5.2 Models for youth engagement strategies

From Participation to Engagement:
A Review of Conceptual Models for Developing Youth Engagement Strategies

INTRODUCTION

There are many ways young people can participate in an organization's activities; however, if the method of participation does not allow their voices to shape the decisions that affect them, then young people are not involved in meaningful participation and are not engaged. According to the Centre for Excellence in Youth Engagement, youth engagement is "the meaningful participation and sustained involvement of a young person in an activity, with a focus outside of him or herself" (1).[i] Other organizations have different definitions of youth engagement, but many practitioners use the one developed by the Centre as their guide. This document will provide practitioners with an overview of several youth engagement models that can help them engage youth in their organization, project, or initiative.

Providing opportunities for youth to fill decision-making roles can be a disconcerting process for adults. Prejudices about young people's ability to handle decision-making responsibilities are at the heart of this puzzle. Howard et al., say "increasing public or political representation or inclusion of young people requires overcoming widespread beliefs that young people are incapable of contributing to public debate."[ii] Roger Hart, who developed one of the models examined in this document, also struggles with the concept of adult-youth relationships. His ladder of child participation (1992) depicts the various depths to which young people can be included in decision-making processes. For Hart, participation is "the process of sharing decisions which affect one's life and the life of the community in which one lives."[iii] He argues that dismissing youth voices has a negative effect on young people's ability to develop the skills necessary to be active citizens. The examples he provides dispel the notion that young people cannot participate in making decisions.

Laena Garrison from the HeartWood Centre for Community Youth Development says youth participation is possible when youth can "promote their own best interests and have greater control over their lives."[iv] An essential feature of any organization's youth engagement project is the availability of opportunities to participate in meaningful ways.

The notion of empowerment must also be accounted for when developing youth engagement practices. Empowering youth helps make young people's participation efforts meaningful by giving them control over their contribution to an activity. The DFID-CSO Children and Youth Network defines empowerment as "an attitudinal, structural, and cultural process whereby young people gain the ability, authority, and agency to make decisions and implement change in their own lives and the lives of other people…"[v] Elizabeth Rocha, whose ladder of empowerment (1997) is reviewed in this document, captures how the types of power, which make up social relationships, can affect the type of participation opportunities available to citizens. Investigating how the distribution of power in society structures relationships between youth and adults is prevalent among research exploring the meaningfulness of youth engagement practices.

Rocha found that the concept of empowerment could take on different meanings based on its application in various social spaces. She explains empowerment is a form of power; "however, not all power experiences embody the same type of power…"[vi] Rocha compares her ladder of empowerment to Sherry Arnstein's ladder of participation (1969), which clarifies her interpretation of different empowerment forms. Arnstein, whose model is also reviewed in this document, says citizen participation "is the redistribution of power that enables the have-not citizens, presently excluded from

the political and economic processes, to be deliberately included…"[vii]

Rocha says Arnstein's ladder progresses from less to more levels of meaningful participation and, as in her own model, each level contains some form of empowerment; however, Rocha says her ladder progresses through different social circumstances, each requiring that the actors therein experience different kinds of empowerment. Arnstein's ladder, on the other hand, remains concentrated on one social sphere—the community. Rocha's comparison shows that Arnstein's ladder is concerned with only one type of power—i.e., the ability to make someone (or something) change its behaviour.[viii] Practitioners should be aware of the social spaces they occupy and how it can affect their relationship with potential youth participants. Examining Rocha and Arnstein's models together sheds light on how understanding the type of power practitioners are dealing with is central to developing meaningful engagement practices.

Participation involves individuals being given opportunities to be a part of the structures that affect their lives. Empowerment is about a deliberate shift in power relationships, to make an individual or group's participation efforts truly meaningful. Rocha's ladder of empowerment demonstrates that it is useful for practitioners to be conscious of the type of empowerment they wish to achieve when carrying out their engagement practices. Arnstein's ladder highlights the differences between meaningful forms of participation and those that are not. As practitioners ascend Arnstein's ladder of citizen participation, they make more of an effort to re-distribute power to those affected by the decisions they make. Hart's ladder shows how different types of youth engagement practices can create opportunities for young people's opinions to be included during decision-making processes. These inclusion practices should give young people the agency to have their voices taken seriously.

METHODOLOGY

The purpose of this review is to identify models that describe types or methods of youth participation. This will inform the development of a youth engagement framework for bringing young people's voices into an organization. The main knowledge area relevant to this research is children/youth participation, which is based more broadly on concepts derived from community and citizenship participation. The models reviewed in this document were gathered from scholarly articles about youth/community engagement, participation, and inclusion; youth engagement guidelines/toolkits; and youth engagement policies and practices from government and non-government organizations. The searches conducted for this review were primarily web-based, though the researcher also made use of the University of Toronto catalogues. The databases used to conduct searches include: Google, Google scholar, Scholars Portal Journals, Taylor&Francis online, EBSCO, ERIC, Sage journals, and Jstor. The terms used in the key word searches include: youth participation, youth inclusion, youth engagement, youth empowerment, citizen participation, citizen empowerment, community participation, participation, youth or children, models and citizenship.

Several of the models investigated in this review were extracted from an overview of youth engagement toolkits and policies in Canada and internationally, as well as academic articles. In particular, Australian resources including the New South Wales Commission for Children and Young People's toolkit and the Australian Association for Research in Education conference materials were useful. New South Wales' toolkit—*TAKING PARTicipation seriously*—includes a resource document highlighting several models of participation, which were reviewed in this document.[ix]

A paper, which was part of a panel discussion prepared for the Australian Association for Research in Education Conference in 2002 at the University of Queensland, entitled *Talking about youth participation - where, when and why*[x] also provided an overview of some youth participation models. Useful academic sources include Terri Mannarini and Cosimo Talo's article entitled *Evaluating public participation: instruments and implications for citizen involvement*,[xi] which presents two case studies exploring the evaluation of public participation, and provided an overview of participation theories and models. Moreover, the journal *New Directions for Youth Development* published a special issue on youth participation in 2002.[xii] The articles included in the issue cite youth participation models that were included in this document. Finally, a search for international organizations that advocate for, or work with, children and youth was conducted to determine if their work is based on models of youth participation.

Canadian-based resources also informed the development of this document. The HeartWood Centre for Community Youth Development in Nova Scotia created a youth engagement spectrum and framework for community youth development[xiii] that were used to develop the Halifax Regional Municipality's Youth Engagement Strategy.[xiv] The City of Calgary in Alberta, Canada also based their youth engagement guidelines[xv] on a model (i.e., The Youth Leadership Institute's framework)[xvi] that is included this document. Furthermore, the Ontario Secondary School Students' Association and the Institute on Governance developed a typology of youth governance practices in Canadian organizations,[xvii] which is also incorporated. Their typology was developed based on a review of Canadian case studies.

RESULTS

A total of 37 models are included in this document. This is not intended to be an exhaustive list of youth engagement/participation models, but is meant to give an overview of some of the theoretical frameworks in the field. The models are separated into two categories: typologies and processes. Models categorized as typologies place participation practices on a scale based on the depth to which they permit previously excluded individuals to become involved in an organization. These models offer options or categories for practitioners to help them choose the degree to which they are willing to allow young people to be involved with their activities. Practitioners can use these categories to determine the level of engagement they would like to achieve and the types mechanisms they can incorporate into their practices that correspond to a chosen level of participation.

Models categorized as processes focus on the range of participation opportunities that can be generated throughout an organization's operations. These models show how an organization's participation strategies can have many dimensions and can encompass a range of activities. Some of these models show that an organization should determine the depth of participation it aims to achieve, which its entire strategy should adhere to. Others show that various levels of participation techniques can be used at multiple junctures in an organization's engagement process.

While not all of the models included in this handbook were originally intended to address youth inclusion specifically, they all provide ways for thinking about how organizations can create opportunities—for those previously excluded individuals—to become engaged in their activities.

HOW TO USE THIS DOCUMENT

Practitioners will be able to use this review as a reference tool for multiple purposes. Each model is depicted graphically in its original form and is accompanied by a brief descriptive summary. The models are found in chronological order within the model's category. Readers will see how participation and engagement models evolved and how academics and other practitioners have built from each other's work. Readers may notice that many models reference earlier works. For example Burns, Hambleton and Hoggett's ladder (1994) was developed from Arnstein's ladder (1969). Rather than create their own ladder, Burns et al., enhanced Arnstein's ladder to express their own idea of citizen participation. Practitioners can use this handbook in a similar way. They can choose models from which to develop their own youth engagement frameworks; however, a practitioner may find a model that suits his or her needs in its original form, and may choose to model practices according to its principles.

A model may also be chosen as a basis from which to measure an organization's youth engagement practices. This can improve an organization's relationship with young people. An organization does not have to limit itself to using only one model to develop or evaluate its youth engagement practices. One set of criteria may be appropriate for one cluster of activities or department within an organization but not for another. A practitioner may want to choose a set of models in order to develop one coherent overarching framework.

Additionally, this document may be employed as a learning guide to better understand meaningful participation and engagement. The models are found in chronological order, which will help launch an investigation of the related body of literature. The sources from which the models were retrieved can be accessed to learn more about a specific model, researcher, or organization. Many of the organizations and researchers that created the models reviewed in this document have produced other resources that may be useful to practitioners interested in embedding youth engagement practices in their organization.

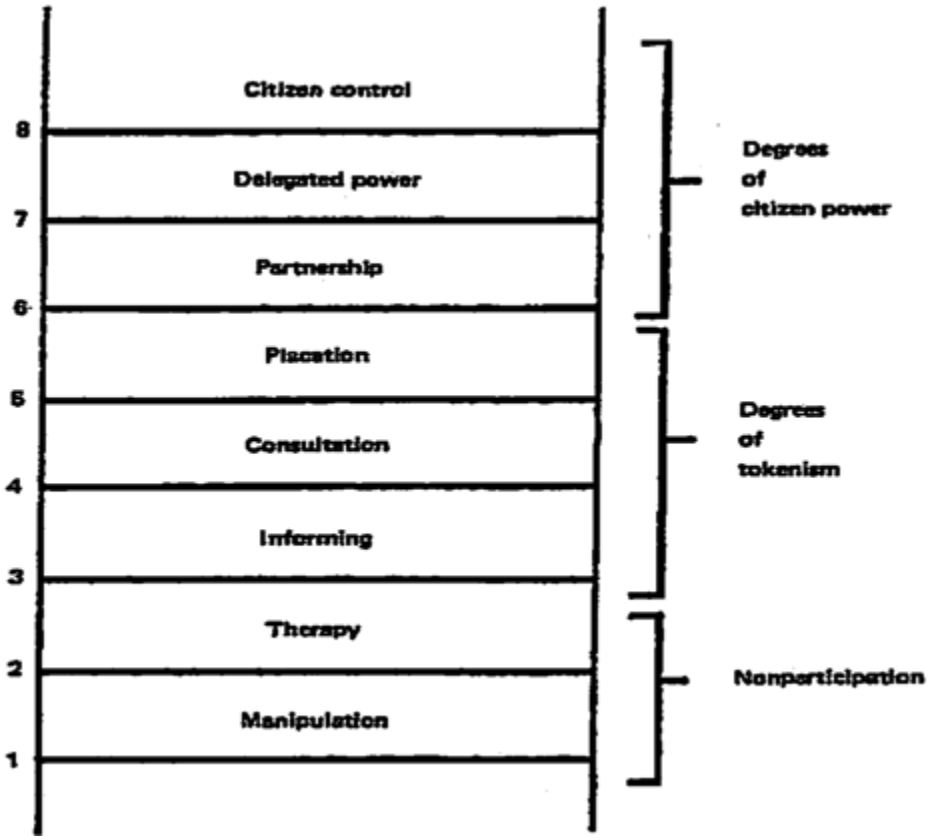
The remainder of this document will present the models and their summaries. This resource is intended to help practitioners think about youth engagement from a theoretical perspective in order to build their own policies and frameworks. One technique is not appropriate for all situations, and practitioners should develop their strategy based on the types and levels of participation that fit their objectives and the structure of their organization.

TYPOLOGIES

Arnstein, Sherry R. (1969). A Ladder of Citizen Participation. *Journal of the American Institute of Planners*, 35:4, 216-224

Sherry Arnstein identifies a problem with the practice of citizen participation. Essentially, those with power do not want to give it up. Arnstein demystifies the term "citizen participation" in her typology, which is based on her analysis of federal social programs in the United States. She found that programs containing characteristics consistent with types of participation practices at higher levels on her ladder encourage decision makers to give up some of their power to previously excluded citizens. She says citizen participation is "a categorical term for citizen power" (216). In practice, it is when citizens are deliberately included in a decision-making process.

Arnstein uses the image of a ladder to demonstrate how social programs can be categorized based on the depth of citizen participation involved in their design. Her model depicts different levels of power sharing between citizens and decision-makers over eight ranges. The bottom two rungs of Arnstein's ladder are *manipulation* and *therapy*. These low levels do not represent genuine participation because those with authority do not make any effort to re-distribute power. The next three levels—*informing, consultation, and placation*—are forms of tokenism. At these levels of participation those without power are given a chance to communicate their opinions, but their voices are not translated into action. At the higher levels on Arnstein's ladder, more opinions are considered during decision-making processes. *Partnerships* give citizens who have previously been excluded from decision-making the opportunity to bargain with those in power. *Delegated power* and *citizen control* are the highest rungs of Arnstein's ladder. At these stages, previously excluded citizens are able to make decisions.



Arnstein, 217

Conyers, Diana. (1986). Decentralization and Development: A Framework for Analysis. *Community Development Journal*, 21, 88-100.

Diana Conyers explores the role of decentralization in development processes. She argues that her framework is applicable in any situation where decentralization is "advocated as a means of bringing about the sorts of improvements in human well-being" associated with development (88). She explains that decentralization entails a transfer of power to increase the number of individuals or organizations involved in a decision-making process (88). Her framework is a guide that organizations or departments can consider when deciding to transfer some of their decision-making power to previously excluded agencies or individuals. It contains five points for reflection that can help an organization understand its objectives better and decide on a type of decentralization method. According to Conyers, a practitioner should think about the following when developing a decentralization strategy:

1. "The function activities over which authority is transferred;
2. The type(s) of authority or power which are transferred with respect to each functional activity;
3. The level(s) or area(s) to which such authority is transferred;
4. The individual, organization or agency to which authority is transferred at each level; and
5. The level or administrative means by which authority is transferred." (89)

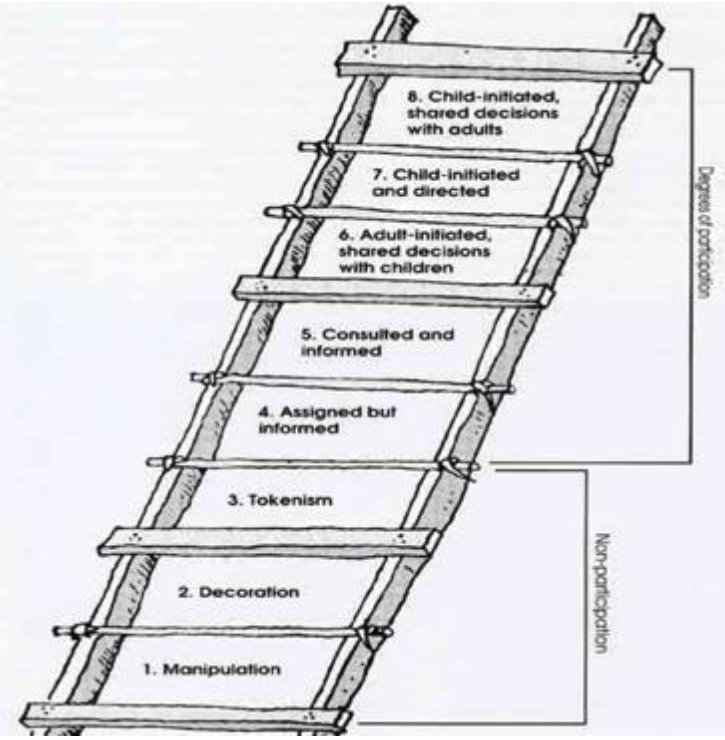
Conyers stresses that an organization's objectives will determine the type of decentralization practices it will pursue. The objectives that a practitioner may aim to achieve through decentralization include: managerial or political (i.e., to improve service delivery or satisfy certain interests groups), top-down or bottom-up (i.e., according to the hierarchy of power and influence attributed to various actors), explicit or implicit (i.e., whether decentralization is a formally stated goal or a goal which is embedded within the views of certain stakeholders but is not expressed outright) (90-92). Conyers' framework demonstrates that practitioners should consider the objectives of their strategy carefully when planning to involve more individuals in their organization's decision-making processes.

