

# Preparing Tomorrow's Leaders Today

A Guide to Creating Youth Councils



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## Introduction: Why Start a Youth Council?

*“Every school and city in the United States should have a program that fosters communication, collaboration and trust between the students and local leaders of that community.” (Dunwoody, GA)*

Youth councils operate [across the country](#) at all levels of government. At the local level, their main task is to act as a bridge between youth and local officials. In essence, youth councils strengthen civic engagement and help to prepare the next generation of publicly minded leaders. This guide identifies main issues, best practices and questions that are important when starting, organizing, maintaining and institutionalizing a youth council as a part of your local government and community.

There are many benefits for cities using effective approaches to youth participation, such as

- Increased youth involvement and engagement
- Budget savings and revenue generation
- Enhanced support for city initiatives
- Improved policies and programs for youth
- Strengthened image as a youth-friendly and inclusive community

Young people also benefit from youth councils in many ways:

- Increased self-esteem
- Development of leadership and other soft skills
- Better understanding of local policies and governance
- Personal contributions to the community through service
- Increased awareness of opportunities in the local community and beyond

Young residents are an asset to local governments – they can raise genuine concerns about their education, health and safety, or environmental sustainability, and offer both desirable and feasible solutions to policy challenges. Cities that engage their youth are consistently listed among the top places for young people to live. This, in turn, make cities attractive places for businesses. Young adults want to reside in a community that acknowledged their value when they were children and adolescents.

Throughout Georgia, city leaders are recognizing younger residents as a resource for community problem-solving and positive change. In these cities, youth councils are working with elected officials and other leaders to tackle important policy issues and discovering that their voice matters in decision-making processes that affect them in their daily lives.

Youth councils may engage with local governments and communities in multiple ways:

- Introduce new issues to the agenda
- Provide input in decision-making
- Draft and recommend new policies
- Raise awareness of local government among their peers
- Assess existing youth programs and services

- Actively participate in campaigns aimed to improve wellbeing among youth and other residents across the community

These are just a few examples of how youth councils may operate. Overall, it is important that each city forms a youth council that is relevant to the local context and takes into consideration specific needs, concerns and strengths of the community.

Reflecting this emphasis on local solutions for local issues, youth councils in Georgia differ greatly. The youngest youth council in Georgia is in Tybee Island. The students in this program focus on learning civics and what local government is all about. Most youth councils consist of high school students, but their range of activities varies. In Cumming, for example, the youth council makes recommendations on how to strengthen or expand existing services. One key function of Dublin's youth council is to assist the mayor, the city council and staff in decision-making, problem solving, and accomplishing community goals. The Eatonton youth council operates as an advisory body to the city council in youth-related matters, and they are expected to hold forums on problems, activities and concerns of youth while also promoting healthy, safe and fun activities for their peers.

But how do you establish a youth council? How are participants selected? How are these councils funded, structured and coordinated? What kinds of documents are needed? GMA produced this guide to provide answers to these and many other practical questions.

Following this Introduction, the guide focuses on key areas of planning and implementing a youth council by outlining specific steps you would need to consider. The third part of the guide offers you a directory of existing youth councils in cities across Georgia, including information on their design, by-laws and other important documents. These examples are compiled as sample documents and will help you decide which kind of youth council would work best for your city.

This online version of GMA's Youth Council Guide is the result of a collaborative effort among GMA staff including Janice Eidson, Director of Conferences & Management Services; Kay Love, Managing Director, Georgia City Solutions; Brian Wallace, Director of Strategic Initiatives; Artiffany Stanley, Member Services Consultant; and Holger Loewendorf, Research Manager. Additionally, we thank Ilkka Kauppinen, MPA student at the University of Georgia, for his help in drafting and editing this publication.

## How to Start a Youth Council?

There is no standardized model for how to create a youth council. Cities have different agendas, and establishing a youth council may translate into distinctive areas of interest and activities for each city. The key to success is to integrate the unique assets of your city with existing knowledge, such as the best practices and critical elements of effective youth councils compiled in this guide. Also keep in mind that a youth council should be an inspirational opportunity for youth, not a necessity that adults have determined. For this reason, it is important to involve youth in all phases of designing and starting a youth council.

