MEASURING YOUTH ENGAGEMENT IN POLICY PROCESSES: BRINGING A FOOD SYSTEMS FOCUS



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SUMMARY

While there is a growing recognition of the importance of youth engagement in food system decision-making and governance, existing research remains largely theoretical or anecdotal, with a scarcity of empirical studies providing robust data on the engagement and meaningful participation of young people in food systems. A first step towards providing such data is having strong, validated metrics and data-collection methods that can be applied comparably across contexts. This scoping review thus synthesises evidence on metrics and methods used to assess youth engagement in policy processes, with a specific focus on food system-related policies.

Following a systematic search, the review's analysis reveals diverse approaches, including quantitative indicators as well as qualitative frameworks. The analysis suggests that these metrics vary across cultural and geographic settings, but effective methods to capture the nuances of youth engagement are lacking. Limited comparative analysis of engagement metrics among diverse groups is noted, suggesting areas for further research to address these gaps. The review results also highlight the need for more comprehensive and contextualised evaluations.

It is important to develop robust, flexible, and inclusive approaches to measuring and understanding youth involvement in policymaking, a crucial area for promoting healthy, sustainable, and resilient food systems for young people – and for all population groups.

KEY MESSAGES

- Youth participation and engagement in policy processes are increasingly recognised as important, but existing ways to measure them remain largely theoretical or anecdotal, with fragmented metrics or evaluations available.
- This scoping review found 14 sources assessing youth participation in policy-making processes but only three that focused on food systems policy processes, specifically.
- Those 14 youth-specific models differ from general participation frameworks in meaningful ways that must be reflected when developing new metrics related to youth participation and engagement in food systems policy.
- Emerging youth engagement frameworks or measures can be informed by recommended key indicators organised by four emerging categories (level of participation, influence on decision-making, capacity development, and policy impact) and mapped to existing sources included in this review.

BACKGROUND AND OBJECTIVE

As part of the 2021 UN Food Systems Summit (UNFSS), countries articulated their food systems pathways, describing the route to achieving their food systems vision. However, these pathways did not necessarily prioritise or include young people, and they did not necessarily include formal and simple mechanisms for youth participation. Indeed, youth have often been underrepresented in decision-making processes in the past, often being viewed as passive recipients of policies rather than active contributors.

This is despite the fact that young people were central to achieving progress in advance of and after UNFSS: they showed crucial leadership in moving the food systems agenda forward and inspiring more people and organisations to come on board. They have shown how they are key to sustainable and equitable food system transformation, especially when provided learning opportunities, skills trainings, and a platform to maximise their contributions. Further accelerating food systems transformation requires supporting this burgeoning youth movement by giving young leaders the skills and platforms they need to maximise their contributions.

Youth's role in policymaking has grown in recognition and actual involvement, particularly for interventions and policy outcomes related to key Sustainable Development Goals affecting young people. Frameworks and toolkits have emerged, describing and evaluating youth engagement along a spectrum from passive involvement to active leadership in broad policy initiatives (1–4). However, a significant gap remains in systematically describing and evaluating youth engagement in policy processes, particularly for food systems-related policy. Existing literature and frameworks provide fragmented insights, often lacking in comparative and contextual analysis. This scoping review aimed to shed light on this topic by synthesising evidence on existing, available metrics and methods used to assess youth engagement in policy processes, particularly within food systems.

The primary research question guiding this review was: What metrics and methods currently exist to assess youth engagement in food systems policy processes across different contexts?

Secondary research questions included:

- What are the characteristics of the metrics used to assess youth engagement in food systems policy processes? What are their strengths and weaknesses?
- How are these metrics and methods applied in various cultural and geographic contexts to measure the impact of youth engagement on policy outcomes?
- What gaps exist in the current literature regarding effective methods for assessing or evaluating youth participation in policy processes in general (not only food system-related)?
- How do the characteristics of metrics and methods available for assessing engagement in food systems policy processes among various population groups (e.g., women, racial/ethnic minorities, indigenous groups) compare, and what similarities and differences exist across these metrics/methods?

The next section describes the methodology used for the review, after which we present and discuss the results. More detailed methodological information is available in the annexes.

METHODOLOGY

The methodology of this review was designed to comprehensively map the landscape of existing metrics used for assessing youth engagement in policy processes, particularly within food systems. This section outlines the steps taken from search strategy through to data analysis. The review was based on a predefined protocol that adhered to the PRISMA-ScR guidelines to ensure transparent reporting (5).

ELIGIBILITY CRITERIA

The inclusion criteria encompass documents involving youth aged 10-24 years, either as direct subjects or as targets of policy outcomes. Documents that evaluated, developed, or reviewed metrics and methods for assessing youth engagement in policy processes were considered, as well as those exploring policy engagement with other traditionally excluded population groups (e.g., women, racial/ethnic minorities, and indigenous groups). The review included documents set within the context of food systems policymaking at any scale (local, national, global) and other relevant sectors such as education, environment, healthcare, and technology. Exclusion criteria comprised documents focused solely on populations outside the 10-24 age range, those not relevant to policy engagement in food systems or other pertinent sectors, those not available in English, and generic youth studies that did not address policy engagement. See Annex A for the full list of eligibility criteria and Box for some of the key terms used in the review and in this paper.

SEARCH STRATEGY

The search strategy used several approaches to identify published and unpublished literature. Preliminary searches were conducted in two databases (Scopus and Web of Science) using broad keywords to gauge the existing literature and refine the search terms. Based on initial findings, search strings were tailored for each database to achieve comprehensive coverage. Key terms included combinations of youth descriptors, engagement types, and policy-related terms, adjusted for the syntax and capabilities of each database (see Annex B for search strings). Additional searches were performed using both Google Scholar and Google using the same approach. For each search on the platforms, the first 20 links were screened for relevance.

Grey literature was systematically searched on Google using the identified keywords, following the method developed by the Agency for Healthcare Research and Policy (7). If a relevant resource or website was found, the next 10 links were reviewed until no additional relevant links were identified. Grey literature sources such as government and NGO reports, conference proceedings, and doctoral dissertations were identified in this way. Institutional websites of key organisations such as the United Nations Food and Agriculture Organisation (FAO), the International Food Policy Research Institute (IFPRI), and UNICEF were also searched for relevant documents.

