From Community Mapping to Youth Mainstreaming: Towards a Youth Engagement Strategy

For the “New Public Consortia for Metropolitan Governance in Brazil” Project

By Daniel Gerson
For Partial Completion of a Master’s in Arts in Urban Planning, School of Community and Regional Planning, University of British Columbia
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Introduction

The project, “New Public Consortia for Metropolitan Governance” (herein referred to as the NPC project) seeks “to contribute to significant and sustainable improvements to quality of life for the most impoverished and excluded residents of Brazil’s metropolitan peripheries” by developing new public consortia in 5 metropolitan areas.

It was decided that the tool of community mapping would be used as a pilot process to connect with local youth and integrate their voice into the consortia.

This report starts where these mapping projects leave off. It’s main goal is to present the contributions that the mapping projects have made so far and to look at next steps for community mapping and youth participation in the NPC project.

6 Guiding Principles for Effective Youth Participation in the NPC Project

Based on the literature scan and an analysis of youth in Brazil, it is suggested that the NPC project use the following guiding principles while deciding how to incorporate youth participation into the project. These are meant to act as a guide and as an evaluation mechanism to analyse prospective strategies and policies.

1. Ensure the youth voice is heard, taken seriously, and given real opportunities to direct the course of project planning, implementation, and evaluation
2. Ensure that this youth voice is representative of the various youth populations affected by the project
3. Promote positive and productive youth/adult partnerships
4. Encourage positive youth development both for those engaged in the project and for those living in the community affected
5. Improve the image of youth, both among youth themselves (self-esteem), within the community at large, and within Brazilian society in general.
6. Ensure that the spaces, structures, and institutions in which this all takes place are youth-friendly and encourage young people’s unique talents and contexts
Recommendations Based on the Analysis of the YCAMPs

Conduct another round of mapping in the communities within which the consortia projects will be working.

To do this:

1. Create a stronger link between the decision making level of the NPC project and the mapping projects by:
   1.1. Ensuring a commitment from the consortia partners to the mapping projects based on a shared understanding of the mutual benefits of incorporating youth in community development and of using the tool of community mapping.

2. Ensure appropriate youth representation by:
   2.1. actively pursuing youth who might not participate regularly in community activities through partnering with schools and other youth groups not related to governance
   2.2. working with groups who are apolitical
   2.3. providing compensation for time, transportation costs, food, etc…
   2.4. training engaged youth in leadership skills and giving them the opportunity to reach out to more marginalized youth.

3. Promote positive and productive youth/adult partnerships by:
   3.1. ensuring that adults involved in the NPC project buy into the idea of youth participation and understand the role it is to play
   3.2. beginning this relationship at the planning phase of the project in a meeting with key city staff and youth
   3.3. finding a supportive role for city staff to play during the workshop/research phase such as one of participant observers.
   3.4. strengthening the presentation phase through activities like walking tours
   3.5. creating a lasting relationship between the youth and the city beyond the mapping project itself through the creation of a youth body to be the guardians of the maps and to act as a youth advisory council on NPC and other community issues

4. Ensure positive youth development by:
   4.1. designing a process that maximizes learning opportunities and consciously prioritizes them
   4.2. encouraging experimental, youth friendly, fun methods of sharing the information
   4.3. ensuring that youth remain involved after the mapping activities, maintaining the maps and actively pursuing the suggestions and projects that the maps lead to

5. Improve the image of youth by:
   5.1. increasing awareness of the project both within the community being mapped, and within the larger city-region
   5.2. celebrating and publicizing every success, no matter how small
   5.3. distributing the results of the project city wide through various forms of media and events to impact public perception of youth beyond the communities being mapped

6. Ensure youth-friendly environments by:
   6.1. getting an ideological commitment to the value and good practices of youth engagement and participation from every level of the NPC project
   6.2. putting in place formal structures, protocols, and strategies for engaging youth effectively
Possible Approaches to Youth Mainstreaming for the NPC project

Two common models of youth engagement in governance (youth sitting on boards, and separate youth committees) are presented and analyzed and a third hybrid model bringing the two models together is suggested.

Following this analysis, steps towards creating a consortia-specific youth engagement strategy are presented. It is recommended the consortia:

1. Conduct a joint review process
2. Share the results of the review and create a project wide dialogue
3. Develop a plan to involve young people in the governance of the consortia in a structured way
4. Conduct a frank assessment of the project’s youth friendliness
5. Integrate youth engagement into the strategic planning of the consortia:
   6. Bring in young staff
   7. Create opportunities for special interventions
   8. Create a supportive environment
   9. Involve young people in ‘serious business’
10. Allocate resources to youth engagement
11. Reach out to young people
12. Develop special youth interventions and programs.

Conclusion

The mapping projects were a good first step towards a youth engagement strategy in the NPC consortia and can continue to play an important and active role in the project. A second round of mapping will present opportunities to continue building on the achievements of the first, improving its performance in all 6 of the guidelines outlined above.

While the second round of mapping will lead towards better youth engagement, this report challenges the NPC project to go beyond mapping to creating a youth engagement strategy that will focus on youth mainstreaming in the whole NPC project. While this report has presented ideas that will be useful for the NPC project in formulating a youth engagement strategy, much work still needs to be done to achieve this final goal.

What is clear from this report are two things: 1) That the NPC project, and the communities within which they are working stand to gain much by encouraging youth participation at all levels of the NPC project, and 2) that the form and styles of this youth participation need to be carefully considered in order to ensure that the benefits are maximized for the project, the community, and the youth themselves. Only when this is achieved will the NPC project be able to achieve its goal of truly participatory community development.
Background

The New Public Consortia for Metropolitan Governance Project.
The 4 year long project, “New Public Consortia for Metropolitan Governance” (herein referred to as the NPC project) jointly undertaken by Brazil’s Ministry of Cities and the University of British Columbia’s Centre for Human Settlements began in July 2006. Its goal is “to contribute to significant and sustainable improvements to quality of life for the most impoverished and excluded residents of Brazil’s metropolitan peripheries” by developing new public consortia\(^1\) in each of the following metropolitan areas: Santo Andre, Belo Horizonte, Recife, Fortaleza, and Santarem. (http://www.chs.ubc.ca/consortia/projectE.html)

Environmental Youth Alliance student interns and Community Mapping

Working in disadvantaged urban communities in Brazil means working with a great number of youth and therefore part of the goal of the NPC project is to experiment with and integrate methods of youth participation in urban governance. The Environmental Youth Alliance (EYA) has been an active Vancouver based body advocating for youth participation in governance both in Canada and around the world for over 15 years. Its mission to connect, “people with the world: people to natural spaces, communities to resources, youth to capacity, business to sustainability, government to grassroots action and inspiring ideas with a place to actualize them” (http://www.eya.ca) took root in the NPC project by sending Canadian student interns to Recife, Fortaleza, and Santarem. Their job was to support the work of the project and to spearhead youth participation processes in select communities of the partner municipalities.

It was decided that the tool of community mapping would be used as a pilot process to connect with local youth and integrate their voice into the consortia. Drawing on EYA’s past uses of mapping in various projects with youth over many years, most of the interns were trained in mapping techniques prior to arriving in Brazil, following the EYA’s mapping manual as a guide (EYA, 2003 and for examples of EYA projects, see http://www.eya.ca/youthmappers)

A fourth mapping project was carried out by the author of this report in Belo Horizonte. While this project was not directly linked to the EYA, it was similar in scope and approach and due to its earlier timing, was able to inform the others.

\(^1\) Public consortia, in this case, refer to institutionalized partnerships between a group of municipalities (in a metropolitan area), along with state and national government agencies, created to address specific regional problems.
Research Questions and Directions of this Report

This report starts where these mapping projects leave off. It's main goal is to consider the contributions that the mapping projects have made and to look at next steps for community mapping and youth participation in the NPC project.

The first section of this report scans the literature on youth participation and governance, to explain the rationale for youth participation, current trends, expected benefits and barriers. Important consideration is given to what makes youth participation meaningful, effective, and successful. The second section looks specifically at Brazil, positioning the potential for, and importance of, youth participation in its specific demographic, economic, and social context. The third section brings the first two together to create a set of operational guidelines to analyze and evaluate appropriate youth engagement strategies for the NPC project.

The fourth section presents community asset mapping as a community development tool. After considering some background theoretical and methodological implications of the tool, a careful analysis (using the six guidelines of section three) of the four mapping projects undertaken by the interns in Brazil is conducted. This analysis shows that while the projects were useful at identifying many concerns of the local youth, a second round of mapping will help fulfil the potential contribution that this tool could have to the process of youth participation in consortia building.

Section 5 presents the idea of youth mainstreaming and considers ways that more youth participation might be institutionalized into the consortia. Two models of youth engagement are presented and analyzed as possible examples. Finally a framework is presented that would allow each consortium to consider its own context and develop its own youth engagement strategy.

Limitations of Research

As the professional project component of the author’s MA degree, this report is not expected to go as deep into original research and theoretical implications as an MA Thesis would. The goal of this project is not to bring new, original research to the field of community and regional planning, but to offer recommendations on next steps for the NPC project with regards to its youth participation policies.

Limitations of access are due to two primary factors. First, most original texts regarding youth projects in Brazil are in Portuguese, and while the author has a basic knowledge of the language allowing him access to some documents, it was not possible to incorporate a deep understanding of the more technical, legal, and academic concepts. Secondly, the author’s location in Canada made it impossible for much direct contact with Brazil, and as such, the information available is limited to what is available online, in local libraries, and what the author was able to collect on his visit to Brazil the previous year.

Finally, since this is a student paper, no financial resources were available.

Despite these limitations, the research and ideas in this paper are well rooted and have a lot to offer the NPC project.
Defining Youth.

The word youth is on the radar of decision making bodies worldwide, from those at the international level such as the United Nations and its various agencies, to village level councils. Policies targeting youth are being enacted, bodies incorporating and speaking for youth being created, and various forums and associations are being formed, claiming to represent this age group that embodies so many of the hopes and future dreams of the communities in which they live.

The exact definition of youth varies among policies and studies. Some define youth as those between the ages of 14 and 24, while others extend as far as 29, or as low as 9. What is consistent among these is the conceptualization of youth as a category with special attributes that warrant special attention. For the purposes of this paper, the age limits of youth may remain undefined, since it would be up to the NPC consortia to decide on their own, which portion of the population warrants this special attention based on the specific realities within the communities in which they work.

With regards to urban governance, this special attention is often justified by claiming that youth are subject to a governance deficit. On the one hand, it can be argued that local (and national) government programs and community development strategies have as great (if not a greater) impact on young people as adults. Demographically, children and youth under the age of 19 make up a majority in many of the world’s poorest urban areas. (UN-HABITAT 2004, p.3) Their connection to their communities are deep because they spend most of their time there, and their sensitivity to their environments are often heightened. Young people have a keen awareness of their lived environment, and the effects of their physical, mental, and spiritual health are felt long into the future of the lives of their communities. (Chawla, 2002) On the other hand, “because of their age, children and youth do not have the same access to urban decision-making processes as other sections of the population” (UN-HABITAT 2004, p.4), leaving their capacities and potential to contribute to local governance by the wayside. It is this governance deficit, where a population highly affected by policy has little opportunity to influence this policy, that the current trends towards youth participation at all levels of community and urban decision making are seeking to resolve.

It is important to point that, legally, the concept of youth rarely exists. In most nations, the transition from child to adult is legally recognized by the age of majority, thus handing the responsibility of full citizenship to young people all at once, usually on a birthday. This report recognizes that the legal structures of Brazil place limitations on its young citizens’ rights to participation in governance, and therefore challenges the NPC project to work.
around these to find the best way of integrating the spirit of the recommendations of this report within the legal framework available.