Overall, cities should pay attention to four types of issues when designing and facilitating a youth council's longevity and sustainability:

1. *Setting.* Advance a youth-friendly community that welcomes young people and recognizes the importance of their voices in planning, public policy, and decision-making.
2. *Structure.* Enhance and maintain conditions that support the interests of both the local government and the youth.
3. *Strategy.* Design a sufficiently flexible strategy that allows your community to initiate a variety of activities and provides young people meaningful ways to engage with local government.
4. *Support.* Create a sustainable network of supportive and passionate adult allies within and outside the local government to maintain and increase young people's opportunities to get involved and have a real impact.

Advancing these main issues requires attention to multiple types of practical questions, which are identified in this guide – from the planning phase to recruitment, training, meetings, activities, long-term sustainability, and evaluation.

## Lay the Key Building Blocks

**The guiding principle for these initial steps is to develop a youth council that is relevant to the local context. You can start with a simple question: what kinds of problems can we address by creating a youth council in our city? It is important to have sufficient time for planning these initial steps. During this process, you may also need to be prepared to encounter and address anti-youth attitudes from some of your constituents.**

### A) Foundation and Networking:

- Deciding to Get Started
  - o Create a small, motivated and diverse group of stakeholders that includes both youth and adults. The key tasks of this stakeholder group are to identify and assess the current youth engagement efforts in your community and to take first steps towards starting the youth council.
  - o Are we ready to start our own youth council?
  - o Are local leaders interested in starting, promoting and supporting a youth council?

- Do we already have some youth engagement activities?
- What can we learn from other cities?
- What are the most effective ways to advance representative youth engagement in our community?
- Who or which actors should have a key role in the implementation?
- Why and how?
  - Discuss the main reasons to start a youth council in your community.
  - Discuss practicalities such as the council size and standards to ensure diversity and representativeness.
  - Consider what kind of characteristics you are looking for in youth council members (e.g., creativity, reliability, dedication, public service, passion) without excluding “non-typical” or inexperienced members of youth.
  - Create a preliminary plan for what you want to achieve during the first year.
  - Prepare initial mission, values and goal statements together with youth.
    - For example, would your youth council be focused on advocating for youth or acting in an advisory role for the local government, and how do you balance these roles?
    - Also, to what extent will your youth council focus on youth development compared to influencing how the community provides space for youth and recognizes their role in decision-making or planning new policies?
  - Start to save documents that might be needed later when applying for grants or writing reports, and to keep track of your youth council's history and progress.
- Youth and the City
  - Identify committed leaders and staff members who have a passion for youth and willingness to let them lead, and who would be able to provide long-term sustainability
  - Find ways to integrate the youth council with the local government without relegating it to one department
    - This can be advanced by establishing a steering committee or advisory board with members from multiple departments
  - Recruit youth council facilitator
    - Key requirements include skills and expertise with both young people and the policy process
      - The key is to find a person who can contribute to both youth and policy development
      - Alternatively, find ways to bring in additional expertise
- Connect with other community leaders and organizations
  - Consider administering a youth needs assessment in your community
  - Contact local schools to learn more about the issues and concerns that local youth face
  - Local businesses and non-profits might be important sources of knowledge, insights and suggestions
  - Start to create and maintain a list of important partners
- Make It Official

- Adopt a resolution to establish a youth council. This should include the following information:
  - Membership composition
  - Selection process
  - Length of terms
  - Members' responsibilities
  - Where the council is placed in the government
  - Organizational and leadership structure
  - Meeting requirements and procedures
  - How the council will be funded and whether sponsorships and fundraising are allowed
- Other documentation
  - Application Form
  - By-Laws
  - Oath of Office
  - Code of Ethics and/or Conduct
  - Travel Policies and Liability Release Form
  - Georgia's Open Meeting Act
    - Enhancing openness is one of the cornerstones of building public trust of government. Be mindful of [Georgia's Open Meetings Act](#) when implementing a youth council and creating its operational culture.
  - One way to organize the documentation is to create and update a local youth council guide that gathers all the key documents. Your local youth council guide may also include background and other relevant information that facilitates a smooth and sustainable operation of the youth council.