Hart, Roger. (1992). Children's Participation from Tokenism to Citizenship, *Innocenti Essays No.4 United Nations Children's Fund.* Florence, Italy. Retrieved from: http://www.unicef-irc.org/publications/pdf/childrens_participation.pdf

Roger Hart explores the notion of taking young people's voices seriously. For Hart, participation is "the process of sharing decisions which affect one's life and the life of the community in which one lives" (5). He stresses that citizenship, and the ability to participate, is an acquired skill set, built when young people and adults collaborate. He says the key to participation is a sense of ownership on the part of the participants in the activities they are involved with. This cannot be achieved unless all citizens (young people included) are given the power to meaningfully participate in making decisions that affect their lives.

Hart uses the image of a ladder to show that young people's voices can be included in decision-making processes to various degrees. His model is composed of eight rungs, the first three of which illustrate techniques intended to include children's voices in a project that do not create opportunities for genuine participation. Strategies with characteristics that suit those categories create levels of participation where it may appear as though youth voices are considered, but their opinions are not taken seriously. The subsequent levels of the ladder exemplify methods of authentic participation.

Hart says a truly participatory process is one where "the children understand the intentions of the project, they know who made the decisions concerning their involvement and why, they have a meaningful role, they volunteer for the project after the project was made clear to them" (11). The top five levels of the ladder express ranges of approaches that give children the chance to be meaningfully involved in a decision-making process. They encompass situations ranging from children understanding the activity they are involved in, to giving young people opportunities for designing their own projects. While it is not appropriate to operate at the highest rung of participation at all times, Hart emphasizes that it is important to always incorporate some form of genuine participation, however limited.



Hart, 8

Burns, Danny, Robin Hambleton and Paul Hoggett. (1994). Citizen Participation: Theory and Practice. In, *The Politics of Decentralisation: Revitalising Local Democracy* (153-179). London: The Macmillan Press Ltd.

Danny Burns et al., argue that citizens should be empowered in order to improve the quality of government and public services. According to the authors, empowering citizens can help them become more involved with making decisions that affect their lives. Their ladder is based on Arnstein's ladder of citizen participation, which they aim to make applicable to local governments in general. Burns et al., contend that giving citizens control is not the same as giving them opportunities to participate. They say control means "the power of directing. It requires participation in the process of production…not only the process of consumption…" (156). Citizens must have the ability to control the choices and opportunities for participation available to them.

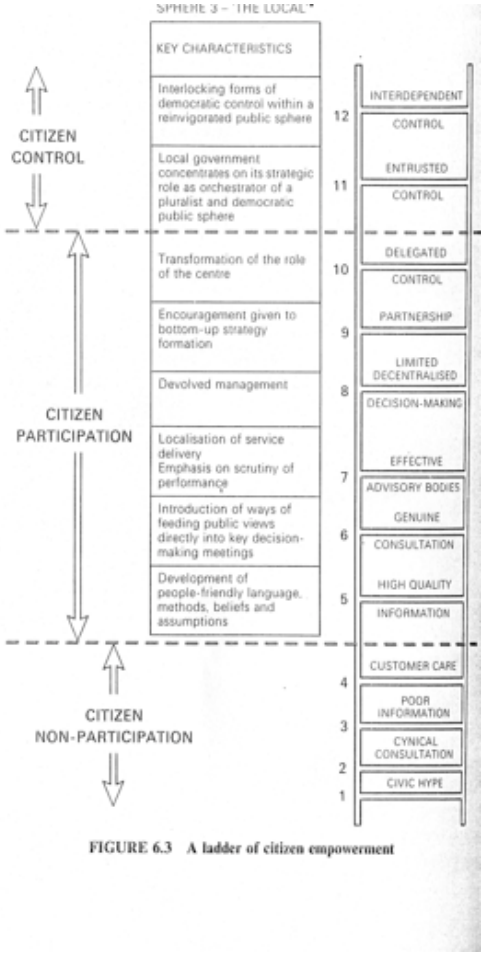


FIGURE 6.3 A ladder of citizen empowerment

Burns et al, 162

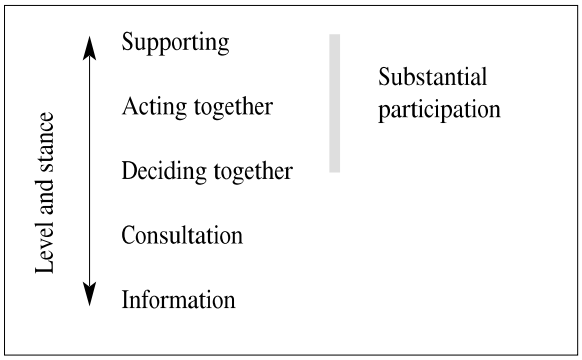
Empowerment is a central theme in their ladder of citizen power. The social space where an individual seeks to gain control determines the type of empowerment he or she will experience. They say Arnstein's model, like their own, deals with empowerment in the "neighborhood, programme, site or facility," rather than in the individual or national government spheres. The authors adapt Arnstein's ladder by adding rungs, increasing the number of participation categories to 12. They use this base ladder to distinguish between the local level government and sub-local level neighbourhood spheres. This general ladder then acquires different characteristics depending on the locus of analysis. In

addition to showing that citizens experience different types of empowerment in different spheres of their lives, the researchers say that individuals can participate in three different areas of decision making within these spheres: operational (i.e., the behaviour and performance of staff), expenditure (i.e., budgets), and policy-making (i.e., strategic objectives of a particular service) (160). Therefore, each area of decision making contains different degrees of delegated power. Their ladder shows that meaningful types of participation involve some transfer of power from authorities to citizens, who then gain influence in a decision-making process.

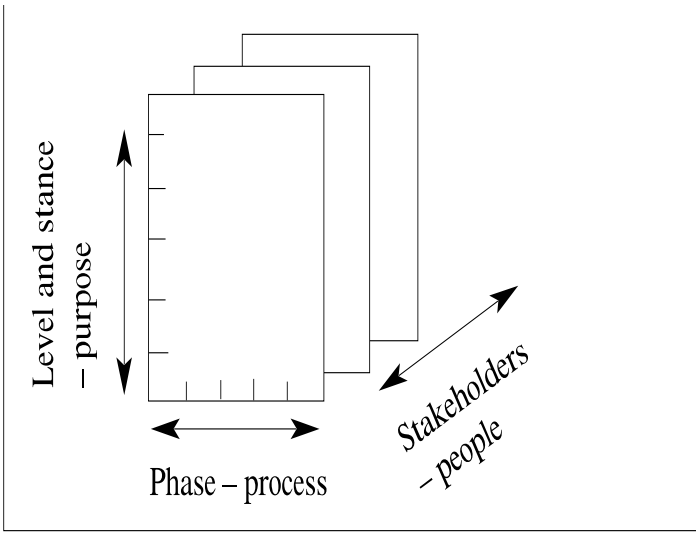
Wilcox, David. (1994). *The Guide to Effective Participation*. Brighton, UK: Joseph Rowntree. Retrieved from: http://www.partnerships.org.uk/guide/

David Wilcox's theoretical framework shows that the individual who controls a decision-making process is the central element for consideration during a participation initiative. His model is based on Arnstein's ladder of citizen participation and was developed for a guide on how to design community participation projects. Wilcox's model is based on the assumption that organizations decide to initiate a practice of involving others in its decision-making process, rather than taking a grassroots approach where citizens attempt to affect an organization without being invited; therefore, the organization decides how the process will occur and the level of control it will give to its participants.

Wilcox adds the dimensions of time and interests to Arnstein's levels of participation. His participation process is broken into four phases—initiation, preparation, participation, and continuation—and takes into account that community participation practices occur over time. He says "different levels of participation are appropriate in different circumstances" (8). As such, he alters Arnstein's rungs to provide practitioners with an alternative way to think about the degree to which they are prepared to involve community members in their operations. Wilcox's levels of participation include: *information, consultation, deciding together, acting together* and *supporting.* He says that the level of participation a practitioner chooses to incorporate will depend on the phase of the project they are in and who will be involved. According to Wilcox, effective participation will happen when "each of the key interests—the stakeholders—is satisfied with the level of participation at which they are involved" (9). For Wilcox, it is the role of the practitioner to manage this process by knowing the different interests of the stakeholders involved and brokering the distribution of power between them and the organization.



Wilcox, 8



Wilcox, 8

White, Sarah C. (1996). Depoliticising development – the uses and abuses of participation. *Development in Practice*, 6:1, 6-15

Sarah White explores what it means to have a say in decision making by determining what participatory practices are truly meaningful. She says "participation can take on multiple forms and serve many different interests" (7). Two important dimensions of meaningful participation she says practitioners should consider are who participates and at which level of the process. White identifies four types of participation practices based on different combinations of participation forms, the interests of those who are designing programs, what participants are hoping to gain from their inclusion, and how the participation model is intended to function.

White's model depicts ascending levels of meaningful participation from top to bottom in a list format. Less meaningful forms of participation offer minimal opportunities to share power between citizens and decision-makers. Top down interests represent those of the decision-makers—i.e., those with power in society—while bottom-up interests represent average citizens—i.e., those without power to make decisions. Those with decision-making power engage in participatory initiatives for various reasons, which determine the form and function of the participation opportunities that will be available to those who were previously excluded from the process.

White explains that *nominal* participation is when certain excluded groups in society appear to have input in the decisions being made but, in reality, their participation is simply for display. *Instrumental* participation is when citizens participate for the purpose of achieving some end, but the act of participation is not valued. *Representative* participation means citizens choose to contribute to a project in order to express their interests and have their voices heard. *Transformative* participation is when citizens bring about their own projects through a sense of empowerment, which may or may not be facilitated by those individuals or organizations in positions of power.

Table 1 Interests in participation

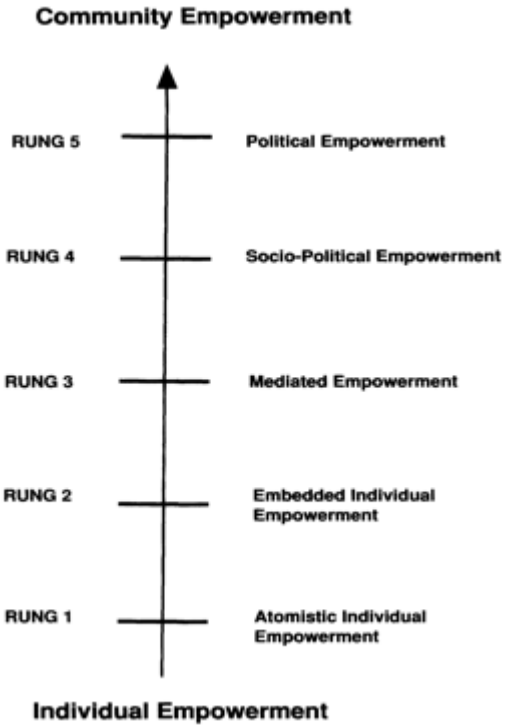
Form	Top-Down	Bottom-Up	Function
Nominal	Legitimation	Inclusion	Display
Instrumental	Efficiency	Cost	Means
Representative	Sustainability	Leverage	Voice
Transformative	Empowerment	Empowerment	Means/End

White, 7

Rocha, Elizabeth M. (1997). A Ladder of Empowerment. *Journal of Planning Education and Research*, 17:31-44.

Elizabeth Rocha unpacks the term *empowerment* to provide a coherent way of understanding the concept and to help practitioners develop and evaluate their empowerment goals and strategies. She builds from Arnstein's ladder of participation to show the connection between empowerment and participation. Rocha developed her five types of empowerment from a literature review on empowerment theory across different fields of research. Her idea of power is based on McClelland's (1975) classification of power typologies. Rather than exploring ways of increasing one type of power, Rocha explains that her ladder incorporates different types of power, which undergo different processes of growth depending on the locus of analysis.

Rocha's typology of empowerment moves from individual to community empowerment as the ladder increases in height. Four dimensions—locus, process, goals, and power experience—distinguish the differences between her eight rungs of empowerment. *Locus* is the distinction between individual and community. *Process* is the way that empowerment is attained. *Goals* are the intended outcomes of each type of empowerment, and *power* experiences are based on the four categories of power developed by McClelland (which range from the other to the self as sources of power). The five types of empowerment begin with *atomistic individual empowerment,* which is empowerment intended to affect the individual. *Embedded individual empowerment* is the empowerment of individuals within a larger context. *Mediated empowerment* takes place within the context of a relationship between an expert and his or her client, which may be an individual or a community. *Socio-political empowerment* and *political empowerment* both focus on community empowerment. *Socio-political empowerment* is when collective social action challenges an oppressive institution, while *political empowerment* is when a certain group in society gains access to community services.

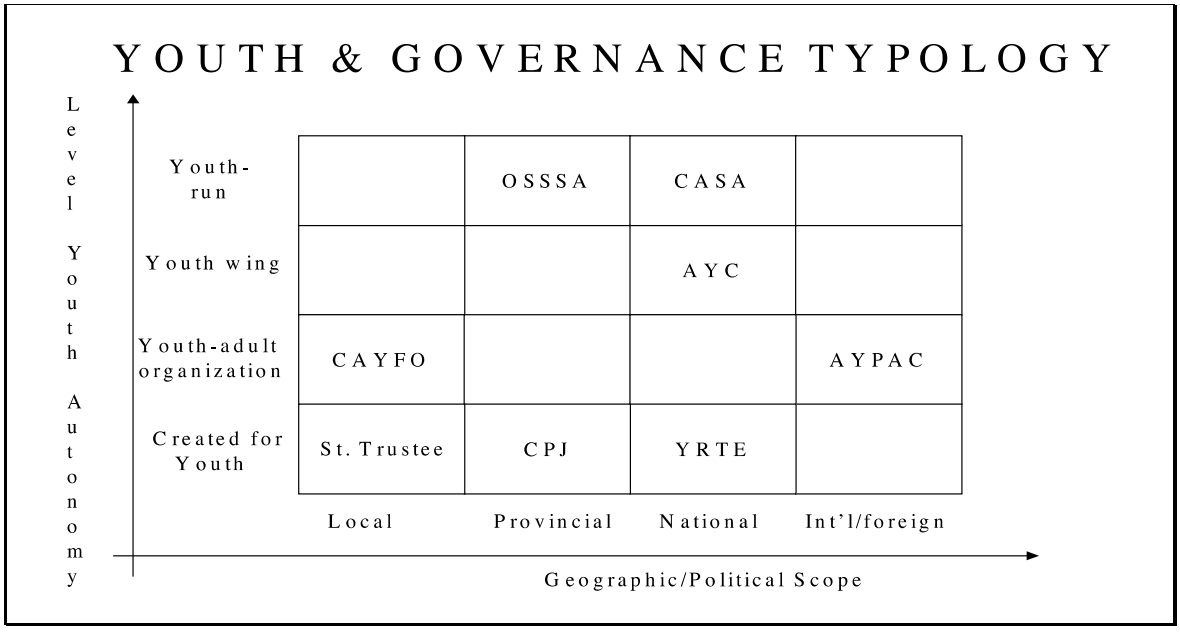


Rocha, 34

Haid, Phillip, Elder C. Marques and Jon Brown. (1999). Re-focusing the Lens: Assessing the Challenge of Youth Involvement in Public Policy. *The Ontario Secondary School Students' Association and the Institute on Governance*. Ontario, Canada. Retrieved from: http://iog.ca/sites/iog/files/lens.pdf

The Ontario Secondary School Students' Association and the Institute on Governance investigate how young people can influence public policy-making in Canada. Their aim is to re-focus how society and youth serving organizations view young people. Rather than perpetuating the idea that youth are future leaders, they want to find out how youth can show leadership today by encouraging them to participate in making decisions that affect them.

