UPLIFT – Urban PoLicy Innovation to address inequality with and for Future generaTions

Deliverable 4.5

Co-creation with young people in Barakaldo
Research approach and Reflexive Policy Agenda

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1 Introduction

The purpose of this deliverable is to present on the one hand the co-creation process that has allowed the generation of a Reflexive Policy Agenda between young people and local authorities in Barakaldo and, on the other hand, to provide an in-depth explanation of this agenda, which includes the commitments made by the participants of the process regarding local housing policies. Both the co-creation process and its results aim to contribute to the central objective of the UPLIFT project, to put young people´s voices at the centre of youth policies.

The development of this strategy is guided by the information gathered and analysed in the previous work packages. These findings show that, with regard to housing, high rates of unemployment among young people have limited their possibilities to live independently (to emancipate). Nevertheless, institutions at different government levels have developed diverse initiatives in order to incentivize emancipation among youngsters. Programs such as Gaztelagun, which provides rental help for young people, are gaining popularity. In 2020, 1800 young people benefited from the program, compared to 746 in 2019. In spite of the existence of this program, the implementers have expressed concerns about its impact. One of the main limitations seems to be the lack of context-based lenses, in the sense that the program does not adequately consider the different realities that young people experience. Therefore, policy-makers feel the need to put the perspectives of the beneficiaries more central in the elaboration of policies.

In this regard, participatory processes are gaining ground in the design of public policies in the Basque Country and specifically in Barakaldo. A case in point is the elaboration of the Strategy of Housing of the Basque Country. When developing this strategy, the Basque Government has implemented different actions in order to include the views of the citizens. Another example is the generation of an Open Government strategy for the Barakaldo City Council.

Nevertheless, it is essential to acknowledge that, even though young people are to a certain extent participating in these processes, their participation focuses on providing feedback in specific moments of the policy-making process rather than throughout all the stages of this process, as proposed by the UPLIFT approach.

Against this backdrop, the generation of a Reflexive Policy Agenda through a co-creation process between vulnerable youngsters and local authorities´ is particularly pertinent. This process serves three specific objectives: (1) to foster the participation of young people in order to know their perspective and life experiences regarding housing policies; (2) to provide the young people with skills so that they can better navigate and take action within the local policy context and; 3) to generate a stable and safe space, where young people can express their main concerns to decision makers and implementers.

In order to accomplish these particular objectives, the Barakaldo team has undertaken a process that has allowed establishing a fluent dialogue around local housing policies between young people, policy makers and policy implementers. For this strategy to be successful, the commitment and proactivity of the aforementioned actors is critical.

In order to analyse in depth how this process has worked out, this report will have the following structure: firstly, the research context and problem statement will be defined; secondly, the main objectives of the co-creation process in the territory will be specified; thirdly, the institutional background and the characteristics of the Youth Board will be elaborated; fourthly, the particularities of the co-creation process will be analysed; subsequently, the report will delve into the implementation and evaluation phases of the co-creation process. Finally, the content of the Reflexive Policy Agenda will presented together with a list of recommendations for the achievement of a successful co-creation process.

This document contains the insights of the following stakeholders: members of the Youth Board, Orkestra, Barakaldo Municipality, Gazte Bulegoa -the Youth Department of the Municipality of Barakaldo-, ERETZA -The Urban Management Organisation of Barakaldo-, and Goiztiri Elkartea -an association that tackles social exclusion in Barakaldo. All these stakeholders have been part of the design, implementation and evaluation of the co-creation process, that has been developed in Barakaldo between December 2021 and June 2022.

2 Research context and problem statement

The aim of this chapter is to analyse, on the one hand, who are the young people that have been part of the co-creation process and why they are in a situation of vulnerability; and, on the other hand, to specify the institutional and policy context in which the dialogue between young people, policy makers and implementers has taken place.

2.1 Definition of the target group and their problems

According to the Basque Youth Observatory (2021), young people are defined as those aged between 15 and 29. In recent times, this group has been considered a collective at risk of social exclusion by EU policies and strategic documents that intend to tackle vulnerability, at both national and regional levels (Moro, Maiztegui-Oñate, Solabarrieta, 2021). In social sciences, a vulnerable group is a group that is subjected to a negative or harmful situation due to its position of weakness (Ranci, Brandsen and Sabatinelli, 2014). This position can be determined by dimensions such as: employment, education or income (Moro, Maiztegui-Oñate, Solabarrieta, 2021). Unemployment, precarious working conditions or lack of access to education, among other things, position young people in a situation of vulnerability (ibid.).

In the Basque Country, unemployment rates are much higher among young people than among older generations; 27% of all unemployed people in the Basque Country belong to the youngest age group (Eustat, data for 2019). Similarly, from the total number of hired and paid people that do not have an indefinite contract, 70.1% are young people (ibid.). Besides, the NEET population (young people that are not in education, employment or training), has increased in the last few years, representing 8.8% of the total population in 2019 (ibid.).

In this context, specific measures have been developed from different levels of government and in different modalities, including education, employment and housing, in order to reduce the vulnerability of young people. In the case of Barakaldo, the following three institutions are key at local level due to their work addressing youth, housing and vulnerability challenges: Gazte Bulegoa -the Youth Department of the Municipality of Barakaldo-, ERETZA -The Urban Management Organisation of Barakaldo-, and Goiztiri Elkartea -an association that intends to tackle social exclusion in Barakaldo.

Due to the proximity of these organizations to the local reality of the vulnerable young people and housing in Barakaldo, their collaboration has been fundamental in the recruitment process of youngsters. Thanks to their efforts, Orkestra and the Barakaldo City Council have had the opportunity to contact young people that benefit from the programs managed by the mentioned institutions and recruit them to be part of the co-creation process. Moreover, the open call launched for the Youth Townhall Meeting (the kick-off event for the co-creation process) allowed the research and implementing partners to reach out to young people in Barakaldo that were interested in participating in transformation processes of the city. Due to

the theme of the co-creation process -housing and emancipation policies-, specifically youngsters between 18 to 30 years old have been recruited. This is due to the fact that most young people start to look for housing opportunities once they start at university or vocational training, which start at the age of 18.

In the end, the young people that were recruited consisted of beneficiaries of the local public programs, participants of the Youth Town hall Meeting, and young people that are part of the networks of Global Shapers, Agharas association and Saregileak. The later three organisations are Basque youth associations that receive funding from public institutions.

Although our initial recruitment led to a group of youngsters that can offer a heterogeneous and comprehensive perspective regarding housing policies in Barakaldo, some specific segments of society were still less represented. The most vulnerable young people seemed to be missing in the group due to the difficulty to reach out to people in situations of great vulnerability, produced by their exclusion from the main mechanisms of resource distribution (Ranci and Migliavacca, 2010). With this in mind, an extra effort was needed in order to contact the young people who do not have the opportunity to access the aforementioned programs or institutions. Due to the close relation of this project with the Department of Social Action of the Barakaldo City Council, and the commitment of the Agharas Association (that supports young migrants with their integration into society), migrant youngsters from North Africa were able to join the group, thus making the composition of the youngster group more balanced.

2.2   Institutional and policy context

The group of young people that has been formed according to the criteria established in the previous section has generated an impact in the local, institutional and policy context. Due to the stakeholders involved and the time and resource constraints, the co-creation process has focused on local policies and programs, and not on regional or national plans. Therefore, the housing programs and policies developed in the city were the institutional initiatives to be examined and the public institutions of Barakaldo governing and ruling housing and youth had a prominent role in the process (mainly Barakaldo Municipality, Eretza and Gazte Bulegoa).

The Housing Law 3/2015 of the 18th of June (BOPV, 2015) recognizes the role of local public administration as a key actor to guarantee the right to housing. Similarly, the Law confers specific competences to local administrations such as: organisation, promotion, management, adjudication and control of housing, premises and annexes of housing under the municipal inspection, provisional measures and interventions to guarantee the proper use of buildings and the fulfilment of their social function and, finally, the exercise of sanctioning powers in housing matters (ibid.).

To put the focus on the institutions and policies at the local level has been critical for the fulfilment of the three specific objectives of the co-creation process. Firstly, focusing on local policies has allowed the young people to connect their personal experiences to these policies:

awareness of the existing programs and policies, challenges when it comes to apply for funding, bureaucracy complexity, etc. Secondly, in addition to the emphasis on local policies, the facilitators have explored how the co-creation process may have a positive impact on empowering the young people or encouraging their active participation. Finally, involving local institutions has been positive in two aspects: on the one hand, the young people were encouraged to propose concrete areas of improvement to local policymakers; and, on the other hand, the commitment of these institutions from the beginning of the process was essential to assure the implementation of the solutions created.

The starting point regarding local policies was the range of existing measures addressing housing availability for local young people. Examples of that are: the rental pool for the young people in Barakaldo, a specific city ordinance for the emancipation of youth, the Rehabilitation Program Study that was created in the 2000 and needs to be updated. Additionally, it is important to consider that, due to COVID 19, the Municipality of Barakaldo has increased its budget line that provides rental allowances to vulnerable young people.

3 Objectives of the co-creation process

As it has been stated in chapter 1, the principal objective of Orkestra and the Barakaldo City Council was to generate a methodology for co-creating innovative solutions in housing policies at the local level with the involvement of young people, policy makers and implementers. The expected output was the definition of a Reflexive Policy Agenda. This process has been conceived with the ambition of generating a positive impact at different levels, including the societal, institutional and academic dimensions that will be discussed hereafter.

3.1 Societal objectives

The strategy developed through the co-creation process focuses on the voice and active engagement of young people in finding innovative solutions that will lead to local improvements and change. According to European institutions and organizations, to foster active citizenship among youngsters can have a positive impact on their integration and inclusion in society.

According to the United Nations Youth Platform (2011), "through active participation, young people are empowered to play a vital role in their own development as well as in that of their communities, helping them to learn vital life-skills while developing knowledge on human rights and citizenship to promote positive civic action". Similarly, the active participation of the future generations can be beneficial for the society as a whole. The main European Organisms (2007) recognized that accepting the young people as legitimate members of a community can have a positive effect on its level of inclusion, pluralism and safety.

Nevertheless, effective mechanisms and stable structures should be consolidated in order to enable young people to express their concerns and be heard by the decision makers.

Apart from fostering active engagement throughout the process, it is expected that the measures proposed in the Reflexive Policy Agenda can generate a positive impact on the access of young people to institutional support in their pathways towards emancipation.

3.2 Institutional objectives

The development of a Reflexive Policy Agenda through a co-creation process between young people and local policy makers has emphasized the importance of fostering the direct interaction between young people and policy makers, and involving young people in co-creating the policies that directly influence them. In this sense, the public authorities have acknowledged the importance of collaborating with young people in order to generate solutions that not only improve their quality of life, but also improve the local policies.

If this approach is successful, it is expected that the collaboration mechanisms and the co-creation approach developed throughout the project lifetime, are continued and scaled up after the end of the project.

3.3 Policy oriented objectives

As different administrative levels are running housing policies at the local level, a first step consisted of clarifying the scope of competences of each administration (regional, provincial and local). As the competences on housing matters mostly correspond to the Autonomous Basque Government, the competences of the local public authorities are more limited than in other areas, which reduces their room for manoeuvre. In this context, the local public authorities often act as a bridge between the Autonomous Government and the young people, for example in the provision of subsidized housing.

Nevertheless, it is also true that the different departments at the local level have the possibility to: on the one hand, design and implement programmes in the scope of their competences and; on the other hand, to choose how to implement the policies that are decided at both the regional and national level. In this respect, the co-creation process aims to generate recommendations for improvement and propose new initiatives in areas that fall are under the competences of the local government of the Municipality of Barakaldo.

3.4 Academic objectives

Finally, what refers to the academic objectives, the co-creation process represents a very good opportunity to test certain assumptions made in the literature regarding the role of citizen participation in policy making. Moreover, there is space for experimentation in co-creation, which opens the door to write about the methodology applied throughout the process.

