Methodology for Ensuring and Monitoring Child participation in Developing and Evaluating Child Helpline Services

1. Introduction

The child participation methodology outlined in a summary version on the following pages has been elaborated under a project entitled "*Strengthening Children's Voices in EU Society through Child Helplines*", funded by the Fundamental Rights and Citizenship Program of the European Union. The methodology aims at integrating the child's point of view in the development and evaluation of child helpline services in Bulgaria, Romania, Poland, the Czech Republic and Slovakia. Specifically, the methodology focuses on a) introducing a unified approach for ensuring and monitoring child participation in developing and evaluating child help services, b) empowering children through participation, c) introducing techniques for measuring the scope, quality and results of child participation, and d) introducing changes to the work of the child helplines involved in the project, as a result of the participation of children.

The EU project which set the framework for the development of the child participation methodology was implemented by a partnership of 6 organizations operating the 116 111 child helplines in Bulgaria, Romania, Poland, The Czech Republic, Slovakia and the United Kingdom. The project aimed at creating the best possible conditions for children's voices to be heard at the Eastern European child helplines, while drawing upon the experience with child participation of the British partner. The development of a methodology ensuring and monitoring child participation at the 116 111 child helplines in Bulgaria, Romania, Poland, the Czech Republic and Slovakia was of prime importance since no real mechanisms for the participation of children were available prior to the launch of the project, although the helplines were considered an important instrument in the protection and care for children in all of the above countries. The project addressed the very pertinent need of having to develop and implement a child participation methodology that guarantees that children and adolescents in Bulgaria, Romania, Poland, Slovakia and the Czech Republic are involved when it comes to developing new helpline services or evaluating and improving the already existing ones.

The project gave the chance to 80 children, aged 11 - 19, to participate in the development of the methodology by directly involving them in workshops with children's monitoring and advisory groups set up in Bulgaria, Romania, Poland and Slovakia. In a total of 32 workshops, the members of the children's groups contributed to the development of a comprehensive child participation methodology which made it possible for children, adolescents and young people in the above-mentioned countries to voice their opinions when child helpline services were shaped or evaluated.

The methodology that the project developed builds on the model of child participation that the British charity "ChildLine", which operates the 116 111 helpline in the UK adopts, and the Bulgarian, Romanian, Polish and Slovak 116 111 child helplines worked cooperatively to elaborate the methodology in partnership with children and adolescents. The Eastern European participating countries piloted the newly developed participation model in the final phase of the project.

2. A Glimpse of Decision-making Processes and Strategies Relevant to Ensuring the Child's Right to Participation in Bulgaria, Poland, Romania and Slovakia

For the purposes of elaborating the child participation methodology, the project conducted country reviews which studied existing child participation practices and relevant mechanisms for ensuring child participation in Bulgaria, Poland, Romania and Slovakia. The partner countries adopted different approaches to presenting the current situation on child participation but all of them studied the effectiveness of existing methodologies, identified main challenges and proposed recommendations for improving existing practices and participation mechanisms.

The Bulgarian country review presents an overview of state policies, encouraging child participation, studies the existing mechanisms on child participation and the manner in which they are applied in practice, and presents the challenges on the road to integrating children's opinions in decision-making processes. According to the report, in Bulgaria, child participation was included in the 2013 Bulgarian National Program for Child Protection and was recognized as one of the program's top priorities. Also in 2012 a Chart on Child Participation was developed by The State Agency for Child Protection (SACP), with the primary goal of promoting child participation in reality. Existing mechanisms in Bulgaria foresee the creation of Student Councils on school, municipal and regional level. However, these structures are only partially developed and their function is limited.

At the national level, children in Bulgaria are represented by the Child Council (CC). Child members of this council present their views on matters that concern them and on the policies developed by the SACP. It also facilitates children in establishing partnerships with local child councils, the Regional Inspectorates of Education, the Child Protection Units, as well as with NGOs. In addition, CC members participate in meetings of the National Council for Child Protection and have already issued their own statements on important topics such as safe internet space, the introduction of health education in schools, violence to and by children, the Bulgarian National Helpline for Children 116 111. The CC members have so far also opted for the establishment of School Parliaments, encouraged the development of extracurricular activities and advocated for the involvement of parents.

Children also brainstormed for ideas on how to facilitate the communication among peers and on initiating a national debate on how to make the school more appealing for students. The CC is a self-governing body and decisions about membership and internal rules have been entirely the responsibility of children. According to the review, however, the SACP has not used the full potential of the CC. It remains unclear whether children's opinions are taken into account and whether their proposals have influenced relevant institutions.