All identified citations were uploaded into Zotero (v 6.0.37), where duplicates were removed. Titles and abstracts were screened by one reviewer to assess alignment with the inclusion criteria. Potentially relevant sources were retrieved in full and evaluated against the inclusion criteria. The outcomes of the selection process, including the number of studies included and excluded, are shown in the PRISMA flow diagram (see Fig. 1).

BOX 1: DEFINITIONS OF KEY TERMS

For this review, youth are defined as those aged 10-24. Policy processes are understood to be a broad set of activities, defined as the sequential stages of problem identification, agenda setting, development of policy options, decision-making, implementation, and evaluation (6).

While the term 'policy' can be used widely in different contexts (organisational/ corporate policies, institutional policies, etc.), the focus here is government or public policy, though the review also considers useful insights from promoting youth engagement in organisational policy as well.

Engagement with, or participation in, policy processes can be difficult to define precisely. But for the purposes of this review, this refers to the active involvement of individuals or groups in the processes of policy development, implementation, and evaluation. This can include a range of activities where people interact with policymakers to influence public policies through various forms of consultations or active involvement in the decision-making processes.

DATA EXTRACTION

Data were charted using a data extraction tool in Microsoft Excel designed to capture all relevant details, including participants (age range, demographic characteristics, role of youth or other demographics in the document), concept (types of metrics and methods used to assess engagement), context (policy environment, food system focus, cultural and geographic specifics), document type, and key findings/conclusions. The data extraction tool was piloted initially on a small number of documents and revised further.

SYNTHESIS OF RESULTS

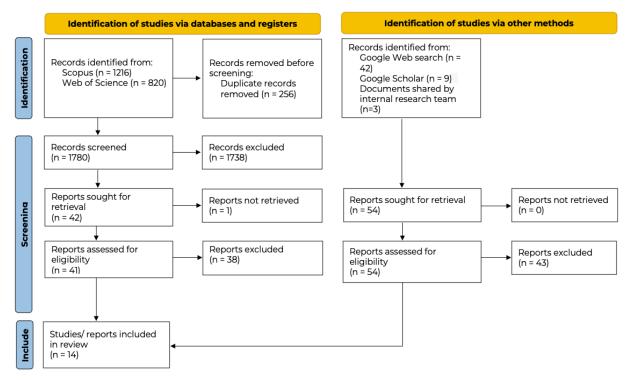
Data were analysed and summarised by the reviewer to respond to the research questions. The process began with the reviewer becoming thoroughly familiar with the data and grouping it into initial themes. These preliminary themes were based on key concepts, patterns, and recurring ideas related to youth engagement metrics and methods that were identified through manual coding of the data. The reviewer then followed an iterative process of reviewing, defining, and naming the themes to ensure they accurately reflected the content of the included sources and addressed the primary and secondary research questions. This process involved refining the themes by splitting broader themes into sub-themes to capture more nuanced aspects of youth engagement assessment, while also combining smaller, related themes to create more coherent and comprehensive categories. The results are presented in a structured format in this report with data organised into tables and Annexes A, B, and C.

RESULTS

The literature search and screening process, as depicted in the PRISMA flow diagram (Fig. 1), yielded a total of 2,036 records identified through database searching. After removing 256 duplicate records, 1,780 unique records were screened for relevance based on their titles. After the screening phase, 1,738 records were excluded as they did not meet the inclusion criteria. The remaining 42 reports were sought for retrieval and further assessment of their eligibility. One report could not be retrieved, leaving 41 reports to be evaluated in detail against the inclusion criteria. An additional 51 documents were sourced from Google Web searches and Google Scholar, which, after screening, yielded 8 relevant documents. The GAIN team also shared 3 relevant documents. After considering all

sources, a total of 14 studies/reports were included in the review for data extraction and synthesis.

Figure 1. PRISMA flow diagram of selection of sources



OVERVIEW OF INCLUDED SOURCES AND MEASURES

The searches found a larger number of documents exploring strategies to increase youth engagement in organisational programming (related to health or social services), organisational policy making, politics, and various types of public decision making (including policy development). However, there were comparatively fewer sources that focused in any way on metrics, methods, or strategies to assess youth participation in these activities, or in policy making. Fourteen sources, covering 10 metrics/tools, met the review's eligibility criteria. These are described in detail in Annex C, and include toolkits for assessing urban food system activities against health and sustainability goals, with some indicators specific to youth and traditionally excluded groups; peer-reviewed research on metrics for youth participation in various types of policy; and NGO reports that provide case studies and evaluations of policy engagement assessment methods.

The key results of the review are summarised in Table 1, which provides an overview of the identified metrics existing to assess youth engagement in policy processes. Only three measures were found that were food system-specific; these are listed in bold in Table 1. Qualitative methods included interviews and focus groups to gather insights into youth experiences and perspectives (8,9), participatory approaches such as workshops and capacity-building exercises that involve youth in the design and implementation of activities (8,10), and qualitative surveys (8). There were several examples of quantitative methods as well, such as the use of surveys and questionnaires to collect data on youth engagement levels, satisfaction, and outcomes (1,8,11–13). There were also five monitoring frameworks – i.e., comprehensive sets of indicators designed to assess and monitor nutritional and/or food system activities, including the role of youth in governance (4,11,14–16). Annex C provides more details on the characteristics of the included sources.