4 Institutional framework for the co-creation process

The objective of this chapter is to specify and describe the stakeholders involved, the dialogue spaces, the institutional structure and the distribution of tasks between the implementing partners that have organized the co-creation process. All these elements constitute a central part of the strategy established throughout this document.

4.1 The main stakeholders in the co-creation process

As it has been stated before, the main purpose of the UPLIFT project is to put young people's voices at the centre of (the development of) youth policy. Bearing this in mind, the participation and action of the young people occupies a central position in the co-creation process. Nevertheless, in order to generate an impact in the institutional and policy context, it is important that the process also includes the participation of other relevant stakeholders. In this section the nature and contributions of each of these stakeholders will be presented making a distinction between two groups: the stakeholders that have been directly involved in all the phases of the co-creation process, and those which have participated incidentally.

Regarding the stakeholders that have been directly involved throughout all the process:

The Youth Board: A diverse and proactive group of vulnerable young people from Barakaldo, aged between 18 and 30 years, was formed following the recruitment process described in Section 2.1 and Chapter 5. The Youth Board consists of a heterogeneous group of young people in terms of age, sex, gender, origin and life experiences. Regarding their contribution to the project, they have been key in sharing their knowledge, experiences, opinions and concerns regarding local housing policies in Barakaldo; identifying new fields for a Reflexive Policy Agenda; communicating their findings to the policy makers and, co-creating solutions with policy makers and implementers.

The Municipality of Barakaldo: Being a partner of the project, the Municipality of Barakaldo had a double role. Firstly, it was in charge of the organization, in terms of logistics, of the dialogue sessions between the young people, policy makers and implementers. And, secondly it participates in different spaces as it is later described in section 6.1. An interdepartmental representation of the municipality was sought in the co-creation process: the department of Housing and the department of Youth and Social action both participated. Two main organizations under the umbrella of the Housing and Youth departments were also key stakeholders in the process: Eretza and Gazte Bulegoa.

Eretza, Urban Management Organisation: Eretza is a single-member public company of the Barakaldo City council that since 1997 has the objective to promote urban rehabilitation, protected (subsidized) housing and urbanization in the city (Eretza, 2021). On the one hand, their expertise and knowledge are key to provide a comprehensive perspective of the local housing policies directed to young people. On the other hand, their involvement in the

dialogue process is essential, as they have room for manoeuvre in modifying programs and strategies at the local level.

Gazte Bulegoa: The implementers' interviews of Work Package 3 allowed Orkestra to identify Gazte Bulegoa as a key contributor to Work Package 4 (which is about the co-creation process). Although the political and technical staff of Gazte Bulegoa does not have any competence regarding housing policies, it is true that they are in charge of the programs that aim to support youth in different life domains, such as counselling initiatives that help them identifying employment and housing opportunities. In this context, their collaboration is essential for establishing close ties with the young people and for making changes that enable a greater participation of the young people in the affairs of the City council.

Orkestra (Deusto Foundation): As research partner, Orkestra (DF) has been responsible for guiding and supervising the dialogue and co-creation process between the stakeholders, as well as for designing the methodology of the process. For this process to be successful, it is essential to establish close relations with both the young people and the decision-makers. More details about how to do this are provided in Chapter 6.

A stakeholder that have contributed incidentally:

Goiztiri Elkartea: Goiztiri is a non-profit organization that operates in Barakaldo and conducts initiatives to eradicate social exclusion in the municipality (Goiztiri, 2021). Although they have different lines of work, their line of housing inclusion is especially relevant for this project. Experts on this matter from the organization have shared their experiences and they have also received inputs from the young people in order to improve their performance.

4.2 Institutional coordination of the co-creation process

The stakeholders presented in the previous section have been working in mutual coordination between September 2021 (Town Hall meeting) and June 2022. Due to initial communication difficulties between partners, the co-creation process in Barakaldo started some months later than originally planned. Along the co-creation process, the collaboration between the young people and other stakeholders happened in three different spaces: The space for young people (Youth Board), the space where representatives of the Youth Board expose the main ideas of the group to the decision makers (Social lab) and finally; the Batera space, in which all members of the Youth Board interacted with the Social lab.

The sessions of the Youth Board and the Social lab took place between December 2021 and April 2022 (one meeting of the Social lab after every two meetings of the Youth Board); while during April and June 2022, both groups merged in the Batera space along with 2 extraordinary Social lab sessions. In total, 5+2 sessions of the Youth Board, 5 of the Social lab and 2 of the Batera space have been held. The objectives that each space accomplishes within the co-creation process are very different., as shown in Figure 1:

Figure 1: The role and stakeholders involved in the three spaces of the Barakaldo co-creation process

Spaces	YOUTH BOARD	SOCIAL LAB	BATERA
Stakeholders involved	Youngsters 18-30; Orkestra Gazte Bulegoa	Gazte Bulegoa; Barakaldo Municipality; Eretza; Orkestra; Youngsters representation	Social Lab and Youth Board
Role of the spaces	Space where youngsters: define the main **problems** related to housing and propose **solutions** to tackle them	Space where decision makers: **listen** to the problem definition and proposals of the youngsters and give **feedback**	Space where youngsters and decision makers: **decide** together about the final outcomes and make **commitments**

Source: Own elaboration

The articulation of these spaces has been developed by the facilitators of the co-creation process from Orkestra (DF). To be facilitating the three spaces has shown to the facilitators that additional meetings (not shown in Figure 1) were needed to achieve the objectives of the co-creation process. Examples of these are bilateral meetings between the facilitators and some young people to (1) encourage them to enter or continue in the process, clarify certain aspects of the co-creation space, or to support them to prepare their interventions in the meetings; (2) meetings between the facilitators and other institutions involved in the process, such as Goiztiri or Agharas in order to design the engagement strategy of young people in the process or think about different demands of the Youth Board; and, (3), bilateral meetings between the facilitators and the municipality of Barakaldo to address specific matters related to the participation of the latter in the process and logistics. Lastly, in order to maintain a fluid relationship among the partners, and to respond to concrete issues that emerged throughout the process, the organizations involved have participated in several coordination meetings that were organized by Orkestra (DF).

5 The Youth Board

5.1 Recruitment and commitment strategy

5.1.1 Recruitment

The group of young people that comprises the Youth Board has been engaged through the partners of the UPLIFT project and other local stakeholders such as Gazte Bulegoa, Eretza, Goiztiri and Agharas. Their support as gatekeepers has been essential due to the proximity of these stakeholders to the reality of the vulnerable young people in Barakaldo. Their role has been particularly relevant for the engaging strategy of contacting young people who benefit from the programs managed by these institutions, and proposing them to participate in the co-creation process. Moreover, the open call launched for the Youth Townhall Meeting, in September 2021, allowed the research and implementing partners to reach out to those young people in Barakaldo who were interested in participating in the transformation processes of the city. Subsequently, the young people that became part of the Youth Board reached out to other interested young individuals (snow-balling). Finally, some youngsters with a migrant background were joining the process fostered by the Global Shapers Community, Saregileak or Agharas (see also Section 2.1).

The participation of the young people in the Youth Board has not been stable throughout the whole process. Some of the participants that were part of the process dropped out at some point in time, while others were coming in and out from it or joined later.

Taking this mobility into account, the facilitators have designed the process, and specifically the sessions of the Youth board, in such a way that every session had a particular objective, which was always contributing to the general objective of the co-creation process. Furthermore, every session started by introducing a brief overview of the stage of the process in which the session was framed, so that new people that were joining would quickly feel part of the group and the process. The minimum number of young people in a Youth Board session has been of 6, and the maximum was 12.

5.1.2 Commitment strategy

In order to make the Youth Board attractive for the (potential) participants, it has been essential to foster three main elements: (1) to transform the process into a meaningful process for young people in terms of achieving tangible actions which will lead to changes in local housing policies (2) to develop their individual skills and capabilities and (3) to generate a safe and fun space, in which the young people could feel free to express themselves, give their opinion and learn.

Referring to the generation of concrete actions, the facilitators believed that to complement the generation of a Reflexive Policy Agenda with small and concrete actions throughout the

process could enhance the engagement of the young people. Different non-monetary incentives have been put in place in order to create trust among partners and make the process more appealing. Examples are the provision of office materials, opportunities to participate in open door activities (such as field trips), an invitation to the UPLIFT consortium meeting, participation diplomas and alike. Another of those actions has been to film a video that, apart from explaining the UPLIFT process, emphasizes the importance of co-creation processes as tools for policy making.

Secondly, it has been essential to generate an accessible space for youngsters so that they feel engaged and comfortable. Thus, the venue and the schedule of the sessions have been adapted to their preferences and needs. Moreover, it needed to be a space for them to feel safe and have fun. In incorporating these two elements, to include innovative methodologies/ ice breaking activities and to offer food to generate a more informal atmosphere has been key.

Ultimately, at the end of every session the participants received a merchandising gift with the logo of the project, like an umbrella, a power-bank or a recyclable bottle of water. Apart from the articles, the participants have had the chance to participate in different field trips, which also gave them a different perspective of the environment in which they are trying to make a positive impact.

5.2 Composition and size of the Youth Board

The Youth Board was conceived to include young people between 18 and 30 years, who live in Barakaldo or at least study or work in the municipality. From the beginning the objective was to come to a diverse representation in terms of age, gender, origin and socio-economic background, in order to develop a Reflexive Policy Agenda that could include a heterogenous perspective. Nevertheless, it has not been easy for the facilitator team to guarantee the diversity of the group. The group has been composed by people from different origins, including young people from a migrant background, and different socio-economic backgrounds. The main challenge has been to attract (migrant) women to the process. Most of the young people that arrive to the Basque country from North Africa, the region of origin of the migrant youngsters participating in the process, are men. This factor might explain that, out of the 20 participants that have participated some time in the process, only four have been women.

Furthermore, during the course of the co-creation process, the composition of the group has been fluid. Some of the initials were not present the whole process and other participants decided to join the process later on. One of the key aspects has been that the people that joined the process in the beginning invited new participants to the group, which has been essential for the engagement of new youngsters. This strategy was not planned, it emerged spontaneously in the process.

5.3 Inclusiveness and gender sensitivity

The definition of vulnerability by Ranci, Brandsen and Sabatinally (2014), states that it refers to a position of weakness of an individual due to a negative or harmful situation. Following this definition, the research team considers the Youth Board of Barakaldo as a vulnerable group of people due to difficulties they are facing in the fields of housing, education and employment. In order to overcome these difficulties, some of them have had previous contact with the local public authorities that are part of the stakeholder group of the project, such as Eretza and Gazte Bulegoa. Either they have had contact with these organizations or they have been beneficiaries and/or applicants of their different programmes and initiatives.

Nevertheless, the facilitators are aware that not all the youth of Barakaldo has had contact with these stakeholders. Some of the youngsters belong to a group of people that is not reached by the institutional mechanisms. This is the case for the young people with a migrant background that came to Barakaldo as a non-accompanied minor (in Spanish these people are called MENAs) and that once they turn 18, became non-accompanied young migrants (or JENAs), with little support or assistance from the institutional realm. Consequently, this group of young people is in great vulnerability as they go through a situation of being non-citizens until they achieve the Spanish nationality (but not all of them get it due to the difficulties attached to the process and the requisites that are demanded). This results in great difficulties for getting a job, a house or receiving education. In addition to these difficulties, they also have language and communication barriers, lack of social networks and support, etc. Reaching this group was especially difficult. However, in collaboration with the stakeholders that work with them on an everyday basis, Goiztiri Elkartea and Agharas, we managed to include some of these youngsters as well. All in all, we think that our Youth Board offers a good representation of the most vulnerable profiles in Barakaldo.

As it has been stated before, the representation of men and women has not been balanced throughout the process, with only four women participating. Departing from this context, the facilitators have tried to implement other measures, which could foster gender equality, for example using inclusive language and giving special attention to the participation of women in the debates.