The researchers determine different forms of youth participation that can help get young people involved in various organizations. They developed a typology of youth participation in governance to capture the range of activities that exist in Canada. Their typology classifies youth participation activities based on the levels of autonomy available to youth through various types of participation opportunities and by the political level at which each form exists in Canada. Activities *created for youth* are initiatives where youth voices are collected by adults who channel their input into the decision-making process. This type of participation leaves little room for youth empowerment. *Youth-adult* initiatives involve adults acting as mentors for youth. *Youth wing* models provide youth with a support base, but young people are given opportunities to act independently. *Youth run* organizations provide the most autonomy to youth, but their effectiveness can be hindered by their lack of connection to adult decision-makers.



Haid et al., iv

Listen, Inc. (2000). An Emerging Model for Working with Youth. *Funders' Collaborative on Youth Organizing, Occasional Papers Series No. 1*. Edward W Hazen, Sundra and Tides Foundations: Brooklyn, New York. Retrieved from: http://www.fcyo.org/media/docs/8141_Papers_no1_v4.qxd.pdf

The Funders' Collaborative on Youth Organizing offers a model of youth engagement based on positive youth development. Their approach to working with youth combines community-organizing theories with ideas about youth development. They call their strategy "youth organizing," which is "a hybrid form of community-based youth work explicitly committed to social and civic engagement and political action" (2).

The researchers' model categorizes approaches that practitioners have used to work with youth since the positive youth development framework emerged. They say that youth engagement approaches can fall into five broad categories ranging from youth service models to youth organizing models. *Youth service approaches* provide supports for individual youth to overcome barriers to their development. *Youth development* programs help youth obtain the competencies they need to grow. *Youth leadership* development approaches help youth generate collective interests and organize themselves to build communities with their peers. Youth *civic engagement* approaches help "young people develop the skills and habits needed to actively shape democratic society in collaboration with others" (8). This approach, at the right end of the spectrum, emphasizes creating partnerships between youth, their representatives, and members of the broader society. Finally, *youth organizing* is when youth define the issues that affect them to develop strategies for changing their own lives.

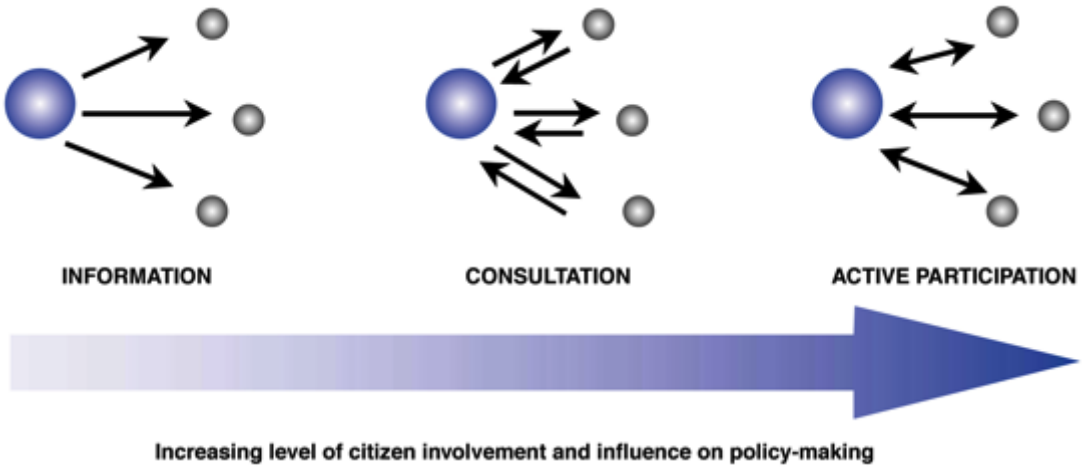
INTERVENTION	DEVELOPMENT	COLLECTIVE EMPOWERMENT		SYSTEMIC CHANGE
YOUTH SERVICES APPROACH	**YOUTH DEVELOPMENT**	**YOUTH LEADERSHIP**	**CIVIC ENGAGEMENT**	**YOUTH ORGANIZING**
		Includes components of youth development approach plus:	*Includes components of youth development & youth leadership plus:*	*Includes components of youth development, youth leadership and civic engagement plus:*
▪ Defines young people as clients ▪ Provides services to address individual problems and pathologies of young people ▪ Programming defined around treatment and prevention	▪ Provides services and support, access to caring adults and safe spaces ▪ Provides opportunities for the growth and development of young people ▪ Meets young people where they are ▪ Builds young people's individual competencies ▪ Provides age appropriate support ▪ Emphasizes positive self identity ▪ Supports youth-adult partnerships	▪ Builds in authentic youth leadership opportunities within programming and organization ▪ Helps young people deepen historical and cultural understanding of their experiences and community issues ▪ Builds skills and capacities of young people to be decision makers and problem solvers ▪ Youth participate in community projects	▪ Engages young people in political education and awareness ▪ Builds skills and capacity for power analysis and action around issues young people identify ▪ Begins to help young people build collective identity of young people as social change agents ▪ Engages young people in advocacy and negotiation	▪ Builds a membership base ▪ Involves youth as part of core staff and governing body ▪ Engages in direct action and political mobilizing ▪ Engages in alliances and coalitions

Funders' Collaborative, 10

Caddy, Joanne and Christian Vergez. (2001). Citizens as Partners: Information, Consultation and Public Participation in Policy Making. *Organization for Economic Co-operation and Development*. Paris, France. Retrieved from: http://www.ecnl.org/dindocuments/214_OECD_Engaging Citizens in Policy-Making.pdf

The OECD says it is important to integrate public opinion into decision-making processes to make stronger bonds between governments and citizens. The authors say active participation is when leaders "recognize the capacity of citizens to discuss and generate policy options independently" (12). For participation to occur, the OECD says leaders should ensure that citizens have access to the information they need to get involved, which "requires sound legislation, a clear institutional mechanism for its application and independent oversight institutions and judiciary enforcement. Finally, it requires citizens to know and understand their rights—and be willing and able to act upon them" (12).

The OECD's model shows that the type of relationship formed between leaders and citizens can vary at different points in the participation process. They say that in order for citizens to be consulted, they must be informed and the process of participation must be active. Governments must choose the proper tools for effectively engaging with a target group of citizens to *inform*, *consult* with, and encourage *active participation*. Each component of the participation process creates opportunities for different types of relationships to form between leaders and citizens. Providing access to information is a one-way relationship, because leaders deliver information to the public without engaging in a dialogue; therefore, in addition to providing information, leaders must hold consultations where they are obligated to account for citizen input. The consultation stage is a two-way relationship as citizens are able to give feedback to governments. Participation practices must also provide for enough time and flexibility to adopt new ideas and include mechanisms for the integration of citizen input into the decision making process. Active participation is a partnership relationship because citizens are able to define the decisions being made on equal standing with the government.



OECD, 23

Shier, Harry. (2001). Pathways to Participation: Openings, Opportunities and Obligations - A New Model for Enhancing Children's Participation in Decision-making, in line with Article 12.1 of the United Nations Convention on the Rights of the Child. *Children and Society*, 15: 107-117

Harry Shier embeds the principle of a child's right to participate in decision making into a model for involving children in participation initiatives. The model is a response to Hart's ladder of participation. Shier says it is intended to be an additional tool to enhance the participation process, not replace Hart's ladder.

Shier's model shows five levels of participation in which children can have different degrees of control over decision-making processes. He endeavors to capture how, at each level, there may be different degrees of commitment to participation; therefore, each level is also divided into three different stages—openings, opportunities and obligations. When an organization or individual makes a commitment to include youth voices, an opening is created, which then must be complemented by an opportunity that allows the organization to work at that level of participation. Finally, once an organization becomes obligated to engagement with youth, that opportunity is then built into the system. The model begins with lower degrees of child participation where children's opinions are listened to and considered seriously, but are not given support to help them form their opinions. At higher levels, organizations commit themselves to more permanent requirements for supporting young people's voices by creating an environment that helps youth form opinions and be taken seriously. When an organization operates at the highest levels of participation in Shier's model, young people are called upon to participate in activities where decisions are made. At these levels, adults give up decision-making power to children, who are then responsible for their actions.

International Planned Parenthood Federation. (2004). Setting Standards for Youth Participation. *Adolescent/Youth Unit*. London, UK. Retrieved from: http://www.youthcoalition.org/attachs/IPPF YOUTH GUIDE.pdf

The International Planned Parenthood Federation's guide is intended to help practitioners include youth in the governance structure of their organizations. They define youth participation in decision making as "participation in which both young people and adults need to embrace change and be ready to stand by and support each other for organizational and mutual benefits" (8).

The IPPF developed a continuum of youth participation to help its member associations assess their current level of youth participation and to help develop youth participation targets for the organization as a whole. They say that the levels expressed in the continuum can be used in different combinations for different projects depending on what is appropriate. *Ad hoc* levels of youth participation are when adults make all decisions, but young people are called upon to contribute for short periods of time. *Structured consultation* is when an organization develops a strategy for involving young people based on a two-way flow of information. *Influence* is when a formal method for young people to provide input is created and they have a certain level of authority over decisions being made. *Delegation* is when young people are given responsibility for making certain decisions in an organization, but with limits on their power. *Negotiation* is when young people and adults deliberate together on equal ground and reach a consensus. *Youth run* is when young people make all of the crucial decisions in an organization.

IPPF, 10

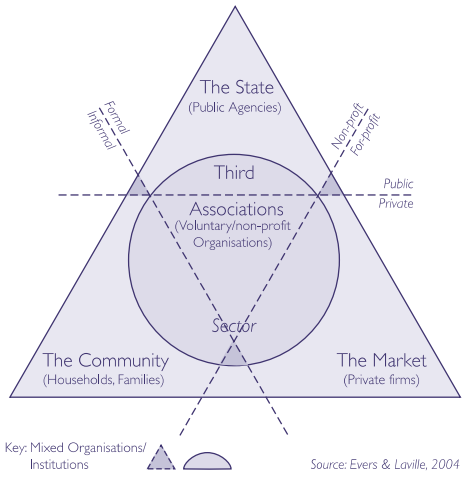
Jochum, Veronique, Belinda Pratten and Karl Wilding. (2005). Civil Renewal and Active Citizenship: a guide to the debate. *National Council for Voluntary Organizations*. London, UK. Retrieved from: http://www.ncvo-vol.org.uk/sites/default/files/UploadedFiles/NCVO/Publications/Publications_Catalogue/Sector_Research/civil_renewal_active_citizenship.pdf

Jochum et al., highlight how the concept of *civil society* applies to different types of organizations, including governments and voluntary and community organizations. NCVO identifies the links between two kinds of participation: *horizontal civil participation*—i.e., the coming together of people to pursue some purpose by taking part in a community activity, and *vertical participation*—i.e., the ability to access power by taking part in the decision-making processes of institutions by dividing social capital.

The authors say the links between these two types of civil participation—horizontal and vertical—are the formal and informal ways that people associate with each other. These links can be separated into three different types of associations—*bonding, bridging and linking*. These three characterize the types of social capital that the researchers found community organizations were capable of generating. They say that the goal for community organizations is to move beyond bonding to promote the bridging and linking together of different forms of social capital. Organizations can accomplish this task "by engaging with a wider cross-section of the community, as well as power institutions" (11). Achieving this goal depends on an organization's stated objectives, as well as its range of members and its approach. Success is a function of an organization's internal processes and structures.

Type of social capital	Type of participation	Role in civil society
Bonding *Relates to common identity (i.e. ties amongst people who are similar to each other)*	Horizontal participation	Shared common purpose
Bridging *Relates to diversity (i.e. ties amongst people who are different from one another)*	Horizontal participation	Dialogue between different interests and views in the public sphere
Linking *Relates to power (i.e. ties with those in authority).*	Vertical participation	Access to power institutions and decision-making processes

Jochum et al., 11

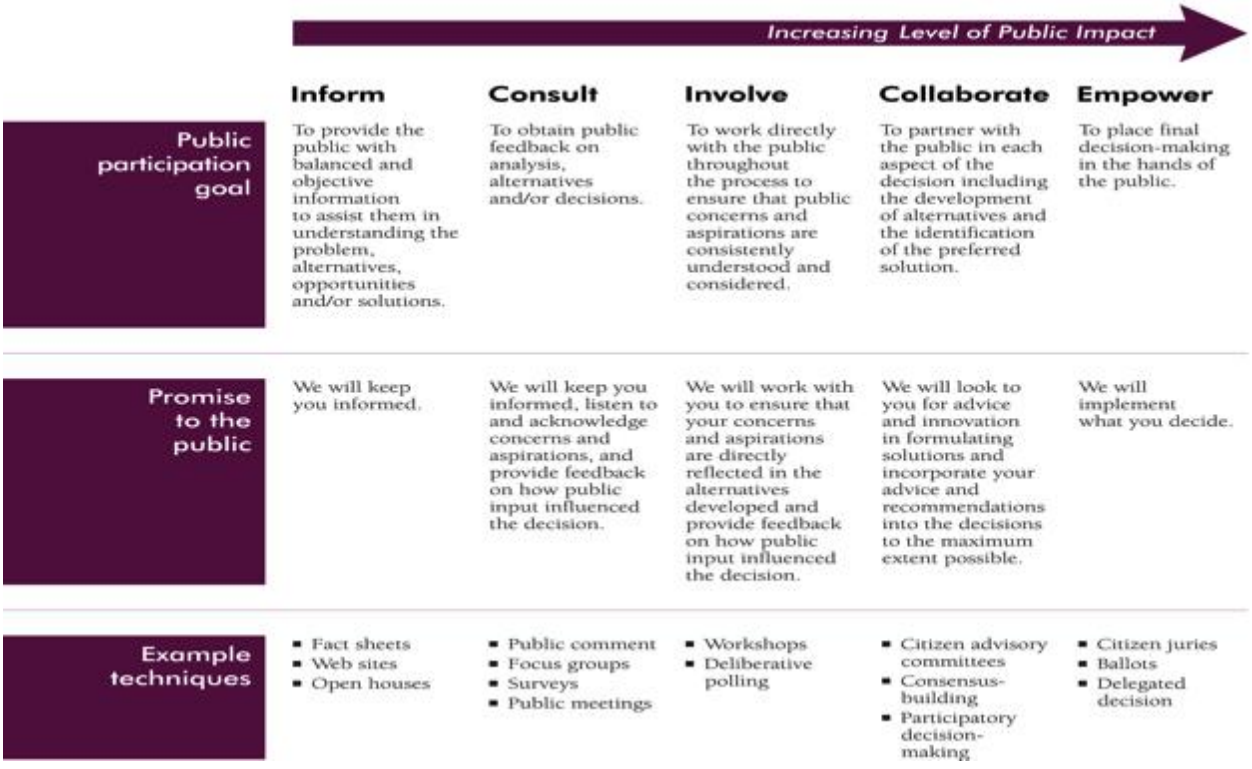


Jochum et al., 7

International Association for Public Participation (2007). IAP2 Spectrum of Participation. *IAP2*. IAP2: Colorado, USA. Retrieved from: http://www.iap2.org/associations/4748/files/IAP2 Spectrum_vertical.pdf

IAP2's spectrum of participation is intended to help practitioners decide which level of public participation to build into their processes. They say that different levels of participation are appropriate depending on the practitioner's goals, time frames, resources that are available, and levels of concern over the decision to be made in *People and Participation: How to put citizens at the heart of decision-making*[1] uses IAP2's spectrum of participation to inform their values and principles of engagement. Involve aims to create networks that "enable people to influence decisions and get involved in action that affect their lives" (6).

