

ENGAGING YOUNG PEOPLE & SCHOOLS IN COMMUNITY PLANNING

An alternative strategy for urban education reform and sustainable community development

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EXIT PROJECT

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This project is dedicated to the "Stewart Advisory," an awesome group of young men who both inspired and sobered me to the realities of urban education.

“We definitely think they bring a perspective that for the most part we’re not getting...what we don’t want to see is the youth today be lost in the vision for tomorrow. They’re our future...People say we’re going through our renaissance right now, getting the LBNL (Lawrence Berkeley National Lab) campus was one of those markers that really shows we’re changing. But, we want to change in a way that’s smart. We definitely want the people who live here to be here and benefit from having these types of developments. That’s why I think getting the youth involved is important. We don’t want people to say I’ve made it, I’ve gone to college, I don’t ever want to come back to Richmond. We want them to be invested in this community so they see the longevity, so okay, I may go away for college, but I want to come back and make this a better place, you know what I mean?” – Y-PLAN Client, Richmond City Manger’s Office

SUMMARY OF FINDINGS

The AICP Code of Ethics states a professional responsibility to “give people the opportunity to have a meaningful impact on the development of plans and programs that may affect them.” Planning decisions impact young people’s opportunities and life chances, yet they are generally excluded from the community planning process despite their capacity to contribute in meaningful ways. The purpose of this project is to examine why young people should participate in community planning and suggest how schools may serve as vehicles to move youth participation from the novel exception, to an institutionalized part of the planning process.

Through case study research of Y-PLAN projects in Detroit, MI and Richmond, CA, this study builds on research that finds the school-based participation of marginalized young people in the planning process builds reciprocal relationships between city institutions and public schools, produces benefits for students, professionals, and communities and may serve as a catalyst for parent engagement by virtue of their children’s participation. It provides a venue to explicitly link curriculum goals to the planning project and process of inquiry, building civic efficacy and career and college readiness skills, while addressing trust and logistical issues that preclude many low-income youth from participating in extracurricular activities. In addition, city and planning professionals expand their definition of community participation and develop new strategies for engagement. They also gain an understanding of the value of young people’s participation that may inform future practice. Findings also suggest the school-based model has the capacity to build trust between marginalized communities and city institutions, and serve as an entry-point for larger community and family engagement in planning issues and civic processes by virtue of their children’s participation. Last, there is evidence that the Y-PLAN presents a vehicle for social justice. As low-income urban youth take civic action on critical issues in their communities, they critically examine power relationships and the roots of place-based inequality, advocate for policy based on group difference, exercise their capacities to their full potential and increase their agency and civic efficacy.

Despite the benefits, significant barriers remain to coordinating youth-planning projects in low-income urban communities, precisely where this work is the most important. Barriers include creating opportunities for authentic youth participation, generating interdependence between clients, planners, adults and young people, and building relationships and programs that sustain participation. The following report provides recommendations around each of these barriers. Moving forward, future research should focus on defining and documenting the short and long-term impact of this work and explore the capacity of schools and young people’s participation to stimulate parental participation. Documenting impacts is necessary to leverage policy support and funding, generate interdependence, and create system change. Participation cannot be an act of community service; the client must be invested and see a tangible benefits to youth input. Last, this study has important implications for practice. As planners seek to expand participation and build sustainable cities, they should consider schools as a vehicle, and the participation of young people as a strategy, to generate wider community participation in marginalized communities, better decisions and plans, and in the process, a more skilled and civically engaged future generation.

Table of Contents

I. INTRODUCTION	1
Research Questions	2
II. THE LITERATURE	3
Youth Participation as Citizen Participation.....	3
Why Should Young People Participate?.....	3
Toward Authentic Participation: Theory & Models to Guide Young People’s Participation.....	4
Gaps & Further Research	4
III. METHODS	6
Analytic Approach.....	6
Interview Procedures.....	7
Research Population & Recruitment Methods	7
Methodological Challenges & Limitations	7
IV. CONTEXT	9
The Center for Cities & Schools and the Y-PLAN.....	9
Case Studies.....	10
V. FINDINGS	12
Successes	12
Challenges.....	12
Student, Professional & Community Impacts	13
VI. RECOMMENDATIONS	14
Authenticity	14
Interdependence	17
Sustainability.....	18
VII. RESEARCH QUESTIONS	21
VIII. ANALYSIS & DISCUSSION	23
The Y-PLAN as a vehicle for social justice	23
The question of “authentic participation” – indicators & outcomes.....	24
IX. CONCLUSION	27
X. APPENDIX	28
Appendix A: Successes	28
Detroit.....	28
Richmond.....	31
Appendix B: Challenges.....	34
Detroit.....	34
Richmond.....	36
Appendix C: “Triple Bottom Line”	37
Appendix D: Model: schools as unique catalysts for public engagement.....	39
Appendix E: Model: Youth participation as a catalyst for parent participation.....	40
XI. WORKS CITED	41

I. INTRODUCTION

One of the largest marginalized populations in our nation's cities is young people.¹ Iris Young defines marginalized communities as a whole category of people excluded from authentic participation in civic and social life. Young argues this is unjust because it "blocks the opportunity to exercise capacities in socially defined and recognized ways" (Young 1990). Young people are marginalized because they are rarely included in the community decision-making process, yet they have a demonstrated capacity to contribute in meaningful ways, and their lives are significantly impacted by the outcome of these (adult) decisions (McKoy & Vincent 2007; Kemp & Sutton 2013; Passon, Levi, del Rio 2008; Chawla 2002; Checkoway 2003; Frank 2006). Providing pathways for low-income urban youth of color to participate in the planning process is of particular importance, and what this project is about. Without a choice of where they live, for these youth, place is a huge source of inequality – affecting opportunities and life chances. They are the recipients of negative stereotypes, stigma, and the worst externalities of place-based inequality that confine them to neighborhoods with underperforming schools, crime and violence. These factors inhibit their opportunity to develop and exercise their full capacities; manifested in the achievement gap and the "engagement gap," defined as the disparity in educational attainment, and civic participation into adulthood as compared with their white, middle or upper-class white counterparts (Young 2012, Levinson 2010; Fraga & Frost 2010). Involving these young people in the planning process offers the opportunity to change their communities and their own lives for the better, and also a potential to strategy to reach parents who may not otherwise engage.

As planners lament the "brain drain" and an ill-equipped workforce, educators struggle as students graduate (or don't) from inner city schools unprepared for college or career. These issues are interrelated and impacted by spatial inequality. A recent study revealed a 17% gap in the graduation rate between the nation's 50 largest cities and suburbs. This gap jumps to 30% in Chicago & 27% in Detroit (Toppo 2008). This cycle continues as cities and schools try to solve these issues in isolation. With a focus on attracting external resources, planners often overlook the value of schools and young people, internal and renewable assets with the capacity to leverage positive change. Similarly, with a focus on meeting state standards, schools often overlook the value of community based experiential learning as a tool to build career and college readiness and increase civic efficacy. The school-based participation of young people in community redevelopment presents an opportunity to recognize that the goals of planning and education are interrelated. For example, how can we begin to discuss sustainable economic development in a city like Detroit without addressing the quality of urban education, when 1.2% of graduating seniors are college ready, and 47% graduate from high school? Despite a growing body of literature around the benefits of involving young people and schools in the community planning process, it remains the exception in practice.

The purpose of this project is to contribute and expand on the growing body of research around the impact and value of including marginalized young people in the planning process, and the unique role of schools in facilitating the participation of marginalized youth and their families. As a profession dedicated to creating better, more sustainable communities for future generations, the participation of young people should be at the heart of the planning process, and has major implications for planning practice. If we are really going to focus on sustainability's "triple bottom line," we need to talk about how to inspire young people to be stewards of their environment, active civic and social participants in their communities, and equipped with the skills necessary to contribute to the demands of a new and rapidly changing economy. Findings suggest the authentic participation of young people and schools in the planning process presents a strategy for education reform and community development; a catalyst to build career and college readiness skills, expand citizen

¹ I refer to "young people" and "youth" as anyone between the ages of 15-24 as defined by the United Nations.

participation, and in the process create better plans, policies and places for everyone. (McKoy & Stern 2010; Kemp 2011; Sutton & Kemp 2012). The participation of marginalized young people is a responsibility of planners, an opportunity for communities, and ultimately an issue of social justice. However, practical barriers to youth participation remain and there is more to learn about the impacts of youth participation, and the role of schools as institutions to stimulate the authentic participation of marginalized youth and their families.

Research Questions

Using the Y-PLAN methodology as a model to engage young people in planning projects, the purpose of this research is to evaluate and understand the best practices, challenges, and student, professional, and community impacts of young people's participation, as well as the capacity of public schools to serve as institutions to engage populations typically left out of the community planning process. Specific research questions include:

How and why can schools be used as a vehicle for engaging marginalized youth in the planning process?

What makes schools unique catalysts for public engagement in low-income communities?

How can youth participation stimulate parent involvement in the planning process?

In order to answer these questions, I conducted a literature review and comparative case studies of Y-PLAN projects in Detroit, Michigan and Richmond, California. In the following report, I present a support from the literature to justify and guide young people's participation. I then provide a contextual overview of the Y-PLAN as a model of youth civic engagement and the two case studies that are the subject of this report. I then explain the methods employed in this research followed by a presentation of findings and recommendations to guide future efforts to institutionalize the authentic participation of marginalized youth in city planning projects. I conclude with a discussion around the central research questions, the notion of young people's participation as an issue of social justice, and questions around the idea of *authentic* participation.

II. THE LITERATURE

Academic and professional initiatives focused on connecting young people with community planning generally fall into one of two categories: a) the study of young people's² perceptions of their environment, or b) projects focused on the capacity of young people to participate as agents of change in the planning process (Knowles-Yáñez 2005). While both can be used to advance arguments to encourage policy and participation on behalf of youth, they imply very different roles for young people: youth as subjects or youth as participants. This literature review deals with the latter. Despite the documented benefits of youth participation, due to structural and social barriers, it remains rare and there is more to learn about how to institutionalize the authentic³ participation of marginalized young people in the planning process. The first purpose of this literature review is to contextualize the concept of youth participation within the evolving notion of public participation in the United States. The second purpose is to introduce the reader to reasons why young people should participate in planning, and barriers to their participation. The third purpose is to introduce the reader to theoretical models that guide and validate authentic youth participation. The fourth purpose is to expose current gaps in the literature, areas for further research, and argue that planners should consider the important role of schools as institutions to engage marginalized youth, and their families in the planning process.

Youth Participation as Citizen Participation

The concept of youth participation raises larger questions about who should be included in public participation. The theory of self-governance is rooted in the US Constitution and implies the diverse and active participation of its citizenry (Salisbury 1980). It was through active participation that ordinary people would develop the skills and civic awareness necessary for self-government, create stronger political institutions, and realize the "common good" (Salisbury, 1980; Mill, 1861). However, the only sector of the population deemed consistently eligible to participate in the affairs of government has been propertied, white males (Strange 1972; Salisbury 1980). In the 1960's, calls for "maximum feasible" and "widespread" citizen participation in community redevelopment shifted the focus of decision making and planning to those who are affected by decisions being made (Driskell 2002; Arnstein 1969). Despite expanding notions of citizenship, and the AICP's commitment to "give people the opportunity to have a meaningful impact on the development of plans and programs that may affect them," young people are not included in the definition of "the people," and there continues to be what Fraga and Frost refer to as an "engagement gap," or what Meira Levinson refers to as the "civic empowerment gap" in American planning and politics (Fraga & Frost 2010; Levinson 2010). The same indicators historically codified into law to exclude people from the civic process, (class, race, immigration status), continue to be de facto barriers to authentic participation, manifested in the disparity in political participation between low-income urban youth and adults of color and their white, middle and upper class counter-parts (Manzo 2012; Sutton & Kemp; Orr & Rogers 2011; Fraga & Frost 2010).

Why Should Young People Participate?

Young people generally do not have a choice of where they live, yet "place" constitutes a powerful factor in the identity formation of youth; impacting opportunities and life chances (McKoy & Vincent 2013, Sutton & Kemp 2012). Planning and education research demonstrates youth consistently value different attributes of their environment as compared to adults, and by adolescence have cognitive abilities to articulate complex views about their environment and authentically contribute to the planning process (Buss, 1995; Passon 2008; Hart 1992; Chawla 2002). Adolescents in particular (14-15) have the ability to think past the present, develop theories, and critically reflect on their own thinking and actions (Piaget, 1958). With developed social skills,

³ I refer to "authentic participation" of young people as redistribution of power, where youth have the ability to affect outcomes, participation is a choice, and they share in decision making with adults (Arnstein 1969; Hart 1997).

adolescents look for ways to participate in the adult world and search for socially defined and recognized ways to express themselves and impact their environment to create social change (Piaget 1958; Erikson 1968). In addition, adolescents are not inhibited by traditional parameters of what is possible (Piaget 1958; McKoy & Vincent 2007). As Piaget explains, adolescence is also a time when young people give "unlimited power" to their own thoughts. From this perspective, the insights of young people have the potential to infuse creativity into traditional plans and processes. There are also individual and collective benefits to engaging young people in community redevelopment. Young people are an important source of "local knowledge," and David Driskell argues diverse participation, including young people and adults, can lead to better decision making and in turn, healthier, safer, better communities for everyone (Driskell 2002; McKoy & Vincent 2007). McKoy and Vincent refer to the demonstrated benefits of young people's participation as the "triple bottom line;" young people develop career and college readiness skills, social and civic competence; planning professionals learn new ways to enhance their practice; and policies and plans are enhanced by youth insight (McKoy 2013). The justification of young people as participants in the planning process is also supported by education theory based on the notion that learning is a social, communicative, and experiential process of growth produced by the interaction between an individual and their environment.⁴ (Hart 1992; Chawla 2002; Dewey 1916). From this perspective, young people's participation in community planning presents an opportunity for students to learn from real life experience; exercising their capacity as present citizens and in the process gaining concrete skills, as well as social and civic competence (McKoy & Vincent 2007; Chawla 2002; Passon 2008).