6 The co-creation process

The stakeholders mentioned in the previous chapters, including the Youth Board, local policy makers and implementers and stakeholders from different associations have collaborated in order to generate a reflexive policy agenda. This collaboration has been framed within the Barakaldo co-creation process. The following sections aim to give an overview of this process, including: the approach adopted, the activities developed, the interaction between the participants and the specific role of the young people throughout the process.

6.1 Generic approach

The co-creation process is built around different pillars: (1) the spaces and phases of the co-creation process; (2) the guiding principles, which represent a set of aspects that need to be considered in the policy co-creation process with youth; (3) the analysis factors (theoretical and methodological background) that the research is built upon; and the (4) co-creation process organization.

Spaces and phases

As shown in Figure 1, the co-creation process has been developed in three **spaces**: The Youth Board, the Social lab and the BATERA space. As it is shown in the figure, each one of these spaces aims to accomplish a different **objective**: in the case of the Youth Board, it is the space where young people define the main problems related to housing and propose solutions to tackle them; regarding the Social lab, it has been conceptualized by the facilitators of the process as the place where decision makers listen to the problem definition and proposals of the young people and give feedback, and finally; BATERA could be defined as the space where young people and decision makers decide and work together towards the objectives of the co-creation process.

Given the specific objectives of each space, the stakeholders involved in the co-creation process interact in different ways within them. The **Youth Board** is the central space for dialogue between young people and the researchers and facilitators. Its centrality can be motivated by the fact that the co-creation process seeks to give youth voices a stronger influence on local policy development, and to enhance the abilities and skills of the individuals that are taking part of the process. The space is designed to be the exclusively a space for youth dialogue.

The **Social lab** is the space where young people meet decision makers and where decision makers debate and reflect on the young people's insights and proposals, while giving valuable feedback. **Batera** is the space where the Youth board and the Social lab merge for enabling collaborative work between young people and decision makers.

The process has been developed in three different **phases** following a design thinking methodology. This approach is relevant because of its human and context-centred perspective

innovation, which is grounded on teamwork, user experience and system thinking (Owen, 2006). Although many approaches to design thinking can be found in the literature as well as in applied research, the team has used the traditional methodological approach, which consists of the problem framing and gaining empathy phase (applied to the case as the diagnosis phase); the conceptualization phase (applied to the case as the focus and solution design stage); and the implementation phase, which is currently ongoing. The following lines include a detailed description of each of these phases:

The **diagnosis phase** was developed simultaneously in the Youth Board and the Social lab. As shown in Annex 1, three sessions were organized to meet with the objectives of this phase: to understand the scale and scope of the housing challenge for youth in Barakaldo from their perspective. The sessions were dedicated to (1) the development of a mind map including the main legislation, policies and programmes, from which young people could benefit in the Basque Country; (2) understanding personal experiences with housing challenges through role playing and storytelling; and, (3) presenting youth insights for reflection and discussion with policymakers. These themes were tackled in two sessions of the Youth Board and one of the Social Lab.

Also the **focus stage** was developed by the Youth Board and the Social lab simultaneously. In total, it took four sessions to define the focus. The themes developed in the different sessions are described in Annex 1. In summary, they included aspects from research or the local context that would enable to gain a focus on the specific direction that the solution design phase would be working on. Facilitators designed the sessions on the following aspects: (1) introduction of the policy gaps identified by the local implementers (with input from the work developed in WP3 of the UPLIFT project); (2) ideation process to brainstorm about possible solutions for the identified gaps; (3) prioritization of the proposed solutions, defining the spaces, people and resources needed to develop those solutions; and (4) assessment of the feasibility of the potential solutions. This stage was developed in three sessions of the Youth Board and one of the Social lab. It laid the foundation for the final phase; the generation of a Reflexive Policy Agenda.

Thus, the **solution design stage** was mainly developed in the BATERA space. After working in parallel and in iteration in the first two phases, for this final phase both groups worked together in two sessions in order to define the contents of the reflexive policy agenda. These two sessions were complemented by two additional meetings of the Social Lab in order to define the operative terms to implement the agenda.

Finally, it is relevant to highlight that the working intensity of each space (Youth board, Social lab and Batera space), has varied throughout the three stages (diagnosis, focus, solution design), as well as between the different spaces and stakeholders. Thus, in the case of the Youth board, its working intensity has been higher in the first two stages. At these stages their knowledge is relevant to understand the housing challenge from a youth perspective and to decide upon the best solutions to tackle this challenge. In what refers to the Social lab, it

intensifies its work in the solution design phase, where their knowledge becomes critical in order to assess the feasibility of the youth proposals. Figure 2 illustrates the whole process, including the three spaces, but also the phases that have been accomplished.

Figure 2. Co-creation process: spaces, sessions, themes and phases
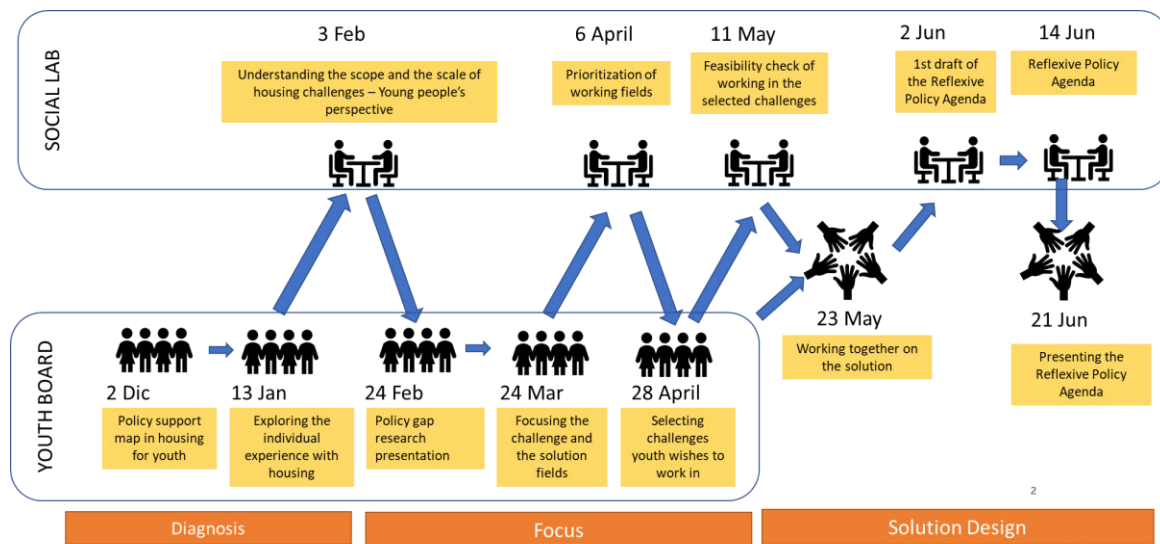
Source: Own elaboration

Principles of the process

In addition to the spaces and phases described above, the researchers identified a set of principles, which are central to a policy co-creation process with youth. These principles depart from the previous deliverables developed within the framework of the UPLIFT project (D4.1 and D4.2) and have guided the design of the process, as well as the facilitators' performance. The following principles apply:

1. Young people are **active agents** of the process: departing from the assumptions posed by action research, an approach to inquiry that goes beyond examining reality seeking to generate transformations through cycles of reflexion and action, the participants, who would normally be considered the "objects of the research", act as co-researchers so that they might come "to a critical form of thinking about their world" (Freire, 1970).

2. The stakeholders involved bring equally **valuable knowledge** to the process: young people bring their knowledge in housing inequality as they live and experience it. Decision makers bring the knowledge on how policies address housing inequality in Barakaldo, how urban policy works, and which are the formal possibilities for potential improvements. Researchers bring knowledge on what is inequality, how this can be measured, which are the policy gaps, as well as theoretical knowledge on the topic.

3. Facilitators, coming from academic institutions, bring in knowledge related to **process design and implementation.** Thus, they are responsible for the generation of the conditions to reflect, decide and act. The exact roles of the facilitators can be better understood through Table 1:

Table 1: Roles that facilitators play according to Costamagna and Larrea (2018) and Macauley et al. (2022)

	Costamagna and Larrea (2018)	Macauley et al. (2022)
Facillitators' role	- Creating spaces for dialogue (this often involves building networks) - Building a shared vision among the organisation's actors. - Managing conflict situations in the process organisation - Building trusting relationships - Building shared agendas - The facilitator connects the organisation to external thinking and debates	- To establish a trusting environment for young people - The ability to listen actively - Good communication skills - The ability to adapt to the group to ensure that all group members feel safe and secure

Source: Own Elaboration

4. Young people are conceived as a **heterogeneous group**. In this way, it is necessary to ensure that the different realities of the youngsters are represented, particularly in the housing domain.

5. The co-creation process is a **strategy for action**: one of the main characteristics of the action research approaches is the co-generation of actionable knowledge. Particularly, the Action Research for Territorial Development (IADT) approach establishes three principles for producing actionable knowledge: (1) it takes place in spaces where participants and researchers establish dialogical relationships; (2) the process of reflection that develops between researchers and participants leads to the production of new knowledge; and, (3) the work and methods are sensitive to the needs of the research process (Costamagna and Larrea, 2018). Similarly, the Participatory Action Research (PAR) perspective highlights that, in order to improve the situation of the participants, in this case the youngsters, the knowledge generated needs to result in constructive actions.

6. **Support capacity building and empower young people**: Action research, including PAR, emphasizes the role of the co-generation of knowledge to empower the participants. In a process of critical reflection, the participants start a cycle of reflection that empowers them to improve their own situation through action. These aspects have

been developed specifically in the Youth Board, where activities have focused on empowering participants and increasing their self-esteem.

Academic background of the research

As it is described in table 2 of the Annex 3, the analysis factors that have guided our research have focused on: the action research for territorial development methodological approach; and, literature on youth participation in policy making.

The relevance of each factor is found in the publications detailed in the second column. In the third column, each factor is adapted to the co-creation context in Barakaldo, identifying how the elements can be identified and implemented in this context.

Organising the co-creation process

The facilitators have organized the co-creation process departing from a **co-generative model** that works as follows: the model starts with young people in the YB reflecting, deciding and acting on a topic that is relevant for the process. The topics were different according to the co-creation step in which they are framed (i.e. in the diagnosis stage the insights can be related to the real problems youth have in accessing housing in Barakaldo). Afterwards, a representative of the YB brings the insights to the SL, so that the policymakers can reflect, decide and act on the topic brought to the session by the young people, as well as propose their own ideas and priorities (i.e. which are the reactions of the policymakers to the expression of the real needs of the youth in accessing housing and where would the policymakers like to work on). Afterwards, the young people bring the insights of the SL to the YB, so that they can reflect, decide and act on these insight as well as on other topics that need to be tackled to move forward in the process (i.e., which are the areas young people could work on according to the interests expressed by the SL?). This process, which is maintained in a cyclical way, generates a collective understanding of the topics tackled and enables that the solution design stage is based on a common understanding of the challenge.

Each co-creation session should be introducing, apart from the objectives of each session, methods and objectives related to the research factors introduced before and be organised to design, test and implement these factors: how to create a safe and fun space, how to contribute to the generation of a shared vision, how decision making and governance works within the process, how the process moves towards a shared agenda, how reflexivity was put in place and how external knowledge and debates were brought to the process?

6.2 Overview of all activities/meetings

As it is shown in Table 5 of Annex 1, this section presents a chronological overview of all activities and meetings that took place during the WP4 co-creation process. Thus, the table allows the reader to understand the cyclical interaction between the three spaces: The Youth Board, the Social lab and Batera. For this purpose, the table shows the cycle of which each

meeting is part: 1, diagnosis; 2, focus; 3, ideation of the solution; the space where the meeting belongs: YB, SL and Batera; the purpose of the meeting; who has participated; and one main outcome of the meeting.

6.3 Capacity building and enhancing creativity through-out the co-creation process

The research factors described in section 6.1, represent a set of crucial factors for policy co-creation as stated in action research and youth participation in policymaking literature. As shown in Table 4, different methods for capacity building and creativity where used for testing and reflecting how different factors would work in the co-creation process. Moreover, the roles played by the facilitators to foster capacity building and creativity throughout the process are highlighted in the table as well.