Participation can take many different forms for different reasons. IAP2's spectrum categorizes types of participation initiatives, which create various levels of opportunities for citizens to have a certain degree of impact on an organization's decision-making processes. The spectrum also provides guidelines for practitioners on how to embed the level of participation practices chosen into their activities according to the goals of the organization and the techniques available. Involve says participation can serve as a method for generating social capital—i.e., trust between citizens. It can also help organizations and governments gather feedback from citizens to build the capacity of communities in order for them to lead their own projects, and to empower individuals to have agency over their own lives.



[1] Involve. (2005). People and Participation: How to put citizens at the heart of decision-making. London, UK. Retrieved from: http://www.sp.gov.tr/documents/People-and-Participation.pdf

IAP2, http://www.iap2.org/associations/4748/files/IAP2%20Spectrum_vertical.pdf

Zammit, Andrea and Alana Lowe. (2007). Models of Youth Work. *GOAL Youth Workshop Series: Artreach Toronto*. Toronto, Ontario. Retrieved from: http://www.artreachtoronto.ca/toolkits/the-goal-toolkits/models-of-youth-work/

Zammit and Lowe's paper is part of a series of documents developed by youth-led organizations in the city of Toronto to help young people be involved in organizations. The authors describe types of youth work and how youth can get involved in different types of organizations. They developed a youth engagement continuum to characterize youth engagement practices across various types of organizations.

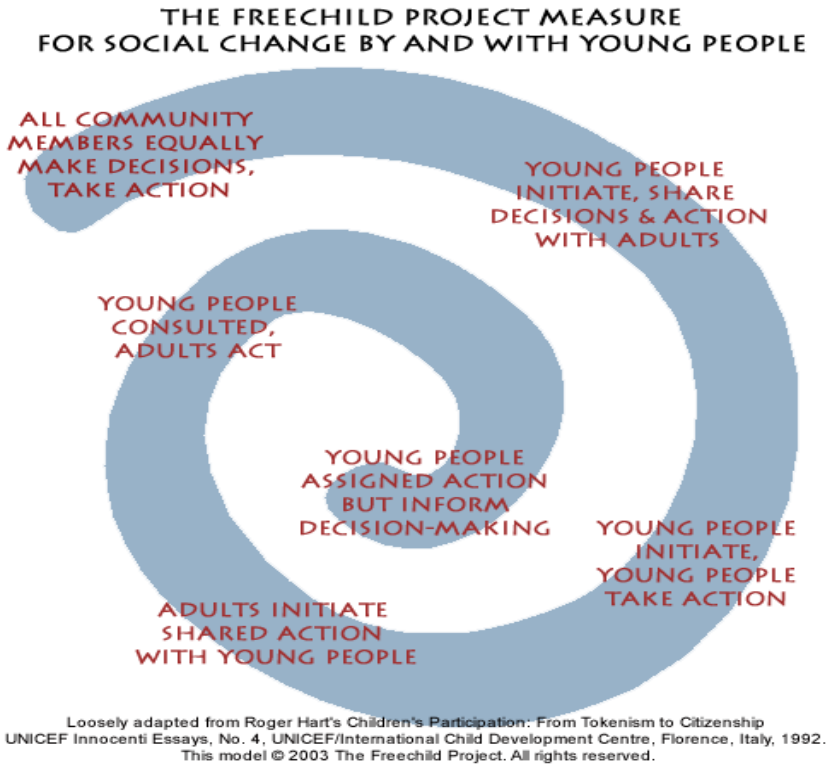
The researchers' continuum demonstrates types of youth engagement practices and the effectiveness of the opportunities they facilitate. They say "effective youth engagement models not only encourage youth participation in the development and design of a program or initiative, but also support young people to gain the skills and experience needed to coordinate and lead projects and programs on their own with/for their peers" (6). A *youth services approach* is the least effective type of youth engagement practice because this method only addresses the individual problems that youth face on an issue-by-issue basis. A *youth development approach* is more effective than the former method because among other characteristics, it "provides opportunities for the growth and development of young people" (6). The *youth leadership approach* builds from the youth development approach to give young people opportunities to participate in "meaningful youth leadership…within programming and organization" (6). The *youth organizing* approach further builds from the youth leadership approach and means youth are able to participate as "part of core staff and governing body" (7).

Zammit and Lowe, 6

Fletcher, Adam (2008). Measure of Social Change Led By and With Young People. *The FreeChild Project*. Washington, USA. Retrieved from: http://www.freechild.org/measure.htm

The purpose of The FreeChild Project's model is to give organizations a tool to help integrate young people into society. One of their goals is to "realize the full participation of all people throughout society as equal members in decision-making and action."

Their model shows that the number of individuals who are involved in an activity affects the quality of its engagement opportunities. A lower number of individuals involved (at points further inwards on the spiral) means fewer opportunities for engagement. At the point on the spiral where *all community members equally make decisions and take action*, every person in a community is engaged. For The FreeChild Project, this is the objective for any engagement activity. Moving further inwards on the spiral, young people are presented with fewer prospects for being involved to the same degree as adults in a community. At the point where *young people initiate change while sharing decisions and action with adults*, young people are leaders, but adults enjoy most of the power in society. When y*oung people initiate change and take action*, young people work together with their peers. Further inwards on the spiral, when *adults initiate change and share action with young people,* adults fill the leadership roles. When *adults consult with young people*, youth and adults are not engaged in a meaningful dialogue. Finally, at the furthest point inwards on the spiral, when *young people are assigned action but inform adult decision-making,* youth voices are only taken into account by decision-making adults.



Fletcher, http://www.freechild.org/measure.htm

Youth Leadership Institute. (2009). *Education Change and Youth Engagement*. San Francisco, USA. Retrieved from:
http://www.yli.org/media/docs/2648_Educationchangeandyouthengagement.pdf

The Youth Leadership Institute believes that youth should be meaningfully involved in the U.S. education system. They present a practice-based model for intentional and meaningful youth engagement in educational change and define youth engagement as "the active, empowered, and intentional partnerships with youth as stakeholders, problem solvers, and change agents in their communities" (3).

The researchers say that engagement strategies create possibilities for partnerships where youth become stakeholders. In order to facilitate this *youth-as-stakeholders approach*, the institute created a framework that focuses on stakeholder roles in youth engagement. Their approach outlines several strategies for forming youth-adult relationships. *Youth-adult partnerships* are when youth and adults work together. *Skill and capacity building* is when both youth and adults are given opportunities to enhance their competencies through partnership building. *Youth action research* is when youth investigate their own problems by analyzing their own learning environments. *Community organizing* is when youth create partnerships with groups outside of the school. Finally*, youth in decision-making* is when youth are involved in the formal and informal processes of decision making in their community. The researchers found that each of these strategies can have positive effects on young people's learning environments, such as developing a sense of ownership over their communities and school, and increased academic motivation.

Nikkhah, H.A., and M. Redzuan (2009). Participation as a Medium of Empowerment in Community Development. *European Journal of Social Sciences*, 11(1), 170–176.

Nikkhah and Redzuan explore the roles of participation and empowerment in community development projects. They say meaningful participation is important for improving communities and define it as "an active process in which the participants take initiatives and actions that are stimulated by their own thinking and by deliberations over which they exert effective control" (172). They argue that the type of participation approach taken during a community development process will determine the level of involvement available to community members, and thus how empowered a community will become (171).

The researchers build from Conyers' typology of community development approaches—i.e., top-down, bottom-up and partnership. Each of these types of approaches, based on the practitioner's objectives, can create opportunities for different degrees of involvement. Authorities initiate top-down approaches to development, while community members initiate bottom-up approaches. Partnership approaches to development combine both bottom-up and top-down approaches. Ultimately, the level of involvement facilitated by an approach will depend on the type of participation that method is based on, so it's the type of participation method, rather than the specific approach, that will determine if a participation process is meaningful.

The researchers put forward two types of participation: participation as a mean and as an end. As a mean, participation is a way of achieving another goal, while as an end the process of involving community members is important. Since empowerment—the ability of communities to take control over their circumstances—is a key element of community development, the researchers argue that participation as an end is the only type of participation that can empower a community and bring about development. They say "…in participation as an end people are directly involved in the process; they will get power and control over decisions that affect their lives" (173). Their model shows the relationship between participation and empowerment through these three different types of approaches to community development.

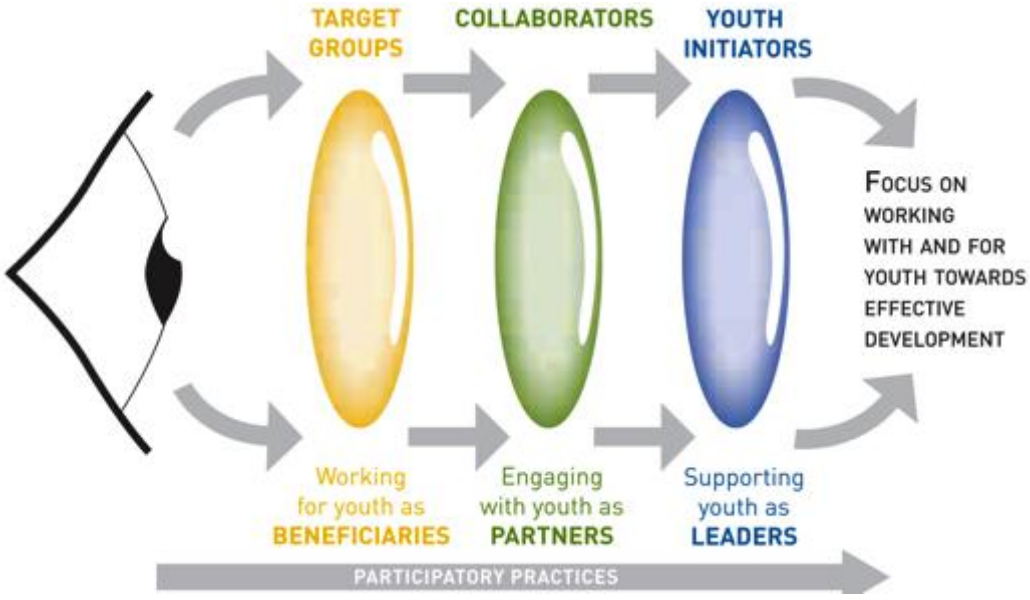
Approaches	Participation	Empowerment
Top-down	Participation as a mean (static, passive, controllable)	Low empowerment
Partnership (cooperative)	Working together	Moderate empowerment
Bottom-up	Participation as an end (active,dynamic, and self-mobilization)	High empowerment and Sustainable development

Nikkhah and Redzuan, 174

SPW/DFID-CSO Youth Working Group of the DFID-CSO Child and Youth Network (2010). *Youth Participation in Development-A Guide for Development Agencies and Policy Makers*. London, England. Retrieved from: http://www.restlessdevelopment.org/file/youth-participation-in-development-pdf

The SPW/DFID-CSO Youth Working Group's model is based on the premise that young people are assets that can uniquely contribute to the positive development of a community. The DFID's definition of participation is "enabling people to realize their rights to participate in and access information relating to the decision-making processes which affect their lives" (11). Their framework is intended to help organizations working with and for youth include youth voices at an operational level. The researchers say that building partnerships between youth and adults is essential for including youth voices throughout an organization's operations.

Their framework depicts three lenses through which program developers should consider issues. It was developed based on the Youth Working Group's 2007 youth mapping study, where the DFID assessed their current approaches to policy and programming for addressing youth issues. The researchers say the "study advocated that development assistance should work for the benefit of youth, with youth as partners, and be shaped by youth as leaders" (2). They call this an asset-based approach. While the lenses can be applied together, using some lenses and not others may be appropriate, depending on the context. When developing programs *for youth*, practitioners should remember that youth are the target group and that young people must be adequately informed about programs developed for them. When working *with youth* as partners, practitioners should ensure that youth are consulted and informed. Youth should be given some responsibility for the project and its outcomes. When supporting *youth as leaders*, practitioners should help youth initiate their own programs by giving them the organizational and physical capacity to do so.

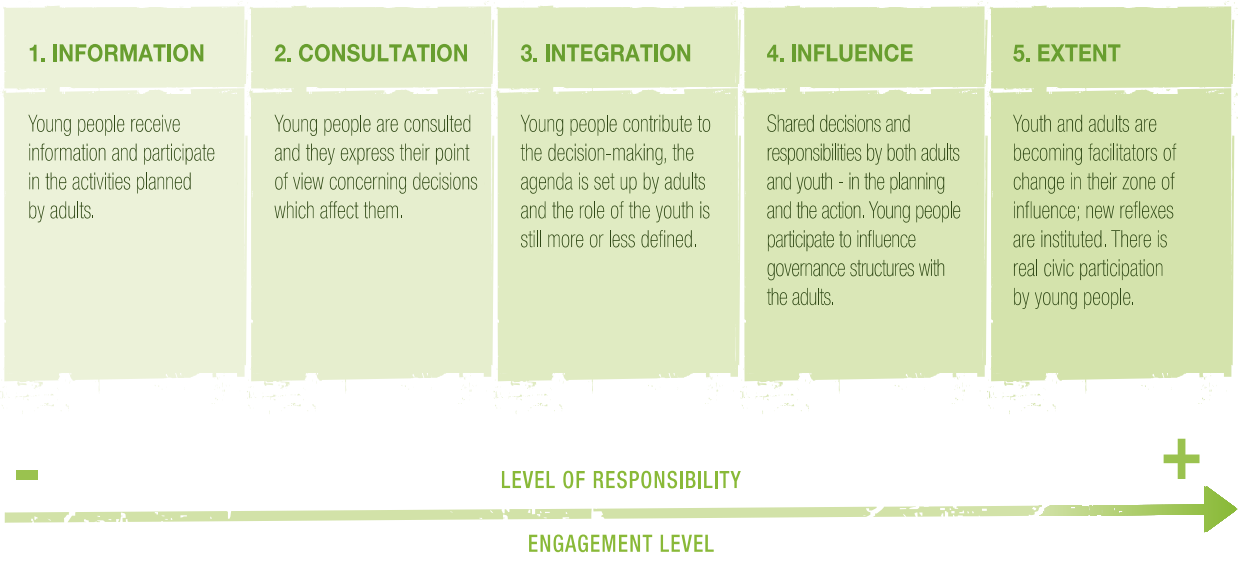


SPW/DFID-CSO Youth Working Group, 3

Latendresse, Josee and Natasha Blanchet-Cohen. (2010). Engaging Youth Within Our Communities. *Boscoville 2000 and YouthScape*. Canada. Retrieved from: http://www.youthscape.ca/guide_jeune_ang_web.pdf

YouthScape's guide is intended to help organizations implement plans to involve youth in their activities. The researchers say meaningful participation "entails giving young people influential roles within the communities while integrating them into project and program planning, lay out, evaluation and dissemination processes and within the structures themselves" (5). Depending on how youth decide to become involved—i.e., in community structures, community action projects, or youth service programs—different opportunities will become available to them.

