Examining Youth Engagement Strategies: An Analysis of Tobacco Reduction Efforts in Alberta

by

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Executive Summary

This report conducted research on youth engagement and smart practices that could be used to develop a set of recommendations for youth engagement in tobacco reduction efforts in Alberta. These recommendations are targeted to the Ministry of Health in the Government of Alberta and the historical lead of tobacco reduction activities in the province, which is Alberta Health Services.

Although many strides have been made to reduce the rates of tobacco use, it remains the leading cause of preventable death in Canada. Rates of use have steadily declined for decades but are now stabilizing and even these lower rates represent approximately 4.6 million Canadians Rates in Alberta are the second highest in Canada, at almost four percent higher than the national average. Rates of smoking within youth have remained unchanged at 3% since 2014, while rates within young adults are at 16. This has not changed statistically since 2013.

An important element of a comprehensive tobacco control strategy is the prevention of the uptake of tobacco products Tobacco prevention can also encompass activities aimed to delay the uptake or reduce the intensity of uptake. As the focus on prevention is often related to youth and young adults, many strategies to reduce the uptake have also included a youth engagement component. The CDC identifies youth engagement as a crucial element of tobacco prevention.

In Alberta, the Creating Tobacco-Free Futures (2012) strategy contains objective #1.4, which is "developing and initiating youth and young adult engagement campaigns." The timeline for this strategy is almost complete and as of November 2020, this objective has yet to be implemented. This is a part of a larger trend within Alberta and Canada in terms of having a lack of focus on health promotion and prevention activities related to tobacco use. This is concerning because even the lower rate of smoking in Canada today represents approximately 4.6 individuals.

Methodology and Methods

The overall methodology used a gap analysis to compare smart practices identified in the literature with current practices in Alberta. The methods included a literature review, a review of documents from organizations relevant to the Alberta context, and interviews of key informants from the tobacco reduction community in Alberta.

Key Findings

The literature review highlighted the varied contexts in which youth engagement is researched and considered in general. In the literature, it was found there is no one accepted definition or model of youth engagement. The most commonly cited model is Hart's ladder, which has been adapted by many authors and tends to be interpreted in a linear fashion where the top rung is the most desirable. In Canada, the Centre for Excellence in Youth Engagement has also developed a framework that demonstrates the complexities of engagement and can be used to measure the different components throughout time.

There are three predominant discourses on youth engagement in the literature with overlapping boundaries but different lenses and different messaging emphasis. The three discourses are the traditional service delivery perspective, Positive Youth Development (PYD) theory and the civic engagement perspective. The service delivery perspective tends to emphasize the benefits to youth health and education, as well as benefits to the organization and program. PYD emphasizes the importance of engagement for youth development. The third perspective of civic engagement and civil society discusses youth engagement as a right and the benefit to society when all members have their rights and contributions to society in balance. This perspective also notes that there are ethical considerations when youth engagement is seen as a means, not an end. Finally, in addition to the three common discourses is the tobacco reduction perspective, which has some unique elements. This perspective acknowledges many of the benefits from the other discourses, but also highlights the importance and power of the youth voice against an industry that targets them specifically.

Although it is common for those planning youth engagement activities to ask, "what works?" there is no clear response to this in the literature. While there are categories of activities that can be successful, what is emphasized most is the approach one takes to youth engagement. There are several implementation models that are suggested, but the vital elements are a purposeful approach and building supportive environments and systems prior to beginning activities. There are smart practices for tobacco reduction specific youth engagement activities. These include working with training youth in advocacy and involving them in the development of counter-marketing campaigns.

The literature identified common barriers to youth engagement. The four most commonly discussed were: adult attitudes, logistics, representation, and sustainability. Adult attitudes could come in the form of an individual's preconceived notions about which type of youth are capable of contributing or it may be the processes, procedures and formality embedded in the system that are not youth friendly. Logistic barriers were most often coordinating youth schedules and permissions. Achieving appropriate youth representation was one of the most difficult barriers to address, but it has been established as important for avoiding the furthering of inequities.

Two major enablers of successful youth engagement were identified: organizational preparedness and youth friendly spaces/processes. Proper organizational preparedness has been shown to mitigate the barriers of adult attitudes and sustainability specifically but is linked to more success generally. Skipping the step of organizational preparedness leads to challenges with buy-in, funding and sustainability. It has been suggested that without proper organizational preparedness, youth engagement work cannot be successful in the health care sector.

The document review identified many of the same themes from the literature but added practical elements that could be utilized by organizations. For example, the documents contained tools and guidelines for organizational preparedness, creating youth-friendly spaces, evaluation and recruiting youth. The documents contained practical information on how to address all of the

common challenges identified in the literature and tools that could be used as is or adapted by any organization.

The key informant interviews sought to provide Alberta context to the issues of youth engagement within tobacco reduction. The informants discussed the history of youth engagement in Alberta tobacco reduction efforts and the current state. Four main themes emerged. Firstly, the informants discussed the desired activity type for youth engagement. Many of the informants thought that the smart practice approach of involving youth in advocacy and/or counter marketing campaigns was the best approach. Others wanted to engage youth in the development of any relevant programming. Second, the key informants identified potential opportunities within the province for youth engagement. The two opportunities mentioned the most were: a) meeting youth where they were at in schools or groups and b) creating mentorship opportunities.

The third theme from the interviews was historical and current barriers to successful youth engagement initiatives. These aligned generally with barriers identified in the literature and documents. The four primary barriers identified were adequate youth representation, adult attitudes, youth scheduling/logistics and resources/organizational buy-in. The final theme was who would be the appropriate lead of this effort. Some informants felt that it should stay with the large provincial health authority AHS, while some identified the need for less bureaucracy and freedom that a nonprofit might provide.

Recommendations

Two primary gaps in practice were identified in the research: a lack of process-oriented approach and absence of organizational preparedness. To address these gaps and adopt and integrate smart practices, five recommendations are proposed:

1. Support organizational preparedness
2. Adopt clear youth engagement guidelines
3. Develop capacity building opportunities for interested stakeholders
4. Partner with existing youth initiatives
5. Consider outsourcing youth projects through grants

These recommendations could be considered by any organization interested in engaging youth but were framed specifically to be relevant to Alberta Health Services and the Ministry of Health in Alberta and to fulfill the implementation of the Creating Tobacco-Free Futures Strategy.

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1.0 Introduction

After decades of strengthening tobacco control efforts in Canada (Canadian Cancer Society, n.d.), the Government of Alberta released a ten-year comprehensive tobacco control strategy in 2002 titled the Alberta Tobacco Reduction Strategy (ATRS) (Government of Alberta, 2002). Ten years later, the strategy was renewed, amended, and retitled the Creating Tobacco-Free Futures Strategy 2012-2022 (Government of Alberta, 2012). The government describes the strategy as "a framework to guide the development of initiatives in the province and decisions around policy" (Government of Alberta, 2012, p.6) and has identified four strategic directions within the document, each with suggested priority initiatives.

Within the strategic direction of Prevention, many of the suggested initiatives related to youth and young adults, including the suggested development of a "youth engagement campaign." It is this objective that this report will focus on.

1.1 Defining the Problem

Tobacco use remains the leading preventable cause of death in Canada and is the only modifiable risk factor that contributes to the four major non-communicable diseases: cancer, cardiovascular disease, diabetes, and chronic pulmonary obstructive disorder (COPD). Approximately 45,000 Canadians lose their lives to tobacco-related illness each year (Health Canada, 2018) and approximately 3,000 Albertans die as a result of tobacco use and many more suffer from tobacco-related illnesses (Government of Alberta, 2012). Although significant strides have been made in reducing smoking rates, 15% of Canadians continue to smoke, with the rates in Alberta even higher at 19% (Government of Canada, 2017). This represents the second highest rate in Canada. The burden on the health care system is high with the total direct heath care cost attributable to smoking in Canada estimated to be about $6.5 billion dollars (Dobrescu, Bhandari, Sutherland, & Dinh, 2017, p.3).

While smoking rates in some age groups continue to decline, rates among youth and young adults have plateaued. For example, a 2017 survey of students in Alberta found that 3% of students in grades 7-12 were current smokers, unchanged since 2014 (Government of Canada, 2018a). Yet this number continues to rise through young adulthood, with ages 20-24 reporting a rate of 16% in 2017 (Government of Canada, 2017). This rate was also reported as unchanged from the previous two reporting period since 2013, supporting the trend of a plateau (Government of Canada, 2017). The average age of an individual trying their first cigarette in Canada is 13.6 (Government of Canada, 2018a). This is especially concerning, as the younger the age of initiation, the more difficult and less likely cessation may be (Breslau, N. & Peterson, 1996, p.214).

It has been identified that comprehensive tobacco control strategy should include a focus on prevention (U.S. Department of Health and Human Services, 2014). In fact, the CDC has stated that "We cannot end the tobacco epidemic without preventing initiation among young

people"(Centres for Disease Control and Prevention, 2010, p.2). Tobacco prevention can be either primary (preventing uptake entirely) or secondary (detecting early tobacco use and preventing the progression into dependence)(Ontario Scientific Advisory Committee & Health Ontario, 2017, p.128). Given that prevention activities often focus on youth or young adults, many strategies include a youth engagement component. The CDC states that it is critical that we engage youth and that "youth engagement is an important part of a coordinated tobacco control strategy"(Centres for Disease Control and Prevention, 2010, p.3). It is important to note that the CDC discusses youth engagement in prevention as well as in broader tobacco control efforts. This differs from the context of prevention only in this report; however the engagement principles and processes will remain relevant.

In Alberta's Creating Tobacco-Free Futures Strategy, the youth engagement component is presented as part of Objective/Initiative #1.4: "*Developing and implementing youth and young adult engagement campaigns…"* (Government of Alberta, 2012). This initiative was originally identified for implementation in phase one, which ended in 2015; however, along with several other phase one priority initiatives that focus on prevention and youth, youth and young adult engagement campaigns have yet to be implemented. In a position paper that reviewed the progress of the strategy, it was identified that most of the initiatives implemented to date have been under the strategic direction of Cessation (Campaign for a Smoke-Free Alberta, 2017b). According to US Department of Health and Human Services (2014), this does not follow the guidelines for a comprehensive tobacco control approach nor does it address the problem of youth and young adults starting to use tobacco products. Without prevention efforts, the expected population increase in Alberta and Canada in general will counter any success in cessation and will not result in overall lower numbers of individuals who use tobacco.

1.2 Project Objectives and Research Questions

The purpose of this project is to provide recommendations on youth engagement that could support the implementation of the Creating Tobacco-Free Futures strategy objective of a 'youth engagement campaign' or a similar strategic objective. There is no client for this project and the recommendations are directed to the Ministry of Health in the Government of Alberta and to the current lead of strategy implementation - Alberta Health Services.

The project objectives are to:

- Research primary themes and smart practices related to youth engagement through a literature and document review.
- Conduct semi-structured interviews with key stakeholders to learn from those who have expertise in the area
- Apply the research and lessons learned to an Alberta context
- Develop recommendations for the strategy objective relating to youth engagement.

The primary research question is: what are smart practices to include in a youth engagement plan for the Alberta Tobacco Reduction Strategy?

Secondary research questions are:

- What barriers have been faced by the Alberta tobacco reduction community to date when trying to implement youth engagement work?
- Are there any gaps in previous practices that, if addressed, would reduce these barriers?

1.3 Scope and Deliverables

The concept of youth engagement is discussed in many different academic disciples and professional sectors. This project pulls research from these different disciplines; however it provides recommendations for youth engagement as it relates to tobacco prevention work in the context of Alberta. This means that the discussion and recommendations will focus on tobacco prevention or protection, not tobacco cessation. The youth engagement research discussed may not have been in tobacco prevention, but the principles and processes will be relevant.

To date, the implementation of most of the initiatives under the Prevention strategic direction has been tasked to the Tobacco Reduction Program within the provincial health authority, Alberta Health Services (AHS). The focus of the report will be on these two entities but other organizations will be examined as they relate to the gathering of smart practices that can be applied to governments.

In support of the objectives and research questions, this report provides four deliverables to those responsible for a province-wide tobacco reduction strategy:

- Literature Review
- Document Review
- Key Informant Interview Findings
- Recommendations for Moving Forward

1.4 Organization of Report

The report is organized in the following sections:

Section 1: Introduction

This section summarized the problem of tobacco use in Canada and outlined the need for evidence-based youth engagement initiatives as part of a comprehensive approach to address the problem. This section also explained the rationale and scope for the project, identified the research questions and objectives, and listed the project deliverables.

Section 2: Background

This section establishes the context for the report and includes definitions of key terms, a review of historical approaches to youth engagement and tobacco reduction in Alberta, and a discussion of the current political climate surrounding the issues.

Section 3: Methodology and Methods

This section describes the research methodology and methods used to explore and answer the research question.

Section 4: Literature Review

The literature review is organized into sections that focus on different foundational perspectives supporting youth engagement, how to approach youth engagement, challenges for effective youth engagement and elements to consider for effective youth engagement. This section also includes a conceptual framework linking the literature review themes to the research process.

Section 5: Document Review

This section provides an overview of guiding documents collected from key organizations in the field and the strategies they suggest. The documents were toolkits intended for organizations and included research overviews, practical advice, and a variety of tools.

Section 6: Key Informant Interviews

This section reports the results of the interviews with members of the tobacco reduction community in Alberta. Key themes that emerge from the interview data are described.

Section 7: Discussion and Analysis

This section provides an analysis of the current and historical youth engagement practices within Alberta Tobacco Reduction efforts based on the results of the document analysis and key informant interviews. Limitations of the research are also discussed.

Section 8: Recommendations

This section outlines recommendations to consider when implementing tobacco reduction youth engagement initiatives in Alberta.

Section 9: Conclusion

This section provides a concluding review of the report.

2.0 Background

Before the rest of the report is reviewed, it is imperative to understand the context of the work and some basic definitions to provide clarity and the context.