Table 2. Summary of methods and activities for capacity building

Research factors	Relation with capacity building and creativity	Methods
Creating a safe and fun space	- Creating a space where they can freely express - Building a relationship of trust between participants and generating cohesion	**Icebreaking activities to warm up and get to know each other** - You are what you eat – Present yourself as your favourite food item - Collaborative Drawing: how the rest sees us (see illustration 1) - Where Do You Stand? - "Tell us something good that has happened to you during this time?" - Outdoor activities - Dinner together (each session) - Going for a drink together
Generating a shared vision	- Data collection for understanding the challenge - Interpreting data: How do we make sense of the data we present? - How do we communicate our ideas	**Data collection** - Policy mapping / organization mapping - Role playing - Storytelling - 'Listening mode' exercise - Presentation by policy experts: "how does it work in urban policy planning? - A survey exercise with quiz (see illustration 2) **Interpreting data** - Group dynamics: path finder technique - Deconstructing the challenge or problem through a logic tree - Design Thinking Methods ("4-STEP Creative Problem Solving for Business" from Enric Segarra) (see illustration 3)

		Communicating ideas - Reaching out to other young people via their social media by quizzes - Volunteering for communication of YB results - Preparation of presentations by YB members to present their ideas to the Social lab. - Designing a communication output (video in our case)
Roles, decision making and governance of the process	- Orientation of the contents, agenda and proposals towards the empowerment of young people in discussing their ideas and making decisions - Management of the expectations of the participants	**Empowerment of the young people throughout the process** - Direct open questions in the session - Quizzes: through Slido, Google form… (see illustration 2) - Summary of the sessions sent out after each session asking for their feedback (via WhatsApp)
Creating a shared agenda – towards a RPA	- Making sense of the emerging results in order to move forward	**Baseline documentation of the process developed by the facilitators** - Workbook of the sessions as a tool for designing, reflecting and moving forward - Minutes of the sessions - Debriefing - Drawing the process: continuous updating of the figure of the co-creation process (see final version in Figure 1) to show where do we stand and where are we heading to **Moving forward driven by youth views and opinions and the contributions of the social lab** - Direct open questions in the session on how they want to proceed - Quizzes: through Slido, Google form… - Prioritization techniques (NUF test, etc.) (see illustration 3) - A summary of the sessions elaborated by the facilitator and sent out to participants after each session asking for their feedback (vía WhatsApp)
Challenges reflexibility	- Being reflexive around the generation of capabilities of the participants	- Debriefing sessions among the facilitators -Modifying the design of the sessions according to the outcomes of the debriefings
Connecting to knowledge and external debates	- Connecting theory (Uplift research and others) and practice, reflection and action to generate collective capacities	**Presentations on policy related topics** Knowing more about: - The role of a municipality in policymaking - The role of an elected politician / technician in policymaking - The competencies of the local institutions working

with youth and housing in Barakaldo
Presentation by experts
- What is an ordinance of the City Council?
- Presentation of the Emancipation aid – Eretza
- Presentation of the research around what are the policy gaps identify by policy implementers and young people for improving policies (result of WP3)

Source: Own elaboration based on the process workbooks, minutes and debriefings

In summary, the methods and tools used by the research team with regard to the different research factors were assessed as being useful for capacity building and enhancing creativity.

The following pictures illustrate some of the activities described in the previous table:

The first illustration shows the icebreaking exercise involving collaborative drawing, conducted in the second session of the Youth board. In the session the participants were asked to choose a pair and to draw the hair of their counterpart. Then, they were asked to recover their drawing and choose another pair. This second time, the pairs will have to draw each other eyes and give back the drawing to their counterpart. The process continues until each has a complete drawing of her/his face based on how others see them. It usually ends up with very funny drawings of each one, what makes the atmosphere relaxed and informal and provides a good basis for content-oriented follow-up activities.

Illustration 1: Collaborative drawing used as ice-breaking activity
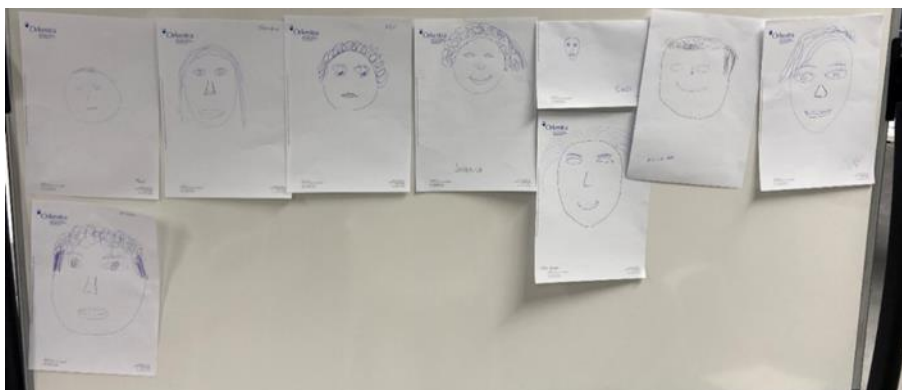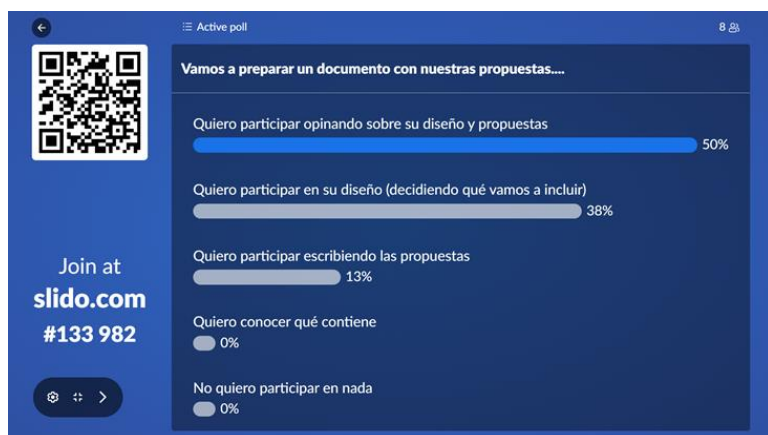

Source: Debriefing document of the Youth board´s session 24/02/2022.

Illustration 2 shows the results of the survey that the facilitators used in the second session. The survey was made with the Slido app. Its objective has been getting to know which was, at that moment of the process, the desired involvement of the participants in the formulation of the reflexive policy agenda. The question posed was: "We will prepare a document with our proposals. How would you like to participate?" The potential answers were: "I want to participate by having an opinion on its design and specific content", "I want to participate in

its design (deciding what to include)", " I want to participate in writing the proposals" "I only want to know what it is about", "I do not want to participate at all".

Illustration 2: Quiz to decide upon: "How would you like to participate?"

Source: Debriefing document of the Youth board´s session 24/02/2022.

Finally, the third illustration shows the pathfinder technique that was used for interpreting data. Through this technique the policymakers in the SL were asked to reflect on what was the most important thing they took away from listening to the challenges that the young people presented to them; what was surprising; and, what improvements they envisage in their area of work.

Illustration 3: Pathfinder technique
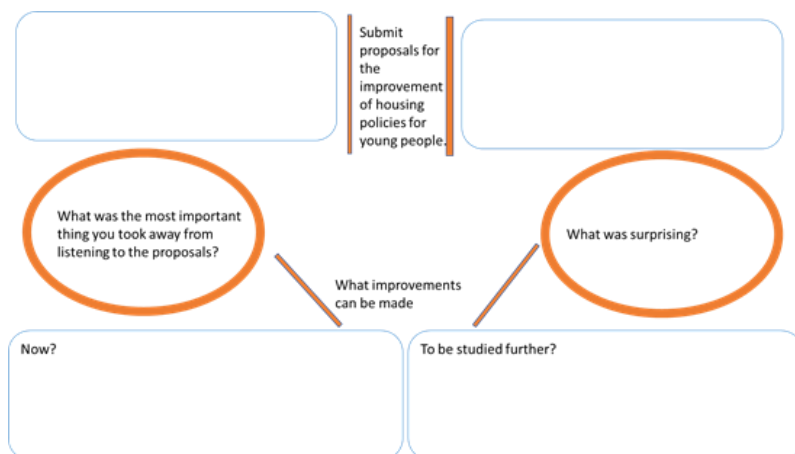
Source: Debriefing document of the Social Lab´s session 13/02/2022

Moreover, the facilitators of the process have played an important role in capacity building and enhancing creativity. In order to ensure that these objectives were achieved, the role of a "youngsters' facilitator" from the Orkestra team has been created. Her involvement can be highlighted as follows:

Being the focal point for any topic related with the co-creation process:

- She is the person to contact with queries;
- She is in charge of channelling the demands of the young people;
- She contacts the young people to confirm their assistance at the sessions and shares the agenda and the results of the sessions with them;
- She is the manager of the communication channels of the young people: she moderates, and manages the WhatsApp group.

Being a translator of specialised and technical communications:

- She reviews the documentation (presentations, messages, group dynamics, etc.) from a young person's perspective and proposes changes such as using more accessible language etc.

As a tutor of young people:

- She performs a tutoring role addressing the young people: preparing presentations, agreeing on the contents, encouraging young people to present, etc.

6.4 Interaction of the Youth Board with institutional stakeholders

As specified in Section 6.1, the co-generative model followed by the Barakaldo team is based on a cyclical interaction between the YB, SL and Batera spaces. This model has allowed young people and policy-makers to maintain a constant communication throughout the process, which has intensified with the generation of the Batera space in the last phase of the process.

The cycles and the number of interactions between young people and policymakers are illustrated in both Figures 1 and 2. These figures show that the work in the Youth Board space has been particularly intense in the diagnosis and focus stages. Meanwhile, the solution design stage demanded to focus on the collaborative work of young people with policymakers. In order to strengthen this collaboration, the Batera space has been created.

To safeguard a constructive atmosphere in which the institutional stakeholders take the Youth Board completely seriously was a challenge along the process, and particularly in the Batera space, where both groups of people were working together hand to hand. In the SL, the facilitators could maintain a real dialogue between the two groups by using tools that fostered the "Listening mode", encouraging the policymakers to listen actively to the youngsters. Some reflections of the facilitators in the debriefing sessions pointed to the need to use plain language in the sessions and to the need to work on the active listening of the policymakers:

"We tried to simplify policymakers' presentations but the subject is too complex in itself [...]

*There was no real dialogue, the conversation between decision-makers takes place between them. They listen too little."*Debriefing of Batera, 24th of May 2022

In the same line, the facilitators identified that better tools were needed to assure that youth participation was happening in equal terms with policymakers:

"*It is necessary to create dynamics in which we ensure the participation of young people because in some groups they (the institutional stakeholders) monopolised.*"Debriefing of Batera, 24th of May 2022

6.5 Role of the Youth Board in the implementation and evaluation process

Regarding the participation of the Youth Board in phases that go beyond the formulation phase (policy implementation and evaluation), we observe that the last session ended up with an agreement on the RPA and its implementation actions, and an expression of interest of the young people involved to participate in these actions.

Moreover, apart from their participation, it is expected that the young people have the chance to get involved in the decision-making process regarding the further specification of the proposed actions. For instance, since one of the solutions proposed in the RPA is the development of an emancipation school, it is expected that apart from participating, the Youth Board have the chance to decide over the themes that will be tackled in the sessions of the school.

Finally, in order for the Youth Board members to be informed on the implementation of activities they have been working on, a member of the staff of Gazte Bulegoa will serve as a liaison. This liaison will contact the members of the Youth Board so that they can be informed about how their proposals are being implemented and are provided with the chance to participate. In addition to that, some YB members are expected to be participating in the actions that are described in Chapter 9.

6.6 Ethics requirements

Following the Deliverable 7.3, the consent form targeting currently young people was translated into Spanish and distributed among the participants of the Barakaldo co-creation process. The consents forms were properly signed up and stored. The consent form was used for both the research questionnaire that young participants were asked to fill (see Annex 2) in and the participation in the co-creation process. The form includes a question in whether they accept to have their images in Orkestra's materials.