The researchers identified different youth engagement forms that can be used to carry out projects with young people. They highlight that "young people's participation experience will only become significant if the distance between decision makers and youth is reduced" (5). Levels of engagement, according to the researchers, will be determined by the level of responsibility given to youth, which is a function of the power balances between youth and adults in that organization. They say that the type of participation chosen by a practitioner to engage youth will determine how close young people will be to having real responsibility. This means that levels of engagement will increase as degrees of responsibility are transferred from adults to youth. The researchers show that any project or strategy chosen for a youth participation project can be meaningful as long as a practitioner is willing to make space for youth to take on some responsibility.

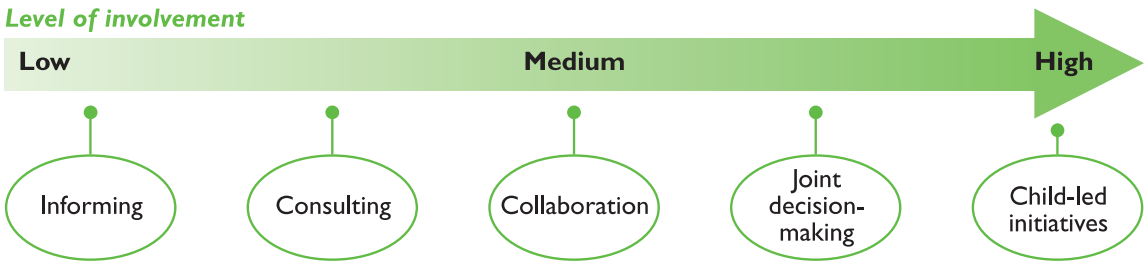


Latendresse and Blanchet-Cohen, 5

Jones, Hannah Lyford et al., (2010). Putting Children at the Centre – A practical guide to children's participation. *Save the Children*: London, England. Retrieved from: http://www.savethechildren.org.uk/resources/online-library/putting-children-centre-practical-guide-childrens-participation

The purpose of Save the Children's guide is to help their own staff support the meaningful involvement of children. They say that participation is "about children having the opportunity to express their view, influence decision-making and achieve change" (4). Jones et al., say it is important to measure the degree to which youth are involved in an organization's activities in order to develop or improve youth engagement practices. They also warn organizations against creating "tokenistic" programs of involvement. They say Hart's ladder informed the development of their own model and stress that regardless of the level of youth engagement an organization chooses to embed within its practices, it is possible to make it meaningful. Meaningful engagement for Save the Children means that children are treated with respect, children are informed, children are empowered, the activities are in line with their capacities, the activities suit their needs and the activities are ongoing (15).

Save the Children's model shows levels of children's engagement, which are divided into three categories ranging from low to high. The researchers say that *informing* and *consulting* are practices that result in low levels of engagement because children's participation is passive. *Collaboration* and *joint decision-making* are medium levels of engagement because both adults and youth are equally able to make decisions. Finally, *child-led initiatives* characterize the highest forms of youth engagement practices because children can be in charge of making their own decisions, with the option to ask adults for help.

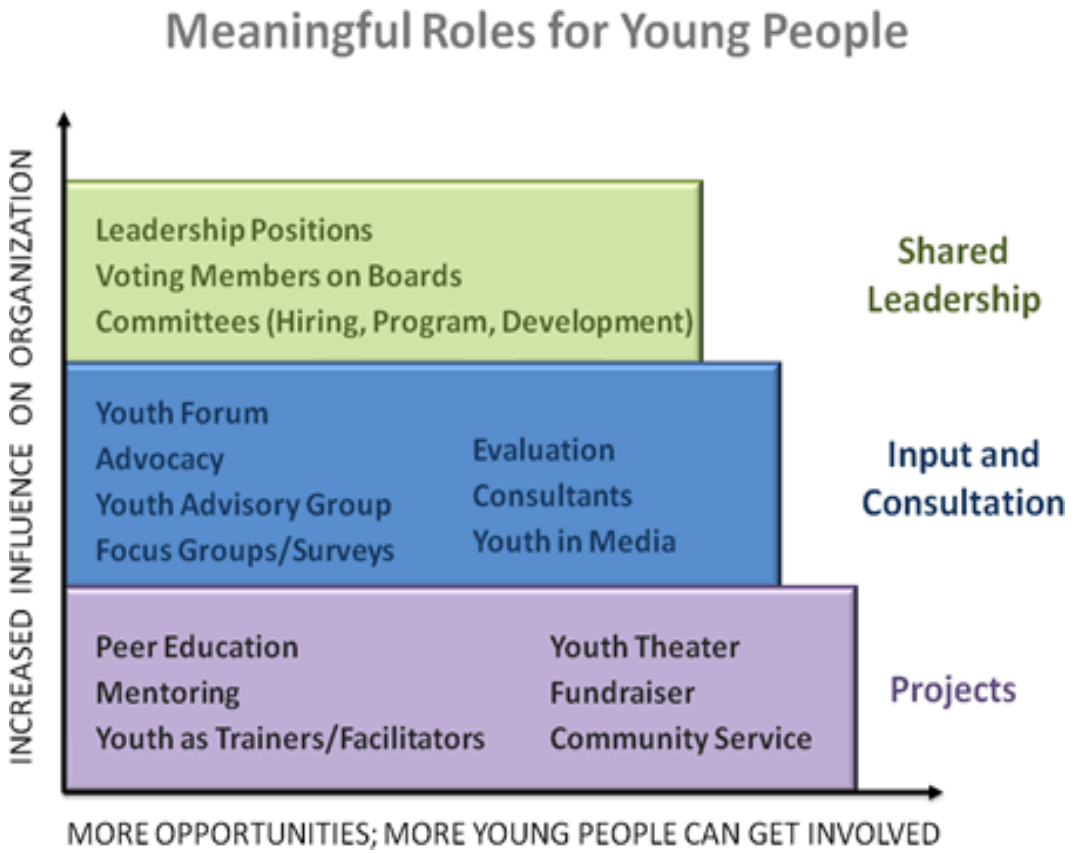


Jones et al., 14

ACT (Assets Coming Together) for Youth Center of Excellence. (2012). *Youth Engagement in Organizations*. New York, United States. Retrieved from: http://www.actforyouth.net/youth_development/engagement/organizations.cfm

The ACT for Youth Center of Excellence is an organization that provides resources, technical assistance and a space for youth to be involved with positive youth development and adolescent sexual health in the state of New York. The Center uses a youth engagement model developed by the Coalition for Youth in Hampton, Virginia to help organizations create meaningful roles for young people in their activities. According to the Center, "supportive infrastructure (policies and practices) that integrates youth development into organizations provides the strong and lasting foundation that is required for success."

Their model demonstrates three levels of young people's involvement based on where the activity is carried out within the organization's operations. At the *projects* level, youth receive guidance from adults but have responsibilities within a variety of different activities. At the *input and consultation* level, young people act as advisors to an organization's decision-makers. At the highest level, *shared leadership*, youth work with adults to make decisions about policy. The Center says that youth can be meaningfully engaged at any level depending on what is appropriate for the organization.



Act for Youth Center of Excellence, http://www.actforyouth.net/youth_development/engagement/organizations.cfm

Ure, John. The Youth Engagement Spectrum*. HeartWood Centre for Community Youth Development*: Halifax, Nova Scotia. Retrieved from: http://www.heartwood.ns.ca/documents/YouthEngagementSpectrum.pdf

The HeartWood Centre for Community Youth Development's youth engagement spectrum characterizes different forms of youth engagement. They say that youth engagement means "involving young people in meaningful ways in the essential tasks and processes of the community" (5). Each engagement practice generates a different degree of meaningful youth engagement. Ure says that organizations should consider using different forms of youth engagement at different points in their organization's operations. An organization may decide to improve their youth engagement strategy by going deeper within one form, or by moving to a different type of form to improve their practices.

Participation in Programs/Services
Youth are participants in programs offered on their behalf by adult-led organizations. Young people may be accessing services to improve their life conditions, to upgrade their skills, to have fun, or to gain self-confidence.

Program/Organizational Assistance
Young people are asked to take on specific tasks on behalf of the organization in areas such as research, programming, publicity, fundraising, and so on. They simply carry out the tasks without much input into what those tasks are or how they are done.

Informal Influence in Organizations and Program Development
Youth informally help plan and implement programs and are involved in a range of organizational activities. They have influence as advisors and advocates on various issues. They are not yet included in the core planning processes of the organization, but they may contribute their ideas via informal discussions, or even impromptu conversations.

Formal Roles in Policy-Making and Decision-Making
Youth participation in core planning processes is viewed not just as an opportunity for their own development, but also as a valued contribution to the whole organization. Their input, including their right to vote, is respected on formal decision-making bodies such as Boards and committees. As well, young people may hold staff positions with a high level of authority.

Youth/Adult Partnerships
Youth are integrated into existing organizational structures and have equal status in its decision-making processes. As well, adults recognize youth members as full partners that share responsibility and accountability for the development and implementation of the organization's programs and services.

Youth-Led Initiatives
Young people control the governance and decision-making of their own organization, or initiative. All of the organizational responsibilities – program creation, financial management, program facilitation, and service provision – are carried out by youth.

Ure, 10-12

Halton Region. Public Engagement at Halton Region –Toolkit. *Halton Region*: Ontario, Canada.

The Halton Region says engagement processes should give citizens the chance to contribute by voicing their ideas during decision-making processes. They define public engagement as "engaging citizens through the sharing of information, through citizen consultation on specific projects and through the active and ongoing collaboration of citizens, businesses and community organizations in the development of regional policies, projects, strategies and plans" (2). The Halton Region says it is committed to "using public engagement strategies and tools to involve the public in decision making" by sharing information, consulting and collaborating with citizens, businesses and community organizations (2).

Halton's commitment to public engagement is the basis for its Public Engagement model. They say that, when making a decision, an elected official may decided to *inform, consult* or *collaborate* with the public in a way that is appropriate. The authors stress that it is important to select the right approach for the intended goal. The pubic engagement process "must be clear about the public's role in the decision making process and ensure that we do not set unrealistic expectations about where decision making power lies" (5). They also say that within each category of public engagement there are multiple techniques and methods available to practitioners.

	Inform	Consult	Collaborate
Purpose	Communicate • Share information to build awareness	Listen – Learn – Dialogue • Test ideas and concepts and develop solutions	Active Participation • Partner with the public to develop recommendations
Halton's Action	To provide the public with balanced and objective information. To assist the public in understanding the issues and potential solutions, any decisions that have been made and the services and programs provided.	To obtain public feedback on analysis, alternatives or decisions. To ensure that public concerns are understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and identification of preferred solutions.
Promise to the Public	We will keep you informed.	We will keep you informed, listen to and acknowledge your concerns and aspirations; work to ensure that your concerns and aspirations are reflected in the alternatives developed; provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and work with you to incorporate your advice and recommendations into the decisions to the maximum extent possible.
Communication Style	Halton → Public	Halton ↔ Public	Halton ⇄ Public
Halton's Responsibility	• Provide information • Make final decision	• Provide information • Provide opportunity for the expression of views, values and priorities • Work to incorporate solutions • Make final decision • Report back on final decision	• Provide information • Provide opportunity to influence decision making by sharing views and values and setting priorities • Consider recommendations • Make final decision • Report back on final decision
Public's Responsibility	Learn	Participate	Partner
Most appropriate when	• Information needs to be shared to prepare for involvement in a coming project, to generate interest and involvement • Facts about a policy, program or process need to be described • A decision has been made and needs to be shared; input is not going to change the decision • The public needs to know the results of a process • An emergency requires immediate action – not discussion	• A policy is still being shaped and input and discussion is required • Stakeholder groups' ideas and concerns are wanted and will be considered and reflected in the end product • Feedback is required and will be considered in the final decision • Agendas/ project parameters are still being set and advice is desired on issues that impact the public • When looking for expert advice from a number of interested groups • Looking to build consensus or negotiate solutions • Looking to build public ownership for a project, decision or eventual implementation	• A program is being designed and implemented that requires multiple sector buy-in and participation • Stakeholder expertise and actions form an integral part of the solution • The solution requires changes at the system level across various institutions and organizations - policies, procedures, bylaws, and programs, for example • There is a need for early assurances that the final "product" has local relevance • Long term commitment and sustainability are key considerations
Examples	Halton web site Waste Calendar Advertising	Seniors' Forum Citizen Advisory Committees Workshops / Roundtables / PICs	Citizens' Reference Panel Our Kids Network Housing Task Force

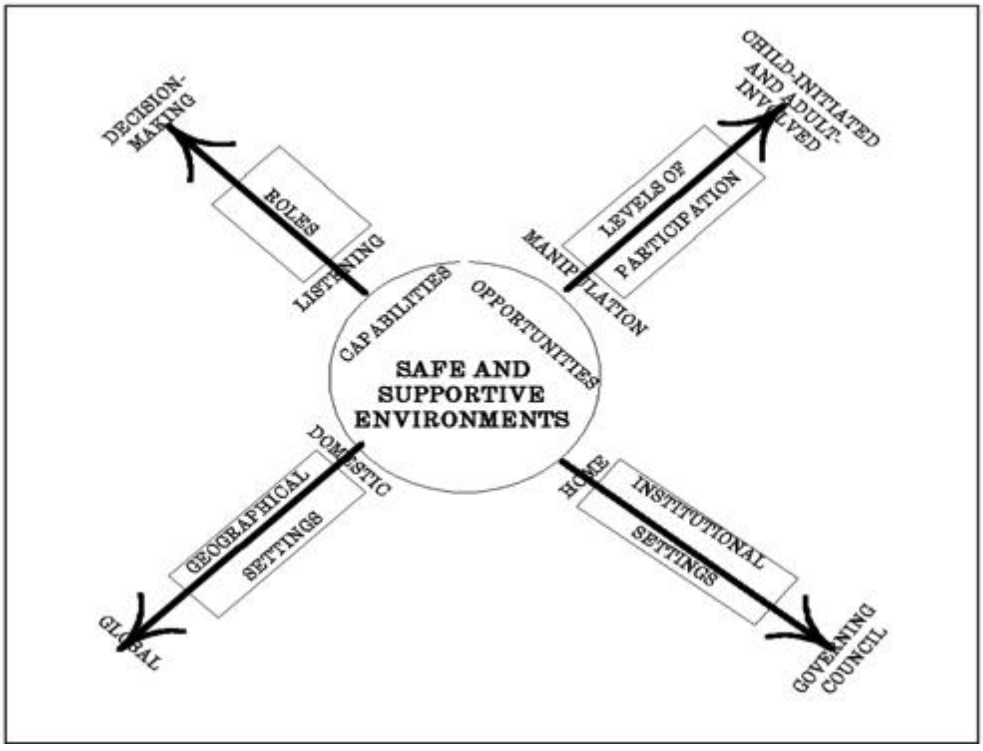
Halton Region, 4

PROCESSES

UNICEF. (2001). The Participation Rights of Adolescents: A Strategic Approach. *United Nations Children's Fund Working Paper Series Programme Division.* New York, NY. Retrieved from: http://www.unicef.org/adolescence/files/Participation_Rights_of_Adolescents_Rajani_2001.pdf

The United Nations Children's Fund encourages organizations to develop strategies that enable young people to participate in many aspects of their operations, rather than only collecting their opinions for piecemeal projects. They say adolescent "participation can take place in a multitude of settings and ways, but it is not possible to do everything. One option, therefore, is to leave the choice of focus wide open, and encourage each programme to pick and choose from a menu of possibilities" (5). For UNICEF, adolescent participation is an aspect of an activity that allows adolescents to partake in, and influence processes, decisions and activities (1). They suggest that an overarching strategy is necessary to measure the effectiveness of engagement methods an organization practices in order to move away from the traditional problem-based approach to youth development.