Table 1. Overview of existing metrics for youth engagement in policy processes

Source	Type of Metric	Youth-Related Metric or Indicator	Strengths	Limitations
Child and Adolescent Centred Nutrition Indicators (CAN-I)	Indicator framework	 Youth participation in nutrition policy processes Inclusion of youth in decision-making bodies 	 Focuses on child and adolescent-centred outcomes Offers an inclusive approach to youth participation in nutrition policies, with specific indicators tailored for diverse contexts 	 Limited application outside nutrition policy Needs more comprehensive metrics for broader policy engagement (e.g. the quality of engagement, the impact of youth participation on policy outcomes)
City Region Food System (CRFS) Indicator Framework	Diagnostic tool with various indicators	 Presence and type of multi- stakeholder food policy structures Diversity of citizen composition in multi-stakeholder groups Number of young people participating in governance structures 	 Covers multiple aspects of food systems, including governance, production, and distribution, explicitly highlighting youth and women's involvement Provides a holistic view of food system sustainability and governance. 	 Limited content focused on youth engagement Focused only on urban areas Substantial data requirements may not be consistently available across different regions. Requires significant customisation to be applicable in different local contexts.
CRFS Resilience Indicator Framework	Diagnostic tool with various indicators	 Inclusion of young people in resilience strategies Diverse stakeholder engagement 	 Food system focus, provides comprehensive systemwide tool Emphasises the inclusion of diverse stakeholders, including young people. 	 Limited content focused on youth engagement Focused only on urban areas Reliance on self-reported data can introduce biases.
Measuring Positive Youth Development Toolkit	Diagnostic tool with various indicators	 Youth engagement in programmes and decision-making Youth-adult partnership metrics 	 Emphasises practical recommendations for enhancing youth participation Comprehensive framework for assessing youth development 	 Primarily focused on organisational settings Findings may not generalise to broader policy processes
Milan Urban Food Policy Pact	Diagnostic tool with various indicators	 Active municipal government body for advisory and decision making of food policies Multi-stakeholder representation and integration in food policy structures Participation in food policy formulation and implementation 	 Provides a framework for self-assessment and identification of areas for improvement, focused on food systems Detailed guidance notes are available for each indicator 	 Limited content focused on youth engagement Focused only on urban areas
Urban Futures	Diagnostic tool with various indicators	 Youth participation in governance and policy making Youth-led initiatives Partnerships enhancing youth participation 	 Focus is youth and food systems across multiple themes, including youth engagement Designed for diverse global contexts 	 May be challenges in data collection and standardisation across different regions. Range of youth engagement indicators not comprehensive
Measuring Youth Engagement under Goal 16 (SDGs)	Set of indicators and survey questions	 Degree of youth satisfaction with public services Mechanisms for youth consultation Youth participation in elections Influence on policy making Access to information 	 Specifically designed to measure youth participation in governance Ability to disaggregate data by age and other demographics for detailed insights. 	 Perception-based indicators can vary widely among individuals. Ensuring diverse youth participation in data collection may be difficult.

Youth Engagement Evaluation Toolkit	Diagnostic tool with qualitative guides and evaluation metrics	 Youth leadership and decision making Areas for improvement in youth engagement Practical recommendations for enhancing youth participation 	 Structured approach to evaluating youth engagement within organisations Offers practical, readily applicable recommendations for enhancing youth participation. 	 Primarily focused on organisational settings rather than broader policy processes Findings may not generalise well to other settings or scales.
Youth Participation Best Practice Toolkit (Save the Children)	Best practice guidelines and evaluation framework	 Levels of youth participation Quality of engagement 	 Provides practical tools and methods for developing youth participation indicators through participatory process Tailored approaches for youth 	 Primarily qualitative, which may limit scalability May not provide comprehensive metrics for broader evaluation
Youth2030 Scorecard for UNCTs	Self-reporting tool	 Performance on 19 indicators related to working for and with youth Measures of meaningful youth engagement 	 Focused on practical measures of meaningful youth engagement Strategic planning and accountability tool 	 Self-reported data may introduce biases Limited to UN Country Teams Not specific to food systems issues

ANALYSIS OF THEMES ACROSS METRICS AND INDICATORS

The scoping review revealed some common themes across the diverse metrics and indicators used to assess youth engagement in policy processes. A primary emphasis was on measuring both the quality and depth of youth involvement in decision-making structures and processes. This encompasses a spectrum of engagement, from basic participation to meaningful leadership roles, reflecting the varying levels of youth influence and responsibility. Multiple frameworks, including the City Region Food System (CRFS) Indicator Framework and the Milan Urban Food Policy Pact (MUFPP) monitoring framework, emphasise the importance of youth representation in food governance bodies and multi-stakeholder platforms. These metrics assess the presence, diversity, and effectiveness of structures that enable youth to contribute to policy development and implementation. For example, the Youth Voice Survey developed by Bartak (2018) evaluates three levels of youth voice: being heard, collaborating with adults, and building leadership capacity. These levels represent a progression in the depth and quality of youth engagement.

Another recurring theme was the emphasis on youth empowerment and capacity building. The Youth Voice Survey and the indicators proposed in the workshop on Measuring Youth Engagement under Goal 16 highlight the need to measure youth's perception of their ability to influence decision-making, their access to information, and their satisfaction with public services. These metrics recognise that meaningful engagement goes beyond mere presence in decision-making spaces and requires equipping youth with the knowledge, skills, and confidence to participate effectively.

The reviewed frameworks also emphasised the importance of inclusive and representative engagement. The CRFS Resilience Indicator Framework and the Youth Engagement Evaluation Toolkit (from the BC Ministry of Children and Family Development) include indicators assessing the diversity of youth involved in policy processes, with a focus on engaging marginalised and vulnerable populations. This theme underscores the need to ensure that youth participation reflects the heterogeneity of youth experiences and perspectives.

While there is largely consensus across the metrics on the key dimensions of youth engagement to be measured, such as participation, empowerment, and inclusivity, there are notable differences in their specific areas of focus and approach. Some frameworks, like the CRFS and MUFPP, are tailored to food systems governance, while others, like the Youth Voice Survey and the Goal 16 indicators, have a broader policy scope. The Urban Futures indicators, developed by the non-profit Hivos, stand out for their explicit focus on youth participation in climate-resilient food systems.

The metrics also vary in their level of detail and operationalisation. Some, like the Youth Engagement Evaluation Toolkit, provide comprehensive assessment tools with specific questions and scoring systems, while others, like the CRFS framework, offer more general indicator categories. This diversity reflects the need for context-specific metrics but also the possibility of integrating multiple tools, depending on one's objectives. Practically, the identified themes can guide the development and refinement of youth engagement evaluation frameworks in policy contexts. They emphasise the importance of creating enabling structures, building youth capacity, and ensuring inclusive representation.

STRENGTHS AND LIMITATIONS OF DIFFERENT METRICS

The analysis of the various types of metrics revealed several strengths and limitations. Diagnostic tools such as the CRFS Indicator Framework and the CRFS Resilience Indicator Framework offer a comprehensive, system-wide view of food systems, explicitly highlighting youth and women's involvement. However, their focus on youth engagement is limited, and they require substantial data, which may not be consistently available across different regions, necessitating significant customisation for local contexts. The Urban Futures framework emphasises youth participation across multiple themes and is designed for diverse global contexts, but faces challenges in data collection and standardisation, and its range of youth engagement indicators is not comprehensive. The set of indicators and survey questions under SDG Goal 16 specifically targets youth participation in governance, with the ability to disaggregate data by age and other demographics, yet perception-based indicators can vary widely among individuals, and ensuring diverse youth participation in data collection is difficult. The Child and Adolescent Centred Nutrition Indicators framework adds to this understanding by highlighting the importance of engaging a diverse range of youth in policy processes, particularly in nutrition policy. The Youth Engagement Evaluation Toolkit and the Measuring Positive Youth Development Toolkit (from Hinson et al., 2016) provide a structured approach to evaluating youth engagement within organisations, offering practical recommendations, but they are primarily focused on organisational settings rather than broader policy processes, limiting its generalisability to other settings or scales. Table 1 provides more details on the content, strengths and limitations of each reviewed metric and method.