The country review in Poland outlines Polish international obligations on child participation, the measures taken at the national level since 1989, the local measures at the municipal level, the legal framework on child participation, the examples of the structure and activities of two Youth City Councils (for the cities of Warsaw and Kalisz), as well as the role of NGOs in establishing Youth Councils and supporting their activities.

The review reveals that in Poland attempts to create a national youth representative body started as early as 1989. The establishment of a National Youth Council is an obligation

taken by Poland with the adoption of the European Act for Youth in 2005. The closest body to a National Youth Council is the Polish Council of Youth Organizations (PCYO). People who participate in the PCYO represent their organizations but all join efforts for the Polish youth.

In the Act for Municipal Self-government adopted in 1990, the creation of youth councils have been mentioned but no specific recommendations regarding its appointment, structure and cooperation among adults and youngsters have been made. Thus, the establishment of Youth Councils has an advisable nature rather than a binding character. In Poland there are 100 municipal youth councils, with the total number of municipalities being 2 500. The role of the Youth Councils is to deliver proposals on matters concerning young people and to give opinions on decisions taken by the municipality.

NGOs in Poland play a significant role in the establishment and promotion of Youth Councils as institutions allowing young people to influence the decision-making process at the local level. A growing number of NGOs dealing with children and their rights decide to have a Youth Council and consult their actions with the beneficiaries. For example, The Civis Polonus Foundation in Poland works not only towards the establishment and support of Youth Councils but also towards the creation and sharing of a work methodology.

The Romanian country review presents an overview of the bodies that have been representing students since 2002. It also offers some strategic directions in regards to the structural development, external relations, students' representation and relevant national child participation policies.

The child helpline in Romania is one of the most influential means for children's voices to be heard. It enables and encourages children to express their opinions and participate in decision-making processes regarding child matters. Since 2007 Romania has had a structure representing children at the national level. This is the Romanian National School Student Council. Its goal is to represent and promote the educational, social and cultural interests of students in front of all relevant bodies, the Ministry of Education in particular. Another major goal of the council is to strengthen and facilitate children's access to information, as well as to counsel and provide guidance on protecting and promoting children's rights. The council also aims at strengthening the cooperation among the main actors involved in the area of education in Romania.

Different student bodies and various initiatives concerning students' involvement in decisionmaking also launched in 2002 in Romania. Student councils function at school, county, regional and national level. The presidents of the County Councils of Children are involved in the activities of the child helpline and children and adolescents can share opinions about the challenges that they face in the respective county. The results of the activities developed with the Romanian National School Students Council are evaluated on a yearly basis in order to improve the outcomes for children and adolescents.

Slovakia's country review includes a short geographical and historical overview of the Slovak Republic, a survey of existing practices, legal and policy framework of child participation, an overview of the bodies protecting children's rights and of the implementation of the child's right to participation on the family and the school level, as well as in situations of violence and in judicial and administrative proceedings.

The policy review on child and youth participation carried out in the country for 2012 revealed that children in Slovakia recognized child helplines as the most important tool for promoting their right to be heard. Bodies such as the local Children's Parliaments and the Children's Ombudsman are not very popular in Slovakia, with one in five children being unfamiliar with these bodies and the purpose they serve. School and Youth Councils, although better known by children, are often not supported by school authorities and perceived more as a formality rather than bodies with real impact on decision-making. Children feel they do not have any influence on the decision making processes at the municipal level and have little or no expectation to change anything in this regard. They express greater confidence in youth-run organizations and feel they have their voices heard through volunteering in such organizations, rather than through youth councils or children's parliaments. The report says that the reason for the malfunction of all bodies representing children's opinions is the lack of appropriate skills and experience in both children and adults.

In summary, Bulgaria, Poland, Romania and Slovakia all admit the importance of children's opinions and recognize that children need to be given space and appropriate mechanisms to express their views. This is evident in the countries' policies: all four EU member states initiate and endorse the creation of bodies such as Student Councils and Children's Parliaments. These bodies are comprised solely of students with the purpose of expressing students' views and representing their interests at school, local and national levels.

In all four countries legislation has set the framework for establishing student bodies but all four partners report that these bodies do not have a real impact on decision making processes regarding matters that concern children and young people. So far, child participation remains more in theory than in practice and, although mechanisms for ensuring child participation do exist, the implementation of those seems rather schematic and formalistic. The role of the NGO sector appears to be crucial in all four countries. NGOs advocate for child participation, organize trainings to enhance teachers' and parents' capacity on child involvement, and raise children's awareness on how to make their voices heard. All four countries indicate child helplines as the most significant tool allowing children to share their views, emphasize on the need of exchange of good practices and give recommendations on how existing policies can be improved.