UNICEF's model captures the dimensions of youth engagement that are present when developing any participation strategy. The model shows that effective participation requires three types of actions, which can manifest in practices to varying degrees. These actions are: *building young people's capabilities, increasing opportunities for involvement, and deepening supportive environments*. UNICEF emphasizes that while young people's participation must be meaningful, it must also be appropriate and therefore youth will take on different roles depending on the type of participation an organization can support.



UNICEF, 18

Jans, Marc and Kurt De Backer. (2002). Youth (-work) and social participation. *European Citizenship*. Retrieved from http://www.european-citizenship.org/documents/

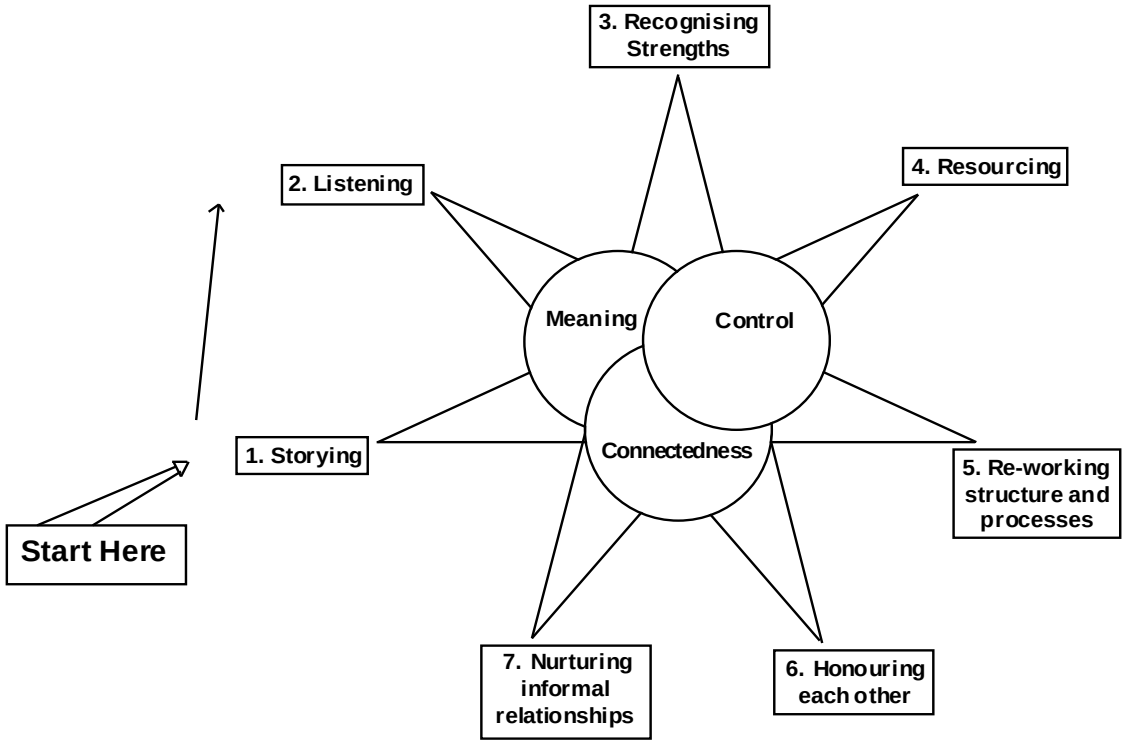
Marc Jans and Kurt De Backer explore how youth can be encouraged to participate in various parts of society. They say youth participation is when young people are expected to "steer and to form future society or parts of it" (2). They say that involving youth in decision making depends on the presence of certain factors, which allow young people's views to be taken seriously. They identified approaches—based on the type of participation endorsed by an organization—that can generate youth involvement.

The researchers characterize the connections between youth, their work, and broader society. Their model distinguishes between types of participation and emphasizes the importance of social contexts for determining the type of participation that will occur. Youth can participate in *internal* projects where youth work with each other, youth workers, and organizations to shape their own lives. On the other hand, youth, youth workers, and organizations can work with other public actors through *external* participation. In addition to this dichotomy—i.e., internal vs. external participation—the researchers distinguish between direct and indirect participation. When youth participation is *direct*, youth speak on their own behalf to youth workers, organizations, and the wider public. *Indirect* participation occurs when intermediaries (youth workers and organizations) speak for youth and mediate the interaction between young people and others. The researchers say that an approach's type of participation will be determined by the objectives of the practitioner, but that participation itself is valuable for both the process and the products that result when youth are involved.

Wierenga, Ani, Anna Wood, Gabrielle Trenbath, Jessie Kelly and Olivia Vidakovic. (2003). Sharing A New Story-Young People in Decision-Making. *The Foundation for Young Australians.* Melbourne, Australia. Retrieved from: http://www.edfac.unimelb.edu.au/yrc/linked_documents/WP23.pdf

The Foundation for Young Australians' framework is intended to help organizations make connections between young people and their communities. The researchers say involving youth in decision making is part of the broader issue of youth participation and that adults in charge of organizations should find creative ways of working *with* youth—rather than just *for* them. At the heart of their model are three key elements, which they say must be part of any youth involvement initiative: meaning, control and connectedness. *Meaning* is about giving youth the opportunities to influence the end product for which their participation was requested. *Control* means that young people have a real say in the process they are involved with. *Connectedness* means that adults form relationships with youth and work with them throughout their participation.

The Foundation's framework is composed of key elements for better practices in youth engagement, which are surrounded by practical pointers for how to go about turning those practices into reality. It is intended to "explore issues of young people as active agents—decision makers within their own lives and within communities" (77). The process of involving youth begins when organizations develop a story—i.e., their vision for working with youth. This should be in the form of a mission or vision statement. Organizations should then listen to their young participants and recognize their different skills and talents. Resources, training, and programs must then be gathered and developed, and the organization should be restructured appropriately to accommodate meaningful participation. Youth should then be given all of the information they need to participate.

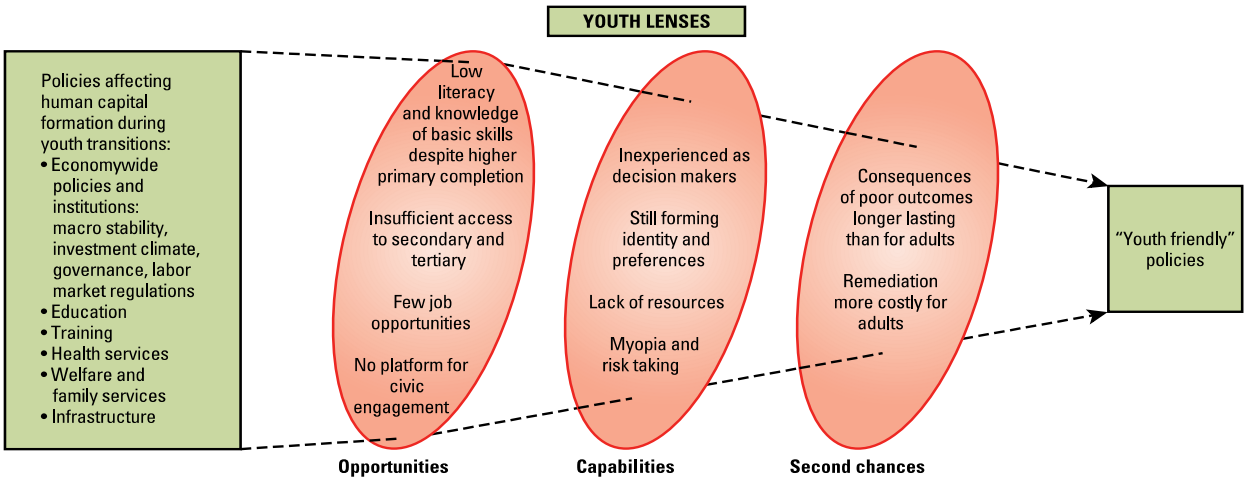


Wierenga et al., 47

The International Bank for Reconstruction and Development/The World Bank (2006). World Development Report 2007 – Development and the Next Generation. *The World Bank*: Washington, DC. Retrieved from: http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2006/09/13/000112742_20060913111024/Rendered/PDF/359990WDR0complete.pdf

The World Bank says governments should use a youth lens when developing policies and programs that affect young people. Their framework is intended to help governments address issues affecting youth around the world. They say that without "opportunities for productive civic engagement, young people's frustrations may boil over into violent behavior…" (9). They believe the policies that governments develop to address issues affecting youth influence the types of decisions young people make while growing up; therefore, the development and evaluation of youth policies should take into account both the need to create opportunities for young people and to provide them with resources and services. Their youth lens takes into account three mutually re-enforcing strategies for investing in young people to give them the supports the need.

The framework shows how governments can build human capital in young people by preparing youth for the transitions they will experience as they grow up. The lens can be applied to any policy in order to make it "youth friendly" (11). The first focus that governments should take when developing youth directed policies begins with *opportunities*. Governments should broaden the opportunities available to young people for developing the skills they need. The World Bank says that governments should also help young people acquire the *capabilities* to make good decisions and offer them *second chances* for making up for bad decisions. Giving young people the opportunities to make their own decisions gives them the agency they need to participate. The World Bank says that youth need to have all of the information they need when making decisions and forming their identity.

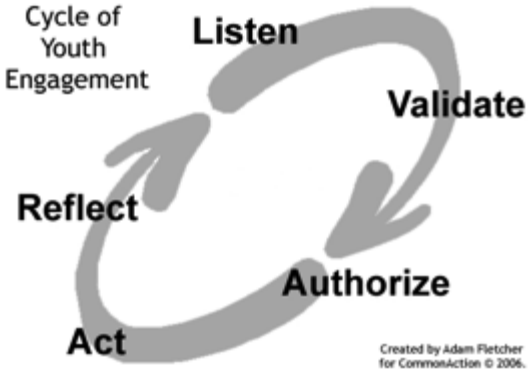


The International Bank for Reconstruction and Development/The World Bank, 45

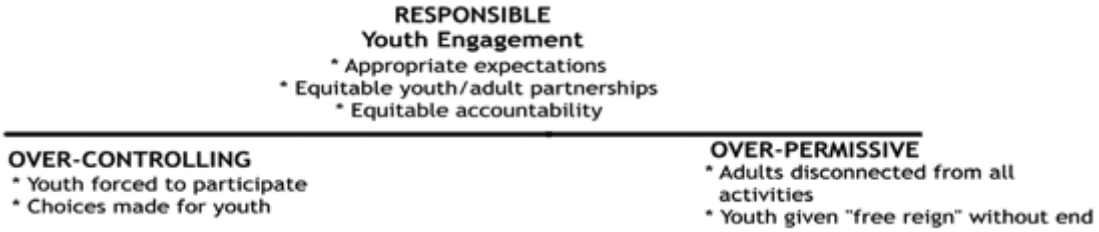
Fletcher, Adam. (2006). Washington Youth Voice Handbook: The what, who, why, where, when and how youth voice happens. Common*Action*. Olympia, Washington. Retrieved from: http://www.commonaction.org/WYVH.pdf

Common*Action*'s handbook is designed to help practitioners better understand youth voice and its application to their organizations. Fletcher encourages adults to take young people's opinions and competencies seriously. Youth voice is defined as "the active, distinct, and concentrated ways young people represent themselves through society" (10). Practitioners should remember that any project—where youth voice is being asked for—should have a purpose in order to make young people care about the initiative. The author argues that an entire community can benefit by meaningfully including youth in various facets of society.

Fletcher developed a cycle of youth engagement to help practitioners embed youth voice into their projects. The cycle is based on four principles of youth voice—respect, communication, investment and meaningful involvement. Youth engagement begins when practitioners really listen to youth by giving them their honest opinions. Adults must also give youth the authority to participate and then act on their opinions in an appropriate manner. After taking action, young people and adults should reflect on the lessons they learned from working together. Fletcher says adults should think about the types of relationships they are forming with young people to ensure that they are mutually respectful and give youth the opportunity to be involved in their communities. He developed a spectrum of youth/adult relationships to help practitioners think about how they interact with youth. It shows different degrees of freedom that young people experience in a given type of youth-adult relationship. A *responsible youth-adult relationship* is the ideal type of relationship to form when undertaking a youth engagement project. In that type of relationship, adults respond to what youth say in an appropriate manner.



Fletcher, 20

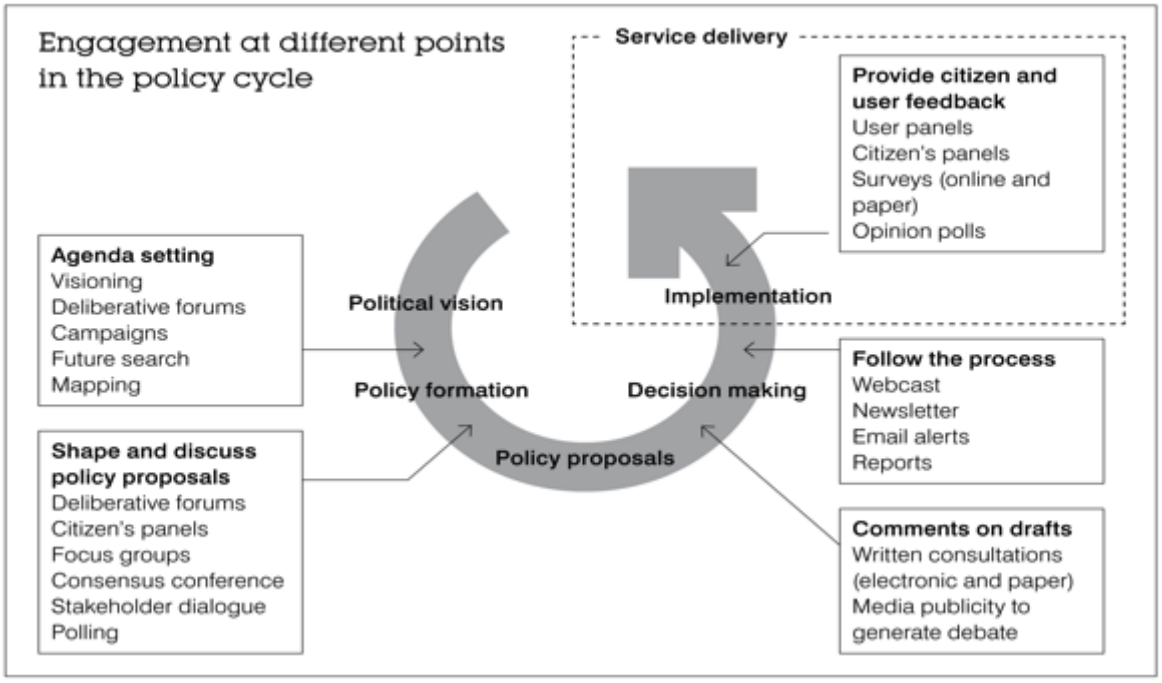


Fletcher, 14

Warburton, Diane, Richard Wilson and Elspeth Rainbow. (2007). Making a Difference: A guide to evaluating public participation in central government. *Involve and Department for Constitutional Affairs*. Department for Constitutional Affairs: London, England. Retrieved from: http://www.involve.org.uk/evaluation-guide/

This guide can help practitioners plan their participation processes. The researchers say that any youth engagement practice can be achieved by following a three-staged process but also warn that encouraging the participation of more individuals in an organization's decision-making process is not always a good idea. They say "as long as there is room for change in the policy and the results of the engagement will make a difference, it is worth considering public engagement" (4). Their diagram shows that the stage in the decision-making process at which practitioners decide to engage individuals from outside their organization will determine the appropriate type of participation method.