APPLICATION IN VARIOUS CULTURAL AND GEOGRAPHIC CONTEXTS

The scarcity of literature focused on evaluating youth participation in policy processes presents a significant challenge in understanding the nuances of applying these assessment methods across diverse cultural and geographic contexts. However, the available evidence suggests that the application of frameworks for assessing youth engagement in policy varies considerably depending on the cultural setting, local data collection capabilities, and the prevailing political climate.

Notably, many of the identified frameworks and indicators are focused on urban areas. This urban-centric approach may reflect the rapid urbanisation trends globally and the related interest in developing food system frameworks specific to urban contexts, but it also may highlight a gap in assessing youth engagement in rural contexts. The development of these assessment tools appears to be predominantly driven by highincome countries and international organisations. For instance, the CRFS indicator framework and the MUFPP monitoring framework were developed by UN and NGOs, while the youth voice survey originated from academic research in the United States. This concentration in specific contexts raises questions about their applicability and cultural relevance in diverse global settings, particularly in low- and middle-income countries.

Factors such as the cultural relevance of the assessment tools, the capacity for highquality data gathering, and the receptiveness of the political environment appear to shape how these evaluation methods are utilised in practice. Furthermore,

implementing effective, culturally sensitive approaches to measuring youth participation in policy decision-making emerges as a consistent challenge. Few government-led tools were found, indicating a reliance on international organisations and academic researchers to develop and disseminate these frameworks. This lack of government-led initiatives highlights the need for more national and local governments to invest in developing and implementing tools that are tailored to their specific cultural and political contexts. The limited application of these tools across different cultural contexts and the divide between high-income and low- or middle-income contexts underscores the need for more inclusive, context-specific approaches to assessing youth engagement in policy processes.

COMPARISON ACROSS DEMOGRAPHIC GROUPS

The review found very few sources focusing specifically on metrics to assess policy engagement of traditionally excluded groups, such as women, racial/ethnic minorities, and indigenous groups. Several sources explore barriers and solutions to increased democratic engagement of these groups which provide some relevant insights. The metrics and methods used to assess youth engagement share similarities and differences with these other groups. For example, the metrics for youth engagement often include indicators such as the presence of youth in governance structures, youthled initiatives, and satisfaction with public services. These indicators are also prevalent in evaluating the participation of women and indigenous groups in governance, which includes metrics like representation in elected positions and involvement in decisionmaking processes (17,18). Indigenous groups face unique challenges in policy participation, reflected in research that emphasises meaningful involvement and the incorporation of traditional knowledge in decision-making processes (17).

The review did reveal some measurement tools and frameworks for measuring women's participation in policy processes that could be adapted. The Inter-Parliamentary Union (2021) provides an analysis of women's representation in national parliaments in 57 countries (19). The report includes several indicators relevant to female policy participation, such as the percentage of women in national parliaments, the proportion of women in ministerial positions, the existence of gender quotas in electoral systems, and the number of women speakers of parliament. These metrics offer insight into women's representation in formal political structures, though they do not capture all aspects of policy engagement. The UNDP's Gender Equality in Public Administration (GEPA) initiative (2021) focuses on women's participation in public administration globally (20). It provides several metrics that could be adapted to assess policy engagement, such as the proportion of women in public administration, the proportion of women in decision-making positions in public administration, and the existence of gender-responsive budgeting practices. These indicators point toward the importance of looking beyond an individual's presence in policymaking to examine the level of influence in decision-making processes.

In a research paper, Laurian (2004) studied public participation in environmental decision-making among communities facing toxic waste cleanup (21). The research proposes indicators for assessing racial and ethnic minority engagement in environmental policy processes. These include attendance rates at public meetings by racial/ethnic group, an individual's perception of their influence on decision-making

processes, and barriers to participation (e.g., language, time, location of meetings). While these sources were not developed specifically for assessing youth engagement in food systems policy, they offer useful insights that could be adapted for this purpose. Unfortunately, this review did not uncover enough evidence to make further claims about the effectiveness of youth metrics compared to other diverse demographic groups; this remains a significant area for future research.

GAP ANALYSIS

The current literature on evaluating youth participation in policy processes, particularly in the context of food systems, presents an incomplete and fragmented picture. While there is a growing recognition of the importance of youth engagement, the existing research remains largely theoretical or anecdotal, with a scarcity of empirical studies providing robust data.

Several key areas emerge where research is notably lacking. First, there is a lack of studies evaluating informal youth engagement activities, such as social media campaigns and grassroots movements, and the role of digital tools in facilitating youth participation. Second, the intersectionality of youth identities, particularly how factors such as socioeconomic status, race, and gender impact engagement levels and outcomes, remains underexplored. This lack of comprehensive, intersectional research results in an incomplete understanding of the effectiveness and impact of youth participation in food systems policy processes.

Moreover, current methods for evaluating youth participation often lack comprehensiveness and validation. There is a marked absence of standardised, validated tools that can be applied across diverse food systems policy contexts to effectively measure youth engagement. Existing metrics frequently fail to capture the nuanced aspects of youth participation, such as the quality and depth of engagement, instead focusing narrowly on quantifying participation rates. The development of more robust, validated metrics capable of capturing both the breadth and depth of youth involvement is essential to provide accurate and meaningful assessments. Another significant gap is the lack of age-appropriate metrics. Youth encompass a wide age range, from early adolescence to young adulthood, each with distinct developmental stages and engagement capacities. However, existing metrics often fail to account for these differences, which may lead to inaccurate assessments of engagement levels and outcomes across age groups.

DISCUSSION

This review aimed to synthesise the existing literature on metrics and methods used to assess youth engagement in policy processes, with a particular focus on food systems. The review identified a growing recognition of the role youth can play in shaping policies that impact their lives and communities. A small but diverse range of qualitative and quantitative metrics were found, reflecting the many components that are inherent to youth engagement. The methods included surveys, interviews, focus groups, participatory workshops, and the use of indicators and frameworks tailored to specific contexts.

