same time, senior citizens may themselves not expect this opportunity and feel unprepared to accept it. In such cases, addressing prejudice or ill-informed preconceptions, and facilitating across age groups may have to go hand in hand with the consultation process.
- Engaging senior citizens in consultative process benefits from appropriate planning and management of consultation events. These should be non-threatening, have a 'fun element' as well as being accessible. Importantly, they should also result in tangible outcomes to avoid the impression that participation is unrewarding and ultimately pointless.
- Financially well-supported and secure consultation programmes can still be cost-effective, especially if they manage to specify local service demands and ensure that relevant and appropriate services are provided.
- Improving effective service delivery can result in greater support among end users of services which, in turn, can strengthen political buy-in supporting the consultative initiative long term.
- Engaging senior citizens can enhance accountability, leading to more efficient resource allocation, in particular if and when personally responsible use can be encouraged.

- Engaging volunteers in the delivery of policy need not be a concern where there is a sufficient level of sign-up to manage the inevitable turnover of volunteers. It may, however, be necessary to strategically manage and plan the volunteer pool.

Risks were also identified, namely that:

- More appropriate service provisions might only be achieved if initiatives are fully inclusive and, importantly, yet still retain the flexibility of providing rarely requested or needed services should that need suddenly arise.
- Core funding for consultative initiative might remain static or indeed decrease (if not inflation adjusted). It is not clear if and, if so, at what point, not inflation-proofing funding may weaken a programme.
- Conventional response to funding limits that build on automating and computerising processes might have unintended, exclusionary side effects that undermine the programme's effectiveness.

Appendix E3: The Peer Review III Meeting

Background and brief description of the Peer Review III Meeting

This chapter summarises the peer review of the **Senior Citizens' Participatory Budget in Alfândega da Fé, Portugal**. The case was selected to discuss how senior citizens can be directly involved in the decision on how to use public funds, and on how public services should be delivered.

The Appendix C3 includes the Best Practice Report collecting information retrieved from the interviews with the key-informants of the Senior Citizens' Participatory Budget in Alfândega da Fé. The Report is reproduced with some ex post editing.

The Peer Review III proceeded as follows:

- After a review of existing evidence and case studies, the WP9 team identified the “Senior Citizens' Participatory Budget” in Alfândega da Fé, Portugal, as a best practice case (February 2015)
- MOPACT team prepared Best Practice Report, which brought together institutional data and information collected through interviews with key-informants of the best practice (information collected and collated in March 2015)
- The Best Practice Report was disseminated to peers and experts ahead of the Peer Review (on 17 April 2015)
- A meeting was conducted with peers and experts (on 27 April 2015)
- The findings from this process were summarized in a report (September 2015) that formed the basis for this chapter.

The **Senior Citizens' Participatory Budget** in Alfândega da Fé was selected as a Best Practice because it was the only participatory budget initiative that was specifically targeted at senior citizens⁴².

⁴² Information on the “Senior Citizens' Participatory Budget” in Alfândega da Fé can be accessed here: <http://webcache.googleusercontent.com/search?q=cache:btASw2XR2VYJ:www.cm-alfandegadafe.pt/documentos/download/2622fbce8444830ac45f8378b8a91b74+&cd=1&hl=pt-PT&ct=clnk&gl=pt>

The experience of Alfândega da Fé was discussed by two Peers, who represented comparable initiatives and who provided important insights into effective mechanisms for facilitating co-decisional initiatives involving older citizens.

Peer I was the initiative “Senior Citizens’ Panel” in Gdynia (Poland) which gathers older people opinions on public policies that directly affect them. The Senior Citizens’ Panel together with the Municipal Participatory Budget – which unlike in Alfândega da Fé is not targeted at senior citizens – provides senior citizens with power to propose and vote their projects in the city⁴³.

Aim: Senior citizens can directly propose new measures through the Municipal Participatory Budget, which is open to all citizens. In addition to this, Proposals from the ‘Senior Citizens Panel’ can be voted in the Participatory Budget too.

Statutory Regulation: the “Senior Citizens’ Panel” was instituted in 2012 within the Programme “Gdynia Dialogue with Seniors”, promoted by the local government (which includes political members from the civil society organisation “Gdynia Solidarity”).