According to the authors, participation can happen at any stage in the decision-making process. Planners should begin by identifying the purpose of their project, then find a process for addressing that purpose, and understand the context in which the project is taking place. This procedure must be complemented by a method of evaluation to determine the success of an initiative. Setting specific objectives for any participation project is essential. The objectives should be based on the reasons why participation is wanted in the first place and will therefore determine the stage in the policy process where public participation will be sought and the methods used for engagement. In order for planners to determine their objectives, the researchers say that it is helpful to think about the depth of influence they are willing to divulge to participants.

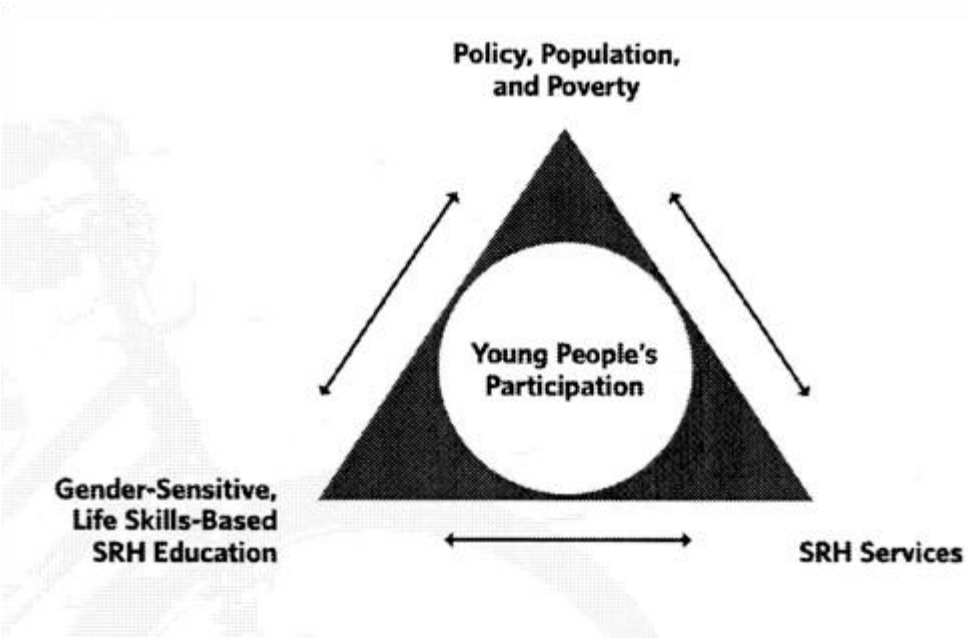


Warburton et al., 4

UNFPA (2007). UNFPA Framework for Action on Adolescents and Youth: Opening Doors with Young People: 4 Keys. *United Nations Population Fund*: New York, NY. Retrieved from: https://www.unfpa.org/public/global/publications/pid/396

The UNFPA's framework for action on adolescents and youth is intended to respond to the needs of youth in a holistic way. In addition to creating a common foundation for its operations in countries around the world—while still allowing for flexibility and adaptation to local conditions—the UNFPA hopes to move away from dealing with issues affecting youth in a piecemeal manner. The strategy is based on its operations within four key areas of the UNFPA's operations to help create opportunities for young people as they grow up.

The UNFPA says that one key area—the participation of young people—is the core component of their strategy, but all four elements of the strategy must work together to achieve their objectives. The UNFPA's vision for youth states that it will help governments "encourage young people to participate fully in development plans" (4). The UNFPA realizes that it cannot achieve its programming objectives for young people without working with them. In order to achieve its four key objectives, it aims to promote intergenerational alliances, which it says will be the catalyst that "opens doors for young people" (6). This means that the UNFPA plans to invest in capacity building for youth and adolescents through leadership skills training to help them become advocates for themselves.



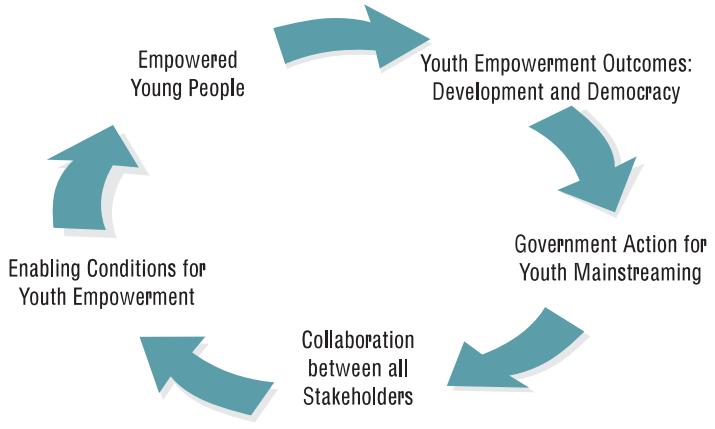
UNFPA, 5

Commonwealth Secretariat Youth Programme. (2007). The Commonwealth Plan of Action for Youth Empowerment 2007-2015. *Commonwealth Secretariat*: London, England. Retrieved from: http://www.thecommonwealth.org/shared_asp_files/GFSR.asp?NodeID=169313

The Commonwealth Secretariat Youth Programme's Plan of Action is based on an empowerment approach to youth development. The Secretariat believes that "empowering young people means creating and supporting the enabling conditions under which young people can act on their own behalf, and on their own terms, rather than at the direction of others" (5). Their Governance Development and Youth Networks programme aims to involve young people in policy and decision making. Their goal is to "enhance policy development and implementation through the active participation of young people in youth networks, governance, and other decision-making fora in selected countries" (10). This is to be accomplished through the use of youth representatives and ambassadors. The programme's goal is to make youth affairs mainstream by integrating issues affecting young people into the work of relevant government stakeholders.

The programme's model shows the necessary conditions for youth engagement. Their youth empowerment model takes an asset-based approach where "engaging young people in decision-making, as partners in democracy and development" (12) is one component of their strategy. They say that youth need help from adults in order to feel empowered, and that simply shifting responsibility from adults to youth is not an effective form of youth participation. The enabling conditions necessary for youth empowerment include the need for an economic and social base, political will, adequate resource allocation, supportive level and administrative frameworks, a stable environment of equality, peace and democracy, access to knowledge, information and skills, and a positive value system (15). If governments and organizations are committed to "mainstreaming" youth affairs, and youth become stakeholders in government action, then the enabling conditions for youth empowerment will be facilitated and youth can become empowered.

The Dynamic Cycle of Youth Empowerment:

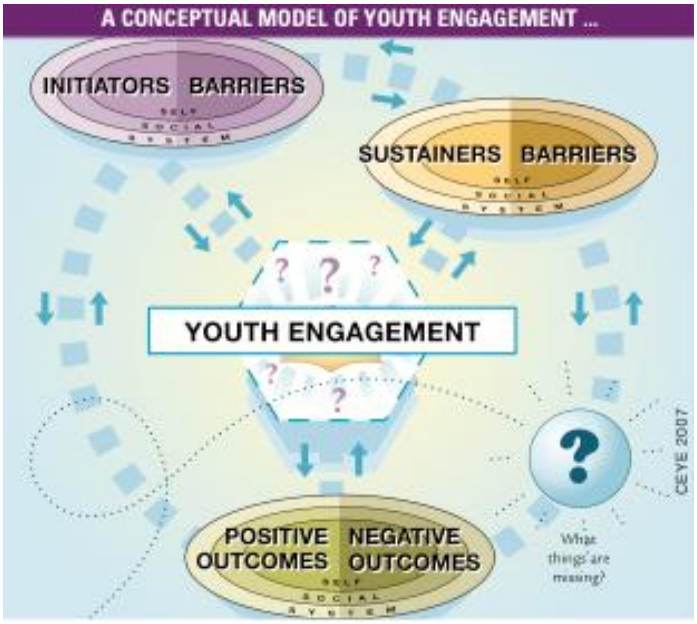


Commonwealth Secretariat Youth Programme, 15

Centre of Excellence for Youth Engagement. (2007). Youth Engagement Conceptual Model. Ontario, Canada. Retrieved from: http://www.tgmag.ca/aorg/pdf/4pager_e2008FINAL_web.pdf

The Centre of Excellence for Youth Engagement provides a model showing the process of engaging youth in an organization. They define youth engagement as "the meaningful and sustained involvement of a young person in an activity focusing outside the self" (1). According to the Centre, youth engagement has many benefits, which can positively affect a young person's health. They also say that youth engagement activities can take many different forms.

The Centre's youth engagement model shows how youth can become engaged when a project is initiated and how their involvement can be sustained. While youth can be involved in many activities, they say that youth engagement is both objective—i.e., what youth are doing, and subjective—i.e., how youth feel about what they are doing. They say that an individual decides to become involved in a project or process because of one, or a combination of, individual, social, and systemic factors. Each of these factors can be an initiating factors—a reason for youth to get involved in the first place—but can also contain barriers to youth engagement; therefore, each factor can potentially help or hinder the inclusion of young people. Sustaining factors follow initiating factors in the process of youth engagement. Sustaining factors can be individual, social, or systemic, and can also contain barriers. The outcomes of youth engagement can have effects on all three layers of engagement. It can lead to personal benefits, social benefits, and systemic benefits, depending on the individual involved and what he or she is doing. The Centre stresses that engagement is a process, which develops over time. Moreover, different initiators, sustainers, barriers and outcomes can occur at different points over time during the engagement process.

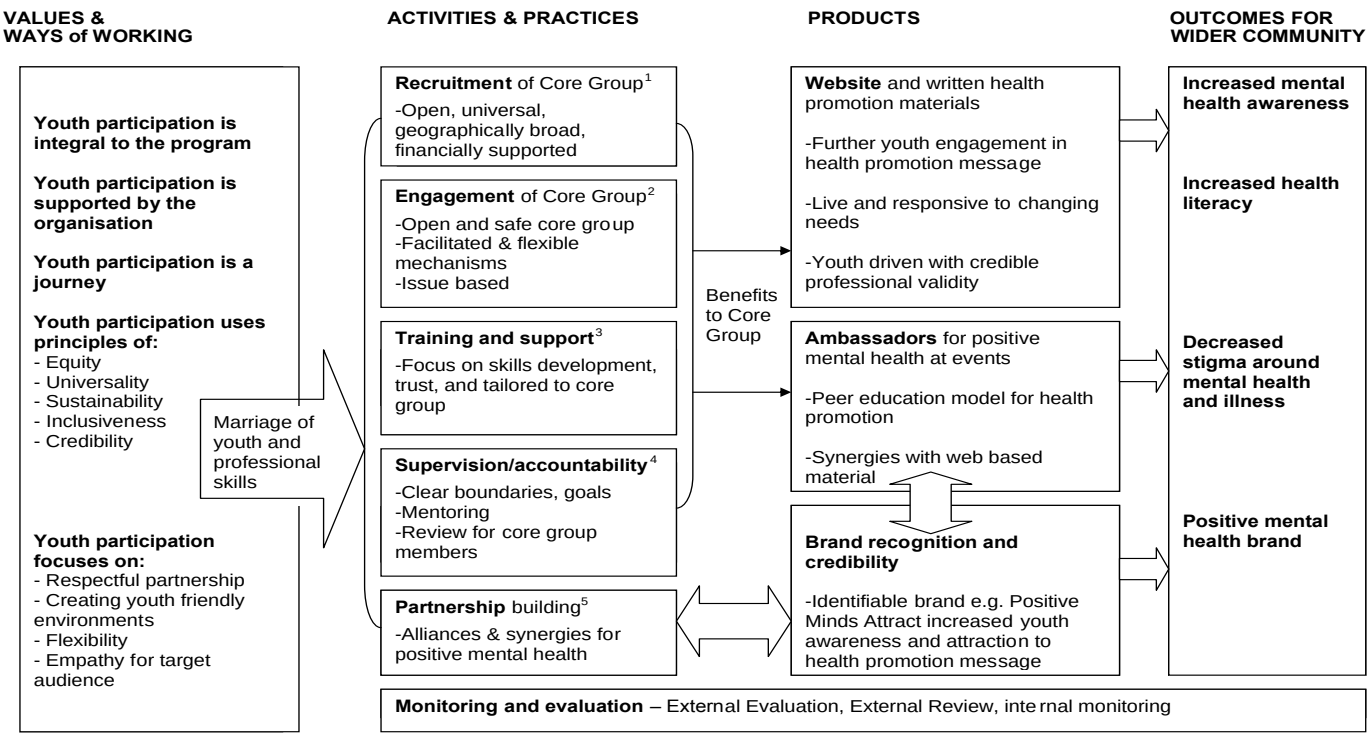


Centre of Excellence for Youth Engagement, 1

Biedrzycki, Kate and Angela Lawless. (2008). The Headroom Model of Youth Participation: A conceptual and practical description. Headroom. *South Australian Community Health Research Unit: University of South Australia*. Retrieved from: http://som.flinders.edu.au/FUSA/SACHRU/Publications/PDF/Headroom_report.pdf

Headroom—a youth driven mental health promotion program in Australia—was commissioned by the Centre for Health Promotion's Children, Youth and Women's Health Service to document its youth engagement practices. As a youth driven project, Headroom involves youth in all aspects of its operations. Its model outlines the principles and lessons learned from its practices in youth participation. The authors say that youth participation is "the process of building partnerships between adults and young people to promote the role of young people in decision making on issues that affect them—within services, programs and society more broadly" (3).

Headroom describes its participation practices, which are based on a core set of values: respectful relationships and participation—i.e., "…the invitation to participate is genuine,…meaningful, and…the skills and thoughts of young people are respectfully integrated with those of adult decision makers" (14); equity in facilitated decision making—i.e., decision making process are inclusive (15); and integration of youth and professional skills—i.e., "the marriage of skills, ideas and values of young people with those of program staff" (16). The practices that emerged from these principles have given young people the opportunities they need to be engaged in Headroom activities. The youth engagement practices of Headroom work together to produce an inclusive environment with opportunities for young people to be meaningfully involved.