The review highlights some strengths of the current frameworks and methods used to assess youth engagement in policy processes. For example, there is an emphasis on context-specific and culturally relevant metrics, such as in the CRFS and MUFPP indicator frameworks. Many frameworks recognise that meaningful youth engagement varies across different settings and that assessment strategies should be tailored to local realities. The obvious limitation of the metrics is the lack of an existing framework to assess youth engagement in food system policy processes. The Hivos Urban Futures indicators provides the closest match, with several youth-focused food system metrics, but is still not comprehensive. Among the other metrics in use, a notable gap is the lack of age-specific metrics that account for the differences and evolving capacities of youth across the 10-24 age range. Additionally, there is a need for more robust measures that consider the intersectionality of youth identities and experiences, taking into account interactions among factors such as gender, race, and socioeconomic status. The gaps identified in this review underscore the need for targeted research to advance the field of youth engagement assessment.

The findings have implications for policymakers and practitioners working to enhance youth engagement in decision-making processes. The context-specific nature of successful youth engagement highlights the importance of tailored approaches that consider the unique needs and circumstances of different youth populations. Practitioners should prioritise the use of culturally relevant and age-appropriate metrics, while also seeking to foster inclusive and supportive environments that enable diverse youth voices to be heard.

Practitioners will also need to consider the literature on the development of effective metrics and indicators when considering the findings of this review. Researchers have discussed what is needed to effectively measure and assess outcomes and identify the characteristics of a 'good' indicator. A good indicator should address significant policy questions and provide a comprehensive picture rather than a partial view of the situation (22). For food systems, this could include the tracking the inclusion of youth priorities and recommendations in final policy documents, legislation, or implementation plans. Similarly, policy-focused indicators might measure the downstream impacts of youth engagement, such as improvements in food security, nutrition, or sustainability within target communities. Researchers also emphasise that indicators should be coherent in terms of being connected with other measures to provide a comprehensive understanding of the system (22). Furthermore, indicators need to be valid (clearly and adequately measure the intended result), reliable (produce consistent data over time and across different locations), and precise (specific enough to measure the changes) (23). As with any measurement strategy, they also need to consider the feasibility of monitoring, the importance of the result being measured, and the practicality of data collection.

BEYOND POLICY, MODELS OF PARTICIPATION, AND ENGAGEMENT

The terms 'participation' and 'engagement' are often used interchangeably in this review, although they can have distinct meanings, as summarised in Box 1. Participation generally refers to the act of taking part in activities or decision-making processes, while engagement implies a deeper level of involvement and commitment to the process. Youth participation and engagement in decision-making processes, particularly in the

context of government policy, have been defined in various ways. Participation is often described as a multi-dimensional and 'omni-locational' concept that is difficult to define precisely (24). The multi-dimensional nature of participation refers to the various forms it can take and the different levels at which it can occur. Participation can happen in formal decision-making processes, such as youth councils or advisory boards, as well as informal, everyday decision making in the lives of young people. The omni-locational aspect of participation acknowledges that it can occur in various settings and contexts, not limited to specific institutions or formalised structures. Young people can participate in decision making at home, in school, in community organisations, and in broader political and social arenas (24). The complex and multifaceted nature of participation contributes to the challenge of precisely defining the concept.

While beyond the scope of this review, several frameworks and models have been developed to categorise different levels of youth participation outside of policy, which are worth noting. Hart's Ladder of Participation is a well-known model that presents eight rungs, representing varying degrees of youth involvement, from non-participation (manipulation, decoration, and tokenism) to genuine engagement (child-initiated, shared decisions with adults) (25). The model emphasises the importance of moving beyond tokenistic participation to achieve meaningful youth engagement in decision-making processes. In contrast, Treseder's Diagram of Participation highlights the dynamic nature of participation, suggesting that the level of engagement can fluctuate depending on the interaction between the organisation, the facilitator, and the young people involved (26). The model acknowledges the complexity and fluidity of participation, emphasising the need for flexible and adaptable approaches to youth engagement.

Another significant framework is the Lundy model of participation, which describes a more rights-based approach to youth participation as well as the conditions necessary for meaningful and effective youth engagement (27). The model uses the framing of Article 12 of the UN Convention on the Rights of the Child, emphasising four elements: space, voice, audience, and influence. It stresses the importance of creating safe and inclusive opportunities for children to express their views (space), facilitating the expression of those views (voice), ensuring that there is an audience for children's views (audience), and guaranteeing that children's views are taken seriously and acted upon where appropriate (influence). This model provides a more holistic understanding of youth participation, focusing not just on the act of participation itself, but on the conditions necessary for meaningful and effective youth engagement.

These youth-specific models differ from general participation frameworks in several ways. Youth participation models explicitly address the power imbalance between young people and adults, emphasising the importance of creating environments where youth feel empowered to express their views and have those views honestly considered (28). This contrasts with general participation models that may assume a more level playing field among individuals. Youth-specific frameworks also have to take into account the cognitive, emotional, and social development of young people, recognising that participation skills and capacities evolve as people mature (29). Youth participation models tend to focus more on the process of engagement rather than just the outcomes, recognising that the act of participation itself can be educational and

empowering for young people. It may help them develop critical thinking skills, selfefficacy, and how to be involved in civic engagement. They also give more weight to informal and everyday forms of participation, recognising that young people's engagement often occurs outside of formal structures, including through peer networks, social media, and youth-led initiatives (30).

PRINCIPLES TO PROMOTE YOUTH ENGAGEMENT IN POLICY

While this review does not focus on identifying effective strategies to promote youth engagement, considering these known, key principles can guide the development and selection of metrics and methods for assessing engagement in an accurate and appropriate way. These principles include inclusivity and equity, meaningful participation, capacity building, collaborative approaches, flexibility and adaptability, a rights-based framework, and evaluation and impact measurement (2).

These principles of youth engagement are especially important in food systems policy compared to other sectors due to the pivotal role that food plays in young people's lives. Food is not only essential for health and well-being but also deeply intertwined with livelihoods, culture, and identity expression. Young people are key stakeholders in food systems, as both consumers and potential agents of change. Engaging youth in food systems policy is therefore critical for developing policies that are responsive to their needs, harness their potential as innovators and problem-solvers, and promote the longterm sustainability and resilience of food systems for all population groups.