This section provides information on the bigger picture of tobacco reduction and prevention efforts in Canada, as well as the history and current state of tobacco reduction and youth-engagement work in Alberta. A working definition of youth engagement is then provided.

2.1 National Efforts to Reduce Tobacco Use in Canada

Tobacco control has a well-established history within Canada. In 1963, Canada was one of the first countries to declare that smoking causes lung cancer and there have been federal tobacco control strategies in place for over 30 years (Government of Canada, 2018b). Despite these efforts and declines in tobacco use over the past decades, there are still 4.6 million Canadians who use tobacco. Although overall rates of use in the general population are down, smoking rates are much higher within specific population including those Canadians with a low-income, those living with a mental illness, and those from Indigenous populations (Government of Canada, 2018b). This contributes to population-based health and social status inequities within Canada.

In 2018, the Government of Canada announced a target for tobacco rates across the country - 5% by 2035. Their strategy, named Canada's Tobacco Strategy, includes a focus on cessation options, legislation, support of populations most vulnerable to tobacco use, and protection of youth from the appeal of tobacco and tobacco-like products. The federal strategy does not contain many specific objectives and strategies, but it does refer to a collaborative approach and acknowledges the importance of "a number of partners, including the provinces and territories, national and regional Indigenous organizations, municipalities, non-governmental organizations, community agencies, health care professionals, and the academic and private sectors" (Health Canada, 2018).

2.2 Alberta Tobacco Reduction Strategy and Government Support

Over the past decade, there has been a trend away from the Alberta Government's commitment to the 2012-2022 Creating Tobacco-Free Futures strategy. The strategy, formerly named the Alberta Tobacco Reduction Strategy (ATRS), was initially launched in 2002 with a 12 million dollar annual budget (Campaign for a Smoke-Free Alberta, 2017b). The strategy was renamed and extended in 2012 but with no specific budget attached to it.

In a 2017 report card on the strategy, a coalition of nonprofit organizations named the Campaign for a Smoke-Free Alberta noted several challenges with the strategy management (2017a). These included underfunding, underrepresentation of prevention focused activities and a lack of connection between those charged with the implementation of the strategy (Alberta Health Services) and the government (Alberta Health). The coalition ultimately concluded that the strategy was unlikely to meet its targets (Campaign for a Smoke-Free Alberta, 2017a).

In April 2019, a new government was elected in Alberta and as of November 2020, there has been no public commitment to the tobacco strategy. In fall 2019, the government launched a review of the provincial health authority (Alberta Health Services) and announced planned cuts to public healthcare jobs (French, 2019; Pearson, 2019). Also in the fall of 2019, the government completed a public consultation of the current Alberta Tobacco and Smoking Reduction Act, focusing on identifying gaps in the legislation and identifying potential changes (Government of Alberta, 2019). The results of the public consultation and any decisions have yet to be released as of November 2020.

All of these factors have led to a climate of overall uncertainty in health care and no current government direction for coordinated provincial tobacco reduction at the time of this report.

2.3 State of Health Promotion/Prevention Funding

In the 2015 book *Promoting Health, Prevention Disease*, the World Health Organization noted "there is much interest at a policy level on the potential for adopting health promotion and disease prevention strategies, but this interest does not always appear to be matched by investment" (p.28). The rhetoric of support for health promotion is certainly strong in Canada. In 2010, a declaration was released by all but one of Canada's Ministers of Health titled *Creating a healthier Canada: Making prevention a priority*. In this declaration, the authors laid out a case for effective upstream health promotion and primary prevention activities, which included a statement that said, "prevention is a hallmark of a quality health system" and that "prevention is a priority" (p.2).

Despite these messages, the Canadian expenditure rate on preventive care has remained steady, with the rate being near six percent over the past 10 years (Organisation for Economic Co-operation and Development, 2018). The OECD definition of this category of spending is: "prevention and public health services comprise services designed to enhance the health status of the population as distinct from the curative services which repair health dysfunction. Typical services are vaccination campaigns and programmes." (Organisation for Economic Co-operation and Development, 2003). The OECD definition of prevention is broader than the primary prevention activities focused on in this report; however, these statistics do give an idea of the relative allocation of funds within the Canadian healthcare system.

In a 2017 editorial, a group of public health advocates and physician leaders presented the case that the public health system is under siege. Again, public health encompasses activities outside of the scope of this report, but the comments also specify weakness within population health promotion and the downgrading of primary prevention. These areas of work would include tobacco prevention and most youth engagement efforts, if outside of a clinical focus.

In the context of Alberta tobacco reduction, the policy focus and spending on prevention has always been limited compared to the cessation pillar of the strategy. When the initial strategy was released in 2002, there were many prevention activities funded and reported on by the then responsible Alberta Alcohol and Drug Abuse Commission (a predecessor of AHS). These

activities included education, media awareness campaigns, youth engagement, taxation strategies and community-based grants (Alberta Alcohol and Drug Abuse Commission, 2004, p.7-10). Since the strategy was renewed in 2012, there has been a stronger imbalance in strategy focus with most activities implemented being under the cessation pillar (Campaign for a Smoke-Free Alberta, 2017a, 2017b). The Campaign for a Smoke-Free Alberta raised this as a concern (2017b, p.2) and the US Department of Health and Human Services (2014) also noted it is best practice to allocate adequate resources equally to all components of a comprehensive strategy, in order to achieve success(U.S. Department of Health and Human Services, 2014)(U.S. Department of Health and Human Services, 2014)(U.S. Department of Health and Human Services, 2014)(U.S. Department of Health and Human Services, 2014).

2.4 History of Youth Engagement in Alberta Tobacco Reduction

There has been a shift in youth engagement efforts in the Alberta tobacco reduction community over the past decade. Part of this is due to the change at that time from a system of health regions to one provincial health authority. With this amalgamation, there was a significant amount of confusion, increase in red tape, and years of reorganization (Born, Sullivan, & Bear, 2013). The newly formed Tobacco Reduction Program was a provincially focused program and had to consider projects for scalability and replicability in the different parts of Alberta.

Additionally, there has been an ever-increasing focus on program evaluation over the past decades and an increase in the professionalism of program evaluation (Hogan, 2007, p.6). While this focus on evaluation is desirable, it makes youth engagement more challenging than in the past because there are additional steps that have to be taken to meet the evidence criteria and to show effectiveness. Furthermore, literature reviews, project pilots, and evaluations are time and resource intensive. Additionally, prevention research has the inherent challenge of explaining complex causal chains that interact with behavioural, biological, social and environmental factors (Alla, 2018). Explaining the absence of something is much less straight forward than explaining the presence of something, which is why it is more difficult to establish a program as effective prior to scaling.

3.0 Methodology and Methods

This chapter provides information on the methodology and methods and is followed by an overview of limitations of the approach. The methodology of this project is qualitative in nature and aims to identify gaps in practice through three distinct parts: a literature review, a document review and stakeholder interviews. These methods were selected to ensure a broad view of the topic that was both theoretical and practical in nature.

The objective of the literature review was to provide foundational understanding of the topic of youth engagement, as well as to identify themes and appropriate questions for the stakeholder interviews. The stakeholder interviews aimed to anchor the literature and understand it in an Albertan context. The interviews focused on identifying barriers and practical opportunities for youth engagement within tobacco reduction in Alberta.

This project was approved by the University of Victoria Human Research Ethics Board as application # 18-1059.

3.1 Methodology

The methodology used in this report was a gap analysis that was based on the balance of smart practices identified from both the academic literature and practitioner documents, and the current practices within Alberta as identified through key informant interviews. The analysis results informed the recommendations of this report.

This report uses the terminology "smart practice" as opposed to "best practice" for findings. Overman and Boyd (1994) noted that to define something as a "best" practice, it requires extensive understanding of the practice as exemplar across many contexts (Myers, Smith, & Martin, 2004, p.6). In the context of this report, "smart" practice refers to a practice that is acknowledged by several experts in the field as a useful, or potentially effective practice. The purpose of identifying a smart practice is to find something that will be likely to work and that will improved on what is already being done (Jennings Jr, 2007, p.77). The smart practices data collection focuses on opportunities and barriers and ways to overcome those barriers for engaging youth related to tobacco reduction.

3.2 Methods

3.2.1 Document Review

Document analysis is used within qualitative research as a method of corroborating or supplementing other forms of research (Bowen, 2009, pp.29-30). The purpose of this document review of grey literature was to complement the theoretical and academic lens of the literature review with primary documents intended to directly guide youth engagement practice.

These documents were generally presented in the form of a toolkit or robust set of guidelines. Sources were selected based on four criteria:

- a reputable organization
- a publication date within the past 15 years
- relevant content
- appropriate foundational theoretical approach.

The criteria for a reputable author were quite broad and encompassed public (provincial governments and health authorities), private (innovation hubs) and nonprofit (community coalitions and inter-sectoral groups) organizations. The content was deemed relevant if the organizations were within Canada. This was done to narrow the focus and establish the highest level of relevance. The fourth criteria - appropriate foundational theoretical approach - was defined as the use of an evidence-based youth engagement approach with a youth voice included. This meant that documents consisting simply of a tool or listed guidelines, without the foundational information, were excluded.

It should also be noted that documents that contained only theoretical elements were also not included. Although it was important to ensure that the toolkits were evidence-based, it was the practical guidelines for organizations and the inclusion of youth voice that were sought in the document review.

The documents were found using a comprehensive search of Google and the University of Victoria catalogue. This method ensured that the documents that were selected were in the public realm and did not require ethical approval for use. Search keywords included: “best practices” or “smart practice” “guidelines” or “toolkit” and “youth engagement”.

After an initial search was performed using the established parameters, four documents were selected (out of a possible 10). The primary reason for exclusion was that the document either included practical elements or theoretical foundations but did not include both. The next most common reason for exclusion was the origin of the document was outside of Canada.

3.2.2 INTERVIEWS

PARTICIPANT SELECTION

A purposive sampling approach was used to select participants. According to Patton (1990), the ‘logic and power of purposeful sampling lies in selecting information-rich cases for study in depth. Information-rich cases are those from which one can learn a great deal about issues central to the purpose of the research, thus the term purposeful sampling’ (as cited in Coyne, 1997, p.624).

Participants, or key informants, were identified through the experience of the researcher as being those with the collective knowledge of tobacco reduction within the of the province of Alberta. A total of approximately 50 potential participants were identified in this population. A combination of seven participants from the tobacco reduction community were selected in an effort to cover expertise from an historical, current, and desired state. All participants are currently or have recently been actively involved in tobacco reduction work through either government, nonprofit

or community-based work. Collectively, they have knowledge covering tobacco reduction work from the 1990s to present day.

PROCESS

An invitation to participate was sent to all potential participants via email. The email included a brief overview of the content, length, and voluntary nature of the interviews. Participants were asked to confirm their willingness and desire to participate and to provide potential interview dates and times. Six of the seven identified informants agreed to participate after this initial email. The seventh informant was contacted after a period of time via a telephone message. Neither email nor voicemail were responded to.

Once participants responded positively in terms of their participation, the researcher emailed an invitation that included the date, time, and call-in (or meeting location) information. Attached to this invitation were copies of the consent form and interview questions (see Appendix A for questions). Signed consent forms were returned to the researchers via email prior to the interviews. Consent was reviewed verbally prior to the interview beginning as well.

FORMAT

Five of the interviews were conducted via telephone and the sixth was conducted in person. The interviews were 30-45 minutes in length. A semi-structured interview format was selected, in which a guide was developed but follow-up questions were allowed based on participant responses. The framework for semi-structured interviews presented by Kallio, Pietilä, Johnson, & Kangasniemi (2016, p.2962) was followed. The steps in this framework include: determining if a semi-structured format is appropriate, gaining an understanding of the topic, formulating the interview guide, testing the interview guide, and presenting the interview guide. In step one, it was determined that the structure is appropriate because it is useful when studying people's perceptions or opinions on complex topics (Kallio et al., 2016, p.2959). Step two was conducted through the literature and document review. Step three was done based on the information found in step two. Step four was done in consultation with a member of the tobacco reduction community who was initially the client for this report. Step five is accomplished through the publication of the questions in this report.

All interviews were recorded and transcribed afterwards.

3.3 Data Analysis

Both the documents and transcripts of interviews were reviewed using the thematic analysis process as established by Braun and Clarke (2006). The six step process involved becoming familiar with the data, generating initial codes for each data item, searching for themes, reviewing themes, defining and naming themes and finally producing the report (Braun & Clarke, 2006, p.87).

A theoretical or deductive approach was used to develop the themes. This approach uses predetermined themes based on the research questions and theoretical understanding established

in the literature review (Braun & Clarke, 2006, p.83). This approach can limit a rich understanding of the data (ibid); however, it was selected to support the search for specific answers to well-established questions. To ensure the thematic search was not too narrow, a "miscellaneous" category was added to capture items that did not instinctively adhere to expected categories. This approach was suggested by Braun and Clarke as well (2006, p.90). Finally, subthemes were decided with an inductive approach, trying again to avoid researcher preconceptions. This process can be presented as linear, but is actually "iterative and reflective" (Nowell, Norris, White, & Moules, 2017, p.4). For instance, the documents and interviews were analyzed separately; however, once themes were established for both, they were reviewed and updated and informed by this new context.

3.4 Project Limitations and Delimitations

There are several limitations of this research that are important to note. First, there is the limitation of a methodology based on smart practices. Although this report is not using "best" practice language, many of the documents and literature that will be referred to will have used best practice methodology. This approach has been questioned for lack of rigor and generalizability (Bardach, 1994). It is therefore important to be cautious in any conclusions drawn as to the applicability of an identified practice to a new context.

Second, the small sample of convenience used to draw from for the interviews will shape the outcome of the data. Most of the participants came from the same historical pool of professionals and have worked in the area for years. Accordingly, their views are likely to be biased from shared experience; however, the selected group of participants are also the most intimately aware of the challenges and benefits of this work.