Statutory power/role: The “Senior Citizens’ Panel” in Gdynia is framed within the City Council Programme “Gdynia Dialogue with Seniors”. The Programme is established in collaboration with other local public bodies and non-governmental organisations in order to implement policies and initiatives for senior citizens.

Method of Participation of Senior Citizens: The Participatory Budget is open to all the citizens. The most voted projects are implemented within budget allocation per district (e.g. repairs of streets and outdoor facilities for fitness activities are some of the most voted projects which were proposed by senior citizens). Proposals from the ‘Senior Citizens Panel’ can be voted in the Participatory Budget too. The “Senior Citizens’ Panel” is a systematic tool for generating the opinion of senior citizens to promote social dialogue towards better policies for senior citizens. The Panel members are interviewed through home visit by staff trained by the municipal Centre of Welfare. The Panel aims to come to an agreement on senior citizens’ needs and priorities in each district of the City. The outcomes are used by Municipality in order to improve policies for senior citizens.

⁴³ Information on “Senior Citizens’ Panel” in Gdynia can be accessed here: http://www.gdynia.pl/eng/the/city/hall/4584_37897.html

Peer II was the “Active Participation Centres” in the Region of Andalusia (Spain)⁴⁴. The Regional Government of Andalusia issued the Decree 72/2012 which transformed the “Day Centres” for senior citizens into “Active Participation Centres” (BOJA 66, 04/04/2012). The aim of the “Active Participation Centres” is to involve senior citizens in the decision on how public services are delivered on the ground by the Centres. Senior citizens can be elected to the Management and Participation Board, which manages these Centres.

Aim: The “Active Participation Centres” in Andalusia promote senior citizens’ well-being, solidarity through a new form of participatory service delivery. Senior users can participate in the General Assembly and elect their representatives to the Management and Participation Board of the Centres.

Statutory Regulation: The Regional Government of Andalusia issued the Decree 72/2012 which transformed the “Day Centres” for senior citizens into “Active Participation Centres” (BOJA 66, 04/04/2012).

Statutory power/role: The “Active Participation Centres” deal with social, cultural, leisure, music, touristic, sport, handcrafted activities, ICT training, and advice on juridical matters for senior citizens (order 1/9/2003). Services for senior citizens are discussed in the General Assembly and decided by the Management and Participation Board together with the Direction of the Centres. Some of the Centres directly depend on City Councils while the rest depend on the Region.

Method of Participation of Senior Citizens: The General Assembly is the official body where the users of the “Active Participation Centres” can participate and elect their representatives in the Management and Participation Board (4 representatives with less than 2500 senior users, 6 with 5000 senior users, up to a maximum of seven representatives). The General Assembly meets ordinarily (by the end of the first semester of each year) and extraordinarily when requested by the Direction of the centre and it is composed of 2/3 of the members from the “Active Participation Centre” Management and Participation Board (where also senior citizens can participate as members), and 15% of senior users.

The experience of “Senior Citizens’ Participatory Budget” in Alfândega da Fé, and its potential transferability to other political contexts, was also commented on by three experts. The experts were:

- Carlos Mascarell Vilar, Policy officer, Council of European Municipalities and Regions – CEMR
- David Wright, secretary of the Age Action Alliance - Europe Matters Working Group, UK
- Ernesto Ganuza, Senior Researcher, Instituto de Estudios Sociales Avanzados (IESA), Spain,

⁴⁴ Information on the Regional Decree in Andalusia can be accessed here: <http://www.juntadeandalucia.es/boja/2012/66/1>

Report of the Peer Review III Meeting

The Peer Review took place on 27 April 2015 at the offices of Praxis – Center for Policy Studies, Tallinn, Estonia, from 2.30pm to 7.30pm (local time).