Toward Authentic Participation: Theory & Models to Guide Young People's Participation

The interest in youth participation in the planning process stems from participatory planning theory and more recent post-modern planning theory that views planning as a collaborative, communicative process that builds on existing community assets, validates formal and informal power and the contribution local knowledge (Innes & Booher 2010; Uzzel 1990; Francis & Lorenzo 2002). Sherry Arnstein's "Ladder of Citizen Participation" presented the first major research into participatory planning, providing planners with a typology to measure the authenticity of public participation, or levels of citizen power (Arnstein 1969). Arnstein's theory argues genuine participation necessitates the redistribution of power and shared decision-making, where people actually have the power to affect the outcome (1969). Participation without redistribution of power "leads to an empty and frustrating process for the powerless" (1969). Building off Arnstein, Roger Hart developed the "Ladder of Young People's Participation" which helps practitioners envision a variety of ways young people and adults can collaborate in various community redevelopment projects (1997). According to Hart, authentic participation is a function of a young person's level of interaction with the community, and the power to make decisions to affect change. In the higher rungs of participation, young people act as critical participants with the ability to affect plans, define critical issues in their community, initiate the project, take an active role in every step of the planning process, and share in decision-making with adults (1997).

Gaps & Further Research

Like young people, schools as institutions are traditionally excluded from planning research and practice (Vincent, 2006). While there seems to be a growing recognition that schools are an "obvious venue" for youth participation, using schools as a site for community development and project-based learning in the United States is the exception, not the norm (Hart 1997). School-based programs can leverage the school facility as a tool for community development and work toward institutionalizing the involvement of marginalized young people and their families (McKoy & Vincent 2007; Vincent 2006). In their effort to encourage more diverse participation, planners should consider the way schools can serve as vehicles to engage marginalized youth and their families in the planning process for the following reasons: a) schools are "still the primary public institution and public setting in urban children's lives" where the majority of students feel safe and comfortable (Buss 1995). b) schools are important intermediary institutions with the capacity to bring together

diverse coalitions due to their common interest and concern for their children (Orr & Rogers 2011; Fraga & Frost 2010, Salisbury 1980) c) schools provide an opportunity to facilitate community-based curriculum (Chawla 2002; Hart 1997; McKoy & Vincent 2007) d) In addition to the obvious role schools play in the lives of young people, research suggests that schools serve as critical community institutions and catalysts for public participation, particularly for marginalized communities (Orr & Rogers 2011, Fraga & Frost 2010) e) schools provide a natural meeting place for diverse collaboration between community agencies, young people and adult allies; critical components to unique authentic youth participation (Hart 1997; Chawla 2002, McKoy & Vincent 2007).

The individual benefits and best practices to facilitate youth participation in planning are well documented, however, more research is necessary around two major challenges: how to make youth participation authentic and sustainable (Knowles- Yáñez 2005; McKoy & Vincent 2007). Adult allies are critical to the genuine participation of young people in planning because they provide important professional and practical knowledge, they are a source of political capital with voting power, and can help young people navigate the political and bureaucratic institutions involved in implementing youth-initiated plans (Chawla 2002; Frank 2002; McKoy & Vincent 2007; Hart 1997; Checkoway 2002). There is a need for more specific theory to guide the unique practice of fostering interdependence and authentic collaboration between youth and adults, and the challenges that are unique to working with underserved youth. In addition, there is a gap in the literature on the role schools may serve as vehicles to engage marginalized youth and in the process, offer a specific strategy for stimulating participation on behalf of their families and other adults impacted by community redevelopment. As Roger Hart explains, “Parents can best be influenced by seeing examples of their children’s competence. They should, therefore, always be drawn into school or community programs of participation...Programs for children offer a special opportunity to break the cycle of adults’ alienation from their own communities...” (1997).

Summary

Selected literature provides insight into the value and impact of involving young people and schools in the community planning process. Involving marginalized youth in the planning process is a responsibility of planners, an opportunity for communities, and ultimately an issue of social justice. The obligation of planners to include those affected by plans justifies and necessitates the authentic participation of young people. Through authentic participation in redevelopment, urban youth can be empowered to exert their agency and transform places from sites of oppression and alienation, to sites of critical reflection and action, gaining critical skills in the process and creating better places for everyone (Kemp 2011; Sutton & Kemp 2012). However, practical barriers to sustainable and authentic youth participation remain, and there is more to learn about the role schools may play in redevelopment as vehicles facilitate the authentic participation of marginalized youth and their families.

III. METHODS

To answer my research questions, I conducted comparative case studies of Y-PLAN projects in Detroit, Michigan and Richmond, California. The primary methodology for both consisted of semi-structured interviews lasting between 30-60 minutes. I created interview questions based on my research questions, the Y-PLAN's "triple bottom line" to assess impacts, Hart's Ladder of Young People's Participation, to assess genuine levels of participation, and Iris Marion Young's theory of justice to assess the extent the Y-PLAN presents a vehicle for social justice. With the exception of one, interviews with Detroit participants were conducted over the phone. Interviews with Richmond participants were conducted over the phone, and in person. I had the opportunity to employ additional methods to understand the Richmond case study due to geographic proximity and because the project was actually progressing throughout the course of the semester. Additional methods included participant observation, action research, and analysis of student artifacts. Student artifacts included UC Berkeley mentor mid-term reflections and blog posts, and Richmond High School student's final presentations. Participant observation and action research was conducted at Richmond High School and Richmond City Hall. I observed and interacted with students during the school day and at their final presentation at City Hall.

Analytic Approach

Hart's Ladder of Young People's Participation, and Iris Young's theory of justice provided the analytical framework to assess the impacts of the Y-PLAN, guide recommendations, and analyze the extent to which the Y-PLAN serves as a vehicle for social justice. The Y-PLAN strives for genuine, or "authentic"⁵ participation, so I used Roger Hart's "Ladder of Young People's Participation" as a framework to guide recommendations for future Y-PLAN projects or similar initiatives to authentically engage young people in planning. Building from Arnstein's "Ladder of Citizen Participation," Hart's ladder serves as a paradigm to analyze the authenticity of young people's participation in community planning (Hart, 1997). In the bottom rungs, youth are marginalized and play token, pre-determined roles without an opportunity to formulate their own opinions. In the higher rungs, young people initiate the project, take an active role in every step of the planning process, collaborate with adults and share in decision-making, and have the ability to impact outcomes (Hart, 1997).

In addition, I use Iris Marion Young's theory of justice as a framework to examine the extent to which the Y-PLAN serves as a vehicle for social justice. In *Justice and the Politics of Difference*, Iris Young presents a theory of social justice that is proactive and action-based, moving beyond the distributive paradigm (who has what) to dismantle the underlying social relationships and structures that perpetuate and reinforce systems of domination and oppression. Ultimately, Young calls for a "politics of difference," where social groups engage in critical reflection and take action to dismantle oppressive structures and change institutions based on group identity and interests. Young argues discussions of justice and injustice must start with examining concepts of domination and oppression. Domination is the "lack of participation in determining one's actions and the conditions of one's actions." Oppression is examined through five categories; defined as injustices that empower the oppressor: exploitation, marginalization, powerlessness, cultural imperialism, and violence. According to Young, social justice necessitates authentic participation, recognition of identity and group difference, and the empowerment of individuals to develop and exercise their capacities. It also requires critical reflection of place-based inequalities and power relationships. Using Young's theory of social justice and the politics of difference, I assess the extent to which the Y-PLAN provides a proactive model to advance

⁵ I refer to "authentic participation" of young people as redistribution of power, where youth have the ability to affect outcomes, participation is a choice, and they share in decision making with adults (Arnstein 1969; Hart 1997).

social justice based on the following themes: authentic participation; critical reflection on power and place; reflection and action based on group identity; empowerment to develop and exercise capacities.

Interview Procedures

Over the course of six months I conducted a total of 15 semi-structured interviews with participants from the Detroit and Richmond Y-PLAN projects. I interviewed eight people from Detroit, and seven people from Richmond. I had the opportunity to informally speak with additional parents and students at the Richmond final presentation, who are not included in the interview total. Participants were asked about their experience and the perceived impact the project had on students, professionals, and community plans and policy. Each participant was interviewed once, and interviews lasted approximately 30 - 60 minutes. All participants received verbal and written explanation of their protected rights under the IRB. I received written consent to audio-record all interviews, and parental consent to interview students under the age of 18.

Upon the completion of each interview, I transcribed the full interview onto my personal computer. I then interpreted the data by reading through each interview and coding the interviews based on codes I developed based on my research questions, Hart's definition of genuine participation, and the Y-PLAN's "triple bottom line." Initial codes were primarily descriptive (who, what, when, where, how) (Hay, 2013). As I read through the interviews, I added new analytical codes as patterns emerged within each category. I created a matrix based on the codes where I categorized key quotations and evidence from the interviews. Data was recorded anonymously; I used pseudonyms instead of participant's real names. Finally, I synthesized data from each interview to assess the authenticity of the projects, impacts, and identify best practices, challenges, and recommendations

Research Population & Recruitment Methods

My target population was past participants of the Detroit Y-PLAN project, and current participants of the Richmond YPLAN project. CC&S facilitated initial contact with key participants from both projects. The snowball recruitment method was used to get in touch with additional participants. As an outsider, I relied heavily on the established trust and relationship CC&S has sustained with community partners and participants in Detroit and Richmond. A total of eight participants were interview interviewed from Detroit; high-school students, representatives from Detroit Housing Commission (the client), a parent, and adult allies/mentors from the WSU/VAC program. With the exception of one, all interviews with Detroit participants were conducted over the phone. A total of seven participants were interviewed from the Richmond project; high school students, teaching partner, UC Berkeley student mentors, planners from the City Manager's Office (the community client), and CC&S staff. Interviews with high school students and the teacher-partner took place in the regular classroom setting; interviews with UC Berkeley graduate students and Y-PLAN staff occurred on UC Berkeley campus, and interviews with community partners occurred over the phone.

Methodological Challenges & Limitations

A key methodological challenge throughout this study included establishing trust and connecting with key participants, particularly young people. An additional limitation was my inability to observe the Detroit project in action. Two years have passed since the completion of the Detroit Y-PLAN project. Due to this lapse in time, participants were relying on memory, and at a few points admitted they could not remember certain details. Due to geographic distance, I had to rely on email and phone correspondence with all Detroit participants. In contrast, the Richmond project was in progress throughout this study. I was able to make two trips to Richmond to meet with students, conduct interviews, and observe the Y-PLAN process in action. In addition, I had access to UC Berkeley mentor and high-school student's reflections on the process; data absent from the Detroit case study. My ability to observe the process, and access to this additional data most likely allowed me to create a more comprehensive and in-depth case study of the Richmond Y-PLAN project, and answer questions about student impacts and the role of schools at a deeper level than I could with Detroit. Although the majority of my interviews with Detroit participants were conducted over the phone, I had the opportunity

to make what turned out to be an invaluable trip to Detroit in December to meet with the director of the WSU/VAC program. This initial meeting turned out to be critical as he took the lead on my behalf to connect me with key participants. Each person interviewed from Detroit reiterated that they were happy to speak with me because of their established connection and trust with this individual. My inability to observe, and lack of student artifacts made it difficult to reconcile conflicting interpretations of the Detroit project, and assess impacts.

IV. CONTEXT

The Center for Cities & Schools and the Y-PLAN

The Center for Cities and Schools (CC&S) at University of California, Berkeley, is leading the research and practice connecting public schools and city planning. CC&S views the relationship between communities and schools as reciprocal: “schools as community assets, and the broader community as educational assets” (McKoy and Vincent, 2007). The Y-PLAN (Youth, Plan, Learn, Act, Now) is one of the pillars of CC&S and presents a methodology for involving young people and schools in authentic urban revitalization projects. The Y-PLAN was founded as an interdisciplinary program between the UC Berkeley School of Education and the Department of City and Regional Planning in 1999 as a “model for youth civic engagement in city planning that uses urban space slated for redevelopment as a catalyst for community revitalization and education reform.”ⁱ Grounded in literature on participatory planning and experiential and work-based education, the Y-PLAN is a form of Social Enterprise for Learning (SEfL), a “community driven,” school-based educational methodology where students identify a community need and collaborate with community stakeholders to develop solutions for change (McKoy 2000). The process is guided by the theory of “community of practice,” where learning is reciprocal between adults and young people. In addition, the Y-PLAN strives for the genuine participation of young people, where students take an active role in every step of the planning process and share in decision making with adults (Hart 1992; 1997, McKoy and Vincent, 2007).

The traditional Y-PLAN model is deliberately school-based. After a project is selected, UC Berkeley students serve as “mentors” work with underserved high-school students on a semester-long local planning project in their neighborhood. The project must present a “youth friendly” question that students find interesting and meaningful, and teaching partners must agree the project has educational value and connects to curriculum (McKoy and Vincent, 2007). The Y-PLAN methodology engages young people in an iterative process of inquiry that is adaptable to each specific project, school, and community context. It is broken up into a “roadmap” of five core steps: 1) Start-up: Project Definition & Relationship Building; 2) Making Sense of the City: Community Mapping, Research & Analysis; 3) Into Action: Charette & Development of Proposal; 4) Going Public: Public Presentation 5) Looking forward & Looking Back: Individual & Collaborative Reflection (McKoy 2012). Research of past Y-PLAN projects reveals three main conditions for success in engaging young people and schools in community redevelopment projects. 1) The Y-PLAN problem is authentic, and diverse stakeholders create a “community of practice” where learning is reciprocal between adults and young people. By authentic, McKoy and Vincent explain the learning activities must have “real and direct meaning, relevance, and potential impact on the world rather than exercises in hypothetical problem solving.” 2) Adults and young people share in decision making. 3) “Projects build on individual and institutional success” (McKoy and Vincent, 2007). Y-PLAN projects have demonstrated effectiveness in generating positive outcomes for students, professionals, and communities, yet there is more to learn about the long-term impacts, best practices, and challenges of engaging young people in authentic community planning projects. A major challenge of Y-PLAN continues to be finding an invested community client, authentic and relevant projects, and developing a “community of practice,” which requires community and city institutions authentically listen and use young people’s recommendations (McKoy & Vincent 2007).

Case Studies

Two comparative case studies of Y-PLAN projects: Detroit, Michigan, and Richmond, CA, provide the foundation of this project. The Detroit project departed from the traditional Y-PLAN model in that it was not school based, while the Richmond project was facilitated in connection with Richmond High School. These different structures provide an opportunity to compare the opportunities and challenges inherent in each model, and the unique role that schools may serve in facilitating youth and community engagement in the planning process.