## **B) Prepare your long-term financial plan**

- Design a budget: expenses and funds
  - Information and networking infrastructure:
    - Email and social media accounts
    - A youth council page on the local government's website
    - Printing costs
    - Creation of online videos
    - Contacting potential sponsors and donors
  - Personnel:
    - Can existing staff share the responsibilities or is a new part-time staff position or a stipend required?
  - Training
  - Transportation:
    - Possible traveling costs include participation in events and meetings held by the Georgia Municipal Association, the National League of Cities, and others
  - Meetings:
    - Meeting space, food, nametags, poster board and markers, and any other items such as trash bags
  - Youth compensation for community work:

- This could be monetary or non-monetary. The latter may include options such as educational credit hours, community service hours, letters of recommendation, college essay/resume/scholarship application coaching, etc.
- Research:
  - Community input, surveys, evaluation
- Implementation:
  - Events, projects and activities
- Determine funding sources:
  - Local government budget?
  - Would donations and sponsorships be allowed?
  - Options for local grants and fundraising?

## Build an Inclusive Team

**The main idea behind this step is to align the mission, structure, and activities of the youth council. It is important to aim for membership that is representative of the youth in the city while creating a diverse team. There is plenty of research to suggest that diverse organizations are more innovative and effective problem-solvers than homogenous groups. Thus, consider expanding recruitment beyond “insider” networks.**

### A) Membership

- Age group
  - Middle and/or high school students
  - It can be challenging to try to include both 11-year-olds and 18-year-olds in the same youth council
- Representation
  - Number of students from each middle and/or high school?
  - Public, charter, private, and home schools?
  - Members of local youth organizations?
  - Representatives from different neighborhoods?
  - Balance between urban, suburban and rural areas?
- Diversity
  - Keep in mind that diversity has many dimensions, including (but not limited to) race/ethnicity, gender, cultural background, and socio-economics
  - Youth in foster care, teen parents, ability/disability and immigrant youth
  - Youths with varying interests and activities
  - Allow students to apply, or let principals or guidance counselors appoint their representatives?
  - Consider minimum grade point averages and/or maximum unexcused school absences in your policy, but look beyond the “best students” and existing student leaders
- Length of term
  - Take into consideration that some projects may take between 1-2 years to accomplish:
    - 1<sup>st</sup> year: planning
    - 2<sup>nd</sup> year: implementation
- Size

- Be mindful of how many members your youth council should include to keep its size manageable
- Align size with the goals to avoid overwhelming members
- Find a balance between size, representation, and diversity

## **B) Recruitment**

- Allocate sufficient time for designing and implementing the recruitment process.
  - Organize recruitment so that all key expectations are clearly stated, including the amount of time and level of involvement that students are expected to commit
    - For example, how often will the youth council meet, and how much time are projects expected to take?
- Design an inviting recruitment strategy for potential candidates
  - State the benefits of participating
  - Initial mission, values and goals
  - Responsibilities
  - Deadline for applications
  - Consider a promotional video
- Design a similar strategy for adults (including school and community leaders as well as parents)
  - Advertise benefits for youth:
    - Increased academic competencies and self-esteem
    - Recognition among peers
    - Improved understanding of opportunities in and outside one's community,
    - Transferable skills
    - School and community engagement
    - Leadership
    - Soft skills such as creativity, emotional intelligence, self- and community-advocacy, public service, and time management
  - Importance for schools:
    - Alignment with district and school goals
    - Graduation outcomes
    - Opportunities for community collaborations
  - Initial mission, values and goals
- Connect with diverse community leaders to make the recruitment process as inclusive as possible:
  - School guidance counselors
  - School principals
  - Religious leaders
  - Chamber of Commerce leaders
  - Community center leaders
  - YMCA, YWCA and 4-H club leaders
  - Leaders of Boys and Girls Clubs
  - Sports team leaders