3. Target Groups, Approach and Ethical Principles of the Child Participation Methodology

3.1. Target Groups

The target audiences of the child participation methodology developed under the project *"Strengthening Children's Voices in EU Society through Child Helplines"* are the staff of the child helplines in Bulgaria, Poland, Romania and Slovakia. Any other child helpline in Europe or across the world, as well as programs that work for or with children, can also benefit from the methodology in making their work more child-friendly and fit to the real needs and expectations of children and young people.

Within the project "*Strengthening Children's Voices in European Society through Child Helplines*", the targets of the children's groups which aimed at ensuring the inclusion of children in developing the child participation methodology were up to 80 children, aged 11 to 19, from Bulgaria, Romania, Poland, Slovakia, and the Czech Republic.

The four monitoring and advisory groups set up in Bulgaria, Romania, Poland and Slovakia were the specific tool employed for involving children in the development of the methodology. The children members of the monitoring groups were involved in a series of 30 workshops devoted to various topics relevant to the different stages of development of the child participation methodology. The children's workshops included a total of 346 participants – 92 in Bulgaria, 131 in Romania, 79 in Slovakia and 44 in Poland.

The child participation methodology was created on the basis of the experience gained within the children's workshops conducted under the project and combines the best practices applied in the 6 EU member countries partnering within the project.

3.2. Professional Standards and Ethical Principles

All the organizations participating in the project have their own codes of conduct in working with children and are led by the UN Convention on the Rights of the Child. Additionally, all involved organizations share common principles which guarantee the safety and dignity of children and the respect of their rights. The professionals employed in the involved organizations apply those principles in their everyday practice with children. Confidentiality is a central issue in the professional ethics applying to the work with children in the organizations participating in the project.

In involving children and young people in participation, in addition to their professional ethics for working with children and adolescents, the partner organizations also follow safeguarding principles particularly relevant to the process of child participation. These principles build on the general procedures for guaranteeing the safety and well-being of children, employed by organizations interacting with children, adolescents and young people.

Some of the safeguarding principles that the associate project partner - ChildLine, UK - applies to any participation activity involving children and young people are connected with: treating all children with respect, involving children in the planning of activities, ensuring that child views are heard and considered and regularly asking children for feedback. Other safeguarding principles focus on the need for professionals involved in child participation to recognize that special caution is required when sensitive issues such as child abuse, confidentiality, etc. are discussed with children and young people. Professionals also need to ensure that whenever possible there is more than one adult present during activities with children and young people or at least that involved child participation experts are within sight or hearing of others. Still other safeguarding principles relate to the giving of guidance and support to new staff and volunteers so as to ensure that they are aware of the responsibilities and behaviors expected by the organization and to making the best use of the training offered to professionals so that their knowledge and skills can allow them to contribute to the process of involving children.

These are just some of the safeguarding principles that ChildLine, UK follows in their participation practice with children. The safeguarding procedures were shared with the project partnership by professionals from ChildLine participation team at a thematic training held under the project in London. The full list of safeguarding principles employed by ChildLine offers a comprehensive and inclusive practice of child participation that individual organizations may use as a stable and solid basis to put in place their own safeguarding procedures relevant to the involvement and active participation of children.

Finally, in conducting participation activities, professionals need to make efforts to translate basic participation rules to the language of children and young people, including to those from vulnerable groups. Particularly helpful in this area is the Charter of Participation that the British 116 111 helpline employs. In a child-friendly format, the document acquaints children and young people involved in participation with fundamental rules of participation. Some of these principles relate to the importance of being listened to and of listening to others, the need of being provided with feedback on what has happened and why, the significance of adults recognizing children's opinions and ensuring that everybody feels accepted, safe and respected, etc.

4. Brief Description of the Child Participation Model Adopted in the Methodology

The child participation model adopted in the current methodology builds on the model of child participation employed by the British 116 111 child helpline, while adapting the British participation model to the realities of 4 Eastern European countries in which child participation is a very much novel topic at the practical level.

Within the proposed methodological model, child participation takes place in four major stages – a) *involvement*, b) *participation*, c) *recording child participation and* d) *reporting and analyzing the outcomes of participation.*

The process of child participation starts with *the* **involvement** of children, which could happen through various channels and can be either on an ongoing base or as a one-off participation activity, requested by a service, program or department at the organization.