**Some International Trends in Youth Engagement**

Worldwide, nearly three billion people are under the age of 25, 85% of whom live in developing countries, and increasing number of which are growing up in major urban centres. (WUF, 2006) With this in mind, it’s not hard to see why youth engagement is a hot topic on the international governance agenda, with many multilateral agencies devoting considerable energy and resources to programs designed to both improve the living conditions for youth and to integrate them into decision making roles.

In 1989, the United Nation’s *Convention on the Rights of the Child* became the most universally adopted international convention, ratified by every member country except Somalia and the United States. Included in the Convention is article 12 which states:

1. Parties shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.
2. For this purpose, the child shall in particular be provided the opportunity to be heard in any judicial and administrative proceedings affecting the child, either directly, or through a representative or an appropriate body, in a manner consistent with the procedural rules of national law. ([http://www.unhchr.ch/html/menu3/b/k2crc.htm](http://www.unhchr.ch/html/menu3/b/k2crc.htm))

Almost every United Nations agency has a youth program. In 1997, the United Nation’s Human Settlements Program’s (UN-HABITAT) agenda officially recognised youth as important partners in urban governance in paragraph 13, stating that,

> “The needs of children and youth, particularly with regard to their living environment, have to be taken fully into account. Special attention needs to be paid to the participatory processes dealing with the shaping of cities, towns and neighbourhoods; this is in order to secure the living conditions of children and youth and to make use of their insight, creativity and thoughts on the environment.” [UN-HABITAT, 1996](http://www.unhchr.ch/html/menu3/b/k2crc.htm)

This beginning has then further been developed into a focus on “youth mainstreaming”, defined as, “consistent, committed youth-adult cooperation at every level”. With this mandate, UN-HABITAT works to ensure youth are prominent partners in all of their programs, seeks to create youth related inter-agency collaborations, engage youth concerns at the international level, value the diversity of contributions of youth in all their work, and provide information resources on all issues pertaining to their work. ([UN-HABITAT, 2004](http://www.unhchr.ch/html/menu3/b/k2crc.htm) (2)
Other UN agencies worth noting include UNESCO and UNICEF. The former has a proud history of encouraging and supporting youth participation in all their major meetings. This includes specific youth forums and specific and general conferences. Their *Growing Up in Cities* project has been promoting young people's participation in urban decision-making in eight low-income neighbourhoods across the world since 1995. UNICEF has also supported child forums for many years, including various Children's Parliament projects, and an interactive *Voices of Youth* website. They’ve also facilitated a series of intergenerational dialogues between heads of state and child delegates. (UN HABITAT, 2004)

Another international level project worth noting is the *Youth Employment Network*, convened by the International Labour Organization in collaboration with the World Bank, to tackle the international problem of youth employment. This led to a resolution, “urging governments to prepare national reviews and action plans on youth unemployment, and to involve young people in their development” (UN-HABITAT, 2004), unanimously adopted by the UN General Assembly in December 2002.

**Defining Youth Participation**

The World Bank defines youth participation as, “a process whereby young people influence, and share control and responsibility over decisions, plans, and resources, which affect them.” ([http://web.worldbank.org/](http://web.worldbank.org/)) They further divide participation into social and political participation, the former taking place in societal organizations like schools and jobs, the latter referring to politics at all levels. O’Donoghue et al defines it as, “a constellation of activities that empower adolescents to take part in and influence decision making that affects their lives and to take action on issues they care about”(O’Donoghue, 2002, p.16). Central to each of these definitions is the recognition that youth participation is more than including youth in development projects, but means giving them real power to develop and direct the course of these projects.

**Meaningful Participation**

Roger Hart adapted Shelley Arnstein’s ladder of participation, suggesting that the quality of youth participation can be conceptualized as a continuum, or a ladder. The three bottom rungs are forms of non-participation, where youth and children are used to add credibility to a project without giving the young participant any real power-sharing opportunities. Manipulation relates to times when, “adults consciously use children’s voices to carry their own messages.”(Hart, 1997) Decoration happens when young people are used to promote a cause with little understanding of what they are doing.

Tokenism occurs in situations where young people are seemingly given a voice, but with very limited power to make that voice heard and to have that voice’s concerns taken into account by the decision makers. According to Hart, this level of non-participation is very common in well meaning organizations who want to be youth-friendly but haven’t thought through the process of youth participation very clearly. The recognition of tokenism as non-
participation highlights various common pitfalls of youth engagement strategies and forces those developing such strategies to consider questions of training (both of the youth and the adults involved in the process), institutional structures (are the institutional protocols and structures of the organization youth friendly? E.g. Do meetings happen during school hours?), and representation (which youth are chosen and whom are they expected to represent?) among others. Hart’s ladder of participation reminds us that simple youth involvement in development projects does not equal meaningful youth participation.

The next rungs of Hart’s ladder enter the realm of genuine participation, each becoming more meaningful than the last. On the fourth rung, youth’s roles are established by the adults running the projects with the youth being well informed and volunteering for the positions because they truly believe in what is happening (if these factors are not present, the youth become decoration and these projects become non-participatory). This approach is top-down (adults to youth), has few opportunities for democratizing youth participation, and only has a short-term impact. This approach should be quickly followed by a more genuine participatory process or, “what will remain in children’s minds is the notion that children are to be used when needed, rather than the idea that the children’s perspectives are themselves important.”(Hart, 1997, p.43). The 5th rung implies more consultation and serious consideration of youth voices.

The top three rungs incorporate greater decision making roles for youth. It is telling that Hart still includes adults in the highest rung of participation, recognizing that partnerships between youth and adults are essential to the development of the most successful youth engagement initiatives.

Many other authors echo Hart’s understanding of effective and meaningful youth participation. In discussing new pathways towards youth engagement, Camino and Zeldin (2002) identify three common and fundamental
principles in each pathway. The first is ownership, reflecting the necessity for youth to access genuine decision making power. The second reflects the importance of youth/adult partnerships where adults as trainers, guides, and sources of resources support youth involved in participatory processes. The third are facilitative policies and structures, reflecting the need to institutionalize youth participation and to ensure that the structures within which youth are expected to participate are themselves youth-friendly. Chawla (2002) echoes these principles, reminding that extra care needs to be given to reach out to those youth that might be marginalized economically, socially, or otherwise and thus, not participating in local governance.

**Benefits of Successful Youth Participation**

While the field of youth participation in governance has not developed a very rigorous set of measurements to quantify the impacts of youth participation at the community level, many authors make claims as to a wide variety of benefits. These benefits are grouped into three categories based on recipients: the youth themselves, the organizations within which they are working, and the community as a whole.

**Benefits to Youth**

There is a consensus in the literature that youth who participate in governance stand to benefit both by gaining important skills and through the social interactions and relationships created. O’Donoghue et al present evidence from studies that look at classroom settings where, “participation in decision making has been correlated with greater effort, intrinsic interest, and more effective learning strategies” (O’Donoghue et al, 2002). They also discuss youth development practitioners’ use of participative projects to engage those youth who are marginalized, or would otherwise not participate in youth programs. There is also mention of participation fostering democratic habits in youth, “such as tolerance, healthy disagreement, self-expression and cooperation” (O’Donoghue et al, 2002). Similarly, Zeldin suggests that youth participation in community development projects not only teaches youth democratic citizenship, but validates their lived experience and honours them as experts of their own condition, their environment, and their needs. This can all engender “lifelong habits of environmental, [and political] interest, concern, and care” (Zeldin, 2004).

**Benefits to the Organization**

For Mokwena, “If organisations are unable to capture the imagination of the young, then they will miss the opportunity to bring in new energy and enthusiasm and without this, these organisations will not survive into the future.” (Mokwena, 2006). As such, youth participation is fundamental to an organization’s continued existence, as well as to its ability to tap into new ideas, perspectives, and the energy and optimism youth add, while cultivating the “the next generation of champions”. (Mokwena, 2006)

Organizations that incorporate youth participation in their decision making processes also stand to benefit through better decision making and ultimately increased effectiveness. Chawla argues that this is especially true among institutions that deliver services at the community level. By communicating with youth directly, these services come closest to reflecting the specific and unique needs and desires of the local youth. She argues that because children and youth are generally more sensitive to their environments, planning that incorporates their perspectives
promotes higher standards of environmental care. Since their life spans are the longest in the community, this kind of planning also tends to consider a longer time range, while the fact that developmental problems in young people carry consequences far into the future of the community’s health simultaneously gives a sense of urgency to fulfilling basic needs in the present. It also prioritizes human development planning over economic growth models, and emphasizes community level development. (Chawla, 2002)

Benefits to the Community
So far the discussion of benefits as it relates to individual youth and organizations also directly impacts on communities. It is clear to see how an improved level of community service delivery and a more democratically savvy youth population connects to benefits at the community level. Beyond that, the literature discusses benefits to the community in relation to “reduced conflict and mistrust,” and, “a more civil and participatory society” (Wright, no date). Zeldin considers the effects of isolation and age segregation on both youth and the communities in which they live, drawing conclusions about the restorative possibilities of youth participation as a tool for controlling community violence. In this conceptualization, youth participation leads to positive youth development by countering the negative effects of isolation with the “protective nature of a sense of community for youth” (Zeldin, 2004). By connecting youth to social networks of adults within their community, youth participation in community development may add to community safety. Through this process young people and the community as a whole acquire sets of skills that smoothen the transition to adulthood, minimizing the violence that may stem from a sense of disconnection between youth and their communities.

Barriers to Youth Participation

There are two major categories of barriers to the successful integration of youth participation in governance projects. The first is ideological, while the second is structural. The ideological barriers refer to the negative beliefs held by people in decision making roles regarding the abilities and capacities of young people. The structural barriers refer to the lack of, “policies, processes, and structures that promote the full involvement of young people in the life of the organization” (Mokwena, 2006 - emphasis in original)

Ideological barriers can be separated into two categories. On the one hand, youth are seen by many policy makers and represented by many media commentators as lacking the skills, interest, maturity, and responsibility necessary to be effective contributing members of society. This view constructs youth as “problems to be fixed or dependants to be taken care of” (O’Donoghue et al, 2002), instead of constructive members of society capable and willing to effect true social change. The resulting policies that reflect this approach, (which include large elements of youth related social institutions including schooling, work, and even family parenting) is the segregation of youth from the life of their communities. According to Camino and Zeldin, “the culminations of these trends is that at no other time have people of different ages spent larger amounts of concentrated time in their day-to-day routines with their age peers” (Camino and Zeldin, 2002). They further describe a vicious cycle whereby negative portrayals of youth as

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1 The use of the word ideology in this context does not infer political ideology, but rather the beliefs that society holds surrounding youth and their roles in that society.
“other” marginalize the youth, while simultaneously, such marginalization further reinforces this negative portrayal.

Conversely, another ideological barrier to effective youth participation is the denial of age differences. “Denial of age differences denies that adolescents live in different contexts from adults, and that adolescents frequently have experience levels that differ from adults” (Camino and Zeldin, 2002). Youth are not simply little adults, and as such require a level of support different from adult members in governance projects. This challenge presents a dangerous situation where well meaning adults run the risk of incorporating youth in ways that limit and mute their unique abilities to contribute in a meaningful and personal way. Many of the common pitfalls of this approach are highlighted in O’Donoghue et al’s 4 myths of youth participation (see box below).

4 myths of youth participation (Taken from O’Donoghue et al, 2002)

1. **Youth participation is accomplished by placing one youth on a board or committee**

   This highlights two dangerous outcomes: tokenism and exclusivity

   *Tokenism*: happens when youth are inserted into adult created and driven processes that limit the youths ability to function effectively.

   *Exclusivity*: happens when only the most privileged and skilled youth are given the opportunity to participate and are expected to represent all youth interests equally.

2. **Youth participation means that adults surrender their roles as guides and educators**

   Adults need to give time to youth, to support them and help them learn the norms of the public arenas within which they are expected to participate.