The first delimitation of the project was mentioned in sections 3.1 and 3.2 - the selection of the materials that were analyzed. By limiting articles and documents from the most recent years, the selections will also share a common cohort of current trends in understanding of youth engagement. The second and most prominent delimitation is the lack of direct youth voice. The scope and practicalities of this project would not allow for youth to be interviewed. Therefore, the focus was on including the youth voice through credible secondary research.

4.0 Literature Review

4.1 Overview

This literature review focuses on answering the various research questions that were presented in the first chapter. First, how youth engagement has been defined and examined are explored to establish guidelines for this report's interviews and recommendations. Second, literature on the rationale for engaging youth on tobacco use is explored. The review then moves to focus on the *how* of youth engagement, which means the literature review will explore specific activities and approaches that have been used to engage youth. Common barriers to including engagement will then be outlined, as well as some identified ways to overcome these barriers. Afterwards, scholarly literature will be reviewed on evaluating youth engagement initiatives and then at the conclusion of this chapter, a conceptual framework is offered based on the research questions and the findings of the literature review.

The literature review aimed to outline the prominent areas of discourse in the area of youth engagement as well as identify any critical frameworks. Both academic and grey literature were consulted. Searches were conducted with the University of Victoria's library catalogue and other academic search engines, such as JSTOR, Science Direct, Google Scholar, PubMed and PsycINFO. As the topic of youth engagement is anchored in current social attitudes, limiting the search to more recent history was important and therefore, the articles were drawn only from the fifteen years previous to the research (from 2004-2019). Exceptions were made for commonly cited and foundational sources within the field. Grey literature was drawn from well-established government and nonprofit organizations such as the US Centre for Disease Control and the Canadian Centre for Youth Excellence.

The following key search terms were used to identify tobacco-specific resources: youth engagement tobacco prevention, youth engagement tobacco advocacy, youth leadership tobacco prevention, youth tobacco prevention. A second search was then done for resources on youth engagement using terms: youth engagement, youth civic engagement, positive youth engagement, critical youth engagement, youth leadership, youth development. Finally, a search was done to draw on research specifically in the context of government organizations. Search terms included youth engagement government, youth engagement provincial government, youth engagement state government and youth engagement government programming. Articles suggested by the search engines from a previously accepted article were also reviewed.

4.2 Definition of Youth Engagement

There is no one accepted definition of youth engagement in the literature although there are commonly shared elements. The following definition is used by UNICEF in their strategic framework:

> The rights-based inclusion of adolescents and youth in areas that affect their lives and their communities, including dialogue, decisions,

> mechanisms, processes, events, campaigns, actions and programmes – across all stages, from identification, analysis and design to implementation, monitoring and evaluation (UNICEF, 2018, p.1).

This emphasizes the rights of the youth to be engaged, which is a common theme in many definitions; however, it is also important to define *how* youth are engaged. In other words, it is important to examine the quality, not just the quantity of engagement. The definition from the Centre of Excellence for Youth Engagement adapted from Pancer et al. (2002) attempts to do so in the following manner:

> Engagement is the meaningful participation and sustained involvement of a young person in an activity with a focus outside of him or herself.

According to Pancer et al (2002), full engagement consists of a cognitive component (learning), affective component (deriving satisfaction from the activity), and a behavioural component (spending time doing the activity). These components can also be considered the head, heart, and feet of the activity with the spirit of the activity representing the focus outside of the self (Centre of Excellence for Youth Engagement, 2003). Early research tended to focus on one element at a time such as student interest in school or attendance at certain events (Yonezawa, Jones, & Joselowsky, 2009, p.196). A movement is now being made to acknowledge that these elements are equally important and very much interdependent (Ramey et al., 2010, p.255; Yonezawa et al., 2009, p.197). It is the involvement of all of these elements that distinguish engagement from mere participation. One study noted that different aspects of engagement were associated differently with suicide risk (Ramey et al., 2010, p.255). It is therefore important to consider all four elements as part of true youth engagement.

An alternative way to frame youth engagement is as the development of authentic youth-adult partnerships (Jim Casey Youth Opportunities Initiative, 2012). This establishes the desired outcome of youth and adults supporting each other, as well as some of the values of the approach within the definition. The focus on authenticity again changes the focus from simply performing youth engagement to examining the *quality* of the engagement activities. In other words, when it comes to youth engagement, process matters.

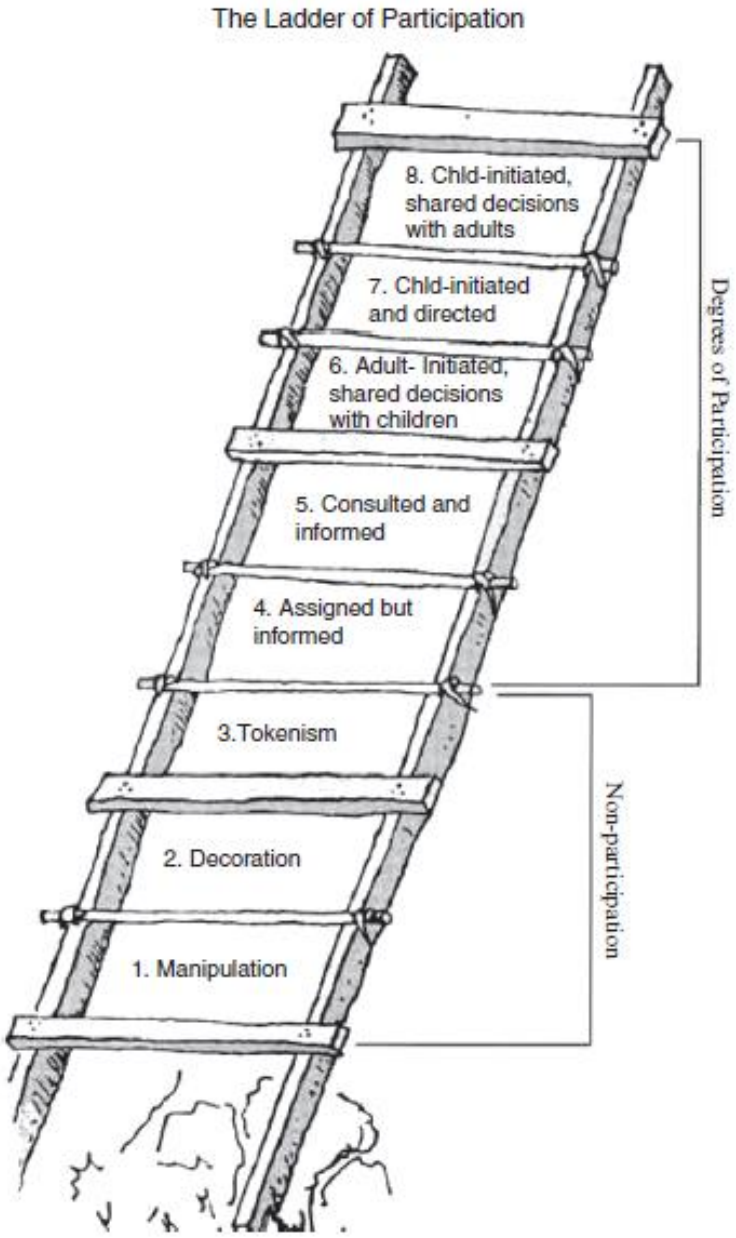
4.3 Engagement Models

HART'S LADDER

It has been established that within youth-adult partnerships, the balance of power and level of participation from the youth can vary (Mager & Nowak, 2012, p.39). The most cited model used to represent and evaluate this is Hart's Ladder of Participation for Children (Hart, 1992). This ladder uses a hierarchical metaphor to represent an increasing level of youth power, or participation. With eight rungs in total, the bottom three represent non-participation of children: manipulation, decoration, and tokenism. It is important to note that all three of these "non-participation" rungs still involve the presence, and potentially even voice, of youth; however, the youth have little to no understanding, say or power. Hart identifies tokenism as a favoured youth

engagement tactic within our society, where young people are understood to bring value if included, but are not actually heard from or meaningfully involved (Hart, 1992, p.7). The remaining rungs in the ladder are considered participation and increase sequentially in term of how much power children have and the level of cooperation between adults and children. On the top rung, children actually initiate actions and share full decision making.

FIGURE 1: HART'S LADDER OF PARTICIPATION



Source: Hart (2008), p.22

When the ladder was first introduced in the early 1990s, it was a novel contribution to the literature (Hart, 2008, p.19). Due to this and the concrete nature of the framework, it has been

widely embraced; however, in 2008, Hart published a reflection on how the model has been interpreted. He noted that the ladder was not intended to be used as a comprehensive evaluation tool, rather as a way to spark discussion (ibid). Hart also identified that the model reflected one method that children and youth interact with society, which was formal programming (p.20). This is because the perspective of himself as an author was from a society where this was the only way that children were often engaged, having been removed from everyday participatory activities with adults in their communities. This perspective has cultural limitations and may not reflect participation within non-Western societies.

In the 2008 reflection, Hart also highlighted misunderstandings specific to the top rung of the ladder. First, he noted that many people interpreted that, being the top, it was always the most desirable (p.24). He clarified that instead it was about understanding what was possible and appropriate for the project. Second, Hart discussed the preoccupation with "Children's Power" (p.25). He stresses that the final rung was intended to be children and adults equally as decision-making partners. Children acting on their own could still have challenges with optimal participatory design. The important point is that children have a right to participate in things that concern them, not to remove adults entirely.

Hart finishes the 2008 essay with a summary of how other authors have adapted the ladder by adding rungs, changing language, or creating side elements (p.28-29). He suggests it is time to lay the ladder to rest. However, many authors continue to use this model and find it useful. Understanding the limitations, it is still considered a valuable tool to highlight how youth engagement efforts are not all equal.

SHIER'S PATHWAYS TO PARTICIPATION

One example of a model that was influenced by Hart's Ladder is Shier's Pathways to Participation (Shier, 2001). This model presents five levels of participation:

1. Children are listened to.
2. Children are supported in expressing their views.
3. Children's views are taken into account.
4. Children are involved in decision-making processes.
5. Children share power and responsibility for decision-making

In addition, the model adds three stages of organizational commitment to each level: *openings, opportunities and obligations* (Shier, 2001, p.110). An opening occurs when an employee of an organization makes a personal commitment to youth engagement. An opportunity occurs when there are resources available that will allow the employee to work in this way. Finally, an obligation occurs when the method of working with youth is embedded in organizational practice and culture. The model also includes a series of three questions at each level, which the author suggests can be used as a practical tool to determine where an individual or organization are at and what their next step should be to achieve further youth development (ibid.).

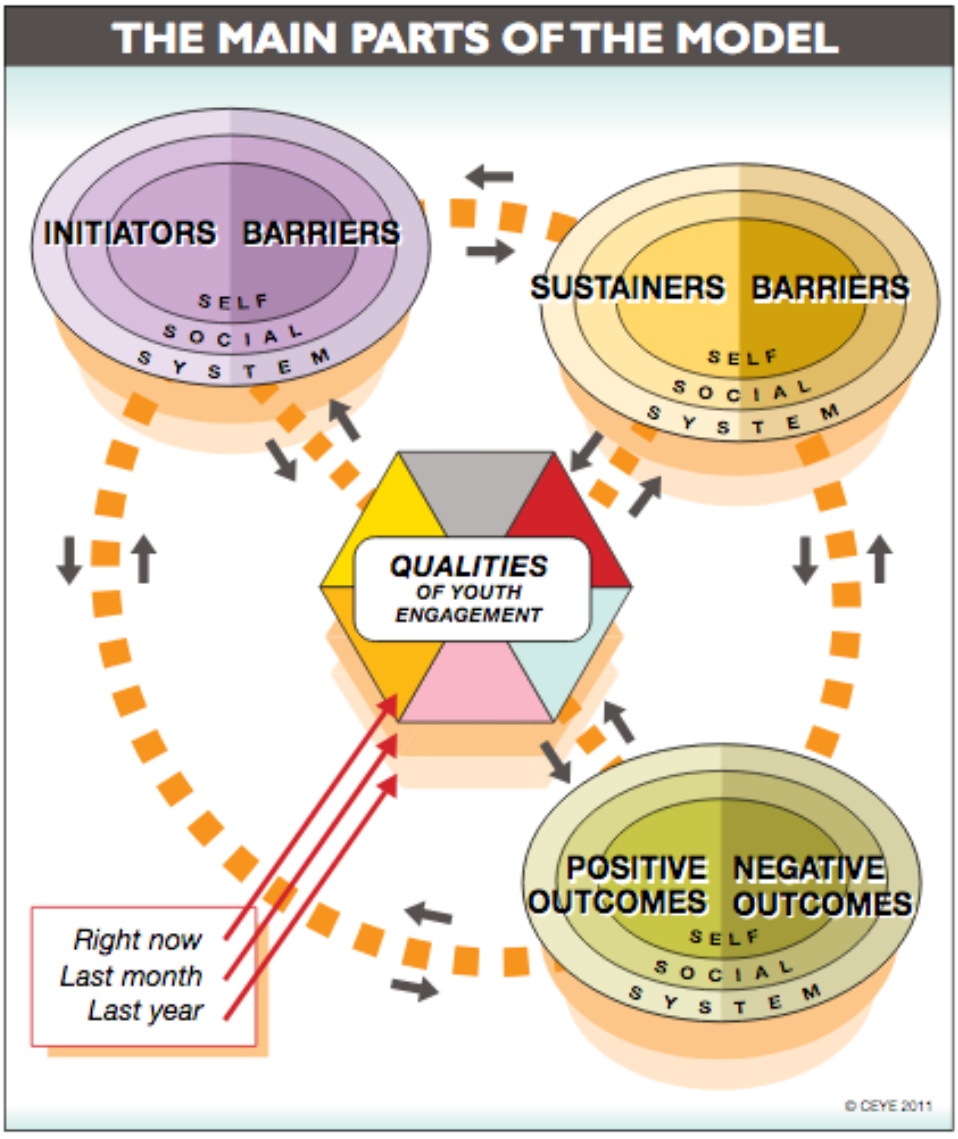
CENTRE OF EXCELLENCE FOR YOUTH ENGAGEMENT FRAMEWORK

The Canadian Centre of Excellence for Youth Engagement developed a framework that depicts youth engagement as more complex than a linear concept (Rose-Krasnor, Busseri, McCart, & Pancer, 2007). It is also focused on more than just the engagement activity and shows that process matters. The framework consists of four key components:

1. The factors that enable or create barriers to initiation of engagement
2. The engagement activity itself and its qualities
3. The factors that enable or create barriers to sustaining engagement
4. The outcomes of engagement, both positive and negative

These components exist within three levels: the self, social and systems levels and throughout time. The framework depicts the interactions of these components with each other, again highlighting the complexity of the process.