- Recreation league volunteers
- Connect with parents
  - Write a letter and/or a social media post that introduces the youth council concept and describes its mission, values and goals, the application and selection process, and provides a contact information for further questions
- Connect with schools
  - Teachers - especially for civics, government, social studies and economics - might be important to consider when fine-tuning how to reach out to youth in effective ways
  - Ask school counselors to solicit applications
  - Request a meeting in which your contact person can discuss specifics with potential youth council candidates
  - Design posters and/or flyers for classrooms and other school spaces or offices
  - Post information on school websites
  - Discuss with schools which communication methods work best for them
  - Discuss with schools if they allow students to tie their participation in the youth council to school projects and initiatives
- Involve elected officials and staff
  - Have local government representatives attend relevant classes to talk about the youth council and local government
  - Consider morning school announcements or school assemblies to provide information on the recruitment process and the youth council in general
- Spread the word throughout the whole community
  - Create a news release or media event for local media
  - Use your local government website to inform people about the recruitment process
  - Design ways how community members and students can share information via social media platforms
    - Consider creating a hashtag for social media communications
  - Create a public event in which your contact person can share information and discuss specifics with the public and potential youth council candidates
- Applications
  - Consider whether you want to use online and/or paper applications: the chosen method should not jeopardize the diversity of your youth council
  - Items to include in the application:
    - personal information
    - information about the council including membership criteria, initial mission, values and goals,
    - expectations
    - initial plan for meetings
    - any possible interview dates and locations
    - instructions on how to submit the application
  - Consider using a spreadsheet to collect applicant information
  - Discuss whether you want to use [teacher recommendations](#) or recommendations from other professionals

- Selection:
  - Decide who will serve on the selection committee. Would it also include youth?
  - Will there be an interview? If so, plan in advance:
    - how much time is required for each interview
    - how they are structured
    - who the interviewers are
    - how the interviewees are evaluated
    - how the results are communicated
  - While it is likely necessary to have adult interviewers in the first year, consider using youth interviewers in subsequent years.
  - What are the criteria if you have more applicants than can be included?

## **Build Youth Capacity and Design Well-Structured Meetings**

**Planning with a purpose is important before the first youth council meetings since participants are unlikely to be familiar with official meetings prior to their youth council membership. This helps meetings to run smoothly and cover the agenda. In the beginning, adult leaders play an important role by helping youth acquire the necessary leadership skills and understanding of how to hold successful meetings and organize effective projects in later phases. Before the first meeting, you may consider appointing and training a youth facilitator whose key responsibility is to make sure that meetings are well-prepared and conducted as needed.**

### **A) Practical considerations for a youth facilitator**

- Teambuilding
  - Organize a teambuilding event, such as a two-day orientation, before the first official meeting so that members get to know each other
    - Consider having a mayor or a councilmember/commissioner speak to convey the importance and value of the youth council.
- Training
  - Other cities' experiences indicate that providing orientation and training is an important preliminary step for the smooth operation of youth councils
  - If the local government's resources are limited, explore collaborative ways to provide training through universities, schools, community groups, foundations or non-profits.
  - Skill building is an effective strategy as the youth council members start to work on policy issues, work with policy makers and navigate the policy process
  - Keep the big (long-term) picture in mind: training is an opportunity to prepare members for community engagement and work in local government
- Prepare for the first meetings
  - Make sure food, paper and other necessities are available
  - Find an adequate meeting space with access to internet and audiovisual equipment, if necessary

- Identify transportation needs if reliable transportation is a challenge due to distances or other obstacles:
  - Access to bus route
  - A van pick-up
  - Coordination of transportation among parents
- Consider how the meetings will be organized
  - Design a simple and comprehensive structure for the meetings
  - Know your own role in the meetings
- Remember the importance of fun
  - Hold the orientation, training or first meeting at an off-site location that helps to build a cohesive team through group activities

## **B) Get the basics right**

- First meeting
  - Consider an ice-breaker activity
  - Work together with youth on ground rules and work norms:
    - Create a respectful and safe environment for all to participate
    - Take turns in meetings
    - Cell phone use
    - Expectations for attendance
    - Length of the meetings
    - Commitments in line with available resources
    - Accountability to each other among youth council members
    - Introduce required roles and how officers are elected
    - Explain the role of an adult facilitator:
      - Not in charge
      - An equal partnership
  - Focus on mission, values and goals
  - If time allows, begin to discuss what the youth council members want to accomplish throughout the year
  - The first meeting may involve outgoing/past youth council members to provide guidance
- Swearing-in of youth council members
  - Can take place during the next city council or commission meeting
  - Meeting recognizes the status of the youth council (e.g., by establishing an official advisory board)
  - Youth council members are sworn in by local government officials
  - Discuss and plan swearing-in in the first meeting
- Second meeting
  - Focus on electing officers and starting to plan activities
  - Specifics include the meeting schedule (frequency/time/location) and whether there will be meetings in the summer or during other school holidays