Detroit, Michigan Y-PLAN: 2010-2011

Overview: The Detroit Y-PLAN project was initiated in the fall of 2010 with funding from the W.K. Kellogg foundation. Building on the long-standing relationship between CC&S and the US Department of Housing and Urban Development, between October 2010–December 2011, students and community partners focused on the revitalization of two Detroit Housing Commission (DHC) sites, and the planning of the Woodward Corridor light rail, a large-scale infrastructure proposal to construct high-speed transit along Woodward Avenue to connect Detroit to the suburbs.

Students: Approximately 18 young people from a cross-section of DHC sites, middle and high-school aged.

Client: Detroit Housing Commission (DHC)

Adult Allies: Wayne State Volunteers, Administrators, and Coaches Program (WSU/VAC)

Program Design: As a DHC official explained, DHC does not have a “deep connection” with Detroit Public Schools. Instead of partnering with a school, the Y-PLAN was facilitated by the Wayne State Volunteers, Administrators, and Coaches Program (WSU/VAC) through a series of weekend workshops. A three-day Youth-Adult Leadership Summit kicked off the project. Students collaborated with parents, the client, and adult allies to develop seven key elements for a “Healthier Detroit”: active living; good nutrition; comprehensive health care; quality education; safe and inviting neighborhoods; strong relationships and social networks; and access to economic opportunity. Students then presented their preliminary ideas for the redevelopment of Emerald Springs, a DHC Housing site. Throughout the next year, students worked on their plans for the Emerald Springs project, and the Woodward Corridor initiative. They presented both plans to the Detroit City Council. While students saw the planning and development of Emerald Springs from design through construction, the Woodward Corridor project lost funding, so the project was never implemented. The Detroit experience offers insight into the importance of partnering with an organization that has established trust in the community, and the benefits and challenges of the non-school based model (please see Findings for further detail).

Student Proposals: Green space, recreational areas, community center. Based on research of the stray-animal problem in Detroit, students proposed an on-site animal shelter that would employ young people. Interviews indicate this had strong support, but lost traction with bureaucratic changes.

Richmond, California Y-PLAN: 2013

Overview: The Richmond Y-PLAN project was initiated in January of 2013. Building on a four-year relationship with their client partner, two economics classes from the Richmond High School Health Academy worked with the Richmond City Manager's Office and UC Berkeley mentors on the long-term development plan for the new Lawrence Berkeley National Lab (LBNL) Richmond Bay Campus. The project was commissioned as part of the Long Range Development Plan for the site, with plans for 5.4 million square feet of research facilities, and 10,000 people over 40-years. With the knowledge that the investment and commitment of young people is critical to the future sustainability and vitality of a community, the City of Richmond allocated grant funding for the Y-PLAN project. Students were commissioned to focus on specific issues of education and employment opportunities for youth and the larger Richmond Workforce, and how this project may interface with the South Richmond Transportation Connectivity Plan and support Element 11 of the Richmond General Plan.

Students: Richmond High School Health Academy, two 11th grade economics classes; 50 students.

Client: City of Richmond City Manger's Office

Adult Allies: Richmond City Manager, Bill Lindsey; City of Richmond Planning Department; UC Berkeley planning mentors; Richmond High School teaching partner.

Program Design: The Richmond Y-PLAN project followed the traditional school-based Y-PLAN model, where UC Berkeley graduate students served as student "mentors" to guide high school students through a semester-long Y-PLAN project. Planners from the City of Richmond visited UC Berkeley to present the project question to the UC Berkeley student mentors. The graduate student mentors served as regular liaisons between the City Manager's Office and the high school students, communicating client needs, breaking down key concepts, and guiding students through the planning process. In addition, Y-PLAN staff offered coaching and regular meetings with the teaching partner. The project culminated in a formal public presentation to planners and policy makers at Richmond City Hall on April 29. Because of the long-term nature of this project, there are plans to loop back and do a second round of Y-PLAN with students in the fall of 2013. The Richmond experience offers insight into the importance of having an invested community partner, and an authentic project question. In addition, this case reveals additional benefits and challenges of school-based community planning projects, and opportunities to make Y-PLAN projects more sustainable in the school setting (please see Findings and Recommendations for further detail).

Student Proposals: Student's presented their proposals in two groups: Group #1, "Your Choice, Your Change," focused on ways to make the LBNL accessible and inviting to Richmond's youth and the larger community. Group #2, "Going Places in Richmond - Beyond Connectivity," focused on proposals to increase accessibility and connectivity between the LBNL campus and the Richmond community. Proposals centered on key themes of health, safety, sustainability, and environmental stewardship. Proposals included a rotating farmers market to make local and sustainable food accessible to the Richmond community; internships connected to LBNL campus, bike-share and bike paths to connect LBNL with the larger community; improved bus stops and service (shelters, lights, bathrooms, maps, and an app for the bus-schedule).

V. FINDINGS

Y-PLAN projects in Detroit and Richmond informed key findings, summarized in the table below. Findings are organized by successes and challenges, and may be referenced for further detail in Appendix A (Successes) and Appendix B (Challenges). Findings specific to each project are indicated with an "X." I only referenced what I personally witnessed through my study, so it is possible these projects shared more in common, or encountered more successes and challenges than my data revealed.

SUCCESES	Detroit	Richmond	Appendix
Community partner with established trust	X		A.1
Client investment		X	A.12
University Partnership	X	X	A.2, A.13
Youth-Adult Leadership Summit	X		A.3
Y-PLAN Handbook		X	A.14
School-based model		X	A.15
Project timeline & evidence of outcomes	X		A.4
Urban Design Tour	X	X	A.5, A.16
Proactively engaged parents	X		A.6
Intergenerational collaboration	X	X	A.7, A.17
Safe learning environment		X	A.18
Students exercised critical thinking	X	X	A.8
Students identified critical issues of social justice & place-based inequality	X	X	A.5, A.19
Students increased civic efficacy	X	X	A.11,A.20
Students developed social capital	X		A.9
Trust & accountability established between participants and city institutions	X	X	A.10, A.11,
Final Presentation	X	X	A.11,A.21

CHALLENGES	Detroit	Richmond	Appendix
Establishing community between students	X		B.1
Establishing trust & project buy-in	X	X	B.2, B.7
Negotiating insider-outsider status	X	X	B.2, B.8
Mentors new to the field of planning	X		B.3
School logistics & teacher-mentor collaboration		X	B.9
Consistency	X		B.4
Long-term project & student motivation		X	B.10
Clarifying project question & student's role		X	B.11
Client investment & bureaucratic turnover	X		B.5
Defining "success" & managing expectations	X		B.6
Answering "what's next?" - student involvement beyond project.		X	B.12

Student, Professional & Community Impacts

In addition to understanding the successes and challenges of facilitating projects, I was also interested in assessing the impact of projects, and whether they hit the Y-PLAN's "triple bottom line;" positive outcomes such as career & college readiness for students, new insight and skills for professionals and better policies and plans for communities (CC&S 2012). While findings suggest the Y-PLAN produces student, professional, and community benefits, there is a need to better define the impacts of young people's participation, develop indicators of success, and employ a more systematic mixed-methods approach to data collection in order to document and publicize these impacts. For example, although it can be inferred that students did exercise career and college readiness skills throughout the process, and many students have plans to go to college, there is a lack of any long-term data beyond anecdotal evidence to actually measure student growth in this area. In addition, while the Y-PLAN's triple bottom line states that communities benefit from youth participation because their insights generate better policies and plans, I found the major benefits communities receive from involving young people and schools may be the secondary effects that come from the process of collaborative participation. (Please see Appendix C for further discussion on the "triple bottom line.")

VI. RECOMMENDATIONS

Barriers

Individual case studies reveal three key barriers to making young people's participation systemic in education and planning policy and practice: creating opportunities for *authentic* youth participation, generating *interdependence* between clients, planners, adults and young people, and building relationships and programs that *sustain* participation. Recommendations are organized to address each of these barriers and are intended to guide the Y-PLAN, planning practitioners, or similar initiatives to engage young people in real community planning projects as they seek to expand with integrity and make this work institutionalized and sustainable in planning practice.

Authenticity

Authentic participation of young people in the planning process requires young people participate in real planning projects, share in decision making with adults through every step of the process, and have the ability to affect outcomes (Arnstein 1969; Hart 1992, 1997). Case studies reveal young people are often skeptical as to whether their participation is going to be taken seriously. Likewise, it is difficult to find real clients who genuinely see the value in young people's participation. While creating opportunities for genuine participation is a challenge, it is essential because simply "going through the ritual" of participation without redistribution of power amounts to little more than tokenism and can lead to frustration, alienation, and further marginalization of young people (Arnstein 1969). The following recommendations focus on cultivating a real project and equipping young-people with the tools and experience necessary so that their recommendations will be taken seriously.

Identify supportive client: The project cannot proceed without an invested client. An invested client distinguishes real participation from a class project, and allows students to exercise their capacities and ability to contribute in meaningful ways. This can be one of the most critical, yet challenging aspects to coordinating the authentic participation of young people, so securing a client and a viable project question should be the first step in initiating any youth-planning project. Committing to a teaching partner and a subject area prior to identifying a willing client runs the risk of constraining the range of possible clients, and delaying the project launch. An ideal client will a) have a genuine need and desire for student feedback – they should not only care about youth outcomes; b) be realistic with students about constraints and limitations; c) financially contribute to the project to support transportation costs or student internships; d) commit to interfacing with students on a regular basis; e) have an interest in a multi-year commitment and sustained relationship with the school or anchor institution.

Be transparent with students about project constraints and limitations: The genuine participation of young people necessitates that young people's ideas are taken seriously (Hart 1997). While the possibility of rejection or failure is a key component to real-world planning projects, young people need to be equipped with parameters for success. It is important to be transparent with students about financial limitations, the (long) path to approval and implementation, and the feasibility of their proposals. It is a critical learning experience and mitigates disappointment. In Richmond, Y-PLAN mentors and city staff worked with students to conduct a cost-benefit analysis (in the Y-PLAN handbook), support their recommendations with evidence, and ensure their recommendations fell within the realm of possibility. At the final presentation, the panel should ask real questions and provide critical feedback. This validates student's ideas and demonstrates real consideration and investment on behalf of the client.

Provide opportunities for students to interface with client throughout the project: Case studies reveal students recognize the need for adult support to get their proposals implemented. Like any consultant, students should have the opportunity to connect with the client at critical phases throughout the project, not just at project launch. This establishes legitimacy, and provides the students and the client an important opportunity to collaborate around project goals. It is a lesson a Richmond city planner learned over her six years of experience with the Y-PLAN, “I think from my perspective it’s been essential to make sure that city staff have the opportunity to really get in front of the students, and talk to them, and come to the classroom. Really emphasizing you really are helping us...doing check-ins throughout the semester so that if they have questions along the way, not just making myself accessible one time and then seeing the last presentation, but through the process.”

Train adult allies prior to project launch: Authentic participation requires adult-youth collaboration, and projects may take most people out of their comfort zone and area of expertise. Case studies reveal adult allies may have different definitions of success, and may not have experience with planning, or working with young people. Collaborative planning and training prior to project launch is key to clarifying roles, developing a shared understanding of project goals and indicators of success, and making sure adult allies feel confident facilitating the project and working with young people. Interviews suggest adult allies would benefit from collaborative planning and training orientation that incorporates a) training on the Y-PLAN methodology, including a “crash course” and simulation of key milestones; b) pedagogical overview of best-practices for working with youth and strategies for classroom management; c) content knowledge related to urban planning and background on the project question; d) establishing a common language (key terms and concepts and student-friendly definitions that apply to the project); e) establishing clear and consistent messaging, or strategies to answer basic questions such as: “who is the client?” “what is our role?” “what is the point?” f) collaboration between mentors and teaching partners to negotiate classroom management expectations, and determine mentor’s role in the classroom. In addition, it may be necessary to provide on-site support at key milestones throughout the project, as CC&S did for Detroit and other facilitators new to the Y-PLAN.

Intergenerational orientation or project “kickoff”: Drawing from the success of Detroit’s Adult-Youth Leadership Summit, and the initial challenge establishing trust between UC Berkeley mentors and high school students, it seems adult allies and students would benefit from a collaborative team-building orientation to launch the Y-PLAN. This could serve three main objectives: a) build trust between students, mentors, and client b) establish clear understanding of project question, Y-PLAN methodology, and student role; c) generate student buy-in and motivation. Students should have the opportunity to hear directly from the client about project goals and constraints, and possibly past Y-PLAN alumni about their experience. Going into the project, it is important that students not only understand the project question, but learning goals, and their role as real consultants for the client.

Create “student friendly” resources & concrete milestones for students to demonstrate progress: If young people are going to be taken seriously in a discipline that is unfamiliar, they must be equipped with tools and concepts to ground their proposals. While it takes time and thought, nothing planning professionals do is too complicated that it cannot be distilled into student friendly language. In addition to the facilitator handbook, CC&S may consider working with teachers, community partners, and Y-PLAN alumni to create student resources and establish a common language that meets students where they are at; academically and culturally. As Y-PLAN or similar initiatives expand, it may also be useful to include supplementary materials tailored to fit the local context. In addition, as a client explained, planning “takes forever,” and the long-term nature of the project may pose a challenge to student motivation. The Y-PLAN may balance the long-term and abstract nature of many planning projects with concrete milestones where students have an opportunity to create something tangible to demonstrate their progress and build on ideas throughout the semester. CC&S may work with the teaching partner and client to define student “deliverables” to produce by the end of project that also align with learning objectives. Possibilities include: synthesizing ideas into a professional

report for the client, creating a “planning tool-kit” for the community, or educating other classes on the project.

Include professionals & introduce planning as a career path: Professional planners provide technical and content support for adult allies and students, and expose urban youth to urban planning as a college and career option. As one mentor explained, low-income urban youth may have valuable insights to contribute as future planners; “because by growing up in an urban area, they know what they’ve seen growing up, what they like, they didn’t like, or things they know they’re deprived of that kids in Ferndale, or kids in Birmingham (Detroit suburbs) are getting, that we’re not getting in the urban areas. So you never know what leaders you’re developing in urban planning through the Y-PLAN.” When identifying professionals to participate, efforts should be made for students to see people like themselves in positions of decision-making power or ordinary people who affect positive change (Levinson 2010). The importance of “ordinary” role models was a key success in the Detroit project. As a WSU/VAC mentor explained, “A Detroit urban planner and those sometimes of African American descent is helpful, because a lot of times, the youth, need to see themselves...urban planning is great, but sometimes you need that guy to come into a workshop, and say ‘I am an urban planner, and this is my story’... I’ve been successful, and I love what I do. So it’s like they see it.” Involving professionals and mentors who reflect the youth, allows young people to take the idea of change, college, and success off of a pedestal, and is central to developing student’s own sense of civic efficacy that they can create change in their communities.