In attendance were:

- Amílcar Moreira (ICS-UL, WP9 – Task 5 Coordinator and Chair of the meeting)
- Andreas Cebulla (NIESR, WP9 – Task 5 Partner)
- Andrea Principi (INRCA, WP9 – Task 5 Partner)

- Berta Nunes (Municipality of Alfândega da Fé, Portugal)
- Carlos Simões (Senior Citizens' Council in Alfândega da Fé, Portugal)
- Ana Maria Carriazo ("Active Participation Centres" in Andalusia, Spain)
- Katazyrna Ziemann ("Municipal Participatory Budget" and "Senior Citizens' Panel" in Gdynia, Poland)

- Carlos Mascarell (Council of European Municipalities and Regions – CEMR)
- David Wright (Age Action Alliance UK)
- Ernesto Ganuza (Instituto de Estudios Sociales Avanzados, Spain)

Web-meeting Schedule

The Peer Review III meeting was structured as follows:

- Presentation of Peer Review methodology by the MOPACT team by Amilcar Moreira
2:30-3pm
- “Senior Citizens’ Participatory Budget” in Alfândega da Fé
 - Berta Ferreira Milheiro Nunes, “Senior Citizens’ Participatory Budget” in Alfândega da Fé (Portugal)
3-4pm
 - Carlos Simões, Senior Citizens’ Council representative
4-4:30pm
- Feedback and discussion of success/blockage factors, and potential of transferability by ‘Peers’:
 - Peer I – Katarzyna Ziemann, “Municipal Participatory Budget + Senior Citizens’ Panel” in Gdynia (Poland)
4:30-5:30pm
 - Peer II – Ana Maria Carriazo, “Active Participation Centres” in Andalusia (Spain)
5:30-6:30pm
- Feedback and discussion of success/blockage factors, and potential of transferability by Experts:
 - Policymaker – Carlos Mascarell Vilar (Policy officer, Council of European Municipalities and Regions – CEMR)
6:30-6:45pm
 - Stakeholder – David Wright (Age Action Alliance, UK)
6:45-7pm
 - Researcher – Ernesto Ganuza (Instituto de Estudios Sociales Avanzados, Spain)
7-7:30pm
- Summary of findings by the MOPACT team
7:30-7:45pm

Introduction

Amílcar Moreira, chair of the meeting, provided an overview of the Project MOPACT and the mission of the Work Package 9 – Task 5, which explored the political and civic participation of senior citizens in Europe. According to the overarching objective of the programme concerning practical evidence upon which Europe can make longevity an asset for social and economic development, the WP9-T5 team sought to identify best practices and promising approaches that have the potential to advance the participation of senior citizens in policy-making. Such initiatives were expected to assist in addressing emerging distributive conflicts and help with adapting to social change.

The Senior Citizens' Participatory Budget in Alfândega da Fé was selected as an example of best practice in setting co-decisional mechanisms for senior citizens' participation in policymaking. This initiative was the only one of its kind in Europe that the review was able to identify.

The Best Practice: the Senior Citizens' Participatory Budget – SCPB in Alfândega da Fé

Mayor Berta Nunes and Carlos Simões, Member of the local Senior Citizens' Council, gave a presentation about the SCPB in Alfândega da Fé, Portugal.

Berta Nunes (Senior Citizens' Participatory Budget in Alfândega da Fé, Portugal)

Alfândega da Fé is a municipality in the North-West of Portugal, largely reliant on agriculture and farming activities. The Mayor Berta Nunes, elected in 2010, provided some data about recent demographic change in the municipality, which has a total population of 5104 people, including 496 aged 14 or younger, 497 aged 15 - 24, 2450 aged 25 - 64 and 1661 aged 65 and older. The Municipality was committed to putting into place new public measures to address ageing in the region and to support senior citizens living there, with the support of the World Health Organization Global Network 'Age-friendly Cities and Communities' to which the municipality subscribed in 2011.

The Municipality's main objectives were to:

- improve economic, social, and cultural participation

- provide opportunities for participation in decision-making and the promotion of social innovation
- improve the accessibility of public places;
- improve housing conditions to promote independent living and better quality of life
- develop public transport networks
- promote cultural and social activities at the community level and between generations
- encourage volunteering and improve of job opportunities
- support healthcare and social services.

The principal agenda of the Municipality's planned programme of activities had been identified by way of a survey of senior citizens (defined as aged 55 and older) living in the area. The survey had been conducted in 2011 and resulted in 314 questionnaires being returned. The key findings from that survey were:

- Transportation was seen as negative, especially by those living in the outlying villages, adversely affecting social participation.
- Housing was only seen partially as a problem, despite evident sub-standards.
- Social Participation was seen as major issue due to isolation issues: 231 out of the 314 in the survey are living alone; with an average age of 77 year; 76% of women; 55% did not complete primary education; 14% never attended school.
- Community and Health services: About 88% of respondents to the survey presented signs of depression according to a validated scale; 33% moderate intellectual disability, and 56% mild intellectual disability. Dementia was also found. The Municipality decided to reassess the depression signs after the survey. Most cases proved to be of sadness due to isolation. Dementia also appeared less prevalent than the survey had suggested.