The information collected throughout the process was secured by assuring that no personal data of the participants is published or given to third parties. This is achieved by keeping the personal data (e.g. contact details, registration forms) in secured places and processing the results of the interviews and group work processes in an anonymous way.

6.7 Risk management: influence of the Corona crisis

The Corona crisis influenced the process by delaying the start of the activities. The initial activity of the process was meant to be the Youth Town Hall Meeting and it was organised in September 2022, with several months of delay compared to the initial schedule. All in all, the sessions were organised mainly physically taking preventive measures such as wearing a mask.

7 Implementation and follow-up of the co-creation process

Through the Barakaldo co-creation process analysed in the previous Chapters, 1 to 6, the stakeholders involved have worked on different policy actions in order to improve the local policies directed to young people in the housing field. The aim of this section is to present the fields in which the group has decided to make improvements (in Chapter 9 these improvements will be translated into specific actions), to discuss the role of the Youth board with regard to these improvements, as well as the future of the group.

In its latest phases, the Barakaldo co-creation process has focused on designing solutions to the housing challenges faced by young people in Barakaldo. This work has been preceded by the identification of five main **areas for improvement.** This task has been developed taking as a reference: The Emancipation Ordinance of Barakaldo, a legal document that contains the requisites that young people require to access public housing aids and the websites of the autonomous and local institutions that contain information regarding the emancipation of young people.

The first measure to improve the housing conditions of young people in the Municipality is oriented towards a **modification of the ordinance**. The particular aspects of the ordinance that according to the Youth board need to be improved will be described in section 9. Nevertheless, the young people are aware of the difficulties, particularly bureaucratic, that come with making changes in the ordinance in the short term.

The other areas of improvement are not related to the real content of the ordinance, but involve issues of accessibility, communication, adaptation to the different realities that young people face and counselling in issues related to emancipation.

By improving **accessibility,** young people refer to the simplification of:

- The requirements for accessing housing grants and programmes. Some of the YB members, particularly the ones with a migrant background, cannot access the aids because they do not have the documentation needed.
- The documents in which the requirements of the programmes are specified. There is a lack of textual and visual tools that simplify the content of the documents.
- The administrative processes to have access to the aids. Deadlines are rigid and the procedures to present the documents are arduous.
- The information related to the institutions that manage the different programmes. It is not easy to identify who is in charge of which programme.

Regarding the **communication** of the programmes and aids: the Youth Board demands to have access to the contents in a simple, clear and readable language. Also, they desire the

availability of the documents in several languages and easy to understand summaries on the official webpages of the Municipality.

Thirdly, in what refers to the **adaptation to the different realities** that the youth faces, young people have identified that the local housing programmes and legal documents, such as the ordinance, are designed and communicated with a particular 'standard' young person in mind. People with disabilities or people from migrant backgrounds, that don't possess these standard characteristics, may not have the same opportunities when they apply for these aids.

Finally, regarding to **counselling for emancipation** of the young people in the municipality, the Youth Board members observe that there is not enough information related to what it means to emancipate, and to the responsibilities that need to be assumed. For instance, to know what a bill is and how to pay it, how to pay a mortgage, or even how to do the laundry.

The aforementioned areas of improvement have been materialized in several specific actions that constitute the RPA, developed in Chapter 9. Nevertheless, before delving into these actions, it is important to highlight that the institutional stakeholders that are part of the process have recognized the need of:

- Working in a coordinated way on the implementation of the measures. The challenge of the emancipation of young people is assumed as a complex issue that needs to be addressed in an interdepartmental way.
- Working together with the young people throughout all the policy process. Apart from demanding their opinion to know their perspectives as users of the programmes it is necessary to collaborate with them since the diagnosis of the problem. In the case of the co-creation process, to have them on board since the beginning has allowed the institutional stakeholders to acknowledge the need to consider different realities within the group of youngsters.

The recognition of this new way of working will be key, not only for the involvement of the young people in the implementation and follow-up of the RPA, but also for future actions carried out by the Municipality.

8 Evaluation of the co-creation process

8.1 Evaluation methods

Regarding the evaluation of the co-creation process, it is possible to distinguish among **two elements or tools**: on the one hand, the mechanisms used by the facilitators between sessions to ensure that each session was contributing to the objective of the process; and, on the other hand, the evaluation questionnaires filled in by the participants of the process.

Referring to the first element, the facilitators have used three different tools:
1. Setting up a workbook for the sessions.
2. Taking minutes of the session.
3. Configuring a debriefing of each session.

Each session was organized following the template for the workbook shown in Table 3. The session contents were designed according to the research factors described in section 6.1. For each research factor, the research team set up concrete objectives, contents in the agenda and methods. The facilitators discussed some issues of the workbook with the participants when relevant, although the leading role remained with the facilitators. Table 3 shows an example used in the third session of the YB, which was aimed at presenting what the SL have said on the housing challenges presented by the YB; and, at starting to define the field of policy improvement the YB would like to focus.

Table 3: Template of the table included in the workbook (one table per session)

Factors of analysis	Objectives sought	Where in the agenda / methods used
Creating a safe and fun space	Warm up at the beginning of the session and networking at the end of the session	- Ice breaking activity (10 min) - Dinner together (1 hour)
Generating a shared vision	**Present qualitative data** - Presentation of the results of the SL. Young people present the results with guiding questions by the facilitators. Young people with more difficulties are encouraged to present, with flexibility to highlight the most important ideas for them - Presentation of the research results on reflexivity points (WP3) (Orkestra) **Interpret and make sense of the data** - Discussion on the implications of the results of the SL and the policy reflection points for	- What happened in the Social lab? (15 minutes) Young people from Barakaldo explain: Who was part of the Social lab? What happened during the session? What results did we achieve? - Presentation of policy gaps (WP3) (15 minutes) (Orkestra)

	defining an area of collaboration	
Roles, decision making and governance of the process		
Creating a shared agenda – towards a RPA	Decide on how to move forward in developing a point of collaboration, encouraging the young people to propose ways of moving forward.	- What do we want to do from now on? (30 minutes) Online Quiz: Slido
Challenges reflexibility		
Connecting to knowledge and external debates		

Source: Workbook of the UPLIFT WP4 co-creation process in Barakaldo.

This same structure has been used to write the minutes of the sessions. Literal written notes were taken for each one of the sections.

Finally, regarding the debriefing sessions, the facilitators met after every session in order to respond to the following questions: 1. What happened; 2. How did you feel?; 3. How do you think the others felt?; 4. What can we improve for next time?

In addition to the reflection guided by the questions above, the debriefing sessions included a reflection on how we, as facilitators, were putting forward the different research factors, what was working or not, which were the barriers and the fundamental issues? (see table 4 as an example)

Table 4: Template of the table included in the debriefing document (one table per session)

Factors of analysis	Debriefing
Creating safe and fun space	
Generating a shared vision	We come to the final stage of the problem definition. In this stage, we seek to identify the housing-related problem that we as a group would like to focus on. In this way, we began to lay the foundations for the next stage, which was more oriented towards generating a proposal. A quiz was proposed in which each person was asked to what extent, and in which part, they would like to be involved in the process.
Roles, decision making and governance of the process	The decision makers' perspective was put on the table, but always contrasting it with the vision and objectives of young people. It is important to find synergies between both approaches, but always bearing in mind that this is an original proposal from young people that must be enriched with the experience and knowledge of decision makers.
Creating a shared agenda –	Little by little we are getting clearer about what we want to focus on

towards a RPA	in relation to housing policies at the local level. We have been able to reach this conclusion thanks to the experiences of young people and the inputs of decision-makers. Now, it is time to find out what ideas young people are proposing in this regard, to give them shape and to enable each person to contribute by giving the best of themselves in the areas that are of most interest to them. To this end, we wanted to use a quiz to start encouraging this generation of ideas and we have agreed to continue thinking about them for the next session.
Challenges - reflexibility	Greater proximity and simplicity of language. To ensure, as far as possible, equal participation. When it comes to using Internet resources, the digital divide
Connecting to knowledge and external debates	

Source: Debriefing document of the UPLIFT WP4 co-creation process in Barakaldo.

Regarding the second element, the questionnaires launched in order to know more about the satisfaction of the different stakeholders with the process, the facilitators developed two different questionnaires. One for the young people, developed in two phases, at the beginning and at the end of the process. And, a questionnaire provided by TU Delft that measures the satisfaction with the process of both the young people and the institutional stakeholders. (The content of the questionnaires and the results for both of them are further developed in Annex 2.)

8.2 Lessons learnt

From all the steps and phases in this document, it is possible to extract a number of lessons that the different stakeholders involved have learnt throughout the process. From the definition of the goals and problem statement to the development of the RPA and the evaluation of the process, different lessons have emerged as key aspects to inspire similar processes not only in the context of the Basque Country, but also in urban environments of other countries and regions. Thus, the facilitators have formulated four key lessons, which will be further developed in the rest of this Section.

1. How to keep young people and institutional stakeholders on board?

One of the key issues is to engage the young people into the process. In this regard a key aspect that has proved to be positive is to collaborate with gatekeepers in the setting up of the different collaboration spaces

As far as this is concerned, to engage local policy makers and implementers has been difficult, particularly in the initial phases of the project. In the case of the young people, to capture their interest in a world governed by immediacy and instant stimulus has been challenging.

Gatekeepers' collaboration has been a key aspect for ensuring the participation and representativeness of young people. On one side, some of the participants of the Youth Townhall Meeting were part of different associations and groups of youngsters. This allowed us to build bridges between the group and new potential participants. On the other side, the youth department of the municipality, Gazte Bulegoa, works directly with several youth organizations and directly with young people.

The access to these gatekeepers allowed us to increase the number of the participants of the Youth Board.

2. Create a safe and fun space for young people

The importance of this aspect was tested throughout the whole process. One result when working with youth, especially in the policy co-creation processes, was the importance of creating trust and safe environments so that the young people could express their opinions freely. Ice breaking activities and dinners together are a good example of this. Working on this aspect has allowed the young people to increase their capacities for giving an opinion and feeling heard. Evidence show that trust has increased over the process. (see annex 2).

3. Result oriented, inclusive and reflexive process

The co-creation process had two limitations: (1) the time constraints, as it needed to be developed between December 2021 and June 2022, and (2) the scope of the competencies of the participating local public authorities.

In this regards key aspect that have been valuable throughout the process are:

To manage the expectations and demands of the participating stakeholders and to maintain clarity on what feasible expectations are in the process. This way, it is very important to agree on feasible actions. To narrow the scope and focus on concrete measures that local public authorities could implement has helped to meet with the expectations of the participants.

To work towards generating a shared vision and agenda: first, the adoption of a design thinking innovation process has allowed the research team to work with a result-oriented methodology and a set of collaborative tools that have been put in place. A process that has a clear objective: The Reflexive Policy Agenda (RPA). The development of the RPA has been very beneficial for the co-creation phase. To write down specific commitments increases the chances for the implementation of the measures suggested by the young people. Moreover, it also helps to increase their trust in public institutions, as they perceive that the work they have done throughout the process has had a concrete result.

Second, the young people have been encouraged to present data and analyse it together with

other participants. This work has been essential to make sense of the data. In order to be engaged in the process, the young people need to feel that they are making a meaningful contribution and that their collaboration will lead to specific measures.

Third, the participants have drawn the process picture, as it was emerging, understanding where they stood each time and where they were going to: the RPA. Fourth, being reflective throughout the process with debriefings on how the process was evolving according to the factors of analysis has been key in the process.

4. Provide inclusive and accessible language

One of the key aspects that has proven to be essential to the process has been the use of accessible language to facilitate understanding. This means using language that accommodates youth, especially young people with low policy literacy skills, and speakers of Spanish as a foreign language. The researchers and facilitators have adapted the materials of each session in order to come to accessible language. This assures that key terms and other related materials were understood.