FIGURE 2: CENTRE OF EXCELLENCE



FOR YOUTH ENGAGEMENT FRAMEWORK

4.4 Rationale for Engaging Youth

There are many rationales for youth engagement work presented in the literature. These discussions can be categorized into different schools of thought. There are no clear boundaries between the discourse areas; however, there are tendencies to prioritize or emphasize specific messages. Three of the most prevalent current discourses on youth engagement come from the literature on a) service delivery, b) positive youth development and c) civic engagement.

TRADITIONAL SERVICE DELIVERY PERSPECTIVE

Youth-serving organizations, including schools and health services, often discuss engagement. In fact, the concept of engagement is embedded within the frameworks commonly used in these

sectors. The Ottawa Charter, the foundation of health promotion strategies since its adoption in 1986, highlights principles such as the empowerment of communities, equal inclusion and enabling people to better their own lives (World Health Organization, 1986). Decades later, Ministers of Health from across Canada published a shared declaration towards the importance of prevention/health promotion in 2010 (Public Health Agency of Canada, 2010). In recent years, frameworks to support a movement titled "Health Promoting Schools" bring these principles into the context of the education system (Griebler & Nowak, 2012).

Engagement within the research of this perspective is often presented as "participation", a term which although universally accepted as positive comes with no clear definition (Griebler, Rojatz, Simovska, & Forster, 2017, p.196). Examples of participation measurements used range from youth being present, to their being consulted, to their full involvement in the decisions being made (ibid).

The benefits of youth engagement for service providers are often presented in two ways. The first is as an increase in the outcome for the youth that the services are already attempting to achieve (i.e., improved health or education outcomes). For instance, research has shown that youth engagement in schools leads to improved academic achievement, lower dropout rates and improved mental health (Wang & Peck, 2013, p.1266). Youth engagement is also linked to fewer risk taking behaviours and a decreased presence of suicide risk factors, substance use and overall morbidity and mortality (Catalano et al., 2012; Ramey et al., 2010, p.252).

The second category of benefits expands beyond the youth to include benefits to the programs and organizations themselves. Youth bring a new perspective and energy that are markedly different from those of adults, which can greatly improve program outcomes (Stoneman, 2010, p.226). Additional benefits include increased program evaluation, increased overall efficiency, greater focus on mission and increased credibility and appeal to funders (Joint Consortium on School Health, 2018).

Although there is consensus on the importance of engagement within these sectors, the practice generally remains on a theoretical level (Griebler et al., 2017, p.196). A report by the Mental Health Commission of Canada in 2015 noted the importance of youth engagement in appropriate services for youth and young adults. However, a scan in the same report noted an absence of youth engagement activities in most of the provincial and territorial strategy documents (Mental Health Commission of Canada, 2015). A similar scan of youth engagement policy and practice across Canada did not find any youth engagement policies within Alberta municipalities or government organizations (Our Kids Network, n.d.).

POSITIVE YOUTH DEVELOPMENT PERSPECTIVE

Positive Youth Development (PYD) theory focuses on a variety of personal, social and system-level competencies that youth require for optimal development (Iwasaki, 2016, p.268). Youth development works with communities, professionals and individuals to build the supportive environments, programs and opportunities that young people need to thrive (Brennan & Barnett, 2009, p.307). Emphasis is placed on the potential and strengths of the youth, as opposed to the

deficits (Damon, 2004, p.15). The concept is that all youth can benefit from the focus on building positive outcomes, as opposed to preventing negative ones (Lerner, 2002). Within this perspective, youth engagement is seen as a powerful, even critical, tool for building critical skills, connections and relationships (Iwasaki, 2016, p.276). There is significant evidence that youth engagement has positive outcomes for youth development. The outcomes for youth include an increase in belonging, self-esteem, achievement, pride and relationships (Iwasaki, 2016, p.54).

When PYD first emerged in the 1990's, it was a contrast to the previous decades of negative media attention and prevention work focused on eliminating a single negative outcome or issue within youth (Catalano, Berglund, Ryan, Lonczak, & Hawkins, 2004, p.98; Damon, 2004, p.13). It was also a natural progression for professionals, as research discovered links between many outcomes and the same protective and risk factors in youth. As evidence evolved, so did theories and understanding (Catalano et al., 2004, p.100). This perspective is promoted by many youth-serving agencies and institutions. However, although they use the language, most have struggled to interpret and embed the theory within their systems (Augsberger, Collins, & Gecker, 2017, p.10).

CIVIC ENGAGEMENT PERSPECTIVE

Another rationale for youth engagement comes from the discussion of civic engagement and civil society, which presents engagement as a rights-based issue. This perspective emphasizes that engagement is a right of youth (Augsberger, Collins, & Gecker, 2017, p.9). This right is upheld by the United Nations Convention on the Rights of the Child (UNCRC). Articles 12, 13 and 14 outline the rights of those under the age of 18 to fully participate in any decision that effects them, to be able to express themselves in a way that is appropriate for them and to have complete access to information that impacts them (UN General Assembly, 1989). Article 17 outlines the responsibility of adults to provide youth with access to the information.

The failure to implement the accepted rhetoric of youth engagement leads to the continued relegation of youth to 'the margins' of our society (Määttä & Aaltonen, 2016, p.160). In addition to poor health outcomes, existing on the margins has led to youth today facing economic isolation and social stigma (Ginwright & James, 2002, p.27). Youth have internalized this stigma, resulting in a lack of self-efficacy, self-esteem and a belief that they cannot make a positive difference (Stoneman, 2010, p.222). Within the general population of youth there are many groups that would be even more marginalized- Indigenous youth and other visible minorities, those with concurrent addictions or mental health concerns, youth of low socioeconomic status and the LGBT+ community (Stoneman, 2010, p.223). These youth can face series issues such as racism and homophobia, and are often left to navigate these issues on their own (Ginwright & James, 2002, p.31). Proper youth engagement avoids not only these negative outcomes, but prepares youth to be ethical and skilled leaders, improving society for all (Stoneman, 2010, p.226).

Given the benefits of being engaged and the right of youth to have a voice, engagement has been presented as an ethical imperative (Paterson & Panessa, 2008). It has also been noted that there are ethical implications if engagement is seen as a means to ensure buy-in or program sustainability, instead of a goal in itself to ensure egalitarianism (Goulet, 1989 as cited in Paterson & Panessa, 2008, p.26).

TOBACCO REDUCTION PERSPECTIVE

The tobacco control community acknowledges all of the health and civic reasons for youth engagement; however, it also adds that there are many results that specifically lead to achieving tobacco reduction outcomes. This stems from the fact that youth are targets in promotion from the tobacco industry, so involving them is critical for effectiveness of any tobacco control campaign (CDC). The Centre for Disease Control in the United States labels youth as powerful allies in the fight to end tobacco use, making this case by identifying specific benefits that youth bring. These include bringing a genuine and powerful voice, mobilizing their peers, adding credibility and generational insight, capturing the attention of leaders and creating diversity of representation (Centres for Disease Control and Prevention, 2010, p.2).

The tobacco control community is one within which youth engagement has been practiced for years. One example of this is the TRUTH campaign which began in the 1990s in the United States and continues today. This project, which was a radical movement when it first started, involved youth in counter-marketing campaigns, both as audience and co-creators (Centres for Disease Control and Prevention, 2010, p.3). The campaign created its own brand which exposed the deception of the tobacco industry and promoted the benefits of living tobacco free (Evans et al., 2018, p.6). This campaign has been evaluated as successful in changing the attitudes, awareness and behavior of youth (Farrelly, Niederdeppe, & Yarsevich, 2004, p.i40; US Department of Health and Human Services, 2012, p.658). This success has contributed to the acceptance of youth engagement as a necessary approach to effective tobacco control (Centres for Disease Control and Prevention, 2010, p.3).

Throughout the US, there have also been many state-wide comprehensive tobacco control programs that include a focus on youth engagement. A common activity included is the engagement of youth in advocacy for and development of smoke-free spaces policy in schools and municipalities (Centres for Disease Control and Prevention, 2010, p.19; Ribisl et al., 2004, p.599; Ross, Dearing, & Rollins, 2015; US Department of Health and Human Services., 2012, p.790). Overall, this is seen to be an effective strategy, for achieving both new public policy and positive outcomes for youth (Centres for Disease Control and Prevention, 2010; Ribisl et al., 2004). However, it has also been noted that youth advocacy is a concept separate from youth empowerment or development (Ribisl et al., 2004, p.598). Youth can be empowered through other work and likewise could be engaged in advocacy work and feel powerless or disempowered.

4.5 Youth Engagement Continuum

There are many different visual representations of the spectrum of youth engagement approaches. One in particular, developed by the nonprofit organization LISTEN (Sullivan, Edwards, Johnson, & McGillicuddy, 2003), places the aforementioned approaches to youth engagement on a continuum along with several others. The continuum moves from approaches that focus on intervention, to those that focus on development, to those that focus on collective empowerment and finally systemic change. Each approach to the right build on the previous approaches. There is no explicit relative value judgement based on an approach's placement on the continuum. However the authors do identify that traditional youth service approaches worked from a place of pathology and crisis and did not focus on the strengths of youth or see them as active participants (Sullivan et al., 2003, p.7).

FIGURE 3: YOUTH ENGAGEMENT CONTINUUM

The Youth Engagement Continuum

Intervention → Development → Collective Empowerment → Systemic Change

Youth Services Approach	Youth Development	Youth Leadership	Civic Engagement	Youth Organizing
Defines young people as clients Provides services that address individual pathologies of young people Programming defined around treatment and prevention	Provides services and support, access to caring adults and safe spaces Provides opportunities for the growth and development of young people Meets young people where they are Builds young people's individual competencies Provides age appropriate support Emphasizes positive self-identity Supports youth-adult partnerships	Includes components of youth development approach plus: Builds in authentic youth leadership opportunities within programming and organization Helps young people deepen historical and cultural understanding of their experiences and community issues Builds skills and capacities of young people to be decision makers and problem solvers Youth participate in community projects	Includes components of youth development and leadership approaches plus: Engages young people in political education and awareness Builds skills and capacity for power analysis and action around issues young people identify Begins to help young people build collective identity of young people as social change agents Engages young people in advocacy and negotiation	Includes components of youth development, youth leadership and civic engagement plus: Builds a membership base Involves youth as part of governing body and core staff Engages in direct action and mobilizing Engages in alliances and coalitions

Source: LISTEN, Inc. (2003)

4.6 How to Engage Youth

The question of what works in youth engagement is one that is constantly raised in both literature and practice documents. During the evaluation of one youth engagement training program for health professionals, it was found that even though the training increased the confidence of 100% of respondents, the health professionals still requested specific strategies and step-by-step instructions on how to engage youth (Sahay, Rempel, & Lodge, 2014, p.31-32). However, although there are many frameworks and theories to guide a youth engagement approach, there are not many specifics to guide activity choice or pre-made programs that are universally recommended. As noted by Ribisl et al. (2004), "the key point is that it is the quality and nature of youth participation in activities that leads to the empowerment of the individual (p.598-599). That being said, there are findings within the research that can be used as a starting off point that, when combined with a strong framework and local context, could be effective.

EFFECTIVE ACTIVITY TYPES

A 2017 review of prevention literature found that there are six general activity areas that have demonstrate potential as a method of youth engagement within mental health and substance misuse prevention, diagnosis and treatment programs (Dunne, Bishop, Avery, & Darcy, 2017). These areas are: involvement in program development, social marketing, parental relationships, engagement at the health clinic, engagement through technology and engagement at school. The review noted importantly that a) there is no one recommended area of activity that is more effective and b) the most effective strategy may be combining multiple approaches based on local needs, desires and available resources (Dunne et al., 2017, p.511).

IMPLEMENTATION PROCESSES

An example of a specific implementation process that could be followed was outlined by Campbell and Erbstein in 2012. Again, they noted that they did not find it important to focus on specific engagement methods (p.71-73), but instead highlighted three key youth engagement implementation principles to follow:

1) asking (and answering) the right strategic questions in the right order

2) creating structures that integrate youth and adults into joint decision making and

3) marshaling boundary-spanning community leaders with diverse skills and extensive networks (Campbell & Erbstein, 2012, p.71).

During step one, an organization should ask questions about which youth should be involved, which community issues should be the focus and which contributions specifically youth will provide. Answering these purposefully can avoid issues such as improper youth representation, activities that are either too superficial or too heavy and youth who do not have a clear role in the work. Step two focuses on ensuring that youth are not just token presences. The authors noted that service delivery organizations often find this difficult, although they are good at establishing safe spaces developmentally for youth (p.75). This is likely due to these organizations traditionally viewing youth as service recipients. One method they proposed as meaningful youth

engagement is to take a "youth organizing" approach. This refers to adult allies working with youth to identify problems or opportunities that are relevant to them, gathering data for change options and then supporting the youth in advocacy to leaders (ibid). Of course, managing this process is a skill, which is why the third step in Campbell and Erbstein's process refers to the importance of having skilled leaders. They point to this as the single predictor of the level and quality of youth engagement within a program and recommend using strong leaders as mentors for new recruits (ibid).