Once the children have been involved, the stage of *participation* begins by employing different participation tools such as permanent children's group, field seminars or temporary children's group. The *permanent children's group* is a sustainable tool of child participation, consisting of a number of full members who are trained and empowered in active participation. The permanent children's group convenes upon request to work on a particular task, thus helping to elicit children's points of view on a given issue or topic. *Field seminars* are task-oriented workshops which can be held outside the premises of the organization, where a particular target group of children and young people can more easily be reached. The *temporary children's group* is a participation tool which gathers a focus group of children representing a particular target group to work on a specific task.

An important element of the child participation stage is the provision of *group and individual support* for all involved children on an ongoing basis. It is the prime responsibility of the child participation facilitators to ensure the necessary conditions for children and young people to feel supported and empowered during the whole process of participation.

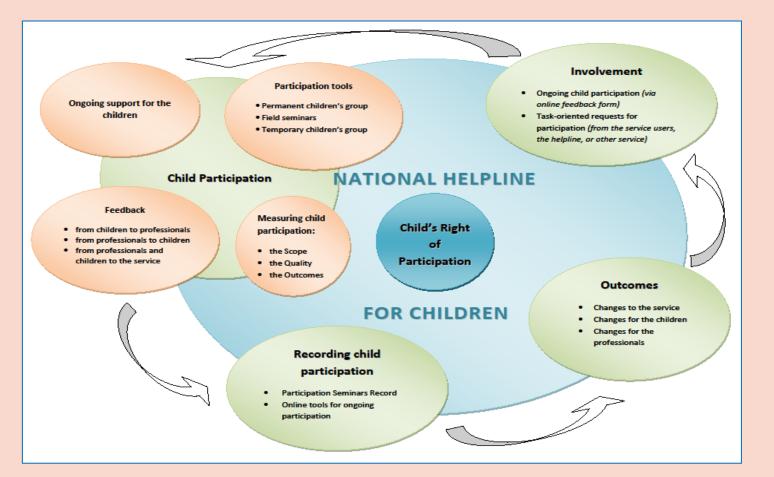
The provision of *feedback* is another key element in the model of child participation offered within the current methodology. Feedback has to be provided from children to professionals, from professionals to children and from professionals and children to the service, program or department that has requested participation. The completion of the feedback circle ensures that effective and meaningful participation is at place.

Another central element in the child participation model employed in the current methodology is the *measuring* of the scope, quality and outcomes of children's participation. Evaluation along these three parameters is considered still another prerequisite for meaningful child participation.

In order for the participation process to be reflected on and conclusions and best practices to be drawn, participation has to be recorded. The stage of **recording child participation** is the next important level in the participatory model adopted in the current methodology. The results from the conducted children's seminars, the feedback collected from all involved parties, as well as the results from the evaluation of children's participation are recorded in a participation record tool or via online tools for ongoing participation (e.g. child-friendly feedback forms), which can then be collected in a specialized online system.

The model of child participation developed within the project completes with the stage of identifying and reflecting on the **outcomes** of child participation. The integration of the achieved outcomes is the ultimate stage and goal of child participation as meaningful participation should lead to actual results – both outer (in terms of generating ideas and meeting specific objectives) and inner (e.g. a sense of growth, empowerment, greater awareness of children's rights, etc) not only for the involved children and professionals, but also for the service and potentially the whole organization.

4.1. Organigram of the Child Participation Model



5. Measuring the Scope, Quality and Impact of Child Participation – Gerison Lansdown's Model

The child participation methodology developed under the project "Strengthening Children's Voices in EU Society through Child Helplines" adopts Gerison Lansdown's¹ approach to monitoring and evaluating child participation. In Lansdown's theory, before any child participation initiative can take place, an environment favourable to the respect of the child's right to participation has to be ensured. Then it is also necessary to design and use child-friendly tools to measure how meaningful participation is. In the model of measuring child participation adopted by Lansdown, three different aspects need to be measured in order to claim that a participation activity has been monitored and evaluated adequately: scope, quality and outcomes of child participation.

The scope of child participation refers to the degree to which participation has been accomplished and stands for what is actually being done. While evaluating the scope of participation, children give their feedback on the extent to which they were involved i.e. whether they felt consulted, or partnered by adults, or supported to manage the participation activity themselves. Within the dimension of scope of participation, it is necessary to differentiate between the categories of "adult consultative participation", "collaborative participation" and "child-led participation".