As a result of the findings from the 2001 survey, which had suggested a high risk of social isolation with adverse health and mental health risks for senior citizens, the Municipality

conducted a further survey in 2012 and 2013. This survey distributed an additional 231 questionnaires to senior citizens who were living alone. The findings from this survey encouraged the Municipality to put into place a new integrated municipal network of support to senior citizens, which included:

- psychological Interventions against depression and dementia
- emotional support concerning negative life events (e.g. loss of close relatives, unfavorable economic situation, inherent medical conditions, loss of autonomy, loss of cognitive skills, isolation and lack of social support)
- community-based home care services
- promotion of active aging and social interaction.

Together with public and private institutions, such as the 'League of Friends of the Community Health Centre', an older citizen leisure activities group called 'Once Young', the Mobile Health Unit and the University for Senior Citizens in Alfândega da Fé, the Municipality began to run and support a number of social and community activities aimed at combatting social isolation and promoting quality of life, including:

- volunteering
- provision of public assistance in nursing, physiotherapy, dietetics/nutrition services

Against this background, the Municipality decided to create the Municipal Senior Citizens' Council (SSC) in 2013. The SCC was open to citizens aged over 60.

The SCC's original goals were to meet the social and wellbeing needs of senior citizens, to enhance the credibility and quality of democracy through participation, and to stimulate interaction between senior citizens and the local authority. The SCC was presently made up of some 20 senior citizen representatives selected by the Municipality, including nursing homes residents, representatives of public offices and elected officials from the Municipality and local parishes, and representatives of local NGOs. The SCC had so far met four times since its foundation (2 meetings per year are mandatory) and discussed the outcomes of the inquiry with the Municipality together with representatives of the Institute of Social Security in Portugal⁴⁵.

⁴⁵ More information retrievable from the website: <http://www4.seg-social.pt/>

In March 2014, the Municipality and the SCC announced the initiation of the Senior Citizens' Participatory Budget (SCPB). The SCPB provided funding (€10,000) that could be used by local groups of senior citizens (or representing and working with senior citizens) to facilitate social activities. The SCPB's main objectives were to:

- contribute to a greater approximation of public policies to the needs of senior citizens
- enhance the implementation of participatory, active and responsible citizenship to strengthen the credibility of institutions and the quality of democracy itself
- encourage interaction between elected municipal officers and senior citizens in finding solutions to improve the quality of life in the county.

Between May and June 2015, senior citizens were invited to submit proposals for projects to be funded by the SCPB. Four proposals were submitted, all concerned with providing meeting spaces for senior citizens in the Municipality of Alfândega da Fé, namely:

- the refurbishment of a disused local primary school in Castelo village
- the refurbishment of an old dwelling in Cabreira village
- the construction of a social centre for senior citizens in Eucísia village
- the construction of a social centre for senior citizens in Valverde.

The proposals were voted on in November 2014. Prior to that, SCC members had toured the project sites to inform their decision. The SCC chose the proposed refurbishment of the disused local primary school in Castelo village as the winning proposal. Castelo has a population of just 30 and was reported to have a long tradition of self-organisation under a proactive community leader.

Carlos Simões (Senior Citizens' Participatory Budget in Alfândega da Fé, Portugal)

Carlos Simões further added to Mayor Nunes's presentation, stressing the challenges that the dispersed and often weak agricultural and farming infrastructure posed to the economic and demographic sustainability of the region. The SCC aims to cater for the needs of the growing share of senior citizens in an otherwise fragile economic environment. It does so in partnership with public and private agencies, while monitoring the contribution made by SCPB funded projects towards achieving the wider goals of the SCC. Carlos Simões argued that SCC voting ensured that senior citizens' needs were adequately represented at Municipal level.

Furthermore the SCC offered ICT and literacy course to local citizens as one of their social activities.