Another practical model relates to how to carry out youth engagement as an adult ally. The model consists of five constructs of empowering practices for youth-adult partnerships (Anderson & Sandmann, 2009). These constructs are: 1) fostering self-efficacy, 2) setting a context for action (by increasing understanding of relevance and outcomes 3) structuring the task by setting boundaries, 4) creating a sense of ownership, and 5) coaching for performance (p.5). The authors define and give examples of reflective questions to support growth in each construct. It is suggested that approaching youth in this way increases youth empowerment and decreases youth tokenism.

TOBACCO REDUCTION SPECIFIC ACTIVITIES

The literature highlights learnings from several different state-wide tobacco reduction youth engagement programs in the US. One example is a youth advocacy program in Oklahoma called Students Working Against Tobacco (S.W.A.T) (Ross et al., 2015). The program trained adult allies and youth groups in advocacy programs, with the intent to influence smoke-free spaces policy in the community. Evaluation of the program found positive results in that youth had a change in knowledge and attitudes, however, the program did not lead to any increase in advocacy action. Barriers to implementation were identified by the adult participants as timing, training and the format of materials. Learnings included providing adequate training for adults and ensuring that materials for youth were an appropriate length and format. Additionally, the evaluation identified a challenge with the canned format of the program (Ross et al., 2015, p.S39). The materials were created by state government program developers for implementation by local community groups. However, the program leaders found that some elements were not flexible enough or useful for the local context. Evaluation of a similar program in North Carolina found different challenges for implementation, including adult attitudes and strong political barriers in a tobacco-growing state (Ribisl et al., 2004, p.612).

In their Best Practices User Guide on Youth Engagement, the CDC recommends several different specific tobacco reduction youth engagement activities centered around advocacy and counter-marketing (Centres for Disease Control and Prevention, 2010). While any meaningful youth engagement could support tobacco prevention, tobacco reduction programs focus on advocacy and counter-marketing with youth because these are the types of activities that their organizations are undertaking. In addition to advocating for policy change directly to leaders, potential activities include developing counter-marketing campaigns, exposing industry tactics, engaging the community and contributing to policy themselves (p.11).

4.7 Barriers to Effective Youth Engagement

ADULT ATTITUDES

The most commonly identified barrier to successful youth engagement efforts is unsupportive or problematic adult attitudes. Many adults are not willing or able to engage youth as partners or equals in their own right (Augsberger, Collins, Gecker, & Dougher, 2018, p.4). Adults also have a hard time respecting and listening to the youth perspective (Collins, Augsberger, & Gecker, 2018, p.145; Sahay, Rempel, & Lodge, 2014, p.33). It may be that adults are pressed for time and therefore seek and accept opinions from youth that are congruous with their current views and systems (Bragg, 2001, p.73). Alternatively, adults may have preconceived notions as to what type of opinion is appropriate and deny voices that they find offensive or threatening (Bragg, 2001, p.73; Taft & Gordon, 2013, p.96). In one study, youth participants identified this tendency and attributed it to adult reluctance to acknowledge or deal with youth issues, such as substance use or mental health (Collins et al., 2018, p.145). The same youth identified that this was a barrier to a youth-centric approach and achieving something effective.

Anti-youth attitudes may also be embedded in systems and processes. Youth who do not have comfort or experience with adult systems, such as governments, might perceive these systems to be negative and unwelcoming (Augsberger, Collins, & Gecker, 2017, p.15). Adult environments are often heavy with procedure, formality and process. These can be foreign and uncomfortable to youth, and therefore be unintentionally anti-youth (Augsberger et al., 2017, p.15). Power dynamics such as funder needs and the roles of adult participants can also cause issues. Even when a project has the best intentions to be youth-led, these elements can have strong influences that prevent full youth agency (Iwasaki, Dashora, McHugh, McLaughlin, & Springett, 2016, p.46). This can be frustrating for youth and eventually lead to disillusionment, cynicism and frustration with systems (Mager & Nowak, 2012, p.49). Youth are very good at perceiving tokenism, and learn from experiences where they feel their voices were not valued (Taft & Gordon, 2013, p.93). It is therefore important to be transparent with power dynamics. Acknowledging influences, being realistic on what can be ‘youth-led’ and clarifying decision making parameters can avoid participant frustration (Iwasaki et al., 2016, p.47).

LOGISTICS

Another of the most commonly reported barriers to successful youth engagement is coordinating the logistics. Crooks et al. outlined many of these challenges in 2010 after studying programming with First Nations youth. Firstly, they noted that there are many small considerations regarding the coordination of meals, transportation and location (p.163). Second, they found that there are often challenges coordinating appropriate permissions for youth. This may be due to parents that are disengaged with the school system or are simply difficult to reach (p.164). Finally, there is the reality of a limited time to engage youth. During business hours, there is often only the lunch hour available, which competes with other activities and socializing normally done during this time (p.163). This challenge of the overscheduling of youth, especially those who participate in these activities, was also noted by Collins et al. (2016, p.145).

REPRESENTATION

A challenge that has been raised in the literature is that youth engagement initiatives fail to have equitable representation of youth (Augsberger, Collins, Gecker, & Dougher, 2018, p.5; Nairn, Sligo, & Freeman, 2006; Wyness, 2009). When only high achieving youth are selected, it increases the skills, influence and social capital of these youth who are often already privileged and further perpetuate inequities (Augsberger et al., 2017, p.14, 2018, p.5; Wyness, 2009, p.549). Furthermore, researchers have pointed out that it is important to realize that the youth voice is not homogenous. Just as with adults, youth embody many different political and cultural perspectives (Taft & Gordon, 2013, p.96; Yonezawa et al., 2009, p.204). However, Nairn et al (2006) found that young engagement initiatives target either high achievers or those who are considered to be "troublemakers" and exclude the majority of youth ("the excluded middle") (p.262). This can lead to an overrepresentation of one type of voice as speaking for all youth (Ferber & Matthew, 2016).

Achieving appropriate representation can be difficult logistically. Some youth are simply uninterested in participation or are difficult to reach for awareness of the opportunity (Nairn et al., 2006, p.262). Youth who are more disadvantaged may also have more structural barriers to participating (Iwasaki, Dashora, McHugh, McLaughlin, & Springett, 2016, p.47). There are other reasons that it is easier to recruit only youth who fall into the high achiever category (Augsberger et al., 2018, p.12). This may be due to those youth having existing social connections, or because they are seeking opportunities to support future academic or professional endeavors (p.12). These youth may also have the skills required to navigate and be comfortable in formal adult settings such as committee meetings (Augsberger, Collins, & Gecker, 2017, p.15). Alternatively, disproportionate representation can reflect bias in adult attitudes. Nairn et al. (2006) noted that even well-meaning adults might contribute to the reinforcement of inequities with their assumptions of which youth have the appropriate dispositions to participate in activities (p.260). Often times adults select which youth participate or influence who continues (Taft & Gordon, 2013, p.95). A project in Ontario found that adults purposefully selected high achieving youth who could "get things done" (Sahay et al., 2014, p.32). This demonstrates again the point that adult attitudes can be the greatest barrier to overcome when implementing youth engagement activities.

SUSTAINABILITY

The challenge of sustainability is not unique to youth engagement programming specifically. However, since youth engagement has not been commonly institutionalized (Augsberger et al., 2017, p.10) dedicated resources are not likely to exist. It has been acknowledged that youth engagement work requires substantial dedicated staff and financial resources (Ribisl et al., 2004, p.612), and without these resources youth efforts run the risk of fading away (Augsberger et al., 2017, p.12). This is problematic for effectiveness, as sustained activities are key to the very definition of meaningful youth engagement. Additionally, youth engagement work takes more time than is often expected, and is a slower pace than we are often used to (Campbell & Erbstein,

2012, p.77). It is therefore important to seriously consider sustainability and have an accepted organizational plan prior to beginning youth engagement work.

Turnover is a very common challenge within any organization. However, since the success of youth engagement work is so closely linked to the initiative's leadership, turnover is an especially difficult hurdle for program sustainability. In their research, Campbell and Erbstein found that the exact same setting and approach that resulted in success with one leader would fail with the next (2012, p.75). To address this, they recommend leader mentoring programs, as well as recruiting local leaders with varied backgrounds, as opposed to parachuting in candidates from outside of the community (p.76).

4.8 Enablers for Effective Youth Engagement

Organizational Preparedness

Linked to both adult attitudes and sustainability, the literature has established that creating organizational readiness is vital to the success of youth engagement work. A 2005 article noted that youth engagement can be an innovative practice for most organizations and therefore it requires significant commitment (Zeldin, Camino, & Mook, 2005). The article proposed six managerial guidelines when implementing youth engagement within an organization (p.125-131). The first is to gain clarity and consensus on the purpose of engaging youth. In this way, stakeholders will understand the reason for potentially difficult change and have more buy-in. The second step is to mobilize and coordinate a diverse group of stakeholders. This lends credibility to the movement and having both leaders and front-line stakeholders bought in is crucial to success. The third guideline is to establish favorable organizational narratives about youth engagement. This means linking organizational priorities and values to youth engagement and replacing outdated language with positive narratives. After a common language and value is established, the fourth step is to create a clear theory of change for stakeholders. This allows them to understand exactly *how* the effort will bring about a desired result. Next, the fifth step is address issues of role and power. This is to address adult challenges with giving up power to youth, and to establish clear roles and expectations. This will avoid the frustration and misplaced expectations that have been noted in other areas of research. Finally, the sixth step is to institutionalize roles for youth. This addresses the issue of sustainability and ensures that youth engagement is not seen as a pilot or program, but as a vital part of organizational health.

When organizational preparedness is not established, it causes difficulties for even the strongest program plans. An evaluation of a well-funded youth engagement program by Ontario Public Health in 2014 noted that a primary barrier to success was:

> "the existence of organizational challenges such as lack of dedicated time for youth engagement work, inadequate funding for programs, poor buy-in or approval from upper management, organizational mandates that limit youth engagement work, and organizational policies that restrict engagement of youth through online media channels." (Sahay et al., 2014, p.33).

As a result, Sahay concluded that youth engagement could not be performed by health professionals without adequate support from their respective organizations (2014, p.33). Youth engagement work takes time and requires dedicated attention. It is important to acknowledge this, and the fact that there will be costs to youth engagement work, such as a slower pace and resource intensiveness (Campbell & Erbstein, 2012, p.74). Being transparent with these costs is just as important as agreeing on the benefits for getting (and keeping) stakeholders on board.

Youth Friendly Spaces and Processes

There are several practical elements that researcher Yoshitaka Iwasaki (2016) found promoted positive outcomes and effective youth engagement. The first is ensuring flexibility in planning, especially when recruiting 'disengaged' youth. Iwasaki found that this allowed youth to participate, even when their lives were unpredictable and busy (Iwasaki, 2016, p.272). The second important element is to create a fun, positive and safe space for youth interactions. Physical safety and comfort are important, but so is psychological safety. One way of ensuring this is to establish trust through accountability. Adult allies should understand the importance of maintaining accountability to group rules and values (p.273). Another method of establishing safety is simply with a "check-in and check-out" activity performed daily. This allows each youth an opportunity to be grounded prior to the activity and debrief after each activity.

4.9 Literature Review Summary

In summary, there are many different perspectives within the literature that support youth engagement. Each of these perspectives focus on different outcomes or rationale, but all promote the importance of youth engagement. However, the literature also supports the fact that the practice of youth engagement often remains theoretical and real-world implementation is limited.

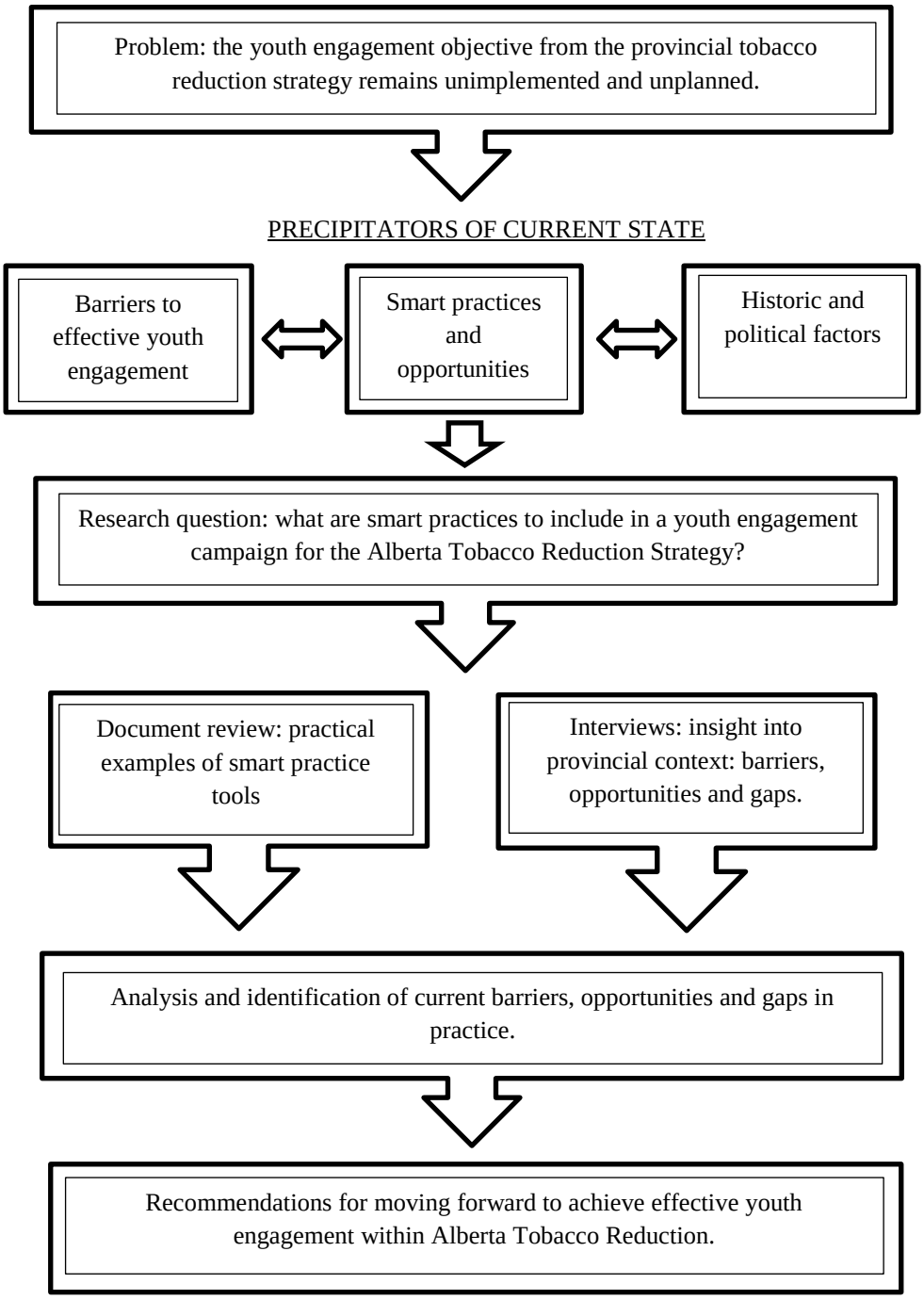
There are not many specific youth engagement activities that are supported as effective within the literature. Instead, the focus is on principles, processes and approaches. It is how youth engagement is approached and the quality of the activities that is important, not specifically which activities you choose to engage youth in. There are specific implementation processes suggested in the literature, which can guide purposeful youth engagement preparation and planning. There are also general activity types that have been found to have potential success. Within tobacco reduction, these are often focused on policy and youth organizing for counter-marketing development.