3. **Adults are ready for youth participation**

   Adults require ongoing training to play their role with youth as effectively as possible

4. **Youth are ready to participate; they just need the opportunity**

   Youth need to have a space in which to develop their skills
The second set of barriers to youth participation is structural. One report summarizes many of them in the following table:

<table>
<thead>
<tr>
<th>Barriers related to Demographics</th>
<th>Barriers Related to Socio-Economic Status</th>
<th>Barriers related to Time and Location</th>
<th>Barriers Related to Organizational Preparedness</th>
<th>Barriers Related to Youth Culture</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Youth not legally old enough to assume certain roles (e.g. voting member of Board of Directors)</td>
<td>• Disposable income</td>
<td>• Youth discretionary time to participate</td>
<td>• False assumptions about youth capacity (+ or -)</td>
<td>• Youth need for belonging to specific group</td>
</tr>
<tr>
<td>• Youth turnover due to “aging”</td>
<td>• Access to opportunities to participate in the first place</td>
<td>• Youth ability to attend day-time meetings</td>
<td>• Resistance to change</td>
<td>• Youth comfort level with different groups</td>
</tr>
<tr>
<td>• Gender barriers and differences</td>
<td>• Ability to make sustained commitment given changing life situations</td>
<td>• Youth ability to physically get to meetings</td>
<td>• Lack of recognition of diversity of youth and their needs</td>
<td></td>
</tr>
<tr>
<td>• Cultural barriers</td>
<td>• Pressure to secure future economic wellbeing (e.g. part-time employment)</td>
<td></td>
<td>• Lack of clarity about expectations</td>
<td></td>
</tr>
<tr>
<td>• Youth experience with organizational “protocols”</td>
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</tbody>
</table>

(From Wright, no date)
Youth in Brazil

The future of Brazil, in many ways, depends on the country’s young people, and thus, the active participation of youth in Brazil needs to take a central role in any project whose end goal is to aid in Brazil’s social and democratic development. This importance is accentuated by recent research showing that the social, and economic conditions of many of Brazil’s youth are among the worst in the country. These factors create a strong central justification for incorporating youth engagement into all aspects of social and political life in Brazil, including the NPC project. The following analysis will shed some light on the lived situation of many of Brazil’s youth. It will synthesize a report released by the United Nations’ Development Program (UNDP) in 2005, and some of my own observations working with youth in the country, addressing issues of education, poverty, work, and violence.

In 2003, 19.5 percent of Brazil’s population (33.85 million people) fell between the ages of 15 and 24. (UNDP, 2005), while in 2005, the median age of Brazil’s citizens was 28.2. With over half of Brazil’s population being under 30 years of age, it seems apparent that any political project that doesn’t engage young people is missing out on the voice of half the population. If the challenges facing youth were the same as those facing adults, this question of representation would not be so important. The reality though is that while many of the problems apparent in Brazilian society are amplified among its younger population, young people also face their own unique problems. Most of these problems relate to education, entry into the job market, and violence.

On the whole, the average Brazilian between 15 and 24 years of age has completed less than 8 years of study. Just over 50 percent of youth over the age of 17 have completed elementary school. Most of those go on to high school, and about 70 percent of them complete it (only about 40 percent of the entire youth population of Brazil). The trend for college education is even more troubling. Over 70% of those who complete high school fail to attend higher education. Only 12 percent of Brazilian youth attend college. While all these attendance and completion rates have grown over the last years, they still show a long way to go in identifying and eliminating the barriers to successful education for all. (All stats from UNDP 2005)

Brazil’s very low completion rate for school can likely be attributed to a lack of financial means for families and youth themselves. Youth in Brazil are overrepresented in poorer households1 with worse living conditions2.

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1 For example, in 2003, youth 15 years of age lived in households whose average per capita income was R$300 (aprox. $100USD) per month, and 43.5% of these households survived under the poverty line (less than R$146.01 per month). As the age goes up, this number increases, averaging out for adults (25+) at an average per capita income of R$527 ($183 USD) per month, with only 25% under the poverty line. What is even more troubling are the numbers for children, where the average per capita income of households with children (0-14 years old) is only R$258 ($90 USD) and 51.5% live under the poverty line. (UNDP 2005)

2 For example, 38.8% of youth 15 years old live in houses without adequate sanitation, while only 30.6% of adults do. For water, the numbers are 25% and 19.8% respectively. For waste collection, 19% and 14.4%. 19.4% of youth aged 15 live in houses with...
and thus, youth live the realities of Brazil’s poverty more acutely and regularly than adults do. They grow up in it and they live through it daily. While elementary school is provided free, there are often costs associated with transportation, supplies, and the opportunity cost of students not working. (UNDP 2005)

While part of the reason for this overrepresentation can be attributed the fact that as households age, their incomes and living conditions tend to improve3, it’s also an indicator of the difficulties youth face in entering the workforce for the first time. If all 15 year olds were working decent jobs that paid as much as adults, and living with their parents, it would be expected that the household per capita income of households with youth aged 15+ would be consistent with those of adults only. However, this is not the case, and the much slower growth in income as households age reflects three things: decisions of youth to stay in school and join the workforce later, the inability for youth to find work, and the low pay associated with jobs for young people.

It’s very difficult to find statistics that accurately reflect the difficulties of entering the workforce. While some claim that youth unemployment is a huge problem, that it is 3 times higher than the average unemployment rate, it is unclear whether this rate accounts for those youth still in school, or those who choose not to work. About 19 percent of youth between the ages of 15 and 24 neither work nor study, but one cannot tell if this reflects lack of opportunities, or a choice by youth to not work. The UNDP report compares this number to the 6% of youth who neither work nor study and come from households where the heads are well educated, assuming that this group doesn’t face opportunity restraints, thereby representing those who choose to do neither. That leaves 13% who can neither find work, nor gain access to school.4

The appearance of high levels of youth unemployment can be explained in part by the double hindrance where, “on the one hand, lack of experience leads to lesser productivity and, on the other hand, lack of reputation increases youth selection and hiring costs, especially because of the expected turnover.” (UNDP, 2005). This leaves many of the available jobs for youth in the informal sector, offering inadequate stability.

This was all reflected in my experience working with youth and in the many formal and informal discussions I had with young residents of Taquaril, a favela in Belo Horizonte. Those youth with whom I worked very closely, most having completed their formal education, held very little hope of finding a stable a job, but were often running off to small informal stints working temporarily for a day or two at a time. There was both a sense of desperation and resignation. Many of the youth with whom I worked were participants in one of the various training programs inadequate density (defined as more than two people per room excluding the kitchen and bathroom) while only 11.6% of adults do. (UNDP 2005)

3 For example, the household income of a household of two young parents with young children will presumably be less than that same household some years later when the parents have been promoted to better paying positions and the children have either joined the workforce and/or left home.

4 What the UNDP report doesn’t take into account is that these youth probably come from wealthy families where the option to not work is financially feasible. It should also be taken into account that these numbers are averages across the whole country. Since we know that the number of youth neither working nor studying from well educated families is only 6%, we have to assume that the number of youth living in impoverished situations is somewhat higher than 13%. And if we also assume that the 6% of youth from wealthy families who do not work choose not to do so because their family is rich enough to support that decision, the corresponding number of youth living in situations of poverty must be significantly less than the 6% of those from rich families, raising the number of those who can neither find work nor gain access to education even higher.
in the neighbourhood, yet most were doubtful that their training would actually land them a steady job. Youth in Taquaril often spoke of the high levels of prejudice against them, especially when it came to entering the workforce. The vast majority of *favela* residents in Brazil are black, and race is already a stigmatizing factor. This is made worse by an address in the neighbourhood of Taquaril. From my experience talking with others in the city, most of the rest of Belo Horizonte perceive Taquaril to be a dangerous, drug infested community. Many people responded with absolute shock and serious concern for my well-being when I told them that I visit the community daily. This perception is unfairly passed on to its residents who have difficulty getting hired if their prospective employer discovers they come from there.

This perception and fear of violence and danger is not completely unfounded. While I never felt threatened in any way, nor saw any obvious signs of violence or danger while in Taquaril, the murder rate of youth in Brazil is very high. In some cities, where youth violence is exceptionally high, deaths from gunshots are the highest factor leading to death among young males (Dowdney, 2003). The numbers of young men dying in the drug related battles in Rio de Janeiro are higher than in some countries with active wars (Dowdney, 2003). The explanations for this rise in violence are as complex as Brazilian society itself, emanating from an intricate interplay of cultural, social, economic, and political exclusionary processes, and underscoring the desperation of the situation for youth in Brazil.

**The Need for Youth Participation in Brazil**

Putting the literature on youth participation in section 1 into the Brazilian context suggests a level of urgency in implementing youth participation in Brazil, along with even higher possible benefits. Unable to achieve a stable footing in society, the frustration and desperation of Brazilian youth is leading many to crime, violence, and death. This crisis is made even more pressing considering three very important factors in Brazil’s overall developmental context.

First of all, as noted above with half the country’s population under the age of 28, the number of Brazil’s youth is higher than it has ever been before (UNDP, 2005). With youth making up such a large part of Brazilian society, these problems of overrepresentation in poverty and disenfranchisement have the potential to compound as this generation ages. Without more active youth participation in civic and development issues, the most pressing problems for youth might not get the attention they deserve.

Secondly, the participation of youth in Brazil is even more important when the country’s relatively new political institutions are considered. Brazilian democracy has only existed in its current form since the new constitution of 1988. Its political and judicial systems, and related institutions, are still being developed to deal with its complex social problems, while, “in richer societies, the institutions and even the infrastructure are already well advanced, leaving to the younger generations missions that can be much simpler than those reserved for the youth in countries like Brazil” (UNDP 2005). If the next generation is going to continue to work towards strengthening the system, improving it, and making it more equal and responsive to the entire Brazilian population, engagement with the system needs to start early, rather than late.
A third factor highlighting the importance of youth participation in Brazil is the deep economic and social polarisation found within Brazilian society. With a Gini coefficient of .58, Brazil’s income distribution is one of the most unequal in the world. Inequality is also reflected in access to education, health, and other social services. The only way to address this situation is to be sure that youth of all social strata have a voice at the table when planning and implementing policies and programs designed to narrow this deep gap between rich and poor.

**Youth Engagement Framework in Brazil**

The workers’ party government in Brazil has responded to the needs to address the country’s youth issues through the creation of a national youth policy, a national youth council, and the national secretariat for youth. The national government defines youth as those between 15 and 29 years old.

*National Youth Policy*

The National Youth Policy was created to address the challenges facing youth in Brazil. Signed by President Lula on February 1, 2005, it is the first national document specifically targeting youth. The policy was created through the cooperation of various youth movements, civil society organizations, and initiatives of the federal government. In 2004, the federal government created an “inter-ministerial youth group”, co-ordinated by the General Secretariat (Secretaria-Geral) of the Presidency of the Republic, along with 19 other ministries and secretariats. This group surveyed many of the federal programs directed towards youth, analyzing public policies, data, and studies on the youth of Brazil. They identified the main challenges for the new policy and highlighted the necessity to integrate the actions of the various ministries and secretariats. Along with the legislature and civil society, they advocated for the creation of the National Youth Council and the National Secretariat for Youth. (http://www.planalto.gov.br/secgeral/frame_juventude.htm)

*National Secretariat for Youth*

The National Secretariat for Youth, beyond the role of integrating the programs and actions of the federal government, functions as a centre of reference for youth in the federal government. The new secretariat, integrated into the structure of the General Secretariat (Secretaria-Geral) of the Presidency of the Republic, is responsible for government initiatives directed towards youth, taking into account the specific characteristics and diversity of this age group. (http://www.planalto.gov.br/secgeral/frame_juventude.htm)

*The National Youth Council*

The National Youth Council is composed of 60 members, 40 representatives from youth-oriented civil society organizations, and 20 representatives of the federal government. It was created in August of 2005 with the purpose of setting the direction for governmental actions directed to the promotion of public policies for youth; and to undertake studies and research on the socioeconomic reality of youth in Brazil. (http://www.planalto.gov.br/secgeral/frame_juventude.htm)

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5 The Gini coefficient is a measure of statistical dispersion most prominently used as a measure of inequality of income distribution or inequality of wealth distribution. It is defined as a ratio with values between 0 and 1. (http://en.wikipedia.org/wiki/Gini_coefficient)
Highlights of the National Youth Policy regarding youth engagement and participation

The publication released by the National Youth Council entitled *National Youth Policy: Directives and Perspectives* (Conselho Nacional da Juventude, 2006 - translations are mine) highlights the national government’s understanding of, and support for youth engagement initiatives. The following excerpts point to a growing recognition of the need to mainstream youth in development projects in Brazil.