This has been especially critical for the Social Lab, with which we had several sessions devoted to the need to simplify the language we were using for having a dialogue with youth. Facilitators have played the role of translators in many dialogues throughout the process and several 'language wash' exercises were done in the used materials.

5. Fostering innovative ways of policy making with benefits for the participants

The development of new ways of working, based on transversality between the different departments and collaboration with young people in the whole policy cycle has been tested in Barakaldo, proving the value of it from the participants' perspective

From the policymakers' perspective, the process has been relevant for two reasons: on the one hand, it has allowed the different departments of the municipality to work transversally in order to tackle a challenge that is relevant not only for them, but also for the citizens of Barakaldo. On the other hand, the relevance of integrating the perspective of the citizens, in this case the young people, in the different phases of the policy process has become clear.

From the youth perspective, the process has proved to increase the empowerment and self-esteem of the participants. For instance, to have the opportunity to express their needs and share their experiences has contributed to the enhancement of their skills regarding public speaking.

9 A Reflexive Policy Agenda

9.1 Towards a Reflexive Policy Agenda

The Reflexive Policy Agenda that will be presented in this chapter is the result of the work done by the Youth Board together with public authorities from Barakaldo. This way, it responds to the demands and suggestions presented by the young people and embodies the commitment of local policy makers and implementers to implement specific measures to meet those demands. The proposal aims to translate the areas of improvement into concrete actions.

Moreover, apart from being informed about when these measures are adopted or when the proposed activities are happening, the members of the Youth board, together with young people that are interested, will have the opportunity to have a say in the future of these activities, i.e. by choosing the themes that will be discussed in the school for emancipation.

9.2 Reflexive Policy Agenda for the field of housing

The Reflexive Policy Agenda is composed of what it is called "proposals of policy improvement". In total, the RPA encompasses four different proposals for policy improvement. For each proposal, the entities in charge, the aim of the actions, the time schedule in which the action will be developed and the involvement of the young people will be specified.

FIRST PROPOSAL FOR POLICY IMPROVEMENT: THE SETTING UP OF AN EMANCIPATION SCHOOL FOR THE YOUNG PEOPLE IN BARAKALDO

The proposal will be carried out by: Gazte Bulegoa. The youth office of the Barakaldo Municipality will be in charge of the design of the emancipation school, the communication of the different activities developed in the emancipation school and facilitating the sessions, including design of the contents and scheduling and planning. However, the Youth Board members and other interested young people will also have the opportunity to provide input for the agenda and the content of the emancipation school sessions. The workshops of the school will be held in the facilities of Gazte Bulegoa.

The aim of this first proposal is: to provide the young people that decide to emancipate in Barakaldo with the tools to initiate a pathway by themselves. These tools will be provided through workshops oriented to practical matters, that go from learning how to pay the bills to Do It Yourself activities. The emancipation school is designed as a dynamic proposal, in the sense that it will adapt to the demands that the participants identify.

Regarding the schedule of the proposal: the first three workshops of the emancipation school have already taken place on the 18th, 23rd and 24th November. In the workshops of the 18th and the 24th, a DIY session was organized and the activity of the 23rd focused on the basic

information that young people need in order to decide between buying or renting a house. Even if there are not new workshops scheduled, the idea is to follow-up with sessions in 2023 in order to tackle new issues in which the young people are interested.

Regarding the involvement of the youngsters: the young people that have been part of the Youth Board, but also other young people from the municipality will be invited to participate in the activities through different social media channels. Moreover, apart from their participation in the workshops they will be encouraged to propose new themes for the workshops, new venues and formats for developing activities, new communication strategies to involve more young people etc. At the same time, they will evaluate the initiative.

SECOND PROPOSAL FOR POLICY IMPROVEMENT: THE DEVELOPMENT OF TOOLS TO IMPROVE THE ACCESS OF YOUNG PEOPLE TO THE AID FOR THE PROMOTION OF YOUNGSTER'S EMANCIPATION IN BARAKALDO

The proposal will be carried out by: Gazte Bulegoa, in communication with the Social Action and Housing department of the municipality and ERETZA. The youth office of the Barakaldo Municipality will be in charge of making the information regarding the economic aids and relevant programs for the promotion of the emancipation of young people more accessible. Thus, the office will review the webpage at which the information is uploaded, will organize informative workshops in order to give details regarding the requisites and characteristics of the aid and will intensify the diffusion through its social media channels. Moreover, it will continue with the individual counselling, guaranteeing that the young people that visit the office receive the adequate information regarding the aid and other relevant details of the housing domain.

The aim of this second proposal is: to make it easier for the young people to find the information they need to request the aid for emancipation. The objective is that young people find the information in a centralized, simplified, and easy way.

Regarding the schedule of the proposal: the first action related to this second proposal was carried out the week of the 18th of July 2022. As it was the last week to apply to the emancipation aid of 2022, the decision makers choose that date to celebrate an informative talk in which the call for the aid was explained in detail. Information was provided on potential recipients of the aid, and on how, when and where to apply for it. The feedback of the young people who joined the meeting was very positive. They highlighted the relevance of making this kind of information accessible to the young people. Moreover, the event was also covered by different media channels.

The objective for 2023 is: on the one hand, to continue with these talks, coinciding with the annual call of the emancipation aid and; on the other hand, to review the municipal webpage to make it more intuitive, flexible and friendly.

Regarding the involvement of the youngsters: the young people that have been part of the Youth Board, but also other young people from the municipality will be invited to participate on the one hand, in the preparation of future information talks, giving them the opportunity to pose questions beforehand and, on the other hand, in the implementation of changes in the webpage. Apart from the technical support required to make those changes, Gazte Bulegoa will contact young people in order to get feedback on the modifications.

THIRD PROPOSAL OF POLICY IMPROVEMENT: THE REFLECTION UPON THE REALITIES OF THE YOUNG PEOPLE OF THE MUNICIPALITY IN ORDER TO ADAPT THE LOCAL HOUSING POLICIES AND ORDINANCE TO THEIR NEEDS

The proposal will be carried out by: Eretza in collaboration with the Youth Department of the Municipality. The Urban Management Society of the Municipality will be in charge of making the reflection with other institutions that have gathered information related to the composition of the households of Barakaldo and the young people from the Municipality. Thus, Eretza will organize the meetings required with the aforementioned stakeholders in order to obtain the full picture.

The aim of this third proposal is: as it has been stated above, to get a full picture of the different modalities of households residing in Barakaldo. The objective of gathering this data is to modify the different mechanisms in place in order to adapt them to the necessities of the young people that live in Barakaldo.

Regarding the schedule of the proposal: for now, there is not a fixed schedule. The different local stakeholders have recognized the difficulties that exist to make changes in the ordinance or the contents of the different programs. Nevertheless, it is expected that during 2023, Eretza will contact different key stakeholders, including the young people to in order start collecting the information related to the compositions and experiences of the young households in Barakaldo.

In what refers to the involvement of the youngsters: as it has been stated above, it would be very interesting to maintain the current Youth Board in order to make the reflection together with them and opening it to new participants. But, for now, there is no guarantee that the group will continue in 2023.

FOURTH PROPOSAL OF POLICY IMPROVEMENT: THE GENERATION OF SYNERGIES WITH OTHER MUNICIPALITIES IN HOUSING STRATEGIES TO FOSTER THE EMANCIPATION OF YOUNG PEOPLE

The proposal will be carried out by Eretza, the Urban Management Organisation of the Municipality, Gazte Bulegoa, the youth office of the Barakaldo Municipality, and the

department of social action of Barakaldo. In this case, each one will develop specific tasks: Eretza will prepare the contents related to housing matters and policies and will contact the housing departments of other municipalities; Gazte Bulegoa will bring its expertise regarding youth policies and will contact the youth departments and organizations of other municipalities. Finally, the social action department will be in charge of the logistics of the different encounters between municipalities.

The aim of this third proposal is to generate connections between municipalities, particularly the ones in Ezkerraldea, the geographical area in which Barakaldo is located, in order to foster coordinated actions in matters of youth emancipation. Among the different formats in which this generation of synergies may happen, a discussion forum emerged as the most likely alternative.

Regarding the schedule of the proposal, the first discussion forum was held on the 30th of November 2022, coinciding with the local policy conference contemplated under the framework of the UPLIFT project. The event, that took place from 9 AM to 1 PM, included 60 people that are part of different youth and housing departments of municipalities of the Basque Country. In the forum, the participants had the chance to listen to different expert voices and innovative experiences. Also, a presentation of the co-creation process of the UPLIFT project was made. The idea is to hold more discussion forums, preferably annually. Moreover, these forums could motivate other meetings that could also contribute to the generation of synergies.

In what refers to the involvement of the youngsters: in the case of the first discussion forum the young people were encouraged to assist to the event. Moreover, one of the YB members participated actively in the encounter, giving his perspective about the three phases of the UPLIFT co-creation process in Barakaldo.

9.3 Policy agenda to give the youth a permanent voice in policy-making

From the Reflexive Policy Agenda, and particularly from the subsection "in what refers to the involvement of the youngsters" included in each proposal of policy improvement, it can be concluded that the youngster's participation in formal local policy making in housing matters will keep on being intense and diverse.

In what refers to the **intensity** element, young people will have an active participation in the four actions developed in the RPA. Moreover, the co-creation process of Barakaldo has shown that to keep a continuous interaction between the young people and the local authorities helps to create an environment in which the young people can express themselves freely and comfortably. In this sense, the institutional stakeholders have expressed the commitment to keep this fluid interaction, not only for the consecution of the RPA, but also for further projects in which young people can contribute.

Regarding the **diverse** ways in which the young people can participate in institutionalized structures at the local level, the co-creation process has made evident the importance of implicating the young people in the different stages of the policy-making cycle. Their implication in the different phases is present in the activities proposed in the reflexive policy agenda. Apart from assisting in the different activities and workshops, the young people can make decisions regarding the contents of the sessions and the ways to communicate about them. They may also have a leading role in the recruitments of participants.

Finally, it is important to highlight that all the stakeholders involved in the process, including the young people, the different departments of the Barakaldo Municipality and Orkestra, as facilitator of the process, have found co-creation a very interesting process to improve public policy making. In this sense, even if there is not a formal commitment to keep this same co-creation structure or build a new one in the short term, it is likely that the three of them follow this structure, or at least some of its principles in future projects and initiatives where they participate.

10 Recommendations for a successful co-creation process with young people

10.1 Recommendations

During the nine months that the co-creation process has lasted, in the case of Barakaldo, the facilitators of the process from their own experiences, but also listening to the feedback from the other stakeholders, have extracted a number of lessons learnt that have been presented in section 8.2. Thus, as a result of these reflections, this chapter lists some recommendations that might be useful for stakeholders that are interested in co-creation processes. Nevertheless, the authors of these recommendations believe in the importance of context-based initiatives. In this sense, not all recommendations are useful in all contexts in which co-creation is developed.

10.2 Preparation of the co-creation process

In the preparation of the co-creation process, the steps that have been taken have been: problem definition, setting up clear goals, engaging institutional stakeholders, and organizing the process. In this sense, the recommendations suggested in this section correspond to these categories:

1. Define the problem according to the timeframe, the scope of action of the stakeholders implied and the issues that the participants find interesting. Narrow the scope if necessary. This will help to manage the expectations of the participants and keep their interest throughout the process.
2. Set up clear goals for the process. As in the case of the problem definition, this can help to keep the members of the process committed. Also, to establish concrete and measurable actions can make the stakeholders accountable for their decisions.
3. Find a distinguishing feature of your process that makes it attractive to the institutional stakeholders. Due to their time constraints, they need to choose between different initiatives, look for what makes yours distinctive. This might be, for instance the topic, the conceptualization of the process, or having other European cities on board.
4. Conceive the co-creation process as an emerging process, guided by an open dialogue between the participants, in which the outcome is not previously decided. Take notes of every event, reaction and action, those are also part of the value of the process.