The Peers and their presentations

Katarzyna Ziemann (“Municipal Participatory Budget + Senior Citizens’ Panel” in Gdynia, Poland)

Gdynia is a port city of some 250,000 inhabitants near Gdansk, built between the First and the Second World Wars to help Poland gain access to the Baltic Sea. Today about 70,000 – around the 30% - of its inhabitants are senior citizens. Against the backdrop of population ageing, the Municipality of Gdynia had designed new approaches encourage the participation of senior citizens in municipal policy making and implementation. The twin objectives of initiative in Gdynia were to empower senior citizens in the city and to improve the provision of public services.

Since health services are outside the Municipality’s domain, the main goals of encouraging greater participation of senior citizens in municipal policy had so far focused on the provision and quality of on public spaces and community activities, more specifically on:

- making the city more attractive to and accessible for senior citizens and people with disabilities
- opening society and urban environment to diversity
- promoting active ageing and intergenerational solidarity.

Participation was facilitated through a wide range of tools that aimed at fostering dialogue with senior citizens, notably:

- So-called *research walks* with senior citizens, managed by the Municipality of Gdynia in collaboration with a Warsaw-based NGO, and the Senior Citizens’ University. The initiative started in 2013, giving senior citizens the opportunity to have their views heard about the quality of public spaces and improvements they might wish to see. Research walks initially focused in the city centre, but have since been extended into other districts.
- Civil Panel with senior citizens collecting opinions on social services and public spaces in Gdynia. The Panel was first run for 3 months in 2013, with some 500 senior citizens taking part by completing a questionnaire seeking views on public infrastructures and

facilities (e.g. benches, waste bins, and public toilet in parks and public spaces). Two years after the Civic Panel, the Municipality provided the participants with a report on how survey results had informed municipal policy.

- Since the conclusion of the Civic Panel, additional consultations and focus groups have been organized to explore municipal service provisions with groups of citizens aged 55 years or older.
- In 2014, the Municipality of Gdynia started its Participatory Budget (PB) initiative, open to citizens of all ages. The Participatory Budget remains part of a larger set of initiatives to promote decentralised decision making, co-government and active participation. The initiative invited submissions of proposals to improve the public infrastructure and public spaces. The proposals had to be supported by at least 25 signatories. Zł3m (€715,000) were set aside for the PB, which was equivalent to approximately 3% of the annual municipal budget. Around 40,000 people took part in the initiative. Several of the proposals submitted to the PB initiative had already been identified during the Research Walks, the Civic Panel and the focus groups. Proposals were first submitted, then assessed by the Council, and finally voted by around the 17% of the local population. Around 4500 of voters were senior citizens. Senior voters mostly voted projects proposing better infrastructure and public spaces, including urban and outdoor fitness facilities (11 projects) or basic street repairs (5 projects)⁴⁶.

A principal aim of the Municipality of Gdynia was to enhance shared decision-making and civil activity towards better conditions of life. The tools employed for this purpose in Gdynia highlighted the potential for participatory initiatives to inform citizens of their rights and potential for influence, while also helping and educating people to articulate their views as part of the democratic process.

A brief discussion between the representatives of the Gdynia case and Alfândega da Fé suggested that, for Gdynia, a lesson from the Portuguese case would be that benefits of more direct contact with senior citizens as this could improve the process and range of proposal submissions. In turn, the representatives from Alfândega da Fé felt a lesson from the Polish case for their initiative was the potential benefit of opening up the PB project selection process to popular voting rather than SCC nomination.

⁴⁶ Out of the 41 elected projects, 11 included urban and outdoor fitness facilities, 5 concerned basic street repairs.

Ana Maria Carriazo (Active Participation Centres in Andalusia, Spain)

Andalusia is one of 17 administrative regions in Spain with a population of about 8.5 million people. Andalusia became an autonomous region of Spain in 1981, endowed with its own Parliament, Government (“Junta de Andalucía”) and Court of Justice (TSJA). It now has jurisdiction over healthcare and social services (both in collaboration with municipalities and the national government) and education. The region’s Council on Equality, Health and Social Policies contributes to regulating public health and social systems. The goals of its activities are the:

- Guarantee of rights on health and social welfare
- Progress on efficiency and sustainability of public health services and social protection
- Promotion of professional skills of the service providers
- Promotion of research, social innovation and sustainability
- Enhancement of transparency, open access to information and public participation

Andalusia also has an e-health strategy and a Strategy on Active Ageing (also: White Book on Active Ageing). The Region also regulates the more than 3,500 social centres across Andalusia, which work with local authorities and NGOs on services and supports for child care, drug addiction, physical and mental disabilities, senior citizens and community social services (for Roma people, migrants, immigrants, etc.).