“*The participatory dimension must constitute itself as one of the main characteristics of every component of youth policy processes, from the organization of the demands to the evaluation of the developed programs. It is necessary that the society and State is receptive to possibilities and chances for youth participation, not only for to improve democracy, but also to give youth the opportunity to experience politics in their processes of personal development.*” (p. 37)

*Youth is a social dimension with its own particular movements of various types, and distinct discursive practices and organizations. In accordance with this reality, public power must be creative in the development of methodologies and opportunities that extend the conditions of participation each time of a bigger set of youth, assuring the plurality of the manifestation of youth.* (p. 37)

*The health of adolescents and the young is directly related to the promotion of youth participation, to the exercise of citizenship and, especially, to the strengthening of familial and community bonds...* (p.66)

*Democratization implies integration, participation and social control. The challenge is great if we think about the precariousness of the process of socialization of youth in society (with focus on employment and education); in the inadequate mechanisms of integration of youth (in society, in the world of employment, in education, etc.); in the absence (or lack) of spaces/options of sociability (with focus in the spheres of politics, religion, and sport and leisure) for youth and, finally, in the lack of spaces of participation for youth in policies directed to their quality of life. For these reasons, thinking about quality of life implies the construction of spaces for participative management of territories (eg: community, district, and municipal councils) and to search for mechanisms to promote integration, participation and social control.* (p.69)

*A significant part of the violence among youth is due to a deficit, explicit or not, of participation in community decision making. The phenomenon of violence at school, acts of vandalisms, and limits to the creation of a culture of compassion with other generations in diverse community spaces is caused by the impossibility and limits to youth’s expression of opinions, yearnings, desires and projects for/of by the young. Spheres of power, governance, NGOs, and social movements must stimulate the construction of spaces and processes of shared management with youth, used as alternatives for the implementation of mediation and peaceful resolution of conflicts. The objective is to understand, to promote, and to guide the conflict as an essential
and desirable element of social relations and a practice of citizenship aimed at the common good. Thus, the incentive to create and maintain student councils, to promote spaces of youth management of public spaces, and to create managing committees for recreation centres, are examples of good policies to promote the “Safe Life” of youth and to reduce the current indicators of violence. (p.85)

As the above shows, the NPC project is in an excellent position to advance the policy directions of the National Youth Policy as they relate to community development programs, and to improve the lives of the youth within the communities they work. The NPC consortia are ideal environments to not only create opportunities for youth participation, but to experiment with creative methodologies that are able to harness a plurality of youthful expressions. They are also excellent environments for youth to engage with their communities in new, structured, constructive ways, opening new channels for communication, strengthening community bonds, and, “promoting integration, participation, and social control” (p.69). Furthermore, the NPC consortia are also positioned to be a potential partner in the push to solve the problem of violence that threatens the health of so many communities by creating spaces where conflict can be dealt with as a creative and constructive element of community building.
Based on the considerations above, it is suggested that the NPC project use the following guiding principles while deciding how to incorporate youth participation into the project. These are meant to act as a guide and as an evaluation mechanism to analyze prospective strategies and policies.

1. Ensure the youth voice is heard, taken seriously, and given real opportunities to direct the course of project planning, implementation, and evaluation

   *This is a cross-cutting theme in all the literature, especially reflected in the first three rungs of Hart’s ladder of youth participation*

2. Ensure that this youth voice is representative of the various youth populations affected by the project

   - Actively seek out youth less visible and more marginalized to participate
   - Offer some level of compensation for the time/transportation/other expenses
   - Use multiple medias for communication to reach the widest possible audience (internet, radio, tv, adds in youth magazines, etc…)
   - Have different levels of engagement, in different formats, at different times to allow the widest variety of participation possible
   - Provide community leadership and organizational training to the youth more engaged and provide opportunities for these youth to consult with the wider youth community as much as possible
   - Be aware of local community politics and try to work around possible divisions.

   *This is highlighted in O’Donoghue et al.’s discussion of exclusivity in their first myth of youth participation.*

3. Promote positive and productive youth/adult partnerships

   - Ensure that adults are aware of youth participation, are trained for it, and understand the justification and the role it plays in the project
   - Ensure that adults are aware of the importance of acting as a guide and mentor
   - Have a staff member identified as the youth engagement specialist, able to provide ongoing support and training to both adults and youth

   *This is another cross-cutting theme highlighted in the upper rungs of Hart’s ladder, and in many of O’Donoghue et al’s myths of youth participation, as well as Zeldin’s discussion of age segregation.*
4. Encourage positive youth development both for those engaged in the project and for those living in the community affected

- Be sure that the process contains as many learning opportunities for youth as possible
- Present project material in a fun, youth friendly way
- Encourage youth engaged in the project to run workshops and other outreach activities for the youth in the community at large
- Ensure opportunities for youth to evaluate and reflect upon the project, their experience, and their community as a whole

*This is reflected in O'Donoghue et al and Zeldin’s discussions of benefits of youth engagement.

5. Improve the image of youth, both among youth themselves (self-esteem), within the community at large, and within Brazilian society in general

- Publicize and celebrate successes, no matter how small
- Communicate in an ongoing way with the community through various media and forums (including festivals, events, etc)
- Engage with youth through positive elements of youth culture, valorising youth cultural expression

*This is rooted in Camino and Zeldin’s discussion of the vicious circles of negative perception about youth, and from the author’s experiences working with youth in Brazil

6. Ensure that the spaces, structures, and institutions in which this all takes place are youth-friendly and encourage young people’s unique talents and contexts

- Embed a commitment to youth participation at all levels of the organization
- Put in place formal structures, protocol, and strategies for engaging youth within the operational expectations of the organization
- Engage youth to engage more youth by providing them opportunity to work within the youth engagement program, providing ongoing feedback and ideas

*This is another cross cutting theme in the literature, especially referenced in Camino and Zeldin’s discussion of facilitative policies and structures, as well as Wright’s table of structural barriers to youth participation
During the end of 2006 and the beginning of 2007, 4 Youth Community Asset Mapping projects (YCAMP) were undertaken by youth interns of the NPC project in the cities of Belo Horizonte, Recife, Fortaleza, and Santarem. These projects were designed to begin engaging youth from local communities, and to experiment with the tool of community asset mapping with local youth. This section will discuss the theory behind the YCAMPs, and briefly describe the 4 projects that were undertaken. It will then analyze and evaluate the tool of Community Mapping and its place in the NPC project according to the 6 guidelines of the last section, and recommend ways for improving the tool in a second round of mapping projects.

Community Asset Mapping as a Community Development Tool

Community asset mapping is a process that allows the members of a community to identify the resources available to them in a participatory way. It is connected to a deeper philosophy of assets based community development (ABCD), which promotes grassroots community development focusing on a community’s assets instead of its deficiencies. The kind of mapping projects undertaken in the NPC project so far also connect in many ways to Bioregional Mapping, incorporating various aspects from both complementary approaches. This section will discuss community asset mapping within the context of asset based community development and bioregional mapping, first introducing the idea of ABCD and then discussing how mapping as an intervention fits into this paradigm of community development. Then the Bioregional approach will be discussed, and the projects will be presented as a synthesis of the two approaches.

**Assets Based Community Development (ABCD)**

Originating in the United States through the work of John P. Kretzman and John L. Mcknight, ABCD takes as a starting point the recognition that outside help for distressed communities has become more and more unreliable as a source of change at the neighbourhood level. As such, “serious community builders have no choice but to return to basics, to the communities themselves to rediscover and mobilize the strengths, capacities, and assets within those communities”. (Kretzman and Mcknight, 1993)

Central to this is an understanding of asset based, versus needs based, community development. While a needs approach focuses on deficiencies, ABCD focuses on effectiveness. Where a needs approach, “results in fragmentation of responses to local needs, makes people consumers of services, building dependence”, and does little in giving residents a voice to address local concerns; ABCD, “builds interdependencies, identifies ways that people can give their talents, and seeks to empower people” (Beaulieu, No Date).

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1 the categories are not meant to be mutually exclusive options, both elements exist to varying degrees in any community development approach
Asset mapping, as part of Kretzman and McKnight’s ABCD is not like a road map, per se, but more an assembly of all the individuals, associations, and institutions and the skills and abilities associated with each, including the linkages between each, that could be mobilized to produce good in the community. The process begins with an inventory of individuals and their talents, skills, and interests and then extends to community associations and formal institutions. “When all these local community assets – the gifts of individuals, the power of citizens’ associations, and the resources of local institutions – have been rediscovered, “mapped,” and mobilized in relation to each other and their potential to solve problems, then a community previously regarded as empty and deficient will appear on the large civic stage as capable and powerful.” (Kretzman and Mcknight, 1993).

**Bioregional Mapping**

Another branch of community mapping is found in the bioregional approach to mapping. This approach has been used by a lot of first nations groups in British Columbia, representing their rich connection to the land around them in a physical way. “Bioregional mapping is a technique that allows the collective biophysical and cultural knowledge of a First Nation, or any government, to be placed in a single multi-layered atlas” (Aberley and George, 1998). Each layer on the map relates a different theme to the land. Some of these can be physical features like geology, animal habitats, types of vegetation; while others might refer to the way the land is used and have layers for agriculture, hunting, historically significant events, environmental degradation, or transportation routes.

Douglas Aberley highlights 5 important ways this bioregional approach to mapping stands out from traditional cartography. First, the map making is a participatory process, done by community members themselves. This allows them to express their community the way they see it, from their perspectives as opposed to the perspective of government or business interests which produce most maps. Secondly, scientific and traditional information are equally represented. Thirdly, they seek to represent both physical and cultural information, implanting the people who inhabit this land into the cartographic representation. Fourth, these maps represent stories in two ways, both spatially and historically. While the maps show where something happens, added written information shows what happens and when. Finally, these maps are “living documents”, continually being modified as new information becomes available, as things change, as more people get involved. The end result is a map rich in both physical detail and cultural information showing the multitudes of connections people have to the land around them. This tool is valuable both as a planning tool, and as a communication device to outsiders of the community (like governments or resource corporations) who might have an interest in understanding the land and those who use it.

For examples of ABCD and Bioregional mapping projects see: The Asset Based Community Development Institute (http://www.northwestern.edu/ipr/abcd.html) Native Maps: (http://www.nativemaps.org)
The Four YCAMP projects

The EYA youth community asset mapping projects in Recife, Fortaleza, and Santarem, and the project in Belo Horizonte, synthesized these two approaches to mapping. In some ways, they can be seen to follow more closely the methodology of the bioregional approach to mapping while dealing with content and an underlying philosophy that resembles ABCD.

Methodically, the projects (with some variation among them) resembled a bioregional mapping exercise. Where they differ is in the content chosen to map. These mapping projects were undertaken in urban communities, and as such, focused on mapping social resources over natural. The projects mapped various categories of resources including educational, recreational, health, employment, and governance among others. Some also included activities to create an inventory of skills and abilities of the youth who participated in the project, while others incorporated video, photography, and other creative methods of expression. These projects followed many of the goals of ABCD asset mapping by encouraging an identification of all three levels of community assets and the linkages between them. At the same time, they were designed to get the young participants to think critically about their communities and identify ways they could participate in their improvement.