Create opportunity for students to give public presentation at City Hall: All students should have the opportunity to present their final proposal to a panel of stakeholders that have some level of decision-making power related to the project. Presentations should be at City Hall or a similar city venue. The final presentations are essential because a) it makes the project “real,” and students realize people in positions of power actually care about their ideas; b) it is a performance task where every student has an opportunity to demonstrate their knowledge and skills; c) it engages parents and provides a positive experience for members of the community who may have never been to city hall d) it establishes trust between students, parents, and city stakeholders. Both case studies suggest the final presentation is a transformative experience for many students. As one parent from Detroit described, “When I was at the presentation with them, they all were full with pride, they all felt they accomplished something, and made comments in one way or another in regard to it just being real, you know, this just isn’t a class project, it’s real. They had a lot of pride in that.” Students understand their ideas are limited without the support of adults, who hold the important political and financial power to implement their ideas. The real public presentation provides young people access to decision-makers, which is key to moving the Y-PLAN from a simulation, into the higher rungs of Hart’s Ladder of genuine participation (Hart 1992; 1997).

Ensure mobility & prioritize funding for off-site transportation: Transporting an essential part of the Y-PLAN, as many students have rarely or never traveled outside of their neighborhoods. Providing students with the opportunity to visit the site and experience the amenities of their city gives students valuable spatial context, perspective around equity and place-based inequality, and inspiration to support their recommendations. The Urban Design Tour and site visit require funding for off-site transportation, and particularly in low-income, urban communities, ensuring reliable transportation is important to consistent and sustained student involvement. As one parent from Detroit explained, “the ones (students) who dropped out of it really didn’t drop out because of the work itself, but there was other circumstances going on in their lives. Anything from transportation to just not enough parental buy-in.” When I asked WSU/VAC what additional support they may need from CC&S, their response was not more training; it was a 15-passenger van to help pick-up and transport students.

Link critical reflection to action: Authenticity necessitates young people have the capacity to affect change. While students have an acute perception of the visible signs of inequality and injustice, there is an opportunity to more purposefully integrate reflection around the underlying, often invisible structures and social relationships that reproduce inequality, so that student's proposals can attack the root of the problem. The importance of critical reflection is supported by literature around education and planning for social justice (Kemp & Sutton 2012; Levinson 2013). As Sharon Sutton explains, often inequality of place is visible, but the structural mechanisms are not always apparent, therefore, residents feel "blamed and powerless." For this reason, Sutton argues the empowerment of urban youth must also contain critical analysis of structural processes that produce inequalities (139). Central to incorporating critical reflection is establishing an open and respectful culture where students "feel not only free but even expected to speak up and share their perspectives on important matters affecting the school, local, regional, even global community" (Levinson 2013). In addition, adult allies should anticipate and leverage student skepticism around the legitimacy of their input as an opportunity to engage in critical dialogue around dynamics of power, place, privilege, and the roots of the distrust many students feel toward government and other city institutions. Adults should not try to convince young people otherwise, but let the authenticity of the project speak for itself and allow students to journey from skepticism to confidence on their own accord.

Interdependence

The highest levels of genuine participation require interdependence, where young people and adults share in decision-making (Hart 1992, 1997). This is uncharted territory in planning literature, and can be difficult because it requires "sufficient humility to...accept the people affected by one's plans as peers in knowledge, intelligence, imagination, and creativity" (Uzzel 1997). While young people need adults to create and implement ideas, getting adults and communities to see what is in it for them, and how they can benefit from young people's participation remains a challenge.

Define, Document, and Demonstrate (Publicize) Impacts: Institutionalizing young people's participation not only requires an attitude change, but system change. Therefore, it is necessary to define, document and publicize the impact of youth participation. This is critical to generating interdependence, policy support and funding from planners, educators, and community stakeholders and what will move youth participation from a novel exception, to a sustained and institutionalized part of the planning process. While it is impossible to measure everything –before these impacts can be documented, they must be defined. The Y-PLAN asserts students, professionals, and communities, benefit from youth participation. What defines success; what are the indicators, and how will they be measured? Perhaps the most ill defined, yet critical area in need of definition and documentation are the "community impacts," which could be defined in a variety of ways, and may require long-term documentation. For example, are community impacts defined by whether or not student feedback is incorporated, or by second order effects that come from the process of participation? This may include intangibles that are real and important, but hard to measure, such as civic efficacy, graduation and employment rates, expanded public participation, and relationships between institutions. In addition, CC&S and other organizations doing this work should prioritize publishing and publicizing these impacts for both academic and mainstream audiences. This is critical to gain buy-in and support from potential funders, institutions, and young people themselves. As a DHC partner explained, clients want to invest in initiatives that have demonstrated evidence generating positive outcomes for students and communities; "if I really wanted to push it, I could. And say give you a \$150,000 a year. But (student achievement) is more important than them understanding what to do about healthy green space, because I'm not sure that retained that once they left the occasion... that's more important for my dollars being spent than the Y-PLAN methodology."

Systematize and streamline data collection: Effective documentation of impacts within and across various projects requires the development of systems to streamline and aggregate data collection. Depending on defined goals and indicators, data-collection should involve a mixed-methods approach and involve short and long-term analysis. For example, analysis of student writing may be aggregated and analyzed after the semester; but tracking civic engagement and political participation requires long-term documentation and follow-up. The Y-PLAN may consider developing categories of common “artifacts” or performance tasks that would allow for comparison across projects. In addition, teaching partners, students, and adult allies should be equipped with tools and training around data-collection and be partners in documenting student growth. Last, efforts should be considered to deliberately scaffold the Y-PLAN around Common Core Standards. Y-PLAN projects clearly support many of the Common Core Standards, however, at this point it is not deliberate or systematic. Connecting to the Common Core may provide a framework for documenting student growth and serve to validate experiential learning as a vehicle for career and college readiness, providing legitimacy and support for the Y-PLAN in the field of education.

Collaborate with teaching partner to align curriculum goals and define mentor-role: Interviews suggest there could have been a more deliberate connection to curriculum goals. After identifying the project question, CC&S should work with the teaching partner to define specific learning goals and indicators of student achievement. Ideally, this planning could involve student mentors in the semester prior to project launch. From there, CC&S should collaborate with the teacher to backwards plan (Understanding By Design), aligning the Y-PLAN methodology to support desired outcomes. Planning priorities should include: a) identifying objectives; b) mapping key milestones to assess student progress toward stated objectives; c) identifying key terms and establishing a common language around the Y-PLAN; d) coordinating logistics – aligning Y-PLAN methodology to student calendar (testing, vacation) - determining the date for the final presentation and working backwards to plan key milestones and field trips. Collaborative planning with purpose will provide transparency for students around the project goal and purpose, and empower students to be partners in their own learning as they track their progress and growth around transparent objectives. In addition, it will allow CC&S to develop consistent indicators and artifacts to measure student growth, streamlining data collection.

Sustainability

The recommendations in this section address both the logistical and theoretical challenges related to sustaining young people’s participation. Genuine participation of young people necessitates the opportunity for students to be involved in every step of the process, however, the long-term nature of real planning projects makes this a challenge (Hart 1992, 1997). In addition, while case studies show that this work, even in isolated projects, is a value-added, developing structures to sustain models of youth participation remains a challenge. Sustaining youth participation is important to identify best practices, document long-term impacts, and to leverage student’s desire to genuinely participate.

Identify opportunities to proactively engage parents throughout the project: Parent’s support of their children is critical to sustain participation and presents an opportunity for planners to reach another section of the community. CC&S and clients should invite parents to participate at key milestones and at the final presentation at City Hall. In Detroit, parents were invited to participate in the initial orientation, and those who did, “loved it.” In Richmond, several parents and families attended and engaged at the final presentations at City Hall. Both case studies indicate the Y-PLAN may generate interest and participation on behalf of parents and families out of an interest in their children and in the project itself. As a Detroit parent explained, “I don't necessarily think that there was an invite for parents to be involved other than when we went to present in front of council, but I do think that would have been a great venue, a great opportunity to pull more parents in, and that they would have been interested in learning all about the urban planning of all these communities, because essentially it will affect their lives.” As parents see examples of their children’s participation, they may

be more inclined to engage in civic processes. As a Richmond city planner explained, the final presentations “would be a great opportunity to bring adults who aren’t as involved in city processes...it might be their first opportunity at City Hall, it might be their first opportunity in our council chambers. They’re able to see that there are city staff that are actually really interested in what their kids are saying – I think there is lots of opportunity there.” The affect of the Y-PLAN on parental participation is largely unexplored, and should be leveraged as an opportunity to engage marginalized communities and an additional benefit of young people’s participation for those who still need convincing.

Programming should be school-based: School based programming addresses logistical issues that preclude many low-income youth from participation – it involves young people who may not otherwise participate, addresses transportation issues, and creates consistency for students. Findings build on literature that suggests schools are “still the primary public institution and public setting in urban children's lives” where the majority of students feel safe and comfortable (Buss 1995). In addition, school based programming allows teachers to link career-college readiness skills and document student growth, and builds important relationships between schools and city institutions to build on project success and sustain participation. The Detroit project did not partner with the schools because it would “be a fight and another project altogether,” and DHC did not have a “deep connection” with DPS. As a representative explained, “it was going to take too long to sit down with whoever needed to be sit down with on their end to be able to bring this to the classroom.” The challenges that rendered the school-based model infeasible in Detroit only provide more rational as to why programs like the Y-PLAN should be school-based. Institutions like DPS and DHC serve the same population and initiatives such as the Y-PLAN may allow these institutions to develop mutually beneficial and reciprocal relationships.

Require teachers to apply for participation: After the client and project is selected, interested teaching partners should be required to submit an application to facilitate the project, as a demonstration of investment and competency. The Y-PLAN requires time, energy, and a high level of investment on behalf of teachers, but it also provides an incredible opportunity to facilitate an innovative and engaging project in their classrooms with guided support. Teachers should demonstrate a level of experience, enthusiasm, and forethought as to how they will maximize this experience and incorporate the project into their classroom. The application might ask the teaching partner to explain why they think the Y-PLAN is valuable, and how he or she would tie the project into curriculum goals and content units. An ideal teaching partner should have some experience with project based learning, a commitment to social justice, established trust with students, solid system of classroom management, a desire to collaborate with mentors, and an interest in documenting and assessing student growth. Although Y-PLAN mentors facilitate portions of the class, the teaching partner should not view this as less work, but different work. The teaching partner should be willing and prepared to find purposeful ways to integrate mentors into the classroom in a way that establishes legitimacy and trust.

Identify an anchor institution & build on success: It is critical to identify clients, community partners, and teaching partners who have a long-term interest in committing to the Y-PLAN. Particularly if the project is not school based, or conducted outside of UC Berkeley’s jurisdiction, a community partner with established trust and buy-in should serve as the primary facilitator of the Y-PLAN or similar initiatives. As the Detroit case study illustrated, the partnership with WSU/VAC conferred important credibility and trust to CC&S facilitators, and made the Y-PLAN possible. In addition, the facilitation of a successful Y-PLAN project improves with experience. Both case studies demonstrate the way projects become easier as stakeholders establish relationships, develop best practices, and gain student buy-in and trust. As a WSU/VAC mentor described, “For us, after that first project, feeling good about presenting to City Council and that this is well known and everyone giving them accolades. And then being called to see our ideas being implemented, is even more confidence; even more exciting when you say, we need your ideas for the (second project). That confidence from the first project, makes the second project easy.” When possible, subsequent projects should involve Y-PLAN alumni to work with students and speak about their experience.

Partner with University: Under the traditional Y-PLAN model, UC Berkeley serves as an important anchor institution. Students serve as mentors and are valuable intermediaries between the client and high school students. This provides important consistency for students, and an institution to ground facilitation. Additional benefits include: a) mentors with planning and/or education experience provide consistent source of guidance and knowledge for students and teaching partner; b) as future planners, mentors see the value of young people's participation which may influence their future practice; c) mentors make the idea of college, and UC Berkeley more realistic and accessible for high school students; e) graduate students may pursue research projects that benefit the community or contribute to academic research and publication of impacts. If a Y-PLAN project is conducted outside the jurisdiction of UC Berkeley, they may consider linking with another university to serve as the primary facilitator, as was the case with the WSU/VAC mentors in Detroit.

Answer "What's Next?" and create opportunities for students to stay involved: The genuine participation of young people necessitates involvement in every step of the process (Hart 1992; 1997). Due to the long-term nature of planning projects, it is unlikely students will see outcomes within the semester, however, efforts should be made to follow-up and provide opportunities for students to stay involved after the final presentation. Case studies show that the Y-PLAN inculcates a desire for students to continue participating. As one student explained to the panel at Richmond City Hall, "We would stay along the full path. It's not just like we want to just say 'okay, soon as we're done with this project, we got our credit, we're done kind of thing.' We want to stay and follow up with it, and make sure it's all held accountable...We want to get involved in the changes, and be able to stay involved as change goes on to help improve our city." Although students expressed a desire to stay involved, it remains unclear how this enthusiasm may be leveraged and continued. Many students are seniors, so finding a way to sustain the desire to participate and channel energy into voting power is an opportunity for communities. CC&S may consider creating a network for all Y-PLAN alumni to stay updated on the progress of the project and opportunities to participate as it moves forward. Through social media or otherwise, this could serve as an important mechanism to involve, connect and track Y-PLAN alumni beyond the project.

Leverage technology and social media to connect teachers and students: Although CC&S provides valuable training and direct support throughout each project, for the Y-PLAN or similar initiatives to be self-sustaining, facilitators must be equipped with the tools to initiate and continue projects independently. Teaching partners and mentors in Richmond and Detroit expressed a desire to create a forum where teachers and students could collaborate around best practices and challenges, and document their experience while integrating technology skills. A Detroit mentor emphasized the value of collaborating with other Y-PLAN instructors from around the United States at the National Y-PLAN Summit; "What I took from it was working with those people, seeing different ways they attack Y-PLAN...I was there soaking in as a sponge, what did you do, how would you attack it? What do you take from these different phases? I took some of those things that they were taking from me, I also took from them. It helps us this year developing a whole Y-PLAN concept...It's like you always just get more and more advice, dealing with other people and other cities how they do Y-PLAN, and just seeing each other is always helpful when you go to those launches and conventions." A digital forum could provide a way for teaching partners and adult allies to collaborate and improve their practice. It could also provide a way to connect students and track Y-PLAN alumni.