The dimension of quality of child participation refers to the extent to which a particular participation activity has met the standards for meaningful and effective participation. In Lansdown's theory, there are nine standards for quality child participation which an activity has to meet in order to be considered meaningful and safe for the children. These standards are: 1. participation is transparent and informative; 2. participation is voluntary; 3. participation is respectful; 4. participation is relevant; 5. participation is child-friendly; 6. participation is inclusive; 7. participation is supported by training for adults; 8. participation is safe and sensitive to risk; 9. participation is accountable.

In Lansdown's theory, the evaluation of outcomes of child participation is an aspect of the participation process that researches the impact of a specific participation activity on the involved children, young people, and professionals. Within this dimension, impacts can be observed on families, on individual organizations involving children in participation, as well as on the level of the wider realization of children's and young people's rights within their families, communities and at local and national level. In evaluating the impact of participation, the outcomes have to be assessed towards the objectives for involving children.

In her framework for evaluating child participation, Lansdown proposes matrices containing criteria against which an organization can measure the scope, quality and outcomes of participation that have been achieved within a project, program or initiative. By adopting specific indicators and instruments from the pool of indicators and evaluation tools suggested by Lansdown, or by developing customized assessment tools, a project can easily ensure the monitoring of the categories of scope, quality and outcomes of child participation.

¹ Lansdown Gerison, "Framework for Monitoring and Evaluating Children's Participation", July 2011; Lansdown Gerison, "Toolkit for Creating a Step Change in Monitoring and Evaluating Children's Participation", 2011.

6. Discussion of Results

In the closing stage of project implementation and once the child participation methodology has been elaborated, the results achieved under the project "*Strengthening Children's Voices in EU Society through Child Helplines*" in the four EU member countries, which set up children's monitoring and advisory groups, were summarized and presented in the final chapter of the methodology. The chapter also lists some general recommendations for the development of effective child participation practices which might be useful to other child helplines across and outside Europe or to any other service/program working with or for children.

6.1. Results from Measuring the Scope of Children's Participation

Out of the 346 children who took part in a total of 30 seminars of the children's groups conducted in Bulgaria, Poland, Romania and Slovakia, seventy-six percent of the children thought they were partners in their interaction with the adults within the children's groups. The highest percentage in that respect came from Poland where children gave the maximum possible mark to this issue. A very high percentage came from Slovakia where 86% of the children stated that they were partners during the seminars. Sixteen percent of the participants in total stated that they were leaders during their participation in the group. The highest percentage here came from Bulgaria where 49% of the children believed they were the leaders during the seminars. The results can be viewed as highly positive as most of the children assessed participation not just as *consultative*, but as collaborative or child led.

6.2. Results from Measuring the Quality of Child Participation

All 9 standards of quality child participation were evaluated internationally were, namely: participation is transparent and informative, voluntary, respectful, relevant, child-friendly, inclusive, supported by training for adults, sensitive to risk, accountable.

Eighty-eight percent of the standards which measured the quality of child participation were evaluated with the highest or second to highest score in all 4 countries, which means that 8 out of the 9 evaluated standards were fully satisfied during the children's participation in the groups. The analysis shows that children's participation was meaningful and effective for the children. It also indicates that the facilitators had the professional skills to create the appropriate conditions for participation, which is an important part of the process of empowering and motivating children to benefit from this particular right.

6.3. Results from Analyzing the Outcomes of Child Participation

Ninety-three percent of all the children shared that they viewed their participation as a positive experience. In the context of child participation, positive experiences are associated with building children's self-esteem and self-confidence. We can suggest that the more positive an experience for a child is, the greater their level of self-confidence becomes. 95% of the participants believed they were given space to share opinions and suggestions, which shows that almost all children felt safe enough to express themselves and that the facilitators

ensured the space and appropriate conditions for the children to voice their opinions, which is again indicative of ensuring quality and meaningful participation. 86% of all the children who participated in children's seminars in Bulgaria, Poland, Romania and Slovakia stated that they received feedback about their input. In the context of child participation, giving feedback is an important element which guarantees that child participation happened in a meaningful way.

This brief quantitative summary of some of the outcomes of participation shows that the children assessed their participation in highly positive terms. They felt they were listened to, given space to share views and ideas, and, what is more important, most of the time they felt they were not just being consulted by the adults but being given the chance to actively partner and work together with adults to achieve a common goal. At times, children and adolescents involved in participation even experienced their role in the seminars as being actual leaders in the process.