The literature establishes common barriers to youth engagement that are faced by many organizations. The most common of these is problematic adult attitudes, either individually or embedded in systems. Other common challenges include logistics, sustainability and recruiting a representative group of youth. There are some recommendations for addressing these challenges and for enabling effective youth engagement generally. The primary recommendation to address many of the challenges is to implement organizational preparedness procedures. Additional recommendations include remaining flexible and establishing youth friendly spaces and processes.

4.10 Conceptual Framework

In the following sections, themes from the literature review will be used to conduct further research. The conceptual framework for this is as follows. (see Figure 3) There are many contributing factors to the current environment for youth engagement work within Alberta Tobacco Reduction. These factors include previous work, the political climate, barriers to accomplishing effective youth engagement and opportunities that exist within the province. The research question seeks to understand the elements of the current state, both barriers and opportunities. Data collection will include a document analysis and key informant interviews. Through these methods, this report will identify which gaps in practice to date exist compared to smart practices and what practical tips and tools can be suggested to address these gaps. All of this information will be used to develop recommendations for how the desired future state of an effective youth engagement campaign can be achieved within Alberta tobacco reduction.

FIGURE 4: CONCEPTUAL FRAMEWORK



5.0 Document Review

5.1 Overview

The document review continued to explore themes discovered in the literature review, as well as introducing new practical elements and considerations. Four documents were analyzed:

1. *The Youth Engagement Toolkit Resource Guide* (2013). Developed by the Ministry of Children and Family Development in the Province on British Columbia. The document working group consisted of youth, professionals and academics.
2. *Youth Engagement Toolkit* (2018). Published by the Pan-Canadian Join Consortium for School Health (JCSH). The toolkit was developed by the Students Commission, lead organization for the Centre of Excellence for Youth Engagement. Input was from adults and youth throughout.
3. *Engaging and Empowering Youth*: *A Toolkit for Service Providers* (2009). Developed by Dr. Claire V. Crooks, Debbie Chiodo and Darren Thomas through a grant from the Public Health Agency of Canada. The authors drew on from youth, individuals and groups.
4. *Ready ... Set ... Engage ! Building Effective Youth/Adult Partnerships for a Stronger Child and Youth Mental Health System* (2007). Developed by Nancy Periera for Children's Mental Health Ontario and the Provincial Centre of Excellence for Child and Youth Mental Health. Input was gathered from a variety of youth groups and service organizations.

As noted in the methodology, all of the documents contained a summary of research and guiding principles. Yet this was not included in the analysis, as the documents were all chosen due to their basis on evidence already presented in the literature review. In the rest of the documents, analysis focused on identifying practical strategies, the presence of a youth voice or specific tools that could be used.

5.2 Findings – Document Analysis

HOW TO ENGAGE YOUTH

The documents build off of the literature reviews focus on process over activity type. One of the toolkits included a primary guideline on the topic: *Youth Engagement is Not a Program* (Crooks, Chiodo, & Thomas, 2009). The authors note: "youth engagement should be viewed as a natural way of working in the organization rather than as a special program" (p.32).

Youth organizing, or youth governance, is presented in the literature as the gold standard for youth engagement and this is repeated in the documents. Yet the documents acknowledge that there are many alternatives methods of involving youth that can still be meaningful. Firstly, it is important for organizations to understand what form of youth engagement will realistically work for them and choose accordingly. Three of the toolkits offer overviews of different models of youth engagement and how best to ensure each is meaningful. The categories in each document

are different. For instance, one document identifies options as: a) ad hoc committees, b) consultants, c) reference groups, d) advisory groups, e) peer educators, f) peer-to-peer support and g) researchers (Pereira, 2007, p.34). Another document lists the options as: a) youth council, b) youth committee, c) youth advisor, d) youth participant, e) youth representative and f) youth organization partnership. The documents do not seem to assign value judgements to any of the different methods of engaging youth, but again recommend purposeful selection of the method based on what works for an organization.

PREPARING FOR YOUTH ENGAGEMENT WORK

The documents stress the importance of taking time to be purposeful in preparation for youth engagement. One way of approaching this is by developing a youth engagement strategy document. Working through elements with the organization such as commitment, purpose, common language, required resources and desired outcomes is an exercise that can ensure that the approach is the best fit for everyone (Province of British Columbia, 2013, p.20). Another key element of preparation is to formally assess the organization's readiness. Two of the documents included tools for evaluating organizational readiness, and many others were found during the initial internet search. These preparation activities would often be taken on by a champion or several champions, who are vital to initiating and sustaining youth engagement efforts within an organization (Pan-Canadian Joint Consortium for School Health, 2018, p.24).

Another crucial preparation element identified in all of the documents is providing training to the adult leaders. This could begin with some self-reflection, similar to the previously mentioned preparedness tools. The JCSH offers many training tools for adult allies (2018, p.35-36), as do many other organizations. Alternatively, in-person trainings for leaders are a great opportunity to prepare adults for working with youth. It could even be combined with some of the pre-work with youth. Revisiting training for adults at multiple times throughout the process is also recommended.

RECRUITMENT

The second theme in the documents was recruitment. It is suggested to use a variety of recruitment methods, putting consideration in to how local youth get their information. Options included social media, word-of-mouth and working through existing youth groups and connections. If developing recruitment messaging, engaging youth to support in the development could result in better outcomes (Pereira, 2007, p.44). Also important is considering why youth would want to participate. Youth want flexibility, fun, legitimate organizations, opportunity to learn and contribute meaningfully and not too much bureaucracy or difficulty (ibid, p.42). Another option is to provide incentives. These can be at a cost (food, transportation, childcare, honorariums) or in-kind (references, job experience, mentoring or training). The Province of B.C. provides guidance on honorariums, suggesting that you provide them as compensation or as a one-time token and to ensure there is equality in who gets what (2013, p.31).

A final consideration in recruitment is whether or not to screen youth. Often engagement programs use an application process to select youth. Before taking this route, consider the

benefits of building the personal capacities of youth who are not currently considered high achievers. The toolkit from the Ministry of B.C. suggests alternative questions to use for screening (Province of British Columbia, 2013, p.21). For example: is the young person representative of the desired group of youth? Is the youth interested in being involved? Do they have potential to grow in capacity with appropriate support? Are they willing to received training or mentorship? Approaching screening in this way might avoid adult bias and encourage equitable representation.

Once youth are recruited, it is beneficial to them to provide some information prior to their participation activities. It is important that they understand expectations and commitments up front (Crooks, Chiodo, & Thomas, 2009, p.45). This may take the form of a phone call, online self-study, a welcome package or a partial day orientation. An initial touch base may also be an opportunity to get to know youth interests and opinions prior to starting work. Most importantly though, it is an opportunity to establish relationships with youth and set the precedent of respectful communication.

Empowering Youth

The documents highlighted the importance of approaching youth with the intent to empower or build capacity. One way of doing this is through mentorship and training. Mentoring might be adults working with youth, or youth working with other youth. Crooks et al (2009) discuss the option of group mentoring- youth being mentored as a group by an adult ally (p.47). This was offered as a good option specifically to fit Indigenous culture or address challenges for recruiting sufficient adult mentors. The same author suggests that mentoring should be embedded into all programming and should not be seen as a standalone program but as an activity linked to and supporting of all other community efforts.

Other methods of youth empowerment discussed were training youth, providing support for youth-organizing activities and recognizing youth strengths. The JCSH toolkit suggests identifying expertise in youth, recognizing it formally to the group, assigning work accordingly and celebrating resulting successes (2018, p.31-32). One area to consider building capacity within youth is evaluation. This will strengthen evaluation processes and results, as well as building skills within youth.

Establishing Youth-Friendly Spaces and Meetings

One of the most important elements of working with you is establishing a psychologically and physically safe space. Leaders can use a checklist for guidance (Pan-Canadian Joint Consortium for School Health, 2018, p.64). An important step is establishing shared guidelines with the youth, posting them clearly and returning to them often. Similarly, regular check-in and check-outs at every meeting can establish routine and a feeling of security (Province of British Columbia, 2013, p.28). Selecting appropriate meeting locations and a comfortable set-up is also important, as are considerations such as offering food and supplies for doodling during activities. The toolkits offer many more tips on youth-friendly meetings, most of which come directly from youth and are accompanied by quotes and case studies.

COMMUNICATING WITH YOUTH

The guidance for communicating with youth participants was similar across all of the documents. Firstly, communicating frequently and follow through on commitments. This keeps youth engaged and builds trust, and a constant flow of information is expected from a younger generation (Province of British Columbia, 2013, p.36). Method of communication is also important for youth. Asking them what works is a good practice but social media and texting are potential options. The final, most important element of communicating with youth is an authentic and respectful approach. Authenticity is what youth respect most in adults (Pan-Canadian Joint Consortium for School Health, 2018, p.35). Respectful communication includes asking questions, listening, checking assumptions and being transparent for the reasons for rules and restrictions.

ENGAGING DIVERSE YOUTH

Due to the established importance of achieving representation, almost all of the documents include information and tips for engaging diverse groups of youth. This includes Indigenous youth, youth who are deaf and hard of hearing, newcomer youth, youth in government care, youth who identify as LGBTQ2S, youth with special needs, young parents, youth who are homeless and youth in custody. There are specific recommendations or information for each group. However, there are some overall takeaways that are common to engaging any group of youth, but especially those who are vulnerable or have experienced trauma or stigma. Firstly, it is important that adults understand common stereotypes that youth may face and acknowledge any assumptions that they themselves might have. Second, adults should avoid overgeneralizing groups of youth or assuming that any group is homogenous. Third, providing a safe space is especially important, as is understanding youth experience and any history of trauma or potential triggers. Asking questions in a non-judgmental manner is always a good approach to understanding experience. Finally, ensure diversity in images and have a variety of resources that are inclusive.

EVALUATING YOUTH ENGAGEMENT

Evaluating initiatives is a critical part of the youth engagement process. The documents identified several functions of ongoing evaluation. The JCSH toolkit offers 10 functions of evaluation, including ensuring youth voices are heard, providing an opportunity for celebrating successes, allowing informed decision making and indicating if objectives are being met (Pan-Canadian Joint Consortium for School Health, 2018, p.59). Evaluation does not have to be formal or heavy, but it should be consistent and purposeful. The documents offer supportive advice for organizations looking to undertake youth engagement evaluation, and most have tools that can be used. Most comprehensive is referenced in the JCSH document, the Student Commission of Canada has a portal for free engagement tools, as well as a subscription option for organizations who want a validated robust evaluation method and tools (The Students Commission of Canada, 2019). The toolkit by Crooks et al. (2009) offers evaluation strategies specific to Indigenous youth, as well as some examples of focus group structures and questionnaires (p.92-102). A piece of advice common to all of the documents is to involve youth

participants in the process. One option is to offer training for youth and adults together in evaluation, to build capacity and support the process (Province of British Columbia, 2013, p.26).

ADDRESSING COMMON CHALLENGES

The documents identified the same challenges as the literature, as well as a few more. The authors also offered tips to address the challenges.

Adult Attitudes

The most important stage to address adult attitudes is in preparation. This includes honestly assessing organizations and personal preparedness, as well as ensuring that all allies are trained prior to working with youth. The Province of B.C suggests that this training can include general information aimed to socialize the concept of the value of youth, their rights and the positive outcomes associated with engaging them (2013, p.18). They also emphasize that meaningfully engaging youth requires specific skills and that failing to provide these skills to adults who are going to work with youth is one of the most common reasons that initiatives fail (p.18).

In addition to preparation phase work, adults should also be held accountable for problematic attitudes on an ongoing basis. The documents offer many options for ensuring this. Prioritizing authenticity and transparency, as well as the communication considerations previously mentioned are all important factors. If communication is respectful and adults are prepared, establishing clear group guidelines and processes for managing difficulties may support youth being comfortable enough to bring up if they encounter a problematic attitude (Province of British Columbia, 2013, p.53).

Logistics

The two primary recommendations to address general logistical issues are a) remaining flexible and b) involving youth in decisions. As identified in the literature, youth are busy, therefore flexible options for participation are likely to work better. Another small recommendation is to consider developing a logistics plan prior to starting (Pan-Canadian Joint Consortium for School Health, 2018, p.37). This plan could contain things such as medical information, consent processes and arrangements for food, transportation and venue.