VII. RESEARCH QUESTIONS

How and why can schools be used as a vehicle to engage marginalized youth and their families in the planning process?

With the notion that the health of schools and communities are inextricably linked, The Y-PLAN presents a school-based model for engaging marginalized youth in the planning process as a catalyst for education reform and community development. Findings suggest that schools may be a vehicle to engage marginalized youth and their families in the planning process because schools are literally intermediary institutions that address trust and logistical issues that may preclude many low-income youth and families from participating. In addition, the school-based participation of young people in planning projects may engage families in planning issues and civic processes that may otherwise not participate. In the following sections, I discuss the specific role of schools, and the participation of young people as strategies to engage marginalized communities in the planning process.

What makes schools unique catalysts for public engagement in low-income communities?

(Please see Appendix D for model)

Case study findings build on literature that suggests schools are critical community institutions that planners should consider as a strategy for diverse public participation in marginalized communities (Orr & Rogers 2011, Fraga & Frost 2010). Findings suggest schools are literally intermediary institutions with the capacity to stimulate participation in low-income communities on behalf of those who may otherwise not engage in formal civic processes because: a) schools bring together diverse intergenerational coalitions out of a common interest and concern for their children (Orr & Rogers 2011; Fraga & Frost 2010, Salisbury 1980) b) schools are often centrally located and easy to access via public transportation; c) schools draw from specific neighborhoods, allowing planners to select schools as sites for engagement on strategic issues; d) schools inculcate a sense of trust by virtue of familiarity and investment in their children's education that may be absent in formal civic institutions (Orr & Rogers 2011; Fraga & Frost 2010).

Through their partnership with the Y-PLAN, the City of Richmond has built a relationship with the West Contra School District and recognized the value of schools as sites for community participation because they are literally often at the center of the community, address logistical issues that may make city institutions less accessible, and have an established sense of trust and familiarity that is lacking in city institutions. A Richmond city planner described the value of schools as a vehicle for community outreach, "I think we've been doing so much better by doing outreach at the schools, and we have a really great partnership with the school district in that they've made the schools accessible to us...a lot of our planning documents as we develop those, we do go to school sites, because you're going to get the neighborhood you're targeting. Here in Richmond we need to recognize not everybody has a car, and our public transit isn't as reliable, so usually a school is more accessible, and I think at least if they have a child going to that school, they have an understanding of how the school works, its function and see it more as a neighborhood asset. Where City Hall can be intimidating if you're not really used to the process...if you're focusing at schools, the parents are also bringing the kids." This suggests that schools are important community institutions distinct from civic institutions that planners should consider as a strategy for community engagement.

How can youth participation stimulate parent involvement in the planning process?

(Please see Appendix E for a model)

Linked to the idea that schools may be important intermediary institutions for public engagement is the idea that the participation of young people in planning may be a catalyst for parent participation. While the connection between young people's participation and their family's participation is largely unexplored, this could be an important secondary benefit of young people's participation that should be seriously considered city planning departments as they seek to expand participation in marginalized communities. Findings suggest student participation may stimulate parental participation in the planning process because a) parents have concern for their children (Orr & Rogers 2011; Fraga & Frost 2010, Salisbury 1980); b) as their children discuss critical community issues, parents realize their lives are affected by planning issues as well; c) as students engage in the civic process, so do parents; d) the project builds trust between city institutions and students; e) this trust may be conferred to parents, who may be influenced as they examples of their children's competence, and watch city staff and decision-makers genuinely listen to their children's input (Hart 1997). It should be noted that the authenticity of young people's participation separates Y-PLAN projects from other school-based projects, and may be a critical factor in stimulating parent involvement.

Specific case study findings reveal the potential for youth participation to generate wider participation on behalf of families. Although parent participation was not courted in a deliberate or consistent manner in either project, interviews and observation reveal that parent interest and participation did occur, and community partners view parent participation as an important opportunity to pursue in future projects as a strategy for community outreach. As a Richmond city planner explained, "it (Y-PLAN) would be a great opportunity to bring adults who aren't as involved in city processes...it might be their first opportunity at City Hall, it might be their first opportunity in our council chambers. They're able to see that there are city staff that are actually really interested in what their kids are saying – I think there is lots of opportunity there."

Last, the Detroit and Richmond case studies offer insight and further questions into the motivating factors behind parent participation, and whether schools serve as vehicles for that participation. While the school facility itself offers an important strategy for community engagement, findings indicate that parents may be equally as likely to participate on behalf of their children regardless of whether the program is school-based. Although the Detroit project was not connected to the schools, parents participated in both Detroit and Richmond, suggesting that the motivating force behind parent participation is their children (Orr & Rogers 2011; Fraga & Frost 2010, Salisbury 1980). However, schools are still critical institutions to facilitate the participation of parents, because they offer a consistent and reliable strategy to engage young people. Planners should consider schools as the primary vehicle to engage young people in planning projects, as their participation seems to be the primary catalyst for parent participation.

VIII. ANALYSIS & DISCUSSION

The Y-PLAN as a vehicle for social justice

Among the many reasons that justify and necessitate the participation of marginalized young people in the planning process, perhaps the most important is that it is an issue of social justice. As Susan Kemp explains, “For urban youth, whose lives and communities are profoundly shaped by spatial, racial, ethnic, and class exclusions, placemaking is fundamentally about social justice; it functions, in effect, as a ‘powerful ‘public space’ for the critical practice of democracy.’ As young people make their places, they also make themselves – as competent individuals, as members of a community, and as full participants in civic society” (Kemp, 2012). Using Iris Young’s framework of justice, my research suggests the Y-PLAN reflects many attributes necessary to advance social justice. Young argues social justice necessitates authentic participation. It also requires advocating for interests based on unique identity and group difference, the empowerment of individuals to develop and exercise their capacities in meaningful ways, and critical reflection around place-based inequalities and power relationships. In the following sections, I discuss the way the Y-PLAN reflects the attributes of social justice as defined by Young, and suggest opportunities to incorporate critical reflection. Critical reflection should be purposefully linked throughout the process of inquiry to leverage the Y-PLAN into a purposeful vehicle for social justice so students can identify and confront structural issues at the root of inequality with intention and purpose.

Young argues **authentic participation** is critical to dismantling systems of domination and oppression; movements for social justice should work to replace oppressive institutions with new institutional organizations that encourage all people to participate to their full potential. For example, Young critiques dominant practices that “define policy as the province of experts.” The Y-PLAN seeks to reclaim policy as an arena where all have the capacity to contribute, validating the insights and experiences of urban youth as the best experts of their own community. Research suggests the Y-PLAN makes inroads to open and build trust between civic institutions and the community, changing the perspective of those in power and opening the process to value and validate the participation of urban youth. For example, since their initial participation in the Y-PLAN, the City of Richmond has made the incorporation of youth insight not only a priority, but an expectation.

Young rejects notions of “universality” and advocates for a “**politics of difference**” where social groups must acknowledge and organize around their **group identity** and unique needs. Young advocates for a model of decision-making where “each group’s voice is heard in the public through institutions of group representation.” The Y-PLAN encourages young people to acknowledge, reflect, and act based on their shared identity, needs, and interests as young people. Both case studies indicated young people engaged with peers in positive collective action, and recognized their unique insights as a valuable contribution to the planning process, advocating for their proposals based on group difference; “Basically that is where we want the youth to be involved because we have a variety of ideas that perhaps not everyone thinks of...We are presenting, because as Richmond’s youth, we should have a say in this important issue. Since we are affected by the problem, we believe we should be part of the solution.”

Justice requires opportunities and institutions that “**enable all to develop and use their capacities.**” Young points out that injustice is particularly evident in the bifurcation of low-skilled and high-skilled labor; “The powerless have little or no work autonomy, exercise little creativity or judgment in their work, have no technical expertise or authority, express themselves awkwardly, especially in public or bureaucratic settings, and do not command respect.” The Y-PLAN works for justice by creating opportunities for young people to exercise their demonstrated cognitive capacity and motivation to contribute in meaningful ways. Through the Y-PLAN process of inquiry, young people take action, exercise autonomy, creativity, and build skills for career

and college readiness; breaking the cycle of powerlessness that confines many to low-income urban communities.

Last, Young contends that **critical reflection of power and place**, alongside action is central to social justice. Instead of focusing on the distribution of material wealth, which obscures issues of power, opportunity, and self-respect, any discussion of justice must begin with a critical examination of power and the underlying institutions and social relationships that contribute to domination and oppression that many do not see. Findings demonstrate that through the Y-PLAN's process of inquiry, students recognize the visible negative externalities of place-based inequality and have a desire to confront issues of social justice. However, students should also be pushed to engage in critical reflection around the invisible structural processes that reproduce inequality in their community. The importance of critical reflection is reiterated by Sharon Sutton, who argues often, the inequality of place is visible, but the structural mechanisms are not always apparent, therefore, residents feel "blamed and powerless." This was articulated in Richmond's final presentation, where a student explained they often feel blamed for violence; "As young people, we feel like we want a place where we can feel safe. And Richmond has been known as a place where it's really violent...and people always point at us for being the trouble, and we're here to make a change, to let everyone to know that we want that change, and to improve our transportation so that we can get to places that we need to go." For this reason, as student's eyes are opened to place-based inequality, they should also engage in critical analysis around the structural processes that produce these inequalities to examine the status quo and direct their action to the root of inequality. Students need to see that their experiences and observations around issues of power, privilege, race, and class are not random and isolated; they are connected to larger structural, usually invisible, forces that reproduce inequality.

The question of "authentic participation" – indicators & outcomes

A key feature of the Y-PLAN is the idea of "authentic participation," where young people share in decision making with adults and have the ability to affect the outcome of plans (Hart 1992, McKoy & Vincent 2007). However, this raises important questions about indicators of genuine participation. For example, what is meant by shared decision-making and how do young people know their ideas are taken seriously? Is participation still meaningful even if ideas are not incorporated into plans? Although it is tempting to judge the success of young people's participation by whether or not proposals actually impact plans, findings indicate this may not be a valid indicator of genuine participation. A focus on visible impacts diverts focus from the integrity of the process, which may produce intangible, but more important individual and community benefits regardless of whether insights are incorporated into plans (Arnstein 1969; Hart 1992; Hart 1997). As Hart explains, "there are additional and more important benefits to a society beyond the short-term one of making a program or product more appropriate for the user. Unfortunately, these benefits have the kind of indirect, long-term impact that cannot be easily measured quantitatively." In the following sections I assess the extent to which the Y-PLAN provides a model of genuine participation, and offer opportunities for the Y-PLAN to enhance young people's participation.

The upper rungs of Hart's ladder presents a continuum of genuine participation, moving from children serving as "consultants" to "shared decision-making" with adults (Hart 1992). The Y-PLAN's dual goal of authentic participation and the involvement of young people in real planning projects necessitates that young people move up and down the continuum of genuine participation at different times throughout the project process. Findings indicate that young people in Detroit and Richmond shared in decision making with mentors and adult allies throughout the majority of the process, but took on the role of consultants at City Hall. Hart points out that young people may serve as consultants "in a manner which has great integrity" as long as young people understand the process and their opinions are treated seriously (1992). Shared decision-making with adults necessitates a project that impacts the larger community and that young people are "involved in some degree in the entire process" (1992). In Detroit, young people shared in decision making with WSU/VAC mentors to create their project proposals, and saw the construction of Emerald Springs. However, their proposal for the

animal shelter lost support amid bureaucratic changes, and it is unclear how many of their ideas were genuinely incorporated into the plan, and what was already pre-determined. In Richmond, young people shared in decision-making with UC Berkeley mentors and city planners, gaining critical feedback and engaging in a cost-benefit analysis to create their proposals. Although Richmond has plans to incorporate Y-PLAN proposals into the final planning document, the long-term nature of the project precluded student's ability to be involved in the many steps beyond the initial concept design. Common to both projects was the final public presentation, where young people presented their proposals to a panel of stakeholders at City Hall. Although young people moved a step down Hart's Ladder and acted as consultants, the experience was transformative for many young people, who left feeling like their ideas were taken seriously and a desire to stay involved.

One limitation to the Y-PLAN is the ability of young people to participate in every step of the process. Because the Y-PLAN engages young people in real planning projects, it may take years for students to see any tangible progress on the project itself. Some may question whether this model of participation is empowering for young people, and instead aim for smaller projects, like a community garden, where students can see immediate evidence of their efforts. While smaller projects may allow young people to see short-term outcomes, this situates the value of genuine participation as proportional to the visible impact on plans, instead of the integrity of the process, and represents a deliberate choice between models of participation that focus on youth-development, or youth-organizing (Kemp 2012). While smaller projects provide positive opportunities for young people to develop life-skills and connect with their communities, projects of this nature set the bar low, do not require intergenerational collaboration or push young people to exercise their full creative and cognitive capacities, and circumvent the process of civic participation and presentation to City Hall.

The Y-PLAN is decidedly an action-oriented, youth organizing program, where youth take collective action as civic actors, and engage with community leaders and stakeholders to find solutions to critical issues impacting their communities that are of intergenerational concern (Kemp 2012). Although it may eliminate the ability to see tangible evidence of outcomes within a semester, the involvement on real planning projects, and the public presentations to City Hall are defining features of the Y-PLAN. Although acting as consultants, findings indicate the final presentation at City Hall is a form of genuine and authentic participation because their ideas are taken seriously, traditional institutions are opened, and marginalized young people are provided a "seat at the table," to exercise their full creative and cognitive capacities, and present their ideas for change (Young 1997, Hart 1997; 1992). Although consultation is not in the highest rung of Hart's Ladder, it is still a form of genuine participation as long as young people understand the process, and their opinions are taken seriously. This is not necessarily a limit to the Y-PLAN's theory of change, rather a role all citizens must acknowledge when they participate in the civic process.