10.3 Setting up a Youth Board

In setting up of the Youth board it is important to consider the recruitment process, the composition of the group, the inclusiveness in the selection and interaction among the

participants, as well as the gender sensitivity. For these elements, the recommendations suggested are the following:

1. Involve organizations, groups, institutions and individuals of different nature and background in the recruitment process. It is not enough to contact big youth organizations to involve young people in co-creation processes. Sometimes smaller organizations are in contact with collectives that are not accessible to more generalist organizations or institutions. The more varied the recruiting organizations, the more heterogeneous the group.
2. Allow the people to enter or leave the process when they need to or want to. Due to different constraints some people, particularly from certain collectives, cannot commit to assist to all the meetings. To be flexible in this sense can foster the heterogeneity of the group.
3. Focus on fostering inclusivity, not only in the recruitment process, but also in the design and development of the different sessions. Particularly, facilitators have to put in place specific tools to ensure that the members of the process, emphasizing those that can be considered more vulnerable, feel included.
4. Include gender criteria in the recruitment process. Due to structural constraints, sometimes women do not have the same opportunities as men to access public spaces. Make them know that their voices are needed. Also, make them know that in case they decide to participate they will do it in a level playing field, in which if needed, measures will be put in place to guarantee their full participation.

10.4 Managing the co-creation process

In what refers to the management of the co-creation process, the set of recommendations will cover the: capacity building of the young people, the enhancement of their creativity, the interaction between the Youth board and the institutional stakeholders and the role of the Youth board in policy implementation. In addition to the core elements and set of principles described in section 6.1, we suggest to:

1. Generate conditions to allow the young people be active agents in the co-creation process. The literature on participatory action research explores how capacities can be generated in order to empower the participants from a research standpoint. This approach might be a good start.
2. Innovate with new methods and tools that foster the creativity of the participants. Sometimes, mind maps, paintings or even gamification techniques are useful to make new ideas emerge.
3. Ensure that institutional stakeholders are actively listening in their interactions with the young people.

4. Involve the young people in the different phases of the policy cycle, including implementation. This is directly linked to their active role in the process. To take responsibilities over different tasks related to implementation can help to improve their capabilities.

10.5 Towards a reflexive policy agenda and follow-up of reflexive policy-making

Finally, in addition to the core elements and set of principles described in section 6.1 the construction, implementation and follow-up of the reflexive policy agenda, should consider the following recommendations:

1. Be reflexive regarding the contribution of the young people to the reflexive policy agenda. It is essential to ensure, not only that the opinions and suggestions of the young people have been listened to throughout the process, but that they have been included in the final outcome of the process, in this case the RPA.

2. Try to concrete the different improvements or suggestions written in the RPA into specific actions or activities and define tentative dates in which the actions will be developed. This can be key to: on the one hand, commit the stakeholders in charge to implement the measures and; on the other hand, to follow up the compliance of the commitments.

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Annexes

Annex 1: Activities developed within the framework of the Barakaldo co-creation process

Table 5. Activities and meetings of the Barakaldo co-creation process.

Cycle	Type of meeting	Number of meetings	Purpose of the meeting	Participants	Outcome
1	YB	Session 1: 2nd December 2021	Reflect on the housing policy support map in Barakaldo for young people	7 young people; 3 Facilitators from DF; 1 from the Municipality	Reflections on youth views and experiences on local public policies in housing
	YB	Session 2: 13th January 2022	Explore the young individuals' challenges with housing	6 young people; 2 Facilitators from DF; 1 facilitator from the municipality	Reflections on young people's experiences and 'pains' in housing
	SL	Session 3: 3rd February 2022	Understand the scope and scale of housing challenges - young people's perspective	3 young people; 2 Facilitators from DF; 5 policymakers (2 elected politicians)	Listening and understanding young people challenges in housing; policy commitment on working on the process
2	YB	Session 4: 24th February 2022	To what public decision-makers have said to us. Start defining a joint field for collaboration to improve policies of interest to us.	8 young people; 3 Facilitators from DF; 2 facilitators from the municipality (1 from Gazte Bulegoa/ 1 social department	Areas young people would like to work in / improve; the scope of their participation and to what extent they would like to be involved

Cycle	Type of meeting	Number of meetings	Purpose of the meeting	Participants	Outcome
	YB	Session 5: 24th March 2022	Ideation on where the young people aim to focus for tackling the solution design stage	7 young people; 3 Facilitators from DF; 2 policymakers (1 from Gazte Bulegoa/ 1 social department)	A long list of clustered ideas to develop for solving the young people's challenges in housing
	Outdoor activity	29th of March	Cohesion workshop; Barakaldo's riverside promenade	9 young people; 3 Policymakers	Informal conversations around a leisure activity
	YB *Online*	Preparation for Session 6	Work with Young people the presentation to the SL	3 young people; 1 facilitator	Presentation and preparation
	SL	Session 6: 6th April 2022	Prioritize ideas for solutions; A reflection of the SL on where they could work in	3 young people; 4 Facilitators from DF; 4 policymakers (2 elected politicians)	Prioritization of the ideas to work in (or working spaces) identified by the Youth board
3	YB	Session 7: 28th April 2022	Selection of the housing challenges where young people aims to work on; presentation a proposal for a joint space: Batera; discussion and decision; discussion on how we want to communicate our process	7 young people; 3 Facilitators from DF; 2 policymakers (1 Gazte Bulegoa/ 1 social department)	Selection of workspaces to work in agreement on putting forward a joint space and in defining the YB messages in the video
	SL *Online*	Session 8: 11th May 2022	Presentation of the joint workspace identified by the youth of Barakaldo (Youth board + Social lab); Presentation and discussion of the work plan (Youth board + Social lab); Video about the co-creation process	3 Facilitator from DF; 7 policymakers (2 elected politicians)	Feasibility check; agreement of the joint workspace identified by the youth of Barakaldo; design of the video: feedback from the SL

Cycle	Type of meeting	Number of meetings	Purpose of the meeting	Participants	Outcome
4	Batera	Session 9: 23rd May 2022	Working together in solution design on improvements of the order of the emancipation grant	8 young people; 3 Facilitators; 9 policymakers	Improvement proposal from youth to the strategic document; new policy improvement areas
	SL *Online*	Session 10: 2nd June 2022	The facilitator guides the debriefing and the generation of new policy proposals according to YB Discussion of the policy proposals by the SL	3 Facilitator from DF; 7 policymakers (2 elected politicians)	Debriefing of the solution seeking sessions (SL+YB) First draft of the RPA
5	SL	Session 11: 14th June 2022	The joint reflective policy agenda is discussed	3 Facilitator from DF; 7 policymakers (2 elected politicians). *Online*	Agreement on the RPA; defining policy actions, people in charge and calendar
	Batera	Session 12: 21st June 2022	Presenting, discussing, and agreeing on the Reflexive Policy Agenda (as defined by the SL in session 11)	8 young people; 3 Facilitator from DF; 9 policymakers (2 elected politicians)	Agreement on the RPA and action plans /Collecting expressions of interest to participate in the action plan of the RPA

Annex 2: Questionnaires answered by the young people and institutional stakeholders to express their level of satisfaction with the process

Questionnaire 1: Questions to know the level of satisfaction of the young people with the process:

1. El acceso a la vivienda es desigual, ya que no todas las personas tienen la capacidad de acceder a una vivienda digna por cuestiones como: el coste de la vivienda, el acceso a fuentes de crédito, diferencias en la oferta y la demanda, el sistema de tenencia… La importancia de cada una de estas cuestiones puede variar entre diferentes personas. En tu caso, ¿cuáles son las cuestiones relacionadas con la desigualdad en la vivienda que más te afectan?

   ☐ _____

   ☐ _____

   ☐ _____

2. A continuación, aparecen algunas afirmaciones relacionadas con tu participación en el Proyecto UPLIFT. En una escala del 1 (en ninguna medida) al 4 (en gran medida), ¿en qué medida crees que puedes…

☹ 😐 🙂 😊

En ninguna medida · · · En gran medida

- saber más sobre las organizaciones locales dedicadas a la vivienda
- saber más sobre la situación de la vivienda en Barakaldo
- ayudar a generar cambios positivos tanto para la ciudad como para las personas jóvenes que viven en ella
- saber a qué organizaciones acudir en caso de necesitar asesoramiento en materia de vivienda
- tener conocimiento sobre cómo se llevan a cabo las políticas públicas
- generar conexiones con las personas de tu municipio

- ampliar tu círculo de personas
- poder encontrar viviendas con buenas condiciones
- entender las oportunidades de vivienda para mí en Barakaldo
- encontrar oportunidades asequibles en el mercado de la vivienda
- encontrar programas de apoyo que me ayuden a acceder a una vivienda segura

3. A continuación, aparecen algunas afirmaciones relacionadas con tu participación en el Proyecto UPLIFT. En una escala del 1 (muy en desacuerdo) al 4 (muy de acuerdo), ¿en qué medida estás de acuerdo o en desacuerdo con las siguientes afirmaciones?

☹ 😐 🙂 😊
Muy en   Muy
desacuerdo   deacuerdo

- He realizado una presentación ante un grupo de personas que desconozco
- He podido debatir con las personas que toman decisiones en Barakaldo sobre lo que me gustaría mejora en materia de vivienda
- He podido debatir con personas jóvenes de Barakaldo sobre lo que me gustaría mejorar en materia de vivienda
- El grupo de jóvenes decide sobre cuestiones relevantes
- La juventud tiene voz para decidir lo que pasa en Barakaldo
- Hay diferentes vías en las que las personas jóvenes como yo pueden expresar su opinión respecto a las decisiones de las y los políticos.

4. A continuación, aparecen algunas afirmaciones relacionadas con tu participación en el Proyecto UPLIFT. En una escala del 1 (muy en desacuerdo) al 4 (muy de acuerdo), ¿en qué medida estás de acuerdo o en desacuerdo con las siguientes afirmaciones?

☹ 😐 🙂 😊

Muy en
desacuerdo   Muy
                  deacuerdo

- Creo que entiendo cómo funcionan los programas de vivienda locales en Barakaldo.
- En un grupo, normalmente soy la persona líder
- Tengo facilidad para trasladar mi opinión a los adultos y que la entiendan, aunque su perspectiva sea diferente
- Si quisiera generar un cambio en Barakaldo, sabría en qué lugares conseguir información relevante
- Si quisiera generar un cambio en Barakaldo, podría trabajar con otras personas jóvenes para llevarlo a cabo

5. Ahora, te planteamos algunas cuestiones relacionadas con tus motivaciones para formar parte del proceso de UPLIFT. En una escala del 1 (muy en desacuerdo) al 4 (muy de acuerdo), ¿en qué medida estás de acuerdo o en desacuerdo con las siguientes afirmaciones relacionadas con la participación juvenil?

☹ 😐 🙂 😊

Muy en
desacuerdo   Muy
              deacuerdo

- Es importante para las personas jóvenes tratar de mejorar nuestra ciudad, aunque no siempre podemos hacer los cambios que nos gustaría
- Me gustaría poder aportar todo lo posible a las decisiones que se toman en mi ciudad en diferentes ámbitos
- Me gustaría poder aportar todo lo posible a las decisiones que se toman en mi ciudad en materia de vivienda
- Las personas jóvenes deberían tratar de generar cambios en la ciudad, aunque no siempre consigamos los cambios que queremos

6. ¿Qué edad tienes?

____ años

7. ¿Qué te consideras?

    a. Hombre

    b. Mujer
    c. Transgénero
    d. No binario
    e. Prefiero no responder

8. ¿Eres inmigrante?

☐ Sí/No

☐

9. ¿Tienes alguna discapacidad?