In the context of food systems policy and decision making, inclusivity and equity are discussed as particularly important. A recent Global Adolescent Nutrition Network report echoes the key principles for engaging youth in research, programming, and governance (31). It highlights the importance of empowerment, providing upskilling opportunities, and creating safe spaces for dialogue. The report also stresses the need for transparent and respectful partnerships, intentional engagement, and consistent involvement across sectors. Mugo and Kinyua (2023) emphasise the importance of involving diverse youth, including those from marginalised and vulnerable groups such as rural youth and young women (32). These groups often face unique barriers to participation, and targeted outreach and support are necessary to ensure their voices are heard. Capacity building is also vital for effective youth engagement in food systems policy. Haines and Charles (2014) note that young people require training, skill development, and ongoing support to participate effectively, including in areas such as leadership, communication, research, and advocacy. This is particularly important in the complex field of food systems, where a wide range of knowledge and skills are sometimes needed to navigate policy processes.

STRENGTHS AND LIMITATIONS OF THE REVIEW

A key strength of this review was the use of a comprehensive search strategy, encompassing both academic and grey literature across multiple disciplines and sectors. This allowed for the identification of a diverse range of metrics and methods. The review also applied transparent methodological standards, including a pre-defined protocol, clear eligibility criteria, and a transparent reporting process aligned with the PRISMA-ScR guidelines. The review's emphasis on food systems policy represents a

significant contribution as the specific strategies for assessing youth participation in this sector have received limited attention.

One important limitation is the focus only on English publications, which may have excluded relevant work published in other languages. Another limitation is the inherent variability in the quality and depth of the included sources. While the review aimed to be comprehensive, the nature of a scoping review is to map the breadth of available evidence rather than to evaluate the methodological rigor of individual studies. As such, the findings should be interpreted as a broad survey of existing metrics and methods rather than a definitive assessment of their validity or effectiveness. Furthermore, the process of data extraction and synthesis was conducted by a single researcher. Although measures were taken to maintain consistency and accuracy, the possibility of subjective interpretation and selection cannot be eliminated.

This review synthesised evidence on metrics and methods used to assess youth engagement in policy processes, especially within food systems. It revealed diverse approaches, from quantitative indicators to qualitative frameworks, and highlights the need for more comprehensive and contextualised evaluations. The analysis suggests that these metrics vary across cultural and geographic settings, although there are limited sources exploring these questions, and effective methods to capture the nuances of youth engagement in policy are lacking. Limited comparative analysis of engagement metrics among diverse groups is noted, pointing to the need for further research. The review emphasises the importance of developing robust, flexible, and inclusive evaluation approaches to enhance understanding of youth involvement in policy making, which is crucial for sustainable and resilient food systems.

RECOMMENDATIONS

The review has identified several existing metrics and possible new criteria that practitioners should consider when developing metrics for assessing youth engagement in policy processes.

In addition to the results above, a few other recommendations are offered. First, priority should be placed on indicators that provide a comprehensive understanding of the food systems issues affecting youth, as articulated and identified by youth. Useful metrics will capture different dimensions of engagement, such as participation rates, perceived influence, policy outputs, outcomes, and capacity building. At the same time, the selected indicators must meet standards of validity, reliability, and precision. They should clearly and accurately measure the intended results, produce consistent data over time and across locations, and be specific enough to track meaningful changes. They should be as simple and straightforward to collect, and to interpret, as possible. A balanced approach using both quantitative and qualitative methods may provide deeper insights. Quantitative metrics can reveal the scale of youth engagement, while qualitative data from surveys, interviews, and observations can uncover nuanced experiences and perspectives. Additionally, disaggregating indicators by gender, race or ethnicity, urbanicity, and socioeconomic status will be helpful. Practitioners must also consider how metrics work in different contexts. What works in one setting may not be suitable in another due to cultural, geographic, political, or institutional differences. It would also be useful for indicator frameworks to be designed for longitudinal

assessment. Tracking changes over time, rather than relying on one-time measurements, can reveal the long-term impacts and characteristics of youth engagement with policy.

Table 2 recommends several types of indicators that meet the criteria discussed in this review, demonstrating how they span the four measurement areas and existing sources discussed in this review. These recommendations may provide a useful starting point for developing an effective set of metrics to assess youth engagement in food system related policy processes.

Table 2. Recommendations for metrics/ indicators

Measurement area / Indicator	Relevant Framework/ Source
Level of Participation	
 Attendance and participation rates in policy meetings/consultations 	 CRFS Indicator Framework
 Frequency of youth representation on policy advisory boards/committees 	 Youth Participation Best Practice Toolkit (Save the Children)
 Number/ percentage of youth-led policy proposals or initiatives 	 Urban Futures
Influence on Decision-Making	
 Extent to which youth input is integrated into final policy decisions 	 The Youth Voice Survey
 Number of youth-proposed policy recommendations that are adopted 	
 Perception of youth's influence over the policy process 	 The Youth Voice Survey
Capacity Development	
 Changes in youth's policy knowledge, skills, and confidence over time 	 Youth Engagement Evaluation Toolkit
 Number of young people completing policy advocacy training programmes 	 Youth Participation Best Practice Toolkit (Save the Children)
 Improvements in youth's ability to navigate policy processes 	 Youth Engagement Evaluation Toolkit
Policy Impact	
 Documented policy outcomes that benefit youth populations 	
 Improvements in youth-relevant metrics (e.g., youth employment, food security, environmental protection) 	 City Region Food System (CRFS) Indicator Framework CRFS Resilience Indicator Framework Milan Urban Food Policy Pact
 Perceived changes in youth's wellbeing as a result of policy implementation 	

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ANNEX A

The table below shows the inclusion and exclusion criteria used in the scoping review.