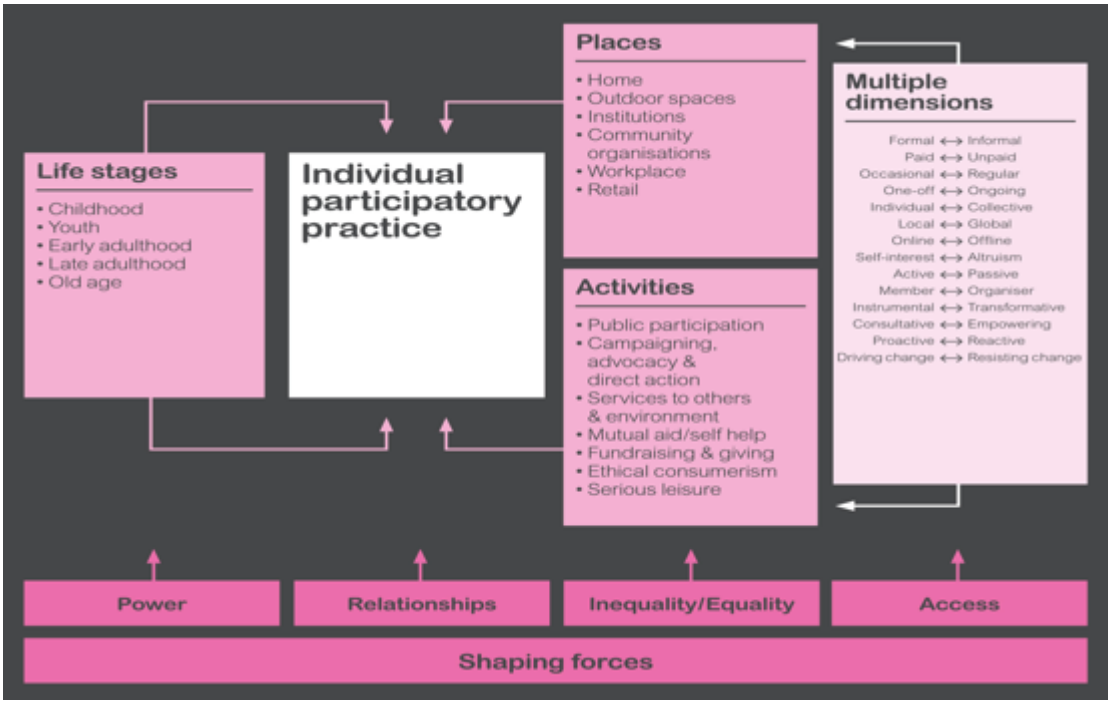


Biedrzycki and Lawless, 37

Brodie, Ellie, Eddie Cowling, Nina Nissen, Angela Ellis Paine, Veronique Jochum and Diane Warburton (2009). Understanding Participation: A Literature Review. *Institute for Volunteering Research, Involve, NCVO, Lottery Funded*. London, England. Retrieved from: **http://pathwaysthroughparticipation.org.uk/wp-content/uploads/2009/09/Pathways-literature-review-final-version.pdf**

Brodie et al., aim to understand why and how individuals participate in society. Pathways through participation says participation is "the act of taking part in a wide range of social and civic activities…" (4). The authors review several ways for understanding participation, but focus on individuals. They found that public participation occurs in tandem with both social participation and individual participation; however, frameworks usually focus on only one area of analysis. The researchers aim to bring the different forms of participation together by taking into account the context of an individual's life to understand what determines engagement.

They conclude that participation should be analyzed from an individual perspective, rather than from how institutions create opportunities for involvement; however, they say that individual motivations and types of participation cannot be understood in isolation from the institutions that facilitate them. Since types of participation overlap but are often analyzed separately, the researchers say "the lack of attention to the links between different participatory activities is reinforced by the lack of cross-over between the various bodies of literature that examine participation" (13). While the mechanisms that facilitate participation can be divided into different typologies, the researchers argue that types of participation should be understood in a more fluid way. They found that relationships between episodes of participation, individual life experiences, other individuals, and the state are important for understanding how forms and mechanisms of participation arise and are used. These relationships are all shaped by how power is distributed among the actors involved in the particular project.

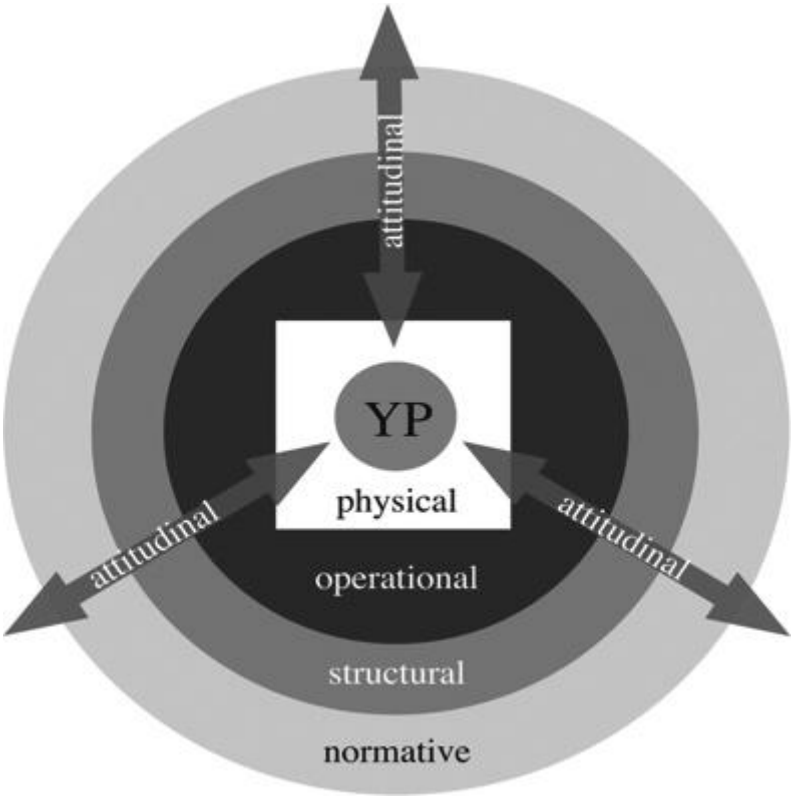


Brodie et al., 42

Kudva, Neema and David Driskell. (2009). Creating Space for Participation – The Role of Organizational Practice in Structuring Youth Participation. *Community Development*, 40:4, 367-380

Kudva and Driskell explore how the expression of power dynamics in institutions determines the levels of influence citizens will have when participating in their communities. They say "participation in community development and planning is concerned with issues of power, and focuses its attention on the structures, processes and methods through which power imbalances are alleviated (or not) and decisions are made with at least an attempt towards due consideration to the interests of those affected" (367). The researchers claim that the lack of a youth voice in decision making is a product of power imbalances between children and adults in society and that the participation strategies used by organizations determine the quality of their youth engagement practices. They say that strategies that do not allow for changes in the power relationship between those in charge of making decisions and those who are affected by decisions are a major impediment to genuine engagement. The researchers argue that barriers to youth engagement strategies are found in how institutions and organizations are structured.

Their model is a tool for analyzing the ways that young people participate in organizations based on a participatory action research framework. They found that opportunities for participation become available through the various interactions of certain elements within an organization. Features of an organization either limit or support meaningful youth participation. These features are *normative*—i.e., public declaration of values; *structural*—i.e., the way the organization functions; *operational*—i.e., how things are done; *physical*—i.e., where things are done, and *attitudinal*—i.e., how people work together. The researchers found that each of these factors intersect "differently at various points in time to both open and close off opportunities for different forms of participation within a fluid, changing internal environment" (371). The elements of an organization's structure work together to develop opportunities for young people to be included in its operations.

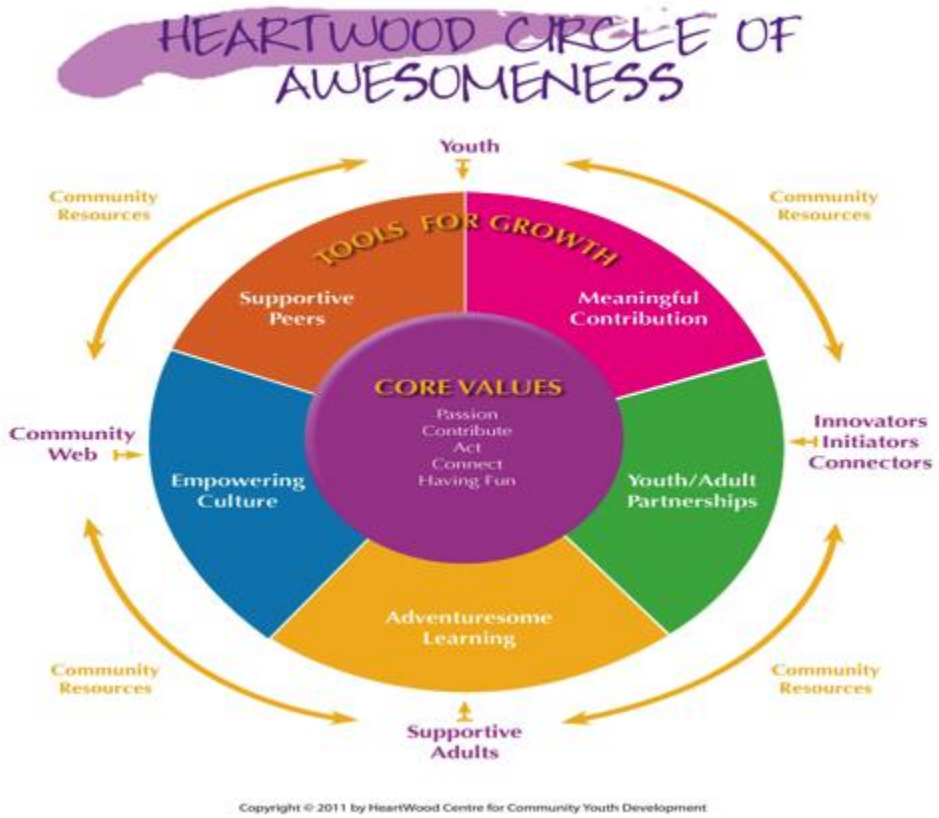


Kudva and Driskell, 372

HeartWood Centre for Community Youth Development (2011). HeartWood's Framework for Community Youth Development – The Circle of Awesomeness. *HeartWood Centre for Community Youth Development*: Halifax, Nova Scotia. Retrieved from: http://www.heartwood.ns.ca/documents/AFrameworkforCommunityYouthDevelopment.pdf

The purpose of HeartWood's framework is to help organizations engage youth. They say that Community Youth Development is "the process of young people being engaged in meaningful participation through planning, decision-making, and program delivery in governments, organizations, institutions and communities" (1). The centre's dual goals are to build up the individual talents of youth while using youth as assets to build better communities.

The core values of HeartWood's framework are based on what the centre found to be the main motivators that encourage young people to get involved—i.e., passion, contribute, act, connect, having fun. The middle circle contains the tools that the centre found were useful for realizing the core values of youth engagement. *Youth-adult partnerships* are necessary to support mutual growth, while *peer support* is necessary to help youth feel connected. *Adventuresome learning* is useful for keeping young people interested and an *empowering culture* gives youth the agency they need to be inspired. Finally, *meaningful contribution* is the sense that youth get when they are needed, which motivates them to be passionate about their work. The outer circle contains the community resources or "system wide" (3) approaches that HeartWood found are needed to facilitate youth engagement. These resources create the context in which youth engagement happens in a community. An initiator begins the process of youth engagement. Youth must be given meaningful roles and adults must be supportive, and there must be a way for youth to connect with other youth.



HeartWood, 2

Notes from Introduction

[i] Centres of Excellence for Children's Well-Being.(n.d).What is Youth Engagement? Retrieved from: http://www.tgmag.ca/aorg/pdf/Whatis_WEB_e.pdf, p.1
[ii] Howard, Sue, Linda Newman, Vivien Harris and Julie Harcourt. (2002). Proceedings from the Australian Association for Research in Education Conference 2002. Paper 1: Talking about youth participation - where, when and why? *Moving from research "on" or "about" to research "with" or "by"...: Exploring the roles of young people in educational research.* Queensland, Australia: University of Queensland. Retrieved from: http://www.aare.edu.au/02pap/how02535.htm
[iii] Hart, Roger. (1992). Children's Participation: From Tokenism to Citizenship. *Innocenti Essays No.4 United Nations Children's Fund*. Florence, Italy. Retrieved from: http://www.unicef-irc.org/publications/pdf/childrens_participation.pdf, p. 5
[iv] Garrison, Laena.(n.d).Youth Participation in Governance. *HeartWood Centre for Community Youth Development*. Nova Scotia, Canada. Retrieved from: http://www.heartwood.ns.ca/tools/YouthGovernance.pdf, p. 11
[v] DFID-CSO Children and Youth Network. (2010). *Youth Participation in Development: A Guide for Development Agencies and Policy Makers*. London, England. Retrieved from: http://www.restlessdevelopment.org/file/youth-participation-in-development-pdf, p. V
[vi] Rocha, Elizabeth. (1997). A Ladder of Empowerment. *Journal of Planning Education and Research*, 17:31-44, p. 32
[vii] Arnstein, Sherry R. (1969). A Ladder of Citizen Participation. *Journal of the American Institute of Planners*, 35:4, 216-224, p. 216
[viii] Rocha, 32
[ix] Office of Communities Commission for Children & Young People. (n.d). Research and Resources About Participation. *TAKING PARTicipation seriously*. New South Wales, Australia. Retrieved from: http://kids.nsw.gov.au/uploads/documents/tps_resources.pdf
[x] Howard et al.
[xi] Terri Mannarini & Cosimo Talò (2012): Evaluating public participation: instruments and implications for citizen involvement. *Community Development*. DOI:10.1080/15575330.2012.683799
[xii] New Directions For Youth Development, No. 96, Winter 2002
[xiii] Ure, John. The Youth Engagement Spectrum. *HeartWood Centre for Community Youth Development*: Halifax, Nova Scotia. Retrieved from: http://www.heartwood.ns.ca/documents/YouthEngagementSpectrum.pdf; HeartWood Centre for Community Youth Development (2011). HeartWood's Framework for Community Youth Development- The Circle of Awesomeness. *HeartWood Centre for Community Youth Development*: Halifax, Nova Scotia. Retrieved from: http://www.heartwood.ns.ca/documents/AFrameworkforCommunityYouthDevelopment.pdf
[xiv] Halifax Regional Municipality and HeartWood Centre for Community Youth Development. (2004). *Youth Engagement Strategy.* Nova Scotia, Canada. Retrieved from: http://www.heartwood.ns.ca/tools/YouthStrategy.pdf
[xv] City of Calgary. (2004). A Guide to Youth Friendly Practices: Youth Engagement. Alberta, Canada. Retrieved from: http://youthcore.ca/index.php?action=resources&cat=2
[xvi] Youth Leadership Institute (2009). Education Change and Youth Engagement. Youth Leadership Institute: San Francisco, USA. Retrieved from: http://www.yli.org/media/docs/2648_Educationchangeandyouthengagement.pdf
[xvii] Haid, Phillip, Elder C. Marques, Jon Brown (1999). Re-focusing the Lens: Assessing the Challenge of Youth Involvement in Public Policy. *The Ontario Secondary School Students' Association and the Institute on Governance*. Ontario, Canada. Retrieved from http://iog.ca/sites/iog/files/lens.pdf