Overall Goals of the Youth Community Asset Mapping Projects

• Train neighbourhood residents to participate in processes of urban governance and public policy-making;
• Contribute to processes of economic and socio-environmental development of the community;
• Inform the formation of public policies that could be implemented by the public consortium that is to be created in the region;
• Develop knowledge regarding participatory management methodologies that can be used by other public consortia in the region.

Specific Objectives:

• Train community residents (including youth, children, and women) to recognize and value assets (social, environmental, economic, etc.) that already exist in the neighbourhood, and to identify and resolve local problems, through participatory mapping processes;
• Develop a map of community resources and priorities to strengthen social, environmental, and political security;
• Document the process and write a manual on participatory mapping in the New Public Consortia Project, so that others may replicate the process in other communities.

(from White et al, 2007)

For more detailed information on the mapping projects, Appendix A
The end results were maps rich in detail, showing the ways youth interacted with their neighborhood to meet their social needs. These maps also showed what organizations exist to help youth, and how they linked to each other.

Ideally, this tool can be used in the NPC in a number of ways. While the specific content of interest will differ depending on the themes each consortium is working with, these maps can represent a perspective of a community from a youthful viewpoint and point out which resources and services exist, and where service delivery overlaps or leaves gaps. These maps can be used to prioritize actions by seeing which physical aspects of a community are most often mentioned, which areas are most central in the minds of its young residents, and which problem areas are mentioned outright, or avoided when discussing resources (eg. if a resource like a park is rarely identified as a space for meeting among the youth, this points to a problem with this park). Furthermore these mapping exercises can show which aspects of the community give the youth a sense of identity and pride, and thus can play a central role in positive youth community development. They also present an opportunity for dialog both among youth and between youth and adults within the community and with officials of the NPC consortia.

### An Analysis of YCAMPs in the NPC Project

This section will analyze YCAMPs as a tool for youth participation using the 6 guidelines from section 1 as an evaluative tool.

**Guideline #1: Ensure the youth voice is heard, taken seriously, and given real opportunities to direct the course of project planning, implementation, and evaluation**

**Analysis:**
While the initial decisions to do a mapping activity were put forward by the student interns in each case, care was taken to give a high degree of direction to the youth within the structures of the projects. Since the maps were all made by local youth themselves, they are all direct representations of youth perspectives. In most cases, youth were given the opportunity to define the areas and the themes to be mapped. Youth played a fundamental role in the implementation phase of the project. In various ways youth were asked to evaluate the projects and draw conclusions pointing towards directions for future community development. Some of the projects were unable to incorporate activities where youth evaluate the projects themselves.

The YCAMPs could improve on this guideline by strengthening its direct connection to public policy making. There are a number of ways this could be done, including tweaking the mapping process to include consortium officials with decision making power at different levels of the process, embedding them in the mapping exercise to provide a more relevant experience. Others might include incorporating youth representatives into the day to day functioning of the consortia, using the maps as guides.
Recommendations:

1. To create a stronger link between the decision making level of the NPC project and the mapping projects:
   1.1. Ensure a commitment from the city officials to the mapping projects

The first round of mapping has been useful in identifying themes of importance to youth. This needs to be followed by a second round to dive deeper into these issues and activate the transformative powers that community mapping projects hold. The first round can inform the second both methodologically and substantively. Many lessons have been learnt from this first round with regards to what works well and what doesn't, and how best to go about conducting these projects. Furthermore, substantively, they have highlighted certain themes that are important to both the youth of the area and the NPC project. The second round would use a more robust methodology (discussed further below) while continuing to experiment with other methods, technologies, and medias. It would also take into account the themes mapped in the first round, along with developments in the NPC projects to determine more specific questions and themes to be mapped. These might include issues around violence and safety, job security, gender equality, etc.

Guideline #2: Ensure that this youth voice is representative of the various youth populations affected by the project

Analysis:
Only those youth that were already participating in youth projects were asked to participate in the mapping projects. While this approach worked well for the pilot purposes of these YCAMPs, it must be recognized that by working with already engaged youth, only a small portion of a very wide spectrum of youth opinions and perspectives are being accessed.

Recommendations:

2. To ensure appropriate youth representation:
   2.1. Actively pursue youth who might not participate regularly in community activities through partnering with schools and other youth groups not related to governance

In a more expanded mapping project, care should be taken to actively pursue youth who might not participate regularly in community activities. One way of going about this is by working with schools, where presumably a varied cross section of youth are found. A problem of working with schools, however, is that school aged youth in Brazil tend to be at the lower end of the youth age spectrum. By the age of 16, many of the more marginalized segments of the youth population have dropped out of school. (UNDP, 2005)

Another possibility would be to work with groups that don't have a direct connection to governance. Groups that promote youth culture, like hip hop, capoiera, or sports might be effective venues to work with youth who would otherwise not be participating.
2.2. Work with groups who are apolitical

While many development-oriented community organizations have political ties and historically represent differences in factions; non-governance oriented sports, arts, and cultural organizations might carry less of this baggage. Working with these groups might avoid internal community politics that are often the result of processes and histories not associated with youth concerns.

2.3. Provide some form of compensation for time, transportation costs, food, etc…

When trying to access more marginalized youth, financial challenges need to be considered and some form of compensation devised, be it as stipend, food, or transportation costs.

2.4. Train engaged youth in leadership skills and give them the opportunity to reach out to more marginalized youth to get them involved.

Working with youth already engaged in community development is a great starting point, since they require the fewest resources to participate (care still needs to be taken to assure that the YCAMPS remain an apolitical space if these youth are already engaged in political projects). These youth should be encouraged to play a leadership role in the mapping projects and be trained to lead workshops for those less engaged. In this way, the projects could maximize the engaged youth in the community as resources, and use their knowledge of their youth community to access those more marginalized, since nobody knows the best ways to reach these youth better than their peers.

Guideline #3: Promote positive and productive youth/adult partnerships

Analysis:
In most of these projects meaningful partnerships between youth and adults occurred between the facilitators (often youth themselves) and the participants in the projects. Some projects had further opportunities for youth/adult contact at the time the projects were presented.

A healthy youth/adult relationship is key to making the maps more usable and effective as policy making tools. Without greater adult involvement in the planning, implementation, and evaluation of the YCAMPS, much of the key contextual information of the maps and their process is lost, and the maps run the risk of being misinterpreted and misunderstood by the decision makers. Where the first round of mapping was done by student interns at arm’s length from the NPC consortia, the challenge for the second round is to find ways to embed city officials into the process, making them more aware of the process, the role the maps can play, and the theory behind the tool.
Recommendations:

3. To promote positive and productive youth/adult partnerships:

3.1. Ensure that adults involved in the NPC project buy into the idea of youth participation and understand the role youth are to play

When the timing is right, a second mapping process should build on the first, altering its methodology somewhat to create more direct links between youth and adults. First, this would entail consortia partners buying into the idea of youth participation and understanding the role young people can play. This buy-in would include an ideological commitment to the principles of youth participation, some level of training around working with youth, an understanding of the adult’s role as guide and mentor, and perhaps a specific staff (or student intern) identified and trained as the point person for the youth engagement initiative, with resources to support both the youth and the adults involved.

3.2. Begin this relationship at the planning phase of the project in a meeting with key city staff and youth

At the level of planning, city officials should meet with the groups of youth before the project begins. This might involve key decision makers meeting with the core youth involved to explain what the larger context of the project is, what information they hope the mapping will uncover, and/or how they hope to use this information once the maps are made. The youth can explain their expectations of what the mapping projects will lead to. Such a meeting can also incorporate some initial dialogue around community development issues, as well as focus on building a relationship between the youth and consortia officials so that the youth know who to go to for help, information, or support throughout the project.

3.3. Find a supportive role for city staff to play during the workshop/research phase such as one of participant observers

One possibility of incorporating adults into the implementation phase would be to integrate consortia members into the mapping process, acting as participant observers, playing a role in the workshops. For example, consortia partners could observe the process of map making, asking questions for clarification and engaging the youth in conversations about their community’s development. Such an approach would capture the richness of knowledge imparted in informal discussions among youth during the mapping exercises, and add the perspective of adult decision makers to the discussion. In this way, the adult decisions maker would be exposed to greater insight into youth's perspectives on community development, while the youth would be exposed to the rationale and thought processes of the people holding decision making power.

3.4. Strengthen the presentation phase through activities like walking tours

Another possibility could include a more involved presentation experience. For example, this might include a walking tour given by the youth for consortia partners as a way to present the information on the maps in a more personal way, creating human relationships between the youth and the adult decision makers. Such an approach
would enrich the information presented on the map by allowing consortia partners to engage youth in discussions. At the same time, youth would gain knowledge from their interaction with the city officials. In this way, the presentation of any recommendations created from the mapping projects could result in immediate discussions with city officials.

3.5. Create a lasting relationship between the youth and the city beyond the mapping project itself

Finally, some kind of lasting relationship needs to exist between the youth and the consortia beyond the mapping project itself. This could include the creation of a youth body to be the guardians of the maps and to act as a youth advisory council on NPC consortia and other community issues, or where one already exists, a strengthening the relationship between it and the consortia.

Guideline #4: Encourage positive youth development both for those engaged in the project and those living in the community affected

Analysis:
The mapping projects present great opportunities for youth development both for those participating and for the youth of the community in general. Learning opportunities abound throughout the entire process, whichever methodology is used. Core groups of youth researchers, take on the roles of experts and researchers connecting with their communities in new analytical ways. These youth are also leaders conducting workshops with other youth, developing important leaderships skills. They create new knowledge through interactions among members of the local youth community that might not interact regularly (more engaged youth learning from the perspectives of more marginalized youth, and vice versa for example). At the presentation, more members of the community are able to engage with the final products and see their communities in new ways, through others’ eyes. This includes an evaluation and reflection upon the project and their community, and the role of youth as a whole in community development.

Recommendations:
4. To ensure positive youth development:
   4.1. Design a process that maximizes learning opportunities and consciously prioritizes them

In order to maximize the potential for youth development within the mapping projects, every opportunity for critical reflection and community engagement should be accentuated, both during, and especially after the mapping part of the exercise. The mapping process should be designed in such a way as to maximize the goal of creating educational opportunities for youth over the goal of creating an end product. This means that speed and efficiency would take a back seat to educational robustness and community engagement. Such an approach values process over product, and recognises the value in experimental approaches, learning from mistakes, and encouraging a plurality of viewpoints and expressions.

   4.2. Encourage experimental, youth friendly, fun methods of sharing the information
In order for the project’s developmental benefits to extend beyond those youth actively involved in it, to the youth of the community in general, experimental, youth friendly, fun methods of sharing the information should be encouraged. This would ensure that the widest selection of youth in the community are able, and willing, to access, engage, and reflect upon the results of the project. This means that any reports associated with the project should be written in accessible language, and incorporate visual elements such as illustrations, photos, graphs, etc. It would also include using youth friendly media such as community radio or tv resources; publications like pamphlets, comic books, or zines; using the internet, and animation techniques; displays and presentations at public youth-oriented events incorporating hip hop, dance, and other youthful forms of expression to raise the profile of the project and disseminate the results.

4.3. Ensure that youth remain involved after the mapping activities, maintaining the maps and actively pursuing the suggestions and projects that the maps lead to

After the mapping activities youth should be involved in maintaining the maps and actively pursuing the suggestions and projects that the maps lead to. The maps, in and of themselves, are a tool to direct future community development projects. As such, members of the youth community should made welcome to participate in any project that will further the recommendations made through the mapping activity. Ideally, through the dialogues, workshops, and relationships that are built as part of the mapping project, a group of youth could emerge that would be charged with the responsibility of ensuring the maps continue to reflect the youth voice of the community and that this voice continues to be heard. This might include youth from this body sitting on the NPC board as permanent members, using the maps as a tool to ensure their voice is as representative of the entire youth population as possible. It might also include a network of youth committees in each of the 5 cities linked through the NPC project working parallel to their adult counterparts.