Criteria	Inclusion	Exclusion
Participants	Documents involving youth aged 10-24 years, either as direct subjects or as targets of policy outcomes	 Documents exclusively focused on populations outside the 10-24 age range without relevance to youth or other traditionally excluded population groups (e.g. women, racial/ethnic minorities, indigenous groups) Documents where the participation of youth or other vulnerable population groups is incidental and not explicitly analysed
Concept	Documents that evaluate, develop, or review metrics and methods for assessing engagement of youth or other traditionally excluded groups (e.g. women, racial/ethnic minorities, indigenous groups) in policy processes	 Documents that do not focus on engagement metrics or methods, such as those solely examining outcomes without evaluating processes
	Documents examining both qualitative and quantitative approaches to measure engagement in policy processes	 Generic youth studies that do not address policy engagement
Context	Documents set within the context of food systems policymaking at any scale (local, national, global)	 Documents not relevant to policy engagement in food systems, or other relevant sectors (e.g. education, environment, healthcare [incl. mental health], technology [e.g. digital privacy, internet governance]) Documents published in a language other than English

Annex B

The following search string was used to collect papers from Scopus on 8 May 2024:

- TITLE-ABS-KEY (youth OR adolescents OR teens OR young people OR young adults OR women OR racial minorities OR ethnic minorities OR indigenous groups) AND (engagement
- OR participation OR involvement) AND (policy OR policymaking OR governance OR public

policy OR legislative processes OR food OR nutrition OR agriculture OR education OR environment OR healthcare OR technology) AND (metrics OR indicators OR

measurement

- OR assessment* OR evaluation* OR survey* OR qualitative OR interviews OR focus groups
- OR diagnostic tools OR policy analysis OR document analysis)

The following search string was used to collect papers from Web of Science on 8 May 2024:

(TS=(youth OR adolescents OR teens OR "young people" OR "young adults" OR women OR "racial minorities" OR "ethnic minorities" OR "indigenous groups")) AND (TS=(engagement OR participation OR involvement)) AND (TS=(policy OR policymaking OR governance OR "public policy" OR "legislative processes" OR food OR nutrition OR agriculture OR education OR environment OR healthcare OR technology)) AND (TS=(metrics OR indicators OR measurement OR assessment* OR evaluation* OR survey* OR qualitative OR interviews OR "focus groups" OR "diagnostic tools" OR "policy analysis" OR "document analysis"))

Annex C:

Characteristics of included sources

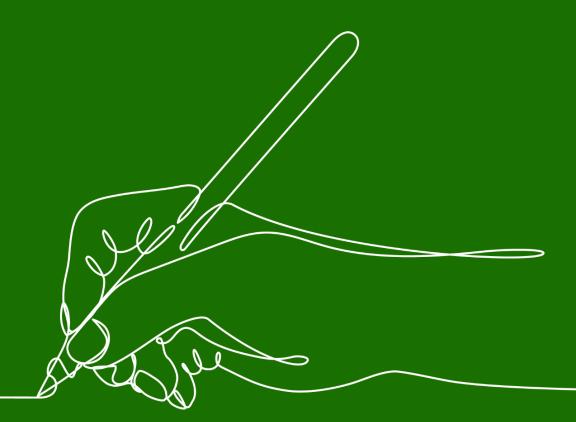
# Source	Target Group	Policy Focus	Geographic Context	Methods & Metrics	Quantitative Indicators	Key Findings
1) Bartak, J. (2018). Developing and Validating a Scale to Measure Youth Voice.	Youth (age not defined)	Community decision- making and youth leadership development	Global (US- based study)	Describes a scale to measure youth voice, including three levels: being heard, collaborating with adults, and building leadership capacity. Methods include survey development, content validity assessment through youth leadership experts, and factor analysis.	None, indicators are scored based on a standard Likert Scale.	The study developed a 29-item scale measuring youth voice, validated through expert assessment. It provides a tool for practitioners to assess and enhance youth participation in decision-making processes.
2) Carey, J. (2023). City Region Food System Toolkit: Assessing and planning resilient and sustainable city region food systems	All, with suggeste d disaggreg ation to youth, women, and racial/ ethnic minorities	City region food systems	Global, but focused on cities of any size	Provides 155 indicators related to natural resources, emergency food provisioning, and food system governance. Offers some youth- relevant indicators such as inclusive participation in food system governance and access to resources and support for youth food entrepreneurs.	Yes, though there are few that relate to youth engagement (see Annex A).	The framework is a practical assessment and planning tool to help explore the specific needs of different parts of the food system in relation to building resilience capacities to climate and acute shocks and stresses.
3) Carey, J., & Cook, B. (2021). The Milan Urban Food Policy Pact monitoring framework: A practical handbook for implementation . FAO: Rome, Italy.	All (with suggeste d disaggreg ation to youth, women, and racial/eth nic minorities)	Urban food systems	Global, but focused on cities of any size	The framework includes indicators for assessing social equity, economic growth, and environmental stewardship in urban food systems. It also includes some metrics for assessing stakeholder participation, including youth.	Yes, but the only indicators relevant to youth engagement are binary.	The framework is as a practical tool for monitoring urban food policy, emphasising the inclusion of diverse stakeholders. It provides comprehensive metrics to assess and plan for resilient and sustainable food systems in urban settings.

4) Carey, J., & Dubbeling, M. (2017). City Region Food System Indicator Framework. RUAF Foundation.	All, with suggeste d disaggreg ation to youth, women, and racial/ ethnic minorities	City region food systems	Global, but focused on cities of any size	Includes 210 food system indicators across social equity, economic growth, and environmental stewardship. Governance indicators include metrics to assess participation by a diversity of stakeholders, including youth.	Yes, indicators 171- 175 (see Annex A).	The CRFS is an extensive framework with specific metrics; inclusive of multiple dimensions of food systems.
5) Fleming, C. A. K., Hannah, S., Cross, A., & A Third. (2024). Child and adolescent centred nutrition indicators (CAN_I)	Youth (10- 19 years)	Nutrition and broader food system outcomes	Not specified	Offers a comprehensive set of indicators for measuring child and adolescent centred food and nutritional outcomes.	Yes, includes several quantitative indicators.	The index provides a broad set of indicators to measure child and adolescent food system and nutritional outcomes. It includes categories of agency and empowerment, equal access to food, and youth representation in governance structures. The document emphasises participatory methods, involving children and adolescents in the co-design of these indicators through workshops and discussions.
6) Hinson, L., Kapungu, C., Jessee, C., Skinner, M., Bardini, M. & Evans- Whipp, T. (2016). Measuring Positive Youth Development Toolkit: A Guide for Implementers of Youth Programmes.	Youth (10- 29 years)	Positive Youth Development (PYD), cross- sectoral youth development	Global, with a focus on low-to- middle income countries	Provides tools and methods for assessing youth development programmes, including surveys, focus groups, and participatory activities. A small number of indicators are relevant to the review, including those on levels of youth engagement, leadership opportunities, and the impact of programmes on youth outcomes.	Yes, but only a small number relate to youth participation in governance.	The toolkit offers practical guidance for implementing PYD approaches in various programmes. It includes tools and methods for assessing youth development programmes, focusing on areas such as youth engagement, leadership opportunities, and the impact of programmes on youth outcomes.