In early 2015, around half of Andalusia’s social centres (1978) catered for senior citizens. They included day-care centres, nursing homes and 168 local community and leisure centres, whose activities and service offers are discussed and decided upon publicly, called Active Participation Centres (APCs). These Centres are regulated by Regional Decree and recognized by the European Union as an example of innovation in active and healthy ageing. APCs had about half a million members, and several of them had linked up to compare, contrast and, occasionally, coordinate their services. The total budget for the APCs was €45m per annum, which allowed them to be run in Andalusia’s main cities and towns (Andalusia has some 777 municipalities).

Some APCs were regulated by the municipalities, not the region, yet followed the same regulatory model and also aimed to promote senior citizens’ wellbeing, social integration, participation, and solidarity. These goals were being achieved through different types of services:

- activities and workshops (culture, music, handcrafts, leisure, sport, ICT, mobility, cognitive training, etc.) run at either regional or local level
- food provision
- legal advice.

APC members must be aged over 60 and live locally in the Andalusian Region, except where they are spouses of members and the age rule does not apply. Some other exceptions may also be applied to the age rule (e.g. pensioners may occasionally be admitted regardless of age).

APC members can take part in the General Assembly of the APC (GA). The GA meets at the beginning of the year in order to decide on the APC activities and their funding. The activities are decided on in consultation with the regional authority and on the basis of local traditions and needs. Some activities may require co-funding in order to be approved in the budget. As a matter of fact in the last few years the budget has been reduced due to the financial crisis. Members of the local Senior Citizens' Councils can participate without right to vote. The GA must also meet when called to do so by the Director; by two-third of the members of the Participation & Management Board, or by 15% of the members and users of the APC⁴⁷.

The Experts

The three experts commented the Best Practice by focusing on:

- mechanisms that can enhance (or hinder) the ability of senior citizens to state policies through this type of co-decisional mechanisms
- conditions or resources that should be in place to make such an initiative work elsewhere

Carlos Mascarell Vilar (Council of European Municipalities and Regions – CEMR)

Carlos Mascarell Vilar framed his viewpoint on participation as policy officer at CEMR of participatory policymaking. He argued:

⁴⁷ The Participation and Management Board (PMB) is composed of members of the GA. It is headed by a President (appointed by the region), who is supported by a Secretary, and four representatives for every 2,500 members (vocals can be up to 9 members, depending on the number of the Centres' members). The PMB representatives meet monthly and can have dedicated special committees.

- Participatory democracy was not the same as representative democracy. Participatory democracy was presently getting more important because citizens felt distant from politics and politicians. People expected more than electoral voting from modern day democracy.
- Participatory and representative democracies were complementary models that needed to be framed according to the specific context.
- Context peculiarities and people needs should orient tools toward higher social engagement for better policies and public services delivery.
- Senior citizens' councils represented a good example of legitimate representation of the interests of senior citizens with a view to improving decisions.
- Europe needed to mainstream senior citizens' participation in decision-making by strengthening participatory approaches with senior citizens. Mainstreaming did not need to encompass all decision processes.
- Towards the participation mainstreaming, there was need to improve multi-level strategies for effective political initiatives. Participatory budgeting was a good example of this.

Carlos Mascarell Vilar identified factors that made the Participatory Budget with senior citizens in Alfândega da Fé a **successful** practice:

- The small size of Alfândega allowed adequate representativeness of senior citizens' needs and this, in turn, guaranteed legitimacy of the process. In bigger cities the same process would be difficult to implement.
- The high-profile combination between Senior Citizens' Council powers and Participatory Budget provided high impacts over decision-making in public policies.

A potential **barrier** was the risk of top-slicing budgets in order to placate people rather than to facilitate political debate.

When considering its **transferability**, Participatory Budget benchmarking should be run by taking into account the size of the city/population, the type of urban/rural contexts, the coordination of political competences and territorial resources.