- Identify what the youth council wants to accomplish
  - Events
  - Projects
  - Other activities
- Third meeting
  - Focus on creating youth council by-laws
  - Create a strategic/action plan
  - Any other issues, including identifying possible guest speakers for relevant local issues:
    - Examples can include a social worker and/or law enforcement officer to discuss teen alcohol and drug use, or an expert to address sustainable development or equity within a local community
- Clear and transparent communication
  - Maintain an online agenda and meeting minutes
  - Create action plan templates and documents to help facilitate meetings, keep track of projects, create progress reports and assign responsibilities
  - Discuss ways to communicate between meetings:
    - Consider providing members with official email accounts so that all communication is captured
    - Distribute all relevant information to members before each meeting
- Other considerations
  - Inclusive meetings
    - Encourage meetings where all are comfortable expressing their insights and opinions
    - Find ways to avoid group think and dominance of a few
  - Encouragement
    - Be explicit that the youth council members are welcome to address problems and propose solutions to any issues they identify in the community or how the youth council operates

## **Help Youth to Identify Meaningful Opportunities for Goal-Oriented Collective Action**

**It is critically important to create an environment that motivates the youth council members in their proactive advisory role. One crucial task is to enhance development opportunities to get involved in meaningful and effective activities. Adults can be valuable allies in these efforts by providing structural support or oversight while giving youth sufficient space to make self-guided decisions. Another important task is to tackle any potential frustrations that may arise due to the time it might take to move from planning to implementation by clearly explaining the expected timelines.**

### **A) Decision-making**

- Initial brainstorming
- Develop a [Work Planning checklist](#)

- Gather data
  - o [Identify needs](#) and the scale of the issue(s)
  - o [Youth-to-youth surveys](#)
  - o Youth-conducted interviews
  - o Existing data (see [GMA's data tools](#) for data on Georgia's cities)
  
- Use available resources
  - o Officials and staff
  - o School staff
  - o Students and youth in general
  - o Community members and families
  - o Local organizations
  
- Criteria and parameters for your goals
  - o Realistic
  - o Desirable
  - o Feasible
  - o Measurable
  - o Sustainability
  - o Timing
  - o Impact on community
  
- Project work cycle
  - o Collect data
  - o Develop and specify the idea
  - o Set goals and objectives
  - o Create an action plan
  - o Implementation plan
  - o Assess and monitor the impact and success of the projects
  
- Consider creating sub-committees
  - o As project ideas are discussed and decided, consider whether there is a need to establish sub-committees, each of which is focused on specific projects, events or activities.
  - o Potential sub-committees may be content-specific or based on activities such as social media or data collection
  - o Each sub-committee would ideally have an adult member
  - o Sub-committees would design their own strategies to successfully accomplish their tasks
  - o Each sub-committee would have its own online agenda and action plan which is regularly updated
  - o Allow changes in the membership of sub-committees
  - o Some sub-committees may be short-term, while others might continue their work during the whole project
  - o Match sub-committees and members' interests and skills.
  - o Keep in mind that some sub-committees may have specific training needs such as training for research and analytical skills

## B) Ways of Engagement

- Policy projects
  - Issues affecting youth now or in the future
  - Opportunity to conduct research and make recommendations that help the community
  - Might include informing, reviewing, or strengthening current policies and designing new policies
  
- Youth-generated and facilitated forums, panels or educational and advocacy campaigns are ways to advance policy projects
  - Potential topics of interest for youth:
    - Water conservation
    - School funding
    - Climate change
    - Recycling
    - School bullying
    - Access to extracurricular activities/hobbies
    - [Youth empowerment](#)
    - Literacy campaigns, which can be implemented as a [collaborative project](#) with non-profit(s)
    - Engagement in [participatory budgeting](#)
  