Moving forward, instead of scaling down projects, the Y-PLAN should focus on enhancing young people's participation by equipping them with the tools necessary to participate with integrity on the continuum of Hart's Ladder as consultants, and in shared decision-making. Shared decision making necessitates young people have the opportunity to be involved in some capacity in every step of the process, so efforts should be made for young people to stay involved and follow-up with projects after the final presentation. Consultation requires young people understand the process and have their ideas taken seriously, so students should be fully informed of constraints, their level of their power, and the process of decision making. While there really is no concrete way to gauge whether or not young people's proposals are taken seriously, efforts can be made to ensure young people are equipped to create informed and professional proposals. This requires shared decision making with adult mentors and engaging in critical reflection so that their proposals can attack the root of critical issues of justice. Last, although the Y-PLAN states that communities benefit from enhanced policies and plans, case studies suggest more important community benefits may stem from the process of young people's participation. The Y-PLAN and similar initiatives should move consider reframing the idea of community outcomes from the visible impacts on plans to the intangible, but more important long-term

impacts produced by the process of authentic participation such as civic efficacy, long-term engagement, and career and college readiness.

IX. CONCLUSION

The school-based participation of young people in the planning process presents a strategy for urban education reform and community development. Drawing from case study research in Detroit, Michigan and Richmond, California, this report described and analyzed the Y-PLAN as a model for the participation of marginalized young people and schools in the community planning process. This study builds on research that finds the school-based participation of young people in the planning process yields positive benefits for students, professionals, and communities (McKoy & Vincent 2007, McKoy 2012). In the process, reciprocal and mutually beneficial relationships are generated between schools and city institutions as they recognize the value of youth participation, the capacity of the school to serve as an intermediary site for community engagement and development, and the value of community-based learning (McKoy & Vincent 2007). In addition, findings suggest youth participation may serve as a catalyst for parent participation as they become interested in community issues and engage in civic processes by virtue of their children's participation. Despite these benefits, the involvement of young people and schools remains the exception in planning practice due to three key challenges: identifying authentic community partners, generating interdependence between the client and young people, and creating sustainable structures and systems to support this work.

Recommendations address these three challenges and are intended to guide future Y-PLAN projects or similar initiatives as they seek to expand and institutionalize the participation of young people with integrity. Further research is needed to define and document the impacts of youth participation, and to explore the capacity of schools and young people's participation to stimulate parental participation. Last, findings have important implications for planning practice. The obligation of planners to include those affected by plans justifies and necessitates the authentic participation of young people. As planners seek to expand participation and build sustainable cities, they should consider the school-based participation of young people as a strategy to generate parent engagement, better decisions and plans, mutually beneficial relationships between schools and city institutions, and in the process, a more skilled and civically engaged generation.

X. APPENDIX

Appendix A: Successes

Detroit

A.1 | Community partner with established trust: Without being connected to the school system, and being outsiders to the Detroit, the Center for Cities and Schools recognized the importance of anchoring the Y-PLAN to an organization that had established trust in the community. The WSU/VAC program had long-established trust with the DHC community through their after-school programs and summer camps for DHC residents. All participants interviewed mentioned the project would not have been possible without the WSU/VAC Program, as their partnership provided a) important programmatic support; and b) conferred credibility to the CC&S facilitators from Berkeley. As a DHC representative explained, “The VAC program is so engaged, they’ve been our partner since 2008. So everybody knew them first name basis...you listen to the peer coordinators talking to the youth, and it was like they were siblings...if I didn’t have that, I probably would have said ‘you know what? ‘ I don’t have the capacity to run a program like this, we don’t have the relationship with the public school system.” The most important function of the VAC program was generating trust and buy-in from the young people. This was illustrated at the initial retreat. As the DHC representative explained, “...quite honestly, when (CC&S) walked in the room, these kids were like “whatever,” but then the Wayne State facilitators which they were already working with, walked into the room, gave (Y-PLAN facilitators) some buy-in. You know what I mean, like ‘hey we know them, this is going to work.” In addition, the WSU/VAC program demonstrated their commitment and investment by leveraging student’s desire to stay engaged and hiring Y-PLAN alumni to serve as mentors and leaders for their summer program.

A.2 | University partnership: The partnership with WSU/VAC program mentors at Wayne State University maintained a critical component of the Y-PLAN; the university-community partnership. Many of the WSU/VAC mentors grew up in Detroit and provided important role models for students; and made the idea of college more accessible. As one mentor described, “ now we have kids who are actually thinking about going to college. At first before we did that, we had a couple of kids in our projects who didn’t even know that college really existed. For instance, one of the kids in our group thought you had to be thirty in order to have a masters degree. Whereas myself, and Torrey, the operations manager of VAC, we’re both under 30 and we have our masters degrees, and we’re African American males from the city of Detroit. So for that young man to see two males under thirty with masters degrees then that way he knows, well, there’s not an age limit, you know, anything’s possible if you put your mind to it, and you put in the work. It’s making him think more about his future, and not just wanting to stay in the situation he’s in right now.”

A.3 | Youth-Adult Leadership Summit & Y-PLAN Handbook: CC&S hosted and facilitated a three-day overnight retreat at the downtown Marriot Hotel. This provided an important opportunity to a) introduce the client and the project question; b) build trust and community; and c) train VAC mentors in the Y-PLAN methodology. VAC mentors, DHC representatives, parents, and young people participated in an accelerated simulation of the Y-PLAN methodology and key project activities. The director of DHC introduced the project question and was transparent with the young people about constraints; “As the client, DHC was realistic. The executive director was there to present what was possible. You know, you don’t want to have this big lofty thing and then present it and then he says we can’t afford it, or that’s not a possibility.” At the end, students and parents presented their initial ideas for the development of DHC sites and their vision for building a healthy Detroit, which served as a framework to guide the subsequent projects for Emerald Springs and Woodward Corridor. All participants interviewed mentioned this an important opportunity for adult allies and young people to collaborate, and to generate buy-in and trust; “the fact that the Y-PLAN people came and did their weekend summit with us...I know that was a very successful component because a lot of kids were never exposed to work-shopping or what it was like to be in that type of setting, where you were consistently working and

building on something.” The retreat also provided valuable time for VAC mentors to receive training on the project and facilitation of the Y-PLAN, “...when we had the retreat, that was a great opportunity for the planners, the evaluators, and everybody who was there in the room to come and break down the language.” Because VAC mentors were new to the field of urban planning, the Y-PLAN handbook was a valuable asset that mentors used to guide students through the 5-step process of inquiry. However, some mentioned it could have been more culturally competent or relevant, with more “student-friendly” language.”

A.4 | Project timeline & evidence of outcomes: The long-term nature of real planning projects may pose a challenge to student motivation because it can take so many years to see any tangible results. However, the redevelopment of Emerald Springs project provided a project where students were involved in every step of the process, a key feature of authentic participation (Hart 1997). The project time-line was faster than most planning projects, and students were able to witness the process of development and see their ideas come to fruition. As VAC director Ron Simpkins explained, the students “went from ideas and concepts, to building modules, and then actually seeing their ideas and plans come up from the ground. So, they actually got to go see the site, the things that they’d talked about. They worked with the architects and saw what was being built now, what was going to be added...they saw the ideas for the community center, where they were going to be laid out. All those things came to life, as opposed to ideas...you could just see them get so much more confident in themselves...and that’s why we continued to want to work with the Y-PLAN even more. The strength it added to our kids, and it gave them more confidence, too.”

A.5 | Urban Design Tour: The Urban Design Tour took students on a bus tour down the Woodward Corridor. Coupled with a discussion of Detroit’s history, it provided students with historical and spatial context, inspiration, and a critical perspective of place-based inequality. As a VAC mentor explained, “We started from downtown Detroit, we went all the way to Birmingham... so you could see the change...you went through Ferndale, you went through Royal Oak, you went through numerous cities where you could see the change in...things they know they’re deprived of that kids in Ferndale, or kids in Birmingham are getting, that we’re not getting in the urban areas...I think it was an eye opening experience because I think they learned a lot because you know, by you living in the area, you may not know the history of where you live because you’re just stuck in the present, you know. But to hear the history, and to see everything that they’re going to be building and adding to this area is basically going to make your community better, so it was pretty eye opening to the kids I believe.” For many students, it was the first time they had seen the visible transformation from city to suburb and not only opened student’s eyes to “what was possible,” but raised important questions about why conditions and resources were so inequitable.

A.6 | Proactively engaged parents: The Detroit project invited parents to participate and collaborate with their children during the initial retreat. From there on, it was optional. One parent reflected, “I think that the true success and value of the program was that you had both of the youth and the parents engaged in something that they one, weren’t expecting and two, knew nothing about.” Although parent involvement was voluntary and limited after the initial retreat, many parents came to the presentations at City Hall. An interview with an active parent sees further opportunity to engage parents throughout the project, particularly through formal invitations to the presentation to City Hall; “I don’t necessarily as I think back see that there was an invite for parents to be involved other than when we went to present in front of council, but I do think that that would have been a great venue, a great opportunity to pull more parents in that they would have been interested in learning all about the urban planning, I mean the planning of all these communities, because essentially it will affect their lives.” In addition, Ron Simpkins, director of VAC reflected, “You see growth in the parents, and with the questions they asked, and that kind of thing. Or, wanting to know what was going on...before you do youth programs and it was you know, bring them back at a certain time...what’s next?” Y-PLAN deals with issues that affect parents and students. The Detroit experience presents support for the idea that the Y-PLAN may engage parents in community planning issues through their children’s initial involvement.

A.7 | Intergenerational collaboration & reciprocal learning: The Detroit project illustrates the benefits of intergenerational collaboration, a key to Hart’s definition of genuine participation (Hart 1992; 1997). Young-adult VAC mentors, students, professionals, and parents collaborated and learned from each other, producing innovative ideas. As a WSU/VAC mentor explained, “we all worked together on providing ideas even some of the adults who are older might give ideas about what they had growing up in the city that’s not here anymore. The younger kids may have something that they have now growing up that older people may not have. So it was kind of like a generational gap I believe that allowed us to collaborate on ideas and to put some ideas into the planning process when we were working on Emerald Springs and things like that.”

A.8 | Students exercised critical thinking & increased civic efficacy:

Although not easy to quantify; interviews indicate the Y-PLAN pushed students to develop public speaking skills, exercise critical thinking, and fostered a sense of confidence and civic efficacy. As Ron Simpkins, director of VAC described, “to see the growth that they made because of the involvement in the program, was like night and day.” As one student reflected, “at first I was not confident with public speaking skills, but now I feel comfortable communicating with people and in front of people...any ideas we had, we had to present and try to make them better.” A VAC mentor said the Y-PLAN pushed students to exercise critical thinking and justify their ideas with evidence; “In situations where people care about them, and their thoughts have merit, and people ask them to justify why you want to do that and why it makes sense, you start to fight for your ideas, you know, as opposed to using your fist, you got to use your intellect, you got to use your research skills, and then you got to be able to verbalize it. All those things are helping our kids.” In addition, evidence suggests student’s increased their sense of civic efficacy, demonstrated by increased confidence, and the belief in their own ability to participate and affect change; “A lot of things I see now would not have happened if we didn’t implement that Y-PLAN. My voice is being heard. For being inner city in Detroit, kids feel when they say stuff it goes in one ear and out the other. Y-PLAN is helping their confidence whereas ‘when I say something or I have an idea, I’m not nervous to present that idea anymore because I had the evidence that someone cares, someone’s listening.’” A DHC representative reiterated the motivation to take action in their communities; “they were able to connect very quickly, like...this is ridiculous, and I want to understand how I can impact that and how I can make change in that.”

A.9 | Students developed social capital: One VAC mentor perceived the development of unlikely friendships as one of the most important outcomes of the project; “I think the development of friendships is a huge impact of the Y-PLAN because, you know, some of these kids might live in different projects or different communities and may never speak, but coming together and doing Y-PLAN, they might be building life long friendships.” Each of the Y-PLAN alumni I spoke with have plans to go to college, and a desire to impact positive change in Detroit. In a recent interview, the director of the WSU/VAC program, said “all of the Y-PLAN kids, so far, are headed toward graduation.” This network of college-bound young people with the capacity and desire to give back to Detroit may be transformed into powerful social capital. This is a possible important secondary effect of the Y-PLAN that should be leveraged.

A.10 | Established trust and accountability between participants and city institutions: Without direct inquiry, several participants mentioned the sense of trust and accountability the project established between residents, DHC, and the city. As one community partner explained, traditionally residents do not tend to trust the Detroit Housing Commission or other city institutions. Y-PLAN changed this; “And I think it added a sense of positive, because you had an institution, like Detroit Housing Commission, at least for this particular group of people, who never believed anything we said, you know there was a trust issue, we had the executive director stand before you and say ‘we will be able to do this, I think what you did was phenomenal, I think this is very feasible. You work with the Housing Commission, the Housing Commission I promise you will work with you. And that for both the parents and the youth represented something they don’t hear very often. Follow through. I’m going to do what you ask me to do. And so even on that most minute level, you had these youth

saying 'hey here's this big man standing in front of the room, we can really make this happen' and you got a lot of that in regards to the feedback, like 'we're totally psyched about getting this done.' So that to me was a real positive impact."

A.11 | The final presentation: The presentation to City Council eliminated any skepticism that remained about the authenticity of the project. Every interview described the presentation for City Council as a transformative experience for students inculcated a sense of pride and agency, and distinguished the Y-PLAN from a classroom project that "you're just doing for a grade. It's real, it has a real impact on the community." In addition, a VAC mentor described the presentation as a major success because students had the opportunity to interface with adults in positions of decision-making power, which generated a sense of civic efficacy and agency; "Just the kids being able to talk to someone who can make a decision on their part. So the chance for them to meet with people in positions of decision making, people who can make their ideas come to life, where sometimes you might talk to some people and they might say 'oh yeah, uh, we can implement your plans' but then the kids never see it. So, being able to talk to people who can make that happen and for them to see, like, somebody is listening to you, even though you're a teenager or a youth, the adults and decision making positions are listening to you and believing your ideas, and we're going to implement it. So I think that was a huge positive in that area."