Guideline #5: Improve the image of youth, both among youth themselves (self-esteem), within the community at large, and within Brazilian society in general

Analysis
By focusing on the positive aspects of youth communities, YCAMPs can help shift public perceptions of youth from disadvantaged neighbourhoods. By validating experiential knowledge and treating youth as experts in their communities they are also able to add to youth’s sense of self esteem. By inspiring action and future development projects, the maps can help shift the concept of youth from one of community liability to community resource.

Recommendations:
5. To improve the image of youth:
   5.1. Increase awareness of the project both within the community being mapped, and within the larger city-region

Increase this awareness through continuous and prolonged contact with various media organizations, as well as internal communication mechanisms within city halls.

   5.2. Celebrate and publicize every success, no matter how small

Key relationships with reporters and other communication professionals should be developed so that developments are reported and every success, no matter how small, is celebrated and publicized.

   5.3. Distribute the results of the project city-wide

The results of the mapping process should be distributed city-wide to impact public perception of youth beyond the confines of the communities being mapped.

Guideline #6: Ensure that the spaces, structures, and institutions in which this all takes place are youth-friendly and encourage the unique talents and contexts youth bring with them

Analysis:
By partnering with existing youth organizations, most of the projects were able to use spaces that were already youth oriented, which felt comfortable and familiar to the youth participants. The flexibility of the mapping process allow it to be carried out anywhere at anytime. Some of the projects were creative in their approaches to using multi-media forms of communication including visual elements like drawing and photography. By varying the acceptable methods of expression, multiple entry points for youth engagement are created. This helps assure that the projects encourage the unique talents and contexts of youth.

While the mapping process is very malleable to youth-friendly environments, the NPC consortia themselves need to consider how their structures and protocols can be made more youth friendly.

Suggestions:
6. To ensure youth-friendly environments:
   6.1. Get an ideological commitment to youth engagement

An ideological commitment to the value and good practices of youth participation means a belief among the partners of the NPC in the merits of youth participation and an understanding of the principles of effective youth participation. These principles needs to be adopted at every level of the NPC project in order to assure that youth
participation is done in a respectful, effective, and successful manner.

6.2. Formalize youth engagement

This would then lead to putting in place formal structures, protocols, and strategies for engaging youth effectively. These could be institutionalized in the protocol of intentions, setting clear expectations and requirements for the engagement of youth in the NPC consortia.
“Mainstreaming youth in society is about ensuring that young people are a full part of all organizations and all social institutions that make up our societies.” (Mokwena, 2006. P.7) Youth mainstreaming implies the positioning of youth throughout the organization, and, with careful support, equal power sharing with them. Having a separate department or office for youth affairs runs the risk of disenfranchising youth as outsiders to the process of decision making. “Just as the rights of women have been ‘mainstreamed’ across every development domain, so, too, must the young people be recognized as key stakeholders with diverse rights and interests, the exercise of which will enrich the quality of urban life for all.” (WUF, 2006)

The mapping projects are a good first step towards youth participation in the NPC project, but for the project to truly commit to the principle of youth participation and reap its expected benefits, a commitment to youth mainstreaming must be made. Leaving youth in charge of the mapping portions of the project while excluding them from the decision making stage where the information from these projects is turned into actions, renders the mapping projects little more than creative methods of consultation. While youth playing advisory roles is a start towards youth participation, it is not genuine youth participation, at best rising to the fifth rung of Hart’s ladder.

This section will first present two common models of youth participation in public policy making and consider their effectiveness within the NPC context. It is beyond the scope of this project to develop a youth engagement strategy for the NPC project as a whole. The development of such a strategy needs to be done by the members of each of the 5 consortia on their own, so as to ensure appropriate relevance for each of their situations, as well as the buy-in necessary. For this reason, these models are followed by the description of a planning framework that presents the steps necessary for each consortia to design their own effective approach to youth mainstreaming.

2 Possible Models of Youth Mainstreaming in the NPC project:

For the NPC project to move beyond mapping projects into real, long term, institutionalized youth mainstreaming, serious consideration of the forms of youth participation the project is willing and able to incorporate is needed. While it would be ideal for the project to move from a project oriented youth engagement approach (where youth are engaged for individual projects at a time, such as the mapping projects) to youth mainstreaming, careful consideration should be given to the various forms this could take, and the potential impacts, both positive and negative, these would have on the youth, the community, and the functioning of the project itself.
This section will analyze 2 common models of youth engagement in governance, and will then analyze each model using the 6 guiding principles outlined in section 1.

*Model #1: Youth representative(s) as partners in NPC consortia*

A common way of involving youth in local governance is by dedicating a position for youth representatives on already existing boards or councils. The youth is expected to advocate for the concerns of his or her peers and to bring a fresh perspective to the table, contributing, “to the diversity of skills and opinions at the table, and helping an organisation build more effective links with young people in the community” (YAC, 2004 p. 5). Conversely, the young participants are exposed to the adult world of decision making and are expected to learn important leadership and group process skills.

While it may appear that including youth members on existing boards and committees is the easiest way of mainstreaming youth engagement, it is not as simple as just allowing one youth to join in at the meetings. In order for this strategy to be successful, the analysis below will show that many issues need to be carefully considered for this model to be successful in the NPC project.

1. *Ensure the youth voice is heard, taken seriously, and given real opportunities to direct the course of project planning, implementation, and evaluation*

Allowing one youth member to sit on the consortia does not result in their voice being heard. In order for this experience to be one of meaningful youth participation, this voice needs to have power. This might mean carefully considering the number of youth representatives on the consortia. One young person might feel intimidated alone with a group of adults, especially if they are new to this kind of work, protocols, culture, and language. Every step necessary must be taken in order for the youth representatives to feel comfortable. Furthermore, since their presence would represent a large percentage of the population of their communities, consideration should be given to giving their voices this appropriate weight. Without appropriate steps taken to resolve these concerns, the youth representatives amount to nothing more than decoration or tokenism (Hart, 1997)

2. *Ensure that this youth voice is as representative of the various youth populations affected by the project as possible*

<table>
<thead>
<tr>
<th>MEMORIAL BOYS’ AND GIRLS’ CLUB IN THE CITY OF LONDON (Canada)</th>
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<tbody>
<tr>
<td>This youth oriented facility started in the 1956 in the city of London, Ontario and is but one of 23 clubs in the province of Ontario. They have a youth representative sitting on their board. Their programs directed to youth include mentorship/scholarships and bursaries, employment and training, leadership development, a full range of aquatic programs and day camps/residential camps &amp; summer programs. The “Zone” is a youth drop in centre primarily catering to at risk youth and is partly run by a council of about 15 youth. The Keystone program is a program targeting young “high achievers” who want to make a difference in their communities.</td>
</tr>
<tr>
<td>The board is composed of fifteen directors made up of professionals, special interest groups, one senior and one youth representative. The youth representative is elected from among his peers in the Keystone program.</td>
</tr>
<tr>
<td>There is no formal relationship between the Zone council and the youth representative although they meet informally from time to time. The youth rep to the board attends all meeting and votes on all matters. The youth representative receives considerable support and mentoring including pre-meeting briefings. (from: YADM…)</td>
</tr>
</tbody>
</table>
Representation and recruitment is particularly difficult because of the advocative nature of these youth positions. While the assumption is that the youth representatives chosen will somehow reflect the views and concerns of all the various youth of the community, this ideal state is impossible to reach. For this reason, very careful consideration needs to be given to both the recruitment process, and to the representatives’ roles and responsibilities while serving.

One way of designing an appropriate recruitment process is to look for ways of incorporating the youth of the community into the recruitment process. This could involve working with various youth groups and schools in the community, using their members to set up a recruitment/selection committee that would evaluate potential candidates. It could also be the result of convening a public meeting of community youth and having them elect representatives, in a similar way that the delegates and officials are elected in participatory budgeting processes. This process could be designed so that multiple representatives represent various youth factions. For example, they could be elected from different schools, or one could be elected though schools, and another through other organizations. Other stipulations could be made by the NPC consortia to ensure appropriate representation in areas such as, “gender, age, cultural background, and socio-economic status”. (YAC, 2004 p 30)

In order for the representatives to continue to be representative of the youth in their community, clear lines of communication need to be established between them and the youth at large. This could include regular public consultation meetings, or through leading participatory planning projects like community mapping.

3. Promote positive and productive youth/adult partnerships

This model presents an excellent environment for achieving this guideline since youth and adults are working together at the same table. When this model works well, the adults gain a lot from their interaction with the youth, while the youth learn new skills. It is important to recognize that there is as much potential for this model to create bad relationships as good ones. In order to be successful, both adults and youth need appropriate training and support throughout the process.

A mentor system can add to the benefits of these relationships by supporting one on one relationships between adult staff and youth representatives. It is important to ensure that the mentors are volunteers and are doing it for the right reasons. Another support mechanism would be to have an adult youth engagement specialist on staff. This person would be available any time to support both adult and youth members when problems arise.

4. Encourage positive youth development both for those engaged in the project and those living in the community affected

Designed appropriately, the youth representation model offers great opportunities for the personal development of those youth recruited to the NPC consortia. This development potential is limited when it comes to the rest of the community unless the role of these youth representatives is to facilitate projects like community mapping that reach

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1. a system where a young person is paired with an adult and maintains a learning relationship with them.
out beyond their committees. This role might be unrealistic considering the high levels of responsibility that would already be implied by their positions on the consortia.

5. Improve the image of youth, both among youth themselves (self-esteem), within the community at large, and within Brazilian society in general.

In this model, the opportunities to improve the image of youth is mostly limited to those youth chosen to sit on the consortia, unless special programs are put into place that will reach out to youth in the host community. This also depends on the consortia’s success in publicizing and celebrating the roles the youth are playing in local media outlets and through events, publications, web pages, etc…

6. Ensure that the spaces, structures, and institutions in which this all takes place are youth-friendly and encourage the unique talents and contexts youth bring with them.

This goal would need to be met as a precursor to effective youth participation and would require serious thought from the NPC consortia. Incorporating youth into the internal structures of all consortia operations will require a serious review of all the procedures and operational protocols involved in decision making, from the way meetings are run to the language used in reports and resolutions. (For more info on youth-friendliness in public policy making institutions, see: Dougherty, 2004 and YAC, 2004, p. 41)

Model #2: Establishing Parallel youth committees
Another possibility is the establishment of youth committees that would act separately from the main NPC consortia. The role of these councils, and their relationship to the main NPC consortia would be determined by each project separately to meet their own needs and fit into their own contexts. These councils could be advisory, or could be given decision making responsibilities over certain areas of the projects. They could also perform certain tasks set out by the NPC consortia.

This model requires less of an overhauling of the internal workings of the organization’s structure and protocols to make them more youth friendly. In this model careful consideration still needs to be given to the way the councils will share power, assuring that the participatory experience is both positive for the youth involved and beneficial for the NPC project.

Sangguniang Kabataan (The Philippines)
The nationally mandated Sangguniang Kabataan (youth council) was created and defined by the Local Government Code in 1991 to institutionalize youth engagement in local governance, such that a youth council exists in each one of the 43,000 barangays (village or community councils) nationwide. In each barangay there are 7 SK councilors and 1 chair. They hold one general assembly per year, in which all youth of the barangay are invited. They also hold assemblies every four months with the Kilusang Kabataan para sa Kaunlaran assembly (the registered voters of the SK) to decide the activities the SK will undertake, to allocate the budget, and render accomplishment reports.