- Engagement and integration with the local government
  - Youth council members' participation in city council meetings, hearings and briefings
  - Elected officials and/or staff participation in youth council meetings
  - Tour city facilities to show students how the local government operates
  - Job shadowing with officials and staff
  - Pay attention to opportunities for informal interactions, such as lunches
  - Provide visibility for the youth council on your website and social media accounts. For example, the city of Sugar Hill posts [youth council meeting agendas](#) on the same website as other municipal departments and commissions.
  - Broadcast interviews conducted by youth on a local radio channel or online:
    - Interviewees may include local government officials and staff as well as representatives of non-profits or businesses
  - Produce and distribute year-end reports, including policy recommendations, to the local government and policy makers
  
- Networking opportunities and skill development
  - Events
  - Local, statewide or [national conferences](#)
  - Parties
  - Workshops focused on leadership, research, goal-setting and public speaking
  
- Community service projects
  - Environmental cleanups
  - Senior center volunteering
  - Drives for food, clothes, school supplies or holiday gifts
  - Volunteering at a food bank or shelter

- Tutoring or mentoring
- School-related activities
  - Youth council publications
  - Career days at local schools (e.g., "Careers in Local Government")
  - Civic-minded clubs and organizations in local schools
- Fundraising
  - Projects and/or charitable causes that are relevant for youth.
- Media visibility
  - Establish connections with local media outlets
  - Provide opportunities for youth to design and publish social media content which may relate directly to above opportunities, be independent of them, or relate to your youth council's formal activities
    - [Podcasts on issues relevant to youth](#)
    - Audiovisual reports on issues of public importance (such as the [2020 Census](#) or [domestic violence](#))
    - Live broadcasts of [youth council meetings](#), [graduation events](#), or youth council members introducing themselves to the [public](#)

## Solidify Commitment to Youth

**In the early phases, it is recommended to focus on securing the institutionalization and longevity of your youth council. This long-term perspective may have implications for how to distribute roles and responsibilities within the local government and what would be the best way to secure resources. The main goal is to create a sustainable youth council whose continued existence does not depend on one specific city official.**

### **A) Provide recognition and keep your youth council visible**

- Take your youth council's achievements and activities seriously
  - Gather feedback from youth council members
  - Update website and/or social media sites regularly by using short reports, videos and photos to document activities, progress and impact
  - Hold celebratory events once or twice a year
- Communicate with your youth council
  - Pay attention to the impact and achievements
    - Explain why their activities matter
    - Explain how they are making a difference
- Share achievements and successes with the broader community
  - Keep schools and community leaders updated about your youth council
  - Design ways how a youth council can present its work to the local government, board of education, and other organizations and institutions

- Stay connected with the media
  - Press conferences and releases
  - Letters to newspaper editors
- Consider other information sharing methods:
  - District newsletters or websites
  - Morning announcements
  - School letters to families

## B) Sustainability

- Integration with the local government
  - Consider options such as formalizing the youth council in legislation, requiring that the youth council will continue to operate regardless of changes in administration
- Be aware of transitions
  - Prepare for changes in officials and staff:
    - Have a transition/succession plan that transfers responsibilities and information to a new official or staff member to guarantee continuity during the school year and year-to-year
      - For example, include tasks and responsibilities related to your youth council in local government job/position descriptions
    - Provide a comprehensive online platform as a repository for communications, information for projects, and history of the council
      - This will help to build a sustainable framework for your youth council as an institutionalized part of the community
  - Prepare for changes in youth council membership:
    - For example, if you have high school-based youth council, be sure to include both juniors and seniors
- Integration with academics
  - Consider possibilities to treat a youth council as a credit-earning course
  - Consider ways to allow students time for youth council activities by modifying the master schedule

## Evaluate Your Progress

Once you have started your youth council, we recommend that you evaluate how well your program is operating as a way to further strengthen it. Evaluations can be conducted in different ways, such as collecting [feedback from members](#). Evaluations may also help your city to design a [Youth Master Plan](#) as a next step on the path to integrate the youth council in the local community.

- Illustrative questions to consider:
  - What kinds of quantitative and qualitative metrics are needed for evaluation?
  - What have been successful elements of the implementation?
  - What has made these successes possible?

- How can we improve the youth council and how it is organized?
- How has the youth council impacted the community?
- How to conduct the evaluation:
  - GMA offers graduate students opportunities to participate in the [Local Government Practicum](#). This free service is available to every city in Georgia and offers you an easily accessible way to have your youth council evaluated.

### **Additional Youth Council Resources and Toolkits**

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