Richmond

A.12 | Client investment: Richmond City Manager Bill Lindsay and planning staff have partnered with CC&S on over six years of Y-PLAN projects. Interviews with city staff involved in the Y-PLAN reveal a deep belief in the value of the Y-PLAN, and a willingness to invest time, money, and technical support to ensure the project is structured to generate valuable student input. CC&S worked closely with the city and teaching partner to craft a project question that met the needs of the city, reinforced curriculum goals, and that students would find engaging and meaningful. Interviews indicate the city feels the Y-PLAN is a valuable mechanism to a) gain the perspective of young people; b) build career and college readiness for future employment; and c) inculcate community pride and civic efficacy. As a city planner explained, "what we don't want to see is the youth today sort of be lost in the vision for tomorrow. But also, the importance of getting them involved and interested in the bio-sciences and other research-technologies that will make them, employable in these areas in the future. Plus, we really do want to be a community asset resource now, so we don't want to wait 40 years." Through this long-term partnership, city staff has identified best practices for engaging students and sees the value of student input to the point where they are willing to invest financially. As one city planner explained, "At the planning department this is actually one of the first times where we actually wrote a grant with Y-PLAN, identified as a partner in that grant in an effort to sort of bring information to the table that we don't normally get from our community process." In addition, the city is incorporating student proposals into a section of their final report for the LBNL campus.

A.13 | University Partnership: The students, teaching partner, and city of Richmond benefitted from the UC Berkeley mentor's consistent guidance, academic and professional insight. UC Berkeley students provided professional mentorship and served as valuable intermediaries between the classroom and the city. As one city planner explained, "I think the benefit of having (UC Berkeley mentors) is that sometimes us as professionals, we become, sort of, so formed in our 'lingo' that it is really hard to sometimes communicate or relate. So to be able to have the mentors involved in communicating with the students, but then still being able to have access to us, in a way they're translating some of the information we're providing at a level that is understandable and relatable to the youth...and then mentoring them in the planning process." In addition, UC Berkeley mentors provided positive role-models for high school students, and an added benefit for the city; "For us it's really about building the capacity of our youth and making UC Berkeley accessible for them. So through the CC&S it's been great. And getting the students, even the undergraduate and grad students interested in doing projects in Richmond for their final thesis, or graduate project."

A.14 | Y-PLAN Handbook: The Y-PLAN handbook was an essential tool that provided mentors with the initial framework and confidence to facilitate the project. Many mentors indicate that as they relied less on the handbook, or modified activities as they became more comfortable in the classroom. As one mentor explained, “The Y-PLAN Handbook is a very useful and necessary tool for conducting lesson planning throughout the Y-PLAN process. It allows participants such as the adult allies or mentors who may have limited experience in urban planning, teaching, and/or processes similar to Y-PLAN to be able to plan lessons, engage youth, and implement the work more effectively...The discussion in the beginning of the handbook on the history and background, theory of change, conceptual framework, and case study ground Y-PLAN as an important educational tool and provide further assistance to partners who may be unfamiliar with this work, to better understand the purpose, rationale, and implementation of Y-PLAN.”

A.15 | School based model: The Richmond case study illustrates benefits of the school based model include a) consistent student participation and transportation; b) opportunity to explicitly link the project to career and college readiness; c) participation of students who may not otherwise engage; d) establishing a relationship between the school and city. As the teaching partner explained, he appreciated that the project was connected to a mandatory class, because it did not just involve the “superstar” students; it involved everyone. In addition, through the Y-PLAN, the City of Richmond has developed a strong and mutually beneficial relationship with the West Contra School District. The planning department uses school facilities as a site for community planning meetings. A Richmond city planner explained that conducting community outreach in the schools provides an effective strategy to engage a larger cross-section of the community; “I think it’s the broader spectrum of the community at the school...if you’re focusing at schools, the parents are also bringing the kids. So I think we definitely get the retired folks. Because they for some reason tend to be more involved. I think we’re still missing the teenagers. Y-PLAN helps fill that gap...I think we’ve been doing so much better by doing outreach at the schools, and we have a really great partnership with the school district in that they’ve made the schools accessible to us.”

A.16 | Urban Design Tour: The urban design tour provided students with spatial context, inspiration, and critical perspective of place-based inequality. It was a critical turning point where students could see a tangible application of concepts they had been discussing, and gain inspiration for their plans. As one mentor reflected, “I believe that the urban design tour has been the most influential portion of the project from the student perspective. The urban design tour gave students the opportunity to observe some of the ideas that they came up with in practice. In my opinion, the practical application of these ideas has become critical to student engagement and understanding.” In addition, the Urban Design tour provided the students with inspiration and critical awareness of inequalities that informed their final proposals. As one group explained at the final presentation; “When asked what favorite part of the urban design tour was, many said the farmer’s market. Many tried new foods that they probably never would have tried before if they had not been exposed to this type of environment. In all honesty, many people in Richmond aren’t exposed to this type of environment. We want everyone in Richmond to get the opportunity along with all the benefits the farmer’s market can bring.”

A.17 | Intergenerational collaboration and reciprocal learning: The teaching partner, students, city staff, and UC Berkeley mentors all discussed the way the Y-PLAN transformed the way they perceive issues in their community, their ability to affect change, and their future practice. Students articulated a new interest in participating in community issues and change; UC Berkeley mentors described the way this experience will inform their future practice, as one graduate student wrote in her reflection; “thinking about my future as a planner, is how important it is to involve the insight of youth... As a designer continuing my profession, I will definitely ask young people for new ideas.” In addition, the teaching partner articulated a paradigm shift around planning; “The Richmond Health Element was a big piece for use that made the connection to the health academy itself. When I first read it, it was an ‘ah hah’ moment for me. When I realized personal health and the health of the community are an extension of each other and that the community that promotes good

health is going to be a community where people really want to live and work for the future.” Mentor reflections also articulated they learned skills such as public speaking, gained a new respect for teaching, and a deepened respect for schools and collaborative and participatory planning that involves those affected by plans everyone learns from each other.

A.18 | Created culture where students could step outside their comfort zones: UC Berkeley mentors worked hard to establish a sense of community and safe learning environment where students felt comfortable taking risks and getting out of their comfort zone. Although it was difficult to overcome initial skepticism, mentors eventually built trust with students. As one Richmond High School student described, “When they first came, I felt like, it was just like oh just another thing to help us pass the class. But as they began to go through everything and make us actually realize everything that’s wrong, I actually became interested in it and finding ways to help improve our transportation system.” The mentors were eventually successful in creating an open community where students felt comfortable taking risks and exerting agency over their own learning; “like, you guys don’t have a wrong answer, that was cool...they actually make us feel like ‘oh if you feel confused, don’t be scared to raise your hand, or be like ‘hey I don’t know what’s going on.’”

A.19 | Students exercised critical thinking & identified issues of social justice: Students revealed an acute perception of critical issues facing their communities and did not shy away from issues of equity and social justice in their final presentations. Recommendations addressed issues of citizenship status, violence, place-based inequality, and health disparities. Their innovative proposals demonstrated evidence-based recommendations and a consideration of alternatives. Recommendations included offering internships regardless of citizenship status, safer transportation, infrastructure to encourage active transportation and recreation, and greater access to local, fresh food. As students reported in their presentation, “Richmond has the highest proportion of deaths from diabetes, higher proportion of children requiring hospitalization due to asthma, and the second highest number of hospitalizations for mental health disorders and substance abuse. Obesity is actually affecting the community of color such as African Americans and Latinos. Hopefully this proposal will bring the communities together and maintain active people... We want internships to be offered to high school students so that they can become more educated and get job experience and improve their resume. But some people are not eligible to participate in internships due to residency and because they don’t have a Social Security Number. But at this campus we want everyone to be eligible for this experience. Instead of paying, we can give class credit and we can also include job shadowing. We want to keep in mind that the most important part is not the money or the class credit, but the opportunity to work on things that would help in our future.”

A.20 | Students increased sense of civic efficacy & advocated based on group identity: The Y-PLAN experience increased student’s sense of civic efficacy, or the belief they can make a difference and influence others. Despite initial doubt and skepticism, by the final presentations, students spoke with a sense of agency, advocating for change based on their unique perspective as young people with a stake in the future of their community. As students told me mid-way through the project, they did not think their proposals would really be heard, “maybe not now as a high school student because they’re going to be like ‘yeah yeah, like, you’re just a kid.’” However, at the final presentation, a student spoke on behalf of his class; “We are presenting, because as Richmond’s youth, we should have a say in this important issue. Since we are affected by the problem, we believe we should be part of the solution. We need to have more access to the people who are actually making the changes here, which is why we think that this is such a great opportunity for us. We want to get involved in the changes, and be able to stay involved as change goes on to help improve our city.”

A.21 | The final presentation: At the final presentation at Richmond City Hall, CC&S staff took a “back-seat,” while students and community members took ownership of the presentation, providing Spanish language translation and opportunity for public input. Every student had a role; students presented to their peers, family members, and a panel of community stakeholders with power over the project. The panel consisted of

stakeholders with real decision-making power; Bill Lindsay – Richmond City Manager; Lina Velasco – Senior Planner; Julie Sinai – Director, Local Govt & Community Relations, UC Berkeley’s Chancellor’s Office; Kibby Kleinman – VP, RHS; and Sofia Vazquez – RHS Alumna & UCB undergraduate. Two groups of students presented proposals for each project question, followed by questions from the panel and public. The panel validated student’s insights – not with blind acceptance, but with authentic and realistic feedback and questions. The event culminated with recognition of each individual student, and the presentation of certificates by UC Berkeley mentors. Students engaged in thoughtful dialogue with the panel. As one student explained, when asked if they had considered “next steps;” “That’s actually a really good question because this is our next step, actually right now. That’s why we’re addressing the public. This is our fourth step on our road map. We’re going public, this idea, this huge idea that we’ve been working on this whole semester, this is coming into effect right now...If we could reach through the panel, that will be our next step, because we won’t be able to have a next step without them. Hopefully everything that we say, and all the answers to your questions, hopefully we’ll make that happen.”

Appendix B: Challenges

Detroit

B.1 | Establishing community and trust between students

In addition, establishing a culture of trust and community between students was challenging because the young people were from a cross section of DHC housing sites and did not know each other. As a representative from DHC remembered, at their first meeting, “they were arguing because you know, some were from different communities, you know, ‘why are you here? you’re from blankety blank community, you live in such and such, you know, the outside environment came in very very quickly.” Additional responsibilities and stresses many low-income urban youth of color must navigate outside of school made coordinating schedules, transportation, and consistent participation a challenge. As the DHC partner explained, “...it’s public housing. So it’s your almost shy of homelessness, your lowest economic threshold...You have youth that are usually taking care of their households, multiple siblings, not attending school regularly, and again, not always the case, but it is a general standard.” Torrey Henry, VAC operations manager reiterated the challenges coordinating outside of the school day; “You’re dealing with those inner city youth who don’t have vehicles or maybe a parent who may not be able to get them to a Y-PLAN on a Saturday.”

B.2 | Establishing trust & negotiating “insider-outsider” status: CC&S staff represented outsiders, due to intersecting issues of race, class, power, privilege, and basic geography. As a representative from DHC recounted student’s initial skepticism; “...quite honestly, when (CC&S staff) walked in the room, these kids were like “whatever” ... you know, it wasn’t a racial thing, but you look like some ‘crunchy, you know, Birkenstock wearing,’ ... but these kids never saw anything like that and all they saw was another adult, ‘who are you?’ (CC&S staff) were all enthusiastic...But the kids were not following that lead. Had Ron not been in the room, or the Wayne State VAC facilitators not been in the room, I think it would have been a harder sell...So I just think you need to know your audience. And not to say that (CC&S staff) needed to be a black woman or a black man, it’s just you have to get on their level. You have to. And (CC&S staff) did, but had help.” CC&S staff from UC Berkeley facilitated the three-day retreat and project launch, a huge success – recognizing their position as outsiders and the need to partner with an organization with established trust in the community.

B.3 | Mentors new to the field of planning: The WSU/VAC mentors had established trust in the community, but did not have experience in planning. CC&S provided initial training and ongoing support, but they were learning along with the students and at times felt like they could have been better equipped to explain some planning concepts. As one mentor explained, “a lot of times...you’re still learning as a facilitator. Although we introduce them to urban planning...I didn’t even know. I think more so it’s sometimes teaching the facilitator as well as the youth - the more the facilitator knows, the better he can come off to the youth.” Another mentor explained, “lot of things, I found myself, and Ron probably did too, as well as Torrey, explaining a

whole lot that we felt like if we just had the right materials, you know, the kids could have gotten it a lot faster...we could have been better equipped.” Another participant mentioned the need for more “student friendly” resources that were on the appropriate academic level, culturally relevant, and incorporated student-friendly language and examples. As one stakeholder explained, “You cannot come in and give a one-fits-all program and not understand your audience. And I think that was what was one of the major things that was lacking...they could have had language pertaining, or that speaks to young people, I mean, just like if you were working with any ethnic group, you would make sure it was competent, the language was toward them.”

B.4 | Consistency

The Detroit Y-PLAN was not school-based, presenting some challenges that may lend support for the school-based model of youth participation in low-income communities. Detroit stakeholders from VAC and DHC said it was easier to run the Y-PLAN as a community based program because “trying to partner with schools, to be in schools, would be a fight and another project altogether” given the politics and turmoil within DPS, and the lack of connection with DHC. However, the non-school based model presented challenges to a) engaging students who may not normally participate; b) establishing trust and community with a diverse group of students; c) logistics: consistency and transportation; and d) scaffolding college-readiness skills. VAC mentors grappled with both pros and cons that the school-based model would offer; “So I do think that the VAC program is filling a void, you know, but it’s still only offering it to a limited group of people, whereas if it was in the public schools, it could reach more youth in the city of Detroit.” A representative from DHC reiterated the difficulty of expanding participation beyond the same group that “always” participates. As she explained, “You have...the same 100 youth and parents that engage in all activities all the time.”

B.5 | Client investment & bureaucratic turnover Bureaucratic turnover and maintaining client investment presented two major challenges to the Detroit Y-PLAN. Both the Emerald Springs and the Woodward Corridor project ran into difficulty due to bureaucratic change. Although the director of DHC pledged his support to implement the student’s idea for an animal shelter, his resignation halted the implementation. As the DHC partner explained, “they wanted to build an animal shelter, and that was perfectly feasible for our executive director. We had the space, we owned the land, we had some funding, there were some partners that were willing toward the back end of that, but our executive director left. So, unfortunately, as many things happen when administration leaves, and then so do all of the plans that went with it. So it really stayed in the idea form. It never went past an idea.” In addition, it is unclear whether DHC was invested in the Y-PLAN as a way to truly gain youth perspective an insight, or for youth development. WSU/VAC has continued to implement what they call a “satellite version” of the Y-PLAN as a vehicle to advance career and college readiness in its summer camps, however, funding did not continue after the Woodward Corridor project, and DHC is no longer a client. Without a real “client,” there is not an authentic project question, and it is questionable whether this can truly be considered an extension of the Y-PLAN.