Representation

In addition to the previous information on engaging diverse populations, the JSCH toolkit had a specific tip for achieving representative views from youth. In the case where you cannot logistically have enough youth for proper representation or you select a youth ambassador, consider training youth in “constituency building”, or gathering views and feedback from their peers (Pan-Canadian Joint Consortium for School Health, 2018, p.58). This approach requires providing youth with the time and resources to consult their friends and classmates. Training could include information on survey use, social media platform polls, focus groups or informal discussions.

Sustainability

Sustainability is important to the development of youth, and for that long-term relationships are the key (Crooks et al., 2009, p.29). Overall, it is best practice to avoid one-off activities. However, this is often within the control of organizations who are funded short-term. Therefore, there are several approaches to consider that can support sustainable engagement of youth. Firstly, if funding is ending, meeting with youth to discuss alternative engagement options is a good practice. Consider how the relationship might continue, even in small ways. Maybe youth continue a discussion group, are sent updates occasionally, or are referred as advisors to another organization. To avoid an initiative ending in the first place, celebrate successes within the organization often and at a leadership level. A final approach to sustainability is to ensure youth remain engaged. Periera (2007) outlines what keeps youth engaged: youth feeling a sense of ownership, mentorship opportunities, community connectedness, effective program coordination, and a sustainable energy source. Consider these elements in a sustainability plan.

5.3 Summary

The documents offered different perspectives on the practical implementation of themes found in the literature. Each document laid out an overall set of guidelines based on solid theoretical foundations, any of which could be adopted by an organization. Following that, they highlighted practical tips for working and communicating with youth, establishing youth friendly spaces, recruitment and evaluation. Finally, the documents gave tips that could be used to address the common challenges identified in the literature. Many tools, such as checklists and assessments were included and could be useful to include in projects and programs.

6.0 Key Informant Interviews

6.1 Overview

Semi-structured interviews were conducted with six key informants. These interviews provided an opportunity to understand the history and current state of youth engagement in tobacco reduction activities in Alberta, as well as to situate the themes found in the literature review in a local context.

The findings of the interviews are presented thematically in this section. This is to protect the confidentiality of the participants, as well as to highlight key concepts, as opposed to direct responses to questions. The six themes identified by the interviews are as follows: 1) desired activity type, 2) opportunities, 3) barriers and 4) coordination.

6. 2 Theme 1 - Desired Activity Type

When discussing the type of activity that should be prioritized for tobacco reduction youth engagement in Alberta, participant responses fell into three categories: policy/advocacy work, marketing campaigns and involving youth in program development. All participants identified two of the three as their preference but had one that was their first choice. No one activity was more selected than the others for a first choice.

The type of work suggested in the policy/advocacy category was similar to that described in the literature. Generally, the concept is that youth would be engaged in advocating for policy changes. Alberta has had several previous examples of changing tobacco control policy in which youth were involved. Several participants referred to the campaign in 2012 focused on getting the government to ban flavoured tobacco products, ultimately successful in 2014. Youth were engaged in these efforts through media appeals, community presentations and meetings with legislators. A similar effort was started in 2015 to change the rating of movies in which smoking appeared to an “R” rating. However, one participant referred to the effort being short-lived due to the funding for the project being short-lived. Several participants suggested this area of focus an option for a renewed youth policy effort. They felt the same structure of preparing youth for public appearances and advocacy meetings was desirable. They referred to the power of the youth voice. One participant remarked that 12-year olds can get away with saying things that they could never say. Several participants also mentioned the right of youth to participate in policy development given that they are a target for advertising.

Marketing campaigns were also discussed as a priority activity option. Two participants mentioned the Florida “Truth” campaign as a desired format for a campaign (Evans et al., 2018). The imagined role of youth was mostly identified as developing messaging that would be used in an awareness or counter-marketing campaign. This could include videos, images or social media elements. Participants also identified that youth could be involved in the overall planning and promotion of the campaign. This is a cross-over with the third category of desired activity finding: youth involvement in program planning. Almost all of the informants mentioned that

engaging youth in program development and planning was desirable. Some responses identified that program planning is important to give youth a sense of pride and ownership. One participant provided a caveat to the program development activity- that youth had to be given realistic levels of control. They felt that tobacco control work is highly skilled work, in the same way that surgery is, and just as you wouldn't give control of surgery to a teenager, you wouldn't allow youth to completely plan for a multi-million-dollar budget either.

6.3 Theme 2 - Opportunities

When asked about the biggest opportunities for youth engagement within tobacco reduction in Alberta, participants mentioned two different areas: leveraging where youth are already at and mentoring. Regarding leveraging existing connections, participants identified that, in Alberta, the biggest opportunity to connect with youth was to partner with schools. Some mentioned school divisions, some mentioned engaging specific teachers. However, participants often mentioned that there was a caveat: although schools were an opportunity, gaining access was a challenge. One participant discussed a previous attempt to implement a project within Alberta schools by a consultant from the United States who was not used to Alberta's education system. The consultant ran into challenges gaining access to schools, because there is no top-down mechanism for wide-scale implementation of process. Program leaders have to approach individual divisions, administrators or teachers for approval. This can be beneficial for local buy-in but challenging for provincial initiatives.

Apart from schools, other existing programs/agencies were mentioned as a good option to leverage existing relationships. Names mentioned included Ever Active Schools, Mental Health Capacity Building teams, Comprehensive School Health, community coalitions and FCSS. Many of these organization already have access to schools and existing youth programing that would align with the goals of tobacco reduction.

Mentoring was discussed as an opportunity in two ways: adults mentoring adults and youth mentoring youth. One participant mentioned that a network of adult allies could be a way to support adults in understanding and implementing meaningful work with youth. This could be a supplement to initial training, or act as a "booster" to trainings. Another participant discussed how experienced youth mentoring youth new to a program could be a format to address sustainability and keep youth interested. Youth who had been engaged for some time could pass on their learnings to newly engaged youth and could then be in a role that was fresh to them. This would provide a rotating structure of recruitment and further offer opportunity for youth to learn from each other.

6.4 Theme 3-Barriers

Along with opportunities, participants identified barriers to implementing a coordinated youth engagement initiative in Alberta. Some of the conversation around barriers centered on what had previously been difficult, and some centered on what was perceived to be a barrier to any future

plans. The four primary barriers types identified by all participants were: representation, resources, adult attitudes and youth scheduling. While all participants identified different barriers, each barrier was identified by at least two participants.

Several participants discussed the challenge of achieving representative engagement of Alberta youth. One participant mentioned that it was easier to recruit the same type of youth (overachieving), who are not always the 'target' youth for a program. They felt this was due to higher achieving youth seeking opportunities for their resumes or being more comfortable in the forums already. Another participant discussed their experience with a representation challenge more specific to Alberta: achieving engagement in remote and rural communities. They found it easier to engage youth in urban areas. They felt this was partially due to more human resources available to support youth in urban organizations and partially due to project coordination being centralized in the large urban centers. Funding for provincial tobacco reduction programming is coordinated in either Edmonton or Calgary, and there are not always strong connections to adult allies in rural and remote areas. The participant noted that social media had sometimes been attempted as a way to address this, but that they felt adults had to be present for relationships to be successful.

Another barrier raised by two participants was the impact of adult attitudes. One participant noted that it was hard for some adults to work with youth, because it required skill and not everyone was suited to it. Adults had sometimes been too pushy in the past, and messaging was too "bossy" or top down, which could lead to youth as tokens. Participants also discussed provincial institutions and some of the barriers they'd encountered with AHS and the government over the years- both individual attitudes and embedded systemic attitudes. Youth had been engaged in projects through the Tobacco Reduction Strategy with AHS and had developed messaging for an awareness campaign. However, the messaging could not get approval to be launched. Several participants alluded to the difficulty that bureaucracy and organizational approvals could pose to youth work. Sometimes the approvals took too long, and sometimes they could not be acquired. Most participants assumed this was due to youth messaging being out of alignment with organizational standards, or too "real". They noted how harmful this was to trust relationships with youth and how it may make future work with youth more difficult. Participants were not clear on how these challenges could be addressed in the future.

A lack of resources was identified as a barrier by all but one participant, but what was defined as resources varied. Some were concerned by funding. Previous projects had been stalled by a lack of or change in funding. Funding was especially concerning when the activities being discussed were media campaigns, marketing or community engagement. The other resource concern was dedicated staff. Several participants felt that a lack of paid, dedicated staff was the primary reason why previous projects had failed to be sustainable. One example was that school nurses had previously been a great asset for projects, but they were no longer available within schools and therefore capacity for project implementation was less. No participant could name a

consistent position or staff type across the province within AHS that could implement the work they suggested.

The final barrier mentioned by two participants was youth scheduling. They discussed how busy youth were and how important it was to offer something meaningful to keep them interested. One participant mentioned that flexibility as to how youth could be involved was helpful, as well as potentially offering incentives. It is interesting to note that, participants did not agree on whether or not general recruitment was a barrier. While some did discuss that it was difficult to recruit youth, some felt that there were many youth already engaged in other activities that could be tapped in to and that recruitment would be easy.

6.5 Theme 4-Coordination

Participants were asked with whom the responsibility of a provincial tobacco reduction youth engagement effort would lie. There were two answers: Alberta Health Services or a nonprofit. Almost all participants felt that Alberta Health Services could have the capacity, resources and legitimacy required to coordinate a provincial effort. However, four of the six participants who suggested AHS also discussed the challenges with a large organization and noted that there would have to be new committed staff and that capacity did not currently exist. One participant also suggested that the organization would require a concrete plan, to ensure that the approach is appropriate, and the activities are approved and sustainable. When nonprofits were mentioned, many names were raised, including Campaign for a Smoke-Free Alberta, the Lung Association, Family and Community Support Services Association of Alberta (FCSS) and Ever Active Schools. The participants did indicate that these organizations did not currently have capacity and would be reliant on a grant or other funding.

6.6. Summary

Although the participants came from different sectors and agencies, they had all worked in a relatively small community of tobacco reduction professionals for years. Therefore, although there were responses from different perspectives, the overall narrative was quite shared. Some of the findings from the interviews, such as those identifying barriers and enablers, also aligned closely with the themes from the literature review and document analysis. The interviews were successful in focusing the information in the context of the province of Alberta. This focus helped shape the analysis and a set of recommendations, discussed in the upcoming sections.

7.0 Discussion and Analysis

7.1 Overview

The discussion and analysis section compares the findings from the document review and key informant interviews to the themes from the literature. The purpose of this comparison is twofold. First, to identify gaps between the previous and current activities of the Alberta tobacco reduction community and the smart practices outlined in the literature. Second, to find potential tools and approaches that can support the community in addressing challenges and implementing smart practice.

7.2 Answering the Research Question

This section will review the questions posed in section 1.2, based on the findings from the literature review, document analysis and key informant interviews.

PRIMARY RESEARCH QUESTION: SMART PRACTICES

Overall Approach

The primary smart practice within the research is being led by a purposeful overall approach to youth engagement. The literature highlighted the importance of process and purpose over activities. Additionally, guidelines in several of the documents were clear on the fact that youth engagement should not be approached as a project or a program and should instead be considered a natural element of organizational functioning. The literature also argues that it is unethical to consider youth engagement as a means to an end. This again suggests that youth engagement should be considered a core element of programs and a goal in itself.

To date, youth engagement efforts within tobacco reduction in Alberta have been time-limited and attached to specific projects. The projects themselves have been similar in focus to what is recommended within the literature: advocacy and supporting counter-marketing. When asked about future priorities, these are the same types of activities the key informants suggested in the interviews. Smart practice would suggest that prior to selecting youth engagement activities based on project, individual organizations should embed youth engagement however best suits their mission and structure.

Organizational Preparedness

The smart practice of a proper preparation process can help address issues such as adult attitudes, allocation of resources and sustainability. True organizational preparedness as outlined in the literature and documents is multipronged and purposeful. It begins with assessing the current state then developing a shared vision, common understanding and a consensus on the best plan of action. An action plan would also identify champions, required training and evaluation metrics. All of the toolkits have specific recommendations for these steps and most had easy-to-use tools that could be used to guide the assessment and planning process within an organization

Evaluation

The research supports the smart practice that any plan developed for youth engagement should include an evaluation component. Often evaluation is viewed as a barrier to implementation that requires time and resources. The document analysis posed evaluation differently. Evaluation can be done at many levels and serves many different purposes. An organization should choose a level that is within their abilities and resources. Involving youth and adult allies is important, and training in appropriate evaluation tools can be a good capacity building opportunity. There is no need to start from scratch or pay large sums of money for evaluation tools. Many of the documents included evaluation tools or references to websites that offered valid tools for free or lost-cost.

Youth-Friendly Environments and Approaches

The literature supported remaining flexible when working with youth, as well as a focus on creating safe, fun and comfortable spaces. The documents expanded on this with many specific examples of how to support building youth-friendly environments and approaches. This included using youth-friendly methods of communication, as well as building trust through regular communication. Another method of building trust was by implementing and adhering to accountability measures, both for adults and youth. This could be as simple as shared group guidelines, a transparent problem-solving process and regular check-in and outs.

The "fun" and "comfortable" elements of youth-friendly spaces could be made up of many things and may be different for different youth. It is recommended to have youth shape the spaces themselves and to consider the needs of specific groups of youth. Considering diversity in visual representations of youth in the space is also a smart practice, including within resources available. There were many checklists and specific guidelines within the documents for developing different elements of youth-friendly spaces. These could be adapted and used by any organization and would be a great starting point.

SECONDARY QUESTION: BARRIERS TO DATE

Adult Attitudes

The challenge of adult attitudes as a primary barrier for youth engagement is well established in the literature and document analysis. Interview participants identified adult attitudes as a barrier to tobacco reduction youth engagement initiatives in Alberta. One participant noted the tendency that many adults had to create shaming messaging or talk down to youth. They did not note specific projects but did imply that this had been an issue for them in the past. Several of the participants noted that it was important for adults to know how to engage youth, be trained and willing to go above and beyond "checking a box". Training is certainly recommended within the research as a mechanism to address problematic adult attitudes. One participant suggested a mentorship/knowledge exchange mechanism for those who worked with on youth engagement projects. This was also a recommendation that came out of the Ontario public health study on preparing health care providers for youth engagement work (Sahay et al., 2014). The authors

found that the health care providers felt it would be beneficial to have knowledge transfer and success sharing opportunities. Options provided for these activities included webinars, in-person networking, mentorship opportunities or online discussion tools.