☐ SI/ No

10. Nombre y apellido:_____

Results of the questionnaire:

Items assessed	Evol %
increase my social network	41,0%
know more about policymaking	36,0%
understand the housing opportunities for me in Barakaldo	31,0%
know more about organizations working in Housing	26,0%
help to make a difference or a change for Barakaldo youth and the city	11,7%
know more about housing in Barakaldo	7,7%
know more to which organization address to for advice in housing	6,0%
find better housing conditions	-2,0%
connect more with the local community	-6,3%
find support programmes that will help me accessing secure housing	-9,0%
find affordable opportunities are in the housing market	-10,3%
I have made a presentation to a group of people I do not know	116,0%
I have spoken with practitioners in Barakaldo about issues that I want to improve in Barakaldo housing	57,7%
There are plenty of ways youth like me to have a say in what our city government does	26,0%
The Social Lab gets to decide on some really important things	3,3%
The Youth Board gets to decide on some really important things	3,3%
Youth have a say in what happens in Barakaldo	-8,7%
I have spoken with other youngsters about issues I want to improve in Barakaldo	-9,0%
I am often a leader in groups [	95,3%
I feel like I have a pretty good understanding of how housing policy works within Barakaldo	52,0%
I can usually figure out how to get an adult to see my point of view, even if they don't agree with me	48,7%
I know how city rules and policies are made	41,0%
If I want to improve a problem at Barakaldo, I know how to gather useful data about the issue	26,0%
If I want to improve a problem in my city, I can work effectively with other youngsters on this issue	16,0%
Youngsters should work to improve our city even if we can't always make the changes we want	17,0%
I want to have as much say as possible in making decisions in housing issues	9,7%
I want to have as much say as possible in making decisions in my city	-2,0%
It is important for youth to try to improve our city even if we can't always make the changes, we want	-2,0%

Questionnaire 2: Questions to know the level of satisfaction of the institutional stakeholders with the process:

Participating in the co-creation process was useful for my professional growth
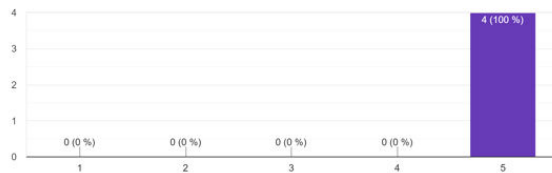
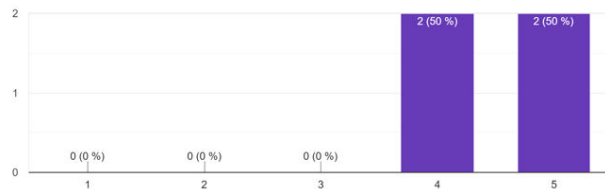### I would participate in a co-creation process again
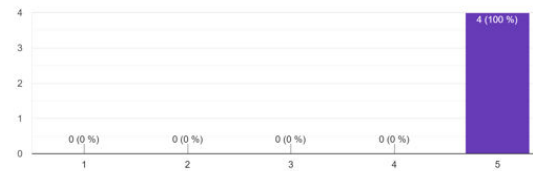
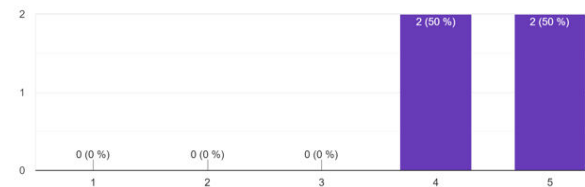### I would like the current co-creation process to continue for a longer period
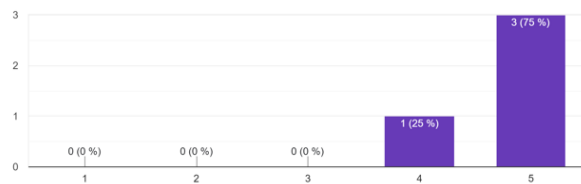
The commitment in terms of time and effort that was required of me was appropriate
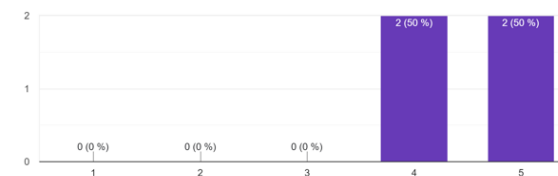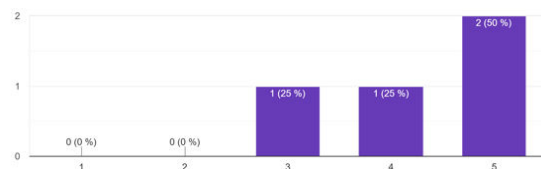

I feel support within my organization for the creation of a permanent Youth Board as a consulting organ for youth policy

The commitment in terms of time and money that was required of my organization was appropriate

My organization would like the current co-creation process to continue for a longer period

My organization would participate in a co-creation process again
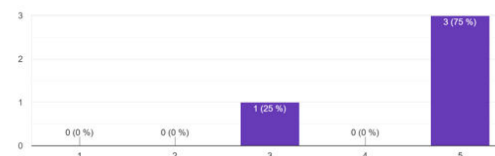
I feel support within my organization for co-creation as a way of working
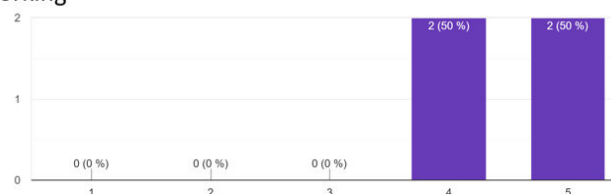
The co-creation process provided new insights on existing issues
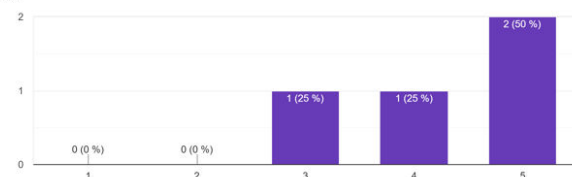
The co-creation process provided useful knowledge for your organization
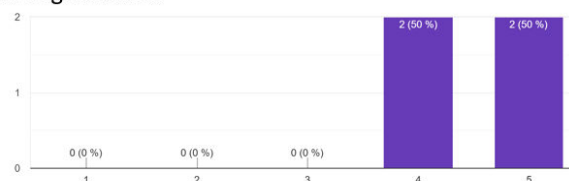
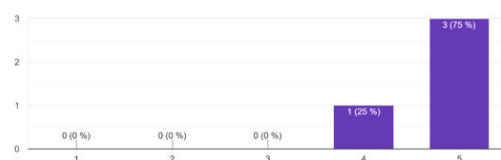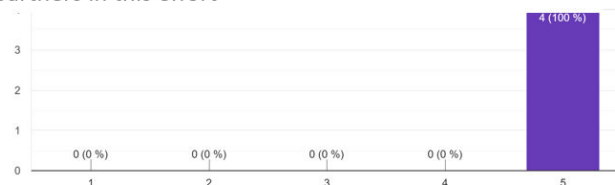The co-creation process provided realistic policy suggestions

4 respuestas
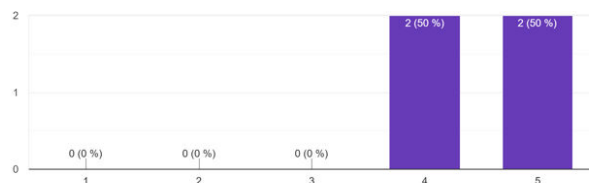
The proposed solutions/initiatives can be integrated in the future policymaking of my organization
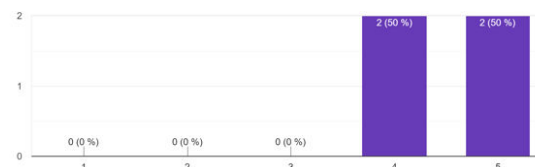
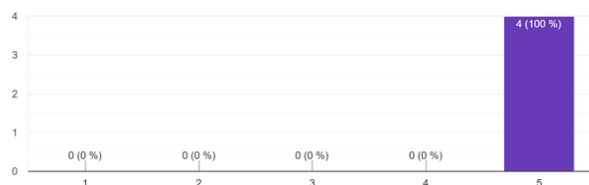Young people were engaged and proactive

Young people understood the limits of local policy action

My organization considered young people as equal partners in this effort
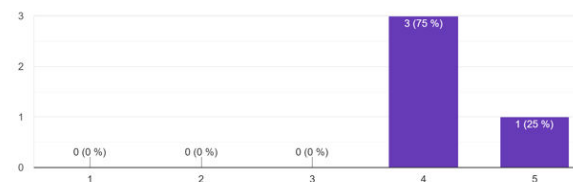
Power imbalance between young people and institucional actors negatively influenced the results of the co-creation

How would you rate the co-creation process overall?
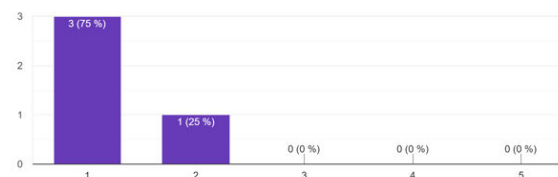
How would you rate the interaction among the Social Lab (Gaztebulegoa, Eretza, Municipality)

How would you rate the interaction between your organization and Youth Board members?

The presence of Orkestra (Usue and Claudia) as moderadores facilitated the interaction between the institucional actors and the Youth Board?
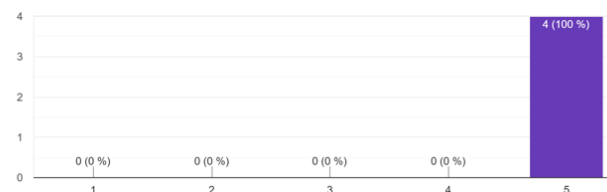
Annex 3: Research factors and their implication of the Barakaldo co-creation process

Table 6. The research factors and their adaptation to the co-creation process of Barakaldo

Research factors	Publication	Adaptation to the co-creation process in Barakaldo
Creating a safe and fun space	Macauley et al. 2022 Vromen, A., & Collin, P. (2010)	• How do we create a safe space where young people/public decision-makers can freely express their experiences and opinions? • How do we make the work we do fun and ensure the involvement of young people/ decision-makers? • How can we build cohesion between the different people in the group? • How can we build trusting relationships, medium- and long-term relationships?
Generating a shared vision	Spaces for dialogue: Karlsen and Larrea, 2014 Dialogue as a tool in the development process: Costamagna and Larrea, 2018 Synthesizing the outputs / Macauley et al. 2022 Freire (1970)	• What policy insights are we generating within the policy cycle (problem definition, implementation, design, evaluation...)? • What kind of data are we collecting that supports in the understanding of the challenge? quantitative / qualitative; based on experiences, observations, opinions, etc. • Interpreting data: How do we make sense of the data we present? • What format do we want to give to our ideas? How do we want to transmit / communicate them?
Roles, decision making and governance of the process	Facilitators' role and governance Costamagna and Larrea, 2018 Empowerment process for youth: Macauley et al. 2022 Ozer, E. J., & Douglas, L., 2013 Head, 2010 Frank, K. I. ,2006 Making their own decisions and having ownership of the process: Macauley et al. 2022	• What role do we play in the process? • How are decisions made? • How are the contents decided? agenda, proposals, solutions, expectation management, reflexivity • How do we work on empowering young people in the process (taking decisions, deciding) and how do you place their voice at the heart of the process? Which is their role in the Social Lab/ Youth Board/ Batera?

Creating a shared agenda – towards a RPA	Youth participation in relevant for decision-making Blakeslee, J. E., & Walker, J. S., 2018 Frank, K. I. ,2006 Head, 2010 The process of change is a shared agenda Costamagna and Larrea, 2018	● How do we move towards defining joint actions/RPA? ● How do we make sense of the emerging results in order to move forward? ● What needs to be done but also how?
Challenges - reflexibility	Youth participation in relevant for decision-making Blakeslee, J. E., & Walker, J. S., 2018 Frank, K. I. ,2006 Head, 2010 Different type of knowledges: Greenwood and Levin, 2007	● How is the participation of young people maintained? ● How do you manage their expectations? ● How do we introduce new voices without slowing down the process? ● Are we building capacities in the participants?
Connecting to knowledge and external debates –	Costamagna and Larrea, 2018 Karlsen and Larrea, 2014	● Connection with Uplift research. ● Connecting theory and practice, reflection and action to generate collective capacities in the organisation in the process

Source: Own elaboration