David Wright (Age Action Alliance, UK)

David Wright commented on the participatory budgeting initiative in Alfândega da Fé from the perspective of a member of the Age Action Alliance in United Kingdom. He noted that the current Conservative-Liberal government in the UK did not show much interest in participatory mechanisms. It had instead facilitated community action via market-based initiatives, such as the Community Right to Buy. David Wright explained that:

- Models of community involvement had been experimented with in recent decades as means for running public services with citizen involvement. New forms of volunteering had been encouraged while local government competences and financial resources had been reduced. The latter constraints meant that, for instance, the Brighton & Hove Council had considered abolishing its Senior Citizens' Council (SCC) to save costs, presenting the argument that most Councillors were seniors themselves and, hence, quite capable of making age-friendly decisions without the SCC in place. The proposal to abolish the Council was later withdrawn.
- Participatory Budgeting worked as long as adequate (financial) resources are in place.
- Participatory initiatives depended on governance structures and political systems as well as on specific political choices (e.g. consultation vs co-decisional approaches)

David Wright pointed out **success** factors of the Alfândega da Fé Participatory Budget initiative:

- It addressed several significant issues shared and experienced by many senior citizens and rural communities (isolation, mobility, inadequate housing, poor mental health)
- It presented a well thought-out vision, process and level of resource from the Municipality, as well as a clear decision making process
- It showed that involving senior citizens at an appropriate level can improve municipal decision making
- It ensured balanced representation and thus ensured that the SCC did not create new forms of bias or exclusion
- It systematically gathered and sought to validate emerging evidence
- It provided benefits through training activities (e.g. ICT courses)
- It was embedded in a wider strategy to promote civic engagement and links between political institutions and older electors
- It allowed neighbourhood-based delivery of outcomes

- It could rely on established technical expertise (from the Department of Public Works and the Municipal Division of Social Affairs)
- It could depend on the City Council's commitment to accountability, transparency and monitoring/assessment (City Council validated Guidelines each year).

David Wright identified two **barriers** what constituted areas where the PB might be able to improve, namely:

- a lack of understanding in the population of what the PB was about
- an apparent need for better dissemination of information.

Both of these challenges had been noted in an evaluation of the PB conducted in 2014⁴⁸.

David Wright argued that the PB initiative with senior citizens in Alfândeg da Fé exemplified a best practice and its **transferability** to other contexts should be examined giving its obvious achievement in terms of information sharing, consultation, involvement and collaboration with citizens.

Ernesto Ganuza (Instituto de Estudios Sociales Avanzados - IESA, Spain)

Ernesto Ganuza commenced his deliberation with some principal observations before commenting on the facilitators of, and barriers to, successful PB initiatives, such as the project in Alfândega da Fé. Ernesto noted that:

- demographic transformations and community life changes were threatening social networks. Isolation among seniors was a new phenomenon for Western Countries.
- Participatory Budgets were usually implemented for whole populations, regardless of age, or specifically targeted at young people. They were rarely implemented for senior citizens.
- Participatory Budgets were barely integrated with other governance actions and usually restricted to a small share of a public budget.
- Participatory Budgets demanded clear accountability: the point was not to have more money, but to account for how public resources were allocated. That was and should be the main reason and rationale for participatory mechanisms.

⁴⁸ This study was based on the findings drawn from "Communities in the driving seat: a study of Participatory Budgeting in England. London: Department for Communities and Local Government" (CLG, 2011).

Ernesto Ganuza identified the following as key for the **success** of the Alfândega da Fé PB:

- The Alfândega da Fé PB was focused and very well targeted. In making a connection between (addressing) social isolation and public participation it made the latter a meaningful activity for all involved. The initiative was thus able to promote civic engagement among (previously isolated) seniors as well as between seniors and others, and concurrently strengthened the relationship between political institutions and senior citizens.
- The success of the Alfândega da Fé PB was directly connected to the support it received from other public bodies. Based on identified real needs, the PB promised to improve conditions at relatively little (extra) cost. The prospect of the PB contributing to optimizing the allocation of financial resources strengthened its support among policy makers.
- The area that the PB sought to address above all else, namely the social isolation of senior citizens in Alfândega da Fé, had previously been identified as of great concern to local policy. This shared concern strengthened the PB's political status.
- Likewise, the Alfândega da Fé B eventually connected with other activities run by the government or by the public/private partnerships with senior citizens, making it a complementary, if not integral part of a larger policy agenda.
- The Alfândega da Fé PB had potential to improve social wellbeing among seniors and to foster engagement in public life; the initiative could influence similar interventions across Europe. The continuation of the PB with calls for further integrative proposals was likely to strengthen the initiative and stimulate future (pro-active) engagement activities.