B.6 | Defining “success” and managing expectations of multiple stakeholders: VAC mentors, parents, and DHC representatives mentioned “college and career” readiness as the main goal of the Y-PLAN, yet there were differing opinions around a) the definition career and college readiness, and b) whether this objective was achieved. None of the Detroit stakeholders mentioned community or professional outcomes as a priority. VAC mentors and parents all raved about student growth and transformation; “The growth is just amazing, you know, to see a person who started out stuttering, afraid to talk in front of people. Now you see them, taking charge, running the show...they are that person now, you can see the growth. If they can do this, they can do anything.” However, the DHC representative had a very different assessment, describing the Y-PLAN as a “fail” in the area of career and college readiness. She witnessed “no difference” between the student’s initial presentations at the retreat, and the presentations at City Hall; “There was no change where I felt like, that was, they were able to come away with something.”

Richmond

B.7 | Establishing trust & overcoming student skepticism: Student interviews and mentor reflections indicate students were initially skeptical around the intentions of UC Berkeley mentors and the legitimacy of their role in the project. As outsiders, it was difficult for mentors to build trust in only one-hour a week; as one Richmond High student expressed, “I mean, at first, I felt like, it’s just like we’re their grade, you know, like since they’re coming from University and stuff, like ‘oh we’re just part of their grade’ but I feel like we’ll feel better about it once we start to see some type of improvement.” One mentor described student’s skepticism around the legitimacy of their participation; “They are skeptical that it is only serving the government and the university, and that the Y-PLAN is a sort of false hope.”

B.8 | Negotiating “insider-outsider” status: Occupying a relative status of power and privilege associated with UC Berkeley, mentors were initially regarded as “outsiders.” Negotiating issues of power and privilege can create a challenge for UC Berkeley mentors or other adult allies who find it difficult to relate to students from very different backgrounds and life-experiences. As one UC Berkeley mentor described, “I still have not figured out how relate well to the students. I am unsure of how to address my privilege as a well-off, educated Berkeley student, or if it is even necessary to do that. I cannot help but feel that it is, since I can’t pretend to understand where my students are coming from. I know that one of our panelists on race said that teachers are always, on some level, outsiders to students. I also know that building a relationship is difficult when we only meet with them one hour a week—at this point I still only have about half their names memorized. What I don’t know is how much we can achieve with the students when these obstacles exist.”

B.9 | School logistics & teacher-mentor collaboration: Primary challenges of the school-based model include a) scheduling; b) varying levels of student investment; c) collaborative planning to support curriculum goals; and d) establishing the mentor role in the classroom. In addition, if the project is in connection with a core-class and not an elective, it takes away the element of choice that is a feature of authentic participation (Hart 1997). The school schedule can place constraints on the Y-PLAN; many mentors felt the 60-minute class period did not allow adequate time for collaborative and action-based Y-PLAN activities, and it is difficult to build relationships with students in only one semester. Conflicting schedules posed a challenge to collaborative planning between the four mentor groups and the teaching partner. UC Berkeley mentor groups split days in the classroom, so the second group had difficulty planning until they knew what the first group had accomplished. In addition, mentors also expressed concern over whether the Y-PLAN was supporting curriculum goals; “A key challenge is how to connect the project the students are working on with what they are supposed to be learning in their Econ class...what about the CA standards for Econ relates to this project? Mr. I interjects here and there how it can relate to their class, but I do believe it is possible to work more with him on how to connect his own lesson plan with ours and vice versa. One way to do this is when we send our lesson plan; he can also share with us how he hopes a certain activity will tie in with the class subject.” Last, negotiating mentor’s role in the classroom was a challenge. For many mentors, the Y-PLAN was their first experience in a classroom and they expressed concern over classroom management; “Classroom management and student engagement were up and down this week. (I am still unclear about who should be responsible for managing the classroom...Us? Mr. I? Both?)”

B.10 | Long-term project & student motivation: This challenge stemmed from three main factors 1) the long-term nature of the project; 2) skepticism around the legitimacy of their input; and 3) student’s lack of clarity around their role and purpose in the project. Mentor reflections throughout the semester underscored the ups and downs with student motivation, and their desire see tangible evidence of their efforts; “I think kids are itching to actually start designing something, rather than talking about the project as we have been for the past few sessions.” Most planning projects take a long time, and The LBNL Richmond Bay campus is no exception; it is a 40-year plan. As a Richmond planner explained, “sometimes it’s a challenge for the students to give the input one year and then nothing really happens for five years. That in itself can be demoralizing, I

think, but, people are also starting to understand that change takes time, the changes aren't going to happen overnight, and how the input gets rolled into projects so students understand that their engagement and input is meaningful." In addition, it was difficult for some students to envision hypotheticals; "At first, we were like 'how do we know what it's going to look like if it's not there?" Another student wondered if all the work was going to be taken seriously; "You feel like you're doing so much, but it's not actually as much you think you're doing...like we're putting all this time and effort to write everything down, and say oh 'we could do this, we could do that,' it doesn't feel like we're really doing as much as we are. I mean, it's going to pay off when we go to city hall, but we don't know if they'll be like 'oh yeah, we'll fix this' or 'oh no, you're just a bunch of teenagers.'"

B.11 | Clarifying project question and messaging student's role: Mid-way through the project, UC Berkeley mentors still struggled to clarify the project question and student's role; "I did not think today went very well. Students had a lot of questions about the project that the other mentors and I had trouble answering. The students left the class more confused about what their role in the project was--some of them seemed to feel frustrated that no one could explain it clearly. I realized I wasn't completely sure of what the students' role in the project was either, which isn't good..." Confusion on behalf of the mentors transferred into frustration on behalf of students. When I spoke with students at the end of March, they articulated a basic understanding of the topic, but seemed to lack a 'bigger picture' understanding of how the project connected to Richmond's Health Element in the larger comprehensive plan or planning goals. In addition, students did not seem to fully understand who the "client" was, or what the final presentations would entail. When asked if they had a client, students replied: "Not really, I mean, me I'm guessing it's just for ourselves because, like, I don't take bus at all, because I don't know where it's going to take me or the bus schedules at all... I don't think there's a certain city or something." This challenge revealed the importance of establishing consistent messaging among facilitators, as even the slightest discrepancy around the project and student's role can cause confusion for students.

B.12 | Answering "what's next?" - keeping students connected and involved after the project: Many students emphasized their desire to stay involved beyond the completion of the semester and final presentation, but answering the question of "what's next?" remains a challenge. As a city planner explained, "I think we need to do a better job between CC&S, the schools, the city, and I would tell that to any person interested in doing Y-PLAN – what's next? Not just to think about that year, or that semester, but how can we better support these youth in wanting to have internships in the city...Finding a sustainable way to keep students involved and updated who may not participate in the internship remains a priority, but a challenge."

Appendix C: "Triple Bottom Line"

C.1 | Student: Findings suggest students increased their sense of civic efficacy, developed critical awareness of place-based inequality, and developed social capital. Although it can be inferred that students did exercise career and college readiness skills throughout the process, and many students have plans to go to college, there is a lack of any long-term data beyond anecdotal evidence to actually measure student growth in this area. Speaking with Richmond students, I found their skepticism dissipated between March and the final project in May when they realized decision makers actually cared about what they had to say. This speaks to the importance of the final presentation to stakeholders. For many students in Detroit and Richmond, the site visit and the urban design tour took many students outside of their communities for the first time where they could see differences in opportunity that they had never seen before. This was reflected in final presentations where students supported recommendations with comparisons between the quality of transportation, active opportunities, and access to healthy food in Richmond and San Francisco, or Detroit and the surrounding suburbs. Recommendations also addressed critical issues such as citizenship status, health disparities, food deserts, crime and violence. The long-term impacts of student participation should be tracked to see if there is a link between the Y-PLAN and college success, and civic engagement in adulthood.

C.2 | Professional: Research in Richmond suggests that professionals learn and benefit from their experience with the Y-PLAN. There is also an indication that the Y-PLAN may influence the future practice UC Berkeley mentors to proactively engage the insights of urban youth and their families. In their reflections, UC Berkeley mentors said they exercised new skills, such as public speaking, and found new ways to think about planning as they had to break down planning concepts to students. In addition, many experienced a paradigm shift around the idea of public participation. They expressed an appreciation for youth insight, and the value of public schools as a way to approach community engagement and development. In addition, exposing low-income urban youth of to the field of urban planning could have benefits for the profession as a whole as it exposes low-income urban youth to a potential career that is in need of diversification.

C.3 | Community: Findings indicate communities may benefit from young people's participation in a variety of ways. Students provide critical insights and recommendations that may contribute to better plans and decision making; young people's participation generates participation and interest on behalf of family members who may not otherwise engage; schools and community institutions build reciprocal and mutually beneficial relationships; young people increase civic efficacy and investment in their communities, and trust and accountability may be established between young people, their parents, and civic institutions. The Y-PLAN's triple bottom line states that communities benefit from youth participation because their insights generate better policies and plans. While this is important, I found the major benefits communities receive from involving young people and schools may be the secondary effects that come from the process of collaborative participation. An assessment of community impacts should not be confined to whether or not student input is incorporated into proposals. This misses the larger point, as even in traditional civic processes, not all proposals or ideas become a reality. Genuine participation is not based on whether ideas are actually implemented, but whether the process has integrity and they ideas have the *potential* to be implemented. The importance of young people's impact on plans may be relatively minor compared to the benefits the community derives from an increased sense of civic efficacy, and long-term participation. An assessment of community impacts should move to consider the authenticity and quality of the participation process, and the effects of this participation on young people's educational attainment, workforce preparedness, sense of civic efficacy, and future participation.

Appendix D: Model - schools as unique catalysts for public engagement

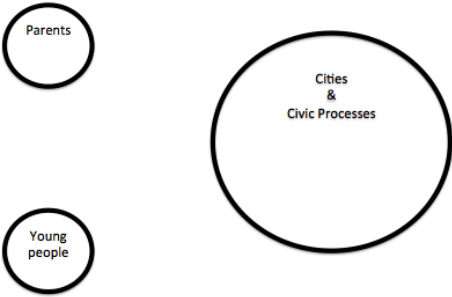


Figure 1: low-income urban youth and their parents are marginalized from civic processes.

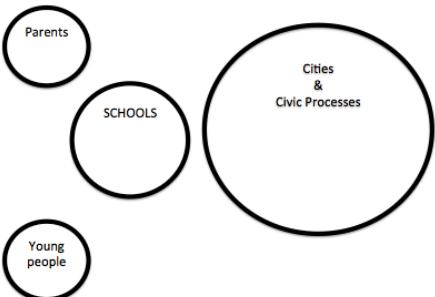


Figure 2: Schools are literally intermediary institutions.

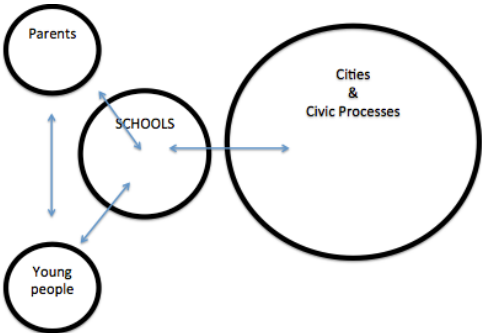


Figure 3: That planners should consider as a strategy and venue for diverse community engagement, particularly in low-income urban ...

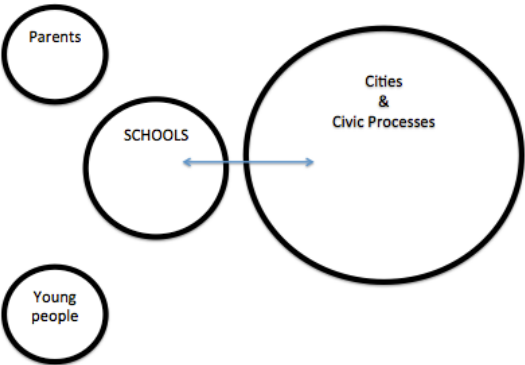


Figure 4: Young people and their parents are involved in schools who may not be active in formal civic processes

Appendix E: Youth participation as a catalyst for parent participation

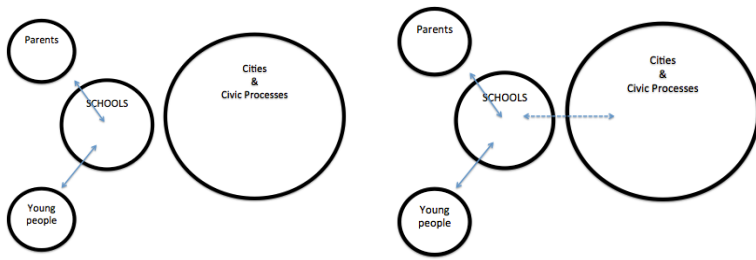


Figure 1: Young people are active in schools that may not otherwise be active in city processes.

Figure 2: As cities involve young people through schools

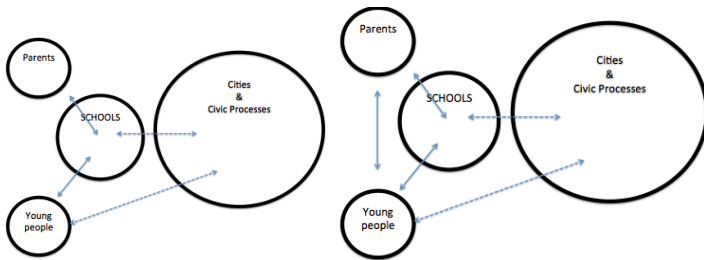


Figure 3: cities build trust with young people

Figure 4: Parents see evidence of young people’s authentic participation

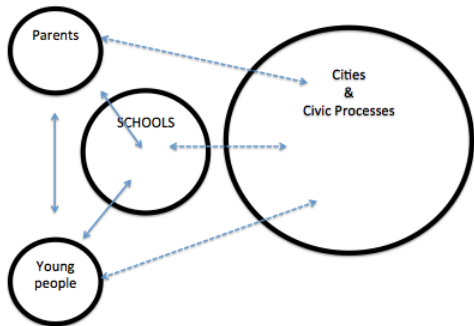


Figure 5: Parents may get involved or establish trust by virtue of their children’s participation or out of an interest for the project itself.

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