7) Hivos (2023). Urban	Youth	Urban food	Global, but	The document outlines specific	Yes, most of the	Indicator framework only, no additional
Food Futures - Proposed Indicators [UNPUBLISHED]	(age not defined)	systems	focused on cities of any size	metrics and indicators to assess youth engagement in urban food systems policy processes. Key indicators include the presence of governance mechanisms that include young people, the number of young people in leadership positions, and the extent of public and private investment in youth-focused programmes.	relevant indicators are quantitative.	narrative.
8) HLPE (2021). Promoting youth engagement and employment in agriculture and food systems. A report by the High Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security, Rome.	Youth (various age ranges)	Youth engagement and employment in agriculture and food systems	Global	The report uses a conceptual framework recognising youth rights, equity, and agency, with metrics focusing on youth participation, leadership, and access to resources. Methods include qualitative case studies, surveys, and policy analysis.	None	Innovative participation includes social movements, digital platforms, and inter- generational knowledge transfer. The need for youth-friendly policy environments is emphasised.
9) Measuring Youth Engagement under Goal 16 Summary Report: Workshop on Youth- Focused Goal 16, Governance Indicators	Youth (aged 15- 24)	Environmental policy	Global, with focus on the UN and internation al governance structures	Key indicators include the degree of young people's satisfaction with public services, the existence of mechanisms for youth consultations, the proportion of youth who report poor services, the perception of young people on their ability to influence policy making, and the number of active youth-led campaigns and advocacy initiatives.	Yes. Among the many proposed indicators, several are quantitative, though details are lacking on implementation.	Effective measurement of youth engagement in policy processes requires a focus on both qualitative and quantitative indicators that reflect the real experiences and impacts of youth participation. It highlights the importance of creating inclusive, youth-friendly decision-making environments and the need for robust mechanisms to ensure young voices are heard and valued.

10) Ministry of Children	Youth	Social services	Canada	Indicators include the level of support	None	A comprehensive evaluation framework is
and Family	(age not	organisational	Canada	for youth engagement in policies and		crucial for identifying strengths and areas
Development in	defined)	programming		practice guidelines, the existence of		for improvement in youth engagement
partnership with	defined)	and policy		strategic plans for youth		practices. It highlights the importance of
University of Victoria		and policy		engagement, dedicated staff and		supportive organisational structures,
School of Child and				financial resources, the presence of		meaningful youth-adult partnerships,
Youth Care (2013). Youth				youth advisory councils, youth-		opportunities for youth leadership, and
Engagement Toolkit				friendly engagement practices, youth		inclusive practices that recognise the
Evaluation Tool.				involvement in policy development,		diversity of youth experiences. Effective
Evaluation 1001.				and youth participation in research		youth engagement leads to improved
				and evaluation. It includes a 35-item		services and programmes, ensuring that
						youth voices contribute significantly to
				questionnaire using a 5-point scale to		organisational policies and decision-
				assess youth engagement practices.		making.
						making.
11) Pontes, A. I., Henn, M.,	Youth	Youth political	Mainly	Evaluates how well measurement	None	Current instruments lack comprehensive
& Griffiths, M. D. (2016).	(age not	engagement	Western	tools work by checking various		measures for political engagement,
Assessing young	defined)	with political	contexts	aspects such as how accurately the		especially for youth. It emphasises the
people's political	,	institutions,		tools measure what they are		need for culturally validated tools that
engagement: A critical		policy		supposed to (factorial validity,		account for latent forms of participation.
and systematic		processes, and		content validity), how well different		
literature review of the		decision-		parts of the tools agree with each		
instruments used to		making of all		other(convergent/discriminant		
measure political		types		validity), and whether the tools		
engagement Internation		51		measure the concept in different		
al Politics Reviews, 4, 55-				ways (construct validity, criterion		
72.				validity). Also explores how well the		
				tools covered all types of political		
				engagement, both visible actions like		
				voting and less obvious ones like		
				discussing politics.		
1						

12) Save the Children (2016). A Youth participation best practice toolkit	Vulnerabl e youth (aged 12- 25)	Social and civic empowerment of vulnerable youth	Global	The toolkit provides a range of tools and methods including participatory exercises, capacity-building workshops, and evaluation frameworks to support youth in developing indicators. Specific metrics or indicators are not described, only a participatory method to develop them.	None	Emphasises the importance of tailored approaches to youth participation that are context-specific and inclusive. Highlights the need for capacity-building, ongoing support, and robust evaluation mechanisms to measure the impact of youth participation on policy and programme outcomes.
13) Wu, H. C. J., Kornbluh, M., Weiss, J., & Roddy, L. (2016). Measuring and Understanding Authentic Youth Engagement : The Youth-Adult Partnership Rubric. Afterschool Matters, 23, 8-17.	Youth (aged 10- 24)	Out-of-school time programming	USA	Authors developed a Youth-Adult Partnership Rubric to measure authentic youth engagement. Key principles include authentic decision- making, natural mentorship, reciprocity, and community connectedness.	None	Conclude that the Y-AP Rubric is an effective tool for evaluating youth engagement in programmes, emphasising the importance of authentic decision- making and strong youth-adult partnerships. The rubric's use in various programmes showed that it helps identify areas for improvement, ensuring that youth voices are genuinely valued and integrated into organisational processes.
14) Youth 2030 Scorecard for United Nations Country Teams. (2023). In <i>un.org</i> . United Nations.	Youth (aged 10- 24)	Implementatio n of the Youth2030 strategy, measuring progress in youth development	Global, applicable to all countries with UN operations	The scorecard includes indicators to measure youth participation in governance, such as youth representation in decision-making bodies, satisfaction with public services, and the existence of mechanisms for youth consultations.	The relevant indicators (6.1 – 6.5) use a criteria- based scoring system with binary (yes/no) selections for individual criteria. These aggregate into a three-point scale rating (Getting ready, Moving forward, At milestone).	The scorecard is a self-reporting tool designed to measure the performance of UN Country Teams in implementing the Youth2030 strategy. Launched in 2018, Youth2030 aims to achieve impact for youth through joint UN action. The scorecard assesses UNCT performance on 19 indicators related to working for and with youth, focusing on practical measures of meaningful youth engagement. It serves as a strategic planning and accountability tool.





ABOUT GAIN

The Global Alliance for Improved Nutrition (GAIN) is a Swiss-based foundation launched at the UN in 2002 to tackle the human suffering caused by malnutrition. Working with governments, businesses and civil society, we aim to transform food systems so that they deliver more nutritious food for all people, especially the most vulnerable.

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