In addition to individual direct adult attitudes as a difficulty, a significant barrier to successful youth engagement by the Alberta tobacco reduction community has been problematic adult attitudes embedded within systems. This was highlighted in the interviews when many participants mentioned the difficulties of past projects getting approvals passed within Alberta Health Services. Although the participants had slightly different understandings of the reasons for approval challenges, they all reported the same negative impacts on both project outcomes and youth. Large organizations have many processes, procedures and policies that can make flexibility and responsiveness difficult. There are also many political considerations, for any organization but also specifically when working in in the areas of policy change, advocacy and counter-marketing. Most organizations, whether public or nonprofit, ultimately receive their funding from the provincial government and would therefore have to be cautious with messaging targeting government action. Having a thorough understanding of these limitations prior to engaging youth and being clear with youth from the beginning is critical for achieving meaningful engagement.

Allocation of Resources

Regardless of the level of youth engagement an organization selects, it has been established that dedicated resources are necessary for successful and sustainable youth engagement. This could be funding for a specific project, but more often than not what is required is dedicated staff time and the development of champions. This could be for training, the development of plans or actual work with youth. Interview participants mentioned that this work has often been done in Alberta without dedicated personnel, and that is one of the biggest perceived barriers to success. Whether an organization chooses to dedicate in-kind resources or allocate funds, the first step to dedicated resources would be to establish organizational support at appropriate levels.

Youth Recruitment

Although participants had differing opinions as to how difficult general youth recruitment was, most participants felt that representative recruitment was a barrier to youth engagement in Alberta. With the large geographic size and varied demographics of the province, it would be difficult to achieve representation easily but especially important to do so. The recommendations in the documents included going to where you are already comfortable, being clear in the recruitment process, offering incentives that will appeal to youth and being authentic and respectful towards youth.

GAPS IN PRACTICE TO DATE

The findings suggest that there are some smart practices that should be integrated into youth engagement work in Alberta. Some of these practices seem not to have been well implemented in the past. Firstly, the historic approach of the work has focused more on process than activities.

The most fundamental example of this is the identification of strategic objectives in the provincial strategy that were not accompanied by a clear implementation plan, evaluation plan, committed resources or embedded into organizational priorities. This activity-focus continued to present itself in the key informant interviews, with participants being able to articulate more clearly which activities should be the focus than how they would accomplish them or who would lead the work.

The second gap that emerged from the analysis was the lack of an organizational preparedness process. Although none of the participants could speak to AHS senior leadership's awareness of the previous youth engagement efforts, it is clear that somewhere there was a breakdown in the approval process within either AHS or the Alberta government. The lack of adequate organizational preparedness was also made clear by the absence of training, dedicated resources, youth engagement guidelines and a common understanding or vision.

The process of addressing the major gaps above would likely also address other secondary gaps in practice identified such as: purposeful and representative youth recruitment, flexibility for youth participation, ongoing participatory evaluation and consistent youth-friendly approaches.

7.3 Emerging Theme: Challenges with Provincial Leadership

Although engagement itself should not be viewed as a one-off project, other outcomes desired by organizations will require the development of specific projects. For instance, initiatives such as media campaigns and policy advocacy to address tobacco use within youth. Since these are the types of projects that the Alberta tobacco reduction community wants to undertake, the critical question to be answered is: *who will lead the work*? Based on the response to this question, a different scope and activities would be recommended.

To this date, the majority of Alberta tobacco reduction work has been led by Alberta Health Services, either directly or through grants that they provide. When asked who should lead a provincial youth engagement initiative, almost all participants responded with AHS as one of their options. As a large provincial organization, there are benefits to situating work with AHS, and it will often be the choice of the provincial government for funding. However, many of the participants described challenges related to the work being led by AHS, such as difficulties getting approvals, a lack of dedicated staff and poor sustainability. This was likely due to a lack of organizational preparedness at a level required for approvals. The result has been stopping and starting and at times being unable to follow through on commitments with youth.

When similar programs were led in the U.S. by state organizations, comparable challenges were identified. It was found that state organizations had a level of bureaucracy that did not fit well with youth schedules and expectations. Additionally, the state level organizations found it hard to strike a balance between standardization and adaptation to unique local needs. This demonstrates that these challenges are not unique to AHS but are something that must be addressed when situating community-based youth engagement work with a lead at a provincial level.

If leadership of the activities were selected to be from another provincial organization outside of AHS, the same considerations would exist as above. Additionally, a non-AHS provincial organization would have to ensure linkages to AHS, as they will likely continue to be formally given the mandate of tobacco reduction by the government. There is also no guarantee than any other organization would be without the challenge of adult attitudes, difficult timelines and lack of sustainability. A good option may be an organization that already has strong experience with youth programming and active youth engagement guidelines. The participants in the interviews did not identify any such organizations that they knew of within Alberta.

A final option for leadership may be that, instead of provincial organization, the projects are led locally. The challenge with this would be ensuring that resources are optimized, duplication is limited, and efforts are coordinated. These considerations usually mean that tools or funding is coordinated at a provincial or federal level and then applied for and implemented locally. This could lead essentially to many of the same challenges as provincial leadership if there is not enough local flexibility. Interview participants did mention that there were currently pockets of capacity across the province within community inter-agencies, coalitions and school groups. Finding a way to link these groups to share resources and coordinate efforts could be a good option to build on current energy.

7.4 Limitations and Areas for Future Research

The primary limitation of the research is the limited pool of interview participants. All of the participants identified as members of the tobacco reduction community in Alberta. All of the participants had also been engaged in the community for long enough that they had experienced previous youth engagement work in the format it has historically taken. While this gives great perspective on the challenges that have been faced, it may limit opportunities to those within the existing structure. Future research could interview partner agencies identified in this report, such as schools, FCSS and education nonprofits. Other organizations that were not listed could also be interviewed, to identify more broadly areas of capacity within the province. Furthermore, a comparative analysis of other provincial governments and organizations could take place to further explore what youth engagement strategies exist and what strategies are working and are not.

Similarly, the lack of youth voice in the report is a limitation. Although the focus of this report was smart practices for organizations and organizational challenges, youth also have an important perspective to offer on what their priorities, challenges and opportunities might be in the province of Alberta. Young adults who have been involved in past tobacco reduction activities would also have valuable insight. Future research should include youth who have been involved with tobacco reduction in the past and those who may be involved in youth engagement efforts in the future.

7.5 Summary

The discussion demonstrates that there are some areas of opportunity for youth engagement in Alberta tobacco reduction work. The following section uses the smart practices identified in the research, the gaps identified through the analysis and the tools and resources available to propose five recommendations. These recommendations can support the implementation of the youth engagement strategic direction from Alberta's Creating Tobacco–Free Futures Strategy.

8.0 Recommendations

8.1 Introduction

The following recommendations are based on themes from the literature and document analysis and focused through the Key Informant Interviews. They are intended to support the work of those within Alberta who are working on the implementation of the Creating Tobacco-Free Futures Strategy, namely the Tobacco Reduction Program of Alberta Health Services.

8.2 Recommendations

The following recommendations are in no particular order and have been developed in recognition of the ease and likelihood of being implemented, resource capacity given the current fiscal and political environment, and related, the alignment of the recommendations with the overall goals of the Government of Alberta.

RECOMMENDATION 1: SUPPORT ORGANIZATIONAL PREPAREDNESS

Given the reoccurrence of the discussion of organizational preparedness in the research and as a challenge identified in the interviews, completing this should be a priority prior to any future youth engagement work. The reality is that, in an organization as large as Alberta Health Services, it would be difficult to achieve full consensus on a plan coming from the bottom-up. Any preparation work has to take the reality of the bureaucracy into account and limit plans to what is possible for the decision-making level of those around the table. Attempting to pull in a higher level of authority might achieve greater success, but it would also take much more time and may not be possible. Keep the planning at the level of the Tobacco Reduction Program and being realistic about what is within control may be a better focus. Reviewing the documents analyzed in this report or other online tools would be a critical first step to ensure the organizational preparedness process was valid and complete.

RECOMMENDATION 2: ADOPT CLEAR YOUTH ENGAGEMENT GUIDELINES

As part of the planning process, guidelines for working with youth should be decided upon by the team. Guidelines should include a combination of theoretical overarching principles and practical guidance. The guidelines should identify the minimum standards and elements that must be met in order to work with youth ethically and successfully. They should be implemented by those working within Alberta Health Services, but also used as standards for partners and any grant recipients. The documents in this report or others from established nonprofits are a starting point to pull from to ensure guidelines are evidence-based. However, the guidelines should be adapted to be realistic and to reflect the priorities of AHS.

RECOMMENDATION 3: DEVELOP CAPACITY BUILDING OPPORTUNITIES FOR INTERESTED STAKEHOLDERS

A potential project for AHS is to identify the need for and adapt tools and resources for youth engagement to be used by partners or community groups. This may mean coordinating a mentorship network for adult, offering virtual training opportunities or adapting existing

practical toolkits for the Alberta context. The recommendation is not to develop something entirely new. The foundational research is well established and there are valid tools in existence. The focus should be on interpreting into the local context and curating tools that are the most practical for those who will be using them.

Recommendation 4: Partner with existing youth Initiatives

When direct work with youth is undertaken, Alberta Health Services and other organizations should consider partnering with agencies that already have strong youth engagement infrastructure, as opposed to inviting youth into their organization. The external organizations can offer youth the support and sustainability required to develop meaningful relationships.

Recommendation 5: Consider outsourcing youth projects through grants

Given the past difficulty with approvals of youth messaging, it would be prudent for future marketing campaigns or similar projects to be granted to non-government partners, without approval ties to AHS or the provincial government. Although the funding would still be traced and there could be backlash, non-government partners would have freedoms of process not accessible to a large public bureaucracy. The Truth Campaign in the U.S. functions this way- it initially received funding from State governments but operates as a separate nonprofit entity. This freedom from politics has allowed the campaign to be bold, responsive to youth and ultimately, have successful outcomes.

9.0 Conclusion

Illness and death from tobacco product use continues to have serious negative outcomes for individuals, systems and communities. Preventing tobacco use amongst youth is a critical part of an evidence-based comprehensive tobacco control strategy. In the Government of Alberta, the current tobacco control strategy is titled 2012-2022 Creating Tobacco-Free Futures strategy. The strategy has had faltering commitment in recent years and there are many objectives that are yet unmet. One of these objectives, the youth engagement campaign, was the focus of this report. The report sought to identify smart practices that could support the effective implementation of this objective, barriers to effective implementation and gaps in previous practice that, if addressed, could reduce the barriers. Research was collected through a literature review, a document analysis and key informant interviews.

The literature review mostly identified core smart practices that were not specific activities, but broader approaches and processes to guide implementation of any activity that suits an organization's vision and mission. For tobacco reduction organizations, this often includes media campaigns or advocacy activities. The literature also identified common barriers faced during youth engagement implementation, such as problematic adult attitudes, achieving representative youth participation, sustainability and coordinating logistics. The most recommended smart practices for addressing these barriers again fell into the category of purposeful planning and approaches. Organizational preparedness was discussed in the literature as a vital element of planning, as was developing youth-friendly approaches and ongoing evaluation.

The document analysis expanded upon the literature themes with examples from practice and specific activities or approaches that could be implemented by Alberta organizations. There were also many tools either within the documents or referred to in additional resource sections that could be useful. Some examples of these tools included organizational preparedness checklists, evaluation tools and checklists for preparing youth-friendly meeting spaces.

The key informant interviews identified that, although past tobacco reduction youth engagement work in the province had some success, there continue to be barriers to effective youth engagement. These aligned with common barriers from the literature and documents, including problematic adult attitudes, most importantly those embedded within systems. Interview participants also identified challenges with a lack of clarity as to who would lead youth engagement work and where resources would come from. The information from the interviews, compared with the document analysis and literature themes, identified two primary gaps in practice: a lack of process-orientated approach and absence of organizational preparedness.

To address the gaps in practice identified through the analysis conducted in this report, five recommendations were proposed:

- Support organizational preparedness
- Adopt clear youth engagement guidelines

- Develop capacity building opportunities for interested stakeholders
- Partner with existing youth
- Consider outsourcing youth projects through grants

These recommendations could be implemented by any organization to develop or improve youth engagement but were specific to the current lead organization of the tobacco reduction efforts in Alberta: the health authority Alberta Health Services.

Future areas of research should examine other sectors and organizations who have not traditionally been involved in the implementation of the tobacco reduction strategy in Alberta. This could build off opportunities and momentum where youth are currently engaged. The youth voice should also be addressed more directly in future research, to capture their ideas for tobacco reduction opportunities in the province.

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Appendix A: Interview Guide

- Do you consent to have this interview recorded Yes/No
- Consent discussion/review informed consent.

Questions:

1. What is your role in tobacco reduction and/or youth engagement in Alberta?
2. Please refer to the Alberta Tobacco Reduction Strategy document I provided you in the email. What do you think the strategy means by "youth engagement campaigns"?
    a. Can you give me an example? Your best guess?
3. To the best of your knowledge, what are the biggest barriers to creating a provincially coordinated youth engagement effort within Alberta?
    a. Can you explain why?
4. What do you think is the biggest opportunity in Alberta for youth engagement activities?
    a. Follow ups or prompts:
        i. Can you specify exactly what activity you see as the opportunity?
        ii. Is there something that is happening currently that can be leveraged or is there something new that you think could be started?
5. What would be the biggest barrier to this approach that you chose?
    a. Reword if necessary: Are there areas that you would stay away from? Which would be hardest?
6. Who would own the opportunity you have identified?
7. Is there anything else that you think is important to the success of coordinated youth engagement in Alberta?