Where the barangays are arranged into a municipality, there is a direct link between them and the municipal council. For example, the SK chairs of the 27 barangays in Naga city form a federation. The president of the federation becomes a councilor in their municipal council. (Cassaigne et al, 2007)
1. **Ensure the youth voice is heard, taken seriously, and given real opportunities to direct the course of project planning, implementation, and evaluation**

The strength of the youth voice in this context depends on the kind of youth committee that is set up, and the role it is expected to play. If the committee is to be advisory in nature, with no hard decision making power, careful steps to ensure that their comments are taken seriously are important to incorporate them into the operational structure of the consortia. For example it could be necessary to include their comments on every action plan that the consortia committee considers, and require a written explanation of whether or not their comments are being followed. More direct decision making power can be given to the committee if they hold veto power over resolutions made by the consortia in some or all areas of action. As well, various activities and responsibilities could be delegated to the committee making them more active members in the consortia. Whatever method is chosen, it is important for the youth mainstreaming process to consider how to institutionalize mechanisms to assure the youth are heard, and are not simply there for decoration.

2. **Ensure that this youth voice is as representative of the various youth populations affected by the project as possible**

This model presents better opportunities for representing the diversity of the youth community so long as recruitment is done in a deliberate, well planned way. Care should be taken in the recruitment and selection process to make sure that committee members represent the youth community at large, reflecting the ages, genders, and other aspects of diversity found in the host community. Similar approaches need to be taken here as in the youth representative model.

3. **Promote positive and productive youth/adult partnerships**

Having an operational separation between youth and adult bodies decreases opportunities for meaningful intergenerational partnerships. Care should be given to develop mechanisms to encourage these partnerships. This might include some adults sitting in regularly on meetings and acting as point people or liaisons between the two groups. Other mechanisms could include agreements to work together in various sub-committees. Mentor programs could also function in this environment.

4. **Encourage positive youth development both for those engaged in the project and those living in the community affected**

While the youth involved in the youth committee would probably not receive as deep an educational opportunity as the youth representatives in the other model, the potential for positive youth development is more easily extended to a larger number of youth. Depending on program design, this might not just include those youth involved directly with

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**Barra Mansa, Brazil, City Youth Parliament & Children’s Participatory Budgeting Council**

Barra Mansa, in the state of Rio de Janeiro in the Southeast of the country, was the first city to encourage children and youth to enter the participatory budgeting process with their own, parallel process. 18 boys and 18 girls are elected by their peers to make decisions regarding the allocation of a portion of the municipal budget assigned to them, which equalled 150 000 Reais in 1998 (US 125 000 at the time). These elections happen at the community level where around 6000 young people between the ages of 9 and 15 take part in the process every year. Projects that have resulted include, “tree planting, school repairs, drain and sewer repairs, improved playgrounds, security, and health services in low-income areas.” (UN HABITAT, 2004)
the committee, but also those in the community at large. This would be especially true if one of the roles of the youth committee is to run activities and workshops for youth on community development issues (like community mapping), and to act as on the ground researchers for the main NPC consortia.

5. **Improve the image of youth, both among youth themselves (self-esteem), within the community at large, and within Brazilian society in general.**

Including more youth in the operations of the project brings this goal closer to being achieved. If the youth committee is charged with interacting more with the community, it makes the positive youth work more visible, creating more opportunities for positive media representations of youth in the community.

6. **Ensure that the spaces, structures, and institutions in which this all takes place are youth-friendly and encourage the unique talents and contexts youth bring with them.**

Having a separate youth committee allows more freedom for the youth to design their own youth-friendly protocols and assures more accessible structures without forcing a project-wide shift. That said, care still needs to be taken to be sure that information sharing between the two bodies is done in a youth-friendly way. This would include avoiding technical jargon in reports that are meant to be shared, and being sure that consortia meetings where the youth’s attendance is expected are scheduled at appropriate times and run in appropriate ways, among others.
### Side by side comparison

<table>
<thead>
<tr>
<th></th>
<th>Youth Representative Model</th>
<th>Youth Committee Model</th>
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<tbody>
<tr>
<td>Voice</td>
<td>Depends on the number of representatives. Possibility of being drowned out by adults, but a better chance of influencing the “serious business” of the consortia.</td>
<td>Depends on role and responsibility given to the committee. Danger of keeping youth at arms length and not giving them decision making power over central issues.</td>
</tr>
<tr>
<td>Representation</td>
<td>Fewer youth makes for more difficulties in representation.</td>
<td>More youth means the potential for more diversity and closer relationships to the youth community at large.</td>
</tr>
<tr>
<td>Partnerships</td>
<td>A higher potential for deeper partnerships due to the closeness of the working relationship and the potential to create strong mentor relationships</td>
<td>Less opportunity to work collaboratively means fewer partnerships. A mentor program might be harder for larger numbers of youth.</td>
</tr>
<tr>
<td>Development</td>
<td>Higher quality development opportunities for the youth involved in the program. Fewer opportunities for reps to connect directly with the community.</td>
<td>Lower quality development opportunities for a much greater number of youth. More potential to reach out farther into the community.</td>
</tr>
<tr>
<td>Image</td>
<td>Less opportunity for youth directed work at the community level so youth play a less visible role in the consortia.</td>
<td>More youth directed work and projects and a higher connection directly with the community makes for more visibility.</td>
</tr>
<tr>
<td>Structures</td>
<td>Requires an overhaul of all operating procedures and greater support for the youth involved.</td>
<td>More freedom for youth to design their own space and ensure their own comfort levels.</td>
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</tbody>
</table>

### Bringing the two sides together: A third possible approach to Youth Mainstreaming for the NPC project.

The above side by side analysis shows that each model has benefits and drawbacks. While the council model might perform better in the areas of representation, development, structures, and image, the representative model might give youth a stronger voice, and develop deeper youth adult partnerships. The representative model might also offer opportunities for a different kind of youth development that the council model might hinder. In order to maximize the potential for all six goals to be reached, a hybrid model could be conceived.

This hybrid model might see the creation of separate youth committees, each with a few members designated as representatives, or liaisons to sit on the consortia. The role of these two members would be to represent the views of the youth committee, whose role would be to consult with the youth community at large through various means, including using tools like community mapping. In this sense the representatives sitting on the NPC consortia are seen as more legitimate representatives of the youth community since they have a regular forum to discuss the issues that will come up at the consortia meetings. This creates an information flow from the youth of the community, through the council, and directly into the consortia.
The youth members of the board can also bring requests to the youth council to run certain projects and programs for the consortia. Another responsibility, then, of the youth committee would be to carry out community development programs overseen by the consortia, and thus imparting leadership skills to the members of the council. These projects could be overseen by selected adult members of the board to create a stronger partnership between the board and the members of the youth council, and by extension, the youth community at large.

The first activity of the youth councils could to run the second round of community mapping as described in the previous section. Connected to a robust youth engagement structure like this, the community maps would provide useful information that could be used to direct the future activities of both the NPC council and their youth committees.

First Step: A Self Evaluation

According to Mokwena, “The prerequisite for developing a youth engagement strategy is to create an open, safe and democratic environment based on inter-generational partnerships founded on mutual interest.” (Mokwena, 2006, p7) The first step of the creating a youth engagement strategy for the NPC project is to begin to create this environment by evaluating all processes and procedure from the point of view of youth-accessibility. By doing such an analysis, areas that act as barriers to youth engagement are identified, as well as areas that offer further opportunities for youth engagement. The category headings of the following assessment follow those found in Mokwena’s “Self assessment questionnaire” which would prove a useful tool for the consortia to begin their own organizational assessments of their readiness to begin a process of creating and implementing a youth engagement strategy.

Vision, leadership and governance
Is there a shared vision of youth engagement?
The first step is to clearly articulate a vision for engaging and promoting young people in the NPC project. Each partner in the project needs to share an understanding of why youth are participating, the benefits expected for those youth, the consortia, and the host communities for the project. This vision must be supported at the highest levels of the consortia. Once the partners of the consortia have bought into this vision, resources must allocated to attract appropriate youth to the positions and to support them in participating in all the consortia’s activities, be it planning, implementation and evaluation.

Strategic investments – tools and tactics
Is there a sense of the ways youth could engage?
Careful consideration needs to be given to what the ways youth will/already participate to ensure that these participation strategies:
- maximize youth talent,
- maximize educational opportunities to “train the next generation of leaders” within the community,
- increase the consortia’s connection to the youth in their community more generally,
- increase the effectiveness of the consortia itself.
In the NPC this would mean carefully designing youth roles that would valorize cultural expression, and take advantage of the youth’s expert knowledge in local conditions, social dynamics, and communications to other youth while at the same time training youth to become community leaders. This kind of leadership training would require youth roles to include a great deal of community level work to ensure that the youth positions maintain a greater connection to the youth community at large both by disseminating information to them, and consulting with them.

Working with youth staff members
One possible indication of how easily the consortias will integrate youth is the nature of its current young staff. Are there any? If so, are they recruited intentionally? Are they appropriately trained? Do their roles carry as much responsibility as those of older staff members? Are they happy with the way things are run in the project? Do they get along well with older staff members? Do they stay in the project over the long term? Such an assessment will shed light on the youth-friendliness of the operations of the project.

Reaching out to young people
Do you youth in the community know about the NPC project? Youth in the host communities need to be made aware of the NPC projects, and their intended benefits, both for the community at large and for youth specifically. If youth are not the specific beneficiaries of the project, thought should still be put into how they will benefit through indirect outcomes of the projects in order to stir up interest in and support for the NPC project from the youth communities.

Serious business…and governance again
Consideration needs to be given to how youth (both within and outside of the organization) will participate in:

- the budgeting processes
- the recruitment and management of staff
- the management of projects and programs
- the monitoring and evaluation of our work.
- representing the NPC project to the public/outside world.

Youth-focused interventions
For all NPC consortia and pilot projects (even those not directly targeted to youth) it is important to consider how youth are beneficiaries. How will these youth then be involved in the planning and implementation, management and governing, review and evaluation of the program? These projects should be designed in such as way as to increasing the quality and quantity of youth participation in the NPC project so as to increase the quality of youths’ lives not just as those receiving services, but as those participating in the service delivery themselves.
A Planning Framework

After considering the project’s readiness for integrating youth, real planning needs to be done in order to integrate youth engagement in a meaningful way, assuring the benefits of youth engagement are maximized for all involved. Mokwena suggests a process that would include participation from all those involved in the project, including youth themselves following steps:

1. Conduct a joint review process: using the above categories as a guide.
2. Share the results of the review and create a project wide dialogue: to make sure that everybody understands the motivation for youth engagement and buys in.
3. Secure high-level commitment for the vision.
4. Develop a plan to involve young people in the governance of the consortia in a structured way: taking into account all the factors is the assessment above.
5. Conduct a frank assessment of the project’s youth friendliness: how does the language, rituals, procedures and general demeanor encourage or block the active participation of young people?
6. Integrate youth engagement into the strategic planning of the consortia: a plan to implement the engagement strategy.
7. Bring in young staff: identify the opportunities where young staff members (from the community, if possible) can be brought in from outside or promoted from within the ranks of the project as regular staff members.
8. Create opportunities for special interventions: find ways of creating internships and special roles for the youth of the community. These may vary in their content and length, but if they are intended to bring in new talent, they have the added benefit of building a new cadre of staff and leaders for the organization.
9. Create a supportive environment: support youth in their work. This is often done best through training and mentoring systems.
10. Involve young people in the ‘serious business’: such as, planning and implementation, management of projects, participating in governance, budgeting, fundraising and monitoring and evaluation.
11. Allocate resources to youth engagement: to find new positions dedicated to young staff members, to support special training, meetings and workshops or even to support unconventional recruitment strategies that target media channels that reach young constituencies. Also, to cover costs associated with transportation, time, and any other barriers faces by the lack of personal resources youth face.
12. Reach out to young people: using youth friendly media, make sure that there is awareness among the youth population of the project.
13. Develop special youth interventions and programs: for all the consortia, there are opportunities to create special programs that work with young people in a direct way. This affords the consortium the greatest opportunity to work with large numbers of young people in a way that will change the culture, as well as shape the future content, of the program.
Towards a Youth Engagement Strategy for the NPC Project

The main goal of this report is to present the contributions that the mapping projects have made and to look at next steps for community mapping and youth participation in the NPC project.