Ernesto Ganuza also pointed out that, based on his extensive research in this field, he felt that the fact that only 2% of the population of Alfândega da Fé (i.e. 40 people) effectively and actively participated in the PB initiatives merely reflected similar experiences elsewhere. Similarly, whereas the number of proposals submitted to the PB (4) might have been thought low, it was not surprisingly so given the novelty of the initiative and the challenging social, political and geographical context.

Barriers, and potential weaknesses or risk factors that Ernesto Ganuza identified included:

- The need for technical assessment. Might it be possible to improve the exchange of information between senior and technical staff, and thus contribute to capacity building?
- The process that commenced with citizens' proposals, but ends with Senior Citizens' Council making the decisions. The typical process for Participatory Budget was for Councils to make proposals and people to vote on them. Ganuza asked why senior citizens were not allowed or expected to vote themselves on proposals? Would it not lend the PB further legitimacy and support, as well as building capacity, if seniors were themselves to assess and decide on proposals?
- The PB made little use of technology, including digital technology, so that proposals had to be hand delivered to the City Council. This risks creating new barriers and exclusions. Could this be rectified by, for instance, organising participatory assemblies?

With respect to the question of **transferability**, Ernesto Ganuza felt that the Alfândega da Fé PB should be of considerable interest to European policymakers and the European Commission. He argued that, as nations got wealthier, independent living was likely to rise, but this risks creating more instances of isolation. PB initiatives, such as the one in Alfândega da Fé may be well suited to address the risks.

Lessons learned

The preceding literature review, along with the presentations and the discussion during Peer Review III highlighted important lessons for initiatives seeking to engage senior citizens through co-decisional initiatives in policy process.

- First, processes should be framed so to match the legal, social and economic conditions and political rules. Hence, the first lesson that can be retrieved from this Peer review is that context matters. Rural initiatives are likely to require different frameworks from those applied in urban areas. Dispersion and resource intensity will impact on how and what can be done and achieved in what timeframe.
- Second, participatory initiatives approaching participation through co-decisional methods are more likely to succeed where there are clear lines of accountability. Participatory initiatives should be embedded in a wider governance strategy of (and vision for) public political participation. Towards the end, participatory processes are

stronger where administrative units and (local) government departments collaborate for effective governance.

- Third, participatory processes should be methodic and specific. They should be able to clearly identify community needs and the policy areas in which to engage senior citizens. The approach should be capable of setting priorities, and devising targeted and fast responses. In conjunction with accountability, this is likely to enhance public commitment to the initiative. Tokenism must be avoided at all cost.
- Fourth, information and transparency in government are critical to both generate (and have the potential to reclaim) trust in political institutions and political representatives. However, participation should not only be seen as a means for countering endemic mistrust towards political institutions, but also as a practical means to enhancing accountability.
- Fifth, effective participation also requires appropriate skills, openness and understanding on the part of government administrations and their staff. Participation initiatives should be informed by public debate. Timelines, goals, roles and functions of those involved in management, implementation and administration should be clearly articulated and defined.
- Sixth, initiatives like participatory budgeting should involve feedback loops involving all participants and actors. Feedback should be given to the non-participants as well, insofar as these initiatives and associated policies might also affect them.
- Seventh and last, initiatives also mature with time as they learn from experience. Repeated application may strengthen participatory projects over time, if they are allowed to learn and apply their learnings.

While these lessons were commonly shared among the participants of the Peer Review, there were other issues that remained unresolved. A central unresolved issue was that of the transferability of participatory budgeting and participatory initiatives in general. In the light of divergent social, economic and political contexts that continue to define the European landscape, it is difficult to conceive of a governance model for participatory initiatives that is applicable across jurisdictions. That said, the same lack of shared structures, in particular political structures, calls for basic, but unifying framework for the implementation of (and experimentation with) mechanisms that, in the cases included in this study, have demonstrated a capability to 'upgrade' democracy, work towards greater social inclusion and, importantly, social justice that is intergenerational.

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