6.4. Qualitative Changes that Took Place for the Children as Result of their

Participation

The feedback forms and the results from the evaluation games show positive changes in the children, especially related to an interest in the problems of children in general and of those of children with special needs, to their appreciation of their own family and life, the more optimistic outlook on life, the readiness to fulfill their own responsibilities more willingly and the appreciation of volunteer activities and the work of cultural institutions.

The results from the analysis of the children's feedbacks additionally indicate that children have changed a lot after their participation. Very few children had any idea what child participation stood for before the launch of the children's monitoring and advisory groups. One important outcome of the work with the children is that at the end of the workshops they were aware of their right to participate in activities and matters that are important for their lives.

Another significant result is related with the fact that, at the end of the seminars, children were not only aware of their right to participate but they also understood what was behind this right – what was the reason to be active, what could be changed if they were active enough in their personal lives, etc. This is a clear argument that the participants in the children's groups have successfully integrated the idea that child participation is a right which can be used not only within the children's groups but also outside them, when it comes to any other issues that affect their lives. It is also an obvious indication of the empowering effect of participation.

Children's feedbacks also show that for the involved children and adolescents participation is a right that can be shared. Children knew how to explain to their peers what it meant to be active in your life. They could talk about the benefits of child participation and why adults have to respect this particular right. This specific skill that children demonstrated – giving arguments about the importance of child participation - is a clear result from their experience with participation. They did not just listen about child participation, they experienced it. It could be inferred that the participants in the children's workshops were capable of transferring their experience to schoolmates and friends. Just as they were able to remind adults that they had opinions which were meaningful and important. Children already had the very positive experience of being really listened to by the facilitators in the seminars and from then on in their lives they would probably have more expectations from the adults and would insist on their right to participation to be respected.

The feedback analysis also shows that children highly appreciate the support provided by the facilitators during their first steps in child participation. This is an important message which gives us the understanding that children can develop themselves in terms of child participation if adults and professionals open themselves and change their attitudes that they are the people who know best what is good or bad for the children. As we can see from the feedback forms, when they are provided with the appropriate conditions, children can achieve a lot for themselves and for the activities in which they are involved. In our case, the children shared that they were very satisfied with the products they created within the seminars of the group.

The results from the analysis of the feedback forms indicate that child participation is an important children's right because it can influence many aspects of a child's life. It can improve children's self-confidence, which makes children and adolescents more stable and convinced that they can influence their own lives. The experience within the workshops is also an indication that the power to participate should be fostered and developed. And the important adults, professionals and parents should learn how to be partners in the interaction with children, how to be more open to changing the stereotypes they maintain and how to ask for children's opinions, to appreciate them and to help them grow as active and independent citizens.

7. Recommendations for Implementation of the Child Participation Methodology

On the basis of the development of the child participation methodology elaborated under the project "Strengthening Children's Voices in EU Society through Child Helplines", some major recommendations were formulated for its implementation by any organization, service or program working with or for children.

Effective and meaningful child participation requires:

- ✓ full understanding on the part of the involved adults of children's rights, the process of empowerment, the methods to encourage participation and the barriers to it;
- ✓ readiness to accept children's opinions and input that result from the participation, even if these are different from the ideas of the adults in the organization;
- ✓ active strategies and techniques for involvement of children and the use of many different channels to meet this goal;
- ✓ development of relevant expertise in the organization members who will be engaged in child participation so that they can develop trust and rapport with the children;
- ✓ development of a repertoire or games, tools and techniques for team building activities, motivation, specific group activities, record keeping, collection of feedback, assessment, etc;
- ✓ individual approach to the children in order to keep their involvement, interest and motivation high; when working with different groups of children, participants will differ

in age, gender, personal characteristics, etc, so they would require individual approach both as individuals and as groups;

- ✓ flexibility if the initial plan is not working, then new approaches and techniques have to be introduced;
- ✓ focus on the empowering potential of child participation and choice of activities that are meaningful and allow the generation of versatile ideas and actual cooperation between adult professionals and children;
- ✓ readiness to implement the meaningful changes and recommendations that have been proposed in the process of working with children; if children's ideas receive no real attention and are not implemented, at least to the extent possible, this will demotivate the children and will make the whole process false and meaningless;
- ✓ provision of feedback to the children about how the process went, what ideas/suggestions can be implemented and in what way, what cannot be integrated and why;
- ✓ continuity of the good practices and participation itself so that the practice of participation can develop and actually become part of the way the organization functions.