This report has shown that the mapping projects were a good first step towards a youth engagement strategy in the NPC consortia and can continue to play an important and active role in the project. A second round of mapping will present opportunities to continue building on the achievements of the first, improving its performance in all 6 of the guidelines outlined above.

While the second round of mapping will lead towards better youth engagement, this report challenges the NPC project to go beyond mapping to creating a youth engagement strategy that will focus on youth mainstreaming in the whole NPC project. While this report has presented ideas that will be useful for the NPC project in formulating a youth engagement strategy, much work still needs to be done to achieve this final goal.

What is clear from this report are two things: 1) That the NPC project, and the communities within which they are working stand to gain much by encouraging youth participation at all levels of the NPC project, and 2) that the form and styles of this youth participation need to be carefully considered in order to ensure that the benefits are maximized for the project, the community, and the youth themselves. Only when this is achieved will the NPC project be able to achieve its goal of truly participatory community development.
Introduction
This report outlines the community mapping projects carried out with youth in the metropolitan regions of Santarém, Pará state; Fortaleza, Ceará state; Belo Horizonte, Minas Gerais state; and Recife, Pernambuco state, Brazil, as part of the New Public Consortia for Metropolitan Governance Project.

Methodology

Recife
The methodology of implementation of the described activity involved three days (3 hours each day) carried out in the community with 15 to 18 youth between the ages of 15 to 22 years, and one fraternization day the week afterwards.

Day 1
☐ Create individual maps based on the following questions (the youth map their answers):
1. What do you do during a typical weekday/weekend?
2. Where do you go?
3. With whom do you pass the time?
☐ Ask the participants to identify their favorite (positive) and least favorite (negative) places on the map.
☐ Ask the participants to individually present their maps in groups of five to six youth. Here the facilitator can take down information about the main points and the principal themes of the principal maps.
Questions to facilitate discussion:
☐ Why do the youth spend more time in one place than in another?
☐ Are there “key aspects” of the community/environment that sustain the youth?
☐ What are the characteristics of these locations?
☐ Are there key people in the community (adults or other youth) that support the youth?
☐ Who are these people and what are their characteristics?

Day 2
☐ In a participatory manner, create a collective map. This map can be traditional (with roads and blocks), or it can be more abstract (a theme map). Both should reflect the relations of the youth with the locations and people within their community.

Day 3
☐ Visit the community (the most popular locations identified on the collective map) and take photos.
☐ Document any places that were not previously identified.
***The inclusion of the video in this part of the activity is of great benefit because video can document the youth’s perspectives on their community in an intimate form. The video also permits that other people, such as youth participating in another workshop, or employees of the municipal government, to become familiar with the reality of these youth. The methodology used could be “participatory video”.
Fraternization Day (the next week)
ŵ Revision of collective map – the youth put up the photos of the community visits.
ŵ Valorization of the work and the perspective of the youth – the youth have an opportunity to present the map to the family/friends and the representatives of City Hall.

**Santarem**

The basic methodology followed closely that used for the NPC project by Daniel Gerson in the city of Belo Horizonte. Using this method, a series of series or workshops are carried out with different groups in the community. In each session, youth identify key assets or resources in their community, organized under different headings such as social services and community institutions, education, the environment, and business and industry. The data from the various workshops are then synthesized into one or more final maps. Follow-up work is then required to check the accuracy of the final product and add additional information.

Ideally, the workshops would be carried out through a diversity of different groups in order to be more representative of the community. In my case, however, the public school’s administration invited me to carry out two workshops with a group of students, and the coordinators of the Pastoral da Juventude in the Nova República neighbourhood invited me to carry out workshops with its six local youth groups, while. Believing that seven workshops were adequate for the project’s purposes, I did not seek out additional partners since.

The workshop framework used evolved over the course of the project’s development. The method used in the first workshop consisted of introducing the activity, discussing themes of governance, community development, and resources, along with the purpose of maps, and then carrying out a collective brainstorm of all the resources in the neighbourhood. These resources were organized into categories and numbered by the group, then located on a piece of transparent paper covering a large map.

While all group members were involved in locating the various resources on the map, the process itself was rather time-consuming, the result being that at any one time, the majority of group members sat idle. The youth groups’ coordinator suggested that working with breakout groups might be a better way to keep people engaged, not to mention being less time-consuming. By the last three workshops, I had procured smaller maps, and both the brainstorm session and mapping element were conducted in breakout groups. In these workshops, the categories were defined from the outset, and each sub-group assigned a category. This latter method was also used in the first public school workshop.

One fruitful variation of the workshop included a brainstorm of the problems or risks existing in the neighbourhood, as well as the resources. I was hesitant to facilitate this brainstorm for fear that the participants would get bogged down in the negative aspects of the neighbourhood and not be able to move on. As such I only tried it with one of the groups. However, the brainstorm produced another level of complexity to the project, and yield the categories of “social risks” and “environmental risks” in the maps. Coincidentally or not, a member of this group was among the most keen on carrying out a second, action-oriented stage of the project, namely to think of ways to address some of the challenges raised.

After the workshops were completed, the resources mapped by the youth groups were organized using a Microsoft Excel spreadsheet to make sure nothing was duplicated or excluded. The results were synthesized into thematic maps: The Environment and Sanitation; Education, Sport and Leisure; Social Risks and Community Institutions; and Commerce and Industry. The thematic maps were created by
importing the AutoCAD base map obtained from the Municipal government into the design software Adobe Illustrator. Only the Pastoral da Juventude groups’ maps were included in this synthesis. While I might have made the maps more representative by including the data from the first public school workshop, I did not feel that this data would contribute much to what the Pastoral da Juventude youth groups had expressed. I also felt that the latter, acting as a cohesive unity in themselves, might like to have their own set of maps. Once completed the digitized thematic maps were presented to the youth for feedback. No comments were made, aside from spelling and grammatical corrections. Photos from the neighbourhood tour with some of the youth were subsequently inserted into the maps.

Carrying out a second, community visioning and planning stage was part of the proposed methodology. While this failed to materialize with the Pastoral da Juventude groups, I did carry out such a second workshop with the school group. This workshop began with a collective brainstorm to describe “the neighbourhood that we desire.” The group was subsequently divided into smaller groups, and each sub-group asked to select several of the desired changes, and describe actions that might be taken to achieve these changes. In lieu of mapping the changes, the students were asked to illustrate with coloured pencils and markers one of the changes discussed.

Fortaleza
Two series of mapping workshops were conducted in the Metropolitan Region of Fortaleza: one in Granja Portugal and one in Maracanaú. The methodology was adapted significantly after the pilot mapping workshops in Granja Portugal, and thus there are two methodologies presented for the Metropolitan Region of Fortaleza.

a) Granja Portugal
Granja Portugal in Fortaleza was the pilot neighborhood for Community Youth Mapping in the Maranguapinho River Basin. A group of thirty youth between the ages of 13 and 18 was established from youth already involved in municipal youth programs. The youth met a total of six times to carry out the mapping workshops.

The team of facilitators consisted of a Canadian representative (from the Environmental Youth Alliance – EYA) and Brazilian representatives (from Fortaleza’s Youth Office, NGO “Roots of Knowledge”, and Fortaleza’s Foundation for Children and Family Citizenship). The facilitation team from the Maranguapinho River Basin developed a methodology based on youth mapping techniques from Canada, but adapted for the unique local context. The mapping consisted of identifying resources that the youth can access in their communities, within the six themes of Education, Health, Environment, Employment and Income, Sport and Leisure, and Popular participation and Governance. The mapping also included an important creative component. It was originally thought that to create a visual representation of their community, in addition to the map, the youth would use disposable cameras to take pictures of their community. However, the Brazilian facilitators suggested the use of ‘Pinhole Cameras’ as a cost-effective, environmentally-sensitive alternative to disposable cameras. The cameras allowed the youth to explore and catalog their community using a unique medium. The cameras were constructed from simple, easy-to-buy materials, as well as empty film canisters that would typically be delegated to the landfill. However, the youth were able to turn these common-day materials and garbage into cameras.
A summary of the methodology and photos of the workshops are included below:

Day 1 – Brainstorming
- Tree of Dreams – construction of a tree based on the dreams of the group, by asking, “What are the dreams for our community?”
- Definition of the term Environment – Collective definition of the environment (creative meditation).

Day 2 – Camera Construction
- Workshop to construct Pinhole Cameras made with matchboxes.

Day 3 – Photography
- Visit the community and take photos within the six themes: Health, Education, Sport and Leisure, Employment and Income, Popular participation and Governance.

Day 4 – Collective Mapping
- Youth map the positive aspects of their community, within the six themes.
- Note details for each resource or positive aspect identified on the map.

Day 5 – Recommendations
- Match the photos to places identified on the map, and label each photo by one of the six themes.
- Ask leading questions to arrive at recommendations for the community.

Day 6 – Presentation Day
- During this event the youth present the photos, map, and recommendations to their family, friends, and managers of the Public Consortia Project.
- The youth’s work is celebrated, and they receive certificates.

b) Maracanaú
One group of thirty youth between the ages of 13 and 18 were formed from the students of Maracanaú State Secondary School. The youth met a total of six times to carry out the mapping workshops.

The facilitation team consisted of a Canadian representative (from Environmental Youth Alliance – EYA) and Brazillian representatives (from the Maracanaú Youth Office and the Maracanaú Secretariat of the Environment. A facilitation team composed of representatives from the Maranguapinho River Basin developed the methodology, based on lessons learned from mapping in Granja Portugal and mapping techniques used with youth in Canada. Instead of focussing on youth resources in the neighborhood, the mapping consisted of the places normal frequented by youth. The mapping also included the Pinhole Cameras used in Granja Portugal as an important creative component.

A summary of the methodology and photos of the workshops are included below:

Day 1 – Community of Dreams
- The youth are asked to close their eyes and form images of their dreams for the community.
- A visualization exercise is conducted, consisting of a visit to the youth’s dream community.
- The dreams for the community are represented in a creative form, i.e. drawings, cartoons, poetry.
- Afterwards, the youth present their individual ideas of a dream community to the group.
Day 2 – Photography Workshop
✓ The youth constructed pinhole cameras with matchboxes.

Day 3 - Photography
✓ Community visit to take photos of places the youth frequent.

Day 4 – Collective Mapping
✓ Use a map to describe “One Week in my Community”
✓ Ask: What do you do in a typical week?
✓ Where do you go? With whom?
✓ Which are your favorite places?
✓ Which are your least favorite places?

Day 5 - Recommendations
✓ Use key questions to arrive at community recommendations.

Day 6 – Fraternization Day
✓ During this event the youth present the photos, maps, and recommendations to their families, friends, and the management group of the New Public Consortia Project.
✓ Their work is celebrated and their receive certificates.


Cassaigne et al. 2007. “Report on Youth Development in Naga City: A Dream of the Philippines for Youth” retrieved from the authors.


Websites

Asset Based Community Development Institute
http://www.northwestern.edu/ipr/abcd.html

Brazil Youth Secretariat
http://www.planalto.gov.br/secgeral/frame_juventude.htm

Environmental Youth Alliance
http://www.eya.ca

New Public Consortia Project
http://www.chs.ubc.ca/consortia/projectE.htm

UN Convention on the Rights of Children

World Bank
http://web.worldbank.org/